

PLANNING & ZONING DIVISION

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

DEVELOPMENT SERVICES BUILDING 150 BEAVERCREEK ROAD OREGON CITY, OR 97045

CLACKAMAS COUNTY BOARD OF COMMISSIONERS

LAND USE HEARING October 21, 2020 9:30 AM

Clackamas County is abiding by social distancing requirements during the coronavirus pandemic, so this public hearing will be conducted virtually using the Zoom platform. The Zoom link to the public hearing and details on how to observe and testify online or by telephone are available on our website: https://www.clackamas.us/meetings/bcc/landuse

All interested parties are invited to "attend" the hearing online or by telephone and will be provided with an opportunity to testify orally, if they so choose. Applications may be viewed online at https://accela.clackamas.us/citizenaccess/. After selecting the "Planning" tab, enter the Record (File) number to search. Then scroll down and select "Attachments," where you will find the submitted application. Please direct all calls and correspondence to the staff member listed below.

LAND USE HEARING

 File No.:
 Z0299-20-CP/Z0300-20-ZAP Comprehensive Plan Amendment and Zone

 Change from Medium Density Residential to Light Industrial

Applicant(s): Brooktraut Properties, LLC

Proposal: Brooktraut Properties LLC (the "Applicant"), with representation by Peter Fry, requests the following for 16147 SE 135th Ave (Tax Lot 22E11D-01601, approximately 0.99 acres):

 A Comprehensive Plan Map amendment to change the land use plan designation of the subject property from Medium Density Residential (MDR) to Light Industrial (LI); and
 A corresponding zone change of the subject property from Medium Density Residential (MR-1) to Light Industrial (LI).

Staff Contact: Glen Hamburg, Sr. Planner, 503-742-4523, GHamburg@clackamas.us

Clackamas County is committed to providing meaningful access and will make reasonable accommodations, modifications, or provide translation, interpretation or other services upon request. Please contact us at least three (3) business days before the meeting at 503-742-4545 or email <u>Drenhard@clackamas.us</u>.

;Traducción e interpretación? | Требуется ли вам устный или письменный перевод? | 翻译或口译? | Cấn Biên dịch hoặc Phiên dịch? | 번역 또는 통역?



Clackamas County Planning and Zoning Division Department of Transportation and Development

Development Services Building 150 Beavercreek Road | Oregon City, OR 97045 503-742-4500 | zoninginfo@clackamas.us www.clackamas.us/planning

Land Use Hearing Item Staff Report to the Board of County Commissioners

File Number: Z0299-20-CP & Z0300-20-ZAP, Comprehensive Plan Map Amendment and Zone Change from Medium Density Residential to Light Industrial

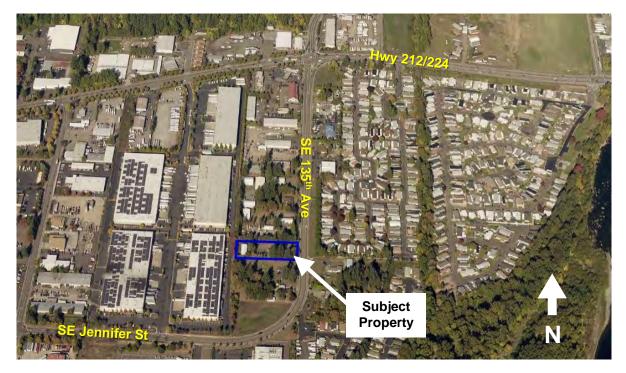
Staff Contact: Glen Hamburg, Planning and Zoning (ghamburg@clackamas.us)

Board of County Commissioners Hearing Date: October 21, 2020

PROPOSAL:

Brooktraut Properties LLC (the "Applicant"), with representation by Peter Fry, requests the following for 16147 SE 135th Ave (Tax Lot 22E11D-01601, approximately 0.99 acres):

- 1. A Comprehensive Plan Map amendment to change the land use plan designation of the subject property from Medium Density Residential (MDR) to Light Industrial (LI); and
- 2. A corresponding zone change of the subject property from Medium Density Residential (MR-1) to Light Industrial (LI).



Background:

In 2002, the Board of County Commissioners approved a request by the same Applicant to change the land use plan designation and zone of an adjacent, similarly-sized property to the south of the subject property from medium density residential to light industrial. The Applicant now requests that the subject property also be changed from medium density residential to light industrial in order to pursue siting a new industrial building that would span both properties.

While this application does not itself propose any new development or land use – only a change in land use plan designation and zoning – the Applicant states that their prospective building would house a "statewide light industrial service business" providing "safety management services to public agencies for public infrastructure construction projects throughout the northwest".

The subject property is already in an officially designated "Industrial Area" in Metro's formallyadopted Title 4 Map (Exhibit 4). The Metro Functional Plan states this area is intended to provide and protect a supply of sites for employment by limiting the types and scale of nonindustrial uses. The Applicant's proposal would bring the County's Comprehensive Plan Map and Zoning Maps in closer alignment with Metro's.

Existing Conditions and Surrounding Area:

The subject property currently contains a single-family dwelling built in 1946 that the Applicant has reported is not habitable. The property also has four detached accessory structures (e.g., sheds, a garage, and a shop). The property is entirely flat, has no County-regulated waterbodies, and has no County-protected historic landmarks.

As shown in Exhibit 4, the subject property is adjacent to a "Regionally Significant Industrial Area" (RSIA) and other properties already zoned light industrial. Other properties to the north, while zoned MR-1, are reportedly used for industrial purposes as well.

The property has frontage on a minor arterial (SE 135th Ave) that is already used by industrial freight traffic and is only about 1,500 feet south of Hwy 212/224, an important regional transport route. SE 135th Ave and mature vegetation separate the subject property from existing residential development to the east. A mobile home park to the east is *not* accessible from the same street as the subject property.

Public Comments:

No neighboring property owners have commented on this application. Metro has stated that they do not anticipate providing any comments, as the property is already in their designated "Industrial Areas". DLCD has also stated that "DLCD does not have any concerns" with this application. Comments received from the Fair Housing Council of Oregon and Housing Land Advocates (Exhibit 11) are addressed in the *Significant Issues* section of this report beginning on the next page.

PLANNING COMMISSION ACTION:

A public hearing was held on September 14, 2020, for Planning Commission consideration of the application and the original staff recommendation. That recommendation, with its findings on relevant approval criteria, is attached, along with draft minutes of the Planning Commission hearing.

The only parties who testified at the Planning Commission hearing were the Applicant and their representative. No testimony has been received by neighbors of the subject property.

The Planning Commission voted unanimously to recommend approval, with the two conditions listed at the end of this report.

CPO AND HAMLET RECOMMENDATIONS:

The local Community Planning Organization, the Clackamas CPO, is inactive.

SIGNIFICANT ISSUES:

At its September 14 hearing, the Planning Commission discussed the following two significant issues:

1. Reduction in zoned multi-family housing capacity in exchange for new employment opportunities

Under its present MR-1 zoning, the subject property has the potential for at most¹ 12 multi-family dwelling units. Changing the land use plan designation and zoning of the subject property to LI for new employment opportunities, as proposed by the Applicant, could therefore lead to a reduction in the County's zoned capacity for multi-family housing by up to 12 units.

The Fair Housing Council of Oregon and Housing Land Advocates has requested in Exhibit 11 that:

- A. the County provide additional evidence and findings to demonstrate the proposed reduction is consistent with Statewide Planning Goal 10, *Housing*; and
- B. the proposal be fully evaluated under a housing needs analysis (HNA) and a buildable lands inventory (BLI).

The Staff Report to the Planning Commission (attached) addresses Goal 10, as well as the loss in housing capacity. The Staff Report also addresses the state-acknowledged provisions of the Metro Functional Plan that were themselves adopted consistent with Goal 10 and that specifically allow for a reduction in the County's zoned housing

 ¹ The need for on-site improvements associated with new residential development (e.g. driveways, parking lots, landscaping) may result in less buildable area and therefore fewer possible dwelling units.
 Z0299-20-CP & Z0300-20-ZAP
 BCC Staff Report
 Page 3 of 5
 Hearing Date: 10/21/2020

capacity for Title 4 industrial uses. Staff finds that the proposal satisfies these requirements, for the reasons detailed in the Staff Report and here below.

Goal 10 itself does not include any specific requirements for evaluating applications for post-acknowledgement plan amendments converting urban residential land to urban industrial land within unincorporated areas of the County. Oregon Administrative Rules (OAR) chapter 660, division 7, which implements Goal 10 for the portions of the County within the Portland Metropolitan (Metro) Urban Growth Boundary (UGB), does mandate that Clackamas County provide the *opportunity* for at least 50 percent of new residential units within its portion of the Metro UGB to be attached single-family housing or multifamily housing. Clackamas County provides an opportunity for attached single-family dwellings in 100 percent of its residential zoning districts within the UGB, and approval of this application would not change that. Division 7 also requires the County provide for an overall density of eight or more dwelling units per net buildable acre within its portion of the Metro UGB; the County already meets this requirement and this application would not reduce the net allowable density of any zoning district. Therefore, the housing mix and density requirements of division 7 will continue to be met with approval of this application.

A new HNA or BLI is not required for every proposal to reduce the County's zoned urban residential capacity. There is no such requirement in the text of Goal 10 itself, nor in OAR 660-007-0060(2) listing the requirements for post-acknowledgement plan amendments and zone changes in the Metro UGB. Metro is the entity that regulates residential land supply within the Metro UGB and it conducts a review of housing capacity every six years. Metro's adopted regulations specifically allow for the proposal, as explained in the Staff Report, and their 2018 Urban Growth Report (Exhibit 13) found that the Metro UGB has more than sufficient zoned capacity for multi-family housing to meet its projected 2038 needs.²

Since this analysis by Metro, Clackamas County has not approved any other reductions in urban residential zoned capacity for multi-family housing. Rather, the County has since eliminated certain barriers to accessory dwelling units (ADUs), thereby facilitating *greater* residential density within the Metro UGB.

Oregon House Bill 2001 also effectively requires the County to allow by 2022 duplexes and other forms of "middle housing" as a primary use in all urban low-density residential zoning districts in the Metro UGB, thereby increasing the "outright" allowable density in those areas. Staff finds that it is reasonable to assume that this increase in housing capacity, which the County is obligated to provide, will far exceed the loss in capacity by (at most) 12 units proposed in this application.

Indeed, Staff finds that a reduction in zoned housing capacity of this scale is not large enough to be statistically meaningful and would not "move the needle" in the County's ability to supply sufficient land for multi-family housing.

² Although the County recently completed its own HNA, this study was not a full Goal 10 analysis, has not been formally adopted, and, importantly, did not consider the existing capacity for multi-family housing in various commercial zoning districts or the increases in allowable density required by Oregon House Bill 2001. Therefore, the most recent, adopted, and complete HNA and BLI relevant to this application is in Metro's 2018 Urban Growth Report.

2. The appropriateness of this particular property being developed with residential uses instead of industrial uses

As discussed above and in the attached materials, the subject property abuts a Regionally Significant Industrial Area and other properties already zoned light industrial or used for industrial uses. The western lot line of the subject property is only about 70 feet from an actively-used 2.5-acre metal industrial building, which is itself surrounded by freight truck accesses, a large parking lot, and other multi-acre industrial buildings. These neighboring industrial uses could cause conflicts with new residential development on the subject property.

There are no bus stops along SE 135th, and no MAX stops or schools nearby, despite these services being important to multi-family development of the subject property under its current zoning.

However, the property is served by a minor arterial and is close to major highways and rail services. The County's existing/planned transportation infrastructure has been determined to be adequate to serve industrial uses on the property, and service providers have attested that water, sewer, and stormwater services for industrial uses are or could be made available concurrent with their development.

The Applicant argues that a more appropriate and logical boundary between residential and industrial uses in the area would be SE 135th Ave, a minor arterial with mature vegetation along one side, rather than the existing boundary. Staff and members of the Planning Commission agree.

For these reasons, Staff and the Planning Commission have found that the subject property is less appropriate for residential development under its current zoning than it is for the Applicant's prospective industrial development.

STAFF RECOMMENDATION:

Staff recommends **APPROVAL** of Z0299-20-CP & Z0300-20-ZAP by the Board of County Commissioners, subject to the following two (2) conditions:

- Clackamas County Comprehensive Plan Map 4-6, North Urban Area Land Use Plan (Exhibit 2), and all other maps of the Comprehensive Plan that identify the land use plan designation of the subject property (Tax Lot 22E11D-01601, with situs address 16147 SE 135th Ave), shall be amended to identify the subject property as having a Comprehensive Plan land use designation of Light Industrial (LI); and
- 2. Clackamas County North Urban Area Zoning Map (Exhibit 3) shall be amended to identify the subject property as being in the Light Industrial (LI) zoning district.

Z0299-20-CP & Z0300-20-ZAP: Comprehensive plan map amendment & Zone change

Applicant and Property Owner: Brooktraut Properties LLC
Map and Tax Lot: T2S R2E Section 11D, Tax Lot 1601 W.M.
Site Address: 16147 SE 135th Ave, Clackamas
Current Plan Designation: Medium Density Residential (MDR)
Current Zoning District: Medium Density Residential (MR-1)
County Staff Contact: Glen Hamburg, Senior Planner (503.742.4523, ghamburg@clackamas.us)



Board of County Commissioners Hearing October 22, 2020

TODAY

1. Application summary

- Currently planned/zoned medium density residential
- Convert to light industrial, like those around it
- For siting an industrial building
- Already "industrial" in Metro Title 4 Map
- 2. List of substantive approval criteria
- 3. Discussion of significant issues
- 4. **Recommendation: Approval**



SUBJECT PROPERTY

- ± 0.99 acres
- Flat, no mapped hazards
- No protected open spaces or historic sites
- \approx 130 feet of minor arterial frontage



SURROUNDING AREA

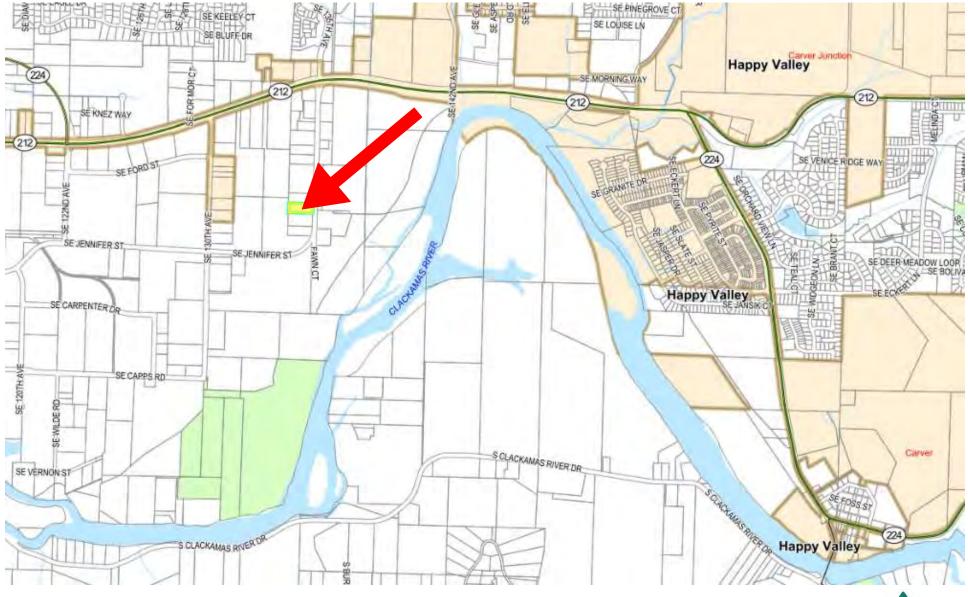
- West and south: Industrial
 - RSIA directly to the west
 - 2.5-acre industrial building 70 feet away
 - Lot to the south changed to light industrial in 2002
- **East:** *MR-1 parcels, including mobile home park*
- **North:** *MR-1 parcels* (*industrial uses*) *and CC parcels*



SURROUNDING AREA

- MAX station: 3 miles away
- **Clackamas High:** 1 mile away
- **TriMet stops:** None on 135th Ave or Jennifer Ave
- **Clackamas River:** ¹/₄ mile away, 60 feet "below"





Z0299-20-CP & Z0300-20-ZAP [6]





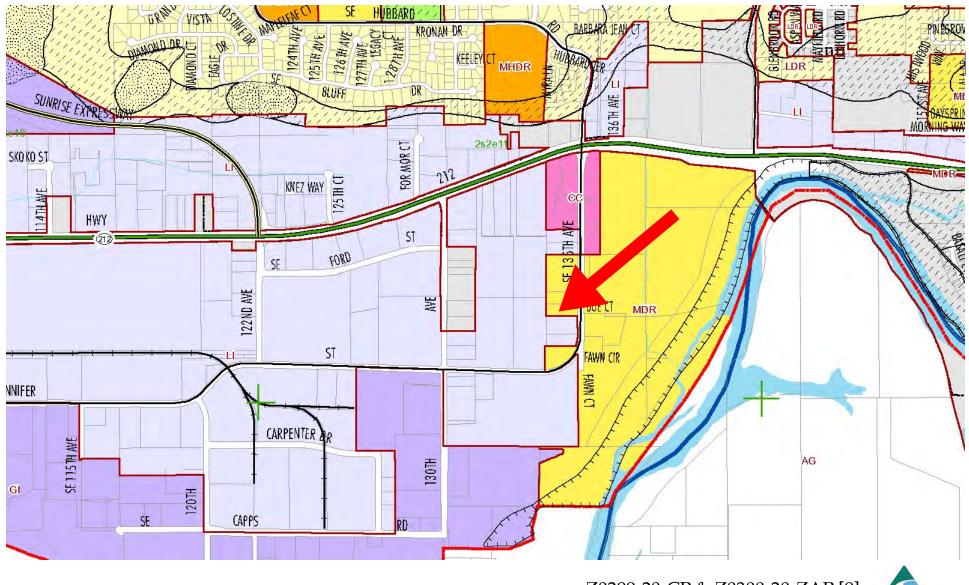




Z0299-20-CP & Z0300-20-ZAP [8]



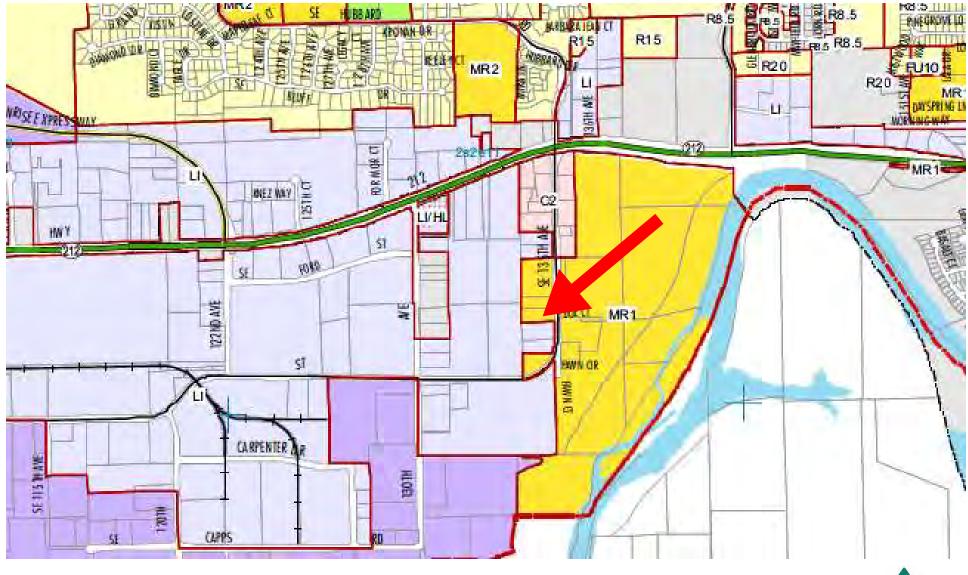
Current Comprehensive Plan Map 4-6



Z0299-20-CP & Z0300-20-ZAP [9]



Current North Urban Area Zoning Map



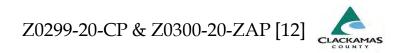
ZDO-276 [10]

EXISTING CONDITIONS

- 1,542 ft² unoccupied single-family dwelling (1946)
- 300 ft² detached garage
- 2,400 ft² detached shop
- Two small sheds











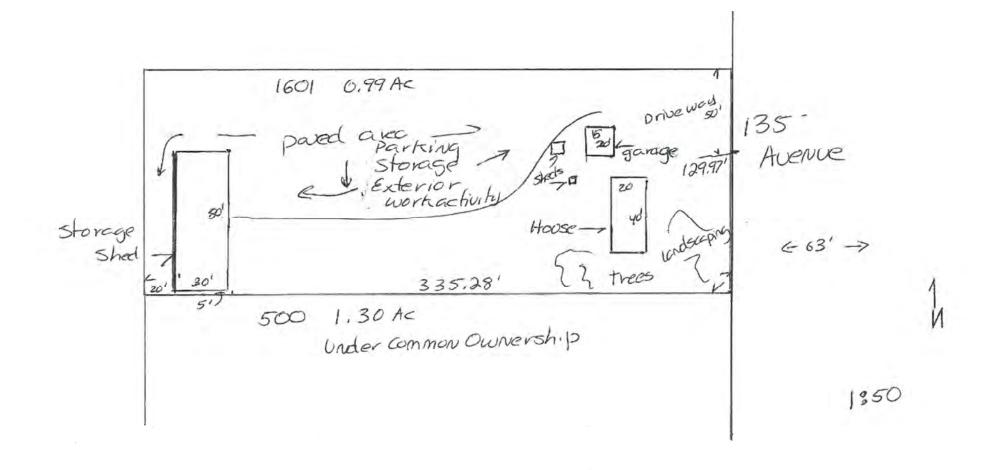








Applicant's "Existing Conditions" Map



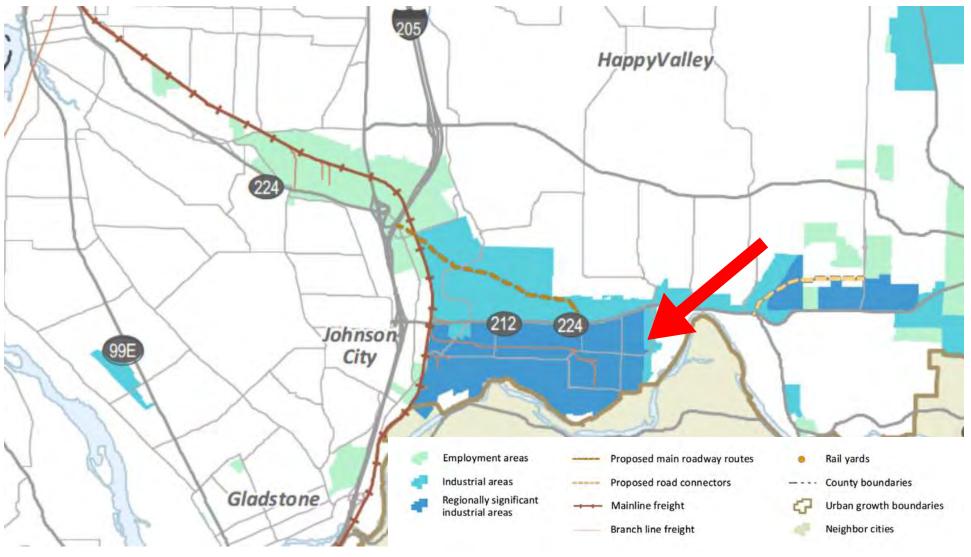


Potential Future Development





Metro Functional Plan Title 4 Map



Z0299-20-CP & Z0300-20-ZAP [17]



APPROVAL CRITERIA

Applicable Statewide Planning Goals

Goal 1 - Citizen Involvement

- No change in citizenship involvement program
- Noticed according to ZDO Section 1307

Goal 9 - Economic Development

Increasing employment lands (EOA not needed)

Goal 10 - Housing

- No specific requirements for evaluating residential → industrial changes
- No requirement for HNA or BLI for this application
- Implemented by OAR 660-007
- Minimal housing capacity reduction

Goal 12 – *Transportation*

• TPR findings: Transportation system adequate

Ž0299-20-CP & Z0300-20-ZAP [18]



APPROVAL CRITERIA

Metro Urban Growth Functional Plan

Title 1 – *Housing Capacity*

- 3.07.120(d)(1): Capacity reduction OK if for Title 4 industrial uses
- 3.07.120(e): Capacity reduction also OK if "negligible effect"

Title 4 – *Industrial and Other Employment Areas*

 "Provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial, and Employment Areas"



APPROVAL CRITERIA

Clackamas County Comprehensive Plan

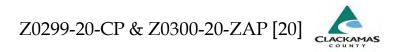
Chapter 4 – Land Use

Policy 4.55.1 says can be zoned LI if:

- Excellent access to regional transport network
- Access to at least a minor arterial
- Large enough for several industries to cooperatively design an industrial park

Chapter 8 – Industrial and Other Employment Areas

- **8.A.1:** Protect established industrial areas from incompatible land uses
- **8.A.2:** Provide room for the future expansion or relocation of industry
- **8.B:** Provide for a broad range of types and sizes of industrial uses



SIGNIFICANT ISSUES (1 OF 2)

September 14, 2020 Planning Commission Hearing

1. Reduction in zoned multi-family housing capacity

- Loss of land capacity for *up to* 12 multi-family units
- Exhibit 11: Request for Goal 10 findings, link to HNA/BLI
- OAR 660-007 requirements met
- Sufficient multi-family land capacity in Metro UGB, per 2018 Urban Growth Report
- No capacity reductions since
- Reduced barriers to ADUs since, and requirements for greater density allowances by 2022
- No requirement for new HNA/BLI for every zone change
- Reduction is minimal
- Metro: "Looks pretty straightforward"; DLCD: "No concerns"

Z0299-20-CP & Z0300-20-ZAP [21]



SIGNIFICANT ISSUES (2 OF 2)

September 14, 2020 Planning Commission Hearing

2. Appropriateness of property for residential vs. industrial uses

- Adjacent industrial uses
- SE 135th and existing vegetation as clear boundary
- Lack of nearby services supporting residential uses
- Metro Title 4 Map and County Plan policies



RECOMMENDATION

Staff and Planning Commission recommendation to BCC:

APPROVAL, with two conditions:

- 1. Amend Comprehensive Plan Maps (including Map 4-6, North Urban Area Land Use Plan)
- 2. Amend North Urban Area Zoning Map



THANK YOU





Clackamas County Planning and Zoning Division Department of Transportation and Development

Development Services Building 150 Beavercreek Road | Oregon City, OR 97045

503-742-4500 | zoninginfo@clackamas.us www.clackamas.us/planning

PLANNING STAFF REPORT AND RECOMMENDATION TO THE PLANNING COMMISSION

SECTION I: GENERAL INFORMATION

Report Date: September 3, 2020

Hearing Date: September 14, 2020

File Nos. Z0299-20-CP & Z0300-20-ZAP

Proposal: Comprehensive Plan Map amendment to change the land use plan designation of the subject property from Medium Density Residential (MDR) to Light Industrial (LI), with a corresponding zone change of the subject property from Medium Density Residential (MR-1) to Light Industrial (LI)

Staff Contact: Glen Hamburg, Senior Planner (Tel: 503.742.4523, Email: ghamburg@clackamas.us)

Applicant: Brooktraut Properties LLC

Property Owner: Brooktraut Properties LLC

Map and Tax Lot: T2S R2E Section 11D, Tax Lot 1601 W.M.

Site Address: 16147 SE 135th Ave, Clackamas, OR 97015

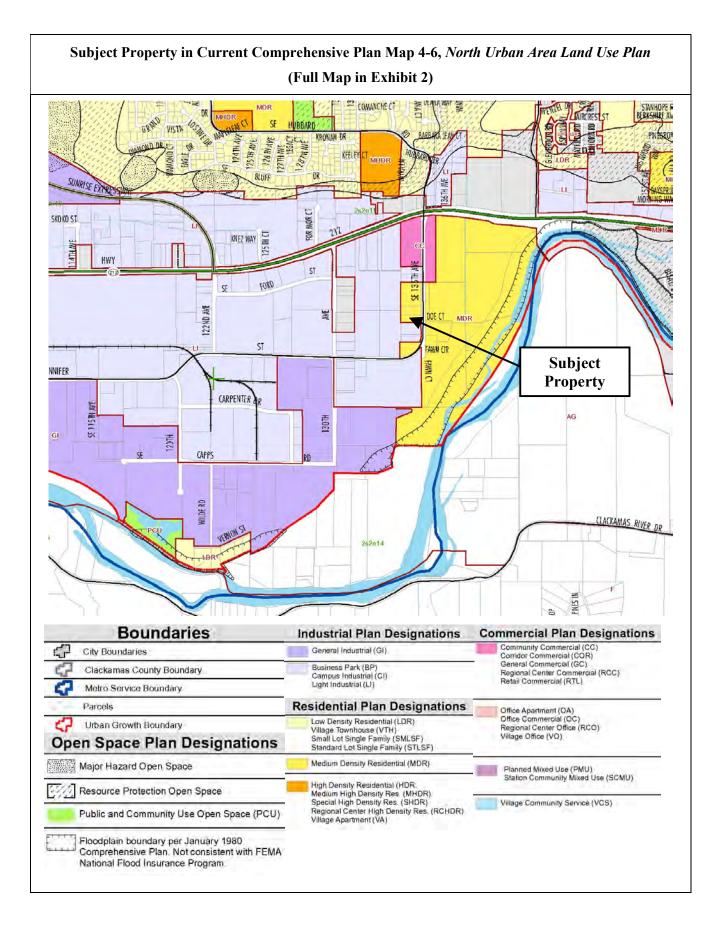
Total Area: Approximately 0.99 acres

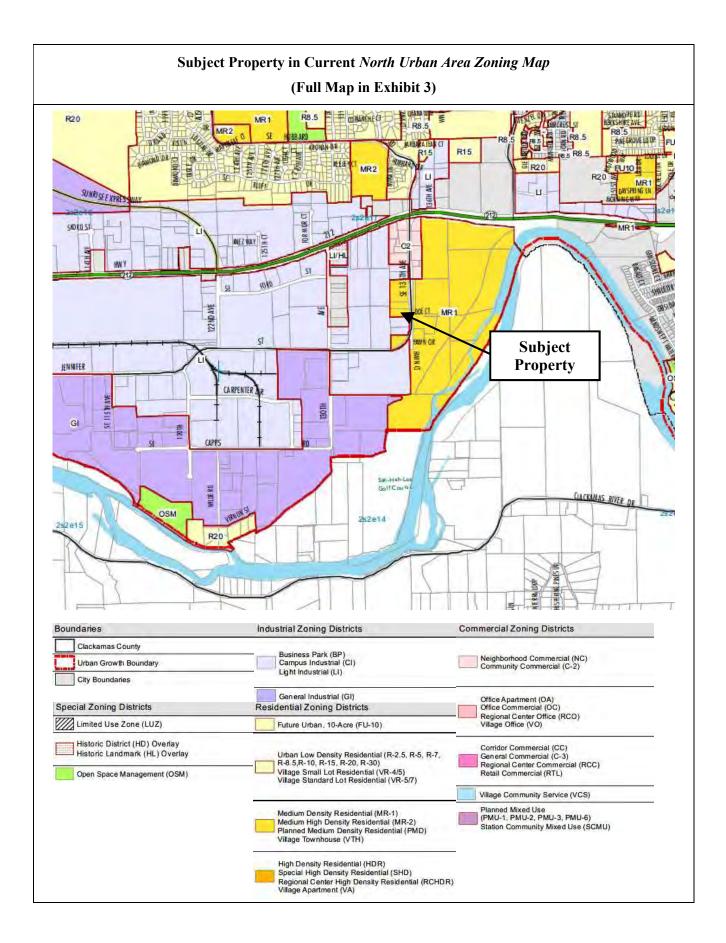
Location: On the west side of SE 135th Ave, approximately 1,580 feet south of the intersection of SE 135th Ave and Hwy 212/224 and approximately 1,170 feet northwest of the Clackamas River

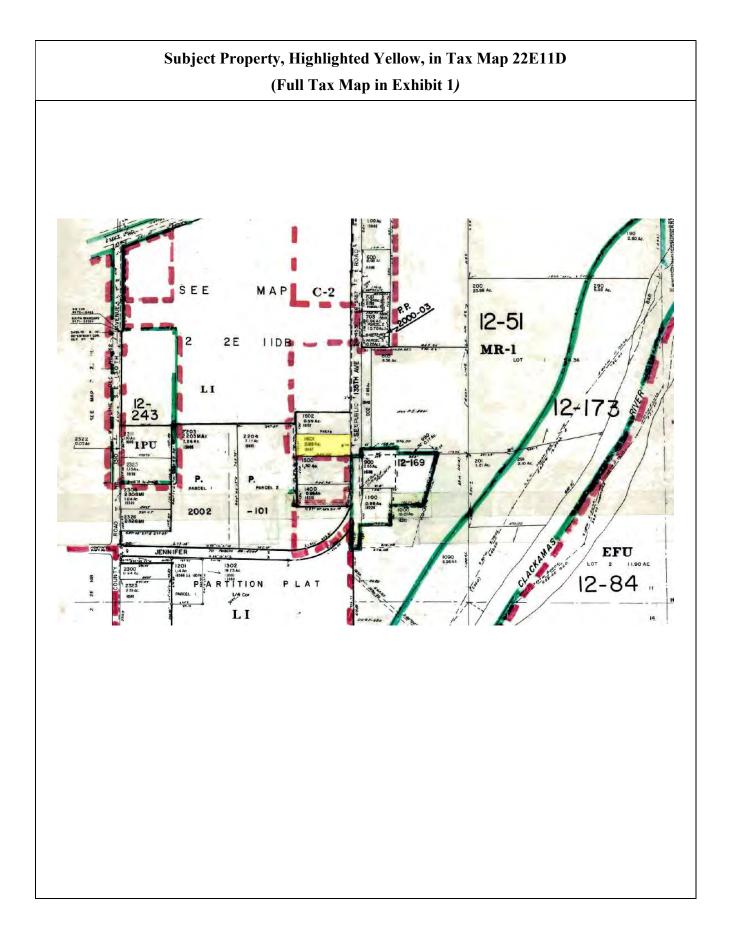
Current Comprehensive Plan Designation: Medium Density Residential (MDR)

Current Zoning District: Medium Density Residential (MR-1)

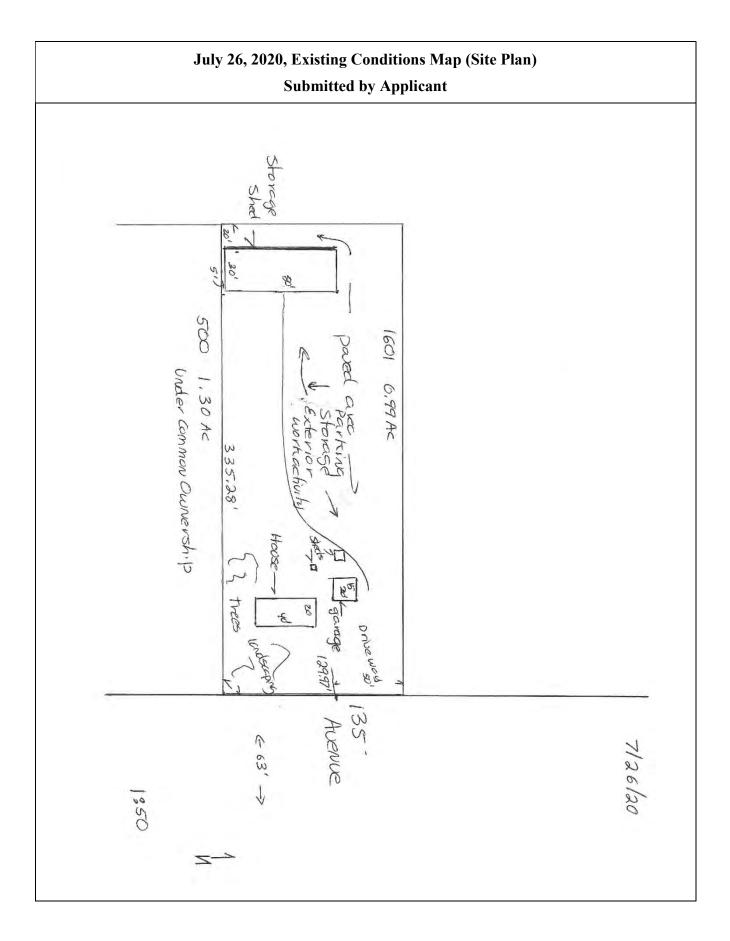
Citizens Planning Organization (CPO) for Area: Clackamas CPO (inactive)

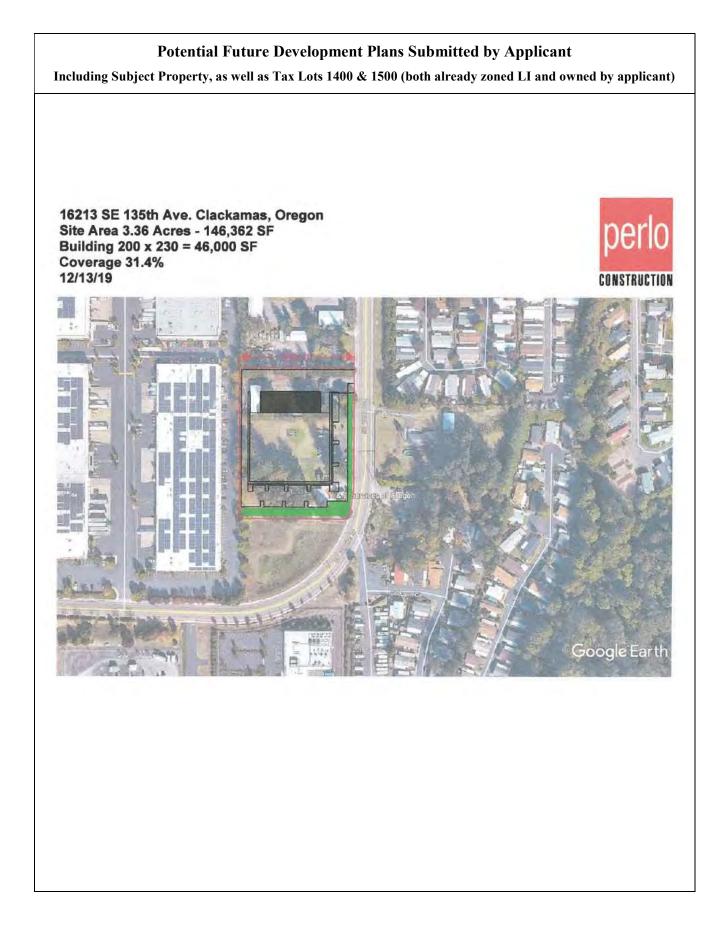












SECTION II: RECOMMENDATION

Staff recommends that the Planning Commission recommend **APPROVAL** of this application to the Board of County Commissioners, subject to the following two conditions:

- 1. Clackamas County Comprehensive Plan Map 4-6, *North Urban Area Land Use Plan* (Exhibit 2), and all other maps of the Comprehensive Plan that include the subject property (Tax Lot 22E11D-01601, with situs address 16147 SE 135th Ave), shall be amended to identify the subject property as having a Comprehensive Plan land use designation of Light Industrial (LI);
- 2. The Clackamas County *North Urban Area Zoning Map* (Exhibit 3) shall be amended to identify the subject property as being in the Light Industrial (LI) zoning district.

SECTION III: PROJECT OVERVIEW AND BACKGROUND

This application requests that Clackamas County's Comprehensive Plan land use plan designation of the subject property, as identified in Comprehensive Plan maps, be changed from Medium Density Residential (MDR) to Light Industrial (LI), and for the zoning district of the subject property to be changed concurrently from Medium Density Residential (MR-1) to Light Industrial (LI).

The subject property is a roughly 0.99-acre rectangular legal lot of record with approximately 130 feet of frontage on the west side of SE 135th Ave, a minor arterial. The property is flat, is outside of a mapped flood hazard area, and has no County-regulated waterbodies, mass-movement or soil hazard areas, or historic landmarks.

According to the Applicant's existing conditions map and site plan and a transportation impact study included with the application, as well as available Assessment & Taxation Department records (Exhibit 5), the property currently has the following improvements:

- A two-story 1,542-square-foot "stick-built" single-family dwelling built in 1946;
- A 300-square-foot detached garage located north of the dwelling;
- A 2,400-square-foot detached storage shed in the property's southwest corner; and
- Two small detached sheds.

The Applicant owns the subject property and adjacent Tax Lot 1500 to the south (no situs address, approximately 1.4 acres), as well as Tax Lot 1400 (16213 SE 135th Ave, 0.97 acres) adjacent and to the south of Tax Lot 1500. These two other tax lots under common ownership (Tax Lots 1400 and 1500) used to also be zoned medium density residential, but were the subject of a similar combined Comprehensive Plan map amendment and zone change application (File Nos. Z0033-02-CP and Z0034-02-Z, Exhibit 6) that was approved in 2002 to change their plan designation and zoning district to light industrial.

The Applicant explains that this latest request to have the subject property's Comprehensive Plan designation and zoning district changed to match those of Tax Lots 1400 and 1500 is necessary to site a new industrial building that would span all three tax lots. The Applicant states that the new building will be used to house a "statewide light industrial service business" providing "safety management services to public agencies for public infrastructure construction projects throughout the northwest".

To be sure, this application does not itself propose, nor would its approval authorize, any new development. ZDO Subsection 1102.01(A) requires that new development in an industrial zoning district, such as the proposed LI District, receive design review approval, which the Applicant has not yet applied for. The Applicant acknowledges in their application materials that, even if this Comprehensive Plan Map amendment and zone change application is approved, approval of their desired industrial building will require a separate design review application, with consideration of particular aspects such as building design, parking, and landscaping.

As shown in Exhibit 4, the subject property, as well as all of its neighbors to the north, west, and across SE 135th Ave to the east, are already in an area that Metro has designated an "industrial area" that the Metro Functional Plan states is intended to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses. Exhibit 4 further shows that the subject property is also directly adjacent to a section of the County that Metro classifies as a "regionally significant industrial area" (RSIA)¹.

The western lot line of the subject property is only about 70 feet from an actively-used 2.5-acre metal industrial building, which is itself surrounded by freight truck accesses, a large parking lot, and other multi-acre industrial buildings.

Directly to the north and separated from the subject property by a row of trees are two residentially-zoned parcels (Tax Lots 22E11D-01602 and 22E11DB-00700) that are nonetheless developed with a number of large metal out-buildings and used for outdoor storage. Beyond those parcels toward the intersection of SE 135th Ave and Hwy 212/224 are other properties already zoned LI, as well as a commercial area developed with a vehicle service station, other auto-related businesses, a landscaping company, and a couple chain and fast-food restaurants.

Across SE 135th Ave to the east and beyond a row of mature hedges is the southwest corner of the Shadowbrook Mobile Home Park, which is accessed not from SE 135th Ave but rather from Hwy 212/224 to the north. There is also an approximately 2.57-acre parcel (Tax Lot 22E11D-00900) across the road that, despite being zoned medium density residential (MR-1), is currently developed with only one detached single-family dwelling.

¹ RSIAs are those areas near the Metro region's most significant transportation facilities for the movement of freight and other areas most suitable for movement and storage of goods. RSIAs are designated to: protect a supply of sites for employment by limiting the types and scale of non-industrial uses within them; provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another; to protect the capacity and efficiency of the region's transportation system for the movement of goods and services; and to encourage incompatible land uses to be located elsewhere.

The subject property is not visible from the Clackamas River, which is located more than a quarter mile to the southeast beyond vegetated open space. The Clackamas River is at least 60 feet below the elevation of the subject property.

SECTION IV: FINDINGS

This application is subject to the following provisions:

- 1. Statewide Planning Goals;
- 2. Metro Urban Growth Functional Plan Titles 1 and 4;
- 3. Clackamas County Comprehensive Plan; and
- 4. Zoning and Development Ordinance (ZDO) Sections 202, 1202, and 1307.

Planning Staff has reviewed these provisions in conjunction with this proposal and makes the following findings. ZDO Sections 202 and 1307 provide only definitions and procedural requirements that do not warrant separate written findings in this report.

A. STATEWIDE PLANNING GOALS:

Goal 1 – Citizen Involvement

Statewide Planning Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process" and requires the County to have a citizen involvement program with certain features.

This application only proposes to amend the County's Comprehensive Plan maps and zoning maps; even if approved, the County's existing, State-acknowledged citizen involvement program would not change.

Section 1307 of the ZDO contains adopted and State-acknowledged procedures for citizen involvement and public notification of quasi-judicial applications. This application has been processed consistent with those requirements, including with notice to the Department of Land Conservation and Development (DLCD) as directed, to property owners within 300 feet of the subject property, to Metro and ODOT, and in the Oregonian. The proposal has also been advertised on County websites.

Before the Board of County Commissioners (BCC) can decide on this application, there will have been at least two public hearings: one with the County's Planning Commission and another with the BCC.

The relevant requirements of Statewide Planning Goal 1 are satisfied.

Goal 2 – Land Use Planning

Goal 2 requires the County to have and to follow a comprehensive land use plan and implementing regulations. Comprehensive plan provisions and regulations must be consistent with Statewide Planning Goals, but Goal 2 also provides a process by which exceptions can be made to certain Goals.

The proposed amendment to Clackamas County's Comprehensive Plan maps, including to Map 4-06, would not change the County's land use planning process. Even under the Applicant's proposal, the County will continue to have a comprehensive land use plan and consistent implementing regulations. Part C of this section of this report, beginning on Page 20, outlines how this proposal is consistent with applicable policies of the County's State-acknowledged comprehensive plan. The Applicant does not request an exception to any Statewide Planning Goal.

The relevant requirements of Statewide Planning Goal 2 are satisfied.

Goal 3 – Agricultural Lands

Goal 3 requires the County to identify farmland, designate it as such on its Comprehensive Plan maps, and zone it exclusive farm use (EFU).

The County has already satisfied these Goal 3 requirements. This application does not propose to change the Comprehensive Plan Map designation or zoning of any farmland, nor does it propose a change in any allowed land use in the EFU zoning district. The subject property is inside the Portland Metro Urban Growth Boundary (UGB) and is currently zoned for medium density residential development, not agriculture.

The relevant requirements of Statewide Planning Goal 3 are satisfied.

Goal 4 – Forest Lands

Goal 4 requires the County to identify forest land, designate it as such on Comprehensive Plan maps, and zone it consistently with State rules.

As with Goal 3 and its farmland, the County has already satisfied its Goal 4 requirements for forest land. This application does not propose to change the Comprehensive Plan Map designation or zoning of any forest land, nor does it propose a change in any allowed land use in its forest zoning districts (i.e., Ag/Forest and Timber Districts).

The relevant requirements of Statewide Planning Goal 4 are satisfied.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 5 requires the County to adopt programs that will protect an area's natural resources and will conserve scenic, historic, and open space resources for present and future generations. It requires an inventory of natural features, groundwater resources, energy sources, and cultural areas, and encourages the maintenance of inventories of historic resources.

This proposal would not change the County's adopted and acknowledged programs for the protection of such resources, nor would it change the County's adopted and acknowledged historic resources inventory. As noted previously in this report, the subject property has no protected or inventoried historic resource and no Countyregulated water bodies or other natural resources, and approval of this application would not itself authorize any development. The application does not propose to reduce or otherwise modify the boundaries of any open space areas.

The relevant requirements of Statewide Planning Goal 5 are satisfied.

Goal 6 – Air, Water, and Land Resources Quality

Goal 6 instructs the County to consider the protection of air, water, and land resources from pollution and pollutants when developing its Comprehensive Plan.

The proposal in this application would not change any Comprehensive Plan policy or implementing regulation affecting a Goal 6 resource, nor would it modify the mapping of any protected resource.

The subject property is already planned and zoned by the County for urban development. Parcels abutting the subject property to the west and south, and located just 650 feet to the north of the subject property, are currently planned and zoned specifically for light industrial uses. As mentioned earlier in this report and shown in Exhibit 4, the subject property itself is also already prioritized by Metro for industrial use as well.

Among other land uses that may cause noticeable pollution or environmental disturbances, the proposed LI zoning for the subject property *prohibits* the following:

- Electrical power production facilities;
- Outdoor entertainment facilities, including race tracks;
- Petroleum, coal, or other fuel storage, refining, reclaiming, distribution, or wholesale trade;
- Retail auto repairing, overhauling, painting, washing, body and fender work, and reconditioning; and
- Wrecking yards.

Per ZDO Section 602, the Applicant's proposed LI zoning would also require a conditional use permit, issued only after a public hearing and only if certain criteria are met, for any composting facility, recycling center or transfer station, or surface mining of the subject property.

Clackamas Water Environment Services (WES) is the surface water management authority for the subject property. The submitted application includes a Preliminary Statement of Feasibility in which WES has determined that adequate surface water treatment and conveyance is already available to serve future industrial development of the subject property, or could be made available through improvements completed by the developer or the system owner. The need for any specific stormwater management system improvements will be evaluated during the design review application process required ahead of any actual industrial development of the subject property.

The relevant requirements of Statewide Planning Goal 6 are satisfied.

Goal 7 – Areas Subject to Natural Hazards

Goal 7 requires the County to address Oregon's natural hazards. This proposal would not change the County's adopted and acknowledged Comprehensive Plan policies or implementing regulations regarding natural disasters and hazards, nor would it modify the mapping of any hazard. Even if the proposed map amendment and zone change is approved, development of the subject property will still be required to comply with the County's existing hazard-related land use regulations.

As noted previously though, the subject property is flat and has no mapped massmovement or soil hazard areas. The property is also not in a mapped flood hazard area.

The relevant requirements of Statewide Planning Goal 7 are satisfied.

Goal 8 – Recreational Needs

Goal 8 requires the County to plan for the recreational needs of its residents and visitors. The proposal would not change any existing, State-acknowledged County Comprehensive Plan policy or implementing regulation regarding recreational needs, nor would it reduce or otherwise modify a mapped recreational resource.

The relevant requirements of Statewide Planning Goal 8 are satisfied.

Goal 9 – Economic Development

The purpose of Goal 9 planning is to provide adequate opportunities throughout Oregon for a variety of economic activities vital to the health, welfare, and prosperity of Oregonians. Goal 9 requires the County's Comprehensive Plan for its urban areas to contain economic analyses and economic development policies. It also requires the Comprehensive Plan to provide "at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses". The County's State-acknowledged Comprehensive Plan already contains the required economic analyses and development policies, which this application does not propose to change. This application does, however, propose to amend the Comprehensive Plan maps in order to increase the supply of sites for allowable industrial uses.

Goal 9 is formally implemented by Oregon Administrative Rules (OAR) chapter 660, division 9. Rule 25 of division 9 requires the County to adopt measures adequate to address identified economic development needs and priorities, specifically including amendments to its Comprehensive Plan Map and zoning map, as necessary. The Applicant's proposal would amend the Comprehensive Plan Map and zoning map to increase the County's industrial land supply and would allow adjacent vacant properties to the south that are already zoned LI (Tax Lots 1400 and 1500) to be developed with the Applicant's prospective industrial use.

Neither Goal 9 nor OAR chapter 600, division 9 require the applicant to conduct an economic opportunity analysis (EOA) to justify their proposal, as the subject property is less than two acres in area and would not result in a reduction in employment (industrial or commercial) lands.

The relevant requirements of Statewide Planning Goal 9 are satisfied.

Goal 10 – Housing

The purpose of Goal 10 is to meet housing needs. It requires the County to prepare inventories of buildable residential lands, which the County has already done, but does not provide any specific requirements for evaluating applications to convert residential land to industrial land.

Goal 10 does recommend that the County's Comprehensive Plan (including its land use designation maps) "should be developed in a manner that insures the provision of appropriate types and amounts of land" within UGBs for housing; it also advises that areas planned for residential development "be necessary and suitable for housing needs of households of all income levels". Staff makes the following findings regarding these Goal 10 recommendations.

Under the density allowances for its current MR-1 zoning, the approximately 0.99acre subject property could be developed with *at most* 12 dwelling units, though the need for on-site improvements associated with new residential development may result in less buildable area and therefore less possible dwelling units. Staff finds that the Applicant's proposed reduction in the County's urban residential land supply by approximately 0.99 acres and the potential for a loss of up to 11 net dwelling units is not a significant reduction and that the reduction will not cause the County to fall below any required minimum.

A September 2019 regional housing study (Exhibit 8) did find that the County, overall, needs more housing of all types, but this study has not been formally adopted as any binding policy or set of rules. Importantly, the study also did not factor in the various commercial zones of the County where residential development is permitted and where multifamily developments have been approved. The study also did not consider recent changes in state law that make it easier to develop accessory dwelling units in urban areas and that will allow duplexes and cottage clusters outright in urban low density residential zoning districts.

Even with the Applicant's proposal approved, there will still be underdeveloped residential properties within the area that could, if compelled by the market, be redeveloped for new multifamily housing. For example, there are approximately 3.57 acres of medium density residential land across 135th Ave that are currently only developed with two detached single-family dwellings, despite potentially being able to accommodate dozens of dwelling units under that present zoning.

Staff finds that the subject property is less appropriate and less suitable for residential development than it is for industrial development. The noise, vibrations, traffic, and other impacts of the surrounding industrial land uses would reasonably conflict with residential uses, especially when those residential uses are right next door. As noted previously, the subject property borders industrial parcels to the west and south; indeed, the subject property is just 70 feet from a 2.5-acre industrial building and directly abuts a more than 900-acre "regionally significant" industrial complex. The two residentially-zone parcels to the north of the subject property are reportedly developed with industrial uses also, despite their current underlying zoning.

The subject property is separated from other existing residential development to the east by a minor arterial used by industrial freight traffic and by mature vegetation, and the mobile home park to the east is not accessible from the same street as the subject property. The nearest public school to the subject property, Clackamas High School, is more than a mile away, uphill, and across a state highway; the nearest elementary schools are even further away. There are no Tri-Met bus lines along SE 135th Ave or SE Jennifer St and the nearest MAX station is nearly three miles from the subject property.

For these reasons, Staff finds that it is neither necessary nor suitable for the subject property to be prioritized for residential development over industrial development.

The relevant requirements of Statewide Planning Goal 10 are satisfied.

Goal 11 – Public Facilities and Services

The purpose of Goal 11 is to ensure that local governments plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The applicable part of this Goal is under Guideline (A)(3), which requires adequate public facilities and services, such as sewer, water, and stormwater services, for urban land uses in urban areas.

The applicant has provided Statements of Feasibility from the subject property's sewer, water, and stormwater service providers. The statements attest that there are already adequate services available to the property to accommodate industrial uses, or that adequate services could be made available concurrent with future industrial development.

No changes to adopted facilities plans or implementing regulations are proposed in this application.

The relevant requirements of Statewide Planning Goal 11 are satisfied.

Goal 12 – Transportation

The purpose of Goal 12 is to provide and encourage a safe, convenient, and economic transportation system. It requires the County to create a transportation system plan (TSP) that takes into account all relevant modes of transportation.

Goal 12 is implemented by Oregon Administrative Rules (OAR) chapter 660, division 12, commonly referred to as the "Transportation Planning Rule" (TPR). When an amendment to the County's Comprehensive Plan maps or zoning map is proposed, rule 60 of the TPR requires an analysis of whether the proposed amendment would "significantly affect" an existing or planned transportation facility, and whether it is necessary to update transportation facility plans to accommodate such effects. The TPR defines what it means to "significantly affect" a transportation facility.

The Applicant has provided a traffic impact study completed by a licensed engineer that addresses TPR requirements. It includes a comparison of the reasonable worst-case traffic impacts caused by potential development under the property's current MR-1 zoning to the reasonable worst-case traffic impacts under the proposed LI zoning. As explained previously in response to Goal 10, under the present zoning, the roughly 0.99-acre subject property could accommodate up to 12 dwelling units (but no detached single-family dwelling units, as MR-1 District does not permit new detached single-family dwellings). Of all the land uses that the proposed LI District would allow outright, the TIS identifies manufacturing as the use that would likely generate the most vehicle traffic. The TIS then compares the traffic volumes that would be generated by the 12 dwelling units to the traffic volumes generated by

manufacturing uses on the property, even though the Applicant here does not necessarily propose for the site to be used for manufacturing.

The TIS estimates there would be just three additional PM peak hour trips under the proposed LI zoning over the existing MR-1 zoning designation at full residential build-out. The TIS concludes that the impacts of the Applicant's proposal on the existing transportation system would be *de minimus* and that there is no need to consider system improvements. The County's Transportation Engineering Division has reviewed this TIS and concurs with its findings (Exhibit 9).

The required design review process ahead of any actual industrial development of the subject property will consider access, circulation, motor vehicle and bicycle parking, and the need for any frontage improvements.

The relevant requirements of Statewide Planning Goal 12 are satisfied.

Goal 13 – Energy Conservation

Goal 13 encourages land use plans to consider lot size, siting controls, building height, density, and other measures in order to help conserve energy. The Applicant's proposal would not change any policy or implementing regulation regarding energy conservation.

The relevant requirements of Statewide Planning Goal 13 are satisfied.

Goal 14 – Urbanization

The purpose of Goal 14 is to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

The subject property is already inside of a UGB and is already planned to accommodate urban uses. The Applicant's proposal would provide additional opportunities for urban employment directly adjacent to an RSIA on a property already assumed by Metro for industrial use. The application does not propose to expand or modify any UGB or to permit rural land uses inside the UGB.

The relevant requirements of Statewide Planning Goal 14 are satisfied.

Goal 15 – Willamette River Greenway

The purpose of Goal 15 is to protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway. The subject property is nearly five miles from the Willamette River and is not located in the Willamette River Greenway. The Applicant's proposal would not change any existing, State-acknowledged County Comprehensive Plan policy or implementing regulation regarding the Willamette River Greenway.

The relevant requirements of Statewide Planning Goal 15 are satisfied.

Goal 16 – Estuarine Resources

Goal 16 is not applicable to Clackamas County.

Goal 17 – *Coastal Shorelands*

Goal 17 is not applicable to Clackamas County.

Goal 18 – *Beaches and Dunes*

Goal 18 is not applicable to Clackamas County.

Goal 19 – Ocean Resources

Goal 19 is not applicable to Clackamas County.

B. METRO URBAN GROWTH FUNCTIONAL PLAN:

The Metro Urban Growth Functional Plan, adopted by the Metro Council in 1997, is a regional functional plan which contains requirements that are binding on cities and counties of the region, including Clackamas County. It also contains recommendations that are not binding. The requirements and recommendations include those for the County's Comprehensive Plan and implementing ordinances.

Below, Staff reviews the Applicant's proposal to amend the Comprehensive Plan Map for consistency with relevant Function Plan policies.

Title 1 – Housing Capacity

3.07.120(d)(1) of Title 1 of the Functional Plan provides that the County may reduce its minimum zoned housing capacity to allow an industrial use consistent with Tile 4 of the Functional Plan, as proposed by the Applicant.

3.07.120(e) of Title 1 also provides that the County may reduce the minimum zoned capacity of a single lot or parcel so long as the reduction has a "negligible effect" on the County's overall minimum zoned residential capacity. Staff finds that the proposed reduction in the County's overall residential capacity – approximately 0.99 acres in terms of land supply, and a maximum *net* of 11 potential dwelling units – would indeed be negligible, particularly when considering the increases in opportunities for residential development that have been made since the Functional Plan, Metro 2040 Growth Concept, and the County's implementing plans and regulations were first adopted. The County has increased opportunities for additional residential development since then by allowing residential development in certain formerly commercial-only areas and approving applications for increased residential density (i.e., for a zone change from R-10 to R-8.5) more often than applications for less density.

This application satisfies the conditions of two separate opportunities provided by Title 1 for a reduction in the County's minimum zoned housing capacity.

The relevant requirements of Title 1 are satisfied.

Title 4 – Industrial and Other Employment Areas

Title 4 of the Functional Plan "seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial, and Employment Areas", which are identified in Metro's October 2014 Title 4 '*Employment and Industrial Areas Map*' (Exhibit 4). Per 3.07.450(a) of Title 4, this map "is the official depiction of the boundaries of Regionally Significant Industrial Areas, Industrial Areas and Employment Areas", as referred to in the Functional Plan.

Despite The County's present MR-1 zoning for the subject property, the property is identified on the *Employment and Industrial Areas Map* already as an Industrial Area; amending the County's Comprehensive Plan Map and zoning map to LI, as proposed by the applicant, would more closely align the County's maps with Metro's for industrial area planning.

Moreover, the proposed amendments could help to protect, and even support, the RSIA and other industrial property directly adjacent to the subject property, in three ways. First, the Applicant shows that it is necessary to rezone the property to LI in order to site a new building for an allowable industrial use that would span and be

accessed by other properties already zoned LI. Second, the proposal would facilitate the kind of "clustering" of industrial uses intended for the neighboring industrial uses. Third, rezoning the subject property – located just 70 feet away from a 2.5-acre industrial building in an RSIA that is surrounded by freight truck operations – from MR-1 to LI would reduce the potential for conflict between residential and industrial land uses.

The County has already adopted Comprehensive Plan policies and implementing land use regulations for its designated industrial areas consistent with requirements of Title 4 of the Functional Plan, including allowable land uses, restrictions on certain commercial uses, and development standards for the LI District. This application does not propose to change any of those policies or regulations.

Rather, the Applicant proposes to apply the policies and regulations for the LI District to the subject property. If this application were to be approved, all land uses and development would have to comply with existing LI District requirements.

For these reasons, Staff finds that all relevant requirements of Title 4 are satisfied.

C. <u>CLACKAMAS COUNTY COMPREHENSIVE PLAN GOALS AND POLICES:</u>

The County's Comprehensive Plan includes goals and policies that must be considered when evaluating a proposed change in Comprehensive Plan land use designation and implementing zoning district. In this section of the report and recommendation, Staff reviews each chapter of the Comprehensive Plan and provides written findings as to how the Applicant's proposal is consistent with those chapters' applicable goals and policies.

Chapter 1 – Introduction

Chapter 1 of the County's Comprehensive Plan serves only as an introduction and **does not warrant written findings**.

Chapter 2 – Citizen Involvement

Chapter 2 of the Comprehensive Plan aims to promote public participation in the County's land use planning. Its policies largely focus on the County's Community Planning Organization (CPO) program and methods for informing and involving the public, policies which this application does not propose to change. This application is being processed according to the requirements of ZDO 1307, which implement public notification policies of Chapter 2, including with notice to nearby property owners, relevant agencies, service providers, online, and in the Oregonian.

This application is consistent with Comprehensive Plan Chapter 2.

Chapter 3 – Natural Resources and Energy

The subject property is in a fully urbanized area and has no County-regulated water bodies, identified wetlands, or other significant natural features. It is not known to have any significant mineral or aggregate resources, is not in or adjacent to any protected open space, and is entirely flat. All future development will have to conform to the standards required of the LI District, as well as State and County laws related to noise, air quality, and waste management.

This application is consistent with Comprehensive Plan Chapter 3.

Chapter 4 – Land Use

Chapter 4 includes the definitions of urban and rural land use categories and outlines policies for determining the appropriate Comprehensive Plan land use designation for all lands within the County.

Policy 4.FF.1 states that the subject property may be designed/zoned LI if it meets each of these three criteria:

- It has "excellent" access to the regional transportation network;
- It has access to a street with at least a minor arterial classification; and
- It is "large enough for several industries to cooperatively design an industrial park".

Staff finds that the Applicant's proposal meets each of these criteria. The property is only about 1,500 feet south of Hwy 212/224, an important regional transport route; it has frontage on SE 135th Ave, which is a minor arterial; and, at one acre in size, is conceivably large enough for several industries, particularly in combination with the other adjacent underdeveloped industrial property under common ownership. In fact, as the Applicant explains, rezoning the subject property to LI is necessary to utilize neighboring property already zoned LI for their prospective light industrial uses.

This application is consistent with Comprehensive Plan Chapter 4.

Chapter 5 – Transportation System Plan

As noted previously in this report, this application and its TIS have been reviewed by the County's Transportation Engineering Division, and their staff has concurred with the TIS's finding that industrial development of the property would have a minimal additional impact on the planned transportation system over the existing zoning and that no amendments to the TSP are necessary to accommodate the proposal.

This application is consistent with Comprehensive Plan Chapter 5.

Chapter 6 – Housing

The County is not required by Chapter 6 to keep this property zoned for residential use.

Nonetheless, the Applicant explains that the property is currently only developed with one detached single-family dwelling and has the capacity for at most 12 total dwelling units under its present medium density residential designation and zoning. As the Applicant outlines with calculations, their proposed reduction in housing capacity and in the County's overall residential land supply by approximately 0.99 acres is comparatively insignificant.

Further, and as explained earlier in this report, the subject property is less suitable for residential development than it is for industrial development, considering existing surrounding land uses, access to services, and site conditions.

This application is consistent with Comprehensive Plan Chapter 6.

Chapter 7 – Public Facilities and Services

The Applicant has submitted Statements of Feasibility completed by the property's water, sewer, and stormwater service providers attesting that they could serve light industrial development on the subject property.

This application is consistent with Comprehensive Plan Chapter 7.

Chapter 8 – Economics

Chapter 8 of the Comprehensive Plan includes the following specific policies:

 8.A.1: Protect established industrial and commercial areas from encroachment by incompatible land uses.

This application does not propose to expand incompatible land uses in to established industrial or commercial areas. Rather, Staff finds that changing the Comprehensive Plan land use designation and implementing zoning district of the subject property to light industrial will help to protect adjacent established industrial areas from potentially incompatible residential land uses. As noted earlier in this report, the subject property abuts an RSIA and is only 70 feet from a 2.5-acre industrial building which is itself surrounded by freight truck accesses, a large parking lot, and other multi-acre industrial buildings. Additional residential use of the subject property under its present zoning could be disrupted by, or be disruptive to, these industrial uses, which could lead to land use conflicts. The Applicant's proposal will also allow the subject property to be used for industrial uses, rather than residential uses, as envisioned in Metro's Title 4 map (Exhibit 4).

 8.A.2: Encourage maintenance of sufficient vacant lands to provide room for the future expansion or relocation of the County's industry and business.

The proposal will not reduce the supply of vacant land that could be used for future expansion or relocation of industry or businesses. Rather, it will provide *more* industrial land and allow adjacent parcels already zoned LI to be developed with expanded industrial uses.

 8.B.6: Provide for a broad range of types and sizes of industrial and commercial development to provide a broad cross section of employment opportunities for residents.

The Applicant explains that their request is necessary to construct a building that will house a company providing safety management services to public infrastructure projects in the Pacific Northwest. Staff has not identified any similar business in the area of the subject property, and the existing industrial buildings in the area are much larger than what is being considered by the Applicant. Staff finds that the prospective safety management services business itself could provide new types of employment opportunities to residents while also supporting public works projects that foster additional employment opportunities.

 8.B.1: Provide sufficient industrial land of the types identified in the Industrial section of Chapter 4, Land Use.

The application details how the proposal will provide additional industrial land that: has excellent access to the regional transportation network; has frontage on a minor arterial; is conceivably large enough to for several industries working cooperatively in an industrial park; and could be developed with light industrial uses according to the required development standards (i.e., for access, circulation, landscaping, etc.).

This application is consistent with Comprehensive Plan Chapter 8.

Chapter 9 – Open Space, Parks & Historic Sites

The subject property is not in, nor does it abut, any designated open space area. There are no parks or protected historic sites on the property or on any adjacent property. Staff agrees with the Applicant that their requested amendment does not affect any open space, parks, or historic site.

This application is consistent with Comprehensive Plan Chapter 9.

Chapter 10 – Community Plans and Design Plans

The subject property is not in an area of the County with a particular community plan or design plan.

This application is consistent with Comprehensive Plan Chapter 10.

Chapter 11 – The Planning Process

Chapter 11 contains polices under its '*City, Special District, and Agency Coordination*' section that encourage the involvement of relevant state and regional governments, cities, and special districts in the planning process, consistency between city and County plans, and public engagement. The '*Amendments and Implementation*' section of this chapter also contains procedural standards for Comprehensive Plan amendments and requirements for the Plan and implementing regulations in ZDO Section 1307 to be consistent with Statewide Planning Goals.

Earlier sections of this report demonstrate how the Applicant's proposal is consistent with Statewide Planning Goals. The process followed for consideration of this application is in compliance with Section 1307's notification standards. Specifically, notice of the County's public hearings was provided to property owners within 300 of the proposed expansion area 20 days in advance, and notice published in the local newspaper at least 10 days in advance. ODOT, the City of Happy Valley, and other relevant agencies were duly notified. The Clackamas CPO is currently inactive.

This application is being processed consistent with Comprehensive Plan Chapter 11 and implementing regulations in ZDO Section 1307.

D. ZONING AND DEVELOPMENT ORDINANCE (ZDO) CRITERIA:

Section 1202, *Zone Changes*, of the County's ZDO provides standards, criteria, and procedures under which a change to the zoning maps (i.e., a zone change from MR-1 to LI) may be approved. Subsections of Section 1202 relevant to this application are reviewed here below.

1202.03 – GENERAL APPROVAL CRITERIA

A zone change requires review as a Type III or IV application pursuant to Section 1307, Procedures, and shall be subject to the following standards and criteria:

A. The proposed zone change is consistent with the applicable goals and policies of the Comprehensive Plan.

- B. If development under the proposed zoning district designation has a need for any of the following public services, the need can be accommodated with the implementation of the applicable service provider's existing capital improvement plan: sanitary sewer, surface water management, and water. The cumulative impact of the proposed zone change and development of other properties under existing zoning designations shall be considered.
- *C. The transportation system is adequate and will remain adequate with approval of the proposed zone change.* [...]
- *D.* Safety of the transportation system is adequate to serve the level of development anticipated by the proposed zone change.

This application, which includes a proposed zone change from MR-1 to LI, is being reviewed and processed as a Type III application pursuant to ZDO Section 1307, *Procedures*. This report outlines how the proposal is consistent with applicable goals and policies of the County's Comprehensive Plan.

The prospective development of the subject property will need sanitary sewer, surface water management, and water services. The Applicant has provided a Preliminary Statement of Feasibility from the provider of each of these services attesting that the prospective development can be provided with the necessary services.

ZDO Subsections 1202.03(C)(1)-(7) define what is meant by an "adequate" transportation system. The Applicant's submitted TIS, which was completed by a licensed engineer, finds that the County's existing and planned transportation system is adequate to serve the proposed zone change, and the County's Transportation Engineering Division concurs. ODOT was provided notice of this application and has not opposed it for safety concerns or for any other reason.

The relevant requirements of ZDO Subsection 1202.03 are satisfied.

EXHIBIT LIST IN THE MATTER OF Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC)

Ex. No.	Date Received	Author or Source	Subject & Date of Document (if different than date received)
1	07/29/2020	Brooktraut Properties LLC and Peter Fry (Applicant)	Subject application, first received July 17, 2020 but made complete on July 29, 2020, including: tax map; feasibility statements from Clackamas Water Environment Services and Clackamas River Water; a transportation impact study (TIS) completed by Clemow Associates LLC (erroneously dated 2018 instead of 2020); pre-application conference guidance; property owner certification; responses to an Incomplete Application Notice; and a current conditions map
2	09/02/2020	Clackamas County, DTD	Current Clackamas County Comprehensive Plan Map 4-6, <i>North Urban Area Land Use</i> <i>Plan</i> , with subject property identified
3	09/02/2020	Clackamas County, DTD	Current Clackamas County Zoning Map, North Urban Area Zoning, with subject property identified
4	09/02/2020	Metro	Metro Functional Plan Title 4 Map, Industrial and Other Employment Areas
5	09/02/2020	Clackamas County, Assessor's Office	September 2, 2020, Property Account Summary for subject property
6	09/02/2020	Clackamas County, DTD	Record for Z0033-02-CP & Z0034-02-Z
7	09/02/2020	Pamplin Media Group	Affidavit of Publication notarized August 27, 2020, for notice in newspaper
8	09/02/2020	EcoNorthwest	September 2019 "Clackamas County Regional Housing Needs Analysis Final Summary Report"
9	07/07/2020	Christian Snuffin, Senior Traffic Engineer, Clackamas County	July 7, 2020, email concurring with Applicant's TIS
10	09/01/2020	Gary Shepard and Dan Kaempff of Metro, and Glen Hamburg of Clackamas County (Planning Staff)	August 31 and September 1, 2020, email correspondence concerning Metro's future comments
11	09/14/2020	Louise Dix	September 14, 2020, emailed letter concerning Goal 10 findings

EXHIBIT LIST IN THE MATTER OF Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC)

Ex. No.	Date Received	Author or Source	Subject & Date of Document (if different than date received)
12	09/14/2020	Planning Staff	September 14, 2020, memo to Planning Commission responding to Louise Dix's Goal 10 findings requests (115 pages total, with attachments)
13	10/13/2020	Metro	2018 Urban Growth Report with Appendices 2, 5, and 5a
14	10/13/2020	Land Use Board of Appeals (LUBA)	LUBA final opinion and order in <i>Housing</i> Land Advocates vs City of Happy Valley (LUBA Nos. 2016-031/105)
15	10/13/2020	Peter Fry	October 4, 2020, emails to Planning Staff with attached October 1, 2020, letter
16	10/13/2020	Jennifer Donnelly (DLCD Staff)	September 29 – October 13, 2020, email correspondence between DLCD Staff and Planning Staff

RECEIVED



CLACKAMAS COUNTY PLANNING AND ZONING DIVISION DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT DEVELOPMENT SERVICES BUILDING 150 BEAVERCREEK ROAD | OREGON CITY, OR 97045 503-742-4500 | ZONINGINFO@CLACKAMAS.US

Clackamas County Planning & Zoning Division

JUL 1 5 2020

Land Use Application

	For Staff Use Only
Date received: 7	strozo Staffinitials: GISH
Application type: (on	plan map + Zone change File number: Z029920-CP/Z0300-20-ZAP
Zone: MR - \	Fee: \$6,510
Violation #:	CPO/Hamlet: Clack a mas (Inactive)
	Applicant Information:
What is proposed?	LIGHT INDUSTRIAL BLDG
	(comprehensive plan map amendment + Zone change)
Name of applicant:	BROOKTRAUT PROPERTIES LLC
Mailing address:	PO. BOX 1447
City 🗲 🗸	ERETT State WASH Zip 98206
Applicant is (select o	one): Property owner Contract purchaser Agent of the property owner or contract purchaser
Name of contact per	rson (if other than applicant): morrie reauman
Mailing address of c	ontact person: P.O. BOX 1447
	EVERETT, WASH 98206
Applicant #s:	Wk: Cell: 206484 981 Email: MOREJETRAUTMAN
Contact person #s:	Wk: Cell: Email: GMA:c.c
	y)to be mailed notices regarding this application:
PETER	TEAA AFE VALLES IN TEAA AFE VALLES IN
Name	Address PORTLAND, OR 97210 Deterefinky Fry. COM
Name	Address Zip Relationship
SITE ADDRESS:	16147 SE 135" AVE CLACKAMAS OR 97015
TAX LOT #:	Tax
	T Z R Z Section ≈ 11 Lot(s) 1601
Adjacent properties	under same ownership: Total land area:
т 2	R 2 Section 11 Tax lot(s) 1500
т 2	R Section Tax lot(s)OO
т	R Section Tax lot(s)
	the second se
	the statements contained herein, along with the evidence submitted, are in all respects true
and correct to the b	est of my knowledge. Man Man MORRIE A TRAVIMAN
Property owner or contract (print)	t purchaser's name Date 3/10/2-2 Owner or contract purchaser's signature
Applicant's name	Date Applicant's signature
(print)	
	EXHIBIT 1
	70200-20-CP & 70300-20-7AP

Updated 10/3/18

Clackamas County Land Use Application

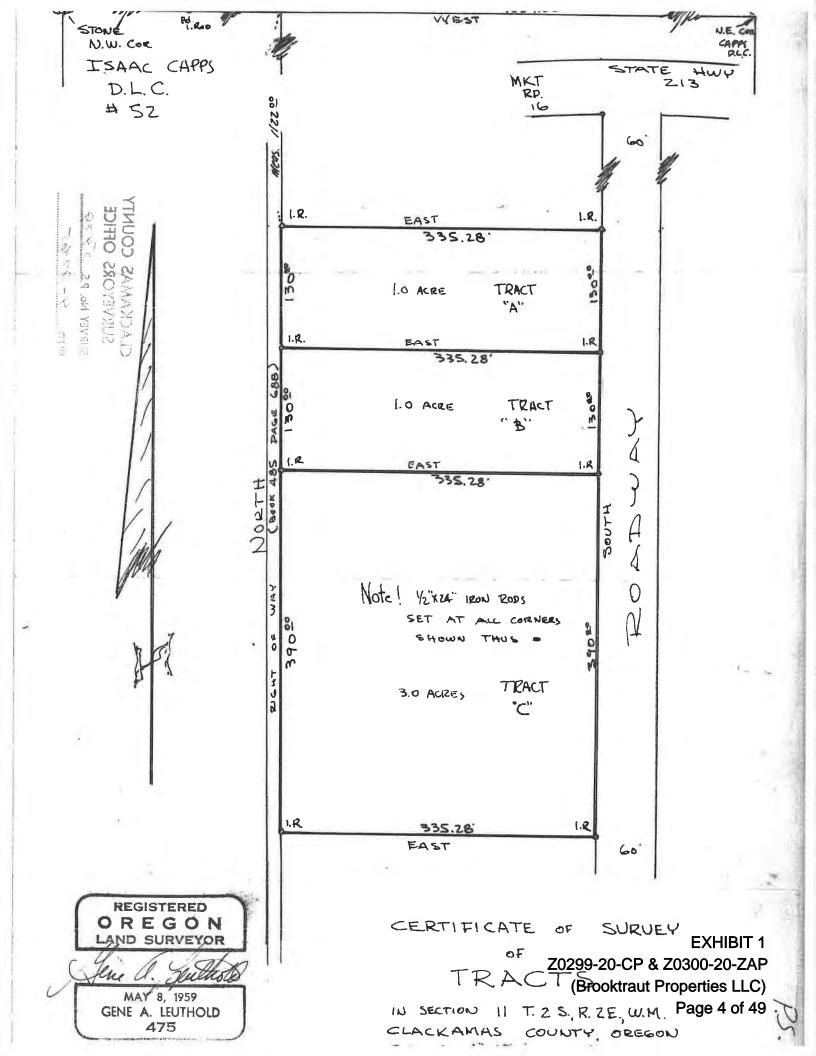
299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 49

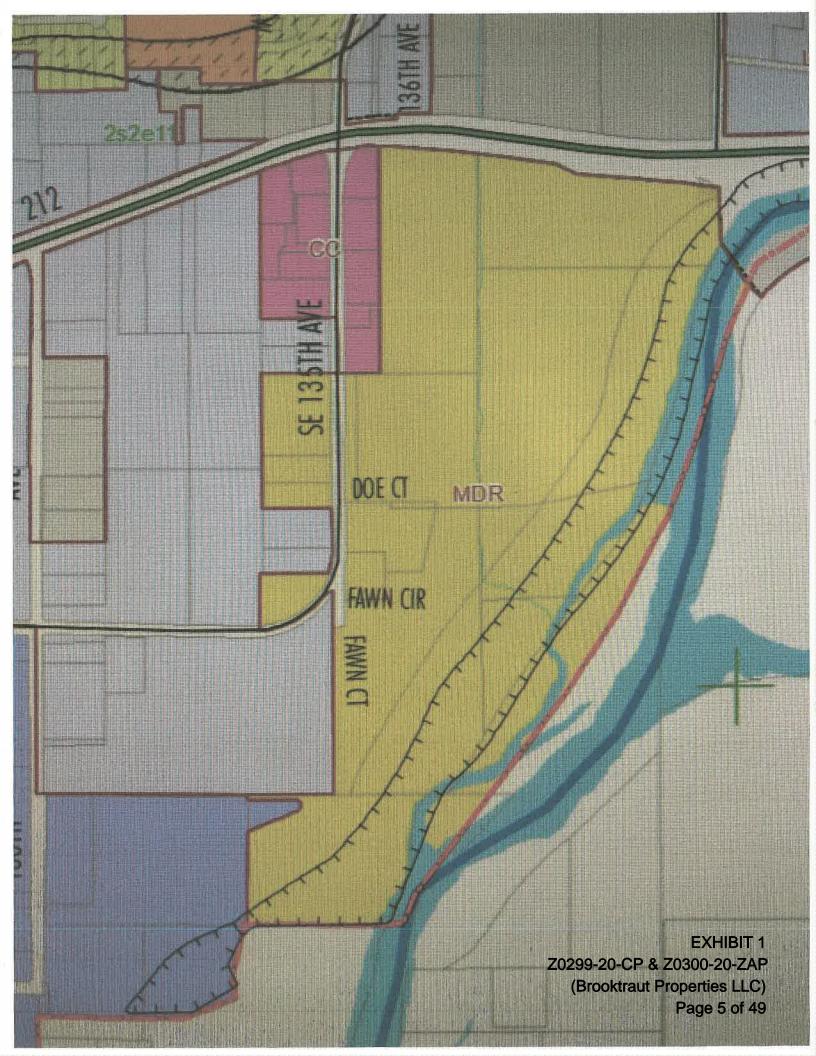


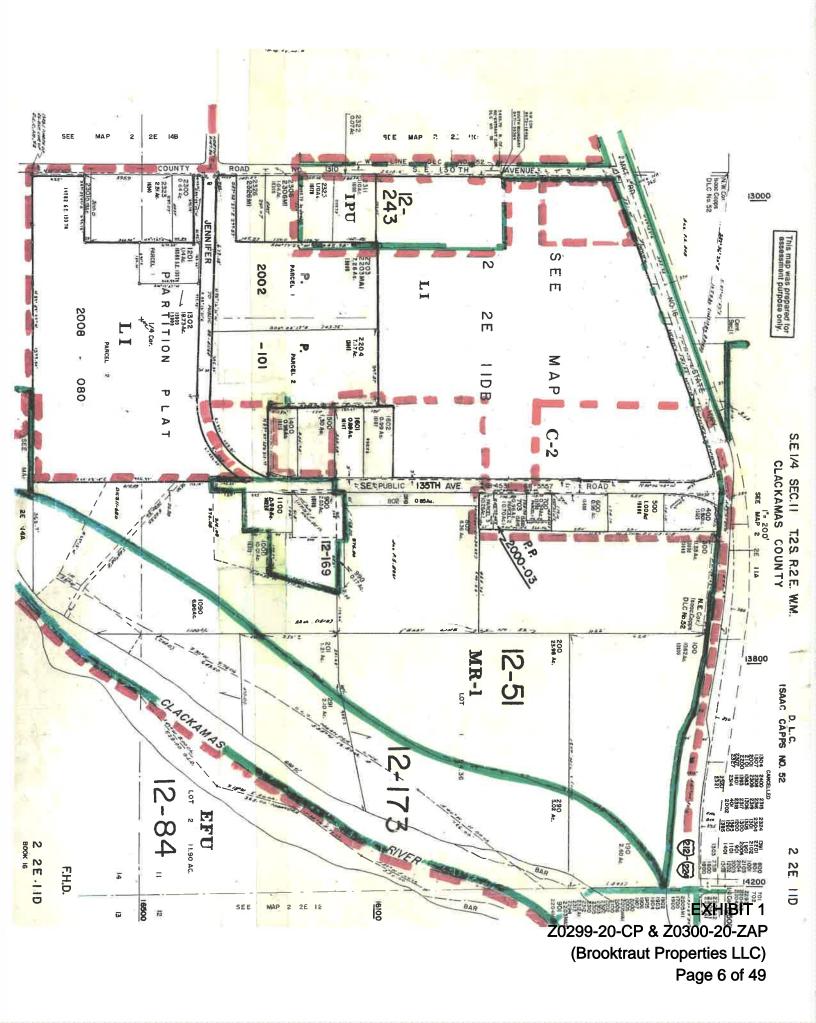
EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 2 of 49

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July 12, 2020

GENERAL INFORMATION

Applicants: Owner BrookTraut Properties LLC P.O. Box 1447 Everett, Washington 98206 Morrie Trautman morrietrautman@gmail.com

Planning Consultant: Peter Finley Fry AICP 303 NW Uptown Terrace, 1B Portland, Oregon 97210 peter@finleyfry.com

- Location: 16147 SE 135th Clackamas, Oregon 97015
- Jurisdiction: Clackamas County
- Tax Lots: SID 22E11D 01601
- Size: .99 acre 43,124.4 square feet

Comprehensive Plan Designation/Zoning:

Current:	Medium Density Residential	MDR
Proposed:	Light Industrial	LI

Preapplication Conference: ZPAC0045-20

PROPOSAL

We are requesting a comprehensive plan map amendment and zone change to this .99acre lot that abuts the northern property line of our light industrial property. We request that it be changed from MDR (MR-1) to Light Industrial (LI).

We plan to develop this property with our existing property to house our statewide light industrial service business. Our company provides safety management services to public agencies for public infrastructure construction projects throughout the northwest.

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 7 of 49

303 NW Uptown Terrace #1B Z0299-2 Portland, Oregon USA 97210 (Broc peter@finleyfry.com

Phone: 503-703-8033

CRITERIA

I. Proposed Amendment of the Comprehensive Plan

3.0 Amend the Comprehensive Plan pursuant to the following procedures and guidelines.

3.1 Allow initiation of a map amendment only by the Board of County Commissioners, the Planning Commission, the Planning Director, or the owner of the property for which a change is requested.

3.2 Allow initiation of a text amendment only by the Board of County Commissioners, the Planning Commission, or the Planning Director.

3.3 Consider all proposed Comprehensive Plan amendments at advertised public hearings before the Planning Commission and the Board of County Commissioners, in accordance with state law and County requirements.

3.4 For quasi-judicial amendments, provide notice of application and public hearing to nearby property owners and the applicable Community Planning Organization a minimum of 20 days prior to the first scheduled public hearing. Provide a copy of the application to the applicable Community Planning Organization a minimum of 35 days prior to the first scheduled public hearing. For legislative amendments, provide notice of proposal and public hearing to all active and recognized Community Planning Organizations, and ensure that the proposal is available for review, a minimum of 35 days prior to the first scheduled public hearing.

3.5 Provide the opportunity for the Department of Land Conservation and Development and Metro to review and comment on proposed legislative amendments, pursuant to the applicable provisions of state law and the Metro Code.

3.6 Recognize the Board of County Commissioners as the decision making body for quasi-judicial and legislative Plan amendments, but provide for the Planning Commission to make recommendations to the Board on these amendments, except in the case of a Plan amendment to designate an historic resource, in which case the Historic Review Board shall be the recommending body.

FINDING

The request is made by the property owner and is an amendment to the map and not the Comprehensive Plan text. The request shall be notices and heard before the Clackamas county planning commission for recommendation and the Clackamas County Board of County Commissioners for the local decision. The site is not a designated historic resource. The following findings support the request as equal to/or improved upon the existing Comprehensive Plan map.

Clackamas County Comprehensive Plan Chapter 1 - Introduction

GOALS

The overall goals of the Plan are:

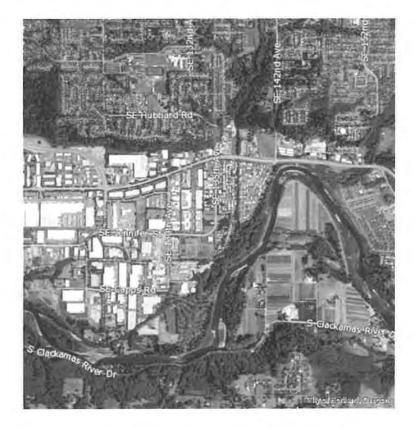
- Balance public and private interests and adopt a coordinated set of goals and policies to guide future development in Clackamas County.
- Identify the most appropriate land uses for individual sites by evaluating site characteristics in light of market demand, human needs, technology, and state, regional, and County goals.
- Provide for growth in areas where public facilities can economically be provided to support growth.
- Create development opportunities most compatible with the fiscal and financial capacity of the County and its residents.
- Implement the policies of this Plan by adopting a zoning map and set of regulations, and by guiding public investments to support anticipated growth.

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 8 of 49 • Establish a system whereby individual interests may be compared to stated County policy and provide a process for review and amendment of those policies as expressed in this Comprehensive Plan.

FINDING

The proposal is to change the use of .99 acres. The site is too small to affect the County's twenty year industrial or residential land supply. The change improves the pattern of use. The proposed site is on the south eastern edge of the large Clackamas County Industrial District. The site is abutted by industrial designations (uses) on the south and west. The east frontage is a street. The residential designated properties to the north are both being used for industrial purpose.

The amendment continues to create a clear and smooth edge along SE 135th between the residential subdivisions on the east and the industrial district on the west.



Chapter 2 – Citizen Involvement

FINDING

The application for an amendment of Clackamas County's Comprehensive Plan requires public notice and two public hearings. The first public hearing is before the Clackamas County Planning Commission who make a recommendation. The second hearing is before the Clackamas County Board of County Commissioners who make the final local land use decision.

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Chapter 3 – Natural Resources & Energy WATER RESOURCES

FINDING

The site is not on a river or stream corridor and stream and does not have wetland or water features. The site will be developed through Clackamas County's permitting process to ensure that any storm water is treated and disposed of appropriately.

AGRICULTURE

FINDING

The site is not in or near an agricultural area. The area is fully urbanized area.

FORESTS

FINDING

The site is not in or near a forested area. The area is fully urbanized area.

MINERAL AND AGGREGATE RESOURCES

FINDING

The site is not in or near mineral or aggregate resources. The area is fully urbanized.

WILDLIFE HABITATS AND DISTINCTIVE RESOURCE AREAS

FINDING

The site is not in or near a wildlife habitat or distinctive resource area. The area is fully urbanized.

NATURAL HAZARDS

FINDING

The site is not in or near an area of natural hazards. The area is fully urbanized.

FINDING

ENERGY SOURCES AND CONSERVATION

Any development of the requested amendment site will conform with Clackamas County and Oregon State laws regarding noise and air quality.

NOISE AND AIR QUALITY

FINDING

Any development of the requested amendment site will conform with Clackamas County and Oregon State laws regarding noise and air quality.

Chapter 4 – Land Use

URBANIZATION

FINDING

The area is fully urbanized.

URBAN GROWTH CONCEPT

FINDING

The change improves the pattern of use. The proposed site is on the south eastern edge of the large Clackamas County Industrial District. The site is abutted by industrial

Peter Finley Fry BrookTraut Properties LLC 16147 SE 135th

designations (uses) on the south and west. The east frontage is a street. The residential designated properties to the north are both being used for industrial purpose.

The amendment continues to create a clear and smooth edge along SE 135th between the residential subdivisions on the east and the industrial district on the west.

4.L. Industrial Area Policies. The Industrial Area design type designation is applied as shown on Map 4-8. Policies that apply to Industrial Areas include:

4.L.1. Limit the size of buildings for retail commercial uses, as well as retail and professional services that cater to daily customers, to 5,000 square feet of sales or service area in a single outlet, or multiple outlets that occupy more than 20,000 square feet of sales or service area in a single building or in multiple buildings that are part of the same development project. This limitation does not apply to training facilities, the primary purpose of which is to provide training to meet industrial needs.

FINDING

The site is not proposed for use as retail or retail and professional clients or a training center

4.FF. Light Industrial Policies

4.FF.1. The following areas may be designated Light Industrial when either the first or all the other criteria are met:

4.FF.1.1. Areas having an historical commitment to industrial uses.

4.FF.1.2. Areas with excellent access to the regional transportation network.

4.FF.1.3. Areas with access to a street of at least a minor arterial classification.

4.FF.1.4. Areas with sites large enough for several industries to cooperatively design an industrial park.

4.FF.2. The Light Industrial zoning district implements this designation.

FINDING

The lot would be combined with the lot to the south to create a parcel large enough to develop an industrial service building with utility and storage structures to house a light industrial service business that provides safety control for public infrastructure throughout the northwest.

The larger site remains smaller to the large industrial lots abutting to the west and is not sufficiently large to allow a large warehouse or manufacturing building. The site's size and light industrial zone limits the use to industrial service businesses more compatible with the residential neighborhood to the east.

Any new development will be reviewed by site/design review to ensure response to all the applicable criteria and compatibility with the surrounding area.

The site meets all the criteria of Policy 4.FF.1. The properties abutting and to the west are irrevocably committed to general industrial uses. The properties to the south are zoned Light Industrial. The three sites zoned residential to the north all have aerial evidence of industrial and/or commercial activities taking place. The residential neighborhood to the east exhibits a large hedge fence without openings across the street from the subject site north the length of the residential zoning on the street's westside. Z0299-20-CP & Z0300-20-ZAP

The site is located on SE 135th; an important collector servicing the Clackamas Industrial Area with close access to Sunnyside Road. The proposed use is a light industrial complex to support an industrial service business that provides safety services to public infrastructure projects.

RESIDENTIAL

GOALS

- Protect the character of existing low-density neighborhoods.
- Provide a variety of living environments.
- Provide for development within the carrying capacity of hillsides and environmentally sensitive areas.
- Provide opportunities for those who want alternatives to the single-family house and yard.
- Provide for lower-cost, energy-efficient housing.
- Provide for efficient use of land and public facilities, including greater use of public transit.

FINDING

The site abuts large general industrial warehouses on the property's west side. On the westside of 135th stretching to the Clackamas River is large residential neighborhoods. Aerial pictures show the clear differentiation between industrial uses on the west of 135th and residential uses on the east of 135th. In fact, along the eastside of 135th across the street from the site and stretching several properties to the north is a 650-foot-long large mature hedge of trees with no access. The mature and dense hedge protects the privacy and livability of the neighborhood to the east. The hedge is on its own tax lot.



This site is not in the residential neighborhood. The change will create a cleaner edge and step down the heavy and general industrial uses to the west. The west side of 135th contains a mix of light industrial and residential zoning, however the use of all the properties along the street exhibit light industrial activity.

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 12 of 49

COMMERCIAL

FINDING

The site is not located in a commercial area.

INDUSTRIAL

FINDING

The lot would be combined with the lot to the south to create a parcel large enough to develop an industrial service building with utility and storage structures to house a light industrial service business that provides safety control for public infrastructure throughout the northwest.

This site is not in the residential neighborhood. The site is located across the street to the west in the industrial district. The zone change will create a cleaner edge. The zone change to light industrial will step down the industrial uses from the west.

OPEN SPACE AND FLOODPLAINS

FINDING

The site is not located in an open space or floodplain.

UNINCORPORATED COMMUNITIES

FINDING

The site is not located in an unincorporated community.

RURAL COMMERCIAL

FINDING

The site is not located in a rural commercial area.

RURAL INDUSTRIAL

FINDING

The site is not located in a rural industrial area.

<u>RURAL</u>

FINDING

The site is not located in a rural area.

AGRICULTURE

FINDING

The site is not located in an agricultural area.

FOREST

FINDING

The site is not located in a forest area.

Chapter 5 – Transportation System Plan

Building on the foundation of our existing assets, we envision a well-maintained and designed transportation system that provides safety, flexibility, mobility, accessibility and

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 13 of 49 connectivity for people, goods and services; is tailored to our diverse geographies; and supports future needs and land use plans.

TSP GOALS

- Goal 1: Provide a transportation system that optimizes benefits to the environment, the economy and the community
- Goal 2: Plan the transportation system to create a prosperous and adaptable economy and further the economic well-being of businesses and residents of the County.
- Goal 3: Tailor transportation solutions to suit the diversity of local communities.
- Goal 4: Promote a transportation system that maintains or improves our safety, health, and security.
- Goal 5: Provide an equitable transportation system.
- Goal 6: Promote a fiscally responsible approach to protect and improve the existing transportation system and implement a cost-effective system to meet future needs.

FINDING

A Traffic Study was conducted by a certified Transportation Engineer that concluded:

"Based on the analysis materials presented in this TIS for the proposed Comprehensive Plan Map Amendment and concurrent Zone Change, reasonable worst-case development in the proposed LI zone designation generates 3 additional PM peak hour trips over the existing MR-1 zone designation.

Because the trip generation increase is small, and daily traffic fluctuations on the transportation system can be greater than 5%, the proposed rezoning will have de minimus transportation system impacts that cannot be quantified/measured. As such, additional transportation analysis is not necessary to address Transportation Planning Rule (TPR) criteria outlined in Oregon Administrative Rule (OAR) 660 012-0060 or Clackamas County Zoning and Development Ordinance (ZDO) criteria."

Chapter 6 – Housing

Meeting the future housing needs and desires of residents will require a variety of housing types and densities. For example, the desire for home ownership can be partially met with manufactured dwellings and condominiums in large or small complexes or owner-occupied duplexes. A range of housing prices can be encouraged by providing a greater variety of lot sizes for single-family housing. More multifamily dwellings and other alternative housing forms are needed to house the young, the elderly, and lower-income households which are priced out of the single-family housing market, or households which may prefer other than single-family homes.

> EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 14 of 49



FINDING

The Comprehensive Plan amendment and zone change is consistent with the mature land use pattern along SE 135th. Light Industrial uses occupy the westside of 135th and act as a less intensive industrial buffer to the general and heavy industrial uses to the west. Residential uses occupy the eastside of 135th stretching east to the Clackamas river.

The state requires jurisdictions to maintain a twenty-year land supply of industrial and residential land. The jurisdiction is required to ensure that changes to the comprehensive plan do not cause the County's residential land supply to be reduced. State, regional, and county policy require the supply to provide a diversity of housing opportunities.

The site cannot be developed as part of the established residential neighborhoods to the east because it is separated by 135th and by an established hedge. The site is surrounded by non-residential uses on the south/west/north.

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 15 of 49



The site cannot provide a feasible residential choice for any housing choice.

The conversion of this site to light industrial from residential also does not have a measurable affect on Clackamas County's residential land supply. The county is not required to constantly revise their housing supply when small changes are made. The state requires the County to conduct a periodic review with circumstances have changed. The county needs to review the impact of multiple use commercial zoning that promotes housing, other changes to residential that occur throughout the county, and changes in demand. This change represents a realignment of a specific site to a map pattern and land use consistent with the County Comprehensive Plan.

The site would be required to construct a minimum of ten and a maximum of 12 units. This would take the form of an isolated attached multi-dwelling structure with ten to twelve units. This would not add to the diversity of housing types available in Clackamas County.

The Regional Housing Needs Analysis: Clackamas County – September 2019 found that the county had grown by 26,292 housing units from 2000. The County had 163,650 dwelling units in 2017. The 12 units represent .05%. The County has 730 MDR lots. The lot represents .14 % of the lots. The County only has eight acres of unconstrained vacant MDR land. This acre is not vacant. The County does project a short fall for 2039 and has established specific strategies to meet that need.

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 16 of 49 This site is not a viable site for residential development because of its location and surrounding land uses. The inclusion of this site as a viable MDR site skews the analysis.

The effect of this change is small enough to be adsorbed in the normal changes that occur in the County. The affect is not statistically measurable because of it insignificance and the variation of the other variable in the calculation.

A recent Land Use Board of Appeals court case (LUBA Nos. 2016-031/105) spoke directly to the obligation of the jurisdiction to balance the housing land supply. Housing Land Advocates (HLA) versus the City of Happy Valley (remanded 03/24/17) was an appeal by HLA of an approval of a comprehensive plan amendment zone change from Mixed Use Residential – Medium to Mixed Use Residential – Single Family essentially switching the land from apartments to single family houses. LUBA remanded the City's decision because the findings on the mathematic calculations of the effect on the City's housing supply was not sufficient. The question of whether the analysis needed to be done city wide or by local area was also not sufficiently resolved. LUBA recognized the complexity of calculations at this discrete of a level.

LUBA did make a significant conclusion. "The City (jurisdiction) must demonstrate that its actions do not leave it with less than adequate supplies in the types, locations, and affordability ranges affected." (page 12). LUBA found that the remedy for balancing and sustaining the land supply rests in periodic review and not with a small change to the comprehensive plan. A change that must show that it is consistent and/or supportive of the entire plan to be approved. Periodic review provides a robust process where the County can look at the entire picture including changes that have occurred and new policies and trends.

6.A Housing Choice Policies

6.A.1 Encourage development that will provide a range of choices in housing type, density, and price and rent level throughout the urban areas of the County.

FINDING

The site's location and abutting uses makes this location a bad choice for residential use.

6.B Affordable Housing Policies

6.B.1 Encourage development of affordable housing (including public subsidized housing) to produce a range of housing prices and rent ranges commensurate with the range of the County's household incomes.

6.B.2 Encourage the development of low- and moderate-income housing with good access to employment opportunities.

FINDING

The site would not be developed as affordable housing.

6.C Neighborhood Quality Policies

6.C.1 Provide for a variety of housing opportunities that are complementary or compatible with existing neighborhoods.

6.C.2 Encourage the maintenance or upgrading of existing neighborhoods. EXHIBIT 1

Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC)

6.C.3 Discourage the demolition of housing which can be economically renovated in residential areas.

FINDING

The change creates a cleaner edge that recognizes the actual uses that have developed in the area. The west side of 135th acts a light industrial buffer with the physical hedge (wall) on the eastside protecting the quality of the neighborhood.

6.D Urban Infill Policies

6.D.1 Make use of existing urban service capacities without damaging the character of existing low-density neighborhoods by:

6,D.1.1 Providing higher-density residential land use plan designations.

6.D.1.2 Locating higher-density land use plan designations at locations that have minimum impact on existing low-density neighborhoods.

6.D.1.3 Encouraging development within Immediate Urban Areas where services are available (see the Immediate Urban Policies section in Chapter 4, Land Use).

6.D.1.11 Protecting the privacy of existing residences by buffer requirements where appropriate.

FINDING

The site is not located in an area of densely urban developed uses.

6.E Multifamily Residential Policies

6.E.1 Encourage multifamily residential development consistent with the needs and desire of County residents. (Multifamily residential refers to all development in Village Apartment and Medium, Medium High, High, Special High, and Regional Center High Density residential land use designations.)

6.E.2 Require design review approval for all multiple-family development.

FINDING

The site is not located in a residential neighborhood or area. The site is physically isolated from the nearby residential uses to the east.

Chapter 7 – Public Facilities & Services

The provision of public facilities and services is a key ingredient in the development of Clackamas County and the implementation of this Plan. All development requires a certain level of public facilities and services. The objective of this Plan element is to provide the level of public facilities and services to support the land use designations in this Plan, and to provide those facilities and services at the proper time to serve development in the most cost effective way.

FINDING

WES/CCDS#1 (Clackamas County) reports that there is adequate sanitary sewer capacity to accommodate the requested change. The agency also finds that any surface water can be accommodated. The site is in an area with the complete array of urban services.

Clackamas River Water (CRW) reports that public water can be supplied to this site.

Any proposed development will be reviewed by site/design review.

Chapter 8 – Economics

If any community is to thrive and prosper, jobs must be available to provide income for its residents. The type, quality, wage rates, and variety of jobs available in the community determine, to a large extent, the lifestyle and well-being of its residents.

The economy of Clackamas County is not separable from that of surrounding urban areas, nor is it uniform throughout. The northwest urban portion of the County clearly is part of the highly diversified urban economy of the Portland metropolitan area, with similar industries, and many retail and service businesses to serve the large urban population. The rural parts of the County and the cities lying outside the northwest urban area have traditionally been timber- or agriculturebased economies; however, residents are increasingly commuting to jobs in the Portland and Salem urban areas.

FINDING

The site abuts an industrial/employment area of regional importance. The application argues that the site is physically in the industrial area and serves as a light industrial buffer to the heavy and general industrial uses fully developed to the west.

8.A Existing Industry and Business Policies

8.A.1 Protect established industrial and commercial areas from encroachment by incompatible land uses.

8.A.2 Encourage maintenance of sufficient vacant lands to provide room for the future expansion or relocation of the County's industry and business.

FINDING

The change cleans up an area an allows the development of an light industrial property consistent with the County's development code.

8.B New Industry and Business Policies

8.B.1 Provide sufficient industrial land of the types identified in the Industrial section of Chapter 4. Land Use.

8.B.3 Give high priority to provision of sewer, water, and road services to growing industrial areas.

8.B.4 Encourage the location of business and industry in areas that minimize the journey to work and/or facilitate mass transit usage for the journey to work.

8.B.6 Provide for a broad range of types and sizes of industrial and commercial development to provide a broad cross section of employment opportunities for residents. Clackamas County Comprehensive Plan [8-5] Last Amended 10/13/14 8.

8.B.10 Require design review approval for all industrial and commercial development, addressing:

FINDING

The light industrial site will allow for the development of a light industrial service center to support the operation of a safety management company. The company provides safety management service to public infra structure projects throughout the state. This employment is a different mix then the dominantly warehouse employment to the west.

8.C Coordination Policies

8.C.4 Cooperate with the private sector to achieve economic development in the County.

FINDING

EXHIBIT 1 The property owner's provide safety management services directly to public agencies. Z0299-20-CP & Z0300-20-ZAP

8.D Target Industries Policies

8.D.1 Encourage the development of the following target industries in County planning areas: a. Metals and Machinery Manufacturing

- b. Instruments and Electrical Equipment Manufacturing
- c. Wholesale Trade, Distribution Centers, Warehousing
- d. Business Centers
- e. Destination Retail
- f. Class "A" Offices

g. Destination Restaurants Clackamas County Comprehensive Plan [8-7] Last Amended 10/13/14

- h. Hotels/Motels/Conference Facilities
- i. Tourism/Destination Attractions and Accommodations
- j. Agriculture/Horticulture and Specialty Crops

FINDING

The proposed business center will provide for the variety of needs for a regional industrial service business.

Chapter 9 - Open Space, Parks & Historic Sites

The conservation of land, water, and historic resources, and the related provision of recreation opportunities, is one of the most important factors in maintaining the quality of life which has made Clackamas County an attractive place to live. Recently, however, the urban area in particular has experienced a sharp jump in population, with substantial changes in the physical environment. Population growth is inevitable, at least for the foreseeable future, but the degradation of our communities is not.

FINDING

The requested amendment does not affect open space, parks, or historic sites.

Chapter 10 - Community Plans & Design Plans

The following Community Plans and Design Plans are included in Chapter 10:

FINDING

The site is not in an area with a community plan or design plan.

Chapter 11 - The Planning Process

The purpose of Clackamas County's comprehensive planning process is to establish a framework for land use decisions that will meet the needs of County residents; recognize the County's interrelationships with its cities, surrounding counties, the region, and the state; and ensure that changing priorities and circumstances can be met. Coordination with other governmental agencies and refinement of this Plan and County ordinances is essential to achieve this end.

FINDING

The requested amendment is processed through a quasi-judicial land use process that requires public hearings before Clackamas County Planning Commission and Clackamas County Board of County Commissioners. The Board of County Commissioners is empowered to approve or deny the application.

METRO CHAPTER 3.07 URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN REGIONAL FUNCTIONAL PLAN REQUIREMENTS

Title 1: Housing Capacity 3.07.110 Purpose and Intent 3.07.120 Housing Capacity

FINDING

The site is too small to have a material affect on the regions' housing capacity.

Title 2: Regional Parking Policy [Repealed Ord. 10-1241B, Sec. 6]

FINDING

Title was repealed.

Title 3: Water Quality and Flood Management FINDING

All development is required to be reviewed and approved by Clackamas County in a site review process. The site is not in a flood plain nor abutting a water feature.

Title 4: Industrial and Other Employment Areas FINDING

The site is on the west side of SE 135th Avenue. Clackamas County Industrial area is divided by SE 135th Avenue from the residential neighborhoods to the east.

Title 5: Neighbor Cities and Rural Reserves [Repealed Ord. 10-1238A, Sec. 4] FINDING

Title was repealed.

Title 6: Centers, Corridors, Station Communities, and Main Streets

FINDING

The site is not in a center, corridor, station community, or main street.

Title 7: Housing Choice 3.07.710 FINDING

The site is to small to have a material affect on the region's housing choice.

Title 8: Compliance Procedures 3.07.810 FINDING

This title is not relevant to a comprehensive plan amendment or zone change.

Title 9: Performance Measures[Repealed Ordinance No. 10-1244B, Sec. 8]

FINDING

Title was repealed.

Title 10: Functional Plan Definitions 3.07.1010 Definitions FINDING

This title is not relevant to a comprehensive plan amendment or zone change.

Title 11: Planning for New Urban Areas FINDING

The site is not in a new urban area.

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 21 of 49 Title 12: Protection of Residential Neighborhoods FINDING

Title 13: Nature In Neighborhoods FINDING

Title 14: Urban Growth Boundary FINDING

The site is not on or near an urban growth boundary. The amendment does not materially affect the twenty-year land supply for either the region's residential or industrial land because of the very small size of the request.

Oregon State Land Use Goals

Goal 1 Citizen Involvement Goal 2 Land Use Planning Goal 3 Agricultural Lands **Goal 4 Forest Lands** Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces Goal 6 Air, Water and Land Resources Quality Goal 7 Areas Subject to Natural Hazards **Goal 8 Recreational Needs** Goal 9 Economic Development Goal 10 Housing Goal 11 Public Facilities and Services Goal 12 Transportation Goal 13 Energy Conservation Goal 14 Urbanization Goal 15 Willamette River Greenway **Goal 16 Estuarine Resources** Goal 17 Coastal Shorelands Goal 18 Beaches and Dunes Goal 19 Ocean Resources

FINDING

Clackamas County's Comprehensive Plan has been acknowledged by the Department of Land Conservation and Development as in compliance with the state goals. The applicant is requesting an amendment to the plan through the established public quasi-judicial process (Goal 1 and 2). The following goals are not relevant to the proposed amendment: Goal 3 – 5 and Goal 7 and 8. Future development requires a public quasi-judicial site/design review that will address Goal 6, Goals 11 -19.

Goal 9 Economic Development and Goal 10 Housing: The proposal is to change the use of .99 acres. The site is too small to have an affect on the County's twenty year industrial or residential land supply. The change improves the pattern of use. The proposed site is on the south eastern edge of the large Clackamas County Industrial District. The site is abutted by industrial designations (uses) on the south and west. The east frontage is a street. The residential designated properties to the north are both being used for industrial purpose.

Peter Finley Fry BrookTraut Properties LLC 16147 SE 135th

The amendment continues to create a clear and smooth edge along SE 135th between the residential subdivisions on the east and the industrial district on the west.

II. Zone Change

1202.03 GENERAL APPROVAL CRITERIA A zone change requires review as a Type III or IV application pursuant to Section 1307, Procedures, and shall be subject to the following standards and criteria:

A. The proposed zone change is consistent with the applicable goals and policies of the Comprehensive Plan.

FINDING

A comprehensive plan amendment to Light Industrial (LI) is requested concurrent with the request for a zone change to LI.

B. If development under the proposed zoning district designation has a need for any of the following public services, the need can be accommodated with the implementation of the applicable service provider's existing capital improvement plan:

Sanitary sewer, FINDING



SE 135th has a 10-inch sewer line.

Surface water management, and FINDING

A Phase 1 Environmental Site Assessment (per ASTM E1527-13 & AAI Requirements) (November 11, 2019) reported:

"5.3.1 Soil/Geologic Conditions: According to the Soil Survey of Clackamas County, Oregon printed by the United States Department of Agriculture Soil Z0299-20-CP & Z0300-20-ZAP Conservation Service, the soils in the area of the subject property are characterized as Salem Silt Loam. This deep, well-drained soil is on stream terraces. It formed in alluvium. Typically, the surface layer is very dark grayish brown silt loam about 8 inches thick. The subsoil is dark brown gravelly silty clay loam and gravelly clay loam about 16 inches thick. The substratum to a depth of 60 inches or more is dark grayish brown very gravelly loamy sand. Permeability of this Salem soil is moderate. Available water capacity is about 4 to 6 inches."

Site/Design review will determine the actual method of storm water disposal based on the proposed development.

Water.

FINDING

The site is served by an existing 18 inch water line in SE 135th constructed in 2001. A map is included in the application. Any development will be reviewed by site/design review. Fire flow and accessibility will be reviewed and developed to adequately serve the proposed development.

C. The transportation system is adequate and will remain adequate with approval of the proposed zone change. For the purpose of this criterion:

1. Adequate means a maximum volume-to-capacity ratio (v/c), or a minimum level of service (LOS), as established by Comprehensive Plan Tables 5-2a, Motor Vehicle Capacity Evaluation Standards for the Urban Area, and 5-2b, Motor Vehicle Capacity Evaluation Standards for the Rural Area.

2. The evaluation of transportation system adequacy shall be conducted pursuant to the Transportation Planning Rule (Oregon Administrative Rules 660-012- 0060).

3. It shall be assumed that the subject property is developed with the primary use, allowed in the proposed zoning district, with the highest motor vehicle trip generation rate.

4. The methods of calculating v/c and LOS are established by the Clackamas County Roadway Standards.

5. The adequacy standards shall apply to all roadways and intersections within the impact area of the proposed zone change. The impact area shall be identified pursuant to the Clackamas County Roadway Standards.

6. A determination regarding whether submittal of a transportation impact study is required shall be made based on the Clackamas County Roadway Standards, which also establish the minimum standards to which a transportation impact study shall adhere.

7. Notwithstanding Subsections 1202.03(C)(4) through (6), motor vehicle capacity calculation methodology, impact area identification, and transportation impact study requirements are established by the ODOT Transportation Analysis Procedures Manual for roadways and intersections under the jurisdiction of the State of Oregon.

FINDING

A Traffic Study conducted by a certified Transportation Engineer concluded:

"Based on the analysis materials presented in this TIS for the proposed Comprehensive Plan Map Amendment and concurrent Zone Change, reasonable worst-case development in the proposed LI zone designation generates 3 additional PM peak hour trips over the existing MR-1 zone designation.

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 24 of 49 Because the trip generation increase is small, and daily traffic fluctuations on the transportation system can be greater than 5%, the proposed rezoning will have de minimus transportation system impacts that cannot be quantified/measured. As such, additional transportation analysis is not necessary to address Transportation Planning Rule (TPR) criteria outlined in Oregon Administrative Rule (OAR) 660 012-0060 or Clackamas County Zoning and Development Ordinance (ZDO) criteria

D. Safety of the transportation system is adequate to serve the level of development anticipated by the proposed zone change.

Specific development is required to be reviewed by site/design review. Unique or special circumstances would be identified and mitigated.



PRELIMINARY STATEMENT OF FEASIBILITY

To be completed by the applicant:

Applicant's Name: PETER FRY

Property Legal Description: T 2 S, R 2E , Section 11D , Tax Lot(s) 01601

Site Address: 16147 SE 135th Ave Project Engineer:

Project Title/Description of Proposed Development:

ZONE CHANGE

To be completed by the service provider or surface water management authority:

Check all that apply:

- Sanitary sewer capacity in the wastewater treatment system and the sanitary sewage collection system is available to serve the development or can be made available through improvements completed by the developer or the system owner.
- Adequate surface water treatment and conveyance is available to serve the development or can be made available through improvements completed by the developer or the system owner.
- Water service is available in levels appropriate for the development, and adequate water system capacity is available in source, supply, treatment, transmission, storage and distribution or such levels and capacity can be made available through improvements completed by the developer or the system owner. This statement
 applies
 does not apply to fire flows.*

*If water service is adequate with the exception of fire flows, the applicant shall submit a statement from the fire district serving the subject property that states that an alternate method of fire protection, such as an on-site water source or a sprinkler system, is acceptable.

- □ This statement is issued subject to conditions of approval set forth in the attached.
- □ Adequate □ sanitary sewer service, □ surface water management, □ water service cannot be provided.

Tik Carr Bertram	MAY 12, 2020
Signature of Authorized Representative	Date
DEVELOPMENT REVIEW SPECIALIST	CLACKAMAS WATER ENVIRONMENT SERVICES
Title	Name of Service Provider or Surface Water Management Authority

Completion of this statement does not reserve capacity for the development and does not alter an applicant's obligation to comply with the service provider's or surface water management authority's regulations. Completion of this statement does not obligate the service provider or surface water management authority to finance or construct improvements necessary to provide adequate service for the proposed development. Completion of this statement does not guarantee that land use approval for the proposed development will be granted.

* This property has the potential to be served by a sub-regional stormwater detention perceived at SEP3 th 2030 -20-ZAP Jennifer. Receipt of the signed Preliminary Statement of Feasibility does not automatically suggest at WES requirements can ZAP or have been met. Following Design Review approval, the applicant shall submit final civil er (Brooktraut Properties LLC) report to WES for review and approval.

Page 2680f1 49

EXHIBIT 1



CLACKAMAS COUNTY PLANNING AND ZONING DIVISION DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT DEVELOPMENT SERVICES BUILDING 150 BEAVERCREEK ROAD | OREGON CITY, OR 97045 503-742-4500 | ZONINGINFO@CLACKAMAS.US

PRELIMINARY STATEMENT OF FEASIBILITY

To be completed by the applicant:							
Applicant's Name: Peter F Fry for Brook traut Property							
Property Legal Description: TS, R, Section _//, Tax Lot(s)60 /							
Site Address: 16147 SE 135 - Project Engineer:							
Project Title/Description of Proposed Development: Comprehensize Plan							
and zone change to light Industrial (LI).							
To be completed by the service provider or surface water management authority:							
Check all that apply:							
Sanitary sewer capacity in the wastewater treatment system and the sanitary sewage collection system is available to serve the development or can be made available through improvements completed by the developer or the system owner.							
 Adequate surface water treatment and conveyance is available to serve the development or can be made available through improvements completed by the developer or the system owner. 							
Water service is available in levels appropriate for the development, and adequate water system capacity is available in source, supply, treatment, transmission, storage and distribution or such levels and capacity can be made available through improvements completed by the developer or the system owner. This statement □ applies votes not apply to fire flows.*							
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This statement is issued subject to conditions of approval set forth in the attached.							
□ Adequate □ sanitary sewer service, □ surface water management, □ water service cannot be provided.							
Signature of Authorized Representative Date May 27, 2020							
Engineering Associate Clackamas River Water							

Title

Name of Service Provider or Surface Water Management Authority

Completion of this statement does not reserve capacity for the development and does not alter an applicant's obligation to comply with the service provider's or surface water management authority's regulations. Completion of this statement does not obligate the service provider or surface water management authority to finance or construct improvements necessary to provide adequate service for the proposed development. Completion of this statement does not guarantee that land use approval for the proposed development will be granted.

Updated 1/25/18

Clackamas County Preliminary Statement of Feasibility

_{PL-00}EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC)

Page 27 of 49



Attachment County Preliminary Statement of Feasibility

 To:
 Peter Fry for Brooktraut Property

 From:
 Betty Johnson

 Date:
 March 27, 2020

 Re:
 16147 SE 135th Ave, Clackamas, 97015

• Comments:

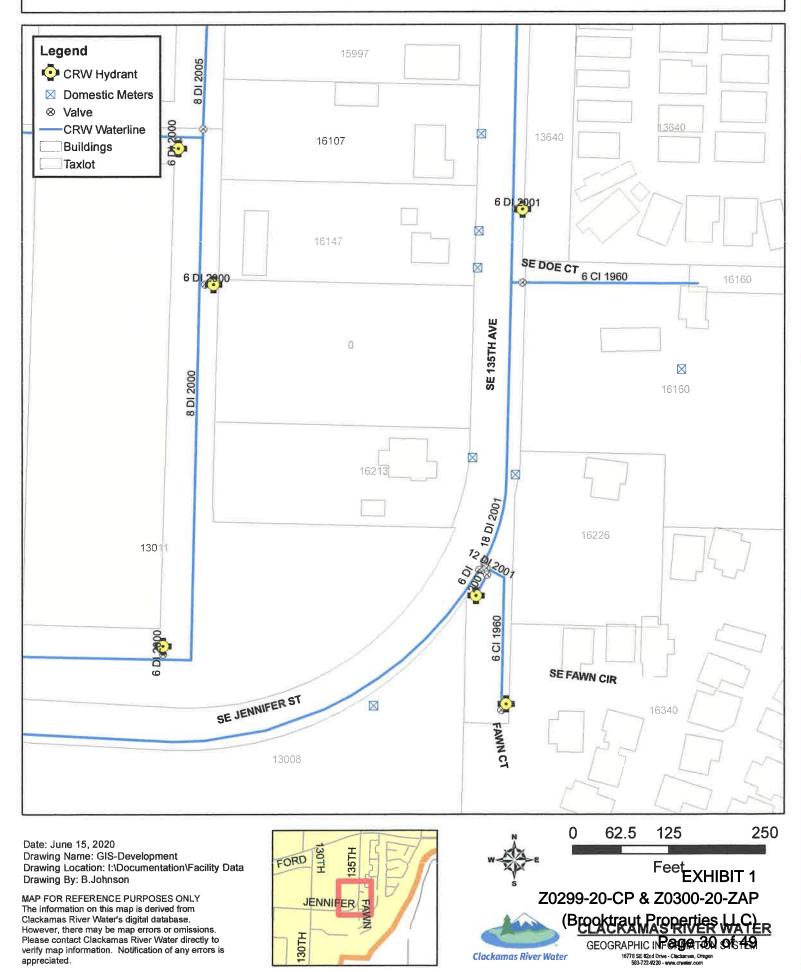
- A. "Water service will be provided only from pipes or mains located within public street, alleys or rights-of-way, or within easements furnished to CRW, and to property or premises with frontage to such mains.... Each dwelling or building will be provided with its own water service connection and meter ... No person shall furnish water to other buildings or premises without the written approval of the Board, which may be granted in the sole discretion of the Board, and then only under the specific terms of an agreement approved by CRW"
- B. Fire hydrant number and distribution shall be in accordance with the Oregon Fire Code C105.1
- C. Placement of fire hydrant systems shall be in accordance with the Oregon Fire Code 507.5.1
- D. Unless Noted on plans or specified otherwise, all construction and backflow devices are to be in accordance with the most recent version of Clackamas River Water standards and the Oregon Administration Rules (OAR), Chapter 333.
- E. All water facilities design, construction, testing and maintenance, where applicable, shall conform to the latest adopted revision of the Oregon state Health Division administrative Rules chapter 333 on Public water System except where provisions outlined in the Clackamas River Water rules and regulations.
- F. For design of District's water system improvements, hydraulic system must be analyzed using the worst- case scenario envisioned in the district's current Water System Facilities Plan. The water system analysis shall be conducted using a simultaneous demand for the maximum (peak) day demand or peak hour non-fire demand, whichever is greater, and the fire demand.
- G. Any substantial deviation from the approved construction plans must have prior approval of the Water District.
- H. Easements for water facilities shall be provided along property lines and designated on the final plat, as deemed necessary by the Water District.
- I. Resale of water purchased from the Water District will not be permitted. No user shall resell or permit resale of water directly to any person, or for any use.

EXHIBIT 1

F:\1B County & City Design Review\Pre-App, Design Review & Land Use Applications\16147 SE 1 2029 20-CP & & ZO300-20-ZAP Statement of Feasibility Conditions.docx

- J. An approved water system capable of supplying required fire flow for fire protection shall be provided to all premises upon which buildings are to be constructed.
- K. If water service is adequate with the exception of fire flows, the applicant shall submit a statement to Clackamas River Water from the fire district serving the subject property that states that if and /or what alternate method of fire protection is acceptable.
- L. Upon plan review there may be additional requirements as set forth by the Water District.

Clackamas River Water - 16147 SE 135th Ave





PRELIMINARY STATEMENT OF FEASIBILITY

To be completed by the applicant:

Applicant's Name: PETER FRY

Property Legal Description: T 2 S, R 2E, Section 11D, Tax Lot(s) 01601

Site Address: 16147 SE 135th Ave Project Engineer:

Project Title/Description of Proposed Development:

ZONE CHANGE

To be completed by the service provider or surface water management authority:

Check all that apply:

- Sanitary sewer capacity in the wastewater treatment system and the sanitary sewage collection system is available to serve the development or can be made available through improvements completed by the developer or the system owner.
- Adequate surface water treatment and conveyance is available to serve the development or can be made available through improvements completed by the developer or the system owner.
- Water service is available in levels appropriate for the development, and adequate water system capacity is available in source, supply, treatment, transmission, storage and distribution or such levels and capacity can be made available through improvements completed by the developer or the system owner. This statement
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*If water service is adequate with the exception of fire flows, the applicant shall submit a statement from the fire district serving the subject property that states that an alternate method of fire protection, such as an on-site water source or a sprinkler system, is acceptable.

- **D** This statement is issued subject to conditions of approval set forth in the attached.
- □ Adequate □ sanitary sewer service, □ surface water management, □ water service cannot be provided.

Trik Carr Bertram	MAY 12, 2020
Signature of Authorized Representative	Date
DEVELOPMENT REVIEW SPECIALIST	CLACKAMAS WATER ENVIRONMENT SERVICES
Title	Name of Service Provider or Surface Water Management Authority

Completion of this statement does not reserve capacity for the development and does not alter an applicant's obligation to comply with the service provider's or surface water management authority's regulations. Completion of this statement does not obligate the service provider or surface water management authority to finance or construct improvements necessary to provide adequate service for the proposed development. Completion of this statement does not guarantee that land use approval for the proposed development will be granted.

* This property has the potential to be served by a sub-regional stormwater detention perceived at SE 135th 2030d 200-ZAP Jennifer. Receipt of the signed Preliminary Statement of Feasibility does not automatically suggest of the Sternard Properties LLC) or have been met. Following Design Review approval, the applicant shall submit final civil er (Brooktraut Properties LLC) report to WES for review and approval.

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EXHIBIT 1



July 8, 2018

Clackamas County Department of Transportation and Development Attention: Christian Snuffin and Glen Hamburg 150 Beavercreek Road Oregon City, Oregon 97045

Re: Trautman Comprehensive Plan Amendment and Zone Change – Clackamas County, Oregon

Transportation Impact Study (TIS)

Clackamas County File Number ZPAC0045-20 C&A Project Number 20200501.00

Dear Messrs. Snuffin and Hamburg,

This Transportation Impact Study (TIS) supports the proposed property rezoning contemplated during the April 23, 2020 Clackamas County Pre-Application conference for File Number ZPAC0045-20. The following items are specifically addressed:

- 1. Property Description and Proposed Land Use Actions
- 2. Trip Generation
- 3. Summary

1. PROPERTY DESCRIPTION AND PROPOSED LAND USE ACTIONS

The subject property is located at 16147 SE 135th Avenue and is described as tax lot 1601 on Clackamas County Assessor's Map 22E11D. The property is 0.99 acres in size. The property location is illustrated in the attached Figure 1.

Tax lot 1601 is currently developed with a single-family residence and has direct access to SE 135th Avenue. The proposed land use actions contemplate a Comprehensive Plan Map Amendment from Medium Density Residential (MDR) to Light Industrial (LI), and a concurrent Zone Change from Medium Density Residential (MR-1) to Light Industrial (LI).

Based on April 23, 2020 Clackamas County pre-application conference notes, a transportation impact study (TIS) is necessary to address Transportation Planning Rule (TPR) criteria outlined in Oregon Administrative Rule (OAR) 660 012-0060 in addition to Clackamas County Zoning and DeveloprEXHIBIT 1 Ordinance (ZDO) criteria and Oregon Department of Transportation (ODOT) criteria 20 applicable 20300-20-ZAP

1582 Fetters Loop, Eugene, Oregon 97402 | 541-579-8315 | cclemow@d (Brooktraut, Properties, LLC) Page 32 of 49 Trautman Comprehensive Plan Amendment and Zone Change – Clackamas County, Oregon C&A Project Number 20200501.00 July 8, 2018 Page 2

2. TRIP GENERATION

Transportation Planning Rule Analysis

The Comprehensive Plan Amendment and Zone Change land use actions require a TIS to address TPR requirements, including a comparison of reasonable worst-case development scenarios in both the current and proposed zone designations. Scenario assumptions are as follows:

TABLE 1 - REASONABLE WORST-CASE DEVELOPMENT ASSUMPTIONS							
	Property	Reasonable Worst-Case Development					
Zone Designation	Size	Assumption	Size				
Current							
Clackamas County Medium-Density Residential (MR-1)	0.99 Acres 43,124 SF	Based on Clackamas County ZDO Section 315, Table 315-4 Dimensional Standards, the site is allowed a minimum of 10 and a maximum of 12 attached housing units. Assume 12 attached housing units.	12 DU				
Proposed							
Clackamas County Light Industrial (LI)	0.99 Acres 43,124 SF	Per Clackamas County ZDO Section 602, the LI zone allows numerous light industrial uses. Assume 40% Floor Area Ratio and a manufacturing use. ¹	17,250 SF				

¹ Refer to the attached spreadsheet for a trip generation comparison of allowed LI zone land uses.

Trip generation estimates for the reasonable worst-case development scenarios in the current and proposed zone designations are estimated using data from the Institute of Transportation Engineers (ITE) *Trip Generation Manual*, 10th Edition, and are summarized in the following table.

TABLE 2 – REASONABLE	WORST- (CASE DEVELO	PMENT TRIP	GENERATIO	ON			
Land Use	ITE		PM Peak Hour Trip Generation ¹					
	Code	Size -	Enter	Exit	Total			
Current MR-1 Zone Designation Multifamily Housing (Low-Rise)	220	12 DU	6	3	9			
Proposed LI Zone Designation Manufacturing	140	17,250 SF	4	8	12			
Change in Trip Generation with Zon	n e Cha nge		(2)	5	3			

¹ Trip generation estimated using the Fitted Curve for ITE Code 220 and the Average Rate for ITE Code 140 per recommended practice in the ITE Trip Generation Handbook, 3rd Edition.

As identified in the table above, reasonable worst-case development in the proposed LI zone designation generates 3 additional PM peak hour trips over the existing MR-1 zone designation.

Because the trip generation increase is small, and daily traffic fluctuations on the transportation system can be greater than 5%, the proposed rezoning will have *de minimus* transportation system impacts EXFIBIT 1 cannot be quantified/measured. As such, additional intersection analysis of 20299-20-CP & Z0300-20-ZAP evaluation purposes. (Brooktraut Properties LLC)

TIS Trautman PA-ZC final.docx

Trautman Comprehensive Plan Amendment and Zone Change – Clackamas County, Oregon C&A Project Number 20200501.00 July 8, 2018 Page 3

3. SUMMARY

Based on the analysis materials presented in this TIS for the proposed Comprehensive Plan Map Amendment and concurrent Zone Change, reasonable worst-case development in the proposed LI zone designation generates 3 additional PM peak hour trips over the existing MR-1 zone designation.

Because the trip generation increase is small, and daily traffic fluctuations on the transportation system can be greater than 5%, the proposed rezoning will have de minimus transportation system impacts that cannot be quantified/measured. As such, additional transportation analysis is not necessary to address Transportation Planning Rule (TPR) criteria outlined in Oregon Administrative Rule (OAR) 660 012-0060 or Clackamas County Zoning and Development Ordinance (ZDO) criteria.

Sincerely,

Christon Y. Claus

Christopher M. Clemow, PE, PTOE Transportation Engineer

Attachments: Figure 1 – Site Location Land Use Trip Generation Comparison



c: Peter Finley Fry

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 34 of 49



541-579-8315 clemow cclemow@clemow-associates.com

(Brooktraut Properties LLC) C&A Project No. 20200501.00

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Trautman Zone Change	and the second se	
Proposed LI Zone Trip Generation		
Existing MR-1 Trip Generation		
Description	Acres	Squar
Gross Site Area Industrial Floor Area Ratio (FAR)	0.395	43,12
Net Daliding Size		17,25
Minimum Single-Family Residential-Attached Lot Size		1.63
Net Single-Family Residential Dwaling Units		1

Dara Cotry Cells. Juston Spreadshort updated to ITE TOM 10th Edition Data

PM Feak Hour	8	C	D	11 E 1		6	H	18	1	× .	L	M	N 1		Q		5	т
Clackamus County 200 Land Une Description	Comparable If E Land Line Description	ITE Land Use Code	PM Peek Trip Generation Rate of Equation	ADT	Parlding Provided (spaces/KSF)	Baild	sumed sing Size (SF)	0 of Stories	Building Ground Floor Ares (SF) [H/I]	Site Area Encumbered by Non-Building Use (Estimated SF)	Parking Spaces	Parking Area (FT) (L+SC54)	Total Developed Site Area (SF) (FrE+M)	(%) (Uner)	(0) (1) (1)	(%) (%) (1.4)	(#)	Total (#)
Ponential Li Jone Over Salest Des of Mater Ing p	mensting saws)	- Al							_			relopment Area						
a contra la filitativa del la contracto	Research and Development Center	760	0.49	11.26			17,250			treb	autrial Dev	serbhaistit vina		15%		85%	7	
Research Facilities and Laboratories Manufacturing	Manufacturing	140	0.67	3.93			17,250							31%	4	69%	8	1
Offices	Corporate Headquarters Building		0.6	7.95			17,250							35	1.0	97%	10	1
Repair and Servicing Unix	General Light Industrial	714	0.63	4.96			17,250							13%	1	87%	10	1

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 36 of 49



Planning and Zoning Department of Transportation and Development

Development Services Building 150 Beavercreek Road | Oregon City, OR 97045

503-742-4500 | zoninginfo@clackamas.us www.clackamas.us/planning

PRE-APPICATION CONFERENCE NOTES ZPAC0045-20

Date: April 23, 2020

Subject Property: 16147 SE 135th Ave (Tax Lot 22E11D-01601, approximately 0.98 acres)

Prospective Proposal: Comprehensive Plan Map amendment from Medium Density Residential (MDR) to Light Industrial (LI), and concurrent zone change from Medium Density Residential (MR-1) to Light Industrial (LI)

A. Address the following in a narrative, maps, and other documentation, as appropriate:

1. All applicable Statewide Planning Goals and implementing OARs, including provisions of:

Goal 9, Economic Development;

Goal 10, Housing;

Goal 11, Public Facilities and Services; and

Goal 12, Transportation.

2. All applicable policies ("titles") of the Metro Urban Growth Functional Plan, including provisions of:

Title 1, Housing Capacity (3.07.110 - 3.07.120);

Title 4, Industrial and Other Employment Areas (3.07.410 - 3.07.440); and

Title 7, Housing Choice (3.07.710 - 3.07.730).

3. All applicable Clackamas County Comprehensive Plan policies, including:

Chapter 4, Policies 4.L, Industrial Area Policies;

Chapter 4, Policies 4.FF, Light Industrial Policies;

Chapter 6, Policies 6.A, Housing Choice Policies;

Chapter 6, Policies 6.B, Affordable Housing Policies;

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Prope**rties** لكَّO) Page 37 of 49 Chapter 6, Policies 6.C, Neighborhood Policies;

Chapter 6, Policies 6.D, Urban Infill Policies;

Chapter 6, Policies 6.E, Multifamily Residential Policies;

Chapter 8, Policies 8.A, Existing Industry and Business Policies;

Chapter 8, Policies 8.B, New Industry and Business Policies;

Chapter 8, Policy 8.C.4, related to cooperation with the private sector; and

Chapter 8, Policies 8.D, Target Industries Policies.

 All applicable provisions of Clackamas County <u>Zoning and Development Ordinance</u> (ZDO) Section 1202, *Zone Changes*, including:

Subsection 1202.02, Submittal Requirements;

Subsection 1202.03, General Approval Criteria; and

Subsection 1202.05, Alternate Zoning District Designation.

B. Planning & Zoning guidance, per Glen Hamburg, Senior Planner (ghamburg@clackamas.us):

- Complete and submit the General Land Use Application Form and the Supplemental Application for Zone Change (linked-to below), together with the required \$6,510 land use application fee. The application fee can be paid by debit/credit card using the prescribed authorization form and with an additional 2.55% fee. All owners of the subject property must sign the application; if the property owner is a corporation or other similar entity, include documentation showing who has authority to sign on the entity's behalf.
- 2. Include the following with the application:
 - a. An accurate, to-scale site plan of the subject property on paper measuring no larger than 11 inches x 17 inches and showing:
 - Lot lines, lot/parcel numbers, and acreage/square footage of lots;
 - Contiguous properties under the same ownership;
 - All existing and proposed structures, fences, roads, driveways, parking areas, and easements, each with identifying labels and dimensions;
 - Setbacks of all structures from lot lines and easements;
 - Significant natural features (rivers, streams, wetlands, slopes of 20% or greater, geologic hazards, mature trees or forested areas, drainage areas, etc.); and
 - Location of utilities, wells, septic drain fields, and replacement drain field areas.
 EXHIBIT 1

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties ŁEC) Page 38 of 49

- **b.** A vicinity map of the area around the property, drawn to scale, that shows:
 - The uses and location of improvements on adjacent properties and properties across any road; and
 - The relationship of the subject property to the surrounding area.
- c. A description of the current conditions and existing uses of the subject property and of adjacent and nearby properties;
- **d.** A description of the anticipated post-rezoning development and use(s), and how they can comply with the standards of the LI District in ZDO Section 602;
- e. Completed <u>Preliminary Statements of Feasibility</u> from sanitary sewer, surface water management, and water service providers acknowledging that they can serve the type and intensity of development anticipated under the proposed new zoning (sanitary sewer and surface water management service are provided by <u>WES/CCSD #1</u>; water service is provided by <u>Clackamas River Water</u>);
- **f.** A transportation impact study addressing the comments and guidance of the County's Transportation Engineering Division as described below and ODOT;
- **g.** A review of national, state, regional, county, and local economic trends that support designating the property for light industrial use;
- **h.** A computation of the maximum number of dwelling units that could be developed under the property's current MR-1 zoning, according to applicable dimensional standards;
- i. A description of any historical commitment the property and the surrounding area has to an industrial use, with supporting documentation (e.g., Tax Assessor records, signed affidavits, dated photographs); and
- j. An acknowledgement that any development in the LI District requires (separate) design review approval.
- **3.** Be sure application also includes a narrative, maps, and other documentation that explain all of the following:
 - a. How the proposal is consistent with, and necessary to implement, the County's adopted economic development policies;
 - b. How the proposal will impact the numbers of needed housing units in the County and the Metropolitan Portland urban growth boundary (UGB), the efficient use of land for housing within the County and UGB, and the ability to provide certainty in the development process so as to reduce housing costs;
 - c. How any reduction in the County's minimum zoned capacity for housing could be considered to have a negligible effect on the County's overall minimum zoned residential capacity, consistent with LUBA's ruling in <u>Housing Land Advocates vs. City of Happy Valley;</u>
 - d. How the amount of any net loss of needed housing capacity can be and/or is being provided elsewhere, perhaps with housing developments in the County's commercial areas that are not included in recent housing studies;

- e. Whether adjacent and nearby existing and planned industrial and commercial development could have negative impacts on the subject property's ability or likelihood to be developed with residential uses under the current zoning;
- f. Whether the property's size could mean that its proposed rezoning would affect the County's Comprehensive Plan and ZDO from complying with Statewide Planning Goal 10;
- g. How public facilities and services can/will be provided at levels necessary and suitable for prospective uses, and how sanitary sewer, surface water management, and water services for potential use(s) of the subject property under the proposed zoning can be accommodated with the implementation of the applicable service provider's existing capital improvement plan;
- **h.** How the County's existing and planned transportation system is adequate and will remain adequate with approval of the proposed zone change to serve statewide, regional, and local transportation needs and the mobility needs of the transportation disadvantaged;
- i. How the proposal would or would not significantly affect existing and planned transportation facilities, as defined in <u>OAR 660-012-0060</u> and, if there would be a significant affect, how those affects would be remedied as required by that rule;
- j. Whether the subject property has access to a street of at least minor arterial classification;
- **k.** The ability of development under the proposed zoning to access the regional transportation network;
- 1. Whether and how the proposal would provide an area large enough for several industries to cooperatively design an industrial park;
- m. How the property would allow development of the property that can include: entrances and exits that facilitate efficient movement of traffic; landscaping; storm drainage; underground utilities; pedestrian and bicycle access to adjacent transit corridors and nearby residential areas;
- n. How the timing of the proposal is in accord with the orderly development of the County; and
- o. How the proposal relates, if at all, to the plans described in Z0033-02-CP (the 2002 Comprehensive Plan Map amendment and zone change of Tax Lots 1400 and 1500 of Tax Map 22E11D).
- 4. The <u>North Clackamas School District</u>, Clackamas Rural Fire Protection District #1, PGE, <u>North Clackamas Parks and Recreation District</u>, and <u>Waste Management of Oregon</u>, <u>Inc.</u> will be notified of any formal application. Consider contacting them beforehand and seeking their input on your proposal prior to submitting an application.
- 5. Regarding the review process and timeline, the application will be processed according to the Type III procedures outlined in ZDO Section 1307 (linked-to below). The process includes at least two public hearings: one before the County's Planning Commission and another before the Board of County Commissioners (BCC).

Prior to the public hearings, staff will review the application and prepare a report and recommendation to the County's Planning Commission. The Planning Commission will then hold a public hearing to consider the recommendation, the testimony of the applicant, and the testimony of any interested name 1

before making a recommendation to the BCC. Staff will present the Planning Commission's recommendation to the BCC at their public hearing, after which the BCC may rule on the application.

Comprehensive Plan Map amendments are *not* subject to the "120-day/150-day rule" for decisions on certain other land use applications, but the County will make every effort to process the application as quickly as possible and as reviewing bodies' schedules for public hearings allow.

C. Address these comments and guidance from Transportation Engineering, per Christian Snuffin, Senior Transportation Engineer (csnuffin@clackamas.us)

- 1. Prepare weekday mid-day and PM peak hour analyses of traffic operations for the following scenarios: Existing conditions; 2035 background (no-build); and 2035 total (build).
- 2. Develop trip generation based on the reasonable highest use case for existing zoning and proposed zoning for background analysis and total analysis, respectively.
- **3.** Traffic operations during the mid-day and PM peak hour should be evaluated at the following intersections: site access to SE 135th Ave and SE 130th Ave & Jennifer St.
- 4. Transportation Engineering expects that ODOT will also require analysis at the intersection of SE 135th and OR 212/224. The applicant should contact ODOT directly for scoping guidance.
- 5. Provide an analysis of traffic safety by looking at historical crash data in the study area to determine whether any safety mitigations are warranted.
- 6. Traffic operations analyses should compensate for reduced traffic volumes caused by the COVID-19 shutdown, either by: using historical count data that has been adjusted to reflect current (non-COVID-19) traffic volumes; or by applying appropriate adjustment factors to any field-collected data.

D. List of Links:

- General Land Use Application Form and Supplement Application for Zone Change
- Land Use Application Fee Schedule
- Credit/Debit Card Authorization Form
- Comprehensive Plan Map 4-6: North Urban Area Land Use Plan
- Zoning Map (North Urban Area Zoning)
- Comprehensive Plan Map 4-08: Urban Growth Concept
- Comprehensive Plan Map 5-03: Essential Pedestrian Network
- Comprehensive Plan Map 5-04a: Road Functional Classification (Urban)
- Comprehensive Plan Map 5-05: Metro Regional Street Design Classifications
- Comprehensive Plan Map 5-08a: Transit (Urban)
- Comprehensive Plan Map 5-09a: Freight Routes (Urban)
- Comprehensive Plan Map 5-09c: Over-Dimensional Freight Routes (Urban)
- Comprehensive Plan Map 5-11a: Capital Improvement Plan (Greater Clackamas Regional Center / Industrial Area)
- Comprehensive Plan Table 4-1: Land Use Plan Designations and Implementing Zoning Districts
- Comprehensive Plan Table 5-3b: Preferred Projects
- ZDO Section 202, Definitions
- ZDO Section 602, Business Park (BP), Light Industrial (LI), and General Industrial (GI) Zoning Districts
- ZDO Section 1202, Zone Changes
- ZDO Section 1307, Procedures

ZPAC0045-20

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties والدر) Page 41 of 49

E. List of Attachments:

- Subject Property in Tax Map 22E11D
 2018 Aerial Images

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties 620) Page 42 of 49

July 21, 2020

Clackamas County

Clackamas County Planning Department

To Whom it may Concern,

Please let this be an acknowledgement that Morrie Trautman is the Managing Partner of Brooktraut Properties LLC, a Washington Corporation. Morrie Trautman has complete authority and authorization to act as the agent and conduct business on behalf of, and for, Brooktraut Properties LLC.

Thank you for your acceptance of this acknowledgment.

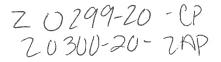
Sincerely,

Marine Hantman

Morrie A Trautman

Managing Partner

Brooktraut Properties LLC





July 26, 2020

Clackamas County Planning and Zoning Division ATTN: Glen Hamburg 150 Beavercreek Road Oregon City, OR 97045

RE: Z0299-20-CP & Z0300-20-ZAP

Thank you for your letter of July 15, 2020.

We provide the following information.

A site plan, a Vicinity Land Use description, and a diagram of how the two properties under our ownership could be developed consistent with the surrounding land use.

We propose no development in this land use application.

Please deem our application complete as of this date.

Sincerely,

Peter Finley Fry

303 NW Uptown Terrace #1B Portland, Oregon USA 97210 peter@finleyfry.com

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 44 of 49

NOTICE

Your application will be considered <u>Void</u> if, on the 181^{st} day after the date the application was first submitted, you have been mailed this notice and have not provided the information requested in Options 1 - 3 on the previous page. In this case, no further action will be taken on your application.

Applicant or authorized representative, please check one of the following and return this notice to: <u>Clackamas County Planning Division; 150 Beavercreek</u> <u>Road, Oregon City, Oregon, 97045</u>

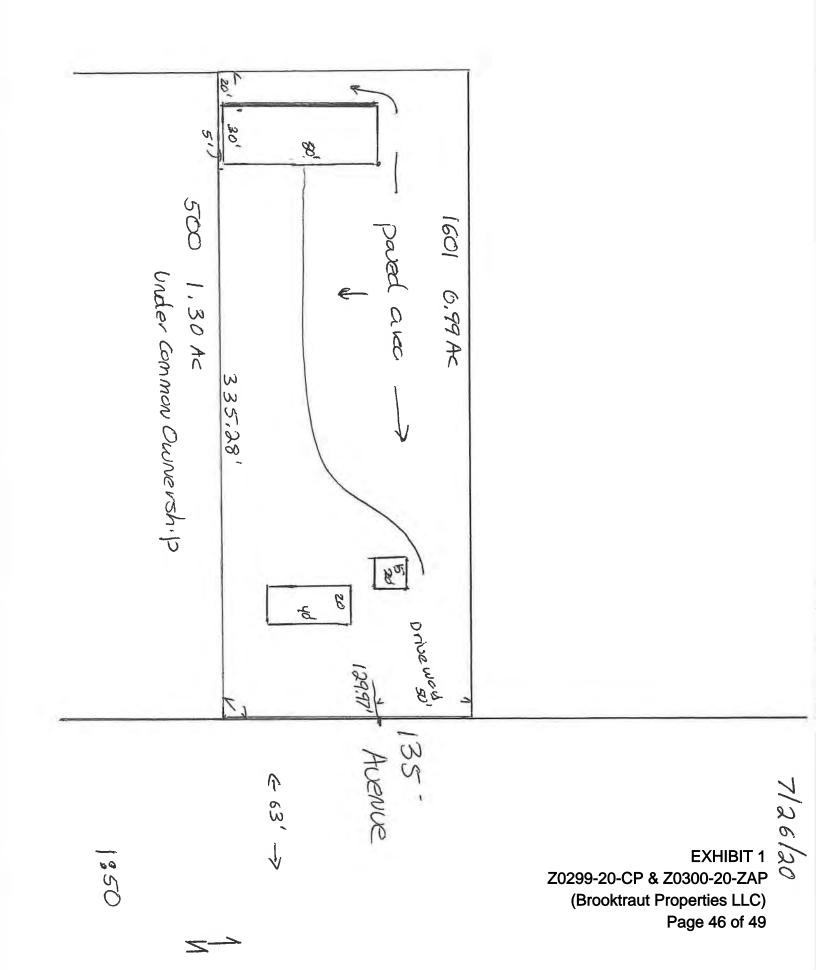
- I am submitting the required information (attached); or.
- □ I am submitting some of the information requested (attached) and no other information will be submitted; or
- □ I will not be submitting the requested information. Please accept the application as submitted for review and decision.

Signed Print Name

26/20

Date

EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 45 of 49



VICINITY LAND USE



AREA LAND USE CHARACTERISTIC

The site is located between an older stable residential neighborhood to the east and a large industrial area to the west. The Clackamas River provides a boundary to the east and south. Steep hills rise to the north. The area flows down the river value into the urban area and the Interstate freeway system.

Industrial Area

The industrial uses to the west are predominantly large warehouses with freight moving east/west down the Sunrise Corridor to the region and into the interstate transportation systems. Large manufacturing and industrial services and government utility service facilities occupy large properties. Sites are typically over an acre in size with many two or three acres. The medium and heavy industrial uses have typical heavy industrial impacts that are mitigated within the industrial area.

Residential Area

An older stable residential neighborhood exists directly to the east. The site is separated from the houses by a long and mature hedge with no access. The residential uses are predominantly single-family detached houses on 5,000 to 10,000 square foot lots.

Neighbor Uses

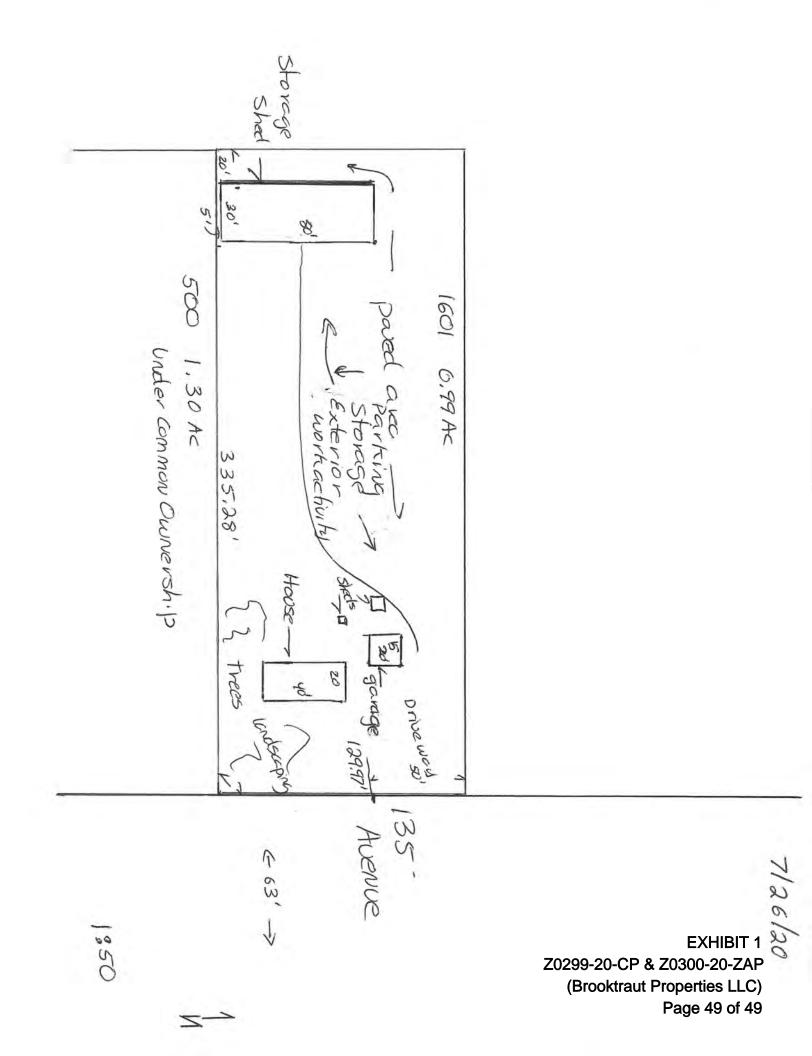
A large distribution warehouse abuts the site to the west. The property to the south is under the same ownership and is uses for an industrial services use. The property to the north is zoned residential but appears to be used by industrial purposes. The property to the east is residential and separated from the site by a large mature hedge with no access. EXHIBIT 1

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 47 of 49 16213 SE 135th Ave. Clackamas, Oregon Site Area 3.36 Acres - 146,362 SF Building 200 x 230 = 46,000 SF Coverage 31.4% 12/13/19





EXHIBIT 1 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 48 of 49



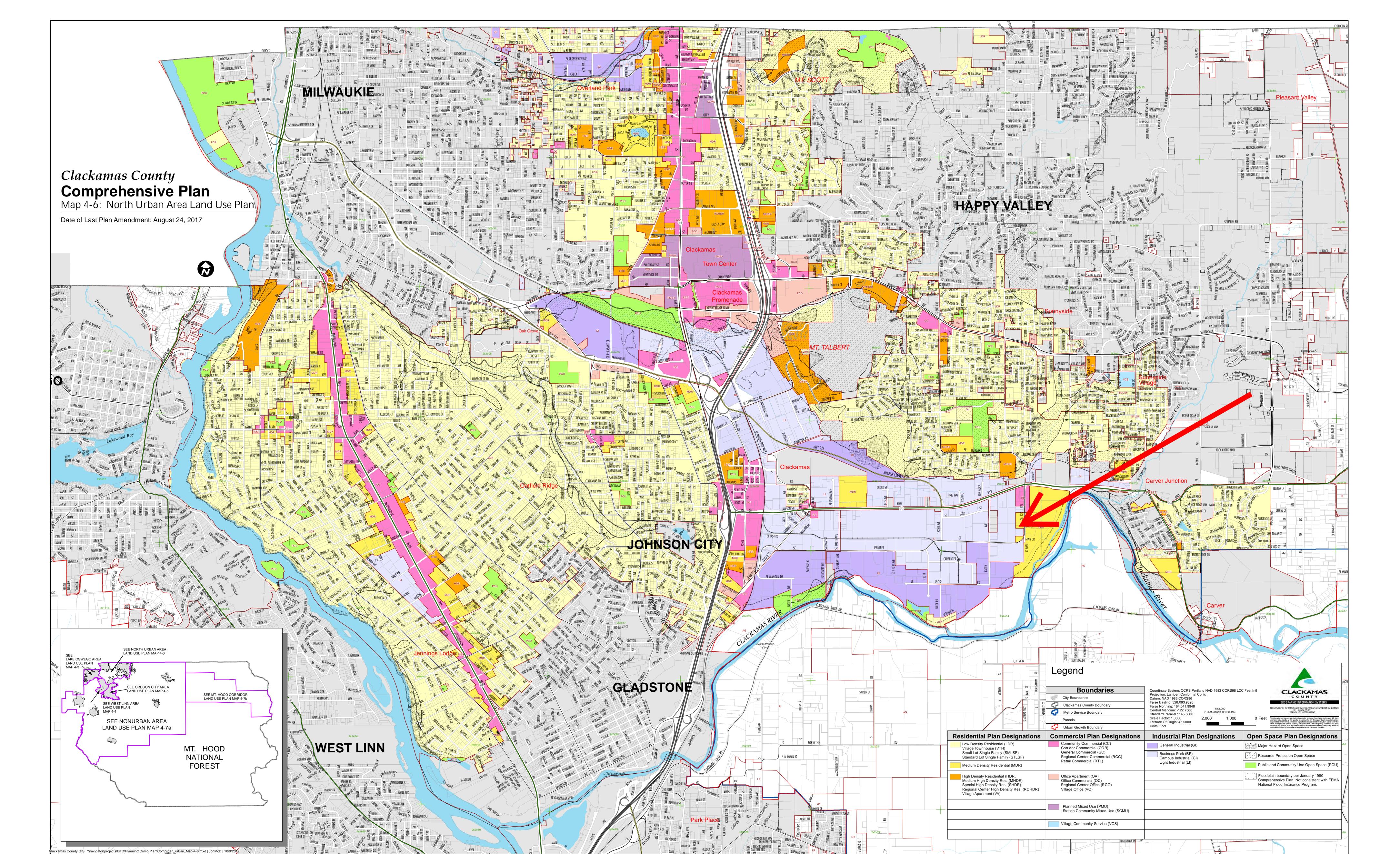
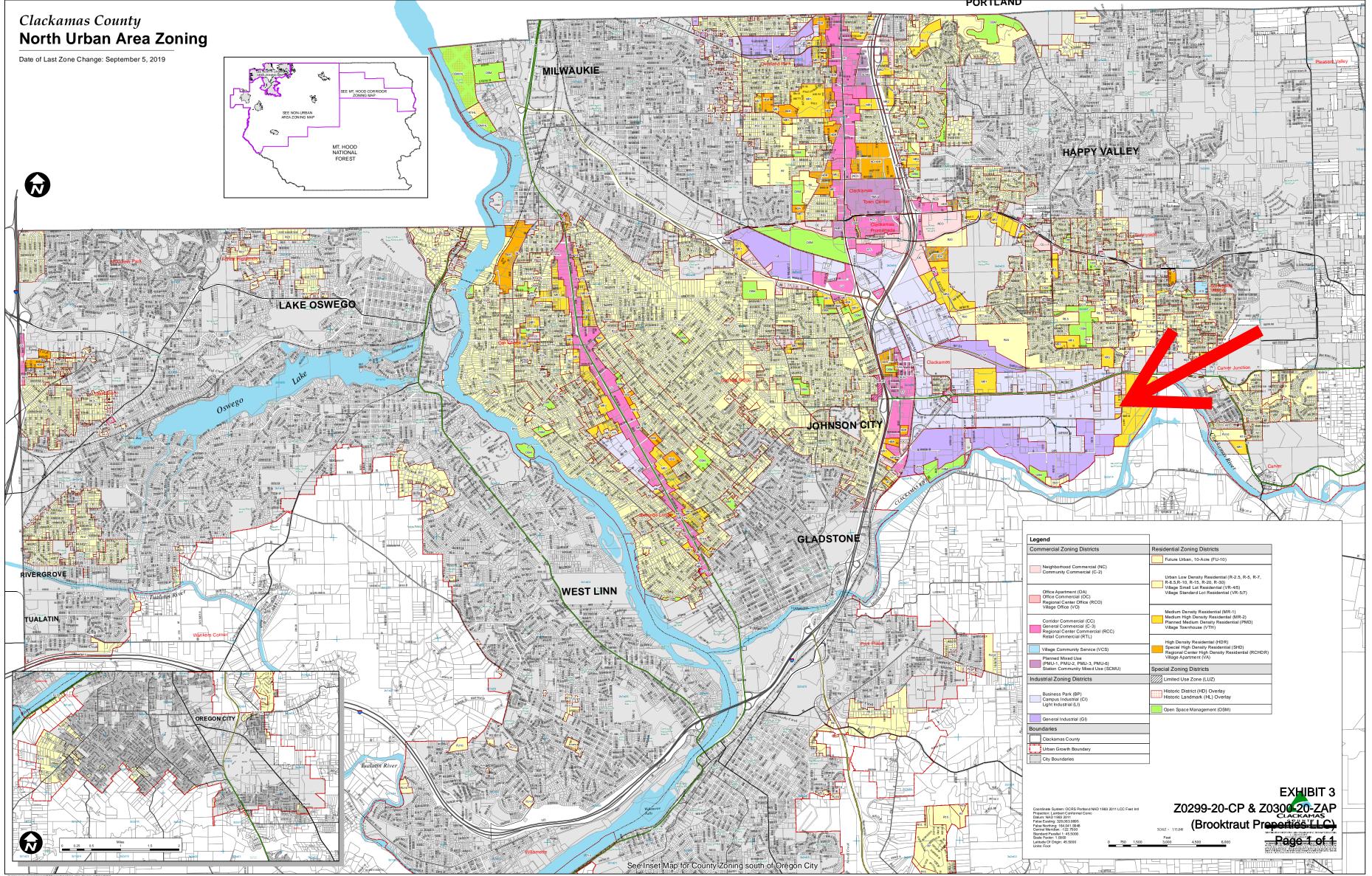
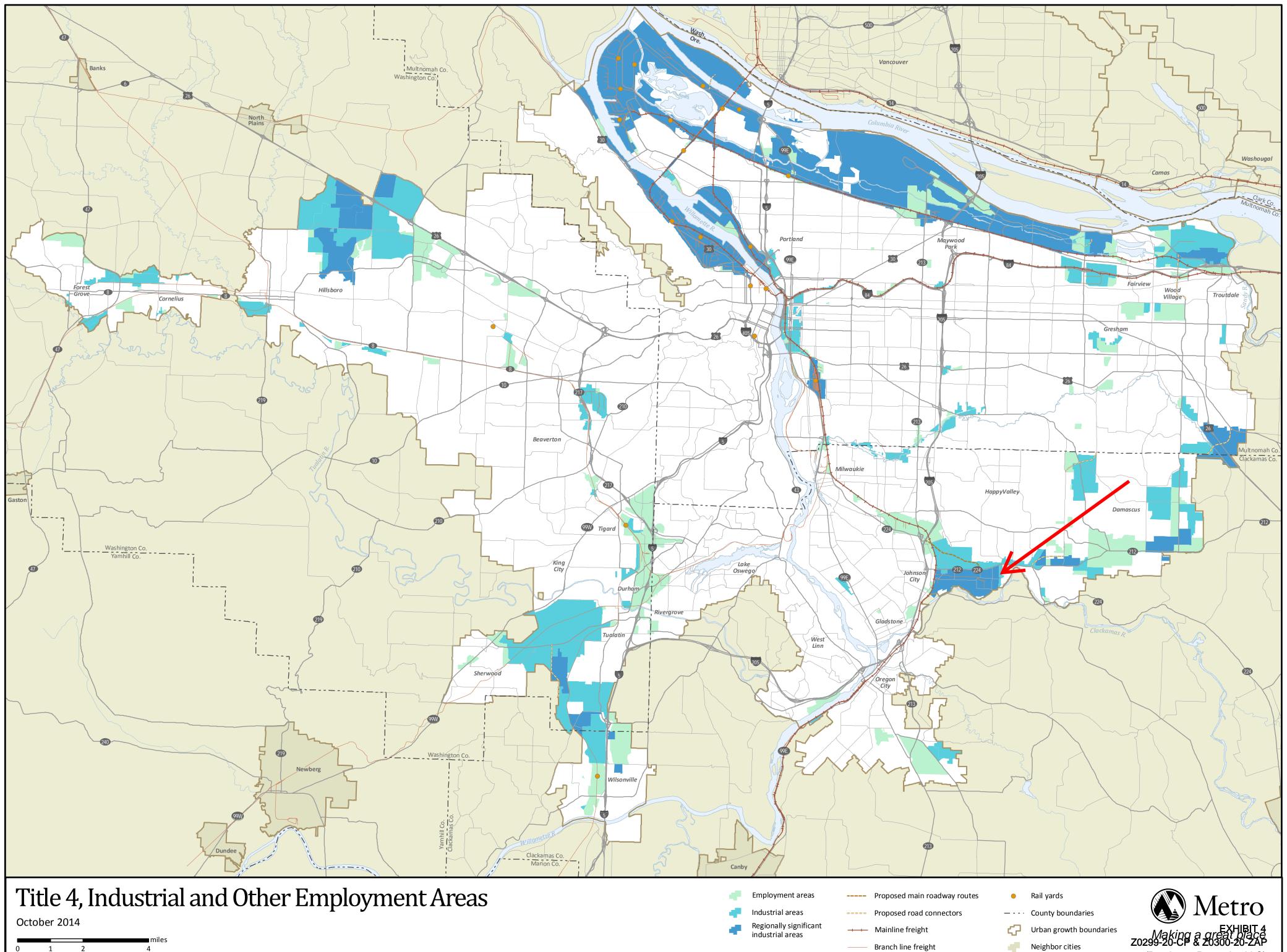


EXHIBIT 2 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 1





0 1 2 4 The information on this map was derived from digital databases on Metro's GIS. Care was taken in the creation of this map. Metro cannot accept any responsibility for errors, omissions, or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of any errors are appreciated. (Brooktraut Properties LLC) Page 1 of 1



150 Beavercreek Rd Oregon City, OR 97045 503-655-8671

Property Account Summary

9/2/2020

Account Number 00481295 Property Address 16147 SE 135TH AVE, CLACKAMAS, OR 97015

A THORITOR A	roperty #			22E11D 016	501			
Property Description			Section 11 Township 2S Range 2E Quarter D TAX LOT 01601					
Property Ca	ategory	Land &/or Buildings						
Status					t Other P	roperty, Loc	ally Asse	ssed
Tax Code A	Area			012-051			-	
Remarks								
Property	Characteris	tics						
Neighborho	ood			15431: Clac	kamas/Ca	arver 100, 10)1	
Land Class	Category			101: Reside	ntial land	improved		
Building Cl	ass Category			13: Single fa	amily res	class 3		
Year Built				1946				
Acreage				0.99				
Change pro	perty ratio			1XX				
Propertv	Details							
			Impro	vement		Bedrooms	Full	Half
Living Are Sq Ft	a Manf Struct Size	Year Built	Grade	Venient	Stories	Beurooms	Baths	Baths
Living Are					Stories	2	Baths 2	Baths 0
Living Are Sq Ft	Size 0 X 0	Built	Grade					
Living Are Sq Ft 1542	Size 0 X 0 Values	Built	Grade	Tax Year T	1.0	2 Tax Year 1	2 Tax Year	0 Tax Ye
Living Are Sq Ft 1542 Property	Size 0 X 0 Values	Built	Grade		1.0	2 Tax Year 1	2	0 Tax Ye
Living Are Sq Ft 1542 Property Value Typ	Size 0 X 0 Values	Built	Grade	Tax Year T	1.0	2 Tax Year 1	2 Tax Year	0 Tax Ye
Living Are Sq Ft 1542 Property Value Typ AVR Total Exempt TVR Total	Size 0 X 0 7 Values e	Built	Grade	Tax Year T	1.0	2 Tax Year 1	2 Tax Year	0 Tax Ye
Living Are Sq Ft 1542 Property Value Typ AVR Total Exempt	Size 0 X 0 7 Values e	Built	Grade	Tax Year T	1.0	2 Tax Year 1	2 Tax Year	0 Tax Ye

(Brooktraut Properties LLC) Page 1 of 3 9/27/2020

http://ascendweb.clackamas.us/ascendweb/(S(0jok0i0wyuo4rmuidt24yzlu))/parcelinfo.aspx

Real Mkt Bldg	
Real Mkt Total	
M5 Mkt Land	
M5 Mkt Bldg	
M5 SAV	
SAVL (MAV Use Portion)	
MAV (Market Portion)	
Mkt Exception	
AV Exception	

Tax Rate

Description	Rate
Total Rate	18.3261

Tax Balance

Related Properties

P2184062 is Located On this property starting 01/01/1980 until 01/01/2002 01229824 is Located On this property starting 01/01/1980 until 01/01/1999

Active Exemptions

No Exemptions Found

Events

Effective Date	Entry Date- Time	Туре	Remarks
01/22/2020	02/10/2020 12:38:00	Taxpayer Changed	Property Transfer Filing No.: 365710 01/22/2020 by SHAMMOND
01/22/2020	02/10/2020 12:38:00	Recording Processed	Property Transfer Filing No.: 365710, Warranty Deed, Recording No.: 2020-005093 01/22/2020 by SHAMMOND
09/29/2014	09/30/2014 16:27:00	Taxpayer Changed	Property Transfer Filing No.: 268429 09/29/2014 by AMANDAOLS
09/29/2014	09/30/2014 16:27:00	Recording Processed	Property Transfer Filing No.: 268429, Bargain & Sale, Recording No.: 2014-049542 09/29/2014 by AMANDAOLS
06/05/2006	06/05/2006 14:59:00	Annexation Completed For Property	Term Industrial Plan Area for 2006-07 pt 1-annexed by 012-051 for 2006-Revise TCA Membership by JENMAYO
06/06/2003	06/06/2003 09:24:00	Seg/Merge Completed	Parent in Seg/Merge SM030685, Effective: 01/02/2002 by LAURIEB
06/06/2003	06/06/2003 09:23:00	Seg/Merge Initiated	SM030685 EFFECTIVE 2003-04: -0.01 AC TO ROAD BY 2002-081970; BEFORE 01/01/2003 by LAURIEB
05/07/2002	05/07/2002 16:45:00	Annexation Completed For Property	Clack Ind Area UR Cleanup-annexed by UR CLACKAMAS COUNTY IA for 2002-Revise District Membership by JENMAYO

Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC) Page 2 of 3 9/2/2020

http://ascendweb.clackamas.us/ascendweb/(S(0jok0i0wyuo4rmuidt24yzlu))/parcelinfo.aspx

05/	23/2001		Recording Processed	Property Transfer Filing No.: 32886, Warranty Deed, Recording No.: 2001-038128 05/23/2001 by LYNNENEW
05/	23/2001	05/31/2001 12:56:00	Taxpayer Changed	Property Transfer Filing No.: 32886 05/23/2001 by LYNNENEW
07/	01/1999		Ownership at Conversion	Bargain and Sale: 97-12309, 10/1/96,

Receipts

Date	Receipt No.	Amount Applied	Amount Due	Tendered	Change
11/15/2019 00:00:00	4704166				
11/13/2018 00:00:00	<u>4506397</u>				
11/15/2017 00:00:00	<u>4328879</u>				-
11/15/2016 00:00:00	<u>4140504</u>				
11/13/2015 00:00:00	<u>3942131</u>				

Sales History

Sale Date	Entry Date		Recording Number	Excise Number	Deed Type	Grantee(Buyer)	Other Parcels
01/22/2020	02/10/2020	01/22/2020	2020- 005093			BROOKTRAUT PROPERTIES LLC	No
09/29/2014	09/30/2014	09/29/2014	2014- 049542			LANDCO DEVELOPMENT CORP	No
05/23/2001	05/31/2001	05/23/2001	2001- 038128			LANDRETH RODNEY	No

LAND USE FILES

FILE # ZOO 33-02 CP

LEGAL DESCRIPTION:

$2 \text{ s} \underline{2} \text{ e}$ section: 1/D

TAX LOT(S) = 1400, 1500

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 200





Department of Land Conservation and Development

NOV - 9 2005

635 Capitol Street NE, Suite 150 Salem, Oregon 97301-2524 Phone: (503) 373-0050 First Floor/Costal Fax: (503) 378-6033 Second Floor/Director's Office: (503) 378-5518 Web Address: http://www.oregon.gov/LCD

NOTICE OF ADOPTED AMENDMENT

November 8, 2005

TO: Subscribers to Notice of Adopted Plan or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Clackamas County Plan Amendment DLCD File Number 003-02

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. This amendment was submitted without a signed ordinance.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: November 23, 2005

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*<u>NOTE:</u> THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.

Cc: Doug White, DLCD Community Services Specialist Gary Fish, DLCD Regional Representative Mike McCallister, Clackamas County

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 2 of 200[®]

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DLCD NOTICE OF ADOPTION

This form <u>must be mailed</u> to DLCD <u>within 5 working days after the final decision</u> per ORS 197.610, OAR Chapter 660 - Division 18

(See reverse side for submittal requirements)

LAND CONSERVATION AND DEVELOPMENT

NOV 02 2005

DEPT OF

urisdiction:	$\frac{2033-02-CP}{2034-02-2}$
Date of Adoption: <u>April 24</u> , 2002 (Must be filled in)	Date Mailed:
Date the Notice of Proposed Amendment was mail	ed to DLCD: Feb. 20, 2002
Comprehensive Plan Text Amendment	Comprehensive Plan Map Amendment
Land Use Regulation Amendment	Zoning Map Amendment
New Land Use Regulation	Other:
	(Please Specify Type of Action)
Summarize the adopted amendment. Do not use te	chnical terms. Do not write "See Attached."
Machina classitic Resident	a) to heart Industrial w/a
And a construction of the	a) to hight Industrial w/a from mr 1- I-2.
Corresponding 30ne Change 7	TROSN
Describe how the adopted amendment differs from	n the proposed amendment. If it is the same, write
Describe how the adopted amendment differs from "Same." If you did not give notice for the propose	n the proposed amendment. If it is the same, write ed amendment, write "N/A."
"Same." If you did not give notice for the propose	ed amendment, write "N/A."
"Same." If you did not give notice for the propose Plan Map Changed from : <u>Med. densety</u>	ed amendment, write "N/A."
"Same." If you did not give notice for the propose Plan Map Changed from : <u>Med. density</u> Zone Map Changed from: <u>MR~1</u>	Res. to <u>Light Shclustrial</u> to <u>I-2</u>
"Same." If you did not give notice for the propose Plan Map Changed from : <u>Med. density</u> Zone Map Changed from: <u>MR~1</u> Location: <u>West Side & 135th 1/4 mile</u> 510 te Hury. 212/224	Res. to hight Inclustrial to <u>I-2</u> <u>5.4</u> Acres Involved: <u>97</u>
"Same." If you did not give notice for the propose Plan Map Changed from : <u>Med. density</u> Zone Map Changed from: <u>MR~1</u> Location: <u>West Side & 135th 1/4 mile</u> State Hurg. 212/224 Specify Density: Previous:	Reg. to <u>hight Ondustrial</u> to <u>I-2</u> <u>S. & Acres Involved: .97</u>
"Same." If you did not give notice for the propose Plan Map Changed from : <u>Med. density</u> Zone Map Changed from: <u>MR~1</u> Location: <u>West Side & 135th 1/4 mile</u> 510 te Hury. 212/224	Res. to hight Shdustrial to <u>I-2</u> <u>Seq</u> Acres Involved: <u>.97</u> <u>New:</u> <u>11,12</u>
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"Same." If you did not give notice for the propose Plan Map Changed from : <u>Med. density</u> Zone Map Changed from: <u>MR~1</u> Location: <u>West Suder 135th 1/4 mule</u> State Hury. 212/224 Specify Density: Previous: Applicable Statewide Planning Goals: <u>9,10,</u>	ed amendment, write "N/A." Reg. to <u>Light Ondustrial</u> to <u>$I-2$</u> <u>5.4</u> Acres Involved: <u>.97</u> New: <u>11, 12</u> EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAF

Did the Department of Land Conservation and Development receive a notice of Proposed				
Amendment FORTY FIVE (45) days prior to the first evidentiary hearing.	Yes:	No:		
	Yes: 🔽			
If no, did The Emergency Circumstances Require immediate adoption.	Yes:	<u>No:</u>		

Affected State or Federal Agencies, Local Governments or Special Districts:___

Local Cor	nuar: Milie McCallister	Area Code + Phone Number: 503	353-4522
	9101 SE Sunnybrook	Blud,	
City:	Clackanas	 Zip Cod e+ 4: <u>97045</u>	

ADOPTION SUBMITTAL REQUIREMENTS

This form <u>must be mailed</u> to DLCD within 5 working days after the final decision per ORS 197.610, OAR Chepter 660 - Division 18.

1. Send this Form and TWO (2) Copies of the Adopted Amendment to:

ATTENTION: PLAN AMENDMENT SPECIALIST DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT 635 CAPITOL STREET NE, SUITE 150 SALEM, OREGON 97301-2540

- 2. Submit TWO (2) copies the adopted material, if copies are bounded please submit TWO (2) complete copies of documents and maps.
- 3. <u>Please Note</u>: Adopted materials must be sent to DLCD not later than **FIVE (5)** working days following the date of the final decision on the amendment.
- 4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
- 5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within TWENTY-ONE (21) days of the date, the "Notice of Adoption" is sent to DLCD.
- 6. In addition to sending the "Notice of Adoption" to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
- 7. Need More Copies? You can copy this form on to <u>8-1/2x11 green paper only</u>; or call the EXHIBIT 6 DLCD Office at (503) 373-0050; or Fax your request to:(503) <u>378-5518</u>; or Email your request to Larry.French@state.or.us ATTENTION: PLAN AMENDMENT SPECIALIST. (Brooktraut Properties LLC)
 J:\pa\pax\forms\forms\form2-noticead.frm
 Page 4 of 200

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF CLACKAMAS COUNTY, STATE OF OREGON

In the Matter of a Comprehensive Plan and Zone Change for Brooktraut Properties LLC.

ORDER NO. <u>2002</u>–80 (page 1 of 2)

File No.: Z0033-02-CP / Z0034-02-Z

This matter coming regularly before the Board of County Commissioners, and it appearing that Brooktraut Properties made application for a Comprehensive Plan amendment and zone change on property described as T2S, R2E, Section 11D, Tax Lots 1400 and 1500 W.M., located on the west side of 135th Avenue, approximately a quarter of a mile south of the intersection with State Highway 212 / 224; and

It further appearing that planning staff, by its report dated April 1, 2002, recommended denial, but later changed that recommendation to approval of the application; and

It further appearing that the Planning Commission at its April 8, 2002 meeting has recommended approval of the application; and

It further appearing that after appropriate notice a public hearing was held before the Board of County Commissioners in the County Courthouse Annex at 906 Main Street, Oregon City, OR, on April 24, 2002, in which testimony and evidence were presented, and that a preliminary decision was made by the Board on April 24, 2002.

Based upon the evidence and testimony presented, this Board makes the following findings:

- 1. The applicant requests approval of a Comprehensive Plan map amendment from Medium Density Residential to Light Industrial, and corresponding zone change from MR-1 to I-2.
- 2. This request complies with the applicable Statewide Goals and administrative rules, Comprehensive Plan provisions and Zoning and Development Ordinance criteria for the reasons stated in the Planning Staff Report/Recommendation, **EXHIBIT 6**

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 5 of 200

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF CLACKAMAS COUNTY, STATE OF OREGON

In the Matter of a Comprehensive Plan and Zone Change for Brooktraut Properties LLC.

j,

ORDER NO. <u>2002–80</u> (page 2 of 2)

File No.: Z0033-02-CP / Z0034-02-Z

which is hereby adopted as the findings and conclusions of this Board, with the exception of the transportation system issue. The Board finds that this request complies with the relevant transportation criteria, based on the information provided by ODOT.

NOW, THEREFORE, IT IS HEREBY

ORDERED that the requested Comprehensive Plan amendment and zone change are granted.

DATED this 25th day of April, 2002.

BOARD OF COUNTY COMMISSIONERS

Larry Sowa, Chair

Millicént Morrison, Recording Secretary

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 6 of 200

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FORM 2

DLCD NOTICE OF ADOPTION

This form <u>must be mailed</u> to DLCD <u>within 5 working days after the final decision</u> per ORS 197.610, OAR Chapter 660 - Division 18

(See reverse side for submittel requirements)

	7035.
risdiction:	$\frac{2033-02-C}{(fno number, use none)}$
	(If no number, use none) Date Mailed: April 81 2002 (Date mailed or sent to DLCD)
te the Notice of Proposed Amendment was ma	ailed to DLCD: Feb. 20, 2002
_ Comprehensive Plan Text Amendment	<u>Comprehensive Plan Map Amendment</u>
Land Use Regulation Amendment	Zoning Map Amendment
New Land Use Regulation	Other:
	(Please Specify Type of Action)
ummarize the adopted amendment. Do not use t	technical terms. Do not write "See Attached."
Neclum densety Resident	From MR 1- I-2.
POLLAS DIANGLUMA ZIMO ChULLED	from mR1- I-2.
J Company of the second s	
escribe how the adopted amendment differs fro	om the proposed amendment. If it is the same, wri
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escribe how the adopted amendment differs fro	om the proposed amendment. If it is the same, wri
escribe how the adopted amendment differs fro Same." If you did not give notice for the propos	om the proposed amendment. If it is the same, writesed amendment, write "N/A."
escribe how the adopted amendment differs fro Same." If you did not give notice for the propos	om the proposed amendment. If it is the same, writesed amendment, write "N/A."
escribe how the adopted amendment differs fro Same." If you did not give notice for the propos	om the proposed amendment. If it is the same, writesed amendment, write "N/A."
escribe how the adopted amendment differs from ame." If you did not give notice for the proposition lan Map Changed from : <u>Med. density</u> none Map Changed from: <u>MR~1</u> contain: <u>West Side & 135th 1/4 mile</u> State Hury. 212/224	om the proposed amendment. If it is the same, write $\frac{4}{2}$ Res. to
Pescribe how the adopted amendment differs from Same." If you did not give notice for the proposed for the	om the proposed amendment. If it is the same, write $\frac{1}{2}$ Acres Involved:
Pescribe how the adopted amendment differs from Same." If you did not give notice for the proposed for the proposed for the proposed from: $\underline{Med} \cdot \underline{density}$ Cone Map Changed from: $\underline{Med} \cdot \underline{density}$ Lone Map Changed from: $\underline{MR} \sim 1$ Lone Map Changed from: $\underline{MR} \sim 1$ L	om the proposed amendment. If it is the same, write $\frac{y \text{Res. to } - \frac{y \text{Res. to } - y \text{Res. $

Did the Department of Land Conservation and Development receive a notice of	Proposed	
Amendment FORTY FIVE (45) days prior to the first evidentiary hearing.	Yes:	No:
If no, do the Statewide Planning Goals apply.	Yes: 🗸	No:
If no, did The Emergency Circumstances Require immediate adoption.	Yes:	No:

Affected State or Federal Agencies, Local Governments or Special Districts:

Local Contact: Milie McCullister		Area Code + Phone Number: 50	3 353-4522
Address:	9101 SE Sunnybrook	Blue .	
City:	Clockanas	 Zip Code+4 : <u>704</u>	5

ADOPTION SUBMITTAL REQUIREMENTS

This form must be mailed to DLCD within 5 working days after the final decision per ORS 197.610, OAR Chapter 660 - Division 18.

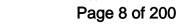
Send this Form and TWO (2) Copies of the Adopted Amendment to: 1.

ATTENTION: PLAN AMENDMENT SPECIALIST DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT 635 CAPITOL STREET NE, SUITE 150 SALEM, OREGON 97301-2540

- Submit TWO (2) copies the adopted material, if copies are bounded please submit TWO (2) 2. complete copies of documents and maps.
- Please Note: Adopted materials must be sent to DLCD not later than FIVE (5) working days 3. following the date of the final decision on the amendment.
- Submittal of this Notice of Adoption must include the text of the amendment plus adopted 4. findings and supplementary information.
- The deadline to appeal will not be extended if you submit this notice of adoption within five 5. working days of the final decision. Appeals to LUBA may be filed within TWENTY-ONE (21) days of the date, the "Notice of Adoption" is sent to DLCD.
- In addition to sending the "Notice of Adoption" to DLCD, you must notify persons who б. participated in the local hearing and requested notice of the final decision.
- Need More Copies? You can copy this form on to <u>8-1/2x11 green paper only</u>; or call the DLCD Office at (503) 373-0050; or Fax your request to:(503) <u>378-5518</u>; or Email your 7. request to Larry French@state.or.us - ATTENTION: PLAN AMENDMENT SPECTAL SPECTAL SPECTAL (Brooktraut, Bropetties LLC)

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PLANNING COMMISSION MINUTES April 8, 2002

MEMBERS PRESENT: Len Waldemar, Ron Johnson, Terry Hauck, Barbara Coles, Norm Andreen, Sara Hicks, Jo Shapland, Steve Kennett

STAFF PRESENT: Erlien Kittelson, Gary Hewitt, Dan Johnson

AUDIENCE: 7

Barbara Coles called the meeting to order at 6:37 pm. Statements of Economic Interest are due April 15. Planning Commission has been invited to dinner by staff April 22, 5 pm upstairs in the breakroom. Everyone can attend. Comm. Johnson gave a report on John Potts case, which was affirmed by LUBA (denied). Castle Restaurant was also affirmed by LUBA (approved) even though ODOT had recommended denial because of their 20 year plan.

Chair Coles read the rules to the audience.

Z0033-02-CP/Z0034-02-Z; Brooktraut Properties

Dan Johnson presented Z0033-02-CP/Z0034-02-Z to the Planning Commission. The applicant, Brooktraut Properties, is proposing a Comprehensive Plan amendment from Medium Density Residential to Light Industrial with a corresponding zone change from MR-1 to I-2. Staff recommendation was for denial based on a lack of information from the Oregon Department of Transportation (ODOT) regarding adequate transportation facilities. Comments were received from ODOT (Exhibit 12) after the date of the staff recommendation and were distributed to the Planning Commission. These comments affirmed the transportation system was adequate and ODOT had no objections to the proposal outlined in the application.

1

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 9 of 200 Mr. Johnson explained from an aerial photograph, where the property is located. It is surrounded by a regional industrial facility to the west, multifamily (mostly manufactured home parks) to the east, community commercial and further industrial facilities to the north. Access to the site is via SE 135th which will is planned to connect to SE Jennifer and currently intersects with State Highway 212/224, which is an ODOT facility. Plans for the area propose a sub-regional detention facility in the near future. Chair Coles asked about sight distance concerns in the area, which were raised by comments from the Construction and Development Division. According to staff the Design Review process will address these issues. In addition this proposal is not subject to the new Concurrency element of the Zoning and Development Ordinance; however, subsequent development applications will be applicable to those provisions.

Staff informed the PC that this was the first amendment the Planning Commission and Board of County Commissioners would have reviewed under the revised provisions of OAR 660, Division 009 (Industrial and Commercial Lands). The OAR provision was modified in October of 2001 and is now applicable to all amendments involving commercial and industrial plans on properties of two acres or larger. Staff briefly reviewed the finds in the staff report.

Comm. Kennett inquired on staff's findings of the OAR provisions, as Mike McCallister of the Planning Staff informed him that significant studies would be required by the applicant to address these provisions. Staff stated that the amount of data required and size of the report was directly related to the amount of available data. The County has significant information concerning the industrial land deficit in the County. Comm. Kennett inquired as to the source of the Industrial Lands Data provided in the application. Staff informed the PC that the source of the data was from a study preformed by OTAK in 2000. Comm. Kennett said he would appreciate if Mr. Johnson had references the OTAK Industrial Lands Study in his staff report. Mr. Johnson affirmed Comm. Kennett and will include those sources in the future.

As this is the first such staff report under the new OAR 666 rules the PC would be provided copies of the OTAK study and any subsequent data on commercial properties to assist in future commercial and industrial amendments.

2

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 10 of 200 Based on the additional information provided by ODOT (Exhibit 12), verifying the adequacy of the transportation facilities, staff altered the recommendation to approval. Included in the recommendation was a request for the PC to recommend that the BCC direct the Planning Director to modify the Comprehensive Plan North Urban Area Land Use M and Official Zoning Map 2-5 to reflect the approval of this application.

Comm. Hauck asked to explain the connections of Jennifer and 135th as it relates to concurrency and the adequacy of the transportation facility. Staff suggested the Transportation consultants for the applicant, whom was present in the audience, speak to the effects of the connection. However, Concurrency will be applicable to any subsequent development and a addendum to the applicant's transportation analysis may be necessary depending on the proposed use.

APPLICANT'S REPORT

Peter Frye 2153 SW Main Room 105, Portland OR 97215. Two issues will be addressed. First of all they support the staff recommendation, including the review of the newly applicable OAR provisions requiring any amendment over two acres needs to be analyzed. The property is just over two acres in size and as such is applicable to these provisions. Clackamas County's Comprehensive Plan is sophisticated compared to other jurisdictions statewide and addresses the majority of the provisions of OAR 660 Division 009. Unfortunately there are not many larger sites left with the majority of industrial lands consisting of smaller sites, which are scattered or near other types of uses. This fact could be detrimental to a site our size; however a variety of issues tend to enhance to the proposed amendment. The Jennifer extension to SE 135th will provide an excellent circulation to the site. While the subject property is not overly large the applicant has estimated a 70,000 sq. ft. building could be built on the site. A facility of this size would allow for business park.

Chair Coles asked if the applicant has decided on final design plans for the site, because if it is being used for multiple companies, they may want to do a further traffic study. Applicant said a business park is the intent and a facility of this character would have multiple tenants. As this use relates to the traffic study Mr. Fry would like the applicant's traffic analyst to address those issues.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 11 of 200 John Ringert, Kittelson and Assoc. 610 SW Alder Suite 700, PO 97205. They did the traffic analysis for the site. Comm. Johnson expanded Comm. Coles inquiry on the traffic analysis, asking about error margins in the v/c (volume to capacity) ratios since the levels were very close to the maximum allowed. Mr. Ringert explained that the traffic study analyzed the existing circulation pattern not including the connection to Jennifer, which will improve the situation even further. In regards to the use of the site, the ten (10) car difference between uses will not even be noticeable. ODOT sets the standards for what they have to meet in regards to the V/C ratios and theoretically the error percentages are built into the standards.

Commissioner Andreen asked for clarification of daily trips of apartment versus warehouse in Table C of the submitted Traffic analysis. What was hypothesis on traffic levels tied to a 60,000 square foot building and its effect on transportation system. Mr. Ringert explained standards address fluctuation of various uses and set levels of service on surrounding transportation systems. Comm. Andreen clarified concerns stating that multi-use facilities tend to attract on various uses with different traffic levels and what was the applicant's position on the effects of these variations on the submitted traffic study. According to Mr. Ringert this fluctuation will be address by staff via the newly adopted concurrency ordinance and may require an addendum to the completed traffic study. Mr. Andreen's feelings are that every available use should be addressed within study.

TESTIMONY

None

PUBLIC HEARING CLOSED

DELIBERATION

Comm. Kennett asked if we were in concurrency where would we be with this application. Mr. Johnson thinks it would still be okay. Comm. Hauck said the concurrency has exceptions. He used Eagle Landing as an example of concurrency and its exceptions would work.

Motion to approve the application requests submitted by Brooktraut Properties as submitted. PC adopts the report as amended by Exhibit #12

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EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 12 of 200 which resolves all transportation issues. Seconded Hauck. VOTE: Unanimous (7 Aye - 0 Nay)

ZDO-186 Ag/Forest Amendments Hearing Continued

Gary Hewitt went through the amendment revisions and went over just the suggested changes by the Commission since their last meeting of March 25, 2002. Section 401, EFU section was discussed. "Irrigated" language in Clackamas County is not a factor. Only Eastern Oregon is affected by this State law. Item "I", a farm stand is a sub one use in state law and staff has been counseled to keep the language the same as it is found in state law. No grammatical changes should be made. The reason is that if a decision were to be appealed, staff would be required to revert back to the original state law language. Commissioner Hicks wanted to know if some changes to the paragraph could be made? It was one long run on sentence. Mr. Hewitt explained that, yes, we could change it to read grammatically correct but if we did, the county is obligated, if challenged, to use the state language. So changing it really does no good.

Section 401.04(C) shows the Planning Commission suggested changes were made. Commissioner Johnson asked to check "customarily". He remembered that maybe this should be "customary" but was not absolutely sure and requested Mr. Hewitt to check out the reading in the law. Mr. Hewitt further took out the word *(three)*, and left the number 3 in, removing the parenthesis in 401.05(B). In 401.06(B) the reflected change is *"listed in"* is now struck out because it did not read correctly as was found by the Commission. 401.06(B)(1) was left as "operation" because it is a sub one use and should read as found in state law. 401.06(B)(3), parking of *seven or fewer log trucks* was inserted for clarity, suggested by Commissioner Johnson. 401.07(C)(1) took out the word "*on*".

401.08(E). – Mr. Hewitt explained that he found that because of the new state law concerning multi-dwelling land divisions, it became clear that if the county does not make an exception to subdivisions, the ordinance would prohibited the new use except for three dwellings. If a person had 6 dwellings, they would be prohibited from dividing more than 3 by ordinance language. The criteria in the multi-dwelling land division gives a person a one time shot in dividing the property. Once they have taken advantage of the division they are not allowed to divide their property any further, by restrictive deed requirements. This led staff to review of the potential EXHIBIT 6

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Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 13 of 200 Principle Use Lot division language and prohibitions. Mr. Hewitt explained that if a person were to have, for example 400 acres, they would be limited to a 3 lot partition, once per year. Though this is not prohibited into the future such as the Forest multi-dwelling land division, he felt the language should reflect the exception from EFU to TBR and to AG/F for continuity.

401.09(D)(5) Was changed to read – *Tract are required to be consolidated*. Mr. Hewitt noted this suggestion was from Chair Cole to read clearer.

401.09(F)(1)(a) – Comm. Waldemar had a correction. Also on (E)(1). Mr. Hewitt stated that he was just about to go there but first wanted to discuss the 1994 dollar figure found in state law. This was a suggestion from Chair Coles about putting actual dollar figures in the ordinance for the year 2000, to lessen the shock value of such high dollar amounts. He had calculated new figures from the 2000 numbers forward and found, for some reason, they do not calculate out the same from 1994. Since he felt he was not a mathematician, he did not understand why but sufficed to say, that is the way the program on the Oregon Labor Market worked it out. (He handed out a copy of the Supplemental application for a Farm Dwelling on High Value Farm Land) He had the Commission refer to page 2 of the application, pointing out that the application has each years figure amount starting from 2001 and back. Chair Coles asked if this application was updated regularly. He stated that the applications are updated every year, but the Ordinance is not, so it should remain with the 1994 calculations, instead of exact figures. State law uses the 1994 figures as a base. Commissioner Hauck ask if this application was a correct version, with the Not on High Value verbiage. Mr. Hewitt stated the application will be changed after ZDO-186 has a signed Board Order. Commissioner Waldemar said he would like to keep with the state law, the 1994 language and use the application to inform the applicant. He felt that if the numbers changed by using the 2000 dollar amount, we should stay with the present 1994 dollar amount.

401.09(E)(4) Change *grossed* from *generated* as was suggested by the Commission.

Page 19 401.09(H) – As per requested by Commissioner Waldemar, a dash was placed between DWELLING and RELATIVE. Commissioner Waldemar suggested at the first meeting that a dash be placed between the heading words DWELLING and RELATIVE to read as the remainder of the ordinance.

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EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 14 of 200 Mr. Hewitt said before he moved on he wanted to pass out another update due to state law. He had not understood his read on the addition of approval periods and extensions for approvals. He thought it read that the time frames had changed but in fact, they changed only for a "residential dwelling". The 2 year time frame for approvals are still in state law for those uses that are not "residential dwellings". This would be for such applications as a Processing Facility and the like. The handout shows that the language remains for a two year permit approval, 1 year extension and the new language, 4 year approval and 2 year extension as found in state law. He pointed out that the suggested language change by the Commission was corrected to read, *after the date of mailing of the final decision*. This was also included in Subsection (C), the new language in bold and underlined. The Commission generally agreed to change it to read as suggested.

Timber District 406.05(B) page 5 - 7. – As suggested by the Commission, Mr. Hewitt checked the state law language and found that instead of hanging the words, "excluding Forest Service and BLM roads" in mid sentence, the language in state law places it at the end of the paragraph.

Chair Coles asked how it is determined if land is capable of producing 5,000 cubic feet of timber production per year per acre. Mr. Hewitt said the County staff determines this, and actually he does. Mr. Hewitt explained that he uses the Soils Science books to determine the soils types. Chair Coles said, what if a person goes out and salts their land so no further production could be made on the property. Mr. Hewitt explained that he is only required to find the type of soils as found in the Soils Survey book that indicate what the property is capable of growing. If a person chose to ruin their property by salting it or even logging it and not replanting it, these would not be immediately obvious in the county's review.

Page 15 – 406.08(D) - "except as provided in subsection 406.10"...was also added here as was explained earlier about the one time shot at dividing their Forest property. So now the exception in TBR is for Principle Use Lot Divisions and Multi-Dwelling Land Divisions.

Page 23 - 406.12, This was the same changes for extensions, etc. as previously discussed on the handout for the time periods of approvals and "residential dwellings" now going to 4 years with a 2 year extension.

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EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 15 of 200 407.04(D)(5) – the dwelling to be replaced....This was an addition of a "d" at the end of replace, to make it read correctly as pointed out by the Commission at its first review.

407.04(O). – Same sub one use. The language is to remain the same because of the Brentmar decision.

407.05(B)(7). – and shall not be BLM or forest service roads at the end of the paragraph instead of floating out in mid sentence.

407.05(G)(8) Mr. Hewitt pointed out that 8 was at the first reading 7, and thus needed to be changed to 8, 8 to 9, 9 to 10. The numbers were corrected.

407.05(G)(9) - farm help was removed and also left in with more informational language. The language decision was being left up for the Commission to chose which they would prefer. A discussion followed on the merits of keeping the more informational language. Commissioner Shapland liked the more explanative language, giving the applicant more information. The Commission agreed, it will be left and changed where necessary.

407.05(G)(9) Mr. Hewitt had the Commission refer to section 401.09(H)(6)He explained about revoking permits for accessory farm dwellings. The language, They will be reviewed every two years has been removed from the language if agreed upon by the Planning Commission. There is already a mechanism in place to take care of those property owners that are out of compliance with the conditions of approval. Due to budgetary concerns and those staff retiring and not being replaced, it has been determined the review every two years is no long feasible. The work of those planners no longer here is being passed on to other planners. This review thus become burdensome and without a funding source, not viable. With a mechanism in place, the conditions of approval, planning has the ability to contact a property owner if the use ceases. The way in which the staff become aware is when an adjacent owner lets staff know. Mr. Hewitt has contact 4 such violations within the last 4 months. Anytime it is not used for the intent it can be revoked. They have 90 days to come into compliance. Commissioner Waldemar felt the 90 day limitation for removal was pretty blunt and wondered about how staff handles this. Mr. Hewitt explained that staff tries to work with the property owner to come to resolution. He has given those owners in violation approximately 3 options, finding it is less **EXHIBIT 6**

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Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 16 of 200 expensive to work with the owners rather that just take them forward to an expensive Hearings Officer process. In this way, the county is supporting the farming community and helping to keep the cost of compliance down. Additionally, Code Enforcement is unable to move on such a violation until the revocation process has been completed as per the condition of approval. Staff works hard at gaining compliance without Code Compliance and the revocation of a permit. Commissioner Waldemar was satisfied that the county was helping the property owner and felt the language could remain. Mr. Hewitt said the language is good, because if it must go to a Hearings Officer it is very clear the person is in violation and must remove according to state law, within 90 days. The problem staff has is finding all those permits that are in violation. Commissioner Shapland stated that one way is to have those neighbors that do not like what is going on to step up to the plate and make a complaint.

Planning Commission said to leave the word *maintained* in the report for clarity. Commissioner Shapland liked the more explanative language.

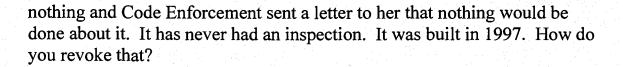
Discussion followed discussing code enforcement and how it works. Mr. Hewitt clearly explained to the Planning Commission the entire revocation process. He explained what happened based on a real case for clarification. The Planning Commission thought there were many more violations out there that are not brought to the county's attention. Mr. Hewitt interjected that that holds true for Health Hardships and Home Occupation permits as well. He received agreement from the Commission. Commissioner Waldemar asked if the CPO received a copy of the violation letters? Mr. Hewitt said he had not thought of this but will implement the suggestion on future violations. The Commission agreed that if it did not work out we could always revisit this issue.

TESTIMONY – OTHER

Jaqueline Tommas, 19288 S. Matoon, Estacada 97222. Ms. Tommas has a problem with accessory dwellings not being reviewed every two years. They wanted a dwelling for their child who does not work on the farm. There are problems with people ratting on their neighbor, also. Suggested charging a fee for the renewals. Chair Coles asked her if she had any verbage changes for tonight. She said no. She said there is a violation that Code Enforcement said they wouldn't enforce. A property owner placed a double wide mobile home on EFU property without a permit, no land use, no_{EXHIBIT 6}

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Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 17 of 200



Comm. Andreen concurred with the citizens frustration that enforcement is not being done, but he feels this is a step in the right direction. He stated, as citizens, we have to come up with ways to enforce these things. The citizens need to get ready to step up to the plate and find ways of financing this. Ms. Tommas said the Hearings Officer also gets upset with Code Enforcement not having the resources to enforce.

CLOSE PUBLIC PORTION

DELIBERATION

COMM. Hauck recommended ZDO-186 be approved as set forth in the draft from tonight. Second Comm. Johnson. VOTE: 7 yes. 1 abstentions.

Planning Commission told Gary they appreciated all the hard work they have done. And they appreciate him going out in the field to view possible violations.

MINUTES

March 11, 2002. Motion to approve as submitted by Comm. Johnson. Please take off Sara Hicks name from the lists. Seconded by Hauck. VOTE: Unanimous, one abstention (Hicks)

March 25, 2002. Motion to approve as submitted by Comm. Hauck. Seconded by Andreen. VOTE: 3 abstentions, 5 yes.

Meeting adjourned, 9:10 pm.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 18 of 200





RECEIVED FEB 8 2002 ENGINEERING Department of Transportation

Region 1 123 NW Flanders Portland, OR 97209-4037 (503) 731-8200 FAX (503) 731-8259

February 6, 2002

FILE CODE:

PLA9-2B -171 ODOT Case No: 1342

Kittelson & Associates, Inc. 610 SW Alder, Suite 700 Portland, OR. 97205

Attn: Scott Beaird, Transportation Analyst

Subject: Highway 212-224/SE 135th Avenue Rezone Clackamas Highway and SE 135th Av

Dear Mr. Beaird,

Upon review of the TIA for the proposed rezone on SE 135th Avenue near Highway 212-224, I have the following comments.

The proposed zone change is in the vicinity of state highway OR 212-224. According to the <u>Oregon Highway Plan</u> (1999) this is a Statewide facility in the affected section. We have an interest in ensuring that proposed land uses do not negatively impact the safe and efficient operation of this facility.

The property in question is located on SE 135th Avenue near the future intersection with Jennifer Street. The 2.27-acre property will be rezoned from Medium Density Residential (MR-1) to Light Industrial (I-2). When this property develops, the site traffic will access Highway 212-224 via SE 135th Avenue.

The TIA identified warehousing (ITE Land Use 150) as the worst case development under the proposed I-2 zoning. According to the Clackamas County Zoning Ordinance, Section 602.03(A), "Business Park Uses which satisfy the requirements of the Business Park district under Section 606.03" would be allowed. A preliminary trip generation analysis of a business use of the subject property shows that the trip generation is substantially higher for a general office building than a warehousing facility.

The total traffic conditions for the year 2005 for the warehousing land use produced a v/c ratio of 0.96 in the AM peak hour and 0.94 in the PM peak hour. This does not exceed ODOT's mobility standard, which is 0.99 for Highway 212-EXHIBIT 6

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 19 of 200 224 in this vicinity. ODOT has concerns, however, that an office use on the subject property may generate high enough volumes to cause that intersection to exceed the mobility standard and create failing conditions.

The Statewide Priority Index System (SPIS) is a method developed by ODOT for identifying hazardous locations on state highways based on accident data over a three-year period and is comprised of three components: accident frequency, accident rate and accident severity. Highway 212-224 in the vicinity of SE 135th Avenue has been identified as a top 5% SPIS site in both 1999 and 2000, which is the highest priority ranking. This indicates that there are existing operational and safety concerns. Any development that may add a significant amount of traffic to the intersection should be carefully analyzed.

Therefore, ODOT is requesting that the TIA be amended to provide accurate analysis for the worst-case land use under the proposed I-2 zoning, which is probably an office use. The only information that needs to be amended is as follows:

- > Trip generation & distribution for the worst-case scenario under the proposed I-2 zoning,
- > 2002 Total traffic conditions for the proposed I-2 zoning (worst-case),
- > and 2005 Total traffic conditions for the proposed I-2 zoning (worst-case).

This will give a more accurate account of the potential impacts to Highway 212-224 at SE 135th Avenue. Clackamas County staff should determine the most appropriate ITE Land Use as well as an appropriate building size in order to analyze the traffic impacts of this proposal.

If you have any questions regarding this case, I can be reached at (503) 731-8220.

Sincerely,

Kathleen YV/. Freitag

Kathleen Freitag ODOT Region 1 Traffic Analyst

cc: Sonya Kazen, ODOT Development Review Coordinator Joe Marek, Clackamas County Chris Christofferson, Clackamas County

> EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 20 of 200

BCC SUMMARY



FROM: Dan Johnson

FILE NUMBER: Z0033-02-CP / Z0034-02-Z

APPLICANT: Brooktraut Properties LLC

PC HEARING DATE: April 8, 2002

BCC HEARING DATE: April 24, 2002

PROPOSAL: Comprehensive Plan map change from Medium Density Residential (MDR) to Light Industrial (LI). Corresponding zoning map change from Medium Density Residential (MR-1) to Light Industrial (I-2).

STAFF RECOMMENDATION: *Denial*. This recommendation was based on a lack of information from the Oregon Department of Transportation (ODOT) verifying the surrounding transportation system is adequate.

On April 5, 2002 comments were received from ODOT verifying the proposal addresses the requirements of the State Transportation Planning Rule and ODOT had no objections, from a transportation standpoint, to approve the proposed plan amendment. These comments are dated April 5, 2002 and identified as Exhibit #12.

CPO RECOMMENDATION: No written comments or verbal testimony were received from the CPO.

SIGNIFICANT ISSUES:

<u>Oregon Administrative Rules (Chapter 660, Division 009)</u>. On October 2, 2001 the Land Conservation and Development Commission adopted new and amended language to Oregon Administrative Rules within Chapter 660, Division 9 (Industrial and Commercial Development), which assist in implementing Goal 9 (Economic Development). Pursuant to OAR 660-009-0010(4) post acknowledgement plan amendments on *lands in excess of two (2) acres* must address Division 9, in addition to applicable provisions of the county's acknowledged comprehensive plan. Staff has addressed these criteria in the staff report as well as attached a copy of this OAR for review by the board.

PLANNING COMMISSION ACTION: Based on the information provided by ODOT in Exhibit 12 the PC passed motions to approve the proposed changes to Light Industrial/I-2 on a vote of 7(aye) - 0 (nay).

PLANNING STAFF: Dan Johnson, 503-353-4514

4-24-02 TSLE Approved PL Recommendation. Water of 2-0 (Jordon, Kuman

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 21 of 200



DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

Z0299-20-CP & Z0300-20-ZAP

Sunnybrook Service Center

NAME:Brooktraut Properties LLCFILE NO:Z0033-02-CP / Z0034-02-ZREPORT AUTHOR:Dan JohnsonBCC HEARING DATE:April 24, 2002PC HEARING DATE:April 8, 2002REPORT DATE:April 1, 2002

PLANNING STAFF REPORT/RECOMMENDATION TO THE PLANNING COMMISSION

FACTS

GENERAL INFORMATION

Applicant: Brooktraut Properties LLC

Owner: Same

- Proposal: Comprehensive Plan map amendment from Medium Density Residential to Light Industrial. Zone change from MR-1 (Medium Density Residential) to I-2 (Light Industrial).
- Location: West side of 135th Avenue, approximately a quarter of a mile south of the intersection with State Highway 212 / 224.

Legal Description: T2S, R2E, Section 11D, Tax Lots 1400 and 1500 W.M.

Comprehensive Plan Designation: Medium Density Residential

Zone: MR-1, Medium Density Residential.

RECOMMENDATION

Denial. This recommendation is based on a lack of information from the Oregon Department of Transportation (ODOT) verifying the surrounding transportation system is adequate. If comments were submitted by ODOT verifying these facilities were adequate staff would alter this recommendation to approval.

CONCLUSIONS

The first section of this report and recommendation will discuss applicable Statewide Planning Goals and the Metro Functional Plan, include a discussion of the Oregon Administrative Rules (Chapter 660, Division 009) and general County Comprehensive Plan (Plan) policies that apply to all Plan amendment applications. That will be followed by a discussion of the Plan policies specific to this application a EXHIBIT 6

 Z0033-02-CP/Z0034-02-Z (Brooktraut Properties)
 1
 (Brooktraut Properties LLC)

 9101 SE Sunnybrook Blvd.
 ■ Clackamas, OR 97015
 ■ Phone (503) 353-4400
 ■ FAX (503) 353-4273

 Pade 22 of 200

discussion of the adequacy of public facilities, services and transportation networks, as required by Section 1202 of the Clackamas County Zoning and Development Ordinance (ZDO).

- 1. The procedure for review of Plan amendments is set forth in Chapter 11 of the Plan (Amendments and Implementation). Staff has reviewed this section of the Plan and finds the following policy to be applicable to this application:
 - A. Policy 1.0: "Assure that the Comprehensive Plan and County ordinances meet the goals of LCDC, the Region 2040 Urban Growth Management Functional Plan and the Metro Framework Plan."

Staff finds that LCDC (State of Oregon, Land Conservation and Development Commission) Statewide Goals and Guidelines 9, 10, 11 and 12 are applicable to this application. In addition, recent modifications to OAR 660-009 will be discussed as they relate to the implementation of Goal 9.

While the Metro Framework Plan offers little in the way of specific guidance, the 2040 Urban Growth Management Functional Plan includes policies (Titles) that must be addressed. Staff finds it necessary to address Titles 1, 6, 7 and 10 of the Functional Plan. Staff addresses the LCDC Goals and Guidelines and the Metro Functional Plan as follows:

I. LCDC Goal 9; Economic Development: "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."

The portion of Goal 9 that is applicable to consider in reviewing a proposed change is Guideline (A)(1), which states, "A principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located. Comparative advantage industries are those economic activities which represent the most efficient uses of resources, relative to other geographic areas." This guideline is certainly applicable if a change was being proposed to accommodate a major regional facility. However, the subject property is less than three (3) acres in size, certainly not large enough to be considered a major industrial development, or one which would have any substantial impacts on the regional economic activities. *Staff finds this guideline is not applicable*.

On October 2, 2001 the Land Conservation and Development Commission adopted new and amended language to Oregon Administrative Rules within Chapter 660, Division 9 (Industrial and Commercial Development), which assist in implementing Goal 9. Pursuant to OAR 660-009-0010(4) post acknowledgement plan amendments on *lands in excess of two (2) acres* must address Division 9, in addition to applicable provisions of the county's acknowledged comprehensive plan. As this site is slightly greater than two acres in size, staff has reviewed application for consistency with this rule.

The rule changes adopted in October respond to legislative direction to assure that comprehensive plans and land use regulations are updated to provide opportunities for a variety of economic activities and to assure that plans are based on available information about state and national economic trends. The applicant has addressed the applicable provisions of the division in a supplemental response dated March 25, 2002 and listed as Exhibit 11. As this is the Planning Commissions first review of these provisions, staff has HIBIT 6

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Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 23 of 200 chosen to separate the discussion into the following areas which correspond to the subpolicies within the division: Economic Opportunities Analysis, Industrial and Commercial Development Policies and Designation of Lands for industrial and Commercial Uses.

a. Economic Opportunities Analysis – Pursuant to OAR 660-009-0015, Clackamas County's Comprehensive Plan ("the plan") and proposed amendments for commercial and industrial designations shall be review for consistency with national, state and local economic trends; stipulate site requirements and inventory as well as assess development potential for these areas.

The applicant has referenced the March 2002 draft "Economic Report to Metro Council: 2000-2030 Regional Forecast for Portland-Vancouver Metropolitan Area" to highlight economic trends. While nationwide experts expect the nation to slowly move out of the recent recession, the Portland region's greater dependence on manufacturing firms has turned into a significant recession with retail and service industries following in the decline. Trends suggest a regional resurgence in the high-tech, transportation, communication and utilities sector. Industries of this nature tend to require sites with access to regional transit facilities, which is inherent to industrial uses. Site requirements of this nature are accomplished via the comprehensive policies resulting in a grouping of these facilities. Furthermore the county has completed and published an Industrial Lands Supply Update, dated April 4, 2000. This study identifies a deficit of 1,732 acres of industrial land needed to satisfy Metro's 20-year job growth forecasts. Of the 1,328 total buildable acres, 158 acres or 12 percent are considered vacant and ready for development. Trends appear to be focused on industrial growth; however, evidence suggest the county lacks sufficient lands to address these needs.

b. Industrial and Commercial Development Policies- Pursuant to OAR 660-009-0020, the plan and proposed amendments for commercial and industrial designations shall be reviewed for consistency with policies adopted to address the economic development objectives for the county, community development objectives and a commitment to provide adequate sites and facilities.

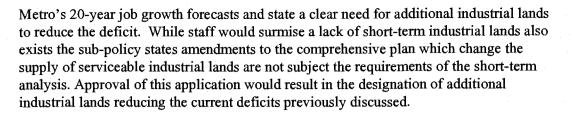
Applicable plan policies, which address the county's development objective, are addressed in the following sections of this report. While the county desires to provide adequate sites for such development the preceding finding identifies a lack of industrial lands as proposed in this application.

c. Designation of Lands for Industrial and Commercial Uses - Pursuant to OAR 660-009-0025, the County shall adopt broad site categories or plan and zoning designations to provide for the needed levels of commercial and industrial development. In addition; long-term land supply, short-term serviceable land supply as well as special sitting requirements shall be outlined by the County to address the needs of commercial and industrial uses.

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Clackamas County has adopted measures within the plan and Clackamas County Zoning and Development Ordinance (ZDO) to form site categories or zoning districts with outline special siting requirements in the dimensional standards of these districts. These steps have assisted the county in combining compatible uses with similar site requirements and satisfying this portion of the rule. In regards to the long-term and shortterm land supplies, as previously discussed current levels of industrial lands do not **EXTIBIT 6**

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Staff finds this application does not conflict with Statewide Planning Goal 9 or implementing OAR 660-009.

2. Goal 10; Housing: "To provide for the housing needs of citizens of the state."

This goal basically requires local jurisdictions to prepare inventories of buildable residential lands. The goal does not provide any policies or standards for evaluating applications converting residential land to industrial uses; however, the following paragraphs summarize staffs position on this criterion. As previously stated, the subject property is approximately 2.27 acres in size. The limited size of the site supports a conclusion that the property could be redesignated for industrial use without affecting comprehensive plan and zoning ordinance compliance with Goal 10. Exhibit # 6, an aerial mosaic of 2000 photographs, displays a considerable amount of MR-1 designated property in the area to provide for housing needs in the vicinity, and the deletion of 2.27 acres from that inventory will have a negligible effect.

The location of this property for residential purposes is also significant, since adjacent uses and existing development patterns could have a negative effect on its ability to be developed for residential purposes. The subject property is directly east of the Jennifer distribution center, a regional industrial enterprise, directly north of an existing detention facility for the aforementioned distribution center. North on SE 135th Avenue are a tire store, a McDonald's restaurant, service station and other industrial uses. All of these uses are of the type that can generate noise and traffic and can generally be incompatible with residential uses. The extension of Jennifer Street from the industrial area to 135th could further exacerbate the unsuitability of this parcel for residential purposes because of the increased traffic, including truck traffic, which could result from the extension. Staff feels these factors limit the value of the subject property in the housing inventory.

Titles 1 and 7 of the Metro Functional Plan contains regional policies related to housing. Within this Title there are provisions for requiring residential development to occur 80% or more of the maximum allowable density; encouraging the use of manufactured homes, and improving the availability of affordable housing. Since no residential development is proposed through this application, and since there are no provisions that prevent the conversion of residential land to other uses, staff finds Titles 1 and 7 are not applicable.

Staff finds this application does not conflict with Statewide Planning Goal 10, and that the provisions of the Metro Functional Plan are not applicable to this proposal.

3. Goal 11; Public Facilities and Services: "To plan and development a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."

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The applicable part of this Goal is under Guideline (A)(3) which requires adequate public XHIBIT 6

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 25 of 200 facilities and services such as sewer, water, solid waste, storm drainage, etc. to be provided at levels necessary and suitable for urban uses. The adequacy of public facilities and services and the transportation network will be discussed later in this report. (Plan provisions).

Staff finds this application does not conflict with Statewide Planning Goal 11.

4. Goal 12; Transportation; "To provide and encourage a safe, convenient and economic transportation system."

This Goal does not contain provisions for evaluating proposals such as the one proposed through this application. Goal 12 and OAR 660-12 (the Transportation Planning Rule) combine to form standards in the rule that involve performance on the part of the local jurisdiction. The County has adopted the requirements of the Goal and Rule into the goals and policies of the Plan, as well as the ZDO. The consistency of this application with those provisions will be discussed later in this report.

Title 6 of the Metro Functional Plan contains traffic/transportation standards that apply to areas designated Central City, Regional Centers, Town Centers, Main Streets and Station Communities, as shown on the 2040 Growth Concept map. The subject property is not located in or identified as one of these designations.

Staff finds this proposal does not conflict with Goal 12, and that the provisions of the Metro Functional Plan are not applicable.

- 2. The following general Plan sections may apply to this application:
 - A. Staff will find there are no provisions of the Transportation Chapter (Chapter 5) of the Plan that are applicable to this proposal:

The proposal does not conflict with the Transportation chapter of the Plan.

- B. The following section of the Housing chapter (Chapter 6) of the Comprehensive Plan are applicable to this application.
 - 1. The goal of the Housing element of the Plan is, "Provide opportunities for a variety of housing choices, including low and moderate income housing, to meet the needs, desires, and financial capabilities of all Clackamas County residents to the year 2010."

This goal is mentioned because some land designated for residential use will be lost if the application is approved. Based on allowable densities in the current MR-1 zone, 27 units will be lost if this application is approved. While a change in the zoning will not be in conflict with this goal, it may result in an impact on the County's ability to meet the goal by reducing the pool of land available.

The proposal does not conflict with the Housing chapter of the Plan.

C. Staff will find that this proposal does not conflict with the goals and policies of the Public Facilities and Services chapter (Chapter 7) of the Plan.

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This proposal does not conflict with the Public Facilities and Services chapter of the Plan.

D. The Economics chapter of the Plan (Chapter 8) encourages new industrial and commercial development. The goal of the Economics element of the Plan is to "Establish a broad-based, stable and growing economy to provide employment opportunities to meet the needs of the County residents."

This proposal will allow for a limited amount of new industrial development.

This proposal does not conflict with the Economics chapter of the Plan.

E. Staff will find that the Natural Resources and Energy, Open Space and Parks, and Community Plan and Design Plan chapters (Chapters 3, 9 and 10) of the Plan are not applicable to this application.

The Natural Resources and Energy, Open Space and Parks, and Community Plan and Design Plan chapters of the Plan are not applicable to this application.

F. Staff will find that the County, through notices to the Citizen's Planning Organization, notices to property owners within 300-feet of the subject property, and public notices in the newspaper, has made a good faith effort to involve the citizens of the County in the land use and decision making process.

As of the date of this report no comments have been received from the local Citizen Planning Organization's or surrounding property owners.

Staff will find that the above demonstrates that this application has been processed in a manner consisted with Comprehensive Plan Chapter 2; Citizen's Involvement.

- 3. The following specific Plan policies are applicable to this application:
 - A. The subject property is located within the Industrial Area Design Type designation as described on Map IV-8 of the Clackamas County Comprehensive Plan. Sub-policy 7.1, which prohibits retail uses larger than 60,000 square feet of leasable area per building or business, is the sole policy which apply to these industrial areas. As stated by the applicant the requested zoning district is for Light Industrial, which prohibits retail commercial uses, and the site is of a size that a 60,000 square foot building with parking and landscaping would not fit.

The requested Light Industrial Plan designation satisfies this policy.

B. The Medium Density Residential and Light Industrial policies in the Land Use element of the Plan are applicable to this proposal. It is feasible for a particular property to meet the standards and criteria for more than one Plan designation. In order to determine the most appropriate Plan designation, staff believes it is necessary to evaluate both the polices for the Plan designation being requested as well as those for the Plan that currently applies to the property. The results of this review can help in determining what the most appropriate Plan designation for the property. Staff makes the following findings regarding the Medium Density Residential and Light Industrial Plan policies:

I. Medium Density Residential:

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- a. Policy 21.0 of the Residential section of the Land Use Chapter of the Plan identifies the standards that must be satisfied in order for the Medium Density Residential designation to be applied to an area. The Medium Density Residential designation may be applied if at least two of the following criteria are met:
 - (1) Areas where a need for this type of housing exists.

The subject property is located within a large area of Medium Density Residential surrounded by lands zoned Light Industrial zoning on the west and by lands zoned Community Commercial on the north. The general character of the MR-1 district consists of manufactured home parks. This area does provide housing in close proximity to a large industrial area and small employment center. Regionally, there is a demonstrated need for housing in close proximity to employment centers, and vice versa.

A Medium Density Residential zoning designation is appropriate for the subject property based on this factor.

(2) Areas with access to a major or minor arterial or collector. Siting should not result in significant traffic increase on local streets serving low density residential areas.

The subject property fronts on SE 135th Avenue, a minor arterial per the functional classification map within the Comprehensive Plan. Development of the property would have direct access to State Highway 212/224 and as such would not effect any traffic levels within a low density residential areas or local streets.

The Medium Density Residential zoning designation is appropriate for the subject property based on this factor.

(3) Areas located near or adjacent to commercial areas, employment concentrations or transit stops.

The subject property is located directly south of an existing commercial area, which would be construed as a small employment center. State Highway 212 / 224, a transit route with a stop at the intersection with 135th Avenue, is approximately 750 feet north of the subject property.

The Medium Density Residential zoning designation is appropriate for the property based on this factor.

(4) Areas of deteriorating dwellings or structures in neighborhoods to stimulate private investment, infilling and redevelopment, as long as one or more of the preceding criteria applies.

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Residential development consists of a manufacture home park to the east and existing single family residences to the north. To the west is existing industrial development consistent with the current I-2 (Light Industrial) Zoning District. Directly north is an existing single family residence. Staff would not describe this area as containing deteriorating dwellings or structures.

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 28 of 200 This factor is not applicable to the subject property.

Based on the above findings, the subject property meets Policies 1, 2 and 3, therefore the existing Medium Density Residential designation could be found appropriate on the property.

II. Light Industrial:

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- a. Policy 14.0 of the Light Industrial section of the Land Use Chapter of the Plan identifies four (4) standards for designating land Community Commercial. The Community Commercial designation may be applied when either the first or all of the remaining criteria are met.
 - (1) Areas having an historical commitment to industrial uses.

The term "area" has two distinct meanings. Staff has reviewed county records and verified the subject property is developed with a single-family residence constructed in 1955. Staff has no information that would demonstrate this structure has been utilized for anything other than residential purposes. Based on this evaluation staff would find that the area, as it relates to the limits of the subject property, does not have a historical commitment to industrial uses.

While the subject property has no historical commitment of industrial uses, the surrounding area has steadily moved to a light industrial/community commercial pattern of development. This has created a island of undeveloped or underdeveloped residential lands encompassed by industrial to the west, commercial to the north, the Clackamas River to the south and an existing manufactured home park to the east. Based on the sites segregated nature to the existing residential developments to the east and the ever expanding industrial influences the west staff would find that the area, <u>as it relates to surrounding development</u>, would have an historical commitment to commercial uses.

Prior actions by the Planning Commission have clearly stated a desire to maintain consistency with the definition of "area", as the limits of the subject property. Based on this philosophy staff finds the "area" does not have an historical commitment to industrial uses.

This criterion is not satisfied.

(2) Areas with excellent access to the regional transportation network.

The subject property and surrounding area has access to the regional transportation network (State Highway 212-224 and Interstate 205) via either 135th or SE Jennifer, once the planned connection is completed.

This criterion is satisfied for application of the Light Industrial plan design atton BIT 6 Z0299-20-CP & Z0300-20-ZAP Z0033-02-CP/Z0034-02-Z (Brooktraut Properties) 8 (Brooktraut Properties LLC) Page 29 of 200 (3) Areas having direct access to a street of at least a minor arterial classification.

Access to the subject property is off of SE 135th Road, which is designated as a <u>minor</u> arterial. SE 135th provided access to State Highway 212 / 224 to the north and a future extension to SE Jennifer Street, which is also a minor arterial, to the South. Given the very close proximity of the subject property to State Hwy. 212/224 and future extension to SE Jennifer Street, the property has very good access to arterial street.

This criterion is satisfied for application of the Light Industrial plan designation.

(4) Areas with sites large enough for several industries to cooperatively design an industrial park.

While the term 'industrial park' is not specifically defined in the Comprehensive Plan or ZDO, staff is assuming from the wording of the policy the ability to provide a multi-tenant facility is desired. Based on very rough estimates staff has calculated that the applicant could locate an industrial facility of approximately 45,000 square feet on the subject property. Estimates from the Clackamas County's Development Agency, via a commercial real estate agent, estimate the approximate lease area for a Light Industrial use range from 7,000 sq. ft. to 15,000 sq. ft. in size. Based on these calculation staff could assume that a facility could be constructed which could house from three (3) to six (6) tenants and be defined as an industrial park

This criterion is satisfied for the Light Industrial designation.

Staff finds the subject property does satisfy the criteria for application of the Light Industrial Plan designation.

Land Use Element Plan Conclusions: Based on surrounding development and a identified lack of industrial lands staff finds that the Light Industrial plan designation is as or more appropriate on the property than the current Medium Density Residential designation.

- 4. The final criteria that must be satisfied in order to approve the requested Plan amendment and zone change is the zone change criteria in Section 1202 of the ZDO. Staff has reviewed Section 1202 and makes the following findings:
 - A. Approval of the request must be found to be consistent with the Comprehensive Plan.

Comprehensive Plan goals and policies have been previously discussed in this report. Staff has found the request to be consistent with the identified Plan language.

This application is consistent with the Comprehensive Plan.

B. The second criterion requires the property and affected area to be presently provided with adequate public facilities, services, and transportation networks to support the use, or such facilities, services, and transportation networks are planned to be provided concurrent with the development of the property. Staff makes the following findings regarding these factors:

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- I. Sewer and Storm Water. Water Environment Services (WES)/Clackamas County Service District #1 (CCSD1) provided comments dated March 8, 2002 and listed as exhibit #9. WES staff has stated the application is timely for sanitary sewer connections based on the availability of service from an existing line within SE 135th. However the property is currently not served by storm sewer. While improvement plans are underway to construct a storm sewer line with the connection of Jennifer Street to SE 135th; other properties in the vicinity have successfully accomplished onsite retention or participated in regional detention projects in the area.
- II. <u>Water</u>. Clackamas River Water District provided comments dated March 12, 2002 and listed as exhibit #8. According to the district the new 18" water line exists that should adequately address any service issues to the site.
- III. <u>Fire</u>. The property is located within Clackamas County Fire District #1. The fire district was notified and provided comments dated March 8, 2002 and listed as exhibit #7. These comments outlined standards from the district code, which would be necessary to provide an adequate level of service. There are no comments referencing a lack of availability and conditions of approval on subsequent development approval can ensure the service requirements outlined in these comments.
- IV. Transportation. The applicant has submitted a traffic study, identified at Exhibit # 3, analyzing the surround traffic system. According to comments received March 25, 2002 from DTD, Traffic Engineering (Exhibit 10) the traffic impact area, as defined by Clackamas County Staff, includes the intersection of SE 135th and State Hwy 212 / 224 which is under the Oregon Department of Transportation's (ODOT) jurisdiction. As of the date of this report the only comments submitted to the County were directed to the DTD, Traffic Engineering Division addressing ODOT's position that the aforementioned traffic study failed to address the "worst-case scenario" or in this case a business park facility, which is allowed within the Light Industrial zoning district. The DTD, Traffic division has reviewed the traffic study and found that the site satisfies ODOT's criteria or an intersection operating at a volume to capacity (v/c) ratio of .99 or less. According to the analysis the intersection will operate at a v/c ratio of .96 or less. However this intersection is an ODOT facility and staff cannot recommend approval without sufficient supporting comments from that agency, especially if ODOT's position is that the traffic analysis is inadequate. DTD, Traffic staff did raise concerns relative to site distance; however, these issues will be reviewed when development is proposed.

Based on a lack of information the surrounding traffic system can not be found adequate to support the proposed zone change.

Zone Change Conclusions: The proposed zone change does not satisfy each of the criteria identified in Section 1202.

Conditions of Approval:

In the event the Planning Commission makes a recommendation that this application be approved, staff will recommend that there be no recommended conditions of approval. However, staff would recommend that the Planning Commission recommend that the Board of County Commissioner direct the Planning EXHIBIT 6

Z0033-02-CP/Z0034-02-Z (Brooktraut Properties)

Director to modify the Comprehensive Plan North Urban Area Land Use Plan Map and Official Zoning Map 2-5 to reflect this the approval of this application.

FINDINGS

ZONING ORDINANCE CONSIDERATIONS

This application is subject to the criteria set forth in ZDO Section 1202.

PLAN CONSIDERATIONS

Applicable portions of the Comprehensive Plan have been discussed in the text of this report

SITE DESCRIPTION

The subject property is approximately 2.27 acres in size. It is developed with a single-family dwelling. Access to the property is via a driveway on SE 135th Avenue. The property is basically level.

SURROUNDING CONDITIONS

The area to the north is zoned C-2 and developed with a variety of community commercial uses. The southern edge of the site is bordered by a detention facility for the regional distribution facility located to the west of the subject property. East, and across SE 135th Ave. is an existing manufactured home park, which provides the majority of residential opportunities in the area.

SERVICE CONSIDERATIONS

Water is provided by Clackamas River Water District #2. Sewer and storm water is provided by Clackamas Service District #1. Fire Protection is provided by Clackamas County Fire District #1.

RESPONSES REQUESTED

- 1. North Clackamas School District No. 12
- 2. Clackamas County Service District #1
- 3. Clackamas River Water District
- 4. Clackamas County Fire District #1
- 5. North Clackamas CPO
- 6. Carver CPO
- 7. North Clackamas Parks and Recreation District
- 8. Oregon Department of Transportation
- 9. DTD, Community Environment

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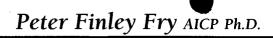
EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 32 of 200 10. DTD, Traffic and Construction and Development Division

EXHIBITS

See attached Exhibit List.

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Phone: 425-252-0906

FAX: 425-303-8709

Phone: 425-303-3444

Phone: 503-274-2744

FAX: 503-274-1415

Phone: 425-303-3444

2153 SW Main Street, #104, Portland, Oregon USA 97205 • Fax (503) 274-1415 • pfinleyfry@aol.com

K&D Services, Inc. COMPREHENSIVE PLAN AMENDMENT AND ZONE CHANGE

January 8, 2002

GENERAL INFORMATION

Applicants: E

Brooks Walton K&D Services P.O. Box 12040 Everett, WA 98206

Morrie Trautman Yukon Trading Company P.O. Box 1447 Everett, WA 98206

Planning Consultant: Peter Finley Fry AICP 2153 SW Main Street #104 Portland, Oregon 97205

Property Owners:

Brooktraut Property LLC Morrie Trautman Brooks Walton P.O. Box 1447 Everett, WA 98206

Location: 16213 SE 135th Clackamas, Oregon

SID: 22E11D 0455 & 245

1400 1500

Comprehensive Plan Designation: Current: Urban Residential Proposed: Light Industry

Zoning: Current: R1-4. Proposed: I-2

Case Type: Comprehensive Plan Amendment Type III Zone Change Type III

EXHIBIT 6

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PROPOSAL

With over 300 employees, K&D Services is the largest Traffic Control Company in the Northwest.

Since 1986, K&D Services, Inc. has been providing innovative traffic control solutions throughout Washington, Oregon, and Northern California. K&D Services is proud to include Verizon, Qwest, Northwest Natural Gas, Puget Sound Energy, and the Seattle Mariners among the many Northwest firms that utilize our services. Our services include supplying Certified Flaggers, Traffic Control Supervisors, Traffic Control Plans, Equipment, and Signs.

This site is proposed to be our headquarters to serve this region. The office will operate from 6:00 am to 6:00 pm Monday through Friday. The site is used occasionally on Saturdays and Sundays. We project five initial employees with growth to 10 employees at the site. We employee over 100 employees in the area. Most are dispatched directly form their homes to the job site. Four to five field employees come to the site every day. We expect to operate 10 trucks with four to five trucks at the site. We conduct light manufacturing and assembling of signs, traffic control equipment and other tools at the site.

The future phase two area is proposed for light industrial buildings to house similar contractors and light manufacturing and distribution businesses.

Applicable Approval Criteria, Goals/Policies and Adopted Plans

Comprehensive Plan Amendment criteria

- 1. The requested designation for the site has been evaluated against relevant Comprehensive Plan policies and on balance has been found to be equally or more supportive of the Comprehensive Plan as a whole than the old designation.
- 2. The proposed change is consistent with:
 - 1. Metro's Urban Growth Management Functional Plan.
 - 2. Statewide Land Use Goals.

Zone Map Amendment Criteria

- A. Compliance with Comprehensive Plan Map. The zone change is to a corresponding zone of the Comprehensive Plan Map.
- B. Adequate public services. Public services for water supply, transportation system structure and capacity, and police and fire protection are capable of supporting the uses allowed by the zone or will be capable by the time development is complete, and proposed sanitary waste disposal and stormwater disposal systems are or will be made acceptable to the Clackamas County Water Environmental Services.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 35 of 200



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Comprehensive Plan Amendment Criteria

1. The requested designation for the site has been evaluated against relevant Comprehensive Plan policies and on balance has been found to be equally or more supportive of the Comprehensive Plan as a whole than the old designation.

Finding: The proposal is more supportive of the Comprehensive Plan as described by the following findings then the existing designation.

I. CITIZEN INVOLVEMENT

Citizen involvement is essential in the governmental process to promote the general health and welfare of the total community. New approaches must be developed by local government to effectively involve citizens in the planning and decision-making process. Positive accomplishments can be achieved when citizens become involved in planning programs. GOALS

- 1. Promote public participation in formulation of the long-range goals, objectives, scope, and focus of the planning programs.
- 2. Encourage broadly based public participation representing all concerned geographical areas and diverse interests.
- 3. Provide an opportunity for every interested citizen to participate in the formative stages and throughout the planning process.
- 4. Insure successful citizen participation through ongoing education in the planning process.
- 5. Insure regular communication between citizens and County officials (governing body, Planning Commission, and Planning staff).
- 6. Insure a continuing citizen participation effort in the planning process and periodic reevaluation.

Finding: The request is processed through a Type III quasi-judicial procedure with sufficient notice to involve all interested parties who will have opportunities to comment in writing and at one of two public hearings; one before the Clackamas County Planning Commission and one before the Clackamas Board of County Commissioners.

II. NATURAL RESOURCES AND ENERGY

Citizen involvement is essential in the governmental process to promote the general health and welfare of the total community. New approaches must be developed by local government to effectively involve citizens in the planning and decision-making process. Positive accomplishments can be achieved.

The resources and natural systems of Clackamas County are the most enduring and tangible assets for its communities and their economies and environment.

River corridors, farm fields, marshes, scenic outlooks, wildflowers, spawning beds for salmon, deer and elk wintering areas, gravel quarries, magnificent stands of trees along Oatfield Ridge, or reservoirs of hot water beneath the slopes of Mt. Hood are all part of the wealth of Clackamas County's environment.

Natural resources and processes are interdependent, supplying benefits to the system of which they are a part. Plants are used by animals. Floodplains accommodate floods. Geologic processes produce areas of spectacular scenery. Skiers use the snow-covered slopes of Multorpor Mountain. Favorable soils and slopes result in savings for construction. Energy flows into the region from the sun, wind, and rain.

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Clackamas County is an area of rapid growth, urbanization pressures, and diverse rural activities. As man exerts a greater influence on the environment, planning for future use of Clackamas County's land, water, and energy resources becomes increasingly important. The concern becomes one of insuring long-range values and a high quality of life. This can be accomplished by insuring that our resources are wisely managed, that different uses of land do not conflict, that energy for productivity is available in the quantities needed, and that there is a sufficient amount of high-quality water for the needs of the population as well as natural systems.

WATER RESOURCES

The value of Clackamas County's water resources is immeasurable. Rivers, lakes, farm ponds, marshes, streams, and groundwater provide for domestic supply, recreation, wildlife habitat, drainage control, and many aesthetic benefits. To protect our water resources, the following goals and policies address rivers and stream corridors in general, five individual river corridors, wetlands, and groundwater. GOALS

- 1. Maintain an adequate amount of surface water and maintain and improve water quality to insure its continued use for domestic water supply, aquatic habitat, and recreation.
- 2. Minimize erosion and hazards to life or private and public property.
- 3. Maintain or improve the quality and quantity of groundwater.
- 4. Maintain or improve the quality of rivers and streams.
- 5. Protect and enhance wetlands as a valuable source of groundwater recharge, wildlife habitat, and stormwater drainage control.

Finding: The site is not on or near a river corridor or water feature. The site is flat and surrounded by industrial development on the west and subdivisions to the east. All development on the site will be approved by a site development review process that will address stormwater drainage control and erosion.

AGRICULTURE

Preliminary estimates of the County's farm income show that it added over five hundred million dollars to the State's economy in 1987. The County ranked second among Oregon counties for total farm income according to the Oregon State University Extension Service. Production of nursery stock, Christmas trees, poultry, and vegetables have increased in recent years, along with traditional County crops of berries, tree fruits, field crops, and livestock.

In addition to its economic importance, farm land is valuable open space and provides urban buffers, visual resources, and wildlife habitats.

For additional consideration of agricultural lands, see the Land Use Chapter. GOALS

- 1. Preserve agricultural lands.
- 2. Maintain the agricultural economic base in Clackamas County and the State of Oregon.
- 3. Increase agricultural markets, income and employment by creating conditions that further the growth and expansion of agriculture and attract agriculturally related industries.
- 4. Maintain and improve the quality of air, water, and land resources.
- 5. Conserve scenic areas, open space and wildlife habitats.

Finding: The site is not located in or near agricultural uses or zoned property.

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FORESTS

The forest resources of Clackamas County, primarily Douglas Fir, Western Hemlock and other coniferous trees, have provided thousands of jobs for many decades both in Clackamas County and the surrounding region. Timber volume is temporarily declining in the County as the old growth stands are replaced by younger forests. Sound management practices and coordination are needed by all forest owners.

Increased demand for outdoor recreation from a growing County and regional population places renewed emphasis on the need for balanced use and management of forest resources.

For additional consideration of forest lands, see the Land Use Chapter. GOALS

- 1. Conserve and protect forest lands.
- 2. Provide continued employment in the forest products industry.
- 3. Protect, maintain, and conserve open space, environmentally sensitive areas, wildlife habitat, scenic corridors, recreational uses, and urban buffers.
- 4. Maintain and improve the quality of air, water and land resources.
- 5. Create conditions that will maintain or further the growth of the wood products industry.
- 6. Support principles and implementation of the Oregon Forest Practices Act.

Finding: The site is not located in or near forest uses or zoned property.

MINERAL AND AGGREGATE RESOURCES

Clackamas County is rich in mineral and aggregate resources, the conservation of which is an economic necessity to our society. Haul distances and development, however, have limited many options for use of these resources. To maintain the availability of these valuable resources, areas containing significant resources must be protected from the potential limitations on their use caused by encroachment of conflicting uses.

Mining and processing these resources generates noise, truck traffic, dust and other impacts that can be a problem where there are conflicting uses like nearby houses or a school. Conflicting uses can reduce the economic viability of the resource site. Regulating some conflicting uses is necessary to allow the use of significant mineral and aggregate resources to some desired extent. Development standards are required of mining and processing to reduce the adverse effects these activities may have on surrounding land uses. The county requires reclamation of the mined land for use consistent with the comprehensive plan.

GOALS

1. Protect and ensure the appropriate use of mineral and aggregate resources while minimizing adverse effects of mining and processing on surrounding land uses.

Finding: The site is not located in or near mineral or aggregate resources.

WILDLIFE HABITATS AND DISTINCTIVE RESOURCE AREAS

Fish and wildlife species provide an essential "background" to our daily lives and must have the environments necessary to provide food, cover, and water in order to survive.

Clackamas County's well-known distinctive resources include mountains, rivers and lakes, forest lands, agricultural lands, unique natural vegetation, geological formations, and other natural features.

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The popularity of such places as the Mt. Hood Highway Corridor, the Clackamas River Corridor, and the Willamette River is testimony to the quality of scenic resources available to the Portland metropolitan area and Clackamas County.

Visual corridors along scenic roadways, rivers, and major arterials, the prominent slopes in the urban areas, and other distinctive areas are landscapes highly sensitive to alteration and development. GOALS

- 1. Maintain and improve fisheries and wildlife habitat to enhance opportunities for consumptive and nonconsumptive uses.
- 2. Retain and enhance wetlands and riparian habitat to provide areas for fisheries and wildlife and to promote species diversity, bank stabilization, and stormwater runoff control.
- 3. Protect the scenic landscapes and natural beauty of Clackamas County.
- 4. Provide an urban environment where trees and landscape plantings abound and where significant features of the natural landscape are retained.
- 5. Preserve and protect areas of unique and distinctive wildlife habitats, native vegetation, and geologic formations.

Finding: The site is not located in or near a wildlife habitat, scenic roadway, river, or major arterial. The site is located on a flat plain and not visible, except from the adjacent street. All future development will be approved through a site development permit that will ensure appropriate landscaping and maintain existing vegetation.

NATURAL HAZARDS

Policies for natural hazards protect County residents and prevent development in those areas with a potential for structural damage or destruction.

GOALS

- 1. Protect life, property, private and public investments from natural or man-induced geologic and/or hydrologic hazards.
- 2. Incorporated hazardous areas within open space networks encouraging these areas to remain natural.

Finding: The site is flat. The site is located on a flat plain.

ENERGY SOURCES AND CONSERVATION

Virtually all energy used in Clackamas County is imported in one form or another from other counties, states, or in the case of petroleum and natural gas, foreign countries. There is very little the County can do to affect the supply or cost of imported energy; however, it is possible to develop supplemental energy sources, such as geothermal, solar and waste by products, and to use energy efficiently once it enters Clackamas County.

The importance of energy conservation cannot be overemphasized. Conscientious application of a broad energy conservation program to all sectors of the energy market -- homes, businesses, industry and transportation -- could significantly cut the historical energy growth rate and reduce long-term energy price increases. Programs such as home weatherization produce immediate benefits due to reduced energy expenditures by the homeowner or renter, and the creation of new jobs. GOAL

1. Conserve energy and promote energy efficiency through source development, recycling, land use and circulation patterning, site planning, building design and public education.

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Finding: All development will be permitted through a site development process and building permit review and will meet or exceed current energy conservation standards.

NOISE AND AIR QUALITY

Noise and air quality affect our health, our economic interests, and our quality of life. High noise levels affect a person's mental and physical well being and ability to work. Poor air quality can be a health hazard, impair views of scenic vistas, and erode and degrade structures. Air quality management is a regional responsibility, while noise control is more local.

GOALS

- 1. Maintain an environment not disturbed by excessive levels of noise.
- 2. Promote maintenance of an airshed in Clackamas County free from adverse effects on public health and welfare.

Finding: The site is adjacent to an industrial area with high levels of noise that is not supportive of residential uses. The proposal is for a light industrial transitional area that is not adversely affected by the noise to the west and will help reduce noise impacts on residential uses to the east by creating a physical buffer.

III. LAND USE

When the pioneers settled Clackamas County, the land resource appeared infinite. They cleared forest, carved towns from the wilderness, and used waterways as the arterials of commerce. Some lands were valued for certain uses. The alluvial valley of the Willamette River was among the first areas to be cleared for agriculture. The falls at Oregon City was one of the first industrial sites. From the earliest days, the value of strategic location for various uses of the land was recognized and exploited for man's benefit. The best sites were usually used first.

Now we realize that not only is land finite, but also that sites with desirable characteristics for certain types of development are scarce. A growing population is increasing demand for land of all types. It is increasingly important to evaluate characteristics of remaining sites to determine their optimum use.

The Oregon Legislature has provided for land use to be determined at the local level through a rational process of balancing state and local goals, human needs, and the site characteristics of land. Generally, the factors for designating land use categories in this plan include the following:

- 1. Physical site conditions such as soils, slope, and drainage
- 2. Present and projected needs of the people
- 3. Character of existing development
- 4. Financial impacts on the County and its residents
- 5. Community livability
- 6. Capacities of streets, sewers, water systems, and other facilities
- 7. Estimated market demand
- 8. Parcel sizes
- 9. Availability of transit
- 10. Proximity to jobs, shopping and cultural activities
- 11. Providing an adequate balance between various uses

The above factors alone are insufficient for planning a community. A planning process reflecting community values is needed to weigh various factors. This systematic approach involves identifying issues, developing alternative ways of dealing with the issues and choosing the most desirable alternative.

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URBANIZATION

The goals and policies in the following section address the designation of lands for urban uses, conversion of lands from Urban Reserve to Future Urban plan designations, and County actions regarding Future Urban Study areas and Urban Reserve areas. GOALS

- GOALS
- 1. Clearly distinguish Urban and Urban Reserve areas from non-urban areas.
- 2. Encourage development in areas where adequate public services and facilities can be provided in an orderly and economic way.
- 3. Insure an adequate supply of land to meet immediate and future urban needs.
- 4. Provide for an orderly and efficient transition to urban land use.
- 5. Distinguish lands immediately available for urban uses from Future Urban areas within Urban Growth Boundaries.

Finding: The site is located in a fully served industrial area within the urban area. The surrounding infrastructure is sized and designed to support industrial uses and the movement of trucks. The planned extension of Jennifer to 135th will enable existing truck traffic to continue through, as opposed to making difficult U-turns on 135th and will further increase truck traffic. This will interfere in the development of this site for residential uses, while supporting light industrial on this site.

URBAN GROWTH CONCEPT

This section of the Land Use Chapter addresses the implementation of the Region 2040 Growth Concept as it applies to Clackamas County. It provides for design type areas that are consistent with the general locations shown on the Region 2040 Growth Concept Map.

Clackamas County, with approximately 67% of its population inside the Portland Metropolitan Urban Growth Boundary, is a partner in the region's efforts to efficiently utilize the land inside the boundary. This will minimize the need to expand the boundary and protect the land available for agricultural, forest and rural uses. The intent of the Urban Growth Concept is to focus increased development in appropriate locations, such as existing commercial centers and along transportation corridors with existing or planned high quality transit service. It also encourages increased employment densities in industrial and employment areas.

The provisions of the Urban Growth Concept apply in addition to other requirements identified in the Clackamas County Comprehensive Plan. The Urban Growth Concept is designed to provide guidance for Comprehensive Plan and Zoning Development Ordinance changes, as well as to identify specific development review requirements. All provisions except Green Corridors apply to lands inside the Portland Metropolitan Urban Growth Boundary. Green Corridors apply to rural, agricultural and forest areas. Future Urban Study Areas are areas in transition. When concept planning is completed for these areas, growth concept design types will be adopted as appropriate.

- 1. Provide for a compact urban form, integrating the built environment, transportation network, and open space, that:
 - a. Minimizes the amount of Urban Growth Boundary expansion required to accommodate expected population and employment growth in the next 20 years.
 - b. Efficiently uses public services including transportation, transit, parks, schools, sewer and water.
 - c. Distinguishes areas for intensive development from areas appropriate for less intensive development.

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- d. Preserves existing stable and distinct neighborhoods by focusing commercial and residential growth in mixed use centers and corridors.
- e. Develops mixed use centers and corridors at a pedestrian scale and with design features and public facilities that support pedestrian, bicycle and transit trips.
- 2. Maintain the rural character of the landscape between the Urban Growth Boundary and neighboring cities.

Finding: The site would provide employment in an area with infrastructure sized and designed for industrial uses within the Urban Growth Boundary.

POLICIES

Industrial Areas

7.0 The Industrial Area Design Type designation is applied as shown on Map IV-8. Policies that apply to the Industrial Areas include:

Finding: The site is within the area where the Industrial Area Design Type designation is applied as shown on Map IV-8. The site is located adjacent a developed industrial area to the west. The properties to the north are used for light industrial and commercial purposes, despite medium density residential zoning. 135th is a natural barrier between industrial uses to the west and residential uses to the east. The residential uses to the east have internal circulation with two alternative access to Highway 212 and would not interfere with the primary freight use of 135th and Jennifer Street.

7.1 Retail uses larger than 60,000 square feet of gross leasable area per building or business are prohibited.

Finding: The proposal is for Light Industrial zoning. A 60,000 square foot use with parking and landscaping would not fit on the site.

RESIDENTIAL

This section of the Land Use Chapter addresses primarily the location and density of housing. The Housing Chapter establishes policies for other aspects of housing such as structure type, affordability and design.

Low Density Residential areas are those planned for an average up to six units per gross acre, exclusive of density bonuses and Conditional Uses, with a range of lot sizes from 2,500 square feet for townhouse units to 30,000 square feet for sites with environmental constraints.

Medium Density Residential areas are those planned for up to 12 units per gross acre (exclusive of density bonuses and Conditional Uses).

Medium High Density Residential areas are those planned for up to 18 units per gross acre (exclusive of density bonuses and Conditional Uses).

High Density Residential areas are those planned for up to 25 units per gross acre (exclusively of density bonuses and Conditional Uses).

Special High Density Residential areas are planned for high rise multifamily housing up to 60 units per gross acre.

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GOALS

- 1. Protect the character of existing low density neighborhoods.
- 2. Provide a variety of living environments.
- 3. Provide for development within the carrying capacity of hillsides and environmentally sensitive areas.
- 4. Provide opportunities for those who want alternatives to the single family house and yard.
- 5. Provide for lower cost, energy efficient housing.
- 6. Provide for efficient use of land and public facilities, including greater use of public transit.

Finding: The development of 12 units per acre on this site (or twenty-seven units in this case) would create residential uses far from services on a street that is increasingly dominated by industrial activities. The units would be isolated with industrial uses encroaching around the residential site. The twenty-seven unit potential lost due to a change to light industrial would not be consequential given the rapid developing and numerous opportunities for residential uses in the North Clackamas county.

POLICIES

Medium Density Residential

- 21.0 The following areas may be designated Medium Density Residential when at least the first two criteria are met:
 - 1. Areas where a need for this type of housing exists.
 - 2. Areas with access to a major or minor arterial or collector. Siting should not result in significant traffic increase on local streets serving low density residential areas.
 - 3. Areas located near or adjacent to commercial areas, employment concentrations or transit stops.
 - 4. Areas of deteriorating dwellings or structures in neighborhoods to stimulate private investment, infilling and redevelopment, as long as one or more of the preceding criteria apply.

Finding: The site is not located in an area with services or amenities that would cause medium density residential to be attractive or demand in this area. The specific environment surrounding the site, specifically the dominance of industrial activity on surrounding land and the road would preclude demand for housing here. The street is being used for freight traffic which would increase when the street is directly connected to the industrial area to the west. This traffic is not compatible with medium density residential traffic. The site is located to closely to employment areas creating conflict between industrial and residential uses. The site is not located near or adjacent to commercial areas or transit stops.

22.0 Determine the density of development through zoning. Zoning of Immediate Urban Medium Density Residential areas shall be consistent with this Plan and the stated purpose of compatible zoning districts. Timing of zoning district application shall be in accord with the orderly development of the County. The Planned Medium Density (PMD) zoning district shall be limited to areas currently zoned PMD.

Finding: The surrounding area is moving to a light industrial and business commercial pattern of development making timing worse for medium residential uses as time moves forward.

23.0 Medium Density Residential zoning districts shall provide for reduced density on hazardous land or steep slopes as stipulated in Policy 5.3.

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Finding: The site is not located on hazardous land or steep slopes.

24.0 Through zoning, Neighborhood Commercial uses may be allowed in the Medium Density Residential Plan-designated areas according to the criteria in the Commercial Section of this chapter.

Finding: The proposal is for Light Industrial zoning.

25.0 Encourage variations in density on different parts of a large site and promote a variety in housing type, ownership and design.

Finding: The site is not large enough to promote a variety in housing type, ownership, and design.

26.0 Require in all Medium Density Residential developments a minimum of 25 percent of the total gross areas to be landscaped, natural and/or recreational areas. This landscaping requirement may be reduced during the design review process when pedestrian amenities or amenities that provide opportunities for passive or active recreation within the development are substituted for gross land area.

Finding: The requirement of 25% landscaping on this 2.27 acre site requires a quarter of the site (24,720 square feet) to be landscaped. This requirement with the need for internal circulation and parking will force units to be vertically stacked resulting in fewer units or cost per unit that can not be supported by rents in this market and most particularly in this specific area. No pedestrian amenities or amenities that provide opportunities for passive or active recreation exist on the site or in the area.

26.1 The County shall require dedication of designated open space areas where appropriate for purposes of developing the urban park or trails program.

Finding: The site is not in or near an urban park or trail.

27.0 Require all Medium Density Residential developments to be subject to design review.

Finding: The proposal is for a Light Industrial zone.

28.0 When necessary, require improvements to existing streets and/or development of new streets to County standards prior to or concurrent with Medium Density Residential development.

Finding: The proposal is for a Light Industrial zone.

29.0 Require pedestrian access to nearby schools, transit stations, commercial, recreational and employment areas to be convenient and improved to standards determined through design review.

Finding: The site is not in or near a school, transit station, or recreational area. Access to commercial and employment areas is via existing public right-of-ways.

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30.0 Develop all Medium Density Residential areas with public sewer, public water, curbs, drainage controls, pedestrian/bikeway facilities, underground utilities and street lighting.

Finding: The proposal is for a light industrial use.

31.0 Existing mobile home parks which are designated Medium Density Residential shall not have the designation changed unless a plan for relocation of the existing tenants is submitted and approved. This plan shall demonstrate that existing tenants will be relocated prior to redevelopment of the property.

Finding: The proposal is for a Light Industrial zone. The site is not used as a mobile home park.

32.0 Establish a minimum density to help meet regional and local housing needs.

Finding: The proposal is for a Light Industrial zone.

INDUSTRIAL

This section of the Land Use Chapter addresses the location of industrial land and the physical development of industrial districts. Other aspects of industry such as industrial growth, diversity and employment are addressed in the Economics Chapter.

The Campus Industrial designation shall be limited to areas currently designated as Campus Industrial.

Business Park areas are designated to accommodate and encourage high technology and other clean, light industry, research facilities, and offices satisfying high aesthetic standards. These uses generate minimal large truck traffic and noise, and no outdoor storage. Design and development standards, including site planning, building type, truck and traffic circulation, and landscaping shall be satisfied to ensure compatibility with, and an attractive appearance from, adjacent land uses.

Light Industrial areas are designated for clean industries which are generally compatible with commercial activities. Light industry usually generates minimal truck traffic, noise, or pollution. Sites are often grouped into industrial parks with common circulation, open space, and design standards.

General Industrial areas are designated for manufacturing, assembling, fabrication and processing, bulk handling, storage, warehousing and trucking. Many general industrial uses are incompatible with residential and commercial uses.

GOALS

- 1. Provide attractive areas for mixed uses including clean, employment intensive industrial and office uses integrated with housing.
- 2. Provide areas for general industry that meet the location requirements of prospective industries and protect designated industrial areas from encroachment of incompatible uses.
- Protect Industrial areas from the transportation impacts of residential and commercial development.
- 4. Protect areas adjacent to industrial areas from potential blighting effects of noise, dust, odor or high truck traffic volumes.
- 5. Conserve the supply of industrial land.

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Finding: The site, developed as a collection of Light Industrial uses, will provide an attractive and clean appearance to 135th. The site is located adjacent to a major industrial area to the west. The site reinforces 135th as a clear demarcation between the industrial uses to the west and residential uses to the east. Jennifer Road is proposed to be extended into 135th creating a direct connection between the site and the industrial area to the west. The proposed use of the site creates light industrial traffic that is most compatible with the existing and future industrial traffic on 135th. The proposal is for a Light Industrial zone and light industrial uses to the west and the residential uses to the east. The site provides an effective transition between the medium and heavy industrial uses to the west and th residential uses to the east. The site provides a good location for a light industrial use that needs an industrial site, yet is more office-like in its impact and characteristics.

POLICIES

Light Industrial

- 13.0 The following areas may be designated Light Industrial when either the first or all of the other criteria are met:
 - 1. Areas having an historical commitment to industrial uses.
 - 2. Areas with excellent access to the regional transportation network.
 - 3. Areas with access to a street of at least a minor arterial classification.
 - 4. Areas with sites large enough for several industries to cooperatively design an industrial park.

Finding: The term 'area' can have two distinct meanings. Findings have been made against each meaning.

Area - the site.

The area has excellent access to the regional transportation network via either 135th or Jennifer to State Highway 212/224 to Interstate 205. The attached traffic study discusses this further. 135th is a minor arterial. The long term development plan for this 2.27 acre site is to create a cluster of light industrial buildings that can provide flex space to similar contracting and industrial businesses in a small industrial park.

Area - the impacted area between 135th/224/Jennifer/130th.

The area has excellent access to the regional transportation network via either 135th, 130th, or Jennifer to State Highway 212/224 to Interstate 205. The attached traffic study discusses this further. 135th is a minor arterial. The area is Clackamas County's premier and regionally important industrial park composed on many small and large regional, national, and international industrial businesses.

14.0 Determine permitted uses through zoning. Zoning of Light Industrial areas shall be consistent with this Plan and the stated purpose of compatible zoning districts. Timing of zoning district application shall be in accord with the orderly development of the County.

Finding: The proposed uses shall be approved through a site design review. The area to the west is developed as industrial. Jennifer Road is proposed to be extended in the next year. The extension will provide full industrial access to and through the industrial area and allow the properties on 135th to transition to fuller utilization.

15.0 Discourage land uses other than industrial or industrially related uses.

Finding: The site is proposed for light industrial uses.

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16.0 Clearly identify entrances and exits to facilitate efficient traffic movement. The internal circulation system should have broad lanes and turnarounds large enough to accommodate truck traffic. Access streets should include curbs and gutters.

Finding: The site currently has three access points which are proposed to become two full access ways from the site to 135th. These two access ways will provide a circular loop with parking at the center and building on each side. This will be proposed for approval through a site design review process.

17.0 Require in all light industrial development and redevelopment a minimum of 20 percent of the total gross area to be in landscaping.

Finding: The site design review process will ensure that at least 20 percent of the site remains in landscaping.

18.0 Require landscaping and limit outdoor storage and display to enhance the appearance on site and from off site.

Finding: No outdoor display is proposed. Outdoor storage will not be visible from 135th.

19.0 Provide for pedestrian and bicycle access to adjacent transit corridors and, where applicable, to nearby residential areas. Require sidewalks when appropriate.

Finding: The site is adjacent to a collector street providing appropriate access for pedestrians and bicycles.

20.0 Require storm drainage control measures as an integral part of all industrial area development to compensate for large roofs and paved parking areas within industrial areas.

Finding: Development will be proposed though site design review. Storm drainage control measures shall comply with Clackamas County's code. The site is large enough to provide for all storm drainage control measures on the site.

21.0 Require underground utilities and street lighting.

Finding: All utilities and street lighting will comply to Clackamas County code as the property is redeveloped for industrial purposes through the site design review process.

22.0 Require all Light Industrial developments to be subject to the design review process.

Finding: Development on this site shall be subject to the design review process.

23.0 Encourage coordinated utility and traffic improvements in industrial land divisions.

Finding: The site is not proposed to be divided.

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OPEN SPACE AND FLOODPLAINS

The protection of open space resources is an important objective, but the designation of an area as Open Space does not mean development is prohibited. Development can occur within the framework of preservation of essential open space elements, and the functioning of natural systems. Open space preservation also need not mean public ownership or public access. Many alternatives and methods of open space protection are available. An open space network must be established through early acquisition, where appropriate, or the imposition of clear, consistent controls on land containing significant natural resources or hazards.

Open space often coincides with areas subject to natural hazards, including the undeveloped 100-year floodplain. Floodplains consist of areas which are periodically inundated from stream flows, causing damage to property and threatening the lives of residents. The 100-year floodplain has an average flood frequency of at least once every 100 years, or a one (1) percent probability of flooding in any particular year. A distinct set of policies has been formulated to deal with the special problems associated with flood hazard areas.

GOALS

- 1. Protect the significant natural features and systems of the County for the enjoyment of all residents and visitors.
- 2. Protect a network of open space to balance development within the urban area and provide needed contrast in the urban landscape.
- 3. Provide opportunities for needed recreation facilities.
- 4. Protect the lives and property of County residents from natural hazards.

Finding: The site is not in or near open space or a flood plain.

RURAL COMMUNITIES

Rural Communities are villages located outside Urban Growth Boundaries in which concentrated residential development is combined with limited commercial and industrial development and with limited public facilities and services.

Finding: The site is not in or near a rural community.

RURAL

Rural lands are those which are outside the Urban Growth Boundaries and are suitable for sparse settlement, small farms or acreage homesite with no or hardly any public services and which are not suitable, necessary or intended for urban, agriculture or forest use.

Finding: The site is not in or near a rural area.

AGRICULTURE

Agricultural lands are those of predominantly Class I-IV soils as identified by the U.S. Conservation Service or as identified in more detailed data; and other lands which are suitable for farm use due to soil fertility, suitability for grazing, climatic conditions, existing or future potential for irrigation, land use patterns, accepted farming practices or are necessary to permit farming practices to be undertaken on adjacent or nearby lands.

Finding: The site is not in or near an agricultural use or an agricultural area.

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FOREST

Forest lands are composed of existing and potential commercial forest lands which are suitable for commercial forest uses and other forested lands needed for watershed protection, wildlife and fish habitat, and recreation. Also included are lands where extreme conditions of climate, soil and topography require maintenance of vegetative cover, and forested lands in urban and agricultural areas which provide urban buffers, wind breaks, wildlife habitat, scenic corridors and recreational use.

Finding: The site is not in or near a forest use or a forest area.

IV. TRANSPORTATION

Clackamas County's transportation system is an extensive network of public and private transportation facilities, including roads, railways, airports, waterways and trails. The system is intended to allow people to get where they need to go safely and efficiently, whether they travel by foot or by automobile, bus, train, airplane or bicycle. The system also is intended to provide for the efficient movement of goods, whether by truck, barge, train or pipeline. It is expected to serve a multitude of public needs without sacrificing air and water quality or creating noise pollution.

In recent years, rapid population growth and, ironically, the strong economy, have challenged the ability of the transportation system to balance those goals. Funding levels for roads, the backbone of the transportation system, have not kept pace with the proliferation of motor vehicles, housing and businesses, which increase the demand for road miles. The backlog of needed road maintenance and construction projects has grown larger.

At the same time, factors including the jobs/housing imbalance in the tri-county region have encouraged single occupant vehicle commuting. Given these conditions, relieving traffic congestion and protecting the environment will require strategic low-cost fixes.

This Plan focuses primarily on the County's responsibilities, 1,435 miles of road and 165 bridges. The cities and the State also own and maintain roads and bridges within Clackamas County. All land-based modes of travel, except rail and pipeline, must share the public rights-of-way. This includes autos, trucks, buses, bicycles, and pedestrians. Safety considerations apply to travelers by all modes, and public rights-of-way must be improved and maintained to make travel safe for all. Clackamas County is also challenged by the responsibility to maintain and develop a safe and functional road network in rural areas and the need to expand a formerly rural road network to a full service urban transportation system in urban areas.

Many agencies and public and private providers as well as developers are involved in building and maintaining the County's transportation system. Metro, the region's governing body, coordinates transportation financing for many projects, sets priorities for expenditures, and sets standards for the operation and design of regional elements of the transportation system. The County coordinates with its 16 cities, transit providers and the State of Oregon. One product of that coordination is the County's Capital Improvement Plan (20-year) and a detailed 5-year program for improvement of County-owned roads and bridges.

GENERAL TRANSPORTATION GOALS

1. Create a safe, efficient and effective transportation system -- with multiple modes -- that balances the needs of the economy, protection of the environment, conservation of natural resources, and protection of neighborhoods.

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- 2. Work in partnership with neighboring and affected agencies in transportation planning to ensure effective and efficient results.
- 3. Prepare a financial plan to fund the projects included in the Capital Improvement Plan (CIP).
- 4. Use all financial means possible and take the lead in developing new funding sources to construct needed projects.
- 5. Work to maximize dollar return from state, regional and federal sources for County transportation projects.
- 6. Schedule transportation system improvements to coincide with the needs of new development.

Finding: The applicant present a transportation analysis that finds the proposal complies with the transportation system, is timely in regard to existing and planned infrastructure improvements, and will not, in a worse case situation, degrade any impacted intersection below a Level of Service 'D'.

ROADWAYS

The County's roadway system, not including State highways and city streets, is an asset that, if built today (1999), would cost in excess of \$1 billion. This investment, mostly an endowment from previous generations, permits the movement of goods and people across the landscape, using the mode of our choice. Roadways provide access to virtually all property. They support old communities and serve new development. They connect rural communities and urban neighborhoods. Roadways give structure to our urban form, define our commuting patterns and influence our perceptions of what is far away or close at hand.

GOALS

- 1. Create and maintain a safe, continuous County-wide road system, that accommodates movement by all travel modes.
- 2. Meet the future transportation demands of the County.
- 3. Complement the transportation networks of cities, other counties and the State.
- 4. Operating Standards
- 25.0 Evaluate capacity needs for regional roadways within Metro's boundaries using the Regional Motor Vehicle Performance Measures. The use of these measures is limited to network analysis, and priorities for funding through Metro; they are not for designing individual road improvements.

Finding: The applicant present a transportation analysis that finds the proposal complies with the transportation system, is timely in regard to existing and planned infrastructure improvements, and will not, in a worse case situation, degrade any impacted intersection below a Level of Service 'D'.

26.0 All arterials and collectors not in Regional Centers shall be evaluated for performance to Levelof-Service "D" as the acceptable operating standard. All capital construction shall be designed to achieve Level-of-Service "D" or better.

Finding: The applicant present a transportation analysis that finds the proposal complies with the transportation system, is timely in regard to existing and planned infrastructure improvements, and will not, in a worse case situation, degrade any impacted intersection below a Level of Service 'D'.

TRANSPORTATION DEMAND MANAGEMENT

Strategies to achieve efficiency in the transportation system by reducing demand are collectively known as Transportation Demand Management (TDM) techniques. TDM measures can be effective tools in reducing Vehicle Miles Traveled (VMT). Implementation of TDM measures will help meet the County's

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Transportation Planning Rule requirement for reduction in VMT per capita over the next 20 years. In the long run these strategies can help keep costs down for new transportation facilities and improve air quality.

GOALS

- 1. Reduce single occupant vehicle trips on the roadway network during peak travel demand periods.
- 2. Reduce Vehicle Miles Traveled per Capita by 10% by year 2020 (using year 2000 as a base year).
- 3. Work with businesses in Clackamas County to support their efforts in reducing single occupant vehicle commuting, which in turn will reduce Vehicle Miles Traveled per Capita.

Finding: This site will operate an extended business covering Oregon, Southern Washington, and Northern California that will dispatch employees directly from their homes to the job site. Materials, such as traffic safety signs, will be manufactured at this site and shipped to appropriate locations. Business will be conducted by mail and electronically.

PARKING

The setting of parking standards is a Transportation System Management (TSM) technique that is consistent with the Region 2040 Growth Concept, meets the objectives of the Transportation Planning Rule (TPR), and complies with DEQ's Air Quality Maintenance Plan. GOAL

1. Insure that parking is provided in a manner convenient to users of all transportation modes.

Finding: The site design review process shall ensure that sufficient and not excessive off-street parking shall be provided.

TRANSIT

Transit service is essential for the mobility of many County residents, and provides an attractive option for others who prefer to use it. Tri Met, transit districts in Wilsonville, Molalla and Sandy, and each of the school districts operate buses on County roads, State highways, and city streets within the County. While the County provides no transit service directly, it has some influence over the type of service provided and the way new developments interface with transit and provide amenities for transit riders. GOALS

- 1. Develop an integrated transit system that complements and supports the road, pedestrian, and bicycle system and encourages the use of alternative transportation modes within, to, and from the County's urban areas.
- 2. Encourage transit ridership through development of a transit system that is fast and comfortable at low cost.
- 3. Encourage land use patterns, development designs and street and pedestrian/bikeway improvements that support transit.
- 4. Provide transit for people who cannot use or do not have adequate private transportation. Provide transit that is accessible to people with disabilities.
- 5. Develop a transit system that supports residential, commercial and industrial development to help reduce new investment in roadway capacity.
- 6. Develop a transit system that meets the County's local needs.
- 7. Develop a system of light rail transit (LRT) routes to serve selected corridors in the north urban area of the County.

Finding: The proposal has no affect on the transit system.

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PEDESTRIAN AND BICYCLE FACILITIES

The County completed its Transportation Systems Planning for pedestrian and bicycle modes in 1995, to implement the State's Transportation Planning Rule (TPR). The TPR is grounded by the principles that:

- a. Land use and transportation are intimately related.
- b. Over reliance should not be placed on any one transportation mode.
- c. Walking and bicycling reduce the number of motorized vehicle trips.
- d. Compact, mixed use development encourages the use of non-motorized modes.
- e. Well planned, properly designed facilities will encourage people to make trips by non-motorized modes.
- f. Facilities for these non-motorized modes are essential for people not having access to an automobile, and constitute desirable elements in a well designed community that are enjoyed by people who can drive, but choose to walk or bicycle.

These principles underlie the development of the Clackamas County Pedestrian Master Plan and the Clackamas County Bicycle Master Plan, both of which are adopted by reference as supporting documents. Both master plans were prepared under the guidance of the Clackamas County Bicycle and Pedestrian Citizens' Advisory Committee, which was guided by the following vision:

Create an environment which encourages people to bicycle and walk on networked systems that facilitate and promote the enjoyment of bicycling and walking as safe and convenient transportation modes.

Finding: The proposal has no affect on the pedestrian or bicycle system.

FREIGHT, RAIL, AIR, PIPELINES AND WATER TRANSPORTATION

These modes are acknowledged as making significant contributions to the movement of people and goods that improve our quality of life. Clackamas County has a strong job base in the sectors of transportation and wholesale trade. It is important to maintain the advantages of location and transportation infrastructure that ensure leadership in these sectors.

If the County's role in freight movement is to expand within the region and nation, intermodal facilities will require expansion. National and international markets will become increasingly prominent, but the decision to keep business in the County competitive will require local support.

Finding: The proposal has no affect on the freight, rail, air, pipelines, or water transportation systems.

V. HOUSING

Meeting the future housing needs and desires of residents will require a variety of housing types and densities. For example, the desire for home ownership can be partially met with mobile homes and condominiums in large or small complexes or owner-occupied duplexes. A range of housing prices can be encouraged by providing a greater variety of lot sizes for single family housing. More apartments and other alternative housing forms are needed to house the young, the elderly, and lower income households which are priced out of the single family housing market, or households which may prefer other than single family homes.

GOAL

Provide opportunities for a variety of housing choices, including low and moderate income housing, to meet the needs, desires, and financial capabilities of all Clackamas County residents to the year 2010.

Finding: The site's size and location is not conducive to full development of housing due to the industrial traffic on 13th and the Jennifer road extension, the heavy industrial nature of development EXHIBIT 6

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adjacent to the site to the west, and the county's standards that will require construction cost per square foot due to the necessity of vertical construction that exceeds the market at this location. The twentyseven unit potential lost due to a change to light industrial would not be consequential given the rapid developing and numerous opportunities for residential uses in the North Clackamas county. The housing developments to the east predominantly utilize internal circulation with two accesses directly to Highway 212, not 135th.

VI. PUBLIC FACILITIES AND SERVICES

The provision of public facilities and services is a key ingredient in the development of Clackamas County and the implementation of this Plan. All development requires a certain level of public facilities and services. The objective of this Plan element is to provide the level of public facilities and services to support the land use designations in this Plan, and to provide those facilities and services at the proper time to serve development in the most cost effective way.

This chapter addresses, in part, the requirements of the Land Conservation and Development Commission's (LCDC's) Goal 11, also known as Oregon Administrative Rule 660, Division 11. It requires planning for sanitary sewage treatment, water, storm drainage and transportation. Adequate levels of those public facilities and services must be available before urban levels of development can be built in a manner consistent with the land use designations in this Plan. (Transportation facilities and services are addressed in Chapter 5 of this Comprehensive Plan). Further detail, particularly with regard to necessary facility improvements and their costs, can be found in the County's Public Facilities Plan.

Failure to plan for public facilities properly could result in unnecessary financial costs, if the services are provided in excess of needed levels. Unnecessary environmental degradation and ultimately more financial cost could result if services are not properly designed to accommodate the anticipated level of development.

The public facilities and services policies of this Plan provide a logical framework for the timely, orderly and efficient arrangement of facilities and services required to meet the population and economic needs of this County. The following policies will be used to guide and coordinate the provision of future facilities and services with development activities in Clackamas County. Other policies that may pertain to public facilities and services are included in the Natural Resources, Transportation, and Land Use Chapters of this Plan.

PUBLIC FACILITIES

Sanitary Sewage Treatment

Finding: An 8 inch sanitary sewer line has been extended in 135th adjacent to the site that goes into a 12 inch line. Both lots have 6 inches laterals. Clackamas County Water Environmental Services finds sufficient capacity to accommodate sanitary waste disposal.

<u>Water</u>

Finding: The site is fully served by the Clackamas River Water District #2 who has recently extended an 18 inch water main through the Jennifer Street right-of-way up through 135th to Highway 212. The site accesses current water pressure of 40 to 50 pounds per square inch. Clackamas River Water District #2 finds that adequate water supply exists.

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Storm Drainage

Finding: Public storm water facilities are available to the western edge of the site. Clackamas County Water Environmental Services find sufficient capacity to accommodate stormwater.

Solid Waste

Finding: The site is served by John P Lehl Company.

Street Lighting

Finding: The street lights will be approved to the level appropriate for the street.

PUBLIC SERVICES

Fire

Finding: The site is fully served by Clackamas County Fire District #1 who finds that access exists and water pressure is sufficient to address any fire issues on the site.

Law Enforcement

Finding: The site is fully served by the Clackamas County Sheriff.

Education

Finding: The proposal is for a light industrial zone. The site is in the North Clackamas School District #12.

County Government

Finding: The site is fully served by the government of Clackamas County.

ECONOMICS VII

If any community is to thrive and prosper, jobs must be available to provide income for its residents. The type, quality, wage rates, and variety of jobs available in the community determine to a large extent the life-style and well-being of the residents.

The economy of Clackamas County is not separable from that of surrounding urban areas, nor is it uniform throughout. The northwest urban portion of the County clearly is part of the highly diversified urban economy of the Portland metropolitan area, with similar industries, and many retail and service business to serve the large urban population. The rural parts of the County and the cities lying outside the northwest urban area have traditionally been timber or agriculture based economies; however, residents are increasingly commuting to jobs in the Portland urban area. GOAL

- Establish a broad-based, stable and growing economy to provide employment opportunities to 1. meet the needs of the County's residents.

POLICIES

Existing Industry and Business

Encourage retention and expansion of existing industry and business. 1.0

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Finding: The proposal allows for the development of flex light industrial buildings for small and growing firms. The proposed establishment of KnD Services as the anchor to the light industrial park attracts similar businesses and creates opportunities for business to business exchanges.

1.1 Protect established industrial and commercial areas from encroachment by incompatible land uses.

Finding: The light industrial destination create a strong transition between the general industrial uses to the west and the residential uses to the east. The proposed light industrial traffic is most compatible with the current and future use of 135th.

1.2 Encourage maintenance of sufficient vacant lands to provide room for the future expansion or relocation of the County's industry and business.

Finding: The partially vacant site is fully serviced and prepared for redevelopment to light industrial uses.

1.3 Facilitate the efficient operation of existing firms in the urban area by giving high priority to equality in public services including law enforcement, water service and fire protection, storm drainage, sewer, transit, pedestrian and bike access, road maintenance, and traffic access and circulation.

Finding: The site is fully serviced and prepared for redevelopment to light industrial uses.

1.4 Develop and implement strategies to revitalize and/or maintain established commercial areas considering such things as parking needs, pedestrian/auto conflicts, traffic circulation, historic character, compatibility of activities, potential for new development, compatibility of new development, transit service, pedestrian and bike access, and merchant participation.

Finding: The proposal is for a light industrial zone.

- 1.5 Encourage natural resource-oriented industries by:
 - a. Encouraging timberland owners to use sound timber management practices and promote a sustained harvest.
 - b. Identifying and recruiting firms doing secondary wood processing using wood products now underutilized or considered waste, i.e., hardwoods, slash materials, etc.
 - c. Encouraging food processing industries and other support services for agriculture in the rural areas.

Finding: The site could be used by small resource-oriented service industries.

1.6 Consider impacts on established commercial areas prior to approving Plan changes for major new commercial areas. High priority should be given to retaining the viability of affected downtowns.

Finding: The proposal is for a light industrial zone.

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New Industry and Business

2.0 Encourage new industrial and commercial development which is consistent with environmental quality and community livability, and the needs of County residents.

Finding: This site is proposed to house the regional headquarters of KnD Services. This site will manage jobs through Oregon, Northern California and Southern Washington. The business is in growing demand to provide traffic management and safety to developers of the regions roadways. The business has no adverse environmental impacts.

- 2.1 Provide sufficient industrial land of four general types:
 - a. General industrial designations for intensive industrial uses, with sites for a broad range of industry and warehousing.
 - b. Light Industrial designations for a narrower range of industry and warehousing while allowing office uses outright, and providing stronger noise and aesthetic controls within the development.
 - c. Campus Industrial designations to provide for a mix of clean, light manufacturing, offices, and high density residential uses in campus-style complexes, where design shall be compatible with adjacent areas. New developments shall be consistent with a design plan to assure an integrated development of the area. (See Land Use Chapter, Campus Industrial policies.)
 - d. Business Park designations to provide for offices and light industrial uses which project a high image.

Finding: The proposal is for a light industrial zone. The proposed uses are light industrial office uses with specialized manufacturing of signs and sign structures and maintenance of trucks.

- 2.2 Provide sufficient commercial land of four different types (see Land Use Chapter, Commercial development policies):
 - a. General Commercial for a broad mix of commercial uses including outdoor storage and display.
 - b. Retail Commercial for a range of uses including retail, office, services, and multifamily which project a high-quality image.
 - c. Office Commercial designations to provide for a mix of offices, clean, light manufacturing, and high density residential uses in campus-style complexes, which have less impact on surrounding properties, and project a positive image.
 - d. Community Commercial for local shopping and services, including large grocery stores and other frequently patronized community services.

Finding: The proposal is for a light industrial zone.

2.3 Allow in residential designations Neighborhood Commercial uses, through zoning, which provide goods or services to the surrounding neighborhood, and which do not attract traffic from other areas. Criteria for sites are listed in the Land Use Chapter, Residential policies.

Finding: The proposal is for a light industrial zone.

2.4 Give high priority to provision of sewer, water and road services to growing industrial areas.

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Finding: In the last two years, storm and sanitary sewer and water have been improved to the site. The extension of Jennifer is expected to take place in the next two years. The site is fully served for light industrial purposes.

2.5 Encourage the location of business and industry in areas that minimize the journey to work and/or facilitate mass transit usage for the journey to work.

Finding: The site has excellent access to a diverse choice of housing types in nearby areas.

2.6 Encourage Tri-Met to provide better transit service. Specifically, improve service to commercial centers, small city downtowns, and the Clackamas industrial area.

Finding: The applicant is not Tri-Met.

2.7 Provide for a broad range of types and sizes of industrial and commercial development to provide a broad cross section of employment opportunities for residents.

Finding: The proposed Light Industrial for this site creates an attractive location for a small light industrial flex space park. The light industrial uses proposed creates a good transition between the housing subdivisions to the east and the general industrial area to the west. The site provides an opportunity to create higher waged light industrial jobs. The proposed use (KnD Services) manages a work force in this region of over 100 people who are dispatched from their homes directly to job sites creating the greatest benefit to Clackamas County while minimizing impacts.

2.8 Encourage the retention of vacant industrial and commercial lands in large parcels until committed for development, at which time overall development plans should be prepared for the site.

Finding: The site is not a large vacant industrial or commercial parcel.

2.9 Support the conversion and development of Camp Withycombe as it is designated in the Comprehensive Plan.

Finding: The site is not Camp Withycombe.

- 2.10 Allow business park uses in general commercial areas, subject to conditional standards, addressing:
 - a. Existing buildings
 - b. Compatibility with surrounding commercial areas
 - c. Minimum external storage, smoke or noise
 - d. Continuity of pedestrian flow within and between surrounding uses

Finding: The proposal is for a light industrial zone.

- 2.11 Facilitate home occupations within the constraints of neighborhood quality, subject to standards, including:
 - a. Visual compatibility with neighborhood and appropriate buffering

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- b. No unsightly or distracting storage, smoke, dust, noise, etc.
- c. No excessive increase in traffic, especially truck traffic
- d. No excessive parking of vehicles on the property

Finding: The proposal is for a light industrial zone.

- 2.12 Require design review approval for all industrial and commercial development, addressing:
 - a. Compatibility with surrounding areas, including buffering, scale and materials of buildings, and scale and type of plants
 - b. Visual impact of landscaping and lot coverage
 - c. Energy efficiency in site planning and building design
 - d. Storm drainage retention and control
 - e. Access including internal truck and auto circulation in commercial developments
 - f. Outdoor storage and location of parking and loading
 - g. Identification and directional signing
 - h. Noise abatement
 - i. Pedestrian, bike and carpool facilities
 - j. Support of transit usage
 - k. Site security

Finding: All development on the site is required to be approved by design review.

2.13 Gradually modify strip commercial areas into more functional and attractive development with consolidated access to the street where possible. Exempt clearly highway-oriented uses (such as gasoline stations).

Finding: The proposal is for Light Industrial zoning and a light industrial use. The proposal will help ensure that 135th does not become a commercial strip.

2.14 Encourage design and circulation plans to be prepared for major industrial and commercial areas in the County, primarily aimed at providing a cohesive, integrated overall development pattern.

Finding: The extension of Jennifer to 135th creates connectivity to and through the adjacent industrial area providing multiple points of access through industrial and commercial areas for this site. The light industrial traffic generated by the proposed zoning is more compatible with the designed circulation then medium density residential.

VIII. OPEN SPACE, PARKS, AND HISTORIC SITES

The conservation of land, water, and historic resources, and the related provision of recreation opportunities, is one of the most important factors in maintaining the quality of life which has made Clackamas County an attractive place to live. Recently, however, the urban area in particular has experienced a sharp jump in population, with substantial changes in the physical environment. Population growth is inevitable, at least for the foreseeable future, but the degradation of our communities is not.

Numerous natural, historic and recreation resources will continue to be available for everyone's enjoyment if the commitment is made to preserve them. The streams and river corridors, the steep wooded hillsides, marshes and wetlands, the rich farmlands, and the vast, magnificent mountains form a natural network of significant benefit. A distinctive building or section of the Barlow Trail provide us w#XHIBIT 6

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an historical context which can be an important part of our identity. They give us a feeling of continuity, a connection with the past and with the future. Recreation resources are also important but, unlike the others, these need to be built up, changed, and improved as the demands of the people who use them change. This must be done within the limits of the natural resource systems. For instance, the natural characteristics of a stream must not be sacrificed to satisfy the demands of the people who use it for recreation. Rather, more recreation opportunities must be developed elsewhere to satisfy the demand.

This example illustrates the need for a resource conservation and recreation development strategy for Clackamas County. In the past there was ample open space and a wide selection of recreation activities available to virtually everyone. With little urban development pressure, there was little need to preserve either natural or man-made resources. Now the pressures on these resources are increasing, and will continue to mount in the future. Population density and recreation needs are rising, once cherished local open spaces are disappearing, and more people are demanding more places for a variety of recreation activities. It is increasingly clear that our options and opportunities, especially within the urban area, are becoming fewer every day. The County must take the lead to preserve the resources and develop facilities which will assure that a high quality of life is available to all County residents.

OPEN SPACE

The preservation of open space is a necessity if the quality of life, particularly in the northwest urban area, is to be maintained and enhanced. The following goals and policies supplement those found in the Land Use Chapter.

Finding: The site is not located in or near open space.

PARKS AND RECREATION

Clackamas County, like all rapidly urbanizing areas, needs to set aside land and develop facilities for the recreation and enjoyment of its residents and visitors. Various types of parks, urban recreation trails, and a number of outdoor and indoor recreational facilities will be needed over the next 20 years. Recognizing the limitations of existing facilities, priorities and standards have been set for the acquisition and development of land for recreation purposes, with a strong emphasis on the urban area.

The initial step is a commitment to provide an adequate park and recreation system to meet the needs of the people. This commitment must be met, however, within an overall strategy that considers the other legitimate needs of County residents. Different types of budgetary and funding mechanisms will need to be used and many segments of the community involved, including all governmental jurisdictions and the private sector.

Finding: The site is not located in or near a park or recreational area.

HISTORIC LANDMARKS, DISTRICTS, AND TRANSPORTATION CORRIDORS

Clackamas County has a rich and unique heritage from its founding through its development over time. Historic sites, objects, structures, and transportation corridors still remain which represent prehistory, the era of the Territorial Government, western migration along the Oregon Trail, the existence of the first and longest running electric street car line in the nation, the influence of the railroad on development and our heritage as an agricultural and lumber based economy. We are the stewards of these historic resources and charged through state law to protect and preserve them.

Cultural, economic, and social benefits can come from preservation of the County's historic resources. There is cultural value in establishing firm, visible links with the past. Economic benefits include enhanced property values, savings in structure replacement costs, tourism, and, in commercial areas EXHIBIT 6

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strengthened retail sales. Social and community benefits appear in the renewal of older neighborhoods and the increased pride fostered in the residents.

To effectively preserve historical resources, an evaluation must determine which structures and sites are worthy of preservation. A method of regulating the use or demolition of historic resources would then be necessary to protect them. It is essential that the County make a firm commitment to protect its historic resources.

Individual descriptions and maps of Clackamas County Historic Landmarks which are located within the urban area of the County can be found in the Clackamas County Historic Landmarks book, adopted by Clackamas County.

A detailed mapping project of the Barlow Road, the westernmost segment of the Oregon Trail, was undertaken in 1988. This document, entitled Maps of the Barlow Road, Mt. Hood to Oregon City, Clackamas County, prepared by the Planning and Economic Development Division, exhibits maps of the historic road corridor as well as associated historic sites. It also includes recommendations for a more detailed survey to assist in the preservation and management of this historic resource.

Finding: The site is not located in or near a historic landmark, district, or transportation corridor.

CLACKAMAS INDUSTRIAL AREA AND NORTH BANK OF THE CLACKAMAS RIVER DESIGN PLAN

INTRODUCTION

The Clackamas Industrial area is the largest concentration of industrial land in unincorporated Clackamas County and is a critical location for jobs and business opportunities. The north bank of the Clackamas River is impacted by development in the Clackamas Industrial Area and has been targeted for preservation of open spaces to protect water quality and natural resource values.

Finding: The site is located in the area mapped as the Clackamas Industrial area. The site is not located on or near the north bank of the Clackamas River.

IX. THE PLANNING PROCESS

The purpose of Clackamas County's comprehensive planning process is to establish a framework for land use decisions that will meet the needs of Clackamas County residents, recognize the County's interrelationships with its cities, surrounding counties, the region, and the state, and insure that changing priorities and circumstances can be met. Coordination with other governmental agencies and refinement of this Plan and County ordinances is essential to achieve this end.

Finding: The proposed Comprehensive Plan amendment and zone change is being processed as a quasi-judicial action with notice to the public and potentially impacted jurisdictions. The process includes two public hearings; one before Clackamas County's Planning Commission and one before Clackamas County Board of Commissioners.

Metro's Urban Growth Management Functional Plan.

Title 1: Requirements for Housing and Employment Accommodation.

Finding: The proposal is to create a site for small light industrial businesses that will provide employment and employment diversity to the North Clackamas County employment base.

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- Title 2: Regional Parking Policy. **Finding:** The development on the property will conform to the adopted parking ratios that are enacted by Clackamas County. These ratios are in compliance with METRO's goals.
- Title 3: Water Quality and Flood Management Conservation. **Finding:** The Clackamas County Water Environment Service finds that services exist to address water quality. The site is not located in a flood management area.
- Title 4: Retail in Employment and Industrial Areas. **Finding:** The proposal is for a Light Industrial designation and I-2 zone.
- Title 5: Neighbor Cities and Rural Reserves. **Finding:** The site is not located in a neighbor city or rural reserve.
- Title 6: Regional Accessibility. **Finding:** The site is located near Highway 212 with direct access to Interstate 205.
- Title 7: Affordable Housing.

Finding: The site's size and location is not conducive to full development of housing due to the industrial traffic on 135th and the Jennifer road extension, the heavy industrial nature of development adjacent to the site to the west, and the county's standards that will require construction cost per square foot due to the necessity of vertical construction that exceeds the market at this location and would prevent the creation of affordable housing. The current zone does not allow housing. The twenty-seven unit potential lost due to a change to light industrial would not be consequential given the rapid developing and numerous opportunities for residential uses in the North Clackamas County.

- Title 8: Compliance Procedures. **Finding:** The proposal is being processed through a Type III quasi-judicial land use process.
- Title 9: Performance Measures. **Finding:** The proposal is being processed through a Type III quasi-judicial land use process.

Statewide Land Use Goals.

Goal 1: Citizen Involvement.

Finding: The request is processed through a Type III land use process that includes public notice and two public hearing.

Goal 2: Land Use Planning.

Finding: The request is processed within the context of Clackamas County's acknowledged amendment process.

Goal 3: Agricultural Lands.

Finding: The site is not on or near agricultural land.

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Goal 4: Forest Lands. **Finding:** The site is not on or near forest land.

- Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources. **Finding:** The site is not on or near Open Spaces, Scenic and Historic Areas, or Natural Resources.
- Goal 6: Air, Water and Land Resources Quality.

Finding: The site size and relatively change in intensity from medium residential to light industrial has neutral net impact on air, water, and land resource quality.

Goal 7: Areas Subject to Natural Disasters and Hazards. **Finding:** The site is not in an area subject to natural disasters or hazards.

Goal 8: Recreational Needs.

Finding: The site does not impact recreational opportunities.

Goal 9: Economic Development.

Finding: The light industrial designation will provide an opportunity for small light industrial businesses that can affect a transition from the medium and heavy industrial to the west and single family housing development to the east. These small, well situated light industrial sites provide an important to diversify the economic business and increase the amount of small businesses with ownership opportunities and well paying jobs.

Goal 10:Housing.

Finding: The site's size and location is not conducive to full development of housing due to the industrial traffic on 135th and the Jennifer road extension, the heavy industrial nature of development adjacent to the site to the west, and the county's standards that will require construction cost per square foot due to the necessity of vertical construction that exceeds the market at this location. The twenty-seven unit potential lost due to a change to light industrial would not be consequential given the rapid developing and numerous opportunities for residential uses in the North Clackamas county.

Goal 11: Public Facilities and Services.

Finding: All services exist or will be provided, as determined by Clackamas County, at the time of occupancy.

Goal 12: Transportation.

Finding: The applicant has provided a transportation analysis that show that a "worst case" development will not adversely impact the surrounding transportation system.

Goal 13: Energy Conservation.

Finding: Development will include state-the-art energy conservation technology.

Goal 14: Urbanization.

Finding: The site is within the urban growth boundary of Clackamas County.

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Goal 15:Willamette River Greenway. **Finding:** The site is not on or near the Willamette River Greenway.

- Goal 16:Estuarine Resources. **Finding:** The site is not on or near an estuary.
- Goal 17:Coastal Shore lands. **Finding:** The site is not on or near the coastal shore lands.
- Goal 18:Beaches and Dunes. **Finding:** The site is not on or near the beaches and dunes.
- Goal 19:Ocean Resources. **Finding:** The site is not on or near the ocean.

ZONING MAP AMENDMENT CRITERIA

A. Compliance with Comprehensive Plan Map. The zone change is to a corresponding zone of the Comprehensive Plan Map.

Finding: The proposed zone of I-2 implements the Light Industrial designation.

B. Adequate public services. Public services for water supply, transportation system structure and capacity, and police and fire protection are capable of supporting the uses allowed by the zone or will be capable by the time development is complete, and proposed sanitary waste disposal and stormwater disposal systems are or will be made acceptable to the Clackamas County Water Environmental Services.

Finding: Public officials and submitted traffic information find that adequate services exist.

Water Supply

Finding: The site is fully served by the Clackamas River Water District #2 who has recently extended an 18 inch water main through the Jennifer Street right-of-way up through 135th to Highway 212. The site accesses current water pressure of 40 to 50 pounds per square inch. The Clackamas River Water District #2 finds that adequate water supply exists.

Transportation System Structure and Capacity

Finding: The enclosed Traffic Study finds the Light Industrial proposed change will not degrade any impacted intersections below Level of Service 'D'.

Police and Fire Protection

Finding: The site is fully served by the Clackamas County Sheriff. The site is fully served by Clackamas County Fire District #1 who finds that access exists and water pressure is sufficient to address any fire issues on the site.

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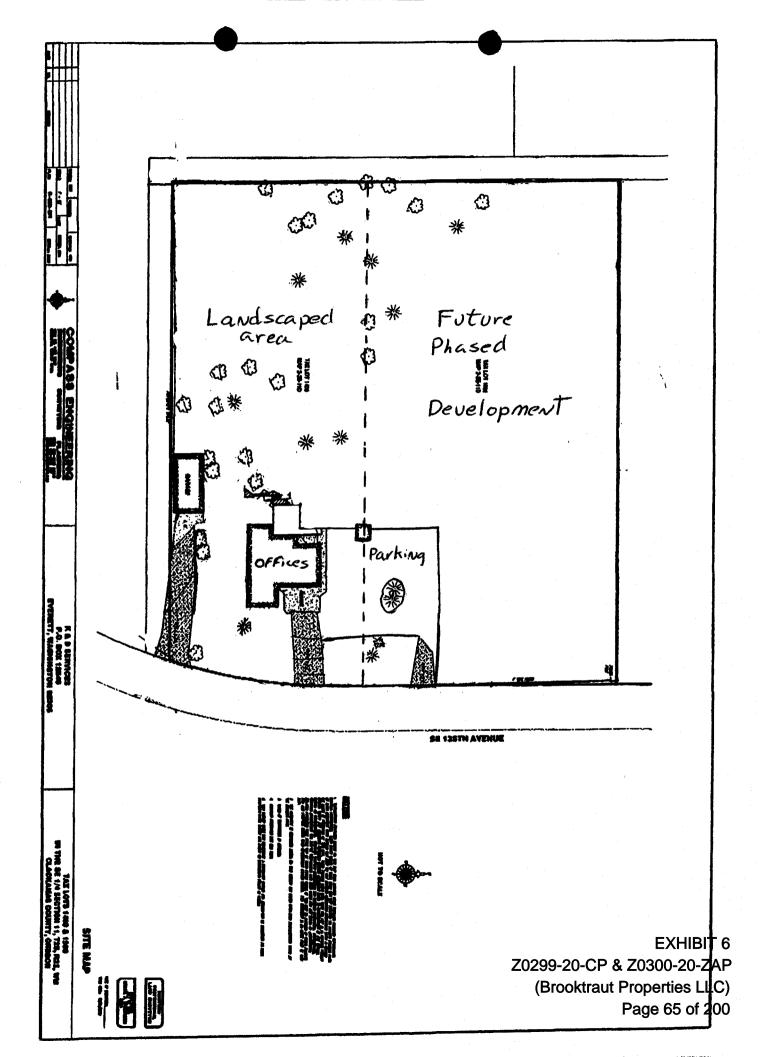
Sanitary Waste Disposal

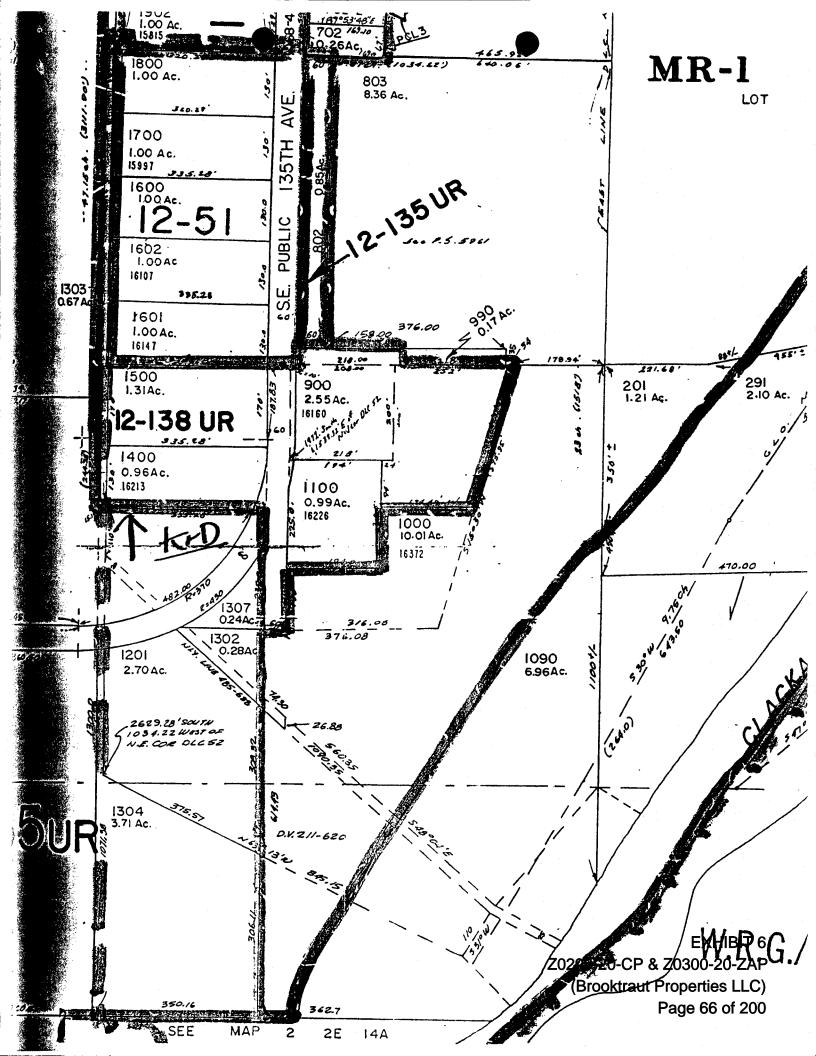
Finding: An 8 inch sanitary sewer line has been extended in 135th adjacent to the site that goes into a 12 inch line. Both lots have 6 inches laterals. Clackamas County Water Environmental Services finds sufficient capacity to accommodate sanitary waste disposal.

Stormwater Disposal System

Finding: Public storm water facilities are available to the western edge of the site. Clackamas County Water Environmental Services find sufficient capacity to accommodate stormwater.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 64 of 200





	D NOTIC	F OF PRO	POSED AM	ENDMENT	
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KITTELSON & ASSOCIATES, INC. TRANSPORTATION PLANNING/TRAFFIC ENGINEERING 610 SW ALDER, SUITE 700 • PORTLAND, OR 97205 • (503) 228-5230 • FAX (503) 273-8169

January 3, 2002

Project #: 4949

Mr. Brooks Walton, President K & D Services, Inc. P.O. Box 12040 Everett, WA 98206

RE: Transportation Impact Analysis for the Proposed Rezone South of Highway 212 on SE 135th Avenue in Clackamas County.

Dear Brooks:

This study evaluates the near and long-term transportation impacts associated with the proposed rezone of 2.27 acres of land located in Clackamas County, Oregon on SE 135th Avenue south of Highway 212-224. The current land use designation for this property is Medium Density Residential (MR-1). Under the proposed zone change, the entire property would be zoned as Light Industrial (I-2).

This study addresses the requirements of Oregon's Transportation Planning Rule (TPR) dealing with plan amendments (OAR 660-012-0060). Specifically, if a land use amendment would "significantly affect" a transportation facility – in this case, by reducing the performance of a transportation facility below the minimum accepted level identified in the transportation system plan – the facility must be improved to support the proposed land use or the proposed land use must be limited or modified to be consistent with the planned facility performance. This letter documents the findings, conclusions, and recommendations for the proposed zone change.

PROJECT DESCRIPTION

The proposed land use action involves 2.27 acres of property located on the west side of SE 135th Avenue and south of Highway 212-224 in Clackamas County. A map of the site vicinity is shown in Figure 1. Currently designated as Medium Density Residential (MR-1) in the Clackamas County Comprehensive Plan, the proposed land use action involves rezoning the entire 2.27 acres to Light Industrial (I-2).

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 68 of 200 KITTELSON & ASSOCIATES, INC.



TRANSPORTATION PLANNING/TRAFFIC ENGINEERING 610 SW ALDER, SUITE 700 · PORTLAND, OR 97205 · (503) 228-5230 · FAX (503) 273-8169

> RECEIVED MAR 0 4 2002 ENGINEERING

TECHNICAL MEMORANDUM

SE 135th Avenue Rezone Highway 212-224/SE 135th Avenue Response to ODOT Comments

Date: February 26, 2002

Project #: 4949.0

To: Kathleen Freitag, ODOT Region 1 Traffic Analyst From: Scott Beaird & Peter Koonce, P.E., Kittelson & Associates, Inc.

cc: Sonya Kazen, ODOT Development Review Coordinator Joe Marek, Clackamas County Chris Christofferson, Clackamas County

Dear Ms. Freitag,

This memorandum is in response to your comments regarding the SE 135th Avenue Rezone south of Highway 212-224 in Clackamas County. With regard to the worst-case development under the proposed land use, Light Industrial (I-2), your comments refer to the Clackamas County Zoning Ordinance, Section 602.03(A), which allows the following:

"Business Park Uses which satisfy the requirements of the Business Park District under Section 606.03"

Upon review of the requirements under Section 606, Business Park, it is evident that the property proposed for rezone does not meet the site area standards for a Business Park Use. Section 606.07(C) specifies that the minimum site area for a Business Park is three (3) acres. Although a Business Park is an allowed use under the proposed I-2 zoning, it would not be an allowed use on the proposed 2.27-acre site.

Therefore, warehousing remains the worst-case development for this particular piece of property. We have attached a table showing the allowed I-2 uses and associated ITE trip generation rates. Also attached is Section 606, Business Park, of the Clackamas County Zoning Ordinance for reference.

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Highway 212-224/SE 135th Avenue February 26, 2002 *Project #: 4949.0 Page 2*

We trust that this memorandum addresses your concerns regarding the submitted traffic impact study. Please feel free to contact us with any questions at (503) 228-5230.

Sincerely, KITTELSON & ASSOCIATES, INC.

Scott Beaird Transportation Analyst

Peter Koonce, P.E. Senior Engineer

Incl: 1) I-2 Allowed Uses and ITE Trip Generation Rates 2) Section 606, Clackamas County Zoning Ordinance

Kittelson & Associates, Inc.

Project Name: File Name: Project #: Scenario: Analyst:



KITTELSON & ASSOCIATES, INC.

Portland, Oregon 97205 610 SW Alder, Suite 700

Fax: (503) 273-8169 (503) 228-5230

I-2 Land Uses

				AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
Land Use	Size	Units	ITE Code	Rate	Rate	Trips	Trips
Allowed Uses				•			
General Light Industrial	30	ksf	110	0.92	0.98	28	59
General Light Industrial	2.27	acres	110	7.51	7.26	17	10
Industrial Park	30	ksf	130	0.89	0.92	27	28
Industrial Park	2.27	acres	130	10.17	10.47	53	24
Manufacturino	80	ksf	140	0.73	0.74	53	22
Manufacturing	2.27	acres	140	7.44	8.37	17	19
Watehousing	60) 2.277		1150 E	10,015 110,015	() (ब्रिहि (क्रे.ब्रिट)	22 23	311 (1997) 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 - 1980 -
Utilities	20	ksf	170		0.49		10
Utilities	2.27	acres	170	2.49		9	•

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC)

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606 BUSINESS PARK (BP) (11/24/99)

606.01	PURPOSE
606.02	AREA OF APPLICATION
606.03	PRIMARY USES
606.04	ACCESSORY USES
606.05	CONDITIONAL USES
606.06	PROHIBITED AND PREEXISTING USES
606.07	DIMENSIONAL STANDARDS
606.08	DEVELOPMENT STANDARDS

606.01 PURPOSE

This section is adopted to implement the policies of the Comprehensive Plan for Business Park districts, providing areas for high technology and other clean, light industry, research facilities, and office uses needing sites with high aesthetic standards. The provisions of this section are intended to:

- A. Establish and maintain high aesthetic standards and preserve the natural beauty of the district.
- B. Assure that improvements are appropriately related to their sites, and to surrounding developments.
- C. Enhance the value of sites and developments located within each Business Park District.
- D. Implement the policies and objectives of the County's Economic Development Plan for attracting and retaining businesses which require or desire a high quality aesthetic environment.
- E. Encourage originality, flexibility and innovation in site planning and development, including architecture, landscaping and graphic design.

606.02 AREA OF APPLICATION

This district is to be applied to those areas particularly suited for Business Park developments. Property may be designated Business Park when the following criteria, and the criteria under Section 1202, are satisfied:

- A. The site has been designated Business Park on the Comprehensive Plan.
- B. The property and the affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services, and transportation networks are planned to be provided concurrently with the development of the property.

606.03 PRIMARY USES

A. Uses: The following uses may be established when they satisfy the purposes of this district, EXHIBIT 6

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performance standards under B-H, below:

- 1. Research: Research offices and laboratories, including testing facilities provided such testing complies with the operational impact standards set forth under 606.03 I, below.
- 2. Offices: Corporate headquarters, regional headquarters, and administrative offices. Business service offices listed under 606.04C shall be allowed as accessory uses.
- 3. Manufacturing Uses: Any manufacturing or assembly use, except primary processing of raw materials.
- 4. Any other use which is compatible with the above uses and satisfies the purposes and performance standards of this district as determined by the Planning Director. In determining the status of a proposed use, the director shall exclude uses which are prohibited under 606.06, and uses allowed only as conditional uses under 606.05, or accessory uses under 606.04. Application under this provision shall include a detailed description of the use and operational requirements of the use, approximate number of employees, estimated volume of truck traffic to be generated, a site plan, building elevations, and preliminary landscaping plans.
- B. Site Plan and Design: Structures, circulation, parking, loading and landscaping shall be designed to:
 - 1. Avoid undue disturbance of significant vegetation, slopes, stream corridors and floodplains;
 - 2. Incorporate and use significant natural features to enhance the quality of the development and preserve the visual character of the site;
 - 3. Project a positive image as viewed from both inside and outside the site; and
 - 4. Minimize the impact of truck loading and maneuvering areas.
- C. Building Types and Design: The use shall occupy only the types of buildings described below:
 - 1. Office Buildings. Architect-designed buildings which have the following characteristics:
 - a. Are designed for the specific site to accomplish the objectives under 606.03B, above;
 - b. Are generally two or more stories in height;
 - c. Provide for natural light penetration into work areas using windows, skylights, atriums, courtyards, etc.;
 - d. Have distinctive public entrances into the building;
 - e. Use high-image exterior materials and finishes such as masonry, architecturally treated tilt-up concrete, glass, wood, or stucco.
 - f. Do not use metal siding material, except as approved by the Design Review Committee for specific high-image materials, for canopies, awnings, screening for roof-mounted fixtures, or other architectural features;
 - g. Generally provide limited area (not exceeding 20 percent of the floor area) devoted exclusively to storage.

Uses exempt from this standard include those providing storage and retrieval of records/information, needing additional storage for materials and finished products produced in the same building, and similar uses.

- 2. Multi-Use and Multi-tenant Buildings. Buildings which have the following characteristics:
 - a. Are designed for the specific site to accomplish the objectives under 606.03B, above;
 - b. Are generally one to three stories in height;
 - c. May be designed to facilitate internal alterations to accommodate changes in spacial needs over a period of time ("flex-space" design);
 - d. Incorporate architectural features, including distinctive entrances to office or lobby areas of the building;
 - e. Provide for natural light penetration into office areas;
 - f. Use exterior materials and finishes such as masonry or tilt-up concrete, with materials such as wood, stucco or glass panels used to create texture and visual interest.
 - g. Do not use metal siding material, except as approved under design review for specific high-image materials, or for canopies, awnings, doors, screening for roof-mount HIBIT 6

Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC) Page 73 of 200 fixtures, and other architectural features;

- h. Are designed to accommodate either a number of tenants in one structure, or a single tenant which has various space needs, such as office, research, assembly and storage.
- D. Outdoor Storage/Process Areas: No outdoor storage of materials or products is allowed. No outdoor processes shall be employed in the operation of the business. Waste and recycle receptacles shall be maintained within an enclosed structure.
- E. Display Areas: All display areas shall be located within an office, multi-use or flex-space building. No outdoor display areas are allowed in this district.
- F. Transportation Requirements: The use provides good access to a road of at least a collector classification, and will not draw traffic through a local residential street. In addition, the following specific provisions apply:
 - 1. Parking: The use satisfies the parking requirements under 1007.07, and parking area landscaping requirements under 1009.04. All parking requirements shall be satisfied onsite, except as provided for shared parking. Onstreet parking shall not be allowed in this district.
 - Loading Areas: Loading areas shall be located to the side or rear of buildings unless topography, natural features, rail service, or other requirements of this section dictate front yard loading bays. Loading dock areas shall be recessed, screened, or otherwise designed to buffer this use from adjacent properties and roads.
- G. Landscaping: A minimum of twenty (20) percent of the developed "site area", as defined under 606.07B, shall be used for landscaping, satisfying the requirements under Section 1009. Typical landscaping in this district shall: (12-13-89)
 - 1. Include a variety of plant materials;
 - 2. Highlight public access points to buildings;
 - 3. Buffer loading and utility areas;
 - 4. Break up large parking areas;
 - 5. Compliment building design and materials; and
 - 6. Incorporate significant trees and other natural features into the site as much as possible.
 - 7. Include street trees at 30-40 foot intervals along periphery and internal circulation roads except where significant trees already exist.
 - 8. Provide for maintenance of all areas within the site area, including areas for future development.
- H. Operation Impacts: (12-13-89)
 - 1. The operation of the use shall not produce noise, odors, fumes, gases, or vibration which exceed the standards of the Department of Environmental Quality (DEQ).
 - 2. No hazardous materials in quantities classified under Group H, Division 1 or Division 2 Occupancies under the Uniform Building Code shall be stored or used on the premises, except as specifically approved as a conditional use under 606.05.

606.04 ACCESSORY USES

The following shall be allowed as accessory uses in the Business Park District:

- A. Incidental Uses: Structures and uses customarily accessory and incidental to a primary use, such as:
 - 1. Temporary buildings for uses incidental to construction work, which buildings shall be removed upon completion or abandonment of the construction work;
 - 2. Street furniture and bus shelters, subject to Section 823;
 - 3. Solar collection apparatus, meeting all the dimensional and development standards of this district;
 - 4. Satellite dishes, provided such use is buffered from periphery and internal circulation Xialis T 6

Z0299-20-CP & Z0300-20-ZAP

- 5. Utility carrier cabinets, subject to Section 830;
- 6. Cafeterias, employee lounges and indoor recreation areas and facilities;
- 7. Outdoor recreational facilities for employees, such as tennis courts, jogging and exercise courses, playfields and similar uses;
- 8. Signs identifying the developer, contractor, or real estate agency responsible for leasing or selling land or buildings within the project, which signs shall be removed upon sale or lease of the premises advertised.
- 9. Parking and loading structures and areas provided in conjunction with a primary use, subject to the provisions of subsection 606.03F and Section 1007, and 1009.
- 10. Indoor areas for display and sale of products manufactured by the same business occupying the premises, provided that the floor area of such display area constitutes no more than ten (10) percent of the floor area of the primary use, or no more than 3000 square feet, whichever is less.
- 11. The temporary storage within an enclosed structure of source-separated recyclable/reusable materials generated and/or used on site prior to onsite reuse or removal by the generator or licensed or franchised collector to a user or broker. (12-13-89)
- B. Warehouse Structures: Within a planned business park site area occupying at least ten (10) acres, separate warehouse or storage structures in conjunction with a primary use may be developed concurrently with or after the primary use, provided that:
 - 1. The warehouse structure is located on a site with easy access to periphery roads where impacts on other uses may be minimized, and such use satisfies the loading area requirements under 606.03F,3.
 - 2. Such structures shall be compatible with the primary use structure(s) on the site in the use of materials and design.
- C. Business Services: Service uses customarily provided within a business park to serve the needs of other businesses shall be allowed when such accessory uses constitute no more than a total of ten (10) percent of the developed floor area of the development. Such limited uses shall be integrated within structures that also house primary uses. Such uses may include the following:
 - 1. Employment agencies;
 - 2. Real estate offices specializing in commercial or industrial properties;
 - 3. Delicatessens, pastry shops, cafes and takeout food services offering breakfast and/or lunch items: and
 - 4. Other similar uses as determined by the Planning Director.

606.05 CONDITIONAL USES

A. Criteria: Conditional uses may be established in a Business Park District subject to review and action on the specific proposal, pursuant to Section 1300. Approval shall not be granted unless the proposal satisfies the criteria in Section 1203, the special use requirements under Section 800, and, in addition, the proposed use:

- 1. Will have minimal adverse impact on the appropriate development of primary uses on abutting properties and the surrounding area considering location, size, design and operating characteristics of the use.
- 2. Will not create offensive odor, dust, smoke, fumes, noise, glare, heat, vibrations, or truck traffic which are incompatible with primary uses allowed in this district.
- 3. Will be located on a site occupied by a primary use, and/or in a structure which is compatible with the character and scale of uses allowed within the district.
- 4. Will provide vehicular and pedestrian access, circulation, parking and loading areas which are compatible with similar facilities for uses on the same site or adjacent sites. EXHIBIT 6
- B. Uses: The following uses are allowed subject to the above conditions:

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(Brooktraut Properties LLC) Page²⁷⁵²⁰¹200

- 1. Heliports, subject to the provisions of Section 816.
- 2. Uses which satisfy the provisions under 606.03A-H, but require the storage or use of potentially hazardous materials in quantities classified under Group H, Division 1 or Division 2 Occupancies under the Uniform Building Code.
- 3. Day care centers, subject to Section 807.
- 4. Business or vocational schools and college or university extension facilities and gymnastics schools. (2-5-92)
- 5. City, county, state, federal, or municipal corporation uses or buildings, telephone exchanges, railroad right-of-way, public utility facilities, fire stations and associated uses, and radio and television transmission and receiving towers and earth stations, provided the base of such a tower is not closer to the property line than a distance equal to the height of the tower.
- 6. Destination restaurants satisfying the provisions under 1016.05B,4, and providing lunch service.
- 7. Hotels and associated convention facilities, gift shops and restaurants.
- 8. Multi-Use Developments, subject to the provisions and procedures under Section 1016.
- 9. Indoor or outdoor arenas and stadia. (12-13-89)

606.06 PROHIBITED AND PREEXISTING USES

- A. Prohibited Uses: The following uses shall be prohibited in a Business Park District:
 - 1. Uses which do not comply with the physical and operational requirements specified under 606.03 shall be prohibited, except as specifically provided under 606.05.
 - 2. Separate warehouse and distribution structures and activities, except as allowed as a accessory use under 606.04B;
 - 3. Motor freight terminal;
 - 4. Auto or truck storage or repair;
 - 5. Specific uses first listed as conditional uses in the Light Industrial or General Industrial districts.
 - 6. Retail and service commercial uses except as provided for accessory uses under 606.04C, or as conditional uses under 606.05B.
- B. Preexisting Uses:
 - 1. Preexisting single family residences may be allowed to remodel or expand without review under Section 1206. In addition, the following provisions shall apply:
 - a. Change of Use: Any change in the use of a preexisting dwelling structure shall be subject to all requirements for new developments in this district, except as approved under a temporary permit pursuant to subsection 1204.01.
 - b. Lot Divisions, Adjustments and Setbacks:
 - 1. A new lot created for a preexisting dwelling shall have no minimum lot size.
 - 2. Preexisting dwellings shall satisfy the R-7 setback requirements as modified under Subsection 301.08C,8.
 - 3. A property line adjustment may be granted pursuant to the provisions of Section 1020. (2-9-95)
 - 2. Designated historic landmarks and corridors shall be preserved as provided under Section 707. (12-13-89)
 - 3. All other preexisting uses and structures not specifically permitted in Section 606 shall be nonconforming uses subject to provisions of Section 1206.

606.07 DIMENSIONAL STANDARDS

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 76 of 200

- A. Purpose: The purpose of these requirements and limitations are to:
 - 1. Assure that developments have a positive image and attractive appearance from within the site, and from public roads and adjacent properties.
 - 2. Encourage the retention of large sites, and their development in a coordinated, pleasing and efficient manner.
 - 3. Ensure that the minimum operational requirements of the development are provided onsite.
 - 4. Establish the maximum limits of development.
- B. Site Area Requirements: A "site area" for purposes of this section shall be the total land area to be developed as a unit, prior to the creation of any new parcels or lots within the land area. A site area may be either of the following:
 - 1. A single tax lot, or two or more contiguous tax lots, under the same ownership.
 - 2. Two or more contiguous tax lots under separate ownership, provided that:
 - a. All individual property owners are members of a group formed for the purposes of developing the properties as a single planned development, and
 - b. All individual tax lot ownerships are converted into development shares, or other satisfactory arrangement, allowing all lots to be combined into one lot prior to any building permit being issued for the project.
- C. Site Area Standards: The following standards shall apply to Business Park Districts:
 - 1. Site area: Developments shall require a minimum site area of three (3) acres. (2-10-94)
 - 2. Undersized Site Areas: Developments may be established on a site of less than three (3) acres if the site is physically separated from all other undeveloped or underdeveloped properties in this district. (2-10-94)
 - 3. Site area partitions, property line adjustments, and subdivisions: Design Review approval of the overall development plan for the site area, including circulation, parking, landscaping, and proposed building elevations, shall be required prior to the approval of any partition, property line adjustment, or subdivision of a site area existing at the time of application of this district to the property. (2-9-95)
- D. Setback Requirements: For purposes of this section, a "perimeter access road" shall be any state, county or public road which provides access to the site area, and an "internal circulation road" shall be any public or private roadway which provides direct access to more than one use, building or parcel within a site area but not including connecting driveways within or between parking areas.
 - 1. Rear and Side Perimeter Access Road Setbacks: A minimum thirty (30) foot setback shall be maintained between structures in a development and any perimeter access road, except: (9-8-94)
 - a. An additional five (5) feet of setback shall be added for each five (5) foot or portion thereof of building height over thirty-five (35) feet;
 - b. No setback shall be required between a structure and any railroad right-of-way.
 - 2. Maximum Front Yard Setback: Buildings at or near a transit stop along a major transit street shall have a maximum front yard setback of 20 feet. "At or near" means within 250 feet of an intersection along a major transit street where a transit stop is within 250 feet of the intersection. (9-8-94)
 - 3. The 20 foot maximum setback shall apply in both directions along the major transit street and along the intersecting street to the depth of the Business Park zoning designation. This setback applies to the side of the major transit street having the transit stop, and applies whether the intersecting street is a public street or signalized private road. (Please see the diagram in Section 1005.03E3.) (9-8-94)
 - 4. Along a signalized private road the maximum setback shall apply only along the first 250 feet from the major transit street. (9-8-94)
 - 5. Buildings with nonconforming front yard setbacks may have additional height added as an expansion without being brought into conformance with this maximum setback. (9-8-34)

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- 6. This maximum setback requirement from a major transit street or intersecting street does not apply to warehouses or industrial buildings with less than 5,000 square feet of attached offices. (9-8-94)
- 7. This maximum setback from major transit streets and intersecting streets shall contain no on-site parking, however vehicular circulation lanes are permitted if crossing walkways are designed to ensure safety for pedestrians. (9-8-94)
- 8. Perimeter Side and Rear Yard Setbacks: A twenty (20) foot setback shall be provided between any structure and a side or rear perimeter line, except when a site area abuts a low density residential zone. A 50 foot setback shall be maintained between structures of any height and the boundary of the residential zone.
- 9. Internal Site Setbacks: A twenty (20) foot setback shall be provided between buildings within a site area, and between any building and an internal circulation road.
- 10. Corner Lots: A structure located on the corner of two roads shall observe the minimum setback requirement for both roads, as prescribed in this section.
- 11. Perimeter Landscaping: Within the perimeter setback, a landscaped strip at least 20 feet wide shall be provided, satisfying the requirements under Section 1009.
- E. Minimum Street Frontage: A site area shall have a minimum of one hundred (100) feet of frontage on a state, county or public perimeter access road.
- F. Minimum Landscaping: Twenty (20) percent of total site area. (12-13-89)
- G. Maximum Building Height: Fifty-five (55) feet, unless this restriction is superseded by specific design plans or development agreements affecting a specific site area.
- H. Corner Vision Requirement: No sight-obscuring structures or planting exceeding thirty (30) inches in height shall be located within a twenty (20) foot radius of the lot corner nearest the intersection of two public, county or state roads, or from the intersection of a private driveway or easement and a public, county or state road.

Trees located within a twenty (20) foot radius of such an intersection shall be maintained to allow ten (10) feet of visual clearance below the lowest hanging branches.

I. Exceptions to General Requirements: The requirements of this section are not subject to modification under the provisions of Section 900. However, such requirements may be modified by staff pursuant to the notice procedures of subsection 1305.02 when such modification is consistent with the purposes set forth under Subsection 606.07A, the Comprehensive Plan, and the requirements and provisions of Section 1205. The effect of the proposed modification on the natural features of the site and the use and preservation of solar access shall be considered, when applicable.

606.08 DEVELOPMENT STANDARDS (12-13-89)

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All development within the Business Park District is subject to the review procedures and application requirements under Section 1100, and the development standards under Section 606.03 and Section 1000. In addition, the following specific standards, requirements, and objectives shall apply to all development in this district:

- A. Master Plan: All developments within the Business Park District shall be reviewed and developed under a master plan which addresses the performance standards of this section and Section 1000.
- B. Specific Area Plans or Standards: Development shall comply with the requirements or provisions of any special Design, Circulation, Community Plan, or Standards adopted by the Board of County Commissioners for the area.
- C. Fences: Street perimeter fences or walls and guard posts shall meet a minimum setback of thirty (30) feet and shall be of a material, color and design complementary to the development and to adjoining properties and public access roads.
 EXHIBIT 6

Z0299-20-CP & Z0300-20-ZAP

http://www.co.clackamas.or.us/dtd/zoning/htmls/zdo/zdo606.html

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- D. Signing: The master plan for the development shall include a signing program. The following sign provisions shall apply:
 - 1. General Provisions: All signs within the Business Park district shall be subject to the provisions under 1010.
 - 2. Perimeter Street Signs: One sign oriented toward offsite traffic may be provided at each public access point from a county or state road. Such signs shall comply with the following requirements:
 - a. Shall not exceed sixty (60) square feet in area; (11/06/97)
 - b. Shall not exceed five (5) feet in height; (11/06/97)
 - c. Shall use materials and design elements which are complimentary to those used in the development.
- E. Onsite Lighting: All onsite lighting shall be designed, located, shielded or deflected so as not to shine into offsite structures or impair the vision of the driver of any vehicle. A master plan for onsite lighting shall include the design, height and location of all proposed exterior lights, including:
 - 1. Parking and loading area lighting;
 - 2. Pedestrian walkway lighting;
 - 3. Internal access road lighting;
 - 4. Lighting of public entrances into buildings; and
 - 5. Flood lights illuminating buildings or significant natural features.
- F. Equipment and Utilities: All utility lines shall be placed underground. All roof-mounted fixtures and utility cabinets or similar equipment which must be installed above ground shall be visually screened from public view.
- G. Manufactured Dwelling Parks: Existing manufactured dwelling parks shall not be redeveloped with a different use until a plan for relocation of the existing tenants is submitted and approved by the Planning Director or his designate. (11/24/99)

(LAST TEXT REVISION 11/24/99)

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) 2/26/2002 Page 79 of 200



unnybrook Service Center

DEPARTMENT OF TRANSFORTATION AND DEVELOPMENT

FACSIMILE TRANSMISSION COVER SHEET

DATE:

3-21-02

FAX NO.

503-273-8/69

TO/DEPARTMENT:

Scott Blaird and Peter Koonu P.E. 4/0 Kittelon and Associatu, Inc.

FROM:

CLACKAMAS COUNTY - DTD 9101 SE SUNNYBROOK BLVD. CLACKAMAS, OR 97015

FAX NUMBER: (503) 353-4550

PHONE NUMBER: (503) 353-4500 OR 353-4501 353-45/4

TOTAL PAGES, including cover sheet: ____

Re: 20033-02-LP/ 20034-02-Z **EXHIBIT 6** 9101 SE Sunnybrook Blvd. ■ Clackamas, OR 97015 ■ Phone (503) 353-4400 ■ FAX (503) 353-4273 Printed on 50% recycled with 30% post-consumer waste Page 80 of 200



DEPARTMENT OF TRANSFORTATION AND DEVELOPMENT

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Sunnybrook Service Center

FACSIMILE TRANSMISSION **COVER SHEET**

DATE:

3-21-02

FAX NO.

503-731-8259

TO/DEPARTMENT: <u>Mathy Freitas</u>, ODOT Region 1 Traffix Analyst @ Sonya Kazen, ODOT Revelopment Rasen Coordinator

FROM:

Don Johnson - Teke (503) 353-4514 CLACKAMAS COUNTY - DTD 9101 SE SUNNYBROOK BLVD. CLACKAMAS, OR 97015

FAX NUMBER: (503) 353-4550

PHONE NUMBER: (503) 353-4500 OR 353-4502

TOTAL PAGES, including cover sheet: 2

Ru: E0033-02-UP/ 20034-02-E **EXHIBIT 6** 9101 SE Sunnybrook Blvd. Clackamas, OR 97015 Phone (503) 353-4400 PAX (503) 353-4400 (Brooktraut Properties LLC) Printed on 50% recycled rum 30%, post-consumer waste

Page 81 of 200



DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

FACSIMILE TRANSMISSION COVER SHEET

DATE:

FAX NO.

503-731-8259

3-25.02

TO/DEPARTMENT:

unnybrook Service Center

ODOT Region thate fraitas

FROM:

ACKAMAS COUNTY - DTD 9101 SE SUNNYBROOK BLVD. CLACKAMAS, OR 97015

FAX NUMBER: (503) 353-4550

PHONE NUMBER: (503) 353-4500-OR 353-4501 503-353-4514

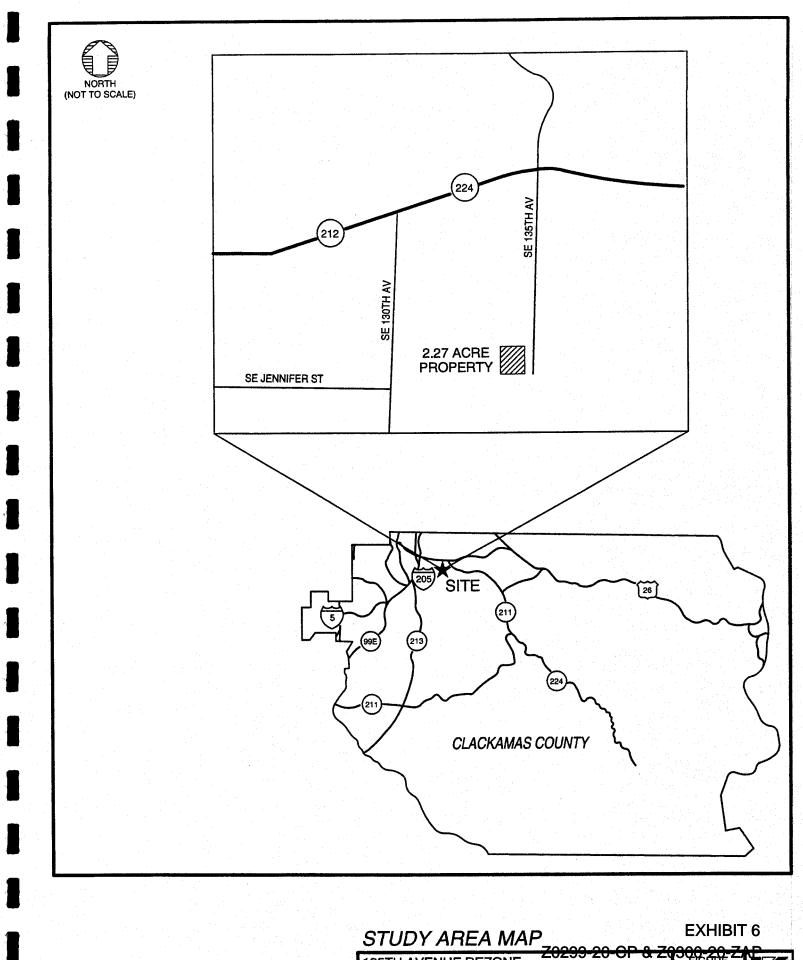
TOTAL PAGES, including cover sheet: <u>12</u>

boy of Techinen Mano from Hithelson and Asgoe, and regarding 135th and Any 212-224 traching study. **EXHIBIT 6**

Z0299-20-CP & Z0300-20-ZAP

9101 SE Sunnybrook Blvd.
Clackamas, OR 97015
Phone (503) 353-4400
FAX (503) 353-42/3
Brooktraut Properties LLC)

Page 82 of 200



 135TH AVENUE REZONE

 CLACKAMAS COUNTY, OREGO (Brooktraut Properties LL

 DECEMBER 2001

SCOPE OF THE REPORT

This analysis determines the traffic-related impacts associated with the proposed zone change. The study was prepared in accordance with the requirements of the Transportation Planning Rule for analyzing the long-term transportation impacts of zone changes (OAR 660-012-0060). The study intersections and overall study area for this project were selected based on direction provided by officials within Clackamas County and ODOT and a review of the existing and future transportation system. Based on these conversations, the Highway 212-224/SE 135th Avenue intersection was the only major intersection required for near and long-term analysis.

This report addresses the following issues:

- 2001 existing land use and transportation system conditions;
- 2001 existing traffic conditions during the weekday a.m. and p.m. peak periods;
- near-term and long-term planned transportation improvements;
- trip generation estimates for the weekday a.m. and p.m. peak periods resulting from reasonable maximum development scenarios for the 2.27 acres under the existing MR-1 designation and the proposed I-2 zoning scenario
- forecast year 2002, expected build-out, total traffic conditions assuming a reasonable maximum build out of the 2.27-acre site under the existing MR-1 zoning designation, proposed I-2 zoning scenario, and other area growth through the year 2002; and
- forecast year 2005 total traffic conditions assuming a reasonable maximum build out of the 2.27-acre site under the existing MR-1 zoning designation, proposed I-2 zoning scenario, and other area growth through the year 2005; and
- conclusions and recommendations.

Based on discussions with ODOT and Clackamas County, a 2015 analysis was not conducted as previous studies have shown that traffic volumes on Highway 212/224 will decrease due to construction of the Sunrise Corridor. Therefore, 2005 was identified as the most critical future period for study.

EXISTING CONDITIONS

The existing conditions analysis identifies the location, function, and performance of transportation facilities currently within the site vicinity. This section sets the stage for a comparison of future conditions. The site was visited and inventoried in December of 2001. At that time, information was collected regarding site conditions, adjacent land uses, existing traffic operations, and transportation facilities in the study area.

Site Conditions and Adjacent Land Uses

The 2.27-acre site consists of two separate parcels, which are located on the west side of SE 135th Avenue and south of Highway 212-224. The southernmost parcel has a single-family home situated on the property while the other parcel is vacant. Within the immediate site vicinity, the property is surrounded by a variety of land uses. To the east and southeast of the property lies a large mobile home development. Immediately south of the property is an area that has been designated by the county as a storm water detention basin. North of the site on the west side of SE 135th Avenue has been developed with a mix of commercial and residential uses including HBIT 6 Z0299-20-CP & Z0300-20-ZAP

McDonalds restaurant, a service station, and additional single family homes. Development west of the site consists primarily of industrial type uses.

Roadway Facilities

This study focuses on two major roadways within the site vicinity: SE 135th Avenue and Highway 212-224. Of these roadways, SE 135th Avenue provides direct access to the subject property. According to the Clackamas County Comprehensive Plan, SE 135th Avenue is classified as a Minor Arterial. This two-lane roadway acts as a collector street for the previously identified surrounding land uses and currently provides the only means of access to/from Highway 212-224.

Highway 212-224 is a five-lane east/west highway providing a regional connection from Interstate 205 to the west and rural Clackamas County to the east. Clackamas County identifies Highway 212-224 as a Major Arterial in the Comprehensive Plan. According to the 1999 Oregon Highway Plan (Reference 1), ODOT classifies this section of Highway 212-224 as a Statewide Highway and a Freight Route.

Table 1 summarizes the existing transportation facilities in the site vicinity and Figure 2 shows the existing lane configurations and traffic control devices at the study intersections and site access driveways.

Roadway	Classification (by jurisdiction)	Posted Speed (mph)	Sidewalks	Bicycle Lanes?	On-Street Parking?
SE 135 th Avenue	Minor Arterial – Clackamas County	Not Posted	No	No	Not Posted
Highway 212-224	Major Arterial – Clackamas County Statewide Highway/ Freight Route - ODOT	45	Yes	Yes	No

Table 1Existing Transportation Facilities

Existing Traffic Volumes and Peak Hour Operations

Based on available traffic information, the kinds of land uses in the area, and typical commuter patterns, it was determined that the weekday a.m. and weekday p.m. peak time periods represent the most critical period for evaluating intersections within the study area. Therefore, the traffic operations analysis focused on the average weekday a.m. and weekday p.m. peak periods of commuter traffic on the adjacent street system.

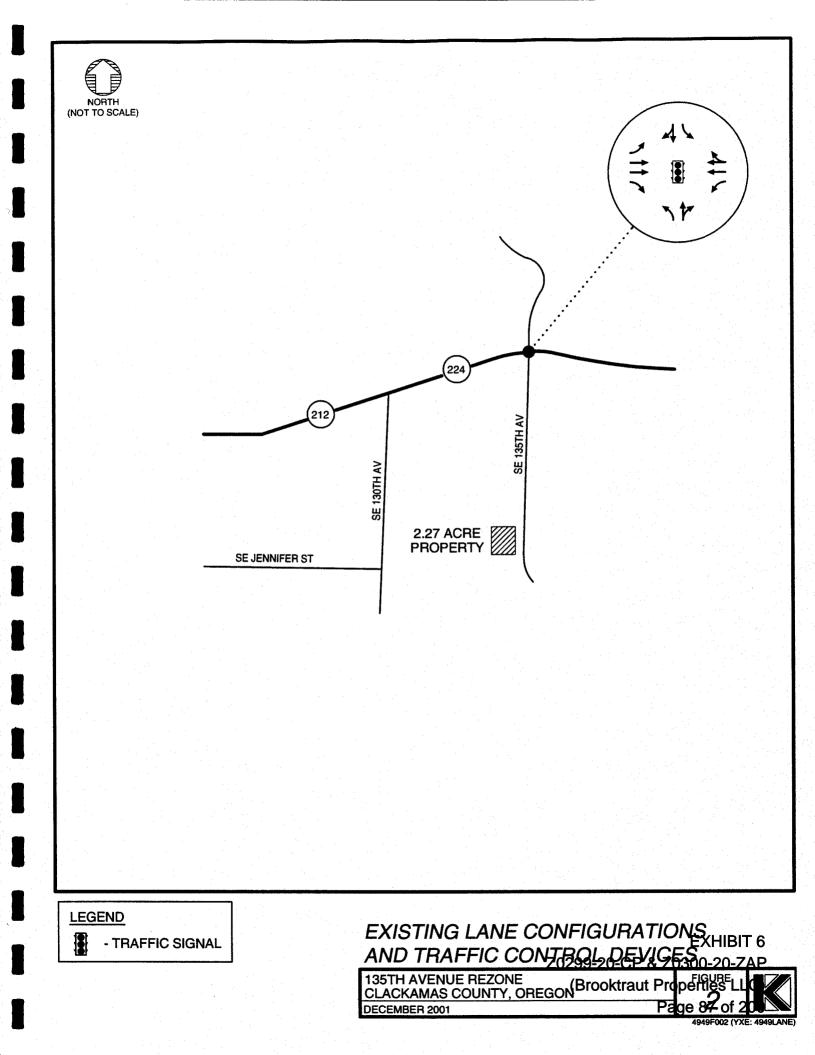
To evaluate the current transportation system conditions within the site vicinity, manual traffic counts of the study intersection were obtained from ODOT. These counts were conducted on a weekday in November 2000 and compared to traffic counts collected in December 2000. The time periods counted were 7:00 a.m. 9:00 a.m. and 4:00 p.m. -6:00 p.m. As requested by ODOT the volumes were increased to account for one year of growth. A growth rate of 2.33-percent was used based on historical ADT data obtained from the ODOT website. The existing weekday

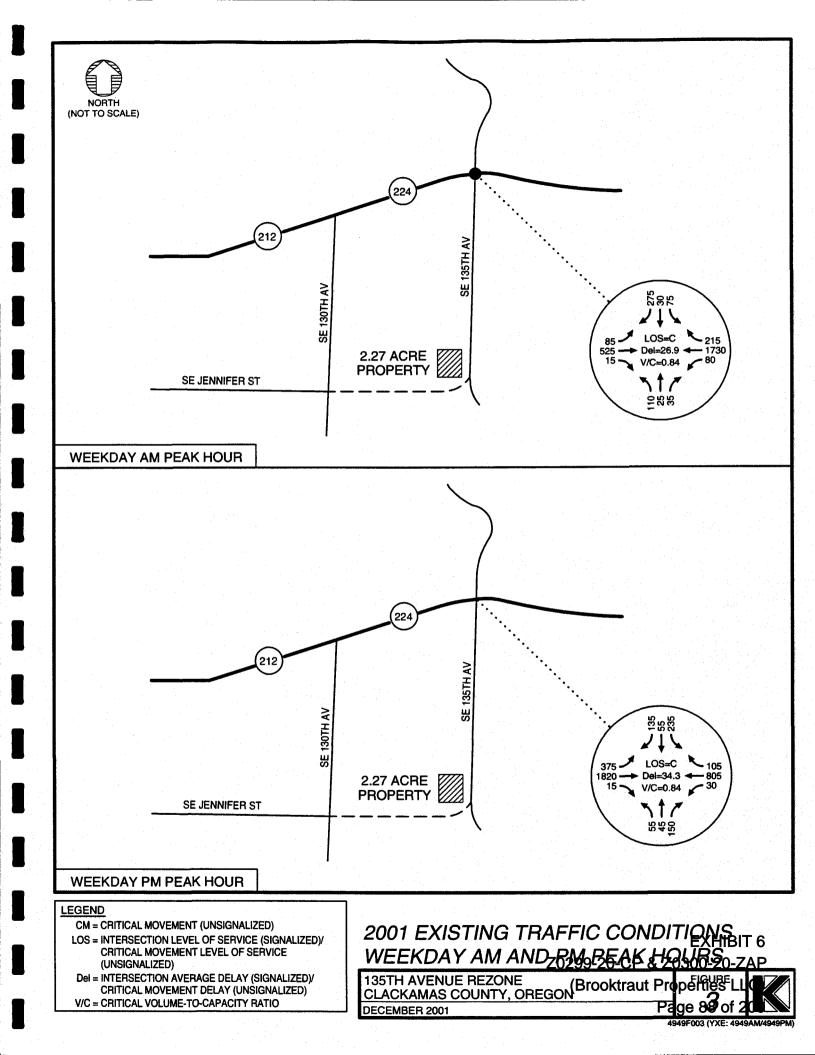
a.m. and p.m. peak period traffic volumes at the study intersection are illustrated in Figure 3. Appendix "A" contains the traffic count sheets used in this study.

Current Levels-of-Service and Volume-to-Capacity Analysis

All operational analyses described in this report were performed in accordance with the procedures stated in the 1997 Highway Capacity Manual (HCM) (Reference 2). Based on the adopted 1999 Oregon Highway Plan, ODOT requires the volume-to-capacity ratio for peak period operations to be used as the intersection operational analysis performance measure. The Highway 212-224/SE 135th Avenue intersection is located on a Statewide Highway within the Portland-metropolitan area and is subject to the Amendment to 1999 Oregon Highway Plan Alternate Highway Mobility Standards (Reference 3). These standards require that a volume-to-capacity (v/c) ratio of 0.99 or lower be maintained for each hour of a two-hour peak operating condition.

The findings of the weekday a.m. and weekday p.m. peak period level-of-service and volume to capacity analyses are summarized in Figure 3. As shown in the figure, the Highway 212-224/SE 135^{th} Avenue intersection is currently operating at above acceptable standards during both the a.m. and p.m. peak hour conditions. The planned Sunrise Corridor is expected to relieve much of this traffic in the future, but because funding for this improvement has not been secured, it has not been included in the analysis within this report. Attachment "B" contains all of the transportation analysis sheets used in this analysis.





FUTURE CONDITIONS ANALYSIS

The future conditions analysis evaluates future traffic conditions under both existing and proposed land use scenarios, and identifies how the traffic impacts of the proposed rezone may differ from those of the existing zoning in both the near-term (2002) and the year 2005. The impacts of traffic generated by the proposed rezone during weekday a.m. and p.m. peak periods was examined as follows:

- Future near-term and long-term transportation improvements and land uses in the site vicinity were identified and reviewed.
- potential land uses within the existing MR-1 zone designation were reviewed and reasonable maximum development scenarios for the site were estimated.
- daily and weekday peak hour site-generated trips were estimated for reasonable maximum development of the 2.27 acres under the MR-1 zoning.
- potential land uses within the proposed I-2 zoning scenario were reviewed and reasonable maximum development scenarios for the site were estimated.
- daily and weekday peak hour site-generated trips were estimated for reasonable maximum development of the 2.27 acres proposed for rezone under the I-2 zoning.
- trip distribution patterns were derived through a review of the peak period directional travel characteristics of the study area intersections and a review of future transportation facilities.
- estimated site-generated traffic volumes for the MR-1 zoning scenario were added to the base 2002 and 2005 traffic volumes to evaluate the total traffic operation levels at the study intersection for the weekday a.m. and p.m. peak periods for both the near-term and long-term horizons.
- estimated site-generated traffic volumes for the proposed I-2 zoning scenario were added to the base 2002 and 2005 traffic volumes to evaluate the total traffic operation level at the study intersection for the weekday a.m. and p.m. peak periods for both the near-term and long-term horizons.
- operational levels at the study intersection were reviewed under both the 2002 and 2005 forecast traffic conditions for both the MR-1 and I-2 zoning scenarios.

Planned Developments and Transportation Improvements

As part of this analysis, planned developments and transportation improvements were identified within the site vicinity. According to the Clackamas County Five (5) Year Transportation Capital Improvement Program (CIP), SE Jennifer Street will undergo an extension of its current three-lane cross-section to SE 135th Avenue. In addition to the SE Jennifer Street extension, SE 135th Avenue will undergo a reconstruction of its roadway surface so that it is better equipped to handle the expected increase in through traffic resulting from the SE Jennifer Street extension. This reconstruction will include a two-lane roadway, bike lanes and sidewalks. According to Clackamas County staff, construction will likely occur in the next year. Thus, for the near-term (2002) analysis this improvement was assumed to be in place. Figure 4 illustrates this **faxtreBIT 6**

roadway configuration. This roadway extension and improvement project will result in increased trips along SE 135th Avenue as vehicles/trucks travel to/from businesses along SE Jennifer Street.

In addition to the SE Jennifer Street extension project, ODOT has a long term plan to construct a project called the "Sunrise Corridor," which is planned as a new four-lane highway from I-205 to the Rock Creek/152nd Avenue junction with the impetus being to relieve congestion along Highway 12-224 and Sunnyside Road. Currently this project is unfunded and thus, is not included in our analysis.

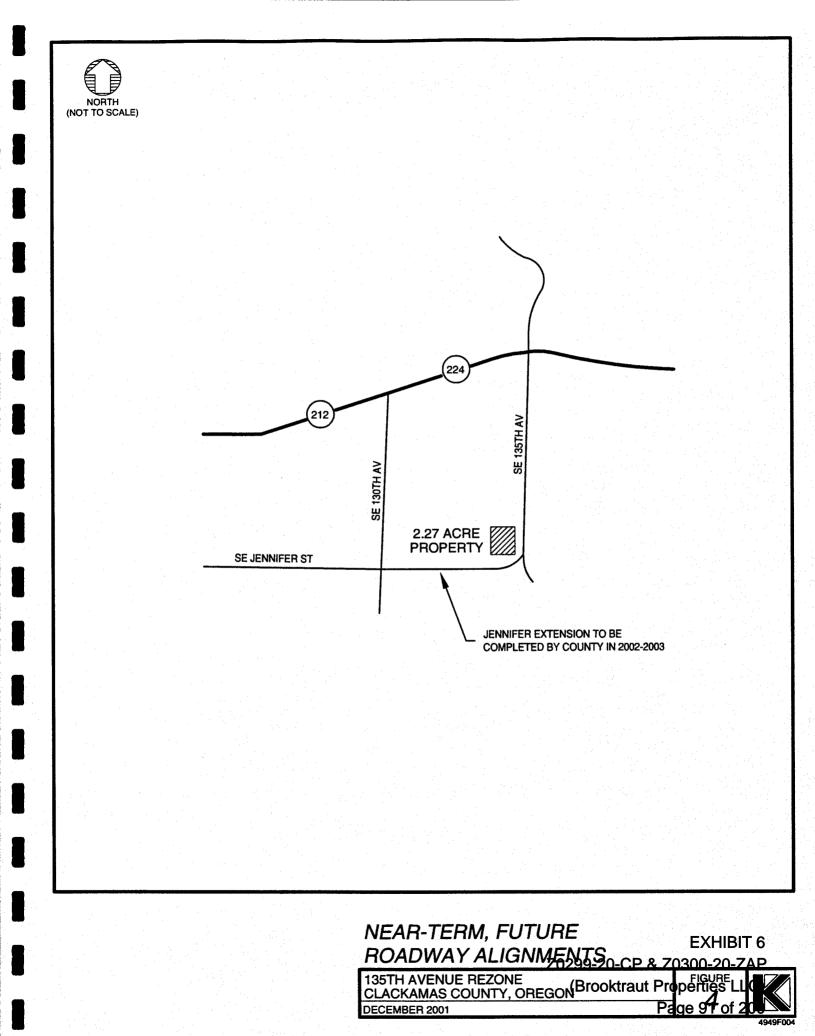
With respect to changes in land use in the vicinity of the site, Clackamas County staff indicated that two new residential developments are being planned in the vicinity of the study intersection. Both of these developments are located north of the Highway 212-224/SE 135th Avenue intersection. Traffic generated by these in-process developments is included in the future background volume analysis.

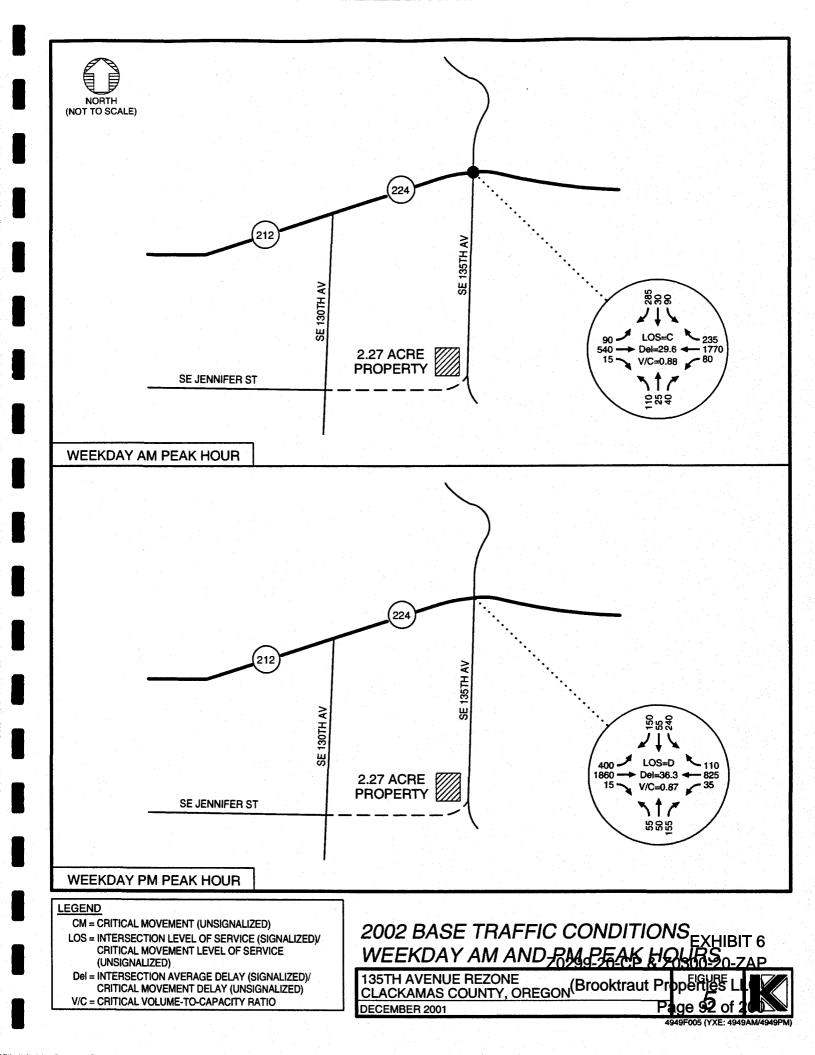
2002 Near-Term Traffic Analysis

Year 2002 base traffic volumes were developed using the following methodology.

- 1) 2000 p.m. peak hour traffic volumes were factored by 2.33% per year to reflect the two year period from 2000 (date of observed traffic counts) to 2002.
- 2) Estimated traffic from approved residential developments was added to the intersection based on information received from Clackamas County.

Figure 5 shows the 2002 weekday a.m. and p.m. peak hour traffic volumes and level of service for the Highway 212-224/SE 135^{th} Avenue intersection under base conditions (without development of the site). As shown in this figure, the 2002 volume-to-capacity ratio during the a.m. peak hour continues to operate within the acceptable ODOT standard.





Zoning Scenarios

The proposed land use action would include the rezone of 2.27 acres of land from *Medium Density Residential (MR-1)* to *Light Industrial (I-2)*. For the purposes of this analysis, the following reasonable maximum development scenarios were used to compare the traffic impacts of the existing MR-1 zoning designation to those of the proposed I-2 zoning scenario.

Existing Zoning

Clackamas County's Zoning and Development Ordinance (ZDO) was reviewed to determine allowed uses in the MR-1 zone and to develop a reasonable worst-case scenario from a trip generation perspective. From the list of allowed uses within the MR-1 zone, the 2.27 acres were assigned as apartments as this land use type generally has the highest trip generating capabilities. Based on the development requirements set forth in the MR-1 zoning ordinance (maximum of twelve units per acre), it was determined that a maximum of 27 apartment units could be developed on the 2.27 acres.

Proposed Zoning

The proposed zoning scenario assumes that the 2.27 acres of MR-1 zoned land would be rezoned entirely to 2.27 acres of I-2 zoned land. As stated in the I-2 zoning ordinance, there are a number of permitted land uses including business park, wholesale distribution, warehouse facilities and manufacturing uses. Lot dimensions and geometry were considered to determine what type of I-2 land use could reasonably be developed and still represent a worst-case development. Of all the permitted uses, a warehousing facility was found to be most compatible with this site, while still producing the worst-case trip generation scenario. After accounting for building setbacks, parking areas, and landscaping requirements, it was found that a warehouse facility of approximately 60,000 square-feet could be developed on this property.

Trip Generation

Estimated daily weekday a.m. and weekday p.m. peak hour vehicle trip ends for the two zoning scenarios (existing and proposed) were derived from empirical observations at other similar developments. These observations are summarized in the standard reference manual, *Trip Generation*, 6th Edition, published by the Institute of Transportation Engineers, 1997 (Reference 4). Table 2 shows the estimated daily and weekday a.m. and p.m. peak hour trip generation characteristics for the existing and proposed zoning designations.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Portlaped of 957 of 200

Land Use	ITE Code	Size	Daily Trips	AM Peak Hour			PM Peak Hour		
				Total	In	Out	Total	In	Out
		Ex	isting MR-	1 Zoning					
Apartments	220	27 Units	295	15	5	10	35	25	10
		Pr	roposed I-	2 Zoning					
Warehousing	150	60,000 ksf	300	25	20	5	30	5	25
Net Trip Change	1		5	10	15	(5)	(5)	(20)	15

	Tab	le	2				
Trip	Generation	С	hara	ictei	rist	iC٤	3

Under the existing zoning, the site could generate approximately 295 net new daily weekday trips on the adjacent street system. Of these trips, approximately 15 trips would occur during the weekday a.m. peak hour and 35 trips would occur during the weekday p.m. peak hour. Under the proposed I-2 zoning scenario, the site could generate up to 300 net new daily trips on the adjacent street system. Of these trips, approximately 25 trips would occur during the weekday a.m. peak hour and 30 trips would occur during the weekday p.m. peak hour.

Consequently, reasonable worst-case development of the site under the proposed I-2 zoning could result in up to 5 additional daily trips, 10 additional weekday a.m. peak hour trips, and 5 fewer weekday p.m. peak hour trips.

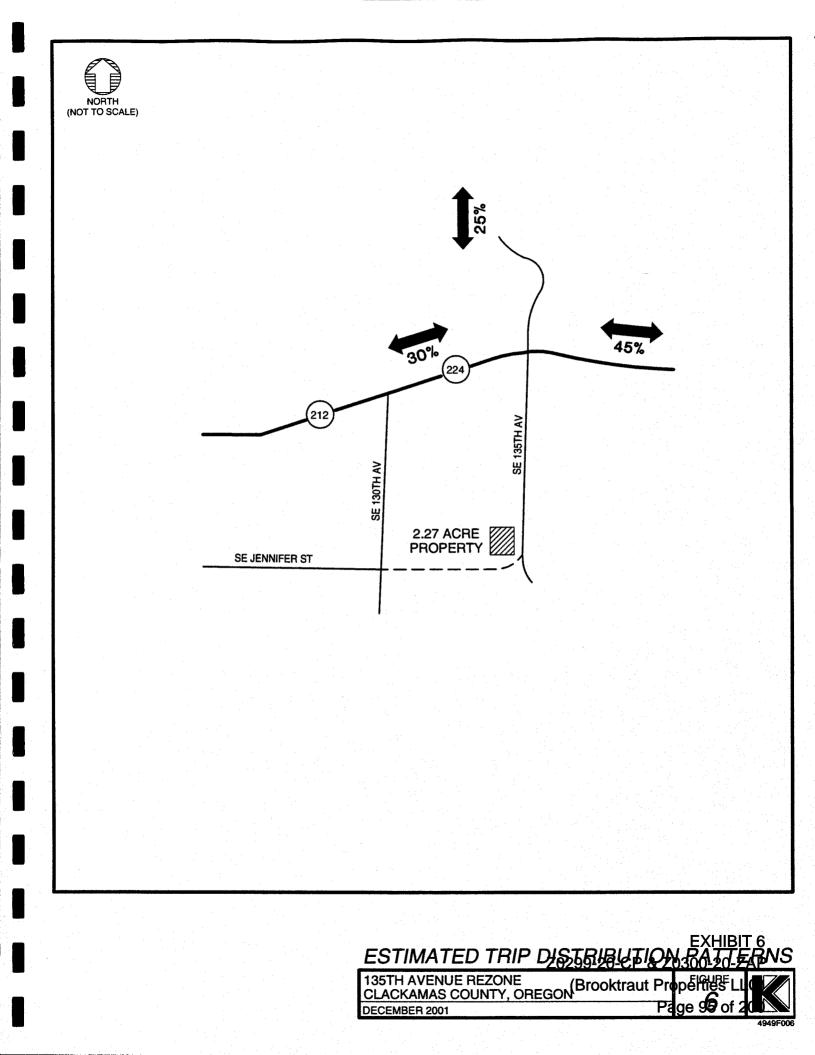
Trip Distribution and Assignment

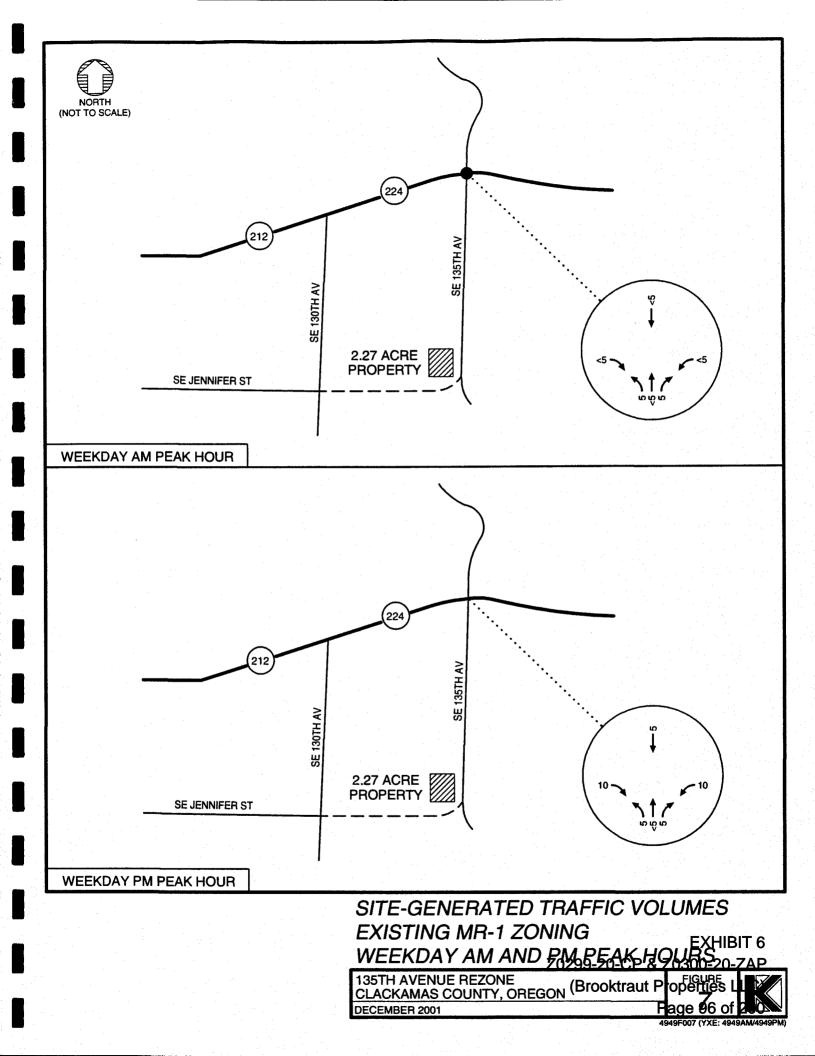
The distribution of site-generated trips on the study area roadway system was analyzed by evaluating the existing peak period directional travel characteristics at the Highway 212-224/SE 135th Avenue intersection. In addition, future transportation network improvements were considered in developing the trip distribution pattern. Figure 6 illustrates the estimated trip distribution pattern for trips generated by the site. No traffic was distributed to SE Jennifer Street in order to ensure the worst-case scenario at the study intersection.

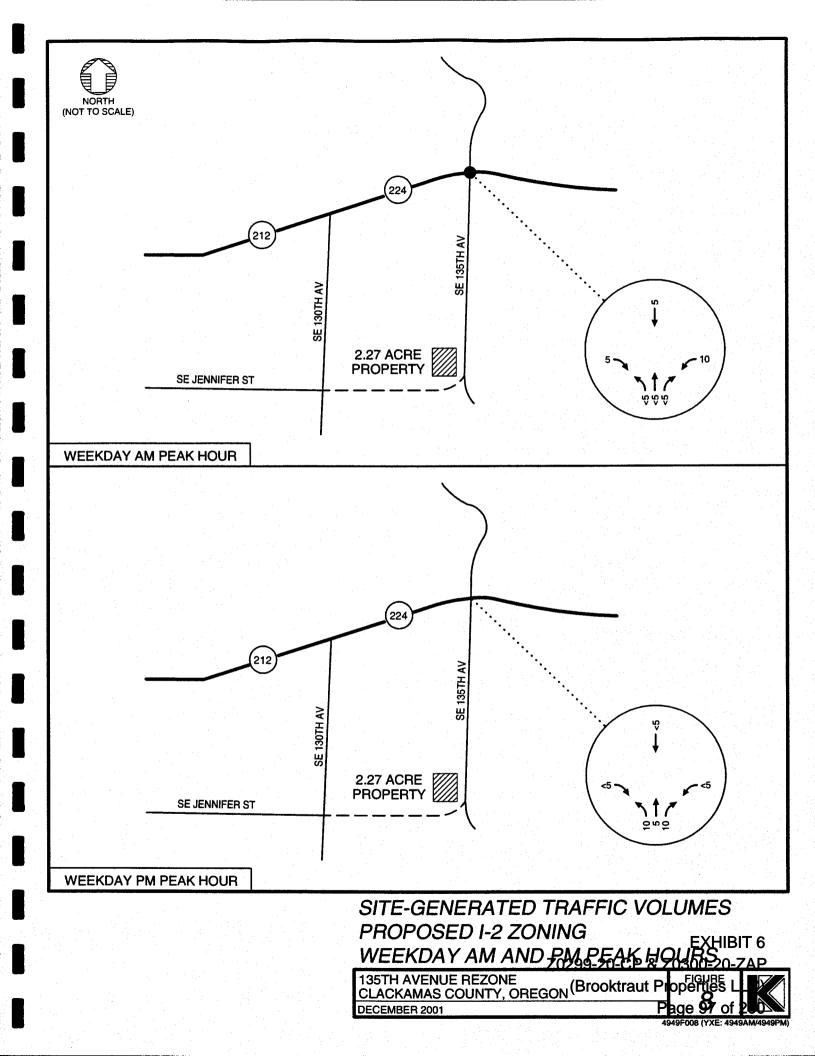
The estimated site-generated traffic for each zoning scenario was assigned to the surrounding transportation system based on the trip distribution pattern. The weekday a.m. and p.m. site-generated traffic assignments at the subject intersection under existing MR-1 zoning are shown in Figure 7. The a.m. and p.m. site-generated traffic assignments at the subject intersection under the proposed I-2 zoning are shown in Figure 8.

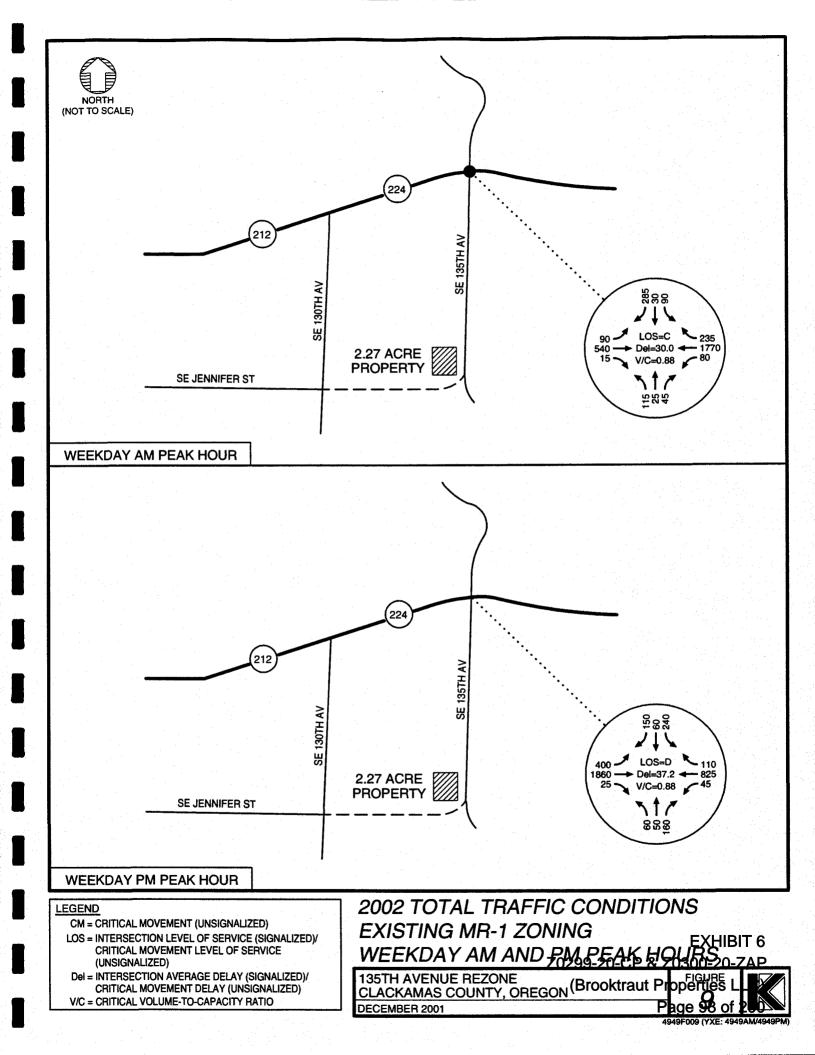
2002 Total Traffic Volumes and Level of Service

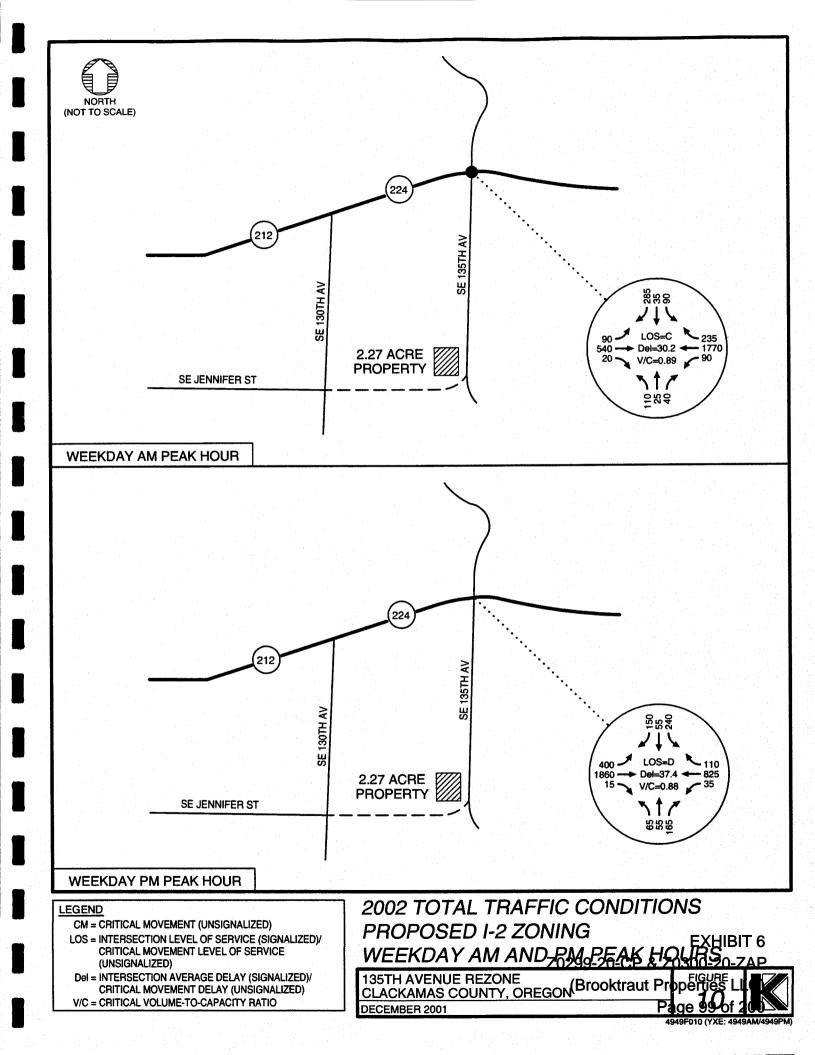
Figures 9 and 10 show the total traffic volumes projected for the near-term (2002) under each of the zoning scenarios. The volume-to-capacity ratio at the Highway 212-224/135th Avenue intersection does not exceed the threshold of 0.99 in either of the zoning scenarios.











2005 Traffic Conditions

2005 Base Traffic Volumes

The year 2005 base traffic volumes represent the typical traffic volumes that are projected to occur within the study area in the year 2005, under the existing zoning. They will be compared with the traffic volumes predicted to occur under the proposed I-2 zoning to identify whether the proposed zoning will cause significant traffic impacts that would not occur under the existing zoning. Figure 11 shows the year 2005 base traffic volumes for the weekday a.m. and p.m. peak periods.

As shown in Figure 11, the projected 2005 base traffic volumes at the Highway 212-224/SE 135th Avenue intersection result in acceptable operations. The volume-to-capacity ratio does not exceed the ODOT threshold in either peak hour. The worsening conditions are a result of general growth in the region associated with additional residential development east of the proposed site.

The next two sections discuss total traffic conditions with the reasonable development of the existing MR-1 zoning designation and the proposed I-2 zoning scenario.

Year 2005 Traffic Operations with Existing MR-1 Zoning Designation

For the year 2005 total traffic analysis under the existing MR-1 zoning designation, the base weekday a.m. and p.m. peak hour traffic volumes shown in Figure 11 were added to the site-generated traffic shown in Figure 7. Figure 12 shows the 2005 total traffic volumes for the weekday a.m. and p.m. peak periods under the existing MR-1 zoning designation.

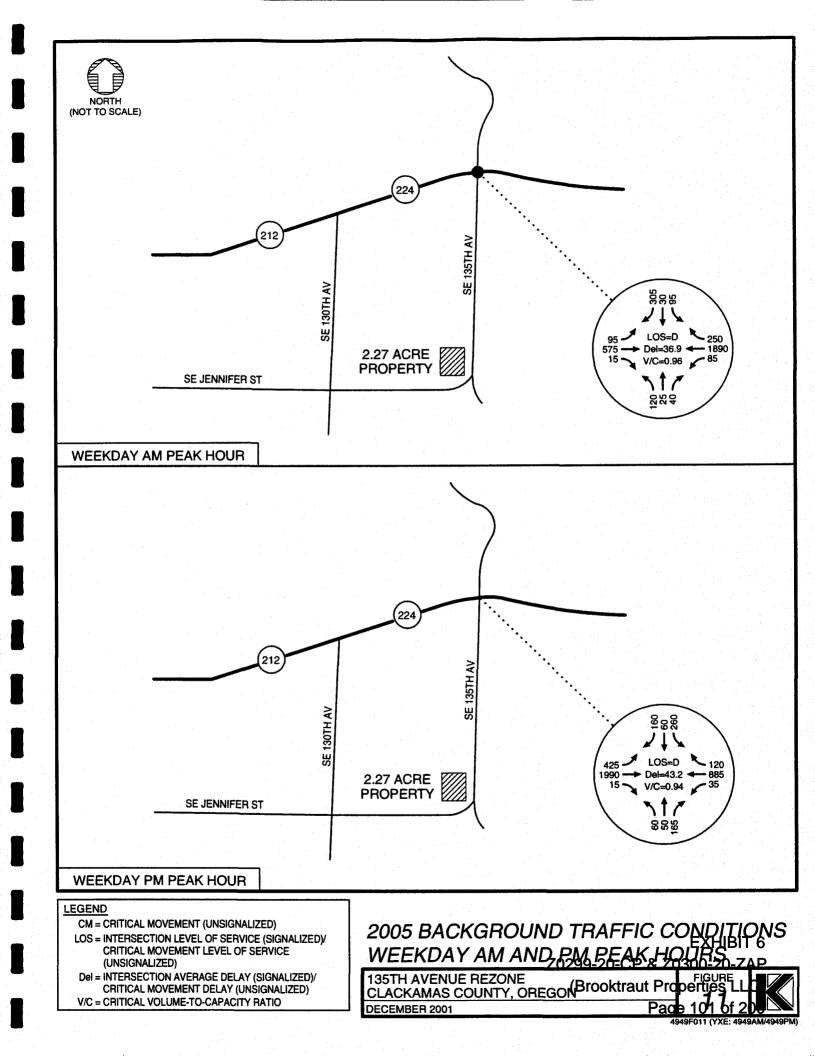
As shown in Figure 12, the Highway 212-224/SE 135th Avenue intersection is forecast to operate at a volume-to-capacity ratio less than the ODOT standard of 0.99 during the peak hour.

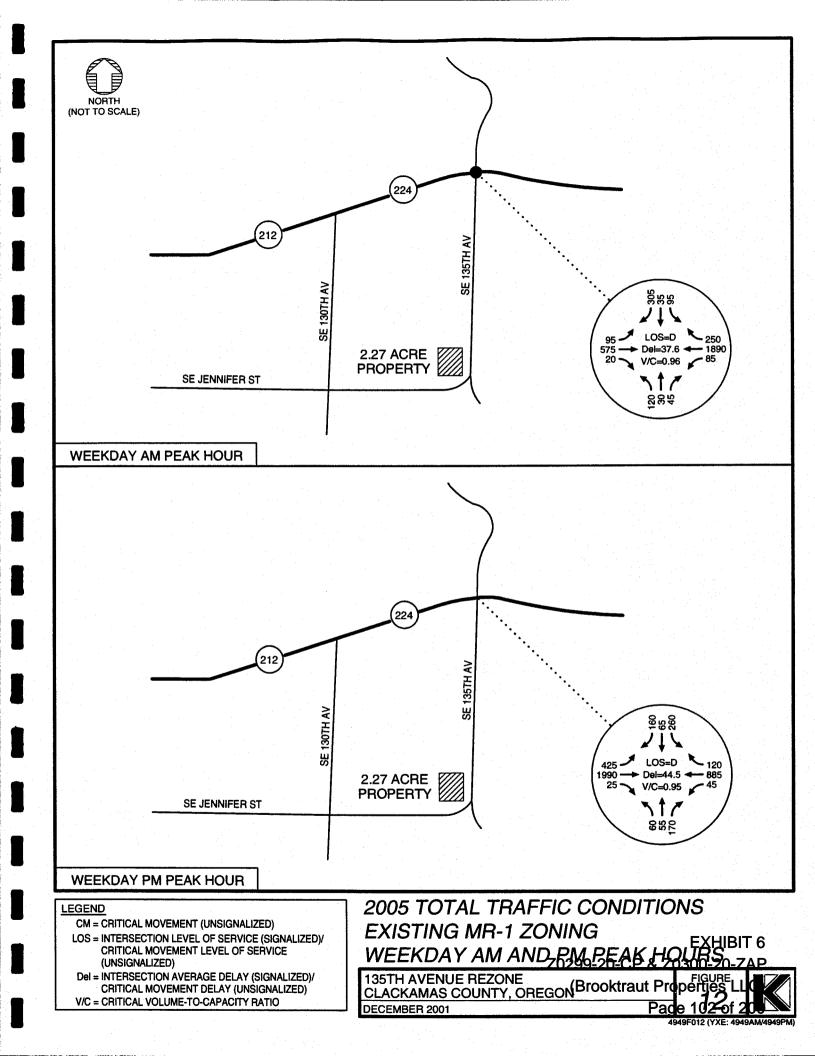
Year 2005 Traffic Operations with Proposed I-2 Zoning Scenario

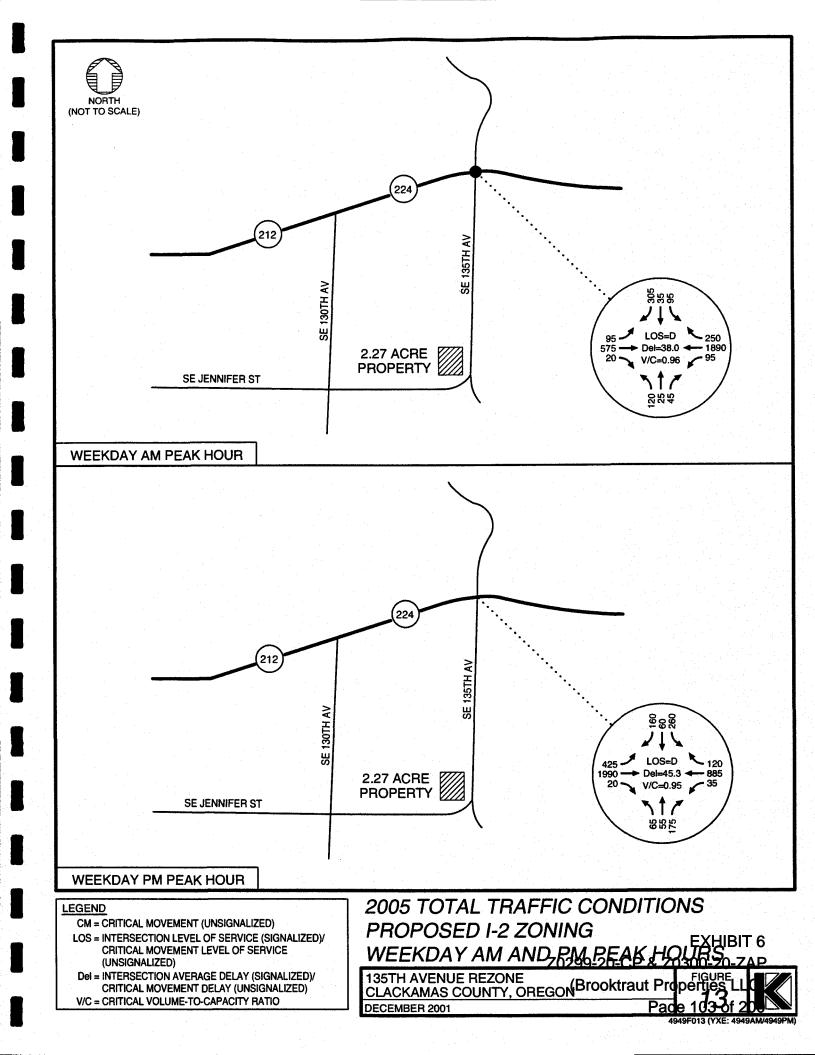
For the year 2005 total traffic analysis under the proposed I-2 zoning designation, the base weekday a.m. and p.m. peak hour traffic volumes shown in Figure 11 were added to the site-generated traffic shown in Figure 8. Figure 13 shows the 2005 total traffic volumes for the weekday a.m. and p.m. peak periods under the proposed I-2 zoning designation.

As shown in Figure 13, the Highway 212-224/SE 135th Avenue intersection is forecast to operate at a volume-to-capacity ratio less than the ODOT standard of 0.99 during the peak hour.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) *Porte*#%g€r#670 of 200







FINDINGS AND CONCLUSIONS

Based on the results of the study described in this report, the proposed zone change can occur without significantly affecting the transportation facilities within the site vicinity. Transportation improvements required in the long term to maintain satisfactory operations at the Highway 212-224/SE 135th Avenue intersection have been previously identified and these improvements would be needed with or without the proposed zone change. This analysis developed the following findings and conclusions.

Findings

- The Highway 212-224/SE 135th Avenue intersection currently functions at acceptable operating standards during both the weekday a.m. and p.m. peak periods.
- SE Jennifer Street is planned to be extended to SE 135th Avenue sometime within the next two years according to the Clackamas County Five Year Capital Improvement Plan. Along with this extension of SE Jennifer Street, the surface of SE 135th Avenue will be reconstructed and sidewalks and bicycle lanes will be added.
- ODOT has a long-term plan to construct the Sunrise Corridor project, which involves a new four-lane roadway connection from I-205 to the Rock Creek Junction (at about 152nd). This project will substantially reduce traffic volumes on the existing Highway 212-224, thereby relieving future congestion at the Highway 212/224/135th Avenue intersection with or without site development.
- Development of the 2.27 acres of I-2 uses (proposed zoning) as compared to 2.27 acres of MR-1 uses (existing zoning) would generate 5 more daily trips, 10 more a.m. peak hour trips, and 5 fewer p.m. peak hour trips.
- Under 2002 conditions with or without the proposed rezone, the Highway 212-224/SE 135th Avenue intersection will function above acceptable operating standards.
- Under 2005 conditions with or without the proposed rezone, the Highway 212-224/SE 135th Avenue intersection will function above acceptable operating standards.
- Previous studies have identified improvements at the Highway 212-224/SE 135th Avenue intersection, which would be needed by 2020 to meet ODOT standards. These improvements would be required with or without the proposed zone change and include construction of the Sunrise Corridor.

Conclusions

• The proposed zone change will not significantly affect the transportation system, as it will not degrade traffic operations beyond the existing zoning designation. As such, the TPR requirements for plan amendments are satisfied.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Portiand, Oregon Page 104 of 200 Highway 212/224 Commercial Rezone January 2, 2002

I trust that this analysis provides you the analysis necessary to evaluate the affect of the proposed zone change. If I can assist you further, please don't hesitate to call.

Sincerely, KITTELSON & ASSOCIATES, INC.

FERENALLONCE

Peter Koonce, P.E. Engineer

Sear 55-

Scott Beaird Transportation Analyst

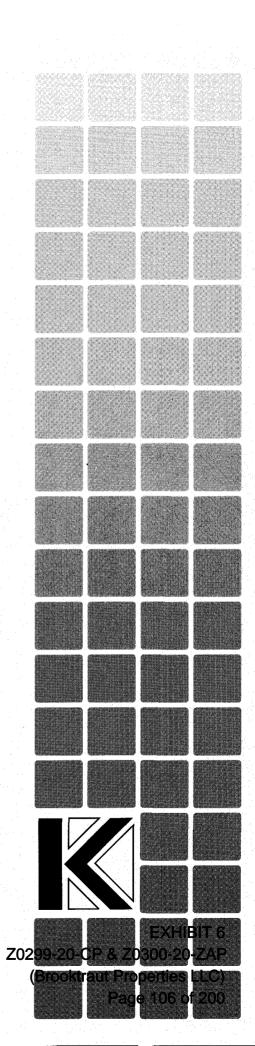
cc: Chris Christopherson, Clackamas County Joseph Marek, Clackamas County John Bosket, Oregon Department of Transportation

References:

- 1. Oregon Department of Transportation. 1999 Oregon Highway Plan. 1999.
- 2. Transportation Research Board. Highway Capacity Manual, Special Report No. 209. 1997.
- 3. Oregon Department of Transportation. Amendment to 1999 Oregon Highway Plan Alternate Highway Mobility Standards. 2000.
- 4. Institute of Transportation Engineers. ITE Trip Generation Manual, Sixth Edition. 1997.

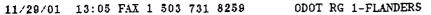
Appendices:

- "A" Traffic Count Data
- "B" Traffic Analysis Worksheets
- "C" Description of Level of Service Methods and Criteria



Appendix A

Traffic Count Data



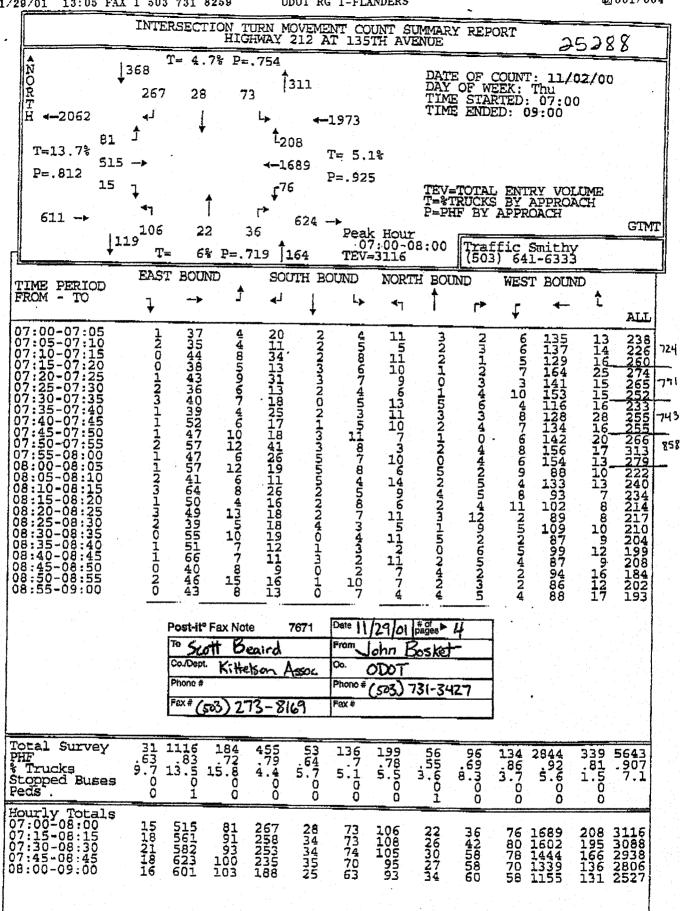
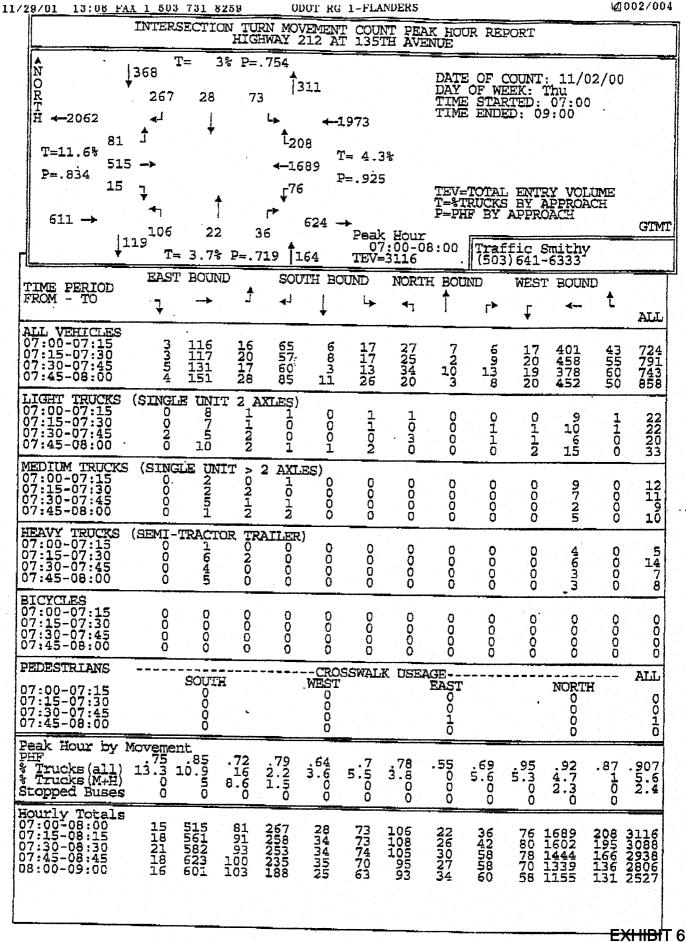


EXHIBIT 6

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Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC) Page 108 of 200

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Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 109 of 200

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EXHIBIT 6

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Appendix B

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Traffic Analysis Worksheets

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Kittelson & Associations, Inc. Project # 4049 2001 Existing Conditions, Weekday M Peak Period Turning Movement Report Volume Morthbound Estimu Right Left Thru Right Left Thru Right Westbound Type Left Thru Right Left Thru Right Left Thru Right Westbound Type Left Thru Right 212-264/SE 135th Areau Base 108 23 37 75 29 273 83 527 15 78 1728 213 Added 108 23 37 75 29 273 83 527 15 78 1728 213 Added 108 23 37 75 29 273 83 527 15 78 1728 213 Added 108 29 77 9 20 20 8 527 15 78 1728 213 Added 108 29 9 75 20 273 83 527 15 78 1728 213 Added 108 29 9 75 20 273 83 527 15 78 1728 213 Added 108 29 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 70 9 20 00 10 9 10 0 0 108 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 75 20 273 83 527 15 78 1728 213 Added 108 20 9 75 75 20 273 83 527 15 78 1728 213 Added 108 20 9 77 71.0007 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES,	Weekday AM	Fri Dec 21, 2001 15:28:32	Page 1-1	Weekday AM Frived 21, 2001 12:20:32 Fage 21
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Fri Dec 21, 2001 15:28:32	Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone 2001 Existing Conditions, Weekday AM Peak Period	Level Of Service Detailed Computation Report 1997 HCM Operations Method Base Volume Alternative	#1 Highway 212-224/SE 135th Avenue ***********************************	Lane Utilization Module: 0 0 1 0 1 0 0 1 0 2 0 1 RT RT L RT L T R 1 1 1 1 1 1 1 2 1	Saturation Adj Module: 12 12 12 12 12 12 12 12 12 0% 0% 0% 0% 0% No 0% 0 00 00 00	< < Other > > > e Inclu	f(lt) 5 xxxx	Add Medule: 0.00 1.00	0.91 0.90 1.00 1.00 1.00 1.00 1.00 1.00	Factor Module: < < < < < < < < < < < < < < < > > > > >	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES,	
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Page 5-1		***	0.842 26.9 C	lest Bound T - Protected	!	8 1728 0 1.00 1 728		1900 0.94 3169	0.55 0.65 0.84	1.00 19.4 47		
	:telson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone Existing Conditions, Weekday AM Peak Period	vice Computation Report ethod (Base Volume Alternative) 135th Avenue	Cycle (sec): 120 Critical Vol./Cap. (X): 0.842 Loss Time (sec): 12 (Y+R = 4 sec) Average Delay (sec/veh): 26.9 Optimal Cycle: 94		ude Include 0 4 1 0 1 0 2 0 1 1 0 	29 273 83 527 15 78 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00 29 273 83 527 15 78 1	527 15 78 1 1.00 1.00 1.00 1.00 1 527 15 78		0.16 0.01 0.05 0.55 0 0.25 0.55 0.16 0.65 0 0.29 0.02 0.29 0.64	1.00 1.00 <td< td=""><td>1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, I</td><td></td></td<>	1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, I	

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Kittelson & Associates, Inc. Pro SE 135th Avenue Rezone	Project # 4949 zone	# 4949		
2001 Existing Conditions, Weekday AM Peak Period	y AM Pea	k Period		: 1
Level Of Service Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HCM Operations Method	(Permitt ethod	ed Left 1	lurn Sat /	(įb)
Base Volume A ####################################	11Ve ******	******	L Cernat 1 ve ************************************	******
жинининикиникиникиникиникиникиникиникини	North	South	East	West
Cycle Length, C:	120	120	XXXXXX	XXXXXX
Actual Green Time Per Lane Group, G:	22.86	22.86	XXXXXX	XXXXXX
Effective Green Time Per Lane Group, g:	22.86	22.86	XXXXXX	XXXXXX
	22.86	22.86	XXXXXX	XXXXXX
ber Öf Opposing Lanes, No:	-	~	XXXXXX	XXXXXX
Number Of Lanes In Lane Group, N:	-	-	XXXXXX	XXXXXX
	108	ĉ	XXXXXX	*****
Proportion of Left Turns in Lane Group, Plt:	1.00	1.00	XXXXXX	XXXXXX
Proportion of Left Jurns in Opp Flow, Plto:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Left Turns Per Cycle, LTC:	3.60	2.50	XXXXXX	XXXXXX
usted Opposing Flow Rate, Vo:	212	60	XXXXXX	XXXXXX
Opposing Flow Per Lane Per Cycle, Volc:	7.07	2.00	XXXXXX	XXXXXX
Opposing Platoon Ratio, Rpo:	1.00	1.00	XXXXXX	XXXXXX
	4.00	00 • •	XXXXXX	XXXXXX
Eff grn until arrival of left-turn car, gf:	0.00	00-0	XXXXXX	XXXXXX
Opposing Queue Ratio, gro:	0.81	0.81	XXXXXX	XXXXXX
Eff grn blocked by opposing queue, gq:	8.97	0.0	XXXXXX	XXXXXX
Eff grn while left turns filter thru, gu:	13.89	22.86	XXXXXX	XXXXXX
lax opposing cars arriving during gq-gf. n:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Proportion of Opposing Thru & RT cars, ptho:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
eft-turn Saturation Factor, fs:	0.74	0.84	XXXXXX	XXXXXX
	1.00	1.00	XXXXXX	XXXXXX
Through-car Equivalents, ell:	1.62	1.39	XXXXXX	XXXXXX
Single Lane Through-car Equivalents, el2:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Minimum Left Turn Adjustment Factor, fmin:	0.17	0.17	XXXXXX	XXXXXX
Single Lane Left Turn Adjustment Factor, fm:	0.38	0.72	XXXXXX	XXXXXX

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EXAN.OUT 12-21-101 3:36p

Weekday PM K Z001	21, 2001 iates, I h Avenue ions, We	Weekday PM Fri Dec 21, 2001 15:28:33 Page 2-1 Kittelson & Associates, Inc. Project 4949 2001 Existing Conditions, Weekday PM Peak Period
Scenario: Command:	Scenario Report Weekday PM Weekdav PM	Turning Movement Report Volume Northbound Southbound Eastbound Total
Volume: Geometry: Impactfee: Trip Generation: Trip Distribution: Paths: Routes: Configuration:	Чеескаау РЯ Чесскаау РЯ Кесскаау РЯ Кесскаау РЯ Кесскаау РА Карау Ра Кара Ра Карау Ра Кара Ра Кара Ра Кара Ра	Left Thru Right Left Thru Right 35th Avenue 235 53 137 375 1818 15 0 0 0 235 53 137 375 1818 15 235 53 137 375 1818 15
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	s, In enue , Vee	/sis Serv	Base Del/ LOS Veh C 34.3 0.8		.
5	Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2001 Existing Conditions, Weekday PM Peak Period	Impact Analysis Report Level Of Service			S S S D
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Weekday PM			Intersection # 1 Highway		
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Page 5-1			Westbound L T R 32 806 10		Licensed to DOWLING ASSOCIATES, INC.
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31		•	• -		Page 117 of 200

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i Dec 21, 2001 15:28:33 Page 5-1 Weekday PM Associates, Inc. Project 4949 Kittel 135th Avenue Rezone conditions, Weekday PM Peak Period 2001 Exis	on Report Lume Alternative) ***********************	**************************************	R L T R L T R L L R L L R L L R L L R L L R L <thl< th=""> <thl< th=""> <thl< th=""> <thl< th=""></thl<></thl<></thl<></thl<>	375 1818 15 32 806 104 Parking/Hr: 1.00 1.00 1.00 1.00 1.00 1.00 1.01 375 1818 15 32 806 104 Parking/Hr: 1.00 1.00 1.00 1.00 1.00 1.00 1.01 1.00 1.00 1.00 1.00 1.00 1.01 1.01 1.00 1.00 1.00 1.00 1.00 1.00 1.01 1.01 375 1818 15 32 806 104 % RT Prtct: Inc	375 1818 15 32 806 104 HCM Ops f(rt) and f(lt) 1.00 1.00 1.00 1.00 1.00 1.00 1.00 and f(lt) 375 1818 15 32 806 104 f(rt) case: 2 xxxx 375 1818 15 32 806 104 f(rt) case: 2 xxxx 375 1818 15 32 806 104 f(rt) case: 2 xxxx 1700 1.00 1.00 1.00 1.00 1.00 f(rt) case: 2 xxxx 375 1818 15 32 806 104 f(rt) case: 2 xxxx 1900 1900 1900 1900 1900 1900 1900 900 900	1.00 2.00 1.00	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	fečfr: 1.00 1.00 fix 7.1.0607 (c)	
Fri Dec 21, 2001 15:28:33 Page Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2001 Existing Conditions, Weekday PM Peak Period	utation Re ethod tive	Intersection #1 Highway 212-224/SE 135th Avenue	0 0 1 0 1 0 1 0 1 0 1 0 1 0 2 0 1 1 0 1 1 0 RT RT L RT L T R L R L R L R 2 2 1 1 1 1 1 1 1 2 1 1 2 2 turation Adj Module: 2 12 12 12 12 12 12 12 12 12 12 12 12 12	22 02 02 40 No 0 0 0 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	f(lt) Adj Case Module: 5 xxxx 2 xxxx 2 xxxx 5 5 xxxx 2 xxxx 2 xxxx 5 7 xxx 1 xxxx 1 xxx 1 xxxx 1 xxx 1 xxxx 1 xxx 1 xxx 1 xxx 1 xxxx 1 xxx 1 xxx 1 xxx 1 xxxx 1 xxx 1 xxxx 1 xxx 1 xxxx 1 xxxx 1 xxx 1 xxx 1 xxx	1.00 1.00 XXXX 1.00 1.00 XXX XXXX 1.00 XXXX 1.00 1.00 XXXX 1.00 1.00 XXX XXXX 1.00 XXXX 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00	1.00 1.00	.00 1.00 1.00 1.00 1. (c) 1999 Dowling Assoc.	

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Fri Dec 21, 2001 15:28:33 Weekday PM

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Page 6-2

Kittelson & Associates, Inc. Project 4949

SE 135th Avenue Rezone 2001 Existing Conditions, Weekday PM Peak Period

Level Of Service Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HCM Operations Method

жананананананананананананананананананан	North	South	East	West
Cycle Length, C:	120	120	XXXXXX	XXXXXX
Actual Green Time Per Lane Group, G:		34.93	XXXXXX	XXXXXX
Effective Green Time Per Lane Group, g:		34.93	XXXXXX	XXXXXX
Opposing Effective Green Time, go:		34.93	XXXXXX	XXXXXX
Number Of Opposing Lanes, No:	-	-	XXXXXX	XXXXXX
Number Of Lanes In Lane Group, N:	-	-	XXXXXX	XXXXXX
Adjusted Left-Turn Flow Rate, Vlt:	54	235	XXXXXX	XXXXXX
Proportion of Left Turns in Lane Group, Plt:		1.00	XXXXXX	XXXXXX
Proportion of Left Turns in Opp Flow, Plto:		XXXXXX	XXXXXX	XXXXXX
Left Turns Per Cycle, LTC:	1.80	7.83	XXXXXX	XXXXXX
Adjusted Opposing Flow Rate, Vo:		197	XXXXXX	XXXXXX
Opposing Flow Per Lane Per Cycle, Volc:		6.57	XXXXXX	XXXXXX
Opposing Platoon Ratio, Rpo:		1.00	XXXXXX	XXXXXX
Lost Time Per Phase, tl:		4.00	XXXXXX	XXXXXX
Eff grn until arrival of left-turn car, gf:	0.00	0.0	XXXXXX	XXXXXX
Opposing Queue Ratio, gro:		0.71	XXXXXX	XXXXXX
Eff grn blocked by opposing queue, gq:		6.45	XXXXXX	XXXXXX
Eff grn while left turns filter thru, gu:		28.48	XXXXXX	XXXXXX
Max opposing cars arriving during gq-gf, n:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Proportion of Opposing Thru & RI cars, ptho:	×	XXXXXX	XXXXXX	XXXXXX
Left-turn Saturation Factor, fs:	0.76	0.75	XXXXXX	XXXXXX
Proportion of Left Jurns in Shared Lane, pl:		1.00	XXXXXX	XXXXXX
Through-car Equivalents, ell:		1.60	XXXXXX	XXXXXX
Single Lane Through-car Equivalents, el2:	×	XXXXXX	XXXXXX	XXXXXX
Minimum Left Turn Adjustment Factor, fmin:	0.11	0.11	XXXXXX	XXXXXX
Single Lane Left Turn Adjustment Factor, fm:	0.52	0.51	XXXXXX	XXXXXX
Left Turn Adjustment Factor, flt:	0.52	0.51	XXXXXX	XXXXXX
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Abouting Assoc. Licensed to Douling Assoc. Licensed to Dou	Weekday Am Ki 2002 Back	<pre>Fri Dec 21, 2001 15:29:30 Kittelson & Associates, Inc. Project # 4949 Background Traffic Conditions, Weekday AM Peak Period</pre>	Page 1-1	Weekday AM Kitt 2002 Backgr	Kittelson & Associates, Inc. Project SE 135th Avenue Rezone 2002 Background Traffic Conditions, Weekday	2001 15:29:30 	t # 4949 AM Peak Period	Page
ومسلين وم		kday AM	8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8	- - - - - - - - - - - - - - - - - - -	Turning Move	ement Report	0 1 1 1 1 4 4 5 6 7 8 8 8 8 8 8 8 8 8 8 8 8 8	
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1) The second of	uconctry: Impact Fee: Trip Generation: Trip Distribution: Paths: Routes: Configuration:	Weekday AM Weekday AM Weekday AM Weekday AM Weekday AM		#1 Highway 212-224/SE Base 110 24 3 Added 0 0 PassBy 0 0 Total 110 24 3	5th Avenue 77 30 0 1 77 30 77 30	539 539 539	80 1768 0 0 80 1768 80 1768	
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Weekday AM Fri Dec 21, 2001 15:29:31 Weekday AM Kittelson & Associates, Inc. Project # 4990 Z002 Background Traffic Conditions, Weekday AM Peekday AM Z002 Background Traffic Conditions, Weekday AM Peekday AM Z002 Background Traffic Conditions, Weekday AM Peekday Z002 Background Traffic Conditions, Weekday AM Peekday Z002 Background Traffic Conditions, Weekday Peekday Intersection #1 Highway 212-224/SE 135th Avenue Peekday Maprosci: Not Home Alternative Intersection #1 Highway 212-224/SE 135th Avenue Peekday Approsci: Not Home Alternative Maprosci: Not Home Alternative Mare Type Not Home Alternative Mare Type Not Home Alternative Mare Type Not

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Page 6-2

Project # 4949 Kittelson & Associates, Inc. Pro SE 135th Avenue Rezone

2002 Background Traffic Conditions, Weekday AM Peak Period ----

Level Of Service Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HCM Operations Method Future Volume Alternative

****** West

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East	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
South	120	23.48	23.48	23.48	-	-	88	1.00	XXXXXX	2.93	62	2.07	1.00	4.00	00.0	0.80	00.0	23.48	XXXXXX	XXXXXX	0.84	1.00	1.39	XXXXXX	0.17	0.72	0.72	
North	120	23.48	23.48	23.48	.	-		1.00	XXXXXX	3.67	225	7.50	1.00	4.00	00.0		62.6	13.69	XXXXXX	XXXXXX	0.73	1.00	1.64	XXXXXX	0.17	0.36	0.36	******
Approach:	Cycle Length, C:	Actual Green Time Per Lane Group, G:	Effective Green Time Per Lane Group, g:	Opposing Effective Green Time, go:	Number Of Opposing Lanes, No:	Number Of Lanes In Lane Group, N:	Adjusted Left-Turn Flow Rate, Vlt:	Proportion of Left Turns in Lane Group, Plt:	Proportion of Left Turns in Opp Flow, Plto:	Left Turns Per Cycle, LTC:	Adjusted Opposing Flow Rate, Vo:	Opposing Flow Per Lane Per Cycle, Volc:	Opposing Platoon Ratio, Rpo:	Lost Time Per Phase, tl:	Eff grn until arrival of left-turn car, gf:	Opposing Queue Ratio, qro:	Eff grn blocked by opposing queue, gq:	Eff grn while left turns filter thru, gu:	Max opposing cars arriving during gq-gf, n:	Proportion of Opposing Thru & RI cars, ptho:	Left-turn Saturation Factor, fs:	Proportion of Left Jurns in Shared Lane, pl:	Through-car Equivalents, ell:	Single Lane Through-car Equivalents, el2:	Minimum Left Turn Adjustment Factor, fmin:	Single Lane Left Turn Adjustment Factor, fm:	Left Turn Adjustment Factor, flt:	

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Weekday PM	Fri Dec 21, 2001 15:29:33	Page 1-1	weekday PM	Fri vec zi, zuul 13:29:33			
2002	Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone Background Traffic Conditions, Weekday PM Peak	Period	002	Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone Background Traffic Conditions, Weekday PM Peak	Inc. Project 4 Je Rezone Ons, Weekday PM	949 Peak Period	
Scenario:	Scenario Report Weekday PM			Turning Movement Report	ent Report		
Command: Volume: Geometry: Impact Fee: Trip Generation: Trip Distribution: Rautes: Configuration:	Leekday PM Veekday PM Veekday PM Veekday PM Veekday PM Veekday PM Veekday PM Veekday PM		Volume Northbound Type Left Thru Right #1 Highway 212-224/SE 13 Base 55 48 153 Added 0 0 0 PassBy 0 0 0 PassBy 55 48 153	Southbound Left Thru Right 5th Avenue 240 54 140 0 0 240 54 140 240 54 140	Eastbound Left Thru Right 384 1860 15 16 0 0 16 0 0 384 1860 15	Westbound Total Left Thru Right Volume 3314 33 825 106 3914 0 0 0 0 0 33 825 106 3914 33 825 106 3914	Total ght volume 106 3914 0 0 4 322 106 3914
EXHIBIT 6 Z0299-20-CP & Z03ؤ0-20-ZAP (Brooktraut Properties LLC) Page 124 of 200	(c) 1999 Dowling Assoc. Licensed	to DONLING ASSOCIATES, INC.	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES.	1999 Dowl ing Assoc	Licensed to D	DULLING ASSOCIATION	

ICA 4PRINT + 0.633 D/V Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. Change Page 4-1 5 Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2002 Background Traffic Conditions, Weekday PM Peak Period Future Del/ V/ LOS Veh C D 36.3 0.869 Fri Dec 21, 2001 15:29:33 Base Del/ V/ LOS Veh C D 35.6 0.867 Impact Analysis Report Level Of Service Page 2 of 4 # 1 Highway 212-224/SE 135th Avenu Intersection Weekday PM 33 825 106 Westbound L -- T -- R Page 3-1 Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2002 Background Traffic Conditions, Weekday PM Peak Period 5 Eastbound L -- T -- R 384 1860 Fri Dec 21, 2001 15:29:33 Intersection Volume Report Base Volume Alternative 54 140 Southbound L -- T -- R 55 48 153 240 Northbound L -- T -- R 1 Highway 212-2 Node Intersection Weekday PM Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 125 of 200

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		Intersection #1 Highway 212-224/SE 135th Avenue ***********************************	HCM Ops Adj Lanes: Lane Group: #LnsInGrps:	HCM Ops Input Lane Width: % Hev Veh: Grade:	Rarking/nr: Bus Stp/Hr: Area Type: Cnft Ped/Hr ExclusiveRT % RT Prtct:	5000 0000	HCM Ops Satu Ln Wid Adj: Hev Veh Adj: Grade Adj:	stp Stp Mdj:	HCM Sat A Usr Sat A MLF Sat A Fnl Sat A	Delay Adjustn Coordinated: Signal Type: DelAdjfctr:	Traffix 7.1.0607
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n & Associates, Inc. Project ¹ SE 135th Avenue Rezone Traffic Conditions, Weekday PM	Computation Repor (Future Volume Al ************************************	<pre>************************************</pre>	East Boun - T	<u> </u>	5/2 1.02 1.02 1.02 384 1860 0 0 16 0 400 1860	186		1900 1900 0.92 0.97 1.00 2.00 1753 3690	0.23 0.50	0.28 0.57 0.81 0.88 49.9 26.7 49.9 26.7 49.9 26.7 49.9 26.7 49.9 26.7	<
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2002 Background Traffic Conditions, Weekday PM Peak Period Level Of Service Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HCM Operations Method -------

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Cycle Length. C:	120	120	XXXXXX	XXXXXX
Actual Green Time Per Lane Group, G:	35.28	35.28	XXXXXX	XXXXXX
Effective Green Time Per Lane Group, g:	35.28	35.28	XXXXXX	XXXXXX
Opposing Effective Green Time, go:	35.28	35.28	XXXXXX	XXXXXX
Lanes,	-	-	XXXXXX	XXXXXX
	-	•	XXXXXX	XXXXXX
Adjusted Left-Turn Flow Rate, Vlt:	5	242	XXXXXX	XXXXXX
Turns	1.00	1.00	XXXXXX	XXXXXX
Proportion of Left Turns in Opp Flow, Plto:	XXXXXX	*****	XXXXXX	XXXXXX
Left Turns Per Cycle, LTC:	1.83	8.07	XXXXXX	XXXXXX
Adjusted Opposing Flow Rate, Vo:	204	201	XXXXXX	XXXXXX
Opposing Flow Per Lane Per Cycle, Volc:	6.80	6.70	XXXXXX	XXXXXX
Opposing Platoon Ratio, Rpo:	1.00	1.00	XXXXXX	XXXXXX
Lost Time Per Phase, ti:	4.00	4.00	XXXXXX	XXXXX
Eff grn until arrival of left-turn car, gf:	0.00	0.00	XXXXXX	XXXXX
Opposing Queue Ratio, gro:	0.71	0.71	*****	XXXXXX
Eff grn blocked by opposing queue, gq:	6.83	6.65	XXXXXX	*****
Eff grn while left turns filter thru, gu:	28.45	28.63	*****	XXXXXX
Max opposing cars arriving during gq-gf, n:	*****	*****	XXXXXX	XXXXXX
Proportion of Opposing Thru & RI cars, ptho:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Left-turn Saturation Factor, fs:	6. 3	0.75	XXXXXX	XXXXXX
٩ ۲	9.0	1.00	XXXXXX	XXXXX
Through-car Equivalents, el1:	1.61	1.60	XXXXXX	XXXXXX
Single Lane Through-car Equivalents, el2:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Turn Adjustment Factor	0.11	0.11	XXXXXX	XXXXXX
Single Lane Left Turn Adjustment Factor, fm:	0.50	0.51	XXXXXX	XXXXXX
Left Turn Adjustment Factor, flt:	0.50	0.51	XXXXXX	XXXXXX
*****************************	*******	*******	********	******

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Weekday AM Kit 2002 Total Traff	<pre>cday AM Fri Dec 21, ZUUI 15:51:49 Kittelson & Associates, Inc. Project # 4949 2002 Total Traffic Conditions, MR-1 Zoning, Weekday AM Peak</pre>	Page 1-1 # 4949 AM Peak Hour Period	Weekday AM Frives 21, 2001 13:31:47 Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone 2002 Total Traffic Conditions, MR-1 Zoning, Weekday AM Peak Hour Period
Scenario:) Report	8 8 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9 9	Turning Movement Report Weekday AM
Command: Volume: Geometry: Impact Fee: Irip Distribution: Paths: Routes: Configuration:	Veekday AM Veekday AM Veekday AM Veekday AM Veekday AM All Veekday AM All Veekday AM		Volume Northbound Eastbound Total Type Left Thru Right Left Thru Right Volume #1 Highway 212-224/SE 135th Avenue 85 539 15 80 1768 218 3262 #1 Highway 212-224/SE 135th Avenue 85 539 15 80 1768 218 3262 Base 110 24 38 77 30 279 85 539 15 80 1768 218 3262 Added 3 3 5 0 1 0 0 16 36 PassBy 0 0 11 0 6 6 0 16 39 Total 113 27 43 88 31 285 91 539 17 82 1768 234 3317
(Brooktraut Prope	<pre>(c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES,</pre>	ASSOCIATES, INC.	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC.
JU-ZU-ZAP	EXHIBIT 6		

Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone Traffic Conditions, MR-1 Zoning, Weekday AM Peak Hour Period	Intersection Volume Report Future Volume Alternative	Northbound Southbound Eastbound I3 27 43 88 31 285 91 539 1 13 27 43 88 31 285 91 539 1	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC.
2002 Total Traffic C		Node Intersection 1 Highway 212-2 1	Traffix 7.1.0607 (c) 1
9 eak Hour Period		und L T R 15 80 1768 218 218	NG ASSOCIATES, INC.
<pre>son & Associates, Inc. Project # 4949 SE 135th Avenue Rezone Conditions, MR-1 Zoning, Weekday AM Peak</pre>	Intersection Volume Report Base Volume Alternative	Southbound Eastbound L T R L T F 77 30 279 85 539 1	2.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES,
Kittelson & Associate SE 135th A Traffic Conditions, MR-	Intersectio Base Volu	L T R 110 24 38	1999 Dowling A

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Period			Bound T	Protected Include 4 10 0 1 1			0 1768 1.00 1768	1900 1900 0.93 0.93 1.77 0.23 3137 415		1.00 1.00 22.8 22.8 50 7	ES, INC
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Page 7	ur Period	n Sat Adj	**********	East	
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5:31:57	Project 4949 zone , Weekday PM P	(Permitte Method native		No. 2012 XXXXX 28.12.23 XXXX 28.23 XXXX 29.24.24.24.24.24.24.24.24.24.24.24.24.24.	
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Weekday PM	2002 Total				
Page 7-1	Period		********	Vest Bound         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -       -         -	ALES, INL.
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Fri Dec	Kittelson & A SE ffic Conditic	l Of Servi 1997 Futu	**************************************	Bound       Bound         Bound       Contraction         Contraction       Contraction	
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Page 4-1	Hour Period		d Westbound R L T R 21 89 1768 234						Licensed to DOWLING ASSOCIATES, INC.	
:36	oject # 4949 ekday AM Peak	ort ive	Eastbound L T R 5 91 539 21						ed to DOWLING	
1, 2001 15:32:36	tes, Inc. Pr Avenue Rezon -2 Zoning, We	Intersection Volume Report Future Volume Alternative	Southbound L T R 88 35 285							
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Page 3-1			Westbound L T R 80 1768 218						OCIATES, INC.	
	t, Inc. Project # 4949 /enue Rezone Zoning, Weekday AM Peak Hour		Eastbound L T R 85 539 15						Licensed to DOWLING ASSOCIATES, INC.	
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0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0	5th Avenue Rezone1-2 Zoning, Weekday AM PeakDetailed Computation ReportM Operations MethodVolume AlternativeVolume Alternativeunth BoundE 135th Avenueeuth Bound- T - RModule:0111111111111111111111111111111111111111111111111111111111111111111111111111111111111111 <td>12     12     12     12     12     12       0x     0x     0x     0x       0x     0x     0x     0x       0x     0x     0x     0x       0x     0x     0x     0x       110     100     100     100       1100     1.00     1.00     1.00       1100     1.00     1.00     1.00       1100     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       1.00     1.00     1.00     1.00       1.00     1.00     1.00     1.00       1.00     1.00     1.00     1.00       1.00     1.00     1.00</td> <td>0.68 0.83 0.83 0.83 0.10 1.00 1.00 1.00 1.00 1.01 0.68 0.83 0.83 0.83 0.1 0.68 0.83 0.83 0.83 0.8 1.00 1.00 1.00 1.00 1.0 1.00 1.00 1.00 1.00 1.0 0.00 1.00 1.00 1.00 1.0</td>	12     12     12     12     12     12       0x     0x     0x     0x       0x     0x     0x     0x       0x     0x     0x     0x       0x     0x     0x     0x       110     100     100     100       1100     1.00     1.00     1.00       1100     1.00     1.00     1.00       1100     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       1200     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       120     1.00     1.00     1.00       1.00     1.00     1.00     1.00       1.00     1.00     1.00     1.00       1.00     1.00     1.00     1.00       1.00     1.00     1.00	0.68 0.83 0.83 0.83 0.10 1.00 1.00 1.00 1.00 1.01 0.68 0.83 0.83 0.83 0.1 0.68 0.83 0.83 0.83 0.8 1.00 1.00 1.00 1.00 1.0 1.00 1.00 1.00 1.00 1.0 0.00 1.00 1.00 1.00 1.0

Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone al Traffic Conditions, I-2 Zoning, Weekday AM Peak Hour Period ervice Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HGM Operations Method #1 Highway 212-224/SE 135th Avenue Page 7-2 Fri Dec 21, 2001 15:32:36

	*******	*******	******	******	
Approach:	North	South	East	West	
Cycle Length. C:	120	120	XXXXXX	XXXXXX	
Actual Green Time Per Lane Group, G:	23.99	23.99	XXXXXX	XXXXXX	
Effective Green Time Per Lane Group, g:	23.99	23.99	XXXXXX	XXXXXX	
Opposing Effective Green Time, go:	23.99	23.99	*****	XXXXXX	
Number Of Opposing Lanes, No:	-	-	XXXXXX	XXXXXX	
Number Of Lanes In Lane Group, N:	-		XXXXXX	XXXXXX	
Adiusted Left-Turn Flow Rate. Vlt:	112	88	XXXXXX	XXXXXX	
	1.00	1.00	XXXXXX	XXXXXX	
Left	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
	3.73	2.93	XXXXXX	XXXXXX	
Adjusted Opposing Flow Rate, Vo:	230	65	XXXXXX	*****	
Opposing Flow Per Lane Per Cycle, Volc:	7.67	2.17	XXXXXX	XXXXXX	
Opposing Platoon Ratio, Rpo:	1.00	1.00	XXXXXX	XXXXXX	
Lost Time Per Phase, ti:	4.00	4.00	XXXXXX	XXXXXX	
Eff grn until arrival of left-turn car, gf:	0.00	0.00	XXXXXX	XXXXXX	
Opposing Queue Ratio, gro:	0.80	0.80	XXXXXX	XXXXXX	
Eff arm blocked by opposing queue, gq:	10.06	0.00	*****	XXXXXX	
Eff arn while left turns filter thru, gu:	13.93	23.99	*****	XXXXXX	
Max opposing cars arriving during gq-gf, n:	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
Proportion of Opposing Thru & RT cars, ptho:	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
Left-turn Saturation Factor, fs:	0.73	0.83	XXXXXX	XXXXXX	
Proportion of Left Turns in Shared Lane, pl:	1.00	1.00	*****	XXXXXX	
Through-car Equivalents, ell:	1.65	1.40	XXXXXX	XXXXXX	
	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
Minimum Left Turn Adjustment Factor, fmin:	0.17	0.17	XXXXXX	XXXXXX	
Single Lane Left Turn Adjustment Factor, fm:	0.35	0.72	XXXXXX	XXXXXX	
Left Turn Adjustment Factor, flt:	0.35	0.72	XXXXXX	XXXXXX	
				-	

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	•	Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone
2002 Total Trat Scenario: Scenario:	fic Conditions, 1-2 Zoning, Weekday PM Peak Hour Period Scenario Report Weekday PM	<pre>2002 10tal frattic Conditions, 1-2 coning, weekday Fm reak hour Period Turning Movement Report Weekday PM</pre>
Command: Volume:		Volume Northbound Southbound Eastbound Westbound Total Type Left Thru Right Left Thru Right Left Thru Right Volume
Geometry: Impact Fee: Trip Generation: Trip Distribution: Paths:		ghuay 212-224/SE 13 55 48 153 8 6 11 7 63 54 164
uration:		
<b>Z</b> 02		
299-2		
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Z030	(c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC.	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC.
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T 6 ZAF	ws1PM.cut 12-21-101 3:40p	Page 1 of 4

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10/1 4PRINT Westbound L -- T -- R 35 825 110 Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. ................... Page 4-1 cday PM Fri Dec 21, 2001 15:32:49 Page 4
 Kittelson & Associates, Inc. Project 4949
 SE 135th Avenue Rezone
2002 Total Traffic Conditions, I-2 Zoning, Weekday PM Peak Hour Period 242 55 150 400 1860 17 Eastbound L -- T -- R Intersection Volume Report Future Volume Alternative Southbound L -- T -- R Page 2 of 4 63 54 164 Northbound L -- T -- R .......... 2 1 Highway 212-2 Node Intersection Weekday PM (Brooktraut Properties LLC) Page 141 of 200 Page 141 of 200 Westbound L -- T -- R 33 825 106 Page 3-1 Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2002 Total Traffic Conditions, I-2 Zoning, Weekday PM Peak Hour Period 5 Eastbound L -- T -- R 54 140 384 1860 Fri Dec 21, 2001 15:32:49 Intersection Volume Report Base Volume Alternative Southbound L -- T -- R 55 48 153 240 Northbound L -- T -- R 1 Highway 212-2 Node Intersection Weekday PM Page 141 of 200

Fri Dec 21, 2001	Kittelson & Associates, Inc. Pr SE 135th Avenue Rezone 2002 Total Traffic Conditions, I-2 Zoning, Wee	Impact Analysis Report Level Of Service	Intersection Ba bel/ LOS Veh # 1 Highway 212-224/SE 135th Avenu D 35.6								× 7.1.0607 (c) 1999 Dowling Assoc. L	BIT
1 15:32:49	oject 4949 kday PM Peak Hour	s Report rvice	se Future V/ Del/ V/ C LOS Veh C 0.867 D 37.4 0.882								Licensed to DOWLING ASSOCIATES,	
Page 5-1	Period		Change in + 1.789 D/V								:IATES, INC.	
Weekday PM	Kitte : Total Traffic	Level 1 1997 HCM Operati ************************************	Intersection #1 Nighway 212- ************************************	****** North L	Control: Permitted Control: Permitted Rights: Include Min. Green: 0 6 0 Lanes: 1 0 0 1 0	Volume Module: Volume Module: Base Vol: 54 47 150 Growth Adj: 1.02 1.02 1.02 Initial Bse: 55 48 153 Addod Vol:		- 1.00 63 1.00 52 1.00 52 1.00 54 1.00 54 1.00	Saturation Flow Module: Satulane: 1900 1900 Adjustment: 0.50 0.87 0.87 Lanes: 1.00 0.25 0.75 Final Sat.: 942 409 1242	ty Analysis Module: t: Analysis Module: oves: 0.30 0.30 0.3 Cycle: 0.30 0.30 0.3 /Cap: 0.22 0.44 0.4 Veh: 31.7 34.3 34. /Veh: 31.7 34.3 34.	() (c) (c)	
Fri Dec 21, 2001 15:32:49	lson & Associates, Inc. Project 4949 SE 135th Avenue Rezone Conditions, I-2 Zoning, Weekday PM Peak	Level Of Service Computation Report 1997 HCM Operations Method (Future Volume Alternative) ************************************		<b>ب</b> ر پ	Permitted         Protected           Permitted         Include           0         6         0         4         10           1         0         1         0         1         0         1		242 55 150 400 186 242 55 150 400 186 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00	$ \begin{array}{cccccccccccccccccccccccccccccccccccc$	1900 1900 190 0.47 0.86 0.8 1.00 0.27 0.7 898 441 120		Dowling Assoc. Licensed to DOW	
Page 6-1	k Hour Period	t i ve) **************		West Bound L - T - R	-	 388% 	0 35 1.00 1.00 35 825 825		1900 1900 190 0.90 0.93 0.9 1.00 1.76 0.9 1718 3135 41		ASSOCIATES,	

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Weekday PM		'i Dec 21, 2001	15:32:49		Page	7-1	Weekday PM	Fri Dec 21, 2001
2002 Total	Kittelson Traffic Condi	& Associates, Inc. Prove SE 135th Avenue Rezone tions, I-2 Zoning, Wee	Inc. Proje Le Rezone Ding, Veekda	Project 4949 zone Weekday PM Peak	Hour Period	в	. Total	Kittelson & Associates, Inc. SE 135th Avenue Rezo Traffic Conditions, I-2 Zoning, V
		rvice Detailed Computation Report 97 HCM Operations Method uture Volume Alternative	Computation ons Method	n Report			Level Of Service	Level Of Service Detailed Computation Report 1997 HCM Operations M Future Volume Altern
Intersection	**************************************	**************************************	/enue /enue	*********			Intersection #1 High	
Approach: Movement:		South Bound	a East R L - 1	t Bound T - R	L - L		Approach: Cycle Length, C:	
HCM Ops Adjusted Lanes: L Lane Group: L	-	tion Module: L RT	0 1 0 RT L 0	1 0 1 1		1 0 1 RT	Actual Green Time P Effective Green Tim Opposing Effective Number Of Opposing	Actual Green Time Per Lane Group, G. Effective Green Time Per Lane Group, g: Opposing Effective Green Time, go: Number Of Opposing Lanes, No:
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Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone 2005 Background Traffic Conditions, Weekday AM Peak Period

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Level Of Service Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HCM Operations Method Future Volume Alternative Intersection #1 Highway 212-224/SE 135th Avenue

Approach:	North	South	East	West
Cycle Length, C:	120	120	XXXXXX	*****
Actual Green Time Per Lane Group, G:	24.94	24.94	XXXXXX	XXXXXX
Effective Green Time Per Lane Group, g:	24.94	24.94	XXXXXX	XXXXXX
Opposing Effective Green Time, go:	24.94	24.94	XXXXXX	XXXXXX
Number Of Opposing Lanes, No:	-	-	XXXXXX	XXXXXX
	-	-	XXXXXX	XXXXXX
Adiusted Left-Turn Flow Rate, Vlt:	118	93	XXXXXX	XXXXXX
	1.00	1.00	XXXXXX	XXXXXX
Proportion of Left Turns in Opp Flow, Plto:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Left Turns Per Cycle, LTC:	3.93	3.10	XXXXXX	XXXXXX
Adjusted Opposing Flow Rate, Vo:	247	99	XXXXXX	XXXXXX
Opposing Flow Per Lane Per Cycle, Volc:	8.23	2.20	XXXXXX	XXXXXX
Opposing Platoon Ratio, Rpo:	1.00	1.0	XXXXXX	XXXXXX
Lost Time Per Phase, tl:	4.00	4.00	XXXXXX	XXXXXX
Eff grn until arrival of left-turn car, gf:	0.00	0.0	XXXXXX	XXXXXX
Opposing Queue Ratio, gro:	0.79	0.79	XXXXXX	XXXXXX
Eff grn blocked by opposing queue, gq:	11.12	0.00	XXXXXX	XXXXXX
Eff grn while left turns filter thru, gu:	13.82	24.94	XXXXXX	XXXXXX
Max opposing cars arriving during gq-gf, n:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Proportion of Opposing Thru & RI cars, ptho:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Left-turn Saturation Factor, fs:	0.72	0.83	XXXXXX	XXXXXX
Proportion of Left Jurns in Shared Lane, pl:	1.00	1.00	XXXXXX	XXXXXX
Through-car Equivalents, ell:	1.67	1.40	XXXXXX	XXXXXX
Single Lane Through-car Equivalents, el2:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Minimum Left Turn Adjustment Factor, fmin:	0.16	0.16	XXXXXX	XXXXXX
Single Lane Left Turn Adjustment Factor, fm:	0.33	0.71	XXXXXX	XXXXXX
Left Jurn Adjustment Factor. flt:	0.33	0.71	XXXXXX	XXXXXX

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weekday rm	1			
2005 Bac	Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2005 Background Traffic Conditions, Weekday PM Peak Period	Kittelson & As SE 1 2005 Background Traffi	Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2005 Background Traffic Conditions, Weekday PM Peak Period	k Period
Scenario:	Scenario Report Weekday PM		Turning Movement Report	 
Command: Volume: Geometry: Impact fee: Trip Generation: Trip Distribution: Paths: Routes:	Veekday PM Veekday PM Veekday PM Veekday PM Veekday PM Veekday PM Veekday PM	Volume Northbound Southbound Type Left Thru Right Left Thru Right #1 Highway 212-224/SE 135th Avenue Base 59 51 164 257 58 150 Added 0 0 0 0 0 PassBy 0 0 0 2 0 10 Total 59 51 164 257 58 150	nd Eastbound ight Left Thru Right 150 411 1991 16 10 0 0 0 150 411 1991 16	Westbound         Total           Left Thru Right Volume         35         883         114         4189           35         883         114         4189         0         0         0           0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0         0 <t< th=""></t<>
ي E & ZQ ut Proper Page 1	.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES,	ATES, INC. Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES,	ing Assoc. Licensed to DOWLI	NG ASSOCIATES, INC.
ties LLC			antonia Attentionales Attentionales	
P )	BK05PM.OUT 12-21-101 3:38p		Page 1 of 4	

ICT 4PRINT ................ Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. + 0.950 D/V Page 4-1 Change .<u>c</u> Kittelson & Associates, Inc. Project 4949 SE 1335h Avenue Rezone 2005 Background Traffic Conditions, Weekday PM Peak Period Future Del/ V/ LOS Veh C D 43.2 0.941 Fri Dec 21, 2001 15:30:44 Del/ V/ LOS Veh C D 42.2 0.939 Impact Analysis Report Level Of Service Base Page 2 of 4 # 1 Highway 212-224/SE 135th Avenu Intersection Weekday PM 35 883 114 Westbound L -- T -- R 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. ALL BIO BEXOSPM.CUT 12-21-101 3:38P Page 3-1 ............ Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2005 Background Traffic Conditions, Weekday PM Peak Period 16 Eastbound L -- T -- R 58 150 411 1991 Intersection Volume Report Base Volume Alternative Fri Dec 21, 2001 15:30:44 Southbound L -- T -- R ......... 257 59 51 164 Northbound L -- T -- R ********** ********************* 1 Highway 212-2 Node Intersection .......... Weekday PM Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 149 of 200

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Page 0-1	****	**************************************	R1         1         0           R1         12         12           R2         2         2           No         0         12           No         0         0           No <t< th=""><th>ATES, INC.</th><th></th></t<>	ATES, INC.	
Period	· · · · · · · · · · · · · · · · · · ·	* *		to DOWLING ASSOCIATES	
iect 4949 IY PM Peak	on Report	************ East Bound - T - R		to DOWLII	
Inc. Project e Rezone ns, Weekday P	Computati Computati ns Method ternative	* -		Licensed	
ciates, th Avenu Conditio	Level Of Service Detailed Computation Report 1977 HCM Operations Method Future Volume Alternative	Highway 212-224/SE 135th Avenue ***********************************	0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0		
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Kittelson Background T	Level Of	Highway 21 ************************************	Adj       A	<u>:</u>	
2005		tion #1 ***** :		Traffix 7.1.0607	
		Intersection *********** Approach: Movement:	HCM OPS Adjust Lanes Lanes Function HCM Ops Input Lane Veh: Grade Aradis Frades Area Type: Area Type: Area Type: Area Type: Area Adj: Frtct: Area Adj: Frtct: Frtct: Area Adj: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frtct: Frt	Traff	
		0.941 43.2 5	Bound         Bound           Bound         6           Bound         6           Cond         10           Cond </td <td>INC.</td> <td></td>	INC.	
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4949 I Peak Peri	ernative) *******		33       34:33       35:03       35:03       35:04       35:04       35:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36:04       36	to DOMLING ASSOCIATES	
oject day PM	n Report	<pre>************************************</pre>	L East Bound Protected 1 1 0 2 0 1 1 0 1 00 1 1 0 1 00 1 1 0 1 00 1 1 0 2 0 1 1 0 1 00 1 1 0 1 00 1 1 0 2 0 1 1 0 2 0 1 1 0 0 1 0 0 1 1 0 0 1 1 0 0 1 0 0 1 0 0 1 1 0 0 1 0 0 0 0		
N N N	Computation Report (Future Volume Alt ************************************	ritical V Verage De evel Of S	Jundary       Jundary	c. Licensed	
5 i . Z.~	: °~‡£	* C	South Bound           Permitted           <	ing Asso	
sociates, 35th Avenue c Conditio	Method SE 135	4 sec)	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0		
SE 135th Av Traffic Condi	evel Of Service Prations Method 212-224/SE 135	(Y+R = 4 Se		1999 Dow	
T af S	Level Of Service Level Of Service T HCM Operations Method Highway 212-224/SE 135	**************************************	th Bound Include 0 1.10 1.10 1.10 1 1.10 1.10 1.10 1 1.10 1.10 1.10 1 1.10 1.10 1.10 1 1.10 1.00 1.00 1 1.00 1.00 1.00 1 3.91 1258 1.64 1 3.91 1258 1.64 1 1.00 1.00 1 0.13 0.13 0.33 0 0.13 0.13 0 0.13 0.13 0 0.13 0.13 0 0.13 0.13 0 0.13 0.13 0 0.13 0 0.14 0 0.15 0 0	607 (c) 1999 Dowling Assoc.	
- ~ ~ ~ ~ ~	Level Of Service Computation Report 1997 HCM Operations Method (Future Volume Alternative) 1005 112-224/SE 135th Avenue	**************************************	North Bound Permitted Include Include 10 1 0 54 47 150 10 1.10 1.10 1 59 51 164 0 0 0 0 0 0 0 0 0 0 0 1.00 1.00 1 59 51 164 0 0 1 0 0 0 0 0 0 0 0 0 0 0 0 1.00 1.00 1 164 1 10 1.10 1 11 1 12 34.4 8 1.8 34.4 8	.0607 (c)	(HIBIT

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Fri Dec 21, 2001 15:30:44 Weekday PM

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Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone 2005 Background Traffic Conditions, Weekday PM Peak Period

Level Of Service Detailed Computation Report (Permitted Left Turn Sat Adj) 1997 HCM Operations Method 

Approach:	North	South	East	West
Cycle Length, C:	120	120	XXXXXX	XXXXXX
Actual Green Time Per Lane Group, G:	36.07	36.07	XXXXXX	XXXXXX
Effective Green Time Per Lane Group, g:	36.07	36.07	XXXXXX	XXXXXX
Opposing Effective Green Time, go:	36.07	36.07	XXXXXX	XXXXXX
Number Of Opposing Lanes, No:	<b>-</b>	-	XXXXXX	XXXXXX
Number Of Lanes In Lane Group, N:	-	-	XXXXXX	XXXXXX
Adjusted Left-Turn Flow Rate, Vlt:	5	259	XXXXXX	XXXXXX
Proportion of Left Turns in Lane Group, Plt:	1.00	1.00	XXXXXX	XXXXXX
Proportion of Left Turns in Opp Flow, Plto:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Left Turns Per Cycle, LTC:	1.97	8.63	XXXXXX	XXXXXX
Adjusted Opposing Flow Rate, Vo:	218	215	XXXXXX	XXXXXX
Opposing Flow Per Lane Per Cycle, Volc:	7.27	7.17	XXXXXX	XXXXXX
Opposing Platoon Ratio, Rpo:	1.00	1.0	XXXXXX	XXXXXX
Lost Time Per Phase, tl:	4.00	4.00	XXXXXX	XXXXXX
Eff grn until arrival of left-turn car, gf:	0.0	0.00	XXXXXX	XXXXXX
Opposing Queue Ratio, gro:	0.70	0.70	XXXXXX	XXXXXX
Eff grn blocked by opposing queue, gq:	7.57	7.39	XXXXXX	XXXXXX
Eff grn while left turns filter thru, gu:	28.50	28.68	XXXXXX	XXXXXX
Max opposing cars arriving during gq-gf, n:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Proportion of Opposing Thru & RT cars, ptho:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Left-turn Saturation Factor, fs:	0.74	0.74	XXXXXX	XXXXXX
Proportion of Left Turns in Shared Lane, pl:	1.00	1.00	XXXXXX	XXXXXX
Through-car Equivalents, ell:	1.63	1.62	XXXXXX	XXXXXX
Single Lane Through-car Equivalents, el2:	XXXXXX	XXXXXX	XXXXXX	XXXXXX
Minimum Left Turn Adjustment Factor, fmin:	0.11	0.11	XXXXXX	XXXXXX
Single Lane Left Turn Adjustment Factor, fm:	0.49	0.49	XXXXXX	XXXXXX
Left Turn Adjustment Factor, flt:	0.49	0.49	XXXXXX	XXXXXX
***********************************	*******	********	******	******

EXHIBIT 6 (Brooktraut Properties LLC) Page 151 of 200 Page 151 of 200 Page 151 of 200

weekday Am	Fri Vec Z1, ZUUL 12:33:22	r		77 CC 1 1007 1 17 000 1 11	33.00.01	
otal	Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone Traffic Conditions, MR-1 Zoning, Weekday AM Peak Hour Period	k Hour Period	Ki 2005 Total Traf	Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone 2005 Total Traffic Conditions, MR-1 Zoning, Weekday AM Peak Hour Period	nc. Project # 4949 Rezone Ning, Weekday AM Pe	9 eak Hour Period
Scenario:	Scenario Report Weekday AM			Turning Movement Report Weekday AM	nt Report M	
Command: Volume: Geometry: Impact Fee: Trip Distribution: Paths: Routes: Configuration:			Volume Northbound Type Left Thru Right #1 Highway 212-224/SE 1 Base 118 25 45 Added 0 0 0 Total 121 28 46	Southbound Left Thru Right 35 th Avenue 0 1 0 93 33 305 93 305	Left Thru Right       16         91       577       16         97       577       18         97       577       18	Westbound         Total           Left Thru Right Volume         3492           B5         1892         233         3492           2         0         16         3547           87         1892         249         3547
ي EXHIBIT 6 Z0299-20-CP & Z020-20-ZAF (Brooktraut Properties LLC) Page 152 of 200	EXHIBIT	ASSOCIATES, INC.	Traffix 7.1.0607	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DowLING ASSOCIATES, INC	Licensed to DOWLI	NG ASSOCIATES, IN

14/1 4PRINT 87 1892 249 Westbound L -- T -- R Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. Page 4-1 Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone 2005 Total Traffic Conditions, MR-1 Zoning, Weekday AM Peak Hour Period 97 577 18 ........ Eastbound L-- T -- R Intersection Volume Report Fri Dec 21, 2001 15:33:22 Future Volume Alternative 93 33 305 Southbound L -- T -- R 4 Page 2 of 46 Northbound L -- T -- R 121 28 1 Highway 212-2 Node Intersection Weekday AM 85 1892 233 

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 .......... Westbound L -- T -- R Page 3-1 Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone 2005 Total Traffic Conditions, MR-1 Zoning, Weekday AM Peak Hour Period 16 ......... Eastbound L -- T -- R 91 577 Intersection Volume Report Base Volume Alternative Fri Dec 21, 2001 15:33:22 32 299 Southbound L -- T -- R 82 41 Northbound L -- T -- R 22 118 1 Highway 212-2 Node Intersection Weekday AM Z0299-20-CP & Z020-20-ZAP (Brooktraut Properties LLC) Page 153 of 200

2005 Total Traffic Con	& Assoc SE 135 ditions,	iates, Inc. Project th Avenue Rezone MR-1 Zoning, Weekday	ect # 4949 day AM Peak Hour	Period	2005 Total	Kittelson L Traffic Con	son & Associates SE 135th Av Conditions, MR-1	iates, Inc. Pro th Avenue Rezone MR-1 Zoning, We	, Inc. Project enue Rezone Zoning, Weekday	ct # 4949 day AM Peak	5	Period
Intersection	Impact A Level	of	Future	Change	Level Of Service Computation Report 1997 HCM Operations Method (future Volume Alternative) ************************************	997 HCM Ope ************************************	/el Of Ser ations Me /************************************	vice Computing thod (Futu 135th Ave	rtation R rre Volum ********	eport e Alternai ********		*****
212-224/SE	135th Avenu	Del/ V/ LOS Veh C D 40.5 0.962	Del/ V/ LOS Veh C D 37.6 0.962	in -2.864 D/V	Cycle (sec): Loss Time (sec) Optimal Cycle:	c): 120 : 120 : 170	(Y+R = 4	Critical Vol./Cap. (X): 4 sec) Average Delay (sec/veh): Level Of Service:	Critical Vol./Cap. Average Delay (sec, Level Of Service:	/Cap. (X): (sec/veh) ice:		0.962 37.6 D
					Approach: Movement:	«		uth Bound	Ea	st Bound T - R		t Bound T - R
					Control: Rights: Min. Green: Lanes:			Permitted Include 0 0 1 0		otected Include 10 2 0 1	= - - -	Protected Include 4 10 0 1 1 0
					:		<u> </u>	29 273 1.10 1.10 32 299		527 1.10 577 10	1.10 85 85	1728 213 1.10 1.10 1892 233
					Adden Vol.: PasserByvol: Initial Fut: User Adj: PHF Adj: PHF Volume:	121 28 120 1.00 120 1.00 121 28	2000				1.00 1.00 87 87 87 87 87	1892 249 1892 249 1.00 1.00 1.00 1.00
					Reduct Vol: Reduced Vol: PCE Adj: MLF Adj: Final Vol	0.2882 2882			500 500 1.00 97 97 97	0 577 11.00 1.00 577 18	1.00 1.00 87	
					ation F ane: tment: Sat.:	W Module: 900 1900 .31 0.85 .00 0.38 598 614	 1900 1900 0.85 0.67 0.62 1.00 1009 1279	1900 1900 0.83 0.83 0.13 0.87 209 1364		1900 1900 0.88 0.75 2.00 1.00 3333 1416	1900 0.90 1718	1900 1900 0.94 0.94 1.77 0.23 3143 414
70000						vsis Module 0.20 0.05 1.21 0.21 0.21 0.21 15.0 39.5 15.0 1.00	0.22 0.35 39.5 41.0 1.00 1.00	0.16 0.16 0.21 0.21 0.75 0.75 53.6 53.6 1.00	13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 13.00 14.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15.00 15	0.17 0.01 0.53 0.53 0.32 0.02 15.9 13.2 15.0 13.0 1.00	0.05 0.16 0.32 45.7 1.00	0.60 0.60 **** 0.63 0.63 0.96 0.96 32.5 32.5 32.5 32.5 1.00 1.00
60 (0) 20-CP & ZQ 20 20-CP & ZQ	(c) 1999 Dowling Assoc.		Licensed to DOMLING ASSOC	OCIATES, INC.	Active of the second se	(c) 2000.				1 5	ASSOCI	
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	Period	Sat Adj)	*********	East West XXXXXX XXXXXX		XXXXXX XXXXXX XXXXXX XXXXXX XXXXXX XXXXXX							***************************************					Licensed to DOWLING ASSOCIATES, INC.	
	4949 M Peak Hour	l Left Turn	*******		22.22 22.23 22.23				0.00 0.00 0.00 0.70				0.71 XXX 0.71 XXX 0.71 XXX					DWLING ASSO	
	Project # zone , Weekday A	(Permitted Method native	C ********		រសស រសស	121		248 8.27 1.00			<u>^</u>		0.33 0.33 ********					ensed to D(	
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Scenario:	Scenario Report Weekday PM	Turning Movement Report Weekday PM
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9 0.32 0.88 47.0 47.0 47.0 1900 0.24 419 0.28 Cycle (sec): 120 Critical Vol./Cap. (X): 0.954 Loss Time (sec): 12 (Y+R = 4 sec) Average Delay (sec/veh): 44.5 Optimal Cycle: 161 Level Of Service: D 1997 HCM Operations Method (Future Volume Alternative) ************ 192 811.00 110 110 110 110 110 1989 . . . . . . . . . . . . . . . Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. 2 Ò West Bound Page 6-1 . . Protected Include 0.03 0.32 0.80 0.88 112.0 47.0 1.00 1.00 112.0 47.0 2005 Total Traffic Conditions, MR-1 Zoning, Weekday PM Peak Hour Period 0.28 1900 0.93 3134 3134 2 89998 880088 0 1900 1718 1718 0.03 **\$**8 1.10 \$88 8. \$ 4 \$ 1900 0.82 1566 0.56 0.03 11.7 11.7 Intersection #1 Highway 212-224/SE 135th Avenue 288% 0.02 . τ<u>,</u> το 2000 2002 0 т --East Bound Project 4949 Protected Include 0 0.28 0.56 0.88 0.96 58.6 36.6 11.00 1.00 58.6 36.6 22 67 ₽~ Level Of Service Computation Report 1818 1.10 1991 1.00 1900 0.97 2.00 3690 0.54 1991 0 1900 1753 Fri Dec 21, 2001 15:33:37 0.24 375 10 10 10 10 427 427 100 1.00 450 654 654 4 135th Avenue Rezone Kittelson & Associates, Inc. 0.14 1900 0.87 0.71 1177 0.30 34.3 34.3 34.3 0 3883 ----------150.137 5885 1 0 0 1 0 - T -Permitted South Bound Include 0.29 0.14 0.30 0.30 0.96 0.45 84.6 34.3 1.00 1.00 84.6 34.3 12 34.3 2882 1900 0.87 0.29 471 ò 2882 90 1900 0.47 1.00 887 0 221 237 \$2.88 \$2 £ 8.8 259 0.14 1900 0.87 0.76 1250 0.30 34.2 34.2 0 55-<u>8</u>88 0.44 34.2 69 0 1 0 2 --Permitted North Bound ysis Module: 0.07 0.14 0. Include Low Module: 1900 1900 0.47 0.87 1.00 0.24 892 399 0.30 34.2 34.2 34.2 7887 \$ 2882 31.6 31.6 31.6 31.6 0 1.10 8883 8883 /olume Module Growth Adj: Initial Bse: Initial Fut: User Adj: PHF Adj: Saturation Fl Capacity Anal Jser DelAdj: AdjDel/Veh: DesignQueue: ************ Lanes: Final Sat.: asserByvol: Green/Cycle: teduct Vol:
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All is in the value of the intervent of the	f(lt) Case:	XXXX XXXX Z XXXX 1 XXXX 1 XXXX 1 XXXX 1 XXXX	Left-turn Saturation Factor, fs: 0.74 0.74 Proportion of Left Turns in Shared Lane, pl: 1.00 1.00
arking Adj:       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00       1.00 <td>HCM Ops Satu Ln Wid Adj: Hev Veh Adj:</td> <td>Adj Module: 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00</td> <td>Through-car Equivalents, ell: Single Lane Through-car Equivalents, el2: xxxxxx xxxxxx Minimum Left Turn Adjustment Factor, fmin: 0.11 Single Lane 1.54 Turn Adjustment Eactor, fmi 0.48 0.48</td>	HCM Ops Satu Ln Wid Adj: Hev Veh Adj:	Adj Module: 1.00 1.00 1.00 1.00 1.00 1.00 1.00 1.00	Through-car Equivalents, ell: Single Lane Through-car Equivalents, el2: xxxxxx xxxxxx Minimum Left Turn Adjustment Factor, fmin: 0.11 Single Lane 1.54 Turn Adjustment Eactor, fmi 0.48 0.48
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ive Green Time P	36.51	36.51	XXXXXX	XXXXXX	
	36.51	36.51	XXXXXX	XXXXXX	
Number Of Opposing Lanes, No:	-	-	XXXXXX	XXXXXX	
Lanes In	<b></b>	-	XXXXXX	XXXXXX	
eft-Turn Flow I	62	259	XXXXXX	XXXXXX	
Proportion of Left Jurns in Lane Group, Plt:	1.00	1.00	XXXXXX	XXXXXX	
Proportion of Left Turns in Opp Flow, Plto:	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
	2.07	8.63	XXXXXX	XXXXXX	
Adjusted Opposing Flow Rate, Vo:	224	223	XXXXXX	XXXXXX	
Opposing Flow Per Lane Per Cycle, Volc:	7.47	7.43	XXXXXX	XXXXXX	
Platoon R	1.00	1.00	XXXXXX	XXXXXX	
Lost Time Per Phase, ti:	4.00	4.00	XXXXXX	XXXXXX	
Eff arn until arrival of left-turn car, gf:	0.00	0.00	XXXXXX	XXXXXX	
le Ratio, dro	0.70	0.70	XXXXXX	XXXXXX	
Eff arm blocked by opposing queue, gq:	7.87	7.81	XXXXXX	XXXXXX	
ĩ	28.64	28.70	XXXXXX	XXXXXX	
arriving o	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
ortion of Opposing Thru	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
Left-turn Saturation Factor, fs:	0.74	0.74	XXXXXX	XXXXXX	
Proportion of Left Jurns in Shared Lane, pl:	1.00	1.00	XXXXXX	XXXXXX	
car Equivalents, (	1.64	1.63	XXXXXX	XXXXXX	
Single Lane Through-car Equivalents, el2:	XXXXXX	XXXXXX	XXXXXX	XXXXXX	
Left	0.11	0.11	XXXXXX	XXXXXX	
ane Left Turn Adjustment Fact	0.48	0.48	XXXXXX	XXXXXX	
Left Turn Adjustment Factor, flt:	0.48	0.48	XXXXXX	XXXXXX	
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Total	Kittelson & Associates, Inc. Project # 4949 SE 135th Avenue Rezone	1		Associates, Inc. P SE 135th Avenue Rezo	*		
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ueometry: Impact Fee: Trip Generation: Paths: Routes:	Weekday AM Weekday AM Weekday AM All		#1 Highway 212-224/SE 135th Avenue Base 118 25 41 82 32 Added 2 1 2 0 5 PassBy 0 0 0 11 0 Total 120 26 43 93 37	299 91 0 0 305 97	577 16 0 6 577 22	85 1892 9 0 0 0 94 1892	233 0 16 249
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Page 3-1 Weekda # 4949 AM Peak Hour Period 20			7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC. INC. INC. INC. INC. INC. INC. INC.
Fri Dec 21, 2001 15:34:28 Kittelson & Associates, Inc. Project SE 135th Avenue Rezone Traffic Conditions, I-2 Zoning, Weekday	Intersection Volume Report Base Volume Alternative	Intersection L T R Highway 212-2 118 25 41 82 L 1 L 1 1 L 1 1 L 1 R 1 L 1 L 1 R 1 L 1 L 1 L 1 R 1 L 1 L 1 L 1 R -	7 (c) 1999 Dowling Assoc. 1

305         Test trait         Contraction         Co	Weekday AM		Fri Dec	21, 2001	1 15:34:28	28		Page 5-1	Weekday AM		Fri	Dec	21, 2001	15:34:28	8		Pa	Page 6-1
The function of the sector of the s	2005 Total		dit se	iates, I th Avenu I-2 Zon	inc. Pro le Rezone ling, Veel	ject kday	k Hour	Period		- č		Associa E 135th ions, I	tes, Inc Avenue -2 Zonin	Rezone 19, Week	* 4	1949 Peak		iod
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2005 Total 2005 Total Intersection # Approach: Movement: 	Kittelson         Kittelson         Level Of         Level Of         Level Df         Long         Long      Long         Long	Fri Dec 21, 2001 15:34:28         R Associates       Froject # 4949         SE 135th Avenue Rezone       4949         SE 135th Avenue Rezone       Feekday AM Pea         Service Detailed Comparation Report       1997 Hith Operations Method         Ig97 Hith Operations Method       Future Volume Alternative         Ig97 Hith Operations Method       Future Volume Alternative         Ig97 Hith Operations Method       East Bound         Ig97 Hith Operations Method       East Bound         Ig97 Hith Operation Report       Ig97 Hith Operation Report         Ig97 Hith Operations Method       East Bound         Ig12 Ig1 Module:       Ig1       Ig1         Ig12 Ig2       Ig1       Ig1       Ig1         Ig12 Ig1       Ig1       Ig1       Ig1       Ig1         Ig1       Ig1       Ig1       Ig1       Ig1       Ig1         Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1         Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1         Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1       Ig1 <t< th=""><th>2001 15:34:28 *enue Rc. Proje *enue Rc. Proje Zoning, Weekd ations Method ations Method ations Atternative ************************************</th><th>34:28 Project # 4949 Weekday AM Peak Lettation Report Lettation Report Lesst Bound L T R L T R L 1 2 1 12 12 12 12 12 12 12 12 14 00 0%</th><th></th><th>Page 7-1       our Period       L       L       L       L       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       0       0       &gt;       &gt;</th><th>Je 7-1 iod Beund Beund 2 2 2 12 12 12 2 2 2 2 2 2 2 2 2 2 2 2</th><th>Weekday AMFri Dec 21, 2001 15:34:28Kittelson &amp; Associates, Inc. Project2005 Total Traffic Conditions, I-2 Zoning, WeekdayLevel Of Service Detailed Computation Report (Permit)Level Of Service Detailed Computation Report (Permit)Intersection #1 Highway 212-224/SE 135th AvenueIntersection #1 Highway 212-224/SE 135th AvenueNorthAproach:Cycle Length, C:Aptroach:Cycle Length, C:Adjusted Left Turn Flow Rate, Volume AlternativeAdjusted Left Turn Flow Rate, VolAdjusted Left Turns in Lane Group, G:Adjusted Left Turns in Coup, W:Adjusted Doposing Flow Rate, Vo:Adjusted Dopos</th><th>· · · · · · · · · · · · · · · · · · ·</th><th>Page 7-2 Hour Period Turn Sat Adj) East Mest XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX</th><th>od </th></t<>	2001 15:34:28 *enue Rc. Proje *enue Rc. Proje Zoning, Weekd ations Method ations Method ations Atternative ************************************	34:28 Project # 4949 Weekday AM Peak Lettation Report Lettation Report Lesst Bound L T R L T R L 1 2 1 12 12 12 12 12 12 12 12 14 00 0%		Page 7-1       our Period       L       L       L       L       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       1       0       0       >       >	Je 7-1 iod Beund Beund 2 2 2 12 12 12 2 2 2 2 2 2 2 2 2 2 2 2	Weekday AMFri Dec 21, 2001 15:34:28Kittelson & Associates, Inc. Project2005 Total Traffic Conditions, I-2 Zoning, WeekdayLevel Of Service Detailed Computation Report (Permit)Level Of Service Detailed Computation Report (Permit)Intersection #1 Highway 212-224/SE 135th AvenueIntersection #1 Highway 212-224/SE 135th AvenueNorthAproach:Cycle Length, C:Aptroach:Cycle Length, C:Adjusted Left Turn Flow Rate, Volume AlternativeAdjusted Left Turn Flow Rate, VolAdjusted Left Turns in Lane Group, G:Adjusted Left Turns in Coup, W:Adjusted Doposing Flow Rate, Vo:Adjusted Dopos	· · · · · · · · · · · · · · · · · · ·	Page 7-2 Hour Period Turn Sat Adj) East Mest XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX	od 
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<pre>/ Use 21, 2001 10:34:40 Page 1-1 Page 1-1 Page 1-1 Page 1-1 Page 1-1 Page 1-2 P</pre>		Volume       Northbound       Southbound       Eastbound         Type       Left Thru Right       Left Thru Right       Left Thru Right         #1       Highway 212-224/SE       135th       Avenue         Base       59       51       164       257         Added       8       6       11       0       0         Pase       59       51       164       26       0       0         Pase       59       51       164       27       1991       18         Pase       0       0       1       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0       0	tsoc. Licensed to DOWLING ASSOCIATES, INC. Traffix 7.1.0607 (c) 1999 DowLing Assoc. Licensed to DOWLING ASSOCIATES,
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Kittelson & Associates, Inc. Project 4949 SE 135th Avenue Rezone Traffic Conditions, 1-2 Zoning, Weekday PM Peak Hour Period Intersection Volume Report	Northbound Southbound Eastbound Westbound L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L T R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R L R	Traffix 7.1.0607 (c) 1999 Dowling Assoc. Licensed to DOWLING ASSOCIATES, INC.
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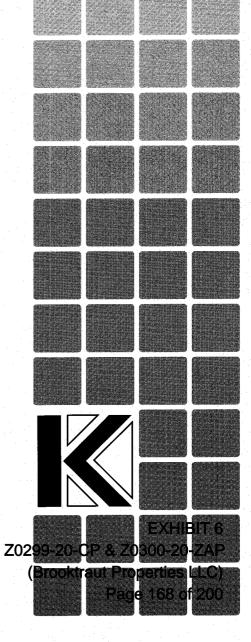
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# Appendix C

Description of Level-of-Service Methods and Criteria

#### Level of Service Concept

Level of service (level of service) is a concept developed to quantify the degree of comfort (including such elements as travel time, number of stops, total amount of stopped delay, and impediments caused by other vehicles) afforded to drivers as they travel through an intersection or roadway segment. Six grades are used to denote the various level of service from A to F.¹

#### Signalized Intersections

The six level of service grades are described qualitatively for signalized intersections in Table A1. Additionally, Table A2 identifies the relationship between level of service and average control delay per vehicle. Control delay is defined to include initial deceleration delay, queue move-up time, stopped delay, and final acceleration delay. Using this definition, level of service D is generally considered to represent the minimum acceptable design standard.

Level of Service	Average Delay per Vehicle
A	Very low average control delay, less than 10 seconds per vehicle. This occurs when progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all. Short cycle lengths may also contribute to low delay.
В	Average control delay is greater than 10 seconds per vehicle and less than or equal to 20 seconds per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for a level of service A, causing higher levels of average delay.
С	Average control delay is greater than 20 seconds per vehicle and less than or equal to 35 seconds per vehicle. These higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear at this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.
D	Average control delay is greater than 35 seconds per vehicle and less than or equal to 55 seconds per vehicle. The influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle length, or high volume/capacity ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.
E	Average control delay is greater than 55 seconds per vehicle and less than or equal to 80 seconds per vehicle. This is usually considered to be the limit of acceptable delay. These high delay values generally (but not always) indicate poor progression, long cycle lengths, and high volume/capacity ratios. Individual cycle failures are frequent occurrences.
F	Average control delay is in excess of 80 seconds per vehicle. This is considered to be unacceptable to most drivers. This condition often occurs with oversaturation. It may also occur at high volume/capacity ratios below 1.0 with many individual cycle failures. Poor progression and long cycle lengths may also contribute to such high delay values.

 Table A1

 Level of Service Definitions (Signalized Intersections)

1 Most of the material in this appendix is adapted from the Transportation Research Board, *Highway* Capacity Manual, Special Report 209 (1997).

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 169 of 200

Level of Service	Average Control Delay per Vehicle (Seconds)		
Α	≤10.0		
B	>10 and ≤20		
С	>20 and ≤35		
D	>35 and ≤55		
E	>55 and ≲80		
F	>80		

Table A2Level of Service Criteria for Signalized Intersections

#### **Unsignalized Intersections**

Unsignalized intersections include two-way stop-controlled (TWSC) and all-way stop-controlled (AWSC) intersections. The 1997 Highway Capacity Manual provides new models for estimating control delay at both TWSC and AWSC intersections. A qualitative description of the various service levels associated with an unsignalized intersection is presented in Table A3. A quantitative definition of level of service for unsignalized intersections is presented in Table A4. Using this definition, level of service E is generally considered to represent the minimum acceptable design standard.

Level of Service	Average Delay per Vehicle to Minor Street
Α	<ul> <li>Nearly all drivers find freedom of operation.</li> <li>Very seldom is there more than one vehicle in queue.</li> </ul>
В	<ul> <li>Some drivers begin to consider the delay an inconvenience.</li> <li>Occasionally there is more than one vehicle in queue.</li> </ul>
с	<ul> <li>Many times there is more than one vehicle in queue.</li> <li>Most drivers feel restricted, but not objectionably so.</li> </ul>
D	<ul> <li>Often there is more than one vehicle in queue.</li> <li>Drivers feel quite restricted.</li> </ul>
E	<ul> <li>Represents a condition in which the demand is near or equal to the probable maximum number of vehicles that can be accommodated by the movement.</li> </ul>
	<ul> <li>There is almost always more than one vehicle in queue.</li> <li>Drivers find the delays approaching intolerable levels.</li> </ul>
F	<ul> <li>Forced flow.</li> <li>Represents an intersection failure condition that is caused by geometric and/or operational constraints external to the intersection.</li> </ul>

 Table A3

 Level of Service Criteria for Unsignalized Intersections

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 170 of 200

Level of Service	Average Control Delay per Vehicle (Seconds)		
A	≤10		
В	>10 and ⊴15		
С	>15 and <b>≤</b> 25		
D	>25 and <b>⊴</b> 35		
E	>35 and <b>≤</b> 50		
F	>50		

Table A4Level of Service Criteria for Unsignalized Intersections

It should be noted that the level of service criteria for unsignalized intersections are somewhat different than the criteria used for signalized intersections. The primary reason for this difference is that drivers expect different levels of performance from different kinds of transportation facilities. The expectation is that a signalized intersection is designed to carry higher traffic volumes than an unsignalized intersection. Additionally, there are a number of driver behavior considerations that combine to make delays at signalized intersections less onerous than at unsignalized intersections. For example, drivers at signalized intersections are able to relax during the red interval, while drivers on the minor street approaches to TWSC intersections must remain attentive to the task of identifying acceptable gaps and vehicle conflicts. Also, there is often much more variability in the amount of delay experienced by individual drivers at unsignalized intersections than signalized intersections. For these reasons, it is considered that the control delay threshold for any given level of service is less for an unsignalized intersection than for a signalized intersection. While overall intersection level of service is calculated for AWSC intersections, level of service is only calculated for the minor approaches and the major street left turn movements at TWSC intersections. No delay is assumed to the major street through movements. For TWSC intersections, the overall intersection level of service remains undefined: level-of-service is only calculated for each minor street lane.

In the performance evaluation of TWSC intersections, it is important to consider other measures of effectiveness (MOE's) in addition to delay, such as v/c ratios for individual movements, average queue lengths, and 95th-percentile queue lengths. By focusing on a single MOE for the worst movement only, such as delay for the minor-street left turn, users may make inappropriate traffic control decisions. The potential for making such inappropriate decisions is likely to be particularly pronounced when the HCM level-of-service thresholds are adopted as legal standards, as is the case in many public agencies.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 171 of 200



## AND A ASSOCIATES, INC.

 TRANSPORTATION PLANNING/TRAFFIC ENGINEERING

 610 SW ALDER, SUITE 700
 PORTLAND, OR 97205
 (503) 228-5230
 FAX (503) 273-8169

## **TECHNICAL MEMORANDUM**

SE 135th Avenue Rezone Highway 212-224/SE 135th Avenue Response to ODOT Comments

**Date:** February 26, 2002

Project #: 4949.0

EXHIBIT 6 300<u></u>₅∕20-ZAP

(Brooktraut Properties LLC)

RECEIVED

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ENGINEERING

To: Kathleen Freitag, ODOT Region 1 Traffic Analyst From: Scott Beaird & Peter Koonce, P.E., Kittelson & Associates, Inc.

cc: Sonya Kazen, ODOT Development Review Coordinator Joe Marek, Clackamas County Chris Christofferson, Clackamas County

Dear Ms. Freitag,

This memorandum is in response to your comments regarding the SE 135th Avenue Rezone south of Highway 212-224 in Clackamas County. With regard to the worst-case development under the proposed land use, Light Industrial (I-2), your comments refer to the Clackamas County Zoning Ordinance, Section 602.03(A), which allows the following:

"Business Park Uses which satisfy the requirements of the Business Park District under Section 606.03"

Upon review of the requirements under Section 606, Business Park, it is evident that the property proposed for rezone does not meet the site area standards for a Business Park Use. Section 606.07(C) specifies that the minimum site area for a Business Park is three (3) acres. Although a Business Park is an allowed use under the proposed I-2 zoning, it would not be an allowed use on the proposed 2.27-acre site.

Therefore, warehousing remains the worst-case development for this particular piece of property. We have attached a table showing the allowed I-2 uses and associated ITE trip generation rates. Also attached is Section 606, Business Park, of the Clackamas County Zoning Ordinance for reference.

Highway 212-224/SE 135th Aven February 26, 2002



Project #: 4949.0 , Page 2

We trust that this memorandum addresses your concerns regarding the submitted traffic impact study. Please feel free to contact us with any questions at (503) 228-5230.

Sincerely, KITTELSON & ASSOCIATES, INC.

Scott Beaird Transportation Analyst

Peter Koonce, P.E. Senior Engineer

Incl: 1) I-2 Allowed Uses and ITE Trip Generation Rates2) Section 606, Clackamas County Zoning Ordinance

### EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brookeraut, Paroperties LLC) Page 173 of 200

Kittelson & Associates, Inc.



Sunnybrook Service Center

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT

March 21, 2002

Scott Beaird and Peter Koonce, P.E., c/o Kittelson & Associates, Inc. 610 SW Alder Suite 700 Portland OR 97205



Re: Z0033-02-CP and Z0034-02-Z; Brooktraut Properties

Our office is currently processing the Brooktraut Properties Comprehensive Plan/Zone Change request on SE 135th. Yesterday I received a copy of technical memorandum you forwarded to Kathleen Freitag of the Oregon Department of Transportation (ODOT) dated February 26, 2002. This memorandum addressed concerns raised by ODOT as well as DTD, Traffic division concerning worst-case development scenarios as they relate to the original traffic study dated January 3, 2002.

In your memorandum you state the following; "Upon review of the requirements under Section 606, Business Park, it is evident that the property proposed for rezone does not meet the site area standards for a Business Park Use." The Business Park site area requirements you refer to are found under subsection 606.07 of the Clackamas County Zoning and Development Ordinance (ZDO) and stipulate a minimum site area of three (3) acres. While Section 602, Light Industrial, allows Business Park uses, there is no reference to the site area requirements identified under subsection 606.07. As such, the site area requirements of the proposed zoning district, Light Industrial, would apply and those requirements stipulate a minimum site area of one (1) acre. As the site is approximately 2.27 acres, it would meet the minimum site area requirement for a Business Park use making such a use the worst-case development for this particular property.

Unfortunately I was not able to get this information to you sooner as I received a copy of the memorandum yesterday. Please feel free to give me a call at (503) 353-4514 if you any further questions concerning this application.

Cordially,

Dan Johnson Clackamas County Land Use Planning Department

cc: Kathy Freitag, ODOT Region 1 Traffic Analyst Sonya Kazen, ODOT Development Review Coordinator Joe Marek, Clackamas County Traffic Division Chris Christofferson, Clackamas County Traffic Division Robert Hixson, Clackamas County Traffic Division

503-731-8259

20033 Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC)

9101 SE Sunnybrook Blvd. Clackamas, OR 97015 Phone (503) 353-4400 FAX (503) 353-4273 of 200

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### CLACKAMAS COUNTY FIRE DISTRICT #1 • FIRE PREVENTION DIVISION 2930 SE OAK GROVE BLVD • MILWAUKIE OR 97267 OFFICE (503) 655-8537 • FAX (503) 655-8880

### Fax/E-mail Memorandum

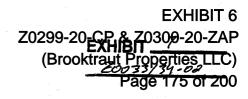
To: Dan Johnson, Clackamas County Planning Division

From: Mace Childs, Deputy Fire Marshal, Clackamas County Fire District #1 Date: 03/08/02

### Re: Z0033-02-CP; Z0034-02-Z; Brooktraut Properties

This review is based upon the Fire Code as adopted through resolution by the Board of Clackamas County Commissioners and Clackamas County Fire District #1 Board of Directors. The proponent must comply with all applicable Fire Code requirements. The following items are commonly required for this type of proposal:

1. Water supply for fire protection must meet commercial flow tables in the fire code at the time of construction.



Page 1 of 1 - Z0033-02; Z0034-02

#### Johnson, Dan

From: Sent: To: Subject: JohnH [jhall@crwater.com] Tuesday, March 12, 2002 9:06 AM Dan Johnson (E-mail) 20033-02-CP, Z0034-02-Z Brooktraut Properties

Dan,

Clackamas River Water has no objections to the proposal as we can meet the needs either way.

Clackamas River Water just replaced the old 6" water line on 135th with a new 18" DI water line. This new line starts at Jennifer east of 130th. The new line extends east to 135th then north to Highway 212. We hope to have the line looped into our 18" line on the North side of Highway 212 this Summer.

Any questions please feel free to call me at 503-793-8145.

John Hall, Service Coordinator Clackamas River Water

> EXHIBIT 6 Z0299-20EXFIBIT0300-20-ZAP (Brooktraut-Proparties LLC) Page 176 of 200

### MEMORANDUM

TO: Dan Johnson / Planning Division

FROM: Tim Finley / Water Environment Services

**DATE:** March 8, 2002

SUBJECT: Brooktraut Properties– Comprehensive Plan Change and Zone Change / Planning File No. Z0033-02-CP and Z0034-02-Z Tax Lot 22E11D 01400 and 01500

Water Environment Services (WES), a Department of Clackamas County, has reviewed the application for the above development. WES manages and operates Clackamas County Service District #1 (CCSD#1). CCSD#1 provides sanitary sewer collection and treatment for the urbanized areas of north Clackamas County including Boring and Hoodland. WES also provides surface water management and erosion control services in those areas listed above and the lower Tualatin drainage basin.

### Facts and Findings

Tax lot 2E12B 2400 is proposed for a Zone Change.

The applicant is required to comply with section 1001.03.F of the Clackamas County Zoning and Development Ordinance. The Board of County Commissioners has approved Board Orders establishing CCSD#1 as the responsible agency, in this area of Clackamas County, for connecting to the sanitary sewer and for reviewing storm and erosion control plans.

### Sanitary Sewer

The proposed development is inside CCSD#1 boundaries and is subject to the Sanitary Rules & Regulations and the Standard Specifications. The application is subject to the current rates and charges for sanitary revised May 1, 2000.

This application appears to be timely for sanitary sewer connections. Sanitary sewer is available in SE 135th Street. The applicant is required to Annex to the District. The District completed a sanitary sewer extension and a collection sewer charge will be assessed at the time of connection.

### Storm Water and Erosion Control

The proposed development is inside CCSD#1 boundaries and the current Storm Water Rules and Regulations and the Standard Specifications. The current rates and charges for storm water revised May 1, 2000 apply.

A storm drainage and erosion control plan will be required for all significant residential, commercial, industrial and recreational development. (Zoning 1008.02). The Surface Water Management Rules & Regulations (May 1, 2000) have requirements for detention, water quality and infiltration. The applicant will be required to provide for these items with the building application.

Z0299-20-CP_8-Z0390-20-ZAP

(Brooktraut Properties LLC)

This project is feasible but engineered plans need to be submitted for further review with the building application.

Recommended conditions of approval for the Zone Change are as follows:

- 1. (OAR 340-52) (ORS 672) The sanitary sewer plans and specifications are subject to the applicable state and federal laws for the construction of sewerage systems.
- 2. This development is <u>not</u> inside a sanitary sewer district and is required to annex to Clackamas County Service District #1.
- 3. (Zoning Code section 1001.03.F) The development is subject to the Rules & Regulations and Standard Specifications of Clackamas County Service District No. 1 for both sanitary and storm systems. For storm drainage, Zoning Code section 1008 of the Zoning Ordinance also applies.
- 4. (SAN section 9.01.1 & SWM section 9.6.3) Cost of the storm and sanitary sewer systems shall be borne entirely by the developer. Each lot is subject to a sanitary and storm drain System Development Charge (SDC). These fees shall be paid prior to issuing the building permit.
- 5. (SAN section 9.01.4) A collection sewer charge will apply the amount to be determined later. This fee must be paid prior issuing the building permit of the sanitary sewer system. The developer shall contact the District to obtain the amount.
- 6. (SAN section 6.01.7) The existing house is not connected to the Districts sanitary sewer system. The existing house must abandon its existing septic system in accordance with DEQ requirements. The house shall connect to the new sanitary sewer system. The existing house is subject to system development charges. All connection fees must be paid prior to connecting.

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 178 of 200 Z0033-02_Brooktraut Properties_WES_SR_tjf.doc

### MEMORANDUM

TO: Dan Johnson
FROM: Robert Hixson, Traffic Engineering and Development Review
DATE: March 25, 2002
RE: Z0033-02-CP and Z0034-02-Z, Brooktraut Properties
Located on 135th Avenue adjacent to the future Jennifer Street extension
2-2E-11 D-TL's 1400 and 1500

Traffic Engineering and Development Review staff have visited the site and reviewed this application for a Comprehensive Plan amendment and zone change. We have the following comments:

### FACTS AND FINDINGS

The applicant is proposing a Comprehensive Plan amendment and zone change that will allow for tax lots 1400 and 1500 to be rezoned as Light Industrial (I-2).

Table 2-9 of Clackamas County's *Roadway Standards* and Exhibit 9-55 from the American Association of State Highway and Transportation Officials "A Policy on Geometric Design of Highways and Streets", establish intersection sight distance standards used by Clackamas County. These documents require that a minimum of 445 feet of intersection sight distance be available for a driveway intersecting a minor arterial, posted at 40 miles per hour inside the urban growth boundary. Jennifer Street, a minor arterial, is currently posted at 40 miles per hour. Staff anticipates that the extension of Jennifer Street, which will connect with 135th Avenue, another minor arterial, will continue the 40 miles per hour speed posting up to Highway 224.

While no access location has been proposed for the site, and the Jennifer Street extension has not been constructed, Clackamas County is concerned that achievement of adequate intersection sight distance for this site may be difficult. Due to the functional classification of the road and access spacing standards requiring 600 feet of distance between accesses, the optimum location for an access driveway appears to be adjacent to the northerly property line. To allow for adequate intersection sight distance to the south, a substantial portion of the frontage adjacent to the street will need to be kept free of embankments, vegetation, trees, fences and other obstructions. On site, an

> EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Zota 3/ 24 - 22 Page 179 of 200

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area behind the new curb, up to approximately 60 feet in depth, will need to be kept free of sight distance limiting obstructions. Additionally, a portion of the property frontage south of the subject parcels not owned by the applicant will also require frontage adjacent to the street to be kept free of embankments, vegetation, trees, fences and other obstructions in order to provide adequate intersection sight distance for a driveway to the subject site.

A traffic impact study, prepared by Kittelson and Associates was submitted with this application. The study investigated the intersection of 135th Avenue and Highway 224. The analysis indicates that the intersection currently operates at an acceptable level of service during the AM and PM peaks hours of typical weekdays. With the addition of site generated traffic and other area growth, the study indicates that the intersection will continue to operate at an acceptable level of service during the AM and PM peak hours of typical weekdays through the year 2005. ODOT requires intersections to operate at a volume to capacity (v/c) ratio of 0.99 or less. According to the analysis the intersection will operate at a v/c ratio of 0.96 or less, which meets the ODOT criteria. However, since this is an ODOT intersection, ODOT's comments related to the intersection are the governing factor and the County defers to ODOT regarding this capacity/adequacy of the transportation network issue.

This application was submitted prior to the adoption of Concurrency (*ZDO* 1022) by the Board of County Commissioners. However, following the approval of a Comprehensive Plan amendment and zone change, an application for development of the site will require Design Review approval. At that time, all Concurrency related issues will be in effect and the proposed development will be required to meet all Concurrency criteria. A new traffic impact study may be required for Design Review if the estimated traffic volumes from the traffic impact study are lower than the volumes from the proposed use.

### **CONCLUSIONS**

- The proposed Comprehensive Plan amendment, zone change and subsequent proposed development will not result in the operational failure of any County intersections in the influence area of the proposal according to the submitted traffic impact study. However, the operation of the intersection of Highway 224 and 135th Avenue, under State jurisdiction, must be evaluated by ODOT.
- 2. Adequate intersection sight distance is achievable but may limit the use of the property and the property frontage. Maximizing intersection sight distance, if adequate intersection sight distance is not obtainable, will also likely limit the use of the property and the property frontage. Maintenance of property not owned by the applicant may be required to maintain adequate intersection sight distance.
- 3. If the Comprehensive Plan amendment and zone change are approved, the next step in the process is likely a Design Review application. Any such request will be

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 180 of 200 considered on its merits including access adequacy and the ability to properly manage surface water and maintain water quality. The local Fire District must also approve the planned access, circulation, fire lanes and water source supply. Additionally, a right-of-way dedication and the granting of a sign, slope, utility, and sidewalk easement may be required as Design Review conditions of approval. Such considerations are not timely as part of the Comprehensive Plan amendment and zone change and must be made as part of a separate Design Review application. Approval of the Comprehensive Plan amendment and zone change will not insure that a Design Review application will be approved or that there will not be additional access and drainage improvements required of the applicant.

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(503) 274-2744

2153 SW Main Street, #104, Portland, Oregon USA 97205 • Fax (503) 274-1415 • pfinleyfry@aol.com March 25, 2002

### Supplemental Response

### K&D Services, Inc. COMPREHENSIVE PLAN AMENDMENT AND ZONE CHANGE

Location: 16213 SE 135th Clackamas, Oregon

**SID:** 22E11D 0140 & 0150

### Oregon Administrative Rules - Division 9 Industrial and Commercial Development

Applicability: Sites in excess of two acres to and from commercial or industrial use.

**Finding:** The site is 2.27 acres. The requested change is from Urban Residential to Light Industrial.

### **Economic Opportunities Analysis**

### (1) National, State, and Local Trends.

Finding: The March 2002 draft "Economic Report to Metro Council: 2000-2030 Regional Forecast for Portland-Vancouver Metropolitan Area summarizes national and state trends and applies them to the local area. The ten year expansion of the national economy peaked in March of 2001. National experts expect the economy to move slowly out of recession. The manufacturing sector endured the brunt of the current recession and is expected to remain challenged. Distribution has also retracted due to a slowly of consumer spending and a conscious effort to reduce inventories. Consumer spending is expected to grow and accelerate to 4.1 percent by 2003. Investment in fixed plant and equipment will lag behind consumption before accelerating up to 11 percent by the end of 2003. U.S. exports are expected to grow faster then any other component of the Gross National Product. High-technology and communications are experiencing significant restructuring and elimination of weak and/or non-competitive firms. Future growth in these closely related sectors is expected to be very strong. EXHIBIT 6

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Portland region's greater dependence on manufacturing firms has turned into a significant manufacturers recession, with retail and other service sector industries being dragged down by the producer sector's weaknesses. For this reason, the regional economy has dipped lower than that of the U.S., but a stronger resurgence in the region's high-tech sector is expected than for the nation as a whole. Transportation, communication, and utilities sector growth is being revised upwards in METRO's new forecast and leads most sectors. The current land supply situation is becoming tighter as more buildable land inside the Urban Growth Boundary is being absorbed, but METRO asserts, it is not yet a limiting factor.

### (2) Site Requirements.

**Finding:** The proposed change is for a small 2.2 acre parcel at the eastern edge of a multiple acre industrial park of large manufacturing and primarily distribution parcels. The site is at a transition between residential development to the east and large industrial sites to the west. The site is proposed to house several small businesses that operate in the transportation, communication, and utilities sector. These firms utilize "back office": space for administration, production areas for light assembly, and warehousing/storage areas for equipment.

### (3) Inventory of Industrial and Commercial Lands.

**Finding:** Clackamas County's Industrial Land Supply Update (April 4, 2000) finds that the county will need 1,732 acres of industrial land to satisfy the 20 year demand. The county currently has 1,328 total buildable acres. Although much of the buildable land is in small parcels; most have poor regional transportation access. The study found that in the Portland Metro Urban Growth Boundary, the majority of future job growth inside the current Urban Growth Boundary will depend largely on infill and redevelopment opportunities. These smaller parcels tend to be somewhat constrained by their size, access, and adjacent land use. Providing strategic infrastructure improvements, such as roadway widening, is expected to help address nearly half of the industrial land use constraints.

### (4) Assessment of Community Economic Development Potential.

Finding: With over 300 employees, K&D Services is the largest Traffic Control Company in the Northwest. EXHIBIT 6

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Since 1986, K&D Services, Inc. has been providing innovative traffic control solutions throughout Washington, Oregon, and Northern California. K&D Services is proud to include Verizon, Qwest, Northwest Natural Gas, Puget Sound Energy, and the Seattle Mariners among the many Northwest firms that utilize our services. Our services include supplying Certified Flaggers, Traffic Control Supervisors, Traffic Control Plans, Equipment, and Signs.

This site is proposed to be our headquarters to serve this region. The office will operate from 6:00 am to 6:00 pm Monday through Friday. The site is used occasionally on Saturdays and Sundays. We project five initial employees with growth to 10 employees at the site. We employee over 100 employees in the area. Most are dispatched directly form their homes to the job site. Four to five field employees come to the site every day. We expect to operate 10 trucks with four to five trucks at the site. We conduct light manufacturing and assembling of signs, traffic control equipment and other tools at the site.

The future phase two area is proposed for light industrial buildings to house similar contractors and light manufacturing and distribution businesses.

K&D Service Company searched for two years utilizing professional realtors. They included the I-205 corridor and Portland's close-in industrial areas. They did not find any appropriate sites. A small size (less than three acres) and excellent regional access were the two primary criteria.

The proposed use and site combine to address the opportunities and constraint identified in the economic trends and industrial land analysis. The firm is in a growing industry and provides a large number of well paying jobs. The firm characteristics fit well on a small site, adjacent to conflicting uses. The firm, as a small light industrial firm with few customers and employees actually coming to the site, is compatible to the heavy industrial distribution and manufacturing firms to the west and the residential uses to the east. The site provides an opportunity to develop a substantial number of new jobs where none now exist. The site and proposed uses capitalizes the public's recent investments in the water, sewer, and storm sewer systems and the new extension of Jennifer Road.

### Industrial and Commercial Development Policies

**Findings:** Findings have been made against the following Comprehensive Plan Goals and Objectives:

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III. LAND USE POLICIES Industrial Areas 7.0 The Industrial A

7.0 The Industrial Area Design Type designation is applied as shown on Map IV-8. Policies that apply to the Industrial Areas include:

**Finding:** The site is within the area where the Industrial Area Design Type designation is applied as shown on Map IV-8. The site is located adjacent a developed industrial area to the west. The properties to the north are used for light industrial and commercial purposes, despite medium density residential zoning. 135th is a natural barrier between industrial uses to the west and residential uses to the east. The residential uses to the east have internal circulation with two alternative access to Highway 212 and would not interfere with the primary freight use of 135th and Jennifer Street.

7.1 Retail uses larger than 60,000 square feet of gross leasable area per building or business are prohibited.

**Finding:** The proposal is for Light Industrial zoning. A 60,000 square foot use with parking and landscaping would not fit on the site.

#### INDUSTRIAL

This section of the Land Use Chapter addresses the location of industrial land and the physical development of industrial districts. Other aspects of industry such as industrial growth, diversity and employment are addressed in the Economics Chapter.

The Campus Industrial designation shall be limited to areas currently designated as Campus Industrial.

Business Park areas are designated to accommodate and encourage high technology and other clean, light industry, research facilities, and offices satisfying high aesthetic standards. These uses generate minimal large truck traffic and noise, and no outdoor storage. Design and development standards, including site planning, building type, truck and traffic circulation, and landscaping shall be satisfied to ensure compatibility with, and an attractive appearance from, adjacent land uses.

Light Industrial areas are designated for clean industries which are generally compatible with commercial activities. Light industry usually generates minimal truck traffic, noise, or pollution. Sites are often grouped into industrial parks with common circulation, open space, and design standards.

General Industrial areas are designated for manufacturing, assembling, fabrication and processing, bulk handling, storage, warehousing and trucking. Many general industrial uses are incompatible with residential and commercial uses. GOALS

- 1. Provide attractive areas for mixed uses including clean, employment intensive industrial and office uses integrated with housing.
- Provide areas for general industry that meet the location requirements of prospective industries and protect designated industrial areas from encroachment of incompatible uses.
   EXHIBIT 6

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- 3. Protect Industrial areas from the transportation impacts of residential and commercial development.
- 4. Protect areas adjacent to industrial areas from potential blighting effects of noise, dust, odor or high truck traffic volumes.
- 5. Conserve the supply of industrial land.

**Finding:** The site, developed as a collection of Light Industrial uses, will provide an attractive and clean appearance to 135th. The site is located adjacent to a major industrial area to the west. The site reinforces 135th as a clear demarcation between the industrial uses to the west and residential uses to the east. Jennifer Road is proposed to be extended into 135th creating a direct connection between the site and the industrial area to the west. The proposed use of the site creates light industrial traffic that is most compatible with the existing and future industrial traffic on 135th. The proposal is for a Light Industrial zone and light industrial use that provides an effective transition between the medium and heavy industrial uses to the west and th residential uses to the east. The site provides a good location for a light industrial use that needs an industrial site, yet is more office-like in its impact and characteristics.

### POLICIES

Light Industrial

- 13.0 The following areas may be designated Light Industrial when either the first or all of the other criteria are met:
  - 1. Areas having an historical commitment to industrial uses.
  - 2. Areas with excellent access to the regional transportation network.
  - 3. Areas with access to a street of at least a minor arterial classification.
  - 4. Areas with sites large enough for several industries to cooperatively design an industrial park.

**Finding:** The term 'area' can have two distinct meanings. Findings have been made against each meaning.

Area - the site.

The area has excellent access to the regional transportation network via either 135th or Jennifer to State Highway 212/224 to Interstate 205. The attached traffic study discusses this further. 135th is a minor arterial. The long term development plan for this 2.27 acre site is to create a cluster of light industrial buildings that can provide flex space to similar contracting and industrial businesses in a small industrial park.

Area - the impacted area between 135th/224/Jennifer/130th.

The area has excellent access to the regional transportation network via either 135th, 130th, or Jennifer to State Highway 212/224 to Interstate 205. The attached traffic study discusses this further. 135th is a minor arterial. The area is Clackamas County's premier and regionally important industrial park composed on many small and large regional, national, and international industrial businesses.

14.0 Determine permitted uses through zoning. Zoning of Light Industrial areas shall be consistent with this Plan and the stated purpose of compatible zoning districts. Timing of zoning district application shall be in accord with the orderly development of the County.

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**Finding:** The proposed uses shall be approved through a site design review. The area to the west is developed as industrial. Jennifer Road is proposed to be extended in the next year. The extension will provide full industrial access to and through the industrial area and allow the properties on 135th to transition to fuller utilization.

15.0 Discourage land uses other than industrial or industrially related uses.

Finding: The site is proposed for light industrial uses.

16.0 Clearly identify entrances and exits to facilitate efficient traffic movement. The internal circulation system should have broad lanes and turnarounds large enough to accommodate truck traffic. Access streets should include curbs and gutters.

**Finding:** The site currently has three access points which are proposed to become two full access ways from the site to 135th. These two access ways will provide a circular loop with parking at the center and building on each side. This will be proposed for approval through a site design review process.

17.0 Require in all light industrial development and redevelopment a minimum of 20 percent of the total gross area to be in landscaping.

**Finding:** The site design review process will ensure that at least 20 percent of the site remains in landscaping.

18.0 Require landscaping and limit outdoor storage and display to enhance the appearance on site and from off site.

Finding: No outdoor display is proposed. Outdoor storage will not be visible from 135th.

19.0 Provide for pedestrian and bicycle access to adjacent transit corridors and, where applicable, to nearby residential areas. Require sidewalks when appropriate.

**Finding:** The site is adjacent to a collector street providing appropriate access for pedestrians and bicycles.

20.0 Require storm drainage control measures as an integral part of all industrial area development to compensate for large roofs and paved parking areas within industrial areas.

**Finding:** Development will be proposed though site design review. Storm drainage control measures shall comply with Clackamas County's code. The site is large enough to provide for all storm drainage control measures on the site.

21.0 Require underground utilities and street lighting.

Finding: All utilities and street lighting will comply to Clackamas County code as the property is redeveloped for industrial purposes through the site design review process.

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22.0 Require all Light Industrial developments to be subject to the design review process.

Finding: Development on this site shall be subject to the design review process.

23.0 Encourage coordinated utility and traffic improvements in industrial land divisions.

Finding: The site is not proposed to be divided.

### VII ECONOMICS

If any community is to thrive and prosper, jobs must be available to provide income for its residents. The type, quality, wage rates, and variety of jobs available in the community determine to a large extent the life-style and well-being of the residents.

The economy of Clackamas County is not separable from that of surrounding urban areas, nor is it uniform throughout. The northwest urban portion of the County clearly is part of the highly diversified urban economy of the Portland metropolitan area, with similar industries, and many retail and service business to serve the large urban population. The rural parts of the County and the cities lying outside the northwest urban area have traditionally been timber or agriculture based economies; however, residents are increasingly commuting to jobs in the Portland urban area.

GOAL

1. Establish a broad-based, stable and growing economy to provide employment opportunities to meet the needs of the County's residents.

### POLICIES

### **Existing Industry and Business**

1.0 Encourage retention and expansion of existing industry and business.

**Finding:** The proposal allows for the development of flex light industrial buildings for small and growing firms. The proposed establishment of KnD Services as the anchor to the light industrial park attracts similar businesses and creates opportunities for business to business exchanges.

1.1 Protect established industrial and commercial areas from encroachment by incompatible land uses.

**Finding:** The light industrial destination create a strong transition between the general industrial uses to the west and the residential uses to the east. The proposed light industrial traffic is most compatible with the current and future use of 135th.

1.2 Encourage maintenance of sufficient vacant lands to provide room for the future expansion or relocation of the County's industry and business.

**Finding:** The partially vacant site is fully serviced and prepared for redevelopment to light industrial uses.

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1.3 Facilitate the efficient operation of existing firms in the urban area by giving high priority to equality in public services including law enforcement, water service and fire protection, storm drainage, sewer, transit, pedestrian and bike access, road maintenance, and traffic access and circulation.

Finding: The site is fully serviced and prepared for redevelopment to light industrial uses.

1.4 Develop and implement strategies to revitalize and/or maintain established commercial areas considering such things as parking needs, pedestrian/auto conflicts, traffic circulation, historic character, compatibility of activities, potential for new development, compatibility of new development, transit service, pedestrian and bike access, and merchant participation.

Finding: The proposal is for a light industrial zone.

- 1.5 Encourage natural resource-oriented industries by:
  - 1.1 Encouraging timberland owners to use sound timber management practices and promote a sustained harvest.
  - 1.2 Identifying and recruiting firms doing secondary wood processing using wood products now underutilized or considered waste, i.e., hardwoods, slash materials, etc.
  - 1.3 Encouraging food processing industries and other support services for agriculture in the rural areas.

Finding: The site could be used by small resource-oriented service industries.

1.6 Consider impacts on established commercial areas prior to approving Plan changes for major new commercial areas. High priority should be given to retaining the viability of affected downtowns.

**Finding:** The proposal is for a light industrial zone.

**New Industry and Business** 

2.0 Encourage new industrial and commercial development which is consistent with environmental guality and community livability, and the needs of County residents.

**Finding:** This site is proposed to house the regional headquarters of K&D Services. This site will manage jobs through Oregon, Northern California and Southern Washington. The business is in growing demand to provide traffic management and safety to developers of the regions roadways. The business has no adverse environmental impacts.

- 2.1 Provide sufficient industrial land of four general types:
  - a. General industrial designations for intensive industrial uses, with sites for a broad range of industry and warehousing.
  - b. Light Industrial designations for a narrower range of industry and warehousing while allowing office uses outright, and providing stronger noise and aesthetic controls within the development.

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- b. Campus Industrial designations to provide for a mix of clean, light manufacturing, offices, and high density residential uses in campus-style complexes, where design shall be compatible with adjacent areas. New developments shall be consistent with a design plan to assure an integrated development of the area. (See Land Use Chapter, Campus Industrial policies.)
- c. Business Park designations to provide for offices and light industrial uses which project a high image.

**Finding:** The proposal is for a light industrial zone. The proposed uses are light industrial office uses with specialized manufacturing of signs and sign structures and maintenance of trucks.

- 2.2 Provide sufficient commercial land of four different types (see Land Use Chapter, Commercial development policies):
  - a. General Commercial for a broad mix of commercial uses including outdoor storage and display.
  - b. Retail Commercial for a range of uses including retail, office, services, and multifamily which project a high-quality image.
  - c. Office Commercial designations to provide for a mix of offices, clean, light manufacturing, and high density residential uses in campus-style complexes, which have less impact on surrounding properties, and project a positive image.
  - d. Community Commercial for local shopping and services, including large grocery stores and other frequently patronized community services.

**Finding:** The proposal is for a light industrial zone.

2.3 Allow in residential designations Neighborhood Commercial uses, through zoning, which provide goods or services to the surrounding neighborhood, and which do not attract traffic from other areas. Criteria for sites are listed in the Land Use Chapter, Residential policies.

Finding: The proposal is for a light industrial zone.

2.4 Give high priority to provision of sewer, water and road services to growing industrial areas.

**Finding:** In the last two years, storm and sanitary sewer and water have been improved to the site. The extension of Jennifer is expected to take place in the next two years. The site is fully served for light industrial purposes.

2.5 Encourage the location of business and industry in areas that minimize the journey to work and/or facilitate mass transit usage for the journey to work.

Finding: The site has excellent access to a diverse choice of housing types in nearby areas.

2.6 Encourage Tri-Met to provide better transit service. Specifically, improve service to commercial centers, small city downtowns, and the Clackamas industrial area.

Finding: The applicant is not Tri-Met.

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2.7 Provide for a broad range of types and sizes of industrial and commercial development to provide a broad cross section of employment opportunities for residents.

**Finding:** The proposed Light Industrial for this site creates an attractive location for a small light industrial flex space park. The light industrial uses proposed creates a good transition between the housing subdivisions to the east and the general industrial area to the west. The site provides an opportunity to create higher waged light industrial jobs. The proposed use (K&D Services) manages a work force in this region of over 100 people who are dispatched from their homes directly to job sites creating the greatest benefit to Clackamas County while minimizing impacts.

2.8 Encourage the retention of vacant industrial and commercial lands in large parcels until committed for development, at which time overall development plans should be prepared for the site.

Finding: The site is not a large vacant industrial or commercial parcel.

2.9 Support the conversion and development of Camp Withycombe as it is designated in the Comprehensive Plan.

Finding: The site is not Camp Withycombe.

- 2.10 Allow business park uses in general commercial areas, subject to conditional standards, addressing:
  - a. Existing buildings
  - b. Compatibility with surrounding commercial areas
  - c. Minimum external storage, smoke or noise
  - d. Continuity of pedestrian flow within and between surrounding uses

Finding: The proposal is for a light industrial zone.

- 2.11 Facilitate home occupations within the constraints of neighborhood quality, subject to standards, including:
  - a. Visual compatibility with neighborhood and appropriate buffering
  - b. No unsightly or distracting storage, smoke, dust, noise, etc.
  - c. No excessive increase in traffic, especially truck traffic
  - d. No excessive parking of vehicles on the property

**Finding:** The proposal is for a light industrial zone.

- 2.12 Require design review approval for all industrial and commercial development, addressing:
  - a. Compatibility with surrounding areas, including buffering, scale and materials of buildings, and scale and type of plants
  - b. Visual impact of landscaping and lot coverage
  - c. Energy efficiency in site planning and building design
  - d. Storm drainage retention and control
  - e. Access including internal truck and auto circulation in commercial developm (HIBIT 6

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(Brooktraut Properties LLC) Page 191 of 200

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- f. Outdoor storage and location of parking and loading
- g. Identification and directional signing
- h. Noise abatement
- i. Pedestrian, bike and carpool facilities
- j. Support of transit usage
- k. Site security

Finding: All development on the site is required to be approved by design review.

2.13 Gradually modify strip commercial areas into more functional and attractive development with consolidated access to the street where possible. Exempt clearly highway-oriented uses (such as gasoline stations).

**Finding:** The proposal is for Light Industrial zoning and a light industrial use. The proposal will help ensure that 135th does not become a commercial strip.

2.14 Encourage design and circulation plans to be prepared for major industrial and commercial areas in the County, primarily aimed at providing a cohesive, integrated overall development pattern.

**Finding:** The extension of Jennifer to 135th creates connectivity to and through the adjacent industrial area providing multiple points of access through industrial and commercial areas for this site. The light industrial traffic generated by the proposed zoning is more compatible with the designed circulation then medium density residential.

Oregon State Goal 9: Economic Development.

**Finding:** The light industrial designation will provide an opportunity for small light industrial businesses that can affect a transition from the medium and heavy industrial to the west and single family housing development to the east. These small, well situated light industrial sites provide an important to diversify the economic business and increase the amount of small businesses with ownership opportunities and well paying jobs.

### Designation of Land for Industrial and Commercial Uses.

### (1) Identification of Needed Sites.

**Finding:** Clackamas County's Industrial Land Supply Update (April 4, 2000) examines all sites and assesses their capabilities and constraints.

### (2) Long-Term Supply of Land.

**Finding:** The supply assessment identifies specific strategies to be pursued by Clackamas County to ensure that the land supply will meet a twenty year demand.

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### (3) Short-Term Supply of Serviceable Sites.

**Finding:** The comprehensive plan and zone change from urban residential to light industrial improves the short term supply at an appropriate location for an proper use. The recent infrastructure investment by the county and special service providers makes this proposal timely.

### (4) Sites for Uses with Special Siting Requirements.

**Finding:** The proposed use does not have special siting requirements.

***

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**Department of Transportation** Region 1 123 NW Flanders Portland, OR 97209-4037 (503) 731-8200 FAX (503) 731-8259

April 5, 2002

**ODC** 

Clackamas County Department of Transportation & Development 9101 SE Sunnybrook Blvd. Clackamas, OR 97015

Attn: Dan Johnson, Current Planning

Subject: Z0033-02-CP; Z0034-02-Z: Brooktraut Properties (K&D Services) OR 212 - SE 135th Avenue

Dear Mr. Johnson:

The subject site is in the vicinity of OR 212. ODOT has permitting authority for this facility¹ and an interest in ensuring that this proposed land use is compatible with its safe and efficient operation.

### **ODOT Recommendations**

Please see our enclosed review of the applicant's traffic impact analyses. The proposal addresses the requirements of the state Transportation Planning Rule because it can be shown that the planned transportation system is adequate to serve the proposed comprehensive plan/zoning map designation for the site.

However, ODOT has concerns about the safety and operation of the OR 212 and SE 135th Street intersection. We will review future development proposals for the subject property (and other properties in the area) to determine specific impacts and necessary mitigation.

We have no objections, from a transportation standpoint, to approval of the proposed plan amendment.

Please contact me at 503.731.8282 if you have questions regarding this letter. Thank you.

Sincerely

onya Kazen, Planning

Cc: Peter Finley Fry Scott Beaird, Kittelson & Assoc.

EXHIBIT 6

¹ OAR 734-051 website: <u>http://arcweb.sos.state.or.us/rules/OARS_700/OAR_734/734_051.htm</u> Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC) Page 194 of 200

2 04/05/02

Date: April 5, 2002

To: Sonya Kazen

From: Kate Freitag

Re: Brooktraut Properties/Zone Change near intersection of Hwy 212-224/SE135th Ave

Upon reviewing both the original Traffic Impact Analysis (completed by Kittelson & Associates, Inc., January 2002) and the addendum to the TIA (also by Kittelson, dated April 2002), I have the following comments.

This proposal is to rezone a 2.27-acre parcel from MR-1 (medium density residential) to I-2 (light industrial) zoning. Since business park uses (in compliance with the conditions of Clackamas County Zoning Ordinance 606.03) are allowed under the I-2 zoning, the worst case development scenario would be an office building.

The original TIA only looked at a "worst case" development of warehousing (ITE Land Use 150). Warehousing generates much less traffic than an office use. The intersection of Highway 212-224 and SE 135th was shown to be operating at a v/c of 0.96 in the AM peak hour and 0.95 in the PM peak hour under the warehousing use in the year 2005. The mobility standard is 0.99 for Clackamas Highway.

Due to the fact that the intersection was shown to be close to capacity under a much less intense land use than the allowed office use, more analysis was requested. The addendum to the TIA was done using the Business Park use (ITE Land Use 770) as the worst case, which was still not the most intense allowed use for this zone change. The addendum showed that under the more intense Business Park use, the intersection would be operating at a v/c of 0.97 for both peak hours. Because the office use would generate a substantially higher number of trips, it seems clear that the intersection would be operating over capacity. Analyzing the intersection for the office use using SIGCAP resulted in operations of v/c=1.08 in the AM peak hour and 1.02 in the PM peak hour. Clearly, the office use causes the intersection to fail in the year 2005, since even under the Business Park land use the intersection will be operating under capacity.

In addition, the intersection of Highway 212-224 at SE135th Avenue is listed as a top 5% SPIS site in both 1999 and 2000. SPIS (Statewide Priority Index System) is a method developed by ODOT for identifying hazardous locations on state highways based on accident data over a three-year period and is comprised of three elements: accident frequency, accident rate, and accident severity. A ranking in the top 5% is the highest priority ranking that can be achieved. This indicates that there are existing operational and safety concerns.

The Sunrise Corridor will, however, greatly change the characteristics of the traffic patterns in this area. Due to the fact that the Sunrise Corridor is in the RTP for shortterm improvements (2000-2005) on the Priority project list, it is my understanding that the requirements of the Transportation Planning Rule, OAR 660-12-060 would be met. Therefore the effects of the Sunrise Corridor project should be taken into account for the proposed zone change. The effects may include relieving congestion along 212-224 XHIBIT 6

> Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 195 of 200

thereby potentially improving operations at major intersections on the highway.

Although ODOT Traffic Section has some concerns regarding this intersection, we are recommending approval due to the fact that the criteria of the TPR have been addressed. If any proposal comes in with a plan to develop this property before the planned construction of the Sunrise Corridor, ODOT may request further analysis of the intersection and, if necessary, require mitigation and improvements to the intersection. Conditions of Approval

> **EXHIBIT 6** Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 196 of 200

### NOTICE OF PUBLIC HEARING

Clackamas County Planning Commission, 6:30 p.m., <u>April 8, 2002</u>, Sunnybrook Service Center, 9101 SE Sunnybrook Blvd., Clackamas, Oregon 97015.

Clackamas County Board of Commissioners, 9:30 a.m., <u>April 24, 2002</u>, Courthouse Annex, 906 Main St., Oregon City OR 97045.

TO: Property Owners within 300 feet

Subject: Comprehensive Plan Map and Zone Change

File No.: Z0033-02-CP, Z0034-02-Z

Applicant: Brooktraut Properties

Owner of Property: Brooks Walton

<u>Proposal</u>: Comprehensive Plan change from Medium Density Residential to Light Industrial with a corresponding zone change from MR-1 to I-2.

Ordinance Criteria: Land Use Chapter of the Comprehensive Plan as well as Sections 302, 602, and 1202 of the Zoning Ordinance.

Location: West side of SE 135th Avenue approximately ³/₄ of a mile south of State Hwy. 212-224

Site Address: 16213 SE 135th Avenue

Legal Description: T2S, R2E, Section 11D, Tax Lot 1400, WM

Total Area Involved: Approximately 2.27 acres

Zoning: MR-1

<u>Citizens Planning Organization For Area</u>: Clackamas, Barbara Kemper, PO Box 2136, Clackamas 97015; 655-2601

Planning Division Staff Contact: Dan Johnson, 503-353-4514

EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 197 of 200 All interested citizens are invited to attend the hearing. An agenda will be provided at the hearing. Testimony and evidence should address those criteria identified above and any other criteria relevant to the application. Failure to raise an issue at the hearing, or by letter, or failure to provide sufficient specificity to afford the Board of County Commissioners an opportunity to respond to an issue precludes appeal to the Land Use Board of Appeals based on that issue. The following procedural rules have been established to allow an orderly hearing.

- 1. The length of time given to individuals speaking for or against an item will be determined by the chairperson prior to the item being considered.
- 2. A spokesperson representing each side of an issue is encouraged.
- 3. Only specifically relevant testimony to the item being considered will be allowed.

A staff report for the application will be available seven (7) days prior to the hearing. The staff report, applicable criteria, application, and all documents and evidence relied on by the applicant are available for inspection and may be purchased at reasonable cost at the Sunnybrook Service Center, 9101 SE Sunnybrook Blvd., Clackamas, Oregon 97015, (503-353-4500). Direct all calls and written correspondence to the Planning Division.

To receive a copy of the final decision of the Board of County Commissioners, provide the Planning Division with a written request indicating the application file number.

NOTICE TO MORTGAGEE, LIENHOLDER, VENDOR, OR SELLER: ORS CHAPTER 215 REQUIRES THAT IF YOU RECEIVE THIS NOTICE, IT MUST BE PROMPTLY FORWARDED TO THE PURCHASER.

> EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 198 of 200

	FOR STAFF USE ONLY	PHONE (503) 353-4400 • FAX (503) 35	-43:
	ZONE CHANGE (Z)	1/1A/an	e
TEMPORARY PERMIT USE NOT ALLOW     RENEWAL      HOME OCCUPATION (HO)     RENEWAL	SUBDIVISION LONG (11+) PARTITION (M) VARIANCE (V)	(SL) Hearing Date: Staff Member: Zone:	······
NON FARM USE (N) FARM DWELLING FOREST DWELLING	1 OTHER $2$ $2$ $1$ $2$ $1$ $1$ $1$ $1$ $1$ $1$ $1$ $1$ $1$ $1$	Comp. Plan:	] NO
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NAME OF APPLICANT Walton	FIRST	Brooktraut Property LLC	
MAILING ADDRESS P.O. BOX 120	40 CITY_Eve	rettst_WAzip_982	06
APPLICANT IS: 🖾 LEGAL OWNER			
NAME OF CONTACT PERSON (If other than			
	3 SW Main Street, #104 -252-0906	, Portland, OR ZIP 972 503-274-2744	205
PHONE NUMBERS OF: APPLICANT: WK	Hm CONT/	ACT PERSON: Wk Hm	
	1 5	TOTAL LAND AREA: 2 • 26	54 a
Map 2-2E-1 LEGAL DESCRIPTION: T R SEC	TION TAX LOT(S)	1400 and 1500	
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Singl	e family house and par	tially vacant.	
PRESENT USE OF PROPERTY:	ed septic tank - to be	·	
METHOD OF SEWAGE DISPOSAL: Clack	camas County Service Di	strict sanitary sewer sys	tem
WATER SUPPLY: Clackamas R	(IVEL WATEL DISTRICT #4	• 	
OTHER PERSONS (IF ANY) TO BE MAILED	P.U. BOX 144/, Everet	ZIP RELATION	ISHIP
Morrie Trautman	ADDRESS		
Morrie Trautman		ZIP RELATION	ISHIP
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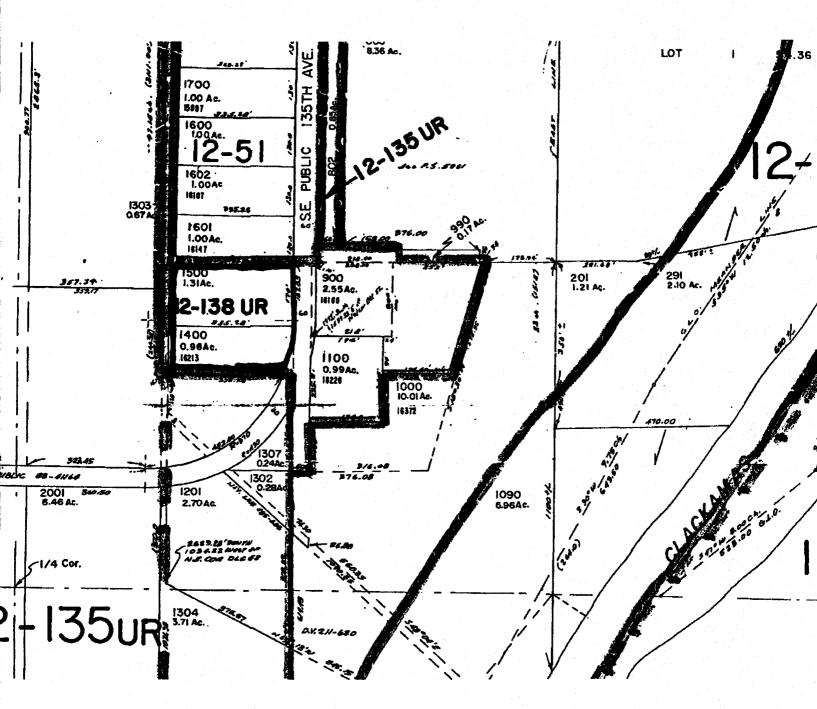


EXHIBIT 6 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 200 of 200



6605 SE Lake Road, Portland, OR 97222 PO Box 22109 Portland, OR 97269-2169 Phone: 503-684-0360 Fax: 503-620-3433 E-mail: legals@commnewspapers.com

### AFFIDAVIT OF PUBLICATION

State of Oregon, County of Clackamas, SS I, Charlotte Allsop, being the first duly sworn, depose and say that I am the Accounting Manager of the Clackamas Review, Estacada News, Oregon City News, a newspaper of general circulation, serving Clackamas, Estacada, Oregon City in the aforesaid county and state, as defined by ORS 193.010 and 193.020, that

**Clackamas County Planning Commission NOTICE OF PUBLIC HEARINGS SCHED-ULED ON PROPOSED CLACKAMAS COUNTY COM-**PREHENSIVE PLAN MAP AMENDMENT AND CORRESPONDING ZONE CHANGE OF 16147 SE 135th AVE, CLACKAMAS, **OREGON, TO LIGHT INDUSTRIAL** 

#### Ad#: 174898

A copy of which is hereto annexed, was published in the entire issue of said newspaper(s) for 1 week(s) in the following issue(s): 08/26/2020, 08/27/2020

Charlotte Allsop (Accounting Manager)

Subscribed and sworn to before me this 08/27/2020.

NOTARY PUBLIC FOR OREGON

Acct #: 138159 Attn: Darcy Renhard CLACKAMAS CO. PLANNING & ZONING DIVISION **150 BEAVERCREEK RD** OREGON CITY, OR 97045

# NOTICE OF PUBLIC HEARINGS SCHEDULED ON PROPOSED CLACKAMAS COUNTY COMPREHENSIVE PLAN MAP AMENDMENT AND CORRESPONDING ZONE CHANGE OF 16147 SE 135th AVE, CLACKAMAS, OREGON, TO LIGHT INDUSTRIAL

The Clackamas County Planning Commission and Board of County The Clackamas County Planning Commission and board of County Commissioners will hold public hearings to consider a proposed amend-ment to the Comprehensive Plan Map and a corresponding zone change. The proposal is to change the Comprehensive Plan Map designation of 16147 SE 135th Ave, Clackamas, OR 97015 (Tax Lot 22E11D-01601, approximately 0.99 acres) from Medium Density Residential (MDR) to Light Industrial (LI) and, at the same time, change the property's zone from Medium Density Residential (MR-1) to Light Industrial (LI) from Medium Density Residential (MR-1) to Light Industrial (LI).

The proposal, which is contained in File Nos. Z0299-20-CP and Z0300-20-ZAP, is available at: <u>http://www.clackamas.us/planning/zdopro-</u> posed.html.

The public may review and comment on the proposal before and during the public hearings. While Clackamas County is abiding by social dis-tancing requirements during the coronavirus pandemic, public hearings are being held virtually using the Zoom platform. One week prior to the hearing dates listed below, a Zoom link to the public hearing and details on how to observe and testify online or by telephone will be available on our website at the web address listed for each hearing. our website at the web address listed for each hearing.

> Planning Commission Public Hearing 6:30 p.m., Monday, September 14, 2020 www.clackamas.us/planning/planning-commission

Board of County Commissioners Public Hearing 9:30 a.m., Wednesday, October 21, 2020 www.clackamas.us/meetings/bcc/landuse

For more information: Glen Hamburg, 503-742-4523 or ghamburg@clackamas.us Publish August 26, 2020

CLK174898



EXHIBIT 7 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 1



















# Clackamas County Regional Housing Needs Analysis

Urban Unincorporated, Rural Unincorporated, and Selected Cities within Clackamas County

Final Summary Report SEPTEMBER 2019 EXHIBIT 8 20299-20-CP & Z0300-20-ZAP (Brooktraut Properties 2.2C) ECONOMICS · FINAN@ageLAnofil@2

### ACKNOWLEDGMENTS



## **Acknowledgments**

ECONorthwest prepared this report for Clackamas County. ECONorthwest and County staff thank those who helped develop the Clackamas County Regional Housing Needs Analysis. This project is partially funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

### **Technical Advisory Committee**

Bryan Brown, City of Canby Matilda Deas, City of Canby Glen Hamburg, County Rep. for City of Estacada Melissa Aherns, County Rep. for City of Gladstone Michael Walter, City of Happy Valley Peter Walter, City of Oregon City Laura Terway, City of Oregon City Kelly O'Neill, City of Oregon City John Boyd, City of West Linn John Williams, City of West Linn Miranda Bateschell, City of Wilsonville Kim Rybold, City of Wilsonville Chris Neamtzu, City of Wilsonville

### **Clackamas County**

Dan Chandler, Assistant County Administrator Martha Fritzie, Senior Planner Trent Wilson, Project Performance & Research Analyst Jennifer Hughes, Senior Planner Julie Larson, Administrative Assistant

### Consulting Team (ECONorthwest)

Beth Goodman, Project Director Robert Parker, Senior Project Adviser Margaret Raimann, Technical Manager Sadie DiNatale, Associate

### **Clackamas County Contact**

Dan Chandler J.D., Assistant County Administrator Clackamas County, 2051 Kaen Road, Oregon City, OR 97045 503-742-5394 | dchandler@co.clackamas.or.us

### **ECONorthwest Contact**

Beth Goodman, Project Director EXHIBIT 8 ECONorthwest, 222 SW Columbia, State 20309-20-CP,& Z0300-20-ZAP 503-222-6060 | goodman@(Brooktraut Properties LLC) Page 2 of 22





## **KEY FINDINGS**

# **Key Findings**

The Clackamas County Housing Needs Analysis was developed to support the work of the Clackamas County Coordinating Committee (C4) and the Clackamas County Affordable Housing and Homelessness Policy Task Force. The Housing Needs Analysis presents data and analysis about housing affordability, changes in demographics, changes in the housing market, land supply, and other factors contributing to issues of housing affordability in the County.

- Clackamas County is growing. Since 2000, the County grew by 56,576 people (14%), 22,949 households (15%), and 24,051 dwelling units (18%).
- Demographics are changing across Clackamas County and the State. The largest age groups are the Baby Boomers and the Millennials. Growth of these groups is driving a need for smaller units to accommodate the increasing number of one- and two-person Baby Boomer households and Millennial (and younger) households that will have growing families over the next 20 years.
- Housing stock across the county remained predominately single-family detached. As of 2012-2016, the County's housing mix was 76% single-family detached, 20% multifamily, and 4% single-family attached (e.g. townhomes). Metro requires urban areas of Clackamas County and the cities within the Metro Urban Growth Boundary to plan for at least 50% of its housing stock to be multifamily or single-family attached. Clackamas County and most of the cities within the County will need to plan for a wider variety of housing types over the next 20 years.
- Housing affordability is a growing concern across the County and across the Portland Region. Clackamas County's median household income was \$68,915 in 2012-2016 about \$17,235 (33%) more than it was in 2000. Despite growing incomes, rates of cost-burdened households have increased faster. In 2000, the median home value was 3.7 times the median household income. By 2012-2016, the median home value is 4.6 times the median household income.
- A growing number of households are paying more than they can afford for housing. In 2000, 26% of households were cost burdened and by 2012-2016, 34% of households were cost burdened. Renters struggle with housing affordability in particular. As of 2012-2016, 49% of renters were cost burdened, up from 39% in 2000.
- Housing prices are continuing to increase. From February 2015 to February 2019, the median sales price grew by \$136,655 (46%), to a median of about \$435,000.
- Rental costs are also increasing. According to data from CoStar, multifamily rent in Clackamas County increased from an average of \$855 in 2010 to \$1,255 in 2018, an increase of nearly \$400 or 47%.

The changes in demographics and increases in housing costs are driving need for more diverse housing types, including smaller single-family detached units, cottage housing, duplexes, triplexes, quad-plexes, townhouses, and all types of multifamily housing.



### Clackamas County is growing!

From 2000 to 2012-2016, Clackamas County increased by 56,576 people (14%), 22,949 households (15%), and 24,051 dwelling units (18%).



its, EXHIBIT 8 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 3 of 22 Unless otherwise specified, the source for data presented in this report is the U.S. Census American Community Survey.

The Clackamas County HNA provides information to help the County and cities meet the requirements of Goal 10 to provide opportunities for development of housing that meets the needs of households at all income levels.

The Clackamas County HNA presents a full, adoption-ready housing needs analysis for Urban Unincorporated Clackamas County.

The HNA presents a baseline housing needs analysis within the context of current policies for participating cities to support local discussions of housing needs.

## Introduction

Clackamas County embarked on discussions about housing affordability and approaches to foster the maintenance and development of affordable housing for all income levels. The Clackamas County Board of Commissioners formed the Clackamas County Affordable Housing and Homelessness Policy Task Force to research, recommend, and support new policies and strategies to address housing affordability and homelessness in Clackamas County.

The products of the Clackamas County HNA are:

- Clackamas County Housing Needs Analysis report. The report presents information about buildable lands, demand for new housing, and housing affordability for unincorporated Clackamas County and participating cities (as described on the next page of this summary). The focus is on growth in Clackamas County and its cities over the 2019-2039 period. This report is nearly 500 pages long and presents extensive technical information about housing needs and residential land capacity.
- Summary Report of Clackamas County Housing Needs Analysis. The Summary Report, which you are reading, focuses on issues of changing demographics and housing affordability for unincorporated Clackamas County and participating cities within the county.

Clackamas County, with support from the Department of Land Conservation and Development and cities within the County, contracted with ECONorthwest to develop the HNA. The report is intended to support the work of the Task Force by presenting data and analysis about housing affordability, changes in demographics, changes in the housing market, land supply, and other factors contributing to issues of housing affordability.

The focus of the HNA is on unincorporated Clackamas County, both areas within the Metro Urban Growth Boundary (UGB) and areas outside of any city's UGB. The full HNA technical report presents extensive information about land sufficiency for unincorporated areas in Clackamas County, with emphasis on Clackamas County's unincorporated areas within the Metro UGB. The map on the following page describes the geographies used in this analysis.

In addition, the HNA presents baseline housing needs analyses for participating cites in Clackamas County. The baseline housing needs analyses present assessments of housing needs and whether the cities can accommodate growth on existing lands in their UGB under current policies. The baseline HNAs are intended to provide information for future discussions of housing needs in the cities. They do not reflect potential changes in policies resulting from additional understanding of the conditions of the local housing market.

This report summarizes the results of the full HNA. It focuses on issues most directly related to meeting housing needs of current and new residents: changes in demographics and housing preferences, changes in the housing mexhibiting affordability, and a summary of land sufficiency. This report presents information for Clackamas County and all of the cities in the County, regardless of whether they participated in the full HNA. (Brooktraut Properties LLC)

4 • ECONorthwest

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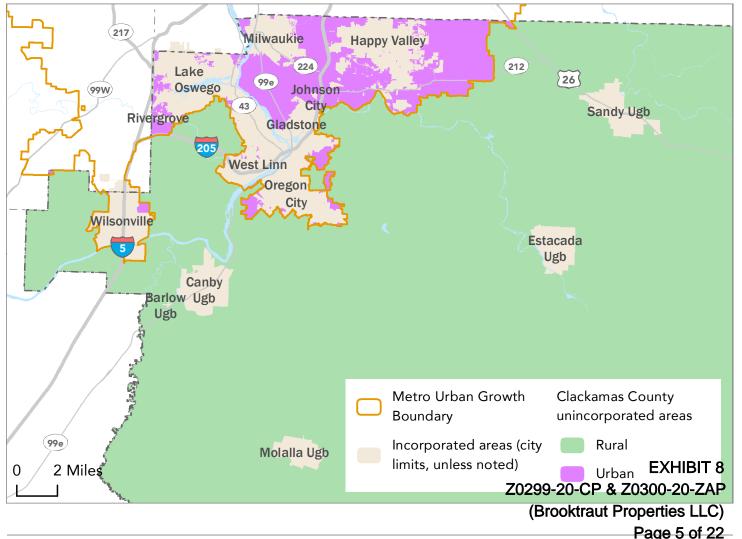
## Geographies used in this analysis

The full Clackamas County Housing Needs Analysis focused on Urban Unincorporated Clackamas County (unincorporated areas within Metro's UGB) and Rural Unincorporated Clackamas County (unincorporated areas outside of any city's UGB). This analysis focused on growth and land sufficiency in these unincorporated areas of the County, determining whether the County has sufficient land to accommodate expected growth in unincorporated areas.

The HNA considered housing needs in Clackamas County as a whole, presenting data for each of the cities in the County: Barlow, Canby, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, West Linn, and Wilsonville.

In the HNA report, ECONorthwest conducted baseline HNA's for participating cities including the cities of: Estacada, Gladstone, Happy Valley, Molalla, Oregon City, West Linn, and Wilsonville.

Other cities within Clackamas County did not participate in the HNA. While this Summary presents information about these cities, the full HNA report does not present a baseline HNA for the nonparticipating cities.



**GEOGRAPHIES USED IN THE ANALYSIS** 

Source: ECONorthwest.

Clackamas County Regional Housing Needs Analysis • 5

## FACTORS AFFECTING HOUSING NEED



## Factors Affecting Housing Need

Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice, as shown in the exhibit below.

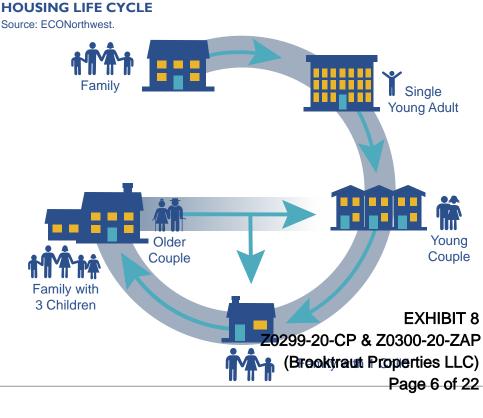
### **KEY RELATIONSHIPS INCLUDE:**

- Housing needs change over a person's lifetime.
- Homeownership rates increase as income increases.
- Homeownership rates increase as age increases.
- Choice of single-family detached housing increases as income increases.
- Renters are much more likely to choose multifamily housing than single-family housing.
- Income is a strong determinant of homeownership and housing-type choice for all age categories.

Population and housing characteristics are useful for better understanding the residents of Clackamas County. Population growth, age of residents, household size and composition, and home ownership provide useful context about how the characteristics of Clackamas' households compare to the Portland Region (Clackamas, Washington, and Multnomah counties combined) and Oregon. Unless otherwise noted, all data in this document are from the U.S. Census 2012-2016 American Community Survey.

### The HNA focuses on key determinants of housing choice: income, age, and household composition.

As the adults in households age, income generally increases and their household composition changes. Incomes generally increase until retirement, allowing households to afford to spend more on housing as they age. At the same time, household composition changes, generally with addition of children for younger households and departure of children for older households. The changes in these three factors illustrate the housing life cycle that most households experience in one form or another.



## **POPULATION CHANGES**

### POPULATION, 2017

Source: Portland State University, Population Research Center

413,000 Clackamas County **1,811,860** Portland Region



### AVERAGE POPULATION GROWTH PERYEAR, 1990-2017

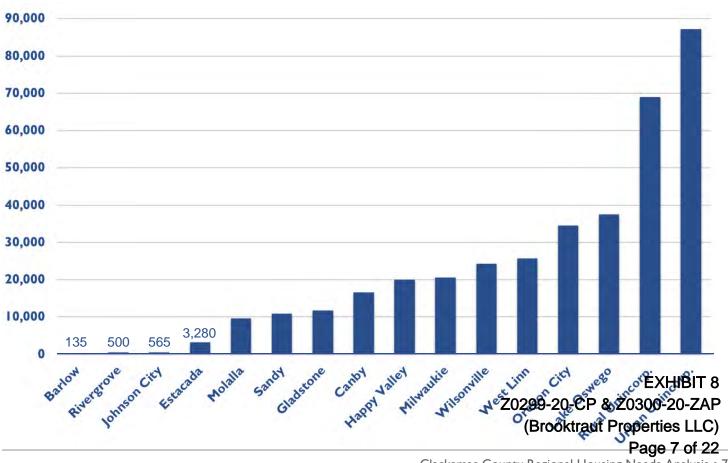
Source: Portland State University, Population Research Center

CLACKAMAS COUNTY	1.5%
PORTLAND REGION	1.6%
OREGON	1.4%

Population in urban unincorporated Clackamas County accounted for nearly 25% of the County's population and rural unincorporated Clackamas County accounted for nearly 19% of the County's population.

### **POPULATION BY CITY IN CLACKAMAS COUNTY, 2017**

Source: Portland State University, Population Research Center (with the exception of Urban and Rural Unincorporated Clackamas County which used ACS 2012-2016 data).



Clackamas County Regional Housing Needs Analysis • 7

## Growth in population drives growth in housing.

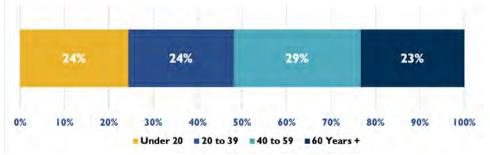
Clackamas County population is growing at about the same rate as the Portland Region and the State, adding nearly 140,600 people between 1990-2017. About 57% of Clackamas County's growth was the result of people moving into Clackamas County from another part of Oregon, the U.S., or from outside of the U.S.

### AGE DISTRIBUTION

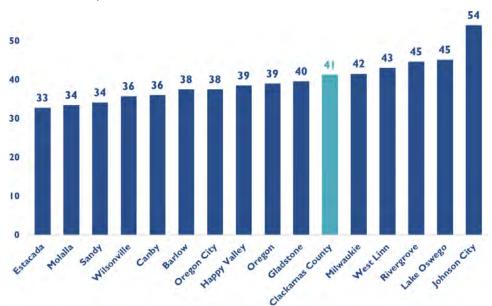
### The population in Clackamas County is getting older, consistent with state and national trends.

The Millennial generation (born 1980 to 2000) accounts for about 24% of the population and the Baby Boomer generation (born 1946 to 1964) accounts for a bit more than 25% of the population in Clackamas County.

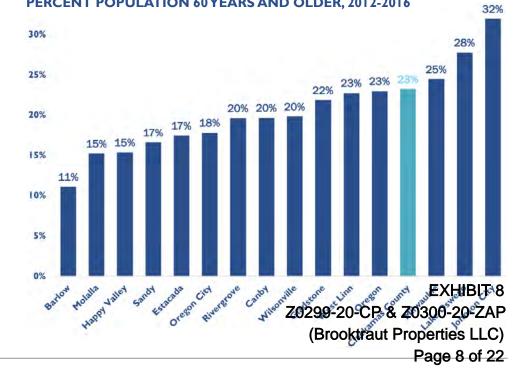
### AGE STRUCTURE FOR CLACKAMAS COUNTY, 2012-2016



**MEDIAN AGE, 2012-2016** 



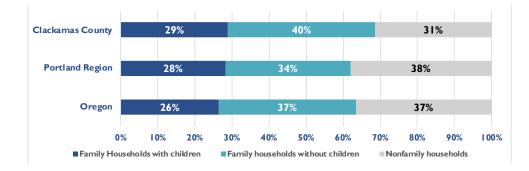
PERCENT POPULATION 60 YEARS AND OLDER, 2012-2016



### Changes in the age composition will result in changes in housing need.

Growth of households with people over 60 years old will drive need for smaller units for one- and two-person households and affordable to retirees. The Millennial generation and younger generations will form households over the next 20 years, driving need for housing large enough to accommodate families with children and affordable to younger households.

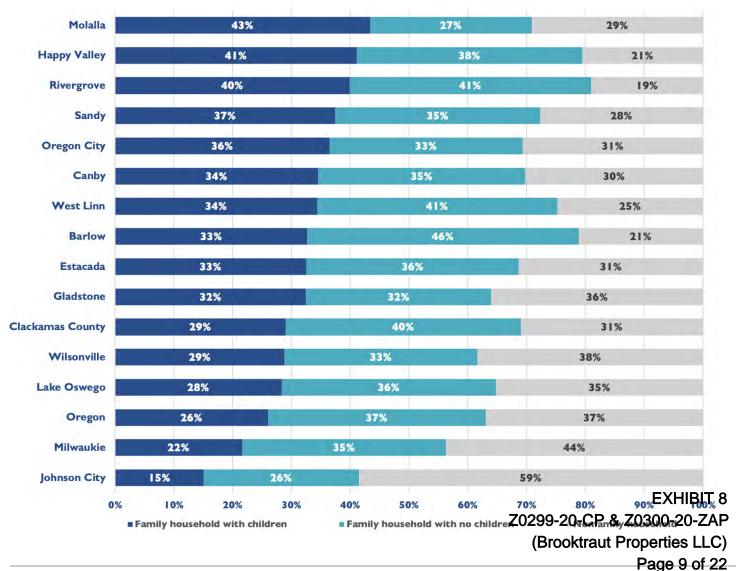
### HOUSEHOLD COMPOSITION, CLACKAMAS COUNTY, 2012-2016



Clackamas County on average has a higher share of family households with children and family households without children when compared to the Portland Region and State.

### HOUSEHOLD COMPOSITION BY CITY IN CLACKAMAS COUNTY, 2012-2016

Clackamas County has higher share of family households with children when compared to the State average. Ten cities have higher than average share of family households with children than the County average.

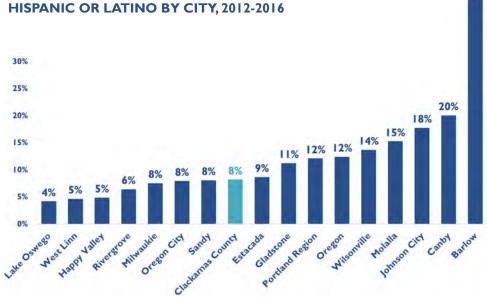


Clackamas County Regional Housing Needs Analysis • 9

### PERCENT OF POPULATION THAT IS HISPANIC OR LATINO BY CITY, 2012-2016

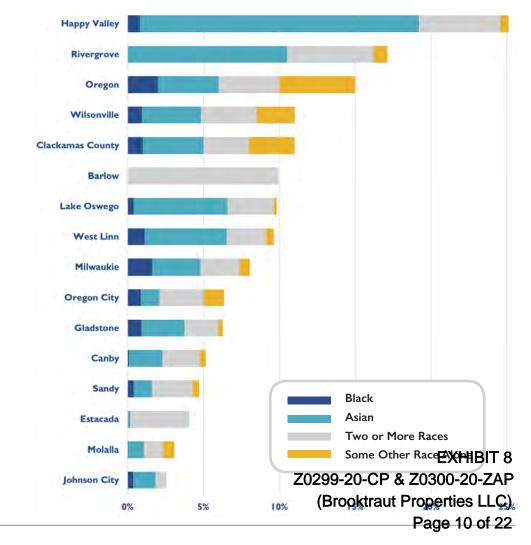
### Clackamas County is less ethnically diverse than the Portland Region and State.

Barlow and Canby are the most ethnically diverse cities in Clackamas County.



43%

### PERCENT OF POPULATION BY RACE, <u>EXCLUDING</u> WHITE ALONE BY CITY, 2012-2016



### Clackamas County is less racially diverse when compared to the State average.

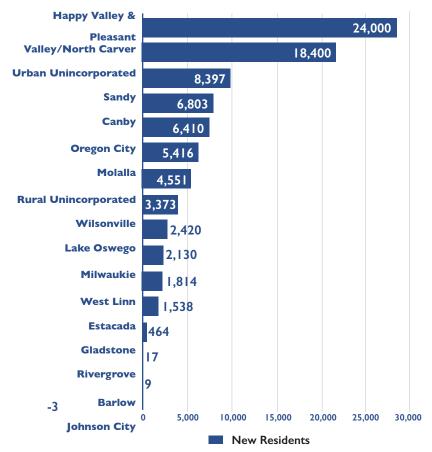
Happy Valley and Rivergrove are more racially diverse when compared to the State and County average.

## FORECAST OF POPULATION GROWTH FROM 2019-2039

#### POPULATION FORECAST GROWTH OF NEW RESIDENTS BY CITY. 2019-2039

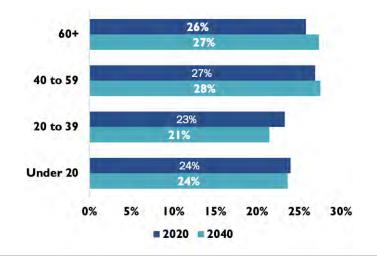
Source: Portland State University,

Population Research Center & Metro 2040 Household Distributed Forecast



Estimate for Happy Valley and Pleasant Valley/North Carver is based on the forecast for new dwelling units in the area, assuming an average household size of 3.03 persons per household, consistent with Happy Valley's average household size from the Census' 2012-2016 American Community Survey.

### PERCENT POPULATION AGE CHANGE FOR CLACKAMAS COUNTY, 2020-2040





### The areas with the largest forecast for population growth are:

Happy Valley (including Pleasant Valley/North Carver), Urban Unincorporated Clackamas County, and the City of Sandy. Johnson City is expected to decline by three people.

### People over 60 years old are forecast to grow faster than other age groups.

People age 60 and older are forecast to increase from 26% of the population to 27% of the population between 2020 and 2040. EXHIBIT 8 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 11 of 22

Clackamas County Regional Housing Needs Analysis • 11

# Housing Market

Analysis of historical development trends in Clackamas County and its cities provides insights into how the local housing market functions in the context of the Portland Region. This report groups housing into the three housing types shown below.

SINGLE-FAMILY SINGLE-FAMILY **MULTI-FAMILY** DETACHED

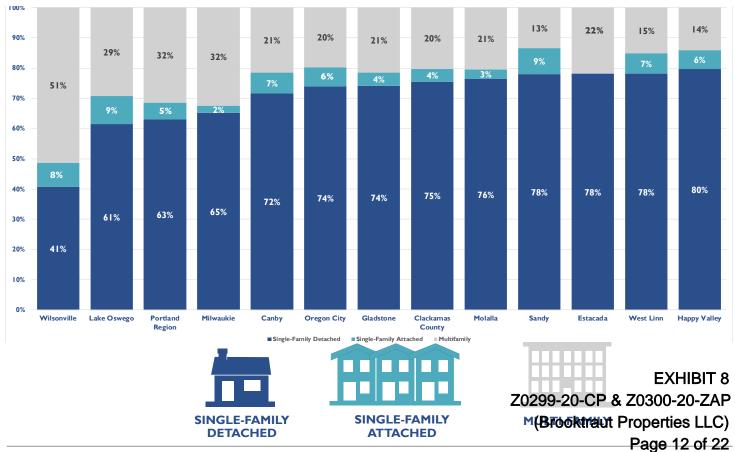
(includes mobile and manufactured homes)



(Condos, apartments, duplexes)

#### MIX OF HOUSING TYPES BY CITY, 2012-2016

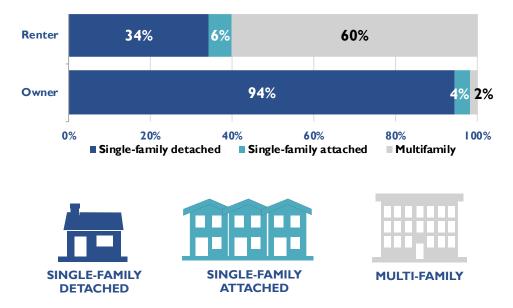
The majority of housing stock in all of the cities in the County is single-family detached housing, with the exception of Wilsonville's housing stock that is comprised of 41% single-family, 51% multifamily, and 8% single-family attached housing.



A majority, about 75%, of Clackamas County's housing stock is single-family detached housing, more than the Portland region.

## **HOUSING MARKET**

#### HOMEOWNERSHIP RATES BY TYPE OF UNIT, CLACKAMAS COUNTY, 2012-2016



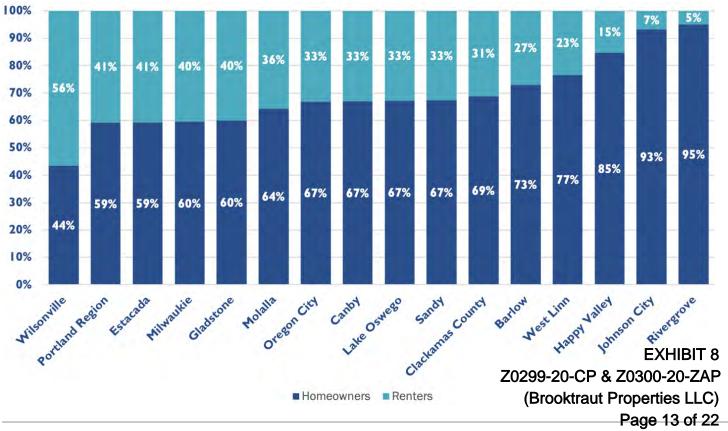


Clackamas County's home ownership rates are higher when compared to the Portland Region.

A majority of Clackamas County renters live in multifamily housing and most homeowners live in single-family detached housing.

#### HOMEOWNERSHIP RATES BY CITY, 2012-2016

Clackamas County's homeownership rates are higher when compared to the Portland region. Wilsonville has the lowest homeownership rate of about 44%.



Clackamas County Regional Housing Needs Analysis • 13

#### A household is considered cost burdened if they spend 30% or more of their gross income on housing costs.

A household is severely cost burdened if they spend 50% or more of their gross income on housing costs. Housing costs include rent and selected utilities or mortgage, interest, property taxes, and selected utilities.



## Renters are the most cost burdened.

Similar to the Portland region, more renter households are cost burdened and severely cost burdened than owner households in Clackamas County.

# Housing Affordability

The term affordable housing refers to a household's ability to find housing within its financial means. Housing affordability affects both higher- and lower- income households and is an important issue for Clackamas County and the Portland region. Low-income households have fewer resources available to pay for housing and have the most difficulty finding affordable housing. Key points about affordability in Clackamas County:

- A household would need to have a combined income of about \$50,000 to afford the county's average multifamily rent of \$1,253. About 35% of the households in Clackamas County have income below this level.
- A household would need to have income of at least \$105,000 to afford the county's median sales price of a home of \$434,900. About 70% of Clackamas County's households have income below this level.
- Clackamas County currently has a deficit of thousands of housing units affordable to households earning between \$10,000 and \$35,000 per year. This results in many of these households living in housing they cannot afford.

#### PERCENT OF CLACKAMAS COUNTY'S HOUSEHOLDS THAT ARE COST BURDENED BY OWNERSHIP STATUS, 2012-2016

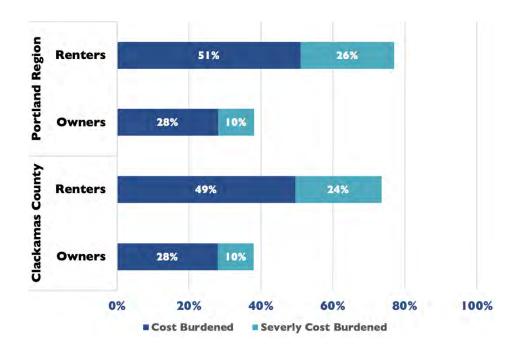
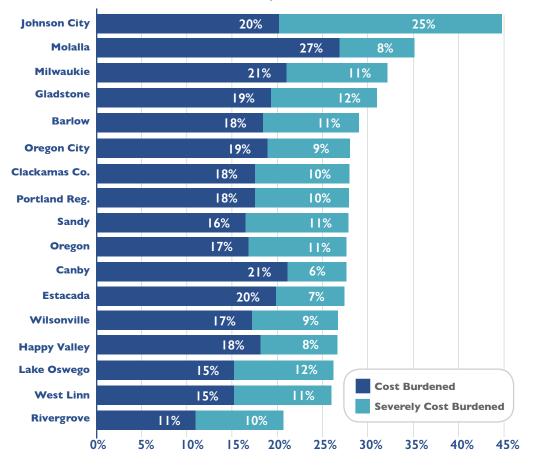


EXHIBIT 8 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 14 of 22

#### PERCENT OF CLACKAMAS COUNTY'S HOUSEHOLDS THAT ARE COST BURDENED BY CITY, 2012-2016

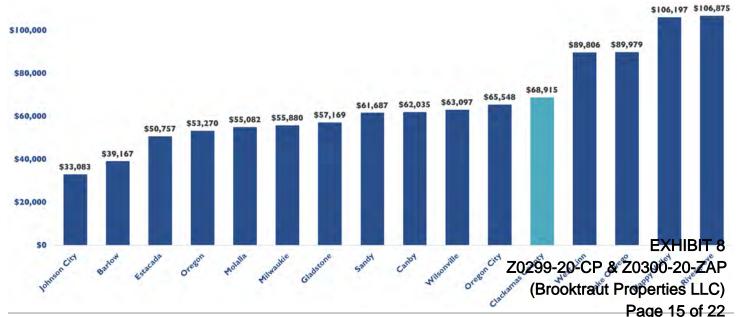


#### Gladstone, Milwaukie, Molalla, and Johnson City are the most cost burdened in the county.

Gladstone, Milwaukie, Molalla, and Johnson City have the greatest share of households that are cost burdened and severely cost burdened in Clackamas County that total more than 30% of all households in each city.

#### MEDIAN HOUSEHOLD INCOME, 2012-2016

Rivergrove, Happy Valley, Lake Oswego, and West Linn have higher median household incomes than the County average. Barlow and Johnson City have the lowest median household incomes.



Clackamas County Regional Housing Needs Analysis • 15

## HOUSING AFFORDABILITY



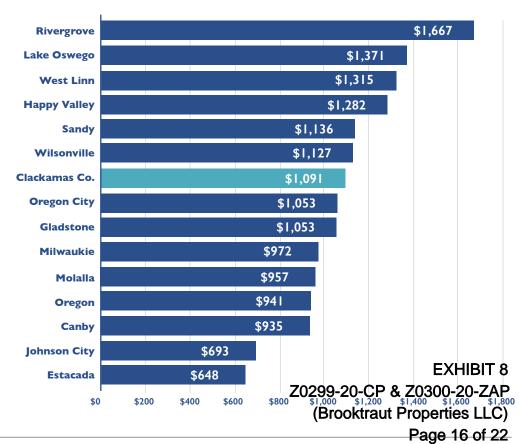
# Clackamas County has higher housing sales prices.

The cities with the highest sales prices are Rivergrove, West Linn, and Lake Oswego.



#### MEDIAN HOUSING SALES PRICE BY CITY, FEBRUARY 2019 Source: Zillow

#### MEDIAN MULTIFAMILY RENT BY CITY, 2018 Source: Costar



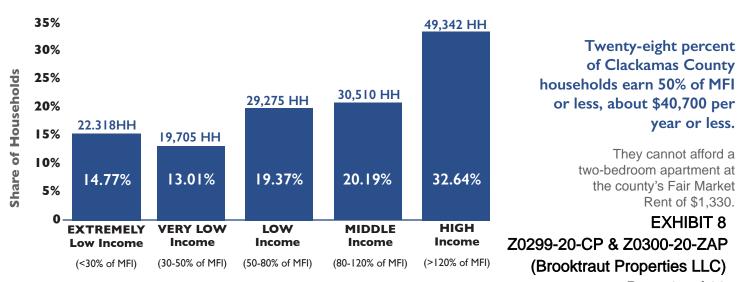
Cities with higher housing sales prices also have higher average rents.

#### FINANCIALLY ATTAINABLE HOUSING BY MEDIAN FAMILY INCOME, CLACKAMAS COUNTY, 2018

The graphic below shows housing affordability by income, categorizing incomes by Clackamas County's Median Family Income (MFI). The graphic shows the amount a household with the given income can afford to spend on housing, assuming the household spends no more than 30% of gross income on housing costs.



#### SHARE OF CLACKAMAS COUNTY'S HOUSEHOLD BY MEDIAN FAMILY INCOME, 2012-2016



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Clackamas County Regional Housing Needs Analysis • 17

## HOUSING FORECAST AND LAND SUFFICIENCY, 2019-2029

# Housing Forecast and Land Sufficiency

The forecasts for new housing are based on the forecast for population growth (for geographies outside the Metro UGB) or household growth (for geographies in the Metro UGB).

#### FORECAST OF NEW HOUSING BY TYPE OF HOUSING, CITY, AND UNINCORPORATED AREA, 2019-2039

Jurisdiction	Single-family Detached	Single-family attached	Multifamily	Total
Gladstone	159	64	95	318
Estacada	485	56	153	694
West Linn	498	250	250	998
Clackmas County Rural Unincorporated	1,813	19	38	1,870
Molalla	1,327	306	409	2,042
Wilsonville	1,238	248	990	2,476
Oregon City	1,429	572	857	2,858
Happy Valley, incl. Pleasant Valley/N. Carver	3,986	837	3,151	7,974
Clackmas County Urban Unincorporated	4,087	817	3,271	8,175

#### LAND CAPACITY AND SUFFICIENCY TO ACCOMMODATE GROWTH, 2019-2039

Housing Needs Analyses compare the capacity of vacant and partially vacant residential land (in terms of dwelling units) with demand for housing. Some jurisdictions do not have enough land (in all or some plan designations) to accommodate growth of single-family detached, single-family attached (townhouses), or multifamily housing.

Jurisdiction	Capacity for new housing (dwelling units) on vacant residential land	Is there Enough Capacity to Accommodate the Housing Forecast?	What Plan Designations (if any) do not have Enough Capacity?
Gladstone	86	No, deficits of capacity in all plan designations	Low Density Residential Medium Density Residential High Density Residential
Wilsonville	336	Yes, in some plan designations but some designations have deficits of capacity	Residential Planned Development 4-5 DU/Acre and 6-7 DU/Acre
West Linn	341	No, deficits of capacity in all plan designations	Low Density Residential Medium Density Residential Medium-High Density Residential
Molalla	422	No, deficits of capacity in all plan designations	Low Density Residential Medium Density Residential Medium-High Density Residential
Happy Valley, including Pleasant Valley/North Carver	2,193	No, deficits of capacity in all plan designations	Very Low Density Residential Low Density Residential Medium Density Residential High Density Residential Mixed Use Residential
Estacada	2,261	Yes, in some plan designations but some designations have deficits of capacity	Multiple Family Residential
Clackamas County Rural Unincorporated	2,307	Yes, all plan designations have enough capacity	N/A
Clackamas County Urban Unincorporated	3,178	No, deficits of capacity in all plan designations	Low Density Residential Medium Density Residential Medium-High Density Resid <b>EXXHIBIT 8</b>
			0299-20ªCP®&20300-20-ZAF
Oregon City	6,573	Yes, in some plan designations but some designations have deficits of capacity	(Brooktraut Properties LLC)
	1	1	Page 18 of 22

Every city and urban unincorporated areas have plan designations where there is not enough capacity to accommodate the forecast of growth.

The most common designations with deficits are medium- and high-density plan designations.

## CONCLUSIONS

# Conclusions

The broad conclusions of the Clackamas County HNA are as follows. The full technical report provides more information about conclusions specific to Urban and Rural Unincorporated areas and for each participating city.

- Population is expected to grow in unincorporated parts of the county and in most cities between 2019-2039. Population growth will increase demand for new housing. The places with the largest forecast for number of new dwellings (and population) are: Urban Unincorporated Clackamas County, Happy Valley, Sandy, Canby, Oregon City, Molalla, Urban Unincorporated Clackamas County, and Wilsonville. The places forecast to have the least growth are Johnson City, Barlow, and River Grove.
- Demographic changes will also result in changes in the type of new housing needed. Key demographic changes in Clackamas County are the continued aging of the Baby Boomers and household formation of Millennials and younger households.
  - As the Baby Boomers continue to age, they will make a variety of housing choices. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing, such as age-restricted housing or housing in a continuum of care from independent living to nursing home care, may grow throughout the County.
  - Millennials and younger age groups will be a key driver in demand for housing for families with children over the next 20 years. The ability to attract Millennials and younger populations will depend on the County's availability of affordable renter and ownership housing. It may also depend on the location of new housing in Clackamas County as many Millennials prefer to live in more urban environments.

Households in Clackamas County, like those in the rest of the Portland Region, are struggling with decreasing affordable housing, as housing prices and rents increase faster than incomes. At least one-quarter of households in all cities (except Rivergrove) and unincorporated parts of the county are cost burdened, with 30% or more of households cost burdened in Gladstone, Milwaukie, Molalla, and Johnson City. Cost burden is higher among renters than homeowners.









(Brooktraut Properties LLC) Page 19 of 22 Clackamas County Regional Housing Needs Analysis • 19

## CONCLUSIONS









- Cities and the County (in unincorporated areas) need to identify opportunities to support development of housing that is affordable at all income levels. The HNA groups housing affordability into two broad groups:
  - Housing that is affordable to extremely-low and very-low income households (i.e., those earning less than 50% of Median Family Income or \$41,000 for a family of four). This grouping includes people experiencing homelessness. Housing for these households is generally developed with subsidy from the federal, state, and local governments.
  - Housing that is affordable to low-income and middle-income households (i.e., those earning between 50% and 120% of Median Family Income or \$41,00 to \$98,000 for a family of four). Housing in these income categories is frequently called "naturally occurring housing" or "workforce housing."
  - An important source of funding to support development of housing affordable to households earning less than 80% of Median Family Income (less than \$65,000 for a family of four) is funding from the Metro Bond, which is expected to be used to develop about 2,500 new units in Clackamas County.
  - Cities and the County will need to identify additional ways to support all types of housing development that is affordable to all income levels. Some approaches include: changes in zoning code to support affordable housing development, density bonuses for affordable housing development, use of surplus publicly-owned land for affordable housing development, property tax abatements, systems development charge waivers or changes in the way they are charged, and other tools.

The demographic changes and increasing housing affordability challenges will result in increased demand for a wider range of new housing. These types of housing include: small-lot single-family detached housing, accessory dwelling units, cottage housing, townhouses, duplexes, triplexes and quad-plexes, smaller-scale multifamily housing such as garden apartments, and larger scale-multifamily housing including multistory apartments and condos, and mixed-use developments. Cities and the County should plan for this wider range of housing types to meet future housing demand.

EXHIBIT 8 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 20 of 22

## CONCLUSIONS

The County and Cities will need to plan to comply with the requirements of House Bill (HB) 2001. HB 2001 was passed after the majority of work on the Clackamas County HNA was completed. It requires cities with population between 10,000 and 25,000 people to allow for development of a duplex on each lot zoned for residential use where single-family detached housing is allowed. Cities larger than 25,000 and cities or counties within the Metro UGB must allow for: (1) development of a duplex on each lot zoned for residential use where single-family detached housing is allowed and (2) development of middle housing types (i.e., cottage clusters, duplexes, triplexes, quadplexes, and townhouses). in areas zoned for residential use that allow development of single-family dwellings.

The State will develop a model code for complying with HB 2001 by December 31, 2020. Cities with population between 10,000 and 25,000 have until June 20, 2021 to comply with HB 2001. Cities larger than 25,000 and cities or counties within the Metro UGB have until June 20, 2022 to comply with HB 2001.

#### The County and most cities have land deficits they should

address. Within Urban Unincorporated areas, Clackamas County has a deficit of land in all plan designations to accommodate the forecast of population and housing growth. All of the cities that participated in the study had deficits of land in some plan designations, most frequently in medium and high density plan designations. The County and the cities will need to identify strategies to accommodate housing needs within their planning areas. These strategies may include: changes to the development code that allow for more efficiently use of land (resulting in increasing capacity for housing development), re-zoning and redesignating land (especially up-zoning lower density areas to medium and high density designations), planning for redevelopment that results in increases in density and housing capacity, supporting development of new multifamily development (especially affordable housing) using the tools described above, and other approaches to increasing the capacity of existing residential land. Some cities may need an expansion of their UGB (or the Metro UGB) to accommodate the forecasts of growth.

The participating cities with baseline HNAs should use this opportunity to refine and finalize their HNAs. Then to develop strategies to meet unmet housing needs, both in terms of land and in terms of housing affordability.









(Brooktraut Properties LLC) Page 21 of 22 Clackamas County Regional Housing Needs Analysis • 21



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WASHINGTON Park Place Seattle, WA 98101 206-823-3060

IDAHEXHIBIT 8 Eagles Center 1200 6th Avenue, Suite 20299-2030 Rt& 2000 20c 27AP (Brooktrau^{Rojse} ID 83702 208-515-3353 LLC) Page 22 of 22

OREGON **KOIN** Center 222 SW Columbia St., Suite 1600 Portland, OR 97201 503-222-6060

#### Hamburg, Glen

From:	Snuffin, Christian
Sent:	Tuesday, July 7, 2020 4:39 PM
То:	Chris Clemow
Cc:	Hamburg, Glen
Subject:	RE: Clackamas County File Number ZPAC0045-20 - Trautman Properties - TIS Scope of Work

Hi Chris,

Thank you for providing me the opportunity to review the transportation impact study memo for the proposed Trautman comp plan amendment. I have reviewed the memo and concur with its findings that the zone change will have de minimus transportation system impacts and that no further intersection analysis will be needed for TPR compliance.

A couple of minor comments: The address used for our office is incorrect. Also, is this a "scope of work" since the memo itself is sufficient?

Glen Hamburg (copied) is the project planner for this application.

Please feel free to contact me should you have any questions. Thanks again

Christian Snuffin, PE, PTOE | Senior Traffic Engineer Transportation Safety | Clackamas County Department of Transportation and Development 150 Beavercreek Road | Oregon City, OR 97045 | 2 503-742-4716 503-680-5623

Note: Due to COVID-19, the County's offices are closed. I am working my regular hours but working remotely.

From: Chris Clemow [mailto:cclemow@clemow-associates.com]
Sent: Tuesday, July 7, 2020 4:05 PM
To: Snuffin, Christian <CSnuffin@clackamas.us>
Subject: Clackamas County File Number ZPAC0045-20 - Trautman Properties - TIS Scope of Work

#### Warning: External email. Be cautious opening attachments and links.

Christian,

We are working on a project in Clackamas County that includes a zone change and a resulting small increase in potential site trip generation. As such, we have prepared the attached preliminary traffic analysis and proposed scope of work for County review and approval.

I presume these materials should be sent to you, and they have been addressed accordingly. However, if they should be sent to someone else, please let me know.

Thank you, Chris

**Christopher M. Clemow PE, PTOE** 

Transportation Engineer <u>cclemow@clemow-associates.com</u> 541-579-8315 PORTLAND | EUGENE | BEND

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> EXHIBIT 9 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 2 of 2

#### Hamburg, Glen

Gary Shepherd <gary.shepherd@oregonmetro.gov></gary.shepherd@oregonmetro.gov>
Monday, August 31, 2020 2:05 PM
Hamburg, Glen
Re: 16147 SE 135th Ave Map Amendments

Warning: External email. Be cautious opening attachments and links.

Thank you for asking - I will pass to those who review these in the first instance and see that they get back to you promptly. Thanks again for the heads up! Gary

Gary Shepherd

Senior Assistant Attorney Office of Metro Attorney 600 NE Grand Avenue Portland, OR 97232 503-806-1626 (cell) 503-797-1600 (office - out currently) gary.shepherd@oregonmetro.gov

Confidential Notice: This email may contain confidential or privileged information. If you receive this email in error, please do not read, disclose, copy, or distribute the email. Instead, please notify me immediately by replying to this message and by calling 503-797-1600. I also ask that you please delete the original message. Thank you.

From: Hamburg, Glen <GHamburg@clackamas.us>
Sent: Monday, August 31, 2020 1:57 PM
To: Gary Shepherd
Cc: Land Use Notifications
Subject: [External sender]16147 SE 135th Ave Map Amendments

CAUTION: This email originated from an External source. Do not open links or attachments unless you know the content is safe. Hello Mr. Shepherd,

I was hoping to confirm that Metro received a copy of the attached notice of upcoming land use hearings at Clackamas County, and to see if there were any questions or concerns about the proposal before finalizing the staff recommendation to our Planning Commission.

The applicant's proposal is a Comprehensive Plan Map amendment and concurrent zone change from medium density residential to light industrial, matching the zoning/land uses already around it. The subject property is 16147 SF18TT 10 Ave (Tax Lot 22E11D-01601). An very similar proposal concerning adjacent properties to the south was approved by the County back in 2001. The subject property is already identified as on Metro's Title 4 map as "Industrial". (Brooktraut Properties LLC)

I've attached a copy of the pending application, which includes a TIS. I'll be sure to send you a copy of the full staff report and recommendation next week when it's available. In the meantime, I can see that any comments Metro has are included with the record and addressed.

All the best,

#### **Glen Hamburg**

Senior Planner Clackamas County Planning & Zoning 150 Beavercreek Rd Oregon City, OR 97045



The Clackamas County Department of Transportation and Development is dedicated to providing excellent customer service. Please help us to serve you better by giving us your <u>feedback</u>. We appreciate your comments and will use them to evaluate and improve the quality of our public service.

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> EXHIBIT 10 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 2 of 4

#### Hamburg, Glen

From:	Daniel Kaempff <daniel.kaempff@oregonmetro.gov></daniel.kaempff@oregonmetro.gov>
Sent:	Monday, August 31, 2020 3:58 PM
То:	Hamburg, Glen
Cc:	Jennifer Villarreal; Land Use Notifications
Subject:	Re: 16147 SE 135th Ave Map Amendments

#### Warning: External email. Be cautious opening attachments and links.

Hello Glen,

Not sure if we've met, but I'm the Metro planning department liaison to Clackamas County. I'll review the full application and staff report when it's available next week. But based on what I'm seeing here, I don't anticipate there being any substantive comments. This looks pretty straightforward and as you point out, is consistent with the Title 4 map.

Thanks, Dan

Dan Kaempff, TDM-CP Principal Transportation Planner

My gender pronouns: he/his/him Why include this?

Metro | oregonmetro.gov 600 NE Grand Ave Portland, OR 97232-2736

Note: To help prevent the spread of COVID-19, Metro Regional Center is temporarily closed and I am working offsite.

From: Land Use Notifications
Sent: Monday, August 31, 2020 14:44
To: Daniel Kaempff
Cc: Land Use Notifications; Jennifer Villarreal
Subject: RE: 16147 SE 135th Ave Map Amendments

Hello Dan, Can you please respond? Thank you, Laura

From: Hamburg, Glen [mailto:GHamburg@clackamas.us]
Sent: Monday, August 31, 2020 1:58 PM
To: Gary Shepherd <Gary.Shepherd@oregonmetro.gov>
Cc: Land Use Notifications <landusenotifications@oregonmetro.gov>
Subject: [External sender]16147 SE 135th Ave Map Amendments

EXHIBIT 10 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 3 of 4 CAUTION: This email originated from an External source. Do not open links or attachments unless you know the content is safe. Hello Mr. Shepherd,

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The applicant's proposal is a Comprehensive Plan Map amendment and concurrent zone change from medium density residential to light industrial, matching the zoning/land uses already around it. The subject property is 16147 SE 135th Ave (Tax Lot 22E11D-01601). An very similar proposal concerning adjacent properties to the south was approved by the County back in 2001. The subject property is already identified as on Metro's Title 4 map as "industrial".

I've attached a copy of the pending application, which includes a TIS. I'll be sure to send you a copy of the full staff report and recommendation next week when it's available. In the meantime, I can see that any comments Metro has are included with the record and addressed.

All the best,

#### Glen Hamburg

Senior Planner Clackamas County Planning & Zoning 150 Beavercreek Rd Oregon City, OR 97045



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> EXHIBIT 10 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 4 of 4

#### Hamburg, Glen

From: Sent: To: Cc: Subject: Hamburg, Glen Monday, September 14, 2020 5:22 PM 'Louise Dix' Young, Kevin (kevin.young@state.or.us) RE: Z0300-20-ZAP

Hi Louise,

I'll see that these comments you've submitted this afternoon are included in the record.

Regards,

#### **Glen Hamburg**

Senior Planner Clackamas County Planning & Zoning 150 Beavercreek Rd Oregon City, OR 97045 Tel: 503.742.4523 General Schedule: Tuesday-Friday, 7am-5:30pm



The Clackamas County Department of Transportation and Development is dedicated to providing excellent customer service. Please help us to serve you better by giving us your <u>feedback</u>. We appreciate your comments and will use them to evaluate and improve the quality of our public service.

From: Louise Dix [mailto:ldix@fhco.org]
Sent: Monday, September 14, 2020 1:54 PM
To: Hamburg, Glen <GHamburg@clackamas.us>
Cc: Young, Kevin (kevin.young@state.or.us) <kevin.young@state.or.us>
Subject: RE: Z0300-20-ZAP

Warning: External email. Be cautious opening attachments and links.

Glen,

Please see the attached letter in regards to Z0300-20-ZAP. Thank you for the opportunity to comment.

Louise Dix

Louise Dix | AFFH Specialist |
Fair Housing Council of Oregon |
1221 SW Yamhill Street, Suite 305 | Portland, Oregon 97205-2110
t. 503.223.8197 x115 | 800.424.3247 | f. 503.223.3396 |
email: <u>ldix@fhco.org</u> |

EXHIBIT 11 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 4





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EXHIBIT 11 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 2 of 4



September 14, 2020

Clackamas County Planning Commission 150 Beavercreek Road Room #225 Oregon City, OR 97045

#### Re: Comprehensive Plan Map amendment Z0299-20-CP & Z0300-20-ZAP

Dear Chair and Commissioners:

This letter is submitted jointly by Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO). Both HLA and FHCO are non-profit organizations that advocate for land use policies and practices that ensure an adequate and appropriate supply of affordable housing for all Oregonians. FHCO's interests relate to a jurisdiction's obligation to affirmatively further fair housing. Please include these comments in the record for the above-referenced proposed amendment.

As you know, and as reflected in the staff report, all amendments to the County's Comprehensive Plan and Zoning map must comply with the Statewide Planning Goals. ORS 197.175(2)(a). When a decision is made affecting the residential land supply, the County must refer to its Housing Needs Analysis (HNA) and Buildable Land Inventory (BLI) in order to show that an adequate number of needed housing units (both housing type and affordability level) will be supported by the residential land supply after enactment of the proposed change.

The staff report for the Comprehensive Plan Map and Zone Map Amendments recommends approval with conditions. This conclusion is contingent on the Goal 10 findings, stating that since the "Staff finds that it is neither necessary nor suitable for the subject property to be prioritized for residential development over industrial development" the amendments comply with Goal 10. However, no factual basis is provided to support this decision. The statement "a loss of up to 11 net dwelling units is not a significant number" does not tell the public what the housing needs are for the County, nor how dire those needs are. For example, if there is a severe dearth in the County of MDR land, even the loss of one unit of potential housing would be **EXHIBIT 11** 



concern. It also cannot be overstated that the housing of even one family, who might not otherwise have access to housing, is always of grave significance. Goal 10 findings must demonstrate that the changes do not leave the County with less than adequate residential land supplies in the types, locations, and affordability ranges affected. *See Mulford v. Town of Lakeview*, 36 Or LUBA 715, 731 (1999) (rezoning residential land for industrial uses); *Gresham v. Fairview*, 3 Or LUBA 219 (same); see also, *Home Builders Assn. of Lane Cty. v. City of Eugene*, 41 Or LUBA 370, 422 (2002) (subjecting Goal 10 inventories to tree and waterway protection zones of indefinite quantities and locations). Further, the County should reference its HNA to quantify what types of housing units are needed by the County, and how the loss of 11 units will affect its ability to provide for its housing needs. Only with a complete analysis showing any gain in needed housing as compared to the BLI, can housing advocates and planners understand whether the County is achieving its goals through Z0299-20-CP & Z0300-20-ZAP.

HLA and FHCO urge the Commission to defer approval of Planning Department File Number Z0299-20-CP & Z0300-20-ZAP until adequate Goal 10 findings can be made, and the proposal fully evaluated under the HNA and BLI. Thank you for your consideration. Please provide written notice of your decision to, FHCO, c/o Louise Dix, at 1221 SW Yamhill Street, #305, Portland, OR 97205 and HLA, c/o Jennifer Bragar, at 121 SW Morrison Street, Suite 1850, Portland, OR 97204. Please feel free to email Louise Dix at Idix@fhco.org or reach her by phone at (541) 951-0667.

Thank you for your consideration.

Jouise Dije

Louise Dix AFFH Specialist Fair Housing Council of Oregon

cc: Kevin Young (kevin.young@state.or.us)

/s/ Jennifer Bragar Jennifer Bragar President Housing Land Advocates



Clackamas County Planning and Zoning Division Department of Transportation and Development

Development Services Building 150 Beavercreek Road | Oregon City, OR 97045

503-742-4500 | zoninginfo@clackamas.us www.clackamas.us/planning

Date: September 14, 2020

To: Clackamas County Planning Commission

From: Glen Hamburg, Senior Planner, DTD Planning and Zoning

#### RE: Z0299-20-CP & Z0300-20-ZAP considering Statewide Planning Goal 10

In a letter dated September 14, 2020 (Exhibit 11), the Fair Housing Council of Oregon (FHCO) and Housing Land Advocates (HLA) requests additional information to demonstrate the proposed Comprehensive Plan Map amendment and zone change in Z0299-20-CP/Z0300-20-ZAP complies with the requirements of Statewide Planning Goal 10, *Housing*.

As noted in the Planning Commission Staff Report dated September 3, 2020, that the proposal is consistent with Goal 10, for the reasons detailed within it (e.g., the additional housing opportunities that have been added in the last 20 years and the underdevelopment of adjacent and nearby residential properties). The additional information in this memo and attached to it provides yet further evidence that the proposal is consistent with Goal 10.

Oregon Administrative Rules (OAR) chapter 660, division 7 (*Metropolitan Housing*) contains the administrative rules for compliance with Goal 10 within the Portland Metropolitan urban area, where the subject property is located. Specifically, subsection 2 of rule 60 states:

- (2) For plan and land use regulation amendments which are subject to OAR 660, division 18, the local jurisdiction shall either:
  - (a) Demonstrate through findings that the mix and density standards in this Division are met by the amendment; or
  - (b) Make a commitment through the findings associated with the amendment that the jurisdiction will comply with provisions of this Division for mix or density through subsequent plan amendments.

Staff finds the information summarized below and included in the attachments to this memo sufficiently satisfy OAR 660-007-0060(2)(a) above, for the following reasons:

The most recent, *complete* housing analysis the County itself has undertaken and adopted was in 2000. At that time, the County was found to have a sufficient mix and density to meet the Metropolitan Housing Rule and Goal 10. The County is no longer required to go through "Periodic Review" (the process under state law during which a jurisdiction would be required to update its housing and employment land inventory). As evidenced in the attached documents, zone changes involving residentially-zoned property in the unincorporated area that have been approved by the County since 2000 have resulted in the attached documents.

Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 115 nominal change in the County's overall housing mix, but overall lead to **increases in housing capacity**, rather than a reduction.

In 2004, WRG Design Inc. completed an assessment for a proposed zone change and development, in which the change in dwelling unit capacity since the completion of the 2000 housing analysis was completed. Based on that assessment, the County's urban area was again found to contain a **surplus** of approximately 48 single-family dwelling units and a **surplus** of 69 multi-family units.

A 2017 analysis completed by Staff of the net change in single-family and multi-family housing units due to zone changes that occurred from 2005 to 2017 indicated that there was a **net increase** of at least¹ 24 single-family units and two (2) multi-family units in the Metro region due to zone changes during that period.

Since January 1, 2018, to present the County has approved Files Z0331-18-ZAP and Z0520-18-ZAP, both of which **increased** residential housing density in the Metro UGB. There were no approvals for decreases in Metro UGB residential housing capacity since 2018.

Staff finds that these increases in housing capacity since the last complete housing study was done by the County provides more housing capacity in the Metro region than would be lost by approval of the Applicant's proposal.

2. Since 2000, the County has also newly allowed accessory dwelling units (ADUs) in all low-density single-family zoning districts inside the Metro UGB, effectively doubling those zone's potential housing capacity.

According to Metro's 2018 Growth Management Decision – Urban Growth Report (attached), there were less than 50 accessory dwelling units in the Metro region in 2007; a decade later, there were **more than 650 ADUs** actually built. The report clarifies:

"In 2017, ADUs made up 7 percent of the [Metro] region's new housing. A common refrain about ADUs is that they only get used for short-term rentals such as Airbnb, so they don't contribute to the regional housing supply for residents. A 2017 survey of Portland ADU owners and tenants indicates that this is largely not the case. The survey was commissioned by Portland State University's Institute for Sustainable Solutions. Sixty percent of ADU owners surveyed reported that their ADU is used by someone as a primary residence, while 26 percent reported that the ADU is used as a short term rental. Even when used as short-term rentals, ADUs may become long-term rentals over time as owners pay off ADU construction loans or grow tired of managing ever-changing guests."

¹ Note: This assessment does not account for new units in the market that resulted from annexations into cities and changes from IBIT 12 rural or future urban zones. Z0299-20-CP & Z0300-20-ZAP

Staff finds that the allowance for, and construction of, ADUs since the last complete housing study was done by the County provides for much more housing capacity in the Metro region than would be lost by approval of the Applicant's proposal.

- 3. The 2018 Metro Urban Growth Report (attached) makes the following findings:
  - Residential units have increased by approximately 23,479 in the Tri-County region since the 2007-2011 time period, of which total Clackamas, Multnomah, and Washington counties supplied approximately 21%, 42%, and 37%, respectively.
  - Housing production had been "abnormally low" during the Great Recession, but "**production has ramped up sharply** and now stands at almost 17,000 units, annualized" (as of 2018).
  - Between 2018 and 2038, the "most likely" amount of growth is projected to be 279,000 more households in the seven-county study area, with 187,488 (67.2%) being in the Metro UGB. The UGB in 2018 was estimated to be able to provide as many as 271,000 more multi-family dwellings going forward more than 80,000 dwelling units more than needed under the "most likely" growth scenario. Even if Clackamas County accounted for only 21% of this surplus, it is reasonable to assume the County will have capacity for 17,500 more multi-family dwelling units than it expects to need up to 2038.

Reducing the UGB's housing capacity by just 12 multi-family units, as proposed in this application, would therefore be minimal and would not cause the County to fall below its projected multi-family housing needs for the planning period considered in the 2018 report.

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ge the zoning from R-10 to R-7. EL PARTITION, REZONE FROM R10 TO DNDITIONAL USE FOR TWO DUPLEX Change from the current R-10 zoning tion to a proposed R-8.5 zoning HANGE T SUBDIVISION INCLUDING EXISTING REZONE FROM R-10 RO R-7, ment of PMU6 under ZDO-237 stipulatied MF density remain at least 395 units for HANGE from R-10 to R-8.5	A 10-LOT SUBDIVISION INCLUDING E HOUSE, REZONE FROM R-10 RO R-7 Establisment of PMU6 under ZDO-237 that the MF density remain at least 395 ZONE CHANGE from R-10 to R-8.5	οn ¦	R-8.5	4	R10	05/15/2017	07/01/2015	בובוטטטטבוטט	
R-10 to R-7. EZONE FROM R10 To FOR TWO DUPLEX urrent R-10 zoning R-8.5 zoning R-8.5 zoning R-10 RO R-7, er ZDO-237 stipulatied at least 395 units for		;	PNIUb			21212221		31 - 1 37703100	Z0282-15
R-10 to R-7. EZONE FROM R10 To FOR TWO DUPLEX Jurrent R-10 zoning R-8.5 zoning R-8.5 zoning R-8.7 A R-10 RO R-7,			11110	25	RCHDR/ HDR	12/13/2012	11/23/2011	multiple	Z0528-11
R-10 to R-7. EZONE FROM R10 To FOR TWO DUPLEX Jurrent R-10 zoning R-8.5 zoning		6	R-7	4	R10	10/04/2016	07/25/2016	21E01BD00100	Z0409-16
R-10 to R-7. EZONE FROM R10 To FOR TWO DUPLEX Jurrent R-10 zoning R-8.5 zoning	ZONE CHANGE	0	R-7	4	R10	11/12/2015	09/08/2015	21E01DD04600	Z0388-15
R-10 to R-7. EZONE FROM R10 TO FOR TWO DUPLEX	A Zone Change from the current R-10 zoning designation to a proposed R-8.5 zoning	ហ	R-8.5	4	R10	10/13/2015	07/21/2015	21E02DA05000	Z0319-15
R-10 to R-7.	3-PARCEL PARTITION, REZONE FROM R10 T R8.5, CONDITIONAL USE FOR TWO DUPLEX	σı	R-8.5	4	R10	09/04/2015	07/21/2015	21E02DA05000	Z0320-15
	To change the zoning from R-10 to R-7	6	R-7	4	R10	03/31/2015	12/23/2014	21E13AD01200	Z0450-14
10 TO HDR.	ZONE CHANGE FROM R-10 TO HDR	25	HDR	4	R-10	06/14/2017	02/01/2017	21E02DB00300	Z0066-17
10 TO HDR.	ZONE CHANGE FROM R-10 TO HDR.	25	HDR	4	R-10	10/15/2008	06/25/2008	21E02AC01500	Z0384-08
RTL.	Zone change from R-10 to RTL	0	RTL	4	R-10	10/09/2008	01/03/2008	12E34D 01700	Z0015-08
10 - R-7	ZONE CHANGE FROM R-10 - R-7	6	R-7	4	R-10	07/30/2008	04/25/2008	22E08AB07302	Z0266-08
0 R-7	ZONE CHG FROM R-10 TO R-7	6	R-7	4	R-10	12/21/2007	04/25/2007	21E12CA03300	Z0317-07
ange application from the Urban Low Residential (R-10) zoning district to Office	Zone Change application from the Urban Low Density Residential (R-10) zoning district to O		OA	4	R-10	11/16/2007	08/01/2007	22E02BD00100	Z0581-07
IN CONJUNCTION OM R-10 TO R-8.5.	EIGHT LOT SUBDIVISION IN CONJUNCTION WITH ZONE CHANGE FROM R-10 TO R-8.5.	J	R-8.5	4	R-10	08/20/2007	05/17/2007	21E12CD03600	Z0374-07
HANGE TO R-10 & 3 LOT PARTITION	ZONE CHANGE TO R-10	4	R-10	ω	R-15	07/24/2007	03/26/2007	12E28DD00200	Z0224-07
UBDIVISION	ZONE CHANGE/27 LOT SUBDIVISION	4	R-10	ω	R-15	03/09/2007	04/18/2006	12E28DC01900	Z0279-06
JRRENT SPLIT, R-8.5 S TO R-8.5 FOR THE	A REZONE FROM THE CURRENT SPLIT, R-8.5 AND R-10 DESIGNATIONS TO R-8.5 FOR THE	თ	R8.5	4 (5)	R- 10/R8.5	10/11/2006	08/14/2006	21E12AD01200	Z0655-06
SUBDIVISION/ZONE CHANGE FROM R-	11 LOT SUBDIVISION/ZO 10 TO R-7	0	R-7	4	R-10	08/07/2006	03/31/2006	21E12CD00300	Z0234-06
LOT SUBDIVISION IN CONJUNCTION ZONE CHANGE.	SEVEN LOT SUBDIVISION WITH A ZONE CHANGE.	თ	R-7	4	R-10	06/15/2006	02/22/2006	21E01DD04400	Z0121-06
R-2 TO OC.	ZONE CHANGE FROM MR-2 TO OC	0	oc	18	MR2	06/09/2006	05/18/2006	12E28BD05802	Z0389-06
	ZONE CHANGE	6	R8.5	4	R-10	06/05/2006	02/13/2006	22E16BB03600	Z0094-06
0 C- <u>3.</u>	Zone Change from MR-1 to C-3.	0	C-3	12	MR-1	01/26/2006	04/27/2005	22E19AC04900	Z0312-05
10 TO OA	ZONE CHANGE FROM R-10 TO OA	0	OA	4	R-10	01/05/2006	04/26/2005	22E02BD01000	Z0306-05
HANGE / PARTITION/FROM R-15 TO R-	ZONE CHANGE / PARTIT 8.5	თ	R8.5	ω	R-15	11/16/2005	09/15/2005	22E03AA00102	Z0728-05
10 TO NC	ZONE CHANGE FROM R-10 TO NC	0	NC	4	R-10	05/19/2005	01/21/2005	12E34CD01500	Z0046-05
	Description	Res Density (units/ac)	Zone Change To	Res Density (units/ac)	Zone Change From	Decision Date	Open Date	Parcel	Permit Number

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June 28, 2004

Mike McCallister Clackamas County 9101 SE Sunnybrook Blvd, Clackamas, OR 97015

#### RE: Windswept Waters Comprehensive Plan Amendment Request

Dear Mike,

This letter is provided to clarify dwelling unit capacity numbers addressed in the accompanying application. For your reference, we have attached density calculations that you compiled for the Molt Property Comprehensive Plan Amendment (Z0696-02-CP) approved in 2003. These attached calculations were completed to determine the change in dwelling unit capacity since completion of the housing inventory in June of 2000. As indicated on the attached table, a net capacity increase of 75 dwelling units was determined to have been added to the county since June of 2000. However, the attached table did not include the dwelling unit changes resulting from the Molt application and the Show Timber (Eagle Landing) (Z0802-02-Z) Comprehensive Plan Amendment requests, both of which have since been approved and now in effect. As noted below, approval of the Show Timber and Molt applications has added the capacity for 364 additional dwelling units in the county.

File No.	Map / Tax Lot	Change From	Change To:	Area (+/- ac)	Units / Acre	Net Change
Z0696-02	22E08BA-00300	MDR	R-7	1.58	4.98	-11
Z0696-02	22E08BA-00300	R-10	R-7	10.87	4.98	16
Z0802-02	12E33DA-00200	OS	LDR / R-7	16.9	3.7	63
Z0802-02	12E33DA-00200	R-10	HDR	4.32	25	93
Z0802-02	12E34CC-0400	OS	MHDR / MR-2	11.3	18	203
Total	学校の出してあるなどの			Sec. Sec.	建始发行	+364

With the approval of both the Molt and Show Timber applications, the previously-determined surplus of 75 dwelling units increases to 439 dwelling units. For your review we have included a Concept Plan for Windswept Waters that identifies the dwelling unit capacity lost through the proposed Comprehensive Plan Amendment. As identified, the proposal to change 58.27-acres of the 82.73-acre site to Urban Low Density Residential will reduce the site's overall dwelling unit capacity by 391 units. Therefore, the Applicant's proposal will retain a surplus capacity of 48 dwelling units over the amount determined as needed (18,504 units) in the June of 2000 county-wide housing inventory.

We have also attached an updated table identifying approved Comprehensive Plan Amendments that have changed the multi-family housing capacity since periodic review in 1990. As identified on this attached table, the Show Timber and Molt property Comprehensive Plan Amendments have resulted in a county-wide multi-family housing capacity of 14,194 multi-family units. As noted in the attached narrative, the county in its 1989 periodic review identified that 13,426 units of multi-family housing could be developed in the county. Therefore, a surplus of 768 multi-family units exists in the county over the acknowledged multi-family housing number (13,426 units). The Applicant's request will remove 699 units of multi-family dwelling units, but will maintain a surplus of 69 multi-family dwelling units countywide. Therefore, the Applicant's proposal maintains more than enough multi-family housing for compliance with the statewide Metropolitan Housing Rule.

Please accept these materials as supplemental evidence in support of the Applicant's Comprehensive Plan Amendment request. Z0299-20-CP & Z0300-20-ZAP

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CIVIL

DEVELOPMENT SERVICES

LAND

PLANNING



ARCHITECTURE



SURVEY

5415 SW Westgate Dr. - Suite 100 Portland, OR 97221

PH 503/419-2500 FX 503/419-2600

#### Multi-Family Housing Table for Clackamas County (9/22/03)

1

File	Map/	Change	Change	Агеа	Density	Units	Total
No.	Tax Lot	From	То	(+/- ac)	(units/ac)	(+/-)	1989-Current
	Multi-Family	Unit Subtotal	from 1989 Com	prehensive	Plan		13,426
Z0083-90	22E11B-00501	MR-1	MR-2	4.25	(12)18	26	13,452
Z0129-90	12E32AA-05300	MR-1	MR-2	2.9	(12)18	17	13,469
Z0430-90	22E02BC-04900	C-2	MR-2	1.4	18	25	13,494
Z0579-90	12E34CC-00600	MR-1	OC	-1.42	12	-17	13,477
Z0667-90	21E12BD-00800	MR-1	C-3	-1.08	12	-13	13,464
Z0705-90	22E09DC-00801	C-3	HDR	4.06	25	102	13,566
Z0327-91	22E12-00300	FU-10	MR-1	10	12	120	13,686
Z0765-91	22E10-01000	R-8.5	MR-2	13.93	18	251	13,937
Z0592-93	21E01CA-00500	MR-1	R-10	-0.46	12	-6	13,931
Z0071-94	21E01CD-03000	MR-1	C-3	-0.28	12	-3	13,928
Z0280-95	22E19BA-05300	MR-1	C-3	-21	12	-252	13,676
Z0566-97	21E13AB-00800	R-10	MR-1	0.5	12	6	13,682
Z0153-98	22E03AB-00900	R-8.5/ R-20	MR-2	1.73	18	31	13,713
Z1050-98	21E11AA-05900	MR-1	R-7	-0.27	12	-3	13,710
Z0743-99	12E33AD-01100	R-8.5	MR-1	0.31	12	4	13,714
Z0761-99	52E07B-00601	I-2	MR-2	2.28	18	41	13,755
Z0207-00	22E03B-00200	R-8.5	MR-1	6.77	12	81	13,836
Z0339-00	22E08BA-00700	MR-1	C-2	-0.53	12	-6	13,830
Z0711-00	12E28CD-01300	R-10	HDR	1.51	25	38	13,868
Z0711-00	12E28CD-01300	MR-2	HDR	3.02	(18)25	21	13,889
Z0960-00	22E04D-01407	I-2	MR-2	2.28	18	41	13,930
Z0245-01	22E11D-00700	MR-1	C-2	-1.3	12	-16	13,914
Z0034-02	22E11D-01400	MR-1	I-2	-0.96	12	-12	13,902
Z0696-02	22E08BA-00300	MDR	R-7	1.58	4.98	-19	13,883
Z0802-02	12E33DA-00200	R-10	HDR	4.32	25	108	13,991
Z0802-02	12E34CC-0400	OS	MHDR / MR-2	11.3	18	203	14,194

- 200	02			_				1	
File		Map/	Change	Change	Area	Density	Units	Units	Total
No.		Tax Lot	From	То	(+/- ac)	(units/ac)	(units/ac)	(+/-)	
Z0154-98	98	22E03AB00900	R-8.5	MR-2	1.71			22	
Z0682-98	98	22E08BB03700	R-10	R-8.5 R-7	2.94		1	2	
Z0992-98	98	21E12CA03200	R-10	R-7	1.24		1	2	
Z1051-98	98	21E11AA05900	CAN'T FI	ND MICROFII	LM				
Z0017-99	1.000	12E35D 00600	R-8.5	R-7	0.13			0	
Z0619-99	99	22E19AC04800	R-10	C-2	1.93			-7	-
Z0984-99	99	12E26BD00900	R-20	R-7	3.49	N	1	13	
Z0988-99	99	22E02CD00100	R-7	R-8.5	2.11			-2	
Z1059-99	99	22E03DD00923	R-8.5	R-7	2.34			-2	
Z0208-00	0	22E03B 01300	R-8.5	MR-2	4.49			58	
Z0339-00	0	22E08BA00700	MR-1	C-2	0.53			-6	
Z0705-00	0	22E18AB01200	R-8.5	R-7	1			1	-
Z0960-00	0	22E04D 01407	1-2	MR-2	2.28			27	
20983-00	0	22E18AA01000	R-10	R-8.5	1.43			1	
20044-01	1	22E02BC00100	R-10	NC	0.37			-1	
20246-01		22E11D 00700	MR-1	CC	1.3	1		-15	
20461-00	1	23E11 02200	R-7	C-3	0.56			-3	
20491-01	1	21E02DA01700	OSM	R-10	2.26			9	
0498-01	1	22E08BB00100	R-10	R-7	0.33			0	
0515-01		12E34CD01600	R-10	NC	0.62			-2	
0901-01	1	12E29CC01000	R-10	C-2	0.41			-1	-
	1	22E11D 01400 &						- 1	
0034-02	2	1500	MR-1	1-2	2.26			-27	
0296-02	22	21E12CA01500	R-10	R-8.5	2.06			2	
0690-02	22	21E13A 02400	R-10	R-8.5	4.22			4	
OTAL	-							75	_

Show Timber

Appendix 4
, pg.
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2014 Urban Growth Report

BLI Capacity         Total         DU used 2015-2035           SF         MF         Total         SF         MF         1           40,326         20,288         60,614         24,634         4,307           15,554         4,003         19,557         9,305         152           236         331         567         2,530         561         24,634         4,307           1,010         465         1,475         9,305         1,52         9,305         1,21           36         0         0         0         0         0         0         0           1,010         465         1,475         9,305         1,323         9,324         4,1           2,635         4,695         7,330         1,779         989         3,24           1,177         2,635         4,695         7,330         1,775         3,24           1,036         5,173         15,509         6,877         1,775         3,019           2,4532         231,326         1,515         3,44         292         3,019         3,019         3,019         3,019         3,019         3,019         3,019         3,019         3,175         3,019		Image: region of the sector of the	Iotal           28,941           9,457           9,457           9,091           0           907           1,025           2,350           8,652           2,350           2,350           2,350           2,350           2,250           2,123,801           123,801           726           2,594           34           2,253           2,253           2,253           2,253           2,253           2,253           2,356           2,915           2,253           2,253           2,253           2,253           2,253           2,253           2,253           2,366           2,94           355           4,970           311           24,137
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Table 13 (note that this table is provided for context, but has not been updated to reflect revised assumptions about Damascus) Georgaphy Current UGB

.67	R10 - Urban Low Density Residential R- 10	22E19BD01501	A Partition to divide the subject property into two parcels; one of 15,331 s.f. and one 12,922 s.f., for existing/replacement home sites. Currently, one of the two pre-existing lawfully established homes at the rear of the site is slated for demolition and replacement with a new home to the east. The other existing home, towards the front of the property, may also be replaced with a new home.	-16	Z0572-16	Approved 02/06/2017	Approved	11/10/2016
33	R7 - Urban Low Density Residential R-7	12E29CD02600	A Partition to divide the subject property into two parcels; one of 7366 s.f. and one of 7111 s.f. for new home sites.	τ <u>ι</u> σ	Z0568-16	03/28/2017	Final	11/08/2016
.64	78 5	22E01CC15200	A replat of Lot 1 of the plat of Murphy's Addition, plat no. 4057, to divide the lot into two parcels; one of 20,325 s.f. with an existing home and one of 7770 s.f. for a new home site. Access will be provided to the new home site via SE Christenson Ct., a private roadway, from SE 142nd Ave.	<u></u> 0	Z0456-16	Approved 12/29/2016	Approved	08/23/2016
1.05	R10	21E12CC01300	A Partition to divide the subject property into three parcels; one of 19,373 s.f. with an existing home to remain, one of 10,540 s.f. for a new home site and one of 12,769 s.f. for a new home site. Access will be provided to the latter two via a shared access drive along the easterly boundary.	-16	Z0430-16	03/28/2017	Final	08/04/2016
	R7.2	22E16C 03001	PARTITION TO CREATE TWO PARCELS FROM TAX 22E16C 03001 LOTS 2900 AND 3001. WEST PARCEL - GLADSTONE SDA CHURCH; EAST PARCEL - RIVERGATE SDA SCHOOL	-16	Z0356-16	06/21/2016	Pending	06/21/2016
	R7.2	22E16C 02900	PARTITION TO CREATE TWO PARCELS FROM TAX 22E16C 02900 LOTS 2900 AND 3001. WEST PARCEL - GLADSTONE SDA CHURCH; EAST PARCEL - RIVERGATE SDA SCHOOL	-16	Z0356-16	06/21/2016	Pending	06/21/2016
	R7.2	22E17BB00300	APPLICANT PROPOSES TO DIVIDE CURRRENT PARCEL INTO 3 LOTS	-16	Z0282-16	Approved 06/28/2016	Approved	05/11/2016
.56	R7	22E02DB00500	A Partition to divide the subject property into two parcels; one of 12,389 s.f. and one of 11,872 s.f. for new single family home sites.	-16	Z0206-16	05/31/2017	Final	04/04/2016
.76	R10	22E07BA00301	A Partition to divide the subject property into three parcels; one of 12,223 s.f. with an existing home, one of 10,327 s.f. for a new home site and one of 10,450 s.f. for a new home site. The prior approval of this partition, file no. Z0235-06-M, has expired.	-16	Z0063-16	Approved 04/18/2016	Approved	02/01/2016
								LAND
	R10	21E01BD00100	A 10-LOT SUBDIVISION INCLUDING EXISTING HOUSE, REZONE FROM R-10 RO R-7, CONDITIONAL USE FOR UP TO 2 TWO FAMILY DWELLINGS.	-16	Z0409-16	Approved 10/04/2016	Approved	07/25/2016
	R7.2	22E17CC03900	ZONE CHANGE FROM R7.2 TO R5 AND 14-LOT, 1 TRACT SUBDIVISION	-16	Z0460-16	09/29/2016	Denied	08/23/2016
								ZONE
Area	Zone 1	Parcel	Description	Permit Number		Decision Date	Status	Open Date

## EXHIBIT 12

Z0299-20<mark>-CP</mark> & Z0300-20-<mark>ZAP</mark> (Brooktraut Properties L<mark>LC)</mark>

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08/02/2016	08/02/2016	07/25/2016	12/27/2016	Open Date	
Approved	Approved	Approved	Pending	Status	
Approved 10/31/2016	Approved 10/31/2016	Approved 10/04/2016	01/04/2017	Decision Date	
Z0428-16	Z0428-16	Z0408-16	Z0640-16	Permit Number	
A flexible lot size eight-lot single family residential minor subdivision including a separate storm water management tract and connection of the two disconnected sections of SE Garland Ln. in the Oak Grove area. Lot sizes range from 5614 to 6249 s.f.	A flexible lot size eight-lot single family residential minor subdivision including a separate storm water management tract and connection of the two disconnected sections of SE Garland Ln. in the Oak Grove area. Lot sizes range from 5614 to 6249 s.f.	A 10-LOT SUBDIVISION INCLUDING EXISTING HOUSE, REZONE FROM R-10 RO R-7, CONDITIONAL USE FOR UP TO 2 TWO FAMILY DWELLINGS.	A Flexible Lot Size Partition to divide the subject property into three parcels for new home sites. Each parcel will front on the SE Manewal Lane right of way and street improvements will be constructed within the unconstructed right of way. One parcel will be approximately 9511 s.f.; one will be approximately 10,356 s.f. and one will be approximately 52,054 s.f. in size. Concurrent Willamette River Greenway and Habitat Conservation Area review applications have been filed as separate applications for which separate notices will be provided.	Description	
21E01DD04600	21E01DD04500	21E01BD00100	22E19CB00900	Parcel	
R7	R7	R10	R10 - Urban Low Density Residential	Zone 1	
.78	.78		1. 6	Area	
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# 2018 GROWTH MANAGEMENT DECISION Urban Growth Report

December 13, 2018

EXHIBIT 12 or 20299-20-CP & 20300-20-ZAP (Brooktraut Properties LLC) Page 11 of 115 **Metro manages the boundary that separates urban land from rural land in the Portland region** and works with communities to plan for future population growth and meet needs for housing, employment, transportation and recreation.

Under Oregon law, greater Portland must have enough land inside its urban growth boundary for 20 years of growth. Land inside that boundary is available for construction of homes, employment centers and shopping areas for our region's residents. That means that even if the boundary wasn't expanded for two decades, all of the growth we expect in greater Portland can fit inside the existing boundary.

Every six years, the Metro Council looks at growth forecasts and development trends and decides whether to expand the boundary to meet its 20-year supply obligation.

Project web site: oregonmetro.gov/ugb

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## **Executive summary**

# A tradition of shaping the future to protect the quality of life

As people move here and businesses create jobs, greater Portland's urban growth boundary (UGB) protects farms and forests, promotes economic development, encourages equitable housing and supports development of new neighborhoods when needed.

Metro is working with residents, elected leaders, community groups and researchers to evaluate whether communities and existing land inside the growth boundary have enough room for the people and jobs we expect in 20 years. If we need to expand our urban footprint, we'll work with communities to grow where growth makes sense.

By the end of 2018, the Metro Council will decide whether there is enough land in greater Portland's urban area for 20 years of growth. If not, the council will decide what areas are the best suited to handle future development.

# We need more housing and jobs to prepare for population growth

We need more housing, particularly housing that is affordable to people with modest means; we need a greater variety of housing to match our changing demographics; we need more middle-income jobs; and, we need to do a better job of engaging diverse communities in decision making.

Solutions won't be as simple as adding land to the UGB and hoping for the best. Real solutions lie in choices made at the federal, state, regional, county, city, neighborhood, and private sector levels. In that difficulty there's also good news – we each have choices we can make to improve things even when that progress feels incremental.

### An outcomes-based approach

Land alone can't address housing needs, particularly for people making lower wages. Seeing this, the Metro Council has reoriented its growth management decisions to find the most viable and desirable ways to produce needed housing and job growth. For growth at the urban edge, it all starts with a strong city proposal for an expansion into an urban reserve.

For the 2018 decision, four cities have submitted proposals for UGB expansions into urban reserves. All four proposals are for housing.

# Achieving desired outcomes

To guide its decisionmaking, the Metro Council, on the advice of the Metro Policy Advisory Committee (MPAC), adopted six desired outcomes, characteristics of a successful region:

- People live, work and play in vibrant communities where their everyday needs are easily accessible.
- Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- People have safe and reliable transportation choices that enhance their quality of life.
- The region is a leader in minimizing contributions to global warming.
- Current and future generations enjoy clean air, clean water and healthy ecosystems.
- The benefits and burdens of growth and change are distributed equitably.



The merits of these four proposals will be the focus of policy discussions in the summer of 2018. Generally, cities are expected to show that:

- The housing needs of people in the region, county and city have been considered.
- Development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, roads and sidewalks.
- The city has reduced barriers to mixed-use, walkable development in their downtowns and main streets.
- The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas.
- The city has taken actions to advance Metro's six desired outcomes, with a particular emphasis on meaningful engagement of communities of color in community planning processes.

#### Next steps

Through discussions in the summer of 2018, the Metro Council will come to a determination as to whether any of the four proposed expansions are needed to accommodate population growth.

- **July 2018**: Overview of draft 2018 Urban Growth Report at Council, the Metro Policy Advisory Committee, and the Metro Technical Advisory Committee
- **July 2018**: City Readiness Advisory Group provides feedback on the strengths and weaknesses of city-proposed expansions to Council and the Metro Policy Advisory Committee
- **Sept. 4, 2018**: Metro's Chief Operating Officer recommendation
- **Sept. 12, 2018**: Metro Policy Advisory Committee recommendation to the Metro Council
- **Sept. 20 and 27, 2018**: Metro Council public hearings and direction to staff on whether and where the UGB will be expanded (and any other policy direction)
- Dec. 6, 2018: Metro Council public hearing
- **Dec. 13, 2018**: Metro Council decision on growth boundary expansion

### Introduction

# A tradition of shaping the future to protect quality of life

As people move here and businesses create jobs, greater Portland's urban growth boundary (UGB) protects farms and forests, promotes economic development, encourages equitable housing and supports development of new neighborhoods when needed.

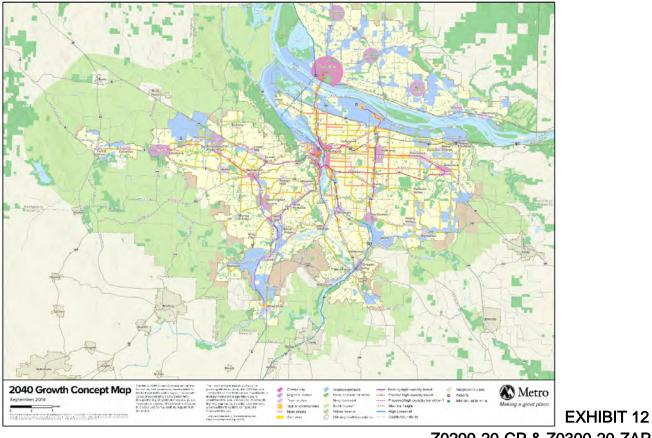
Oregonians have a long history of thinking ahead, trying to shape our destiny rather than simply reacting. This planning tradition demands good information about our past, present and future.

Metro is working with residents, elected leaders, community groups and researchers to evaluate whether communities and existing land inside the growth boundary have enough room for the people and jobs we expect in 20 years. If we need to expand our urban footprint, we'll work with communities to grow where growth makes sense.

By the end of 2018, the Metro Council will decide whether there is enough land in greater Portland's urban area for 20 years of growth. If not, the council will decide what areas are the best suited to handle future development.

These periodic decisions are an opportunity to continue our work on the 2040 Growth Concept, which calls for focusing most growth in existing urban centers and making UGB expansions into urban reserves – areas suitable for future development – after careful consideration of whether those expansions are needed.

Figure 1: The 2040 Growth Concept, the regional plan for focusing growth in existing urban centers and employment areas



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2018 Urban Growth Report

### An outcomes-based approach

#### Learning from experience

In past growth management decisions, the process focused on theoretical projections, leading participants to debate the numbers rather than assessing the viability of development in UGB expansion areas. Discussions of the merits of actual UGB expansion options took a back seat. UGB expansions that lacked city governance and an infrastructure strategy failed to produce housing or jobs. Conversely, those that had those issues sorted out got developed into communities and job centers. At the same time, regional and local plans were being realized – record amounts of housing and job growth happened in existing urban areas, far outpacing previous estimates of redevelopment and infill potential.

Figure 2: Housing permits in the Portland Metro area, 2009-2017 - units per square mile

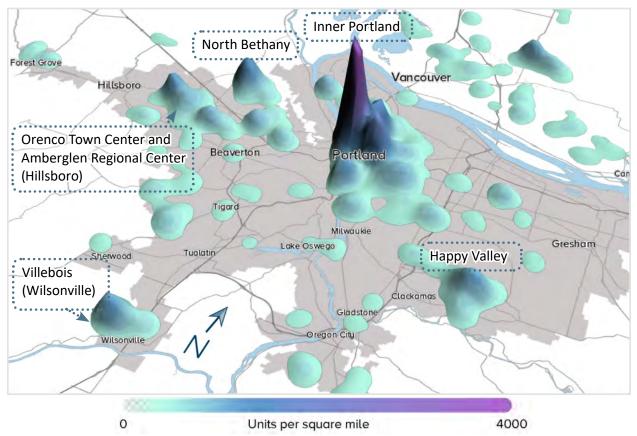


EXHIBIT 12 Z0299-20-CP & Z0300-20-ZAP 2013(BrooktrauthRepperties LLC) Page 18 of 115 The region's UGB was originally put into place in 1979. Since then, about 31,000 acres have been added to the boundary, mostly from 1998 onward. What has happened in those expansions has been informative. Homes and businesses were built in areas that addressed market demand and had governance and a means of paying for pipes, pavement and parks. Without those elements, little or no development happened. In the post-1998 UGB expansion areas, 16 percent of the planned housing has been built. It is clear that land readiness is more important than land supply for producing housing and job growth.

All of this leads to one big lesson that guides this year's growth management decision process: land alone can't address housing needs, particularly for people making lower wages. Seeing this, the Metro Council has reoriented its growth management decision process to implement the most viable ways to produce needed housing and job growth. For growth at the urban edge, it all starts with a strong city proposal for an expansion.

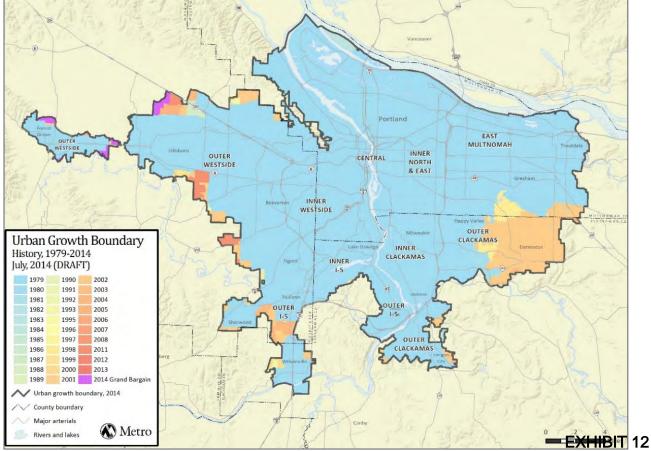


Figure 3: UGB expansions since adoption of the Metro UGB in 1979

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#### **Achieving desired** outcomes

To guide its decisionmaking, the Metro Council, on the advice of the Metro Policy Advisory Committee (MPAC), adopted six desired outcomes, characteristics of a successful region:

- · People live, work and play in vibrant communities where their everyday needs are easily accessible.
- Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- · People have safe and reliable transportation choices that enhance their quality of life.
- The region is a leader in minimizing contributions to global warming.
- Current and future generations enjoy clean air, clean water and healthy ecosystems.
- The benefits and burdens of growth and change are distributed equitably.

#### A better approach to making decisions

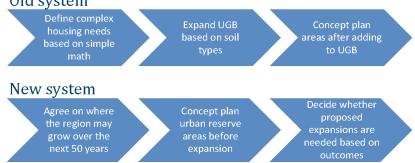
In 2010, based on those experiences and other factors, the Metro Council adopted a policy of taking an outcomesbased approach to urban growth management decisions. In each subsequent decision, the Council has moved closer to implementing this approach.

A basic conceptual underpinning of this approach is that growth could be accommodated in a number of ways that may or may not involve UGB expansions. Each alternative presents considerations and tradeoffs, but there is not one "correct" answer. For instance, different decisions could lead to somewhat different numbers of households choosing to locate inside the Metro UGB versus neighboring cities such as Vancouver or Newberg. Other decisions could lead to a slightly different housing mix.

An outcomes-based approach acknowledges that development will only occur when there is adequate governance, infrastructure finance, and market demand, and, therefore, any discussion of adding land to the UGB should focus on identifying areas with those characteristics. To further implement its policy direction, the Council will only expand the UGB into urban reserves that have been concept planned¹. This report is grounded in the actual UGB expansions being proposed by cities.

Evolution of the Metro region's growth management process towards an outcomes-based approach





With an outcomes-based approach, there is also a greater recognition that - consistent with regional and local plans - most growth will happen in existing urban areas and that growth management decisions are an opportunity to gauge whether more could be done to remove barriers to housing and job creation.

**EXHIBIT 12** 1. This policy was adopted by the Metro Council in 2010. Z0299-20-CP & Z0300-20-ZAP

### What are cities proposing for UGB expansions?

For the 2018 decision, four cities have submitted proposals for UGB expansions into urban reserves. All four proposals are for housing. Cities' narrative proposals can be found in Appendix 9. The four proposed expansions would total about 2,200 gross acres. After accounting for environmentallysensitive areas, they include about 1,270 net buildable acres. The four cities' plans include about 9,200 homes at full build-out.

In the past, the region has added, on average, about 10,000 new households per year in the Metro UGB. The 9,200 homes in proposed expansion areas would address about an average year's household growth. Experience shows that adding more land beyond what cities are proposing would not produce more housing. This emphasizes the need to do all we can to encourage more housing production in existing urban areas.

Statewide Planning Goal 14 (Urbanization) lays out several factors that must be considered when determining where to expand the UGB. The Goal 14 "locational factor" analysis can be found in Appendix 7. The four urban reserve areas proposed for expansion by cities all compare favorably according to the factors described in Statewide Planning Goal 14. In light of those factors, it is appropriate for all four to advance for further consideration by the Metro Council.

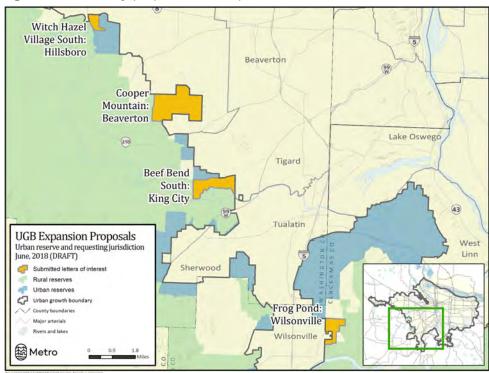


Figure 4/Table 1: City-proposed UGB expansions for consideration in the 2018 decision

Proposing city	Name of urban reserve	Gross acres	<b>Buildable acres</b>	Homes planned
Beaverton	Cooper Mountain	1,232	600	3,760
Hillsboro	Witch Hazel Village South	150	75	850
King City	Beef Bend South	528	400	3,300
Wilsonville	Advance Rd. (Frog Pond)	271	192	1,325

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"The U.S. is no longer a nation of pioneers building log cabins on the Western frontier. Nor is it a post-WWII nation of nuclear families buying tract homes in Levittown. We can't indefinitely rely on new construction of low density, singlefamily housing to accommodate population growth."

> —Brookings Institution, 2018

The merits of these four proposals will be the focus of policy discussions in the summer of 2018. On the advice of the Metro Policy Advisory Committee (MPAC), the Metro Council has adopted code factors that describe expectations for cities proposing residential expansions. Those factors speak to the elements of the proposed expansion and to actions being taken by cities in their existing urban areas. Metro issued administrative guidance to assist cities in preparing proposals that address these code factors². Generally, cities are expected to show that:

- The housing needs of people in the region, county and city have been considered
- Development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, roads, and sidewalks
- The city has reduced barriers to mixed-use, walkable development in their downtowns and main streets
- The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas
- The city has taken actions to advance Metro's six desired outcomes, with a particular emphasis on meaningful engagement of populations of color in community planning processes.

To provide new perspectives on the merits of city proposals, Metro convened a City Readiness Advisory Group in June. The group, which included experts in affordable housing, multi-modal transportation, mixed-use development, residential development and equity, discussed the strengths and weaknesses of city proposals. Those discussions will be summarized for the Metro Council, MPAC and the Metro Technical Advisory Committee (MTAC) in July.

2. See Appendix 9 for administrative guidance.

# Possible outcomes of different growth options

Over the years, Metro has sought to improve its growth management analyses. In earlier iterations, the calculation of land need was relatively straightforward: land supply minus land demand equals land need. While that simple approach has an appeal, it glosses over a number of policy questions and market factors that deserve greater discussion. Inevitably, that approach led to debates about numbers and ideologies rather than discussions of practical options.

This analysis strives to highlight policy questions and make the practical options – a decision whether to make any of the four proposed UGB expansions – more evident.

#### Is there a need for more land to support job growth?

#### **Commercial land demand**

Commercial employment is a broad category that includes all non-industrial employment, such as teachers, cooks, doctors, sales clerks, nurses, real estate agents, architects, counselors, coffee shop workers, insurance agents, and bankers. What all of these sectors have in common is that to prosper, they need to locate close to where clusters of people live. From a growth management perspective, this means that the needs of these sectors will be best met in existing urban locations either on vacant land or through increased redevelopment and infill.

For the 2018 decision, no cities have proposed UGB expansions for commercial uses aside from select nodes that would provide neighborhood services in proposed residential expansion areas. There is no indication that adding land to the UGB when it has not been proposed by a city would result in commercial employment. For these reasons, there does not appear to be a need for additional land to be added to the UGB for commercial employment.

#### Industrial land demand

As our nation's economy has evolved from farming roots through the industrial revolution and into a knowledgebased economy, several dynamics have been at play that influence the nature of industrial land demand:

- As technology has improved over the last century, industrial workers have become more productive. This means that industrial job growth is stagnant and that demand for space is driven less by employment than it was in the past.
- E-commerce has driven demand for close-in warehousing and distribution facilities to enable quick deliveries. This may increase the likelihood of redevelopment of some sites.
- Data centers have emerged as users of industrial land, but they provide relatively few jobs (instead, they pay franchise fees that benefit cities).
- Large industrial firms seeking new locations consider sites all around the country or world, making it impossible to forecast regional land demand for large industrial sites.
- Site requirements for industrial uses can be very specific. For instance, some industrial users require rail access, others require redundant power sources, others require an educated workforce, and others require manual laborers. Forecasting those specific requirements would imply more certainty about the future than is possible.
- Providing raw land is just one step of many for producing industrial jobs. Typically, infrastructure investments and site assembly are also required. Brownfield cleanup and wetland mitigation are also common needs.

These dynamics mean that it is challenging to estimate land needs based on an employment forecast. This difficulty is amplified by the additional uncertainty surrounding employment forecasts since job growth can be influenced – for better or worse – by international relations, monetary policy and many other factors that lie outside the control of cities, counties, the region or state.

For these reasons, determining industrial land needs is best understood as an exercise in economic development goal setting rather than forecasting. This is true at the regional level and even more so at the local level.

The peer-reviewed baseline employment forecast for the seven-county area shows a net decrease of about 9,000 industrial jobs during the 2018 to 2038 time period. While some new industrial firms may emerge and some existing industrial firms may grow, those gains are outweighed by expected employment decreases at other industrial firms. The expected net decrease in regional employment in industrial sectors such as manufacturing, warehousing and distribution means that there is not a regional need for more industrial land to support employment growth. Even under the high growth forecast, industrial employment remains essentially unchanged from 2018 to 2038, again pointing to no need for additional industrial land to support employment growth.

Likewise, for the 2018 decision, no cities have proposed UGB expansions for industrial uses. There is no indication that adding land to the UGB when it has not been proposed by a city would result in industrial employment. For all of these reasons, there is not a regional need for additional land to be added to the UGB for industrial employment, including employment on large industrial sites.

The Metro Council has put into place a process for considering specific nonresidential UGB expansion proposals outside of the standard growth management cycle. If cities develop an employment concept plan for an urban reserve area, that "major amendment" process can address needs that aren't anticipated in the 2018 growth management decision.

### Is there a need for more land to support household growth?

#### Urban growth scenarios

To inform the Metro Council's determination of whether there is a need for residential UGB expansions in 2018, Metro staff produced a number of scenarios that tested different permutations of a few assumptions:

- varying levels of population, household and employment growth (using the range forecast for the seven-county metropolitan area)
- different amounts of buildable land in the Metro UGB (varying amounts of redevelopment capacity)
- UGB expansions as proposed by four cities vs. no UGB expansion.

The scenarios are described in more detail in Appendix 3. Several general observations can be made about the scenarios:

The region is on track to continue using land efficiently

- Most capacity for housing production within the existing UGB comes through redevelopment and infill.
- Redevelopment and infill construction thrives when there is strong economic and population growth.

Increased spillover growth to neighboring cities does not appear to be a threat

- The original Metro UGB was adopted in 1979. Since then, about 61 percent of the new households in the larger sevencounty metropolitan area have located inside the Metro UGB.
- In all scenarios, the share of the sevencounty area's new households that locate in the Metro UGB (the "capture rate") is higher than historic rates, ranging from 63 to 72 percent.

 Barring unanticipated changes in the growth capacity of neighboring jurisdictions, a decision not to expand the UGB will not cause excessive spillover growth into neighboring jurisdictions like Sandy, Newberg, or Clark County, Washington.

### More housing production is needed to keep up with household growth

- The region needs more housing production to keep up with population growth, particularly for households earning lower incomes.
- If development of the four proposed UGB expansions is viable, they can modestly increase housing production in the region.
- Regional scale analysis is not sensitive enough to distinguish between the effects of the individual proposed expansions.

#### Housing affordability will remain a challenge

- As in other regions around the country, housing affordability will remain a challenge.
- Encouraging more redevelopment and infill is the most effective means of keeping housing prices in check for renters.
- If developed, the four proposed UGB expansions would moderate housing price increases for owner-occupied housing by providing additional housing supply³.
- If developed, the four proposed UGB expansions would have little impact on prices for renter-occupied housing given that one-third of the planned housing in those areas would be multifamily.

Most housing will remain single-family housing, but most most growth capacity is for apartments and condominiums

- Currently, about 68 percent of all housing is single-family housing. All scenarios show that share decreasing in the future, with most resulting in about 60 percent single-family housing (still a majority).
- In keeping with regional and local plans, infrastructure funding realities and smaller household sizes, most growth capacity is for apartments and condominiums.
- If developed, the four proposed UGB expansions would result in a modest increase in choices for single-family housing for ownership.
- While demand for owned and singlefamily housing is strong, households appear willing to substitute rental and multifamily housing to a certain extent.

The region is on track to stay within the urban reserves "budget"

- There are approximately 23,000 gross acres of urban reserves that are candidates – if needed – for UGB expansions through the year 2045 (to address regional land needs to the year 2065).
- If urban reserves were added to the UGB at the average rate of about 850 acres per year, all urban reserves would be used (added to the UGB) by the year 2045.
- The four city-proposed expansions total 2,200 gross acres. At the above-described "budget" of 850 acres per year, this amounts to about 2.5 years of usage.

Z0299-20-CP & Z0300-20-ZAP

^{3.} The amount of potential housing price reduction varies depending on other assumptions about redevelopment potential, household growth, and future UGB expansions (beyond the 2018 decision). All other things being equal, however, the proposed expansions could help moderate housing prices somewhat.

### Changes in where we live and work Where we stand today with housing

Greater Portland came roaring out of the Great Recession. In less than 10 years, the region grew its economy and added highwage jobs at higher rates than almost any other large U.S. metro area. Median incomes went up. The poverty rate went down. Thousands of young, educated workers migrated to the region drawn by the high quality of life and the opportunity of a booming economy.

This influx of new affluence and new people brought both economic growth and new challenges, changing the dynamics of our housing market and shifting the geography of affordability in a short period of time.

But longer-term trends also shaped our housing supply, and those trends continue to challenge our ability to create housing choices that meet the needs of our changing region⁴.

# Housing construction came to a halt in the Great Recession, driving up housing costs

All around the country, housing construction came to a halt during the Great Recession. As the population continued to grow, demand intensified and housing prices rose – slowly at first, but gaining momentum with each passing year. Rent and home price increases were among the highest in the nation; vacancy rates, the share of unoccupied rental units, were among the lowest. This was true in greater Portland and dozens of other cities around the country.

Long-term residents living in rental housing found themselves priced out of their neighborhoods, while would-be homebuyers struggled to save for down payments that seemed to double overnight. Renters suffered the most, often facing substantial rent increases with little notice.

# Like most regions, we are playing catch-up with housing construction

Housing construction took off again as the region emerged from the Great Recession. Increased housing supply has begun to temper housing rents and prices, which are still rising, but not as quickly.

Though it's of little consolation to people who work and struggle to keep a roof over their heads, rents here are similar to those in cities around the country. For one-bedroom apartments, the Portland region is in the same rental price range as Atlanta, Minneapolis, Nashville, Denver and Chicago. Rents are more expensive here than a number of other cities, but still represent a value compared to other coastal cities.

When it comes to rents, location matters. To live close to jobs, amenities, and transit, people have to pay a premium that is often out of reach.

Figure 5: Annual percentage change in rental unit costs by size, Portland metro area, 2009-2017.



Sourc: Data courtesy of CoStar commercial real estate company

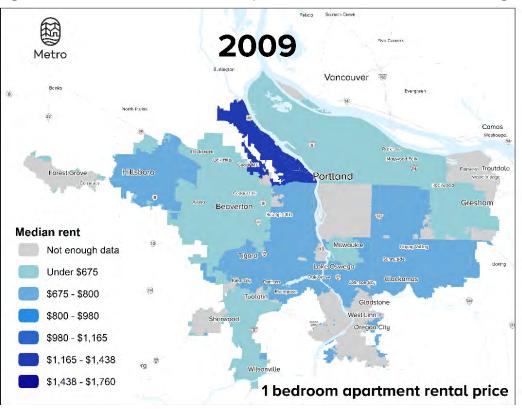


Figure 6: Median rent for a one bedroom apartment in 2009 (source: Rainmaker Insights)



Figure 7: Median rent for a one bedroom apartment in 2017 (source: Rainmaker Insights)

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# What's helping to keep housing prices under control?

Simply put, the most straightforward way to keep housing prices in check is to build more housing. Without that housing supply, an ever-increasing population competes for a limited pool of housing, driving up prices. This is especially true in central locations with access to jobs, transit, services and amenities.

More than 20,000 new units of multifamily housing have been completed in the Portland metropolitan area since 2010⁵. More than half of those units were built in the past two and a half years.

Since 2015, developers submitted 25,000 permits for future multifamily buildings in greater Portland, meaning more apartments are in the pipeline⁶.

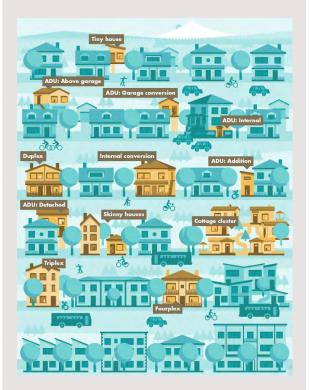
The increased available supply loosened regional apartment vacancy rates from a tight 4.6 percent in 2014 to a somewhat more comfortable 5.5 percent in 2017⁷. This growing availability of housing gives apartment-seekers more choices, generating competition among property managers who have moderated their asking rents accordingly.

Nearly 30,000 permits for new single-family units, including duplexes and triplexes, were submitted between 2010 and mid-2017⁸.

#### "Missing middle" housing

Our grandparents, parents, kids, friends and neighbors have diverse housing needs, but for too long there has been little housing diversity.

There are solutions for diversifying housing options in our communities. "Missing Middle" housing refers to options that lie on the spectrum between single-family homes with yards and mid-rise housing, for example, accessory dwelling units, cottage housing, and triplexes. However, these choices are often not widely available in the locations that provide the greatest access to jobs, services and amenities.



Source: https://www.oregonmetro.gov/sites/ default/files/2018/02/02/Small-homes-typologygraphic_1.pdf

- 5. Source: CoStar
- 6. Construction Monitor
- 7. Source: CoStar
- 8. Source: Construction Monitor

# Most new housing is being built in existing areas

Long-standing plans, investments, and market conditions have resulted in threequarters of new homes being built through redevelopment and infill in existing urban areas (in the Metro UGB from 2007 through 2016). This means that, as housing is built, we are making efficient use of land and public resources.

24% - Vacant Land 25% - Infill 51% - Redevelopment

Figure 8: New units (total) built by development type, Metro UGB, 2007-2016

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input



Figure 9: New units built by year and development type, Metro UGB, 2007-2016

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input

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#### The emergence of ADUs

Since the mid-1990s, Metro has required that all cities in the region allow accessory dwelling units (also known as "ADUs," "granny flats" or "in-law" cottages) in singlefamily neighborhoods. Though it took several years, construction has taken off, particularly in the City of Portland, with several hundred ADUs built per year in the Metro UGB for several years now.

In 2017, ADUs made up 7 percent of the region's new housing. Among other factors, the City of Portland's waiver of system development charges for ADUs is credited with this uptick.

A common refrain about ADUs is that they only get used for short-term rentals such as Airbnb, so they don't contribute to the regional housing supply for residents. A 2017 survey of Portland ADU owners and tenants indicates that this is largely not the case. The survey was commissioned by Portland State University's Institute for Sustainable Solutions. Sixty percent of ADU owners surveyed reported that their ADU is used by someone as a primary residence, while 26 percent reported that the ADU is used as a short term rental⁹.

Even when used as short-term rentals, ADUs may become long-term rentals over time as owners pay off ADU construction loans or grow tired of managing everchanging guests. In a year-over-year comparison, about half of the Airbnb listings in Portland were no longer active (Brown, 2017).



Figure 10: Accessory dwelling units (ADUs) by year, Metro UGB, 2007-2016

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input

9. 14 percent reported that their ADU is vacant, used as extra space, or "other".

r^{».} EXHIBIT 12 Z0299-20-CP & Z0300-20-ZAP

# We're using land more efficiently for single-family housing

Today, a new single-family home uses about half as much land as one built in 1980. This trend of using land inside the UGB efficiently helps us to protect farms and forests. It also makes it more feasible to provide single-family neighborhoods with transit and other services.

#### What's holding housing back?

Getting enough housing built is not without its challenges and the reasons are varied, including:

- a lack of funding for pipes, pavement, parks and other facilities to make vacant lands development-ready
- neighborhood opposition to change that can slow or stop housing proposals
- uncertainty in permitting processes
- difficult access to financing for developers
- zoning codes that restrict "missing middle" housing

- depending on the location, achievable rents that are sometimes insufficient to spur redevelopment
- site specific challenges such as lot sizes and configurations, access, contamination, or property owners that don't want to develop or sell.

#### Land alone doesn't result in housing

The Metro Council made most of its UGB expansions from 1998 onward. Since then, the Metro Council has added about 27,000 acres or about 42 square miles to the UGB. For context, that's an area the about the size of two Beavertons, or 420 Oregon Zoos.

New construction in these expansion areas is a challenge. In addition to overcoming the normal financing and permitting hurdles, a city or developer must also build streets, sidewalks, sewers and other basic infrastructure to support a neighborhood. Infrastructure easily costs hundreds of millions of dollars. Since they were brought into the UGB, these areas have produced 16 percent of their planned housing

Figure 11: Single-family lot size and building size (annual medians), Metro UGB, 1980-2016



Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input

EXHIBIT 12 <u>Z0299-20-CP & Z030</u>0-20-ZAP 2013(BrooktrauthRepperties LLC) Page 32 of 115 (fewer than 11,000 approved or pending permits out of the expected 67,000).

In those cases where development readiness has been resolved – for example, Happy Valley, North Bethany, River Terrace, Villebois, Witch Hazel – housing has been built.

Aside from getting land ready for development, our region shares another challenge facing regions around the country: the private market often can't profitably build new housing that is affordable to people earning lower incomes. Without that potential for profit, affordable housing doesn't get built even if our community plans allow for it.

Cities proposing UGB expansions have been asked to describe how they are encouraging construction and preservation of affordable housing in their existing urban areas.

#### A shortage of cities

It matters, not just how much housing gets built, but where housing gets built. People in the greater Portland region were forward-thinking in the mid-1990s when they called for focusing most growth in existing downtowns and transportation corridors. That vision made our region more prepared for recent growth trends.

Cities around the country have seen a reversal of decadeslong pattern of people moving away from urban centers (Edlund, Machado, & Sviatschi, 2015). Sales prices for central locations now reflect people's preference to live close to urban amenities like restaurants, grocery stores and cafes (Couture & Handbury, 2015). Construction of new housing in those locations is not keeping up with demand, leading economists and others to point to a "shortage of cities" (Cortright, Our Shortage of Cities, 2014).

This trend isn't restricted to central cities. Many people that live in the suburbs are seeking urban amenities – restaurants and transit, for instance – like those offered in Orenco and Tanasbourne in Hillsboro and The Round in Beaverton.

In the end, no one can predict future housing preferences, particularly when so much seems in flux. Regardless of preferences, there are significant headwinds for keeping up with population growth by building single-family homes. Those challenges include record levels of student loan debt, tighter lending standards, and high costs for new pipes and pavement that show up on a house's price tag.

#### **Finding home**



Cheranda Curtis calls her studio apartment her "sanctuary." Having an affordable place to live has given Curtis the opportunity to stay sober, hold a steady job and save for a house.



Patti Jay felt "exhausted with having to move again" after she received a no-cause eviction. She's grateful she found a place to live close to her son's high school, which means he didn't have to switch schools.

#### Displacement of people of color

Unable to afford living in the region's urban centers, many people have moved to areas of the region with cheaper housing. Cheap housing comes with hidden costs, though. When you factor in the additional transportation costs – the increased costs of gas and car expenses or the extra time to bike, walk or take transit – a significant portion of the affordability benefits are lost if it requires long commutes.

Displacement has disproportionately affected communities of color, leading to a shift in the racial geography of the region over the last decade.

Displacement is a geographic consequence of a series of systemic inequities that would not be entirely solved with more abundant, affordable housing close to the region's city centers. But, not providing it exacerbates community divisions, by putting some people further from resources, jobs and opportunities readily available in more walkable, transit-served areas. Likewise, it disrupts the social institutions and networks that bind communities together.

And the impacts can be long-term. Displacement and housing stress can have wide-ranging impacts on health and well-being – impacts that can span generations.

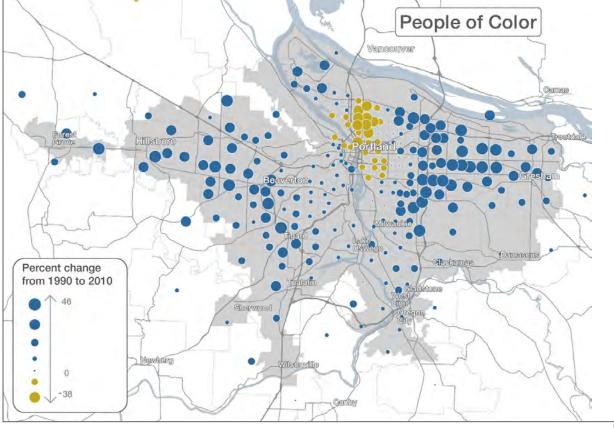


Figure 12: Displacement and migration of communities of color, 1990-2010

Source: US Census

### Where we stand today with jobs

#### Ascending out of the Great Recession

Our regional economy is the envy of many others. Educated, working-age people continue to migrate here in increasing numbers, providing local employers with a steady pool of skilled workers while also attracting employers in other regions to consider locating here¹⁰. And with a strong 4.6 percent increase in a measure of regional economic activity called gross domestic product (GDP), greater Portland had the 10th-fastest growing economy out of the nation's 100 largest metro areas in 2015 (State of Oregon Employment Department, 2016).

Job growth in the greater Portland region exceeds the national rate of job growth. In 2015, our region's jobs increased by 3.3 percent while the nation saw a 2 percent increase.

Figure 13: Annual percentage change in job growth, Portland metro area compared to the national average, 2004.-2018



Source: US Bureau of Labor Statistics

# Manufacturing plays an outsized role in our economy

More than a quarter of greater Portland's economic output comes from the manufacturing sector. Nationally, manufacturing accounts for less than half that – just 12 percent of the nation's total economy (United States Bureau of Economic Analysis, 2018).



"In a region like this I don't think that there are a lot of barriers [to job growth]. You know, people want to live in a nice environment – you can't get much nicer than Portland. People want to live someplace where housing is affordable – let's hope we can keep it affordable.

By and large, across the board, these are people that are conscious of their communities, they like green energy systems, they like public transportation. These are all very important issues for our audience that we're targeting [for employee recruitment]."

> —Dr. Lisa Coussens, OHSU, Knight Cancer Institute

10. See Appendix 4 for more information about employment trends.

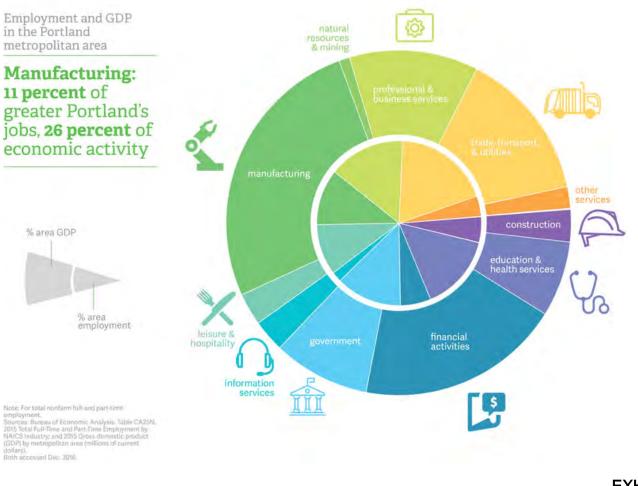
EXHIBIT 12 <u>Z0299-20-CP & Z0300-20-Z</u>AP (Brooktraut Properties bLC) Page 35 of 115 But economic activity doesn't always equal jobs: manufacturing accounts for just over a tenth of greater Portland's jobs.

Thanks largely to production of high-value products such semiconductors and electronics, the manufacturing sector contributes an oversized amount to the regional economy relative to its share of the workforce.

But despite its strong contribution to the region's economy, jobs in the manufacturing sector stagnated in 2016 – by December 2016, the industry had lost 1.4 percent of its Portland-area jobs relative to the year before.

Still, the large profit margins of the region's high-tech manufacturing exports means that the sector's earnings are substantial, even as the size of the manufacturing workforce is somewhat stagnant.

Figure 14: Employment and gross domestic product (GDP), Portland metropolitan area, 2015



# Most jobs are in population-serving and other non-manufacturing employment

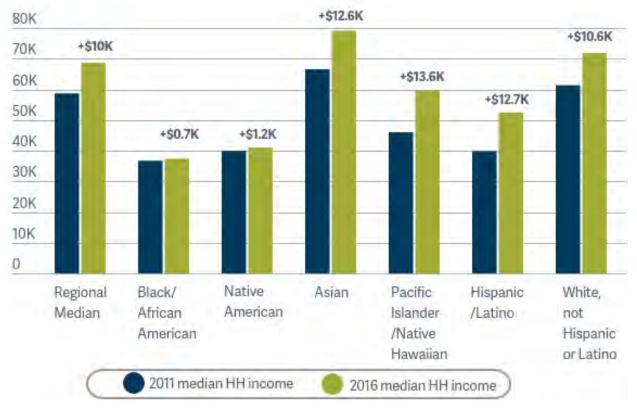
As in the past, a large portion of future employment is expected in jobs that serve the public: education and medicine, for instance. As the population grows, so too will employment in these sectors.

Likewise, sectors like professional and business services (attorneys, engineers, and architects, for example) and financial services (insurance agents, real estate agents, and bankers, for instance) will continue to make up much of our region's employment. What all of these sectors have in common is that they need to locate close to clusters of where people live . From a growth management perspective, this means that the needs of these sectors are best met in existing urban locations

# Not everyone is benefiting from economic growth

Though the headlines about unemployment rates and productivity are good, not everyone is prospering. From 2011 through 2016, median household income in the greater Portland region increased by \$10,000. However, Black and Native American households only saw an increase of about \$1,000.

Figure 15: Change in median household income by race, seven-county Portland-Vancouver-Hillsboro MSA, 2011 vs. 2016



Source: 2011 and 2016 American Community Survey (1-year estimates)



#### Help wanted

"Last year, Millenials became the largest component of the American workforce. For many companies, attracting and retaining millenial workers seems to require having a downtown office. "Probably for the first time in history, instead of people moving where jobs are," says Tom Murphy, a senior fellow at the Urban Land Institute, "jobs are moving where the talent is."" (Wogan, 2016)

Photo credit: autodesk. blogs.com/between_the_ lines/

### Middle income jobs were slow to recover from the Great Recession

Wage polarization has been a long-term trend both locally and nationally and the recent recession only accelerated the shift toward more high and low wage jobs and a smaller share of middle wage jobs. As of 2007, middle wage occupations comprised nearly 65 percent of the jobs in the Portland metropolitan area, but that share was less than 58 percent by 2017.

Middle wage job growth has picked up in the last couple of years. As of 2017, the region finally recovered the number of middle wage jobs lost during the recession. But low and high wage jobs have fared much better, both during and after the recession, leading to increasing wage polarization. The polarization trend is expected to continue in the future for the region and the U.S. as a whole, in large part due to globalization and technological change.

Occupations within the middle wage category have also seen different trajectories over the last ten years. In the Portland metropolitan area, around 13,200 manufacturing production jobs were lost during the recession and only 4,600 of those jobs had been recovered as of 2017. Production workers face continuing pressure from globalization and automation in the manufacturing industry.

Administrative and office support occupations also saw significant job losses and weak recovery as advances in technology change the nature of office work and the need for support staff.

On the other hand, employment in several middle wage occupations that are primarily driven by population and demographic change continued to grow during and after the recession, including healthcare support workers, police officers, and teachers.

#### Changes in where businesses locate

As we plan for future employment, we need to be aware of changes in where businesses locate and how they use space. Most of these trends point to more efficient use of land.

Nationwide, there has been a trend of businesses relocating from more remote campus settings to downtowns. Businesses are doing this to attract and retain an educated workforce that wants access to urban amenities like restaurants, bars, cafés and transit. **EXHIBIT 12** 

Z0299-20-CP & Z0300-20-ZAP

This is now a mainstream trend. In recent years, G.E. moved its headquarters from a suburban campus in Connecticut to a downtown Boston location. The new G.E. headquarters won't have a parking lot. McDonald's and Kraft Heinz both moved from suburban Chicago locations to downtown.

In the greater Portland region, these trends are evident. The highest rate of job growth in the region from 2007 to 2016 was in central Portland at 18.4 percent growth. This was followed by the outer west side, inner north and east, and the outer I-5 areas at 15.3 to 16.4 percent growth. Job growth in east Multnomah County and Clackamas County has lagged behind at 6.1 percent.

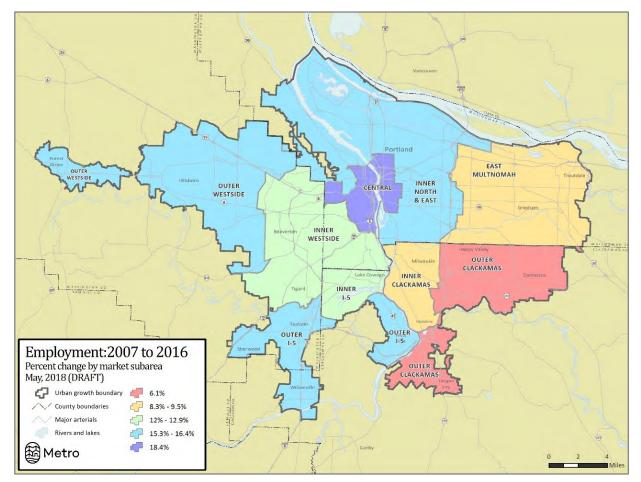


Figure 16: Percent change of employment by market subarea, 2007-2016

### Our workplaces look different than they used to

Inside office buildings, workers are taking up less space than they used to. In many professions, gone are the days of private offices. Instead, a laptop and a chair are often more typical.

Among the increasing ranks of the "gig economy" (self-employed), work space can be co-working space that is leased by the hour or a seat at a coffee shop for the price of coffee refills.

In the medical sector, health care providers are following their patients. They see future demand for outpatient clinics close to where people live.

The "non-store retailers" category includes catalog and internet-based businesses that fulfill orders by mail as well as other nonstore vendors. Regional employment by non-store retailers increased by nearly 27 percent from 2007 to 2017 (source: QCEW).

This retail trend has implications for other sectors in the greater Portland region. Shipping and delivery employment grew by 31 percent over the same period, while warehousing employment grew nearly 9 percent (source: QCEW). E-commerce's focus on quick deliveries means that demand for space is often in close-in locations. For "brick and mortar" retail, the emergence of e-commerce and people shifting their consumption habits from retail goods to meals and entertainment portends the closing of malls and retail businesses in commercial corridors (Thompson, 2017). This trend can be seen in the closure of many Sears, J.C. Penney, Macy's, and Kmart stores and all Toys R Us stores in the U.S. Between 2007 and 2009, 400 of the U.S.'s largest 2,000 malls closed (Esri, 2014).

The construction of data centers has recently created more demand for industrial land. Policy makers may wish to consider what an appropriate land use planning response should be. While data centers play an important role in the modern economy, they tend to have few employees and will use large sites when vacant land is relatively abundant or inexpensive (Miller, 2017). This is not out of necessity, however. There are numerous examples of data centers in multistory buildings such as downtown Portland and Chicago and in northern Virginia and Silicon Valley. They locate there despite higher real estate and construction costs to save milliseconds on data transmission times (Miller, 2017).

### From home to work and back

Ours is a regional economy that doesn't stop and start at state lines, the UGB, or county and city boundaries. People make complex decisions about where to live and work. Few of us choose the job closest to home or the home closest to our job. Rather, we consider other factors, which might include:

- whether jobs are a good match for our skills
- whether jobs pay enough
- whether our spouse or partner is also employed, but in a different location
- whether homes match our budget
- whether homes and neighborhoods match our preferences
- whether we can tolerate or afford longer commutes
- whether local schools meet our needs and preferences.

These choices are borne out in the data on commute patterns that show people commuting across city and county lines, Those patterns will not be changed by any UGB expansion for housing or jobs. The best course of action is to plan communities with a mix of uses that shorten our other trips – going to the grocery store, for example – and provide reliable and safe multimodal transportation options to link different parts of the region.

In the context of growth management decisions, these patterns influence the amount of housing and job growth that is likely to locate in the Metro UGB. Historically (since 1979), about 61 percent of the new households in the seven-county metropolitan area and 82 percent of the new jobs have located in the Metro UGB.

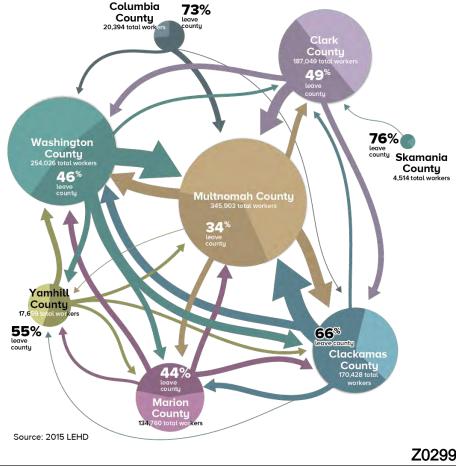


Figure 17: Where greater Portland area residents work by county, 2015 (source: US Census LEHD)

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#### **Good sources**

Metro bases its forecast on the best sources available:

- U.S. Census
- U.S. Bureau of Labor Statistics
- U.S. Bureau of Economics
- Federal Reserve Board
- Portland State University's Population Research Center
- IHS Markit

#### Handling uncertainty

There is uncertainty in any forecast. Metro recognizes uncertainty by producing a probabilistic range forecast. The midpoint of the range is the most likely outcome. However, migration trends, federal monetary policy, technological change, recessions and international relations are all factors that may move actual growth higher or lower in the range.

### **Regional outlook**

The communities inside the Metro UGB are a major part of a larger regional economy that extends over seven counties and across state lines. To understand housing and employment needs in the Metro UGB, we need to first understand what's happening in the larger seven-county metropolitan area. This larger area is the starting point for Metro's population, household and employment growth forecasts. This seven-county forecast is documented in Appendix 1.

Metro subjects its forecast model and the forecast results to a peer review process that includes public and private partners who are experts in economics and demographics. In the case of the draft forecast, the peer review panel found the forecast to be reasonable and in line with other projections. Documentation for the peer review process is included in Appendix 1.

To check how we're doing, Metro also provides comparisons of past forecasts and actual growth (see Appendix 1). Those comparisons show that Metro's forecasts have been accurate and reliable. Metro's 2010 forecast has held up well, slightly underestimating population growth and slightly overestimating employment growth in the seven-county area. After five years, the forecast was within three percent of actual estimates for population and employment, less than a one percent annual difference. It is also worth noting that the year 2015 "actual" numbers are estimates and also subject to error.

#### We expect more people in the region

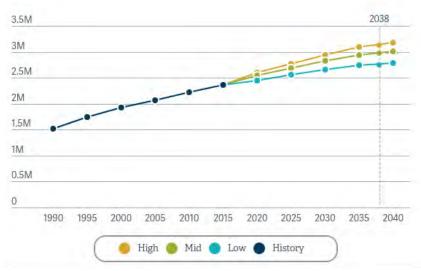
Between 2018 and 2038, there could be between 365,000 (low) to 659,000 (high) additional people residing in the seven-county region. The most likely amount of growth is 524,000 more people in the seven-county region.

Table 2: Population forecast for the seven-county Metropolitan Statistical Area (2018 to 2038)

	2018	2038	Difference
Low growth	2,414,000	2,779,000	365,000
Most likely growth	2,481,000	3,005,000	524,000
High growth	2,516,000	3,175,000	659,000

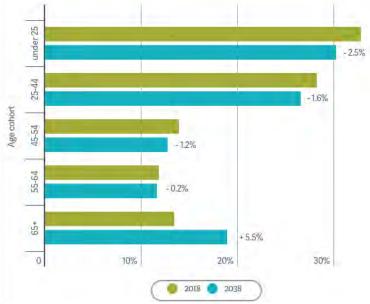
The primary source of population growth in the region will continue to be migration. Births represent an ever-shrinking source of population growth in our region and nation. In 2017, the U.S. saw the fewest births in 30 years and its lowest general fertility rate in history. (U.S. Department of Health and Human Services, 2018) Along with declining birth rates, the region's population is aging. In 2018, about 13 percent of the population is 65 years or older. By 2038, about 19 percent of the population will be 65 years or older.

Figure 18: Population history and range forecast, seven-county Portland-Vancouver-Hillsboro MSA, 1990-2038.



Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017

Figure 19: Age cohorts as a percentage of total population, seven-county Portland-Vancouver-Hillsboro MSA, 2018 and 2038



Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 **EXHIBIT 12** Note: Age bracket size (i.e. the number of years per age bracket) varies by cohort. **Z0299-20-CP & Z0300-20-ZAP** 

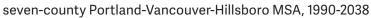
#### We expect more households in the region

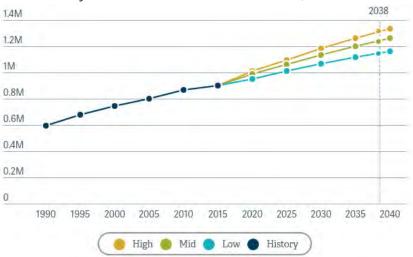
Between 2018 and 2038, there could be between 212,000 (low) to 335,000 (high) additional households in the seven-county region. The most likely amount of growth is 279,000 more households in the seven-county region.

Table 3: Household forecast for the seven-county Metropolitan Statistical Area (2018 to 2038)

	2018	2038	Difference
Low growth	932,000	1,144,000	212,000
Most likely growth	958,000	1,237,000	279,000
High growth	972,000	1,307,000	335,000

Figure 20: Household history and range forecast





Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017

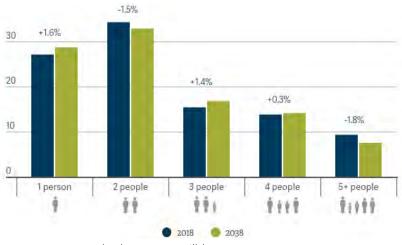


Figure 21: Household size history and forecast by share of total, seven-county Portland-Vancouver-Hillsboro MSA, 2018 to 2038

**EXHIBIT 12** 

Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 20299-20-CP & Z0300-20-ZAP

2018(BrooktrauthReperties LLC) Page 44 of 115 Because people are staying single longer and having fewer children, the average household size for the seven-county metropolitan area is expected to drop from 2.6 people per household in 2018 to about 2.4 people per household in 2038. Today (and in 2038), almost two-thirds of households consist of one or two people.

In 2018, about 23 percent of heads of households are 65 and older. By 2038, about 30 percent of heads of households will be 65 and older.

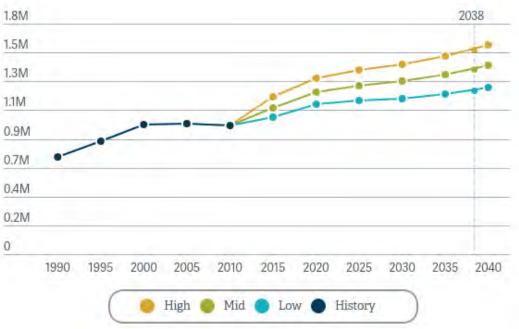
#### We expect more jobs in the region

Between 2018 and 2038, there could be between 135,000 (low) to 258,000 (high) additional jobs in the seven-county region. The most likely amount of growth is 209,000 more jobs in the seven-county region.

Table 4: Employment forecast for the seven-county Metropolitan Statistical Area (2018 to 2038)

	2018	2038	Difference
Low growth	1,108,000	1,243,000	135,000
Most likely growth	1,193,000	1,402,000	209,000
High growth	1,293,000	1,551,000	258,000

Figure 22: Employment history and range forecast seven-county Portland-Vancouver-Hillsboro MSA, 1990-2038



Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017

¹⁷ EXHIBIT 12

Z0299-20-CP & Z0300-20-ZAP

There is more uncertainty around the job forecast than the population forecast since the economy may be positively or negatively impacted by global events, innovations, and decisions that can't be predicted. Actual growth will not follow a smooth trend line, but will have ups and downs with business cycles.

There is yet more uncertainty when it comes to forecasting employment by sector, but most economists see continued strength in sectors like education and medicine that serve the growing population. On the flip side, because of automation and other factors, many economists see slow or no job growth for industrial sectors – such as high-tech manufacturing and wood products – that have traditionally been strengths for Oregon (Lehner, Oregon's Industrial Structure and Outlook, 2018). Instead, going forward, employment growth in the high-tech sector is expected in software development (Lehner, Oregon High-Tech Outlook, 2018).

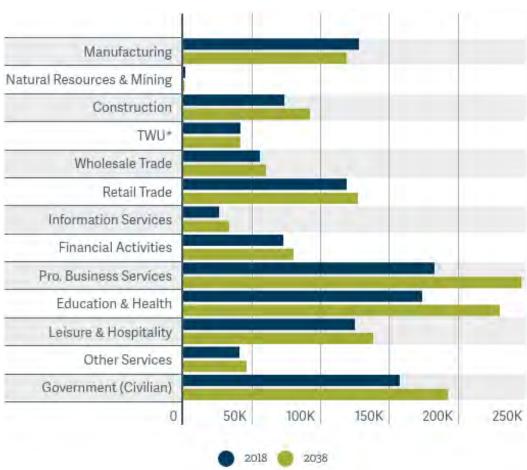


Figure 23: Employment by sector, current and baseline (likely) forecast seven-county Portland-Vancouver-Hillsboro MSA, 2018 and 2038

Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 "TWU" = Transport, Warehousing and Utilities

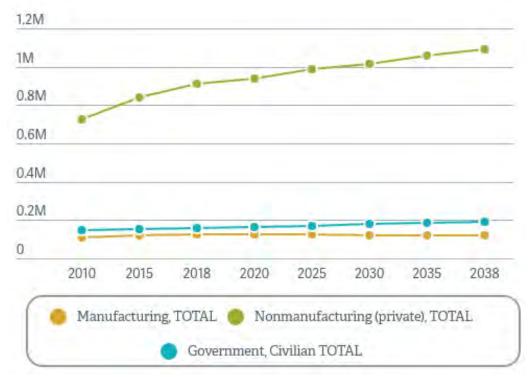


Figure 24: Employment history and projections (by major sector) seven-county Portland-Vancouver-Hillsboro MSA, 1990-2038

Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 Forecast is for mid-range projection.

### Where growth can happen

#### Redevelopment

Development on a tax lot where the original structure has been demolished and there is a net increase in housing units or jobs.

**Infill** Additional development on a tax lot where the original structure has been left intact and the lot is considered developed.

**Vacant land** Land inside the UGB that's not developed.

**Urban reserves** Areas outside the current UGB designated by Metro and the three counties as the best places for future growth if urban growth expansions are needed over the next 50 years.

**Neighbor cities** Cities in the larger metropolitan area, but outside of Metro's jurisdiction: Vancouver, Newberg, Sandy, etc.

### How much room is there for housing and job growth inside the UGB?

#### Committed to using land efficiently

To protect farms and forests, Oregon law encourages the efficient use of land already inside the UGB. This focus on making the most of what we have also keeps jobs, housing, shopping and services closer by. Future development will happen – not only on vacant land – but also through redevelopment or infill.

Redevelopment and infill have demonstrated their importance in recent years, accounting for 76 percent of the net new housing units in the Metro UGB in the 2007 to 2016 time period, far exceeding previous forecasts. This is an important reminder of several points:

- Existing urban locations that are close to services and amenities are in high demand, so much so that economists have coined the phrase "a shortage of cities" (Cortright, Dow of Cities: Big data on the urban price premium, 2018).
- Encouraging redevelopment and infill is the means to address the shortage of cities and to reduce housing prices in these locations.
- Redevelopment and infill are not static. They are more likely in locations that are in high demand.

#### Buildable land inventory review process

Metro inventories buildable land through a comprehensive process that includes extensive review by city and county planning staff. Many local staff participated in Metro's Land Use Technical Advisory Group (LUTAG), which assisted in the inventory. LUTAG began meeting in the summer of 2017 and met regularly through spring of 2018.

Appendix 2 describes the methods that Metro used to estimate how much buildable land is inside the UGB. All cities and counties in the region had an opportunity to review the buildable land inventory used in this analysis. The inventory results are described in Appendix 2.

Though the inventory assumes that current zoning regulates allowable uses, it does not assume that all of that zoned capacity is viable in the next 20 years (there is zoned capacity for over 1.3 million homes in the UGB).

The inventory begins with aerial photos locating vacant land. Subsequent steps account for environmental constraints such as steep slopes and wetlands.

Aside from vacant land, additional housing and jobs are also expected on some already-developed lands. There are a variety of uncertain market factors that may influence long-term redevelopment and infill potential. For that reason, redevelopment and infill potential are expressed as a range.

#### Buildable residential land inside the UGB

The buildable land inventory for the Metro UGB includes capacity for 228,200 to 363,300 additional homes. The difference in the two numbers is attributable to redevelopment potential. Because of a variety of factors (infrastructure, market, neighborhood opposition, etc.), not all of this capacity may be development-ready in the 20-year planning period.

Table 5: Residential buildable land range (source: Metro, in coordination with cities and counties)

	Single-family homes	Multi-family homes	Total homes
Low	92,300	135,900	228,200
Medium	92,300	227,700	320,000
High	92,300	271,000	363,300

Note: single-family housing capacity is shown as a static number rather than a range since there are fewer market uncertainties than with multifamily redevelopment

#### Buildable employment land inside the UGB

Metro categorizes employment land as commercial or industrial according to adopted zoning. As documented in the 2014 Urban Growth Report, these categories are somewhat flexible and it is common to find commercial employment on industrial land.

#### Commercial (non-industrial) employment land

There are 2,150 to 2,530 net buildable acres of commercial employment land inside the Metro UGB. Because there is uncertainty around redevelopment of land in mixed-use zones, these buildable acres are expressed as a range.

#### Industrial employment land

There are 8,600 net buildable acres of industrial employment land inside the Metro UGB.

#### Large industrial sites

Expanding and attracting traded-sector businesses are important aspects to creating middle-income jobs. As an income tax dependent state, Oregon's higher wage jobs generate revenue to fund schools, parks and other public services. The greater Portland region competes globally to attract these coveted jobs, so it is important to have development-ready sites where businesses can locate.

The 2017 update of the Regional Industrial Site Readiness project inventoried large, vacant industrial sites (over 25-net buildable acres per site) and is included as Appendix 8. The inventory is a subset of the previously described industrial land inventory. It finds 65 large industrial sites inside the UGB and at varying stages of development readiness:

- There are 45 large industrial sites inside the UGB that may be available to the general market¹¹.
- An additional 20 large industrial sites inside the UGB that are held by existing firms for potential future expansion.

The focus of the Regional Industrial Site Readiness project is to identify actions that must be taken to make these sites development-ready to produce jobs. The project finds that many large industrial sites have extensive needs including:

- infrastructure needs, particularly transportation improvements
- site assembly
- brownfield cleanup
- wetland mitigation

- annexation by cities
- willing seller.

These challenges mean that, of the 45 large sites that aren't being held by existing businesses for future expansion:

- 10 sites are developable within a 6-month timeframe (Tier One)
- 11 sites will require 7 to 30 months to be made development-ready (Tier Two)
- 4 sites will require more than 30 months to be made development-ready (Tier Three).

Any sites added to the UGB would be Tier Three, requiring months of effort and substantial investment to make them development-ready.

11. The inventory identified 47 sites, but two of them outside the UGB, so they are not 2029-20-CP & Z0300-20-ZAP

**EXHIBIT 12** 

### Conclusion

Since the draft UGR was released in July 2018, the Metro Council provided direction to Metro staff in Resolution No. 18-4914, which accepts the Chief Operating Officer recommendation regarding the proposed expansion areas and directs staff to include conditions of approval that will ensure an appropriate mix of housing types in those areas. Based on that direction, staff has completed a regional Housing Needs Analysis, which can be found in Appendix 5A.

The Housing Needs Analysis identifies a need for additional land in the UGB to address single-family housing demand (attached and detached housing). The Housing Needs Analysis assumes the baseline (midpoint of the forecast range) household forecast as documented in Appendix 1 and the midpoint of the buildable land inventory range as documented in Appendix 2.

It also assumes that the Metro UGB will "capture" a share of the larger 7-county household growth that is in keeping with historic and modeled rates. The analysis also assumes that 50 percent of the new housing will be single-family housing (attached and detached), a rate that represents a continued long-term shift towards multifamily and single-family attached housing. The Housing Needs Analysis summarizes the regional need for additional single-family housing as follows:

7-county MSA new households, 2018 to 2038 (midpoint of range)	
7-county MSA new dwelling units (apply 5% vacancy rate)	293,000
Metro UGB new dwelling units (capture rate range = 67.2%)	196,900
Metro UGB new single family dwelling units (SF rate = 50%)	
Metro UGB existing single family capacity (attached and detached)	92,300
Unmet single family dwelling unit (attached and detached) need	6,100

The proposed 2,181 gross acres of UGB expansions will provide a total of approximately 6,100 single-family housing units along with approximately 3,100 multifamily units, for a total of approximately 9,200 homes. The proposed 6,100 singlefamily units in expansion areas will address the need for 6,100 single-family homes. The proposed conditions of approval for the UGB expansion seek to enhance the variety of singlefamily attached housing that will be allowed in the expansion areas. It is possible that the number of allowed housing units in each area will increase as a result.

EXHIBIT 12 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LC) Page 51 of 115 As documented in the range buildable land estimates in Appendix 2 and scenario modeling described in Appendix 3, the existing UGB has ample land planned for multifamily housing. Today, 36 percent of existing housing is multifamily housing. That share is likely to increase over time as allowed under city and county zoning.

While no UGB expansion is required to accommodate multifamily housing growth, most of the proposed UGB expansions include some amount of multifamily housing to ensure that these areas provide a variety of housing choices and comply with the state Metropolitan Housing Rule.

Likewise, cities have often included multifamily housing as a means of decreasing infrastructure costs per home and to make more efficient use of land. To ensure that people of varied backgrounds can find housing in these new communities, the conditions of approval require each city to allow additional single-family attached housing options in locations planned for single-family housing in the expansion areas.

The draft Urban Growth Report included the Goal 14 Locational Factor Analysis of Urban Reserves in Appendix 7. Based in part on the results of the Goal 14 Analysis, staff has completed an evaluation (Appendix 7A) of a smaller set of urban reserves using the Metro Code requirements. These analyses support the Metro Council findings that the four urban reserve areas under consideration provide the best locations for expansions under the applicable factors and should be included in the UGB.



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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

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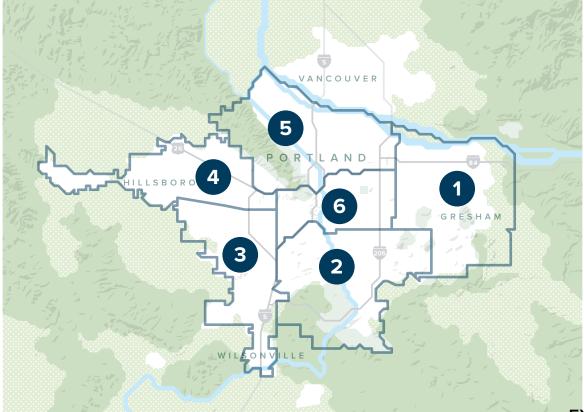


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# **APPENDIX 5: RESIDENTIAL DEVELOPMENT TRENDS**

## Background

To better understand how to plan for people's future housing needs, it is useful to understand past residential development trends. This report provides indicator data required under ORS 197.296 (the "needed housing" statute) and also has data for ORS 197.301 (metropolitan service district performance measures). This report also adds housing affordability statistics by race given Metro's commitment to applying an equity lens to its work. Note that since by law Metro's UGB decision is made at the regional level, this Appendix (as did Appendix 4) provides data only at the regional level. A later Metro process (the Distributed Forecast) will address city-level details in further coordination with cities and counties. Individual cities may also provide more detail through their own planning processes. The Urban Growth Report addresses most aspects of ORS 197.301; Metro delivers biannual reports to the Department of Land Conservation and Development (DLCD) that address other aspects including ORS 197.301 (h) and (i).

#### ORS 197.296

(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

(D) Economic trends and cycles; and

(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section

## ORS 197.301

Performance measures subject to subsection (1) of this section shall be adopted by a metropolitan service district and shall include but are not limited to measures that analyze the following:

(a) The rate of conversion of vacant land to improved land;

(b) The density and price ranges of residential development, including both single family and multifamily residential units;

(c) The level of job creation within individual cities and the urban areas of a county inside the metropolitan service district;

(d) The number of residential units added to small sites assumed to be developed in the metropolitan service district's inventory of available lands but which can be further developed, and the conversion of existing spaces into more compact units with or without the demolition of existing buildings;

(e) The amount of environmentally sensitive land that is protected and the amount of environmentally sensitive land that is developed;

- (f) The sales price of vacant land;
- (g) Residential vacancy rates;
- (h) Public access to open spaces; and
- (i) Transportation measures including mobility, accessibility and air quality indicators.

## **Terms and definitions**

**Single family** houses were identified from Metro assessor data as tax lots with a land use designation of SFR or RUR (translated from PCA codes). Building value, building square footage, year built and other attributes were also used to identify lots with a house on them.

**Multifamily** dwellings were identified from Metro's multifamily housing inventory. The inventory includes the obvious apartments and high density condos, as well as some other less clearly defined housing types. A duplex, triplex, or any other lot with multiple housing units under common ownership on a single tax lot would be included. Any development with condo style tax lots is included, identified by individually owned units within a common lot owned by a condo association or similar organization. Single family housing developments with common areas owned by a Homeowners Association are not included in multifamily. Most attached single family houses have single family style tax lots and are not included in the multifamily database. This analysis excludes dormitories and retirement facilities, which are typically a single room occupancy style of housing.

**Infill** refers to development that occurred on a tax lot that would be considered "developed" in Metro's buildable lands inventory, where the original structure has been left intact. Infill may include residential units being added to the same lot with existing development, as well as splitting lots off from the existing development for new residential units.

**Redevelopment** refers to development that occurred on a tax lot that would be considered "developed" in Metro's buildable lands inventory, where the original structure was demolished to make room for new construction. Redevelopment may or may not involve subdividing or reconfiguring the original tax lot to accommodate new development.

**Vacant** implies that development occurred on land that would be considered "vacant" in Metro's buildable lands inventory, and the lot has no indication of prior development in the recent past and was not part of a developed tax lot in the recent past (generally back to 2003 for the purposes of this analysis – a consequence is that historic redevelopment and infill may be underestimated if a tax lot was previously developed, but has been vacant since 2003).

This report generally focuses on gross new units. This differs from total reported building permits, in that it reflects an estimate of what was actually built, rather than all issued permits, some of which don't get built or are later modified to change unit counts. It also does not reflect units lost in redevelopment, which is estimated at 7% of total new units built.

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# People of color

Diversity, equity and inclusion are cornerstone values in Metro policy. This information helps provide contextual information that informs policy makers.

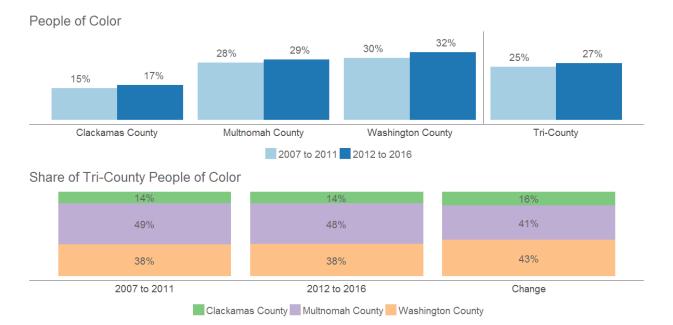


Figure 1: Unemployment in Clackamas, Multnomah, and Washington Counties

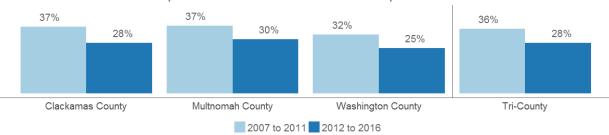
- The Tri-County region experienced an approximate 2 percentage point increase in people of color¹, which was the result of an approximate increase of 62,000 people of color.
- Although comprising only 38% of the Tri-County region's people of color, Washington County received 43% of the increase.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP05; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP05; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

¹ The term "people of color" is defined as the combination of all race/ethnicity categories in the American Community Survey besides "white alone, not Hispanic or Latino".

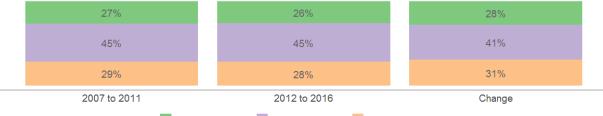
# **Cost-burdened home owners**

Cost-burdened households are of regional significance. Metro has made it a policy goal to seek solutions for making housing costs more attainable to working class and low income residents of the region.² This indicator provides contextual information that informs policy makers and reveals relevant details to residential price indicators referred to in ORS 197.301.



Cost-Burdened Owner-Occupied Units as a Share of Owner-Occupied Units





Clackamas County Multnomah County Washington County

#### Figure 1: Cost-burdened owners in Clackamas, Multnomah, and Washington counties

- County shares of cost-burdened owners significantly decreased by approximately 7 to 9
  percentage points, while overall the Tri-County region saw a decrease of 8 percentage points.
  The decreases in cost-burdened owners is a result of the Great Recession which drove down
  homeownership rates and eliminated the weakest mortgages. This real estate cycle is now
  swiftly unwinding itself and is not necessarily indicative of longer-term trends³. Other recent
  statistics suggest cost-burdened owner households are likely to increase.
- Although representing 45% of regional cost-burdened owners, Multnomah County represented only 41% of the regional decrease.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

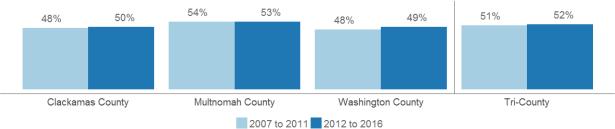
² Metro, June 7, 2018, Proposed regional affordable housing bond information, <u>https://www.oregonmetro.gov/public-projects/affordable-housing-bond-information</u>

³ The first set of estimates (2007-2011) includes the bubble and downturn preceding the Great Recession, and the second set of estimates includes the economic recovery. **EXHIBIT 12** 

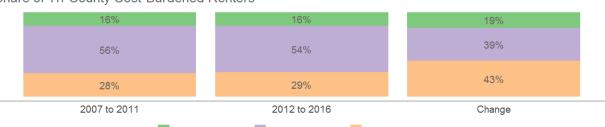
## **Cost-burdened renters**

Cost-burdened renters are of regional significance. Metro has made it a policy goal to seek solutions that would make rents more affordable for working class and low income residents of the region.⁴ This indicator provides contextual information that informs policy makers and reveals relevant details to residential price indicators referred to in ORS 197.301.





# Share of Tri-County Cost-Burdened Renters



Clackamas County Multnomah County Washington County

Figure 1: Cost-burdened renters in Clackamas, Multnomah, and Washington counties

- Despite increased totals, county shares of cost-burdened renters did not significantly change. Very slight increases in share of cost-burdened renters were seen in Clackamas and Washington counties.
- Although the change in percentage terms seems slight, registered against total regional households, a 1 percent change means an additional 6,500 cost burdened households
- Although representing only 29% of regional cost-burdened renters, Washington County represented 43% of regional increase.

# Data sources:

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

# Renter and owner income and cost burden by race and ethnicity

⁴ Metro, June 7, 2018, Proposed regional affordable housing bond information, <u>https://www.oregonmetro.gov/public-projects/affordable-housing-bond-information</u>

Metro is committed to a focus on racial equity and equity in housing is of great concern to the communities which Metro serves. The table below illustrates the distribution of renters within the region by household income as a percent of median family income (MFI) and the number of costburdened and severely-burdened households by demographic group. The income categories (e.g. "Extremely Low Income") use federal HUD (Housing and Urban Development) break points. Race and ethnicity figures are broadly categorized by white, black, Asian, American Indian & Alaska Native, native Hawaiian & Pacific Islander, Hispanic, or persons of two or more races.

_			
Race	and	Ethn	icity:

Compared with Renter Household Income as Percent of Median Family Income (MFI)

Metro Region - defined as Census tracts intersecting Metro jurisdictional boundary								
Renter Household Income as a Percent of Median Family Income (MFI)	Estimate: White	Estimate: People of Color	Estimate: Black or African- American	Estimate: Asian	Estimate: American Indian and Alaska Native	Estimate: Native Hawaiian and Pacific Islander	Estimate: Hispanic	(including
Extremely Low Income (0-30% MFI)	37,200	21,000	5,800	3,300	700	400	8,600	2,100
Very Low Income (30-50% MFI)	29,800	14,700	2,200	2,300	300	300	8,100	1,400
Low Income (50-80% MFI)	39,900	14,500	2,100	2,200	400	500	7,600	1,700
80-100% MFI	21,100	6,900	1,000	1,100	200	200	3,200	1,300
100% + MFI	59,500	15,000	1,900	4,900	400	400	5,100	2,300
Total Renter Households	187,500	72,100	13,000	13,800	2,000	1,800	32,600	8,800
Percent of Regional Distribution	72%	28%	5%	5%	1%	1%	13%	3%
Cost Burdened Renters (Rent > 30% of Income)	87,900	38,200	8,100	6,100	1,100	900	18,100	4,000
Percent of Regional Distribution	70%	30%	6%	5%	1%	1%	14%	3%
Severely Cost Burdened Renters (Rent > 50% of Income)	44,600	21,200	5,200	3,300	600	400	9,500	2,100
Percent of Regional Distribution	68%	32%	8%	5%	1%	1%	14%	3%
Total Households (renter and owner)	490,900	126,100	19,200	36,300	3,200	2,300	49,500	15,500
Percent of Regional Distribution	80%	20%	3%	6%	1%	0.4%	8%	3%

Figure 1: Distribution of Renter Households by Demographic Group, Income, and Cost-Burden

Geography: Metro Region, Source: Tract-level CHAS dataset 2010-2014, Table 1, https://www.huduser.gov/portal/datasets/cp.html

Race and Ethnicity:								
Compared with Owner Household Income as Percent of Me	dian Fam	ily Inco	me (MF	1)				
Metro Region - defined as Census tracts intersecting Metro jurisdictional boundary								
Owner Household Income as a Percent of Median Family Income (MFI)	Estimate: White	Estimate: People of Color	Black or	Estimate: Asian	Estimate: American Indian and Alaska Native	Estimate: Native Hawaiian and Pacific Islander	Estimate: Hispanic	Estimate: Other (including Two or More Races)
Extremely Low Income (0-30% MFI)	15,500	3,400	400	1,300	100	100	1,200	400
Very Low Income (30-50% MFI)	18,700	4,300	500	1,400	100	100	1,700	400
Low Income (50-80% MFI)	37,100	8,200	1,000	2,500	200	100	3,600	800
80-100% MFI	27,500	6,000	700	2,100	200	100	2,300	700
100% + MFI	204,700	32,100	3,600	15,200	700	200	8,100	4,200
Total Owner Households	303,500	54,000	6,200	22,500	1,300	600	16,900	6,500
Percent of Regional Distribution	85%	15%	2%	6%	0.4%	0.2%	5%	2%
Cost Burdened Owners (Owner Costs > 30% of Income)	86,800	19,300	2,400	7,200	400	300	6,600	2,400
Percent of Regional Distribution	82%	18%	2%	7%	0.4%	0.3%	6%	2%
Severely Cost Burdened Renters (Owner Costs > 50% of Income)	32,900	8,000	1,000	3,000	100	100	2,600	1,200
Percent of Regional Distribution	80%	20%	2%	7%	0.2%	0.2%	6%	3%
Total Households (renter and owner)	490,900	126,100	19,200	36,300	3,200	2,300	49,500	15,500
Percent of Regional Distribution	80%	20%	3%	6%	1%	0.4%	8%	EXH

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#### Figure 2: Distribution of Owner Households by Demographic Group, Income, and Cost-Burden

Geography: Metro Region, Source: Tract-level CHAS dataset 2010-2014, Table 1, <u>https://www.huduser.gov/portal/datasets/cp.html</u>

- This slice (2010 to 2014) of CHAS data shows that:38% of whites are renters; 57% of people of color are renters
- 57% of white renters have an income 80% or below MFI
- 70% of renters of color have an income 80% or below MFI
- 47% of white renters are cost burdened (i.e., rent > 30% of income), while 53% of renters of color are cost burdened
- 28% of all renters are people of color while 30% of all cost-burdened renters are people of color
- 5% of all renters are African-American while 8% of all cost-burdened renters are African-American
- 85% of all owners are white while 80% of cost-burdened owners are white
- 15% of all owners are people of color while 20% of cost-burdened owners are people of color
- 2% of all owners are African-American, while 3% of cost-burdened owners are African American **Source**: CHAS 2010-2014, HUD

Notes

- Household totals are derived from sums of detail columns for household income brackets relative to race and ethnicity. CHAS detail columns don't always match the sum of subtotal columns, which in turn don't always match the total column for a given variable or cross-tabulation.
- Comprehensive Housing Affordability Strategy (CHAS) is the U.S. Housing and Urban Development (HUD) dataset that combines race data to housing, income and other demographic information.

# Single- and multifamily housing production trends

Type of residential units (SF / MF) is a regional indicator required by ORS 197.296 and 197.301. Reporting observed data provides contextual understanding of market trends that is used to "determine the number of units and amount of land needed for each needed housing type for the next 20 years." ORS 197.296(3)(b).

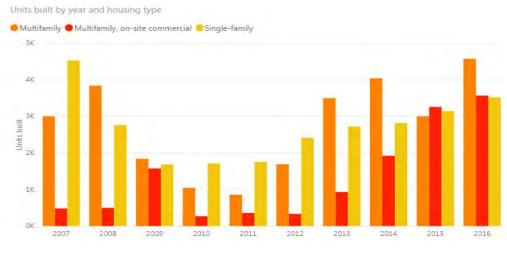


Figure 3: Units built over time by housing type, inside the Urban Growth Boundary. During the recession, single-family housing (SFR) was the predominant housing type, and has trended upward but at a slower pace than multifamily (MFR). In 2016, multifamily (with and without on-site commercial) was more than twice SFR unit production.

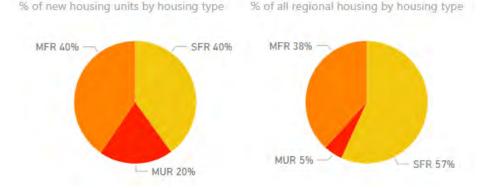


Figure 4: Share of recently built housing (left, past 10 years 2007-2016) and all existing regional housing (right) inside the Urban Growth Boundary. Regionally, we have more single family homes (57%), but multifamily housing makes up a significant portion (43 % including on-site mixed use). Recently, on-site mixed use has become a more prominent share (20% of new units). Single-family is 40% of new units being built.

- Within the UGB, SFR is 57% of all housing, MUR is <5%
- In the past 10 years, SFR has been 40% of all new units built
- MUR (multifamily with on-site commercial) has increased in unit production, providing about 1/3 of total new units in the last 2 years.
- During the Great Recession, more single family housing was built than multifamily housing

Data source: Land Development Monitoring System output dataset, from May 2018 RLIS data inpuEXHIBIT 12

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# **UGB housing density**

# Development density is identified as a regional indicator under ORS 197.296 and 197.301

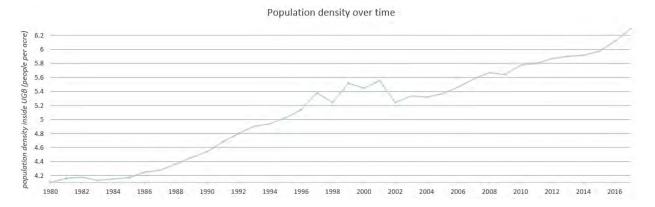


Figure 5: Population density within an expanding Urban Growth Boundary. The urban growth boundary has expanded periodically since its creation in 1979. The largest expansion was in 2002 when the Damascus area was brought into the UGB. The population of the region has also been steadily growing, even through the recent recession. This graph shows the population density within the UGB as both expand over time.

- The Urban Growth Boundary (UGB) has expanded from 227,000 acres in 1979 to 259,000 acres today, an increase of about 14%
- Population has increased from about 940,000 people to 1.63 million, an increase of about 73%
- Population density of the region has increased from 4.1 people/acre to 6.3⁵.
- Largest UGB expansions briefly decreased annual density estimate, like Damascus (12,000+ acres) in 2002, by bringing large unpopulated acres into the UGB.
- Population growth in the region has slowly absorbed the additional land and population density has continued to increase.

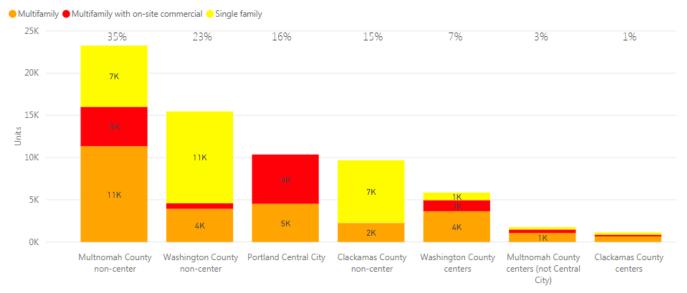
## Data sources:

1979-1990 population estimates are for the Metro jurisdictional boundary, 1991 and later are for the UGB. Source: Metro Research Center, Census, and ESRI.

⁵ Calculated from population estimate / total UGB acres by year. UGB acres inclusive of all acreage inside boundary including water and non-residential land

### How is housing growth occurring in the 2040 Growth Concept centers?

The type of housing units built is identified as a regional indicator under ORS 197.296 and 197.301. This information provides geographic context as to development types and recent development locations.



Units built 2007-2016, by housing type and location in relation to 2040 Growth Concept centers

Figure 6: Units built 2007-2016 by housing type, county and 2040 Center type. Housing is divided into single-family (yellow), multifamily with on-site commercial (red) and multifamily with no on-site commercial (orange).

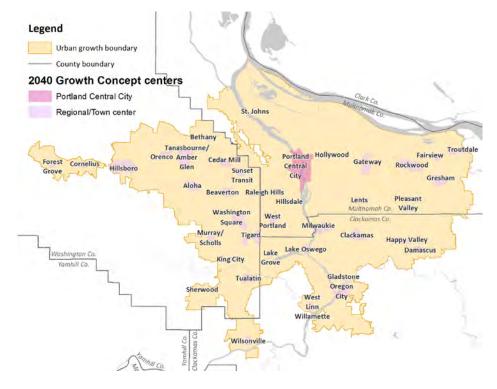


Figure 7: County boundaries and 2040 Growth Concept centers. Housing units in Figure 5 are grouped by county and by center types

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- The largest number of new units built (over 23,000 units, 35% of all new units) occurred outside of 2040 centers and within Multnomah County
- New housing in Portland Central City accounted for 16% of all new units over the past 10 years (26,700 units), and were built on only 55 acres of land
- 73% of new housing inside the Urban Growth Boundary (48,400 units) were built outside of 2040 centers. The footprint of these non-center units is about 1,500 acres of land. 53% of new non-center housing units are single-family dwellings (25,600 units)
- Housing in 2040 centers not including Portland Central City made up 11% of new units (7,400 units). Multifamily housing was the major housing type in many of these centers. Only 16% of these units were single-family
- 2040 centers, including Portland Central City, makes up only 7% of the land within the Urban Growth Boundary, but saw 27% of new units built.
- Generally, 2040 centers are building more densely than outside of centers, and have very little single-family housing. However, most housing is being built outside of these centers, is less dense, and has a higher proportion of single-family homes.

## Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

## New housing as percentage increase from previous housing

Housing trends and land absorption are land use forecast metrics and are identified as a regional indicator under ORS 197.296 and 197.301

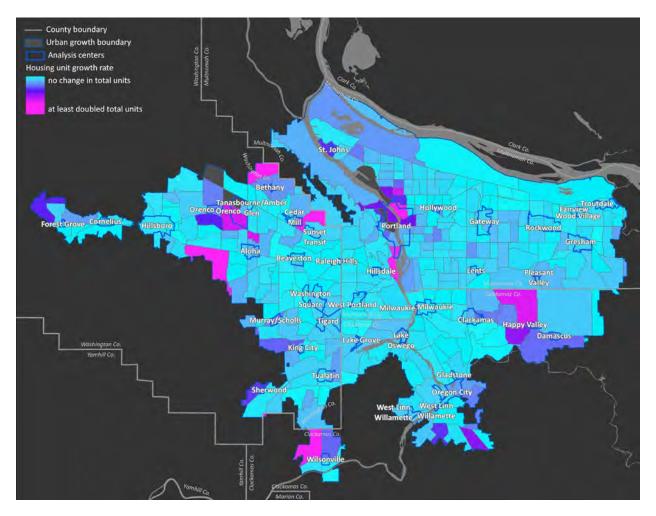


Figure 8: New units (2007-2016) per Census tract in comparison to previously existing housing units. Areas that at least doubled in total housing units appear pink, areas with little housing growth relative to total housing units appear light blue. Areas near the edge of the UGB that previously had relatively few houses like Happy Valley, west Wilsonville, SE Hillsboro and N Bethany have seen recent surges in housing construction. South Portland waterfront has seen considerable housing growth as well as inner NE Portland, where previously non-residential tracts have seen new hi-rise multifamily or mixed-use construction.

- Areas near the edge of the UGB that previously had relatively few houses like Happy Valley, west Wilsonville, SE Hillsboro and N Bethany have seen recent surges in housing construction.
- South Portland waterfront has seen considerable housing growth.
- Inner NE Portland, which has historically been non-residential, has seen new hi-rise multifamily construction, often with on-site commercial.
- North Bethany near PCC Rock Creek saw the most growth (as a percent change), over 200%, from 450 units to 1500

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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## Location of recent residential construction

Housing type and number of housing units are identified as a regional indicator under ORS 197.296 and 197.301.

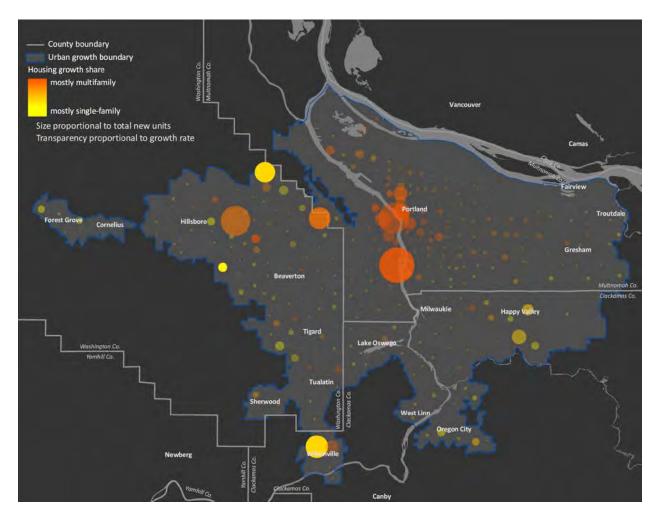


Figure 9: housing units built 2007-2016, by rzone (tract). Yellow indicates mostly SFR units, and orange indicates mostly MFR/MUR. Size of the circle is proportional to total units built (up to ~2600 new units), and transparency is proportional to the new units built compared to previous units (max growth rate is >2x new units than previously existed within tract). Suburbs like north Bethany and Wilsonville have added many new SFR units compared to total previous housing. Near the city center, there are many new multifamily units being built in areas that already had large numbers of housing units.

- Multifamily units are the primary housing type near the Portland Central Business District.
- Single family homes are much more dominant on the outer edges of the UGB.
- Large developments in Washington County include:
  - o Bethany (north Washington County)
  - o Orenco Station (east of downtown Hillsboro)

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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# Where is commercial vs. residential development happening?

Residential and employment land are identified as a regional indicators under ORS 197.296 and 197.301.

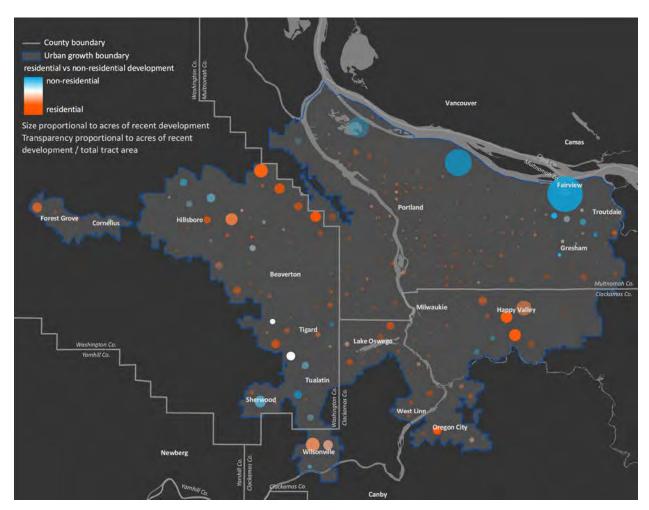


Figure 10: Type of development by tract over time period 2007-2016. Areas with mostly residential development appear orange, areas with mostly commercial development appear blue. Size indicates total acres (max = ~330 acres) of land developed, transparency indicates the acres developed in proportion to the total tract acres (opaque: >10% of tract area saw development). Bethany (west of stair-step Washington/Multnomah county boundary) and Happy Valley have seen a relatively large proportion of the small tracts develop as housing. The most acres developed within a single tract are in the industrial area along the Columbia River, where many new non-residential parcels have been developed

- The most acres of non-residential development are along the Columbia River industrial corridor.
- Other commercial centers seeing primarily non-residential development are in Tualatin/Sherwood and North Hillsboro.
- Large acreage of primarily residential development has occurred in Happy Valley and Bethany.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

## Where is vacant and redevelopment land consumption happening?

Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301

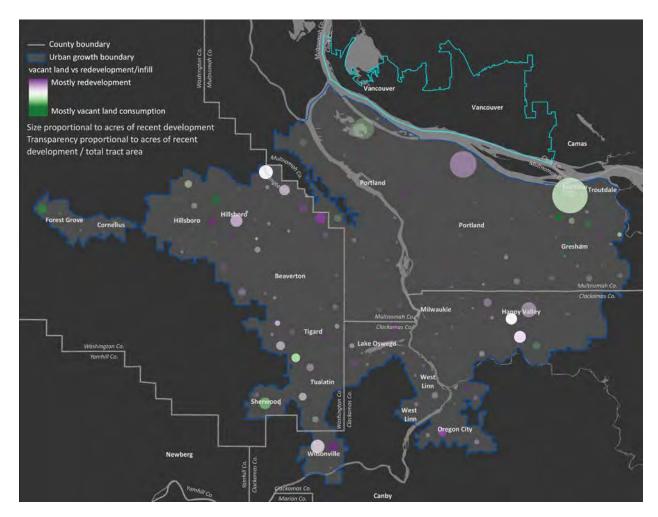


Figure 11: Share of development from 2007 to 2016 that was vacant land consumption⁶, by tract (consumption unit=acres). Green areas indicate recent development was mostly vacant land consumption. Purple indicates recent development was mostly redevelopment or infill. White is a mix of vacant land consumption and redevelopment/infill. Size indicates total acres (max = ~330 acres) of land developed, transparency indicates the acres developed in proportion to the total tract acres (opaque: >10% of tract area saw development). Tracts where most development was vacant land consumption lie near the edges of the region.

- See sections further below for data on production of actual housing units and employment sites; this metric addresses land consumption for all purposes by acreage consumed. This data in conjunction with the housing unit production data show that the region is making more efficient use of land overall
- Largest dots are near edge of region- more total acres affected near outer edges of UGB

⁶ Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was at least 5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill/redevelopment rather than vacant land consumption under this definition. **EXHIBIT 12** 

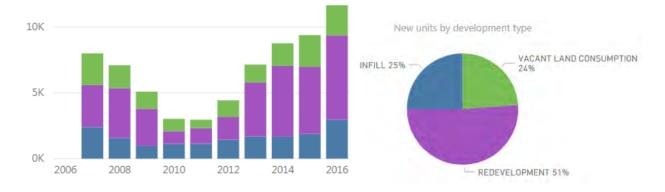
- While many housing units are being built around downtown Portland (Figure 8), they have a relatively small footprint compared to the total acres developed in tracts near the edges of the UGB
- Most areas had a mix of vacant land consumption, but many interior tracts had a lower share of vacant land consumption, because there is less vacant land to develop.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

## Relative contribution of vacant land and already-built lands to housing production

Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301



New units built by year and development type

Figure 12: Share of new housing units built of each development type for each year (left) and cumulative over past 10 years (right). Overall, redevelopment makes up the largest share of new units built (>50%), while vacant land consumption is the smallest at <25%.

- Development of residential units on vacant land is trending to be a smaller part contributing to the total number of units built less than 25%
- Redevelopment was the most affected by the recession (i.e., saw the greatest reduction in units built) – this is consistent with building permit data indicating that redevelopment, being multifamily type, fluctuates more with market cycles and general economic activity than vacant land development.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

 Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was <=5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill rather than vacant land consumption under this definition.

### Land consumption shares by development type

# Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301

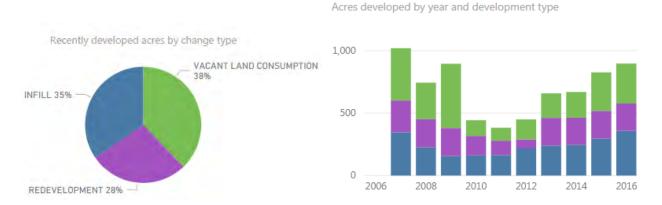


Figure 13: Acres of land developed by development type over past 10 years (left) and by year (right). Development includes all residential development plus commercial and industrial. Infill, redevelopment and vacant land consumption are nearly equal shares of overall development in the past decade. Vacant land consumption pre-recession was a larger share than it has been in more recent years.

- Given the larger contribution of infill and redevelopment to total housing units produced (see previous page) the region is making more efficient use of residential land.
- Vacant land consumption still remains a large component contributing to new residential, commercial and industrial production.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

 Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was <=5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill rather than vacant land consumption under this definition.

# Share of new housing by development type

Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301

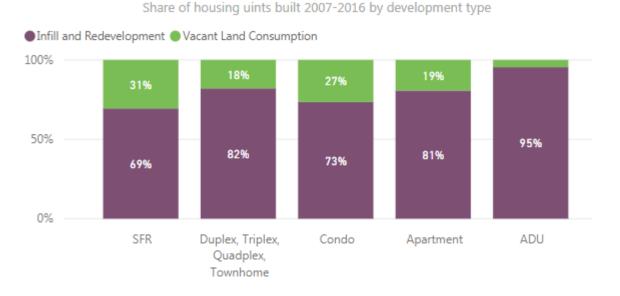


Figure 14: Share of new units built between 2007 and 2016 classified as vacant land consumption vs. infill/redevelopment.

#### Recent housing production trends in the Metro UGB:

- 69% of single-family (SFR) production over the past decade has come through as infill development. (See "data source" note below for this explanation)
- 31% of new single-family homes were built on vacant land
- Production of so-called "middle-housing" (i.e., duplex, triplex, etc) has mostly occurred through redevelopment
- Most ADUs are built on lots that already contains an existing single family structure and are therefore already considered developed – therefore very few ADUs are categorized as construction on vacant land
- A majority of multifamily (i.e., apartment) production was built on land that has been redeveloped
- Regional homebuilders have turned to residential infill and redevelopment to produce needed housing as production on vacant land has diminished.

## Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

 Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was <=5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill rather than vacant land consumption under this definition.

#### **Multifamily construction trends**

## Housing types are identified as a regional indicator under ORS 197.296 and 197.301

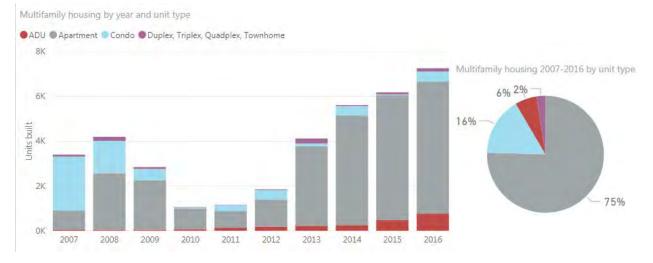


Figure 15: Multifamily housing types⁷ built 2007-2016 by year (left) and cumulative (right). Apartments make up the largest share of multifamily housing overall. Construction of multifamily housing slowed during the recession. Condominium unit construction has not rebounded in recent years the same way that apartment construction has. Accessory Dwelling Units (ADUs) are a growing share of multifamily housing.

#### Recent multifamily housing production trends in the Metro UGB:

- Apartments make up the largest share (75%) of multifamily housing overall.
- Construction of multifamily housing slowed after the Great Recession. The lagged effect was because there were projects already in the production pipeline, but financing new projects in the immediate aftermath of the recession had diminished sharply due to the collapse in the real estate and financial sectors of the U.S. economy.
- Condominium unit construction has not rebounded in recent years the same way that apartment construction has.
- Accessory dwelling units (ADUs) are a growing share of regional housing, which may have been spurred by City of Portland's waiver of system development charges. The City of Portland recently extended the waiver in perpetuity.
- Multifamily housing, specifically apartments, have overtaken single-family production in the past few years. This maybe a near-term cyclical response to catch-up to dearth of apartment construction in the aftermath of the Great Recession.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

⁷ Multifamily housing from RLIS multifamily housing inventory, defined as any taxlot with more than one housing unit. This graph not inclusive of group quarters, manufactured homes and unclassified unit types included in database
EXH

## Accessory dwelling unit construction trends

Housing types are identified as a regional indicator under ORS 197.296 and 197.301

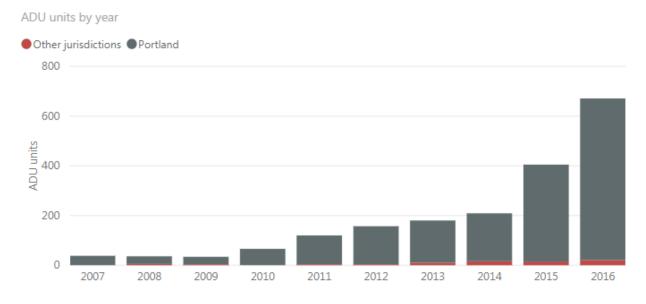


Figure 16: Accessory dwelling unit construction over time.

#### ADU development trends – facts and figures:

- ADUs make up about 7% of regional housing units built in 2016
- ADUs are about 0.5% of all housing in the region
- 98% of ADUs are within the city of Portland
- 2% of single family homes within Portland have an ADU
- Recently passed state and local legislation made ADU construction easier and less costly
- It is unclear what proportion of new ADUs should be counted as a long-term regional housing solution because surveys indicate that some are being used in day-to-day room rentals or leases (e.g., AirBnB).

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

• Data primarily reflects permitted, legal ADUs, identified either by an official address or an approved permit.

## **Condominium construction trend**

Housing types are identified as a regional indicator under ORS 197.296 and 197.301

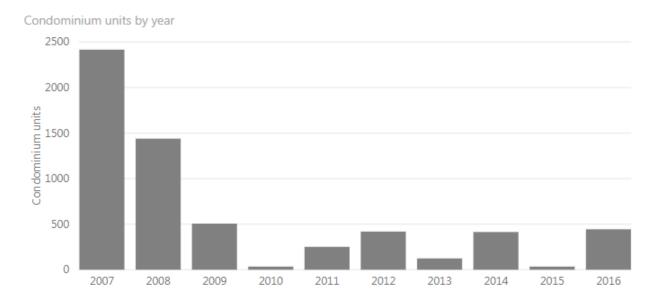


Figure 17: Condominium construction over time

#### Condo development trends:

- Condominium construction fell sharply during the Great Recession, and has not recovered.
- Condominiums make up about 6% of all housing forms in the region
- Condos made up 30% of all regional housing units built in 2007, but less than 1% of units built in 2015 and only 4% of units in 2016.

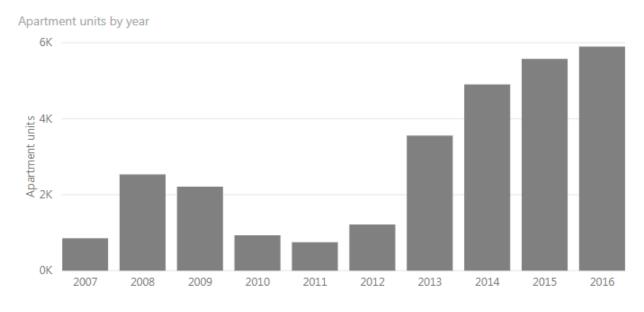
#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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### **Apartment construction trend**

### Housing types are identified as a regional indicator under ORS 197.296 and 197.301



#### Figure 18: New apartment units built 2007-2016

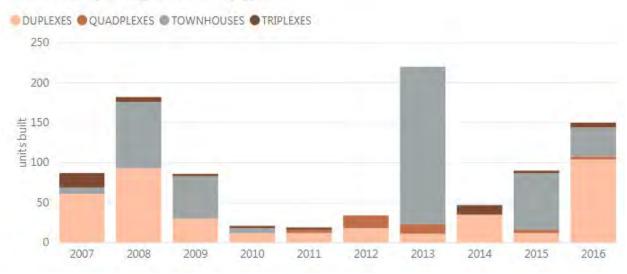
#### Recent apartment construction trends in the Metro UGB:

- The total inventory of existing apartment units within the UGB makes up 28% of the regional housing stock, but accounts for about 7% of the residential land area of the region.
- Apartments make up 44% of new housing production over the past decade, but covered less than 10% of residential acres consumed over that period
- Apartments have become the most-built housing type since the Great Recession, almost twice that of single-family construction in 2015 and 2016 historically the reverse has been the case.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

# Multifamily < 5 units (quadplex, triplex, duplex, townhome) Housing types are identified as a regional indicator under ORS 197.296 and 197.301



small multifamily housing construction by type

Figure 19: New small multifamily housing (<5 units) constructed 2007-2016 by housing type. Housing types as defined in RLIS multifamily housing inventory⁸

#### Recent "middle housing" trends:

- Less than 4% of all current housing within the UGB is middle housing (multifamily housing complexes under 5 units), and less than 2% of all current residential land
- Multifamily housing complexes under 5 units collectively make up 1% of housing units and fewer than 1% of residential land built between 2007-2016
- The share of duplexes, triplexes, quadplexes and townhomes built in a given year has been highly cyclical

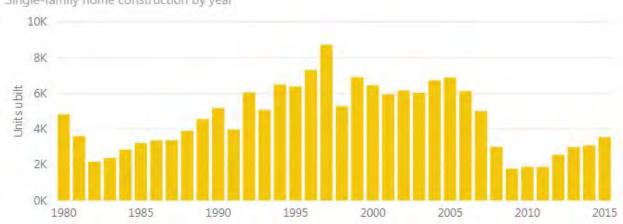
#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

⁸ Townhomes in the RLIS multifamily housing inventory only include townhome-style construction with more than one unit built on a single lot. Other townhome-style housing (attached walls, each on their own lot) is considered single-family under these definitions.

## Single-family construction trends





Single-family home construction by year

Figure 20: New single-family homes by year.

#### Single family housing production trends:

- Single family homes make up 56% of the total housing units within the UGB, and cover 84% of total residential land
- Single family homes supplied 42% of housing units occupying 77% of residential land consumed between 2007-2016
- While total housing unit production has recovered to pre-recession peaks, single family production levels have not fully recovered (see chart above).

#### Data sources:

RLIS Single-family housing database, filtered to exclude large rural and agricultural lots. Extent of data is tri-county. Data includes current, existing homes only- any homes built during the time period but not existing today (e.g. redeveloped to apartments, or lost in fire, etc.) are not included in the database.

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# **Density of single-family housing**

# Lot size and development density are identified as a regional indicator under ORS 197.296 and 197.301

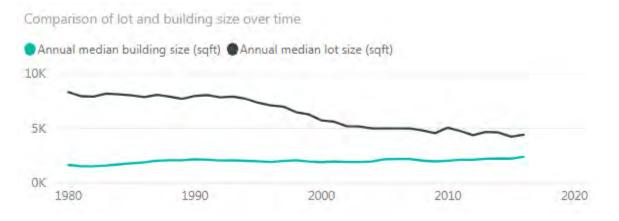


Figure 21: Single-family lot (black line) and building (green line) size, from median values by year built.

Size trends of single family houses and tax lots:

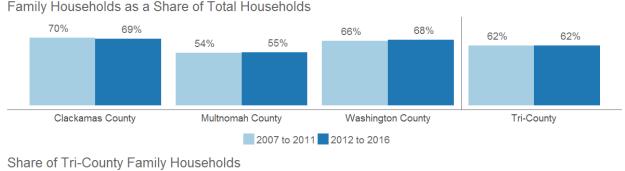
- Median single-family lot size has decreased from 8,300 square feet in 1980 to 4,400 square feet in 2016.
- Median size of a single-family home has increased from around 1,600 square feet in 1980 to 2,400 square feet in 2016.
- In general, new single family homes have been growing progressively larger, but these newer houses are being built on steadily smaller lots.

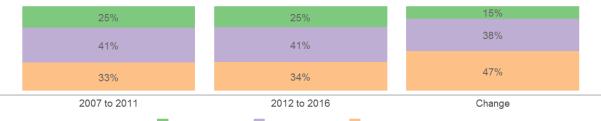
#### Data sources:

RLIS Single-family housing database, filtered to exclude large rural and agricultural lots. Extent of data is tri-county. Data includes current, existing homes only- any homes built during the time period but not existing today (e.g. redeveloped to apartments, or lost in fire, etc.) are not included in the database.

# Family households

Family households⁹ represent about two-thirds of regionwide households. Millennial-aged residents are approaching the life-cycle stage in which many will be forming families for the first time. This indicator provides contextual information relevant to indicators called for in ORS 197.296 and 197.301 (type of residential units)





Clackamas County Multnomah County Washington County

Figure 1: Family households in Clackamas, Multnomah, and Washington counties

- Multnomah County (55%) has significantly fewer family households as a share of total households than Clackamas County (69%) or Washington County (68%).
- Overall, little change occurred in per-county or regional family households as shares of total households, but this may swiftly change as millennials grow into adulthood and begin setting down roots in the community, including buying homes and raising children.
- Small increases in shares of family households occurred in Multnomah and Washington counties, and a small decrease occurred in Clackamas County.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

⁹ U.S. Census defines a Family Household as a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together.

# Foreign born population

Diversity, equity and inclusion are cornerstone values in Metro policy. This information helps provide contextual information that may inform other policies of metropolitan concern.

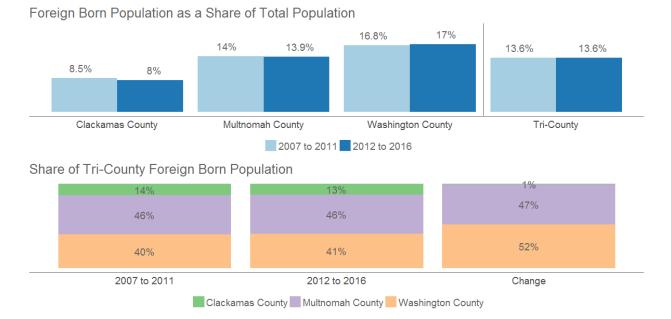


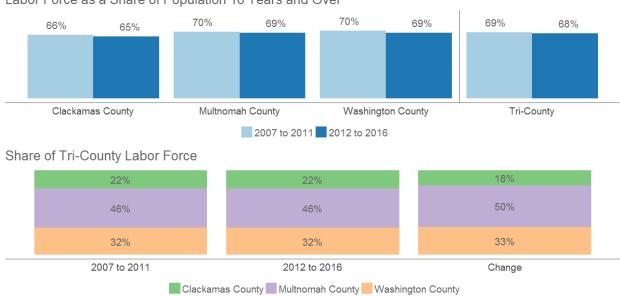
Figure 1: Foreign born in Clackamas, Multnomah, and Washington counties

- Although a regional increase of approximately 14,000 foreign born occurred between 2007-2011 and 2012-2016, the relative shares of each county remained about the same.
- Clackamas County represents approximately 13% of the region's foreign born population, but saw only 1% of the regional growth.
- Washington County, on the other hand, represents about 41% of the region's foreign born population, but saw a disproportionate 52% of the regional growth.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

# Labor force

Labor force is identified as a regional indicator under ORS 197.296 (economic trends/cycles). Labor force participation rates have been declining for a long time. Arresting this trend would promote greater economic opportunities and raise prosperity in the region. This data provides information about the size of the region's labor supply.



Labor Force as a Share of Population 16 Years and Over

Figure 1: Housing Units in Clackamas, Multnomah, and Washington counties

- Approximately 68% of the population 16 years and over in the Tri-County region is in the labor force, and per-county shares are similar for Clackamas, Multnomah, and Washington counties (65%, 69%, and 69% respectively).
- Despite increases in total numbers, very little change occurred in terms of per-county shares.
- Multnomah County is home to 46% of the Tri-County regional labor force.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

# Non-English speaking population

Diversity, equity and inclusion are cornerstone values in Metro policy. This information helps provide contextual information that informs policy makers. Non-English speaking population information provides background information on reaching out to non-native speakers.



Share of Tri-County Non-English Speaking Population

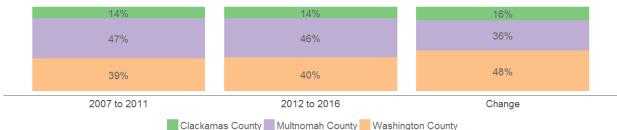


Figure 1: Non-English speaking in Clackamas, Multnomah, and Washington counties

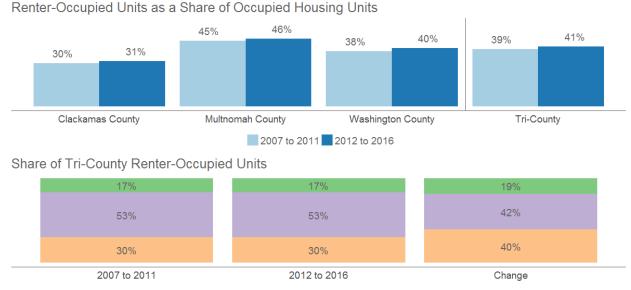
- The Tri-County region experienced an approximate 0.7 percentage point increase in Non-English speaking population¹⁰.
- The greatest per-county increases were seen in Clackamas and Washington counties (0.8 and 1.2 percentage point increases respectively), with a very small increase in Multhomah County
- Multnomah County represents 46% of Non-English speakers in the Tri-County region, but only 36% of the regional increase.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

¹⁰ Non-English speaking is defined here as those who speak a language other than English at home.

## **Renter-occupied units**

Renter-occupied units are identified as a regional indicator under ORS 197.296.



Clackamas County Multnomah County Washington County

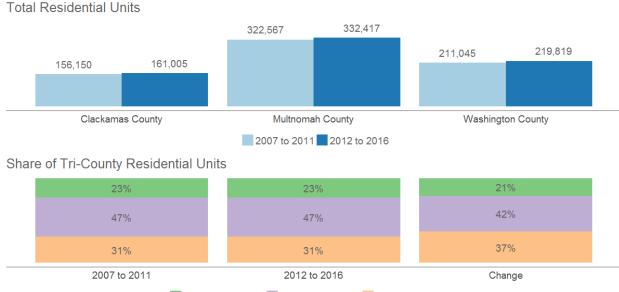
Figure 1: Renter-occupied units in Clackamas, Multnomah, and Washington counties

- The shares of renter-occupied units slightly increased across all counties by approximately 1 to 2 percentage points, and in the Tri-County region overall by 2 percentage points.
- Despite only representing 30% of regional renter-occupied units, Washington County represented 40% of the regional increase in renter-occupied units.
- The slight increase in renter-occupied units did not materially affect the proportional Tri-County distribution. Multhomah County still represents the majority of renter-occupied units in the region.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## **Residential units**

Number of residential units is identified as a regional indicator under ORS 197.296



Clackamas County Multnomah County Washington County

#### Figure 1: Housing Units in Clackamas, Multnomah, and Washington counties

- There are currently 713,241 residential housing units in the Tri-County region, of which Clackamas, Multnomah, and Washington counties represent approximately 23%, 47%, and 31% respectively.
- Residential units have increased by approximately 23,479 in the Tri-County region since the 2007-2011 time period, of which total Clackamas, Multnomah, and Washington counties supplied approximately 21%, 42%, and 37% respectively.
- Housing production had been abnormally low during the Great Recession, but production has ramped up sharply and now stands at almost 17,000 units, annualized (Census, Mar. 2018)

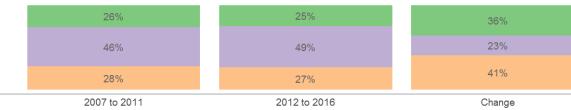
- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## **Residential vacancy rates**

#### Residential vacancy rates are identified as a regional indicator under ORS 197.301



Vacant Residential Units as a Share of Residential Housing Units



Clackamas County Multnomah County Washington County

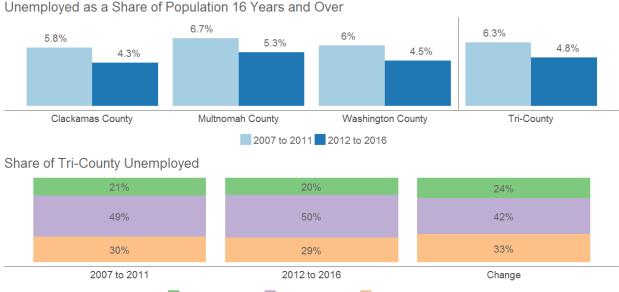
#### Figure 1: Residential vacancy rates in Clackamas, Multnomah, and Washington counties

- Residential vacancy rates declined in Clackamas, Multnomah, and Washington counties by approximately 1.3, 0.5, and 1.1 percentage points respectively, which represents an overall Tri-County decrease of 0.8 percentage points or 28,235 vacant residential units.
- Washington and Clackamas counties saw its share of vacant units decline during the period, while the Multnomah County share of vacant units rose.
- Multnomah County has seen its share of vacant units rise from 46% to 49% of Tri-County vacant residential units.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Unemployment

Unemployment is identified as a regional indicator under ORS 197.296 and ORS 197.301 (economic trends/cycles and job creation). The unemployment rate is one of the broadest indicators of employment growth and economic vitality of the region.



Clackamas County Multnomah County Washington County

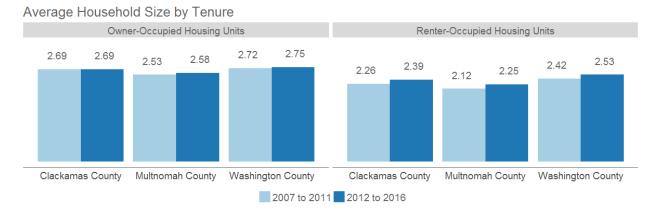
Figure 1: Unemployment in Clackamas, Multnomah, and Washington counties

- Since the close of the Great Recession, employment growth in the region has outpaced the national growth rate by 2 to 1.
- The unemployment rate indicates the region is either near or at full employment.
- Employment is unlikely to grow any faster not because the region is facing specific economic headwinds, but rather the labor force is unable to keep pace with employment demand.
- The even decline in the unemployment rate in each county indicates the economy has been strong in suburban and urban areas in equal proportions. This has not been the case in prior economic recoveries in which suburban counties have generally fared better.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Average household size by tenure

Tenure choice and household size trends are indicative of economic and demographic trends, housing trends and development policies. ORS 197.296 and 197.301 reference reporting on such trends and performance indicators.



#### Figure 1: Average household size by tenure in Clackamas, Multnomah, and Washington counties

- Average household size for owners has increased slightly in Multhomah and Washington counties (0.05 and 0.03 persons per housing unit respectively).
- Average household size for renters has increased more significantly than for owners by 0.11 to 0.13 persons per housing unit in each of the three counties. Increases for renter household sizes may be due to increases in family sizes and shares of family households, as well as shares of cost-burdened renters (e.g., non-family roommates).

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Median Value for owner-occupied units

Housing values are indicative of real estate trends. As such they provide a "shadow price" indication of vacant land value¹¹ (per ORS 197.301).

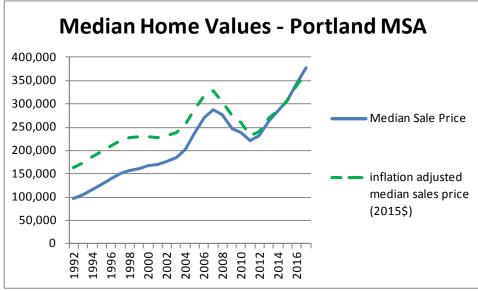


Figure 1: Median owner-occupied home value in Clackamas, Multnomah, and Washington counties

#### Table 1: Annual Percent Change in Median Home Sale Price (RMLS)

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Ann. %	-10.3%	-5.2%	-10.4%	3.3%	12.2%	6.3%	6.9%	11.2%	7.3%
chg.									

Table 2: Annual Percent Change in U.S. Consumer Price Index (Bureau of Labor Statistics)

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Ann. %	-0.4%	-1.6%	-3.2%	2.1%	1.5%	1.6%	0.1%	1.3%	2.1%
chg.									

- Both nominal and inflation adjusted sales price of owner-occupied homes indicate a strong rebound in home values since the Great Recession.
- Median home prices have accelerated faster than overall consumer inflation rates in the U.S.

#### Data sources:

Realtors Multiple Listing Service (RMLS) (Inflation adjusted figures used the U.S. CPI all items index to convert nominal home prices into real prices.)

¹¹ Vacant land sales price is difficult to accurately measure because the number of transactions are few and many are not independent arms length sales. **EXHIBIT 12** 

# **Median Gross Rent**

Apartment rents are indicative of real estate trends. As such they provide a "shadow price" indication of vacant land value¹² (per ORS 197.301).

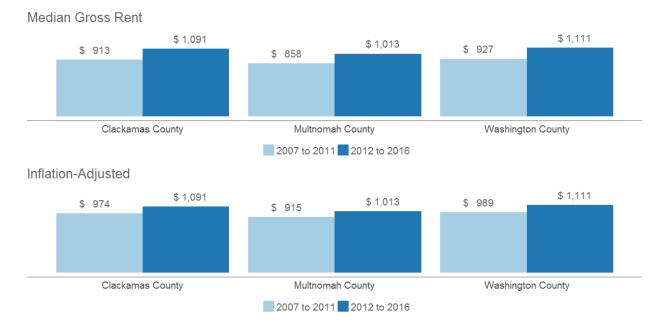


Figure 1: Median gross rents in Clackamas, Multnomah, and Washington counties

- After adjusting for inflation, median gross rent has increased across the region by approximately \$117, \$98, and \$122 for Clackamas, Multnomah, and Washington counties, respectively.
- Increases in rent coincide with trends seen in increased numbers of cost-burdened renters.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

¹² Vacant land sales price is difficult to accurately measure because the number of transactions are few and many are not arms length sales. **EXHIBI** 

## Median Household, Family, and Non-Family Income

Household income is a component of housing affordability. This indicator falls under economic trends necessary to determine housing choice (i.e., tenure, type and density) as noted in ORS 197.296.



Median Household Income

#### Figure 1: Median incomes in Clackamas, Multnomah, and Washington counties

- Median household income increased throughout the region, with Multnomah County experiencing the greatest increase (\$3,325) and Clackamas County experiencing the least (\$852)¹³.
- Median family income increased in Clackamas and Multnomah counties, but slightly decreased in Washington County.
- Multnomah County experienced the greatest increase in median non-family income. Minimal increases were seen in Clackamas and Washington counties.

Definitions:

- U.S. Census defines a "household" as all the people who occupy a housing unit
- A family is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together
- A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related

¹³ All median income estimates (i.e., household, family, non-family) are reported in 2016 inflation-adjusted delta HIBIT 12

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

#### Development in habitat conservation areas (HCA)

ORS 197.301 asks for metric regarding the amount of environmentally sensitive land that has been developed.

The source for this metric is a December 18, 2015 Metro progress report memorandum on nature in the neighborhood.

#### **Development within Habitat Conservation Areas (HCA)**

The development in HCA in the Metro UGB were tabulated by: total number, acreage and number of tax lots with new building permits over two relatively similar time periods; 2000 to 2006 and 2006 to 2014. The idea was to compare development impacts to HCAs prior to and after adoption of Title 13. The Research Center data show relatively few permits approved for development within HCAs. Those areas fully within HCAs are the least likely to have a development permit recorded, partial HCAs are also less likely to have a development permit recorded than other areas with no HCAs.

Data: Between 1998 and 2014 only 1.4% of permits recorded were completely within a locally adopted Habitat Conservation Area (HCA). 89% of all permits were in areas without any HCAs, 9.6% of permits included some portion of a parcel with a HCA.

#### **Floodplains**

Development in floodplains was assessed over two time periods; 1998 to 2006 and 2006 to 2014. "Development" was loosely defined for this study as an apparent change in land use, including construction of new structures, filling of lowlands, or clearing of vegetation. During the 16-year study period, the data show less than one percent development in floodplains per decade.

Data: Developed area within (roughly 14,000 acres designated as) floodplain areas in the UGB increased from ~3285 to ~3400 acres (23.6% to 24.4%) at a relatively constant rate of about 1% per decade.

#### **Habitats of Concern**

Habitats of Concern (HOC's) were qualitatively described and mapped between 2002 and 2005. The habitats identified at that time cover approximately 38,000 acres, with roughly 18,000 acres inside the Urban Growth Boundary (UGB), and 20,000 acres outside the UGB. Overall, less than one percent of land designated HOCs were found altered between 2007 and 2014.

Data: About 160 acres of land (0.4 percent of total HOC areas) were altered between 2007 and 2014. Overall, 92 percent of the land use change within HOCs occurred inside the UGB.

#### **Tree Canopy Loss within HCAs**

Using LiDAR, aerial photography, and land cover data, the Research Center developed models for tree canopy in 2007 and 2014 and set out to compare the data sets as a way of measuring the perform **EXHIBIT 12** 

objectives established in Title 13. The research shows that during the period 2007-14, less than ~1% canopy loss - about 150 acres total - occurred within the high and moderate value HCAs.

Data: Approximately 22,500 acres of tree canopy existed in 2007 in high to moderate value HCA's. The current change detection methodology bases canopy loss calculations upon a minimum area threshold of 0.25 (one quarter) acres, and is likely a slight underestimate of actual aggregate canopy loss.

# HOUSING NEEDS ANALYSIS (HNA)

#### **HNA Framework**

The Urban Growth Report (UGR) and its supporting analytics examine need for housing at the regional scale across three main dimensions:

- Tenure (own or rent)
- Type (single-family or SF, and multi-family or MF)
- Effects on households in different income categories (HH Income Group)

UGR Appendix 3 discusses likely future effects on type and tenure of no-expansion vs. expansion scenarios. This appendix applies those findings in summary to the question of need and adds findings about need from the point of view of households at different income levels.

As noted in Appendix 3, the forecasts tend to illustrate that while consumers are probably willing to substitute MF for SF to a certain extent, that substitutability has limits: single-family and ownership opportunities will continue to be in strong demand.

## **Tenure Discussion**

With respect to housing tenure, all of the scenario results presented in Appendix 3 indicate that average monthly housing costs for both owners and renters will continue to increase above historical levels, with the projected increases being particularly acute for owners. In addition, because household incomes are not projected to increase as fast as housing costs, this means that the percentage of income spent on housing will also increase beyond historical levels, with owners experiencing more significant increases than renters. These results suggest that the need for additional owner housing will continue to be strong. The specific data underlying these findings can be found in Table 12 of Appendix 3.

## **Type Discussion**

With respect to housing type, all of the scenario results presented in Appendix 3 reveal an indication of demand for both single- and multi-family housing types, but particularly a regional need for additional single-family housing. The projected price increases for single-family housing, whether expressed in relative or annualized terms, meets or exceed historical rates in 3 of the 4 scenarios, while the remaining inventory of single family units drops to levels that would create upward pressure on prices. The specific data underlying these findings can be found in Table 12 of Appendix 3.

## **Development Density Discussion**

## Background

A projection of future development densities expands on previous housing type and tenure discussions in this UGR. Potential development densities in the future depend on characteristics of households, families and the housing supply forecasts. In terms of demand, the characteristics of a household or family will impact the desire to own or rent, which may impact development density. Census data show that families or households with multiple people tend to own and live in single family residences. Life cycle also matters; households headed by a younger person are more likely to rent and live in an apartment while a family in its "root-setting" years is more likely to live in a single family house they own. The same socio-economic characteristics of households that drive type and tenure also drive development densities.

On the production / supply-side, the quantity of different types of residential supply has a material impact on development densities in the future. A region with a large store of capacity designated for multifamily development is more likely to produce more apartments and condos than single family housing units in the long-run. Zoning, redevelopment potential and incentives, infill opportunities and the market readiness of vacant tax lots will have an impact on development densities. In the past, government organizations have had a responsibility to make vacant lots market ready by zoning land appropriate to the market and statewide building codes, building roadway infrastructure to support new development, and to provide public utilities such as sewer and water.

Government regulations, the market readiness of buildable land, and consumer demand ultimately blend together to make up the real estate decisions and market outcomes to be expected. In order to simulate the ability of real estate markets to produce needed housing, a MetroScope growth scenario has been formulated to project the expected outcomes. The scenario results show housing production at various development densities as well as market price points, tenure and structure type.

# Methodology & Assumptions

The development density findings derive from a MetroScope growth scenario that draw from the Metro Chief Operating Officer (COO) urban growth management (UGM) recommendations. The assumptions underpinning this scenario incorporate the following set of economic conditions: (1) medium-growth forecast of population and job growth; (2) medium supply forecast of land capacity inside the Metro UGB; (3) all four UGB expansions proposed in 2018; (4) and additional UGB expansions after 2025.

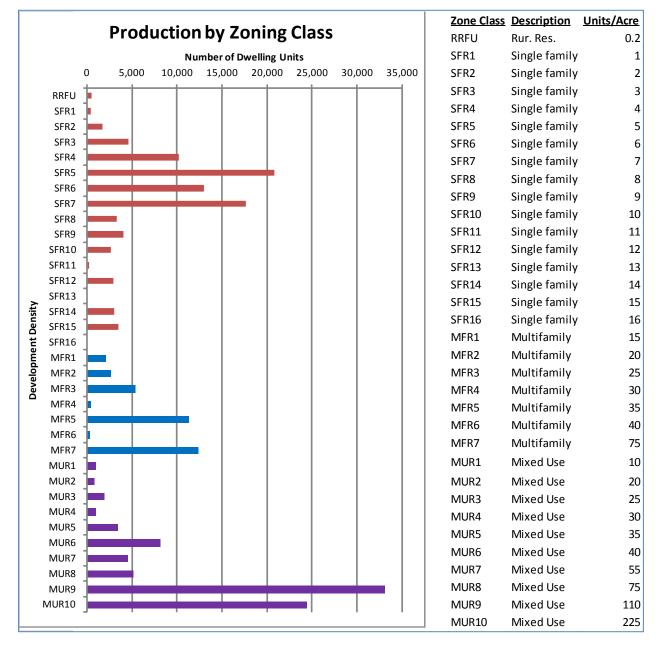
# **Development Density Findings**

The Metro region is estimated to have a need to build 205,100 new dwelling units between 2018 and 2038 in order to house the projected growth in population. Assuming all mixed-use residential development is constructed as apartments or condo units, the Metro region is expected to build 57% of its new housing as multifamily units and 43% as single family (attached / detached) residences over the 20-year planning period.

			Avg. Density
			<u>(units / gross</u>
<b>Development Form</b>	<u>Units</u>	Percent	<u>buildable acre)</u>
Rural Residential	500	< 1%	0.2
Single family	88,100	43%	6.7
Multifamily	33,900	17%	45.6
Mixed Use	82,600	40%	124.4
Total:	205,100	100%	60.5

# Table 1: Metro UGB Residential Final Demand Projections, 2018 to 2038

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More detailed density information is shown in Figure 1. The figure summarizes the projected development by Metro RLIS (Regional Land Information System) zone class.

#### Figure 1: Detailed Development Forms by RLIS Zone Class, Metro UGB

The COO recommendation assumed a projected SF rate of 50%. This rate recommendation is based on a combination of policy intent, regulatory mandate that applies to cities and counties in the region (i.e., the state's Metropolitan Housing Rule) and the scientific results derived from the scenarios. The results of this scenario are based on input from the COO recommendations and run through the MetroScope

model to determine the final demand. The final demand of SF production is estimated to be 43%. The final demand is a function of the regional forecast, the regional BLI forecast and COO recommendations. With this given, the projection of the region's real estate needs reflects a final housing mix that consumers are able and willing to afford.

## **Household Income Group Discussion**

## Background

Potential affects by income group require some preliminary explanation of the methods Metro staff use to estimate income-group-related outcomes. Monthly housing cost estimates for owners and renters were derived with data from a growth scenario produced by the MetroScope land use model. This scenario draws from the COO's recommendations. The scenario assumed the following set of economic conditions: (1) medium-growth forecast of population and job growth; (2) medium supply forecast of land capacity inside the Metro UGB; (3) all four UGB expansions proposed in 2018; (4) and additional UGB expansions after 2025.

# Methodology & Assumptions

This housing needs analysis relies on forecast data derived from a MetroScope land use scenario that incorporates key assumptions from the 2018 Urban Growth Management decision. The UGB decision was informed by (1) a range forecast of population and job growth; (2) a range forecast of land supply/capacity inside the UGB; (3) all four UGB expansions proposed in 2018 by local governments. For modeling and forecasting purposes, a "medium" setting was assumed to represent the range forecasts. The scenario also includes a 4th assumption that incorporates future UGB expansions. This assumption is consistent with the expectation that the regional BLI (buildable land inventory) capacity will be updated at regular intervals in order to maintain an orderly succession of a 20 year supply balance for future review cycles.

For every scenario modeled, MetroScope projects the price (or rent) of housing by tenure and type. These projections form the basis for estimating monthly housing costs and the associated cost burden of owning or renting. The cost burden is the ratio of monthly housing cost divided by monthly household income. Housing costs and housing burden calculations are derived from 2018 and 2038 projections of household income, construction costs, land supply forecasts, redevelopment forecast, and current zoning and other economic data. MetroScope utilizes this information to estimate the rents and housing prices that will be needed to balance the demand and supply of housing by tenure and structure type. This means that the real estate markets "clear" and developers will build housing at various price points to match what households can or are willing to pay for housing. The rent and housing price levels represent final demand prices.

MetroScope projections are used to determine the monthly income homeowners spend for housing and the sales price of homes in the region. We assert loan agreement terms that were typical as of 2010 to EXHIBIT 12

EXHIBIT 12 Z0299-20-CP & Z0300-20-ZAP Metro Research Center (Brooktraut Properties LLC) Page 102 of 115 2015 to estimate monthly mortgage costs of owners. For renters, the monthly rent is based on an investor's purchase price per multifamily unit so that rents include the cost of construction, a typical return on investment, and the cost of maintenance and utilities to each unit.

# Calculation of Owner Costs, Single Family (OSF) and Multi Family (OMF):

Monthly Cost = -PMT [ Annual Interest Rate/12, Loan Years * 12, Cost per Unit * (1 - Down Payment) ]

(PMT is an Excel function which calculates periodic loan payments)

Typical loan agreement terms for a 30-year conventional fixed rate mortgage:

- Annual Interest Rate = 4%
- Loan Years = 30 years
- Down Payment = 14%

For example, given a modeled cost per unit of \$300,000, the monthly mortgage cost would be \$1,338 for the homeowner.

Calculation of Renter Costs, Single Family (RSF):

Monthly Cost = -PMT [ Annual Interest Rate/12, Loan Years * 12, Cost per Unit * (1 - Down Payment) ] * (1+ Operating Expense Rate) + Utilities

(PMT is an Excel function which calculates periodic loan payments)

Assumptions:

- Annual Interest Rate = 4%
- Loan Years = 30 years
- Down Payment = 14%
- Operating Expense Rate = 22% for RSF
- Utilities = \$324/month for median income

Given a cost per unit of \$300,000 and a median income, the monthly housing cost would be \$1,991.

# Calculation of Renter Costs, Multi Family (RMF):

```
Monthly Cost =
Cost per Unit * Cap. Rate * (1 + Operating Expense Rate) / 12 + Utilities
```

Assumptions:

- Cap. Rate = 6.5%
- Operating Expense Rate = 33% for RMF

• Utilities = \$324/month for median income

Given a cost per unit of \$100,000 and a median income, the monthly housing cost would be \$1,135.

## **Income Categories**

The income categories used for this analysis are those defined by the U.S. Department of Housing and Urban Development (HUD), as a percentage of median family income (MFI). "Extremely Low" is 30% of MFI; "Very Low" is 50% of MFI; "Low" is 80% of MFI. MetroScope works with median household income (MHI) rather than median family income (i.e., not all households are families). This analysis uses the MFI income distribution, but applied to the MHI. The MHI for the Portland-Vancouver area was \$50,100 in 2010 (MetroScope operates with year 2010 dollars). [Source: U.S. Census, Demographic Profile, Table DP03, 2010 American Community Survey 1-Year Estimates, downloaded 1/20/2015]. The eight native MetroScope income categories were grouped into the HUD categories as follows in Table 2.

Table 2: Income Categories – a crosswalk of MetroScope Income Bins and HUD Income Categories

Portland-Vancouver-Hillsboro, OR-WA MSA 2010 Median Household Income (MHI)

EXTREMELY LOW (30% MHI)	\$15,030
VERY LOW (50% MHI)	\$25,050
LOW (80% MHI)	\$40,080
MEDIAN (100% MHI)	\$50,100
MetroScope Income	HUD Categories
Less than \$14,999	EXTREMELY LOW
\$15,000 to \$24,999	VERY LOW
\$25,000 to \$34,999	LOW
\$35,000 to \$49,999	1/3 LOW, 2/3 MEDIAN
\$50,000 to \$74,999	GREATER THAN MEDIAN
\$75,000 to \$99,999	GREATER THAN MEDIAN
\$100,000 to \$149,999	GREATER THAN MEDIAN
\$150,000 or more	GREATER THAN MEDIAN

# Household Income Group Findings

This analysis divides household types by owner and renters. It also stratifies the household incomes of renters and owners into 5 income levels. Each income level references a median income value within each bracket to represent household income. (It should be noted that using average values for housing costs and household incomes may limit an understanding of housing affordability in the region because it obscures the distribution of income and the costs incurred by different kinds of households). Housing costs and rents are projected into 21 rent or housing cost categories. The cost categories have

increments of \$50 for rents and housing costs below \$800 a month, and increments of \$100 and more for rents and housing costs above \$800 per month.

The chart of the left side of Figure 2, below, shows the percentage of cost burdened owner households in the region based on income level. There are 5 income levels: (1) extreme low, (2) very low, (3) low, (4) median, and (5) greater than median. The percentage of cost burdened owner households declines in the 2018 data (blue bars) as income levels increase. The percentage of cost burdened households still decreases in 2038 as income levels increase (red bars), but not to the same degree. By 2038, a majority of households in the "greater than median" income category become cost burdened. The cost burden threshold is deemed to be 30% of income according to HUD.

The chart on the right side of Figure 2 shows what the average housing cost burden is for each income level. For example, the households in the extremely low income category have a cost burden estimate of 84%, in other words, the average household in this category is spending 84% of household income to cover housing costs. The degree of cost burden falls with rising income levels in both 2018 and 2038. However, for all income levels, the housing cost burden jumps between 11 to 16 percentage points higher from 2018 to 2038, meaning owners are projected to pay more of household income for housing.





Monthly housing costs of owners are forecasted by an equilibrium pricing mechanism in the MetroScope land use model. This approach may overstate the final housing costs associated for some owner households. The data reveal more about the change in owner cost burdens rather than a forecast of actual counts of cost burdened household. The model forecasts the housing cost for owners that move and determines a purchase price based on regional economic forecast factors. This approach likely overestimates the cost to homeowners that did not move in the period. In reality, many homeowners are non-movers until a life event causes them to choose to live elsewhere, e.g., an acute illness, a change in job by the householder or spouse, addition of a new family member, or for other economic reasons. Householders that did not move likely have lower housing costs than current home buyer**EXHIBIT 12** 

Z0299-20-CP & Z0300-20-ZAP Metro Research Center (Brooktraut Properties LLC) Page 105 of 115 because their nominal costs are likely less than the current market sales price. Therefore, the percentage of cost burdened owners and their corresponding average costs as percentage of household income may be exaggerated for the segment of non-movers. Thus, a more meaningful finding from the owner analysis may not be actual counts of cost burdened households, but rather the magnitude and direction of changes in housing costs.

The findings in this scenario show that owner costs will rise at the margin as evidenced by the increase in the average cost as a percentage of income of owners in each income bracket. Regionally, new owners in 2018 spend an aggregate of 41% of household income on housing. New owners in 2038 are projected to spend on average 56% of household income on housing costs. These figures express the monthly housing costs if they purchased a house and had a typical 30-year mortgage payment. (The estimates do not include property taxes or other tax burdens nor do they add maintenance and upkeep to the cost estimates.) Households without a monthly mortgage payment likely have much lower monthly housing costs.





The rent cost estimates in the MetroScope calculations represent gross rent. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included.

As shown in the on the left side of Figure 3, the share of cost burdened renters is nearly 100% for the extremely low and very low income levels. This is the case for both 2018 and 2038. The proportion of households that are cost burdened decrease with rising income levels in both 2018 and 2038 projections. The share of cost burdened renters by income level increases between 2 to 7 percentage points from 2018 to 2038. The threshold for housing cost burdened renters is 30% of income.

EXHIBIT 12 Z0299-20-CP & Z0300-20-ZAP Metro Research Center (Brooktraut Properties LLC) Page 106 of 115 The average renter cost burden is much higher for extremely low income renters and falls at higher income levels. The extremely low income level households spend on average about 93% of income on rent in 2018 and projections for 2038 anticipate it edging up to 96% of income. Median renters in 2018 spend about 53% of income and by 2038, they spend up to 58%. Renters in the above median income level exhibit an average close to 35% of income in 2018 and 38% in 2038. This information is displayed in the chart on the right side of Figure 3 for all income levels.

Below median income renters (and owners) exhibit fairly extreme cost burdens. However, lower income households may be eligible to receive other income assistance and subsidies, such as supplemental nutrition assistance program (SNAP – i.e., food stamps), Women, Infants, Children program (WIC – promotes nutritional health of low-income women, infants and children), federal earned income tax credits (EITC). These programs provide additional income supports which are not included in the household income estimates. Also, some low income renters may be eligible for Section 8 housing, or qualify to reside in low income tax credit apartments, or subject to other below market rents. Therefore, the estimates of average housing cost as a percentage of income in this report may be slightly overstating the cost burden's of lower income households due to the exclusion of supplemental incomes and other rental subsidies.

Similar to the owner price projections, rent forecasts are derived based on market clearing prices for the forecast period. If some renters are non-movers in the forecast period and have rents locked-in by long term lease arrangements, then these renters may be spending less than what is predicted to be prevailing rental rates and the resulting cost burdens would be less. MetroScope calculates the rents needed to clear the market given the projected regional forecast factors, but it does not factor in non-movers. Therefore, the number of cost burdened renter households likely represents a high-end of a range.

Summary tables of the final demand forecast of owner and renter housing for years 2018 and 2038 are displayed in Table 6 and 7. Table 6 shows the number of owners by monthly housing costs and income bracket. Table 7 shows the number of renters by monthly rent and income bracket. Dollar figures are expressed in constant 2010 purchasing power. The geographic extent for each table is the Metro UGB. Please refer to Tables 6 and 7 at the end of this report for more detail about housing costs for households of different income groups.

# Findings of Need (Gap Analysis)

As shown in Appendix 3 (see pp. 13-18) and as summarized in the "Tenure" and "Type" sections above, all forecast scenarios demonstrate strong upward price pressure. Those findings provide a general signal that the region needs more housing. The analytical findings in particular point to a need for additional production of single family units (attached and detached) over the 20-year forecast period. The expansion proposals from all 4 local governments present opportunities to provide more of the single family housing choices reflected in the HNA report findings.

EXHIBIT 12 Z0299-20-CP & Z0300-20-ZAP Metro Research Center (Brooktraut Properties LLC) Page 107 of 115 Based on the amount (range) of multifamily (MF) capacity in the BLI forecasts (136,000 to 271,100 MF units (rounded) supply – see Appendix 2), there is a surplus of MF capacity in the Metro UGB because the supply exceeds demand. MF demand is projected to be 102,500 units. (293,000 households * 70% capture rate * 50% MF rate = 102,500 MF units). The low-end of the MF BLI supply forecast is 136,000 units, which exceeds demand and therefore there is no unmet need.

The findings for "capture rate" and "single family rate" are extracted from the scenarios to calculate potential unmet housing need for single family dwelling units. The capture rate measures the share of future MSA-level growth in population (or households) residing inside the Metro UGB. The single family rate is a measurement of the marginal share of future housing production built as single family; the alternative is multifamily (estimates not shown). More on these findings are discussed in Appendix 3 and the ranges are shown in Table 3, below. The row heading in Table 3 are limited to a plausible range for future capture rates (64% to 70%). The column headings represent a range of single-family housing shares (50% to 70%) derived from plausible growth scenarios. Even increments of 2 and 5 percentage points are added into Table 3 to illustrate other possible capture and single family rate settings, respectively.

	Single family Rate				
Capture Rate	<u>50%</u>	<u>55%</u>	<u>60%</u>	<u>65%</u>	<u>70%</u>
64% :	-1,500	-10,800	-20,200	-29,600	-39,000
66% :	-4,400	-14,100	-23,700	-33,400	-43,100
68% :	-7,300	-17,300	-27,200	-37,200	-47,200
70% :	-10,300	-20,500	-30,800	-41,000	-51,300

#### Table 3: Housing Needs Analysis Gap Findings

Table 3 illustrates potential combinations and resulting gap sensitivity if other alternative settings are sought of future capture and single family rates. Results in the table body show a potential range of unmet need in SF housing for the Metro UGB. The range forecasts provide latitude for policy makers to align forecast expectations with policy intentions.

#### Table 4: HNA range

Line 1	7-county MSA new households, 2018 to 2038 (midpoint of range):	279,000
Line 2	7-county MSA new dwelling units (apply 5% vacancy rate):	293,000
Line 3	Metro UGB new dwelling units (capture rate range = 64% to 70%):	187,500 to 205,000
Line 4	Metro UGB new single family dwelling units (SF rate = 50%):	93,800 to 102,600
Line 5	Metro UGB existing SF capacity (attached and detached units):	92,300
Line 6	Unmet SF dwelling unit need:	1,500 to 10,300

Table 4 source information and discussion:

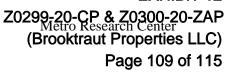
Line 1: Metro Growth Forecast (2018 to 2038), Appendix 1. Metro prepared a range forecast that statistically encompasses a plausible span in which the Portland MSA is likely to grow during the next 20 year period. This range approximates a 95% confidence interval, meaning future regional growth has about 95 chances out of 100 of being in the specified growth range. The selection of the midpoint in the range represents the peak likelihood of the range forecast.

The baseline household forecast in 2018 estimates 958,000 (rounded) households in the MSA. The same forecast projects total households rising to 1,237,000 for an increase of 279,000 households in the MSA from 2018 to 2038.

Line 2: source: U.S. Census and Metro. Metro reviewed Census residential vacancy rates for the MSA and selected a rounded estimate of past vacancy rates for the MSA region.

Line 3: MetroScope Growth Scenarios, Appendix 3. A review of the Metro UGB capture rate shows an average reading of 61% based on data from 1979 to present. Swings in the actual capture rate have occurred in history and it has been shown to be correlated with real estate and regional economic business cycles. The historical rates have been between 57% and 64%. In the future, MetroScope scenarios predict a possible capture rate between 61% and 74%, depending on forecast assumptions. Plausible scenarios indicate a narrower range (64% to 70%). Higher capture rates tended to fit with higher growth and higher capacity forecasts. Applying the narrower capture rate range (64% to 70%) to the baseline dwelling unit forecast (293,000) yields a housing unit growth demand range between 187,500 and 205,000 units (rounded).

Line 4: MetroScope Growth Scenarios, Appendix 3. A review of 1970 Census data for the Tri-county area (Clackamas, Multnomah and Washington counties) reveals a single-family (SF) dwelling unit rate of 78%. This rate falls to 70% in the 2010 Census. This means that the marginal SF rate has been on the decline. A decade-by-decade review of the marginal SF rate reveals a rate ranging between 60% and 68% since 1970. In the future, MetroScope scenarios predict a possible SF rate between 24% and 64% that is dependent on growth range assumptions and the ratio of SF capacity made available in the **EXHIBIT 12** 



(Buildable Land Inventory) forecast. A lower SF rate corresponds to a relatively lower quantity of SF capacity assumed in a BLI forecast. Across all scenarios, the innate or latent demand for SF housing units generally exceeds the production of SF units. In all plausible scenarios, demand for SF is projected to exceed SF supply; this is evidenced by the steep increase in marginal SF home prices and corresponding housing cost-burden projections of homeowners. Assuming a SF rate of 50% is consistent with the Metropolitan Housing Rule and the rate falls in the range of tested scenario projections.

Line 5: Buildable Lands Inventory (BLI), Appendix 2. Single family dwelling unit capacity can be found in the "Residential BLI (Threshold and Statistical methods)" tables. BLI tables in Appendix 2 have been revised as of October 2018 to reflect corrections made to the RLIS (Regional Land Information System) zoning layer used in the estimation of the BLI. The tables show SF capacity to be 36,108 units Vacant SF and 56,229 units of Infill SF for a total of 92,337 units (92,300 units rounded).

Line 6: HNA range calculation. Subtracts SF demand of 93,800 up to 102,600 from SF capacity of 92,300 units

The proposed UGB expansions from local governments would provide an approximate supply of 6,100 single family dwelling units and 3,100 units of multifamily apartment units, for a total of 9,200 homes. The proposed 6,100 single family units in the expansion areas falls near the midpoint of the range of unmet SF housing need of 1,500 to 10,300 units.

As shown in Table 5, assuming a UGB capture rate of 67.2% (which is essentially the midpoint of the plausible capture rate range) results in an unmet single-family housing need of 6,100 units, which corresponds to the 6,100 units of single-family housing included in the concept plans for the four city-proposed UGB expansions.

#### Table 5: Final reconciliation of housing need for the Metro UGB, years 2018 to 2038

Line 1	7-county MSA new households, 2018 to 2038 (midpoint of range):	279,000
Line 2	7-county MSA new dwelling units (apply 5% vacancy rate):	293,000
Line 3	Metro UGB new dwelling units (capture rate range = 67.2%):	196,900
Line 4	Metro UGB new single family dwelling units (SF rate = 50%):	98,400
Line 5	Metro UGB existing SF capacity (attached and detached units):	92,300
Line 6	Unmet SF dwelling unit need:	6,100

Overall, the findings from this analysis indicate the following:

- housing costs will increase faster than household incomes;
- most low-income households will continue to be cost-burdened;
- average housing cost burden will worsen for both owner and renters;
- home-ownership will become increasingly difficult for households across all income ranges;
- the need for additional housing supply will persist through and beyond 2038;
- even assuming potential future UGB expansions there remains a measurable need for housing, especially single-family: this need supports the decision to expand the UGB per the four concept-planned proposals.

## Cost Burden Validation of MetroScope 2018 data using 2016 ACS 5-year data

A precise comparison of MetroScope data against actual observed data is difficult. The Census American Community Survey (ACS) reports housing cost estimates that closely approximate the desirable validation comparison. But in order to make a more comparable comparison, ACS data are adjusted.

Because the MetroScope and ACS income brackets do not match the 5 HUD income categories, the income brackets in MetroScope and ACS data tables are adjusted to approximately align with the HUD data. Although the re-alignment of the income brackets is imperfect and subject to possible distribution errors, it is necessary in order to harmonize (to the extent possible) the 3 data sets for validation comparison purposes. Realignment of MetroScope income brackets to HUD income levels are the same as those shown in Table 2. The realignment of ACS to HUD is shown in Table 5, below.

Table 6: Income Categories – a crosswalk of ACS Income Brackets and HUD Income Categories

ACS Income Brackets	HUD income categories			
Less than \$19,999	2/3 EXTR LOW	1/3 VERY LOW		
\$20,000 to \$34,999	1/3 VERY LOW	2/3 LOW		
\$35,000 to \$49,999	1/3 LOW	2/3 MEDIAN		
\$50,000 to \$74,999	GT MEDIAN			
\$75,000 or more	GT MEDIAN			

For this comparison, the estimates from 2016 5-Year ACS Table B25106, "Tenure by Housing Costs as a Percentage of Household Income in the Past 12 Months" are compared against MetroScope forecast data. To control for different years, the results are "normalized" by comparing the distribution as percentages of regional totals.

The comparison of the ACS and MetroScope owner and renter cost burden data are shown in Figures 4 and 5, respectively.

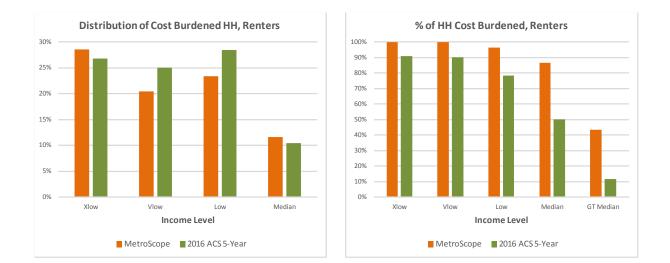
The distribution of cost burdened owners (see Figure 3) from the ACS reveals (green bars) a slightly higher proportion of householders below the median category. MetroScope (orange bars) predicts proportionally fewer lower income households as burdened by housing costs. On the other end (not charted), MetroScope predicts that a higher share of above-median income householders will be cost burdened.

The second chart in Figure 4 reveals the degree of cost burden by showing the percentage of households in each income category to be cost burdened. In the case of MetroScope (orange bars), the model predicts that a greater share of households across the entire income spectrum will be cost burdened as compared to ACS estimates of the same. The greatest proportional discrepancy can be found with households of above the median income. MetroScope predicts almost half of these households are cost burdened; the ACS estimates only 16%. In sum, the distribution of cost burdened owner households appears similar between ACS and MetroScope forecast findings. MetroScope tends to over predict the share of cost burdened owners in each income range. This is consistent with earlier explanations of the differences that stem from the cost burdens of movers and non-movers.





A similar comparison is made with renters, shown in Figure 5, below. It appears that the distribution of cost burdened households relative to all renters broken down by income levels for the ACS and MetroScope reveal roughly the same distribution. Again, because of the differences between the cost burdens of movers and non-movers, MetroScope tends to over predict the share of renters who are cost burdened. Although for lower income brackets, the comparison of values appear closer together.



#### Figure 5: Comparison of Renter Cost Burdened Households – MetroScope vs. ACS

The differences in the distributions between owners and renters in the ACS estimates and the MetroScope forecasts are likely attributable to the different housing costs associated with movers and non-movers as well as some distribution misalignments caused by our efforts to harmonize HUD, ACS, and MetroScope income brackets. The validation of the model helps reinforce our understanding of forecast results. The distribution of cost burdened renters and owners relative to the subtotals of each appear reasonable in this model validation exercise. However, MetroScope tends to over predict the number of cost-burdened households because it assumes prevailing forecast costs on housing across all households without regard to differences in non-movers who likely are not experiencing to the same degree the rising cost of housing at the margin.

# **Owner Housing Cost by Income Bracket**

Table 7: 2018 and 2038 Owner Housing Forecasts (Metro UGB)



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## **Renter Housing Cost by Income Bracket**

 Table 8: 2018 and 2038 Renter Housing Forecasts (Metro UGB)



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# 2018 GROWTH MANAGEMENT DECISION Urban Growth Report

December 13, 2018

EXHIBIT 13 or Z0299-20-CP& Z0300-20-ZAP (Brooktraut Properties LLC) Page 1 of 185 **Metro manages the boundary that separates urban land from rural land in the Portland region** and works with communities to plan for future population growth and meet needs for housing, employment, transportation and recreation.

Under Oregon law, greater Portland must have enough land inside its urban growth boundary for 20 years of growth. Land inside that boundary is available for construction of homes, employment centers and shopping areas for our region's residents. That means that even if the boundary wasn't expanded for two decades, all of the growth we expect in greater Portland can fit inside the existing boundary.

Every six years, the Metro Council looks at growth forecasts and development trends and decides whether to expand the boundary to meet its 20-year supply obligation.

Project web site: oregonmetro.gov/ugb

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# **Executive summary**

# A tradition of shaping the future to protect the quality of life

As people move here and businesses create jobs, greater Portland's urban growth boundary (UGB) protects farms and forests, promotes economic development, encourages equitable housing and supports development of new neighborhoods when needed.

Metro is working with residents, elected leaders, community groups and researchers to evaluate whether communities and existing land inside the growth boundary have enough room for the people and jobs we expect in 20 years. If we need to expand our urban footprint, we'll work with communities to grow where growth makes sense.

By the end of 2018, the Metro Council will decide whether there is enough land in greater Portland's urban area for 20 years of growth. If not, the council will decide what areas are the best suited to handle future development.

# We need more housing and jobs to prepare for population growth

We need more housing, particularly housing that is affordable to people with modest means; we need a greater variety of housing to match our changing demographics; we need more middle-income jobs; and, we need to do a better job of engaging diverse communities in decision making.

Solutions won't be as simple as adding land to the UGB and hoping for the best. Real solutions lie in choices made at the federal, state, regional, county, city, neighborhood, and private sector levels. In that difficulty there's also good news – we each have choices we can make to improve things even when that progress feels incremental.

# An outcomes-based approach

Land alone can't address housing needs, particularly for people making lower wages. Seeing this, the Metro Council has reoriented its growth management decisions to find the most viable and desirable ways to produce needed housing and job growth. For growth at the urban edge, it all starts with a strong city proposal for an expansion into an urban reserve.

For the 2018 decision, four cities have submitted proposals for UGB expansions into urban reserves. All four proposals are for housing.

# Achieving desired outcomes

To guide its decisionmaking, the Metro Council, on the advice of the Metro Policy Advisory Committee (MPAC), adopted six desired outcomes, characteristics of a successful region:

- People live, work and play in vibrant communities where their everyday needs are easily accessible.
- Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- People have safe and reliable transportation choices that enhance their quality of life.
- The region is a leader in minimizing contributions to global warming.
- Current and future generations enjoy clean air, clean water and healthy ecosystems.
- The benefits and burdens of growth and change are distributed equitably.



The merits of these four proposals will be the focus of policy discussions in the summer of 2018. Generally, cities are expected to show that:

- The housing needs of people in the region, county and city have been considered.
- Development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, roads and sidewalks.
- The city has reduced barriers to mixed-use, walkable development in their downtowns and main streets.
- The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas.
- The city has taken actions to advance Metro's six desired outcomes, with a particular emphasis on meaningful engagement of communities of color in community planning processes.

# Next steps

Through discussions in the summer of 2018, the Metro Council will come to a determination as to whether any of the four proposed expansions are needed to accommodate population growth.

- **July 2018**: Overview of draft 2018 Urban Growth Report at Council, the Metro Policy Advisory Committee, and the Metro Technical Advisory Committee
- **July 2018**: City Readiness Advisory Group provides feedback on the strengths and weaknesses of city-proposed expansions to Council and the Metro Policy Advisory Committee
- **Sept. 4, 2018**: Metro's Chief Operating Officer recommendation
- **Sept. 12, 2018**: Metro Policy Advisory Committee recommendation to the Metro Council
- **Sept. 20 and 27, 2018**: Metro Council public hearings and direction to staff on whether and where the UGB will be expanded (and any other policy direction)
- Dec. 6, 2018: Metro Council public hearing
- **Dec. 13, 2018**: Metro Council decision on growth boundary expansion

# Introduction

# A tradition of shaping the future to protect quality of life

As people move here and businesses create jobs, greater Portland's urban growth boundary (UGB) protects farms and forests, promotes economic development, encourages equitable housing and supports development of new neighborhoods when needed.

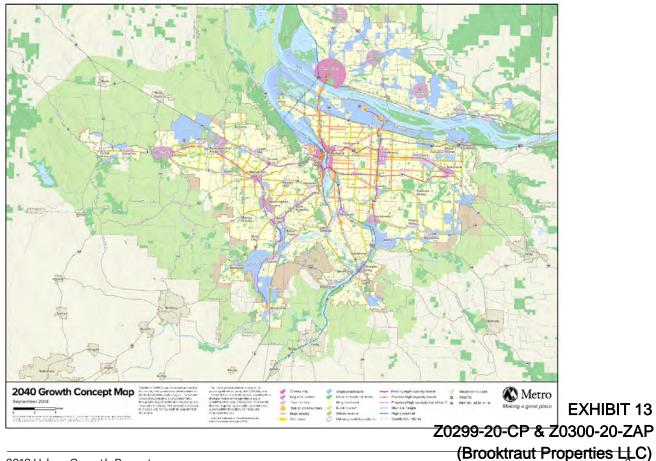
Oregonians have a long history of thinking ahead, trying to shape our destiny rather than simply reacting. This planning tradition demands good information about our past, present and future.

Metro is working with residents, elected leaders, community groups and researchers to evaluate whether communities and existing land inside the growth boundary have enough room for the people and jobs we expect in 20 years. If we need to expand our urban footprint, we'll work with communities to grow where growth makes sense.

By the end of 2018, the Metro Council will decide whether there is enough land in greater Portland's urban area for 20 years of growth. If not, the council will decide what areas are the best suited to handle future development.

These periodic decisions are an opportunity to continue our work on the 2040 Growth Concept, which calls for focusing most growth in existing urban centers and making UGB expansions into urban reserves – areas suitable for future development – after careful consideration of whether those expansions are needed.

Figure 1: The 2040 Growth Concept, the regional plan for focusing growth in existing urban centers and employment areas



# An outcomes-based approach

# Learning from experience

In past growth management decisions, the process focused on theoretical projections, leading participants to debate the numbers rather than assessing the viability of development in UGB expansion areas. Discussions of the merits of actual UGB expansion options took a back seat. UGB expansions that lacked city governance and an infrastructure strategy failed to produce housing or jobs. Conversely, those that had those issues sorted out got developed into communities and job centers. At the same time, regional and local plans were being realized – record amounts of housing and job growth happened in existing urban areas, far outpacing previous estimates of redevelopment and infill potential.

Figure 2: Housing permits in the Portland Metro area, 2009-2017 - units per square mile

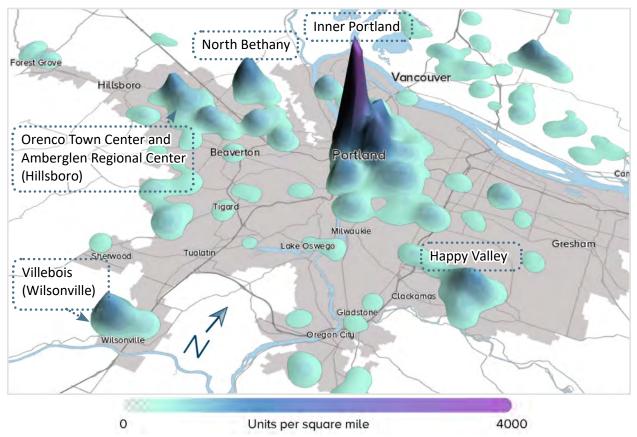


EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) 2018 Urban Growth Report Page 8 of 185 The region's UGB was originally put into place in 1979. Since then, about 31,000 acres have been added to the boundary, mostly from 1998 onward. What has happened in those expansions has been informative. Homes and businesses were built in areas that addressed market demand and had governance and a means of paying for pipes, pavement and parks. Without those elements, little or no development happened. In the post-1998 UGB expansion areas, 16 percent of the planned housing has been built. It is clear that land readiness is more important than land supply for producing housing and job growth.

All of this leads to one big lesson that guides this year's growth management decision process: land alone can't address housing needs, particularly for people making lower wages. Seeing this, the Metro Council has reoriented its growth management decision process to implement the most viable ways to produce needed housing and job growth. For growth at the urban edge, it all starts with a strong city proposal for an expansion.

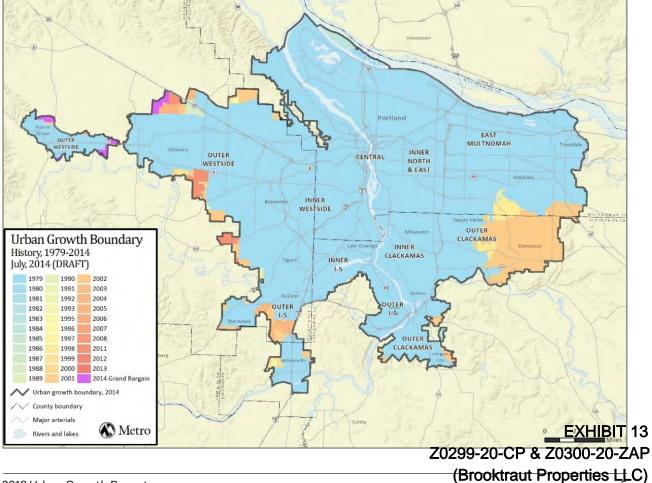


Figure 3: UGB expansions since adoption of the Metro UGB in 1979

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### Achieving desired outcomes

To guide its decisionmaking, the Metro Council, on the advice of the Metro Policy Advisory Committee (MPAC), adopted six desired outcomes, characteristics of a successful region:

- People live, work and play in vibrant communities where their everyday needs are easily accessible.
- Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- People have safe and reliable transportation choices that enhance their quality of life.
- The region is a leader in minimizing contributions to global warming.
- Current and future generations enjoy clean air, clean water and healthy ecosystems.
- The benefits and burdens of growth and change are distributed equitably.

### A better approach to making decisions

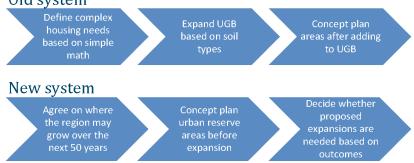
In 2010, based on those experiences and other factors, the Metro Council adopted a policy of taking an outcomesbased approach to urban growth management decisions. In each subsequent decision, the Council has moved closer to implementing this approach.

A basic conceptual underpinning of this approach is that growth could be accommodated in a number of ways that may or may not involve UGB expansions. Each alternative presents considerations and tradeoffs, but there is not one "correct" answer. For instance, different decisions could lead to somewhat different numbers of households choosing to locate inside the Metro UGB versus neighboring cities such as Vancouver or Newberg. Other decisions could lead to a slightly different housing mix.

An outcomes-based approach acknowledges that development will only occur when there is adequate governance, infrastructure finance, and market demand, and, therefore, any discussion of adding land to the UGB should focus on identifying areas with those characteristics. To further implement its policy direction, the Council will only expand the UGB into urban reserves that have been concept planned¹. This report is grounded in the actual UGB expansions being proposed by cities.

Evolution of the Metro region's growth management process towards an outcomes-based approach





With an outcomes-based approach, there is also a greater recognition that – consistent with regional and local plans – most growth will happen in existing urban areas and that growth management decisions are an opportunity to gauge whether more could be done to remove barriers to housing and job creation. EXHIBIT 13

1. This policy was adopted by the Metro Counc Z0299:20-CP & Z0300-20-ZAP

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### What are cities proposing for UGB expansions?

For the 2018 decision, four cities have submitted proposals for UGB expansions into urban reserves. All four proposals are for housing. Cities' narrative proposals can be found in Appendix 9. The four proposed expansions would total about 2,200 gross acres. After accounting for environmentallysensitive areas, they include about 1,270 net buildable acres. The four cities' plans include about 9,200 homes at full build-out.

In the past, the region has added, on average, about 10,000 new households per year in the Metro UGB. The 9,200 homes in proposed expansion areas would address about an average year's household growth. Experience shows that adding more land beyond what cities are proposing would not produce more housing. This emphasizes the need to do all we can to encourage more housing production in existing urban areas.

Statewide Planning Goal 14 (Urbanization) lays out several factors that must be considered when determining where to expand the UGB. The Goal 14 "locational factor" analysis can be found in Appendix 7. The four urban reserve areas proposed for expansion by cities all compare favorably according to the factors described in Statewide Planning Goal 14. In light of those factors, it is appropriate for all four to advance for further consideration by the Metro Council.

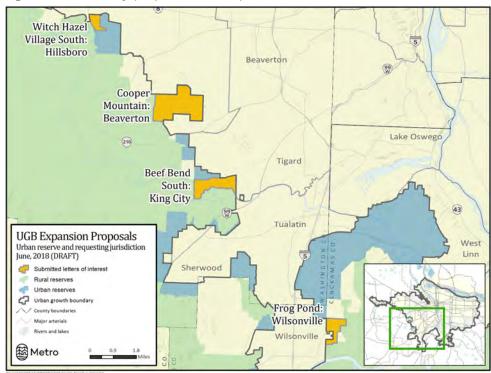


Figure 4/Table 1: City-proposed UGB expansions for consideration in the 2018 decision

<b>Proposing city</b>	Name of urban reserve	<b>Gross acres</b>	<b>Buildable acres</b>	Homes planned
Beaverton	Cooper Mountain	1,232	600	3,760
Hillsboro	Witch Hazel Village South	150	75	850
King City	Beef Bend South	528	400	3,300
Wilsonville	Advance Rd. (Frog Pond)	271	192	1,325

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"The U.S. is no longer a nation of pioneers building log cabins on the Western frontier. Nor is it a post-WWII nation of nuclear families buying tract homes in Levittown. We can't indefinitely rely on new construction of low density, singlefamily housing to accommodate population growth."

> —Brookings Institution, 2018

The merits of these four proposals will be the focus of policy discussions in the summer of 2018. On the advice of the Metro Policy Advisory Committee (MPAC), the Metro Council has adopted code factors that describe expectations for cities proposing residential expansions. Those factors speak to the elements of the proposed expansion and to actions being taken by cities in their existing urban areas. Metro issued administrative guidance to assist cities in preparing proposals that address these code factors². Generally, cities are expected to show that:

- The housing needs of people in the region, county and city have been considered
- Development of the proposed expansion area is feasible and supported by a viable plan to pay for needed pipes, parks, roads, and sidewalks
- The city has reduced barriers to mixed-use, walkable development in their downtowns and main streets
- The city has implemented best practices for preserving and increasing the supply and diversity of affordable housing in its existing urban areas
- The city has taken actions to advance Metro's six desired outcomes, with a particular emphasis on meaningful engagement of populations of color in community planning processes.

To provide new perspectives on the merits of city proposals, Metro convened a City Readiness Advisory Group in June. The group, which included experts in affordable housing, multi-modal transportation, mixed-use development, residential development and equity, discussed the strengths and weaknesses of city proposals. Those discussions will be summarized for the Metro Council, MPAC and the Metro Technical Advisory Committee (MTAC) in July.

2. See Appendix 9 for administrative guidance.

**EXHIBIT 13** 

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8

# Possible outcomes of different growth options

Over the years, Metro has sought to improve its growth management analyses. In earlier iterations, the calculation of land need was relatively straightforward: land supply minus land demand equals land need. While that simple approach has an appeal, it glosses over a number of policy questions and market factors that deserve greater discussion. Inevitably, that approach led to debates about numbers and ideologies rather than discussions of practical options.

This analysis strives to highlight policy questions and make the practical options – a decision whether to make any of the four proposed UGB expansions – more evident.

### Is there a need for more land to support job growth?

### **Commercial land demand**

Commercial employment is a broad category that includes all non-industrial employment, such as teachers, cooks, doctors, sales clerks, nurses, real estate agents, architects, counselors, coffee shop workers, insurance agents, and bankers. What all of these sectors have in common is that to prosper, they need to locate close to where clusters of people live. From a growth management perspective, this means that the needs of these sectors will be best met in existing urban locations either on vacant land or through increased redevelopment and infill.

For the 2018 decision, no cities have proposed UGB expansions for commercial uses aside from select nodes that would provide neighborhood services in proposed residential expansion areas. There is no indication that adding land to the UGB when it has not been proposed by a city would result in commercial employment. For these reasons, there does not appear to be a need for additional land to be added to the UGB for commercial employment.

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#### Industrial land demand

As our nation's economy has evolved from farming roots through the industrial revolution and into a knowledgebased economy, several dynamics have been at play that influence the nature of industrial land demand:

- As technology has improved over the last century, industrial workers have become more productive. This means that industrial job growth is stagnant and that demand for space is driven less by employment than it was in the past.
- E-commerce has driven demand for close-in warehousing and distribution facilities to enable quick deliveries. This may increase the likelihood of redevelopment of some sites.
- Data centers have emerged as users of industrial land, but they provide relatively few jobs (instead, they pay franchise fees that benefit cities).
- Large industrial firms seeking new locations consider sites all around the country or world, making it impossible to forecast regional land demand for large industrial sites.
- Site requirements for industrial uses can be very specific. For instance, some industrial users require rail access, others require redundant power sources, others require an educated workforce, and others require manual laborers. Forecasting those specific requirements would imply more certainty about the future than is possible.
- Providing raw land is just one step of many for producing industrial jobs. Typically, infrastructure investments and site assembly are also required. Brownfield cleanup and wetland mitigation are also common needs.

These dynamics mean that it is challenging to estimate land needs based on an employment forecast. This difficulty is amplified by the additional uncertainty surrounding employment forecasts since job growth can be influenced – for better or worse – by international relations, monetary policy and many other factors that lie outside the control of cities, counties, the region or state.

For these reasons, determining industrial land needs is best understood as an exercise in economic development goal setting rather than forecasting. This is true at the regional level and even more so at the local level. EXHIBIT 13

The peer-reviewed baseline employment forecast for the seven-county area shows a net decrease of about 9,000 industrial jobs during the 2018 to 2038 time period. While some new industrial firms may emerge and some existing industrial firms may grow, those gains are outweighed by expected employment decreases at other industrial firms. The expected net decrease in regional employment in industrial sectors such as manufacturing, warehousing and distribution means that there is not a regional need for more industrial land to support employment growth. Even under the high growth forecast, industrial employment remains essentially unchanged from 2018 to 2038, again pointing to no need for additional industrial land to support employment growth.

Likewise, for the 2018 decision, no cities have proposed UGB expansions for industrial uses. There is no indication that adding land to the UGB when it has not been proposed by a city would result in industrial employment. For all of these reasons, there is not a regional need for additional land to be added to the UGB for industrial employment, including employment on large industrial sites.

The Metro Council has put into place a process for considering specific nonresidential UGB expansion proposals outside of the standard growth management cycle. If cities develop an employment concept plan for an urban reserve area, that "major amendment" process can address needs that aren't anticipated in the 2018 growth management decision.

# Is there a need for more land to support household growth?

### Urban growth scenarios

To inform the Metro Council's determination of whether there is a need for residential UGB expansions in 2018, Metro staff produced a number of scenarios that tested different permutations of a few assumptions:

- varying levels of population, household and employment growth (using the range forecast for the seven-county metropolitan area)
- different amounts of buildable land in the Metro UGB (varying amounts of redevelopment capacity)
- UGB expansions as proposed by four cities vs. no UGB expansion.

The scenarios are described in more detail in Appendix 3. Several general observations can be made about the scenarios:

The region is on track to continue using land efficiently

- Most capacity for housing production within the existing UGB comes through redevelopment and infill.
- Redevelopment and infill construction thrives when there is strong economic and population growth.

Increased spillover growth to neighboring cities does not appear to be a threat

- The original Metro UGB was adopted in 1979. Since then, about 61 percent of the new households in the larger sevencounty metropolitan area have located inside the Metro UGB.
- In all scenarios, the share of the sevencounty area's new households that locate in the Metro UGB (the "capture rate") is higher than historic rates, rangin from 13 to 72 percent.
   Z0299-20-CP & Z0300-20-ZAP

 Barring unanticipated changes in the growth capacity of neighboring jurisdictions, a decision not to expand the UGB will not cause excessive spillover growth into neighboring jurisdictions like Sandy, Newberg, or Clark County, Washington.

### More housing production is needed to keep up with household growth

- The region needs more housing production to keep up with population growth, particularly for households earning lower incomes.
- If development of the four proposed UGB expansions is viable, they can modestly increase housing production in the region.
- Regional scale analysis is not sensitive enough to distinguish between the effects of the individual proposed expansions.

### Housing affordability will remain a challenge

- As in other regions around the country, housing affordability will remain a challenge.
- Encouraging more redevelopment and infill is the most effective means of keeping housing prices in check for renters.
- If developed, the four proposed UGB expansions would moderate housing price increases for owner-occupied housing by providing additional housing supply³.
- If developed, the four proposed UGB expansions would have little impact on prices for renter-occupied housing given that one-third of the planned housing in those areas would be multifamily.

Most housing will remain single-family housing, but most most growth capacity is for apartments and condominiums

- Currently, about 68 percent of all housing is single-family housing. All scenarios show that share decreasing in the future, with most resulting in about 60 percent single-family housing (still a majority).
- In keeping with regional and local plans, infrastructure funding realities and smaller household sizes, most growth capacity is for apartments and condominiums.
- If developed, the four proposed UGB expansions would result in a modest increase in choices for single-family housing for ownership.
- While demand for owned and singlefamily housing is strong, households appear willing to substitute rental and multifamily housing to a certain extent.

The region is on track to stay within the urban reserves "budget"

- There are approximately 23,000 gross acres of urban reserves that are candidates – if needed – for UGB expansions through the year 2045 (to address regional land needs to the year 2065).
- If urban reserves were added to the UGB at the average rate of about 850 acres per year, all urban reserves would be used (added to the UGB) by the year 2045.
- The four city-proposed expansions total 2,200 gross acres. At the above-described "budget" of 850 acres per year, this amounts to about 2.5 years of usage.

^{3.} The amount of potential housing price reduction varies depending on other assumptions about redevelopment potential, household growth, and future UGB expansions (beyond the 2018 decision). All other EXHIBIT 13 things being equal, however, the proposed expansions could help moderate housing prices somewhat.

### Changes in where we live and work Where we stand today with housing

Greater Portland came roaring out of the Great Recession. In less than 10 years, the region grew its economy and added highwage jobs at higher rates than almost any other large U.S. metro area. Median incomes went up. The poverty rate went down. Thousands of young, educated workers migrated to the region drawn by the high quality of life and the opportunity of a booming economy.

This influx of new affluence and new people brought both economic growth and new challenges, changing the dynamics of our housing market and shifting the geography of affordability in a short period of time.

But longer-term trends also shaped our housing supply, and those trends continue to challenge our ability to create housing choices that meet the needs of our changing region⁴.

### Housing construction came to a halt in the Great Recession, driving up housing costs

All around the country, housing construction came to a halt during the Great Recession. As the population continued to grow, demand intensified and housing prices rose - slowly at first, but gaining momentum with each passing year. Rent and home price increases were among the highest in the nation; vacancy rates, the share of unoccupied rental units. were among the lowest. This was true in greater Portland and dozens of other cities around the country.

Long-term residents living in rental housing found themselves priced out of their neighborhoods, while would-be homebuyers struggled to save for down

payments that seemed to double overnight. Renters suffered the most, often facing substantial rent increases with little notice.

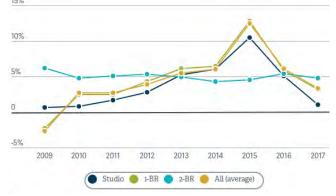
### Like most regions, we are playing catch-up with housing construction

Housing construction took off again as the region emerged from the Great Recession. Increased housing supply has begun to temper housing rents and prices, which are still rising, but not as quickly.

Though it's of little consolation to people who work and struggle to keep a roof over their heads, rents here are similar to those in cities around the country. For one-bedroom apartments, the Portland region is in the same rental price range as Atlanta, Minneapolis, Nashville, Denver and Chicago. Rents are more expensive here than a number of other cities, but still represent a value compared to other coastal cities.

When it comes to rents, location matters, To live close to jobs, amenities, and transit, people have to pay a premium that is often out of reach.

Figure 5: Annual percentage change in rental unit costs by size, Portland metro area, 2009-2017. 15%



Sourc: Data courtesy of CoStar commercial real estate company

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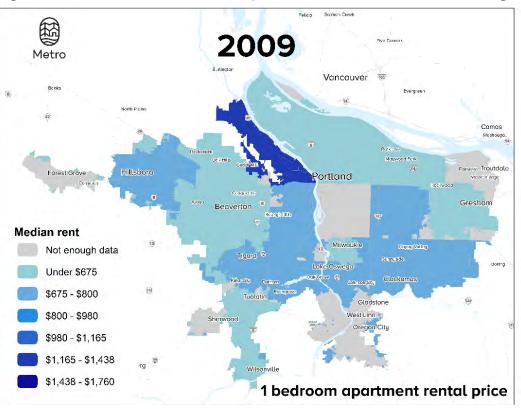


Figure 6: Median rent for a one bedroom apartment in 2009 (source: Rainmaker Insights)

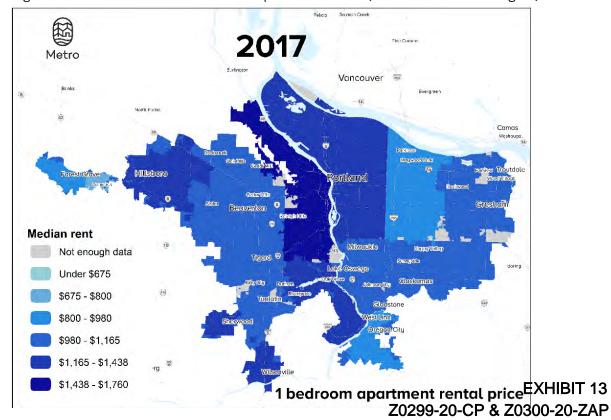


Figure 7: Median rent for a one bedroom apartment in 2017 (source: Rainmaker Insights)

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# What's helping to keep housing prices under control?

Simply put, the most straightforward way to keep housing prices in check is to build more housing. Without that housing supply, an ever-increasing population competes for a limited pool of housing, driving up prices. This is especially true in central locations with access to jobs, transit, services and amenities.

More than 20,000 new units of multifamily housing have been completed in the Portland metropolitan area since 2010⁵. More than half of those units were built in the past two and a half years.

Since 2015, developers submitted 25,000 permits for future multifamily buildings in greater Portland, meaning more apartments are in the pipeline⁶.

The increased available supply loosened regional apartment vacancy rates from a tight 4.6 percent in 2014 to a somewhat more comfortable 5.5 percent in 2017⁷. This growing availability of housing gives apartment-seekers more choices, generating competition among property managers who have moderated their asking rents accordingly.

Nearly 30,000 permits for new single-family units, including duplexes and triplexes, were submitted between 2010 and mid-2017⁸.

### "Missing middle" housing

Our grandparents, parents, kids, friends and neighbors have diverse housing needs, but for too long there has been little housing diversity.

There are solutions for diversifying housing options in our communities. "Missing Middle" housing refers to options that lie on the spectrum between single-family homes with yards and mid-rise housing, for example, accessory dwelling units, cottage housing, and triplexes. However, these choices are often not widely available in the locations that provide the greatest access to jobs, services and amenities.



Source: https://www.oregonmetro.gov/sites/ default/files/2018/02/02/Small-homes-typologygraphic_1.pdf

- 6. Construction Monitor
- 7. Source: CoStar
- 8. Source: Construction Monitor

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### Most new housing is being built in existing areas

Long-standing plans, investments, and market conditions have resulted in threequarters of new homes being built through redevelopment and infill in existing urban areas (in the Metro UGB from 2007 through 2016). This means that, as housing is built, we are making efficient use of land and public resources.

24% - Vacant Land 25% - Infill 51% - Redevelopment

Figure 8: New units (total) built by development type, Metro UGB, 2007-2016

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input



Figure 9: New units built by year and development type, Metro UGB, 2007-2016

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input Z0299-20-CP & Z0300-20-ZAP

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#### The emergence of ADUs

Since the mid-1990s, Metro has required that all cities in the region allow accessory dwelling units (also known as "ADUs," "granny flats" or "in-law" cottages) in singlefamily neighborhoods. Though it took several years, construction has taken off, particularly in the City of Portland, with several hundred ADUs built per year in the Metro UGB for several years now.

In 2017, ADUs made up 7 percent of the region's new housing. Among other factors, the City of Portland's waiver of system development charges for ADUs is credited with this uptick.

A common refrain about ADUs is that they only get used for short-term rentals such as Airbnb, so they don't contribute to the regional housing supply for residents. A 2017 survey of Portland ADU owners and tenants indicates that this is largely not the case. The survey was commissioned by Portland State University's Institute for Sustainable Solutions. Sixty percent of ADU owners surveyed reported that their ADU is used by someone as a primary residence, while 26 percent reported that the ADU is used as a short term rental⁹.

Even when used as short-term rentals, ADUs may become long-term rentals over time as owners pay off ADU construction loans or grow tired of managing everchanging guests. In a year-over-year comparison, about half of the Airbnb listings in Portland were no longer active (Brown, 2017).



Figure 10: Accessory dwelling units (ADUs) by year, Metro UGB, 2007-2016

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input

9.14 percent reported that their ADU is vacant, used as extra space, or "other".

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### We're using land more efficiently for single-family housing

Today, a new single-family home uses about half as much land as one built in 1980. This trend of using land inside the UGB efficiently helps us to protect farms and forests. It also makes it more feasible to provide single-family neighborhoods with transit and other services.

### What's holding housing back?

Getting enough housing built is not without its challenges and the reasons are varied, including:

- a lack of funding for pipes, pavement, parks and other facilities to make vacant lands development-ready
- neighborhood opposition to change that can slow or stop housing proposals
- uncertainty in permitting processes
- difficult access to financing for developers
- zoning codes that restrict "missing middle" housing

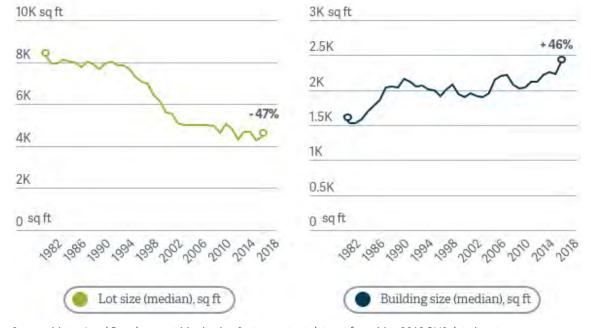
- depending on the location, achievable rents that are sometimes insufficient to spur redevelopment
- site specific challenges such as lot sizes and configurations, access, contamination, or property owners that don't want to develop or sell.

#### Land alone doesn't result in housing

The Metro Council made most of its UGB expansions from 1998 onward. Since then, the Metro Council has added about 27,000 acres or about 42 square miles to the UGB. For context, that's an area the about the size of two Beavertons, or 420 Oregon Zoos.

New construction in these expansion areas is a challenge. In addition to overcoming the normal financing and permitting hurdles, a city or developer must also build streets, sidewalks, sewers and other basic infrastructure to support a neighborhood. Infrastructure easily costs hundreds of millions of dollars. Since they were brought into the UGB, these areas have produced 16 percent of their planned housing

Figure 11: Single-family lot size and building size (annual medians), Metro UGB, 1980-2016



**EXHIBIT 13** 

Source: Metro Land Development Monitoring System output dataset from May 2018 RLIS data input Z0299-20-CP & Z0300-20-ZAP

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In those cases where development readiness has been resolved – for example, Happy Valley, North Bethany, River Terrace, Villebois, Witch Hazel – housing has been built.

Aside from getting land ready for development, our region shares another challenge facing regions around the country: the private market often can't profitably build new housing that is affordable to people earning lower incomes. Without that potential for profit, affordable housing doesn't get built even if our community plans allow for it.

Cities proposing UGB expansions have been asked to describe how they are encouraging construction and preservation of affordable housing in their existing urban areas.

### A shortage of cities

It matters, not just how much housing gets built, but where housing gets built. People in the greater Portland region were forward-thinking in the mid-1990s when they called for focusing most growth in existing downtowns and transportation corridors. That vision made our region more prepared for recent growth trends.

Cities around the country have seen a reversal of decadeslong pattern of people moving away from urban centers (Edlund, Machado, & Sviatschi, 2015). Sales prices for central locations now reflect people's preference to live close to urban amenities like restaurants, grocery stores and cafes (Couture & Handbury, 2015). Construction of new housing in those locations is not keeping up with demand, leading economists and others to point to a "shortage of cities" (Cortright, Our Shortage of Cities, 2014).

This trend isn't restricted to central cities. Many people that live in the suburbs are seeking urban amenities – restaurants and transit, for instance – like those offered in Orenco and Tanasbourne in Hillsboro and The Round in Beaverton.

In the end, no one can predict future housing preferences, particularly when so much seems in flux. Regardless of preferences, there are significant headwinds for keeping up with population growth by building single-family homes. Those challenges include record levels of student loan debt, tighter lending standards, and high costs for new pipes and pavement that show up on a house's price tag.

#### **Finding home**



Cheranda Curtis calls her studio apartment her "sanctuary." Having an affordable place to live has given Curtis the opportunity to stay sober, hold a steady job and save for a house.



Patti Jay felt "exhausted with having to move again" after she received a no-cause eviction. She's grateful she found a place to live close to her son's high school, which means he didn't have to switch schools.

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### Displacement of people of color

Unable to afford living in the region's urban centers, many people have moved to areas of the region with cheaper housing. Cheap housing comes with hidden costs, though. When you factor in the additional transportation costs – the increased costs of gas and car expenses or the extra time to bike, walk or take transit – a significant portion of the affordability benefits are lost if it requires long commutes.

Displacement has disproportionately affected communities of color, leading to a shift in the racial geography of the region over the last decade.

Displacement is a geographic consequence of a series of systemic inequities that would not be entirely solved with more abundant, affordable housing close to the region's city centers. But, not providing it exacerbates community divisions, by putting some people further from resources, jobs and opportunities readily available in more walkable, transit-served areas. Likewise, it disrupts the social institutions and networks that bind communities together.

And the impacts can be long-term. Displacement and housing stress can have wide-ranging impacts on health and well-being – impacts that can span generations.

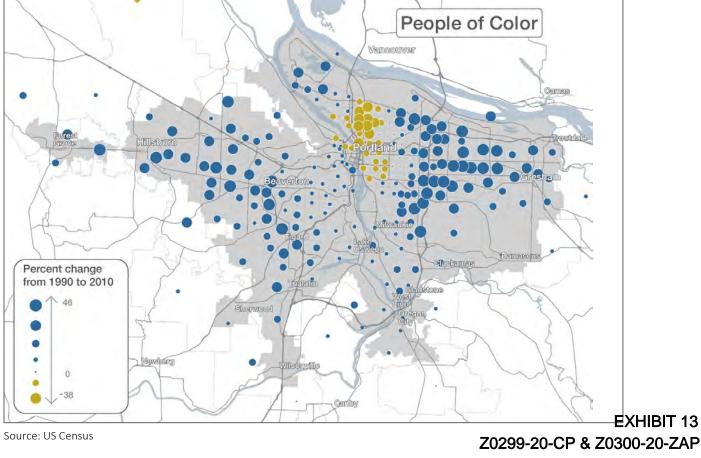


Figure 12: Displacement and migration of communities of color, 1990-2010

### Where we stand today with jobs

### Ascending out of the Great Recession

Our regional economy is the envy of many others. Educated, working-age people continue to migrate here in increasing numbers, providing local employers with a steady pool of skilled workers while also attracting employers in other regions to consider locating here¹⁰. And with a strong 4.6 percent increase in a measure of regional economic activity called gross domestic product (GDP), greater Portland had the 10th-fastest growing economy out of the nation's 100 largest metro areas in 2015 (State of Oregon Employment Department, 2016).

Job growth in the greater Portland region exceeds the national rate of job growth. In 2015, our region's jobs increased by 3.3 percent while the nation saw a 2 percent increase.

Figure 13: Annual percentage change in job growth, Portland metro area compared to the national average, 2004.-2018



Source: US Bureau of Labor Statistics

# Manufacturing plays an outsized role in our economy

More than a quarter of greater Portland's economic output comes from the manufacturing sector. Nationally, manufacturing accounts for less than half that – just 12 percent of the nation's total economy (United States Bureau of Economic Analysis, 2018).



"In a region like this I don't think that there are a lot of barriers [to job growth]. You know, people want to live in a nice environment – you can't get much nicer than Portland. People want to live someplace where housing is affordable – let's hope we can keep it affordable.

By and large, across the board, these are people that are conscious of their communities, they like green energy systems, they like public transportation. These are all very important issues for our audience that we're targeting [for employee recruitment]."

> —Dr. Lisa Coussens, OHSU, Knight Cancer Institute

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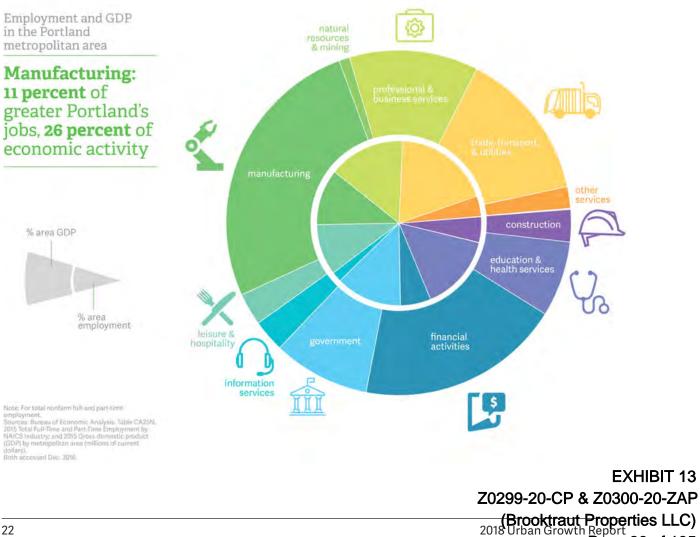
But economic activity doesn't always equal jobs: manufacturing accounts for just over a tenth of greater Portland's jobs.

Thanks largely to production of high-value products such semiconductors and electronics, the manufacturing sector contributes an oversized amount to the regional economy relative to its share of the workforce.

But despite its strong contribution to the region's economy, jobs in the manufacturing sector stagnated in 2016 – by December 2016, the industry had lost 1.4 percent of its Portland-area jobs relative to the year before.

Still, the large profit margins of the region's high-tech manufacturing exports means that the sector's earnings are substantial, even as the size of the manufacturing workforce is somewhat stagnant.

Figure 14: Employment and gross domestic product (GDP), Portland metropolitan area, 2015



# Most jobs are in population-serving and other non-manufacturing employment

As in the past, a large portion of future employment is expected in jobs that serve the public: education and medicine, for instance. As the population grows, so too will employment in these sectors.

Likewise, sectors like professional and business services (attorneys, engineers, and architects, for example) and financial services (insurance agents, real estate agents, and bankers, for instance) will continue to make up much of our region's employment. What all of these sectors have in common is that they need to locate close to clusters of where people live . From a growth management perspective, this means that the needs of these sectors are best met in existing urban locations

# Not everyone is benefiting from economic growth

Though the headlines about unemployment rates and productivity are good, not everyone is prospering. From 2011 through 2016, median household income in the greater Portland region increased by \$10,000. However, Black and Native American households only saw an increase of about \$1,000.

Figure 15: Change in median household income by race, seven-county Portland-Vancouver-Hillsboro MSA, 2011 vs. 2016



Source: 2011 and 2016 American Community Survey (1-year estimates)



#### Help wanted

"Last year, Millenials became the largest component of the American workforce. For many companies, attracting and retaining millenial workers seems to require having a downtown office. "Probably for the first time in history, instead of people moving where jobs are," says Tom Murphy, a senior fellow at the Urban Land Institute, "jobs are moving where the talent is."" (Wogan, 2016)

Photo credit: autodesk. blogs.com/between_the_ lines/

### Middle income jobs were slow to recover from the Great Recession

Wage polarization has been a long-term trend both locally and nationally and the recent recession only accelerated the shift toward more high and low wage jobs and a smaller share of middle wage jobs. As of 2007, middle wage occupations comprised nearly 65 percent of the jobs in the Portland metropolitan area, but that share was less than 58 percent by 2017.

Middle wage job growth has picked up in the last couple of years. As of 2017, the region finally recovered the number of middle wage jobs lost during the recession. But low and high wage jobs have fared much better, both during and after the recession, leading to increasing wage polarization. The polarization trend is expected to continue in the future for the region and the U.S. as a whole, in large part due to globalization and technological change.

Occupations within the middle wage category have also seen different trajectories over the last ten years. In the Portland metropolitan area, around 13,200 manufacturing production jobs were lost during the recession and only 4,600 of those jobs had been recovered as of 2017. Production workers face continuing pressure from globalization and automation in the manufacturing industry.

Administrative and office support occupations also saw significant job losses and weak recovery as advances in technology change the nature of office work and the need for support staff.

On the other hand, employment in several middle wage occupations that are primarily driven by population and demographic change continued to grow during and after the recession, including healthcare support workers, police officers, and teachers.

#### Changes in where businesses locate

As we plan for future employment, we need to be aware of changes in where businesses locate and how they use space. Most of these trends point to more efficient use of land.

Nationwide, there has been a trend of businesses relocating from more remote campus settings to downtowns. Businesses are doing this to attract and retain an educated workforce that wants access to urban amenities like restaurants, bars, cafés and transit.

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This is now a mainstream trend. In recent years, G.E. moved its headquarters from a suburban campus in Connecticut to a downtown Boston location. The new G.E. headquarters won't have a parking lot. McDonald's and Kraft Heinz both moved from suburban Chicago locations to downtown.

In the greater Portland region, these trends are evident. The highest rate of job growth in the region from 2007 to 2016 was in central Portland at 18.4 percent growth. This was followed by the outer west side, inner north and east, and the outer I-5 areas at 15.3 to 16.4 percent growth. Job growth in east Multnomah County and Clackamas County has lagged behind at 6.1 percent.

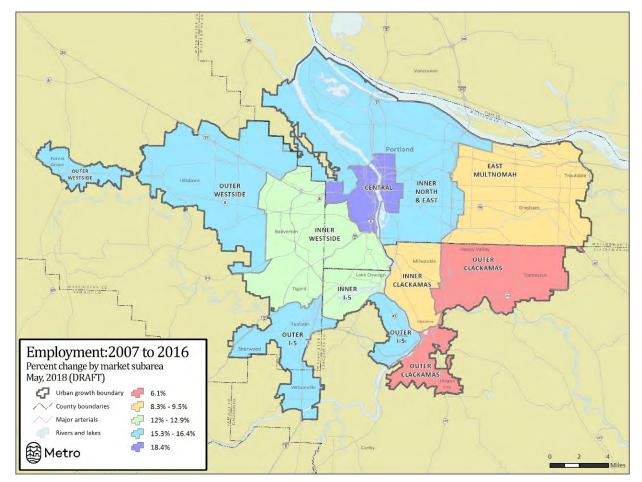


Figure 16: Percent change of employment by market subarea, 2007-2016

# Our workplaces look different than they used to

Inside office buildings, workers are taking up less space than they used to. In many professions, gone are the days of private offices. Instead, a laptop and a chair are often more typical.

Among the increasing ranks of the "gig economy" (self-employed), work space can be co-working space that is leased by the hour or a seat at a coffee shop for the price of coffee refills.

In the medical sector, health care providers are following their patients. They see future demand for outpatient clinics close to where people live.

The "non-store retailers" category includes catalog and internet-based businesses that fulfill orders by mail as well as other nonstore vendors. Regional employment by non-store retailers increased by nearly 27 percent from 2007 to 2017 (source: QCEW).

This retail trend has implications for other sectors in the greater Portland region. Shipping and delivery employment grew by 31 percent over the same period, while warehousing employment grew nearly 9 percent (source: QCEW). E-commerce's focus on quick deliveries means that demand for space is often in close-in locations. For "brick and mortar" retail, the emergence of e-commerce and people shifting their consumption habits from retail goods to meals and entertainment portends the closing of malls and retail businesses in commercial corridors (Thompson, 2017). This trend can be seen in the closure of many Sears, J.C. Penney, Macy's, and Kmart stores and all Toys R Us stores in the U.S. Between 2007 and 2009, 400 of the U.S.'s largest 2,000 malls closed (Esri, 2014).

The construction of data centers has recently created more demand for industrial land. Policy makers may wish to consider what an appropriate land use planning response should be. While data centers play an important role in the modern economy, they tend to have few employees and will use large sites when vacant land is relatively abundant or inexpensive (Miller, 2017). This is not out of necessity, however. There are numerous examples of data centers in multistory buildings such as downtown Portland and Chicago and in northern Virginia and Silicon Valley. They locate there despite higher real estate and construction costs to save milliseconds on data transmission times (Miller, 2017).

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### From home to work and back

Ours is a regional economy that doesn't stop and start at state lines, the UGB, or county and city boundaries. People make complex decisions about where to live and work. Few of us choose the job closest to home or the home closest to our job. Rather, we consider other factors, which might include:

- whether jobs are a good match for our skills
- whether jobs pay enough
- whether our spouse or partner is also employed, but in a different location
- whether homes match our budget
- whether homes and neighborhoods match our preferences
- whether we can tolerate or afford longer commutes
- whether local schools meet our needs and preferences.

These choices are borne out in the data on commute patterns that show people commuting across city and county lines, Those patterns will not be changed by any UGB expansion for housing or jobs. The best course of action is to plan communities with a mix of uses that shorten our other trips – going to the grocery store, for example – and provide reliable and safe multimodal transportation options to link different parts of the region.

In the context of growth management decisions, these patterns influence the amount of housing and job growth that is likely to locate in the Metro UGB. Historically (since 1979), about 61 percent of the new households in the seven-county metropolitan area and 82 percent of the new jobs have located in the Metro UGB.

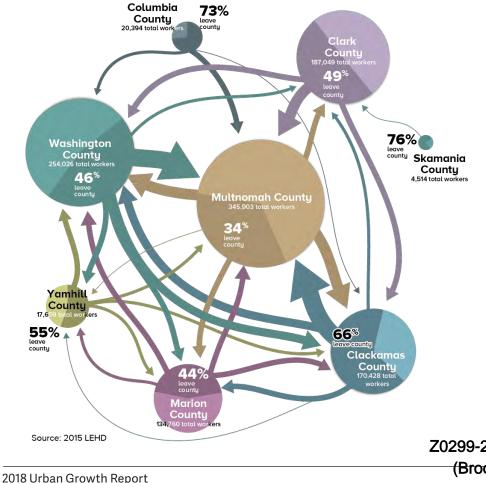


Figure 17: Where greater Portland area residents work by county, 2015 (source: US Census LEHD)

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#### **Good sources**

Metro bases its forecast on the best sources available:

- U.S. Census
- U.S. Bureau of Labor Statistics
- U.S. Bureau of Economics
- Federal Reserve Board
- Portland State University's Population Research Center
- IHS Markit

#### Handling uncertainty

There is uncertainty in any forecast. Metro recognizes uncertainty by producing a probabilistic range forecast. The midpoint of the range is the most likely outcome. However, migration trends, federal monetary policy, technological change, recessions and international relations are all factors that may move actual growth higher or lower in the range.

### **Regional outlook**

The communities inside the Metro UGB are a major part of a larger regional economy that extends over seven counties and across state lines. To understand housing and employment needs in the Metro UGB, we need to first understand what's happening in the larger seven-county metropolitan area. This larger area is the starting point for Metro's population, household and employment growth forecasts. This seven-county forecast is documented in Appendix 1.

Metro subjects its forecast model and the forecast results to a peer review process that includes public and private partners who are experts in economics and demographics. In the case of the draft forecast, the peer review panel found the forecast to be reasonable and in line with other projections. Documentation for the peer review process is included in Appendix 1.

To check how we're doing, Metro also provides comparisons of past forecasts and actual growth (see Appendix 1). Those comparisons show that Metro's forecasts have been accurate and reliable. Metro's 2010 forecast has held up well, slightly underestimating population growth and slightly overestimating employment growth in the seven-county area. After five years, the forecast was within three percent of actual estimates for population and employment, less than a one percent annual difference. It is also worth noting that the year 2015 "actual" numbers are estimates and also subject to error.

#### We expect more people in the region

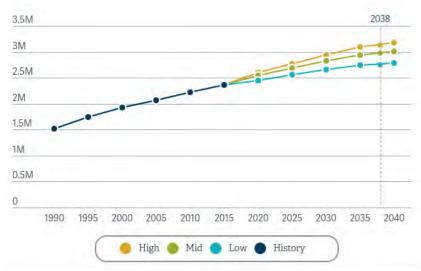
Between 2018 and 2038, there could be between 365,000 (low) to 659,000 (high) additional people residing in the seven-county region. The most likely amount of growth is 524,000 more people in the seven-county region.

Table 2: Population forecast for the seven-county Metropolitan Statistical Area (2018 to 2038)

	2018	2038	Difference
Low growth	2,414,000	2,779,000	365,000
Most likely growth	2,481,000	3,005,000	524,000
High growth	2,516,000	3,175,000	659,000

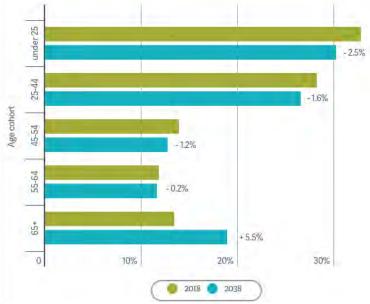
The primary source of population growth in the region will continue to be migration. Births represent an ever-shrinking source of population growth in our region and nation. In 2017, the U.S. saw the fewest births in 30 years and its lowest general fertility rate in history. (U.S. Department of Health and Human Services, 2018) Along with declining birth rates, the region's population is aging. In 2018, about 13 percent of the population is 65 years or older. By 2038, about 19 percent of the population will be 65 years or older.

Figure 18: Population history and range forecast, seven-county Portland-Vancouver-Hillsboro MSA, 1990-2038.



Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017

Figure 19: Age cohorts as a percentage of total population, seven-county Portland-Vancouver-Hillsboro MSA, 2018 and 2038



Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 Note: Age bracket size (i.e. the number of years per age bracket) varies by cohort.

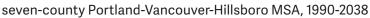
#### We expect more households in the region

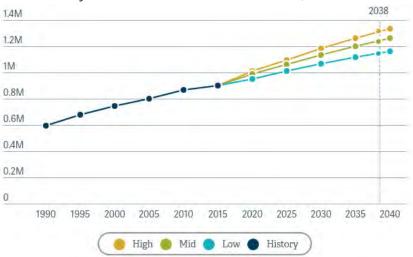
Between 2018 and 2038, there could be between 212,000 (low) to 335,000 (high) additional households in the seven-county region. The most likely amount of growth is 279,000 more households in the seven-county region.

Table 3: Household forecast for the seven-county Metropolitan Statistical Area (2018 to 2038)

	2018	2038	Difference
Low growth	932,000	1,144,000	212,000
Most likely growth	958,000	1,237,000	279,000
High growth	972,000	1,307,000	335,000

Figure 20: Household history and range forecast





Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017

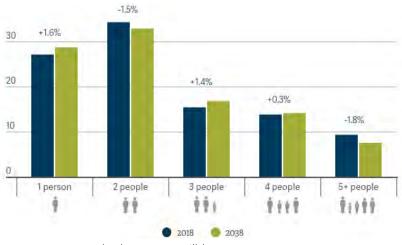


Figure 21: Household size history and forecast by share of total, seven-county Portland-Vancouver-Hillsboro MSA, 2018 to 2038

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Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, No Z0299-20-CP & Z0300-20-ZAP

Because people are staying single longer and having fewer children, the average household size for the seven-county metropolitan area is expected to drop from 2.6 people per household in 2018 to about 2.4 people per household in 2038. Today (and in 2038), almost two-thirds of households consist of one or two people.

In 2018, about 23 percent of heads of households are 65 and older. By 2038, about 30 percent of heads of households will be 65 and older.

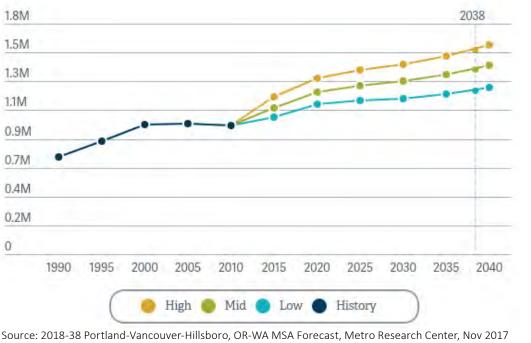
### We expect more jobs in the region

Between 2018 and 2038, there could be between 135,000 (low) to 258,000 (high) additional jobs in the seven-county region. The most likely amount of growth is 209,000 more jobs in the seven-county region.

Table 4: Employment forecast for the seven-county Metropolitan Statistical Area (2018 to 2038)

	2018	2038	Difference
Low growth	1,108,000	1,243,000	135,000
Most likely growth	1,193,000	1,402,000	209,000
High growth	1,293,000	1,551,000	258,000

Figure 22: Employment history and range forecast seven-county Portland-Vancouver-Hillsboro MSA, 1990-2038



**EXHIBIT 13** 

Z0299-20-CP & Z0300-20-ZAP

(Brooktraut Properties LLC)

There is more uncertainty around the job forecast than the population forecast since the economy may be positively or negatively impacted by global events, innovations, and decisions that can't be predicted. Actual growth will not follow a smooth trend line, but will have ups and downs with business cycles.

There is yet more uncertainty when it comes to forecasting employment by sector, but most economists see continued strength in sectors like education and medicine that serve the growing population. On the flip side, because of automation and other factors, many economists see slow or no job growth for industrial sectors – such as high-tech manufacturing and wood products – that have traditionally been strengths for Oregon (Lehner, Oregon's Industrial Structure and Outlook, 2018). Instead, going forward, employment growth in the high-tech sector is expected in software development (Lehner, Oregon High-Tech Outlook, 2018).

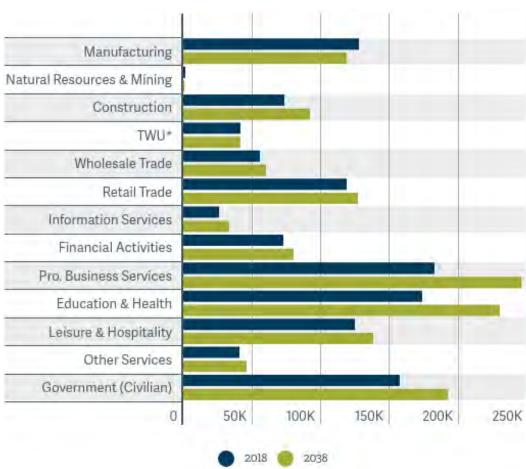


Figure 23: Employment by sector, current and baseline (likely) forecast seven-county Portland-Vancouver-Hillsboro MSA, 2018 and 2038

Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 "TWU" = Transport, Warehousing and Utilities

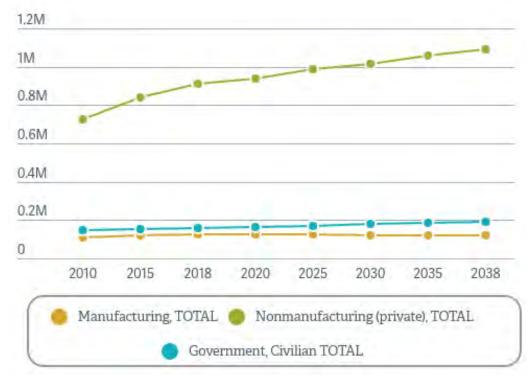


Figure 24: Employment history and projections (by major sector) seven-county Portland-Vancouver-Hillsboro MSA, 1990-2038

Source: 2018-38 Portland-Vancouver-Hillsboro, OR-WA MSA Forecast, Metro Research Center, Nov 2017 Forecast is for mid-range projection.

### Where growth can happen

#### Redevelopment

Development on a tax lot where the original structure has been demolished and there is a net increase in housing units or jobs.

Infill Additional development on a tax lot where the original structure has been left intact and the lot is considered developed.

**Vacant land** Land inside the UGB that's not developed.

**Urban reserves** Areas outside the current UGB designated by Metro and the three counties as the best places for future growth if urban growth expansions are needed over the next 50 years.

**Neighbor cities** Cities in the larger metropolitan area, but outside of Metro's jurisdiction: Vancouver, Newberg, Sandy, etc.

### How much room is there for housing and job growth inside the UGB?

### Committed to using land efficiently

To protect farms and forests, Oregon law encourages the efficient use of land already inside the UGB. This focus on making the most of what we have also keeps jobs, housing, shopping and services closer by. Future development will happen – not only on vacant land – but also through redevelopment or infill.

Redevelopment and infill have demonstrated their importance in recent years, accounting for 76 percent of the net new housing units in the Metro UGB in the 2007 to 2016 time period, far exceeding previous forecasts. This is an important reminder of several points:

- Existing urban locations that are close to services and amenities are in high demand, so much so that economists have coined the phrase "a shortage of cities" (Cortright, Dow of Cities: Big data on the urban price premium, 2018).
- Encouraging redevelopment and infill is the means to address the shortage of cities and to reduce housing prices in these locations.
- Redevelopment and infill are not static. They are more likely in locations that are in high demand.

### Buildable land inventory review process

Metro inventories buildable land through a comprehensive process that includes extensive review by city and county planning staff. Many local staff participated in Metro's Land Use Technical Advisory Group (LUTAG), which assisted in the inventory. LUTAG began meeting in the summer of 2017 and met regularly through spring of 2018.

Appendix 2 describes the methods that Metro used to estimate how much buildable land is inside the UGB. All cities and counties in the region had an opportunity to review the buildable land inventory used in this analysis. The inventory results are described in Appendix 2.

Though the inventory assumes that current zoning regulates allowable uses, it does not assume that all of that zoned capacity is viable in the next 20 years (there is zoned capacity for over 1.3 million homes in the UGB).

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The inventory begins with aerial photos locating vacant land. Subsequent steps account for environmental constraints such as steep slopes and wetlands.

Aside from vacant land, additional housing and jobs are also expected on some already-developed lands. There are a variety of uncertain market factors that may influence long-term redevelopment and infill potential. For that reason, redevelopment and infill potential are expressed as a range.

### Buildable residential land inside the UGB

The buildable land inventory for the Metro UGB includes capacity for 228,200 to 363,300 additional homes. The difference in the two numbers is attributable to redevelopment potential. Because of a variety of factors (infrastructure, market, neighborhood opposition, etc.), not all of this capacity may be development-ready in the 20-year planning period.

Table 5: Residential buildable land range (source: Metro, in coordination with cities and counties)

	Single-family homes	Multi-family homes	Total homes
Low	92,300	135,900	228,200
Medium	92,300	227,700	320,000
High	92,300	271,000	363,300

Note: single-family housing capacity is shown as a static number rather than a range since there are fewer market uncertainties than with multifamily redevelopment

### Buildable employment land inside the UGB

Metro categorizes employment land as commercial or industrial according to adopted zoning. As documented in the 2014 Urban Growth Report, these categories are somewhat flexible and it is common to find commercial employment on industrial land.

### Commercial (non-industrial) employment land

There are 2,150 to 2,530 net buildable acres of commercial employment land inside the Metro UGB. Because there is uncertainty around redevelopment of land in mixed-use zones, these buildable acres are expressed as a range.

### Industrial employment land

There are 8,600 net buildable acres of industrial employment land inside the Metro UGB.

### Large industrial sites

Expanding and attracting traded-sector businesses are important aspects to creating middle-income jobs. As an income tax dependent state, Oregon's higher wage jobs generate revenue to fund schools, parks and other public services. The greater Portland region competes globally to attract these coveted jobs, so it is important to have development-ready sites where businesses can locate.

The 2017 update of the Regional Industrial Site Readiness project inventoried large, vacant industrial sites (over 25-net buildable acres per site) and is included as Appendix 8. The inventory is a subset of the previously described industrial land inventory. It finds 65 large industrial sites inside the UGB and at varying stages of development readiness:

- There are 45 large industrial sites inside the UGB that may be available to the general market¹¹.
- An additional 20 large industrial sites inside the UGB that are held by existing firms for potential future expansion.

The focus of the Regional Industrial Site Readiness project is to identify actions that must be taken to make these sites development-ready to produce jobs. The project finds that many large industrial sites have extensive needs including:

- infrastructure needs, particularly transportation improvements
- site assembly
- brownfield cleanup
- wetland mitigation

- annexation by cities
- willing seller.

These challenges mean that, of the 45 large sites that aren't being held by existing businesses for future expansion:

- 10 sites are developable within a 6-month timeframe (Tier One)
- 11 sites will require 7 to 30 months to be made development-ready (Tier Two)
- 4 sites will require more than 30 months to be made development-ready (Tier Three).

Any sites added to the UGB would be Tier Three, requiring months of effort and substantial investment to make them development-ready.

11. The inventory identified 47 sites, but two of them outside the UGB, so they are not **Z0299d 20rCP & Z0300-20-ZAP** 

EXHIBIT 13

### Conclusion

Since the draft UGR was released in July 2018, the Metro Council provided direction to Metro staff in Resolution No. 18-4914, which accepts the Chief Operating Officer recommendation regarding the proposed expansion areas and directs staff to include conditions of approval that will ensure an appropriate mix of housing types in those areas. Based on that direction, staff has completed a regional Housing Needs Analysis, which can be found in Appendix 5A.

The Housing Needs Analysis identifies a need for additional land in the UGB to address single-family housing demand (attached and detached housing). The Housing Needs Analysis assumes the baseline (midpoint of the forecast range) household forecast as documented in Appendix 1 and the midpoint of the buildable land inventory range as documented in Appendix 2.

It also assumes that the Metro UGB will "capture" a share of the larger 7-county household growth that is in keeping with historic and modeled rates. The analysis also assumes that 50 percent of the new housing will be single-family housing (attached and detached), a rate that represents a continued long-term shift towards multifamily and single-family attached housing. The Housing Needs Analysis summarizes the regional need for additional single-family housing as follows:

7-county MSA new households, 2018 to 2038 (midpoint of range)	
7-county MSA new dwelling units (apply 5% vacancy rate)	293,000
Metro UGB new dwelling units (capture rate range = 67.2%)	196,900
Metro UGB new single family dwelling units (SF rate = 50%)	
Metro UGB existing single family capacity (attached and detached)	92,300
Unmet single family dwelling unit (attached and detached) need	6,100

The proposed 2,181 gross acres of UGB expansions will provide a total of approximately 6,100 single-family housing units along with approximately 3,100 multifamily units, for a total of approximately 9,200 homes. The proposed 6,100 singlefamily units in expansion areas will address the need for 6,100 single-family homes. The proposed conditions of approval for the UGB expansion seek to enhance the variety of singlefamily attached housing that will be allowed in the expansion areas. It is possible that the number of allowed housing units in each area will increase as a result.

EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 41 of 185 As documented in the range buildable land estimates in Appendix 2 and scenario modeling described in Appendix 3, the existing UGB has ample land planned for multifamily housing. Today, 36 percent of existing housing is multifamily housing. That share is likely to increase over time as allowed under city and county zoning.

While no UGB expansion is required to accommodate multifamily housing growth, most of the proposed UGB expansions include some amount of multifamily housing to ensure that these areas provide a variety of housing choices and comply with the state Metropolitan Housing Rule.

Likewise, cities have often included multifamily housing as a means of decreasing infrastructure costs per home and to make more efficient use of land. To ensure that people of varied backgrounds can find housing in these new communities, the conditions of approval require each city to allow additional single-family attached housing options in locations planned for single-family housing in the expansion areas.

The draft Urban Growth Report included the Goal 14 Locational Factor Analysis of Urban Reserves in Appendix 7. Based in part on the results of the Goal 14 Analysis, staff has completed an evaluation (Appendix 7A) of a smaller set of urban reserves using the Metro Code requirements. These analyses support the Metro Council findings that the four urban reserve areas under consideration provide the best locations for expansions under the applicable factors and should be included in the UGB.



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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

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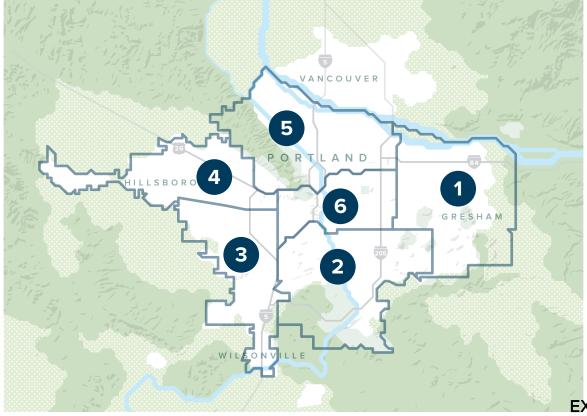


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# **APPENDIX 2 – 2018 BUILDABLE LAND INVENTORY (BLI)**

#### Introduction

This appendix presents revised data of the 2018 Buildable Land Inventory (BLI)¹. This BLI incorporates three separate versions. The different versions acknowledge uncertainty in future markets for redevelopment by using three different ways of estimating redevelopment capacity for residential and non-residential capacity; indeed the BLI should be considered a forecast in its own right given that uncertainty. Capacity estimates for vacant land are the same in each version. Summary BLI tables are tallied by local jurisdiction for each version. Metro Council's 2018 Urban Growth Boundary decision will adopt one BLI, perhaps with values at or between the two endpoints specified in these versions. The three versions of the 2018 BLI provided key inputs to the forecast modeling described in UGR Appendix 3.

#### **Local Review**

All cities and counties in the region were given several opportunities to review preliminary versions of this data. This BLI incorporates edits submitted by the local jurisdictions as a result of their review. Note that not all of this inventory would necessarily be utilized in the 20-year planning horizon. Additional market feasibility considerations are incorporated in the actual forecast modeling (see UGR Appendix 3) to which the BLI versions were inputs.

#### **Damascus BLI Note**

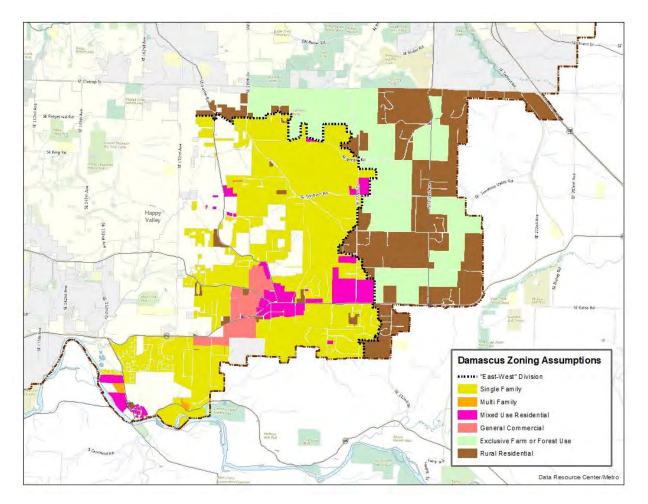
The area formerly known as the City of Damascus is no longer labeled as such in the BLI tables. The capacity of the former Damascus area is now tallied with unincorporated Clackamas County. As in the 2014 UGR, only areas in the west of the former Damascus area are counted as buildable in the 20-year timeframe. This delineation is based on discussions in 2015 between Metro, Clackamas County, Damascus and Happy Valley and remains unchanged.

Map 1, next page, illustrates the zoning and development concepts for the area formerly Damascus.

Table 1, next page, displays the capacity assumptions based on the zoning details shown in the map and buildable land inventory assumptions.

¹ An earlier BLI draft was dated June 18, 2018. This document revises the BLI assumptions for the Basalt Creek area near Tualatin and Wilsonville. The revision increases the BLI estimate of industrial by +93.5 acres and commercial by +3.0 acres. The revision decreases the residential BLI: -834 units by converting SFR to IND designation; -32 units by converting SFR to COM designation; +28 units by converting SFR to MFR.

#### Map 1: Zoning and Concept Assumptions of former Damascus City area



#### Table 1: Capacity Assumptions for the area formerly Damascus

Description	SRZ	Res Acres	Res Units, High Cap.	Res Units, Low Cap.	Emp Acres, High Cap.	Emp Acres, Low Cap.
Single Family (1 Unit/acre)	SFR1	25	48	48	0	0
Single Family (3 Units/acre)	SFR3	21	97	97	0	0
Single Family (4 Units/acre)	SFR4	1,402	7,278	7,278	0	0
Single Family (5 Units/acre)	SFR5	3	23	23	0	0
Multi Family (4-15 Units/acre)	MFR1	7	129	129	0	0
Multi Family (46+ Units/acre)	MFR7	4	529	310	0	0
Mixed Use Residential (4-15 Unit/acre)	MUR1	18	280	231	90	85
Mixed Use Residential (16-20 Units/acre)	MUR2	7	212	143	35	26
Mixed Use Residential (21-25 Units/acre)	MUR3	0	2	0	1	0
Mixed Use Residential (26-30 Units/acre)	MUR4	11	406	189	60	31
Mixed Use Residential (31-35 Units/acre)	MUR5	2	93	3	13	6
Mixed Use Residential (66-100 Units/acre)	MUR8	0	8	1	1	0
General Commercial	CG	0	0	0	137	137
Single Family, Total	_	1,451	7,446	7,446	n/a	n/a
Multi Family, Total	11	658	439	n/a	n/a	
Mixed Use Residential, Total	39	1,001	566		148	
General Commercial, Total	n/a	n/a	n/a	137	137	
Damascus Total	1,501	9,105	8,451	335	285	

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## Tables

- Residential BLI (Threshold and Statistical methods)
- Employment BLI (Threshold and Statistical methods )

## Maps

- Vacant Residential
- Residential Redevelopment and Infill Map Threshold Price
- Residential Redevelopment and Infill Map Statistical Regression Method
- Residential Redevelopment and Infill Map Statistical Regression Method 3x
- Vacant Employment
- Employment Redevelopment and Infill Map Threshold Price
- Employment Redevelopment and Infill Map Statistical Regression Method
- Residential Redevelopment and Infill Map Statistical Regression Method 3x
- Land Banked Employment Land

## **Residential BLI**

#### 2018 Buildable Lands Inventory Housing Units Summary - Threshold Price Method

particular inclusion	2	Single Fan	nily (SF)	Multi-far	nily (MF)	MF - Low (<7	5DU/acre)	MF - High (>	75DU/acre)	Total Cap	acity by Build	ling Type	1		Percent of C	apacity by Bui	ding Type		
Local Government	Total DU	Vacant	Infill	Vacant	Redev	Vacant	Redev	Vacant	Redev	SF	MF - Low	MF - High	% SF	% MF - Low	% MF - High	Vacant Total	Redev Total	% Vacant	% Redev
Clackamas	65,839	13,380	19,670	12,117	20,672	9,590	15,874	2,527	4,798	33,050	25,464	7,325	50%	39%	11%	25,497	40,342	39%	61%
GLADSTONE	599	29	158	42	370	42	370			187	412		31%	69%	0%	71	528	12%	88%
HAPPY VALLEY	21,140	2,049	3,363	6,617	9,111	6,164	8,843	453	268	5,412	15,007	721	26%	71%	3%	8,666	12,474	41%	59%
JOHNSON CITY	242			4	242		242	-	14.1	1.1	242	1.8	0%	100%	- 0%		242	0%	100%
LAKE OSWEGO	1,183	335	348	148	352	148	352	1.0	10 A 1	683	500		58%	42%	0%	483	700	41%	59%
MILWAUKIE	2,324	479	1,086	518	241	337	53	181	188	1,565	390	369	67%	17%	16%	997	1,327	43%	57%
OREGON CITY	10,066	1,174	1,736	2,507	4,649	614	881	1,893	3,768	2,910	1,495	5,661	29%	15%	56%	3,681	6,385	37%	63%
RIVERGROVE	11	6	5			-		1.1		11	1	1.001	100%	0%	0%	6	5	55%	45%
WEST LINN	842	456	321	21	44	21	44		1.0	777	65		92%	8%	0%	477	365	57%	43%
WILSONVILLE	2,271	609	415	773	474	773	437		37	1,024	1,210	37	45%	53%	2%	1,382	889	61%	39%
UNINCORP-CLACK	27,161	8,243	12,238	1,491	5,189	1,491	4,652		537	20,481	6,143	537	75%	23%	2%	9,734	17,427	36%	64%
Multnomah	222,951	8,453	11,661	20,799	182,038	5,898	43,739	14,901	138,299	20,114	49,637	153,200	9%	22%	69%	29,252	193,699	13%	87%
FAIRVIEW	954	120	155	390	289	390	289			275	679		29%	71%	0%	510	444	53%	47%
GRESHAM	13,076	1,504	3,119	2,893	5,560	2,737	4,966	156	594	4,623	7,703	750	35%	59%	6%	4,397	8,679	34%	66%
MAYWOOD PARK	5	5		1.27	4	4	1.4		1.1	5	4	41	100%	0%	0%	5	1.1	100%	0%
PORTLAND	198,203	4,738	6,893	16,279	170,293	1,534	32,588	14,745	137,705	11,631	34,122	152,450	6%	17%	77%	21,017	177,186	11%	89%
TROUTDALE	1,659	663	239	289	468	289	468	1	1	902	757	1.0	54%	46%	0%	952	707	57%	43%
WOOD VILLAGE	778	12	13	113	640	113	640	1	4	25	753		3%	97%	0%	125	653	16%	84%
UNINCORP-MULT	8,276	1,411	1,242	835	4,788	835	4,788			2,653	5,623	- 61	32%	68%	0%	2,246	6,030	27%	73%
Washington	74,597	14,275	24,898	12,911	22,513	12,100	20,162	811	2,351	39,173	32,262	3,162	53%	43%	4%	27,186	47,411	36%	64%
BEAVERTON	11,768	2,582	1,909	3,316	3,961	2,714	3,470	602	491	4,491	6,184	1,093	38%	53%	9%	5,898	5,870	50%	50%
CORNELIUS	2,316	37	88	1,734	457	1,734	457	1.1		125	2,191		5%	95%	0%	1,771	545	76%	24%
DURHAM	41	24	17					1.0	1	41	1.1	· · ·	100%	0%	0%	24	17	59%	41%
FOREST GROVE	4,823	978	1,754	576	1,515	576	1,515			2,732	2,091	1 ÷ 1	57%	43%	0%	1,554	3,269	32%	68%
HILLSBORO	9,320	1,338	1,133	2,672	4,177	2,672	4,177	1.0		2,471	6,849	~	27%	73%	0%	4,010	5,310	43%	57%
KING CITY	107	24	61		22	14.1	22	1.0		85	22		79%	21%	0%	24	83	22%	78%
SHERWOOD	815	86	297	227	205	227	205	1.4		383	432	2÷	47%	53%	0%	313	502	38%	62%
TIGARD	13,562	1,909	3,604	1,933	6,116	1,908	5,147	25	969	5,513	7,055	994	41%	52%	7%	3,842	9,720	28%	72%
TUALATIN	797	76	336	122	263	122	263	÷	1	412	385	8	52%	48%	0%	198	599	25%	75%
UNINCORP-WASH	31,048	7,221	15,699	2,331	5,797	2,147	4,906	184	891	22,920	7,053	1,075	74%	23%	3%	9,552	21,496	31%	69%
Grand Total	363,387	36,108	56,229	45,827	225,223	27,588	79,775	18,239	145,448	92,337	107,363	163,687	25%	30%	45%	81,935	281,452	23%	77%

2018 Buildable Lands Inventory Housing Units Summary - Statistical Analysis Method

to the realization of		Single Far	nily (SF)	Multi-fam	ily (MF)	MF - Low (<7	5DU/acre)	MF - High (>	75DU/acre)	Total Cap	acity by Build	ding Type			Percent of C	apacity by Bui	lding Type		-
Local Government	Total DU	Vacant	Infill	Vacant	Redev	Vacant	Redev	Vacant	Redev	SF	MF - Low	MF - High	% SF	% MF - Low	% MF - High	Vacant Total	Redev Total	% Vacant	% Redev
Clackamas	59,481	13,380	19,670	12,117	14,314	9,590	10,580	2,527	3,734	33,050	20,170	6,261	56%	34%	11%	25,497	33,984	43%	579
GLADSTONE	435	29	158	42	206	42	206	te		187	248		43%	57%	0%	71	364	16%	849
HAPPY VALLEY	17,492	2,049	3,363	6,617	5,463	6,164	5,446	453	17	5,412	11,610	470	31%	66%	3%	8,666	8,826	50%	509
IOHNSON CITY	138		-	~	138	-	138		- A.	-	138	2.1	0%	100%	0%		138	0%	1009
LAKE OSWEGO	1,230	335	348	148	399	148	398	100	2	683	546	2	56%	44%	0%	483	747	39%	619
MILWAUKIE	2,612	479	1,086	518	529	337	121	181	409	1,565	458	590	60%	18%	23%	997	1,615	38%	629
OREGON CITY	8,935	1,174	1,736	2,507	3,518	614	526	1,893	2,992	2,910	1,140	4,885	33%	13%	55%	3,681	5,254	41%	59%
RIVERGROVE	11	6	5	-		-	~			11	1.1		100%	0%	0%	б	5	55%	45%
WEST LINN	883	456	321	21	85	21	85	-		777	106	-	88%	12%	0%	477	406	54%	46%
WILSONVILLE	2,116	609	415	773	319	773	316	200	3	1,024	1,089	3	48%	51%	0%	1,382	734	65%	35%
UNINCORP-CLACK	25,629	8,243	12,238	1,491	3,657	1,491	3,346	×	311	20,481	4,837	311	80%	19%	1%	9,734	15,895	38%	62%
Multnomah	95,829	8,453	11,661	16,925	58,790	5,897	15,966	11,028	42,825	20,114	21,863	53,852	21%	23%	56%	25,378	70,451	26%	74%
FAIRVIEW	884	120	155	390	219	390	219			275	609		31%	69%	0%	510	374	58%	42%
GRESHAM	12,237	1,504	3,119	2,893	4,721	2,737	4,239	156	482	4,623	6,976	638	38%	57%	5%	4,397	7,840	36%	64%
MAYWOOD PARK	5	5	1.1		÷.		÷.	14	1	5		3.1	100%	0%	0%	5	20	100%	0%
PORTLAND	74,815	4,738	6,893	12,406	50,779	1,534	8,436	10,872	42,343	11,631	9,970	53,215	16%	13%	71%	17,144	57,672	23%	77%
TROUTDALE	1,436	663	239	288	246	288	246		1.1	902	534	1.1.2.1	63%	37%	0%	951	485	66%	34%
WOOD VILLAGE	633	12	13	113	495	113	495	8	-	25	608	(÷	4%	96%	0%	125	508	20%	80%
UNINCORP-MULT	5,820	1,411	1,242	835	2,332	835	2,332			2,653	3,167	2	46%	54%	0%	2,246	3,574	39%	61%
Washington	72,983	14,275	24,898	12,911	20,899	12,100	18,514	811	2,385	39,173	30,614	3,196	54%	42%	4%	27,186	45,797	37%	63%
BEAVERTON	13,071	2,582	1,909	3,316	5,264	2,714	4,598	602	666	4,491	7,312	1,268	34%	56%	10%	5,898	7,173	45%	55%
CORNELIUS	2,109	37	88	1,734	250	1,734	250			125	1,984		6%	94%	0%	1,771	338	84%	16%
DURHAM	48	24	17	-	7		7	-		41	7	4	85%	15%	0%	24	24	50%	50%
FOREST GROVE	4,868	978	1,754	576	1,560	576	1,560	-		2,732	2,136	-	56%	44%	0%	1,554	3,314	32%	68%
HILLSBORO	9,377	1,338	1,133	2,672	4,234	2,672	4,234	100	1.1	2,471	6,906	1.1	26%	74%	0%	4,010	5,367	43%	57%
KING CITY	108	24	61	-	23		23	200	~	85	23	-	79%	21%	0%	24	84	22%	789
SHERWOOD	727	86	297	227	117	227	117	1	8.	383	344		53%	47%	0%	313	414	43%	579
TIGARD	12,861	1,909	3,604	1,933	5,415	1,908	4,578	25	837	5,513	6,486	862	43%	50%	7%	3,842	9,019	30%	70%
TUALATIN	704	76	336	122	170	122	170			412	292		59%	41%	0%	198	506	28%	729
UNINCORP-WASH	29,109	7,221	15,699	2,331	3,858	2,147	2,977	184	881	22,920	5,124	1,065	79%	18%	4%	9,552	19,557	33%	679
Grand Total	228,293	36,108	56,229	41,953	94,003	27,587	45,060	14,366	48,943	92,337	72,647	63,309	40%	32%	28%	78,061	150,232	34%	66%

De la secola de	The second	Single Far	nily (SF)	Multi-fan	nily (MF)	MF - Low (<7	5DU/acre)	MF - High (>	75DU/acre)	Total Cap	acity by Build	ling Type			Percent of Ca	apacity by Buil	ding Type		-
Local Government	Total DU	Vacant	Infill	Vacant	Redev	Vacant	Redev	Vacant	Redev	SF	MF - Low	MF - High	% SF	% MF - Low	% MF - High	Vacant Total	Redev Total	% Vacant	% Redev
Clackamas	59,481	13,380	19,670	12,117	14,314	9,590	10,580	2,527	3,734	33,050	20,170	6,261	56%	34%	11%	25,497	33,984	43%	579
GLADSTONE	435	29	158	42	206	42	206			187	248		43%	57%	0%	71	364	16%	84%
HAPPY VALLEY	17,492	2,049	3,363	6,617	5,463	6,164	5,446	453	17	5,412	11,610	470	31%	66%	3%	8,666	8,826	50%	50%
JOHNSON CITY	138		1.0	1.4	138		138	1.1.1			138	e	0%	100%	0%		138	0%	100%
LAKE OSWEGO	1,230	335	348	148	399	148	398	1.1.1	2	683	546	2	56%	44%	0%	483	747	39%	61%
MILWAUKIE	2,612	479	1,086	518	529	337	121	181	409	1,565	458	590	60%	18%	23%	997	1,615	38%	62%
OREGON CITY	8,935	1,174	1,736	2,507	3,518	614	526	1,893	2,992	2,910	1,140	4,885	33%	13%	55%	3,681	5,254	41%	59%
RIVERGROVE	11	6	5	-			1.1		21	11			100%	0%	0%	6	5	55%	45%
WESTLINN	883	456	321	21	85	21	85			777	106		88%	12%	0%	477	406	54%	46%
WILSONVILLE	2,116	609	415	773	319	773	316	1.00	3	1,024	1,089	3	48%	51%	0%	1,382	734	65%	35%
UNINCORP-CLACK	25,629	8,243	12,238	1,491	3,657	1,491	3,346	1.0	311	20,481	4,837	311	80%	19%	1%	9,734	15,895	38%	62%
Multnomah	183,731	8,453	11,661	16,925	146,693	5,897	28,875	11,028	117,818	20,114	34,772	128,845	11%	19%	70%	25,378	158,354	14%	86%
FAIRVIEW	884	120	155	390	219	390	219			275	609	-	31%	69%	0%	510	374	58%	42%
GRESHAM	12,237	1,504	3,119	2,893	4,721	2,737	4,239	156	482	4,623	6,976	638	38%	57%	5%	4,397	7,840	36%	64%
MAYWOOD PARK	5	5		1.1		-	-		-	5		-	100%	0%	0%	5		100%	0%
PORTLAND	162,717	4,738	6,893	12,406	138,681	1,534	21,345	10,872	117,336	11,631	22,879	128,207	7%	14%	79%	17,144	145,574	11%	89%
TROUTDALE	1,436	663	239	288	246	288	246	1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.		902	534	*	63%	37%	0%	951	485	66%	34%
WOOD VILLAGE	633	12	13	113	495	113	495		-	25	608	-	4%	96%	0%	125	508	20%	80%
UNINCORP-MULT	5,820	1,411	1,242	835	2,332	835	2,332			2,653	3,167	-	46%	54%	0%	2,246	3,574	39%	61%
Washington	72,983	14,275	24,898	12,911	20,899	12,100	18,514	811	2,385	39,173	30,614	3,196	54%	42%	4%	27,186	45,797	37%	63%
BEAVERTON	13,071	2,582	1,909	3,316	5,264	2,714	4,598	602	666	4,491	7,312	1,268	34%	56%	10%	5,898	7,173	45%	55%
CORNELIUS	2,109	37	88	1,734	250	1,734	250		7	125	1,984	-	6%	94%	0%	1,771	338	84%	16%
DURHAM	48	24	17	8	7		7	-		41	7	-	85%	15%	0%	24	24	50%	50%
FOREST GROVE	4,868	978	1,754	576	1,560	576	1,560		1.1	2,732	2,136	-	56%	44%	0%	1,554	3,314	32%	68%
HILLSBORO	9,377	1,338	1,133	2,672	4,234	2,672	4,234	1.1	1.1	2,471	6,906		26%	74%	0%	4,010	5,367	43%	57%
KING CITY	108	24	61		23		23	-		85	23	-	79%	21%	0%	24	84	22%	78%
SHERWOOD	727	86	297	227	117	227	117		19	383	344	-	53%	47%	0%	313	414	43%	57%
TIGARD	12,861	1,909	3,604	1,933	5,415	1,908	4,578	25	837	5,513	6,486	862	43%	50%	7%	3,842	9,019	30%	70%
TUALATIN	704	76	336	122	170	122	170	-		412	292	-	59%	41%	0%	198	506	28%	72%
UNINCORP-WASH	29,109	7,221	15,699	2,331	3,858	2,147	2,977	184	881	22,920	5,124	1,065	79%	18%	4%	9,552	19,557	33%	67%
Grand Total	316,195	36,108	56,229	41,953	181,906	27,587	57,969	14,366	123,936	92,337	85,556	138,302	29%	27%	44%	78,061	238,135	25%	7.5%

## **Employment BLI**

#### 2018 Buildable Lands Inventory Employment Acres Summary - Threshold Price Method

	1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.1.	Indus	trial	Comm	nercial	Commercia	l on COM	Commerci	al on MUR	Total Capa	acity by Buildi	ng Type			Percent of	f Capacity by B	uilding Type		
Local Government	Total Acres	Vacant	Redev	Vacant	Redev	Vacant	Redev	Vacant	Redev	IND	COM	MUR	% IND	% COM	%MUR	Vacant Total	Redev Total	% Vacant	% Rede
Clackamas	1,877	.385	707	258	520	71	172	187	349	1,093	243	535	58%	13%	29%	643	1,227	34%	65%
GLADSTONE	66	1	60	5		5				61	5		93%	7%	0%	5	60	8%	929
HAPPY VALLEY	386	164	42	63	116		-	63	116	206	111.31	180	53%	0%	47%	227	159	59%	419
IOHNSON CITY	8.1			3	-		141	4	14.1	-		-			1.1	1			
LAKE OSWEGO	7	1	3	2	1	-	-	2	1	4	-	3	58%	0%	42%	3	4	37%	639
MILWAUKIE	21	5	10	4	2	o	ie.)	4	2	15	0	6	72%	1%	27%	9	12	44%	569
OREGON CITY	203	30	113	29	.30			29	30	144		59	71%	0%	29%	59	144	29%	719
RIVERGROVE	2.1	-	-	2	1.1		8	-	· · · ·	-						e	2.1		
WEST LINN	20	4	8	6	2	-	-	6	2	12	-	9	57%	0%	43%	10	10	50%	50%
WILSONVILLE	266	70	174	18	4	8		10	4	244	8	14	92%	3%	5%	87	178	33%	679
UNINCORP-CLACK	909	112	295	131	365	58	172	73	193	407	230	266	45%	25%	29%	243	660	27%	73%
Multnomah	5,240	1,715	2,204	306	1,015	154	273	151	742	3,919	428	893	75%	8%	17%	2,021	3,219	39%	61%
FAIRVIEW	139	63	31	26	19	20	14	6	4	94	34	11	68%	25%	8%	89	49	64%	36%
GRESHAM	999	326	416	88	169	1	15	87	155	742	16	241	74%	2%	24%	414	585	41%	59%
MAYWOOD PARK		1		40	-	2		31	1.1	· · · ·	-	1			1.11	6			
PORTLAND	2,505	658	956	145	745	109	207	36	538	1,614	316	574	64%	13%	23%	804	1,701	32%	68%
TROUTDALE	577	223	322	22	10	13	6	9	4	545	19	13	94%	3%	2%	245	333	42%	589
WOOD VILLAGE	44	2	20	7	16	1	-	6	16	21	1	22	48%	3%	49%	8	36	19%	819
UNINCORP-MULT	976	444	459	17	56	10	31	7	24	903	41	32	93%	4%	3%	461	515	47%	53%
Washington	4,106	1,520	2,152	187	247	92	52	94	195	3,672	144	289	89%	4%	7%	1,706	2,400	42%	58%
BEAVERTON	116	24	42	20	30	2	0	18	30	66	3	47	57%	2%	41%	44	72	38%	62%
CORNELIUS	118	33	40	20	26	18	20	2	6	72	38	8	61%	32%	7%	53	65	45%	55%
DURHAM	1	1	1	+	1.4	-		×	÷ 1	1			100%	0%	0%	1	(HC)	100%	0%
FOREST GROVE	211	121	88	0	2		÷ .	0	2	209	3	3	99%	0%	1%	121	90	57%	439
HILLSBORO	598	244	239	65	49	25	2	41	47	484	27	88	81%	4%	15%	310	288	52%	489
KING CITY	2		1	- R	2	-	2		~		2		0%	100%	0%		2	0%	1009
SHERWOOD	151	58	66	13	15	7	8	6	6	123	15	12	82%	10%	8%	71	80	47%	539
TIGARD	119	16	57	15	31	9	6	6	25	73	15	31	61%	13%	26%	31	88	26%	749
TUALATIN	440	177	249	9	4	9	4			427	14	-	97%	3%	0%	186	254	42%	589
UNINCORP-WASH	2,350	846	1,372	43	88	22	9	21	79	2,218	32	100	94%	1%	4%	889	1,460	38%	629
	11,222	3,620	5,063	750	1,783	318	497	432	1,285	8,684	815	1,718	77%	7%	15%	4,370	6,846	39%	619

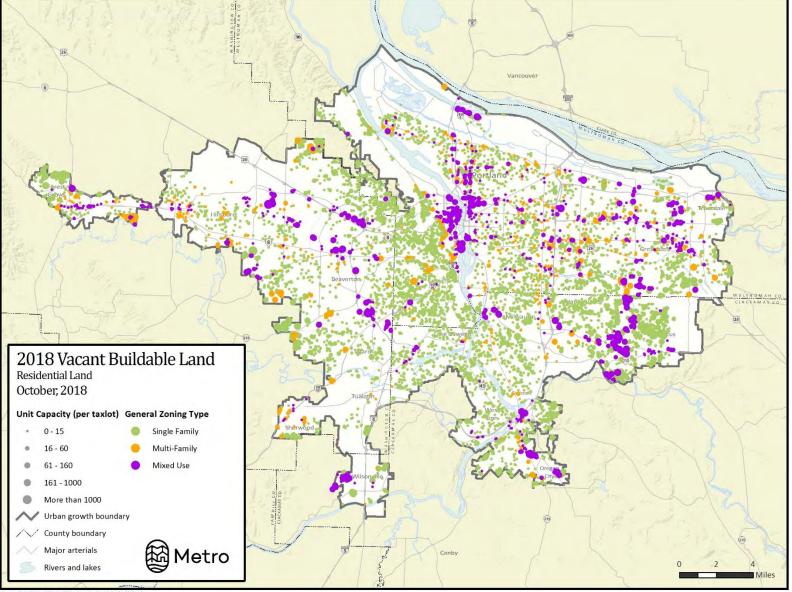
2018 Buildable Lands Inventory Employment Acres Summary - Statistical Analysis Method

		Indus	trial	Comm	iercial	Commercia	I on COM	Commerci	alon MUR	Total Cap	acity by Buildi	ng Type			Percent o	f Capacity by B	uilding Type		
Local Government	Total Acres	Vacant	Redev	Vacant	Redev	Vacant	Redev	Vacant	Redev	IND	COM	MUR	% IND	% COM	%MUR	Vacant Total	Redev Total	% Vacant	% Redev
Clackamas	1,841	385	707	258	484	71	172	187	313	1,093	243	500	59%	13%	27%	643	1,192	35%	659
GLADSTONE	66	1	60	5		5	4.	- 19-2) 	9.	61	5		93%	7%	0%	5	60	8%	929
HAPPY VALLEY	353	164	42	63	84	2	2	63	84	206		147	58%	0%	42%	227	126	64%	369
IOHNSON CITY	à ( ,	-	2.1	-		100											01		
LAKE OSWEGO	12	1	3	2	6	-	-	2	6	4		8	32%	0%	68%	3	10	21%	799
MILWAUKIE	23	5	10	4	4	0	~	4	4	15	0	8	66%	1%	34%	9	14	40%	60%
OREGON CITY	194	30	113	29	22	1		29	22	144	1.1	50	74%	0%	26%	59	135	30%	709
RIVERGROVE	5.1	-	3	-	-	-	-	-		-	-	8				-	-	1.000	
WEST LINN	25	4	8	6	7	-		6	7	12	-	14	46%	0%	54%	10	15	40%	60%
WILSONVILLE	273	70	174	18	12	8		10	12	244	8	21	89%	3%	8%	87	186	32%	68%
UNINCORP-CLACK	894	112	295	131	350	58	172	73	178	407	230	251	46%	26%	28%	243	645	27%	72%
Multnomah	4,905	1,715	2,204	306	680	154	273	151	407	3,919	428	558	80%	9%	11%	2,021	2,884	41%	59%
FAIRVIEW	139	63	31	26	19	20	14	6	4	94	34	11	67%	25%	8%	89	50	64%	369
GRESHAM	965	326	416	88	135	1	15	87	120	742	16	207	77%	2%	21%	414	551	43%	57%
MAYWOOD PARK		8			6	12		-	8.1		-					-	-		
PORTLAND	2,220	658	956	145	460	109	207	36	253	1,614	316	289	73%	14%	13%	804	1,416	36%	64%
TROUTDALE	575	223	322	22	8	13	6	9	2	545	19	11	95%	3%	2%	245	331	43%	57%
WOOD VILLAGE	44	2	20	7	16	1	-	6	16	21	1	21	49%	3%	49%	8	36	19%	81%
UNINCORP-MULT	963	444	459	17	42	10	31	7	11	903	41	18	94%	4%	2%	461	501	48%	52%
Washington	4,099	1,520	2,152	187	241	92	52	94	188	3,672	144	283	90%	4%	7%	1,706	2,393	42%	58%
BEAVERTON	132	24	42	20	46	2	0	18	46	66	3	64	50%	2%	48%	44	88	33%	679
CORNELIUS	117	33	40	20	25	18	20	2	5	72	38	7	62%	32%	6%	53	64	45%	55%
DURHAM	1	1	25	i de la	÷	1.4	-	÷.	÷	1	-	-	100%	0%	0%	1	- 19 L	100%	0%
FOREST GROVE	217	121	88	0	8			0	8	209		8	96%	0%	4%	121	95	56%	44%
HILLSBORO	605	244	239	65	56	25	2	41	54	484	27	95	80%	4%	16%	310	295	51%	49%
KING CITY	2				2	12	2	4	0	26	2	0	0%	100%	0%	9	2	0%	100%
SHERWOOD	150	58	66	13	13	7	8	6	5	123	15	11	82%	10%	8%	71	79	47%	53%
TIGARD	118	16	57	15	30	9	6	6	24	73	15	30	62%	13%	26%	31	87	26%	749
TUALATIN	440	177	249	9	4	9	4	-	-	427	14	-	97%	3%	0%	186	254	42%	58%
UNINCORP-WASH	2,317	846	1,372	43	56	22	9	21	46	2,218	32	67	96%	1%	3%	889	1,428	38%	62%
and the second se	10,845	3,620	5,063	750	1,405	318	497	432	908	8,684	815	1,341	80%	8%	12%	4,370	6,469	40%	60%

		Indus	trial	Comm	ercial	Commercia	l on COM	Commerci	al on MUR	Total Capa	acity by Buildi	ng Type			Percent o	f Capacity by B	uilding Type		
Local Government	Total Acres	Vacant	Redev	Vacant	Redev	Vacant	Redev	Vacant	Redev	IND	COM	MUR	% IND	% COM	%MUR	Vacant Total	Redev Total	% Vacant	% Redev
Clackamas	1,841	385	707	258	484	71	172	187	313	1,093	243	500	59%	13%	27%	643	1,192	35%	65%
GLADSTONE	66	1	60	5	-	5	-	-	-	61	5	-	93%	7%	0%	5	60	8%	92%
HAPPY VALLEY	353	164	42	63	84	-	-	63	84	206	-	147	58%	0%	42%	227	126	64%	36%
JOHNSON CITY	-	-	-	-	-	-	-	-	-	-	-	-				-	-		
LAKE OSWEGO	12	1	3	2	6	-	-	2	6	4	-	8	32%	0%	68%	3	10	21%	79%
MILWAUKIE	23	5	10	4	4	0	-	4	4	15	0	8	66%	1%	34%	9	14	40%	60%
OREGON CITY	194	30	113	29	22	-	-	29	22	144	-	50	74%	0%	26%	59	135	30%	70%
RIVERGROVE	-	-	-	-	-	-	-	-	-	-	-	-				-	-		
WEST LINN	25	4	8	6	7	-	-	6	7	12	-	14	46%	0%	54%	10	15	40%	60%
WILSONVILLE	273	70	174	18	12	8	-	10	12	244	8	21	89%	3%	8%	87	186	32%	68%
UNINCORP-CLACK	894	112	295	131	350	58	172	73	178	407	230	251	46%	26%	28%	243	645	27%	72%
Multnomah	4,905	1,715	2,204	306	947	154	273	151	673	3,919	428	824	80%	9%	17%	2,021	3,150	41%	64%
FAIRVIEW	139	63	31	26	19	20	14	6	4	94	34	11	67%	25%	8%	89	50	64%	36%
GRESHAM	965	326	416	88	135	1	15	87	120	742	16	207	77%	2%	21%	414	551	43%	57%
MAYWOOD PARK	-	-	-	-	-	-	-	-	-	-	-	-				-	-		
PORTLAND	2,220	658	956	145	726	109	207	36	519	1,614	316	556	73%	14%	25%	804	1,682	36%	76%
TROUTDALE	575	223	322	22	8	13	6	9	2	545	19	11	95%	3%	2%	245	331	43%	57%
WOOD VILLAGE	44	2	20	7	16	1	-	6	16	21	1	21	49%	3%	49%	8	36	19%	81%
UNINCORP-MULT	963	444	459	17	42	10	31	7	11	903	41	18	94%	4%	2%	461	501	48%	52%
Washington	4,099	1,520	2,152	187	241	92	52	94	188	3,672	144	283	90%	4%	7%	1,706	2,393	42%	58%
BEAVERTON	132	24	42	20	46	2	0	18	46	66	3	64	50%	2%	48%	44	88	33%	67%
CORNELIUS	117	33	40	20	25	18	20	2	5	72	38	7	62%	32%	6%	53	64	45%	55%
DURHAM	1	1	-	-	-	-	-	-	-	1	-	-	100%	0%	0%	1	-	100%	0%
FOREST GROVE	217	121	88	0	8		-	0	8	209	-	8	96%	0%	4%	121	95	56%	44%
HILLSBORO	605	244	239	65	56	25	2	41	54	484	27	95	80%	4%	16%	310	295	51%	49%
KING CITY	2	-	-	-	2	-	2	-	0	-	2	0	0%	100%	0%	-	2	0%	100%
SHERWOOD	150	58	66	13	13	7	8	6	5	123	15	11	82%	10%	8%	71	79	47%	53%
TIGARD	118	16	57	15	30	9	6	6	24	73	15	30	62%	13%	26%	31	87	26%	74%
TUALATIN	440	177	249	9	4	9	4	-	-	427	14	-	97%	3%	0%	186	254	42%	58%
UNINCORP-WASH	2,317	846	1,372	43	56	22	9	21	46	2,218	32	67	96%	1%	3%	889	1,428	38%	62%
	10,845	3,620	5,063	750	1,672	318	497	432	1,174	8,684	815	1,607	80%	8%	15%	4,370	6,735	40%	62%

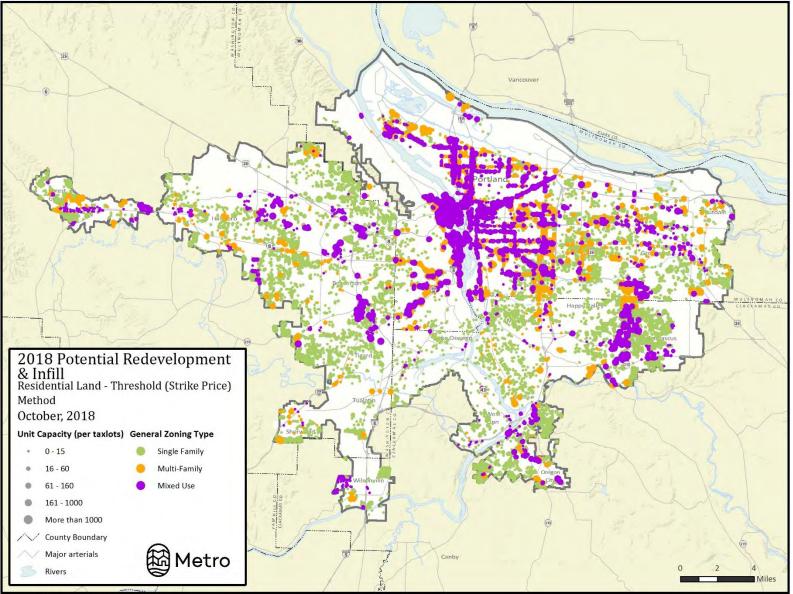
2018 Buildable Lands Inventory Employment Acres Summary - Statistical Analysis Method 3x

## Vacant Residential Map



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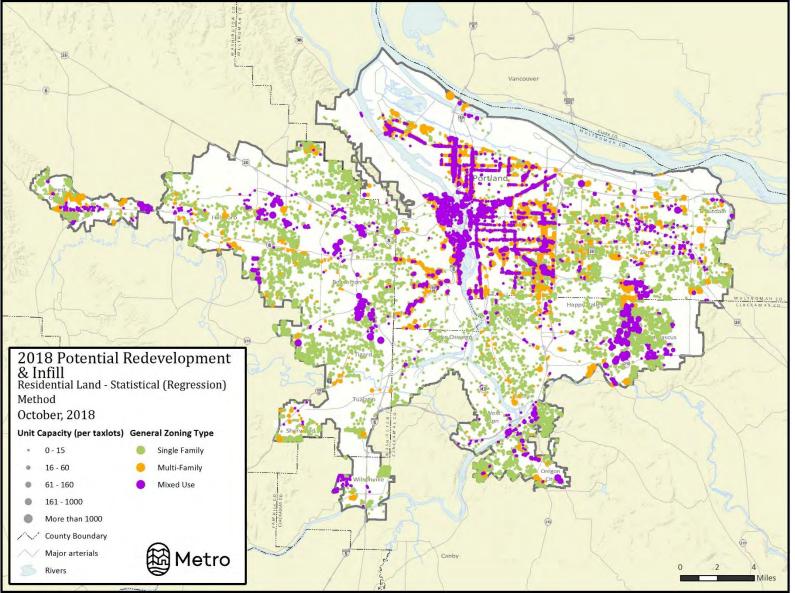


**Residential Redevelopment and Infill Map - Threshold Price** 

Map saved 9/14/2018 at T:\2018UGR\Maps\Infill_redev_Residential_October2018 - StrikePrice.mod

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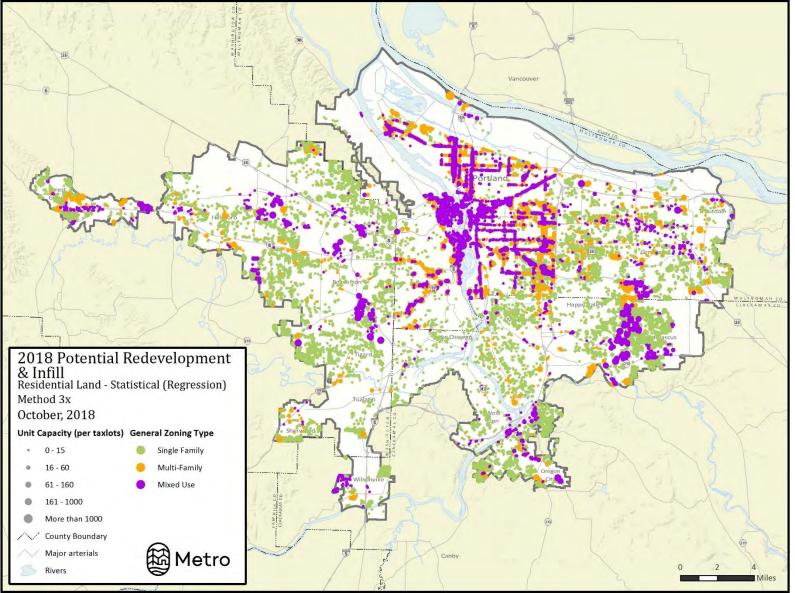


## **Residential Redevelopment and Infill Map – Statistical Regression Method**

Map saved 9/14/2018 at T:\2018UGR\Maps\infill_redev_Residential_October2018 - Regression.mxd

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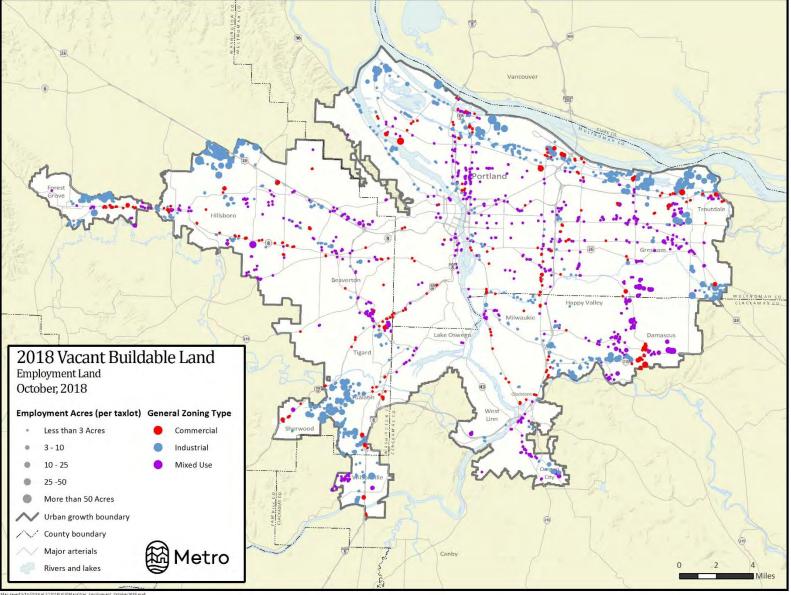
## **Residential Redevelopment and Infill Map – Statistical Regression Method 3x**

saved 10/2/2018 at T:\2018UGR\Maps\Infill_redev_Residential_October2018 - Regression3x.mxd

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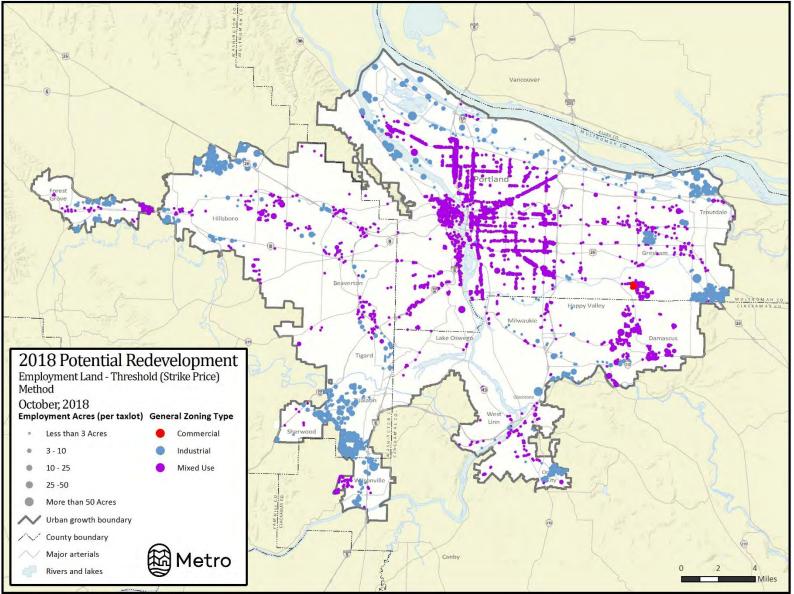
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## Vacant Employment Map



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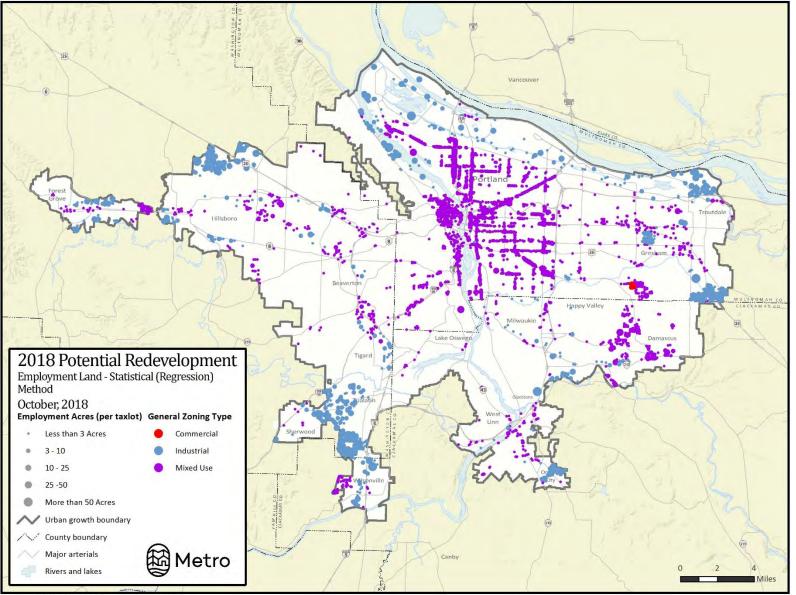
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## **Employment Redevelopment and Infill Map - Threshold Price**

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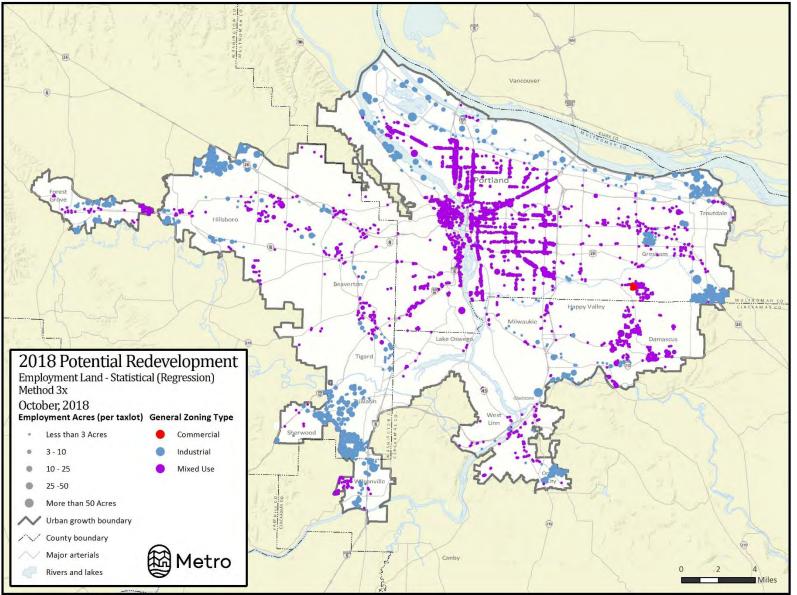
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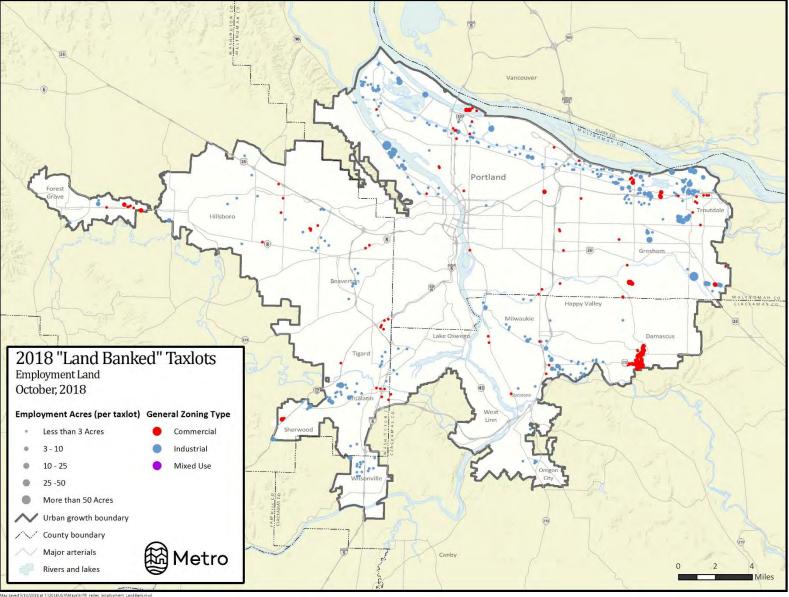


Map saved 10/2/2018 at T:\2018UGR\Maps\Infill_redev_Employment_October2018 - Regression3x.mxd

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# Land Banked Employment Land Map



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# **2018 BLI DATA DICTIONARY AND GUIDANCE FOR USERS**

Field Name	Description	Page in this appendix
Field Name		
TLID		
OWNER1	Description	
OWNER2		Page in this
SITESTRNO		document
SITEADDR	From Assessor Files	
SITECITY		
SITEZIP	Notes:	
LANDVAL	TLID records starting with "MFR" are aggregated taxlots based on Metro's	
BLDGVAL	Multifamily database. Values and square footage are summarized for the entire complex	
TOTALVAL	In some cases, the Jurisdiction City has been modified to place all taxlots	N/A
BLDGSQFT	for a city within the same county	
YEARBUILT		
COUNTY		
JURIS_CITY	Existing Units (from Multifamily Database and Metro's internal singlefamily database)	N/A
UNITS	Existing Units (from Multifamily Database and Metro's internal singlefamily database)	N/A
Vac_Area	The vacant area of the parcel (as determined by Metro's Vacant Land Inventory)	24
Vac_Pct	The percent of taxlot that is identified as vacant	24
slope25_Area		
T3_Area	Environmental Takeouts. In order to not double-count area, the following	
T13_Area	hierarchy is established: Floodway, Slopes >25%, Title 3, Title 13, Floodplain. **	26
floodway_Area		
floodplain_Area		
unconstrained	Taxlot area minus constraints	27
net_no_ROW	unconstrained minus an allowance for Right-of-way and other set-asides.	28
min_lot_size	the minimum lot size as determined by Metro's Zoning Classifications****	N/A
max_lot_size	the maximum lot size as determined by Metro's Zoning Classifications****	N/A
unit_density	the expected unit density for multifamily development as determined by Metro's Zoning Classification****	N/A EXH

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Field Name	Description	Page in this appendix
MUR_MFR_District	Determines Strike Price by area. MFR/MUR: Central City: 130/130; Corridors: 70/80; Eastside Urban: 70/80; Suburban: 10/12; Gateway: 24/24	32
PDX_Harbor	Portland Harbor Access Land [yes/no*]	28
Subarea_3	Subarea #3 for Industrial Land strike price designation	37
max_cap	Does a taxlot mean the Maximum Capacity rule [yes/no*]	29
max_units	The maximum zoned capacity of a taxlot as determined by unit_density or min_lot_size and unconstrained area.	28-32
MUR_MFR_Redev	does a MUR/MFR taxlot qualify under the strikeprice for redevelopment [yes/no*]	32
COM_IND_Redev	does a COM/IND taxlot qualify under the strikeprice for redevelopment [yes/no*]	36-37
RES_PCT	MUR Residential/non-residential split	38 (splits modified in 2018)
LAND_BANK	How many Sq Ft of vacant land are land banked in developed COM/IND properties (converted to acres in net_emp_acres for these taxlots.)	
infill_units	units available through infill or redevelopment.	
net_new_units	output of BLI Model (Strike Price) note: this field will be identical to the "net_units_strike_price" but is left in the database for scripting purposes.	
net_units_strike_price	output of BLI Model (Strike Price)	37
net_units_regression	output of BLI Model with regression analysis on MUR/MFR Redev parcels	N/A - Model
net_units_regression3x	Output of BLI Model with regression analysis modified to reflect the recent surge in development in the City of Portland.	Outputs
net_res_acres	output of BLI Model (Strike Price)	
net_emp_acres	output of BLI Model (Strike Price) note: this field will be identical to the "net_emp_acres_strike_price" but is left in the database for scripting purposes.	
net_emp_acres_strike_price	output of BLI Model (Strike Price)	
net_emp_acres_regression	output of BLI Model with regression analysis on MUR/MFR Redev parcels	N/A
net_emp_acres_regression3x	Output of BLI Model with regression analysis modified to reflect the recent surge in development in the City of Portland.	EXH

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Field Name	Description	Page in this appendix
ZONE_CLASS	Metro's Zone Classifications	N/A
ZONE_GEN	Metro's Generalized Zoning	
centers	is the tax lot in a designated Regional or Town Center [yes/no*] Used in Commercial Land Redev strike price determination	36
VAC_DEV	Is the tax lot classified as Vacant or Developed or to be ignored by model ***	N/A
VAC_DEV2	Is the tax lot classified as Vacant or Developed (Generalized)	N/A
FIPS	Census Tract	N/A
NOTES	Note for special cases/manual edits	N/A
Shape_Length	GIS shape perimeter	N/A
Shape_Area	GIS shape area	N/A
regression_prob_9year	Probability of tax lot redeveloping in the next 9 years	N/A
regression_prob_20year	Probability of tax lot redeveloping in the next 20 years	N/A
TAZ		
Local_Units		
Local_Emp_Acres	Transportation Analysis Zone Designation	N/A
Local_ZONE_GEN	Fields to collect input from Local Review of database	N/A
Local_ZONECLASS		
Local_Comment		
Local_Reviewer_Name	An override of the regression probability based on local input	
Local_probability	An override of the regression probability based on local input	
Local_update	Was the record updated by a local jurisdiction [yes/no*]	
Local_rerun_model	Did the local jurisdiction provide new information that required a rerun of the model. (i.e. a change in zoning class) [yes/no*]	
Local_override	Did the local jurisdiction provide numbers that should override model output [yes/no*]	
Adu_probability	The probability that a single family tax lot could accommodate an ADU	31

## * 1=yes, 0=no

** for 2018 BLI, Floodplain has been added and are treated the same as Title 3 in terms of deduction.

*** VAC_DEV2 has only "VAC", "DEV", "IGNORE". VAC_DEV has more detail about why a taxlot is classified as "IGNORE"

- CEM Cemetery (RLIS ORCA**** subcategory)
- EXEMPT Tax Exempt properties from County Assessors
- GOLF Golf Course (RLIS ORCA**** subcategory)
- HOA Home owner association (RLIS ORCA**** subcategory)
- ORCAO* Other open space ((RLIS ORCA**** subcategory)

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- PARK Park (RLIS ORCA**** subcategory)
- RAIL Rail yards and properties
- ROW Private Drives and Rights-of-way
- SCHOOL School
- SML Small tax lots (less than 1000 sq ft.)
- UTILI* Utility owned properties.

The regression-based redevelopment capacity is a more statistical approach than the threshold method, and thus requires more interpretation at the individual tax lot level. The regression analysis was designed to produce capacity estimates that make sense in aggregate. To understand the results of the regression analysis at the tax lot level, data users may wish to examine the two primary fields that are used to calculate the "expected" residential capacity, i.e. the maximum zoned capacity (**max_units**) and the probability of redevelopment for each lot (**regression_prob_20year**). For developed lots, we also account for existing units on the site (**UNITS**) and for MUR zoned lots the calculation also factors in the MUR split (**RES_PCT**).

ADU capacity is also reported in probabilistic terms. Each single family tax lot in Portland is assigned a small probability of having an ADU built there. These numbers make more sense in aggregate than for each individual tax lot.

# General Methodology for determining the 2018 Urban Growth Report's Buildable Land Inventory (BLI)

## Background

Under state land use regulations, Metro is required to ensure that its regional plan contains sufficient buildable land within the urban growth boundary (UGB) to accommodate estimated housing needs for 20 years. Metro is mandated to conduct this analysis at least every 6 years in its Urban Growth Report (UGR). The UGR is a basis for the Metro Council's urban growth management (UGM) decision. A technical underpinning of the UGR is its buildable land inventory (BLI) which includes vacant and redevelopable land supply estimates. This document provides a summary of the capacity assumptions and a methodology description of how land supplies are estimated.

During the winter of 2017/2018, all local governments in the region were given an opportunity to review the draft BLI and to suggest revisions to the results. These revisions reflect local knowledge about specific tax lots and properties. More detailed information on changes to the 2018 BLI methods and recent development trends can be found in a separate UGR appendix.

Forecast analytics for the UGR go through additional steps to determine how much of this buildable land inventory may be market feasible in the 20-year planning timeframe. See Appendix 3 for forecast results.

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## Peer review of methods

During the fall and winter of 2017 and 2018, Metro staff worked closely with a land use technical advisory group (LUTAG) that included about 20 planners from jurisdictions around the region as well as other stakeholders to update the regional BLI methodology originally developed in 2014. This work built on efforts undertaken to develop a BLI that was an input assumption for the 2035 Distributed Growth Forecast, which was adopted by the Metro Council in the fall of 2016 (ordinance #16-1371). The 2018 BLI benefited from that extensive engagement with local jurisdiction planners. In many instances, the advisory group discussed the ambiguity inherent in developing 20-year capacity estimates, particularly on a regional scale. On several topics, the group advised Metro that there was not a clear "right" or "wrong" answer, but helped Metro staff to arrive at methods that are, on the whole, reasonably sound for a regional analysis, and that use the best available information.

## **Uncertainty in the BLI**

Metro produced two versions of the multifamily and mixed use capacity for the 2018 BLI using two different methods, to produce a range of possible outcomes. These two versions of the BLI are used to develop different scenarios in the UGR forecast analysis. The range BLI acknowledges the uncertainty around future market conditions as well as how developers and property owners will respond to those conditions. The low end of the range BLI is based on a statistical analysis of recently observed development trends, while the high end is estimated using the same methods as the 2014 UGR.

## **General methodology**

Step 1: Identify vacant tax lots (and complement developed tax lots) by zoning class

Step 2: Remove tax lots from the BLI that don't have the potential to provide residential or employment growth capacity (e.g., parks)

Step 3: Calculate deductions for environmental resources²

Step 4: Calculate deductions for "future streets"³

Step 5: Calculate BLI estimates (BLI includes capacity estimates for vacant and redevelopment)

- a) Single Family Residential (SFR)
- b) Multifamily residential (MFR) and Mixed Use Residential Capacity (MUR)
- c) Employment (industrial⁴ and commercial)

² Environmental resources considered include Metro's Title 3, Title 13, FEMA flood way and flood plain, and steep slopes over 25%.

³ The BLI accounts for future streets on a tax lot-by-tax lot basis. The buildable area of each tax lot is reduced on the basis of individual tax lot size.

⁴ Large, vacant industrial sites (25 or more net buildable acres) were inventoried in a separate process that relied on work done as part of the 2017 Regional Industrial Site Readiness Project, which was a partnership between Metro, the Port of Portland, Business Oregon, the Portland Business Alliance, NAIOP, and local jurisdictions. The HIBIT 13 inventory of large industrial sites was updated in the fall of 2017. It is included as Appendix 8 to the UGR. Z0299-20-CP & Z0300-20-ZAP

## Identify vacant and developed land by zoning (or comp plan)

#### Issue:

The BLI methodology treats vacant and redevelopment as separate categories for clarity and to avoid any double counting of capacity on the partially vacant lots. However, Metro's vacant lands inventory (a basis for the BLI) includes some "partially vacant" land.

#### Solution:

The region's buildable land inventory is sorted into *redevelopment* and *vacant* capacity (the identification screens / filters are inherently different). Tax lots that were previously categorized as "partially vacant" are categorized into one or the other condition (i.e., vacant or developed for purposes of counting regional capacity). Developed tax lots are subjected to economic screens (described in this document) to determine whether they should be counted as **potential** redevelopment capacity.

## Vacant land definition⁵:

- Any tax lot that is fully vacant (Metro aerial photo)
- Tax lot with less than 2,000 sq. ft. developed AND developed part is under 10% of entire tax lot
- Tax lots that are 95% or more "vacant" from the GIS vacant land inventory⁶

## Developed land definition:

• Part vacant / part developed tax lots are considered developed and will be treated in the redevelopment filter

#### **Rationale:**

Categorizing tax lots as vacant or developed (and potentially redevelopable) more closely aligns the inventory approach with that of other local governments and state administrative rules, which refer to vacant and redevelopable land. Lands previously defined as "partially vacant" are still inventoried, but are simply redefined to fit into the vacant or developed categories. Tax lots with fewer than 2,000 sq. ft. developed and a developed part that is less than 10% of the entire tax lot are considered completely vacant with the understanding that tax lots with this condition resemble a fully vacant tax lot. The developed portion would minimally impact new development. In case of tax lots in employment zones that do not pass through various redevelopment filters, for relatively large tax lots greater than 1 acre, we apply a final screen to include "land banked" parcels into the BLI.

## Remove tax-exempt lots, parks

Issue:

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⁵Small inconsistencies in the alignment of the tax lot GIS layer and the vacant/developed GIS layer create slivers along property boundaries. In order to deal with this issue, any tax lot that is 95% or more vacant is considered "fully vacant".

⁶ GIS tax lot layers change over time as the counties update their parcel base. Because of this, over time, the vacant land layer may develop inconsistencies, resulting in slivers of vacant or developed land that intrude on adjacent tax lots. Setting a 95% threshold prevents full vacant tax lots from being categorized as "developed" **EXHIBIT 13** 

Some vacant tax lots (e.g., parks) should not be recognized as carrying capacity for employment and/or housing going into the future.

#### Solution:

Remove the following types of tax lots from the residential (and employment) BLI based on Assessor PCA code designations, owner names, assessed values and other data sources:

- Tax exempt with property codes for city, state, federal and Native American designations
- Schools
- Churches and social organizations⁷
- Private⁸ "streets"
- Rail properties
- Tax lots under 1,000 sq. ft. (0.023 gross acres)
- Parks, open spaces and where possible private residential common areas

Use the best available GIS data to remove parks, rail yards and railroad properties, major petroleum, natural gas lines and BPA power line right of ways. Parks is a data layer maintained by Metro that includes all parks in the region (e.g., community parks, regional parks, open space areas, golf courses, private common areas, and cemeteries).

#### EXCEPTIONS:

Included in Residential Capacity Calculations the following list of exemptions:

Housing Authorities (not just Portland)

Included in Employment Capacity Calculations the following list of exemptions:

- Port of Portland
- Portland Development Commission

## **Rationale:**

Tax lots that are not capable of supporting future employment and/or housing because of use restrictions should be removed from the BLI.

## Calculate Environmental Constraints

## Issue:

Local governments vary in how they implement environmental regulations found in Urban Growth Management Functional Plan Title 3 (Water Quality and Flood Management) and Title 13 (Nature in Neighborhoods). Moreover, estimation of residential housing capacity of tax lots (TL) with environmental impact may vary substantially on a case by case basis. Typically, *density transfers* from the environmentally impacted portion of a tax lot to the unconstrained part of the tax lot may vary significantly depending on the environmental impact and city regulations.

EXHIBIT 13

⁷ Based solely on tax exempt codes.

⁸ This was used for SFR, MFR and MUR zoning only. It proved problematic for COM and IND zoning

The capacity calculations for environmentally constrained tax lots recognize residential density transfers and Title 13's more flexible protections, which are applied on a site-by-site basis during the development review process. Generally, under Title 13, development is to avoid, minimize, or mitigate (in that order) designated habitat areas. Typically, precise delineations of habitat conservation areas are identified during the site development process. Therefore, the data and BLI calculation methods are more appropriate at a higher geographic scale than individual tax lots. The residential capacity computation (though accurate at a regional or subregional scale) may **NOT** accurately portray the precision needed to calculate the environmental deduction for each tax lot. This may also affect the calculation for the transfer of density from the environmentally constrained area to the unconstrained part for individual tax lots, but we believe that on balance, the variance in the calculation of net density and net residential capacity offset each other over the entire region.

A BLI technical working group was asked to provide advice on how to handle capacity assumptions in Title 13 areas. The group agreed that counting full residential capacity was not appropriate, but that discounting all capacity was not appropriate either. Metro staff then sent an e-mail inquiry out to all local jurisdictions in the region to determine their jurisdictions' historic development experience in Title 13 areas. Metro staff received varied responses with many caveats that preclude meaningful summarization. In the end, this inquiry did not produce a clear answer. Aside from the fact that Title 13 gets interpreted on a site-by-site basis, another challenge is that local implementation of Title 13 is fairly recent, which means that there is not a lot of development experience from which to draw (particularly in light of the Great Recession). Given this ambiguity and the fact that Title 13 areas comprise a relatively small portion of the region's single-family zoned vacant land (approximately 5.5%) and even less of its multi-family zoned vacant land (approximately 0.5%), Metro staff determined that the most reasonable approach was to rely on percentages found in the Title 13 Model Ordinance. This is the best available information and is being used on the advice of the BLI technical working group.

#### Solution:

Most areas that are considered environmentally sensitive fall into multiple categories of overlap including Titles 3 and 13, or are in a floodway or flood prone soils, or include steep slopes or some other ecosystem feature. Metro employs an environmental hierarchy to classify the environmental features to avoid double counting the capacity deduction for the BLI. BLI reductions will reflect the higher assumed protections when environmental features are overlapping.

Methods differ for single-family, multi-family, and employment lands. Generally, using the best available GIS data:

- Remove 100% of the area of floodways
- Recognize environmental constraints such as slopes over 25% and as defined by cities and counties under Title 3 and Title 13. In many instances, the delineation of the environmental buffers are GIS modeled data; where available we utilize environmental buffers from local government GIS data

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• By assumption, permit 1 dwelling unit (DU) per residentially-zoned (SFR, MFR, MUR) tax lot if environmental encumbrances would limit development such that by internal calculations no (zero) dwelling units would otherwise be permitted ("essentially avoid takings")

As a result, we define the following land area calculations (used in formulas below): Vacant buildable = Calculated area of TL – utility easements – parks – railroads – tax exempt sites Net unconstrained⁹ = vacant buildable – environmental constraints

The "calculated area of TL" is the GIS calculation of area (sq. ft.) of the tax lot as defined in Metro's GIS tax lot data layer. (Generally, individual tax lots are not affected by utility easements, parks, railroads or other tax exempt uses, but on a regional scale, these factors add up to be somewhat significant and therefore handled in the regional BLI calculations for the UGR capacity estimates.) Environmental constraints are handled as follows (by land use type):

## Single-family residential

- 1. Floodways: 100% removed
- 2. Slopes > 25% and Title 3 treated the same way: 100% removed
  - a. If tax lot > (or equal to) 50% constrained, follow the "maximum capacity rule" (defined below) to add back units¹⁰
  - b. If tax lot is <50% constrained, assume 90% of unconstrained area is in BLI (i.e., apply 10% discount to vacant buildable acres)¹¹
- 3. Title 13: 50% of Title 13 constrained acres removed from BLI (consistent with Title 13 model Ordinance).
- 4. Floodplain: 100% removed
- 5. Assume at least one unit per tax lot, even if fully constrained

#### Multi-family residential

- 1. Floodways: 100% removed
- 2. Slopes > 25%: 100% removed
- 3. Title 3: remove 50% of the constrained land with the other 50% considered buildable
- 4. Title 13: 15% of Title 13 constrained acres removed from BLI (consistent with Title 13 Model Ordinance)
- 5. Floodplain: 50% removed
- 6. Assume at least one unit per tax lot, even if fully constrained

#### Industrial and commercial

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⁹ This is the calculation for SFR, MFR and MUR. The calculation for COM and IND is a 100% deduction of environmental constraints.

¹⁰ This add back represents Metro's approach for estimating / calculating the density transfer to mitigate the loss of potential development productivity for dwelling units.

¹¹ Based on feedback from BLI working group, including local experience.

Employment zoned land applies a simple approach of netting out all constrained land. This is based on the input of the BLI technical working group, which indicated that constrained areas are typically avoided altogether by new commercial or industrial employment uses.

- 1. Floodways: 100% removed
- 2. Slopes >25%: 100% removed¹²
- 3. Title 3: 100% removed with the exception of the Portland Harbor Access Land where a 70% discount rate is applied¹³
- 4. Title 13: 100% removed

## Calculate deductions for "future streets"

This BLI methodology sets aside a portion of the vacant land supply (not redevelopment supply) in order to accommodate future streets and sidewalks. This assumption is calculated on a per tax lot basis:

- Tax lots under 3/8 acre assume 0% set aside for future streets
- Tax lots between 3/8 acre and 1 acre assume a 10% set aside for future streets
- Tax lots greater than an acre assume an 18.5% set aside for future streets
- Industrial (IND) zoning assumes a 10% set aside regardless of size.

The basis for these net street deduction ratios derive from previous research completed by the Data Resource Center and local jurisdictions for the 2002 UGR.

## Calculate single-family residential capacity

<u>Rationale</u>: A multi-step approach has been developed that accounts for environmental impacts and provides a means for explicitly estimating potential transfer of density from the constrained portion of a tax lot to the unconstrained portion. The approach corrects for over estimation of partial single-family (SF) capacity by rounding down capacity estimates to a whole number.

If a vacant tax lot is unconstrained by environmental impacts, the formula is simply to compute the maximum number of whole dwelling units permitted by the zoning district.

Example: 10,500 sq. ft. tax lot and zoning district allows a minimum lot size of 5,000 sq. ft.  $\rightarrow$  (10,500 / 5,000) = 2.1 dwelling unit capacity rounded down to 2.0 DU

Our approach for both redevelopment and vacant tax lots otherwise considers the potential to achieve transfer of density from areas in a tax lot constrained by environmental considerations. Two (2) different capacity calculations are made on vacant SF tax lots to account for environmental constraints. The DU capacity for each tax lot is the *minimum* calculated by the two methods, with a floor of at least 1 SF unit

¹² For the large industrial sites inventoried in Appendix 8, a threshold slope of >10% was used.

¹³ Based on input from City of Portland staff.

per tax lot¹⁴. The floor is an allowance for any vacant and fully constrained tax lot in order to recognize the development potential of 1 DU capacity in the BLI.

#### Calculations:

The *maximum capacity rule* is applied to single-family tax lots with environmental constraints (slopes greater than 25% and/or Title 3 constraints and/or Title 13 constraints). The rule would take the <u>minimum</u> number of units based on these guidelines:

- 1. Tax lot size / minimum zoned lot size; or
- 2. Unconstrained portion of lot / 2000 sq. ft. (1000 sq. ft. in Portland) ¹⁵

Example of environmental conditions of one tax lot given two different constraint scenarios:

- 11,000 sq ft lot
- 5,000 sq ft minimum lot size zoning

#### Scenario A:

- 6,500 sq ft unconstrained
- 4,500 sq ft environmentally constrained
- If unconstrained: 11,000/5,000 = 2 units maximum
- With constraint: 6,500/2,000 = 3 units possible
- Applying maximum capacity rule: 2 units (zoning maximum takes precedence)

#### Scenario B:

- 2,500 sq ft unconstrained
- 8,500 sq ft environmentally constrained
- If unconstrained: 11,000/5,000 = 2 units maximum
- With constraint: 2,500/2,000 = 1 unit possible
- Applying maximum capacity rule: 1 unit possible (constraint overrides zoning maximum)

## Single-family residential developed land methods (infill):

Rationale: There are a finite number of single-family tax lots in the region. As a result, over the next 20year period, it may become increasingly attractive for homeowners of oversized SF tax lots to subdivide. Any single family zoned tax lot with a developed SF home was subjected to 1) an oversize tax lot screen to determine if the tax lot exceeded today's zoned minimum lot size (per Metro's regionalized zoning crosswalk table); 2) if the ratio of entire tax lot square footage to the minimum zoned lot size is between 2.5 and 5, an additional economic-based filter is used to remove from the BLI any lots with high-valued SF homes meeting this criteria. A \$300,000 building value is assumed as an appropriate threshold for

¹⁴ Note: This only applies to vacant tax lots. If a tax lot is already developed and environmental constraints would not allow any additional units to be built, it can have a minimum capacity of zero additional units.

¹⁵ Assuming 2,000 sq. ft. in the above calculations was a recommendation of the 2035 Growth Distribution subcommittee (and 1,000 sq. ft. for areas in Portland), which was based in part on a review of regulation, physical dimensions (i.e., building footprint) of a prototypical higher density SFR development form, and practical development knowledge.

removal from the SF infill supply. The intent is to recognize that owners of large tax lots with relatively expensive homes are not likely to subdivide their tax lot.

#### **SF Infill Filters:**

- Must have single family zoning (per Metro's standardized regional zone class)
- If the tax lot is zoned SFR and classified by Metro as developed, it was assumed that one (1) SF unit presently exists on the tax lot regardless of what's indicated on the assessor's land use code. The one exception to this rule is for tax lots in SFR zoning that have current land use for an apartment (according to Metro's MF database), and these parcels were not considered in calculating infill potential for single family infill supply (Rationale for this was that any infill of such land use would by zoning yield a SFR unit with the concomitant loss of the MFR units, which we believed unlikely).
- Lot size threshold > 2.5 times the minimum zoned lot size (2.2 for City of Portland only); lots greater than 2.5 times (or 2.2 for Portland) would be added to the SF infill supply, except:
- Lots that meet the size thresholds are run through an additional economic eligibility filter before being included in the SF infill supply. In addition to meeting the size threshold, the assessor's real market building value must be below \$300,000 to be counted in the SF infill supply. Rationale: lots with really expensive homes would be excluded from the SF infill supply.
- Tax lots with an oversize threshold exceeding 5 (anywhere in region) are passed through into the infill supply regardless of building value. Rationale is that the remaining buildable area is close to an acre or more and real estate economics being what we expect would very likely see significant infill pressures.

Example: an existing developed SF tax lot that's 13,000 sq. ft. and a minimum lot size for the zone class of 5,000 sq. ft.  $\rightarrow$  13,000 / 5,000 = 2.6; this TL is eligible for infill with the capacity for 1 more DU (2.6 – 1 = 1.6  $\rightarrow$  rounded down yields 1 more infill unit).

#### Calculations of eligible infill tax lots and the additional net DU added:

The net additional infill SF DU is the <u>minimum</u> of calculated by the following 2 computations. Many SF tax lots end up with zero additional infill units.

- Additional DU infill= (Calculated area of TL max lot size) / min lot size (rounded down to a whole number); can equal 0
- 2. Additional DU infill = (net unconstrained sq. ft. / 2,000 sq. ft. (1000 sq. ft. in Portland)), rounded down to a whole number; can equal 0

Calculated area of TL = GIS calculation of the tax lot

Max lot size = in the GIS tax lot layer database, each single family zone class has, by definition, a top-end value for lots to be classified for each SF residential category

Min lot size = in the GIS tax lot layer database, each single family zone class has, by definition, a low-end value for lots to be classified for each SF residential category (please refer to the Metro "Standardized Regional Zone Class" table.

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Net unconstrained sq. ft. ¹⁶ = vacant buildable – environmental constraints

## Single-family residential Accessory Dwelling Units (ADUs):

Over the past several years, the construction of Accessory Dwelling Units, particularly in the City of Portland has increased. These units are limited in size (800 sq. ft. maximum in the City of Portland) and provide an additional unit on single-family lots. In order to estimate a future supply of ADUs, Metro undertook an analysis of existing ADUs and used these locations to estimate new ADU construction by geographic location. The resulting probabilities of ADU development range from 0% in some zones to 9% in others, with higher concentrations in inner neighborhoods of N, NE, and SE Portland. These results in the database are represented as a percent probability (i.e. "0.15" units equates to a 15% chance that a single ADU will develop on a property.) Taken together, the total projection is around 4,400 new ADUs over 20 years, which are treated as multifamily long term rental housing units for modeling purposes.

## Calculate multi-family residential capacity (including mixed-use residential)

## Method for Vacant and Redevelopment Capacity Calculation (MFR and MUR)

If the tax lot is zoned MF (or MUR) and vacant, the BLI capacity estimate is simply the number of units per acre permitted by the zoning class multiplied by the vacant buildable acres, which in the case of the unconstrained tax lot is the area of the tax lot.

If the tax lot is zoned MF and vacant, but it is partly constrained by an identified environmental set aside (such as local ordinances implementing Title 3 or Title 13), the formula for estimating the BLI capacity tests the available size of the unconstrained part of tax lot to determine how much *theoretically* permissible density could be transferred to the unconstrained half. (See formula in this section.)

<u>Redevelopment Rationale:</u> In order to meet the goals of the "range BLI" described above, two different types of redevelopment filters are applied to each developed tax lot within a regional MF or MUR zone class. These filters are:

- 1. Threshold or "Strike" Price, a term-of-art used to indicate the price at which it becomes cost effective for a developer to consider a site for redevelopment, and
- "Historic Probability", referring to a statistical regression analysis based on historic observations to determine the *probability* that a property will redevelop based on recent trends of observed redevelopment.

## Threshold or "Strike" Price Method

In order to be added to the multifamily redevelopment BLI, the redevelopment would have to add at least 50% more units over the number of units which already exist, or produce at least 3 units total. The

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¹⁶ This is the calculation for SFR, MFR and MUR. The calculation for COM and IND is a 100% deduction of environmental constraints.

rationale is that developers would not tear down and redevelop an apartment or condo units unless he could yield a significant gain in rents and dwelling units. A threshold of 50% was recommended by the land use committee that advised Metro staff on the BLI assumptions for the distributed growth forecast.

- Redevelopment of multi-family structure must add at least 50% more units; if it doesn't, the tax lot is not counted
- If the structure is a commercial (or industrial) building or single family dwelling unit (in an MFR or MUR zone), the redevelopment must yield at least 3 or more dwelling units
- Redevelopment must pass through an economic filter first before evaluation of additional DU through redevelopment (see below for economic filter thresholds)

Different economic redevelopment thresholds are assumed to determine which sites in today's MUR or MFR zone classes might be eligible for adding to the redevelopment portion of the BLI. These economic filter thresholds are described next.

#### Multifamily and Mixed Use Residential Redevelopment filter:

The economic screen for determining which tax lots could potentially be candidates for redevelopment is based on a ratio of total real market value¹⁷ (land and improvements) divided by area of the tax lot (square feet). If the real market value per square foot is less than the threshold price, the tax lot is assumed eligible for redevelopment. The rationale for the thresholds is that developers have a profit motive. For the purposes of this BLI, it is assumed that developers may want to redevelop a property if the potential profit justifies property acquisition costs. Strike price values were developed in consultation with economic consultants and the BLI technical advisory group, which included developers with market knowledge. The strike prices are based on current market conditions, but are pushed to a modest degree to acknowledge that demand (and willingness to pay) will increase over the 20-year timeframe. As depicted in Table 2 and Figure 1 below, strike prices vary by market subarea.

	Redevelopment threshold price improver	
Market Subarea ¹⁸	Multi-family zoning	Mixed-use residential zoning
Central City	\$130	\$130
N/NE Portland central corridors	\$70	\$80
Eastside urban	\$70	\$80
Gateway	\$24	\$24

#### Table 2: Residential redevelopment strike prices by market subarea (for MFR and MUR zone classes)

¹⁷ Source: county tax assessors

¹⁸ During 2014 Local Review, the City of Portland identified the Gateway district as an area that did not fit these general rules for redevelopment. Therefore, a strike price of \$24/sq. ft. was applied in Gateway based on several real-world redevelopments that have recently occurred in Gateway.

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Suburban $10 $12
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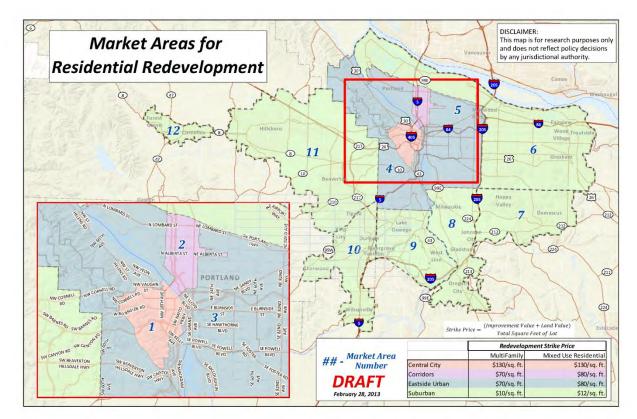


Figure 1: Mixed-Use Residential and Multi-Family Residential redevelopment market subarea analysis geographies

These economic filters define the BLI's supply of tax lots that <u>may</u> redevelop over a 20-year timeframe. The UGR goes through a separate step of using land use and transportation modeling to estimate what portion of that redevelopment supply is <u>likely</u> to redevelop over the 20-year timeframe. Using these numbers, this redevelopment supply is then expressed in the UGR needs analysis.

# Formula for calculating density transfers on environmentally constrained tax lots (for MFR and MUR Redevelopment and Vacant tax lots):

If (unconstrained > 50% of total lot) => apply zoning density to entire tax lot. Else the **buildable** area = unconstrained area * 2: Apply zoning density to **buildable** area.

Note: the deduction for environmental constraints is defined in previous sections of this report.

#### Density Transfer Rationale:

A tax lot with a majority of it unconstrained, a full density transfer is assumed from the constrained portion to the unconstrained. Therefore capacity is estimated as the zoned density and the lot size of the entire site.

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The capacity estimated for a highly constrained tax lot is calculated differently. In this case, a density transfer is allowed, but the adjusted buildable capacity is based on the unconstrained area and multiplied by a factor of 2 and then applying the zoned density to this adjusted buildable area. For example, if a 10,000 sq. ft lot has a constrained area of 6,000 sq. ft., the method would assume that the zoned density would be applied to 8,000 sq. ft.

This approach is a modification to the previous BLI which set a minimum threshold of 10,000 sq. ft. in order for a density transfer to be allowed. Research indicated this was having the effect of limiting development capacity on urban lots with high-density zoning where an *unconstrained* lot with a size of 9,999 sq. ft would get low density capacity, whereas a lot with 10,000 sq. ft. would get full capacity.

#### **Statistical Analysis (Regression) Method**

Discrete choice regression analysis is a statistical method to determine which characteristics affect the likelihood of a particular outcome, positively or negatively, and by how much. This analysis uses observations of past redevelopment to predict future redevelopment, as a function of tax lot and neighborhood attributes. The output of the analysis is a tax lot-based probability that the specific tax lot will develop. This probability is then multiplied by the zoned capacity of the tax lot. For instance, if a tax lot has a zoned capacity of 200 units, and the historic analysis produces a probability of 0.07 (7% likelihood of redevelopment), the number of units assigned to the tax lot would be 14 (7% of 200).

Additionally, unlike the threshold method, which is either a "yes it has capacity" or "no it does not have capacity", the historic approach assigns a capacity to MUR/MFR zoned tax lots that are currently not built to full zoned capacity, even when the likelihood is very small. Because of this, the totals need to be aggregated to a larger geography. As an example, if there is a subdivision of 10 existing single family homes, but the zoning allows for duplexes (one extra unit), the historic method might assign a 10% probability that each of those would develop as a duplex. The output would be a net of 0.1 units to each of the ten tax lots. When aggregated as a whole, a net result is 1 new unit for the entire subdivision. For more information on the historic approach, please see the "Historical Redevelopment Analysis" section below.

#### Statistical Analysis (Regression) Method 3x

As discussed later in the Historical Redevelopment Analysis section of this document, the regression analysis was performed on data from 2007 through 2015. However in 2016, 2017, and 2018, large scale, multifamily development, primarily within the City of Portland has seen an exceptional increase over historic trends. In order to attempt to account for this fact, this method assumed a redevelopment rate of 3 times higher than the standard Statistical Analysis Method. This results in a higher capacity for the urban core, although it is still less than the results produced by the Threshold Price Method.

## Employment Capacity Calculations for Commercial and Industrial

## Method for Vacant and Redevelopment Capacity Calculation

The vacant land supply is identified using Metro's vacant land inventory, which is derived annually from aerial photo information. Capacity to accommodate employment is determined by zoning (i.e.,

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EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 80 of 185 industrial, commercial, multiple use employment and mixed use residential zone classes). Similar to the residential BLI, the employment BLI estimate includes capacity from vacant land and potential redevelopment.

The employment BLI removes a select set of tax lots (vacant and developed) that for a variety of reasons should not receive any capacity calculations (e.g., parks and open spaces and other defined easements). These tax lots are removed from the employment inventory much like the residential inventory. They receive no carrying capacity for employment (or residential) uses.

The supply of employment land is measured in acres. All tax lots with commercial and industrial zoning were subjected to a series of preliminary screens first, as for residential, to exclude the following types of properties, for example:

- Tax exempt properties (except for Port and PDC codes)
- Schools¹⁹
- Rail properties
- Parks and open spaces²⁰

The unconstrained buildable area, net of environmental and other constraints was calculated as follows: Vacant buildable = Calculated area of TL – utility easements – parks Net unconstrained = Vacant buildable –100% of environmentally constrained area

Tax lots that have been identified as part vacant (at least ½ an acre undeveloped) are considered developed and go through a set of redevelopment screens/filters in order to identify which tax lots have the potential to redevelop during the next 20-year time horizon.

Because "part vacant" land is now being classed as "developed" in this approach, there remain some tax lots with large vacant pieces that do not get through the economic filters and into the redevelopment supply. The assumed economic threshold values which identify which tax lots have potential to be redeveloped are not well suited and calibrated to identify partially developed tax lots with significant amounts of undeveloped real estate. A final screen for these so called "land banked" parcels was applied by adding back into the redevelopment supply the *net unconstrained* vacant portion of any lot with at least 1 acre of unconstrained vacant land.

In these cases, these two steps, the preliminary screening calculation of unconstrained area, are sufficient to identify the employment capacity on vacant land. For the redevelopment supply, the developed tax lots are subjected to a set of economic criteria shown in Table 3 and Table 4. Tax lots must meet both criteria (size and strike price) to be considered eligible for the redevelopment supply in

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¹⁹ Metro maintains a school GIS data layer which will be used in screening out land for the BLI. Note: abandoned school properties or school sites that are no longer actively used as a school (and considered surplus) will be included in the BLI.

²⁰ Metro maintains a parks and open spaces GIS data layer (i.e., ORCA = open recreation and conservation area) which will be the data source used in screening out land for the BLI.

the BLI. To be included in the BLI, the unconstrained area of a tax lot must be larger than the threshold acreage AND it must have a square foot value less than the applicable strike price.

The rationale for the tax lot size thresholds is that a developer would be less likely to redevelop a small tax lot because there are likely to be higher construction costs associated with fitting the development on a small parcel. Additionally, by their very nature, small parcels are not likely to produce redevelopment supply that is significant in the context of a regional BLI.

The rationale for the strike price thresholds is that developers have a profit motive. They may redevelop a property if the potential profit justifies property acquisition costs. Redevelopment strike prices were developed with the assistance of economic consultants and the BLI technical working group.

#### Table 3: Commercial redevelopment economic filter by market subarea

COMMERCIAL LAND							
		Redevelopment strike price (\$/sq ft for					
		land and imp	provements)				
Zone class	Tax lot size (acres)	Regional Centers,	Everywhere else in				
	greater than	Town Centers, UGB					
		Station					
		Communities ²¹					
Central Commercial	.249	\$15	\$12				
(CC)							
General Commercial	.249	\$15	\$12				
(CG)							
Commercial	.249	\$15	\$12				
Neighborhood (CN)							
Commercial Office	.249	\$15	\$12				
(CO)							

*Note:* Downtown Portland is zoned MUR, so is handled with the residential redevelopment methods. Real market value from county assessors is used for calculating values

Table 4: Industrial redeve	able 4: Industrial redevelopment economic filter by market subarea								
	INDUSTRIAL LAND								
Redevelopment strike price (\$/sq ft for land and improvements)									
Zone class	Tax lot size (acres)	) Entire UGB Subarea #3 ²² Everywhere else in							
	greater than	UGB							
Light Industrial (IL)	.99	\$5	-	-					
Heavy Industrial (IH)	.99	\$5	-	-					
Office Industrial (IO)	.99	-	\$10	\$7					

#### Table 4: Industrial redevelopment economic filter by market subarea

²¹ Officially adopted center boundaries were used where possible. In other cases, analysis geographies were used. In the case of Station Communities, the Station Community buffers, as depicted on the 2040 Map, were used.

²² As depicted in Figure 1.

Campus (business	.99	-	\$10	\$7
park) Industrial (IC)				

Note: Real market value from county assessors is used for calculating values

These economic filters define the BLI's supply of tax lots that <u>may</u> redevelop over a 20-year timeframe. The UGR goes through a separate step of using land use and transportation modeling and historic data to estimate what portion of that redevelopment supply is <u>likely</u> to redevelop over the 20-year timeframe. Using these numbers, this redevelopment supply is then expressed as a range in the UGR.

# Mixed Use capacity estimates (splitting residential and commercial capacity on MUR zoned tax lots)

More and more tax lots in the region are designated in mixed use residential (MUR) zones. Predicting whether MUR-zoned areas throughout the region will be developed as residential or commercial (or what mix of the two) is a challenge. MUR districts in the Metro region almost universally do not require *vertical mixed use*, which is to say ground floor retail/service or office uses with above floor apartments (or condos). Horizontal mixed use, on the other hand, are a mix of retail, service, office and residential apartments – a mix then of employment and residential land uses usually on separate tax lots.

# MUR residential/non-residential capacity split formula:

Employment capacity in mixed use residential areas, measured in acres, is calculated from the dwelling unit capacity determined in the residential supply. For tax lots with MUR zoning:

- Total effective acres = Total additional units allowed if 100% of lot is used for residential * acres per unit required at maximum zoned density
- Residential effective acres = ResSplit * Total effective acres
- Employment effective acres = EmpSplit * Total effective acres

For the purposes of determining the residential/non-residential split, Metro performed an analysis of observed development from 2007 through 2015 in mixed use zones. Sub-regions were developed (in consultation with local jurisdictions) as displayed in the Figure 2 below.

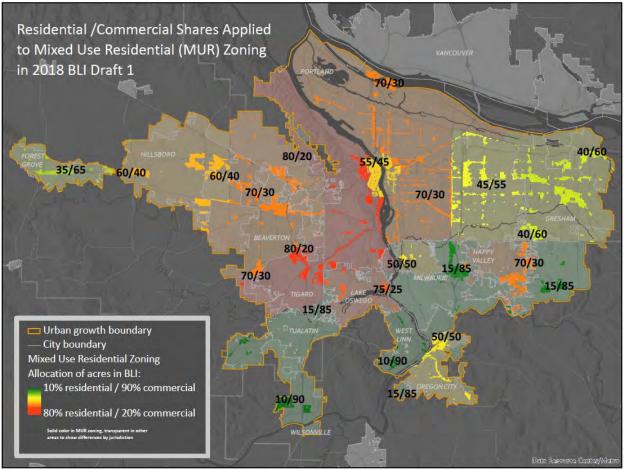


Figure 2: Residential/Commercial Shares Applied to Mixed Use Residential (MUR) zoning in 2018 BLI

# New urban area capacity

"New urban areas" are those areas that have been added to the UGB in recent years that do not yet have urban zoning or adopted comprehensive plans²³. Consequently, planning documents, rather than GIS analysis, are typically the basis for how capacity in new urban areas is handled in the BLI. Possible sources of information include:

- Draft comprehensive plans
- Adopted concept plans
- Draft concept plans
- Conditions of approval that were attached to the UGB expansion.

²³ This marks a change from the 2009 UGR, which asserted that any area that was added to the UGB from 1998 onward was a new urban area, even if zoning ordinances had been adopted. The new method considers a narrower set of areas to be new urban areas. All other areas are handled according to the standard BLI methods described in this paper.

The UGR goes through a subsequent step of determining, in consultation with local jurisdictions, what portion of the region's capacity is likely to be developed in the 20-year timeframe. Examples of sources of information that can inform those determinations are local staff knowledge, status of planning and infrastructure provisions, market-based modeling, and the 2035 Growth Distribution. Please refer to the GIS shapefile for case-by-case capacity estimates when comprehensive plans or zoning plans were not used in calculations (i.e., in deference to other local input).

#### **Historical Redevelopment Analysis**

#### Background

This section supplements the "General Methodology" section above by providing more detail on an historic analysis of redevelopment within the Metro region and how that historic knowledge informed the creation of the two versions in this version of the 2018 BLI. The previous 2015 BLI threshold or "strike" price redevelopment capacity estimation method was an evolutionary step that staff repeated in the 2018 BLI to create one version (or endpoint). Staff supplemented the threshold approach with a separate statistical analysis of multiple years of historical observed data. The historical analysis more-explicitly meets state law requirements for looking back over at least five years of data, responds to stakeholder and expert review advice that Metro's process take a robust look at redevelopment potential, and acknowledges uncertainty about the future by providing another BLI endpoint across a range of potential existing capacity. The historical analysis also gives a more nuanced picture of factors that influence redevelopment because it avoids the so-called "cliff effects" in the threshold approach (e.g. that threshold approaches either count lots as redevelopable or exclude them entirely based solely on a single price point). As shown below, redevelopment is a critical part of future housing capacity in the Metro region so understanding its history helps Metro plan for the future.

## 2007-2015 redevelopment and infill trends in the Metro region

#### Findings Summarized

In general the region depends increasingly on production of residential units on re-developable land and on producing more housing from multifamily (MF) development forms. These trends are important for analysts and policy-makers to recognize; it takes both specific private investments and public policy enablement to re-utilize already-built lands in ways that increase housing production. The private and public choices affecting redevelopment occur in a market environment where the laws of supply and demand interact to determine whether home-builders actually build and consumers actually buy or rent. For example, recent market reporting in the general media suggests that the production of multifamily housing may not continue at its recently intense rate due to typical real estate business cycles. In fact, the typical cyclicality of the multifamily market (and by Metro's definition all redevelopment produces MF) motivated Metro staff to choose 2007-2015 as the analysis period to cover pre-recession through post-recession years and by so doing to capture a complete business cycle.

Notable observations gleaned from analysis of the 2007-2015 observed redevelopment activity include:

- Post-recession annual housing production in the Metro UGB continues to trend toward prerecession levels: in 2015 the region produced about 9,000 total dwelling units vs. a prerecession peak of about 12,000 units per year (up from the 2010 low of about 3,000 units/year)
- Production of housing in Mixed-Use/Residential (MUR) and multifamily (MF) zoned areas continues to rise: in 2015 MUR+MF production together was twice that of SF production (in 2007 SF production was more than MUR+MF combined)

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- In the three years ending 2015 the region increased the efficiency of its land utilization—annual acreage developed and redeveloped remained fairly flat while number of units in both infill/redevelopment and vacant land development increased.
- In the nine-year period 2007-2015 the region produced almost 27,000 housing units through redevelopment (about 3,000 per year on average), almost 14,000 from infill, and about 13,000 from vacant land development for a total of about 54,000 units in that span of time.
- Portland contributed the vast majority of redevelopment and infill units but redevelopment (and infill) has added to overall residential production in many cities throughout the region.

# Background

In 2015 the Research Center (RC) began development of a Land Development Monitoring System (LDMS, part of the Regional Land Information System) to examine development trends in the Portland metropolitan region over time. The 2018 version of LDMS examines land change over time via a "look forward" approach. This approach starts with the earliest year in which none of the concerned lands changed and tracks every concerned taxlot through 2015 data to assess how "parent" parcels developed into "children" as a dynamic measure of land change.

This analysis has some limitations given its sourcing in assessor records and Metro's ability to "clean" the data: in general readers should assume a plus or minus five percent uncertainty when looking at the historical figures.

Note that the 2014 Urban Growth Report (2014 UGR) used a slightly different definition of redevelopment while this 2018 report uses definitions adopted for BLI development, so numbers below are not exactly comparable to the 2014 UGR.

# Findings in Detail

## Observed Housing Unit Production inside the 2016 UGB

In general, the data in figure 3 show that, during the recession, building slowed, but is climbing back up toward pre-recession levels.²⁴

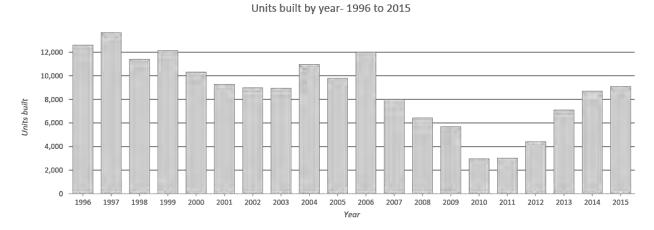


Figure 3: Housing units built from 1996 to 2015 inside the current Urban Growth Boundary. Source: LDMS child dataset.

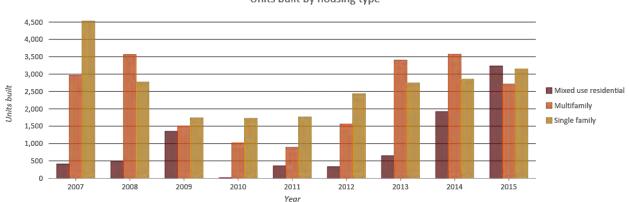
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²⁴ The time period of this graph overlaps with the graph of new housing by year shown in the 2014 Urban Growth Report, appendix 5. The data above shows a slightly higher total housing count by year than the 2014 UGR due to improvement of methods and refinement of available data sources.

# Observed Single-Family and Multi-Family Production

From 2007 to 2015, the market produced about 54,000 new housing units inside the Urban Growth Boundary. This production level is below the historic norm.

During the recession, slightly more single family (SF) housing was built than multifamily housing, but the latest up-swing in the real estate cycle produced a higher proportion of mixed-use-residential (MUR) and multifamily (MF) development than SF. The general trend of mixed use and multifamily post-recession is up; single-family has trended up but at a slower rate. In year 2015, for example, MUR plus MF production taken together was about twice SF production. This is notable change from pre-recession patterns. Note that the difference between multifamily and mixed-use, as defined in this study, is that mixed-use has on-site commercial in addition to residential units on a single development site (from mixed-use field in the multifamily housing inventory).



Units built by housing type

Figure 4: New units built from 2007 to 2015 inside the current Urban Growth Boundary, by housing type. Source: LDMS child dataset. Multifamily defined as properties in multifamily database (including ADUs) with no on-site commercial. Mixed use residential defined as properties in multifamily database with on-site commercial. Single family defined from property codes in tax lot data. Note that ADU's appear in the Multifamily category in this chart, while ADU parent structures appear in the Single Family bars.

# **Observed Housing Density**

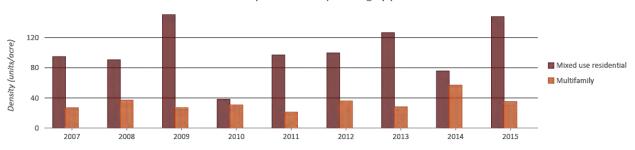
Build density of single family housing varied slightly over the study period, with a peak of 7.6 units per gross acre in 2015, and a low of 6.7 units per gross acre in 2009.²⁵ The average density of SF built over the study period was 7.2 units per acre. Comparatively, the overall density for all existing single-family housing inside the UGB is 4.1 units per acre (or 4.7 units/acre excluding rural residences).

The density of multifamily and mixed-use units can be highly variable by year, as the total number of projects is relatively small and a single high-density development can greatly influence the average in a given year. During the period of 2007-2015, the average density of non-mixed-use multifamily housing units was 34 units per acre, and the average density of mixed-use was 112 units per acre. (Mixed-use is again defined as commercial and residential on a single property, and the density as reported here

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²⁵ While these density values differ from the 2014 UGR, the trend and the average are comparable

# reflects the density on a single property site, not the overall density of zoning classes, as discussed below in the MUR splits.)



Density of multifamily housing by year

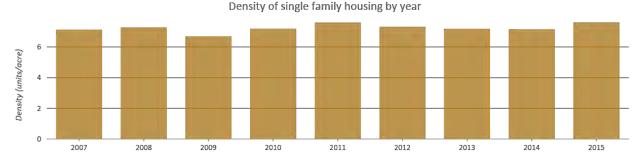


Figure 5: Housing density (per gross acre) by year from 2007 to 2015 inside the current Urban Growth Boundary, by housing type. Source: LDMS child dataset. Multifamily defined as properties in multifamily database with no on-site commercial. Mixed use residential defined as properties in multifamily database with on-site commercial. Single family defined from prop codes in tax lot data.

# Observed Vacant Land and Redeveloped Land Usage

For the purposes of this study (gathering information to enhance BLI methods) the same definitions were used as in the BLI process. In the BLI, if a property is more than 5% developed (more than 5% of its area is developed in the vacant land inventory) then it goes through a series of redevelopment filters to assess its redevelopment potential. The same definition was made for this analysis, using the developed area of the parent lot (Table 1): If more than 5% of the parent lot was considered developed in the 2001 vacant land inventory, then any new construction was classified as either redevelopment or infill. Any new construction on a parent lot that was less than or equal to 5% developed was classified as vacant land consumption.²⁶ Also in the BLI, on developed land, infill is only possible within land zoned SFR, and any construction on previously developed land in all other zoning categories are defined as redevelopment. This results in all construction in SFR zoning being designated as either a vacant land consumption or infill, and construction in all other types of zoning classified as vacant land consumption or redevelopment.

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²⁶ This definition differs from that of the 2014 Urban Growth Report, and produces a very different result. The 2014 UGR describes how its methods differ from that of the BLI.

Within this definition, 24% of new units were built on vacant land, while 50% were redevelopment and 26% were infill. In terms of consumed land area, the majority of the land for residential construction was used by infill projects (51%), vacant land accounted for 29% of land consumed. Redevelopment used the least amount of land (21%, 790 acres), but in this same area it contains half of the total units built (over 26,000) from 2007 to 2015 because MF and MUR construction can typically attain much higher densities than SF new and infill construction. See Table 1 for a summary of land absorption and unit production by type.

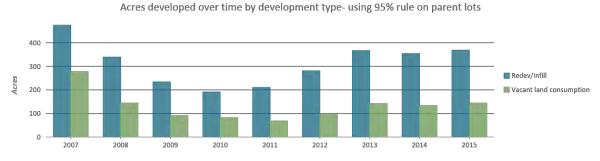
				Total
	Redevelopment	Infill	Vacant land	
units	26,750	13,850	13,100	53,700
acres	790	1,925	1,085	3,800
percent of units	50%	26%	24%	100%
percent of land	21%	51%	29%	100%

# BLI Land development type definitions (based on zoning classification)

The 2014 Buildable Land Inventory used the development type definitions shown in Table 2, which are based on the zoning of each tax lot. The 2018 BLI retains these definitions. Most accessory dwelling units (ADUs) are constructed on SFR-zoned, previously-developed single-family lots and therefore classified as infill.

Table 6: Definitions of land development types, based on current zoning and % of parent lot that was developed in 2001.

	>5% of 'parent' property developed in 2001 vacant land inventory	>=95% of 'parent' property vacant in 2001 vacant land inventory
2001 parent lot currently zoned SFR	All 'child' lots are infill	
All other parent lots	All 'child' lots are redevelopment	All 'child' lots are vacant land consumption



Units built over time by development type- using 95% rule on parent lots

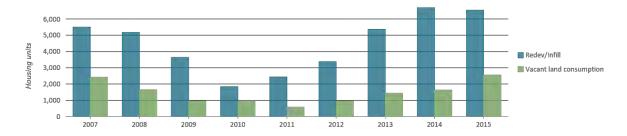


Figure 6: Total residential acres (top) and Housing units (bottom) built from 2007 to 2015 inside the current UGB by BLIdefined development type based on current zoning. Source: LDMS child dataset, with % developed from parent property. Accessory dwelling units are primarily included as infill, as they are most often built on previously developed single-family lots.

#### Real-world Examples Illustrate the Redevelopment Typology

Below are three examples of the types of observed redevelopment and how they are classified in this study. The first (Figure 7) shows an area of Happy Valley that was mostly rural in 2007 and saw many new single family homes built in recent years, as well as an apartment complex (bottom right) and some commercial development (bottom left). Only the large parcels that had no previous developed area (no old farm buildings) are being classified as vacant land consumption (shaded green area, threshold set at 95% vacant in 2001 vacant land inventory). 2001 tax lots that were more than 5% developed in 2001 have children classified as redevelopment (shaded purple), or infill (shaded blue). The distinction between infill and redevelopment is based on the current zoning of the parent lot. Previously developed lots that had their largest area zoned as SFR are classified as infill while lots that had their largest area zoned anything else are classified as redevelopment. This method of classification is consistent with the BLI, which necessarily only includes parent lots and predicts the types of children that may be developed.

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Figure 7: Example of rural development- The left side shows aerial imagery from 2001 and the right side imagery from 2017. Parent properties that saw some type of development from 2007 to 2015 are outlined. Areas outlined in green were considered vacant in 2001. Areas outlined in blue were developed prior to 2001. Only new construction that occurred on parent lots with very little prior development (>95% vacant land in 2001) are considered as a vacant land consumption (child lots shaded green). Other new construction on previously developed parent lots (parent >5% developed in 2001) are classified as infill (parent with current zoning mostly SFR), or redevelopment (parent with current zoning mostly MFR/MUR). Source: LDMS parent and child lots, development types using the zoning-based definitions and 95% rule described above.



Figure 8: Example of downtown Portland high-density development. The left side shows aerial imagery from 2001 and the right side imagery from 2017. Parent properties that saw some type of development from 2007 to 2015 are outlined. Properties outlined in green were considered vacant in 2001. Properties outlined in blue were developed prior to 2001. The north portion of the Pearl District was considered vacant land, but most of the downtown area was developed prior to 2001. Many new high-rise buildings were constructed between 2007 and 2015, and are classified as either redevelopment (shaded purple) or vacant land consumption (shaded green). Source: LDMS parent and child lots, development types using the zoning-based definitions and 95% rule described above.

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EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 93 of 185 The second example is the Pearl District in north Portland. The northeast portion of the area shown was considered vacant in 2001 (child lots shaded green). Note the majority of the rest of this downtown Portland area was developed prior to 2001. Several new high-rise apartment/condo buildings are visible, as well as new commercial buildings (both shaded purple). Note that in this image, while the entire area is currently zoned MUR, the child lots pictured include some commercial-only lots with no housing.

The final example is in southeast Portland. Many single family homes have been added as infill between other existing homes, including accessory dwelling units in addition to many older homes that have been replaced with a newer, often larger, home on the same lot (all shaded blue). Only one lot in this image was classified as vacant land consumption (shaded green). Some commercial and mixed-use redevelopments in MUR/MFR zoning are also visible along the major roadway (shaded purple).



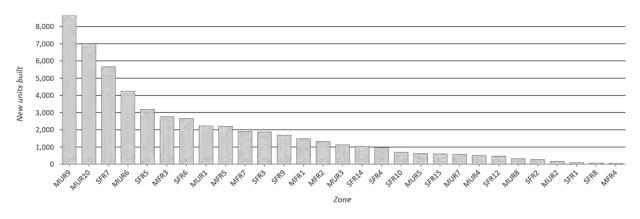
Figure 9: Example of infill and redevelopment in SE Portland. The left side shows aerial imagery from 2001 and the right side imagery from 2017. Parent properties that saw some type of development from 2007 to 2015 are outlined. Properties outlined in green were considered vacant in 2001. Properties outlined in blue were developed prior to 2001. Only one single family home in this example is classified as a vacant land consumption (shaded green), the majority of new single family homes built in this area are considered infill (shaded blue), whether they were a 1:1 replacement home, a group of homes on a subdivided planned development, an ADU added to a previously existing home, or a single home built on a single lot split from an older home. Some redevelopment is also present (shaded purple), and includes construction of new commercial and multifamily properties. Source: LDMS parent and child lots, development types using the zoning-based definitions and 95% rule described above.

# Housing Unit Production by Standardized Regional Zoning Class

Over the past 9 years, the most residential units built have been in the regional MUR9 and MUR10 standardized zone classes (most of which lie in Portland), the highest density zoning for multifamily housing in the region. This zoning class tends to see mostly redevelopment rather than new construction on vacant land. However, the largest area of land consumed by residential development has been by single family housing in zone classes SFR4, 5, and 6. In general, the higher zoning classes

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EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 94 of 185 saw higher density zoning, as expected. See the <u>metadata in RLIS Discovery</u> for definitions of zoning classifications.

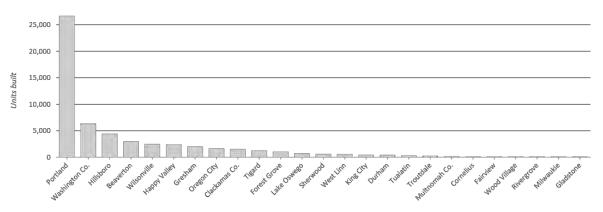


Comparison of units built in residential zoning classes

Figure 10: Units built 2007 to 2015 by current zoning classification. Source: LDMS parent dataset.

#### Housing Unit Production by Jurisdiction

Over the past 10 years, the largest producer of new housing units is the City of Portland (~1/2 of all new units).

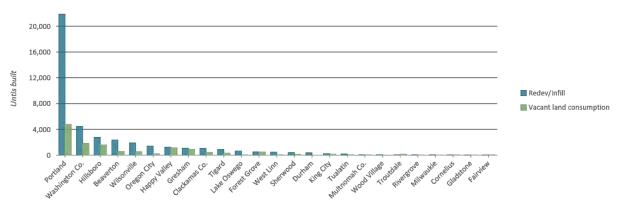


Comparison of units built by jurisdiction

Figure 11: Housing units built by city/unincorporated county for areas inside the Urban Growth Boundary from 2007 to 2015. Source: LDMS parent dataset. Jurisdiction based on current city boundaries.

Under the definitions of this study most recent Portland housing construction is classified as infill or redevelopment. A small proportion of the new housing inside the City of Portland is classified as vacant land consumption, but other jurisdictions have a greater proportion of their total new units built on vacant land.

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Comparison of new units built by jurisdiction and construction type

Figure 12: Units built by city/unincorporated county for areas inside the UGB from 2007 to 2015, by development type. Source: LDMS parent dataset. Jurisdiction based on current city boundaries, development type from zoning-based classification consistent with BLI methods.

# 2007-2015 Data Collection Methods and Caveats

Appendix 2: Buildable Land Inventory

# Methods

The LDMS "look-forward" approach uses ArcGIS scripting in Python to make comparisons between past and present data layers through spatial relationships. The Metro Research Center maintains historical archives of RLIS publications (Regional Land Information System). The main layers used for this analysis are the tax lot parcel data, the Multifamily Housing Inventory (first published in 2010), and the Vacant Land Inventory, with other layers being added as needed for summarization. These layers taken together with added data (e.g. rental price information) comprise the Land Development Monitoring System (LDMS).

The first process step for the look-back approach is a year-by-year combination of the Vacant Land Inventory. The process starts with the most recent vacant land, and progressively adds in where areas were vacant in previous years. The Vacant Land Inventory is tax lot-based and the rules applied to the data state that "once an area is developed, it stays developed". The data layer produced is a year-byyear record of vacant land consumption for the region (see limitations section below for caveats).

The next step combines the current tax lot data and the current Multifamily Housing Inventory into a single layer. Using the multifamily housing polygon instead of the tax lot avoids the problems that arise (in evaluating the assessed value per unit, for example) when a single multifamily complex spans multiple tax lots. The same is done to the 2001 tax lot layer, replacing multifamily built up to 2001 into the 2001 tax lots. Comparisons are then run forward and back to quantify the changes between the two time periods (e.g. total # of units built on parent tax lot, total acres developed).

Each new development is classified as VACANT LAND CONSUMPTION (construction on vacant land), INFILL (single-family construction on previously developed land), or REDEVELOPMENT (any other type, ...

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EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 96 of 185 of construction on previously developed land). To qualify as vacant land consumption, the "parent" lot must have been at least 95% vacant in the 2001 vacant and developed lands.

The "takeouts" for right-of-way and parks are calculated for each "parent" lot by comparing to current parks and tax lot right-of-way data. An "unaffected acres" is calculated for lots where the sum of the newly developed lots, the right-of-ways and the parks acreage sums to less than the total parent acreage. This unaffected area could be a previous structure that wasn't touched, or a portion of the lot remaining vacant.

# Known limitations in the observed dataset

There are known errors in the Vacant Land Inventory that can be categorized into two groups: (1) developed lots that have reverted back to vacant and (2) vacant lots that have changed to "developed" without any documentation. These two types of errors account for a small percentage of the overall data, but at a tax lot-level analysis (as LDMS is) single-site errors become apparent. The first type of error (developed becomes vacant again) can lead to land that was actually developed at a point in the past being labeled as a vacant land consumption when it converts to developed a second time. The second type of error (vacant becomes developed for no reason) is mostly filtered out in this analysis by other factors, but can lead to overestimation of the total acres consumed by development in a year. Staff estimates the total error due to these situations to be less than +/-5%.

Research Center staff built the process largely around the tax lot parcel data and particularly the YEARBUILT field as an indicator of change. There is a time lag in the recording of many tax lot attributes of at least 1 year, and therefore only data up through 2015 was used for the BLI work even though 2016 data is now available and reported in UGR Appendix 5.

For some commercial and industrial properties, year of construction is not present in the tax lot data. Vacant land consumption can be a stand-in for the year of construction in greenfield development, but there are few indicators for change on already developed commercial and industrial land. Therefore, this study likely underestimates the amount of commercial/industrial redevelopment that has occurred.

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## Producing the range BLI

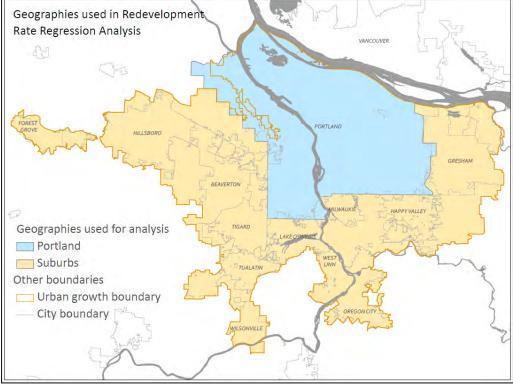
As noted, the 2018 BLI includes two versions of multifamily and mixed-use redevelopment capacity that were estimated using two different methods. This creates a range of potential housing capacity to acknowledge the uncertainty around future market conditions as well as developer and property owner response to those conditions. The low end of the range BLI is based on the historical analysis described above while the high end is estimated using the same threshold method as the 2014 UGR.

# Estimating Redevelopment for Lower Endpoint of BLI Range

To estimate the statistical redevelopment capacity in the 2018 BLI, Metro analyzed the LDMS redevelopment data summarized in a prior section of this report using binomial logistic regression models with Census tracts as zones and tax lots as the units of analysis. Metro tested several models then presented one with the best fit to LUTAG for discussion. Metro staff refined the model in light of LUTAG feedback (although Metro lacked sufficient time to incorporate some good suggestions such as including an explanatory variable of distance-to-nearest-regional-center for non-Portland locations). A separate section below provides full mathematical documentation and validation of the regression model.

# Redevelopment occurs differently in different places

The redevelopment regression model found that 2007-2015 redevelopment in the Metro region differs across two broad geographies—Portland and close-in small cities vs. all other areas.



#### Figure 13: Redevelopment Market Geographies

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# Redevelopment in Portland is driven by four main factors

Regression modeling of the historical data found four highly-significant variables that explained the likelihood of a tax lot developing within Portland proper: (1) the distance to the Portland CBD in miles, (2) the size of the property, (3) the property's value (land + improvement value) relative to the average value of all lots in its neighborhood (Census tracts represented neighborhoods), and (4) the average value of properties in the neighborhood relative to the average values of all neighborhoods in the region. Those four factors had approximately the following effects as shown in the 2007-2015 data:

- 1. The closer to the CBD the more likely built lands are to redevelop.
  - a. The average observed distance of a lot within Portland from the CBD is 4 miles;
  - b. For example, a lot ¼ that distance (one mile) from the CBD is almost twice as likely to redevelop.
- 2. Larger lots are more likely to redevelop.
  - a. The median observed redeveloped lot size (prior to redeveloping) was 0.116 acres;
  - b. For example, a lot nine times that big is twice as likely to redevelop.
- 3. Properties lower-valued than their neighbors are more likely to redevelop.
  - a. For example, relative to a property with an average value for its neighborhood...
  - b. ...a property with assessed value per square foot half that is 30% more likely to redevelop.
- 4. Properties in neighborhoods with the average neighborhood property value lower than the regional average property value are more likely to redevelop.
  - a. For example, a property in a neighborhood within which the average property value is half that of the regional average...
  - b. ...is 45% more likely to develop.

# *Redevelopment outside Portland is driven by three main factors*

- 1. Larger lots are more likely to redevelop...
  - a. ...with larger lot size more strongly increasing redevelopment likelihood than in Portland
- 2. Properties lower-valued than their neighbors are more likely to redevelop...
  - a. ...with local value differences having a weaker effect than in Portland (lots with a slightly higher value outside Portland would have the same probability of redevelopment, all else being equal).
- 3. Properties in neighborhoods with average property values lower than the regional average property value are more likely to redevelop...
  - a. ...with differences to regional values having a stronger effect than in Portland (lots in higher-value neighborhoods outside Portland are slightly less likely to redevelop than lots in Portland in similar value neighborhoods, all else being equal).

In future UGM cycles Metro proposes to test additional models. The idea of including the distance to the nearest regional center for non-Portland geographies has merit but requires careful thinking and

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model iteration to determine which centers matter to which geographies, requiring more time than available in the 2018 UGM cycle.

# Historical analysis applied to create the 2018 BLI Lower End

Metro applied the historically-based, probabilistic redevelopment forecasting method to the raw BLI inputs using an expected value approach. This applies to each tax lot the regression-estimated probability (number between zero and one) that the lot will redevelop, multiplied first by the lot's maximum zoned capacity then by a factor to expand to a twenty-year time frame (since the probability is only for an observed nine-year time span). For example, this method forecasts that a lot with a zoned capacity of 100 units and a fifteen percent probability of redeveloping within nine years would produce 33.3 dwelling units over a 20-year time (0.15 x 100 x 20 / 9). The method uses the maximum zoned capacity to account for the likelihood that as the region continues to grow and densify, developers will more likely build additional units per tax lot.

# Estimating Redevelopment for the for Upper Endpoint of BLI Range

For the high endpoint of the 2018 BLI Metro applied the method from the 2014 BLI. That approach compares the current real market value per the tax lot's area in square foot to a "strike price": if the real market value (RMV) is less than the strike price then the tax lot is considered to be part of the redevelopment capacity at the maximum zoned capacity. Figure 14 below reproduces the 2014 BLI strike prices²⁷ and the geographies at which they apply.

#### Figure 14: Threshold Strike-Price Method Adopted from the 2014 BLI

	Redevelopment strike price per square foot (land and improvements)				
Market Subarea ¹⁸	Multi-family zoning	Mixed-use residential zoning			
Central City	\$130	\$130			
N/NE Portland central corridors	\$70	\$80			
Eastside urban	\$70	\$80			
Suburban	\$10	\$12			

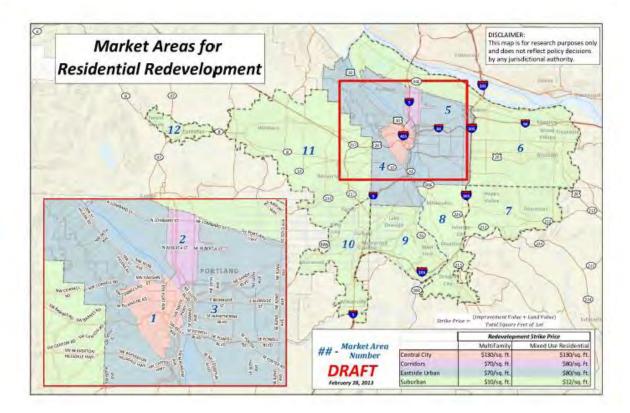


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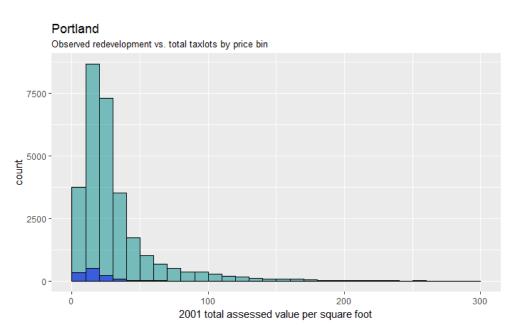
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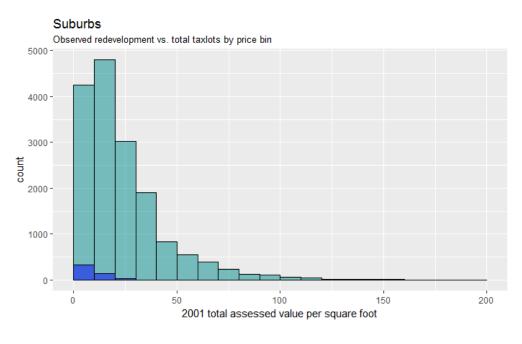
²⁷ For more detail on the strike price method see 2014 Urban Growth Report, Appendix 2: Methodology for determining the 2014 Urban Growth Report's buildable land inventory. Available at https://www.oregonmetro.gov/urban-growth-report

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# Historical and threshold methods compared

Metro developed the historically-based regression analysis approach to leverage the new data in LDMS which was not available at the time the 2014 "threshold" method was developed. The relative effects of the two methods can be seen in the following three histograms showing the number of lots that redeveloped over the observed time period (blue), overlaid on the total number of developed tax lots in MFR and MUR zoned areas (green) by total assessed value per square foot. The charts show that only a very small fraction of the developed lots in any assessed value category actually redeveloped over the nine year period. There is evidence that a larger share of lower valued lots redevelops, but redevelopment is not assured for all potentially re-developable tax lots. Redevelopment is observed at higher assessed property values, but again not all tax lots re-develop.





Central City

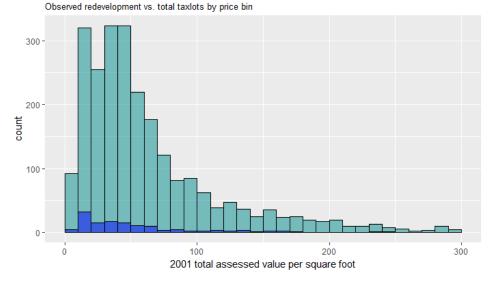
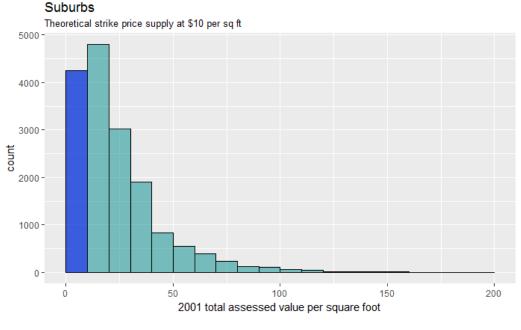


Figure 15: Histograms of 2007-2015 Observed Tax lot Redevelopments for Portland (top), Areas Outside Portland (middle), and Portland CBD (bottom)

In contrast, the strike price method assumes that all of the properties below a price threshold are eligible for redevelopment while no properties above the price threshold would redevelop. The histograms below repeat the total tax lots histograms for the suburbs and central city overlaid with the properties that meet a hypothetical strike price threshold. Note that this analysis uses 2001 property values per square foot, so these numbers are not directly comparable to threshold prices used in recent iterations of the BLI, but any threshold demonstrates how the strike price methodology works in practice. For illustration purposes the histograms below apply strike prices of \$10 per square foot in the suburbs and \$20 per square foot in the central city.

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Central City

Theoretical strike price supply at \$20 per sq ft

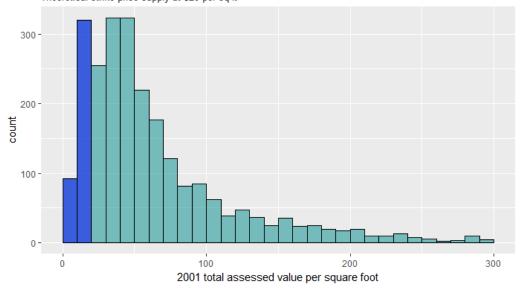
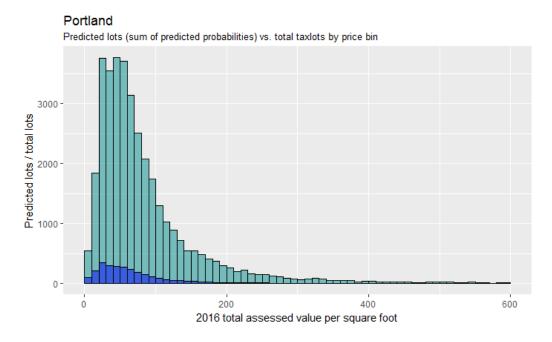


Figure 16: Histograms of Hypothetical Strike Price Estimate of Lots that would Redevelop for Areas Outside Portland (top), and Portland CBD (bottom)

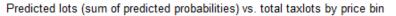
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The following two histograms show the application of the expected value regression approach described above to 2018 BLI tax lot inputs (note that these are not comparable to the historic data shown above). These plots clearly illustrate that the regression estimates a distribution of potential redevelopment across a spectrum of assessed values.



#### Suburbs



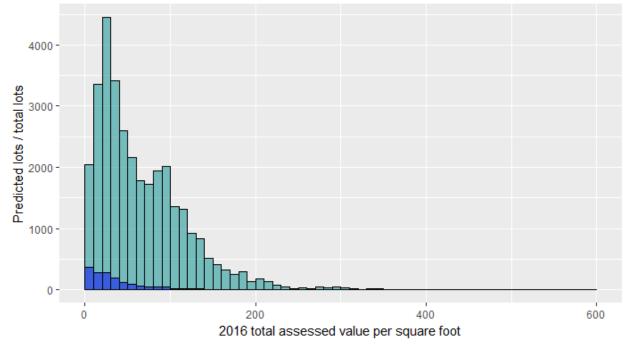


Figure 17: Histograms of Estimated 2018 BLI "statistical analysis" Version Redevelopable Tax lots by Price Bin

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ax lots by Price Bin EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 106 of 185

#### Mixed-Use-Residential (MUR) proportion assumptions

Metro staff analyzed the observed development data from LDMS to update the assumed proportion of land zoned mixed-use-residential (MUR) that would develop as housing units. Metro applies this assumption to all developable or re-developable MUR lands to estimate the maximum possible residential and employment capacity in those lands for the BLI. Staff generally refer to these assumptions as the "MUR splits."

Metro first used the 2007-2015 LDMS data to summarize and compute observed average proportions by jurisdiction, then reviewed those results with a Land Use Technical Advisory Group (LUTAG) made up of staff representing county, city, state, and private organizations. The review produced consensus that the 2018 BLI should apply different MUR splits at somewhat finer geographic detail than in the 2014 BLI but not at the level of all individual cities. The resulting assumptions appear in map form below. Jurisdiction review of these assumptions beyond LUTAG participants resulted in some minor adjustments for small areas that are not reflected in this map (e.g. Villebois in Wilsonville).

In general the underlying analysis examined all tax lots within the MUR zoning type that changed in the period 2007-2015. Staff summarized the identified tax lots by geography to compute the total acres and units (if applicable) of residential and non-residential properties by geography. Residential properties with on-site commercial space had their area counted only as residential acres. Staff computed the share of commercial and residential land within each geography from total acreage rounded to the nearest 5%. Staff made minor adjustments to some proportions based on input from LUTAG members based on their local knowledge of recent trends and future plans.

Both 2018 BLI versions were produced using these MUR proportions.

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#### Appendix 2: Buildable Land Inventory

#### November 21, 2018

Figure 18: Thumbnail Map of MUR Residential/Commercial Proportions (see separate attachment for large scale version)

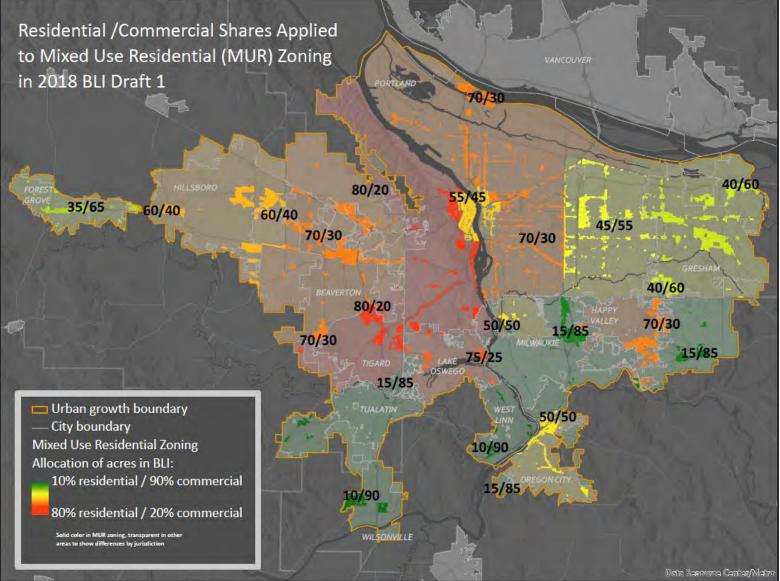


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## Accessory dwelling units (ADUs)

#### Observed accessory dwelling unit production

Metro's ADU analysis is based on data provided by city governments for 1995 to mid-2017. Roughly 98% of permitted ADU development over this time period has occurred within the City of Portland (see Table 3 below). Note that the City of Portland has created ADU development incentives and is also on the upper margins of achievable rents. ADU development represents roughly 3% of the total residential unit development in Portland-Vancouver MSA (total MSA permitted residential units / permitted ADUs).

Table 7: Observed Accessory	ı Dwelling Unit Pr	oduction in Metro I	UGB, 1995 through mid-2017
	Differing Officer	ounction in mictio	

YEAR	PORTLAND	HILLSBORO	OREGON CITY	GRESHAM	LAKE OSWEGO	TROUTDALE	WILSONVILLE	BEAVERTON
1995	10							
1996	3							
1997	7							
1998	26							
1999	32							
2000	26					1		1
2001	30							1
2002	25							2
2003	30							1
2004	39							1
2005	30		2					2
2006	38		2					2
2007	38							1
2008	31							3
2009	26							1
2010	86							1
2011	133				1			
2012	164	2						EX

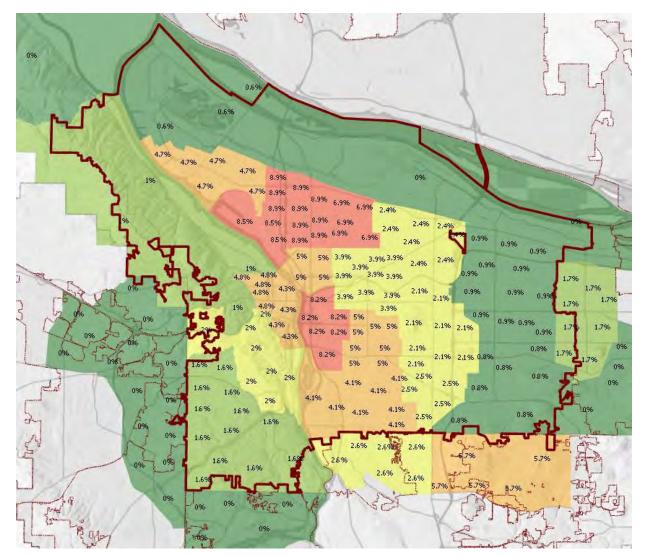
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	2686	10	5	7	2	1	7	19
2017	350	2		3				1
2016 Mid-	615	1		2			3	
2015	483	2	1					1
2014	263	3		1	1			
2013	201			1			4	1

# Estimating future capacity for accessory dwelling unit (ADUs)

There is uncertainty around the future of ADUs as a source of long term housing in the region. Some state and local policies have recently changed; for example Portland waives system-development charges (SDC) for ADUs and state law was updated to require permit approval within 100 days for ADUs purposed for affordable housing. Likewise, in its Residential Infill Project, the City of Portland is considering allowing more than one ADU per single-family home. The potential for ADU development outside of inner Portland is unknown and, per a PSU survey of ADU owners – a minority of units are currently used for temporary lodging (e.g. Airbnb) rather than longer term housing. In the long term Metro plans to more closely track ADUs and in the future to perform analysis similar to that described above for redevelopment.

In the short term, Metro staff included ADUs in the 2018 BLI by using observed data to calculate a rate of ADU development that varies spatially. This method was only applied for the City of Portland, as other cities do not yet have a track record of producing significant numbers of ADUs even though their plans allow for ADU construction. The rate of ADU development is based on five years of data (2012-2016) and varies geographically across groups of census tracts (Ezones). The five-year rate of ADU development was calculated as the number of ADUs built divided by the number of single family homes in each zone. These were converted to 20-year rates (multiplied by 4) and then applied to all eligible single family homes, meaning homes that were not already counted as potential infill or redevelopment in the BLI. The resulting probabilities of ADU development range from 0% in some zones to 9% in others, with higher concentrations in inner neighborhoods of N, NE, and SE Portland. The total projection is around 4,400 new ADUs over 20 years, which are treated as multifamily long term rental housing units for forecasting purposes.



#### Figure 19: 2018 BLI 20-Year Probability of ADU Development

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## Derivation of the "Historical Redevelopment Analysis" method

## Discrete Choice Regression Concepts

Discrete choice regression analysis is a statistical method to determine which characteristics affect the likelihood of a particular outcome, positively or negatively, and by how much. This analysis uses observations of historical redevelopment to predict future redevelopment, as a function of tax lot and neighborhood attributes. There are many unobserved factors in redevelopment decisions; for example, is a property owner ready to cash in on price appreciation so they can retire or relocate? Is the lease for a large tenant in a commercial property expiring? Is a business planning to relocate within or outside of the region? These idiosyncratic attributes cannot be measured, so we should not expect to be able to predict exactly which tax lots will redevelop over time with a high degree of accuracy. But we can use a discrete choice model to estimate which properties have a higher probability of redeveloping over time based on measurable variables like lot size, price, and location attributes.

# Estimating the Redevelopment Regression Model

Using the LDMS data set of observed land use changes over the last nine years, we evaluate the tax lot and neighborhood characteristics that make redevelopment more likely to occur in the future. The regression analysis is based on 2001 tax lots and the land use changes observed in the forward looking LDMS approach. We limited the data set to tax lots that were "developed" by the 95% rule in 2001, and also fall within mixed use or multifamily zoning (based on current 2017 zoning and Metro's crosswalk from local to regional zone classes). All records within this set of developed tax lots that saw new development happen between 2007 and 2015 were flagged as "redevelopment" while the remaining lots saw no change. This data set was analyzed using binomial logistic regression with the outcome variables "redevelopment" coded as 1 and "no change" coded as 0. While the tax lot is the unit of analysis, several of the explanatory variables were defined at or relative to the neighborhood surrounding the tax lot. The census tract is used as a proxy for neighborhood attributes.

For the final regression model, we divided the data into two regions, Portland and the suburbs. Portland has experienced a higher rate of redevelopment than the surrounding cities, so it is important for the analysis to allow for this higher baseline level of redevelopment independent of tax lot characteristics. We tested a variety of geographic configurations for the regression data sets and found the two broad categories to provide a good balance of geographic specificity and sufficient observations. The explanatory variables included in the model are:

- 1. LogRelValue the total assessed value of the tax lot relative to the average assessed value for all lots in MFR or MUR zoning in the surrounding census tract (zero values excluded)
- 2. LogTractValue the average assessed value for the census tract in which the tax lot is located relative to the average tax lot value in the region (all zoning, zero values excluded)
- 3. LogLotSize acreage of the tax lot prior to any subdivision or redevelopment

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4. Miles – distance to the Portland CBD (calculated as the centroid of 2010 Census tract number 41051005100 in the Pearl District)

The first three variables are included in the model as natural logs to correct for skewed distributions in these attributes. The distance variable is important for the Portland model, but not meaningful for the suburban jurisdictions so it is excluded from the final model for the suburbs. Future analysis might explore including a distance term to suburban regional centers for the suburbs model. Summary statistics for the data sets show that redeveloped parcels are on average larger and cheaper per square foot relative to parcels that did not redevelop over the observed time period.

Portland	No change	Redeveloped	Total
Observations	28,228	1,309	29,537
Mean lot size (acres)	0.257	0.353	0.261
Median lot size (acres)	0.116	0.168	0.116
Mean value per square foot (2001)	\$40.11	\$21.51	\$39.29
Median value per square foot (2001)	\$22.97	\$15.98	\$22.60
Suburbs	No change	Redeveloped	Total
Observations	15,919	513	16,432
Mean lot size (acres)	0.568	2.747	0.636
Median lot size (acres)	0.172	0.537	0.176
Mean value per square foot (2001)	\$24.62	\$9.27	\$24.14
Median value per square foot (2001)	\$18.27	\$6.91	\$17.78

#### Figure 20: Summary statistics for the analyzed data sets

#### November 21, 2018

#### Figure 21: Parameter Estimates from the Regression

#### Suburb Coefficients:

#### Portland Coefficients:

	Estimate St	d. Error	z value	Pr(> z )	
(Intercept)	-1.87405	0.10060	-18.628	<0.00000000000002 ***	
Miles	-0.20010	0.01813	-11.035	<0.000000000000002 ***	*
LogRelValue	-0.42255	0.02690	-15.710	<0.000000000000002 ***	*
LogLotSize	0.35714	0.02961	12.061	<0.00000000000002 ***	*
LogTractValue	-0.55361	0.06314	-8.768	<0.00000000000002 ***	
Signif. codes	: 0 '***' (	).001'**'	0.01'*	·' 0.05'.'0.1''1	

All variables are highly statistically significant in both models. The distance variable was dropped from the suburban model because the estimated coefficient was very small and not statistically significant. Both of the price variables have a negative effect on redevelopment, so more expensive land is less likely to redevelop. Lot size has a positive effect on redevelopment, so larger lots are more likely to redevelop. In Portland, properties that are closer to the city center are more likely to redevelop.

The intercept term has the interpretation of being the baseline rate of redevelopment, while the other explanatory variables allow the probability of redevelopment to vary across tax lots. Ideally, we would like to have more explanatory power in the other variables instead of the intercept, but redevelopment is difficult to predict on a limited set of attributes that are consistently observable across properties. The following examples illustrate how the probability of redevelopment would vary with tax lot attributes in Portland. The first example indicates that a hypothetical average tax lot in an average tract would have about a 3% probability of redevelopment. The other examples show that as the tax lot gets bigger, closer to the city center, or cheaper for a developer to purchase, this probability increases.

#### Example 1 (median lot size) Example 2 (1 acre lot) Lot size (acres) 0.116 Lot size 1 Relative tax lot value 1 Relative tax lot value 1 1EXHIBIT 13 Relative tract value 1 Relative tract value Z0299-20-CP & Z0300-20-ZAP Appendix 2: Page 69 of 80 (Brooktraut Properties LLC) Page 115 of 185

#### Figure 22: Examples of Parameter Effects on Redevelopment Probability

Miles	4.07	Miles	4.07	
Probability of redevelopment	3.05%	Probability of redevelopment	6.37%	
Example 3 (1 mile from city center)		Example 4 (value 50% of average in tract & 1 mile from city center)		
Lot size (median)	0.116	Lot size (median)	0.116	
Relative tax lot value	1	Relative tax lot value	0.5	
Relative tract value	1	Relative tract value	1	
Miles	1	Miles	1	
Probability of redevelopment	5.50%	Probability of redevelopment	7.24%	
Example 5 (tract value 50% of averag	Example 6 (value 50% of average in tract & tract value 50% of average in region)			
Lot size (median)	0.116	Lot size (median)	0.116	
Relative tax lot value	1	Relative tax lot value	0.5	
Relative tract value	0.5	Relative tract value	0.5	
Miles	4.07	Miles	4.07	
Probability of redevelopment 4.42%		Probability of redevelopment	5.84%	

#### Model fit

Overall, the model is very good at producing accurate probabilities of redevelopment in aggregate; in other words it is well calibrated. The model is moderately successful at identifying exactly which tax lots have a higher probability of redevelopment, i.e. it has moderate discrimination ability. One measure of the model's discrimination ability is the receiver operating characteristic (ROC) curve, which plots the probability of a false positive vs. a false negative as the probability cut-off point changes. The bottom left hand corner of the graph represents a probability cutoff of 0, which increases along the curve to a maximum of 1 at the top right hand corner. Along the diagonal line, the model would have no ability to discriminate between the lots that actually did redevelop and those that did not. The area under the curve (AUC) in this case would 0.5. The closer the line gets to the top left hand corner of the chart, the better the discrimination ability of the model. A perfect fit would have an area of 1 under the curve. The following graphs show the ROC curves for Portland (left) and the suburbs (right). The area under the Portland curve is 0.69 and the area under the curve for the suburbs is 0.77. What this value means, for example, is that given any two observations in the suburbs, one that redeveloped and one that did

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not, there is a 77% chance that the predicted probability of the redeveloped lot is higher than the predicted probability of the lot that did not redevelop.

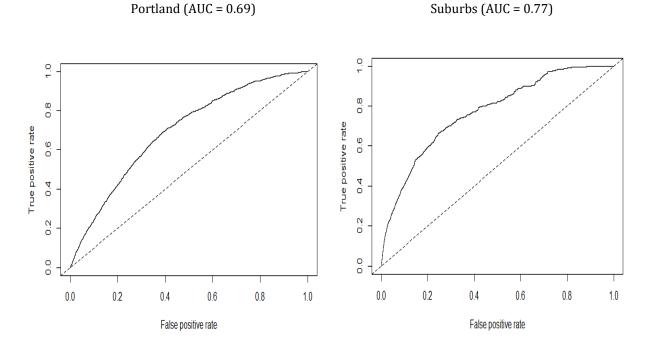


Figure 23: Area-Under-the-Curve Goodness of Fit Plots

For additional testing of the fit of the model, the regression was run multiple times using an 80% sample of the data for each subarea (the "training" data set) and holding back 20% (the "testing" data set). This test evaluates the stability of the coefficients over different subsamples (checking for influential observations) and allows for predicting the redevelopment outcome on the 20% sample that is not included in the model estimation.

There are a couple of ways to measure the fit of the model for the testing data. First, we could set a cutoff probability above which we predict redevelopment to occur. For example, we could say that all lots with a probability above 10% are predicted to redevelop while no change is predicted on the remaining lots. Using this measure we can produce a confusion matrix that cross-tabulates the predicted outcomes vs. the observed outcomes. The confusion matrices for one set of the sample regressions are included below. They show relatively high rates of both false positives and false negatives (the 0/1 and 1/0 cells).

#### Figure 24: Regression Model Confusion Matrices

predictedpredictedobserved01observed01observed01	Suburbs		 Portland			
observed 0 1 observed 0 1 observed		predicted		predicted		
	observed	0 1	 observed	0 1	observed	12

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		307	11				541		
	0	0	2	3182		0	4	160	5574
	1	85	23	108		1	230	26	256
Total		315	13		Total		564		
predicted		5	5	3290	predicted		4	186	5830

As noted though, we should not necessarily expect to accurately identify exactly <u>which</u> tax lots redeveloped. The model does do a good job of predicting <u>how many</u> tax lots redeveloped over the study period. The following tables show the number of tax lots predicted to redevelop over five different 80% sample regressions, applying the resulting models to the 20% withheld testing data. The predicted tax lots are calculated by adding up the predicted probabilities of redevelopment across all observations.

#### Figure 25: Regression Model Validation Against Test Data

	Suburbs					 Ро	rtland		 	
		Tax lots		Sha	res		Tax lots		Sha	res
	Total	Obs	Pred	Obs	Pred	Total	Obs	Pred	Obs	Pred
Sample	lots	redev	redev	redev	redev	lots	redev	redev	redev	redev
1	3262	90	105	2.8%	3.2%	5864	260	261	4.4%	4.5%
2	3348	104	102	3.1%	3.0%	6009	256	270	4.3%	4.5%
3	3309	115	103	3.5%	3.1%	5826	257	261	4.4%	4.5%
4	3218	93	103	2.9%	3.2%	5863	271	259	4.6%	4.4%
5	3315	107	103	3.2%	3.1%	5913	257	263	4.3%	4.5%
Average	3290	101.8	103.2	3.1%	3.1%	5895	260.2	262.8	4.4%	4.5%

We can also look at the distribution of observed and predicted redevelopment across various summary geographies and zoning classifications. For example, the following chart shows the distribution across zoning classes for one 80% sample regression. These numbers reflect the results of applying the model to the 20% testing sample. The results are reasonable across all of the geographies, with a better match in Portland than in the suburbs. This makes sense since there is a wider variety of zoning densities in the observed redevelopment across the suburban areas.

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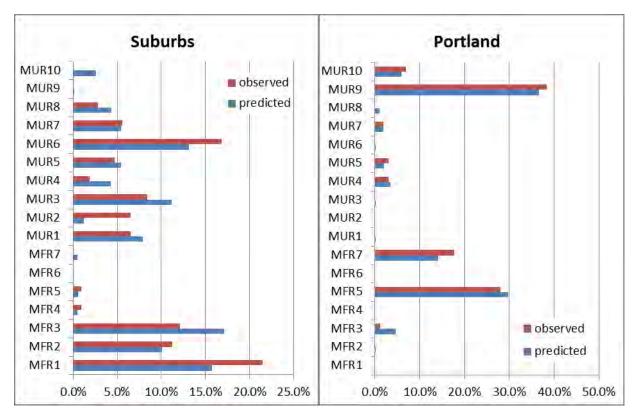


Figure 26: Distribution of observed vs. predicted redeveloped lots by Metro zone class

We conducted other tests of the model fit as well, including estimating the model for various subarea geographies and the region as a whole. These regressions indicated that the two final models are in fact different and should be estimated separately, particularly the intercept term and distance to the city center. We also estimated models using only the last five years of redevelopment (2011-2015) rather than the full nine years. This resulted in a lower predicted rate of redevelopment because many of the redevelopment observations in our data set occurred in 2007. Finally, we applied different coefficients to the BLI data from our 80% sample regressions to evaluate sensitivity of future capacity to model specification.

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# Application to the BLI

To apply the regression model to the BLI, we calculate for each eligible tax lot the probability of redevelopment using the estimated coefficients. We first need to calculate the necessary attributes for each tax lot, including the log of the relative tax lot value, log of the relative tract value, log of lot size, and distance to the city center for the Portland observations. This is a logistic regression, so the probability of redevelopment is calculated as:

# $P(redevelopment) = e^{x'\beta}1 + ex'\beta$

where the exponent is calculated from our regression results as (for the suburbs):

$$x'\beta = Intercept + \beta_1 LogRelValue + \beta_2 LogLotSize + \beta_3 LogTractValue$$

This probability is estimated using an observed data set that covers nine years. In order to expand this to a 20-year probability, the original value is multiplied by 2.2, with an upper limit set at 100% probability of redevelopment. This expanded probability can then be multiplied by the maximum zoned capacity on each lot (minus any existing development) to get an "expected" number of units. Typically these probabilities are small, so the expected units will be spread across a large number of tax lots. This is in contrast to the strike price methodology that would select all specified tax lots below a particular value threshold and count the full zoned capacity on those lots. The aggregate capacity estimates from applying both the regression and strike price approaches are shown below.

 Table 7: Redevelopment Statistical Analysis and Threshold Price Results in the 2018 BLI, with 2014 BLI Redevelopment

 Estimates for Comparison

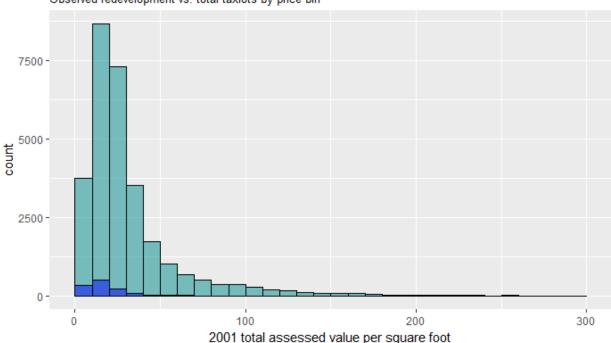
		101-10-10 million	Draft 201	8 BLI	
Sec. 1. 1. 1.		2007-2015 Expanded	Statistical	Threshold	
CORNELIUS DURHAM FAIRVIEW FOREST GROVE GLADSTONE GRESHAM HAPPY VALLEY HILLSBORO IOHNSON CITY KING CITY LAKE OSWEGO WILWAUKIE DREGON CITY PORTLAND SHERWOOD FIGARD	2007-2015 Actual	to 20 Year Supply	Analysis	Price	2014 BLI*
BEAVERTON	2,175	4,833	5,264	3,961	1,097
CORNELIUS	5	11	250	457	122
DURHAM			7		
FAIRVIEW	4	9	219	289	336
FOREST GROVE	207	460	1,560	1,515	1,428
GLADSTONE	42	93	206	370	290
GRESHAM	914	2,031	4,721	5,560	7,482
HAPPY VALLEY	768	1,707	5,463	9,111	2,080
HILLSBORO	1,760	3,911	4,234	4,177	3,926
JOHNSON CITY	1.1	-	138	242	44
KING CITY	67	149	23	22	23
LAKE OSWEGO	66	147	399	352	421
MILWAUKIE			529	241	36
OREGON CITY	571	1,269	3,518	4,649	2,904
PORTLAND	18,090	40,200	50,779	170,293	194,209
SHERWOOD	30	67	117	205	306
TIGARD	220	489	5,415	6,116	1,315
TROUTDALE	3	7	246	468	536
TUALATIN	99	220	170	263	52
UNINCORP-CLACK	360	800	3,657	5,189	7,271
UNINCORP-MULT	19 S.		2,332	4,788	4,447
UNINCORP-WASH	1,226	2,724	3,858	5,797	4,192
WEST LINN			85	44	73
WILSONVILLE	1,061	2,358	319	474	561
WOOD VILLAGE	64	142	495	640	517
Totals	27,732	61,627	94,003	225,223	233,624

* Note that the 2014 BLI covers different future time period than the 2018 BLI and includes additional capacity for Damascus.

Unincorporated Multnomah County redevelopment included in Portland number in 2018 BLI

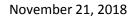
The following two charts show the number of lots that redeveloped over the observed time period (blue), overlaid on the total number of tax lots (green) by total assessed value per square foot. What is clear from these charts is that a very small percentage of the developed lots in any value bin actually redeveloped over the nine year period. And while a larger share of the lower valued lots redeveloped, we observe redevelopment across a wide range of values.

Figure 27: 2007-2015 Observed Redevelopment vs. All Developed Tax lots by Price. All Portland (top chart), areas outside Portland (middle chart)



# Portland

Observed redevelopment vs. total taxlots by price bin



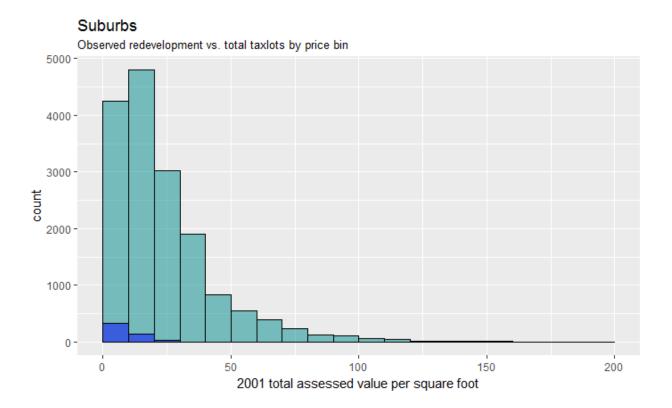
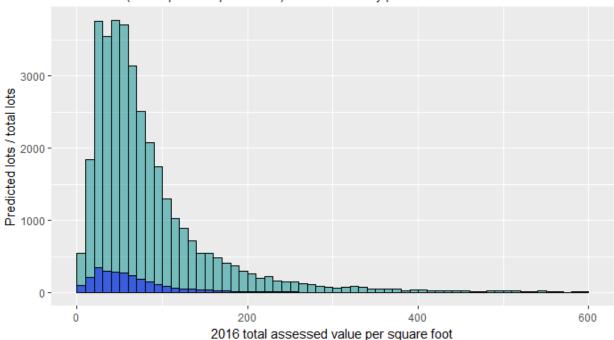


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The regression approach produces patterns of predicted redevelopment across tax lot values similar to what was observed in the LDMS data. More lots are predicted to redevelop in lower value bins, but a small amount of redevelopment is predicted to occur on higher value tax lots as well. The first three charts below depict tax lots, while the last two depict residential units.

Figure 28: Predicted Redevelopment in the 2018 BLI Statistical Version. For Portland (top), Areas Outside Portland (middle), and Region Altogether (bottom)

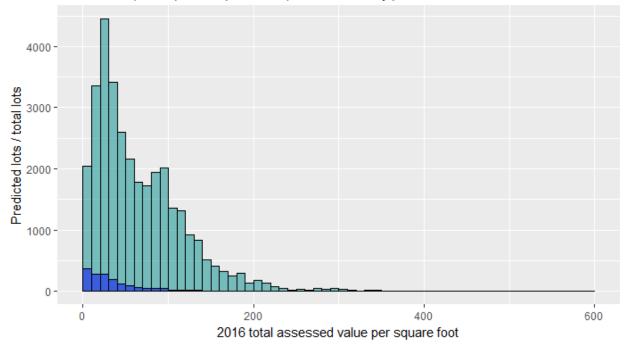


#### Portland

Predicted lots (sum of predicted probabilities) vs. total taxlots by price bin

# Suburbs

Predicted lots (sum of predicted probabilities) vs. total taxlots by price bin



# Region



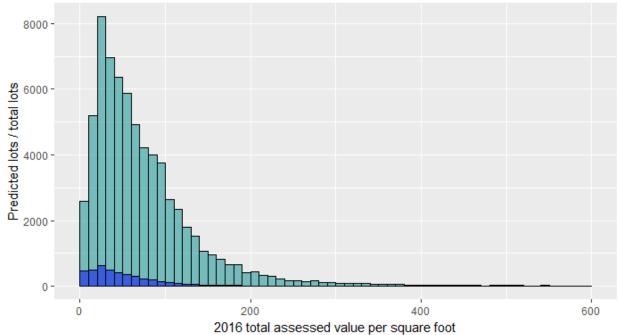
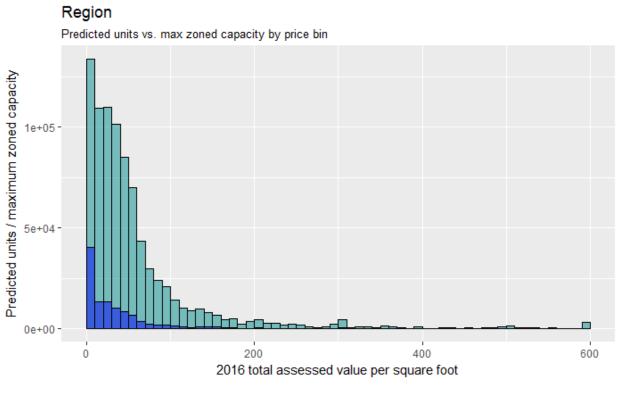


EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 125 of 185 Figure 29: Regression-Forecast Redeveloped Units vs. Max Zoned Capacity (top) and Strike Price Method (bottom)



# Region



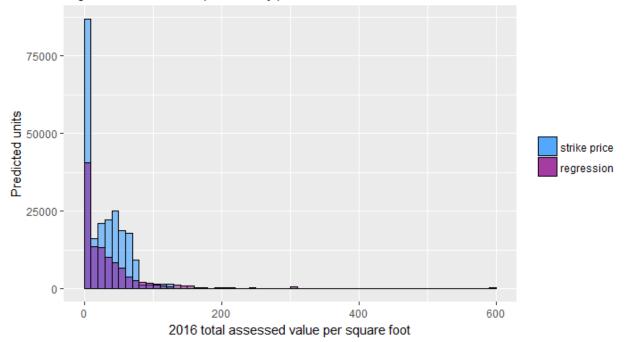


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# **APPENDIX 5: RESIDENTIAL DEVELOPMENT TRENDS**

#### Background

To better understand how to plan for people's future housing needs, it is useful to understand past residential development trends. This report provides indicator data required under ORS 197.296 (the "needed housing" statute) and also has data for ORS 197.301 (metropolitan service district performance measures). This report also adds housing affordability statistics by race given Metro's commitment to applying an equity lens to its work. Note that since by law Metro's UGB decision is made at the regional level, this Appendix (as did Appendix 4) provides data only at the regional level. A later Metro process (the Distributed Forecast) will address city-level details in further coordination with cities and counties. Individual cities may also provide more detail through their own planning processes. The Urban Growth Report addresses most aspects of ORS 197.301; Metro delivers biannual reports to the Department of Land Conservation and Development (DLCD) that address other aspects including ORS 197.301 (h) and (i).

#### ORS 197.296

(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

(D) Economic trends and cycles; and

(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section

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# ORS 197.301

Performance measures subject to subsection (1) of this section shall be adopted by a metropolitan service district and shall include but are not limited to measures that analyze the following:

(a) The rate of conversion of vacant land to improved land;

(b) The density and price ranges of residential development, including both single family and multifamily residential units;

(c) The level of job creation within individual cities and the urban areas of a county inside the metropolitan service district;

(d) The number of residential units added to small sites assumed to be developed in the metropolitan service district's inventory of available lands but which can be further developed, and the conversion of existing spaces into more compact units with or without the demolition of existing buildings;

(e) The amount of environmentally sensitive land that is protected and the amount of environmentally sensitive land that is developed;

- (f) The sales price of vacant land;
- (g) Residential vacancy rates;
- (h) Public access to open spaces; and
- (i) Transportation measures including mobility, accessibility and air quality indicators.

#### **Terms and definitions**

**Single family** houses were identified from Metro assessor data as tax lots with a land use designation of SFR or RUR (translated from PCA codes). Building value, building square footage, year built and other attributes were also used to identify lots with a house on them.

**Multifamily** dwellings were identified from Metro's multifamily housing inventory. The inventory includes the obvious apartments and high density condos, as well as some other less clearly defined housing types. A duplex, triplex, or any other lot with multiple housing units under common ownership on a single tax lot would be included. Any development with condo style tax lots is included, identified by individually owned units within a common lot owned by a condo association or similar organization. Single family housing developments with common areas owned by a Homeowners Association are not included in multifamily. Most attached single family houses have single family style tax lots and are not included in the multifamily database. This analysis excludes dormitories and retirement facilities, which are typically a single room occupancy style of housing.

**Infill** refers to development that occurred on a tax lot that would be considered "developed" in Metro's buildable lands inventory, where the original structure has been left intact. Infill may include residential units being added to the same lot with existing development, as well as splitting lots off from the existing development for new residential units.

**Redevelopment** refers to development that occurred on a tax lot that would be considered "developed" in Metro's buildable lands inventory, where the original structure was demolished to make room for new construction. Redevelopment may or may not involve subdividing or reconfiguring the original tax lot to accommodate new development.

**Vacant** implies that development occurred on land that would be considered "vacant" in Metro's buildable lands inventory, and the lot has no indication of prior development in the recent past and was not part of a developed tax lot in the recent past (generally back to 2003 for the purposes of this analysis – a consequence is that historic redevelopment and infill may be underestimated if a tax lot was previously developed, but has been vacant since 2003).

This report generally focuses on gross new units. This differs from total reported building permits, in that it reflects an estimate of what was actually built, rather than all issued permits, some of which don't get built or are later modified to change unit counts. It also does not reflect units lost in redevelopment, which is estimated at 7% of total new units built.

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# People of color

Diversity, equity and inclusion are cornerstone values in Metro policy. This information helps provide contextual information that informs policy makers.

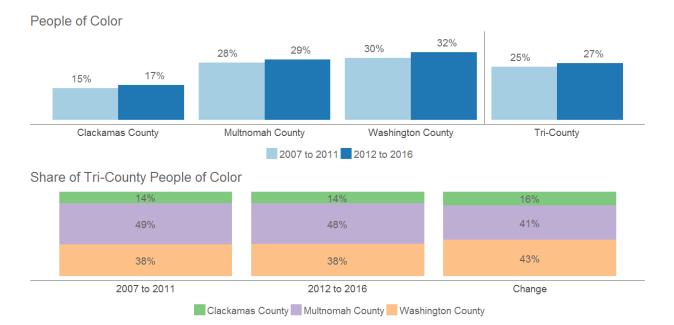


Figure 1: Unemployment in Clackamas, Multnomah, and Washington Counties

- The Tri-County region experienced an approximate 2 percentage point increase in people of color¹, which was the result of an approximate increase of 62,000 people of color.
- Although comprising only 38% of the Tri-County region's people of color, Washington County received 43% of the increase.

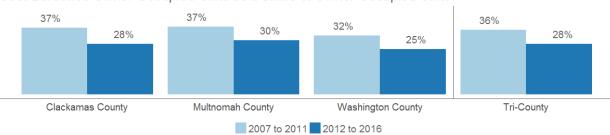
#### Data sources:

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP05; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP05; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

¹ The term "people of color" is defined as the combination of all race/ethnicity categories in the American **EXHIBIT 13** Community Survey besides "white alone, not Hispanic or Latino".

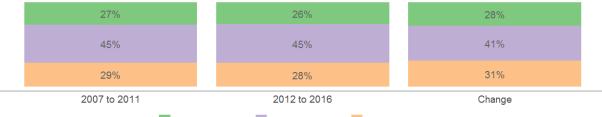
# **Cost-burdened home owners**

Cost-burdened households are of regional significance. Metro has made it a policy goal to seek solutions for making housing costs more attainable to working class and low income residents of the region.² This indicator provides contextual information that informs policy makers and reveals relevant details to residential price indicators referred to in ORS 197.301.



Cost-Burdened Owner-Occupied Units as a Share of Owner-Occupied Units





Clackamas County Multnomah County Washington County

#### Figure 1: Cost-burdened owners in Clackamas, Multnomah, and Washington counties

- County shares of cost-burdened owners significantly decreased by approximately 7 to 9
  percentage points, while overall the Tri-County region saw a decrease of 8 percentage points.
  The decreases in cost-burdened owners is a result of the Great Recession which drove down
  homeownership rates and eliminated the weakest mortgages. This real estate cycle is now
  swiftly unwinding itself and is not necessarily indicative of longer-term trends³. Other recent
  statistics suggest cost-burdened owner households are likely to increase.
- Although representing 45% of regional cost-burdened owners, Multnomah County represented only 41% of the regional decrease.

# Data sources:

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

² Metro, June 7, 2018, Proposed regional affordable housing bond information, <u>https://www.oregonmetro.gov/public-projects/affordable-housing-bond-information</u>

³ The first set of estimates (2007-2011) includes the bubble and downturn preceding the Great Recession, and the IBIT 13 second set of estimates includes the economic recovery.

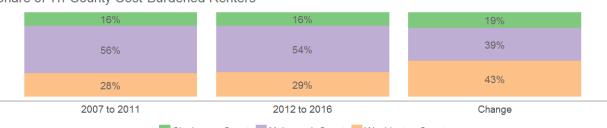
# **Cost-burdened renters**

Cost-burdened renters are of regional significance. Metro has made it a policy goal to seek solutions that would make rents more affordable for working class and low income residents of the region.⁴ This indicator provides contextual information that informs policy makers and reveals relevant details to residential price indicators referred to in ORS 197.301.





# Share of Tri-County Cost-Burdened Renters



Clackamas County Multnomah County Washington County

Figure 1: Cost-burdened renters in Clackamas, Multnomah, and Washington counties

- Despite increased totals, county shares of cost-burdened renters did not significantly change. Very slight increases in share of cost-burdened renters were seen in Clackamas and Washington counties.
- Although the change in percentage terms seems slight, registered against total regional households, a 1 percent change means an additional 6,500 cost burdened households
- Although representing only 29% of regional cost-burdened renters, Washington County represented 43% of regional increase.

# Data sources:

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

# Renter and owner income and cost burden by race and ethnicity

EXHIBIT 13

⁴ Metro, June 7, 2018, Proposed regional affordable housing bond information, <u>https://www.oregonmetro.gov/public-projects/affordable-housing-bond-information</u>

Metro is committed to a focus on racial equity and equity in housing is of great concern to the communities which Metro serves. The table below illustrates the distribution of renters within the region by household income as a percent of median family income (MFI) and the number of costburdened and severely-burdened households by demographic group. The income categories (e.g. "Extremely Low Income") use federal HUD (Housing and Urban Development) break points. Race and ethnicity figures are broadly categorized by white, black, Asian, American Indian & Alaska Native, native Hawaiian & Pacific Islander, Hispanic, or persons of two or more races.

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Compared with Renter Household Income as Percent of Median Family Income (MFI)

Metro Region - defined as Census tracts intersecting Metro jurisdictional boundary								
Renter Household Income as a Percent of Median Family Income (MFI)	Estimate: White	Estimate: People of Color	Estimate: Black or African- American	Estimate: Asian	Estimate: American Indian and Alaska Native	Estimate: Native Hawaiian and Pacific Islander	Estimate: Hispanic	Estimate: Other (including Two or More Races)
Extremely Low Income (0-30% MFI)	37,200	21,000	5,800	3,300	700	400	8,600	2,100
Very Low Income (30-50% MFI)	29,800	14,700	2,200	2,300	300	300	8,100	1,400
Low Income (50-80% MFI)	39,900	14,500	2,100	2,200	400	500	7,600	1,700
80-100% MFI	21,100	6,900	1,000	1,100	200	200	3,200	1,300
100% + MFI	59,500	15,000	1,900	4,900	400	400	5,100	2,300
Total Renter Households	187,500	72,100	13,000	13,800	2,000	1,800	32,600	8,800
Percent of Regional Distribution	72%	28%	5%	5%	1%	1%	13%	3%
Cost Burdened Renters (Rent > 30% of Income)	87,900	38,200	8,100	6,100	1,100	900	18,100	4,000
Percent of Regional Distribution	70%	30%	6%	5%	1%	1%	14%	3%
Severely Cost Burdened Renters (Rent > 50% of Income)	44,600	21,200	5,200	3,300	600	400	9,500	2,100
Percent of Regional Distribution	68%	32%	8%	5%	1%	1%	14%	3%
Total Households (renter and owner)	490,900	126,100	19,200	36,300	3,200	2,300	49,500	15,500
Percent of Regional Distribution	80%	20%	3%	6%	1%	0.4%	8%	3%

Figure 1: Distribution of Renter Households by Demographic Group, Income, and Cost-Burden

Geography: Metro Region, Source: Tract-level CHAS dataset 2010-2014, Table 1, https://www.huduser.gov/portal/datasets/cp.html

Race and Ethnicity:

Race and Ethnicity:								
Compared with Owner Household Income as Percent of Med	dian Fam	ily Inco	me (MF	1)				
Metro Region - defined as Census tracts intersecting Metro jurisdictional boundary								
Owner Household Income as a Percent of Median Family Income (MFI)	Estimate: White	Estimate: People of Color	Estimate: Black or African- American	Estimate: Asian	Estimate: American Indian and Alaska Native	Estimate: Native Hawaiian and Pacific Islander	Estimate: Hispanic	Estimate: Other (including Two or More Races)
Extremely Low Income (0-30% MFI)	15,500	3,400	400	1,300	100	100	1,200	400
Very Low Income (30-50% MFI)	18,700	4,300	500	1,400	100	100	1,700	400
Low Income (50-80% MFI)	37,100	8,200	1,000	2,500	200	100	3,600	800
80-100% MFI	27,500	6,000	700	2,100	200	100	2,300	700
100% + MFI	204,700	32,100	3,600	15,200	700	200	8,100	4,200
Total Owner Households	303,500	54,000	6,200	22,500	1,300	600	16,900	6,500
Percent of Regional Distribution	85%	15%	2%	6%	0.4%	0.2%	5%	2%
Cost Burdened Owners (Owner Costs > 30% of Income)	86,800	19,300	2,400	7,200	400	300	6,600	2,400
Percent of Regional Distribution	82%	18%	2%	7%	0.4%	0.3%	6%	2%
Severely Cost Burdened Renters (Owner Costs > 50% of Income)	32,900	8,000	1,000	3,000	100	100	2,600	1,200
Percent of Regional Distribution	80%	20%	2%	7%	0.2%	0.2%	6%	3%
Total Households (renter and owner)	490,900	126,100	19,200	36,300	3,200	2,300	49,500	15,599
Percent of Regional Distribution	80%	20%	3%	6%	1%	0.4%	8%	ËXH

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#### Figure 2: Distribution of Owner Households by Demographic Group, Income, and Cost-Burden

Geography: Metro Region, Source: Tract-level CHAS dataset 2010-2014, Table 1, <u>https://www.huduser.gov/portal/datasets/cp.html</u>

- This slice (2010 to 2014) of CHAS data shows that:38% of whites are renters; 57% of people of color are renters
- 57% of white renters have an income 80% or below MFI
- 70% of renters of color have an income 80% or below MFI
- 47% of white renters are cost burdened (i.e., rent > 30% of income), while 53% of renters of color are cost burdened
- 28% of all renters are people of color while 30% of all cost-burdened renters are people of color
- 5% of all renters are African-American while 8% of all cost-burdened renters are African-American
- 85% of all owners are white while 80% of cost-burdened owners are white
- 15% of all owners are people of color while 20% of cost-burdened owners are people of color
- 2% of all owners are African-American, while 3% of cost-burdened owners are African American **Source**: CHAS 2010-2014, HUD

Notes

- Household totals are derived from sums of detail columns for household income brackets relative to race and ethnicity. CHAS detail columns don't always match the sum of subtotal columns, which in turn don't always match the total column for a given variable or cross-tabulation.
- Comprehensive Housing Affordability Strategy (CHAS) is the U.S. Housing and Urban Development (HUD) dataset that combines race data to housing, income and other demographic information.

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# Single- and multifamily housing production trends

Type of residential units (SF / MF) is a regional indicator required by ORS 197.296 and 197.301. Reporting observed data provides contextual understanding of market trends that is used to "determine the number of units and amount of land needed for each needed housing type for the next 20 years." ORS 197.296(3)(b).

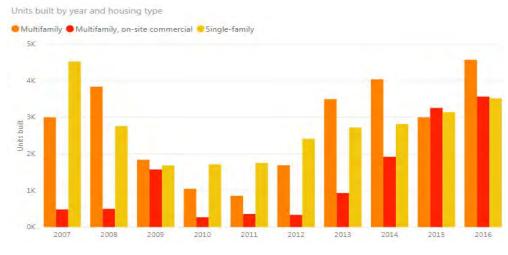


Figure 3: Units built over time by housing type, inside the Urban Growth Boundary. During the recession, single-family housing (SFR) was the predominant housing type, and has trended upward but at a slower pace than multifamily (MFR). In 2016, multifamily (with and without on-site commercial) was more than twice SFR unit production.

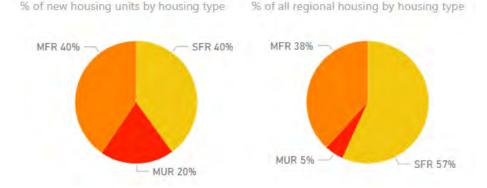


Figure 4: Share of recently built housing (left, past 10 years 2007-2016) and all existing regional housing (right) inside the Urban Growth Boundary. Regionally, we have more single family homes (57%), but multifamily housing makes up a significant portion (43 % including on-site mixed use). Recently, on-site mixed use has become a more prominent share (20% of new units). Single-family is 40% of new units being built.

- Within the UGB, SFR is 57% of all housing, MUR is <5%
- In the past 10 years, SFR has been 40% of all new units built
- MUR (multifamily with on-site commercial) has increased in unit production, providing about 1/3 of total new units in the last 2 years.
- During the Great Recession, more single family housing was built than multifamily housing

Data source: Land Development Monitoring System output dataset, from May 2018 RLIS data inpu Z0299-20-CP & Z0300-20-ZAP 9 (Brooktraut Properties LLC) Page 135 of 185

# **UGB housing density**

# Development density is identified as a regional indicator under ORS 197.296 and 197.301

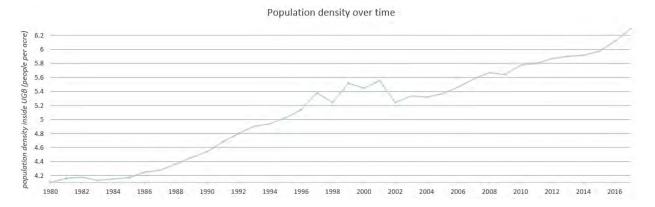


Figure 5: Population density within an expanding Urban Growth Boundary. The urban growth boundary has expanded periodically since its creation in 1979. The largest expansion was in 2002 when the Damascus area was brought into the UGB. The population of the region has also been steadily growing, even through the recent recession. This graph shows the population density within the UGB as both expand over time.

- The Urban Growth Boundary (UGB) has expanded from 227,000 acres in 1979 to 259,000 acres today, an increase of about 14%
- Population has increased from about 940,000 people to 1.63 million, an increase of about 73%
- Population density of the region has increased from 4.1 people/acre to 6.3⁵.
- Largest UGB expansions briefly decreased annual density estimate, like Damascus (12,000+ acres) in 2002, by bringing large unpopulated acres into the UGB.
- Population growth in the region has slowly absorbed the additional land and population density has continued to increase.

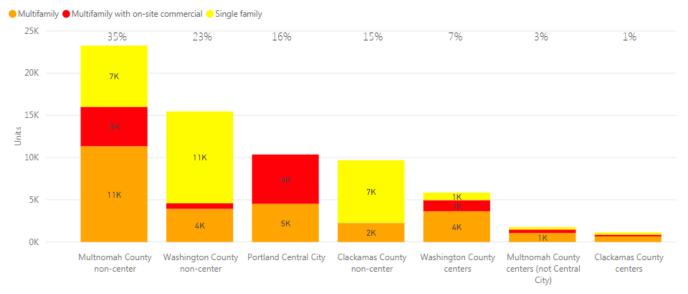
#### Data sources:

1979-1990 population estimates are for the Metro jurisdictional boundary, 1991 and later are for the UGB. Source: Metro Research Center, Census, and ESRI.

⁵ Calculated from population estimate / total UGB acres by year. UGB acres inclusive of all acreage inside boundary including water and non-residential land

#### How is housing growth occurring in the 2040 Growth Concept centers?

The type of housing units built is identified as a regional indicator under ORS 197.296 and 197.301. This information provides geographic context as to development types and recent development locations.



Units built 2007-2016, by housing type and location in relation to 2040 Growth Concept centers

Figure 6: Units built 2007-2016 by housing type, county and 2040 Center type. Housing is divided into single-family (yellow), multifamily with on-site commercial (red) and multifamily with no on-site commercial (orange).

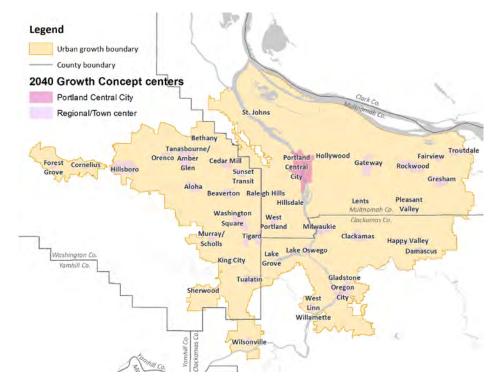


Figure 7: County boundaries and 2040 Growth Concept centers. Housing units in Figure 5 are grouped by county and by center types

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- The largest number of new units built (over 23,000 units, 35% of all new units) occurred outside of 2040 centers and within Multnomah County
- New housing in Portland Central City accounted for 16% of all new units over the past 10 years (26,700 units), and were built on only 55 acres of land
- 73% of new housing inside the Urban Growth Boundary (48,400 units) were built outside of 2040 centers. The footprint of these non-center units is about 1,500 acres of land. 53% of new non-center housing units are single-family dwellings (25,600 units)
- Housing in 2040 centers not including Portland Central City made up 11% of new units (7,400 units). Multifamily housing was the major housing type in many of these centers. Only 16% of these units were single-family
- 2040 centers, including Portland Central City, makes up only 7% of the land within the Urban Growth Boundary, but saw 27% of new units built.
- Generally, 2040 centers are building more densely than outside of centers, and have very little single-family housing. However, most housing is being built outside of these centers, is less dense, and has a higher proportion of single-family homes.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

#### New housing as percentage increase from previous housing

Housing trends and land absorption are land use forecast metrics and are identified as a regional indicator under ORS 197.296 and 197.301

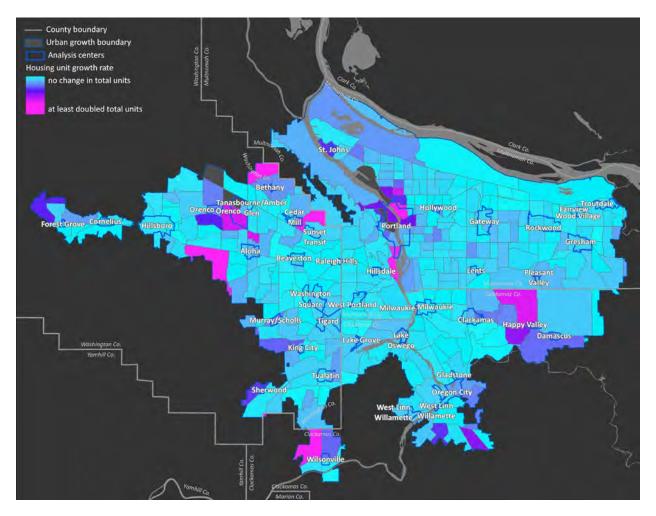


Figure 8: New units (2007-2016) per Census tract in comparison to previously existing housing units. Areas that at least doubled in total housing units appear pink, areas with little housing growth relative to total housing units appear light blue. Areas near the edge of the UGB that previously had relatively few houses like Happy Valley, west Wilsonville, SE Hillsboro and N Bethany have seen recent surges in housing construction. South Portland waterfront has seen considerable housing growth as well as inner NE Portland, where previously non-residential tracts have seen new hi-rise multifamily or mixed-use construction.

- Areas near the edge of the UGB that previously had relatively few houses like Happy Valley, west Wilsonville, SE Hillsboro and N Bethany have seen recent surges in housing construction.
- South Portland waterfront has seen considerable housing growth.
- Inner NE Portland, which has historically been non-residential, has seen new hi-rise multifamily construction, often with on-site commercial.
- North Bethany near PCC Rock Creek saw the most growth (as a percent change), over 200%, from 450 units to 1500

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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#### Location of recent residential construction

Housing type and number of housing units are identified as a regional indicator under ORS 197.296 and 197.301.

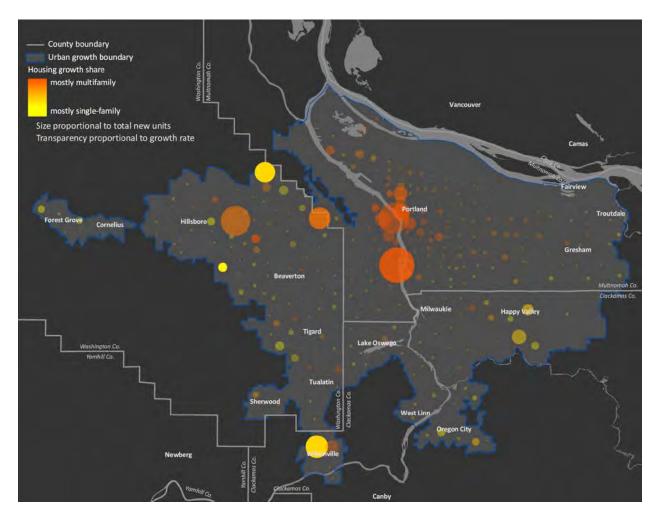


Figure 9: housing units built 2007-2016, by rzone (tract). Yellow indicates mostly SFR units, and orange indicates mostly MFR/MUR. Size of the circle is proportional to total units built (up to ~2600 new units), and transparency is proportional to the new units built compared to previous units (max growth rate is >2x new units than previously existed within tract). Suburbs like north Bethany and Wilsonville have added many new SFR units compared to total previous housing. Near the city center, there are many new multifamily units being built in areas that already had large numbers of housing units.

- Multifamily units are the primary housing type near the Portland Central Business District.
- Single family homes are much more dominant on the outer edges of the UGB.
- Large developments in Washington County include:
  - o Bethany (north Washington County)
  - o Orenco Station (east of downtown Hillsboro)

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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# Where is commercial vs. residential development happening?

Residential and employment land are identified as a regional indicators under ORS 197.296 and 197.301.

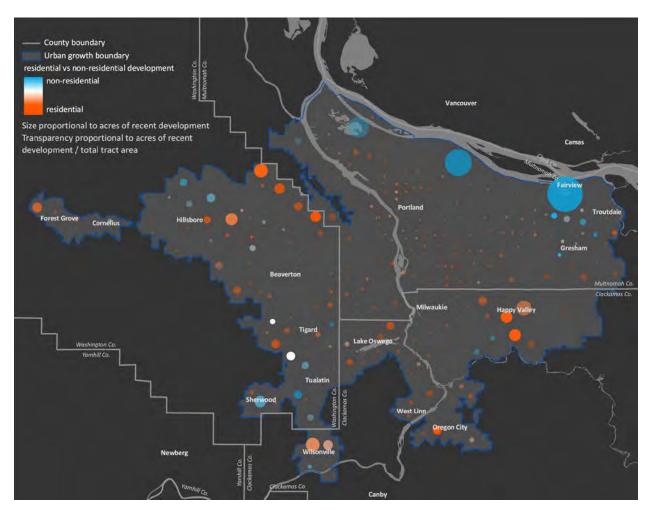


Figure 10: Type of development by tract over time period 2007-2016. Areas with mostly residential development appear orange, areas with mostly commercial development appear blue. Size indicates total acres (max = ~330 acres) of land developed, transparency indicates the acres developed in proportion to the total tract acres (opaque: >10% of tract area saw development). Bethany (west of stair-step Washington/Multnomah county boundary) and Happy Valley have seen a relatively large proportion of the small tracts develop as housing. The most acres developed within a single tract are in the industrial area along the Columbia River, where many new non-residential parcels have been developed

- The most acres of non-residential development are along the Columbia River industrial corridor.
- Other commercial centers seeing primarily non-residential development are in Tualatin/Sherwood and North Hillsboro.
- Large acreage of primarily residential development has occurred in Happy Valley and Bethany.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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#### Where is vacant and redevelopment land consumption happening?

Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301

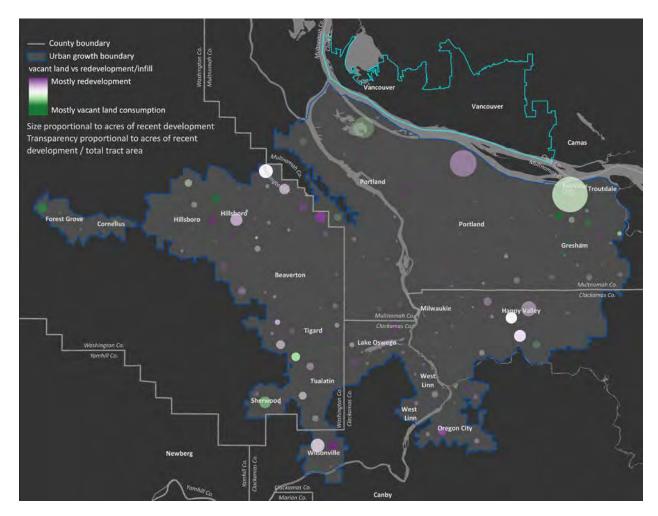


Figure 11: Share of development from 2007 to 2016 that was vacant land consumption⁶, by tract (consumption unit=acres). Green areas indicate recent development was mostly vacant land consumption. Purple indicates recent development was mostly redevelopment or infill. White is a mix of vacant land consumption and redevelopment/infill. Size indicates total acres (max = ~330 acres) of land developed, transparency indicates the acres developed in proportion to the total tract acres (opaque: >10% of tract area saw development). Tracts where most development was vacant land consumption lie near the edges of the region.

- See sections further below for data on production of actual housing units and employment sites; this metric addresses land consumption for all purposes by acreage consumed. This data in conjunction with the housing unit production data show that the region is making more efficient use of land overall
- Largest dots are near edge of region- more total acres affected near outer edges of UGB

⁶ Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was at least 5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill/redevelopment rather than vacant lack consumption under this definition.

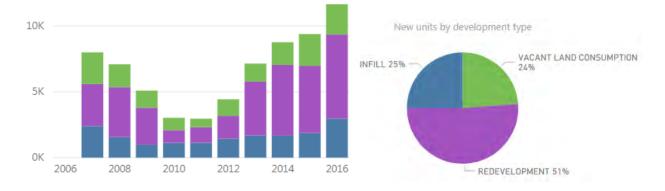
- While many housing units are being built around downtown Portland (Figure 8), they have a relatively small footprint compared to the total acres developed in tracts near the edges of the UGB
- Most areas had a mix of vacant land consumption, but many interior tracts had a lower share of vacant land consumption, because there is less vacant land to develop.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

#### Relative contribution of vacant land and already-built lands to housing production

Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301



New units built by year and development type

Figure 12: Share of new housing units built of each development type for each year (left) and cumulative over past 10 years (right). Overall, redevelopment makes up the largest share of new units built (>50%), while vacant land consumption is the smallest at <25%.

- Development of residential units on vacant land is trending to be a smaller part contributing to the total number of units built less than 25%
- Redevelopment was the most affected by the recession (i.e., saw the greatest reduction in units built) – this is consistent with building permit data indicating that redevelopment, being multifamily type, fluctuates more with market cycles and general economic activity than vacant land development.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

 Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was <=5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill rather than vacant land consumption under this definition.

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#### Land consumption shares by development type

# Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301

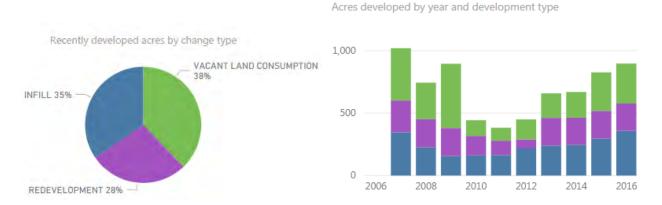


Figure 13: Acres of land developed by development type over past 10 years (left) and by year (right). Development includes all residential development plus commercial and industrial. Infill, redevelopment and vacant land consumption are nearly equal shares of overall development in the past decade. Vacant land consumption pre-recession was a larger share than it has been in more recent years.

- Given the larger contribution of infill and redevelopment to total housing units produced (see previous page) the region is making more efficient use of residential land.
- Vacant land consumption still remains a large component contributing to new residential, commercial and industrial production.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

 Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was <=5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill rather than vacant land consumption under this definition.

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# Share of new housing by development type

Development type (vacant/infill/redevelopment) is identified as a regional indicator under ORS 197.296 and 197.301

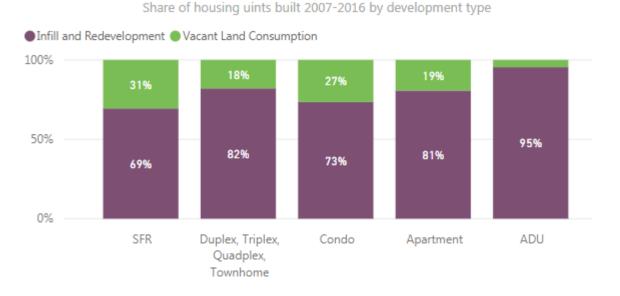


Figure 14: Share of new units built between 2007 and 2016 classified as vacant land consumption vs. infill/redevelopment.

#### Recent housing production trends in the Metro UGB:

- 69% of single-family (SFR) production over the past decade has come through as infill development. (See "data source" note below for this explanation)
- 31% of new single-family homes were built on vacant land
- Production of so-called "middle-housing" (i.e., duplex, triplex, etc) has mostly occurred through redevelopment
- Most ADUs are built on lots that already contains an existing single family structure and are therefore already considered developed – therefore very few ADUs are categorized as construction on vacant land
- A majority of multifamily (i.e., apartment) production was built on land that has been redeveloped
- Regional homebuilders have turned to residential infill and redevelopment to produce needed housing as production on vacant land has diminished.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

 Vacant Land Consumption defined here as in BLI: the parent lot (lot before division or development) was <=5% developed according to Vacant Land Inventory in the base year (2002 for this study). Many rural lots are 5% or more developed, and when subdivided for new housing qualify as infill rather than vacant land consumption under this definition.

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#### **Multifamily construction trends**

# Housing types are identified as a regional indicator under ORS 197.296 and 197.301

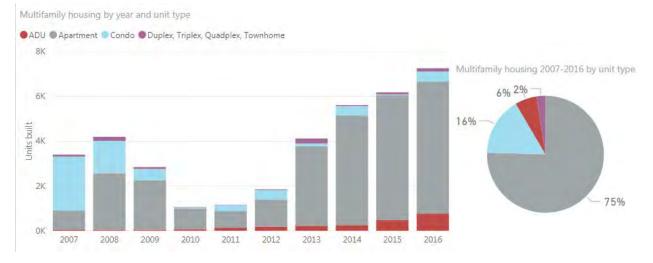


Figure 15: Multifamily housing types⁷ built 2007-2016 by year (left) and cumulative (right). Apartments make up the largest share of multifamily housing overall. Construction of multifamily housing slowed during the recession. Condominium unit construction has not rebounded in recent years the same way that apartment construction has. Accessory Dwelling Units (ADUs) are a growing share of multifamily housing.

#### Recent multifamily housing production trends in the Metro UGB:

- Apartments make up the largest share (75%) of multifamily housing overall.
- Construction of multifamily housing slowed after the Great Recession. The lagged effect was because there were projects already in the production pipeline, but financing new projects in the immediate aftermath of the recession had diminished sharply due to the collapse in the real estate and financial sectors of the U.S. economy.
- Condominium unit construction has not rebounded in recent years the same way that apartment construction has.
- Accessory dwelling units (ADUs) are a growing share of regional housing, which may have been spurred by City of Portland's waiver of system development charges. The City of Portland recently extended the waiver in perpetuity.
- Multifamily housing, specifically apartments, have overtaken single-family production in the past few years. This maybe a near-term cyclical response to catch-up to dearth of apartment construction in the aftermath of the Great Recession.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

⁷ Multifamily housing from RLIS multifamily housing inventory, defined as any taxlot with more than one housing unit. This graph not inclusive of group quarters, manufactured homes and unclassified unit types included in **EXHIBIT 13** database

#### Accessory dwelling unit construction trends

Housing types are identified as a regional indicator under ORS 197.296 and 197.301

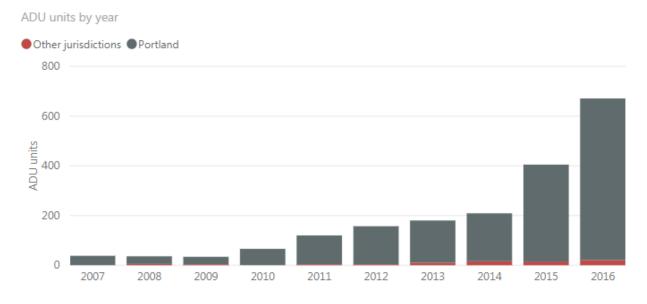


Figure 16: Accessory dwelling unit construction over time.

#### ADU development trends – facts and figures:

- ADUs make up about 7% of regional housing units built in 2016
- ADUs are about 0.5% of all housing in the region
- 98% of ADUs are within the city of Portland
- 2% of single family homes within Portland have an ADU
- Recently passed state and local legislation made ADU construction easier and less costly
- It is unclear what proportion of new ADUs should be counted as a long-term regional housing solution because surveys indicate that some are being used in day-to-day room rentals or leases (e.g., AirBnB).

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

• Data primarily reflects permitted, legal ADUs, identified either by an official address or an approved permit.

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# **Condominium construction trend**

Housing types are identified as a regional indicator under ORS 197.296 and 197.301

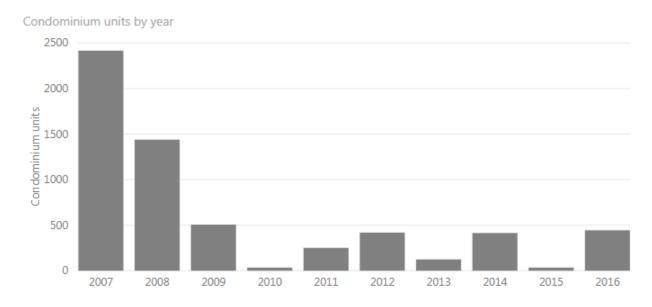


Figure 17: Condominium construction over time

#### Condo development trends:

- Condominium construction fell sharply during the Great Recession, and has not recovered.
- Condominiums make up about 6% of all housing forms in the region
- Condos made up 30% of all regional housing units built in 2007, but less than 1% of units built in 2015 and only 4% of units in 2016.

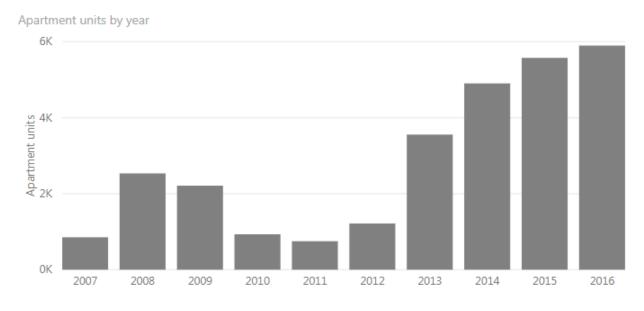
#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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#### **Apartment construction trend**

#### Housing types are identified as a regional indicator under ORS 197.296 and 197.301



#### Figure 18: New apartment units built 2007-2016

#### Recent apartment construction trends in the Metro UGB:

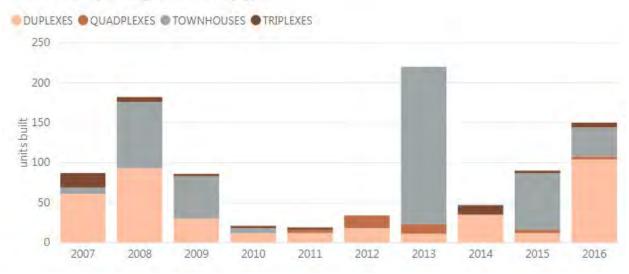
- The total inventory of existing apartment units within the UGB makes up 28% of the regional housing stock, but accounts for about 7% of the residential land area of the region.
- Apartments make up 44% of new housing production over the past decade, but covered less than 10% of residential acres consumed over that period
- Apartments have become the most-built housing type since the Great Recession, almost twice that of single-family construction in 2015 and 2016 historically the reverse has been the case.

#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

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# Multifamily < 5 units (quadplex, triplex, duplex, townhome) Housing types are identified as a regional indicator under ORS 197.296 and 197.301



small multifamily housing construction by type

Figure 19: New small multifamily housing (<5 units) constructed 2007-2016 by housing type. Housing types as defined in RLIS multifamily housing inventory⁸

#### Recent "middle housing" trends:

- Less than 4% of all current housing within the UGB is middle housing (multifamily housing complexes under 5 units), and less than 2% of all current residential land
- Multifamily housing complexes under 5 units collectively make up 1% of housing units and fewer than 1% of residential land built between 2007-2016
- The share of duplexes, triplexes, quadplexes and townhomes built in a given year has been highly cyclical

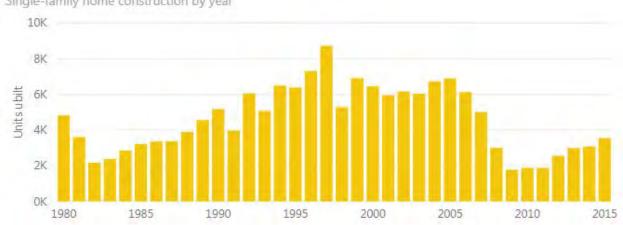
#### Data sources:

Land Development Monitoring System output dataset, from May 2018 RLIS data input

⁸ Townhomes in the RLIS multifamily housing inventory only include townhome-style construction with more than one unit built on a single lot. Other townhome-style housing (attached walls, each on their own lot) is considered EXHIBIT 13 single-family under these definitions.

# Single-family construction trends





Single-family home construction by year

Figure 20: New single-family homes by year.

#### Single family housing production trends:

- Single family homes make up 56% of the total housing units within the UGB, and cover 84% of total residential land
- Single family homes supplied 42% of housing units occupying 77% of residential land consumed between 2007-2016
- While total housing unit production has recovered to pre-recession peaks, single family • production levels have not fully recovered (see chart above).

#### **Data sources:**

RLIS Single-family housing database, filtered to exclude large rural and agricultural lots. Extent of data is tri-county. Data includes current, existing homes only- any homes built during the time period but not existing today (e.g. redeveloped to apartments, or lost in fire, etc.) are not included in the database.

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## **Density of single-family housing**

# Lot size and development density are identified as a regional indicator under ORS 197.296 and 197.301

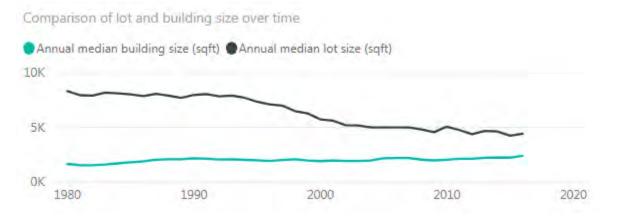


Figure 21: Single-family lot (black line) and building (green line) size, from median values by year built.

Size trends of single family houses and tax lots:

- Median single-family lot size has decreased from 8,300 square feet in 1980 to 4,400 square feet in 2016.
- Median size of a single-family home has increased from around 1,600 square feet in 1980 to 2,400 square feet in 2016.
- In general, new single family homes have been growing progressively larger, but these newer houses are being built on steadily smaller lots.

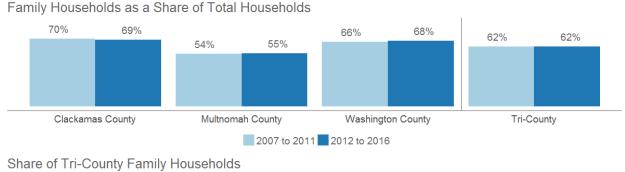
#### Data sources:

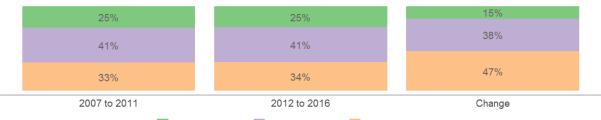
RLIS Single-family housing database, filtered to exclude large rural and agricultural lots. Extent of data is tri-county. Data includes current, existing homes only- any homes built during the time period but not existing today (e.g. redeveloped to apartments, or lost in fire, etc.) are not included in the database.

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## Family households

Family households⁹ represent about two-thirds of regionwide households. Millennial-aged residents are approaching the life-cycle stage in which many will be forming families for the first time. This indicator provides contextual information relevant to indicators called for in ORS 197.296 and 197.301 (type of residential units)





Clackamas County Multnomah County Washington County

Figure 1: Family households in Clackamas, Multnomah, and Washington counties

- Multnomah County (55%) has significantly fewer family households as a share of total households than Clackamas County (69%) or Washington County (68%).
- Overall, little change occurred in per-county or regional family households as shares of total households, but this may swiftly change as millennials grow into adulthood and begin setting down roots in the community, including buying homes and raising children.
- Small increases in shares of family households occurred in Multnomah and Washington counties, and a small decrease occurred in Clackamas County.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

⁹ U.S. Census defines a Family Household as a group of two people or more (one of whom is the householder EXHIBIT 13 related by birth, marriage, or adoption and residing together.

## Foreign born population

Diversity, equity and inclusion are cornerstone values in Metro policy. This information helps provide contextual information that may inform other policies of metropolitan concern.

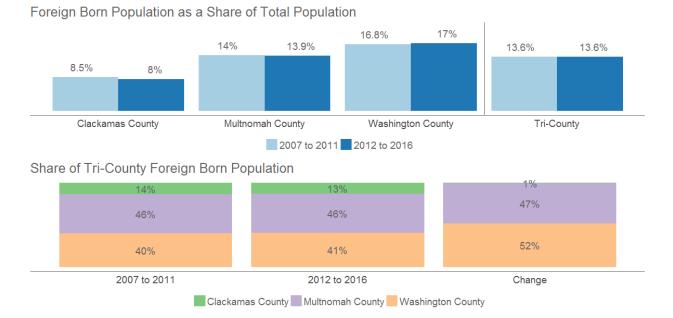


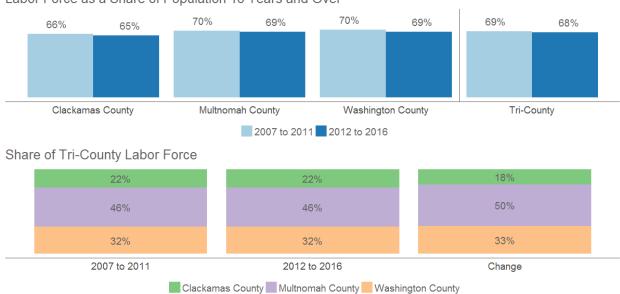
Figure 1: Foreign born in Clackamas, Multnomah, and Washington counties

- Although a regional increase of approximately 14,000 foreign born occurred between 2007-2011 and 2012-2016, the relative shares of each county remained about the same.
- Clackamas County represents approximately 13% of the region's foreign born population, but saw only 1% of the regional growth.
- Washington County, on the other hand, represents about 41% of the region's foreign born population, but saw a disproportionate 52% of the regional growth.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Labor force

Labor force is identified as a regional indicator under ORS 197.296 (economic trends/cycles). Labor force participation rates have been declining for a long time. Arresting this trend would promote greater economic opportunities and raise prosperity in the region. This data provides information about the size of the region's labor supply.



Labor Force as a Share of Population 16 Years and Over

Figure 1: Housing Units in Clackamas, Multnomah, and Washington counties

- Approximately 68% of the population 16 years and over in the Tri-County region is in the labor force, and per-county shares are similar for Clackamas, Multnomah, and Washington counties (65%, 69%, and 69% respectively).
- Despite increases in total numbers, very little change occurred in terms of per-county shares.
- Multnomah County is home to 46% of the Tri-County regional labor force.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Non-English speaking population

Diversity, equity and inclusion are cornerstone values in Metro policy. This information helps provide contextual information that informs policy makers. Non-English speaking population information provides background information on reaching out to non-native speakers.



Share of Tri-County Non-English Speaking Population

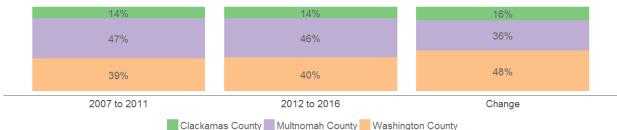


Figure 1: Non-English speaking in Clackamas, Multnomah, and Washington counties

- The Tri-County region experienced an approximate 0.7 percentage point increase in Non-English speaking population¹⁰.
- The greatest per-county increases were seen in Clackamas and Washington counties (0.8 and 1.2 percentage point increases respectively), with a very small increase in Multhomah County
- Multnomah County represents 46% of Non-English speakers in the Tri-County region, but only 36% of the regional increase.

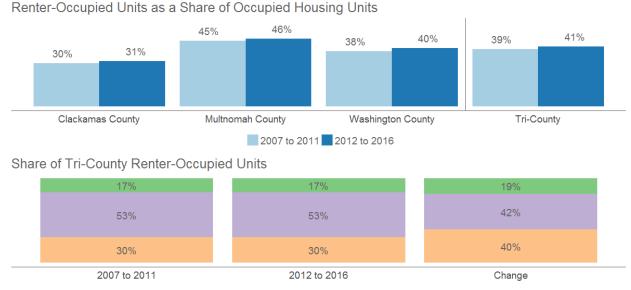
#### Data sources:

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

¹⁰ Non-English speaking is defined here as those who speak a language other than English at home. 20299-20-CP & 20300-20-ZAP 31 (Brooktraut Properties LLC) Page 157 of 185

## **Renter-occupied units**

Renter-occupied units are identified as a regional indicator under ORS 197.296.



Clackamas County Multnomah County Washington County

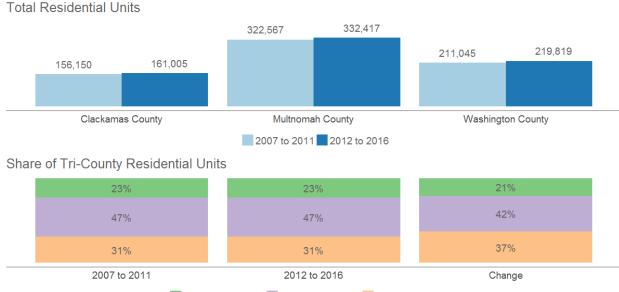
Figure 1: Renter-occupied units in Clackamas, Multnomah, and Washington counties

- The shares of renter-occupied units slightly increased across all counties by approximately 1 to 2 percentage points, and in the Tri-County region overall by 2 percentage points.
- Despite only representing 30% of regional renter-occupied units, Washington County represented 40% of the regional increase in renter-occupied units.
- The slight increase in renter-occupied units did not materially affect the proportional Tri-County distribution. Multhomah County still represents the majority of renter-occupied units in the region.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## **Residential units**

Number of residential units is identified as a regional indicator under ORS 197.296



Clackamas County Multnomah County Washington County

#### Figure 1: Housing Units in Clackamas, Multnomah, and Washington counties

- There are currently 713,241 residential housing units in the Tri-County region, of which Clackamas, Multnomah, and Washington counties represent approximately 23%, 47%, and 31% respectively.
- Residential units have increased by approximately 23,479 in the Tri-County region since the 2007-2011 time period, of which total Clackamas, Multnomah, and Washington counties supplied approximately 21%, 42%, and 37% respectively.
- Housing production had been abnormally low during the Great Recession, but production has ramped up sharply and now stands at almost 17,000 units, annualized (Census, Mar. 2018)

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## **Residential vacancy rates**

## Residential vacancy rates are identified as a regional indicator under ORS 197.301



Vacant Residential Units as a Share of Residential Housing Units

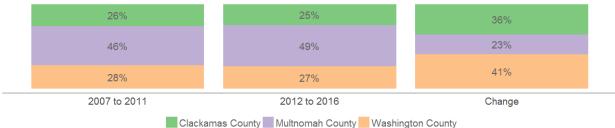


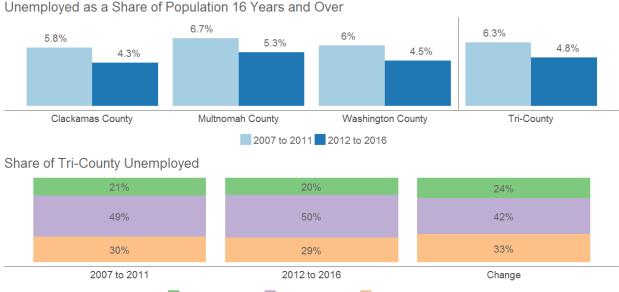
Figure 1: Residential vacancy rates in Clackamas, Multnomah, and Washington counties

- Residential vacancy rates declined in Clackamas, Multnomah, and Washington counties by approximately 1.3, 0.5, and 1.1 percentage points respectively, which represents an overall Tri-County decrease of 0.8 percentage points or 28,235 vacant residential units.
- Washington and Clackamas counties saw its share of vacant units decline during the period, while the Multnomah County share of vacant units rose.
- Multnomah County has seen its share of vacant units rise from 46% to 49% of Tri-County vacant residential units.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Unemployment

Unemployment is identified as a regional indicator under ORS 197.296 and ORS 197.301 (economic trends/cycles and job creation). The unemployment rate is one of the broadest indicators of employment growth and economic vitality of the region.



Clackamas County Multnomah County Washington County

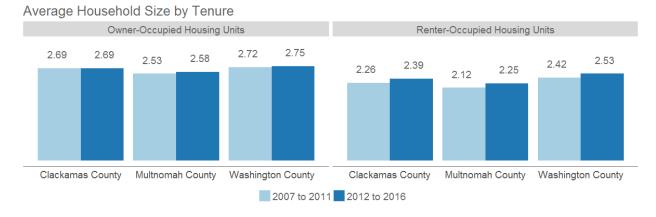
Figure 1: Unemployment in Clackamas, Multnomah, and Washington counties

- Since the close of the Great Recession, employment growth in the region has outpaced the national growth rate by 2 to 1.
- The unemployment rate indicates the region is either near or at full employment.
- Employment is unlikely to grow any faster not because the region is facing specific economic headwinds, but rather the labor force is unable to keep pace with employment demand.
- The even decline in the unemployment rate in each county indicates the economy has been strong in suburban and urban areas in equal proportions. This has not been the case in prior economic recoveries in which suburban counties have generally fared better.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

## Average household size by tenure

Tenure choice and household size trends are indicative of economic and demographic trends, housing trends and development policies. ORS 197.296 and 197.301 reference reporting on such trends and performance indicators.



#### Figure 1: Average household size by tenure in Clackamas, Multnomah, and Washington counties

- Average household size for owners has increased slightly in Multhomah and Washington counties (0.05 and 0.03 persons per housing unit respectively).
- Average household size for renters has increased more significantly than for owners by 0.11 to 0.13 persons per housing unit in each of the three counties. Increases for renter household sizes may be due to increases in family sizes and shares of family households, as well as shares of cost-burdened renters (e.g., non-family roommates).

#### Data sources:

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP02; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

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## Median Value for owner-occupied units

Housing values are indicative of real estate trends. As such they provide a "shadow price" indication of vacant land value¹¹ (per ORS 197.301).

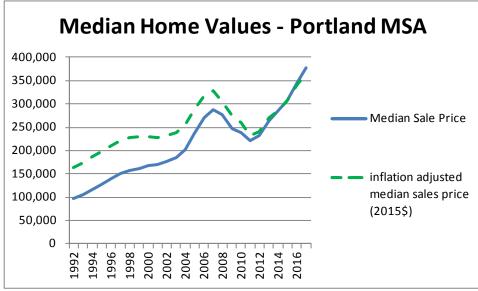


Figure 1: Median owner-occupied home value in Clackamas, Multnomah, and Washington counties

#### Table 1: Annual Percent Change in Median Home Sale Price (RMLS)

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Ann. %	-10.3%	-5.2%	-10.4%	3.3%	12.2%	6.3%	6.9%	11.2%	7.3%
chg.									

Table 2: Annual Percent Change in U.S. Consumer Price Index (Bureau of Labor Statistics)

	2009	2010	2011	2012	2013	2014	2015	2016	2017
Ann. %	-0.4%	-1.6%	-3.2%	2.1%	1.5%	1.6%	0.1%	1.3%	2.1%
chg.									

- Both nominal and inflation adjusted sales price of owner-occupied homes indicate a strong rebound in home values since the Great Recession.
- Median home prices have accelerated faster than overall consumer inflation rates in the U.S.

#### Data sources:

Realtors Multiple Listing Service (RMLS) (Inflation adjusted figures used the U.S. CPI all items index to convert nominal home prices into real prices.)

¹¹ Vacant land sales price is difficult to accurately measure because the number of transactions are few and **PEXHIBIT 13** are not independent arms length sales.

## **Median Gross Rent**

Apartment rents are indicative of real estate trends. As such they provide a "shadow price" indication of vacant land value¹² (per ORS 197.301).

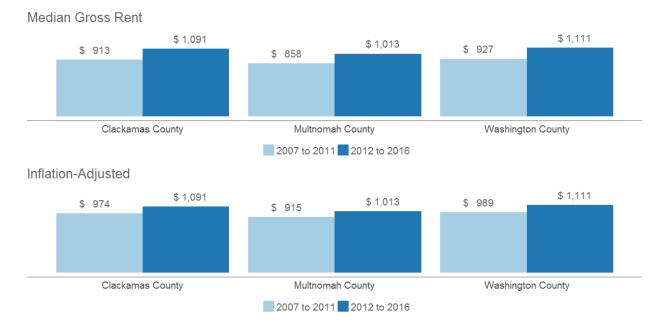


Figure 1: Median gross rents in Clackamas, Multnomah, and Washington counties

- After adjusting for inflation, median gross rent has increased across the region by approximately \$117, \$98, and \$122 for Clackamas, Multnomah, and Washington counties, respectively.
- Increases in rent coincide with trends seen in increased numbers of cost-burdened renters.

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP04; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

¹² Vacant land sales price is difficult to accurately measure because the number of transactions are few and many **EXHIBIT 13** are not arms length sales.

## Median Household, Family, and Non-Family Income

Household income is a component of housing affordability. This indicator falls under economic trends necessary to determine housing choice (i.e., tenure, type and density) as noted in ORS 197.296.



Median Household Income

#### Figure 1: Median incomes in Clackamas, Multnomah, and Washington counties

- Median household income increased throughout the region, with Multnomah County experiencing the greatest increase (\$3,325) and Clackamas County experiencing the least (\$852)¹³.
- Median family income increased in Clackamas and Multnomah counties, but slightly decreased in Washington County.
- Multnomah County experienced the greatest increase in median non-family income. Minimal increases were seen in Clackamas and Washington counties.

Definitions:

- U.S. Census defines a "household" as all the people who occupy a housing unit
- A family is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together
- A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related

¹³ All median income estimates (i.e., household, family, non-family) are reported in 2016 inflation-adjusted dollars. Z0299-20-CP & Z0300-20-ZAP

- U.S. Census Bureau; American Community Survey, 2007-2011 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).
- U.S. Census Bureau; American Community Survey, 2012-2016 American Community Survey 5-Year Estimates, Table DP03; generated by Metro Research Center; using American FactFinder; https://factfinder.census.gov; (7 May 2018).

#### Development in habitat conservation areas (HCA)

ORS 197.301 asks for metric regarding the amount of environmentally sensitive land that has been developed.

The source for this metric is a December 18, 2015 Metro progress report memorandum on nature in the neighborhood.

#### **Development within Habitat Conservation Areas (HCA)**

The development in HCA in the Metro UGB were tabulated by: total number, acreage and number of tax lots with new building permits over two relatively similar time periods; 2000 to 2006 and 2006 to 2014. The idea was to compare development impacts to HCAs prior to and after adoption of Title 13. The Research Center data show relatively few permits approved for development within HCAs. Those areas fully within HCAs are the least likely to have a development permit recorded, partial HCAs are also less likely to have a development permit recorded than other areas with no HCAs.

Data: Between 1998 and 2014 only 1.4% of permits recorded were completely within a locally adopted Habitat Conservation Area (HCA). 89% of all permits were in areas without any HCAs, 9.6% of permits included some portion of a parcel with a HCA.

#### **Floodplains**

Development in floodplains was assessed over two time periods; 1998 to 2006 and 2006 to 2014. "Development" was loosely defined for this study as an apparent change in land use, including construction of new structures, filling of lowlands, or clearing of vegetation. During the 16-year study period, the data show less than one percent development in floodplains per decade.

Data: Developed area within (roughly 14,000 acres designated as) floodplain areas in the UGB increased from ~3285 to ~3400 acres (23.6% to 24.4%) at a relatively constant rate of about 1% per decade.

#### **Habitats of Concern**

Habitats of Concern (HOC's) were qualitatively described and mapped between 2002 and 2005. The habitats identified at that time cover approximately 38,000 acres, with roughly 18,000 acres inside the Urban Growth Boundary (UGB), and 20,000 acres outside the UGB. Overall, less than one percent of land designated HOCs were found altered between 2007 and 2014.

Data: About 160 acres of land (0.4 percent of total HOC areas) were altered between 2007 and 2014. Overall, 92 percent of the land use change within HOCs occurred inside the UGB.

#### **Tree Canopy Loss within HCAs**

Using LiDAR, aerial photography, and land cover data, the Research Center developed models for tree canopy in 2007 and 2014 and set out to compare the data sets as a way of measuring the perform Fixed HIBIT 13 Z0299-20-CP & Z0300-20-ZAP 41 (Brooktraut Properties LLC) Page 167 of 185 objectives established in Title 13. The research shows that during the period 2007-14, less than ~1% canopy loss - about 150 acres total - occurred within the high and moderate value HCAs.

Data: Approximately 22,500 acres of tree canopy existed in 2007 in high to moderate value HCA's. The current change detection methodology bases canopy loss calculations upon a minimum area threshold of 0.25 (one quarter) acres, and is likely a slight underestimate of actual aggregate canopy loss.

# HOUSING NEEDS ANALYSIS (HNA)

### **HNA Framework**

The Urban Growth Report (UGR) and its supporting analytics examine need for housing at the regional scale across three main dimensions:

- Tenure (own or rent)
- Type (single-family or SF, and multi-family or MF)
- Effects on households in different income categories (HH Income Group)

UGR Appendix 3 discusses likely future effects on type and tenure of no-expansion vs. expansion scenarios. This appendix applies those findings in summary to the question of need and adds findings about need from the point of view of households at different income levels.

As noted in Appendix 3, the forecasts tend to illustrate that while consumers are probably willing to substitute MF for SF to a certain extent, that substitutability has limits: single-family and ownership opportunities will continue to be in strong demand.

## **Tenure Discussion**

With respect to housing tenure, all of the scenario results presented in Appendix 3 indicate that average monthly housing costs for both owners and renters will continue to increase above historical levels, with the projected increases being particularly acute for owners. In addition, because household incomes are not projected to increase as fast as housing costs, this means that the percentage of income spent on housing will also increase beyond historical levels, with owners experiencing more significant increases than renters. These results suggest that the need for additional owner housing will continue to be strong. The specific data underlying these findings can be found in Table 12 of Appendix 3.

## **Type Discussion**

With respect to housing type, all of the scenario results presented in Appendix 3 reveal an indication of demand for both single- and multi-family housing types, but particularly a regional need for additional single-family housing. The projected price increases for single-family housing, whether expressed in relative or annualized terms, meets or exceed historical rates in 3 of the 4 scenarios, while the remaining inventory of single family units drops to levels that would create upward pressure on prices. The specific data underlying these findings can be found in Table 12 of Appendix 3.

## **Development Density Discussion**

## Background

A projection of future development densities expands on previous housing type and tenure discussions in this UGR. Potential development densities in the future depend on characteristics of households, families and the housing supply forecasts. In terms of demand, the characteristics of a household or family will impact the desire to own or rent, which may impact development density. Census data show that families or households with multiple people tend to own and live in single family residences. Life cycle also matters; households headed by a younger person are more likely to rent and live in an **EXHIBIT 13**  apartment while a family in its "root-setting" years is more likely to live in a single family house they own. The same socio-economic characteristics of households that drive type and tenure also drive development densities.

On the production / supply-side, the quantity of different types of residential supply has a material impact on development densities in the future. A region with a large store of capacity designated for multifamily development is more likely to produce more apartments and condos than single family housing units in the long-run. Zoning, redevelopment potential and incentives, infill opportunities and the market readiness of vacant tax lots will have an impact on development densities. In the past, government organizations have had a responsibility to make vacant lots market ready by zoning land appropriate to the market and statewide building codes, building roadway infrastructure to support new development, and to provide public utilities such as sewer and water.

Government regulations, the market readiness of buildable land, and consumer demand ultimately blend together to make up the real estate decisions and market outcomes to be expected. In order to simulate the ability of real estate markets to produce needed housing, a MetroScope growth scenario has been formulated to project the expected outcomes. The scenario results show housing production at various development densities as well as market price points, tenure and structure type.

# Methodology & Assumptions

The development density findings derive from a MetroScope growth scenario that draw from the Metro Chief Operating Officer (COO) urban growth management (UGM) recommendations. The assumptions underpinning this scenario incorporate the following set of economic conditions: (1) medium-growth forecast of population and job growth; (2) medium supply forecast of land capacity inside the Metro UGB; (3) all four UGB expansions proposed in 2018; (4) and additional UGB expansions after 2025.

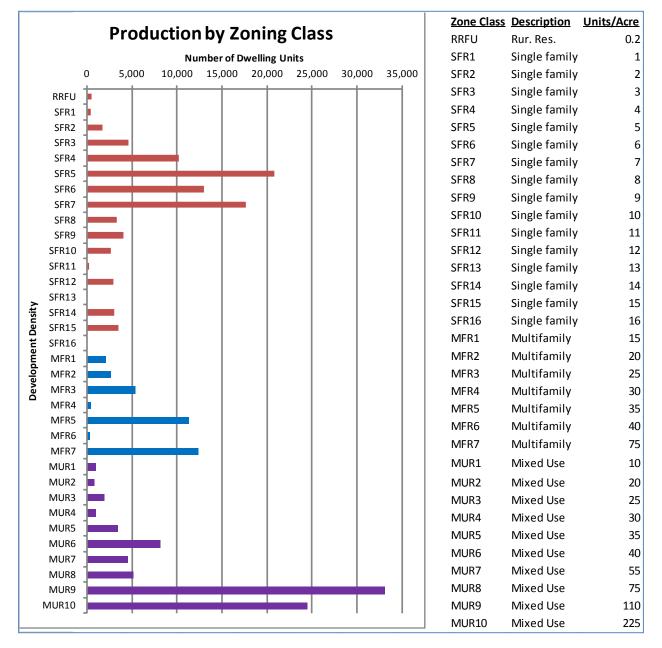
## **Development Density Findings**

The Metro region is estimated to have a need to build 205,100 new dwelling units between 2018 and 2038 in order to house the projected growth in population. Assuming all mixed-use residential development is constructed as apartments or condo units, the Metro region is expected to build 57% of its new housing as multifamily units and 43% as single family (attached / detached) residences over the 20-year planning period.

			Avg. Density <u>(units / gross</u>
<b>Development Form</b>	<u>Units</u>	Percent	<u>buildable acre)</u>
Rural Residential	500	< 1%	0.2
Single family	88,100	43%	6.7
Multifamily	33,900	17%	45.6
Mixed Use	82,600	40%	124.4
Total:	205,100	100%	60.5

 Table 1: Metro UGB Residential Final Demand Projections, 2018 to 2038

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More detailed density information is shown in Figure 1. The figure summarizes the projected development by Metro RLIS (Regional Land Information System) zone class.

#### Figure 1: Detailed Development Forms by RLIS Zone Class, Metro UGB

The COO recommendation assumed a projected SF rate of 50%. This rate recommendation is based on a combination of policy intent, regulatory mandate that applies to cities and counties in the region (i.e., the state's Metropolitan Housing Rule) and the scientific results derived from the scenarios. The results of this scenario are based on input from the COO recommendations and run through the MetroScope

model to determine the final demand. The final demand of SF production is estimated to be 43%. The final demand is a function of the regional forecast, the regional BLI forecast and COO recommendations. With this given, the projection of the region's real estate needs reflects a final housing mix that consumers are able and willing to afford.

## **Household Income Group Discussion**

## Background

Potential affects by income group require some preliminary explanation of the methods Metro staff use to estimate income-group-related outcomes. Monthly housing cost estimates for owners and renters were derived with data from a growth scenario produced by the MetroScope land use model. This scenario draws from the COO's recommendations. The scenario assumed the following set of economic conditions: (1) medium-growth forecast of population and job growth; (2) medium supply forecast of land capacity inside the Metro UGB; (3) all four UGB expansions proposed in 2018; (4) and additional UGB expansions after 2025.

## Methodology & Assumptions

This housing needs analysis relies on forecast data derived from a MetroScope land use scenario that incorporates key assumptions from the 2018 Urban Growth Management decision. The UGB decision was informed by (1) a range forecast of population and job growth; (2) a range forecast of land supply/capacity inside the UGB; (3) all four UGB expansions proposed in 2018 by local governments. For modeling and forecasting purposes, a "medium" setting was assumed to represent the range forecasts. The scenario also includes a 4th assumption that incorporates future UGB expansions. This assumption is consistent with the expectation that the regional BLI (buildable land inventory) capacity will be updated at regular intervals in order to maintain an orderly succession of a 20 year supply balance for future review cycles.

For every scenario modeled, MetroScope projects the price (or rent) of housing by tenure and type. These projections form the basis for estimating monthly housing costs and the associated cost burden of owning or renting. The cost burden is the ratio of monthly housing cost divided by monthly household income. Housing costs and housing burden calculations are derived from 2018 and 2038 projections of household income, construction costs, land supply forecasts, redevelopment forecast, and current zoning and other economic data. MetroScope utilizes this information to estimate the rents and housing prices that will be needed to balance the demand and supply of housing by tenure and structure type. This means that the real estate markets "clear" and developers will build housing at various price points to match what households can or are willing to pay for housing. The rent and housing price levels represent final demand prices.

MetroScope projections are used to determine the monthly income homeowners spend for housing and the sales price of homes in the region. We assert loan agreement terms that were typical as of 201**EXHIBIT 13** 

Z0299-20-CP & Z0300-20-ZAP (Błooktraut Properties LLC) Page 172 of 185 2015 to estimate monthly mortgage costs of owners. For renters, the monthly rent is based on an investor's purchase price per multifamily unit so that rents include the cost of construction, a typical return on investment, and the cost of maintenance and utilities to each unit.

# Calculation of Owner Costs, Single Family (OSF) and Multi Family (OMF):

Monthly Cost = -PMT [ Annual Interest Rate/12, Loan Years * 12, Cost per Unit * (1 - Down Payment) ]

(PMT is an Excel function which calculates periodic loan payments)

Typical loan agreement terms for a 30-year conventional fixed rate mortgage:

- Annual Interest Rate = 4%
- Loan Years = 30 years
- Down Payment = 14%

For example, given a modeled cost per unit of \$300,000, the monthly mortgage cost would be \$1,338 for the homeowner.

Calculation of Renter Costs, Single Family (RSF):

Monthly Cost = -PMT [ Annual Interest Rate/12, Loan Years * 12, Cost per Unit * (1 - Down Payment) ] * (1+ Operating Expense Rate) + Utilities

(PMT is an Excel function which calculates periodic loan payments)

Assumptions:

- Annual Interest Rate = 4%
- Loan Years = 30 years
- Down Payment = 14%
- Operating Expense Rate = 22% for RSF
- Utilities = \$324/month for median income

Given a cost per unit of \$300,000 and a median income, the monthly housing cost would be \$1,991.

## Calculation of Renter Costs, Multi Family (RMF):

```
Monthly Cost =
Cost per Unit * Cap. Rate * (1 + Operating Expense Rate) / 12 + Utilities
```

Assumptions:

- Cap. Rate = 6.5%
- Operating Expense Rate = 33% for RMF

EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (Byooktraut Properties LLC) Page 173 of 185 • Utilities = \$324/month for median income

Given a cost per unit of \$100,000 and a median income, the monthly housing cost would be \$1,135.

## **Income Categories**

The income categories used for this analysis are those defined by the U.S. Department of Housing and Urban Development (HUD), as a percentage of median family income (MFI). "Extremely Low" is 30% of MFI; "Very Low" is 50% of MFI; "Low" is 80% of MFI. MetroScope works with median household income (MHI) rather than median family income (i.e., not all households are families). This analysis uses the MFI income distribution, but applied to the MHI. The MHI for the Portland-Vancouver area was \$50,100 in 2010 (MetroScope operates with year 2010 dollars). [Source: U.S. Census, Demographic Profile, Table DP03, 2010 American Community Survey 1-Year Estimates, downloaded 1/20/2015]. The eight native MetroScope income categories were grouped into the HUD categories as follows in Table 2.

Table 2: Income Categories – a crosswalk of MetroScope Income Bins and HUD Income Categories

Portland-Vancouver-Hillsboro, OR-WA MSA 2010 Median Household Income (MHI)

EXTREMELY LOW (30% MHI)	\$15,030
VERY LOW (50% MHI)	\$25,050
LOW (80% MHI)	\$40,080
MEDIAN (100% MHI)	\$50,100
MetroScope Income	HUD Categories
Less than \$14,999	EXTREMELY LOW
\$15,000 to \$24,999	VERY LOW
\$25,000 to \$34,999	LOW
\$35,000 to \$49,999	1/3 LOW, 2/3 MEDIAN
\$50,000 to \$74,999	GREATER THAN MEDIAN
\$75,000 to \$99,999	GREATER THAN MEDIAN
\$100,000 to \$149,999	GREATER THAN MEDIAN
\$150,000 or more	GREATER THAN MEDIAN

## Household Income Group Findings

This analysis divides household types by owner and renters. It also stratifies the household incomes of renters and owners into 5 income levels. Each income level references a median income value within each bracket to represent household income. (It should be noted that using average values for housing costs and household incomes may limit an understanding of housing affordability in the region because it obscures the distribution of income and the costs incurred by different kinds of households). Housing costs and rents are projected into 21 rent or housing cost categories. The cost categories have

increments of \$50 for rents and housing costs below \$800 a month, and increments of \$100 and more for rents and housing costs above \$800 per month.

The chart of the left side of Figure 2, below, shows the percentage of cost burdened owner households in the region based on income level. There are 5 income levels: (1) extreme low, (2) very low, (3) low, (4) median, and (5) greater than median. The percentage of cost burdened owner households declines in the 2018 data (blue bars) as income levels increase. The percentage of cost burdened households still decreases in 2038 as income levels increase (red bars), but not to the same degree. By 2038, a majority of households in the "greater than median" income category become cost burdened. The cost burden threshold is deemed to be 30% of income according to HUD.

The chart on the right side of Figure 2 shows what the average housing cost burden is for each income level. For example, the households in the extremely low income category have a cost burden estimate of 84%, in other words, the average household in this category is spending 84% of household income to cover housing costs. The degree of cost burden falls with rising income levels in both 2018 and 2038. However, for all income levels, the housing cost burden jumps between 11 to 16 percentage points higher from 2018 to 2038, meaning owners are projected to pay more of household income for housing.





Monthly housing costs of owners are forecasted by an equilibrium pricing mechanism in the MetroScope land use model. This approach may overstate the final housing costs associated for some owner households. The data reveal more about the change in owner cost burdens rather than a forecast of actual counts of cost burdened household. The model forecasts the housing cost for owners that move and determines a purchase price based on regional economic forecast factors. This approach likely overestimates the cost to homeowners that did not move in the period. In reality, many homeowners are non-movers until a life event causes them to choose to live elsewhere, e.g., an acute illness, a change in job by the householder or spouse, addition of a new family member, or for other economic reasons. Householders that did not move likely have lower housing costs than current home buyers Z0299-20-CP & Z0300-20-ZAP

(BYboktPaut Properties LLC)

because their nominal costs are likely less than the current market sales price. Therefore, the percentage of cost burdened owners and their corresponding average costs as percentage of household income may be exaggerated for the segment of non-movers. Thus, a more meaningful finding from the owner analysis may not be actual counts of cost burdened households, but rather the magnitude and direction of changes in housing costs.

The findings in this scenario show that owner costs will rise at the margin as evidenced by the increase in the average cost as a percentage of income of owners in each income bracket. Regionally, new owners in 2018 spend an aggregate of 41% of household income on housing. New owners in 2038 are projected to spend on average 56% of household income on housing costs. These figures express the monthly housing costs if they purchased a house and had a typical 30-year mortgage payment. (The estimates do not include property taxes or other tax burdens nor do they add maintenance and upkeep to the cost estimates.) Households without a monthly mortgage payment likely have much lower monthly housing costs.





The rent cost estimates in the MetroScope calculations represent gross rent. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included.

As shown in the on the left side of Figure 3, the share of cost burdened renters is nearly 100% for the extremely low and very low income levels. This is the case for both 2018 and 2038. The proportion of households that are cost burdened decrease with rising income levels in both 2018 and 2038 projections. The share of cost burdened renters by income level increases between 2 to 7 percentage points from 2018 to 2038. The threshold for housing cost burdened renters is 30% of income.

EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (B) bookt Page Properties LLC) Page 176 of 185 The average renter cost burden is much higher for extremely low income renters and falls at higher income levels. The extremely low income level households spend on average about 93% of income on rent in 2018 and projections for 2038 anticipate it edging up to 96% of income. Median renters in 2018 spend about 53% of income and by 2038, they spend up to 58%. Renters in the above median income level exhibit an average close to 35% of income in 2018 and 38% in 2038. This information is displayed in the chart on the right side of Figure 3 for all income levels.

Below median income renters (and owners) exhibit fairly extreme cost burdens. However, lower income households may be eligible to receive other income assistance and subsidies, such as supplemental nutrition assistance program (SNAP – i.e., food stamps), Women, Infants, Children program (WIC – promotes nutritional health of low-income women, infants and children), federal earned income tax credits (EITC). These programs provide additional income supports which are not included in the household income estimates. Also, some low income renters may be eligible for Section 8 housing, or qualify to reside in low income tax credit apartments, or subject to other below market rents. Therefore, the estimates of average housing cost as a percentage of income in this report may be slightly overstating the cost burden's of lower income households due to the exclusion of supplemental incomes and other rental subsidies.

Similar to the owner price projections, rent forecasts are derived based on market clearing prices for the forecast period. If some renters are non-movers in the forecast period and have rents locked-in by long term lease arrangements, then these renters may be spending less than what is predicted to be prevailing rental rates and the resulting cost burdens would be less. MetroScope calculates the rents needed to clear the market given the projected regional forecast factors, but it does not factor in non-movers. Therefore, the number of cost burdened renter households likely represents a high-end of a range.

Summary tables of the final demand forecast of owner and renter housing for years 2018 and 2038 are displayed in Table 6 and 7. Table 6 shows the number of owners by monthly housing costs and income bracket. Table 7 shows the number of renters by monthly rent and income bracket. Dollar figures are expressed in constant 2010 purchasing power. The geographic extent for each table is the Metro UGB. Please refer to Tables 6 and 7 at the end of this report for more detail about housing costs for households of different income groups.

## Findings of Need (Gap Analysis)

As shown in Appendix 3 (see pp. 13-18) and as summarized in the "Tenure" and "Type" sections above, all forecast scenarios demonstrate strong upward price pressure. Those findings provide a general signal that the region needs more housing. The analytical findings in particular point to a need for additional production of single family units (attached and detached) over the 20-year forecast period. The expansion proposals from all 4 local governments present opportunities to provide more of the single family housing choices reflected in the HNA report findings.

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Based on the amount (range) of multifamily (MF) capacity in the BLI forecasts (136,000 to 271,100 MF units (rounded) supply – see Appendix 2), there is a surplus of MF capacity in the Metro UGB because the supply exceeds demand. MF demand is projected to be 102,500 units. (293,000 households * 70% capture rate * 50% MF rate = 102,500 MF units). The low-end of the MF BLI supply forecast is 136,000 units, which exceeds demand and therefore there is no unmet need.

The findings for "capture rate" and "single family rate" are extracted from the scenarios to calculate potential unmet housing need for single family dwelling units. The capture rate measures the share of future MSA-level growth in population (or households) residing inside the Metro UGB. The single family rate is a measurement of the marginal share of future housing production built as single family; the alternative is multifamily (estimates not shown). More on these findings are discussed in Appendix 3 and the ranges are shown in Table 3, below. The row heading in Table 3 are limited to a plausible range for future capture rates (64% to 70%). The column headings represent a range of single-family housing shares (50% to 70%) derived from plausible growth scenarios. Even increments of 2 and 5 percentage points are added into Table 3 to illustrate other possible capture and single family rate settings, respectively.

	Single family Rate				
Capture Rate	<u>50%</u>	<u>55%</u>	<u>60%</u>	<u>65%</u>	<u>70%</u>
64% :	-1,500	-10,800	-20,200	-29,600	-39,000
66% :	-4,400	-14,100	-23,700	-33,400	-43,100
68% :	-7,300	-17,300	-27,200	-37,200	-47,200
70% :	-10,300	-20,500	-30,800	-41,000	-51,300

#### Table 3: Housing Needs Analysis Gap Findings

Table 3 illustrates potential combinations and resulting gap sensitivity if other alternative settings are sought of future capture and single family rates. Results in the table body show a potential range of unmet need in SF housing for the Metro UGB. The range forecasts provide latitude for policy makers to align forecast expectations with policy intentions.

#### Table 4: HNA range

Line 1	7-county MSA new households, 2018 to 2038 (midpoint of range):	279,000
Line 2	7-county MSA new dwelling units (apply 5% vacancy rate):	293,000
Line 3	Metro UGB new dwelling units (capture rate range = 64% to 70%):	187,500 to 205,000
Line 4	Metro UGB new single family dwelling units (SF rate = 50%):	93,800 to 102,600
Line 5	Metro UGB existing SF capacity (attached and detached units):	92,300
Line 6	Unmet SF dwelling unit need:	1,500 to 10,300

Table 4 source information and discussion:

Line 1: Metro Growth Forecast (2018 to 2038), Appendix 1. Metro prepared a range forecast that statistically encompasses a plausible span in which the Portland MSA is likely to grow during the next 20 year period. This range approximates a 95% confidence interval, meaning future regional growth has about 95 chances out of 100 of being in the specified growth range. The selection of the midpoint in the range represents the peak likelihood of the range forecast.

The baseline household forecast in 2018 estimates 958,000 (rounded) households in the MSA. The same forecast projects total households rising to 1,237,000 for an increase of 279,000 households in the MSA from 2018 to 2038.

Line 2: source: U.S. Census and Metro. Metro reviewed Census residential vacancy rates for the MSA and selected a rounded estimate of past vacancy rates for the MSA region.

Line 3: MetroScope Growth Scenarios, Appendix 3. A review of the Metro UGB capture rate shows an average reading of 61% based on data from 1979 to present. Swings in the actual capture rate have occurred in history and it has been shown to be correlated with real estate and regional economic business cycles. The historical rates have been between 57% and 64%. In the future, MetroScope scenarios predict a possible capture rate between 61% and 74%, depending on forecast assumptions. Plausible scenarios indicate a narrower range (64% to 70%). Higher capture rates tended to fit with higher growth and higher capacity forecasts. Applying the narrower capture rate range (64% to 70%) to the baseline dwelling unit forecast (293,000) yields a housing unit growth demand range between 187,500 and 205,000 units (rounded).

Line 4: MetroScope Growth Scenarios, Appendix 3. A review of 1970 Census data for the Tri-county area (Clackamas, Multnomah and Washington counties) reveals a single-family (SF) dwelling unit rate of 78%. This rate falls to 70% in the 2010 Census. This means that the marginal SF rate has been on the decline. A decade-by-decade review of the marginal SF rate reveals a rate ranging between 60% and 68% since 1970. In the future, MetroScope scenarios predict a possible SF rate between 24% and 64% that is dependent on growth range assumptions and the ratio of SF capacity made available in the **EXHIBIT 13** 

Z0299-20-CP & Z0300-20-ZAP (Błooktraut Properties LLC) Page 179 of 185 (Buildable Land Inventory) forecast. A lower SF rate corresponds to a relatively lower quantity of SF capacity assumed in a BLI forecast. Across all scenarios, the innate or latent demand for SF housing units generally exceeds the production of SF units. In all plausible scenarios, demand for SF is projected to exceed SF supply; this is evidenced by the steep increase in marginal SF home prices and corresponding housing cost-burden projections of homeowners. Assuming a SF rate of 50% is consistent with the Metropolitan Housing Rule and the rate falls in the range of tested scenario projections.

Line 5: Buildable Lands Inventory (BLI), Appendix 2. Single family dwelling unit capacity can be found in the "Residential BLI (Threshold and Statistical methods)" tables. BLI tables in Appendix 2 have been revised as of October 2018 to reflect corrections made to the RLIS (Regional Land Information System) zoning layer used in the estimation of the BLI. The tables show SF capacity to be 36,108 units Vacant SF and 56,229 units of Infill SF for a total of 92,337 units (92,300 units rounded).

Line 6: HNA range calculation. Subtracts SF demand of 93,800 up to 102,600 from SF capacity of 92,300 units

The proposed UGB expansions from local governments would provide an approximate supply of 6,100 single family dwelling units and 3,100 units of multifamily apartment units, for a total of 9,200 homes. The proposed 6,100 single family units in the expansion areas falls near the midpoint of the range of unmet SF housing need of 1,500 to 10,300 units.

As shown in Table 5, assuming a UGB capture rate of 67.2% (which is essentially the midpoint of the plausible capture rate range) results in an unmet single-family housing need of 6,100 units, which corresponds to the 6,100 units of single-family housing included in the concept plans for the four city-proposed UGB expansions.

#### Table 5: Final reconciliation of housing need for the Metro UGB, years 2018 to 2038

Line 1	7-county MSA new households, 2018 to 2038 (midpoint of range):	279,000
Line 2	7-county MSA new dwelling units (apply 5% vacancy rate):	293,000
Line 3	Metro UGB new dwelling units (capture rate range = 67.2%):	196,900
Line 4	Metro UGB new single family dwelling units (SF rate = 50%):	98,400
Line 5	Metro UGB existing SF capacity (attached and detached units):	92,300
Line 6	Unmet SF dwelling unit need:	6,100

Overall, the findings from this analysis indicate the following:

- housing costs will increase faster than household incomes;
- most low-income households will continue to be cost-burdened;
- average housing cost burden will worsen for both owner and renters;
- home-ownership will become increasingly difficult for households across all income ranges;
- the need for additional housing supply will persist through and beyond 2038;
- even assuming potential future UGB expansions there remains a measurable need for housing, especially single-family: this need supports the decision to expand the UGB per the four concept-planned proposals.

## Cost Burden Validation of MetroScope 2018 data using 2016 ACS 5-year data

A precise comparison of MetroScope data against actual observed data is difficult. The Census American Community Survey (ACS) reports housing cost estimates that closely approximate the desirable validation comparison. But in order to make a more comparable comparison, ACS data are adjusted.

Because the MetroScope and ACS income brackets do not match the 5 HUD income categories, the income brackets in MetroScope and ACS data tables are adjusted to approximately align with the HUD data. Although the re-alignment of the income brackets is imperfect and subject to possible distribution errors, it is necessary in order to harmonize (to the extent possible) the 3 data sets for validation comparison purposes. Realignment of MetroScope income brackets to HUD income levels are the same as those shown in Table 2. The realignment of ACS to HUD is shown in Table 5, below.

Table 6: Income Categories – a crosswalk of ACS Income Brackets and HUD Income Categories

ACS Income Brackets	HUD income categories		
Less than \$19,999	2/3 EXTR LOW	1/3 VERY LOW	
\$20,000 to \$34,999	1/3 VERY LOW	2/3 LOW	
\$35,000 to \$49,999	1/3 LOW	2/3 MEDIAN	
\$50,000 to \$74,999	GT MEDIAN		
\$75,000 or more	GT MEDIAN		

For this comparison, the estimates from 2016 5-Year ACS Table B25106, "Tenure by Housing Costs as a Percentage of Household Income in the Past 12 Months" are compared against MetroScope forecast data. To control for different years, the results are "normalized" by comparing the distribution as percentages of regional totals.

EXHIBIT 13 Z0299-20-CP & Z0300-20-ZAP (B)ଡେଜ୍ୟାନ୍ସେଖ୍ୟ ମ୍ୟାର୍ଚ୍ଚଚେମ୍ଲାଡ LLC) Page 181 of 185 The comparison of the ACS and MetroScope owner and renter cost burden data are shown in Figures 4 and 5, respectively.

The distribution of cost burdened owners (see Figure 3) from the ACS reveals (green bars) a slightly higher proportion of householders below the median category. MetroScope (orange bars) predicts proportionally fewer lower income households as burdened by housing costs. On the other end (not charted), MetroScope predicts that a higher share of above-median income householders will be cost burdened.

The second chart in Figure 4 reveals the degree of cost burden by showing the percentage of households in each income category to be cost burdened. In the case of MetroScope (orange bars), the model predicts that a greater share of households across the entire income spectrum will be cost burdened as compared to ACS estimates of the same. The greatest proportional discrepancy can be found with households of above the median income. MetroScope predicts almost half of these households are cost burdened; the ACS estimates only 16%. In sum, the distribution of cost burdened owner households appears similar between ACS and MetroScope forecast findings. MetroScope tends to over predict the share of cost burdened owners in each income range. This is consistent with earlier explanations of the differences that stem from the cost burdens of movers and non-movers.





A similar comparison is made with renters, shown in Figure 5, below. It appears that the distribution of cost burdened households relative to all renters broken down by income levels for the ACS and MetroScope reveal roughly the same distribution. Again, because of the differences between the cost burdens of movers and non-movers, MetroScope tends to over predict the share of renters who are cost burdened. Although for lower income brackets, the comparison of values appear closer together.



#### Figure 5: Comparison of Renter Cost Burdened Households – MetroScope vs. ACS

The differences in the distributions between owners and renters in the ACS estimates and the MetroScope forecasts are likely attributable to the different housing costs associated with movers and non-movers as well as some distribution misalignments caused by our efforts to harmonize HUD, ACS, and MetroScope income brackets. The validation of the model helps reinforce our understanding of forecast results. The distribution of cost burdened renters and owners relative to the subtotals of each appear reasonable in this model validation exercise. However, MetroScope tends to over predict the number of cost-burdened households because it assumes prevailing forecast costs on housing across all households without regard to differences in non-movers who likely are not experiencing to the same degree the rising cost of housing at the margin.

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## **Owner Housing Cost by Income Bracket**

Table 7: 2018 and 2038 Owner Housing Forecasts (Metro UGB)

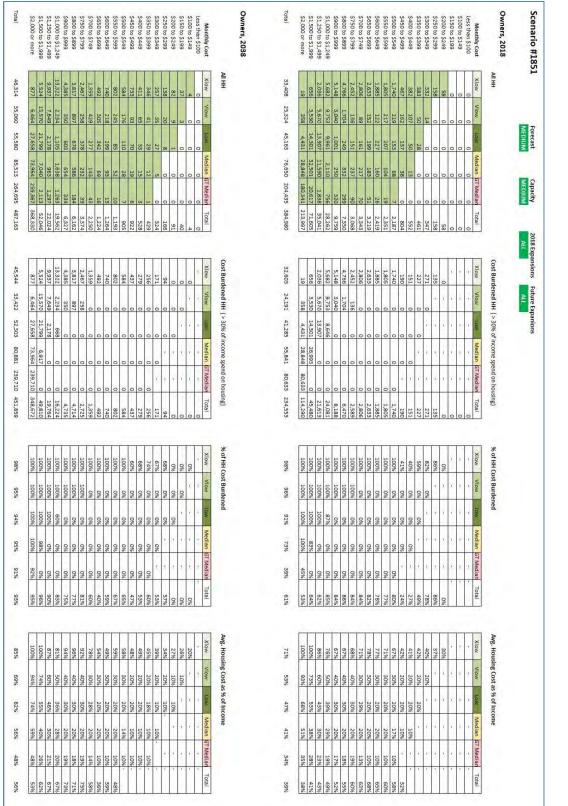


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## **Renter Housing Cost by Income Bracket**

 Table 8: 2018 and 2038 Renter Housing Forecasts (Metro UGB)



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1	BEFORE THE LAND USE BOARD OF APPEALS
2 3	OF THE STATE OF OREGON
4	HOUSING LAND ADVOCATES,
5	Petitioner,
6	
7	VS.
8	
9	CITY OF HAPPY VALLEY,
10	Respondent,
11	
12	and
13	
14	E3 DEVELOPMENT, LLC,
15	and PDX REDEVELOPMENT LLC,
16	Intervenors-Respondents.
17	LUBA Nos. 2016-031/105
18 19	LUBA NOS. 2010-031/103
20	FINAL OPINION
21	AND ORDER
22	
23	Appeal from City of Happy Valley.
24	
25	Rebekah Dohrman, Eugene, filed the petition for review and argued on
26	behalf of petitioner. With her on the brief was Dohrman Land Law, LLC.
27	
28	Christopher D. Crean, Portland, filed the response brief and argued on
29	behalf of respondent. With him on the brief was Beery, Elsner & Hammond
30	LLP.
31	
32	David J. Petersen, Portland, filed a response brief on behalf of
33	intervenor-respondent E3 Development, LLC. With him on the brief were
34	Sarah Einowski and Tonkon Torp LLP. Sarah Einowski argued on behalf of
35 36	intervenor-respondent E3 Development, LLC.
30 37	Ty K. Wyman, Portland, filed a response brief and argued on behalf of
38	intervenor-respondent PDX Redevelopment, LLC. With him on the brief were
20	
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	Page 1 Z0299-20-CP & Z0300-20-

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1	Jonathan A. Bennett and Dunn Carney Allen Higgins & Tongue LLP.
2	
3	HOLSTUN, Board Chair; BASSHAM, Board Member; RYAN, Board
4	Member, participated in the decision.
5	
6	REMANDED 03/24/2017
7	
8	You are entitled to judicial review of this Order. Judicial review is
9	governed by the provisions of ORS 197.850.
9	governed by the provisions of ORS 197.850.

1

Opinion by Holstun.

# 2 NATURE OF THE DECISION

Petitioner appeals an amendment to a city comprehensive plan and
 zoning map.¹

5 FACTS

6

# A. The Application

7 The 4.78-acre subject property was previously zoned Mixed Use 8 Residential – Medium (MUR-M2), which allows multi-family dwellings, but 9 not allow single-family dwellings. does Intervenor-respondent E3 10 Development, LLC (E3) applied to rezone the property to Mixed Use Residential - Single Family (MUR-S), which allows both single-family and 11 12 multi-family dwellings. The application also included requests for variances and a 31-lot subdivision to allow development of detached single-family 13 residential dwellings on individual lots. E3 is the applicant. Intervenor-14 15 respondent PDX Redevelopment, LLC (PDX) is the contract purchaser of the property. We refer to the city, E3 and PDX sometimes herein as respondents. 16

17

# **B.** Procedural History

18 These consolidated appeals have a relatively complicated procedural19 history. The planning commission held a hearing on E3's application on

¹ The City of Happy Valley apparently has a single map that serves as both its comprehensive plan map and zoning map. Happy Valley Land Development Code (HVLDC) 16.11.090(1).

January 12, 2016. That hearing was continued to February 9, 2016, and the
 application was approved by the planning commission. Petitioner appealed the
 planning commission decision directly to LUBA (LUBA No. 2016-031).

Respondent City of Happy Valley (city) then filed a motion to dismiss 4 5 that appeal, arguing that petitioner failed to exhaust an available local appeal of 6 the planning commission's decision to the city council. LUBA denied that 7 motion, determining that city council review was required in any event and no 8 local appeal was necessary to meet the exhaustion requirement, because ORS 9 227.180(1)(b) does not authorize city councils to delegate final decision-10 making for applications for comprehensive plan map amendments to planning 11 commissions. Housing Land Advocates v. City of Happy Valley, 73 Or LUBA 12 405, 415 (2016). Shortly thereafter, on June 6, 2016, the city withdrew the 13 planning commission's decision for reconsideration. Then on September 27, 2016, the city issued and provided notice of a city council decision approving 14 15 the application on reconsideration. The decision incorporated a staff report, 16 which includes a number of exhibits.

Upon receiving notice of the new decision, petitioner filed a notice of intent to appeal that decision (LUBA No. 2016-105), and filed a motion to dismiss its original appeal, arguing that respondent's decision on reconsideration was untimely. LUBA denied petitioner's motion and provided petitioner an opportunity to amend its original filing in LUBA No. 2016-031. Petitioner then filed an amended notice of intent to appeal in LUBA No. 2016-

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1 031. That amended notice of intent to appeal sought review of the September 2 27, 2016 city council decision rendered following the city's withdrawal and reconsideration of the planning commission's earlier decision. Because 3 4 petitioner had already filed an appeal of that September 27, 2016 decision in 5 LUBA No. 2016-105, the appeals were consolidated.

#### 6 **REPLY BRIEF**

7 Petitioner moves for permission to file a reply brief to respond to 8 arguments in the respondents' briefs that petitioner failed to adequately 9 preserve certain issues presented in the petition for review and, for that reason, 10 has waived its right to raise those issues at LUBA under ORS 197.763(1) and 11 ORS 197.835(3). The motion is granted. VanSpeybroeck v. Tillamook County, 12 56 Or LUBA 184, 187 (2008), aff'd 221 Or App 677, 191 P3d 712 (2008).

### 13 WAIVER

14 PDX argues that petitioner failed to demonstrate that it preserved its

15 issues for appeal under ORS 197.763(1), which provides:

16 "An issue which may be the basis for an appeal to the Land Use Board of Appeals shall be raised not later than the close of the 17 18 record at or following the final evidentiary hearing on the proposal 19 before the local government. Such issues shall be raised and accompanied by statements or evidence sufficient to afford the 20 21 governing body, planning commission, hearings body or hearings 22 officer, and the parties an adequate opportunity to respond to each 23 issue."

24 Petitioner's preservation section in its brief is quite short: "Petitioner raised and argued the issues presented under this assignment of error in its letter dated January 19, 2016. Record 729-777, 778-790. App. D." Petition for Review 14.

PDX argues that LUBA and the parties are not required to search the record to
determine where petitioner preserved an issue below, and that a bare citation to
nearly 60 pages of the record cannot be sufficient to demonstrate that the issues
were raised below.

In its reply brief, petitioner explains that it is depending on a 6-page letter beginning at Record 729, which it submitted below, which appears throughout the record multiple times. Many of the pages cited in petitioner's statement of preservation are appendices to that letter. In an appendix to its reply, petitioner cites the specific record page where each issue was preserved, all of which are presented in the 6-page letter at Record 729-734. Based on the above, we agree with petitioner that its issues on appeal were raised below.

The city specifically argues that notwithstanding petitioner's letter, petitioner waived its fourth sub-assignment of error because it did not raise an issue regarding compliance with Metro Code (MC) 3.07.120 in the local proceedings and therefore cannot raise it for the first time on appeal. ORS 197.763(1); ORS 197.835(3). Petitioner's letter to the planning commission was adequate to preserve the issue for LUBA review:

"The applicant has not demonstrated compliance with Title I of the
Metro Urban Growth Management Functional Plan, which
requires each city to maintain or increase its housing capacity.
[Petitioner does] not believe that the applicant can meet this
requirement because the requested zone change would reduce the

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city's housing capacity with respect to scarce needed housing types, densities, location, and affordability ranges." Record 733.

3 If Title I of the Metro Urban Growth Management Functional Plan was a 4 lengthy, multi-section Title, the above general reference might not be adequate 5 to preserve petitioner's right raise the MC 3.07.120 issue that it raises in the 6 fourth subassignment of error. See Savage v. City of Astoria, 68 Or LUBA 7 225, 231 (2013) (raising generalized traffic concern without citing the 8 transportation planning rule (TPR) is insufficient to preserve a right to alleged technical TPR violations at LUBA). However, as petitioner points out in its 9 10 reply brief, Title I of the Metro Urban Growth Management Functional Plan only includes two sections, the "Purpose and Intent" section at 3.07.110 and the 11 "Housing Capacity" section at MC 3.07.120. We agree with petitioner that the 12 13 MC 3.07.120 issue that it raises under its fourth subassignment of error was 14 adequately preserved for LUBA review.

15

Before turning to petitioner's assignment of error, we note that our rules 16 impose the following obligation on petitioners:

17 "Set forth each assignment of error under a separate heading. Each 18 assignment of error must demonstrate that the issue raised in the 19 assignment of error was preserved during the proceedings below. Where an assignment raises an issue that is not identified as 20 21 preserved during the proceedings below, the petition shall state 22 why preservation is not required. Each assignment of error must 23 state the applicable standard of review. Where several assignments 24 of error present essentially the same legal questions, the argument in support of those assignments of error shall be combined[.]" 25 OAR 661-010-0030(4)(d). 26

1 As we explain in more detail below, petitioner's single assignment of error 2 raises many issues under five subassignments of error. Petitioner's preservation 3 statement generally refers to its assignment of error, without specifically 4 identifying *any* of the issues raised in that assignment of error. Petitioner then 5 generally refers to 60 pages of the record, without any specific reference to the 6 content of its letter to fulfill its obligations under OAR 661-010-0030(4)(d). That approach to complying with OAR 661-010-0030(4)(d) invites the kind of 7 8 wavier challenges that were filed in this case and then requires that petitioner 9 file a reply brief to provide the kind of issue identification and preservation 10 detail that should have been provided in the petition for review. While 11 petitioner is not the only petitioner at LUBA who has failed to file a petition for 12 review that complies with OAR 661-010-0030(4)(d), petitions for review that do not comply with OAR 661-010-0030(4)(d) needlessly complicate LUBA 13 14 appeals.

### 15

### **COMBINED ASSIGNMENT OF ERROR**

16 Petitioner argues the decision's findings fail to adequately address or 17 demonstrate that the disputed amendment is consistent with a number of state, 18 regional and local land use planning laws that were adopted to ensure an 19 adequate supply of buildable land for a diverse and adequate supply of housing, 20 and the kind of land use regulations that will encourage such housing. 21 Petitioner also contends the record does not include substantial evidence to 22 support the city's findings of compliance with those laws. Petitioner's

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1	combined a	assignment of error is broken down into with five sub-assignments	
2	of error a	lleging that the city's decision inadequately demonstrated the	
3	approved an	mendment complies with:	
4	1.	The Needed Housing Statutes at ORS 197.295 to 197.314	
5 6	2.	Land Conservation and Development Commission (LCDC) Goal 10 administrative rules at OAR 660-007 and -008	
7	3.	Statewide Planning Goal 10 (Housing)	
8	4.	Metro Code Section 3.07.120(e)	
9	5.	Happy Valley Comprehensive Plan Policies	
10	We address	petitioner's arguments based on these five-subassignments of error.	
11	А.	The Needed Housing Statutes (First Subassignment of Error)	
12	Altho	ough this subassignment of error refers generally to the needed	
13	housing sta	tutes, which are set out at ORS 197.295 through ORS 197.314, the	
14	only statut	es that petitioner specifically identifies and discusses under this	
15	subassignment of error are ORS 197.307(3) and (4), which provide:		
16 17 18 19 20 21	"(3)	When a need has been shown for housing within an urban growth boundary at particular price ranges and rent levels, needed housing shall be permitted in one or more zoning districts or in zones described by some comprehensive plans as overlay zones with sufficient buildable land to satisfy that need.	
22 23 24 25 26 27	"(4)	Except as provided in subsection (6) of this section, a local government may adopt and apply only clear and objective standards, conditions and procedures regulating the development of needed housing on buildable land described in subsection (3) of this section. The standards, conditions and procedures may not have the effect, either in themselves	

or cumulatively, of discouraging needed housing through unreasonable cost or delay."

3 ORS 197.296 requires that local governments inventory the supply of 4 buildable lands with urban growth boundaries and "[c]onduct an analysis of 5 housing need by type and density range, in accordance with ORS 197.303 and 6 statewide planning goals and rules relating to housing, to determine the number 7 of units and amount of land needed for each needed housing type for the next 8 20 years." ORS 197.296(3)(b). However, as respondents point out, the needed housing planning obligations set out at ORS 197.296 et seq do not apply 9 10 directly to the City of Happy Valley, which is located within the territory of the Metropolitan Service District (Metro). ORS 197.296(1)(a) provides: 11

"(1)(a) The provisions of this section apply to metropolitan service
district regional framework plans and local government
comprehensive plans for lands within the urban growth boundary
of a city that is *located outside of a metropolitan service district*and has a population of 25,000 or more." (Emphasis added.)

LCDC and Metro in turn have adopted requirements, including a number of planning requirements for member cities and counties to comply with ORS 19 197.307(3) and (4). Respondents contend that this subassignment of error seems to take the position that in adopting this comprehensive plan and zoning map amendment, the city must first establish that the city, and by implication Metro, currently complies with ORS 197.307(3) and (4).

We agree with respondents that petitioner appears to fundamentally misunderstand the city's obligations under relevant state, regional and local

1	housing planning laws when amending its acknowledged comprehensive plan	
2	and land use regulations in a way that reduces minimum residential density.	
3	We address those obligations more directly below in our discussion of other	
4	subassignments of error. Because petitioner's first subassignment of error fails	
5	to adequately explain why petitioner believes the obligations imposed by ORS	
6	197.307(3) and (4) are implicated by the city's decision to approve an	
7	amendment of its acknowledged comprehensive plan and zoning map for a	
8	4.78-acre property, this subassignment of error is denied.	
9 10 11	B. LCDC Goal 10 Administrative Rules and Statewide Planning Goal 10 Generally (Second and Third Subassignments of Error)	
12	1. Petitioner's Goal and Administrative Rule Arguments	
13	Statewide Planning Goal 10 (Housing) is "[t]o provide for the housing	
13	Statewide Planning Goal 10 (Housing) is "[t]o provide for the housing	
13 14 15 16 17 18 19	Statewide Planning Goal 10 (Housing) is "[t]o provide for the housing needs of citizens of the state[,]" and provides in relevant part: "[b]uildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and	
13 14 15 16 17 18 19 20	Statewide Planning Goal 10 (Housing) is "[t]o provide for the housing needs of citizens of the state[,]" and provides in relevant part: "[b]uildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density." ²	

² This Goal 10 language states essentially the same planning obligation that is set out at ORS 197.296(3)(b), quoted *supra*.

1 acknowledged Goal 10 land supplies, the city must demonstrate that its actions 2 do not leave it with less than adequate supplies in the types, locations, and 3 affordability ranges affected, citing the *Opus Development* line of cases (*Opus* 4 Development v. City of Eugene, 28 Or LUBA 670 (1995) (Opus I); 30 Or 5 LUBA 360 (1996) (*Opus II*), aff'd, 141 Or App 249, 918 P2d 116 (1996) (*Opus III*). Petitioner asserts that the city's findings are not supported by facts that 6 7 demonstrate that the decision will result in the city meeting its housing needs 8 over any particular planning period. Petitioner also asserts that because the city 9 and applicant cannot show that the amendment complies with OAR 660-007-10 0030 and 660-007-0035 (discussed next), the decision cannot comply with 11 Goal 10. Petitioner also argues broadly that Goal 10 requires that the local 12 comprehensive plans inventory land, identify needed housing and designate 13 and zone enough buildable land to satisfy the identified housing need, citing 14 ORS 197.296.

As we have already noted, ORS 197.296 applies to Metro and does not apply directly to the City of Happy Valley. But LCDC has adopted administrative rules that govern needed housing planning obligations within Metro. Those administrative rules do impose some obligations on cities and counties within the Metro boundary.

# 2

# 2. The Metro Housing Rule, OAR Chapter 660, Division 7

a. The Purpose of the Metro Housing Rule

The LCDC administrative rules that govern housing within the Metro urban growth boundary are at OAR chapter 660, division 7.³ The purpose of OAR chapter 660, division 7 is to clarify the more general planning obligations, with regard to ensuring an adequate supply of buildable lands, and planning for a mix of housing type, which are scattered across a number of statutes, Goal 10 and LCDC administrative rules. OAR 660-007-0000 sets out the following "Statement of Purpose":

10 "The purpose of this division is to ensure opportunity for the 11 provision of adequate numbers of needed housing units and the 12 efficient use of land within the Metropolitan Portland (Metro) urban growth boundary, to provide greater certainty in the 13 14 development process and so to reduce housing costs. OAR 660-15 007-0030 through 660-007-0037 are intended to establish by rule 16 regional residential density and mix standards to measure Goal 10 17 Housing compliance for cities and counties within the Metro urban 18 growth boundary, and to ensure the efficient use of residential land 19 within the regional UGB consistent with Goal 14 Urbanization. 20 OAR 660-007-0035 implements the Commission's determination 21 in the Metro UGB acknowledgment proceedings that region wide, 22 planned residential densities must be considerably in excess of the 23 residential density assumed in Metro's 'UGB Findings'. The new 24 construction density and mix standards and the criteria for varying 25 from them in this rule take into consideration and also satisfy the

 $^{^3}$  OAR chapter 660, division 8 imposes housing planning obligations on cities generally, but OAR chapter 660, division 7 applies to Metro cities where the requirements of OAR chapter 660, divisions 7 and 8 conflict. OAR 660-008-0000(2). Our focus in this decision is on the more applicable and detailed requirements of OAR chapter 660, division 7.

1 2	price range and rent level criteria for needed housing as set forth in ORS 197.303."
3 4	b. Metro Housing Rule Density and Mix of Housing Type Requirement
5	The "mix" standard referenced above in OAR 660-007-0000 appears at
6	OAR 660-007-0030, which provides in part:
7	"New Construction Mix
8 9 10 11 12	"(1) Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing[.]"(Emphasis added.) ⁴
13	The "density" standard referenced above is at OAR 660-007-0035 and provides
14	in relevant part:
15	"Minimum Residential Density Allocation for New Construction
16 17 18 19	"The following standards shall apply to those jurisdictions which provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing:
20 21 22 23 24	"(1) The Cities of Cornelius, Durham, Fairview, Happy Valley and Sherwood <i>must provide for an overall density of six or</i> <i>more dwelling units per net buildable acre</i> . These are relatively small cities with some growth potential (i.e. with a regionally coordinated population projection of less than

 $^{^4}$  OAR 660-007-0030(1) authorizes jurisdictions to "justify an alternative percentage" and sets out factors to be considered in justifying an alternative percentage.

1 2			8,000 persons for the active planning area)." (Emphasis added.) ⁵
3			c. How and When the Metro Housing Rule Applies
4		OAR	660-007-0060 is titled "Applicability," and provides in relevant
5	part:		
6 7 8 9 10 11 12 13 14		"(1)	The new construction mix and minimum residential density standards of OAR 660-007-0030 through 660-007-0037 shall be applicable at each periodic review. During each periodic review local government shall prepare findings regarding the cumulative effects of all plan and zone changes affecting residential use. The jurisdiction's buildable lands inventory (updated pursuant to OAR 660- 007-0045) shall be a supporting document to the local jurisdiction's periodic review order.
15 16 17		"(2)	For plan and land use regulation amendments which are subject to OAR 660, Division $18^{[6]}$ , the local jurisdiction shall either:
18 19 20			"(a) Demonstrate through findings that the mix and density standards in this Division are met by the amendment; or
21 22			"(b) Make a commitment through the findings associated with the amendment that the jurisdiction will comply

⁵ OAR 660-007-0037 authorizes those jurisdictions that justify an alternative new construction mix under OAR 660-007-0030(1), *see* n 4, to adopt a different average minimum density standard than set out in OAR 660-007-0035.

 $^{^{6}}$  OAR chapter 660, division 18 governs post-acknowledgement plan amendments. The decision before us is a post-acknowledgment plan amendment.

1 2	with provisions of this Division for mix or density through subsequent plan amendments."
3	We will return to the OAR 660-007-0060 "Applicability" section in the
4	conclusion below. But we emphasize here that it imposes different obligations
5	at periodic review and when adopting post-acknowledgment plan amendments.
6	Petitioner asserts that the city has not made and cannot make the
7	demonstration called for in subsection OAR 660-007-0060(2)(a) or the
8	commitment called for in subsection OAR 660-007-0060(2)(b), as both would
9	require a demonstration of surplus in housing supplies.
10	3. The City's Findings
11	The city's incorporated staff report provided the following findings on
12	Goal 10:
13 14 15 16 17 18 19 20	"In conjunction with the proposed development, the applicant is requesting that the City process a Comprehensive Plan/Zoning Map amendment of a 31-lot subdivision and variance applications. If approved, the proposed use will provide additional housing within the City. In addition, the applicant has provided supplemental findings (Exhibit S), which are included in the written record, addressing Goal 10. Therefore, this criterion is satisfied." Record 91.
21	That staff report incorporates Exhibit S, which is a letter from E3's previous
22	attorney, which in relevant part provides a 10-page analysis of the decision's
23	compliance with Goal 10. Exhibit S takes the position that because the MUR-S
24	zone, like the MUR-M2 zone it replaced, authorizes both "attached single
25	family housing [and] multiple family housing," it complies with the OAR 660-
26	007-0030(1) requirement "to provide the opportunity for at least 50 percent of
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new residential units to be attached single family housing or multiple family
 housing[.]"

With regard to the OAR 660-007-0035(1) requirement that Happy Valley "must provide for an overall density of six or more dwelling units per net buildable acre," Exhibit S takes the position that the MUR-S zone imposes a six-dwelling unit minimum density requirement.

Petitioner argues that the city's findings do not adequately address or
demonstrate how the comprehensive plan amendment is consistent with the
OAR chapter 660, division 007, and that the record does not contains
substantial evidence supporting the findings the city did adopt.

11

### 4. Conclusion

12 Petitioner is correct that the city's finding that the fact that the 31-lot subdivision will provide some housing demonstrates that the plan and zoning 13 14 map amendment complies with applicable needed housing requirements 15 improperly construes the applicable law, for a number of reasons. First the plan 16 and zoning map amendment that is the subject of this appeal does not approve 17 the 31-lot subdivision. And even if it did, the fact that that subdivision may 18 provide *some* housing does not mean "that the mix and density standards in 19 [OAR chapter 660, division 7] are met by the amendment," which is what OAR 20 660-007-0060(2)(a) requires.

But petitioner fails to recognize that OAR 660-007-0060, set out earlier,
imposes different obligations at the time of periodic review versus when

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1 approving post-acknowledgement plan and land use regulation amendments. Petitioner essentially argues that the city, in approving the disputed post-2 3 acknowledgment plan amendment, must demonstrate that the overall density in 4 the city as a whole currently meets the mix and density standards before it can 5 determine if the amendment takes the city out of compliance with the mix and 6 density standards. That argument is based on a misconstruction of OAR 660-007-0060. Under OAR 660-007-0060(1), a local government is required at its 7 8 first and subsequent periodic reviews to update its buildable lands inventory 9 and demonstrate that its buildable lands that are zoned for residential development comply with the mix and density standards.⁷ Petitioner reads 10 OAR 660-007-0060 effectively to require that a local government do that every 11 12 time it adopts a post-acknowledgment amendment to comprehensive plan and 13 zoning map.

The city's more limited obligation when it adopts a post-14 15 acknowledgment plan and land use regulation amendment is set out at OAR 16 660-007-0060(2). That rule was set out earlier but for ease of reference it is set 17 out again below:

18 19

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"(2) For plan and land use regulation amendments which are subject to OAR 660, Division 18, the local jurisdiction shall either:

⁷ As we understand it, Happy Valley has never engaged in periodic review. EXHIBIT 14 Page 18 Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 18 of 28

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- "(a) Demonstrate through findings that the mix and density standards in this Division are met by the *amendment*; or
- "(b) Make a commitment through the findings associated with the amendment that the jurisdiction will comply with provisions of this Division for mix or density through subsequent plan amendments." (Emphasis added.)

9 OAR 660-007-0060(2) gives the city two options, option (a) or option 10 (b). The city took advantage of option (a). Under option (a) the focus is on "the amendment." The amendment adopts a zoning district that allows both 11 12 single family dwellings and multi-family dwellings. If there is some reason 13 why that zoning is inconsistent with the OAR 660-007-0030 new construction 14 mix requirement for "the opportunity for at least 50 percent of new residential 15 units to be attached single family housing or multiple family housing," 16 petitioner does not identify that reason.

Turning to the OAR 660-007-0035(1) requirement for an "overall 17 18 density of six or more dwelling units per net buildable acre," while the 19 reference to "overall density" introduces some ambiguity, that language must be read together with the OAR 660-007-0060(2)(a) requirement that the city 20 21 "[d]emonstrate through findings that the mix and density standards in this 22 Division are met by the amendment." To interpret OAR 660-007-0060(2)(a) to 23 require that the city establish that the city's current supply of residentially 24 zoned land complies with the mix and density standards, before and after the 25 amendment, would make the obligation under 660-007-0060(2)(a), as a matter

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of substance, identical to the obligation that is imposed under 660-007-0060(1)
 at the time of periodic review. Those sections employ different language and
 presumably were not intended to impose identical obligations. We reject
 petitioner's interpretation.

5 Under OAR 660-007-0060(2)(a), when amending an acknowledged 6 comprehensive plan and zoning map designation, the city's obligation is more 7 limited, and that obligation is focused on "the amendment." Here the MUR-S 8 plan and zoning map designation that the city applied requires a minimum 9 density of six dwelling units per acre. That minimum density requirement satisfies the applicable minimum density standard, at least with regard to the 10 11 amendment, considered with all other postamendment. If that 12 acknowledgment plan and land use regulation amendments, causes the city's supply of residentially zoned land, viewed as a whole, to fall under the "six or 13 more dwelling units per net buildable acre" standard, the mechanism under 14 15 OAR chapter 660, division 7 to correct that overall imbalance is periodic review.8 OAR 660-007-0060(2)(a) only requires that the amendment itself 16 17 must comply with the density standard.

⁸ Periodic review is a process that follows initial LCDC acknowledgement of city and county comprehensive plans, whereby LCDC periodically reviews local government comprehensive plans and land use regulations to ensure they remain in compliance with the statewide planning goals and related land use laws. ORS 197.628 through 197.651.

1 We need not and do not attempt here to decide whether the city could, 2 consistent with OAR 660-007-0060(2)(a), approve a post-acknowledgement 3 plan amendment that applied a plan and zoning map designation that had no 4 minimum density requirement or had a minimum density requirement of less 5 than six dwelling units per acre and, if so, what the city would be required to 6 do to demonstrate the amendment does not violate the density standard. It may 7 be that the city's only route to approve such an amendment would be to 8 proceed under option OAR 660-007-0060(2)(b) to "[m]ake a commitment 9 through the findings associated with the amendment that the jurisdiction will 10 comply with provisions of this Division for mix or density through subsequent 11 plan amendments."

12

Petitioner's second and third subassignments of error are denied.⁹

⁹ Because it was not necessary to do so, we have not addressed PDX's attempt to demonstrate that the city complies with the six dwelling units per acre standard both before and after the challenged amendment. There are at least two obvious errors in that demonstration that render the conclusions it reaches highly questionable at best. First, PDX uses "maximum allowed density" in each of the city's zones to arrive at an estimate of 20,438 possible dwelling units on the lands currently zoned for residential use in the city. PDX then uses that number of units to estimate that the "overall density of six or more dwelling units per net buildable acres is met." PDX offers no explanation for why it used *maximum* possible density in the city's existing zoning districts to estimate *minimum* density, and we cannot think of one. PDX compounds that error by subtracting 697 acres of residentially zoned land for required rights-of-way after it used those same acres in computing the 20,438 possible dwelling units, an error that further inflates the resulting overall density.

## C. Metro Code (Fourth Subassignment of Error)

Petitioner argues that the city's findings do not adequately address or
demonstrate how the amendment complies with Metro Code (MC) 3.07.120(E)
and the record does not contain substantial evidence supporting these findings.

5 MC 3.07.120(E) provides:

6 "A city or county may reduce the minimum zoned capacity of a 7 single lot or parcel so long as the reduction has a negligible effect 8 on the city's or county's overall minimum zoned residential 9 capacity."

Petitioner asserts that because the challenged rezoning reduces the minimum zoned capacity of the subject parcel, the only way to comply with MC 3.07.120(E) is to calculate the overall minimum zoned residential capacity within the City before and after the proposed amendment. Petitioner asserts that the city erred when it compared the area of the subject parcel to the area of the city as a whole and then concluded that the zone change results in only a "negligible effect[.]"

17 The city argues that the decision finding at Record 97 is sufficient to18 address MC 3.07.120(e). That finding provides:

Petitioner faults PDX for not reducing the total acres to account for "restricted hazard areas." Reducing the 3,668.5 acres to account for "restricted hazard areas," without more, would actually *increase* the resulting density. But of course since those acres were used to compute the 20,438 possible units, a reduction in that total would be required to account for the reduction in acres to result in net buildable acres.

1 "The area to be re-designated from MUR-M2 to MUR-S is small 2 in terms of the overall area of the City. The area involved in the 3 'downzone' is approximately five acres in size and the City is 4 approximately 8.32 square miles in size, a large part of which is 5 residential. Due to size/scale alone, the effect of the City's overall 6 minimum zoned residential capacity due to the zone change is 7 negligible. Therefore, this criterion has been satisfied."

8 We agree with petitioner that the city's comparison to the area of the subject 9 property and the total land area of the city is not the comparison MC 10 3.07.120(e) calls for. The findings also state that "a large part of [the city] is 11 residential." That finding is closer to the mark, but still is inadequate because 12 it neither identifies what the minimum zoned residential capacity of the subject 13 property is nor how much that minimum zoned residential density is reduced by 14 the challenged amendment.

15 The respondents point to evidence that they contend demonstrates that 16 MC 3.07.120(e) negligible change standard is satisfied. We cannot follow the 17 city's math or its computational assumptions. But in some cases it is clear the city's and respondents' proposed comparisons are also not comparing the 18 19 things that MC 3.07.120(e) requires to be compared. MC 3.07.120(e) requires 20 a comparison of (1) the reduction of the "minimum zoned capacity" of the 4.78-acre subject property with (2) the "city's * * * overall minimum zoned 21 residential capacity."¹⁰ 22

¹⁰ The city's estimate of a .003 percent reduction is based on a comparison of the reduction of minimum zoned capacity for the subject property with the expected surplus of multi-family dwellings over the planning period in the

1 The minimum density in the MUR-M2 zone is 25 units per acre. The 2 minimum density in the MUR-S zone that the amendment applies in its place is 3 six units per acre. The subject property is 4.78 acres in size. Without 4 accounting for rights of way or any other areas that should be excluded to 5 arrive at an estimate of net buildable acres under OAR 660-007-0005(1), the 6 "minimum zoned capacity of [the subject] single lot or parcel" under MUR-M2 zoning was  $4.78 \times 25 = 119.5^{11}$  The "minimum zoned capacity of [the 7 8 subject] single lot or parcel" under MUR-S zoning is  $4.78 \times 6 = 29$ . The 9 reduction of the "minimum zoned capacity" of the 4.78-acre subject property 10 was 119.5 units -29 units = 90.5 units.

Using the minimum densities for the following zones that have minimum densities MUR-S (six du/ac), MUR-A (10 du/ac), MUR-M1 (15 du/ac), MUR-M2 (25 du/ac), MUR-M3 (35 du/ac), and SFA (10 du/ac) multiplied by the acres in each of those zoning districts shown on Record 53, and again not

entire Metro region. City Response Brief 16-17. That is not the comparison required by MC 3.07.120(e). The city also points to intervenor's estimate of 20,438 units based on the *maximum* number of units per acre allowed under the city's residential zoning districts rather than the *minimum* number of units per acre. The city claims that produces a reduction of a mere .004 percent. City Response Brief 17. We agree that such a reduction qualifies as negligible, but again that is not the comparison required by MC 3.07.120(e).

¹¹ OAR 660-007-0005(1) provides:

"A 'Net Buildable Acre' consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas."

1 making any acreage reductions to arrive at net buildable acres, produces a total of 5,893 units. Dividing the 90.5 units by 5,893 units shows that the effect of 2 the 90.5 unit reduction on the total 5,893 units is a reduction of 1.5 percent. 3 4 Acreage reductions in both the total number of units and the reduced minimum 5 capacity, to arrive at net buildable acres, will reduce both figures and could therefore change the 1.5 percent reduction. But the resulting reduction is likely 6 7 at least approximately 1.5 percent, based on the zoning acreages set out at 8 Record 53, not the .003 and .004 reductions the city claims. See n 10. We 9 believe the issue of whether a reduction of approximately 1.5 percent qualifies 10 as "negligible" is debatable. Rather than try to resolve that debate ourselves, 11 without the benefit of argument on the point, we remand for the city to address 12 that issue in the first instance.

By engaging in the above math and interpretive exercise, we do not mean to foreclose any approach by the city on remand to recalculate the minimum zoned capacity of the subject property and the overall minimum zoned residential capacity of the city's existing inventory of residentially zoned land that includes minimum density requirements, to determine whether the effect of the reduction is "negligible." But of course the city must be prepared to defend its methodology and math.

Because the city's findings and the evidentiary record are inadequate to demonstrate that the reduction in the minimum zoned capacity of the subject property, when compared to the city's "overall minimum zoned residential

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capacity," is "negligible," as MC 3.07.120(E) requires, the fourth
 subassignment of error must be sustained.

3 4

# D. Happy Valley Comprehensive Plan Policies (Fifth Subassignment of Error)

5 Petitioner argues that the decision does not adequately address or 6 demonstrate how the amendment complies with a number of Happy Valley

- 7 Comprehensive Plan Policies. The city staff report listed the relevant
- 8 comprehensive plan policies:
- 9 "Policy 42: To increase the supply of housing to allow for 10 population growth and to provide for the housing needs of a 11 variety of citizens of Happy Valley.
- 12 "Policy 43: To develop housing in areas in areas that reinforces13 and facilitate orderly and compatible community development.
- "Policy 44: To provide a variety of lot sizes, a diversity of housing
  types including single family attached (townhouses) duplexes,
  senior housing and multiple family and range of prices to attract a
  variety of household sizes and incomes to Happy Valley.
- 18 "****

"Policy 46: The City shall provide a range of housing that includes
land use districts that allow senior housing, assisted living and a
range of multi-family housing products. This range improves
housing choice for the elderly, young professionals, single
households, families with children, and other household types."

- 24 The staff report provides in response:
- 25 "The applicant is requesting that the City process a 31-lot
  26 subdivision as part of their proposal. If approved 'Eagle Loft
  27 Estates' will provide additional housing opportunities within the
  28 City. Therefore, this criterion has been satisfied." Record 98.

1 Petitioner asserts that the decision does not make any connection between the 2 proposed plan amendment and how the zoning gets the city closer to achieving 3 inclusive housing options as directed by the comprehensive plan. Petitioner 4 argues that the policies do not simply require more housing, but require that the city's housing supply meets the needs of a variety of citizens. Petitioner asserts 5 6 that the city must know what lots are available and how many different types of 7 housing are available, and that the city must include a discussion about whether 8 the amendment itself adds to the range of housing choices in the city.

9 We do not agree with petitioner that any particular methodology is 10 required to adopt adequate findings addressing the above quoted policies. But 11 we do agree with petitioner that the planning staff's unexplained "additional 12 opportunities" finding is inadequate.

However, the city council also adopted other findings addressing policies 13 42, 43 and 46. Record 289-90. Although petitioner briefly criticizes the 14 findings concerning 42 and 43 as inadequate and dismisses the findings 15 concerning 46 as "fluff," petitioner's criticism of those findings fails to 16 17 demonstrate that the findings are inadequate. With regard to Policy 44, that 18 policy merely requires the city to "provide a variety of lot sizes, a diversity of housing types including single family attached (townhouses) duplexes, senior 19 housing and multiple family and range of prices to attract a variety of 20 21 household sizes and incomes to Happy Valley." Petitioner does not argue that the prior MUR-M2 zoning was a superior vehicle for achieving Policy 44 or 22

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that the MUR-S zone does not supply housing of the types mentioned in Policy
 44.

3 Petitioner's arguments under the fifth subassignment of error are4 insufficient to establish an additional basis for remand.

- 5 The fifth subassignment of error is denied.
- 6 The city's decision is remanded in accordance with our resolution of the
- 7 fourth subassignment of error.

### Hamburg, Glen

From:	Peter Fry <peter@finleyfry.com></peter@finleyfry.com>
Sent:	Sunday, October 4, 2020 4:09 PM
То:	Hamburg, Glen
Cc:	morrietrautman@gmail.com
Subject:	Z0299-20-CP & Z0300-20-ZAP
Attachments:	Housing Response.docx

### Warning: External email. Be cautious opening attachments and links.

Hi Glen

I had a very good conversation with Kevin Young and Jennifer Donnelly of the DLCD. Although they could not express any feelings regarding the application, they appreciated the detail and depth of the county's report and recommendation.

Jennifer clarified the relationship of METRO in this unique situation in Oregon where three counties include areas within a METRO urban growth boundary. I appreciate Clackamas County staff's focus on this unique relationship.

My experience is with counties that are not required to provide housing land as that is provided within the incorporated cities and their urban growth boundaries. The county land is protected for resource use.

This is our response to the Housing Advocates. We are satisfied with the recommended findings.

Can you include this in the record.

Thank you.

Peter Finley Fry AICP PhD MUP 303 NW Uptown Terrace; Unit 1B Portland, Oregon 97210 503 703-8033

Sent from Mail for Windows 10

<u>Spam Email</u> <u>Phishing Email</u>

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### Hamburg, Glen

From:	Peter Fry <peter@finleyfry.com></peter@finleyfry.com>
Sent:	Sunday, October 4, 2020 4:11 PM
То:	Hamburg, Glen
Subject:	I noticed the last one had a second page. I fixed it.
Attachments:	Housing Response.docx

Warning: External email. Be cautious opening attachments and links.

Peter Finley Fry AICP PhD MUP 303 NW Uptown Terrace; Unit 1B Portland, Oregon 97210 503 703-8033

Sent from Mail for Windows 10

Spam Email Phishing Email

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October 1, 2020

### MEMORANDUM

TO:	Glen Hamburg, Senior Planner
	Clackamas County
FROM:	Peter Finley Fry
RE:	Z0300-20-ZAP

This memo summarizes the applicant's position on the proposed changes effect on Clackamas County's responsibility to provide land suitable for housing under state, METRO, and county goals. Specifically, the Fair Housing Council request to require the applicant to "quantify what types of housing units are needed by the county and how the loss of 11 units will affect its ability to provide for its housing needs."

The recommendation and report of the Clackamas County Planning Commission more than adequately addresses this issue.

Oregon Counties are not required to provide a land supply for housing as their designations/zoning, outside of incorporated cities, are normally either resource or exception areas. Resource areas are dedicated to farm and/or forest uses not housing. Exceptions areas are exceptions. A County is not organized to provide municipal services and is not equipped to serve multi dwelling areas.

A large portion on northern Clackamas County's is in an urban area and surrounded by METRO's Urban Growth Boundary. METRO was created, in part, to provide a land use and transportation framework for an urban area that includes both incorporated cities and portions of three counties.

Consistency with the housing goals requires the examination of the application's effect on the quality and quantity of housing.

The site is not a livable place for dwelling units. Heavy industrial uses abut the site. The street and area experience heavy truck and industrial traffic. A clear community statement - a barrier between the industrial area and the residential neighborhood – a no access hedge along the entire east side of Southeast 135th Avenue - is planted across from the site.

The number of potential units lost is too small to be modeled with any significance or validity. Any result would be meaningless. The data range is too large, and the variables are poorly defined; for example, the state has just recently mandated dramatic increases in densities in single dwelling zones. The Land Use Board of Appeals recognizes this fact in concluding that the little changes should be addressed through periodic review (Housing Land Advocates vs. City of Happy Valley (2016-031/105) (03/24/2017)). **EXHIBIT 15** 

303 NW Uptown Terrace #1B Portland, Oregon USA 97210 peter@finleyfry.com Z0299-20-CP & Z0300-20-ZAP (Brooktraut Properties LLC) Page 3 of 3

### Hamburg, Glen

From: Sent: To: Subject: Donnelly, Jennifer <jennifer.donnelly@state.or.us> Tuesday, October 13, 2020 11:30 AM Hamburg, Glen RE: Rezone application

Thanks Glen –

Congratulations on getting engaged! Very exciting. Good to hear you were able to get away for some R&R.

I just got back from a week road trip/camping to AZ and CA − AZ was HOT, 105-108 while I was there. I also got engaged [©] few good things are happening in 2020.

Regarding the application, DLCD does not have any concerns. Peter seemed to want to understand HNA's and Goal 10 would apply to unincorporated areas of the County within the Metro boundaries.

Cheers, iennifer



### Jennifer Donnelly

she/her/hers Metro, Clackamas and Multhomah County Regional Representative Interim Gilliam and Wheeler County Regional Representative Metro and North Central Oregon Regional Solution Team Cell: 971-239-9451 jennifer.donnelly@state.or.us | www.oregon.gov/LCD

From: Hamburg, Glen [mailto:GHamburg@clackamas.us]
Sent: Tuesday, October 13, 2020 11:21 AM
To: Donnelly, Jennifer <jdonnelly@dlcd.state.or.us>
Subject: RE: Rezone application

Hi Jennifer,

Much appreciated! Peter let me know he had a chance to speak with you as well.

As outlined in the staff report, it's staff's finding that Title 4 of the Metro Functional Plan has policies that specifically allow for this property to be changed to light industrial, as shown already in Metro's official, adopted Title 4 maps. We find that no new HNA or BLI is needed to justify changing this one property to light industrial, given in part that Metro's 2018 HNA and LI already identified there being a surplus within the Metro UGB of lands for multi-family housing.

If DLCD has any concerns about the application, you're welcome to send them my way. I'm back from a short vacation to the Caribbean, some cold and rainy days at hunting camp in Central Oregon, and getting engaged! (It's been a lot.)

Hope you're well,

### **Glen Hamburg**

Senior Planner Clackamas County Planning & Zoning 150 Beavercreek Rd Oregon City, OR 97045 General Schedule: Tuesday-Friday, 7am-5:30pm

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The Clackamas County Department of Transportation and Development is dedicated to providing excellent customer service. Please help us to serve you better by giving us your <u>feedback</u>. We appreciate your comments and will use them to evaluate and improve the quality of our public service.

From: Donnelly, Jennifer [mailto:jennifer.donnelly@state.or.us]
Sent: Tuesday, September 29, 2020 1:00 PM
To: Hamburg, Glen <<u>GHamburg@clackamas.us</u>>
Subject: Rezone application

Warning: External email. Be cautious opening attachments and links.

Hi Glen –

I hope you are on a vacation somewhere fun. I wanted to let you know that Peter Finley contacted DLCD and I met with him to answer some questions about HNA's in unincorporated Clackamas County.

Cheers, jennifer



Jennifer Donnelly she/her/hers Metro Regional Representative | Regional Solution Team

Cell: 971-239-9451 jennifer.donnelly@state.or.us | www.oregon.gov/LCD

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