

MINUTES  
MULTNOMAH COUNTY BOARD OF COMMISSIONERS  
APRIL 12, 1990 MEETING

Chair Gladys McCoy convened the meeting at 9:15 a.m. with Vice-Chair Gretchen Kafoury, Commissioners Pauline Anderson, Rick Bauman and Sharron Kelley present.

**R-1 In the Matter of Presentation of Five Year Service Awards**

Training Coordinator Sara Martin reported that bids were obtained for the pins and tie-tacks. General Services Director Linda Alexander acknowledged the volunteer assistance of Budget Manager Dave Warren in preparing the employee award certificates. Chair McCoy presented awards to the following County employees: Lessie Alvarez, Commissioner Pauline Anderson, Lorraine Arnett, Jean Buccarelli, Diane Bye, Michael Chamberlain, Yvonne Connors, Bill Farver, Cynthia Freiermuth, Commissioner Gretchen Kafoury, Becky Kjelstrom, Diane Lewis, John Little, Sara Martin, Inez Mathews, Khabira McDow, Cynthia Paollili, Lorenzo Poe, Cheryl Stroup, Terri Thorson, John Webster, Merrie Ziady and Robin Zook. Chair McCoy advised that the names of the balance of five year award recipients will be published in the next issue of Employee Bylines.

**R-2 Resolution in the Matter of Creating a Capital Improvement Fund and Adopting Guidelines for Receipts and Disbursements Accounted for in the Capital Improvement Fund**

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kafoury, it was UNANIMOUSLY APPROVED that R-2 be held over for one week.

Commissioners Kafoury and Anderson left the meeting to have their photographs taken with the five year award recipients.

**R-3 Budget Modification DHS #42 Approving Reduction of the Appropriation in the Employment Program by \$17,540 in Juvenile Justice Division Resulting from Cuts in Federal Funding Received from the Private Industry Council for Fiscal Year 1989/90**

UPON MOTION of Commissioner Kelley, seconded by Commissioner Bauman, R-3 was UNANIMOUSLY APPROVED.

**R-4 Ratification of Intergovernmental Agreement Amendment #4 Between Social Services Division Developmental Disabilities Program and Oregon Health Sciences University**

UPON MOTION of Commissioner Bauman, seconded by Commissioner Kelley, R-4 was UNANIMOUSLY APPROVED.

The Board recessed as the Board of County Commissioners and convened as the Public Contract Review Board in order to consider the following matter:



- R-5      Order in the Matter of an Exemption from Public Bidding to Purchase Used Cars for the Sheriff's Office Undercover Operations

UPON MOTION of Commissioner Bauman, seconded by Commissioner Kelley, Order 90-50 was UNANIMOUSLY APPROVED.

The Board recessed as the Public Contract Review Board and reconvened as the Board of County Commissioners.

Commissioners Kafoury and Anderson returned to the meeting at this time.

- R-6      Ratification of Intergovernmental Agreement Between Oregon Public Utility Commission and Multnomah County Sheriff's Office

UPON MOTION of Commissioner Kelley, seconded by Commissioner Bauman, R-6 was UNANIMOUSLY APPROVED.

- R-7      Proclamation in the Matter of Proclaiming the Week of April 7-14 as COMMUNITY DEVELOPMENT WEEK

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kafoury, Proclamation 90-51 was UNANIMOUSLY APPROVED.

- R-8      Order in the Matter of Conveying a Deed for Certain Real Property to the Public for Road Purposes and Authorizing Chair to Execute Deed (NE 181st Avenue - Item No. 90-60)

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kelley, Order 90-52 was UNANIMOUSLY APPROVED.

- R-9      Ratification of an Intergovernmental Agreement with the Oregon Department of Energy Emergency Planning with Regard to the Trojan Nuclear Power Plant Ingestion Plan

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kelley, R-9 was UNANIMOUSLY APPROVED.

- R-10     Budget Modification DES #14 Authorizing Transfer of \$163,291 Within Parks Services Budget to Bring 1989-90 Parks Development Budget in Line With Revenue

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kelley, R-10 was UNANIMOUSLY APPROVED.

- R-11     Resolution in the Matter of Designating County Property Known as: Lots 3, 4, 5, 6, & 7, Block 2, Garbade; Tax Lot '6' of Lots 1 & 2, Garbade; Blocks 57, 58, & 65 Mentone Addition; Tax Lots '19' & '14' Block 66 Mentone; Tax Lot '297', Section 15, 1S-2E, all on 1987 Assessor's Map, as a County Wildlife Refuge and Assigning Responsibility to the County Parks Services Division for Planning, Development, and Administration of the Proposed Wildlife Refuge



Commissioner Anderson explained that the resolution describes property commonly known as Beggar's Tick Marsh and that its designation as a wildlife refuge is an exciting, innovative and new activity for Multnomah County which falls right in with its interest in preserving, protecting and acquiring natural areas in the County. Commissioner Anderson added that she hoped approval of the resolution would proceed with next week's agenda item setting aside capital for acquiring more natural areas.

Commissioner Anderson moved and Commissioner Kelley seconded, for approval of R-11.

Larry Espey, representing the Oregon Parks Foundation, complimented the Board for its stand and related that the Foundation sponsored a teacher's guide to Oxbow Park and would be interested in participating in a similar fashion with Beggar's Tick Marsh.

Mel Huie of Metro's Planning and Development Department, advised that they are excited and supportive of the proposed project and stated that Multnomah County will be taking a leadership role in preserving and protecting decreasing natural areas, which will compliment Metro's proposed protection of natural areas in the tri-county area. Mr. Huie related that the Board's favorable action today would send a message to other elected officials that action must be taken now before more land is lost to development.

Sanford Wilbur, Supervisor of the Natural Wildlife Refuges in Oregon, Washington and Idaho, for the U.S. Fish and Wildlife Service, read a statement of support for the designation of Beggar's Tick Marsh as Multnomah County's first wildlife refuge and support for the concept of a metropolitan wildlife refuge system encompassing a variety of areas and wildlife habitats in Portland and Vancouver.

Resolution 90-53 was UNANIMOUSLY APPROVED.

R-12 Resolution in the Matter of Designating and Proclaiming Sunday, April 22, 1990, as Earth Day 1990 and Launching the "Decade of the Environment"

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kelley, Resolution 90-54 was UNANIMOUSLY APPROVED.

R-13 Resolution in the Matter of Establishing a Procedure to Agree with the City of Troutdale on Goals and Criteria to Evaluate Offers to Buy the Edgefield Property, Authorize an Advisory Task Force, Set a Date for a Report from the Task Force and Declare the Board's Intention to Solicit Offers to Purchase the Property to be Evaluated for Conformity with Criteria Adopted by the Board

Facilities and Property Management Division Director Wayne George gave a staff update, advising that County Counsel had submitted the captioned substitute resolution for the Board's consideration.



Commissioner Kelley moved and Commissioner Anderson seconded, for adoption of the revised resolution.

John Cramblett, representing Reynolds Little League, the soccer program in that area, and girls softball, advised he was not against the sale of the Edgefield property, but would ask that the County consider setting aside a portion for development of much needed ball fields. In response to a question of Commissioner Anderson, Mr. Cramblett advised that if the County or whoever may purchase the property, would set aside some area for use as a park/ball field, his group would be willing to prepare and maintain the ball fields. In response to a question of Commissioner Bauman, Mr. Cramblett advised that 25 acres had been discussed, but that his group is just interested in having enough property to put in a girl's softball and baseball fields.

Paul Thalhofer, President of the Troutdale Area Business Association and Troutdale City Councilman, complimented the Board on various recent actions. Mr. Thalhofer read a letter from the Troutdale Area Business Association advocating market driven development of a shopping mall on the Edgefield property and having the County in conjunction with Troutdale, develop goals and methods to achieve a sale resulting in the highest and best commercial light industrial and residential uses for the property.

Troutdale City Attorney Jim Jennings advised the City's position is that any conditioning of the use of the Edgefield property is a land use decision solely under the jurisdiction of Troutdale and that it would be an abdication of the city's powers to allow any other jurisdiction input into the use of the property. Mr. Jennings advised it is also the City's position that the 1985 Eco Northwest Study of the property adequately addresses every issue which has been raised. Mr. Jennings advised that Troutdale advocates quick payment once the sale is closed as they are concerned that a sham bid might be put on the table and the City would be left with no mall or other development.

Tri Met Assistant Manager Bob Post reiterated comments made last week concerning the importance of the Break Even project. Mr. Post advised Tri Met believes that the County has responsibility over what happens with the Edgefield property. In response to Commissioner Anderson's question as to how he would answer the Board's land use dilemma, Mr. Post advised that the Board should follow through with support of Tri Met's current light rail project and look into better use of the Edgefield property.

Attorney Greg Oldham advised that he served on a City Club Study Committee concerning roads and transit financing and is now serving on the Transportation Policy Advisory Committee at Metro. Mr. Oldham asked that the Board not destroy Tri Met's Break Even project by selling Edgefield for a shopping center. Mr. Oldham advised that because the County has almost 300 acres of property to sell, it puts the matter into a political arena which will interfere with the Board's ability to give Tri Met the political backing it needs to obtain Federal funding for the Break Even project.



In response to Chair McCoy's question as to why is it perceived that if someone other than Winmar buys it, a shopping mall will be built on the Edgefield property and why will that be destructive to Tri Met's project, Mr. Oldham advised he feels there isn't room for two regional malls in that area and he wants the County to prevent that from happening. Mr. Oldham asked the Board to follow County Comprehensive Plan, policy 35, in its decision.

Chair McCoy responded that the County has and continues to support public transportation policies.

Commissioner Bauman wondered if the downtown Gresham Winmar site was such an inferior site that anchor stores would immediately abandon it in favor of a Troutdale site; and stated that since there are other major sites already consolidated in east County, he is not convinced that the Board is in the position to make or break deals.

Troutdale City Councilor Marge Schmunk read a list of taskforce studies and reports prepared concerning the Edgefield property, advising she does not feel another study should be done. Ms. Schmunk urged the Board to proceed with the bid process and sell the property expeditiously.

Len Wagoner advised he is a Development Consultant retained by Price Development Company of Salt Lake City, and related his client's involvement in the Edgefield property negotiations, advising that a bona fide offer was made to the County's Property Management Division for portions of the Edgefield property with certain conditions, and that they advised Price it had won the bid subject to Board approval, at which time Price submitted a note for \$50,000 to Property Management and received a letter confirming the bid. Mr. Wagoner stated that on March 28, 1990, Price was informed that County Counsel advised the property could not be sold because the County had not acted properly in the sales procedure. Mr. Wagoner reported that later that same day, Property Management requested Price Development to submit a bid for the entire Edgefield parcel. Mr. Wagoner advised that there are two to four other parcels designated as potential regional mall sites in the Gresham area and suggested that the County sell the property pursuant to ORS 271.510 through 271.530. Mr. Wagoner asked that the Board stand behind negotiations conducted by its Property Management Division, stating Price will close tomorrow on a \$3,000,000 purchase price.

In response to Commissioner Kelley's request for clarification on the bidding process related by Mr. Wagoner, Mr. George advised that pursuant to ORS guidelines, Facilities and Property Management was under the impression it had authority to sell parcels G, H, J and K of the Edgefield property, and only after consultation with County Counsel, were they informed that the County had to sell the entire piece as one parcel.

Assistant County Counsel John DuBay related that the process began with a letter from Facilities Management requesting bids on certain portions of the Edgefield property from a particular bidder, then additional bidders came in during the



negotiations and there was some confusion as to how to handle the competing bids, so Facilities Management advised the bidders to submit offers by a certain date. Mr. DuBay stated he understands a letter was sent to Price advising it was the high bidder and that the sale was subject to approval by the Board of Commissioners, but that before it came before the Board County Counsel looked at the statute and determined the property could not be sold in that manner.

In response to Commissioner Bauman's question as to whether the County was currently holding earnest monies, Mr. George advised he has a \$10,000 check from Winmar and a \$50,000 promissory note from Price.

In response to Chair McCoy's question as to the number of serious offers to date, Mr. George advised that one company has made an offer on the entire property and two parties have given serious consideration to purchase the entire property. Mr. George advised he was confused by Mr. Wagoner's testimony, and isn't sure whether Price wants a portion of the property for \$3,000,000, or whether they want to make an offer for the entire property.

In response to Chair McCoy's question, Mr. Wagoner advised that Price is interested in bidding for the entire property. In response to Commissioner Bauman's request for clarification, Mr. Wagoner advised that Price is ready to close on the \$3,000,000 portion; that they would like a little time to put together a bid on the entire parcel; and that they are looking at commercial, industrial and residential for the upper portion, with residential being their third choice.

In response to a question of Chair McCoy, Steve Abel, Portland attorney for Winmar Company advised that his client's offer is serious and that it contemplates allowing a certain period of time to prepare a feasibility study, after which Winmar will decide how to develop the property.

Troutdale Mayor Sam Cox read a letter from the Wood Village City Council urging the Board to proceed to sell Edgewood to the highest bidder without further study and without conditions. Mayor Cox stated that the City and various ball clubs had been using portions of the County property for park and ball field purposes for the last tens years and that in the past the City has asked the County to donate it to the City for a park.

Troutdale City Administrator Pam Christian advised they had allocated money in contingency for developing ball fields. Ms. Christian urged the Board to sell the Edgefield property for the benefit of Troutdale and the entire region, including Reynolds School District.

Tri Met attorney Bob Maloney clarified a statement made by Mr. Wagoner by stating that only one Gresham site has been zoned for use as a regional shopping center. Mr. Maloney reiterated statements made last week and asked the Board to place restrictions on sale of the Edgefield property which would not allow the site to be developed as a regional shopping center.



The Board recessed at 11:00 a.m. and reconvened at 11:05 a.m.

Commissioner Anderson stated she felt the substitute resolution is a fair attempt to include the people who are most concerned with efforts to come up with an agreement everyone can work with; that as public owners of public property, the County has more than a free market responsibility for its sale of the property; and that she hopes the County and Troutdale could work together to see that regional goals are met.

Commissioner Kafoury agreed that the County has a broader responsibility than just maximizing the price of the sale and that public interests must be weighed in making any decision.

Commissioner Bauman advised he would not be supporting the resolution.

Commissioner Kelley advised she strongly supports the resolution and agrees with all that's been said. Commissioner Kelley stated that the County has the option to either auction, bid or develop a request for proposal and that a request for proposal makes the most sense to her. Commissioner Kelley advised she feels that in order for the property to become a regional asset in the future, it is appropriate to take the time now to make a wise decision.

Chair McCoy advised she would not support the resolution, stating she believes the County has done everything Tri Met expected them to do and that she has not heard a convincing argument as to why the County should not let the market place and free competition hold sway. Chair McCoy stated she is not convinced that whatever the County does will have an impact on the Break Even project; and that she agrees with Troutdale that the property has been sufficiently studied and that its use is a land use issue for which Troutdale is responsible.

UPON MOTION of Commissioner Anderson, seconded by Commissioner Kafoury, it was UNANIMOUSLY APPROVED that the resolution be amended to reflect the dates of May 24 to adopt the criteria and name the Taskforce, and June 19 for the Taskforce to report back to the Board.

Resolution 90-55 APPROVED with Commissioner Bauman and Chair McCoy voting nay.

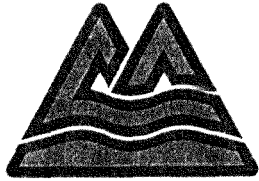
There being no further business, the meeting was adjourned at 11:20 a.m.

OFFICE OF THE BOARD CLERK  
for MULTNOMAH COUNTY, OREGON

By DEBORAH C. ROCKERS

0772C/6-12/dr





# MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
ROOM 605, COUNTY COURTHOUSE  
1021 S.W. FOURTH AVENUE  
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308  
PAULINE ANDERSON • DISTRICT 1 • 248-5220  
GRETCHEN KAFOURY • DISTRICT 2 • 248-5219  
RICK BAUMAN • DISTRICT 3 • 248-5217  
SHARRON KELLEY • DISTRICT 4 • 248-5213  
JANE McGARVIN • Clerk • 248-3277

## AGENDA

### MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

#### FOR THE WEEK OF

APRIL 9 - 13, 1990

Monday, April 9, 1990 - 9:00 AM - Budget Meeting . . . Page 2  
Monday, April 9, 1990 - 1:30 PM - Public Hearing . . . Page 2  
Monday, April 9, 1990 - PM - Work Session to Follow. . Page 2  
Tuesday, April 10, 1990 - 9:30 AM - Informal Briefing. Page 2  
Tuesday, April 10, 1990 - 1:30 PM - Informal Review . Page 3  
Wednesday, April 11, 1990 - 9:00 AM - Budget Meeting . Page 3  
Wednesday, April 11, 1990 - 1:30 PM - Public Hearing . Page 3  
Thursday, April 12, 1990 - 8:30 AM - Executive Session Page 3  
Thursday, April 12, 1990 - 9:00 AM - Formal Meeting. . Page 4  
Thursday, April 12, 1990 - 9:30 AM - Budget Meeting. . Page 5  
Thursday, April 12, 1990 - 1:30 PM - Public Hearing. . Page 5  
Thursday, April 12, 1990 - PM - Work Session to Follow Page 6  
Friday, April 13, 1990 - 8:30 AM - PDC Meeting . . . . Page 6

#### PUBLIC TESTIMONY WILL BE TAKEN DURING PUBLIC HEARINGS

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:  
Thursday, 10:00 PM, Channel 11 for East and West side subscribers  
Friday, 6:00 PM, Channel 27 for Paragon Cable (Multnomah East) subscribers  
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers



Monday, April 9, 1990 - 9:00 AM

Multnomah County Courthouse, Room 602

BUDGET MEETING  
GENERAL SERVICES PROGRAMS

1. CBAC Reports (Non-Departmental and DGS)
2. External Agencies (MHRC, PMCOA, Metro Arts, OSU Extension, East and West Soil Conservation Districts)
3. Library
4. Auditor
5. Tax Supervising
6. Citizen Involvement Committee
7. Cemeteries
8. Cable Television
9. Assessment and Taxation
10. Elections
11. Emergency Management
12. Chair and Board of County Commissioners

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Monday, April 9, 1990 - 1:30 PM

Multnomah County Courthouse, Room 602

PUBLIC HEARING AND WORK SESSION  
GENERAL GOVERNMENT PROGRAMS

WORK SESSION TO FOLLOW (TIME PERMITTING)  
HUMAN SERVICES PROGRAMS (CONTINUED FROM APRIL 5, 1990)

\* \* \* \* \*

Tuesday, April 10, 1990 - 9:30 AM

Multnomah County Courthouse, Room 602

INFORMAL BRIEFINGS

1. Briefing on major changes in the welfare program.  
Presented by Beatrice M. Brooks
2. Briefing on Private Industry Council 2-year Plan.  
Presented by Dennis Cole and Marnella Bingham



Tuesday, April 10, 1990 - 1:30 PM  
Multnomah County Courthouse, Room 602

INFORMAL BRIEFING

1. Informal Review of Formal Agenda of April 12, 1990

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Wednesday, April 11, 1990 - 9:00 AM  
Multnomah County Courthouse, Room 602

BUDGET MEETING  
ENVIRONMENTAL SERVICES PROGRAMS

1. DES CBAC Report
2. DES Administration
3. Land Use Planning
4. Recreation (Expo Center, County Fair, Parks, Glendoveer, Marine Facilities)
5. Community Development
6. Animal Control
7. Transportation

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Wednesday, April 11, 1990 - 1:30 PM  
Multnomah County Courthouse, Room 602

PUBLIC HEARING AND WORK SESSION  
ENVIRONMENTAL SERVICES PROGRAMS

\* \* \* \* \*

Thursday, April 12, 1990 - 8:30 AM  
Multnomah County Courthouse, Room 602

EXECUTIVE SESSION

Executive Session regarding real property transactions  
[allowed under ORS 192.660 (1)(e)]

\* \* \* \* \*



Thursday, April 12, 1990 - 9:00 AM

Multnomah County Courthouse, Room 602

FORMAL MEETING

DEPARTMENT OF GENERAL SERVICES

- R-1 In the Matter of Presentation of Five Year Service Awards to John Little, Diane Lewis, Robin Zook, Becky Kjelstrom, Terri Thorson, Evonne Conners, Diane Bye, Merrie Ziady, Sara Martin, Lorraine Arnett, Cynthia Freiermuth, Inez Mathews, Lorenzo Poe, Lessie R. Alvarez, Khabira J. McDow, Michael Chamberlain, Cynthia L. Paollili, and John Webster TIME CERTAIN 9:00 AM

DEPARTMENT OF GENERAL SERVICES

- R-2 Resolution in the Matter of Creating a Capital Improvement Fund and Adopting Guidelines for Receipts and Disbursements Accounted for in the Capital Improvement Fund

DEPARTMENT OF HUMAN SERVICES

- R-3 Budget Modification DHS #42 Approving Reduction of the Appropriation in the Employment Program by \$17,540 in Juvenile Justice Division Resulting from Cuts in Federal Funding Received from the Private Industry Council for Fiscal Year 1989/90
- R-4 Ratification of Intergovernmental Agreement Amendment #4 Between Social Services Division Developmental Disabilities Program and Oregon Health Sciences University

PUBLIC CONTRACT REVIEW BOARD

(Recess as the Board of County Commissioners and convene as the Public Contract Review Board)

- R-5 Order in the Matter of an Exemption from Public Bidding to Purchase Used Cars for the Sheriff's Office Undercover Operations

(Recess as the Public Contract Review Board and reconvene as the Board of County Commissioners)

NON-DEPARTMENTAL

- R-6 Ratification of Intergovernmental Agreement Between Oregon Public Utility Commission and Multnomah County Sheriff's Office

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-7 Proclamation in the Matter of Proclaiming the Week of April 7-14 as COMMUNITY DEVELOPMENT WEEK



- R-8 Order in the Matter of Conveying a Deed for Certain Real Property to the Public for Road Purposes and Authorizing Chair to Execute Deed (NE 181st Avenue - Item No. 90-60)
- R-9 Ratification of an Intergovernmental Agreement with the Oregon Department of Energy Emergency Planning with Regard to the Trojan Nuclear Power Plant Ingestion Plan
- R-10 Budget Modification DES #14 Authorizing Transfer of \$163,291 within Parks Services Budget to Bring 1989-90 Parks Development Budget in line with revenue
- R-11 Resolution in the Matter of Designating County Property Known as: Lots 3, 4, 5, 6, & 7, Block 2, Garbade; Tax Lot '6' of Lots 1 & 2, Garbade; Blocks 57, 58, & 65 Mentone Addition; Tax Lots '19' & '14' Block 66 Mentone; Tax Lot '297', Section 15, 1S-2E, all on 1987 Assessor's Map, as a County Wildlife Refuge and Assigning Responsibility to the County Parks Services Division for Planning, Development, and Administration of the Proposed Wildlife Refuge
- R-12 Resolution in the Matter of Designating and Proclaiming Sunday, April 22, 1990, as Earth Day 1990 and Launching the "Decade of the Environment"
- R-13 Resolution in the Matter of Setting a Time to Consider Offers to Purchase Edgefield Property, Establishing Minimum Conditions of Sale and Procedures for Submitting Offers - CONTINUED FROM APRIL 5, 1990

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Thursday, April 12, 1990 - 9:30 AM

Multnomah County Courthouse, Room 602

BUDGET MEETING  
SUPPORT SERVICES PROGRAMS

1. DGS Administration
2. Legal, Risk and Insurance (County Counsel, Risk Management)
3. Employee Services
4. Financial and Long-Range Planning
5. Purchasing
6. Information and Communication (ISD)
7. Buildings Maintenance and Capital Projects
8. Fleet and Electronics



Thursday, April 12, 1990 - 1:30 PM

Multnomah County Courthouse, Room 602

PUBLIC HEARING AND WORK SESSION  
SUPPORT SERVICES PROGRAMS

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Thursday, April 12, 1990 - PM

Multnomah County Courthouse, Room 602

WORK SESSION

Discussion of Department of Justice Services  
Reorganization Proposals Continued from March 15, 1990

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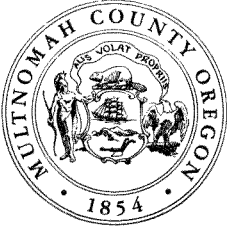
Friday, April 13, 1990 - 8:30 - 11:45 AM

POLICY DEVELOPMENT COMMITTEE  
SPECIAL MEETING

Standard Plaza Building  
1100 SW Sixth, Portland  
Third Floor, Conference Rooms A & B

0701C/7-12/CAP/dr  
4/5/90





# GLADYS McCOY, Multnomah County Chair

Room 134, County Courthouse  
1021 S.W. Fourth Avenue  
Portland, Oregon 97204  
(503) 248-3308

CLERK OF  
COUNTY OF  
MULTNOMAH  
OREGON  
1990 APR -3 PM 3:55

AGENDA PLACEMENTS  
Week of April 9-13, 1990

## INFORMAL SUBMISSIONS

1. Briefing on Welfare Reform - Submitted by Fred Neal.
2. Briefing on Private Industry Council 2-year Plan. Submitted by Norm Monroe.

## FORMAL SUBMISSIONS:

1. DES Resolution regarding Beggar's Tick Marsh. Submitted by Charlie Ciecko.
- ~~2. " Budget Modification DES # \_\_\_\_\_ to accept at \$3,000 grant from Oregon State Parks for the construction of picnic tables at Oxbow Park.~~
3. " Request for approval of revenue contract between the Oregon Department of Energy and Multnomah County for emergency planning with regard to Trojan Nuclear Power Plant Ingestion Plan.
4. " Request for Chair to be authorized to execute deed for certain County owned property to the public for road purposes - N. E. 181st Avenue, Item No. 90-60.
5. " Proclamation of Community Development Week, April 7-14, 1990.
6. " Resolution in the matter of designating Sunday April 22, 1990 as Earth Day, 1990.
7. DGS Request for PCRB Exemption to purchase used cars for the Sheriff's Office undercover operations.
8. " TIME CERTAIN 9:00 a.m. --- Presentation of 5-year service awards.
9. " Approval of a Capital Improvement Fund to account for the proceeds from the sale of unrestricted property and/or improvements owned by the County and dedicate them to purchase of property and/or capital improvements.
10. " DHS Bud Mod. #42 reduces the Employment Program Budget due to a reduction in federal funds.
11. DHS Intergovernmental Agreement amendment #4 between Social Services Division Developmental Disabilities Program and OHSU - a client is being transferred from OHSU to Protland Metro Residential Services decreasing fundings.



Meeting Date: \_\_\_\_\_

Agenda No.: \_\_\_\_\_

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: Property Acquisition

BCC Informal \_\_\_\_\_ BCC Formal April 12, 1990  
(date) (date)

DEPARTMENT DES DIVISION Facilities Management

CONTACT Nancy Chase, 5050  
Paul Yarborough, Herb Wilson TELEPHONE 5000, 3322 resp.

PERSON(S) MAKING PRESENTATION Paul Yarborough, Herb Wilson, John Dubay

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: \_\_\_\_\_

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: \_\_\_\_\_

BRIEF SUMMARY (include statement of rationale for action requested,  
as well as personnel and fiscal/budgetary impacts, if applicable):

Executive Session re: purchase of Toombs property north of  
Blue Lake.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL \_\_\_\_\_

Or

DEPARTMENT MANAGER  \_\_\_\_\_

(All accompanying documents must have required signatures)



Meeting Date: APR 12 1990

Agenda No.: Executive Session

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

8:30am

SUBJECT: Property Acquisition

BCC Informal \_\_\_\_\_ (date) BCC Formal April 12, 1990 (date)

DEPARTMENT DES DIVISION Facilities Management

CONTACT Nancy Chase, Paul Yarborough, Herb Wilson TELEPHONE 5050 5000, 3322 resp.

PERSON(S) MAKING PRESENTATION Paul Yarborough, Herb Wilson, John Dubay

ACTION REQUESTED:

☐ INFORMATIONAL ONLY

☐ POLICY DIRECTION

☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: \_\_\_\_\_

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: \_\_\_\_\_

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

Executive Session re: purchase of Toombs property north of Blue Lake.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER

(All accompanying documents must have required signatures)

BOARD OF  
COUNTY COMMISSIONERS  
1990 APR -5 AM 11:06  
MULTI-NOAH COUNTY  
OREGON



Meeting Date: APR 12 1990

Agenda No.: \_\_\_\_\_

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

8:30am

SUBJECT: Property Acquisition

BCC Informal \_\_\_\_\_ BCC Formal April 12, 1990  
(date) (date)

DEPARTMENT DES DIVISION Facilities Management

CONTACT Nancy Chase, 5050  
Paul Yarborough, Herb Wilson TELEPHONE 5000, 3322 resp.

PERSON(S) MAKING PRESENTATION Paul Yarborough, Herb Wilson, John Dubay

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: \_\_\_\_\_

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Blue Lake.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER

(All accompanying documents must have required signatures)

CLERK OF COUNTY  
1990 APR -5 11:11:05  
MULTICOUNTY CLERK  
OREGON



Meeting Date: APR 12 1990

Agenda No.: R-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: FIVE YEAR SERVICE AWARDS

BCC Informal \_\_\_\_\_ (date) BCC Formal TIME CERTAIN 9AM  
APRIL 12, 1990 (date)  
DEPARTMENT GENERAL SERVICES DIVISION EMPLOYEE SERVICES  
CONTACT SARA MARTIN TELEPHONE 248-5015 x2203  
PERSON(S) MAKING PRESENTATION GLADYS MCCOY

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: TIME CERTAIN 9:00 a.m.

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: \_\_\_\_\_

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

TO PRESENT FIVE YEAR SERVICE AWARDS TO THE ATTACHED LIST OF PEOPLE.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL \_\_\_\_\_

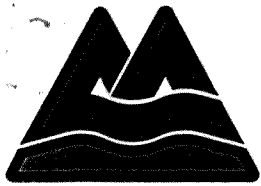
Or

DEPARTMENT MANAGER Dr. [Signature] Linda Alexander

(All accompanying documents must have required signatures)

1990 APR -3 PM 3:55  
CLERK OF  
COUNTY COMMISSIONERS  
MULTI-COUNTY  
OREGON





# MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY  
PAULINE ANDERSON  
GRETCHEN KAFOURY  
RICK BAUMAN  
SHARRON KELLEY

DEPARTMENT OF GENERAL SERVICES  
PORTLAND BUILDING  
1120 SW FIFTH, 14TH FLOOR  
PORTLAND, OR 97204-1934

AT OTHER LOCATIONS:

OFFICE OF THE DIRECTOR (503) 248-3303  
EMPLOYEE SERVICES (503) 248-5015  
FINANCE (503) 248-3312  
LABOR RELATIONS (503) 248-5135  
PLANNING & BUDGET (503) 248-3883

ADMINISTRATIVE SERVICES (503) 248-5111  
ASSESSMENT & TAXATION (503) 248-3345  
ELECTIONS (503) 248-3720  
INFORMATION SERVICES (503) 248-3749

March 30, 1990

Dave Warren

List of 5yr people to receive awards on April 12th.  
The certificates have to be turned to Chairs Office by  
5pm on Tuesday April 3, 1990.

JOHN LITTLE	Comm. Corr.	5yr pin
DIANE LEWIS	GENERAL LEDGER	5yr necklace
ROBIN ZOOK	PROBATION SRVC.	5yr pin
BECKY KJELSTROM	PROBATION SRVC.	5yr pin
TERRI THORSON	PROBATION SRVC.	5yr pin
EVONNE CONNERS	PROBATION SRVC.	5yr pin
DIANE BYE	ISD	5yr pin
MERRIE ZIADY	EMPL. SRV.	5yr pin
SARA MARTIN	EMPL. SRV.	5yr pin
LORRAINE ARNETT	JUV CRT	5yr necklace
CYNTHIA FREIERMUTH	JUV CRT	5yr necklace
INEZ MATHEWS	JUV CRT	5yr necklace
LOLENZO POE	JUV CRT	5yr pin

AN EQUAL OPPORTUNITY EMPLOYER



LESSIE R. ALVAREZ	A & T	5yr necklace
KHABIRA J. MCDOW	A & T	5yr pin
MICHAEL CHAMBERLAIN	A & T	5yr pin
CYNTHIA L. PAOLLILI	A & T	5yr necklace
JOHN WEBSTER	A & T	5 yr necklace



Date Submitted **March 31, 1990**

Meeting Date **APR 12 1990**  
Agenda No. **L-2**

REQUEST FOR PLACEMENT ON THE AGENDA

Subject **Creation of Capital Improvement Fund**

Informal Only

Formal Only **April 12, 1990**

DEPARTMENT **General Services**  
CONTACT **Dave Boyer / Jack Horner**

DIVISION **Finance/Planning & Budget**  
TELEPHONE **248-3903 / 248-3883**

Brief Summary

**Approval of a Capital Improvement Fund to account for the proceeds from the sale of unrestricted property and or improvements owned by the County and dedicate them to purchase of property and/or capital improvements.**

Action Requested:

☐ Information Only ☐ Preliminary Approval ☐ Policy Direction ☒ Approval

Estimated Time Needed on Agenda **5 minutes**

IMPACT:

*4/9/90 Anderson submitted Substitute Resolution*

*Continued to 4/19/90*

*3/22/93 copy of Agenda Packet to Betsy Williams*

- ☐ Personnel
- ☒ Fiscal/Budgetary - Reserves proceeds from sale of property for replacement of assets.
- ☐ General Fund
- ☐ Other

SIGNATURES

Department Manager

Budget/Personnel

County Counsel

Other

*Linda Alexander*  
*Jack Horner*  
*Paul F. Boyer*

BOARD OF  
COUNTY COMMISSIONERS  
1990 APR -3 PM 3:56  
MULTI-COUNTY  
OREGON



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
MULTNOMAH COUNTY, OREGON

In the matter creating a  
Capital Improvement Fund  
and adopting guidelines for  
receipts and disbursements  
accounted for in the Capital  
Improvement Fund.

)  
)  
)  
)  
)  
)

RESOLUTION NO. \_\_\_\_\_

WHEREAS, the Board of County Commissioners may authorize the sale of unrestricted property and/or improvements owned by the County, and

WHEREAS, it is financially prudent to restrict the use of any proceeds received from the sale of unrestricted property for future capital requirements, and

WHEREAS, the Board has indicated their intent to relocate certain County functions to a County Government Center, and

WHEREAS, the County's Statagic Plan includes a provision for long range improvement capital planning, and

WHEREAS, a need may arise for future capital acquisitions or improvements.

THEREFORE, BE IT RESOLVED that the Multnomah County Board of Commissioners creates a Capital Improvement Fund,

FURTHER RESOLVED, that any proceeds from the sale of unrestricted property and interest earnings on the deposited proceeds are to be credited to the Capital Improvement Fund,


FURTHER RESOLVED, that the only disbursements made from the Capital Improvement Fund are to be related to the sale or purchase of property and/or improvements included in the Capital Plan.

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 1990.

(SEAL)

By \_\_\_\_\_  
Gladys McCoy, Chair  
MULTNOMAH COUNTY, OREGON

REVIEWED

*for*   
Laurence Kressel, County Counsel  
of Multnomah County, Oregon

105F/DAB/ts



PAULINE ANDERSON  
Multnomah County Commissioner  
District 1



605 County Courthouse  
Portland, Oregon 97204  
(503) 248-5220

April 9, 1990

To: Board of County Commissioners  
Department Managers

From: Pauline Anderson

Re: Adding a Natural Areas Acquisition And Protection Fund to  
Agenda Item R-2

Enclosed please find proposed amendments (underlined) to the Resolution creating a Capital Improvement Fund. The amendments would create a second fund, the Natural Areas Acquisition and Protection Fund, and divide proceeds from the sale of unrestricted property between the funds.

Because of the potential significance of both funds to our future planning, I would request that we have preliminary discussions this week, but delay a vote on the resolution until next week to give DES staff more time to analyze the impact of establishing these funds.

1990 APR 10 AM 7:00  
MULTNOMAH COUNTY  
OREGON



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF MULTNOMAH COUNTY

In the Matter of a Creating a        ) RESOLUTION  
Capital Improvement Fund and        )  
a Natural Areas Acquisition and    )  
Protection Fund and adopting       )  
guidelines for receipts and        )  
disbursements                        )

WHEREAS, the Board of County Commissioners may authorize the sale of unrestricted property and/or improvements owned by the County, and

WHEREAS, it is financially prudent to restrict use of any proceeds received from the sale of unrestricted property for future capital requirements and the acquisition, protection, and management of natural areas, and

WHEREAS, the Board has indicated their intent to relocate certain County functions to a County Government Center, and

WHEREAS, the County's Strategic Plan includes a provision for long range improvement capital planning and for the acquisition, protection and management of natural areas, and

WHEREAS, a need will arise for future capital acquisitions or improvements and for the acquisition, management and protection of natural areas, and

THEREFORE BE IT RESOLVED, the Board of County Commissioners creates a Capital Improvement Fund and a Natural Areas Acquisition and Protection Fund, and

THEREFORE BE IT FURTHER RESOLVED, the Board of County Commissioners directs that any proceeds from the sale of unrestricted property and interest earnings on the deposited proceeds are to be credited equally to the Capital Improvement Fund and the Natural Areas Acquisition and Protection Fund,

THEREFORE BE IT FURTHER RESOLVED, that the only disbursements made from the Capital Improvement Fund are to be related to the sale or purchase of property and/or improvement included in the Capital Plan.

THEREFORE BE IT FURTHER RESOLVED, that the only disbursements made from the Natural Areas Acquisition and Protection Fund are to be related to the acquisition, protection, and management of natural areas included in the Natural Areas Plan.



ADOPTED THIS \_\_\_\_\_ DAY OF APRIL, 1990.

(SEAL)

BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

By \_\_\_\_\_

Gladys McCoy, Chair

REVIEWED

\_\_\_\_\_  
Laurence Kressel, County Counsel

1926



**BUDGET MODIFICATION NO. DHS # 42**(For Clerk's Use) Meeting Date APR 12 1990Agenda No. R-3**1. REQUEST FOR PLACEMENT ON THE AGENDA FOR \_\_\_\_\_**

(Date)

DEPARTMENT Human ServicesDIVISION Juvenile JusticeCONTACT Harold OgburnTELEPHONE 248-3460\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Duane Zussy/Harold Ogurn**SUGGESTED****AGENDA TITLE (to assist in preparing a description for the printed agenda)**Budget Modification DHS #42, reduces the Employment Program Budget due to a reduction in Federal funds.

(Estimated Time Needed on the Agenda)

**2. DESCRIPTION OF MODIFICATION (Explain the changes this Bud Mod makes. What budget does it increase? What do the changes accomplish? Where does the money come from? What budget is reduced? Attach additional information if you need more space.)**☐ PERSONNEL CHANGES ARE SHOWN IN DETAIL ON THE ATTACHED SHEET

This budget modification requests approval to reduce the appropriation in the Employment Program by \$17,540, resulting from cuts in federal funding received from the Private Industry Council for fiscal year 89/90.

These adjustments include a reduction in the Temporary budget of (10,951), a reduction in Fringe of (4,679), a reduction in Insurance of (2,678), an increase to Supply's of \$3,784, and a reduction in Travel of (3,016).

**REVENUE IMPACT (Explain revenues being changed and the reason for the change)**

Decrease Portland Private Industry Council by (\$17,540)

Decrease Svc. Reim. GF to Insurance Fund by (\$2,678)

**CONTINGENCY STATUS (to be completed by Finance/Budget)**(Specify Fund) Contingency before this modification (as of \_\_\_\_\_) \$ \_\_\_\_\_  
(Date)

After this modification \$ \_\_\_\_\_

Originated By <u>Harold Ogburn</u>	Date <u>3/27/90</u>	Department Manager <u>Duane Zussy</u>	Date <u>3/27/90</u>
Budget Analyst <u>Thomas A. Syme</u>	Date <u>4/2/90</u>	Personnel Analyst <u>Dr. [Signature]</u>	Date <u>4/4/90</u>
Board Approval <u>Deborah C. Rogers</u>		Date <u>4/12/90</u>	



EXPENDITURE  
TRANSACTION EB [ ]

GM [ ]

TRANSACTION DATE \_\_\_\_\_

ACCOUNTING PERIOD \_\_\_\_\_

BUDGET FY \_\_\_\_\_

Document Number	Action	Fund	Agency	Organi- zation	Activity	Reporting Category	Object	Current Amount	Revised Amount	Change Increase (Decrease)	Sub- Total	Description
		100	010	2545			5200			(10,951)		Temporary
		100	010	2545			5500			(4,679)		Fringe
		100	010	2545			5550			(2,678)		Insurance
											(18,308)	Sub Total-Personnel
		100	010	2545			6230			+3,784		Supplies
		100	010	2545			6330			(3,016)		Travel
											768	Sub Total-M&S
											(17,540)	Total Org #2545
		400	040	7531			6520			(2,678)		Insurance Fund
TOTAL EXPENDITURE CHANGE										(20,218)		TOTAL EXPENDITURE CHANGE

REVENUE

TRANSACTION RB [ ]

GM [ ]

TRANSACTION DATE \_\_\_\_\_

ACCOUNTING PERIOD \_\_\_\_\_

BUDGET FY \_\_\_\_\_

Document Number	Action	Fund	Agency	Organi- zation	Activity	Reporting Category	Revenue Source	Current Amount	Revised Amount	Change Increase (Decrease)	Sub- Total	Description
		100	010	2545			2796			(17,540)		Portland Private Ind Co
		400	040	7531			6600			( 2,678)		Svc Reim GF to Insurance
TOTAL REVENUE CHANGE										(20,218)		TOTAL REVENUE CHANGE





# MULTNOMAH COUNTY OREGON


DEPARTMENT OF HUMAN SERVICES  
JUVENILE JUSTICE DIVISION  
1401 N.E. 68th  
PORTLAND, OREGON 97213  
(503) 248-3460

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

## MEMORANDUM

TO: Gladys McCoy, Chair  
Board Of County Commissioners

VIA: Duane Zussy, Director *Duane Zussy (pe)*  
Department Human Services

FROM:  Harold Ogburn, Director  
Juvenile Justice Division

DATE: March 27, 1990

SUBJECT: APPROVAL OF BUDGET MODIFICATION TO REDUCE REVENUE

**RECOMMENDATION:** The Juvenile Justice Division, recommends the Board of County Commissioners' approval of this budget modification which reduces the appropriation in the Employment Program to reflect the loss of \$17,540 in revenue from The Private Industry Council.

**ANALYSIS & BACKGROUND:** The Juvenile Justice Division has had a contract with The Private Industry Council for four years, to provide Employment Training and Job Placement Assistance to Youth within the Juvenile Justice System. Due to Gramm-Rudman cuts in the federal budget, The Private Industry Council will not be receiving as much federal funding as originally estimated.

This budget modification reduces appropriate line items in the Personnel Services, and Materials & Services categories to reflect this loss of revenue.



DATE SUBMITTED \_\_\_\_\_

(For Clerk's APR 12 1990)

Meeting Date \_\_\_\_\_

Agenda No. R-4

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Ratification of IGA

Informal Only\* \_\_\_\_\_

(Date)

Formal Only \_\_\_\_\_

(Date)

DEPARTMENT Human Services

DIVISION Social Services

CONTACT Susan Clark

TELEPHONE 248-3691

\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD \_\_\_\_\_

**BRIEF SUMMARY** Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Ratification of contract amendment #4 between Social Services Division - Developmental Disabilities Program area and OHSU. A client is being transferred from OHSU to Portland Metro Residential Services decreasing funding. Also funds are transferred from DD40 to DD43.

*Originals to Susan Clark 4/16/90*

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

☐ INFORMATION ONLY ☐ PRELIMINARY APPROVAL ☐ POLICY DIRECTION ☐ RATIFICATION

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA \_\_\_\_\_

IMPACT:

PERSONNEL

☒ FISCAL/BUDGETARY Org 1250 decreases (\$8,999.40)

☐ -General Fund

Other State

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Diane Tussy

BUDGET / PERSONNEL /

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) [Signature]

OTHER \_\_\_\_\_

(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

CLERK OF  
COUNTY COMMISSIONER  
1990 APR - 3 PM 3:55  
MULTI-COUNTY  
OREGON





# MULTNOMAH COUNTY OREGON

DEPARTMENT OF HUMAN SERVICES  
SOCIAL AND FAMILY SERVICES DIVISION  
ADMINISTRATIVE OFFICES  
426 S.W. STARK ST., 6TH FLOOR  
PORTLAND, OREGON 97204  
(503) 248-3691

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

## MEMORANDUM

TO: Gladys McCoy  
Multnomah County Chair

VIA: Duane Zussy *Duane Zussy (pc)*  
Director, Department of Human Services

FROM: Gary Smith *GS*  
Director, Social Services

DATE: March 20, 1990

SUBJECT: Recommendation to Approve OHSU Amendment #4.

RETROACTIVE STATUS: The term of this amendment is July 1, 1989 through June 30, 1990. It is necessary to have this retroactive date to avoid an interruption in services to the client involved.

RECOMMENDATION: Social Services Division recommends County Chair approval of amendment #4 between the DD Program Office and Oregon Health Sciences University for the period July 1, 1989 through June 30, 1990.

ANALYSIS: The amendment decreases Work Activity Center (DD40) (\$19,035.72) and increases Supported Employment (DD43) \$10,036.32. The new contract total for DD40 is \$2,776.06 and for DD43 is \$56,302.92. The net contract total is \$129,986.98.

BACKGROUND: Work Activity Center is decreased to transfer funding for one slot to Supported Employment for a five month period July 1, 1989 through September 30, 1989. The change is effective July 1, 1989. The services for this client are then transferred to Portland Metro Residential Services December 1, 1989.

[DDOHSU4]



**CONTRACT APPROVAL FORM**

(See Administrative Procedure #2106)

MULTNOMAH COUNTY OREGON

Contract # 100980Amendment # 4

<b>CLASS I</b> <input type="checkbox"/> Professional Services under \$10,000	<b>CLASS II</b> <input type="checkbox"/> Professional Services over \$10,000 (RFP, Exemption) <input type="checkbox"/> PCRB Contract <input type="checkbox"/> Maintenance Agreement <input type="checkbox"/> Licensing Agreement <input type="checkbox"/> Construction <input type="checkbox"/> Grant <input type="checkbox"/> Revenue	<b>CLASS III</b> <input checked="" type="checkbox"/> Intergovernmental Agreement <div style="text-align: center;"> <b>RATIFIED</b>  <b>Multnomah County Board</b>  <b>of Commissioners</b>          R-4     APRIL 12, 1990       </div>
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Contact Person Susan Clark Phone 248-3691 Date 3/14/90Department Human Services Division Social Services Bldg/Room 160/6Description of Contract DD40 is reduced (\$19,035.72) to transfer funding to DD43 retroactive to July 1, 1989. DD43 is increased \$10,036.32 to include transfer of funds from DD40.\*

\*Please refer to recommendation brief for more details.

RFP/BID # N/A - IGA Date of RFP/BID \_\_\_\_\_ Exemption Exp. Date \_\_\_\_\_ORS/AR # \_\_\_\_\_ Contractor is ☐ MBE ☐ WBE ☐ QRF

Contractor Name OHSU-CDRC

Mailing Address 3181 Sam Jackson Park Road L-106  
Portland, OR 97201

Phone 225-8634

Employer ID # or SS # 93-6001786

Effective Date July 1, 1989

Termination Date June 30, 1990

Original Contract Amount \$ 138,986.38

Amount of Amendment \$ (8,999.40)

Total Amount of Agreement \$ 129,986.98

**Payment Term**

- ☐ Lump Sum \$ \_\_\_\_\_
- ☒ Monthly \$ Allotment
- ☐ Other \$ \_\_\_\_\_
- ☐ Requirements contract - Requisition required.
- Purchase Order No. \_\_\_\_\_
- ☐ Requirements Not to Exceed \$ \_\_\_\_\_

**REQUIRED SIGNATURES:**
 KM Department Manager Diane Tussy (w)

 Purchasing Director  
 (Class II Contracts Only)
County Counsel [Signature]County Chair/Sheriff [Signature]Date 3/23/90

Date \_\_\_\_\_

Date 3.28.90Date 4/12/90

VENDOR CODE				VENDOR NAME					TOTAL AMOUNT			
LINE NO.	FUND	AGENCY	ORGANIZATION	SUB ORG	ACTIVITY	OBJECT	SUB OBJ	REPT CATEG	LGFS DESCRIPTION	AMOUNT	INC/ DEC	IND
01.	156	010	1250		DD40	6060		1240		(19,035.72)		
02.	156	010	1250		DD43	6060		1243		10,036.32		
03.												

INSTRUCTIONS ON REVERSE SIDE

WHITE - PURCHASING

CANARY - INITIATOR

PINK - CLERK OF THE BOARD

GREEN - FINANCE



MULTNOMAH COUNTY SOCIAL SERVICES DIVISION  
CONTRACT AMENDMENT NUMBER 4

DURATION FROM: 07/01/89 TO: 06/30/90  
CONTRACTOR NAME: OREGON HEALTH SCIENCES UNIVERSITY  
CONTRACTOR ADDRESS: 3181 SAM JACKSON PARK RD L-106  
PORTLAND OR 97201

TELEPHONE: 225-8634  
IRS NO.: 93-6001786

This AMENDMENT to the Contract for Social Services is made between:

The Multnomah County Social Services Division, referred to as the COUNTY, and  
OREGON HEALTH SCIENCES UNIVERSITY, referred to as the CONTRACTOR.

It is understood by the parties that all conditions and agreements in the original  
Contract not superseded by this AMENDMENT are still in force and apply to this  
AMENDMENT.

PART I - Financial Summary

DATE: 03/22/90

Service Element	Funding Source	Original Amount	Increase (Decrease)	Revised Amount	Payment Basis
1.) DD40 WAC - SMHD Work Activity Center		\$21,811.78	(\$19,035.72)	\$2,776.06	Monthly Allotment per Contracted Slots
2.) DD43 SEP - SMHD Supported Employment Program		\$46,266.60	\$10,036.32	\$56,302.92	Monthly Allotment per Enrolled Clients
3.) DD49 FAM - SMHD Family Support Program		\$13,500.00	\$0.00	\$13,500.00	Monthly Allotment with Expenditure Adjustment
4.) DD55 EI - SMHD Early Intervention		\$57,408.00	\$0.00	\$57,408.00	Monthly Allotment per Contracted Slots
TOTALS:		\$138,986.38	(\$8,999.40)	\$129,986.98	

Above amounts are subject to the Notes and Special Conditions in Part II below.



Multnomah County Social Services Division  
Contract AMENDMENT Number 4

CONTRACTOR:  
OREGON HEALTH SCIENCES UNIVERSITY

DATE: 03/22/90

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Part II - Notes and Special Conditions

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Notes:

- 
- 1.) DD40 WAC Work Activity Center funding is reduced to transfer funding for 1 person to DD43 Supported Employment. This change affects the person with CPMS Case Number 032280, and is effective 7/1/89 at a rate of \$1,586.31/mo.
  - 2.) DD43 SEP Supported Employment funding is changed to provide 5 months of service for the individual with CPMS Case Number 032280. These services are transferred from DD40 Work Activity Center (above), and then an enhanced rate of \$2,288.00/mo is provided for the period 7/1/89 through 9/30/89. The rate enhancement ceases 10/1/89, such that the rate becomes \$1,586.31/mo from 10/1/89 through 11/31/89. The services under this Service Element cease for this person 12/1/89, and are transferred to Portland Metro Residential Services.

Special Conditions:

---

All existing Special Conditions remain in effect, and the following are added:

NONE



CONTRACTOR: OREGON HEALTH SCIENCES UNIVERSITY  
AMENDMENT #4

In witness whereof, the parties hereto have caused this Agreement to be executed by their authorized officers.

CONTRACTOR:

MULTNOMAH COUNTY, OREGON

By \_\_\_\_\_  
Agency Executive Director Date

By Tom Minahan 3-22-90  
Program Manager Date

By \_\_\_\_\_  
Agency Board Chairperson Date

By Gary W. Smith, M.D. 3-22-90  
Social Services Division Director Date

By Gladys McCoy 4/12/90  
Multnomah County Chair Date

**RATIFIED**  
Multnomah County Board  
of Commissioners  
April 12, 1990

REVIEWED:

Laurence Kressel, County Counsel  
for Multnomah County, Oregon

By [Signature] 3.28.90  
Date



DATE SUBMITTED \_\_\_\_\_

(For Clerk's Use)  
Meeting Date APR 12 1990  
Agenda No. R-5

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: PCRB EXEMPTION

Informal Only \* \_\_\_\_\_  
(Date)

Formal Only \_\_\_\_\_  
(Date)

DEPARTMENT General Services

DIVISION DAS/Purchasing

CONTACT Lillie Walker/Dennis Fitz

TELEPHONE 248-5111/251-2456

\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Lillie Walker

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Request of the Board of County Commissioners, acting as PCRB, for an exemption from the public bid process to purchase used cars for the Sheriff's Office undercover operations.

4/6/90 copies of Notice of Hearing to PCRB list, Lillie & Fitz  
4/16/90 copies of Notice of Approval to PCRB list, Lillie & Fitz

ACTION REQUESTED:

☐ INFORMATION ONLY ☐ PRELIMINARY APPROVAL ☐ POLICY DIRECTION ☒ APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 10 minutes

IMPACT:

PERSONNEL

☐ FISCAL/BUDGETARY

☐ GENERAL FUND

OTHER \_\_\_\_\_

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Linda D. Shander

BUDGET / PERSONNEL /

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) Sandra Duff 3-28-90

OTHER Mr. M. Walker  
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.





# Multnomah County Sheriff's Office

12240 N.E. GLISAN ST., PORTLAND, OREGON 97230

ROBERT G. SKIPPER  
SHERIFF

(503) 255-3600

## MEMORANDUM

TO: LILLY WALKER, Purchasing Director  
Multnomah County

cc: Sergeant John Bunnell, Manager  
Vice/Narcotics Unit

FROM: ROBERT SKIPPER  
Sheriff *RB Skipper*

DATE: March 6, 1990

SUBJECT: EXEMPTION REQUEST

On October 4, 1988, pursuant to a stipulated judgement with Multnomah County, it was ordered and adjudged that one 1986 Chevrolet Corvette, VIN #1G1YY078XG5114665 be forfeited to Multnomah County.

Under the conditions set forth in Section VII, Subsection C.3., the proceeds of any sale of a vehicle seized pursuant to Ordinance 422 shall be divided equally between the County General Fund, the Multnomah County District Attorney's Office, and the Multnomah County Sheriff's Office for law enforcement purposes.

The above described 1986 Chevrolet Corvette has been used by the Multnomah County Sheriff's Office Special Investigations Unit for undercover investigations since its seizure.

It has become obvious that the Corvette does not satisfy our needs for a vehicle when used in an undercover capacity. It is highly visible and would be expensive to repair in the event of an accident.

Deputy Dennis Fitz has made contact with Sandy Duffy of the Multnomah County Counsel's Office regarding the sale of the Corvette and the subsequent purchase of two or more low mileage vehicles which will fulfill the needs of the Multnomah County Sheriff's Office Special Investigations Unit.

Sandy Duffy has contacted Mike Schrunk of the Multnomah County District Attorney's Office and Grant Nelson of the Multnomah County Chair's Office regarding the distribution of the proceeds from the sale of the above mentioned Corvette. Both Mr. Schrunk and Mr. Nelson have agreed to allow the Multnomah County Sheriff's Office to retain the total proceeds from the sale of the Chevrolet Corvette and they have further agreed to allow the Multnomah County Sheriff's Office to use the proceeds from the sale of the Corvette to purchase two or more vehicles to be used by the Multnomah County Sheriff's Office Special Investigations Unit for undercover investigations.



In the event the Multnomah County Sheriff's Office does not use all of the proceeds from the sale of the Chevrolet Corvette, the balance will be divided as set forth in Section VII, Subsection C.3.

It is also understood that upon purchasing the undercover vehicles out of the proceeds from the sale of the mentioned Chevrolet Corvette, the Multnomah County General Fund, the Multnomah County District Attorney's Office, and the Multnomah County Sheriff's Office will each have a shared interest in the purchased vehicles pursuant to Section VII, Subsection C.3. of Ordinance 422. In the event of the sale of any vehicles purchased from the proceeds of the Chevrolet Corvette, the proceeds from the sale of those vehicles will be distributed per the above Multnomah County Ordinance 422.

I have been advised by Deputy Fitz of the Special Investigations Unit that he has spoken with you regarding an exemption from the normal bidding process which, in this case, would allow me to use the proceeds from the sale of the above mentioned Chevrolet Corvette to be used to purchase two used vehicles for the Special Investigations Unit.

Deputy Fitz has been in contact with Mr. Tom Guiney, Fleet Administrator for Multnomah County. Deputy Fitz and Tom Guiney checked the 1990 State Price Agreement for any available vehicles and did not find any vehicles which satisfy our needs for vehicles which will be used in an undercover capacity.

Deputy Fitz has been in contact with Hertz Rent A Car, Avis Rent A Car, and National Car Rental. He has advised me that Hertz is the only agency with 1989 Ford Thunderbirds available. The price of a Thunderbird with equipment, which includes tilt wheel, cruise control, power door locks, dual power seats, AM/FM cassette, dual electric mirrors, power windows, etc., is \$11,699. The mileage on the Ford Thunderbirds range from 19,000 to 25,000 miles. Hertz also has available 1989 Olds Cutlasses. The mileages range between 21,000 and 25,000 on the Cutlasses. The Olds Cutlass, fully equipped, sells for \$10,999.

Deputy Fitz has also checked with AVIS Rent A Car. They have available a 1989 Pontiac Grand Prix, 1989 Buick Regals, and 1989 Olds Cutlasses. These vehicles, which have approximately 30,000 on them are equipped with power windows, power door locks, cruise control, tilt wheel, AM/FM radios, sell for \$10,600 each.

Deputy Fitz has also checked with National Car Rental. They have available 1989 Pontiac Grand Prix LE. The mileage on the vehicles range around 23,000 miles. The vehicles, which are equipped with power windows, power door locks, tilt wheel, cruise control, AM/FM radio, etc., sell for \$9,989 each.

Additionally, on behalf of Captain Chuck Carl, Commander of the Regional Organized Crime Narcotics Task Force, I am requesting that this exemption also apply to the purchase of three or four used vehicles which would be used as undercover vehicles in the Regional Organized Crime Narcotics Task Force.

The Regional Organized Crime Narcotics Task Force is a multi-county jurisdictional task force. Mike Schrunk, District Attorney Multnomah County, is the chairman of the control board for the Task Force.



WALKER  
03/06/90  
Page 3

Captain Carl has advised me that the Regional Organized Crime Narcotics Task Force is presently in a desperate need of these vehicles to be used in undercover narcotics investigations. The type of vehicles necessary for the Regional Organized Crime Narcotics Task Force are of the same make and model which are available from Hertz Rent A Car, Avis Rent A Car and National Car Rental. The cost of the vehicles purchased by the Regional Organized Crime Narcotics Task Force would be paid for out of the Task Force Equitable Sharing Fund.

It would be greatly appreciated if you could assist me in this exemption process so that the Multnomah County Sheriff's Office Special Investigations Unit and the Regional Organized Crime Narcotics Task Force could purchase vehicles for undercover use as soon as possible.

RGS/jz/712-ASIU





# MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
ROOM 605, COUNTY COURTHOUSE  
1021 S.W. FOURTH AVENUE  
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308  
PAULINE ANDERSON • DISTRICT 1 • 248-5220  
GRETCHEN KAFOURY • DISTRICT 2 • 248-5219  
RICK BAUMAN • DISTRICT 3 • 248-5217  
SHARRON KELLEY • DISTRICT 4 • 248-5213  
JANE McGARVIN • Clerk • 248-3277

## NOTICE OF HEARING

The Multnomah County Board of Commissioners, sitting as the Public Contract Review Board, will consider an application on Thursday, April 12, 1990, at 9:30 A.M. in Room 602 of the Multnomah County Courthouse, 1021 SW Fourth, Portland, Oregon, to consider an Order in the Matter of an Exemption from Public Bidding to Purchase Used Cars for the Sheriff's Office Undercover Operations.

A copy of the application is attached.

For additional information, contact Lillie Walker, Purchasing Director at 248-5111, or Jane McGarvin, Clerk of the Board at 248-3277.

BOARD OF COUNTY COMMISSIONERS  
MULTNOMAH COUNTY, OREGON  
PUBLIC CONTRACT REVIEW BOARD

Deborah Rogers  
Assistant Clerk of the Board

0523C/75/dr  
Enclosure  
4/6/90



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON  
ACTING AS THE PUBLIC CONTRACT REVIEW BOARD

In the Matter of an Exemption )  
From Formal Public Bidding To )  
Purchase Used Undercover )  
Operation Cars for the Sheriff's )  
Office )

A P P L I C A T I O N

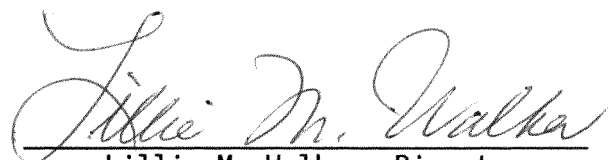
Application to the Public Contract Review Board on behalf of a request from The Multnomah County Sheriff's Office, is hereby made pursuant to the Board's Administrative Rules AR 10.010 and adopted under the provisions of ORS 279.015 for an order exempting from the requirements of public bidding the purchase of used cars for the Sheriff's Office and the Regional Organized Crime Narcotics Task Force undercover operations. The estimated number of cars to be purchased at this time is 5 to 7 vehicles at an approximate cost of \$65,000 - \$70,000. The specific exemption is requested for a period ending June 30 1992.

The Sheriff's Office has requested this exemption based upon the following:

1. The nature of the operation requires that the cars not be readily identifiable.
2. When purchasing used cars, it is difficult to compare value as in competitive bids.
3. Avis, Hertz and National Car Rental/Sales were all contacted to determine price, and comparable mileage and equipment. It is anticipated that purchases will be made from all 3 dealers.
4. The fact that 3 auto dealers were contacted and will receive some business assures that the granting of this exemption does not encourage favoritism and will result in cost savings.

The Sheriff's Office and the Regional Organized Crime Task Force will purchase the vehicles from the proceeds of confiscated vehicles and the Task Force Equitable Sharing Fund. These funds are available in the FY 1989-90 budget year.

Dated this 14th day of March, 1990.



Lillie M. Walker, Director  
Purchasing Section





# MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
ROOM 605, COUNTY COURTHOUSE  
1021 S.W. FOURTH AVENUE  
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308  
PAULINE ANDERSON • DISTRICT 1 • 248-5220  
GRETCHEN KAFOURY • DISTRICT 2 • 248-5219  
RICK BAUMAN • DISTRICT 3 • 248-5217  
SHARRON KELLEY • DISTRICT 4 • 248-5213  
JANE McGARVIN • Clerk • 248-3277

## NOTICE OF APPROVAL

The Multnomah County Board of Commissioners, sitting as the Public Contract Review Board, considered an application on Thursday, April 12, 1990, and approved Order 90-50 In the Matter of an Exemption from Public Bidding to Purchase Used Cars for the Sheriff's Office Undercover Operations.

A copy of the order is attached.

BOARD OF COUNTY COMMISSIONERS  
MULTNOMAH COUNTY, OREGON  
PUBLIC CONTRACT REVIEW BOARD

Deborah Rogers  
Assistant Clerk of the Board

0523C/76/dr  
4/16/90  
enclosure



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON  
ACTING AS THE PUBLIC CONTRACT REVIEW BOARD

In the Matter of an Exemption from Public )  
Bidding to Purchase Used Cars for the )  
Sheriff's Office Under Cover Operations )

**O R D E R**  
90-50

The above entitled matter is before the Board of County Commissioners, acting in its capacity as the Multnomah County Public Contract Review Board, to consider a request from the Multnomah County Sheriff's Office to purchase 5 to 7 used cars to be used in undercover operations by the Sheriff's Office and the Regional Organized Crime Narcotics Task Force. The estimated cost for the purchase of these vehicles is \$65,000 to \$70,000. The specific exemption to purchase other vehicles of this nature is requested for a period ending June 30, 1992.

It appearing to the Board that the recommendation for exemption, as it appears in the application, is based upon the fact that the nature of the undercover operation requires cars which are not readily identifiable as public agency cars. Three rental car vendors were contacted to determine the best prices for the type of vehicle to be used. Purchases may be made from all three, therefore, to the extent possible with used cars, competition was solicited and the most competitive priced cars will be purchased.

It appearing to the Board that this request for an exemption is in accord with the requirements of the Multnomah County Public Contract Review Board Administrative Rules AR 10.010 and 20.030; it is therefore

ORDERED that the purchase of undercover cars be exempted from the requirement of an open public bid process.

Dated this 12th day of April , 1990.

**REVIEWED:**

Laurence Kressel, County Counsel  
for Multnomah County, Oregon

By Sandra Duffy  
Assistant County Counsel

**BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON  
ACTING AS THE PUBLIC CONTRACT  
REVIEW BOARD:**

By Gladys McCoy  
Gladys McCoy, County Chair

ORDER.V4N/eas

(SEAL)



201210

201210

DATE SUBMITTED \_\_\_\_\_

(For Clerk's Use)

Meeting Date APR 12 1990Agenda No. R-6

## REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Ratification of Intergovernmental Agreement with Oregon Public Utility Comm.

Informal Only\* \_\_\_\_\_

(Date)

Formal Only \_\_\_\_\_

February 1, 1990  
April 12, 1990 (Date)DEPARTMENT Sheriff's OfficeDIVISION OperationsCONTACT R. ShowalterTELEPHONE 255-3600\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Sheriff Robert Skipper

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Intergovernmental agreement with Oregon Public Utility Commission for the Sheriff's Office to provide truck inspections as stated in the contract.

4/16/90 Originals Returned to Wards / 313/225

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

## ACTION REQUESTED:

☐ INFORMATION ONLY ☐ PRELIMINARY APPROVAL ☐ POLICY DIRECTIONAPPROVAL  
RATIFICATION

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA \_\_\_\_\_

## IMPACT:

## PERSONNEL

☐ FISCAL/BUDGETARY☐ General Fund

Other \_\_\_\_\_

## SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: *Skipper*

SHERIFF

BUDGET / PERSONNEL \_\_\_\_\_

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) *Candra Ruffy*

OTHER \_\_\_\_\_

(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.





# Multnomah County Sheriff's Office

ROBERT G. SKIPPER  
SHERIFF

12240 N.E. GLISAN ST., PORTLAND, OREGON 97230

(503) 255-3600

February 15, 1990

James E. Sexson, Agency Executive  
Oregon Public Utility Commission  
420 Labor Industries Building  
Salem, Oregon 97310

Dear Mr. Sexson,

Attached please find a copy of the contract between your office and the Multnomah County Sheriff's Office for the period effective October 1, 1989 through September 30, 1990.

The items highlighted in red are changes that the Multnomah County Counsel's office requested. If these meet with your approval please sign below where indicated and the original contract with these changes will be processed through the County system. If you wish, we will send the original back to you for the changes.

Please call R. Showalter, 251-2441, if you have any questions.

Sincerely,

ROBERT G. SKIPPER  
Sheriff

By:

R. SHOWALTER, Manager  
Fiscal Unit

Reviewed and approved:

*Verbal approval 3/20/90 from*  
James E. Sexson, Agency Executive Date

cc: Randy Amundson, Chief Deputy, Enforcement Branch  
Fiscal Files

*future contract  
and go  
Paul Henry*

*Paul Henry*  
*ok sitting*



Memorandum of Agreement

Between

OREGON PUBLIC UTILITY COMMISSION

AND

MULTNOMAH COUNTY, SHERIFF'S OFFICE

FY - 90

Background

Pursuant to the provisions contained in the Surface Transportation Assistance Act of 1982 (the Act), the Public Utility Commission (PUC), acting as Oregon's lead agency in motor carrier safety matters, submitted to the U.S. Department of Transportation Oregon's State Enforcement Plan (the Plan) on August 11, 1989.

For fiscal year 1990 (October 1, 1989, through September 30, 1990), Oregon has been awarded \$779,435 for its commercial vehicle safety program.

Based on the fiscal and program data submitted to PUC by participating agencies, the prorated share of Oregon's FY-90 contract by agency is: State Dept. of Transportation, Highway Division, Weighmaster Unit, \$190,291; City of Portland, Bureau of Police, \$34,819; Multnomah County Sheriff's Office, \$87,453; Washington County, Department of Public Safety, \$25,912; Marion County Sheriff's Office, \$12,956; Oregon Department of State Police, \$40,000.

(MCSO)

Reimbursement Compensation

MCSO The FY 90 reimbursement amount for roadside vehicle inspections by the Multnomah County Sheriff's Office is \$87,453 for 2,700 Level I inspections, including 162 inspections of vehicles transporting hazardous material. The PUC will bill the Federal Highway Administration on a monthly basis and reimburse the ~~State Police~~ on a monthly basis for the number of inspections performed during the billing period, up to the maximum allotted amount for FY 90.

The following inspection schedule is provided as a guide for the completion of the total FY 90 inspection effort. The number of inspections per month suggested as the MCSAP Goal has been calculated using past monthly averages.



4/4/90  
When Complete  
please send the  
contract back  
to me:  
313/225  
Thanks  
Daria.





(See Administrative Procedure #2106)

Amendment #

CLASS I	CLASS II	CLASS III
<input type="checkbox"/> Professional Services under \$10,000	<input type="checkbox"/> Professional Services over \$10,000 (RFP, Exemption) <input type="checkbox"/> PCRB Contract <input type="checkbox"/> Maintenance Agreement <input type="checkbox"/> Licensing Agreement <input type="checkbox"/> Construction <input type="checkbox"/> Grant <input checked="" type="checkbox"/> Revenue	<input type="checkbox"/> Intergovernmental Agreement <div style="text-align: center;"> <b>RATIFIED</b>  <b>Multnomah County Board</b>  <b>of Commissioners</b>            R-6    APRIL 12, 1990         </div>

~~XXXXXXXXXXXX~~ RETURN TO: R. Showalter - 313/225  
Contact Person Capt. R.W. Miller Phone 255-3600 Date 1-4-90

Department Sheriff's Office Division Operations Bldg/Room 313

Description of Contract Receive funds for Sheriff's Moter Carrier Safety Unit to  
enforce Commercial Moter Vehile Safety rules and regulations

RFP/BID # \_\_\_\_\_ Date of RFP/BID \_\_\_\_\_ Exemption Exp. Date \_\_\_\_\_

ORS/AR # \_\_\_\_\_ Contractor is ☐ MBE ☐ WBE ☐ QRF

Contractor Name Ore. Public Utility Comm.

Mailing Address 420 labor/Industries build  
Salem Oregon 97310

Phone      Attn: Paul Henry

Employer ID # or SS # \_\_\_\_\_

Effective Date      October 1 1989

Termination Date September 30 1990

Original Contract Amount \$ 87,453.00

Amount of Amendment \$ \_\_\_\_\_

Total Amount of Agreement \$ \_\_\_\_\_

REQUIRED SIGNATURES:

Department Manager L. J. Cummings

Purchasing Director \_\_\_\_\_  
(Class II Contracts Only)

County Counsel Sandra Duff

County Chair/Sheriff Robert C. Sisk

### Payment Term

☐ Lump Sum \$\_\_\_\_\_

☒ Monthly \$ as billed

☐ Other \$ \_\_\_\_\_

☐ Requirements contract - Requisition required.

Purchase Order No. \_\_\_\_\_

☐ Requirements Not to Exceed \$\_\_\_\_\_

Date 01-11-90

Date \_\_\_\_\_

Date 3-21-90

Date 3-28-90

[illegible]

INSTRUCTIONS ON REVERSE SIDE

WHITE - PURCHASING

CANARY - INITIATOR

PINK - CLERK OF THE BOARD

GREEN - FINANCE



Memorandum of Agreement  
Between  
OREGON PUBLIC UTILITY COMMISSION  
AND  
MULTNOMAH COUNTY, SHERIFF'S OFFICE  
FY - 90

**Background**

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**Reimbursement Compensation**

The FY 90 reimbursement amount for roadside vehicle inspections by the Multnomah County Sheriff's Office is \$87,453 for 2,700 Level I inspections, including 162 inspections of vehicles transporting hazardous material. The PUC will bill the Federal Highway Administration on a monthly basis and reimburse the MCSO on a monthly basis for the number of inspections performed during the billing period, up to the maximum allotted amount for FY 90.

The following inspection schedule is provided as a guide for the completion of the total FY 90 inspection effort. The number of inspections per month suggested as the MCSAP Goal has been calculated using past monthly averages.



<u>FY 90 MONTH</u>	<u>MCSAP GOAL</u>
OCT 89	257
NOV	216
DEC	216
JAN 90	243
FEB	257
MAR	257
APR	270
MAY	216
JUN	216
JUL	203
AUG	189
SEP	162
Total	2,700

To ensure the total Oregon FY 90 allocation is exhausted not later than September 30, 1990, the PUC may adjust roadside vehicle inspection allocations for the participating agencies in August 1990. Subcontractors who have not achieved their year-to-date minimum inspection commitment preceding the adjustment period may lose a percentage of their allocated funds.

In the event a subcontractor fails to attain their prorated inspection minimums preceding the adjustment period, the PUC may allocate and redistribute such monies to those agencies exceeding their minimum inspection commitment.

In furtherance of the Public Utility Commission's contractual obligation to the U.S. Department of Transportation and in recognition of its sponsorship and responsibility to coordinate the motor carrier safety activities of participating agencies, the Public Utility Commission agrees to:

1. Function as Oregon's lead motor carrier safety agency and coordinate and assist Multnomah County Sheriff's Office in their motor carrier safety activities to the end that all commitments contained in the Oregon State Enforcement Plan are met;
2. Coordinate and assist Multnomah County Sheriff's Office in their preparation and timely submission (to the PUC) of required safety program documentation;
3. Coordinate and assist Multnomah County Sheriff's Office in their preparation and timely submission (to the PUC) of required fiscal documentation;



4. Process in an expeditious manner written requests for capital expenditures for carrying out the provisions of the Plan and this Agreement. Under this item it is understood that the PUC must first have written authority from the U.S. Department of Transportation before it is authorized to make such expenditures, and that no such expenditure will be made before such written authority is obtained;

5. Consolidate participating agencies' safety activity and fiscal reports, and submit a monthly billing to the U.S. Department of Transportation; and

6. Receive on a monthly basis, payment from the U.S. Department of Transportation, and make payment to participating agencies on a prorated basis for commercial vehicle safety inspections performed.

Multnomah County Sheriff's Office agrees to:

1. In addition to maintaining its average base year level expenditures of \$77,825, provide \$21,863 of its own funds during FY 90 as its matching share to the federal assistance awarded, and to enforce the state's Commercial Vehicle Safety Rules and Regulations in a manner consistent with the approved State Enforcement Plan and MCSAP approved inspection procedures;

2. Maintain the level of expenditures for the motor carrier safety activities, exclusive of federal assistance, at least at the average annual level of its expenditures as reported to the PUC for the last two full fiscal years immediately prior to January 6, 1983;

3. During FY 90, perform a minimum of 2,700 commercial vehicle safety inspections, including 162 hazardous material inspections. Inspections will be recorded on PUC Form No. 242, "Driver Equipment Compliance Check," and forwarded to the PUC within five (5) working days of the inspection;

4. Report to the PUC within 15 days after the end of each month on PUC Form No. 457(a) and (b), the following information: names of employees conducting inspections during the reported period, the number of hours each employee was involved in commercial vehicle safety inspections, and the number of inspections completed during the reported period;

5. Report in writing to the state contract officer (Paul Henry, PUC) all proposed capital expenditures. Such report shall contain an exact identification of the proposed purchase, cost, use, and justification; and

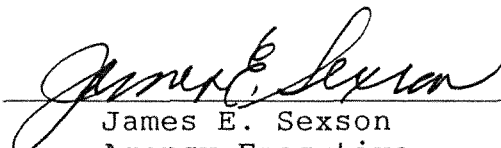


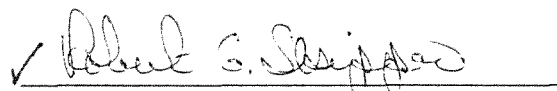
201210

6. Comply with all provisions contained in Exhibit A, attached hereto and incorporated herein.


This Agreement expires September 30, 1990, unless sooner terminated by mutual agreement. Either party desiring to terminate this agreement shall provide written notice to the other party not less than 60 days prior to the date of termination.


Date 12/20/89 Date 3-28-90

  
James E. Sexson  
Agency Executive

  
Robert Skipper  
Sheriff

Reviewed:

  
Gladys McCoy  
County Executive

 3-21-90  
Lawrence Kressel, County Counsel

4/12/90  
Date

sc/1155M-4

**RATIFIED**  
**Multnomah County Board**  
**of Commissioners**

April 12, 1990



Meeting Date: APR 12 1990

Agenda No.: R-7

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: Proclamation of Community Development Week, April 7-14 1990

BCC Informal April 13, 1990 BCC Formal April 13, 1990  
(date) (date)

DEPARTMENT Environmental Services DIVISION Community Development

CONTACT Karen Jones Whittle TELEPHONE x5328

PERSON(S) MAKING PRESENTATION Cecile Pitts

*Copies to KJW,  
Cecile Pitts, Paul Y.* ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☒ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 10 min.

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: \_\_\_\_\_

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

The Multnomah County Community Development Program has provided housing and community development activity county-wide since 1980, first through HUD's small cities program, and beginning in 1984 as an entitlement county supported by the consortium cities of Gresham, Fairview, Maywood Park, Troutdale, Wood Village and a small portion of Lake Oswego. The county has received over \$8,703,400 in funding to provide many needed, worthwhile projects and programs which have served low and moderate income persons.

It is requested that the Multnomah Board of County Commissioners declare the week of April 7 - 14, 1990 as Community Development Week.  
(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL \_\_\_\_\_

Or

DEPARTMENT MANAGER 

(All accompanying documents must have required signatures)

1990 APR - 4 AM 10:04  
COUNTY CLERK  
MULTNOMAH COUNTY  
OREGON





# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
COMMUNITY DEVELOPMENT DIVISION  
2115 S.E. MORRISON  
PORTLAND, OREGON 97214  
(503) 248-5000

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

## MEMORANDUM

DATE: March 28, 1990

TO: Gladys McCoy, Chair  
Pauline Anderson, Commissioner  
Gretchen Kafoury, Commissioner  
Rick Bauman, Commissioner  
Sharron Kelley, Commissioner

FROM: Cecile Pitts, Director, Community Development Division

SUBJECT: National Community Development Week

National Community Development Week is fast approaching. The Board will be asked to declare the significance of the week (April 7-14, 1990) through proclamation.

As in the past, we have received Community Development Week posters from the U.S. Conference of Mayors. I am pleased to pass these along to you as a reminder of the Community Development Block Grant Program and its role in Multnomah County.

On April 5 I will distribute a summary of various accomplishments by the Community Development Division. The report highlights the variety and complexity of local community development issues and activities. These projects were successful because of the continued support and creativity of the County Board of Commissioners, local City Councils of the Block Grant Consortium, County employees, public and private partners and the citizens of east Multnomah County. We intend to build on these relationships during the course of the next year as we carry out the following general program goals:

- ° Continue providing high quality, efficiently managed home repair programs serving lower income households: Owner Occupant loans, Senior Grants, Sewer Connection loans, and Rental Rehabilitation loans for affordable rental projects.
- ° Develop east County emergency shelter proposal and facilitate development of housing for special needs households in our area.



National C.D. Week

Page 2

March 28, 1990

- ° Carry out critically needed infrastructure projects serving low income neighborhoods in Troutdale, Fairview, Gresham, Wood Village, and east County.
- ° Provide housing related public services in the entitlement area.
- ° Coordinate the 1990 Block Grant Project Selection Process.
- ° Facilitate the 1990 Statewide Fair Housing Conference. Prepare Fair Housing Incentives Program application for federal funds.

Again, thank you for your support of County community development endeavors. Please feel free to contact me if you need more information or would like to discuss the east County Block Grant program.

cak

cc: Paul Yarborough



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
OF MULTNOMAH COUNTY

In the matter of            )  
proclaiming the week        )  
of April 7-14 as            )  
COMMUNITY DEVELOP-         )  
MENT WEEK                    )

PROCLAMATION  
90-51

WHEREAS, the COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM has operated since 1974 to provide local governments with the resources required to meet the needs of persons of low and moderate income;

WHEREAS, community development block grant funds are used by thousands of neighborhood-based nonprofit organizations throughout the Nation to address pressing neighborhood and human service needs;

WHEREAS, in the last several years the Federal Government has reduced Federal assistance to local governments and nonprofit organizations;

WHEREAS, during this time of constricted Federal contributions to the task of meeting the needs of low and moderate income persons, the problems have grown as evidenced by the dwindling supply of affordable housing, the massive rise in homelessness, and the resurfacing of hunger and malnutrition;

WHEREAS, during this time of Federal withdrawal from responsibility, the COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM has assumed increasing importance for meeting pressing community problems;

WHEREAS, the Congress and the Nation has often overlooked the critical value of the COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM and the significant number of organizations and projects that rely on its funds for support;

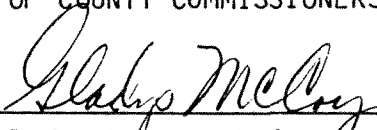



WHEREAS, the Congress of the United States has declared April 7-14, 1990  
NATIONAL COMMUNITY DEVELOPMENT WEEK and has called upon the President and all  
people of the United States to observe the week with appropriate ceremonies  
and activities;

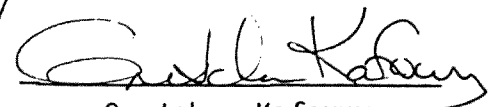
NOW, THEREFORE, BE IT RESOLVED THAT, the Multnomah County Board of Commissioners  
proclaim April 7-14 COMMUNITY DEVELOPMENT WEEK and call upon all citizens of  
our County to participate in activities celebrating the COMMUNITY DEVELOPMENT  
BLOCK GRANT PROGRAM.


Adopted this 12th day of April 1990.

BOARD OF COUNTY COMMISSIONERS

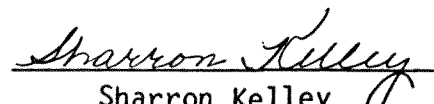
  
Gladys McCoy, Chair

  
Pauline Anderson  
Commissioner

  
Gretchen Kafoury  
Commissioner

  
Rick Bauman  
Commissioner



  
Sharron Kelley  
Commissioner



DATE SUBMITTED \_\_\_\_\_

(For Clerk's Use)  
Meeting Date APR 12 1990  
Agenda No. R-8

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: N.E. 181st Avenue/Item No. 90-60

Informal Only\* \_\_\_\_\_  
(Date)

Formal Only \_\_\_\_\_  
(Date)

DEPARTMENT Environmental Services

DIVISION Transportation

CONTACT Dick Howard *DHW*

TELEPHONE Ext. 3599

\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Dick Howard

BRIEF SUMMARY

Request by Director of DES that the chair be authorized to execute deed for certain county owned property to the public for road purposes.

*4/16/90 Original & 1 copy returned to DES Trans  
attention Judy Spillane*

ACTION REQUESTED:

☐ INFORMATION ONLY ☐ PRELIMINARY APPROVAL ☐ POLICY DIRECTION ☒ APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 5 minutes

IMPACT:

☐ PERSONNEL

☐ FISCAL/BUDGETARY

☐ General Fund

Other N.A.

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: *[Signature]*

BUDGET/PERSONNEL 1

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) *[Signature]*

OTHER \_\_\_\_\_  
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

3706V

1990 APR -4 AM 10:04  
CLERK OF  
COUNTY COMMISSIONER  
MULTI-COUNTY  
OREGON  
DIVISION





## MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
TRANSPORTATION DIVISION  
1620 S.E. 190TH AVENUE  
PORTLAND, OREGON 97233  
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

March 19, 1990

Board of County Commissioners  
606 County Courthouse  
Portland, Oregon 97204

RE: Deed and Order Authorizing  
Deed for County Road Purposes  
N.E. 181st Avenue/Item No. 90-60

Dear Commissioners:

A certain parcel of real property now owned by Multnomah County is required for road purposes.

It is therefor recommended that the Chair of the Board of County Commissioners be authorized to execute the attached Deed of Dedication and that the executed Order and the deed be returned to the Transportation Division for processing.

Thank you.

Very truly yours,

PAUL YARBOROUGH  
Director  
Dept. of Environmental Services

RTH/js  
Encls.: Deed of Dedication and  
Order Authorizing Deed

0551W



DATE SUBMITTED 3-22-90

(For Clerk's Use)  
Meeting Date APR 12 1990  
Agenda No. 2-9

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: REVENUE CONTRACT FOR TROJAN PLANNING

Informal Only\* \_\_\_\_\_  
(Date)

Formal Only \_\_\_\_\_  
(Date)

DEPARTMENT DES DIVISION EMERGENCY MANAGEMENT

CONTACT PENNY MALMQUIST/JOY TUMBAGA TELEPHONE 251-2466

\*NAME(S) OF PERSON MAKING PRESENTATION TO BOARD PENNY MALMQUIST

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

APPROVAL OF REVENUE CONTRACT BETWEEN THE OREGON DEPARTMENT OF ENERGY AND MULTNOMAH COUNTY FOR EMERGENCY PLANNING IN REGARDS TO THE TROJAN NUCLEAR POWER PLANT INGESTION PLAN.

*4/16/90 originals returned to Penny Malmquist*

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

☐ INFORMATION ONLY ☐ PRELIMINARY APPROVAL ☐ POLICY DIRECTION ☒ APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 10 MIN.

IMPACT:

☐ PERSONNEL

☒ FISCAL/BUDGETARY

☐ General Fund

☐ Other \_\_\_\_\_

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: \_\_\_\_\_

BUDGET / PERSONNEL \_\_\_\_\_

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) \_\_\_\_\_

OTHER \_\_\_\_\_  
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.



# CONTRACT APPROVAL FORM

(See instructions on reverse side)

## TYPE II

- ☐ Professional Services under \$10,000  
☒ Revenue  
☐ Grant Funding  
☐ Intergovernmental Agreement

- ☐ Professional Services over \$10,000 (RFP, Exemption)
- ☐ PCRB Contract
- ☐ Maintenance Agreement
- ☐ Licensing Agreement
- ☐ Construction

Amendment # \_\_\_\_\_ to Contract # \_\_\_\_\_

Amendment # \_\_\_\_\_ to Contract # \_\_\_\_\_

Contact Person Penny Malmquist Phone 251-2466 Date 3-7-90

Department Enviromental Services Division Emergency Management Bldg/Room 313/110

Description of Contract This agreement provides for a transfer of funds in the amount of \$9,666.00 from the Oregon Department of Energy to the County in order that the County may participate in the emergency planning in the event of a release of radioactive materials at the Trojan Nuclear Facility.

RFP/BID # \_\_\_\_\_ Date of RFP/BID \_\_\_\_\_ Exemption Exp. Date \_\_\_\_\_

ORS/AR # \_\_\_\_\_ Contractor is ☐ MBE ☐ FBE ☐ QRF

Contractor Name OREGON DEPARTMENT OF ENERGY

Mailing Address 625 Marion St NE

Portland, OR 97310

Phone 373-7400

Employer ID# or SS#

Effective Date April 1, 1990

Termination Date April 1, 1991

Original Contract Amount \$ 9,666.00

Amount of Amendment \$

Total Amount of Agreement \$ 9,666.00

**Required Signatures:**

Department Head

Purchasing Director \_\_\_\_\_  
(Type II Contracts Only)

County Counsel

Budget Office

County Executive/Sheriff

**RATIFIED**  
**Multnomah County Board**  
**of Commissioners**

R-9 APRIL 12, 1990

Payment Terms R-9 APRIL 12, 1990 PAYMENTS

☐ Lump Sum \$ 6-90☐ Monthly \$\_\_\_\_\_ 9-90

Other	\$ 3 X 3,222.00	4-91
-------	-----------------	------

☐ Requirements contract-requisition required

Purchase Order No.

Date \_\_\_\_\_

Date \_\_\_\_\_

Date \_\_\_\_\_

Date \_\_\_\_\_

Date \_\_\_\_\_

TRANSACTION CODE		P.O		AGENCY		PO DATE		m m d d y y		ACCOUNTING PERIOD		m m y y		BUDGET FY		y y		ACTION <input type="checkbox"/> Original Entry (E) <input type="checkbox"/> Adjustment (M)	
VENDOR CODE				VENDOR NAME								TOTAL AMOUNT		\$					
LINE NO.	CONTRACT NUMBER			FUND	AGENCY	ORGANIZATION	ACTIVITY	OBJECT	SUB OBJ	REPT CATEG	DESCRIPTION				AMOUNT		INC/DEC IND		
	301830			156	030	6906									\$				
															\$				
															\$				
															\$				
															\$				



INTERGOVERNMENTAL AGREEMENT

This agreement is between the Oregon Department of Energy, hereafter called Department, and Multnomah County, hereafter called County.

This agreement shall be in effect from date of Department signature through June 30, 1991.

I. Statement of Work

This agreement provides for a transfer of funds from the Department to the County, in order that the County may participate in the emergency planning in the event of a release of radioactive materials at the Trojan Nuclear Facility.

A. Definitions:

Trojan Emergency Plan - The plan produced by the Oregon Department of Energy describing the phases and activities generated by each emergency level in the event of a release of radioactive materials at the Trojan Nuclear Facility.

Trojan Ingestion Guidelines - The guidelines maintained by Multnomah County which describe the activities in which the County will participate. The guidelines become a part of Multnomah County's Emergency Operations and Management Plan and the Trojan Emergency Plan.

B. Goals:

1. Emergency Preparedness - Ensure that County and other local and private organizations are prepared to help the State respond swiftly and effectively to an emergency at Trojan.
2. Maintenance of Response Capabilities - Ensure that the Trojan Emergency Response Plan and Procedures and other materials are maintained and up-to-date.
3. Education and Training - Ensure designated county officials are trained and ready to help the State with emergency response actions within the County.

C. Objectives:

1. Develop and maintain County procedures for helping the State respond to Trojan ingestion emergencies.
2. Provide training in conjunction with the Oregon Department of Energy (ODOE) and the Oregon State Health Division (OSHD) for county officials involved in the response to and recovery from an incident.

D. Major Tasks:

<u>Task</u>	<u>Date</u>
1. Attend county planning meeting to develop ingestion drill and yearly schedule.	03/31/90
2. Help ODOE and OSHD conduct a tabletop drill of the County's ingestion procedures.	06/01/90
3. Review and update as needed the County's ingestion procedures and Trojan emergency call lists.	09/01/90
4. Review and comment on draft ingestion public information procedures and other materials developed by the State.	09/01/90



5. Test the County's procedures and provide training for responders by participating with the State in an ingestion drill. A total of two drills will be held. Host counties are required to participate in one and are invited to observe the second. Other counties provide two players each to act as participants in both drills. Control cell, State EOC, laboratory support. Staff: Host county, 10 county support, 1 EMD, 2 OSHD, 1 ODOE, (total 14 players). 12/31/90
6. Revise the County's procedures as needed based on findings from the ingestion drills. 03/01/91

II. Consideration

- A. Department agrees to pay County an amount not to exceed \$9,666 for performance of this agreement. Payment will be made in three installments of \$3,222 each. The first payment will be made upon execution of this agreement. The second payment will be made in September 1990. The third payment will be made in April 1991. These payments shall be the sole monetary obligation of the Department and the Department's obligation to pay is limited by the provisions of Section XI, Termination. Payment of all operating costs, federal, state, county or city taxes/assessments and any other charges imposed by law upon employers shall be the sole responsibility of Contractor.
- B. All narrative reports required by this agreement must conform to the principles set forth in the ODOE Contractor's Writing Guide.

III. Travel

The Department shall not reimburse County for travel expenses incurred in the performance of this contract.

IV. Subcontracts

County shall not enter into any subcontracts for any of the work scheduled under this agreement without obtaining prior written approval from the Department.

V. Publicity

Any publicity or advertising regarding the work performed under this agreement must be approved by the Project Officer and must acknowledge the support of the Oregon Department of Energy.

VI. Project Officer

The Department has designated Harry Moomey as Project Officer for this agreement.

VII. Changes

No changes to or waivers of provisions of this agreement will be valid until they have been reduced to writing, approved and signed by both parties.

VIII. Excuses for Non-Performance

Neither party shall be held responsible for delay or failure to perform when such delay or failure is due to fire, flood, epidemic, strikes, acts of God or the public enemy, unusually severe weather, legal acts of public authorities, or delays or defaults caused by public carriers, which cannot reasonably be foreseen or provided against. Either party may terminate the agreement, effective with the giving of written notice, after determining such delay or failure will reasonably prevent successful performance in accordance with the terms of the agreement.



IX. Retention of Records and Reports

County agrees to maintain records of costs and services provided to document the Project and fully support billings. All books, records and other documents relevant to this agreement shall be retained for:

1. Three years after the end of the fiscal year during which they were created; or
2. Any longer period which may be required to complete any audit or to resolve any pending audit findings.

X. Access to Records

The Department, the Secretary of State's Office of the State of Oregon, the Federal Government, and their duly authorized representatives shall have access to the books, documents, papers, and records of County and any subcontractors which are directly pertinent to this contract for the purpose of making audit, examination, excerpts, and transcripts.

XI. Termination

- A. This agreement may be terminated by mutual consent of both parties, or by the Department for any reason whatsoever upon 30 days' notice, in writing and delivered by certified mail or in person to County.
- B. The Department may terminate this agreement effective upon delivery of written notice to the County or at such later date as may be established by the Department, under any of the following conditions:
  1. If Department funding from federal, state, or other sources is not obtained and continued at levels sufficient to allow for purchase of the indicated quantity of services. When possible, and when agreed upon, the agreement may be modified to accommodate a reduction in funds.
  2. If federal or state regulations or guidelines are modified or changed in such a way that the services are no longer allowable or appropriate for purchase under this agreement.
- C. Any termination under paragraph A or B above of this Section shall be without prejudice to any obligations or liabilities of either party already accrued prior to such termination.
- D. The Department by written notice of default to County may terminate the whole or any part of this agreement:
  1. If County fails to provide services called for by this agreement within the time specified herein or any extension thereof; or
  2. If County fails to perform any of the other provisions of this agreement, or so fails to pursue the work as to endanger performance of this agreement in accordance with its terms, and after receipt of written notice from the Department, fails to correct such failures within 10 days or such longer period as the Department may authorize.
- E. Waiver of any default shall not be deemed to be a waiver of any subsequent default.

XII. Non-Discrimination

County agrees to comply with all applicable requirements of federal and state civil rights and rehabilitation statutes, rules and regulations.



XIII. State Workers' Compensation Act

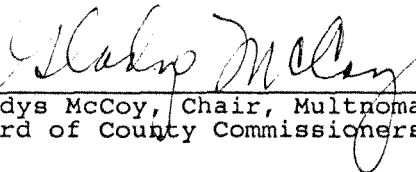
The County, its subcontractors, if any, and all employers working under this agreement are subject employers under the Oregon Workers' Compensation Law and shall comply with ORS 656.017, which requires them to provide workers' compensation coverage for all their subject workers.

XIV. Funds Available and Authorized

The Department certifies at the time the agreement is written that sufficient funds are available and authorized for expenditure to finance costs of this agreement within the Department's current appropriation or limitation.

AGREED:

MULTNOMAH COUNTY by and through its County Chair

  
Gladys McCoy, Chair, Multnomah County  
Board of County Commissioners

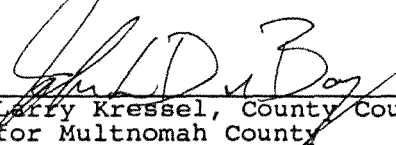
4/12/90  
Date

and its Office of Emergency Management

Penelope G. Malmquist, Director  
Multnomah County Office of  
Emergency Management

\_\_\_\_\_  
Date

APPROVED AS TO FORM:

  
Larry Kressel, County Counsel  
for Multnomah County

**RATIFIED**  
**Multnomah County Board**  
**of Commissioners**  
April 12, 1990

STATE OF OREGON, by and through its Department of Energy

Bruce Westerberg, Administrator  
Management Services Division

\_\_\_\_\_  
Date



BUDGET MODIFICATION NO. DES #14(For Clerk's Use) Meeting Date APR 12 1990Agenda No. R-101. REQUEST FOR PLACEMENT ON THE AGENDA FOR April 5, 1990  
(Date)DEPARTMENT DESDIVISION Parks ServicesCONTACT Shaun ColdwellTELEPHONE 3883\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD CieckoSUGGESTEDAGENDA TITLE (to assist in preparing a description for the printed agenda)

Reduces Professional Services and beginning working capital for the Parks Development Section by \$163,291.

(Estimated Time Needed on the Agenda)

2. DESCRIPTION OF MODIFICATION (Explain the changes this Bud Mod makes. What budget does it increase? What do the changes accomplish? Where does the money come from? What budget is reduced? Attach additional information if you need more space.)  
[ ] PERSONNEL CHANGES ARE SHOWN IN DETAIL ON THE ATTACHED SHEET

The beginning working capital for Parks Development was overstated for this fiscal year for two reasons: contract amounts carried over from 1989-90 were actually spent in that year; the amount underspent for last year was less than what was carried over. This budget modification reduces the contract line item and moves the funds to general fund contingency.

3. REVENUE IMPACT (Explain revenues being changed and the reason for the change)

4. CONTINGENCY STATUS (to be completed by Finance/Budget)

(Specify Fund) Contingency before this modification (as of \_\_\_\_\_)  
(Date)

After this modification

Originated By

Date

Charles Ciecko3/22/90

Budget Analyst

Date

Shaun Coldwell3/29/90

Department Manager

Date

Paul Yarbrough / bhw3/22/90

Personnel Analyst

Date

Board Approval

Date

DEBORAH ROYERS4/12/90



## TRANSACTION EB [ ]

GM [ ] TRANSACTION DATE\_

ACCOUNTING PERIOD

BUDGET FY\_

TOTAL EXPENDITURE CHANGE										TOTAL EXPENDITURE CHANGE									
--------------------------	--	--	--	--	--	--	--	--	--	--------------------------	--	--	--	--	--	--	--	--	--

## TRANSACTION RB [ ]

GM [ ] TRANSACTION DATE\_

ACCOUNTING PERIOD

BUDGET FY.

	//		
--	----	--	--

## TOTAL REVENUE CHANGE

TOTAL REVENUE CHANGE	100
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OFFICE MEMORANDUM . . . DEPARTMENT OF ENVIRONMENTAL SERVICES

TO: Board of County Commissioners  
Paul Yarborough

FROM: Charles Ciecko *C*

DATE: March 21, 1990

SUBJECT: Proposed Budget Modification - Parks Development

GLADYS McCOY  
MULTNOMAH COUNTY CHAIR  
1021 S.W. 4th, ROOM 134  
PORTLAND, OREGON 97204  
4/3/90

The attached Budget Modification was prepared in coordination with Shaun Coldwell, DES Budget Analyst. The intent of this modification is to bring the 89-90 Parks Development budget in line with revenue.

The 89-90 budget was overstated for two reasons:

- a) Contract carry-overs were actually spent in the previous fiscal year.
- b) Unexpended portion of the Parks operation/maintenance budget were less than originally projected.

This proposal affects neither revenues or the contingency fund. Please call if you have questions. Thank you.

CC:tlj

3109p



#7

Date 4/12

NAME

Larry Espey

ADDRESS

5440 SW Westgate

Street

Portland

City

Zip

I wish to speak on Agenda Item #

R-11

Subject

✓ FOR

\_\_\_\_ AGAINST

Beggs Tree Marsh



#2

Date 4-11-90

NAME

Mel Hure

ADDRESS

Metro

Street

2000 SW 1st

Pod 97201

City

Zip

I wish to speak on Agenda Item #

Subject

R-11

Bessans  
TRUCK  
March

✓ FOR

AGAINST

PLEASE WRITE LEGIBLY!



#3

Date 4/12

NAME

Sanford R. Wilbur

ADDRESS

U.S. Fish and Wildlife Service  
1002 N.E. Holladay

Street

Portland

City

OR97232

Zip

I wish to speak on Agenda Item #

R-11

Subject

Oregon's Tule MarshX FOR

\_\_\_\_ AGAINST



EXHIBIT A

Meeting Date APR 12 1990

Agenda No.: R-11

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: Resolution regarding Beggar's Tick Marsh

BCC Informal

(date)

BCC Formal

<sup>12</sup>  
April 12, 1990

(date)

DEPARTMENT Environmental Services

DIVISION Parks Services

CONTACT Charles Ciecko

TELEPHONE 5050

PERSON(S) MAKING PRESENTATION Charles Ciecko

*4/16/90 copies to Charlie Ciecko & Paul YARBOROUGH*

ACTION REQUESTED:

/ INFORMATIONAL ONLY

/ POLICY DIRECTION

/X/ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 10 - 15 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: YES

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

Resolution in the matter of dedicating Beggar's Tick Marsh as Multnomah County's first wildlife refuge to be managed by the Parks Services Division. (See attached memo for additional details.)

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER

(All accompanying documents must have required signatures)

1990 APR - 1 AM 10:02  
MULTNOMAH COUNTY  
OREGON





OFFICE MEMORANDUM . . . DEPARTMENT OF ENVIRONMENTAL SERVICES

TO: Board of County Commissioners  
Paul Yarborough  
Larry Nicholas

FROM: Charles Ciecko C.

DATE: March 23, 1990

SUBJECT: Resolution Regarding Beggars Tick Marsh

Please find attached, a proposed resolution regarding the designation of Beggar's Tick Marsh as the County's first official Wildlife Refuge. At their March 15, 1990, meeting, the Parks Advisory Committee voted unanimously to support this proposal.

BACKGROUND

Multnomah County purchased 12 properties, totaling 20 acres in the 1960's for their floodwater holding capabilities. A proposed flood control master plan included a flood detention basin for this SE 111th Avenue and Foster Road location. However, the flood control district was never formed and the basin was never constructed. These properties are the natural catch basin for springs and runoff from the surrounding area.

During the 1980's the County Engineering Department prepared and began implementing a plan which would have bisected this property with a new road and filled the northern portion of the site for eventual industrial development. Concurrently, the site was being filled from adjacent industrial sites.

The filling of the site ended in 1983 upon notice from the Army Corps of Engineers and the Oregon Department of Fish and Wildlife that the area possessed unique wetland and wildlife habitat values.

The plans for road construction and industrial development were permanently dropped in 1987 when the Multnomah County Planning Commission approved a DES request to designate the site as open space, add a Significant Environmental Concern Overlay, and down zone to Urban Low Density Residential.

Shortly thereafter, an outline for the development of a management plan was prepared. However, to date no plan has been developed due to a lack of adequate funds. One critical element of the plan will be to study the hydrology of the site so long-range management strategies can be formulated to protect both water quality and quantity.



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

In the Matter of Designating County Property )  
known as: Lots 3, 4, 5, 6, & 7, Block 2, Garbade; )  
Tax Lot '6' of Lots 1 & 2, Garbade; Blocks 57, )  
58, & 65 Mentone Addition; Tax Lots '19 & '14' )  
Block 66 Mentone; Tax Lot '297,' Section 15, )  
1S-2E, all on 1987 Assessor's map, as a County )  
Wildlife Refuge and assigning responsibility to )  
the County Parks Services Division for planning, )  
development, and administration of the proposed )  
Wildlife Refuge. )

RESOLUTION

90-53

WHEREAS, Multnomah County owns 19.72 acres of real property between SE 109th and SE 111th Avenues and between SE Reedway Street and the railroad, more commonly known as Beggar's Tick Marsh; and

WHEREAS, the property was originally acquired by the county to assist in the storm water retention program for Johnson Creek; and

WHEREAS, this area is now recognized as a significant wetland area providing important habitat for a variety of native flora and fauna; and

WHEREAS, Beggar's Tick Marsh is strategically located adjacent to the 40-Mile Loop Trail; and

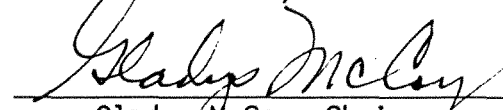
WHEREAS, it is the county's mission to protect and preserve natural resources; and

WHEREAS, protection, management, planning, and development of this resource can best occur through the Multnomah County Parks Services Division;

BE IT RESOLVED that Beggar's Tick Marsh, due to its outstanding biological qualities and wildlife habitat values, is dedicated as Multnomah County's first Wildlife Refuge and a component of the Metropolitan Wildlife Refuge System to be managed by the Parks Services Division and subject to the same county ordinances which regulate county park sites.



BOARD OF COUNTY COMMISSIONERS  
MULTNOMAH COUNTY, OREGON

  
Gladys McCoy, Chair

LAURENCE B. KRESSEL, County Counsel  
for Multnomah County, Oregon

By   
Assistant County Counsel

(SEAL)

3030p

3/15/90



March 23, 1990  
Page 2

Beggar's Tick has been largely undisturbed for many years allowing it to revert to native fauna and flora. A naturalist survey identified four distinct communities, having a broad diversity of plants and animals. These communities include:

1. Willow Swamp
2. Cattail - Smartweed Swamp
3. Shrub - Scrub March
4. Upland - Old Field and Fill

From late fall through early spring the area becomes a large shallow lake offering ideal habitat and food source for migrating and wintering waterfowl. The lake usually subsides during late spring and summer and remains a marsh/swamp/pond habitat until fall.

The site has been identified by the Audubon Society of Portland as a valuable natural resource and habitat area in the Portland urban area. An article from "The Urban Naturalist" is attached which provides additional information on Beggar's Tick March.

#### Implications of Resolution Adoption

- a. Management responsibilities will be shifted to the Parks Division.
- b. As a dedicated Park site, Beggar's Tick will become subject to Park Ordinances, rules and regulations.
- c. As a dedicated Park site, Beggar's Tick will become a potential project area for the Parks Development Program. Funds from the program could be used for management plan development, site rehabilitation efforts, public access and education projects.
- d. Dedicating Beggar's tick as Metropolitan Wildlife Refuge will add momentum to the Metropolitan Wildlife Refuge Project which is currently being developed by Mike Houck of the Portland Audubon Society.
- e. Designation as a County Wildlife Refuge will help enhance neighborhood appreciation of the area's value and hopefully reduce inappropriate uses which have included firearms and off-road vehicles.



March 23, 1990

Page 3

f. Dedication of this site as a Wildlife Refuge is consistent with the County's mission which includes the protection and preservation of natural resources.

g. Retention of the site will probably result in a financial liability for the County in the form of a sewer assessment despite the likelihood that the County property will never benefit directly from sewer installation.

Parks Services staff believe the positive implications of approval outweigh the negative aspect of a sewer assessment which would accrue to the County in any event unless the site could be sold or transferred to a different governmental entity.

Please feel free to contact me at 248-5050 with any questions of concerns. Thanks you.

Enclosure





# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
TRANSPORTATION DIVISION  
1620 S.E. 190TH AVENUE  
PORTLAND, OREGON 97233  
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

## M E M O R A N D U M

TO: Board of County Commissioners  
Paul Yarborough

FROM: Larry F. Nicholas *LFN*

DATE: March 27, 1990

SUBJECT: Beggar's Tick Marsh Resolution

The subject property will never be used by the County for its original intended purpose of flood control.

The proposal to designate the site as a Wildlife Refuge has the enthusiastic support of the Transportation Division.

LFN:vw



# Beggar's Tick Marsh

by **Ralph Rogers**

Map and illustrations by  
Laurie Causgrove & Mike Houck

**T**his southeast Portland wetland is a recent addition to Portland Audubon Society's urban wildlife habitat inventory. It was recently "rediscovered" during an Audubon/Portland Park Bureau natural history bicycle tour, a "Ride On The Wild Side" program.

The marsh and its associated wildlife are not easily viewed from any of the surrounding roads, and the isolation afforded by adjacent industrial development and dense woody vegetation has buffered it from excessive human disturbance. The unattractive south fill and significant annual flooding (up to five feet in some areas) have made this area relatively inaccessible to the public. However, once one ventures beyond the fill and enters the heart of the wetland, its plant and animal diversity is overwhelming. This diversity is amazing given its proximity to residential and industrial development and historic lack of habitat management efforts.

Twenty acres of the wetland is owned by Multnomah County, purchased around 1968 to serve as a storage basin for local water runoff. Prior to county ownership the site was farmed, with blueberries being one of the major cash crops. A more recent use has been horse grazing near the north boundary.

In late fall, winter and early spring the marsh is essentially a large, shallow lake offering ideal habitat for a variety of migratory and wintering waterfowl. Species seen to date include: Mallard, American Wigeon, Northern Pintail, Green-winged Teal, Northern Shoveler and Bufflehead. The surrounding willow and black hawthorn thickets harbor wintering passerines such as the Song Sparrow, Black-capped Chickadee, Rufous-sided Towhee, Common Bushtit, American Robin, Cedar Waxwing and Pine Siskin.

The lake usually drains by late spring and remains a marsh/swamp/

pond complex of habitats until early fall. This habitat mosaic offers excellent opportunities for observation of animal and plant communities and their interrelationships. Vegetative screening permits observation of the Great Blue Heron, Green-backed Heron and Belted Kingfisher as they feed. Barn and Violet-green Swallows are abundant and active over much of the area, due to the large and diverse insect population. For example, at least six species of dragon-flies and three different damselflies live in the marsh. A Sharp-shinned Hawk has consistently been observed hunting in the area. This fast-flying accipiter is attracted by the many smaller birds.

## Habitat Descriptions (See Map)

### 1. Fill Area

The trail off SE 111th first crosses over hummocky fill material which supports an upland, old field community including wild carrot, bull thistle, Canada thistle, sweet fennel, chicory, everlasting pea, fireweed, teasel, bindweed, bedstraw, buttercups, white clover, red clover, Klamath weed, curly dock, Himalayan blackberry, evergreen blackberry, vetch, and scotch broom. This upland field habitat is frequented by numerous American Goldfinches and Housefinches. The shrubs and trees surrounding the open area provide habitat for Rufous Hummingbirds, Cedar Waxwings, numerous warblers (Yellow, Nashville, Black-throated Gray, Yellow-rumped, Orange-crowned) and sparrows. The tree species include black cottonwood, black locust and willows. A single clump of giant knotweed occurs next to the trail where it turns north and descends into the wetland.

### 2. Shrub-Scrub Marsh

Heading north and finally entering the wetland, the first habitat type is a shrub-scrub marsh dominated by leafy beggar's tick, Douglas' spirea and scattered clumps of willow. Also found in this habitat zone are reed

canarygrass, soft rush, creeping bent grass and pale jewelweed (*Impatiens*).

### 3. Cattail-Smartweed Marsh

Farther north lies an extensive emergent marsh vegetated predominantly with smartweed (*Polygonum* spp.) interspersed with dense growths of broadleaf cattail. In late summer the smartweed blossoms are visited by tens of thousands of honeybees and bumblebees, and the cattail areas support nesting Marsh Wrens, Red-winged Blackbirds and Rails.

Islands of willow, spirea and bitter-sweet nightshade scattered through the southern part of this habitat provide refuge for Song Sparrows, Common Yellowthroats and Rufous-sided Towhees. Scattered small ponds of little duckweed and duckweed fern (*Azola*) provide resting and feeding areas for summer waterfowl and waders.

### 4. Willow Swamps

To the east and west of the open marsh are willow swamps interspersed with open areas of smartweed and creeping buttercup. Here the Ring-necked Pheasant is often found feeding or resting.

## How To Get There:

**By Car:** Traveling east on SE Foster Road, turn left onto SE 111th (just past Foster Auto Parts). There is a traffic light and left-hand turn lane. Proceed just past the railroad tracks and park on the right hand side of the road. On the left-hand (west) side of 111th a trail winds over the fill area and into the marsh.

**By Bus:** Tri-Met lines #26 Holgate, #14 Hawthorne, or #19 Woodstock.

**By Bicycle:** See Summer 1983 *Urban Naturalist* for map.

*Ralph Rogers is a wildlife and wetlands specialist for The U.S. Army Corps of Engineers.*



SE Harold Street

Reedway St.

Martins St.

Portland Traction

SE Foster Road

SE 111th

SE 111th

Trail Entrance

Fill Area

Shrub-Scrub Marsh

Cattail-Smartweed Marsh

Willow Swamps

98

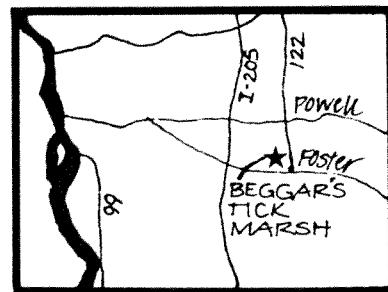
1-205





122

POWELL

★ FOSTER BEGGAR'S TICK MARSH

SE 117th



 Fill Area  
 Shrub-Scrub Marsh  
 Cattail-Smartweed Marsh  
 Willow Swamps

## Trail Entrance





# United States Department of the Interior

## FISH AND WILDLIFE SERVICE

1002 N.E. HOLLADAY STREET  
PORTLAND, OREGON 97232-4181

### STATEMENT SUPPORTING DESIGNATING BEGGAR'S TICK MARSH AS MULTNOMAH COUNTY'S FIRST WILDLIFE REFUGE

Presented at Multnomah County Public Hearing  
April 12, 1990

I am Sanford R. Wilbur, Associate Manager for National Wildlife Refuges in the States of Oregon, Washington, and Idaho. I am here representing the U.S. Fish and Wildlife Service, whose Western Regional office is here in Portland, Oregon.

The Fish and Wildlife Service strongly supports designation of Beggar's Tick Marsh as Multnomah County's first wildlife refuge. We also strongly support the concept of a Metropolitan Wildlife Refuge System, encompassing a variety of areas and wildlife habitats in the Portland-Vancouver metropolitan area. Much has been said recently of the need to preserve wildlife and natural area diversity, and government at several levels has rallied behind a concept of "no net loss" of wetland habitats in the United States. There is also a great need for preservation of natural habitats to be used by the public for education and general enjoyment. The Metropolitan Wildlife Refuge System plan addresses all three of these needs, and at a citizen action/local governmental level not yet well represented in the overall effort. No agency or organization can do the job on its own. By taking this action, Multnomah County will be setting an excellent example for others to follow.

Thank you for the opportunity to comment.



EXHIBIT A

Meeting Date APR 12 1990

Agenda No.: R-12

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: Resolution Regarding Earth Day 1990

BCC Informal \_\_\_\_\_ BCC Formal April 12, 1990  
(date) (date)

DEPARTMENT Environmental Services DIVISION Parks Services

CONTACT Charles Ciecko TELEPHONE 5050

PERSON(S) MAKING PRESENTATION Charles Ciecko

4/10/90 Copies to Charles Ciecko & Paul YARBOROUGH

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☒ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 5 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: \_\_\_\_\_

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

Resolution in the matter of designating Sunday, April 22, 1990, as Earth Day 1990.

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL \_\_\_\_\_

Or

DEPARTMENT MANAGER cc. 

(All accompanying documents must have required signatures)

1990 APR -9 AM 10:04  
CLERK OF COUNTY  
OREGON





## MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
PARKS SERVICES DIVISION  
1620 S.E. 190TH AVE.  
PORTLAND, OREGON 97233  
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS  
GLADYS MCCOY • CHAIR OF THE BOARD  
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER  
GRETCHEN KAFOURY • DISTRICT 2 COMMISSIONER  
RICK BAUMAN • DISTRICT 3 COMMISSIONER  
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

### M E M O R A N D U M

TO: Paul Yarborough, Board of County Commissioner's  
FROM: Charles Ciecko *CC*  
DATE: March 27, 1990  
SUBJECT: Proposed "Earth Day" Resolution

Many of you probably remember the first Earth Day twenty years ago. It was the largest demonstration in history and its impact was far reaching, including the passage of the federal Clean Air Act and the founding of the Environmental Protection Agency. But none of us can ignore the environmental degradations of the last few years -- the wreck of the Exxon Valdez, global warming, the destruction of forests -- the list could go on and on.

For over a year, the impetus for Earth Day 1990 has been building. A national campaign directed by Dennis Hayes is headquartered in Palo Alto, California. Since September of 1989, a Portland office with a small staff has been coordinating Earth Day activities in Oregon. Some of the activities underway in 19 Oregon towns include public school curricula, environmental audits of workplaces and universities, a campaign to get 100,000 Oregonians to sign the Green Pledge, and city governments' endorsements of Earth Day. All 50 states will participate in Earth Day, as will over 100 different countries. The potential is there to top the record set in 1970, and the Department of Environmental Services hopes to add to the momentum.

Both the Transportation Division and the Parks Division have scheduled events for the week preceding Earth Day 1990. Information relating to these activities is attached for your review.

As a preface to County sponsored Earth Day 1990 activities and events, I have prepared a resolution for your consideration which hopefully represents Multnomah County's formal commitment to the protection, preservation and enhancement of our natural environment.

We have requested that this resolution appear on your agenda on April 12, 1990 - one week prior to Earth Week.

Please feel free to contact me if you have any questions or concerns regarding the resolution or the activities and events. Thank you.

CC:tlj

For Fire, Police, or Ambulance: Dial 911 in Portland and Multnomah County.  
3126p

AN EQUAL OPORTUNITY EMPLOYER



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

In the Matter of Designating and Proclaiming     )  
Sunday, April 22, 1990, as Earth Day 1990     )  
and Launching the "Decade of the Environment."     )  
RESOLUTION  
90-54

WHEREAS, almost twenty years ago, more than twenty million Americans joined together on Earth Day in a demonstration of concern for the environment, and their collective action resulted in the passage of sweeping new laws to protect our air, water, and land; and

WHEREAS, in the nineteen years since the first Earth Day, despite environmental improvements, the environmental health of the planet is increasingly endangered, threatened by Global Climate Change, Ozone Depletion, Growing World Population, Tropical Deforestation, Ocean Pollution, Toxic Wastes, Desertification, and Nuclear Waste requiring action by all sectors of society; and

WHEREAS, Earth Day 1990 is a national and international call to action for all citizens to join in a global effort to save the planet; and

WHEREAS, Multnomah County has supported state and federal legislation which has contributed to the development of programs to protect certain elements of the environment; and

WHEREAS, Multnomah County has environmental responsibilities which include land use planning, management of transportation systems, protection of fish, wildlife and recreation resources and the preservation of natural areas and parks; and

WHEREAS, citizens and business leaders are now recognizing environmental protection and resource conservation as essential prerequisites to sustainable development, and

WHEREAS, Earth Day 1990 activities and events will educate all citizens on our place in nature and the importance of acting in an environmentally sensitive fashion by recycling, conserving energy and water, using efficient transportation, and adopting more ecologically sound lifestyles; and

WHEREAS, Earth Day 1990 activities and events will educate all citizens on the importance of buying and using only those products least harmful to the environment; and

WHEREAS, Earth Day 1990 activities and events will educate all citizens on the importance of doing business only with those companies that are environmentally sensitive and responsible; and



WHEREAS, Earth Day 1990 activities and events will educate all citizens on the importance of supporting the passage of legislation that will protect the environment;

NOW, THEREFORE BE IT RESOLVED, that the Board of County Commissioners for Multnomah County designate and proclaim April 22, 1990, as Earth Day 1990 and that that day shall be set aside for public activities promoting preservation of the global environment and launching the "Decade of the Environment."

April 12, 1990

BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

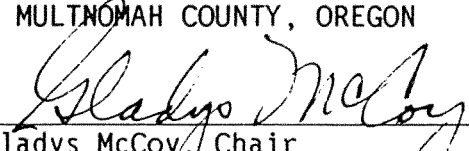
REVIEWED:

LAURENCE KRESSEL, County Counsel  
for Multnomah County, Oregon

By

  
Assistant County Counsel

By

  
Gladys McCoy, Chair  
Board of County Commissioners

3104p





BECAUSE . . . Our planet today faces severe environmental crises such as global warming, rain forest devastation, growing world population, and water and air pollution . . .



BECAUSE . . . The planet's future depends on the commitment of every nation, as well as every individual . . .

**I PLEDGE TO DO MY SHARE IN SAVING THE PLANET  
BY LETTING MY CONCERN FOR THE ENVIRONMENT SHAPE HOW I:**

**ACT:** I pledge to do my utmost to recycle, conserve energy, save water, use efficient transportation, and try to adopt a lifestyle as if every day were Earth Day.

**PURCHASE:** I pledge to buy and use those products least harmful to the environment. Moreover, I will do business with corporations that promote global environmental responsibility.

**VOTE:** I pledge to vote and support those candidates who demonstrate an abiding concern for the environment.

**SUPPORT:** I pledge to support the passage of local, state and federal laws and international treaties that protect the environment.

**Earth Day 1990 - Sunday, April 22**

**For ideas on how to put the above pledge into effect, read the reverse side.**

**Don't miss your chance to join us in launching the Decade of the Environment.  
Take the Green Pledge now!**

Signature \_\_\_\_\_

Name (please print) \_\_\_\_\_

Street \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

Zip \_\_\_\_\_

Phone \_\_\_\_\_



## EARTH DAY 1990 OREGON: WORKING TOGETHER FOR A SUSTAINABLE FUTURE

IN Oregon's schools, colleges, media, businesses and governments

WITH home, campus, and business environmental surveys; eco-fairs, parades, tree plantings, clean-ups, and education campaigns.

### VOLUNTEER, DONATE, CLEAN UP, ORGANIZE FOR EARTH DAY TODAY!

Earth Day 1990, Oregon

2525 S.W. First, Suite 140, Portland, OR 97201 (503) 228-1134

#### RECYCLING

- Recycle aluminum, glass, newspaper, cardboard, white paper, colored paper.
- Buy products in recyclable containers.
- Avoid plastics.
- Use cloth diapers rather than disposables.
- Use rags instead of paper towels.
- Use a coffee mug instead of disposable cups.
- Use both sides of paper sheets.
- Recycle used motor oil.
- Compost food wastes and yard debris.
- Mend and repair rather than discard and replace.
- Buy packaged goods in bulk.
- Buy used goods (junk yards, thrift stores, garage sales.)
- Take your grocery bags back to the store for reuse.

#### TRANSPORTATION

- Use public transportation, carpool, bike or walk.
- Drive a fuel efficient car.
- Keep your car well tuned.
- Live close to your place of work.
- Call ahead before you shop and consolidate your errands.

#### TREES

- Plant trees in your community.
- Put fruit and nut trees in your backyard.
- Don't buy products made from tropical hardwoods.
- Buy a living Christmas tree.

#### HOME ENERGY USE

- Insulate, caulk and weatherstrip your home.
- Install floors with carpeting.
- Install double-paned windows.
- Wear a sweater rather than turn up the thermostat.
- Install a solar water heater.
- Insulate your water heater and storage tank.
- Keep your water heater at 120°.
- Use energy efficient appliances.
- Use fluorescent in place of incandescent light bulbs.
- Turn off lights and appliances when not in use.
- Plant trees to shade your house in the summer.
- Hang your clothes in the sun to dry.
- Keep lint screen and outside exhaust on dryer clean.

#### WATER CONSERVATION

- Install a water-saving shower head.
- Take showers rather than baths.
- Install a space-occupier in your toilet.
- Install sink aerators.
- Turn off the water between rinses when shaving and brushing teeth.
- Use a broom rather than a hose to wash walkways.
- Don't let the hose run when you wash your car.
- Wash your car with a bucket of soapy water.
- Water plants and lawn in the morning to minimize evaporation.
- Install a drip-irrigation watering system.
- Plant drought tolerant plants.

#### PESTICIDES/EATING HABITS

- Eat lower on the food chain.
- Buy organic foods to discourage pesticide use.
- Grow your own using alternatives to pesticides.
- Buy foods without additives and preservatives.
- Avoid highly processed foods.
- Support food co-ops and farmers markets.
- Buy foods grown or produced locally.
- Be creative with leftover food.

#### HAZARDOUS PRODUCTS

- Use biodegradable soaps and detergents.
- Use alternatives to toxic household hazardous wastes properly.
- Use rechargeable batteries.
- Purchase appliances with alternatives to ozone-damaging chlorofluorocarbons.
- Think about purchasing a car without air conditioning to avoid using CFC's.
- Purchase a halon-free fire extinguisher.

#### ACTIVISM

- Educate yourself and others on environmental issues.
- Purchase from environmentally responsible businesses.
- Support small, local businesses.
- Know the voting record of your elected officials.
- Write letters to your representatives supporting environmental action.

I AM INTERESTED IN:

VOLUNTEERING

☐

RECEIVING THE EARTH DAY OREGON NEWSLETTER

☐

MAKING A TAX-DEDUCTIBLE CONTRIBUTION

☐

(Please specify the amount) \_\_\_\_\_

PLEASE RETURN THIS FORM TO 2525 S.W. FIRST, SUITE 140, PORTLAND, OR 97201



Join us for these family activities on  
**SATURDAY, APRIL 21st**



## **BLUE LAKE PARK:**

### **\* Kids Fishing Clinic - 9 to 10:30am**

*Fishing is a great way to get children interested in our natural environment. Representatives of Oregon Bass & Pan Fish Club will discuss the basics about fish habitat and fishing techniques.*

### **\* Wetland Walk - 2 to 3:30pm**

*What's so special about these areas we used to call "swamps" anyway? Join Biologist Byron Ball and find out.*

## **OXBOW PARK:**

### **\* Sandy River Ramble - 11am to 12:30pm**

*Enjoy a one-half mile guided hike along the Sandy River exploring flora, fauna and watershed issues.*

### **\* Ancient Forest Hike - 2 to 3:30pm**

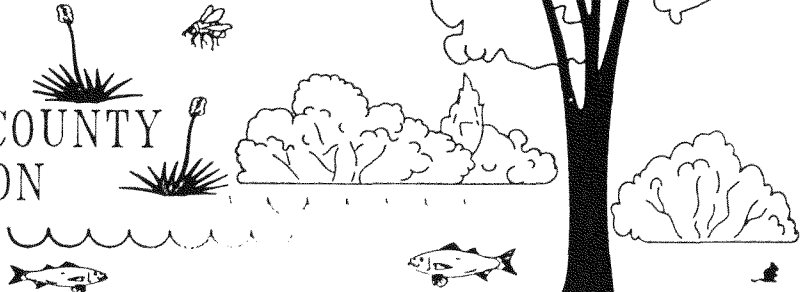
*Take a stroll among these magnificent conifers and explore the unique components of this ecosystem with Park Naturalist Deb Scrivens.*

*The first 500 families at both parks will receive a conifer tree seedling donated by the U.S. Forest Service in cooperation with the Mt. Hood Mental Health Clinic. Gate admission is \$1 per car. (Please leave your pets at home.) For more information call:*

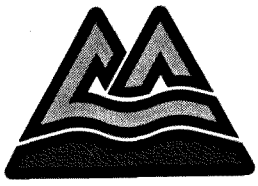


**MULTNOMAH COUNTY  
PARKS DIVISION**

**248-5050**







MULTNOMAH COUNTY OREGON

NEWS

CONTACT: Anndy Wiselogle, 248-5050

PHOTO, VIDEO, AUDIO OPPORTUNITY:  
March 27, 1990

YES

FOR IMMEDIATE RELEASE

### **BICYCLE COMMUTERS TO CELEBRATE EARTH DAY 1990**

Come join in the celebration of EARTH DAY 1990, as you "BIKE TO WORK" on Thursday, April 19, 1990. Even if you've never commuted by bicycle, here's a chance to try it with a group. Escorted rides will leave from five Portland area parks at 7:30 a.m. en route to a gala continental breakfast for cyclists at Pioneer Courthouse Square.

Mayor Bud Clark will pedal in the lead of a group leaving from Wallace Park, NW 25th & Raleigh, in Northwest Portland. Other rides also start at 7:30 a.m. from Grant Park (NE 33rd & Tillamook), Laurelhurst Park (SE 37th & Oak), Powell Park (SE 26th & Powell), and Himes Park (SW Terwilliger & Nebraska). Or you can join in along the way.

The theme of this year's annual "BIKE TO WORK" day is "CLEAN MOTION" as cyclists join in to do their bit to help the environment. Leave your car at home that day as you experience the fun and companionship of bicycle commuting. Help celebrate EARTH DAY 1990 in a tangible way by showing your concern for auto pollution. Bicycle commuting is pollution-free while using renewable energy resources.

As well as free coffee, juice, bagels and other breakfast goodies, all riders will receive a water bottle and a chance to enter a drawing to win a Cannondale bicycle and other bicycle-related prizes.

For further information on "BIKE TO WORK" day, contact Anndy Wiselogle of the Multnomah County Transportation Division, 248-5050.

# # #

7290V



#1

Date 4/12/90

NAME

Jon Cramblett

ADDRESS

1020 S.E. 36th

Street

Toutdale

City

97060

Zip

I wish to speak on Agenda Item #

R-13

Subject <sup>Proposed</sup>

Columbia park in troutdale

       FOR

       AGAINST

PLEASE WRITE LEGIBLY!



#2

Date 4-12-90

NAME

Rael Thalhafer

ADDRESS

920 S.W. Cherry Park Rd.

Street

Troutdale, OR 97060

City

Zip

I wish to speak on Agenda Item #

R13

Subject

X

FOR

\_\_\_\_\_

AGAINST

PLEASE WRITE LEGIBLY!



#3 Troutdale Attorney

Date 4-12-90

NAME SIM DENNING

ADDRESS 21440 SE Stark

Street

GRESHAM

City

97030

Zip

I wish to speak on Agenda Item # R-13

Subject Edgefield Manor

X FOR

AGAINST

PLEASE WRITE LEGIBLY!



#5

Date Ap 12

NAME

Bob Post

ADDRESS

Tri-Met

Street

Portland

City

Zip

I wish to speak on Agenda Item #

R-13

Subject

Edgelyield

       FOR

~~X~~

AGAINST

PLEASE WRITE LEGIBLY!



#6

Date

4/17/90

NAME

Greg Oldham

ADDRESS

4949 SW Fairhaven Dr.

Street

Portland

City

OR

97221

Zip

I wish to speak on Agenda Item #

R-13

Subject

Edgefield Property

FOR

☒

AGAINST

Sale



#9

NAME

Date

4-12-90

ADDRESS

Street

City

Zip

I wish to speak on Agenda Item #  
Subject

R-13

FOR

☒ AGAINST

PLEASE WRITE LEGIBLY!



#10

Price Development

Date 4-12-90

NAME

LEN WAGNER

ADDRESS

33137 Wickstrom Rd

Street

Scappoose Ore

City

Zip

I wish to speak on Agenda Item #

R-13

Subject

       FOR

X AGAINST

PLEASE WRITE LEGIBLY!



#8

Date

4/12

NAME

Sam Cox

ADDRESS

City of Troutdale

Street

City

Zip

I wish to speak on Agenda Item #

R-13

Subject

FOR

☒ AGAINST

PLEASE WRITE LEGIBLY!



#7  
NAME

Pam Christian

Date

4/12

ADDRESS

City of Troutdale

Street

City

Zip

I wish to speak on Agenda Item #

R-13

Subject

FOR

☒ AGAINST

PLEASE WRITE LEGIBLY!



#4 (spoke  
lost)

TRIMET

APRIL

Date 12

NAME

ROBERT MALONEY

ADDRESS

520 SW YAMHILL

Street

PORTLAND

City

OR

Zip

I wish to speak on Agenda Item #

R-13

Subject

EDGEFIELD

       FOR

X

AGAINST



TRIMET

NAME

Bob MACONEY

Date \_\_\_\_\_

ADDRESS

520 SW YAMHILL ST

Street

City

Zip

I wish to speak on Agenda Item # R-13

Subject EDGEFIELD

\_\_\_\_ FOR X AGAINST

PLEASE WRITE LEGIBLY!



Meeting Date: April 5, 1990

Agenda No.: R-3

(Above space for Clerk's Office Use)

APR 12 1990

R-13

AGENDA PLACEMENT FORM  
(For Non-Budgetary Items)

SUBJECT: Edgefield Sale

BCC Informal \_\_\_\_\_  
(date)

BCC Formal April 5, 1990  
(date)

DEPARTMENT Environmental Services

DIVISION Facilities & Property Management

CONTACT F. Wayne George

TELEPHONE 248-3322

PERSON(S) MAKING PRESENTATION F. Wayne George, Herb Wilson, Paul Yarborough,  
& County Counsel

4/12/90 COPIES OF Resolution to Judy Boyer, Wayne George, Herb Wilson,  
John DuBay, Paul Yarborough

ACTION REQUESTED:

\* COPIES of Resolution  
to BCC STAFF 4/12/90

☐ INFORMATIONAL ONLY

☐ POLICY DIRECTION

☒ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 30 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: \_\_\_\_\_

BRIEF SUMMARY (include statement of rationale for action requested,  
as well as personnel and fiscal/budgetary impacts, if applicable):

~~Consideration of a resolution to set a hearing to consider the sale of Edgefield Property  
and adoption of a formalized bidding process.~~

REVISED:

Resolution in the Matter of Setting a time to consider offers to Purchase Edgefield  
Property, establishing minimum conditions of sale and procedures for submitting  
offers.

(Revised by County Counsel, John DuBay)

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER

(All accompanying documents must have required signatures)



**SPEARS, LUBERSKY,  
BLEDSOE, ANDERSON, YOUNG & HILLIARD**

ATTORNEYS AT LAW

HERBERT H. ANDERSON  
NELSON D. ATKIN II  
CRAIG D. BACHMAN  
PAULA A. BARRAN\*  
JAMES E. BARTELS  
JEFFREY M. BATCHELOR  
WILLIAM A. BIRDWELL\*\*  
JOHN P. BLEDSOE  
C. AKIN BLITZ  
TRISH M. BROWN\*  
JAMES H. CLARKE  
JOHN B. CROWELL, JR.  
JOHN H. DORAN  
JOHN H. DURKHEIMER  
THEODORE C. FALK  
MARVIN D. FJORDBECK  
BERT K. FUKUMOTO  
JOHN W. GOULD\*  
BRUCE C. HAMLIN  
TIMOTHY R. HARMON  
EDWIN A. HARNDEN  
JAMES L. HILLER  
WAYNE HILLIARD  
DANNY L. HITT, JR.  
MICHAEL G. HOLMES  
DAVID G. HOSENPUF  
RICHARD C. HUNT\*\*

LAURENCE F. JANSSEN  
GEORGE L. KIRKLIN  
RICHARD F. LIEBMAN  
MICHAEL J. LILLY  
STANLEY R. LOEB\*  
WILLIAM F. LUBERSKY\*  
ROBERT E. MALONEY, JR.\*  
SCOTT P. MONFIS  
FRANK M. PARISI  
ROBIN B. PARISI  
MILO PETRANOVICH‡  
CHARLES J. PRUITT\*  
DONALD H. PYLE  
LAWRENCE P. RIFF\*\*  
HELEN RIVES-HENDRICKS\*  
LEWIS K. SCOTT  
VIVIAN RAITS SOLOMON\*  
THOMAS W. SONDAG  
FRANK H. SPEARS  
LEIGH D. STEPHENSON  
JOHN C. STEVASON  
RICHARD N. VAN CLEAVE  
RICHARD H. WILLIAMS  
O. MEREDITH WILSON, JR.\*  
JEFFREY C. WOLFSTONE  
OGLESBY H. YOUNG

520 S.W. YAMHILL STREET, SUITE 800  
PORTLAND, OREGON 97204-1383  
TELEPHONE (503) 226-6151

FACSIMILE: (503) 224-0388  
TELEX: 269029-SPRS-UR

RICHARD H. BERMAN  
LAWRENCE B. BURKE  
BOYD P. BURNETT  
SCOTT T. CLIFF  
JEAN M. DE FOND  
ROBERT C. DOUGHERTY  
SCOTT J. FORTMANN  
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J. W. "MIKE" HELLER\*  
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IAN K. WHITLOCK  
JAMES D. WILKERSON  
STEVEN A. WOLF

OF COUNSEL  
GEORGE B. CAMPBELL  
GEORGE L. WAGNER

April 4, 1990

\* MEMBER OREGON AND WASHINGTON STATE BARS  
\*\* ADMITTED UNITED STATES  
PATENT AND TRADEMARK OFFICE  
‡ MEMBER OREGON AND CALIFORNIA BARS

Gladys McCoy, Chairperson  
Multnomah County Board  
of Commissioners  
1021 SW Fourth  
Portland, OR 97204

Re: Proposed sale of approximately  
300 acres Edgefield property

Dear Chairperson McCoy:

Our office represents Tri-County Metropolitan Transportation District of Oregon (Tri-Met), in connection with the above matter. The purpose of this letter and attached materials, is to explain Tri-Met's strong opposition to a precipitous sale of the above Troutdale property to Price Development, or any other party that could develop the property for a regional shopping center. Such sale and use would be inconsistent with Multnomah County's own ordinances and comprehensive plan and it would be contrary to the long history of cooperation between Tri-Met and the County on transportation and land use policies. Any County action which facilitates the development of a regional shopping center at the Edgefield site would be extremely harmful to Tri-Met's planned joint venture with Winmar Company to build a regional shopping center in Gresham.

The market in East Multnomah County will not support more than one regional shopping center. Extensive work and analysis by the City of Gresham, and the involved parties, have

CALIFORNIA OFFICE

1541 OCEAN AVENUE, SUITE 200  
SANTA MONICA, CALIFORNIA 90401  
TELEPHONE (213) 451-9575  
FACSIMILE (213) 393-6378

WASHINGTON OFFICE

1220 MAIN STREET, SUITE 355  
VANCOUVER, WASHINGTON 98660  
TELEPHONE (206) 693-4100  
FACSIMILE (206) 694-5350



Gladys McCoy, Chairperson  
April 4, 1990  
Page 2

already resulted in a designation of the Gresham site for a regional shopping center.

The regional shopping center proposed by Winmar at Gresham is a critical part of "Break Even," an innovative project, designed to make Tri-Met's light rail (MAX), financially self-sustaining. Following almost two years of study and discussions, Tri-Met now expects final approval of a federal grant of \$14.7 million for Project Break Even within the next 30-60 days. As you can see from the attachments to this letter, this project has the support and commitment of Senator Mark O. Hatfield, and Congressman Les AuCoin.

This project has received national attention from cities and legislators, because it will result in Tri-Met being the only self-supporting light-rail line in the country. This, of course, will benefit the people of Multnomah County, because it will permit the light-rail system to pay for its own operating costs, instead of relying upon subsidies from local government and businesses, and citizens of our community.

Senator Hatfield described the project as follows:

"We've put the down payment on a proposal which will reap benefits for the private sector and the taxpayers. Project Break-Even will make MAX not only the first light-rail system to be fully integrated into a retail development, but will also make it the first light-rail system to pay for itself instead of relying upon government subsidies. Tri-Met will be a mass transportation model for the nation," Senator Hatfield commented.

Representative William Lehman, D-FL., Chairman of the Appropriation Committee's Transportation Sub-Committee, has said of this project:

"It is so simple, you wonder why it hasn't been done before."

Portland City Commissioner, Earl Blumenauer, who is working with the Urban Mass Transportation Administration to study public-private partnerships for transit, commented:

"I think the concept that it literally being pioneered here is exceedingly significant, we



are trying make transit work under the new rules of less federal subsidy and higher cost recovery. And what is contemplated here under Project Break-Even is targeted economic development where government money is used to kick things off, but most of the investment is from other sources."

Light-rail is an integral part of mass transit and mass transit is an integral part of Multnomah County's transportation strategy. This commitment is expressed in Policy 35 of the Multnomah County Comprehensive Plan, which provides in part:

POLICY 35

THE COUNTY'S POLICY IS TO SUPPORT A SAFE, EFFICIENT AND CONVENIENT PUBLIC TRANSPORTATION SYSTEM BY:

- A. INCREASING OVERALL DENSITY LEVELS IN THE URBAN AREA, PARTICULARLY AT LIGHT RAIL STATIONS,
- B. LOCATING POPULATION CONCENTRATIONS, COMMERCIAL CENTERS, EMPLOYMENT CENTERS, AND PUBLIC FACILITIES IN AREAS WHICH CAN BE SERVED BY PUBLIC TRANSPORTATION,

STRATEGIES

- 1. Development activities should be coordinated with transit service; and transit oriented activities should be located in transit corridors or at major nodes along the corridors.

Based, in part, upon the commitment of Multnomah County to these policies, Tri-Met and the federal government made commitments which resulted in MAX, a light-rail system that has been the catalyst for development of \$690,000,000.00 of commercial and office developments adjacent to MAX, with another \$440,000,000.00 in new developments having already been announced. This could not have been achieved without the commitment and establishment of land use policies which allow and encourage the development of a transportation system second to none. The strong working relationship between Tri-Met, Multnomah County, and other local governments over the past



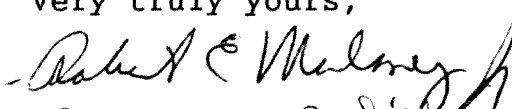
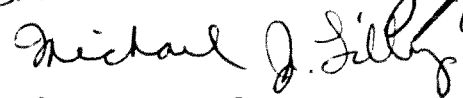
Gladys McCoy, Chairperson  
April 4, 1990  
Page 4

fifteen years has been a key to the success of light-rail, and will be the foundation for expansion of light-rail to other areas in the Tri-County area.

Developing consistent and compatible land use and transit policies in combination with one another make local governments and the transit district both winners. A successful land use and transit strategy requires a working partnership between local governments and the transit district. Any sale that would allow the development of the county property into a regional shopping center, could result in Tri-Met losing \$14.7 million in federal grant money, and eliminate the unique opportunity to make MAX finally self-sustaining, thereby losing the opportunity to avoid approximately \$2.8 million of current yearly tax subsidies that are required within the local community to cover operating expenses of MAX.

We respectfully request that the Multnomah County Board not sell the property to any party under terms which allow its use as a regional shopping center, and that you establish a commission to study the affect of such a sale on the stated transportation goals and policies of Multnomah County (and other applicable policies), and on the public interest, which will surely be affected by this sale. We would recommend that the commission appointed consist of representatives of at least Multnomah County, Tri-Met, Metro, Oregon Department of Transportation, and the Cities of Portland, Gresham, and Troutdale.

Very truly yours,

Robert E. Maloney, Jr.  
and  
Michael J. Lilly

Enclosure

cc: Multnomah County Commissioners  
Pauline Anderson, District 1  
Gretchen Kafoury, District 2  
Rick Bauman, District 3  
Sharron Kelly, District 4



TRI-COUNTY  
METROPOLITAN  
TRANSPORTATION  
DISTRICT  
OF OREGON



**TRI-MET**

4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202

ENGINEERING SERVICES  
115 N.W. FIRST AVENUE, SUITE 500  
PORTLAND, OREGON 97209  
(503) 273-4300  
FAX 273-4330

April 5, 1990

Gladys McCoy, Chairperson  
Multnomah County Board of Commissioners  
1021 SW Fourth Avenue  
Portland, OR 97204

Re: Proposed sale of approximately  
300 acres Edgefield property

Dear Chairperson McCoy:

The purpose of this letter is to explain Tri-Met's concern and opposition to any sale of the Edgefield property that would permit the property to be used for a regional shopping center. Selling this property without further study, and without restrictions consistent with Multnomah County's ordinances and comprehensive plan, would be contrary to the long history of cooperation between Tri-Met and the County on transportation and land use policies, and would violate Multnomah County's own ordinances and comprehensive plan. Such a sale would be extremely harmful to Tri-Met's planned joint venture with Winmar Pacific to build a regional shopping center in Gresham.

By way of background, we believe it important to emphasize the fact that Multnomah County worked closely with Tri-Met and other governmental agencies to coordinate transportation and land use planning issues. During the planning process for the light-rail project, Multnomah County Commissioners demonstrated leadership in land use issues relating to transportation. The primary consideration for alignment of the light-rail project, was to take into account





Gladys McCoy, Chairperson  
Multnomah County Board of Commissioners  
April 5, 1990  
Page 2

land use development during the following twenty years, with emphasis on encouraging density and development near transportation located along the light-rail system. The importance of these considerations was obvious because of the substantial public investment in this transit system. Oregon is one of the few examples where transportation and land use planning were coordinated. It is anticipated that the new Surface Transportation Act will refer to this coordination as an example of the kind of cooperation that is critical to obtaining federal funding for transportation needs.

The Tri-Met/Winmar "Project Break-Even," involving development of a regional shopping center in Gresham, is a prime example of this type of coordinated project.

As pointed out in the materials we are submitting, including letters from Senator Hatfield and other congressional leaders, our project is one that has attracted national attention. Its success will be jeopardized if the County proceeds with a sale of the Edgefield property without further study, and without restrictions consistent with the stated goals and objectives of the Multnomah County Comprehensive Plan.

"Project Break-Even" has been proclaimed as a model of a public - private partnership. It will result in the only light-rail system in the country to date, that can operate at break-even.

Our project involves a federal grant of 14.7 million dollars to Tri-Met, for the purpose of Tri-Met's purchase of land at Gresham from Winmar. The land will be leased back to Winmar by Tri-Met. Under this project, Tri-Met will receive revenues from the lease, plus revenues from new ridership on our transit system that we expect to eliminate the need for a continuing subsidy from the tri-county payroll tax. There is currently a financial burden of approximately 2.8 million dollars on the local community to cover existing operating expenses of MAX. Initially, lease payments will be off-set against the cost of the Tri-Met station, which cost the developer will advance out of its own funds. There will be no subsidy to the developer or to the mall.



Gladys McCoy, Chairperson  
Multnomah County Board of Commissioners  
April 5, 1990  
Page 3

"Project Break-Even" involves a "one time" capital expenditure by Tri-Met using the federal grant funds. The project is particularly appealing to Oregonians, because there will be no additional cost to Oregon taxpayers.

Our project will not remove any property from the property rolls, and will result in a significant increase in the value of land that is on the property tax rolls.

It is difficult to directly connect a transit station with a suburban shopping mall, however, the Gresham development we are undertaking provides a unique opportunity to do so. By directly connecting our transit station to the shopping center, more people will use the MAX system.

We respectfully request that the Multnomah County Board of Commissioners refrain from selling the Edgefield property to any party under terms which would allow its use as a regional shopping center. We further request that you establish a commission to study the effect of such a sale on the stated transportation goals and policies of Multnomah County (as well as other applicable policies) and on the public interest, which will surely be effected by this sale. We recommend that the commission appointed consist of representatives of at least Oregon Department of Transportation, Multnomah County, Tri-Met, metro, and the cities of Portland, Gresham, and Troutdale.

Very truly yours,

---

Philip R. Bogue  
Treasurer and Chairman of the  
Tri-Met Finance Committee and  
member of its Board of Directors

---

John R. Post  
Assistant General Manager  
Tri-Met



**PROJECT BREAK-EVEN**

Project Break-Even is a demonstration project utilizing a federal grant to increase ridership and revenue on the Banfield LRT (MAX) through joint development projects with the private sector so that MAX will break even in 6 to 8 years.

The overall concept for the Gresham Mall portion of PBE is to acquire and lease back 65 to 75 acres of land to a private developer - the Winmar Company. The developer will then construct a 900,000 sq. ft. regional mall and entertainment center (movies and restaurants) near the end of the line in Gresham with a station built directly into the mall.

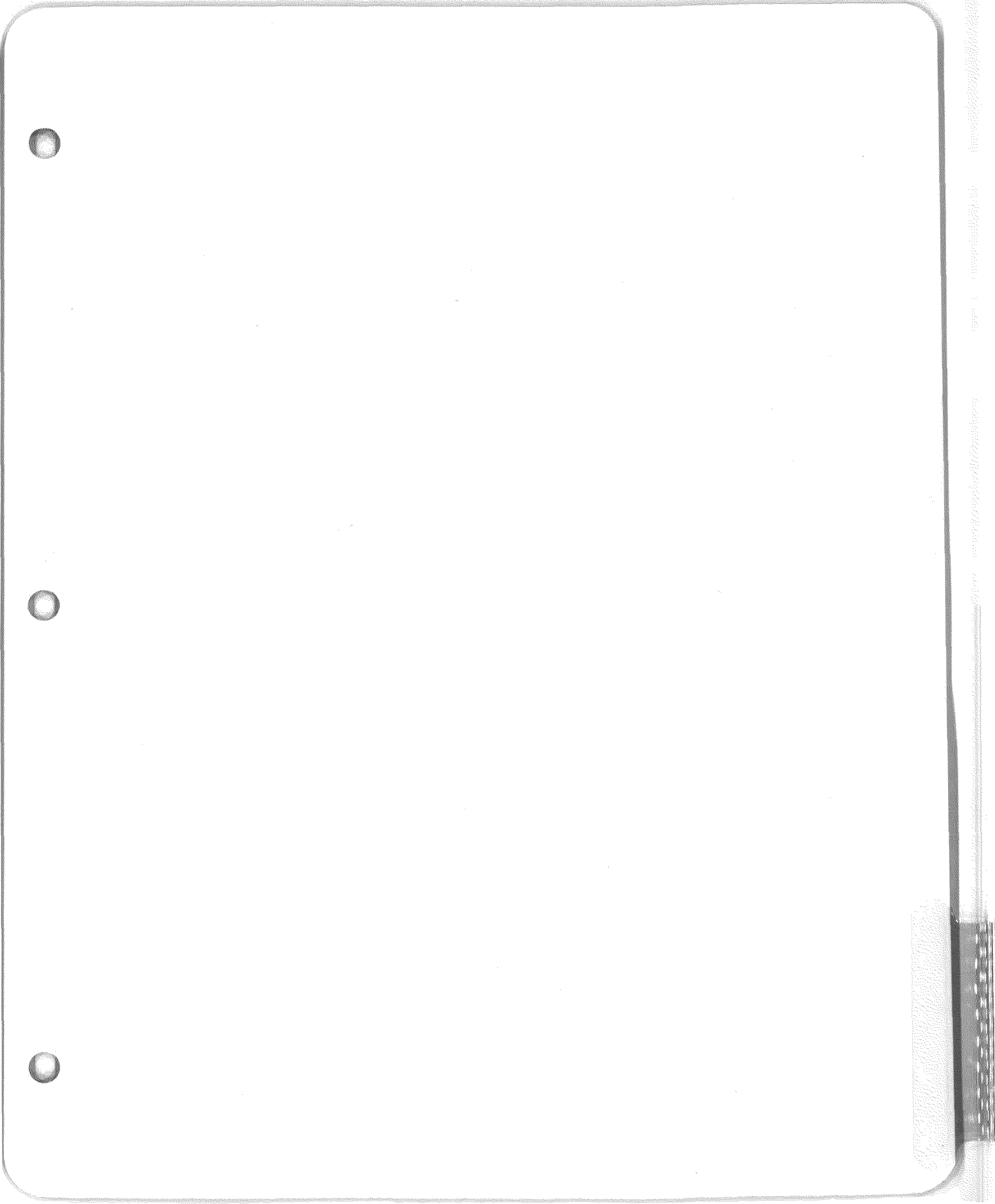
Integrating a station directly into a shopping center rather than on the edge or offsite will generate significantly more ridership. Although such integration is difficult, because of the unique topography of the Winmar site, it is possible to bring a station literally into the center of the mall.

The customer using MAX will be able to go from the passenger platform directly up an escalator to the center of the mall - the most convenient method of arriving for a shopping trip. It is anticipated that the mall will generate several thousand new trips per day, and because of its location and use (retail), the trips will be reverse flow and at non-peak demand time allowing for much greater efficiency within the existing system. The overall concept responds to the region's goal of energy efficiency.

A project such as this is a formidable task for both the public and private sector. On the public side, two acts of Congress have been passed, the comprehensive plan has been approved, zoning is in place, the Environmental Assessment has been completed and public hearings have been held. On the private sector side, the developer has spent more than \$800,000 for site planning, architecture, engineering and marketability; full A & E is to commence next month; negotiations are now taking place with six anchor tenants. It is hoped that construction will begin in 1990, with opening in 1992.

The timing of the sale of approximately 300 acres of county land poses special problems. Winmar is now at the stage where important anchor tenant negotiations are taking place. A competing shopping center at this time will undercut those negotiations. Since there will only be one regional shopping center in East Multnomah County, it is even possible that our project will be lost.







## RESOLUTION

AUTHORIZING THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRI-MET) TO SUBMIT A GRANT APPLICATION TO THE UNITED STATES DEPARTMENT OF TRANSPORTATION, FOR A GRANT UNDER SECTION 3 OF THE URBAN MASS TRANSPORTATION ACT OF 1964, AS AMENDED, FOR LAND ACQUISITION, DESIGN AND ENGINEERING, SITE PREPARATION, CONSTRUCTION OF THE STATION BUILDING, AND OTHER IMPROVEMENTS ASSOCIATED WITH THE GRESHAM REGIONAL SHOPPING CENTER AND LIGHT RAIL TRANSIT STATION JOINT DEVELOPMENT PROJECT.

WHEREAS, the Secretary of Transportation is authorized to make grants for mass transportation projects;

WHEREAS, the contract for financial assistance will impose certain obligations upon the applicant, including the provision by it of the local share of project costs;

WHEREAS, it is required by the U.S. Department of Transportation in accord with the provisions of Title VI of the Civil Rights Act of 1964, that in connection with the filing of an application for assistance under the Urban Mass Transportation Act of 1964, as amended, the applicant gives an assurance that it will comply with Title VI of the Civil Rights Act of 1964 and of the U.S. Department of Transportation requirements thereunder; and

WHEREAS, it is the goal of Tri-Met that disadvantaged businesses be utilized to the fullest extent possible in connection with these projects, and that definite procedures shall be established and administered to ensure that disadvantaged businesses shall have the maximum feasible opportunity to compete for contracts when procuring construction contracts, supplies, equipment contracts, or consultant and other services;


NOW, THEREFORE, BE IT RESOLVED:

1. That the Presiding Officer of Tri-Met's Board of Directors is authorized to execute and file a Section 3 grant application on behalf of Tri-Met with the U.S. Department of Transportation, to fund land acquisition, design and engineering, site preparation, construction of the station building, and other improvements associated with the Gresham Regional Shopping Center and Light Rail Transit Station Joint Development project pursuant to the Urban Mass Transportation Act of 1964, as amended, and to execute and file with such application any assurance or other documents required by the U.S. Department of Transportation effectuating the purpose of Title VI of the Civil Rights Amendment of 1964.



2. That the local match will be provided from project eligible activities carried out by the private developer of the regional shopping center in the event that the grant application is approved.
3. That the General Manager of Tri-Met is authorized to:
  - a. Furnish such additional information as the U.S. Department of Transportation may require in connection with the application or the project.
  - b. Set forth and execute affirmative disadvantaged business policies in connection with the project's procurement needs.
  - c. Execute grant contract agreements and amendments on behalf of Tri-Met with the U.S. Department of Transportation for aid in the financing of this grant application.

Date: January 31, 1990

  
Presiding Officer

Attest:

  
Recording Secretary

Approved as to Form:

  
Contracts and Legal Services







JOHN C. STENNIS, MISSISSIPPI, CHAIRMAN

ALABAMA: JAMES H. HARRIS, JR.  
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 WEST VIRGINIA: JAMES H. HARRIS, JR.  
 WISCONSIN: JAMES H. HARRIS, JR.  
 WYOMING: JAMES H. HARRIS, JR.

MARK O. HATFIELD, OREGON  
 TED STEVENS, ALASKA  
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 JAMES H. HARRIS, JR., WEST VIRGINIA  
 JAMES H. HARRIS, JR., WISCONSIN  
 JAMES H. HARRIS, JR., WYOMING

# United States Senate

COMMITTEE ON APPROPRIATIONS  
 WASHINGTON, DC 20510-6025

May 31, 1988

SEAN P. ELLIS, STAFF DIRECTOR  
 J. KEITH KENNEDY, MINORITY STAFF DIRECTOR

Mr. Alfred A. DelliBovi  
 Administrator  
 Urban Mass Transit Administration  
 400 Seventh St., S.W.  
 Washington, D.C. 20950

Dear Al:

This letter expresses my enthusiastic support for the cooperative effort that has taken place between the Urban Mass Transit Administration (UMTA) and Tri-Met on the development of "Project Break-Even."

This proposed project represents a cost effective means to increase ridership and market share for transit systems, a policy which I know you strongly support. It also provides an opportunity to demonstrate nationally that new light rail lines can become operationally "self-sufficient" through the application of private-public coventure policies which have been creatively formulated and advocated by UMTA. The application of these policies in Portland has the potential for establishing a positive case for utilizing creative approaches to generate increased local transit operating revenue for any future light rail extensions. Such policies are vitally important in the current fiscal environment where federal support for mass transit operating assistance is gradually declining.

It is my understanding that the use of this type of reinvestment strategy in existing systems is entirely consistent with federal guidelines that UMTA has advocated. The local participation proposed for this project, which well exceeds 50%, is also consistent with these participation guidelines. Furthermore, I have every expectation that this project will establish a new industry standard for all cities with transit projects to emulate.

Be assured that I am prepared to provide the necessary cooperation to enable this project to become an outstanding success and one which can become a legacy for the long-standing efforts by UMTA to have the transit industry institute cost-efficient improvements.

Warm regards.

Sincerely,

Mark O. Hatfield



ROBERT C BYRD, WEST VIRGINIA  
WILLIAM PROXMIRE, WISCONSIN  
DANIEL K INOUE, HAWAII  
ERNEST F HOLLINGS, SOUTH CAROLINA  
LAWTON CHILES, FLORIDA  
J BENNETT JOHNSTON, LOUISIANA  
QUENTIN N BURDICK, NORTH DAKOTA  
PATRICK J LEAHY, VERMONT  
JIM SASSER, TENNESSEE  
DENNIS DECONCINI, ARIZONA  
DALE BUMPERS, ARKANSAS  
FRANK R LAUTENBERG, NEW JERSEY  
TIM HARKIN, IOWA  
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JAMES A MCCLURE, IDAHO  
JAKE GARN, UTAH  
THAD COCHRAN, MISSISSIPPI  
ROBERT W KASTEN JR., WISCONSIN  
ALFONSE M DAMATO, NEW YORK  
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ARLEN SPECTER, PENNSYLVANIA  
PETE V DOMENICI, NEW MEXICO  
CHARLES E GRASSLEY, IOWA  
DON NICKLES, OKLAHOMA

## United States Senate

COMMITTEE ON APPROPRIATIONS  
WASHINGTON, DC 20510-6025

*Post*  
*Feeney*

FRANCIS J SULLIVAN, STAFF DIRECTOR  
J KEITH KENNEDY, MINORITY STAFF DIRECTOR

August 8, 1988

Mr. Loren Wyss  
President  
Tri-Met  
4012 S.E. 17th Avenue  
Portland, Oregon 97202

ASST. GENERAL MANAGER

AUG 17 1988

Dear Loren:

Thank you for your two recent letters concerning several Tri-Met issues, including Project Break-Even. Your kind words of support were appreciated greatly.

I was pleased that the Senate Appropriations Committee was able to provide funding for so many Tri-Met projects. It is clear that the Senate recognizes the success of mass transit in the Portland area, thanks to the efforts of you and your staff.

Your arguments in support of Project Break-Even, along with information provided by your staff, removed any remaining questions I had about this public/private partnership. It is my hope that House and Senate conferees will agree to provide the \$6.5 million the Senate earmarked for the project.

Loren, I applaud your willingness to look for innovative solutions to long-term problems facing Tri-Met. We need more people in public service who are able to look for solutions in new places. Keep it up!

Again, thank you for your thoughtful letters. They had an impact.

Warm regards.

Sincerely,



Mark O. Hatfield  
United States Senator

MOH:snd







## CHAPTER 11.80

### MANAGEMENT AND DISPOSITION OF COUNTY REAL PROPERTY

- 11.80.010 Definitions
- 11.80.020 Duties and powers of County Executive
- 11.80.030 List of county property not needed for public use
- 11.80.040 Powers of Board
- 11.80.050 Direction from Board
- 11.80.060 Property needed by another governmental entity
- 11.80.070 Disposition of property by sale, lease or exchange
- 11.80.080 Dispositions subject to Board approval
- 11.80.090 Administrative rules



11.80.010 Definitions. As used in this chapter, unless the context requires otherwise:

(A) "Board" means Board of County Commissioners for Multnomah County, Oregon;

(B) "County Executive" means the County Executive for Multnomah County, Oregon, or the County Executive's designee;

(C) "County property" means all real property owned or being purchased by Multnomah County, except tax foreclosed property, except property required for county right-of-way purposes, except property which under current zoning laws cannot be developed and has nominal value, and except property acquired for reconveyance under Community Development Block Grant and Urban Homestead programs;

(D) "Dispose of" means to sell, exchange, lease or to otherwise convey county property or any interest therein, other than to donate property;

(E) "Donate" means to transfer county property to another governmental entity for public use for no consideration.  
[Ord. 287 s. 1 (1981); Ord. 527 s. 1 (1986)]

11.80.020 Duties and powers of County Executive. The County Executive shall do any and all things necessary and proper to manage county property, so that such property is put to its highest and best public use, is adequately maintained during the term of such use; and, if disposed of or donated, is disposed of or donated in the best interests of the citizens of Multnomah County.  
[Ord. 287 s. 2 (1981)]

11.80.030 List of county property not needed for public use. The County Executive shall routinely maintain and update a listing of county property which is not presently needed for public use. The list shall identify each parcel of property included, indicate whether the property is available for disposition or donation, indicate whether the county is actively seeking disposition or donation, and indicate to the extent determined, the desired disposition or donation, and shall reflect any bona fide offers made to purchase parcels listed therein. Any properties heretofore listed as 'park' or 'community park' shall be added to the listing only after consultation with the Parks Commission established in Ordinance 277. The list shall be made available for public inspection. The list may be changed by the County Executive from time to time. The Board shall be given actual notice of additions to or deletions from the list and of the particulars of any bona fide offers.  
[Ord. 287 s. 3 (1981)]



11.80.040 Powers of Board. The Board may, by resolution, add or subtract parcels of county property to or from the list, or specify a particular disposition or donation of such property.  
[Ord. 287 s. 4 (1981)]

11.80.050 Direction from Board. Should the County Executive desire direction from the Board as to whether or in what manner to dispose of or donate County property, the County Executive may place the matter in question on the Board's agenda in accordance with Board rules.  
[Ord. 287 s. 5 (1981)]

11.80.060 Property needed by another governmental entity. Property determined to be needed for public use by another governmental entity may be donated, sold, leased, exchanged, transferred or otherwise conveyed to that governmental agency, subject to the limitations of ORS 271.330.  
[Ord. 287 s. 6 (1981)]

11.80.070 Disposition of property by sale, lease or exchange. All county property not disposed of or donated to another governmental agency may be disposed of by sale, lease or exchange pursuant to the provisions of ORS Chapters 271 and 275. County property which is to be disposed of by sale shall be first offered at public sale or auction, sealed bids, or any other commercially feasible manner. All property offered at public sale and not sold may thereafter be sold at private sale.  
[Ord. 287 s. 7 (1981)]

11.80.080 Dispositions subject to Board approval. All dispositions or donations of county property shall be made subject to final Board approval.  
[Ord. 287 s. 8 (1981)]

11.80.090 Administrative rules. The County Executive may by executive order promulgate a detailed administrative scheme to effect the provisions of this chapter and ORS Chapters 271 and 275.  
[Ord. 287 s. 9 (1981)]



Other land use arrangements which support an efficient public transportation system are the clustering of high intensity employment opportunities and high density residential units near transit stops.

The purpose of this Policy is to direct the County to consider the effects of land use decisions on the efficient provision of public transportation, and to continually review the Tri-Met routes to determine that the County residents are receiving the best possible service.

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## POLICY 35

THE COUNTY'S POLICY IS TO SUPPORT A SAFE, EFFICIENT AND CONVENIENT PUBLIC TRANSPORTATION SYSTEM BY:

- A. INCREASING OVERALL DENSITY LEVELS IN THE URBAN AREA, PARTICULARLY AT LIGHT RAIL STATIONS,
- B. LOCATING POPULATION CONCENTRATIONS, COMMERCIAL CENTERS, EMPLOYMENT CENTERS, AND PUBLIC FACILITIES IN AREAS WHICH CAN BE SERVED BY PUBLIC TRANSPORTATION,
- C. MAKING IMPROVEMENTS TO PUBLIC TRANSPORTATION CORRIDORS WHICH ENHANCE RIDER CONVENIENCE, COMFORT, ACCESS AND REDUCED TRAVEL TIME, AND
- D. COMMUNICATING COMMUNITY NEEDS TO THE AGENCIES RESPONSIBLE FOR PUBLIC TRANSPORTATION PLANNING, PROGRAMMING AND FUNDING.
- E. SUPPORTING IMPLEMENTATION OF THE I-205 TRANSITWAY.
- F. IMPLEMENTING THE PUBLICLY FUNDED ELEMENTS OF THE TRANSIT STATION PLAN AS SOON AS POSSIBLE.
- G. DESIGNATING REGIONAL TRANSIT TRUNK ROUTES, TRANSIT CENTERS AND PARK-AND-RIDE LOTS AS REQUIRED BY THE REGIONAL TRANSPORTATION PLAN OF THE PORTLAND METROPOLITAN AREA AS SHOWN ON THE REGIONAL TRANSIT TRUNK ROUTE MAP.

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### STRATEGIES

- 1. Development activities should be coordinated with transit service; and transit oriented activities should be located in transit corridors or at major nodes along the corridors.
- 2. The County should participate in the regional transportation planning process as provided by the regional annual work program.



- POL  
IN
3. A coordinated East County transportation investment program should be developed in cooperation with East County cities and regional and State agencies.
  4. The Transit Station Area Plan should be implemented in concert with the scheduling of the Banfield Light Rail Transit Line. In addition, the actual plan products (when completed) should be consistent with the goals adopted or revisions to Policy 20 in the Hazelwood and Rockwood Community Plans..
  5. To implement the "Functional Classification of Transitways," the County should encourage implementation of the transitway proposals.

The Regional Transportation Plan defines long range, regional transitways for the eastern, northern, southern, southwest and westside sectors of the region. Transitway routes and alternative routes are shown in the County Transportation Plan on the Functional Classification Map, where they occur in unincorporated County or along County routes. These transitway routes include: the Banfield Light Rail Transit Line, the I-205 transitway, the I-5 North transitway alternative, the Interstate Avenue transitway alternative, the McLoughlin transitway alternative, the Portland Traction Co. right-of-way between Holgate Avenue and the County line, Macadam Avenue transitway alternative, I-5 South transitway alternative, and Sunset Highway transitway preferred alternative.

6. The Zoning Chapter should provide for:
  - a. Concentrations of urban development in transit corridors,
  - b. Means for access and accessory support facilities for transit users, and
  - c. Incentives to use transit.







METROPOLITAN  
TRANSPORTATION  
DISTRICT  
OF OREGON

TRI-MET

4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202

- March 21, 1990

Post-It™ brand fax transmittal memo 7671		# of pages > 2	
To	Michael Lilly	From	Whitmar
Co.	Robert Maloney, Jr.	Co.	Tri-Met
Dept.		Phone #	273-4311
Fax #	224-0388	Fax #	

The Honorable Gladys McCoy  
Multnomah County Commissioner  
1021 S.W. Fourth Avenue  
Portland, Oregon 97204

*Gladys*  
Dear Commissioner McCoy:

I have just learned that the County may be in touch with a commercial developer interested in buying the Edgefield property. I realize the importance of returning that property to the tax rolls and hope you are ultimately successful in accomplishing that.

However, this possibility at this time is potentially a financial disaster for Tri-Met. You should be aware that Tri-Met has been engaged in a complex joint development project with the City of Gresham involving very large public and private investment. These plans have included negotiations with three Secretaries of Transportation, most of Oregon's Congressional delegation, and many potential lessees in the national retailing industry. It is literally years of work which we have willingly undertaken, with the expectation that a major retailing center directly connected to the MAX line would be a powerful boost for the East County, as well as a profitable addition to our light rail budgets. It's name "Project Breakeven," indicates what high expectations we hold for this undertaking.

The reason for the concern is that the market in East Multnomah County simply will not support more than one retail center development in the one million square foot range. If the County were to sell it for such a purpose, I believe you would undercut the Tri-Met project at a time when important anchor tenant agreements are being established.

There is no doubt in my mind that the Tri-Met/Winmar site will be developed for retail. But the ability to develop to its full potential as a unique joint development that directly addresses regional land use and transportation goals will be destroyed if the county land is sold to a developer for a regional shopping center.



The sale of County land should proceed, but for residential, light industrial or light commercial uses. I hope you will give consideration to these concerns and not approve a sale for the purpose of a regional shopping center.

Sincerely,



Loren L. Wyss  
Chairman of the Board  
Tri-Met

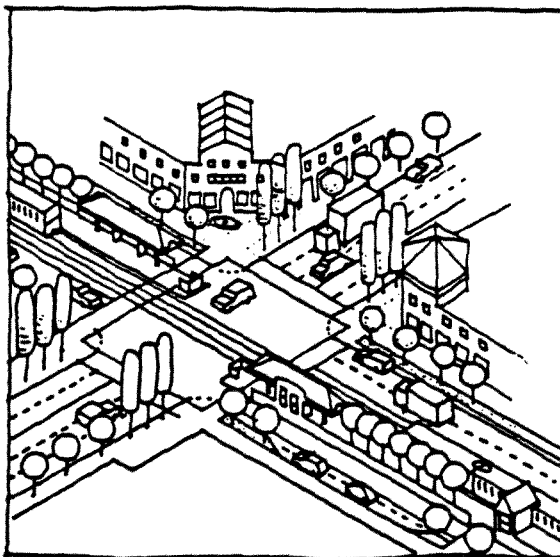
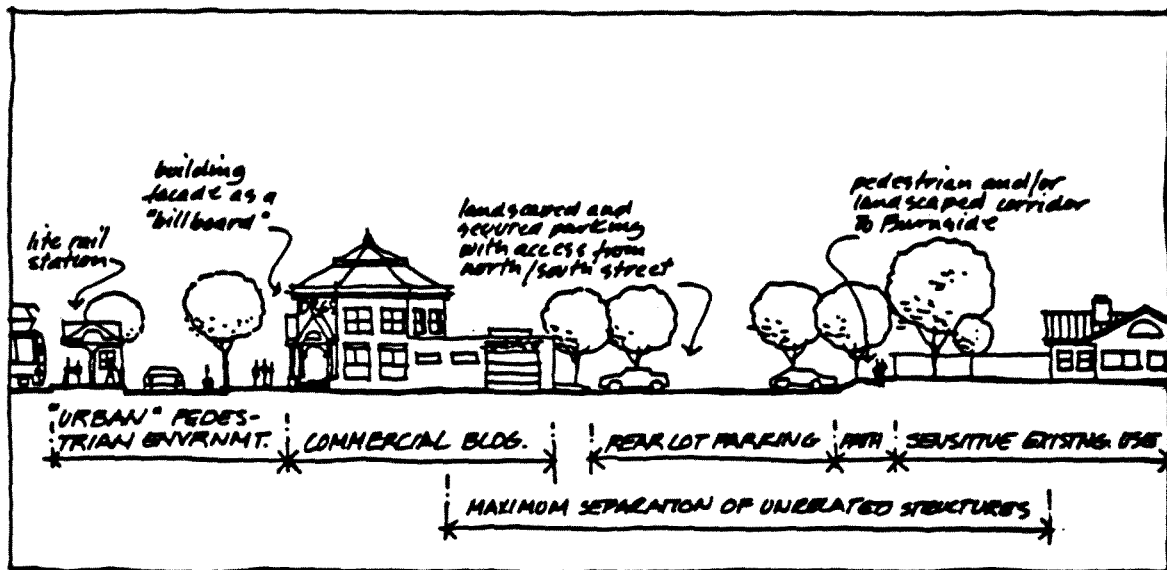




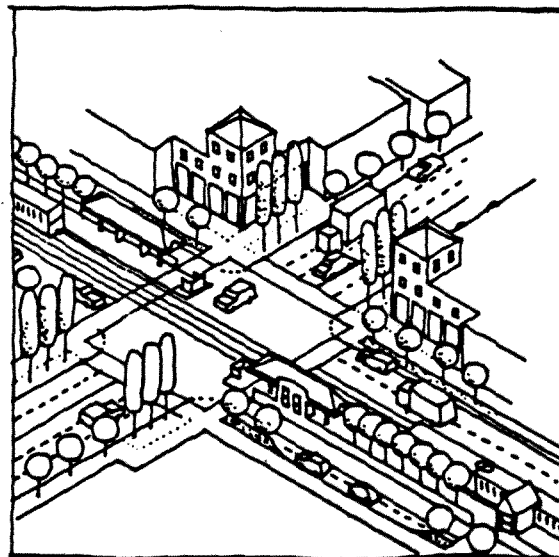


# LIGHT RAIL AND LAND USE

## A PORTLAND SUCCESS STORY



JANUARY 89



G. B. ARRINGTON, JR.  
Public Services Division



Tri-County Metropolitan Transportation District of Oregon  
4012 S.E. 17th Portland, Oregon 97202



# **LIGHT RAIL AND LAND USE: A PORTLAND SUCCESS STORY**

**Remarks of G.B. Arrington, Jr.  
to the 68th Annual TRB Meeting  
Washington, DC January, 1989**



During its first year, Tri-Met's Light Rail service, MAX, carried twice as many riders as originally projected. The success of MAX has been the subject of lots of attention. What is generally not understood is that MAX is more than a transportation investment. MAX is part of a conscious strategy to shape regional growth by coordinating transportation investments with land use policies.

### Overview

By any objective standard the Portland metropolitan area has been quite successful in integrating land use and transit. Investment in new development adjacent to MAX already exceeds the \$214 million cost of the project by three fold. (See Table One.)

Portland is not a city in a foreign country. We are a western, low density, auto-oriented region with a tight knit conservative business community. Given that, transit's success here has application to other communities.

In 1970 our downtown, like most of those across the country, was dying. Political leaders were determined to turn things around. They took the long-term view and saw transit as a key part of a strategy to achieve downtown growth without the negatives of more cars and more freeway lanes.

The result is a vibrant, diverse, exciting downtown anchored by the transit mall and our new MAX line. Portland has been called in the national press "The city every other city wants to be." Transit is an important part of that story.

As for the transit land use connection, the relationship has been institutionalized. It's no longer just a planning theory, it's a practical policy, paying dividends every day. In Portland, transit is not just for moving people, it's a central part of our strategy to guide growth and protect our quality of life.

### Why have we been successful?

A combination of an excellent transit system and a strong mature land use planning program with the force of law have made a critical difference in the transit land use relationship in Portland.

Local governments took on the issue of transit and land use as their own agenda. That success, of course, takes time. We have over 15 years of land use planning around transit as a key development-shaping influence. Local governments have the tool, and they enforce it. This provides us, the transit district, with critical leverage as a partner with local governments in shaping land use.

We have a transit system that works. Even before MAX started operations transit accounted for nearly half of the rush hour work trips entering the core, and about a third of all downtown trips. Finally, we have realistic expectations about what transit can and can't do. It's important not to over-require or over-promise on what you can deliver.

### What Did Others Do For Us?

A key to our success is what I would call the "Tom Sawyer approach." Get someone else to do it for you. Like Tom Sawyer in painting his fence, we got someone else to do it for us. In this case, our Huckleberry Finn is local government.

Land use planning and granting development approvals is at the heart of what local governments do. They are the experts, they have the legal authority, and perhaps more importantly they have the political clout to make land use decisions stick. Granting development approvals is an exercise in real political power. A reflection of that fact is the role the development community traditionally plays in donating heavily to political campaigns to elect City Councils who in turn make decisions on land use.



Transit on its own cannot be successful in the business of doing land use planning. We lack the political clout and technical expertise. What transit can do

is to use our role as an "insider" in government to influence zoning codes, regulations, and attitudes about what transit can do and what governments can realistically require.

In the final analysis, local governments are the big winners from a successfully executed transit/land use strategy. Government is very good at putting together land use plans. The senior partner in the relationship is the private developer; they make the investment decisions. Government has very few tools which can directly influence and guide private investment. Light rail can change that relationship by creating value through enhancing accessibility. Consequently, together light rail and land use planning represent a powerful tool for Government to guide private investment.

### Where Transit Fits in to Land Use is Determined by How the Community Wants to Grow.

Transit is not an end in itself. The transit solution appropriate for each community is dictated by the communities' vision of how it wants to grow. If the communities' vision is low density, dispersed development, then rail probably does not make much sense.

However, if the community wants to contain growth and thereby become more dense, rail can be the

transportation solution.

Light rail can be a powerful growth-shaping tool in combination with land use planning. But light rail on

its own does not create development. In Portland, a light rail solution is appropriate because the community's vision of itself is of a denser, less-sprawled community. That land use vision dictates the transit solution, not the other way around.

The transit land use connection is critical for the transit authority and local governments. For the transit district, the land use connection can make a critical difference in the success of transit. It can be more important than your product in generating ridership. The success of the Portland Transit Mall and MAX has been reinforced many times over by land use controls which have the effect of forcing riders onto our system.

Land use and transit in combination with each other make local governments and the transit district both winners. The key is to get local governments to take the lead. Without them, you cannot succeed.

### The Land Use/Transit Relationship Creates An Important Policy Dependency.

A successful land use and transit strategy requires a working partnership between local governments and the transit district.

Like any partnership, each side has expectations for the other. Tri-Met is asking local governments to

**Table 1: Development Adjacent to MAX**

#### Downtown

1. One Pacific Square .....	\$ 22,000,000
2. Three Pacific Square .....	8,400,000
3. Parking Garage/Heliport .....	8,800,000
4. Fleishner Block .....	2,500,000
5. Blagen Block .....	2,000,000
6. Skidmore Fountain Bldg. ....	4,500,000
7. Ankeny Park .....	300,000
8. New Market Theatre and Village ..	10,000,000
9. The Pine Street Building .....	
10. Lombard Building .....	625,000
11. Lawrence Building .....	4,300,000
12. One Financial Center .....	42,000,000
13. Willamette Block .....	4,000,000
14. Paulson Capital Building .....	6,300,000
15. Morton Cole & Weber Building ....	2,200,000
16. Thomas Mann Building .....	2,200,000
17. Yamhill Market Place .....	7,000,000
18. Dayton Building .....	3,300,000
19. Centennial Block .....	4,000,000
20. 200 Yamhill Building .....	4,200,000
21. Director Furniture Building .....	5,600,000
22. Kress Building .....	3,000,000
23. Caplan's Sporting Goods .....	500,000
24. Pioneer Place .....	180,000,000
25. American Bank Building .....	3,750,000
26. Pioneer Courthouse Square .....	8,000,000
27. Pacific First Federal .....	22,000,000
28. Nordstrom .....	8,000,000

#### Lloyd Center

29. Oregon Convention Center .....	85,000,000
30. Lloyd Center Mall .....	55,000,000
31. Lloyd Center Red Lion Inn .....	35,000,000
32. Moyer Theatre .....	3,000,000
33. Federal Office Building East .....	55,000,000
34. Lloyd Center Tower .....	33,000,000

#### Hollywood

35. Elk's Lodge .....	500,000
36. Convenience Store .....	

#### Gateway

37. Gateway Fred Meyer Shopping Center .....	27,000,000
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#### Burnside

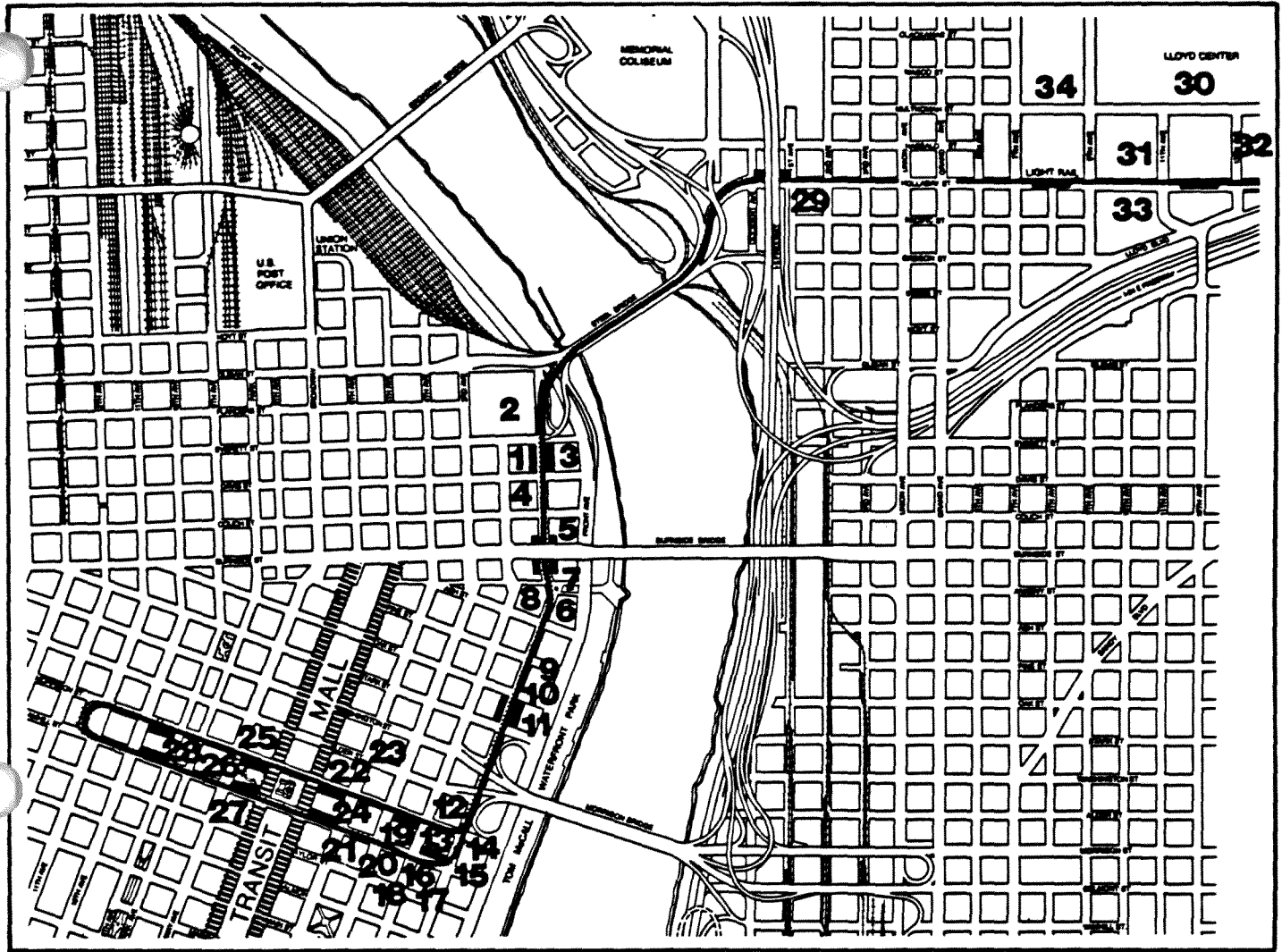
38. Transamerica Title Insurance Co. ....	1,000,000
39. Convenience Retail, 122nd Avenue .....	
40. Apartment Complex, 157th Avenue .....	
41. Plaza 181, 181st Avenue .....	
42. Kaiser Permanente Rockwood Clinic..	4,600,000

#### Gresham

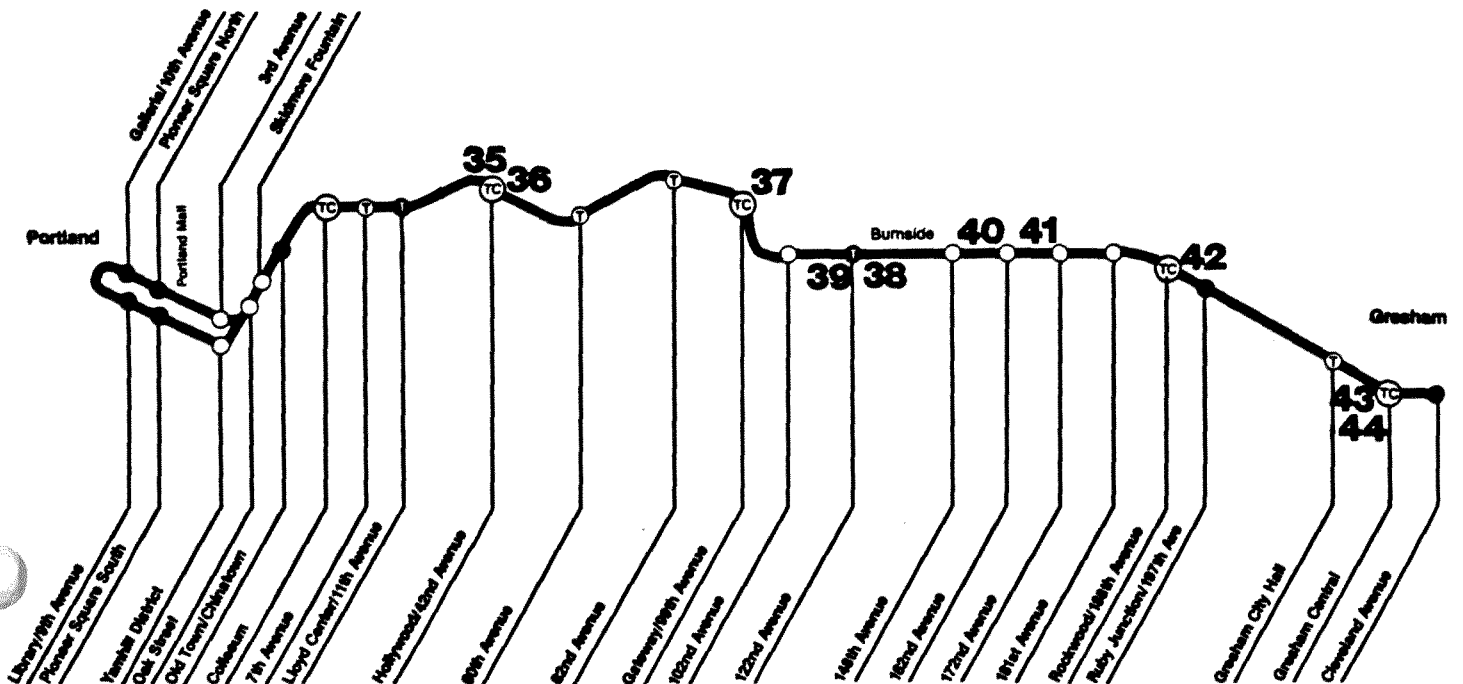
43. Gresham Town Fair .....	30,000,000
44. Weil Pedestrian Arcade .....	75,000
<b>TOTAL .....</b>	<b>\$ 693,000,000</b>



# 1. New Development Adjacent to MAX



DOWNTOWN PORTLAND





take action to make development physically more dependent upon transit by limiting parking, constraining automobile access, and allowing higher density development. In exchange for that, they expect TriMet to provide the necessary service to accommodate their growth. In more blunt terms they are shifting a major part of the cost of growth to transit.

Light rail is the infrastructure investment to handle the transportation pressures of growth in major corridors. Rail then also becomes a tool for governments to shape and accommodate growth. Local governments need it to do what they have set out to accomplish.

With that relationship in place and understood, the potential to finance transit is enhanced. Financing transit is no longer just an issue of transportation. Light rail is a vehicle to move people, to shape regions, defer highway investments, and to enhance the quality of life. With that, a broad base of political support can be tapped in support of rail finance because rail serves more than one important purpose. The transit land use connection provides the building blocks for a coalition to finance light rail construction.

### **What Have Local Governments Done to Tie Land Use and Transit Together in Portland?**

**Central City Plan.** Since the 1972 Downtown Plan, transit has been a hallmark of Portland's heralded downtown development strategy. The Central City Plan adopted in 1988 continues the strong role of transit in downtown Portland. "Transit corridors are the spine for future growth. The most intense development will occur on the transit corridors." The plan is built around transit as a way to get people to the central city and to move them around within the central city. That role is not an insignificant one. To achieve the doubling of transit use called for in the plan, the equivalent of all new development in the central city is dependent on transit for access. (See Figure 2.)

**Downtown Parking Lid.** Since 1972 the City of Portland has placed firm restrictions on the amount of parking in the downtown. New office buildings have maximums but no minimums set for the amount of allowable parking. A partial effect of the lid is to automatically create a market for transit. While the downtown has grown by over 30,000 jobs since the 1970's, the number of cars entering the downtown has stayed the same. Transit has made the difference in accommodating downtown growth. Without buses and MAX Portland would need nine new 42-story

parking structures to handle all the cars.

**Transit Station Area Planning Program.** Concern for the land use impacts of Light Rail resulted in a \$1.2 million planning program to maximize the opportunity created by MAX. The Transit Station Area Planning program laid the foundation for development along the line by determining market potentials, planning for the urban fit of the project, and rezoning station areas. Before construction started on MAX, every station area along the corridor had been rezoned to stimulate transit related development around the stations. New higher density zoning specifically tailored to light rail, was put in place around the suburban stations. At the end of the line in Gresham their downtown was replanned around rail as a focal point.

**Balanced Transportation System.** Since 1973 the Portland region has been pursuing a strategy of balanced transportation investments. Rather than widening major radial highway corridors to accommodate growth, the region chose to invest in transit. Transit keeps the highway system working by reducing the number of vehicles competing for space on streets and highways. Today transit carries the equivalent of two new lanes on every arterial entering downtown Portland.

### **How is the Private Sector Responding to our Light Rail Line?**

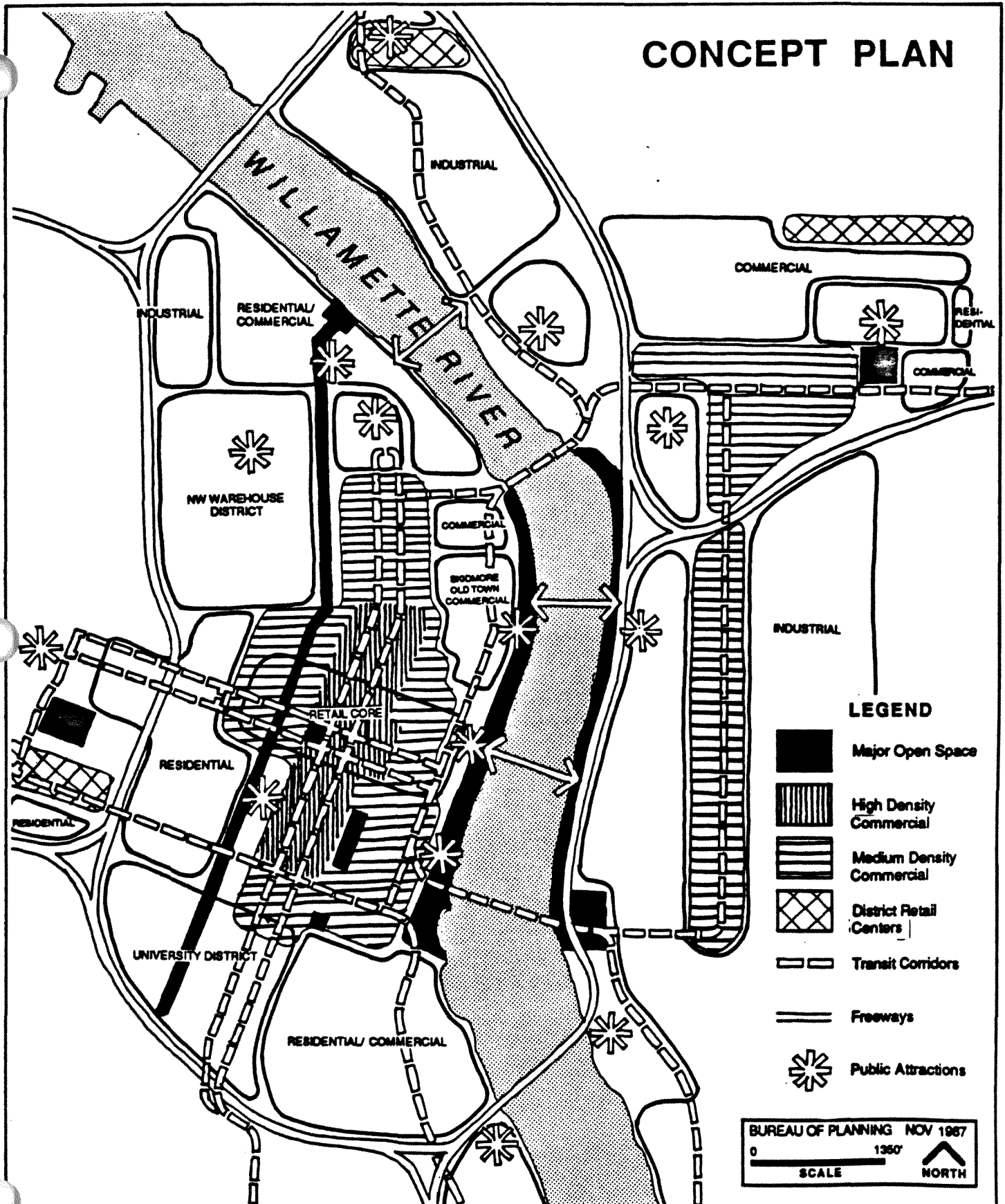
Portland is demonstrating that light rail can be linked with land use and development planning to have a dramatic impact on shaping regional growth. Just two years after opening of the line, the results are very promising.

Over \$690 million worth of development totaling 5.9 million square feet is under construction or has been completed immediately adjacent to the MAX line since the decision to construct the project. Plans have been announced for another \$440 million worth of additional improvements. The impact of the line is being felt from end to end. Development activity is greatest in the downtown and Lloyd Center. In downtown MAX has accelerated historic renovations, influenced the design of office buildings, and helped make new retail development feasible. Virtually every parcel of vacant land adjacent to MAX downtown has changed hands, been developed, or had development plans announced.

MAX is also changing the shape and configuration of downtown Portland. The Willamette River has always been a physical and psychological barrier constricting the core to the west side of the river.



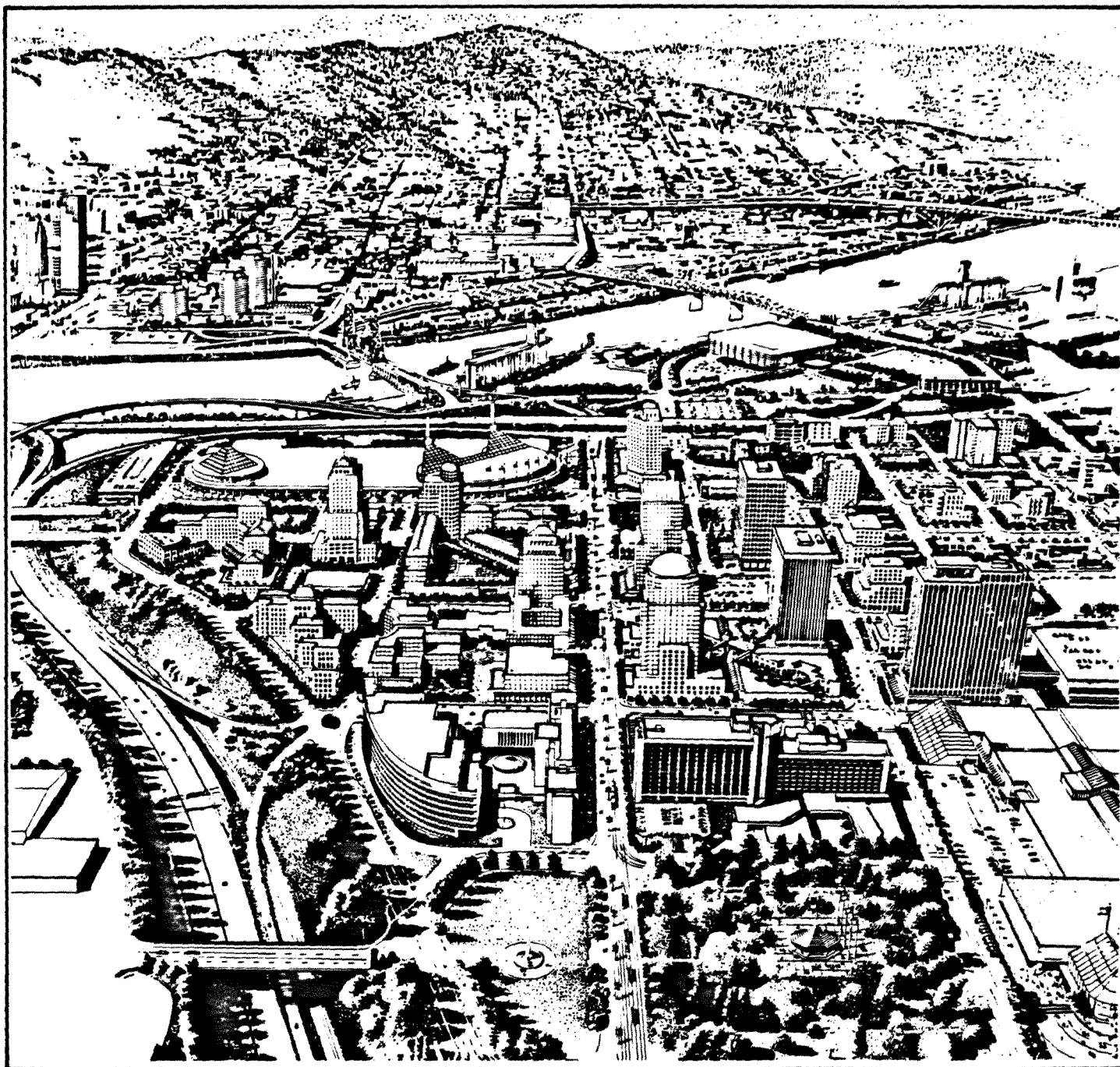
## 2. Portland Central City Plan



"Transit corridors are the spine for future growth. The most intense development will locate along the transit corridors."



### 3. Illustrative 15-Year View of Holladay Rail Corridor



The Oregon Convention Center, development of the Lloyd Properties, and MAX are helping Portland's downtown expand eastward across the Willamette River along the MAX line.



MAX has been given credit for transcending those barriers.

Three decisions which will reshape "downtown east" have a MAX connection. First, the decision to locate the Oregon Convention Center adjacent to MAX on the eastside. Second, Melvin Simon and Associates cited MAX as a factor in their decision to buy the 1.3 million square foot Lloyd Center Mall. Work is now underway on a \$55M expansion and renovation of the Mall. Finally, MAX is a focal point for Pacific Development Inc. in their plans to develop 75 acres of land they acquired paralleling MAX in the Lloyd Center Area. (See Figure 3.)

Businesses are reporting higher sales volumes and increased foot traffic because of MAX. In a survey of 54 businesses located near the MAX line, 66% of business owners said that their businesses had been helped by being located near MAX. More specifically, 54% said they saw increased sales volume as a result of being located near MAX. The strongest benefits of MAX were attributed to increased business visibility rather than customers getting off the light rail and making purchases.

### **The Best is Yet to Come!**

As with other rail systems, the major development response to light rail is expected to occur after the system has been in operation for several years and its ridership potential has been demonstrated. Development has also been constrained by the slow recovery from the 1981-82 recession. That recession ended a boom in downtown office construction and halted the transition from single family to multi-family dwellings in parts of mid-county. When MAX started operating, employment in Multnomah County was still 25,000 jobs below pre-recession levels.

Another cycle of office and retail development is now underway in Portland. Announcements have recently been made for six new office towers, all but one of which is adjacent to MAX.

Three projects underway are illustrative of the long term impact of light rail:

**Pioneer Place.** The Rouse Company is building a four-square-block, \$180 million retail/office/hotel complex in the heart of downtown Portland. Transit surrounds the project on three sides, with two light rail stations and the Portland Transit Mall. The easiest way to get to the Rouse Project will be by light rail. You get off the train, step across the platform (which is also a sidewalk), and you are at the front door. No automobile will be able to equal this degree of access. For the developer, light rail means

a lower parking ratio/lower development costs, a locational advantage over the competition, and access to a broader retail market.

**Oregon Convention Center.** In 1990 the \$85 million Oregon Convention Center on the eastside, complete with a new MAX station will be open for business. The presence of light rail was a critical factor in the decision to locate the convention center across the Willamette River outside of the downtown. Light rail is the spine to connect hotels, the convention center, and the downtown together. The convention center has been designed to front onto light rail. A plaza and the new light rail station will constitute the front door for arriving and departing conventioners.

**Winmar/Tri-Met Regional Mall.** At the other end of the MAX line in Gresham, light rail is changing how we view perhaps the most auto-oriented type of American development, the suburban mall. Tri-Met and Winmar Company of Seattle are moving forward with a \$100 million, 800,000 square foot regional mall, built over and incorporated directly into the light rail line. The mall will be on the cutting edge of suburban development. Like with the downtown Rouse Project, MAX will be the most convenient way to arrive. A new MAX station will deliver riders right into the middle of the action. For Tri-Met the mall means increased ridership, and a long term cash flow for the light rail system to make it self-sustaining within 7-8 years after the center opens. \$5.5 million in UMTA money has been earmarked by Congress and will be used for Tri-Met's share of the sell-leaseback arrangement. (See Figures 4 and 5.)

### **What is Light Rail's Impact on Development?**

Light rail was often dismissed as not having an impact on development, in part because heavy rail systems have shaped our expectations about what joint development means. The completion of heavy rail systems in San Francisco, Atlanta, Miami, and Washington, DC set the tone for how the transportation community viewed the transit land use connection. Direct underground connections into buildings, sale of air and surface rights—that became the definition of joint development.

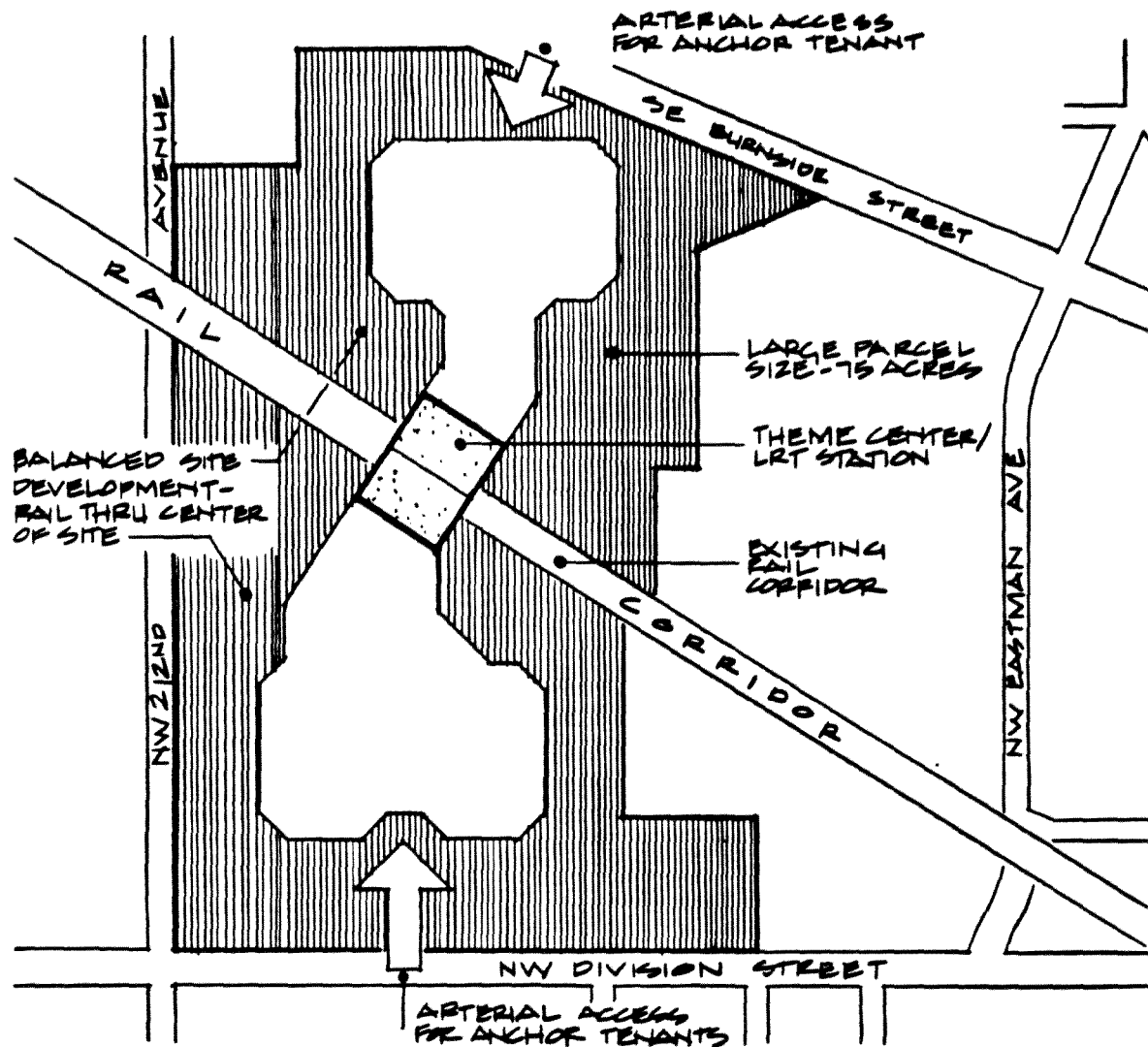
Based on the Portland experience, it's clear that light rail may have a greater development impact than heavy rail—certainly on a dollar-for-dollar basis.

Light rail operates at the surface and offers visibility. Store fronts become billboards for passengers. Light rail penetrates the community and is not separated from it like heavy rail, which is down in a

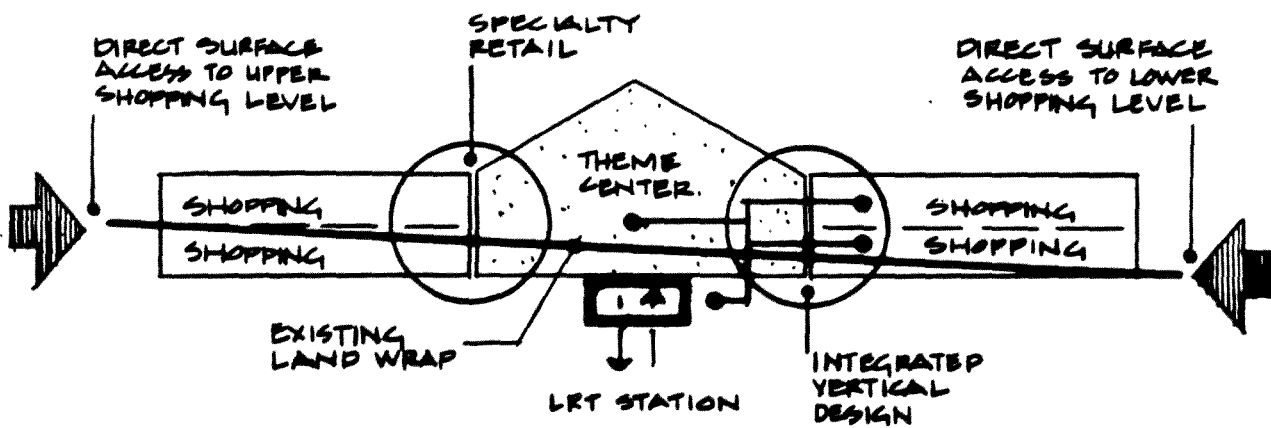


#### 4. Winmar/Tri-Met Regional Center

##### CONCEPT SITE PLAN



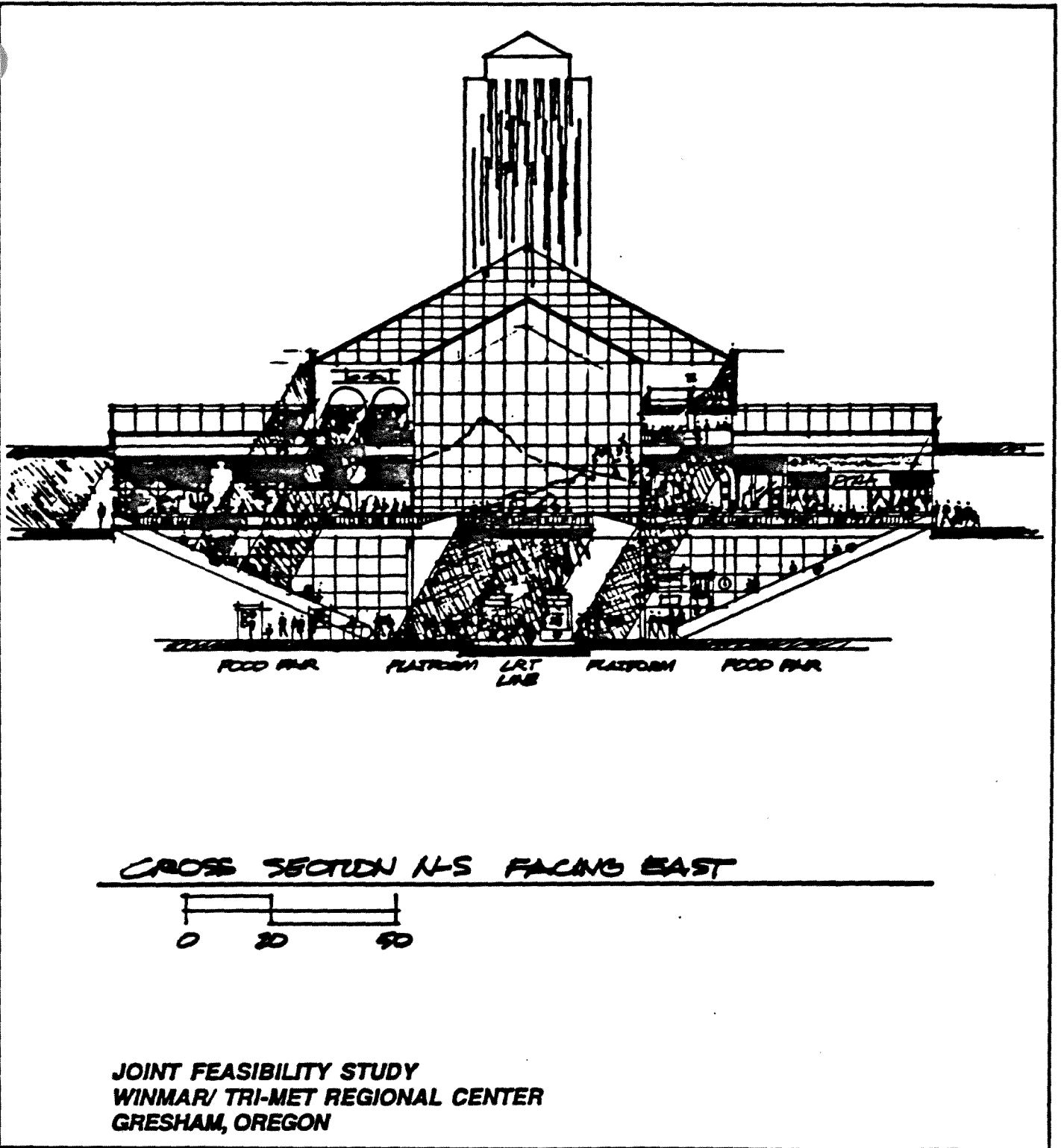
##### DESIGN SECTION



With MAX as a focal point in the center of the 800,000-square-foot Winmar/Tri-Met Mall, it will be on the cutting edge of American development.



5.



MAX will be the easiest way to get to this proposed \$100m regional mall built over a new MAX station.



hole or up in the air. Light rail is part of the urban experience—an amenity, a signature for the area. You can put light rail right into the middle of the action. For the Rouse Project you walk across the platform into the front door. It's the most convenient way to arrive. At Portland's Saturday Market, a weekly street fair attended by thousands, the festival literally surrounds the train; it's part of the experience; it's the way to get there.

When light rail is part of the community, not separate from it, it can be directly integrated into development. That is something which we have done successfully from one end of the line to the other.

### **What Can we Learn from This? What Are the Conclusions?**

MAX is part of a conscious strategy to use land use planning and transportation investments to shape and guide the growth of the region. Based on the results experienced so far, the partnership between Tri-Met, local Governments, and the development community has been successful.

Since the decision to build MAX approximately 5.9M square feet of development valued at over \$690M has been completed or is under development adjacent to MAX. Another \$440M in new developments has been announced.

After just two years of operation MAX is beginning to transform the shape of Portland. The Oregon Convention Center development, the Lloyd Center Properties, and MAX are helping Portland's downtown expand eastward across the Willamette River along the MAX line. With new MAX stations at their front door, light rail will be the most convenient way to get to Pioneer Place, the Oregon Convention Center, and Gresham's Winmar/Tri-Met Regional Mall.

As for the transit land use connection, the relationship has been institutionalized. It's no longer just a planning theory, it's a practical policy, paying dividends every day. In Portland, transit is not just for moving people, it's a central part of our strategy to guide growth and protect our quality of life.

## **APPENDIX DEVELOPMENT ADJACENT TO MAX**

The following projects represent a partial inventory of projects immediately adjacent to MAX which were under construction or completed since the decision to construct MAX in 1979

### **Downtown**

1. One Pacific Square, 220 NW Second  
\$22M office building completed 1983  
293,000 sq. ft.
2. Three Pacific Square, 123 NW Flanders  
\$1.4M rehabilitation, completed 1984  
100,000 sq. ft.
3. Parking garage/heliport, 234 NW First  
400 short term parking spaces and heliport  
\$8.8M
4. Fleishner Block, 107 NW Couch  
\$2.5M renovation began in 1986  
50,000 sq. ft. of retail and office
5. Blagen Block, 78 NW Couch  
\$2M renovation completed in 1981  
8,000 sq. ft. retail; 25,000 sq. ft. office
6. Skidmore Fountain Building(formerly Packer Scott)  
28 SW 1st  
\$4.5M renovation in 1986 opened with Light Rail  
20,000 sq. ft. retail; 21,000 sq. ft. office
7. Ankeny Park, First and Ash  
Refurbished in 1986  
\$300,000
8. New Market Theatre and Village, 50 SW Second  
\$10M renovation of three buildings opened in 1983  
40,000 sq. ft. retail; 85,000 sq. ft. office
9. The Pine Street Building, 50 SW Pine  
Built in 1981  
2,500 sq. ft. retail; 7,500 sq. ft. office
10. Lombard Building, 220 SW First Ave.  
\$625,000 rehabilitation  
7,500 sq. ft.
11. Lawrence Building, 306 SW First  
\$4.3M renovation completed in 1986  
50,000 sq. ft. retail and office
12. One Financial Center, First and Morrison  
\$42M office building began construction in 1986  
350,000 sq. ft.
13. Willamette Block; 722-738 SW Second  
\$4M renovation and addition of 4th floor in 1983  
8,000 sq. ft. retail; 24,000 sq. ft. office
14. Paulson Capital Building  
\$6.3M new office completed in 1982  
60,000 sq. ft.
15. Morton Cole & Weber Building, 55 SW Yamhill  
\$2.2M rehabilitation completed in 1984  
20,500 sq. ft.
16. Thomas Mann Building, 140 SW Yamhill  
\$2.2M renovation and addition in 1981  
18,000 sq. ft. of retail, office and residential space



17. Yamhill Market Place, 110 SW Yamhill  
\$7M of new retail space opened in 1982  
77,000 Sq. ft. of retail
18. Dayton Building, 838 SW First Ave.  
\$3.3M rehabilitation completed 1983  
31,800 sq. ft.
19. Centennial Block, 210 SW Morrison  
\$4M renovation completed in 1985  
12,000 sq. ft. retail, 32,000 sq. ft. office
20. 200 Yamhill Building, 204-218 SW Yamhill  
\$4.2M renovation completed in 1986  
48,000 sq. ft. retail and office
21. Director Furniture Building, 804 SW Third  
\$5.6M renovation  
90,000 sq. ft. office and retail
22. Kress Building, 622 SW Fifth  
\$3M renovation completed in 1986  
70,000 sq. ft. retail and office
23. Caplan's Sporting Goods, 625 SW Fourth  
\$500,000 renovation in 1986  
23,000 sq. ft. retail
24. Pioneer Place (Morrison Street Project)  
\$180M block office/retail/hotel complex, constructed in 1988  
970,000 sq. ft.
25. American Bank Building, 621 SW Morrison  
\$3.75M rehabilitation completed in 1986  
164,000 sq. ft. office
26. Pioneer Courthouse Square  
\$8M one block public square opened in 1984  
68,000 sq. ft. plaza and retail
27. Pacific First Federal 811 SW Sixth  
\$22M renovation and new construction opened in 1980  
317,000 sq. ft.
28. Nordstrom, 701 SW Broadway  
\$8M remodeling and additon of a penthouse, 1989  
110,000 sq. ft. retail

#### **Lloyd Center**

29. Oregon Convention Center, Union & Holladay  
\$85M convention center; construction started in 1988  
500,000 sq. ft.
30. Lloyd Center Mall  
\$55M renovation and expansion; construction started in 1988  
1.3M sq. ft. mall
31. Lloyd Center Red Lion Inn, 1000 NE Multnomah  
\$35M remodeling and additon of 530 rooms, completed in 1981  
382,000 sq. ft.
32. Moyer Theatre, 16th & NE Multnomah  
\$3M 10-screen theatre, opened winter, 1986
33. Federal Office Building East, 905 NE 11th Ave.  
\$55M office building completed 1987  
545,000 sq. ft.

34. Lloyd Center Tower, 825 NE Multnomah  
\$33M office building; opened 1981  
400,000 sq. ft.

#### **Hollywood**

35. Elk's Lodge, 4121 NE Halsey  
\$500,000 renovation of former store completed in 1986
36. Gas station converted to convenience store in 1986

#### **Gateway**

37. Gateway Fred Meyer Shopping Center  
\$27M for redevelopment and expansion; completed in 1987  
370,000 sq. ft. retail

#### **Burnside**

38. Transamerica Title Insurance Co. main offices, 12360 E. Burnside  
\$1M office building constructed in 1980  
17,000 sq. ft.
39. Convenience Retail, 122nd & E. Burnside  
Deli and mini-market serving LRT; operated in 1988
40. Apartment Complex, 157th & E. Burnside
41. Plaza 181, 181st & E. Burnside  
Strip commercial (6 stores) completed in 1986
42. Kaiser Permanente Rockwood Medical Offices, 19500 SE Stark  
\$4.6M clinic completed in 1985

#### **Gresham**

43. Gresham Town Fair  
\$30M community shopping center; completed in 1987  
276,000 sq. ft.
44. Weil Pedestrian Arcade  
Connection from MAX to downtown Gresham  
\$75,000



## Federal Dollars For Induced Ridership

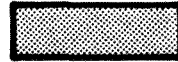
**COST**

**Banfield LRT  
Capital Cost  
\$214M Total**



**\$176M**

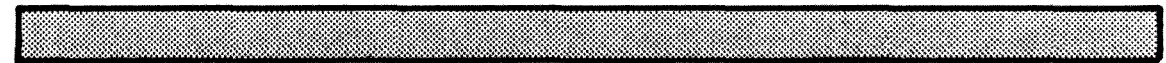
**Joint Development  
Packaging of  
Retail Mall Cost**



**\$14-15M**

**INDUCED RIDERSHIP**

**Banfield LRT  
Net Induced  
Ridership**



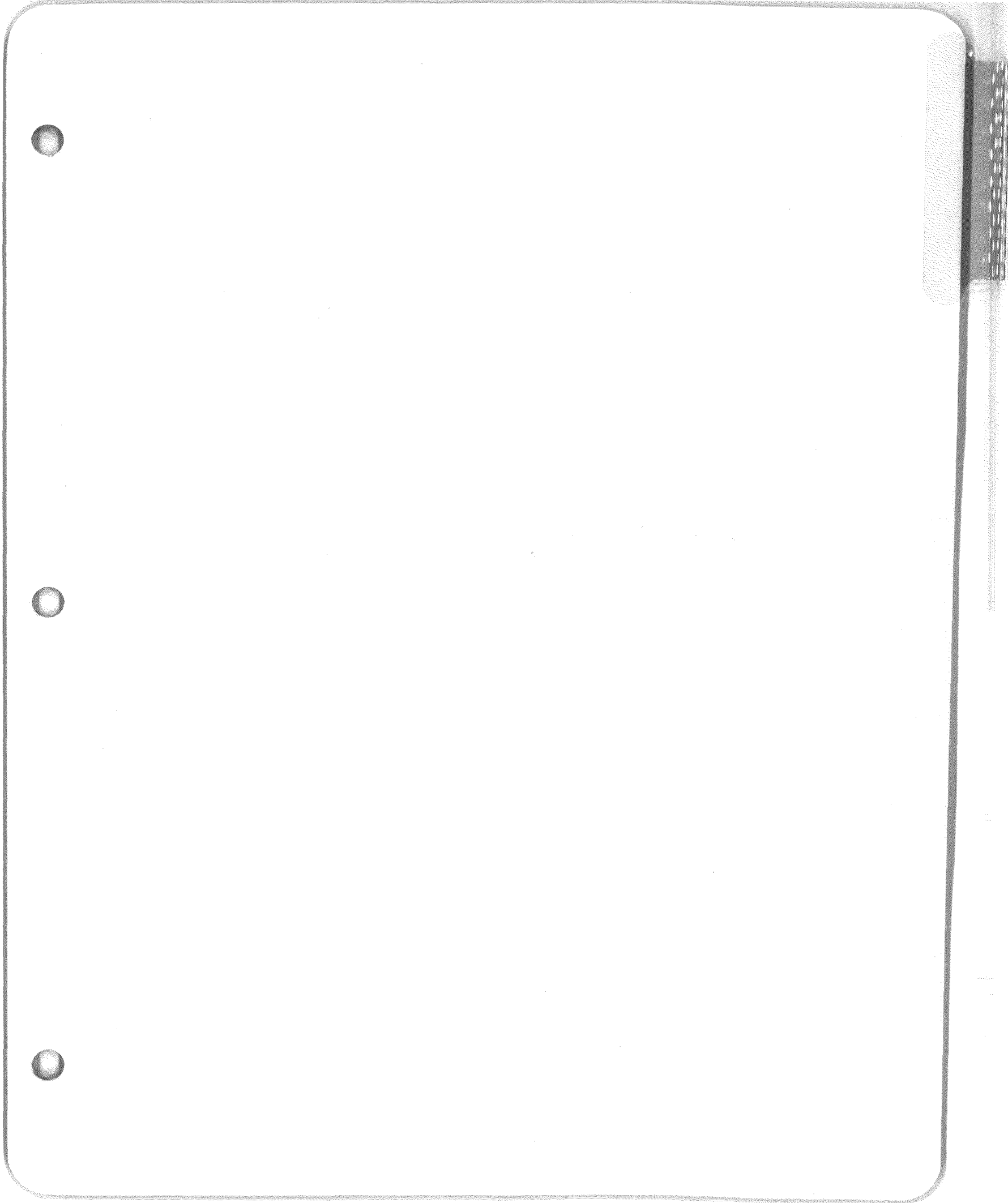
**6300**

**Retail Mall  
Induced Ridership**



**4000**





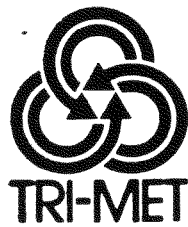
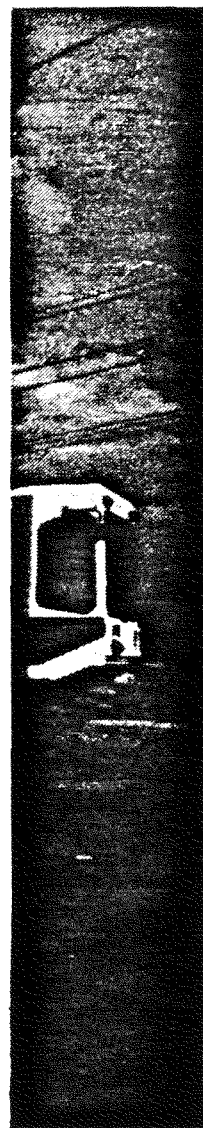


DRAFT

# Light Rail Line

## Patronage

## Profile



March 1990



**MAX LIGHT RAIL LINE  
PATRONAGE PROFILE**

Tri-Met  
March, 1990



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Staff principally responsible for this report:  
Richard Ledbetter, Project Manager  
Bill Coffel  
Kathryn Coffel  
Claire Cushman  
Rick Gerhart  
Janet Hopper  
Nancy Jarigese  
Ken Zatarain

Report production:  
Debbi Lucas  
Jeff Frane  
Warren Schlegel

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## MAX PATRONAGE PROFILE

### Introduction

This report presents information concerning patronage on Portland's MAX light rail line. It assembles various data and analyses into one resource document. It is composed of the following elements:

- MAX and systemwide daily patronage
- Patronage and service hours by sector since 1985
- Trip purpose
- Fare instrument used for trip
- Mode of access and egress
- Trip destination
- Demographic attributes of riders
- Station ons and offs
- Station area population and employment
- Boarding rides by time of day
- Boarding rides per revenue hour by time of day
- Peak load point patronage
- Park and ride lot survey.

Figures are presented in conjunction with the report narrative. The various tables referenced in the report are included separately at the end of this document.

Figure 1 presents a map of the MAX light rail line.



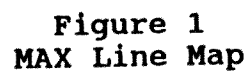


Figure 1  
MAX Line Map



### Key Attributes of MAX Patronage

The profile of patronage on MAX is similar to patronage on regional bus trunklines with the following exceptions: MAX carries more riders than any bus line; MAX enjoys a higher level of park and ride access than regional bus trunks; MAX carries a larger proportion of short distance trips.

This is an overview of MAX patronage.

1. Weekday patronage has been fairly constant at about 20,000 boarding rides since MAX service started in September, 1986. Saturday patronage, which started out higher than weekdays, declined to between 15,000-20,000 boardings. Sunday patronage declined over the first two years, but stabilized in 1989 at about 8,000 boarding rides.
2. Home-based work trips account for 53% of all weekday MAX trips, the same percentage as on the bus system.
3. The fare distribution of trips on MAX and buses is similar: passes are used on 43% of MAX trips, cash on 41%, and tickets on 16%.
4. On weekdays, 38% of MAX trips include a walk at both ends of the MAX ride; about 30% of all trips involve park and ride, and about 30% involve a bus transfer.
5. About two-thirds of weekday MAX trips begin or end in downtown Portland.
6. About 44% of weekday trips on MAX are taken by transit dependent riders; this is close to the figure for regional bus trunklines and lower than the bus system average of 60%.
7. The busiest MAX station on weekdays is Pioneer Square, with 5,048 ons plus offs; the next busiest is Gateway with 3,661. The most lightly used station is 172nd Avenue with 432 ons plus offs.
8. The busiest station on Saturday and Sunday is Skidmore Fountain, with 4,084 and 2,261 ons plus offs, respectively.
9. East County and Gresham stations account for 64% of all outbound offs, the 3 Banfield freeway stations for 16%, Lloyd/Coliseum area for 12%, and downtown Portland for 8%.



10. The weekday peak load point is between Lloyd Center and Hollywood with about 5,700 passengers in each direction. The load drops to about 3,500 passengers (62% of the peak load) between Gateway and 102nd Avenue.
11. The peak 4 hours account for 40% of weekday MAX boardings; the midday 7 hours account for 40%.
12. Weekday MAX boarding rides per revenue hour is highest during the PM peak with 256 rides per hour; on Saturday rides per hour exceeds 256 from 1:00 PM to 4:00 PM.
13. About 80% of 1,839 park and ride spaces in 5 lots are utilized at least once on a weekday. The Gresham City Hall lot is 100% of capacity; the lowest utilization is at 181st with 30% of spaces filled.



## Analysis

The following analysis of MAX patronage activity is based on several data sources. See Appendix 1 for a description of the data sources.

### MAX Patronage Levels

(Source: Monthly Performance Report and 1988 O/D Survey Report)

Weekday MAX patronage has fluctuated between 19,000 and 21,000 average weekday boarding rides since MAX opened in September, 1986.

Saturday MAX patronage has remained high since start-up, and on occasion, has approached the level of weekday patronage. Much of this Saturday patronage is due to the high percentage (26%) of shopping and recreational trips (20%).

Sunday MAX patronage is the lowest of the week, with about 9,000 rides taken on an average Sunday.

### Temporal Analysis of Systemwide and MAX Boarding Rides

(Source: Monthly Performance Report)

Weekday, Saturday, and Sunday MAX and system average boarding rides for each month since rail start-up are in Table 1. The dates of start-up and changes in fare structure are annotated.

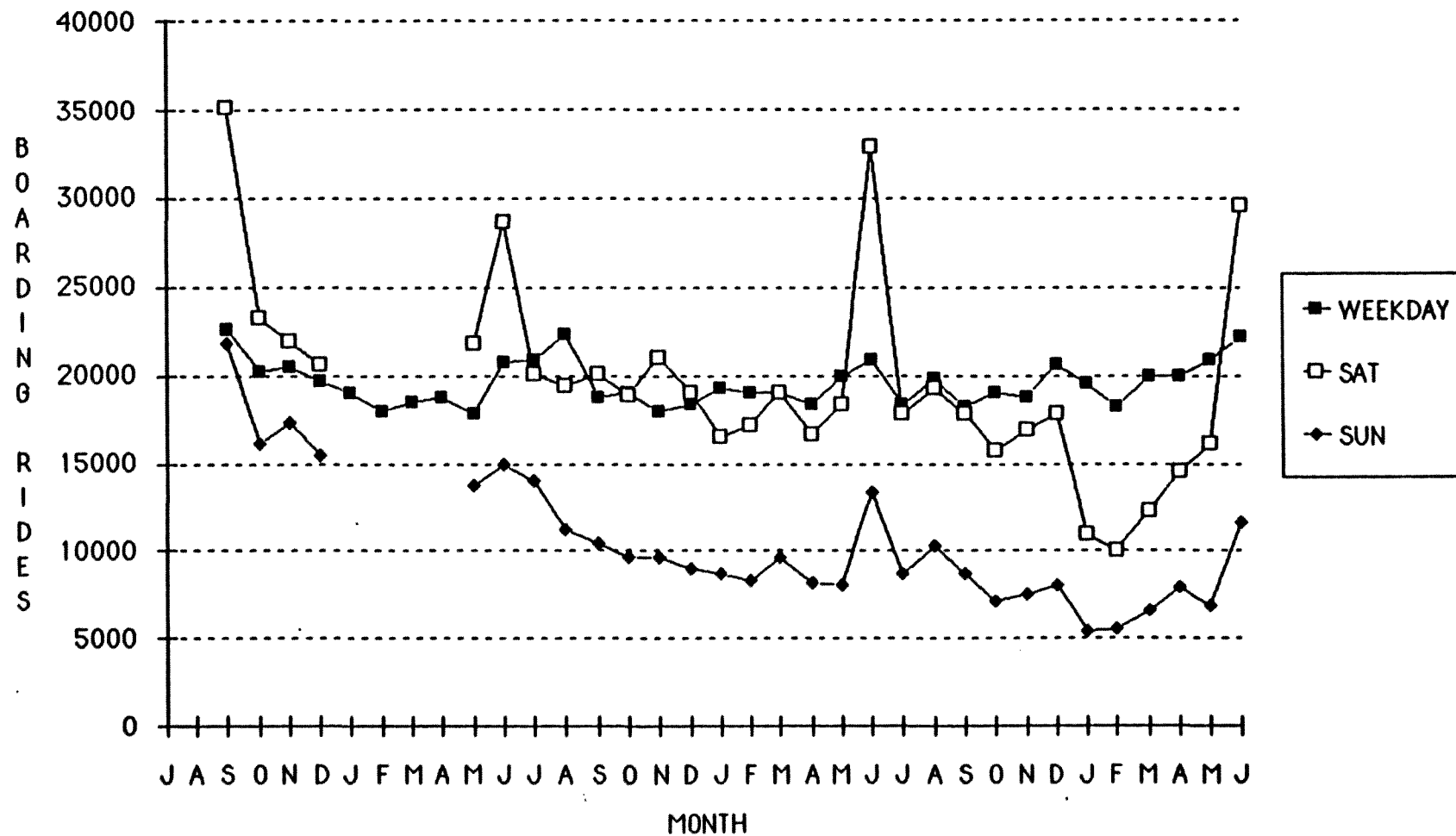
With the inception of MAX in September 1986, patronage was high on weekdays, Saturday, and Sunday (Figure 2). A down-turn in patronage occurred in October 1986 after novelty riding tapered off. This trend continued until May 1987 when Saturday and weekday patronage levels increased.



Figure 2

## MAX BOARDING RIDES

FY 87 - FY 89



SOURCE: TRI-MET MONTHLY PERFORMANCE REPORT



During FY '88, fares were increased. Riders on high quality service such as MAX are relatively insensitive to fares. The September 1987 fare increase, for example, had little effect on weekday MAX patronage, although weekend patronage declined. The September 1987 fare increase reduced systemwide patronage as levels dropped slightly in October 1987.

Figure 3 presents system patronage since FY '87.

- The increase in systemwide patronage after the MAX start-up in September 1986 is apparent.
- After the 1987 increase in ticket and pass prices, there was an overall decline in patronage.
- The 1988 decrease in fares for long-distance trips increased the percent of long distance rides on the bus system, but not on MAX. There was an increase in systemwide patronage, while MAX patronage was flat.
- During FY '89, patronage on the bus system and MAX increased, although Saturday patronage on MAX dropped off. Sunday MAX patronage has increased since January 1989.

#### Sector Patronage and Service (1985-1989)

Source: Line Performance Report and Monthly Performance Report)

Figure 4 depicts the 5 service sectors that comprise the Tri-Met district. Table 2 presents weekday boarding rides and revenue hours for each sector for each year since 1985. Between Spring 1985 and Spring 1989:

- system patronage increased about 1% on weekdays
- patronage in the sectors served by MAX increased about 6,000 boarding rides per weekday
- effectiveness decreased as a result of service increases in the sectors served by MAX.

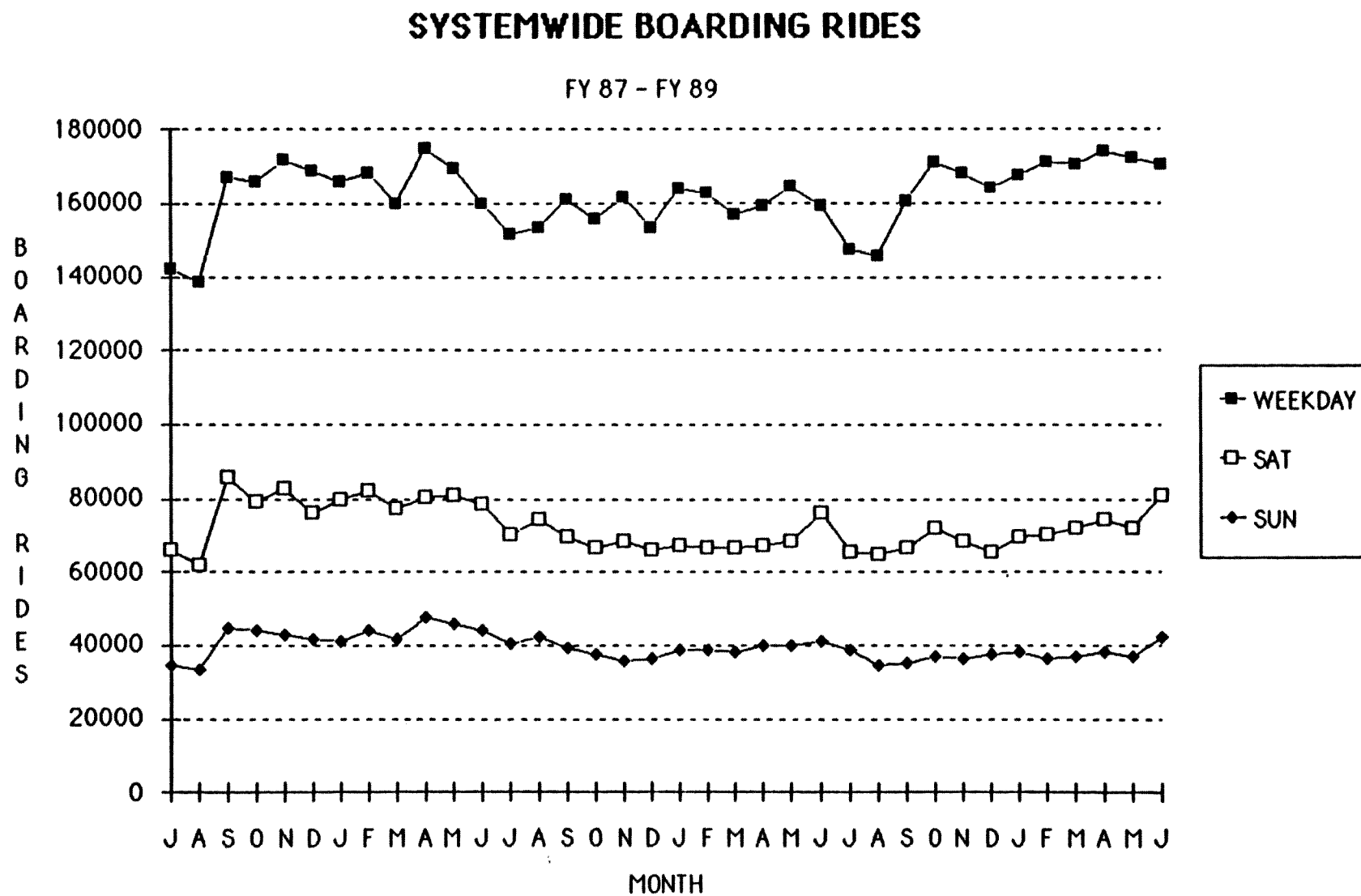
#### Trip Purpose

(Source: Spring 1988 O/D Survey)

Table 3 presents the distribution of purposes for trips on MAX for weekday, Saturday, and Sunday. Although weekday MAX patronage has been fairly constant, the purpose of trips by MAX riders has changed since the maiden year of service. The high patronage in the early months was partly attributable to the number of novelty rides. A survey in June 1987 revealed many social, recreational and entertainment trips, especially during the midday.



Figure 3



SOURCE: TRI-MET MONTHLY PERFORMANCE REPORT



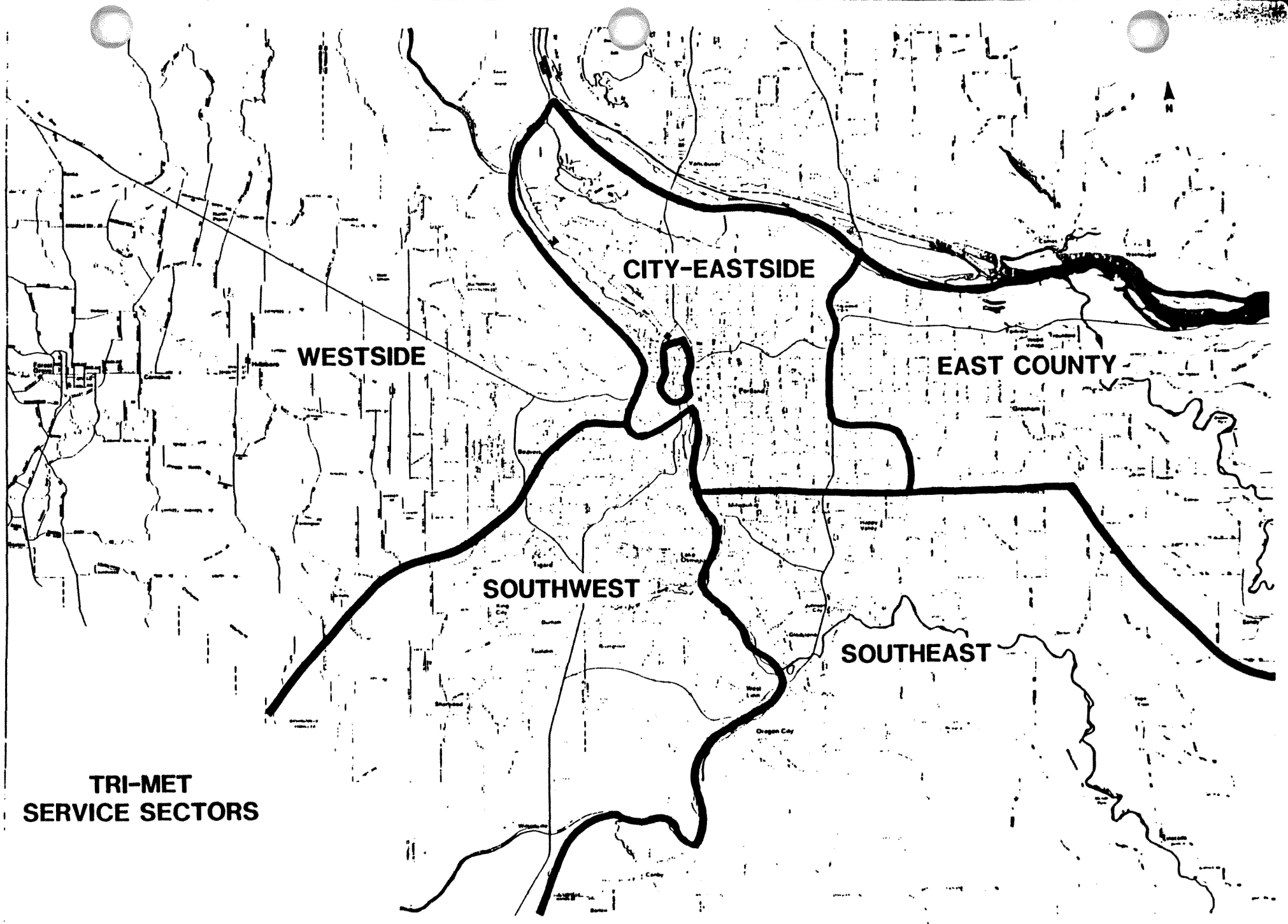


Figure 4



A year later, however, the nature of trips on MAX changed. A study in May 1988 showed that, on weekdays:

- home-to-work trips grew from 47% to 53% of all trips
- school trips increased from 3% to 11% of all trips  
(partly due to the month in which the surveys were conducted)
- social/recreation trips declined from 11% to 4% of all trips
- shopping trips decreased from 8% to 4% of all trips.

Figure 5 is a graphic comparison of trip purpose for the June, 1987 and the June, 1988 on-board surveys.

### Fares

(Source: Spring 1988 O/D survey)

The fare instrument used for MAX trips changed between 1987 and 1988. In June, 1987, 49% of weekday trips were paid with cash, attributable to the high number of discretionary riders using the system. Passes accounted for 34% of the trips.

In May, 1988, 43% of all weekday trips were on a pass and 41% were taken with cash fares.

Table 4 presents the fare used for MAX trips on weekdays.

### Mode of Access and Egress

(Source: Spring 1988 O/D survey)

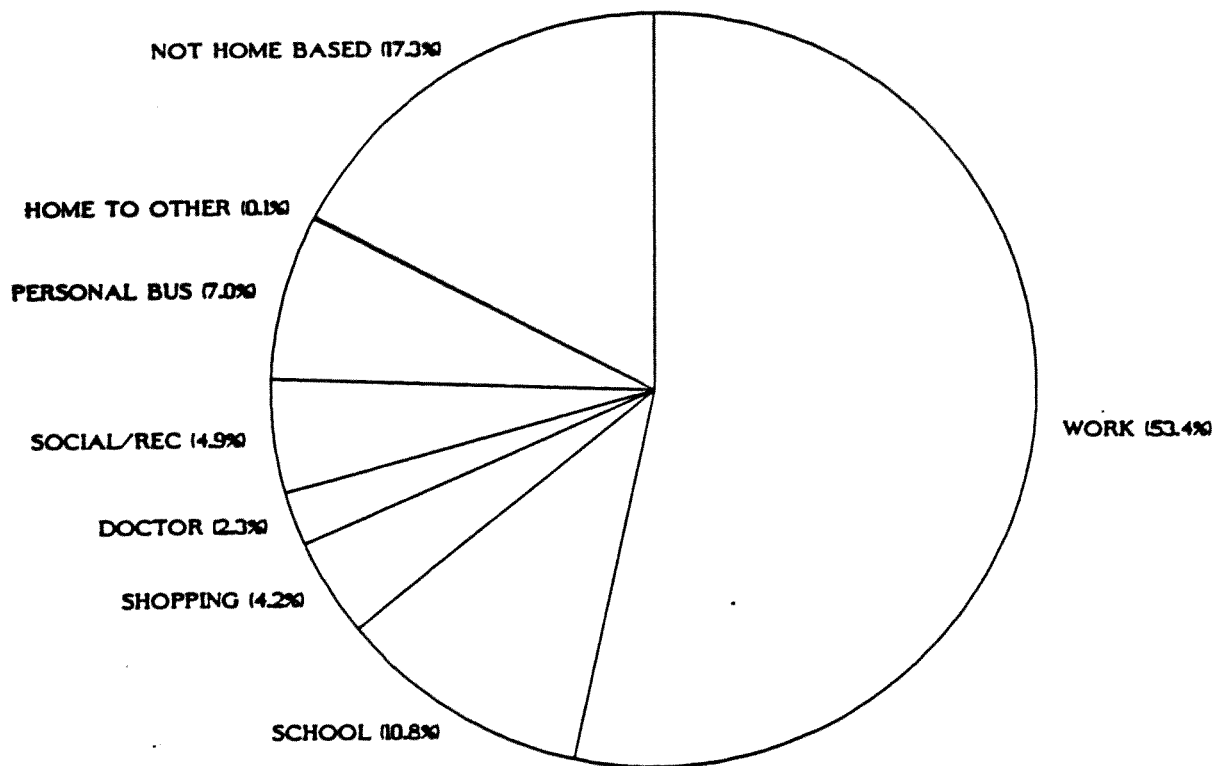
The mode of access and egress for trips taken on MAX by day of week are shown in Table 5.

On weekdays:

- Approximately 30% of the trips on MAX were taken by people who drove to or from a MAX station, while another 8% were by people dropped off or picked up at a station. This high auto access is attributable to the 1,800 park and ride spaces along the MAX line.
- Only 38% of the trips were taken by passengers walking to and from MAX, compared with 68% for the system as a whole.
- The use of Park and Ride to access or egress MAX accounted for 33% of the trips on Saturdays and approximately 45% on Sundays.
- Transfer activity on weekdays shows that almost one-third of the trips on MAX involve a transfer.
- A higher percentage of weekend rides involve a transfer than on weekdays, with Saturday being the highest at 34%.



TRIP PURPOSE ON MAX  
SPRING 1988 ON-BOARD SURVEY



TRIP PURPOSE ON MAX  
JUNE 1987 ON-BOARD SURVEY

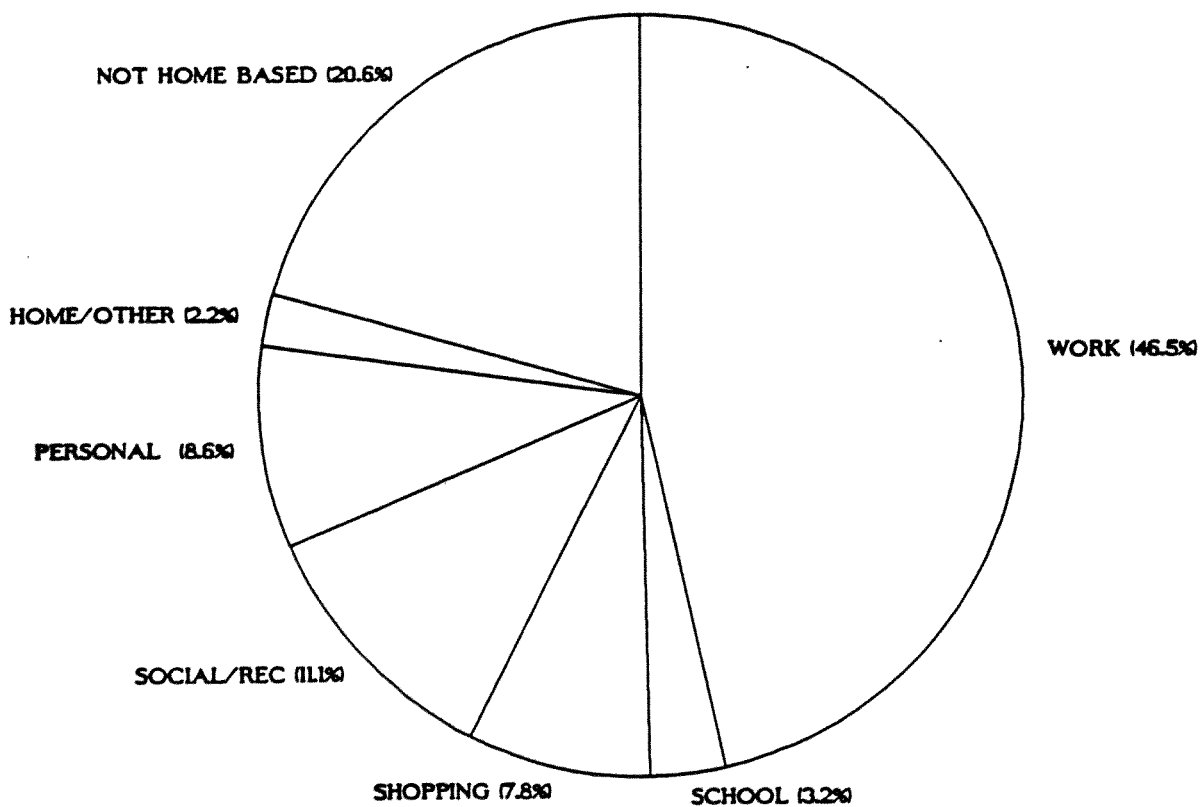


Figure 5



Downtown Portland Orientation  
(Source: Spring 1988 O/D survey)

Approximately two-thirds of the trips on MAX either begin or end in downtown Portland. Because of this downtown orientation, 57% of the respondents stated they would have to pay for parking if they did not use MAX. For the system as a whole, 54% of the trips are to or from downtown Portland. Fewer than half of the system's trips were taken by riders who would have to pay for parking if they did not use transit.

Table 6 presents the percent of downtown trips on MAX for weekday, Saturday and Sunday.

Demographics  
(Source: Spring 1988 O/D survey)

The demographics of the MAX rider have changed since June 1987. In the Spring 1988 survey, there were fewer trips taken by youths and low income persons. Trips on MAX are more likely to be taken by middle-aged, higher income, less transit dependent riders than trips on the system as a whole.

Table 7 presents information on the number of trips taken by riders of various socioeconomic attributes.

MAX Boardings by Station  
(Source: Spring 1989 Passenger Census)

Daily MAX boardings, alightings and leaving load by station and direction are listed in Tables 8-10. The data are segmented by weekday, Saturday, and Sunday.

Weekday inbound boardings and alightings (Figure 6) vary among stations. The most inbound ons are at the Gateway station, and the most inbound offs are at Pioneer Courthouse Square.

The patterns on Saturday and Sunday (Figures 7 and 8) are similar. The 4 stations with the most boardings are Cleveland, Gateway, Lloyd Center, and the Skidmore station. The 4 stations with the most offs are Lloyd Center, Skidmore Fountain, Pioneer Courthouse Square, and Library/Galleria.



Figure 6

INBOUND

# MAX WEEKDAY ONS AND OFFS BY STATION

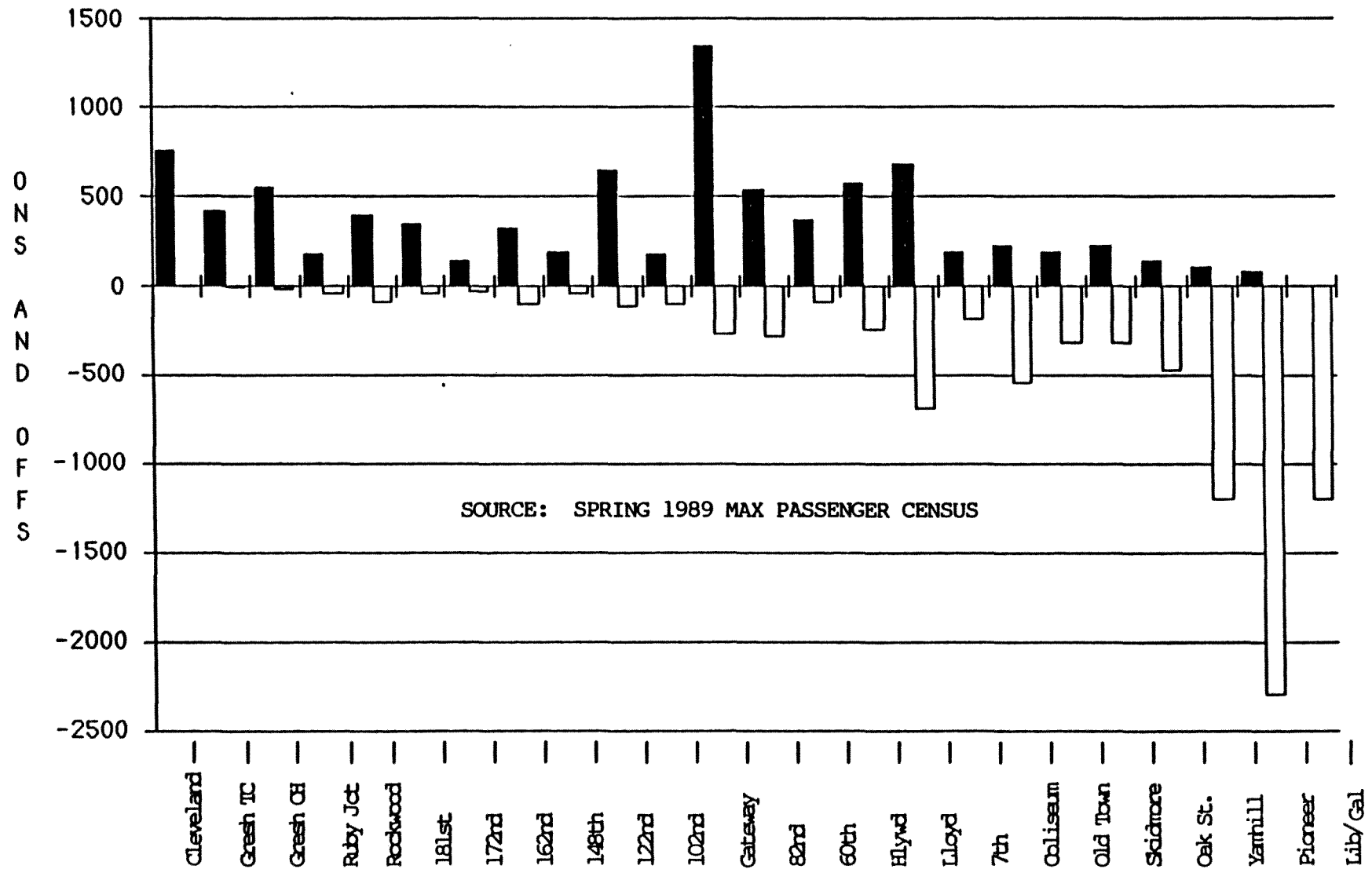
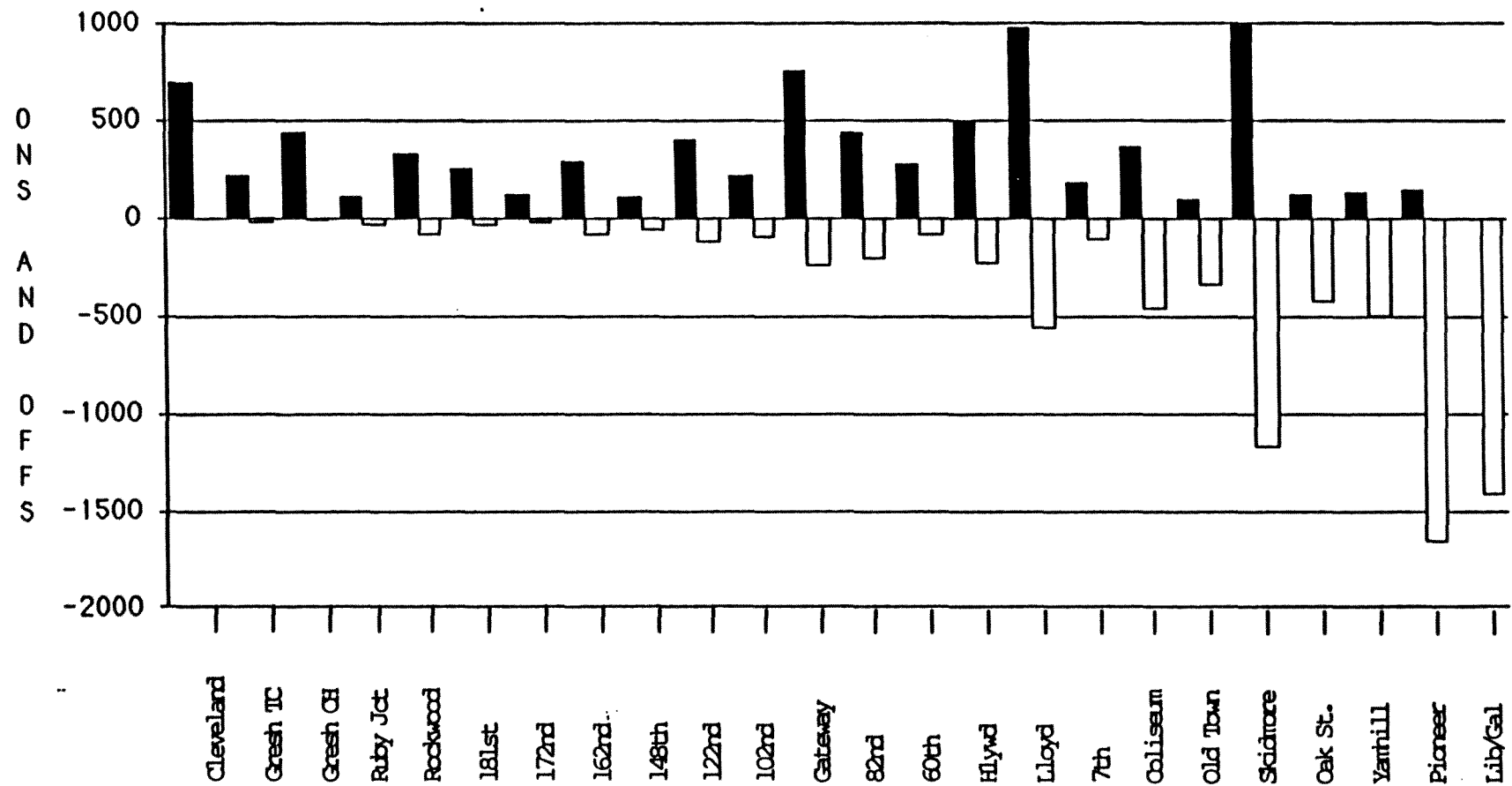




Figure 7

INBOUND

### MAX SATURDAY ONS AND OFFS BY STATION



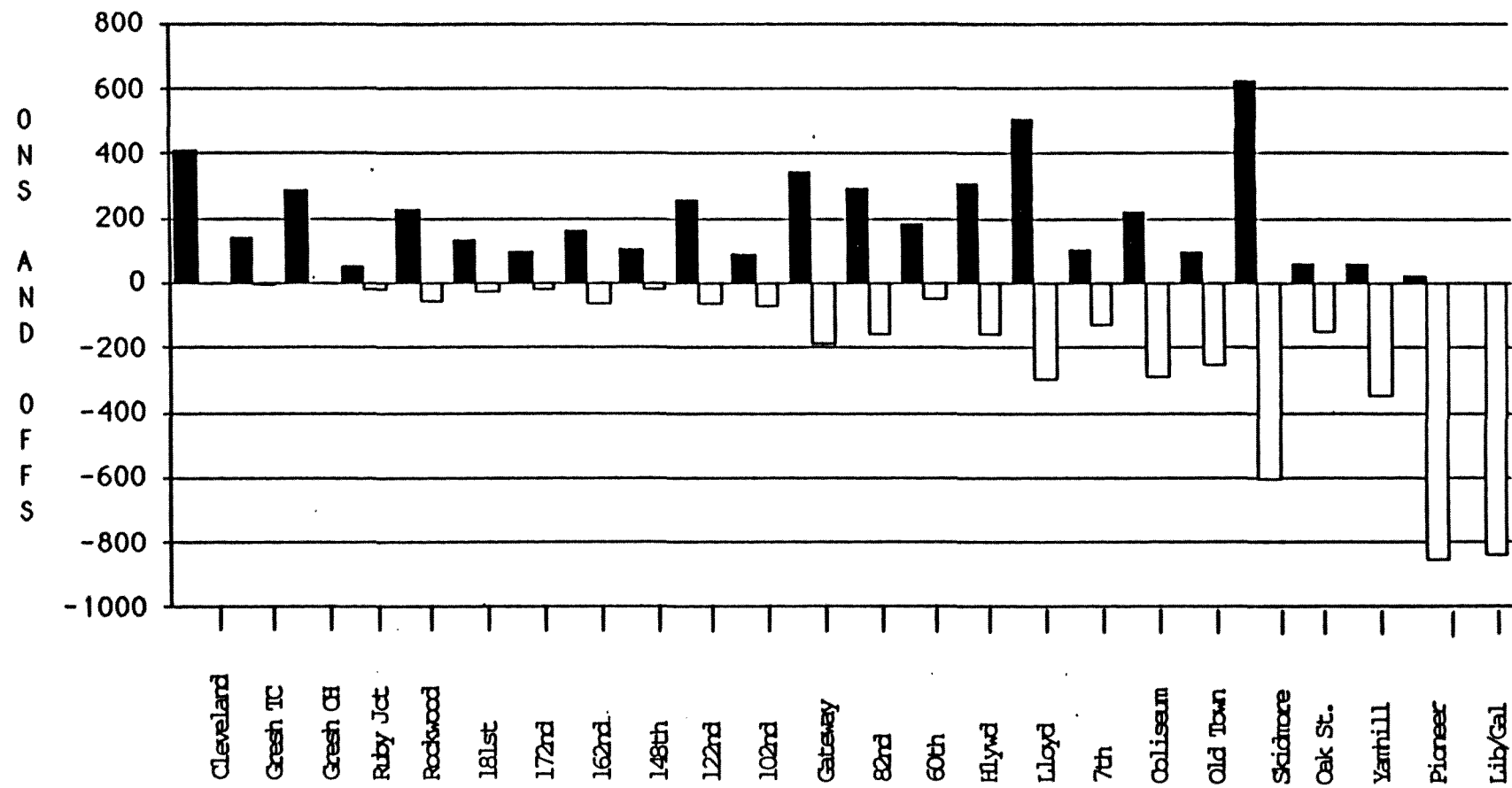
SOURCE: SPRING 1989 MAX PASSENGER CENSUS



Figure 8

INBOUND

# MAX SUNDAY ONS AND OFFS BY STATION



SOURCE: SPRING 1989 MAX PASSENGER CENSUS



MAX Boardings By Hour, By Day, By Direction  
(Source: Passenger Census)

MAX revenue hours, platform hours, and boardings by hour and day of week are shown in Tables 11-13. Calculations are included for cost per ride and boarding rides per revenue hour.

Graphic presentations of the average number of boarding rides by day and hour are in Figures 9-11. There are morning and evening peaks on weekdays; patronage on weekends builds to a peak between 2:00 and 3:00 PM, and then tapers off gradually.

The distribution of MAX boarding rides per revenue hour by day of week is shown in Figure 12. Weekdays show a morning peak around 7:00 AM and an afternoon peak between 4:00 PM and 5:00 PM. The weekend peaks are between 1:00 PM and 3:00 PM with Saturday showing the highest peak (2:00 PM) for all weekly trips on MAX.

Station Area Population/Employment  
(Source: Metropolitan Service District)

Population and employment within 1/4 and 1/2 mile of each MAX station is shown in Table 14. The relationship between MAX patronage and station area population and employment was calculated using Pearson's coefficient of correlation. The coefficient can range between -1 and +1, with -1 showing a perfect negative linear relationship; 0, no linear relationship; and +1, a perfect positive linear relationship. The analysis showed the relationship between MAX patronage and employment within 1/4 mile of a MAX station to have the strongest linear relationship. The calculated coefficient was .7.

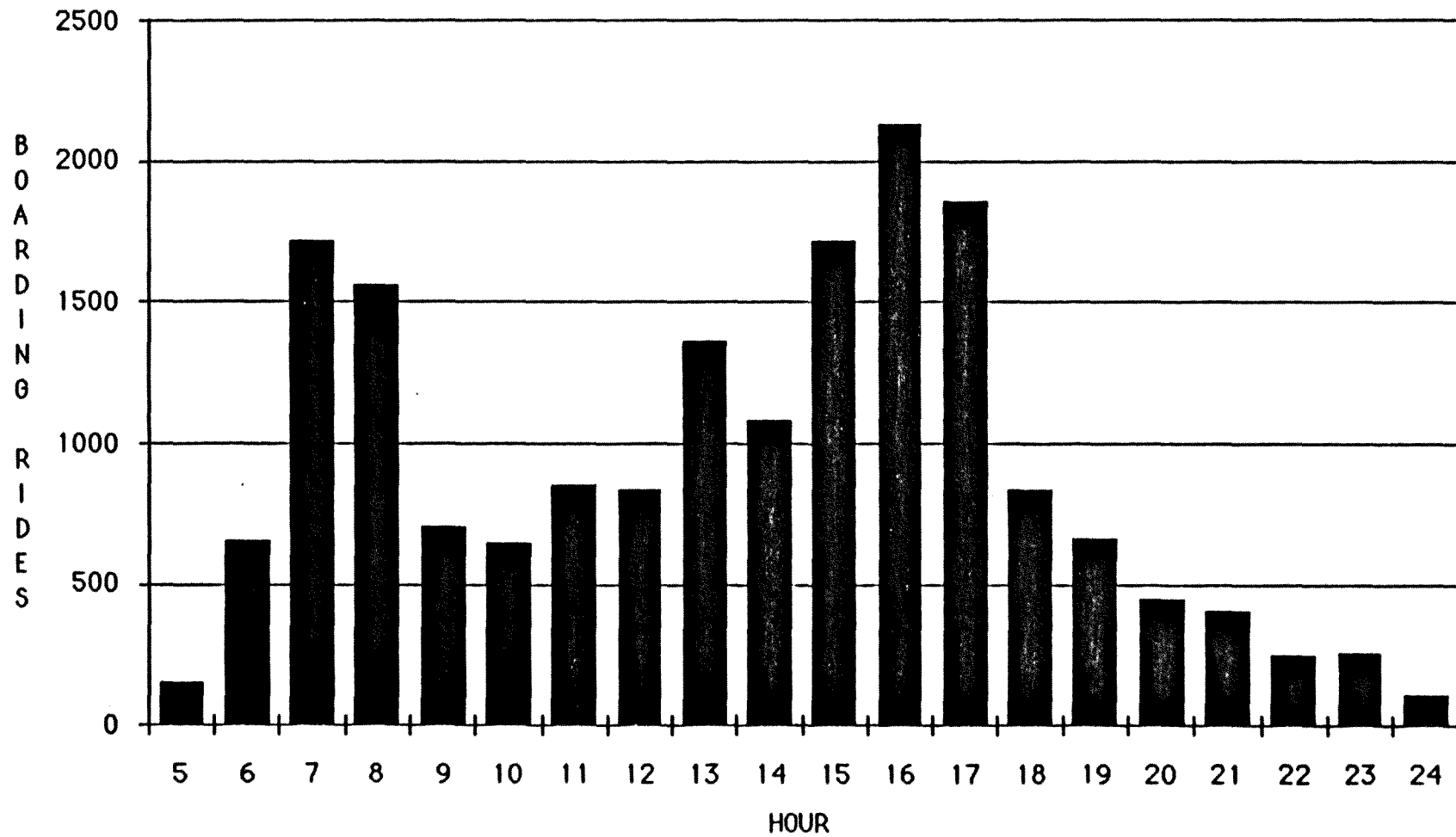
Peak Load Point Patronage  
(Source: Operations Planning and Scheduling)

Since the first year of operation, discretionary and off-peak patronage on MAX has declined. This trend is reflected in the declining weekend rail patronage. Concurrently, peak hour patronage has increased, as indicated by increasing peak hour loads.



Figure 9

### MAX WEEKDAY BOARDING RIDES BY HOUR

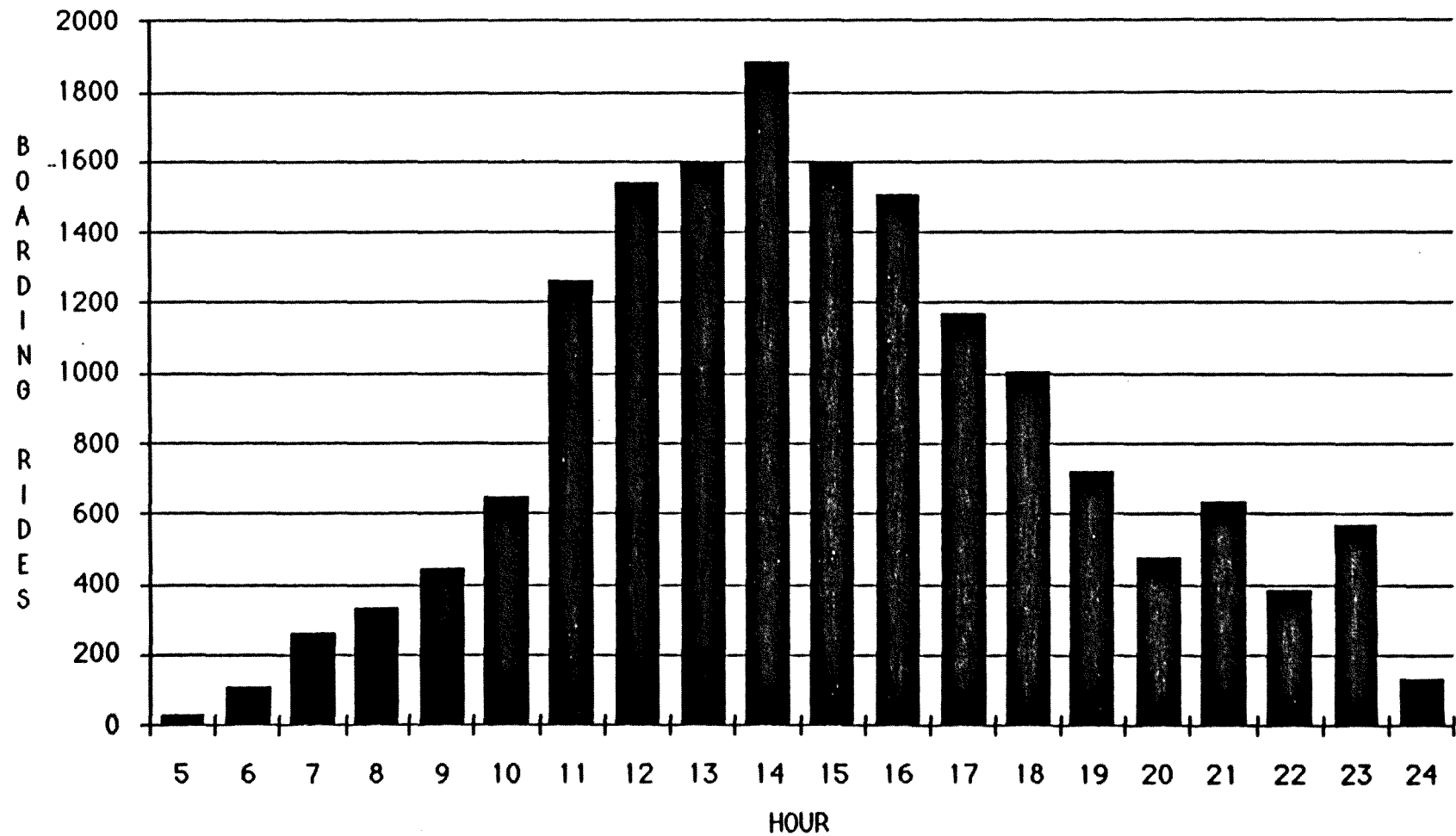


SOURCE: SPRING 1989 MAX PASSENGER CENSUS



Figure 10

### MAX SATURDAY BOARDING RIDES BY HOUR

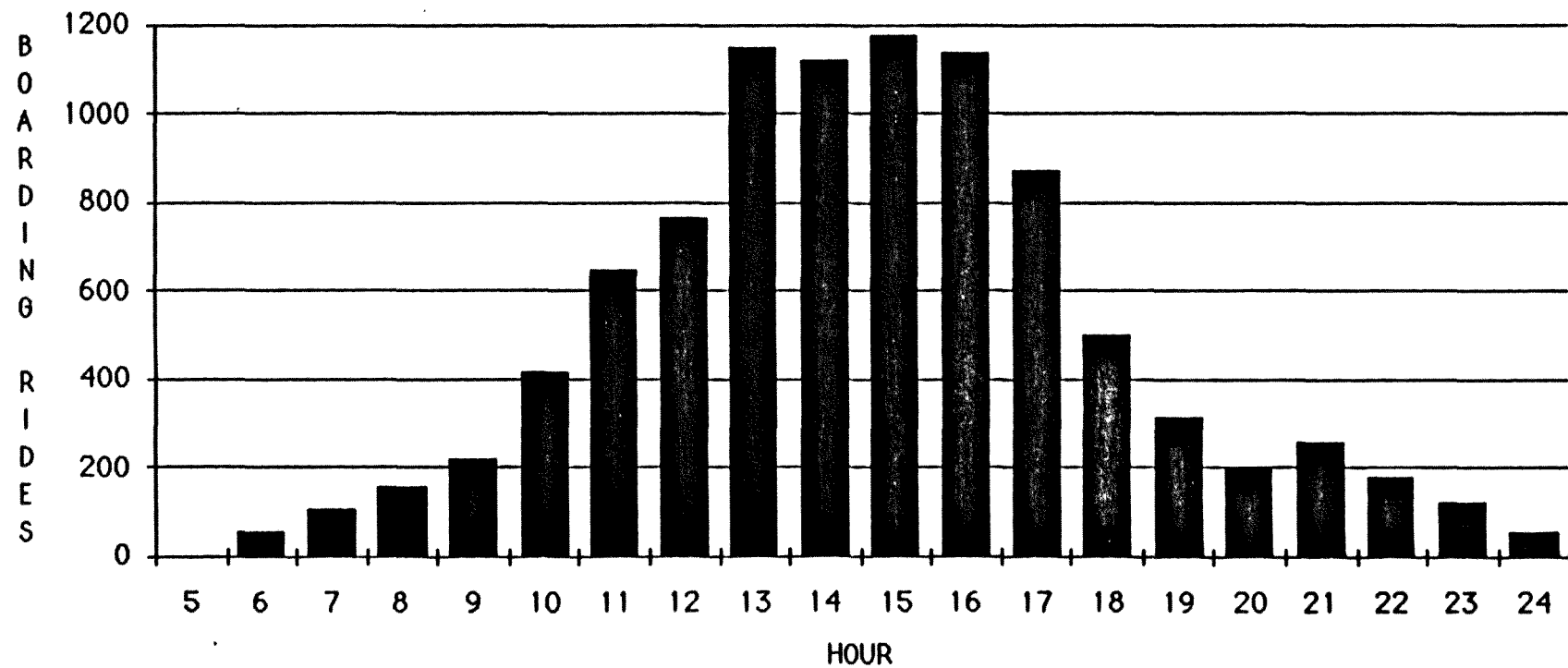


SOURCE: SPRING 1989 MAX PASSENGER CENSUS



Figure 11

### MAX SUNDAY BOARDING RIDES BY HOUR

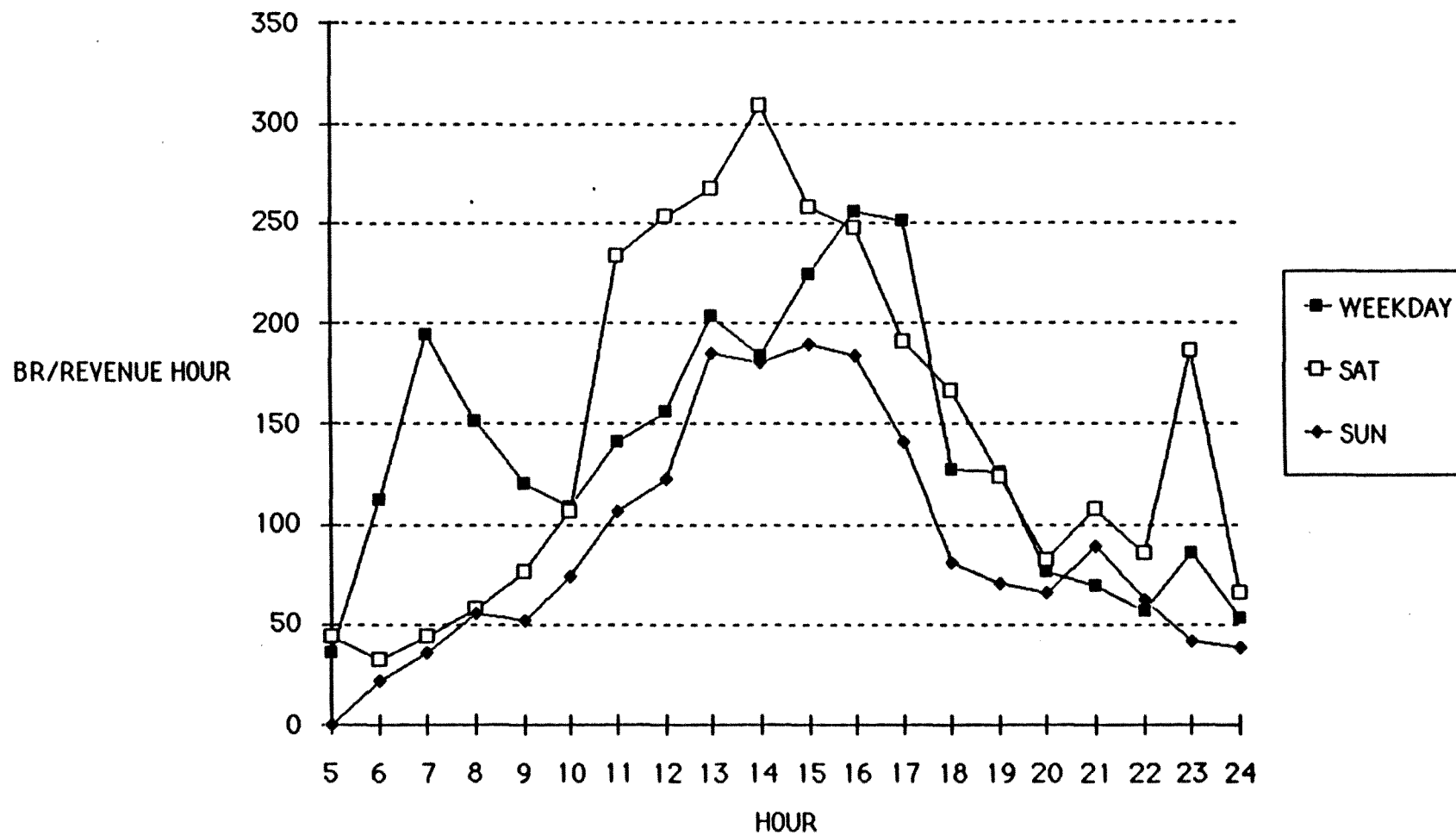


SOURCE: SPRING 1989 MAX PASSENGER CENSUS



Figure 12

### MAX BOARDING RIDES PER REVENUE HOUR



SOURCE: SPRING 1989 MAX PASSENGER CENSUS



While average weekday light rail boardings have increased only slightly since opening year:

FY87 19,500 average boarding rides  
 FY88 19,600 average boarding rides  
 FY89 19,700 average boarding rides

peak one-hour loads have increased about 14% per year for Fall and Spring respectively:

<u>AM Peak Loads</u>	<u>% CHG</u>	<u>AM Peak Loads</u>	<u>% CHG</u>
-Fall-		-Spring-	
1986 Fall 1,432	---	1987 Spring 1,518	----
1987 Fall 1,695	18.4%	1988 Spring 1,607	5.9%
1988 Fall 1,912	12.8%	1989 Spring 1,912	18.9%
Average	15.6%	Average	12.4%

#### Comparison of MAX Passenger Census and Monthly Performance Report

A comparison of MAX boardings from the April 1989 Passenger Census and the Monthly Performance Report is shown in Table 15. The precision measurement for the census at the 95% confidence level is calculated at plus or minus 11% for weekdays, plus or minus 6% for Saturdays, and plus or minus 8% for Sundays. The Monthly Performance Report data is within this precision level for weekdays, but not weekends.

#### MAX Park and Ride Lot Survey (Source: Gargan and Associates)

In October 1989, the number of vehicles in each MAX park and ride lot was counted. The percentage of available spaces utilized is shown in Table 16. The average usage for Park and Ride lots ranged from a low of 30% at 181st, to a high of 100% at Gresham City Hall.



TABLE I

MONTHLY PATRONAGE  
SYSTEM AND MAX

## SYSTEM PATRONAGE: BOARDING RIDES

		WEEKDAY		:	SATURDAY		:	SUNDAY	
		System	MAX		System	MAX		System	MAX
				:			:		
FY87	July	142,164		:	65,891		:	34,440	
	August	138,400		:	61,988		:	33,617	
	September*	167,259	22,600	:	85,441	35,100	:	44,804	21,800
	October	165,815	20,200	:	79,328	23,200	:	43,821	16,100
	November	171,583	20,500	:	82,899	21,900	:	42,848	17,300
	December	168,827	19,700	:	76,276	20,600	:	41,616	15,500
1987	January	165,966	19,100	:	79,642		:	41,338	
	February	168,250	18,000	:	81,857		:	43,869	
	March	159,922	18,500	:	77,355		:	41,653	
	April	174,832	18,800	:	80,501		:	47,597	
	May	169,560	17,900	:	81,126	21,800	:	45,781	13,800
	June	160,185	20,800	:	78,565	28,700	:	44,132	15,000
FY88	July	151,800	20,900	:	70,488	20,100	:	40,410	14,000
	August	153,703	22,400	:	74,360	19,500	:	42,565	11,200
	September**	160,844	18,800	:	69,482	20,100	:	39,119	10,400
	October	155,664	19,100	:	66,561	18,900	:	37,771	9,600
	November	161,608	18,000	:	68,619	21,000	:	35,713	9,700
	December	153,363	18,400	:	65,876	19,100	:	36,627	9,000
1988	January	163,943	19,300	:	67,496	13,000	:	38,997	8,700
	February	162,911	19,100	:	66,674	14,900	:	38,818	8,400
	March	156,961	19,100	:	66,912	19,000	:	38,316	9,600
	April	159,576	18,400	:	67,107	16,600	:	39,929	8,200
	May	164,767	19,900	:	68,154	18,400	:	39,763	8,100
	June	159,511	20,900	:	76,064	32,900	:	41,340	13,400
FY89	July	147,758	18,400	:	65,643	17,900	:	38,582	8,700
	August	145,584	19,800	:	64,867	19,300	:	34,439	10,300
	September***	160,399	18,200	:	66,568	17,900	:	35,257	8,800
	October	171,472	19,100	:	72,165	15,700	:	36,854	7,200
	November	168,275	18,800	:	68,617	16,900	:	36,221	7,600
	December	164,402	20,600	:	65,344	17,900	:	37,752	8,100
1989	January	167,802	19,600	:	69,727	11,000	:	38,432	6,100
	February	171,004	18,200	:	70,231	10,100	:	36,283	6,300
	March	170,886	19,900	:	71,843	12,300	:	36,971	7,300
	April	174,242	20,000	:	74,349	14,600	:	38,174	8,950
	May	172,706	20,900	:	72,020	16,200	:	36,875	7,800
	June	170,406	22,200	:	80,964	29,600	:	42,070	13,200

\* MAX start-up

\*\* Fare increase

\*\*\* Long-distance fare reduction

(SOURCE: TRI-MET MONTHLY PERFORMANCE REPORT)



TABLE 2

## WEEKDAY BOARDING RIDES

SECTOR	Spring '85	Spring '86	Spring '87	Spring '88	Spring '89	% change 85 to 89
-----	-----	-----	-----	-----	-----	-----
City	113,334	107,609	110,443	103,550	110,381	-2.6%
Bus	113,334	107,609	103,690	96,412	102,968	
MAX	0	0	6,753	7,138	7,413	
East County	10,622	9,958	18,526	18,922	19,891	87.3%
Bus	10,622	9,958	6,879	6,610	7,104	
MAX	0	0	11,647	12,312	12,787	
Southeast	7,749	7,618	6,755	6,190	6,676	-13.9%
Southwest	20,164	19,880	18,393	17,722	17,973	-10.9%
Westside	19,413	18,326	18,084	18,416	18,579	-4.3%
Owls	368	409	0	0	0	-100.0%
TOTALS:	171,650	163,800	172,200	164,800	173,500	1.1%

## WEEKDAY REVENUE HOURS

SECTOR	Spring '85	Spring '86	Spring '87	Spring '88	Spring '89	% change 85 to 89
-----	-----	-----	-----	-----	-----	-----
City	2183	2219	2281	2284	2308	5.7%
Bus	2183	2219	2209	2211	2235	
MAX	0	0	72	73	73	
East County	261	257	392	383	385	47.5%
Bus	261	257	336	327	329	
MAX	0	0	56	56	56	
Southeast	269	273	255	237	239	-11.0%
Southwest	530	531	485	490	496	-6.4%
Westside	514	515	454	455	477	-7.2%
Owls	24	20	0	0	0	-100.0%
TOTALS:	3781	3817	3867	3849	3909	3.4%

## WEEKDAY BOARDING RIDES/REVENUE HOUR

SECTOR	Spring '85	Spring '86	Spring '87	Spring '88	Spring '89	% change 85 to 89
-----	-----	-----	-----	-----	-----	-----
City	51.9	48.5	48.4	45.3	47.8	-7.9%
Bus	51.9	48.5	46.9	43.6	46.1	
MAX	0.0	0.0	93.8	97.8	101.5	
East County	40.7	38.7	47.3	49.4	51.7	27.0%
Bus	40.7	38.7	20.5	20.2	21.6	
MAX	0.0	0.0	208.0	219.9	228.3	
Southeast	28.8	27.9	26.4	26.1	27.9	-3.2%
Southwest	38.0	37.4	37.9	36.2	36.2	-4.8%
Westside	37.8	35.6	39.9	40.5	38.9	3.1%
Owls	15.3	20.1	NA	NA	NA	NA



Table 3  
Trip Purpose

<u>Trip Purpose</u>	<u>Weekday</u>	<u>Saturday</u>	<u>Sunday</u>
Home-based work	53.4%	15.0%	10.5%
Home-based school	10.8%	1.3%	1.2%
Home-based shopping	4.2%	26.3%	19.8%
Home-based doctor	2.3%	0.2%	0.5%
Home-based social/recreational	4.9%	20.2%	29.2%
Home-based personal business	7.0%	7.9%	8.7%
Home-based other	0.1%	1.0%	1.9%
Trips not beginning or ending at home (e.g., work to shopping)	17.3%	28.1%	28.2%
TOTAL	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

Source: 1988 Tri-Met O/D Survey



Table 4  
Fare Type and Fare Cost

Fare Type	Weekday
Cash	41.3%
Pass	43.4%
Ticket	15.3%
TOTAL	100.0%

Fare Cost	Weekday
All-Zone	23.0%
3-Zone	33.7%
2-Zone	23.3%
Short-Hopper	1.8%
Day Ticket	1.2%
Youth/Student	6.8%
Honored Citizen	4.5%
Fareless Square	4.2%
Other	1.5%
TOTAL	100.0%

Source: 1988 Tri-Met O/D Survey



Table 5

MAX MODE OF ACCESS BY DAY OF WEEK

<u>MODE</u>	<u>WEEKDAY</u>	<u>SATURDAY</u>	<u>SUNDAY</u>
Walk	38.3%	64.0%	66.4%
Park&Ride	30.2	7.8	7.3
Kiss&Ride	8.3	5.7	4.5
Transfer	<u>23.2</u>	<u>22.5</u>	<u>21.8</u>
Total	100.0	100.0	100.0

Source: 1988 Tri-Met O/D Survey.



Table 6  
Downtown Orientation

Trips Beginning or Ending Downtown	Weekday	Saturday	Sunday
Non-Downtown	36.8%	43.5%	46.4%
Downtown	63.2%	56.5%	53.6%
TOTAL	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

Pay to Park Downtown If Not on Transit	Weekday
Yes	57.2%
No	42.8%
TOTAL	<u>100.0%</u>

Source: 1988 Tri-Met O/D Survey



Table 7  
Demographics

Reason for MAX	Weekday	Saturday	Sunday
Can't Drive	10.6%	17.1%	14.6%
No Car Available	28.3%	31.9%	28.1%
No Car, Prefer MAX	4.7%	6.1%	6.9%
Have Car, Prefer MAX	53.9%	39.5%	37.4%
Other	2.5%	5.4%	13.0%
TOTAL	100.0%	100.0%	100.0%

Gender	Percent	Percent	Percent
Male	45.9%	45.2%	48.8%
Female	54.1%	54.8%	51.2%
TOTAL	100.0%	100.0%	100.0%

Age Group	Percent	Percent	Percent
18 and Under	12.2%	24.3%	21.7%
19 - 24	17.2%	14.8%	16.8%
25 - 34	26.6%	25.0%	20.7%
35 - 44	24.4%	17.1%	19.5%
45 - 54	10.9%	6.5%	8.2%
55 - 64	5.2%	5.6%	5.8%
65 and Over	3.6%	6.7%	7.3%
TOTAL	100.0%	100.0%	100.0%

Income	Percent	Percent	Percent
Under \$10,000	20.7%	24.1%	29.2%
\$10 - 14,999	13.2%	14.6%	11.6%
\$15 - 19,999	11.9%	12.6%	8.6%
\$20 - 24,999	10.3%	8.2%	11.1%
\$25 - 29,999	6.7%	5.5%	8.1%
\$30 - 34,999	9.1%	9.1%	5.7%
\$35 - 39,999	7.3%	6.2%	4.6%
\$40 - 49,999	9.0%	8.3%	5.7%
\$50,000 and Over	11.8%	11.4%	15.4%
TOTAL	100.0%	100.0%	100.0%

Source: 1988 Tri-Met O/D Survey



Table 8

## Weekday Ons, Offs, and Leaving Load by Station

STATION	OUTBOUND			INBOUND		
	On	Off	Load	On	Off	Load
Library/Galleria	1437	0	1437	0	1201	0
Pioneer Square	2618	41	4014	89	2300	1201
Yamhill	998	194	4818	112	1207	3412
Oak	418	110	5126	138	481	4507
Skidmore	407	203	5330	230	322	4850
Old Town	266	171	5425	193	322	4942
Coliseum	472	230	5667	233	546	5071
7th Ave.	197	194	5670	190	195	5384
Lloyd Center	742	706	5706	676	693	5389
Hollywood	292	618	5380	572	245	5406
60th Ave.	112	408	5084	374	93	5079
82nd Ave.	256	470	4870	543	290	4798
Gateway	344	1692	3522	1352	273	4545
102nd Ave.	114	183	3453	176	112	3466
122nd Ave.	162	705	2910	646	122	3402
148th Ave.	52	241	2721	187	51	2878
162nd Ave.	112	358	2475	320	109	2742
172nd Ave.	43	209	2309	142	38	2531
181st Ave.	61	317	2053	348	51	2427
Rockwood	103	447	1709	398	88	2130
Ruby Jct.	129	298	1540	183	49	1820
Gresham City Hall	48	498	1090	550	21	1686
Gresham TC	41	437	694	419	12	1157
Cleveland	0	694	0	750	0	750
TOTAL	9424	9424		8821	8821	

Source: Spring 1989 MAX Passenger Census



Table 9

## Saturday Ons, Offs, and Leaving Load by Station

STATION	OUTBOUND			INBOUND			TOTAL ACTIVITY
	On	Off	Load	On	Off	Load	
Library/Galleria	1283	0	1283	0	1424	0	2707
Pioneer Square	1789	21	3051	136	1662	1424	3608
Yamhill	594	170	3475	135	504	2950	1403
Oak	247	157	3565	120	434	3319	958
Skidmore	1115	802	3878	990	1177	3633	4084
Old Town	262	182	3958	91	348	3820	883
Coliseum	750	351	4357	360	473	4077	1934
7th Ave.	179	217	4319	184	113	4190	693
Lloyd Center	510	1036	3793	978	560	4119	3084
Hollywood	263	516	3540	499	232	3701	1510
60th Ave.	94	282	3352	281	90	3434	747
82nd Ave.	220	383	3189	433	210	3243	1246
Gateway	218	846	2561	750	245	3020	2059
102nd Ave.	115	169	2507	212	108	2515	604
122nd Ave.	133	410	2230	404	125	2411	1072
148th Ave.	44	177	2097	104	60	2132	385
162nd Ave.	86	254	1929	289	95	2088	724
172nd Ave.	39	157	1811	119	24	1894	339
181st Ave.	49	196	1664	251	37	1799	533
Rockwood	111	305	1470	330	91	1585	837
Ruby Jct.	42	180	1332	100	43	1346	365
Gresham City Hall	37	449	920	430	19	1289	935
Gresham TC	27	282	665	213	28	878	550
Cleveland	0	665	0	693	0	693	1358
<b>TOTAL</b>	<b>8207</b>	<b>8207</b>		<b>8102</b>	<b>8102</b>		<b>32618</b>

Source: Spring 1989 MAX Passenger Census



Table 10

## Sunday Ons, Offs, and Leaving Load by Station

STATION	OUTBOUND			INBOUND			TOTAL ACTIVITY
	On	Off	Load	On	Off	Load	
Library/Galleria	765	0	765	0	841	0	1606
Pioneer Square	1023	13	1775	18	860	841	1914
Yamhill	367	66	2076	60	355	1683	848
Oak	113	57	2132	58	154	1978	382
Skidmore	634	395	2371	624	608	2074	2261
Old Town	143	127	2387	92	259	2058	621
Coliseum	329	118	2598	222	294	2225	963
7th Ave.	99	102	2595	99	131	2297	431
Lloyd Center	353	502	2446	507	300	2329	1662
Hollywood	147	311	2282	304	158	2122	920
60th Ave.	58	172	2168	180	50	1976	460
82nd Ave.	166	215	2119	290	158	1846	829
Gateway	143	535	1727	342	192	1714	1212
102nd Ave.	75	99	1703	85	74	1564	333
122nd Ave.	41	254	1490	253	68	1553	616
148th Ave.	24	123	1391	99	25	1368	271
162nd Ave.	58	169	1280	161	68	1294	456
172nd Ave.	28	88	1220	96	21	1201	233
181st Ave.	31	139	1112	134	32	1126	336
Rockwood	60	198	974	229	58	1024	545
Ruby Jct.	33	100	907	51	21	853	205
Gresham City Hall	16	242	681	283	4	823	545
Gresham TC	20	214	487	139	7	544	380
Cleveland	0	487	0	412	0	412	899
<b>TOTAL</b>	<b>4726</b>	<b>4726</b>		<b>4738</b>	<b>4738</b>		<b>18928</b>

Source: Spring 1989 MAX Passenger Census



**TABLE 11**  
**WEEKDAY BOARDINGS BY HOUR**

PERIOD	REV. HOURS	PLAT. HOURS	REV./ PLAT	DAILY SYS. COST	COST/ RIDE	BOARDING RIDES	RIDES /HOUR
4A - 5A	0.23	0.33	70.00%	37.54		0	0.0
5A - 6A	4.28	5.25	81.59%	689.14	4.53	152	35.5
6A - 7A	5.85	7.68	76.14%	941.19	1.44	655	112.0
7A - 8A	8.85	11.23	78.78%	1423.85	0.83	1721	194.5
8A - 9A	10.28	12.90	79.72%	1654.46	1.06	1560	151.7
9A - 10A	5.83	7.83	74.47%	938.51	1.34	700	120.0
10A - 11A	5.93	7.93	74.79%	954.60	1.47	649	109.4
11A - 12P	6.03	7.95	75.89%	970.69	1.14	851	141.0
12P - 1P	5.38	7.10	75.82%	866.11	1.03	838	155.7
1P - 2P	6.72	8.73	76.91%	1080.63	0.79	1366	203.4
2P - 3P	5.87	7.73	75.86%	943.87	0.87	1082	184.4
3P - 4P	7.67	10.03	76.41%	1233.47	0.72	1721	224.5
4P - 5P	8.32	11.07	75.15%	1338.05	0.63	2130	256.1
5P - 6P	7.38	9.40	78.55%	1187.89	0.64	1855	251.2
6P - 7P	6.57	8.88	73.92%	1056.49	1.26	836	127.3
7P - 8P	5.20	7.17	72.56%	836.62	1.27	659	126.7
8P - 9P	5.80	7.93	73.11%	933.15	2.10	444	76.6
9P - 10P	5.85	7.88	74.21%	941.19	2.30	409	69.9
10P - 11P	4.42	6.42	68.83%	710.59	2.81	253	57.3
11P - 12A	3.00	3.78	79.30%	482.66	1.88	257	85.7
12A - 1A	2.25	2.30	97.83%	362.00	3.42	106	47.1
1A - 2A	0.17	0.22	76.92%	26.81	26.81	1	6.0
2A - 3A	0.08	0.08	100.00%	13.41		0	0.0
<hr/>							
TOTALS	121.96	159.8	76.30%	19622.92	1.08	18245	149.6

SOURCE: Spring 1985 On-Board Passenger Census



TABLE 12  
SATURDAY BOARDINGS BY HOUR

PERIOD	REV. HOURS	PLAT. HOURS	REV./ PLAT	DAILY SYS. COST	COST/ RIDE	BOARDING RIDES	RIDES /HOUR
4A - 5A	0.12	0.12	100.00%	18.77	9.39	2	17.1
5A - 6A	1.02	1.47	69.32%	163.57	5.84	28	27.5
6A - 7A	3.23	4.35	74.33%	520.20	4.91	106	32.8
7A - 8A	5.85	7.88	74.21%	941.19	3.68	256	43.8
8A - 9A	5.73	7.93	72.27%	922.42	2.76	334	58.3
9A - 10A	5.80	7.77	74.68%	933.15	2.11	443	76.4
10A - 11A	6.05	7.80	77.56%	973.37	1.51	646	106.8
11A - 12P	5.42	7.15	75.76%	871.47	0.69	1263	233.2
12P - 1P	6.10	7.83	77.87%	981.41	0.64	1542	252.8
1P - 2P	6.00	7.73	77.59%	965.33	0.60	1602	267.0
2P - 3P	6.10	7.83	77.87%	981.41	0.52	1882	308.5
3P - 4P	6.20	7.93	78.15%	997.50	0.62	1602	258.4
4P - 5P	6.10	7.83	77.87%	981.41	0.65	1506	246.9
5P - 6P	6.10	7.83	77.87%	981.41	0.84	1167	191.3
6P - 7P	6.05	7.93	76.26	973.37	0.97	1007	166.4
7P - 8P	5.85	7.95	73.58%	941.19	1.30	723	123.6
8P - 9P	5.80	7.93	73.11%	933.15	1.95	478	82.4
9P - 10P	5.88	7.88	74.63%	946.56	1.50	633	107.6
10P - 11P	4.52	6.15	73.44%	726.68	1.88	386	85.5
11P - 12A	3.07	4.05	75.72%	493.39	0.86	571	186.2
12A - 1A	2.18	2.52	86.75%	351.27	2.68	131	60.0
1A - 2A	0.17	0.22	76.92%	26.81	26.81	1	6.0
<hr/>							
TOTALS	103.3	136.1	75.92%	16625.05	1.02		

SOURCE: Spring 1985 On-Board Passenger Census



TABLE 13  
SUNDAY BOARDINGS BY HOUR

PERIOD	REV. HOURS	PLAT. HOURS	REV./ PLAT	DAILY SYS. COST	COST/ RIDE	BOARDING RIDES	RIDES /HOUR
5A - 6A	0.12	0.15	77.78%	18.77		0	0.0
6A - 7A	2.58	3.60	71.76%	415.63	7.17	58	22.5
7A - 8A	2.98	4.08	73.06%	479.98	4.44	108	36.2
8A - 9A	2.87	3.73	76.79%	461.21	2.88	160	55.8
9A - 10A	4.22	5.58	75.52%	678.41	3.06	222	52.6
10A - 11A	5.57	6.78	82.06%	895.61	2.15	416	74.7
11A - 12P	6.07	7.32	82.92%	976.05	1.50	649	107.0
12P - 1P	6.20	8.18	75.76%	997.50	1.31	763	123.1
1P - 2P	6.20	8.10	76.54%	997.50	0.87	1147	185.0
2P - 3P	6.20	7.50	82.67%	997.50	0.89	1117	180.2
3P - 4P	6.20	7.53	82.30%	997.50	0.85	1175	189.5
4P - 5P	6.20	8.05	77.02%	997.50	0.88	1137	183.4
5P - 6P	6.20	8.18	75.76%	997.50	1.14	874	141.0
6P - 7P	6.23	7.80	79.91%	1002.87	1.99	503	80.7
7P - 8P	4.52	6.20	72.85%	726.68	2.29	317	70.2
8P - 9P	2.98	4.28	69.65%	479.98	2.44	197	66.0
9P - 10P	2.90	3.88	74.68%	466.57	1.81	258	89.0
10P - 11P	2.90	3.70	78.38%	466.57	2.59	180	62.1
11P - 12A	2.98	3.93	75.85%	479.98	3.87	124	41.6
12A - 1A	2.18	3.20	68.23%	351.27	6.16	57	26.1
1A - 2A	0.17	0.32	52.63%	26.81	13.41	2	12.0
2A - 3A	0.08	0.08	100.00%	13.41		0	0.0
<hr/>							
TOTALS	86.55	112.2	77.14%	13924.82	1.47	9464	109.3

SOURCE: Spring 1985 On-Board Passenger Census



Table 14

East Side Light Rail  
Station Area Population/Employment Data  
(for 1/4 and 1/2 mile radii)

	<u>Population</u>	<u>Employment</u>
<b>Galleria-Library</b>		
1/4 mile radius:	2559	29521
1/2 mile radius:	8144	71837
<b>Pioneer Square</b>		
1/4 mile radius:	1609	41824
1/2 mile radius:	6652	74304
<b>Portland Mall</b>		
1/4 mile radius:	788	43963
1/2 mile radius:	6504	74391
<b>Yamhill District</b>		
1/4 mile radius:	259	29933
1/2 mile radius:	3548	69054
<b>Oak Street</b>		
1/4 mile radius:	402	17251
1/2 mile radius:	2707	55631
<b>Skidmore Fountain</b>		
1/4 mile radius:	1028	9453
1/2 mile radius:	3042	46845
<b>Oldtown-Chinatown</b>		
1/4 mile radius:	1553	4464
1/2 mile radius:	2882	37861
<b>Coliseum</b>		
1/4 mile radius:	296	4526
1/2 mile radius:	1415	12533
<b>7th Avenue</b>		
1/4 mile radius:	683	8569
1/2 mile radius:	3145	16175
<b>Lloyd Center</b>		
1/4 mile radius:	775	6926
1/2 mile radius:	3985	14863
<b>Hollywood</b>		
1/4 mile radius:	1530	1498
1/2 mile radius:	6312	5075
<b>68th Avenue</b>		
1/4 mile radius:	1388	1006
1/2 mile radius:	5011	3381

SOURCE: METRO



	<u>Population</u>	<u>Employment</u>
<b>82nd Avenue</b>		
1/4 mile radius:	1077	409
1/2 mile radius:	5116	1410
<b>Gateway</b>		
1/4 mile radius:	576	1439
1/2 mile radius:	3415	3126
<b>102nd Avenue</b>		
1/4 mile radius:	1188	1628
1/2 mile radius:	3120	4165
<b>122nd Avenue</b>		
1/4 mile radius:	1538	880
1/2 mile radius:	4184	1491
<b>148th Avenue</b>		
1/4 mile radius:	847	206
1/2 mile radius:	3374	796
<b>162nd Avenue</b>		
1/4 mile radius:	1670	117
1/2 mile radius:	6086	758
<b>172nd Avenue</b>		
1/4 mile radius:	1617	494
1/2 mile radius:	5564	557
<b>181st Avenue</b>		
1/4 mile radius:	2098	311
1/2 mile radius:	5447	1438
<b>Rockwood</b>		
1/4 mile radius:	1537	728
1/2 mile radius:	4601	1439
<b>Ruby Junction</b>		
1/4 mile radius:	459	347
1/2 mile radius:	2804	1248
<b>Gresham City Hall</b>		
1/4 mile radius:	300	1781
1/2 mile radius:	1873	3380
<b>Gresham Central</b>		
1/4 mile radius:	752	1054
1/2 mile radius:	2796	4831
<b>Cleveland Station</b>		
1/4 mile radius:	657	1754
1/2 mile radius:	4247	4020



Table 15

COMPARISON OF MAX PASSENGER CENSUS  
AND  
MONTHLY PERFORMANCE REPORT MAX BOARDINGS

<u>Weekdays</u>	<u>BR</u>	<u>% Change from Census</u>	<u>Precision @ 95% Confidence Level</u>
Census	18,245		+/- 11%
April MPR	20,000	+9.8%	within range
April 3-20*	19,550	+7.2	within range
<u>Saturdays</u>			
Census	16,309		+/- 6%
April MPR	14,565	-10.7	out of range
April 8,15,22 29*	15,469	- 5.2	within range
<u>Sundays</u>			
Census	9,464		+/- 8%
April MPR	7,975	-15.7	out of range
April 1,7,14, 21*	7,556	-20.2	out of range

\*MPR Max ridership methodology used to calculate ridership for the three week period that the survey was actually conducted, instead of the whole month of April as in MPR.

SOURCES: SPRING 1989 MAX PASSENGER CENSUS  
TRI-MET MONTHLY PERFORMANCE REPORT



Table 16

MAX PARK AND RIDE LOT SURVEY  
(Average Weekday Usage)

<u>Station</u>	<u>No. Spaces</u>	<u>No. Cars</u>	<u>Percent Using Park and Ride</u>
Gateway	520	442+	85%
122nd	405	349	86%
181st	252	75	30%
Gresham C.H.	285	285+	100%
Cleveland	<u>377</u>	<u>331</u>	<u>88%</u>
Total	1839	1482	81%

(+) Includes off street parking around station.

Source: Tri-Met Park and Ride lot survey October 1989.



## Appendix 1

### Description of Data Sources

There are 5 sources for MAX patronage data: Fare inspector checks, load point checks, fare surveys, on-board origin and destination surveys, and the on-board passenger census. Automatic passenger counters are not used on light rail. Each data source is described below:

#### Fare Inspector Checks

The fare inspectors collect data for both the UMTA Section 15 rail patronage and the Monthly Performance Report.

UMTA has approved the use of fare inspectors to conduct ride checks on a few trips each year. The inspectors count boardings and alightings by station instead of checking fares.

Weekday rail patronage numbers in the Monthly Performance Report are based on load counts the fare inspectors do in the course of checking fares. A regression model has been developed which will expand the load checks at a given point to overall patronage.

#### Fare Survey

The systemwide (bus and MAX) patronage in the Monthly Performance Report is based on a revenue-based patronage model. The total cash receipts, passes and tickets sold for each month are factored to yield average weekday, Saturday, and Sunday patronage. The factors in this model are estimated from an on-board Fare Survey. A new survey is done each year, or when there is a change in the fare level or structure.

#### O/D Survey

A systemwide origin-destination survey was conducted in Spring, 1988 to obtain travel patterns and demographic characteristics of transit riders. The information is used to obtain profiles of riders by route or area of the city for marketing purposes. The information is also used to calibrate the regional transit forecasting model (maintained by the Metropolitan Service District), allowing planners to estimate future travel patterns and patronage levels.



### Peak Load Checks

This data collection method provides most of the data for scheduling and planning needs, and is used to estimate weekend rail patronage for the Monthly Performance Report. An econometric model estimates Saturday and Sunday rail patronage by expanding a sample of peak loads to represent the total number of daily boardings on the LRT line as a whole. The sample data are collected by wayside load checkers.

### MAX Passenger Census

The MAX Passenger Census is used to:

- o check the rail patronage estimates from other sources.
- o calibrate the models for weekday, Saturday, and Sunday patronage in the Monthly Performance Report.
- o guide running time changes.
- o calibrate the regional transportation planning model so it will better estimate future rail patronage.
- o provide data concerning station passenger activity.

Each weekday, Saturday, and Sunday trip on MAX is sampled once during the passenger census.







**An Environmental Assessment For The  
Gresham Regional Shopping Center and  
Light Rail Transit Station  
Joint Development**

**Gresham, Oregon**

**Prepared for:**

**Tri-County Metropolitan Transportation  
District of Oregon**

**Prepared by:**

**ECO NORTHWEST  
99 West 10th Avenue, Suite 400  
Eugene, OR 97401**

**and**

**Shapiro & Associates  
506 2nd Avenue, Suite 1400  
Seattle, WA 98104**

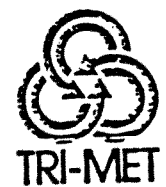
**December 1989**



Environmental  
Assessment

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**GRESHAM JOINT DEVELOPMENT**





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I. Need For and Description of the  
Proposed Action



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## **SECTION I**

### **NEED FOR AND DESCRIPTION OF THE PROPOSED ACTION**

#### **A. DESCRIPTION OF THE PROPOSED ACTION**

The proposed action is the development of the Gresham Regional Shopping Center and Light-Rail Transit (LRT) Station (hereinafter, the Gresham Joint Development) near the center of the City of Gresham, a suburban community of approximately 60,000 people located east of Oregon's largest city, Portland (Figure I-1).

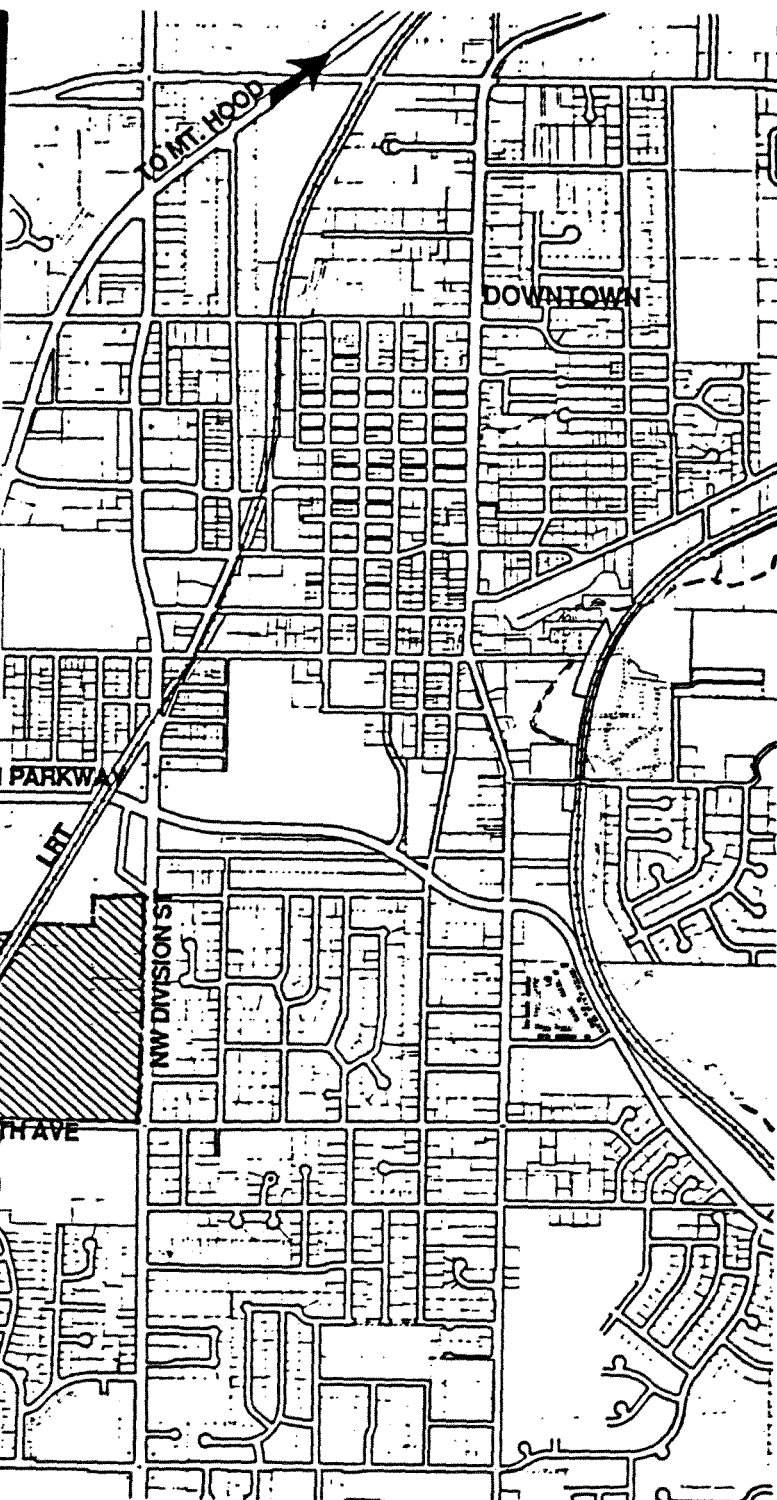
The proposed regional shopping center and light rail station would include a retail mall of about 900,000 to 1,000,000 gross square feet centered on the project site. Figures I-2a and I-2b show typical conceptual designs now under consideration, all of which would include a one- and two-level enclosed mall with a public concourse, and a direct connection to an LRT station located near the malls center between anchor tenants. Designs now being considered for the mall include an offset "I" and "T" configuration; whatever the final configuration, it will center on the LRT station. The LRT station would be located in the existing cut below the concourse of the shopping center, which it would access via escalators. Service and convenience shops may be located at the platform level.<sup>1</sup> Figures I-3a and I-3b show elevations of one of two conceptual designs now being evaluated (these particular designs show a theme tower that is permitted but not required).

The proposed development would be surrounded by a parking area for about 4,600 cars and an interior ring road. The final configuration would be determined during final design. The ring road would link all access points and parking areas. and would

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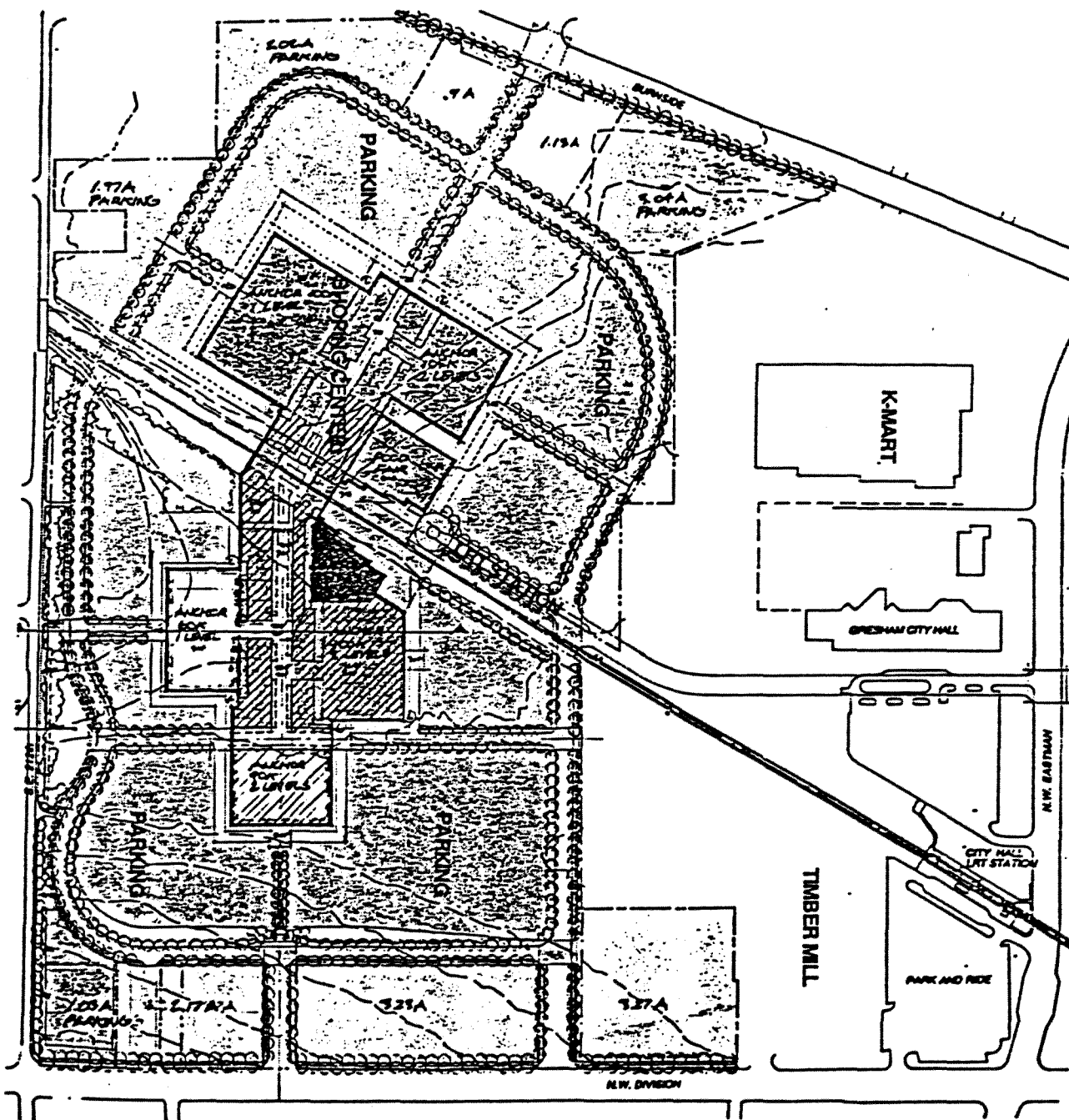
<sup>1</sup>It is the nature of all shopping center developments that designs are not final until construction begins, and sometimes not even then. Developers must make constant adjustments as they negotiate with anchor tenants. This environmental assessment is based on expected square footage, the corresponding parking, and a general site plan that would put a ring road around an enclosed mall that centers on and spans a new LRT station. Design details that generally result in a development that corresponds to these assumptions will have no impact on the results of the environmental assessment.





**FIGURE 1-1**  
**SITE LOCATION/VICINITY**  
**GRESHAM JOINT DEVELOPMENT**

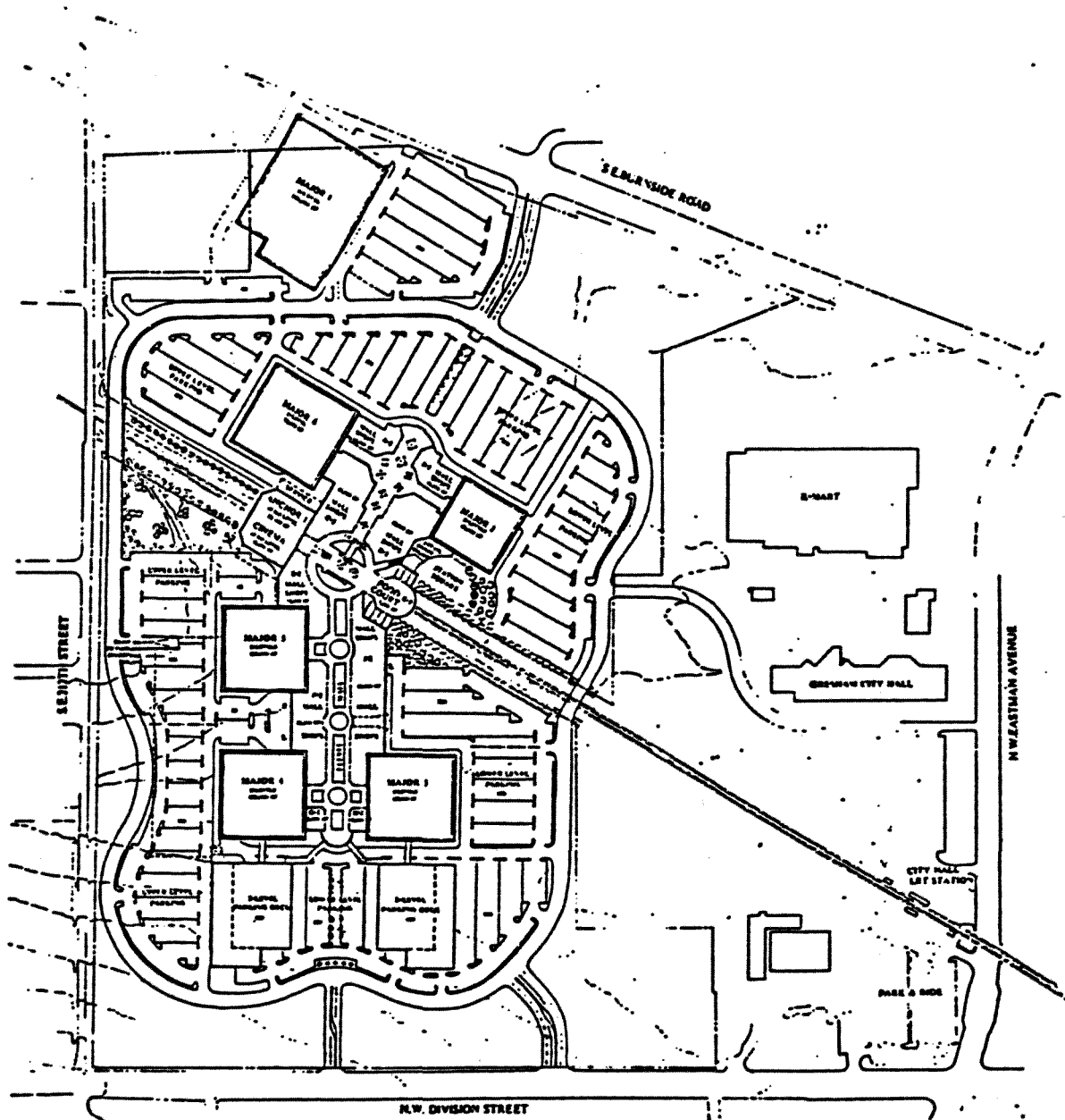




SOURCE: ZIMMER GUNSUL FRASCA PARTNERSHIP 1988

FIGURE 1-2a  
ILLUSTRATIVE SITE PLAN  
GRESHAM JOINT DEVELOPMENT





SOURCE: Altoon & Porter Architects

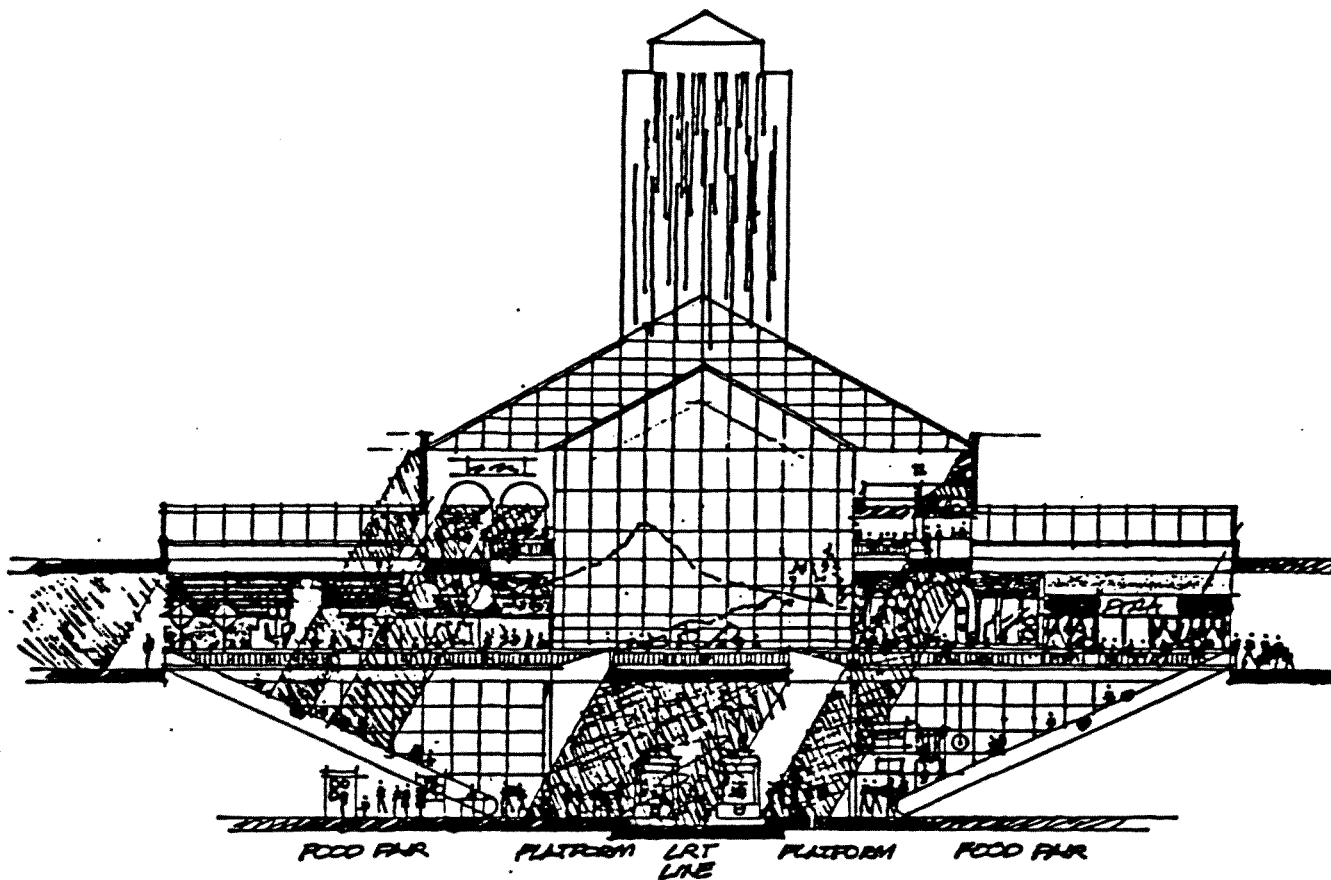
FIGURE 1-2b

ILLUSTRATIVE SITE PLAN

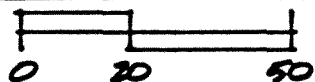
GRESHAM JOINT DEVELOPMENT







CROSS SECTION N-S FACING EAST

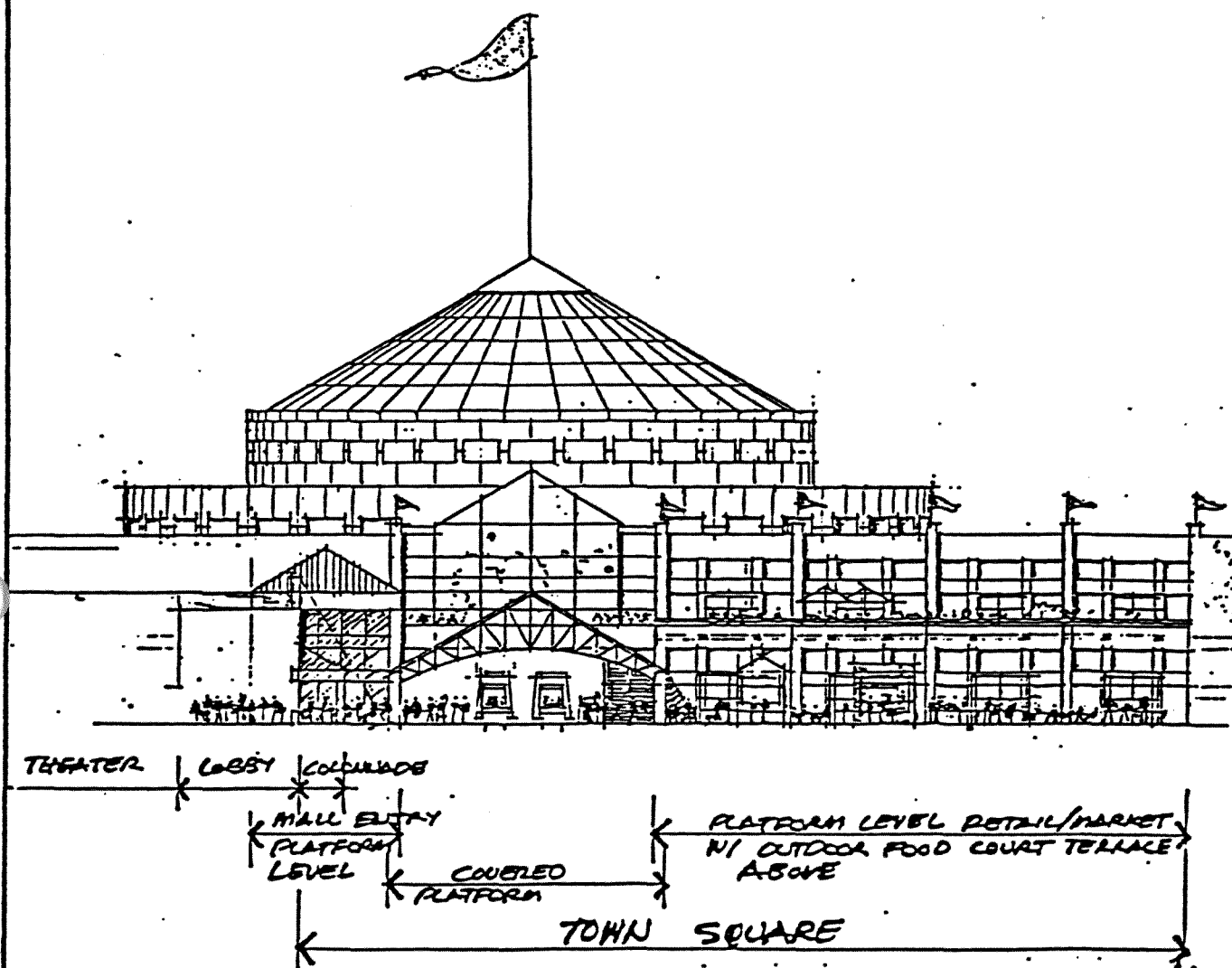


SOURCE: ZIMMER GUNSUL FRASCA PARTNERSHIP

FIGURE I-3a  
SCHEMATIC (VIEW AT GRADE)

GRESHAM JOINT DEVELOPMENT





SOURCE: ZIMMER GUNSUL FRASCA PARTNERSHIP

FIGURE 1-3b  
SCHEMATIC (VIEW AT GRADE)

GRESHAM JOINT DEVELOPMENT



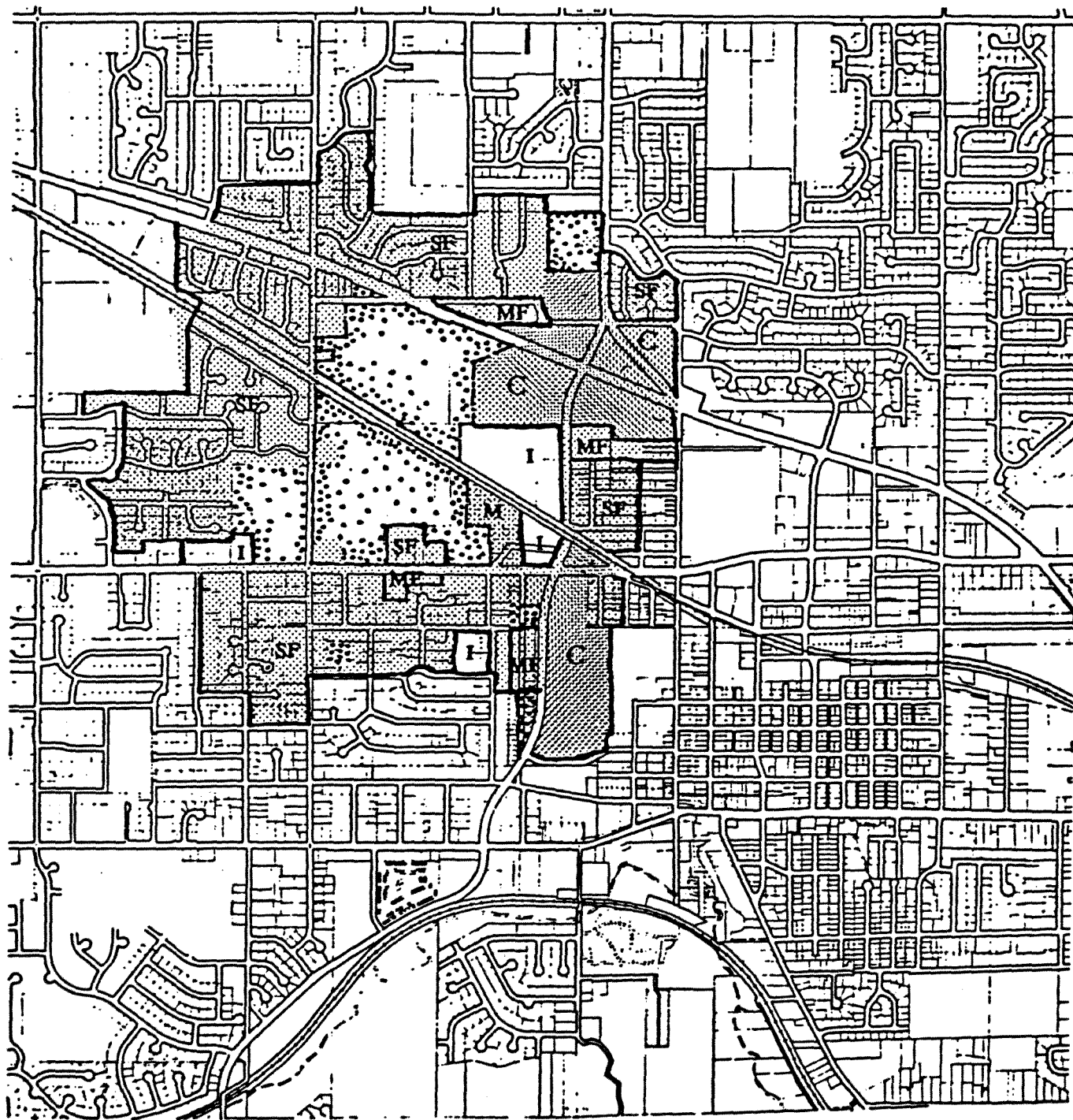
accommodate all automobile and loading traffic accessing the site. The ring road and access routes to the site's interior area would be landscaped to separate the development from the less-intense neighboring land uses that would be allowed outside the ring road. The ring road and landscaped buffer are designed to comply with standards outlined in the City of Gresham's Community Development Plan (Gresham's Plan).

The project site, known as the Winmar site, consists almost entirely of undeveloped land northwest of Gresham's downtown core and immediately west of Gresham City Hall. Of the 82.5 acres owned or controlled by Winmar, approximately 65-75 acres would be acquired by Tri-Met. The site is bounded to the north and south by two major city arterials, N.W. Burnside Road and N.W. Division Street, and to the west by S.E. 212th Avenue (Walulla Avenue), a smaller street of residential character. Figure I-4 shows the vacant site and surrounding land uses.

The site offers a unique opportunity for a regional shopping center to incorporate the light rail transit system. Because it is bisected from the northwest to the southeast by the Banfield Line of the Portland Metropolitan Area Express LRT, it offers large developable sites on both sides of the LRT. Moreover, because the land on both sides of the LRT is higher (the LRT line sits in the right-of-way of an earlier railroad that made the cut through the site), it is possible to bridge the cut with the concourse of a shopping center and have LRT access below. The LRT connects the site to the City of Portland to the west and to both Gresham City Hall and Gresham's downtown core to the east. Development on the site thus can benefit from its ready access via two major motor-vehicle arterials and its orientation to LRT. The entire LRT system will operate more efficiently because of reversed-flow and non-peak ridership.

This environmental assessment is for a shopping center. The proposed federal action is for a new light rail station and related joint development activities integrated into the shopping center. UMTA would provide up to \$14.7 million federal funding for eligible joint development activities of the overall development, which could include planning, engineering and design, land acquisition, site preparation, station and related improvements, pedestrian connections, bus facilities, and other site improvements.










SOURCE: ECO NORTHWEST 1989

0 1 MI

FIGURE 1-4  
LAND USE

GRESHAM JOINT DEVELOPMENT

-  SINGLE FAMILY
-  MULTI FAMILY
-  MANUFACTURING
-  COMMERCIAL
-  INDUSTRIAL





## B. NEED FOR THE PROPOSED ACTION

### LIGHT RAIL STATION

The LRT has average daily ridership of approximately 20,000 passengers. The proposed action would contribute to Tri-Met's goals of increasing ridership and revenues and of decreasing deficits, and to Gresham's goals for commercial development that supports transit.

Tri-Met expects that 10% to 15% of the trips to the Gresham Joint Development will be on transit. This expectation is consistent with the limited information available on modal splits at joint development projects. Keefer (1984) evaluated nine joint development projects in the U.S., all of them in or near downtowns.<sup>2</sup> He found that while new trips generated by the joint-development projects had higher modal splits if the type of development were office (ranging from about 40% to 70%, with 60% the average) than if it were retail (ranging from about 20% to 70%, with 32% the average), retail generated more average daily trips per 1,000-square-feet of floor space than offices (9.8 vs. 7.8 ADT). In addition, retail has the advantage of creating a pattern of daily modal split more efficient for the operating of a transit system because it moves ridership to off-peak hours on the weekdays and weekend. Keefer conclude that UMTA should:

Look for projects with a significant component of retail floor space, preferably in a major department store or other larger stores....Retail establishments of all kinds are a desired activity, however, because they create more off-peak tripmaking than do other activities, and thus can help "fill up" underutilized transit capacity during off-peak hours....Next to retail establishments, the most desired activity would probably be offices. (pgs 28-29)

---

<sup>2</sup>The nine joint development projects were at transit stations and terminals begun under the former Urban Initiatives program with assistance from UMTA, and are located in Baltimore, Boston, Buffalo, Cambridge, Cedar Rapids, Davenport, Miami, Philadelphia, and Santa Ana. No suburban projects like the proposed action were available for investigation.



The Keefer analysis looks at urban joint development. There are no U.S. examples of suburban joint development of light rail directly integrated with a regional mall. Toronto has two examples of suburban shopping centers with direct rail connections, with modal splits of between about 15% and 25%.

For all these reasons, Tri-Met expects ridership benefits of 10% to 15% from the Gresham Joint Development, estimated to be about 4,000 trips daily. That additional ridership will generate new revenue which, together with lease revenues from the acquisition and lease-back of land at the site, will contribute to offsetting the costs of operating the LRT system. Tri-Met believes the Gresham Joint Development will improve the performance of its already successful light rail transit system.

### REGIONAL SHOPPING CENTER

The proposed development would assist the City of Gresham in its goal of encouraging economic development oriented toward light rail transit. Most of Gresham's commercial growth in the last 30 years has been in linear commercial districts and community-scale shopping centers outside of the City's downtown core. Employment opportunities in the City also have been growing, and are expected to continue to grow over the next 15 years. Retail trade and service jobs are expected to account for the majority of more than 8,000 new jobs forecast for the City by the year 2005.

Gresham's continued growth is expected to increase its vehicle traffic by 68% by the year 2005. This is one of the factors inducing the City to encourage commercial development that reduces dependency on outside-of-city goods and services, and that promotes energy-efficient travel patterns. Although Gresham plans and policies over the last 30 years have declared that a major regional commercial center is desirable in the center of the City (close to the old downtown core), one has yet to be developed. Gresham is the only large city in the Portland region without a regional shopping center within a ten minute driving time. During this same 30-year period, the supply of buildable commercial land in the City has been declining.

Policies in the Gresham Plan call for the development of commercial centers in the City, as opposed to the continuation of linear commercial development, and encourage economic development oriented toward light rail. The Plan's objective for regional



shopping centers is for the City to establish a major community focal point that will provide a range of regional retail shopping opportunities for area residents; create a unique, unified commercial identity within the Gresham market area; attract and serve visitors to the area; and serve to enhance cultural and business activities within the Gresham area.

Preliminary work as part of the recent update of the Gresham Plan identified three potential sites for a regional shopping center, one of which is the project site (see Section II). In December 1988, this site was rezoned as a Transit Development district, permitting the development of high intensity retail, office, or apartment space. The project site was selected by the City as the preferred site for a regional shopping center because it is centrally located (the entire City of Gresham is within the site's primary market area), is serviced by light rail transit, is close to the downtown core (two stops east on the LRT), and has excellent street access.

Developing the project site with a regional shopping center separated from neighboring land uses by a ring road would allow the City to buffer the shopping center from the surrounding community through zoning, building-height transition areas, and landscaping. A citizens' work group has been established to assist the planning commission and city council with site design review to ensure that the development respects the established character, stability, and livability of its surrounding areas.

#### MITIGATING MEASURES

If final design requires the displacement of one to three residences along S.E. 212th Avenue, relocation would be carried out in accordance with the Uniform Relocation Assistance and Real Property Acquisition Regulations for Federal and Federally Assisted Programs, Final Rule and Notice 49 CFR Part 24, dated March 2, 1989.

To control runoff, the amount of impervious coverage over the site would comply with the allowable coverage in the zoning code. A stormwater drainage system would be constructed to detain stormwater runoff from the site and control existing erosion.

All measures required to reduce long-term impacts on air quality as required by DEQ would be implemented. Short-term air-quality impacts would be mitigated by:



- avoiding prolonged periods of construction vehicle idling
- spraying areas of exposed soils with water or chemicals to reduce dust during dry weather
- applying dust suppressants to unpaved roads, materials stockpiles, and other surfaces which could create airborne dusts
- enclosing stockpiles of materials, that could create airborne particulates, that cannot be otherwise protected
- wet down or cover if necessary open-bodied trucks that transport materials likely to create airborne particulates
- conducting conscientious street-cleaning efforts
- washing truck wheels and undercarriages.

The project would comply with the City of Gresham Noise Control Code and Oregon DEQ Standards.

The only capacity improvement required on the adjacent road system is an additional southbound right-turn lane at the intersection of S.E. Division Street and Eastman Parkway. Traffic delays in the construction area could be reduced by scheduling construction, construction deliveries, and materials removal in impact areas during off-peak periods whenever possible.

A 50-foot-wide landscaped buffer, plus a 0- to 65-foot wide height transition area would be incorporated into the project to separate the shopping center from neighboring residential areas (west of S.E. 212th Avenue). There would not be any access from S.E. 212th Avenue to keep traffic off that residential collector.

The site design would comply with all applicable City and agency criteria, and would undergo review by a citizens' work group drawn from the site's surrounding neighborhoods and businesses.



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## II. Alternatives to the Proposed Action



## **SECTION II**

### **ALTERNATIVES TO THE PROPOSED ACTION**

#### **A. INTRODUCTION**

Action and do-nothing alternatives were considered and studied for the proposed regional shopping center and LRT station. The action alternatives fall into three categories:

1. **Alternative Locations for a Regional Shopping Center.** This category takes the use (regional shopping center) as given and looks at alternative locations. It has two subsets. One concerns the possibility that there are other locations for a regional shopping center in Gresham, even if that center would not have a direct connection to the LRT. The other concerns the possibility that there are alternative sites for a regional shopping center in east Multnomah County with direct access to the LRT, even if they are not in Gresham.
2. **Alternative Uses at the Proposed Site.** This category takes the site (the Winmar site) as given and looks at alternative developments that could go on the site, either under pre-existing local policies or hypothetical market conditions.
3. **Alternative Designs for the Regional Shopping Center at the Proposed Site.** This category takes both the proposed use and site as given and looks at alternatives for sizing and arranging the shopping center on the site.

#### **B. ACTION ALTERNATIVES**

##### **ALTERNATIVE LOCATIONS FOR A REGIONAL SHOPPING CENTER**

As part of its recent review and update of its comprehensive plan, the City of Gresham identified three sites that could potentially be developed for a regional shopping center site: the Winmar site (the site for the proposed action), the McGill site (325 acres between 223rd and 242nd and between Glisan and Stark), and the Sandy site (150 acres northwest of the 181st Avenue exit of I-84). In its preliminary analysis of site and location characteristics the City concluded that a shopping center at any of these sites would be



acceptable provided it met the standards for development the City adopted simultaneously (Regional Shopping Center Development Procedures and Standards).

Of the three potential sites, only the Winmar site abuts the LRT line and offers the opportunity for a direct connection to the light rail system. The City of Gresham has several policies encouraging new development to orient toward transit. Recognizing the potential of Winmar site to orient toward transit and its other locational advantages (including central location, good access to existing arterials, and consistency with regional goals for energy conservation), the City gave it a special designation: Transit Development District. (For additional details of the planning process see Sections II.B, III.C, and IV.) In giving the site that designation, the City's action simultaneously made the Winmar site the only site zoned for a regional shopping center in Gresham. The current Gresham Comprehensive Plan would not allow either the McGill or Sandy site to be developed as a regional shopping center. Thus, the proposed site is the only location for a regional shopping center in Gresham.

But even though the Winmar site is the preferred site for joint development in Gresham, are there other better alternatives elsewhere? The answer is no. An alternative site for joint development would have to be (1) near the center of the East County/Gresham market area (it cannot get either too close to the competition of downtown Portland or Clackamas Town Center on I-205, or too far from the population concentration in east Multnomah County), and (2) along the LRT line. There are no other sites of sufficient size that satisfy these criteria. In fact, from the time the planning for the LRT began, there were only two other large, undeveloped sites anywhere on the line, both of them about 40 acres. This size is probably too small for a regional shopping center even if all the land were still available, which it is not. The Gateway site (midway between Portland and Gresham) has only about 20 acres remaining vacant. The Fairground site (in Gresham across from the new city hall) was developed as a neighborhood shopping center a few years ago.

#### ALTERNATIVE USES AT THE PROPOSED SITE

Other uses for the Winmar site were considered during Gresham's planning process. Feasible alternatives depend on not only public policy (especially land-use policies and zoning) but also on market conditions and the desires of property owners.



It is very likely that without the impetus for the proposed action one large development on the vacant land north and south of the LRT line would not occur. Supporting that statement are the facts that Winmar (1) came close to disposing of all or part of the property until TriMet encouraged it to consider the joint development possibilities, and (2) would very probably develop the property (or sell it for development) as two separate shopping centers (at least one of which would be a strip commercial or "power" mall) oriented toward N.W. Burnside Road and N.W. Division Street. Smaller development on separate pads on some of the out-parcels would be likely. Office development is unlikely in the foreseeable future: a market analysis for the owner of the site found very small demand for office space in Gresham because it remains a bedroom community. The forecast for total absorption of office space in the entire city is on the order of 20,000 square feet per year, not enough for a large development with a direct LRT connection. Thus, auto-oriented retail development around two separate nodes is the most likely given that (1) the land has now been rezoned to allow intensive retail-commercial, and the market seems strong for retail development in the Gresham area, but (2) without a joint development focused on a new LRT station, the existing LRT line divides rather than unites the north and south parcels and is more of an impediment to development to development than a stimulus.

It is also possible, but not likely, that the land use could revert to that specified by the Gresham Plan before it was changed to emphasize the importance of transit-supportive development. Winmar could develop or sell smaller parcels for a mix of uses including residential and industrial (allowed under previous zoning). Based on the maximum potential development allowed by the City of Gresham ordinances for the pre-1988 zoning designations (Gresham Community Development Plan, Vol. IV Standards, 1987), the property could have been developed to include as many as 1300-1400 multifamily dwelling units on roughly 45 acres south of the LRT, and suburban-scale light industrial/office development on 37 acres north of the LRT. With this type of dispersed development by different property owners, it is very unlikely that the site would have a new, direct connection to the LRT or one that would encompass all of the development on the site. Thus, ridership would not be expected to increase significantly as the result of the development of these alternative uses.

Housing in the regional shopping center is not feasible for several reasons (cost, conflicting use, security, marketability), and any housing not part of the shopping center



itself would be so far removed (because of the parking lot) that it would generate no significant increase in transit ridership.

Thus, while the site could physically be put to other uses, many of those uses are either in low demand or none of them could occur at a scale that would generate increases in ridership like those of the proposed action.

## ALTERNATIVE DESIGNS

Alternative site designs for the project are narrowly defined because: (1) the proposed development must occur close to the middle of the site to allow for convenient access, parking, and direct connection with the LRT (without a direct connection the anticipated increases in ridership would not be achieved), (2) additions to retail square footage must be accompanied by increases in parking, which creates an upper bound on leasable square footage, and (3) financial considerations put a lower bound on square footage, and market considerations (e.g., the requirements of anchor tenants for access, visibility, and parking) define the developer's basic design.

Nonetheless, many variations in concept design have been considered during preliminary site planning, including changes in total square footage, the number of levels and corresponding topographic features, cost, and the phasing of development. The market, financial, and site analyses conclude that a regional shopping center of 750,000 to 1,000,000 square feet is optimal. Any development smaller than this would result in commercial development that could not justify a direct transit connection. The preliminary site designs reviewed would comply with Gresham's adopted land-use plan and standards for regional shopping centers and with Tri-Met's requirement that the shopping center have a direct connection with the LRT. (See Section I for a more detailed description of the project and a site schematic of a potential design.)

All the design alternatives have similar requirements for parking, drainage, construction, and traffic, and would have impacts similar to the impacts described for the proposed action in Section III.



### **C. DO-NOTHING ALTERNATIVES**

The Do-Nothing alternative would not involve acquisition of land by Tri-Met and subsequent development of a regional shopping center that incorporates an LRT station. Although it is likely that the land would be developed at some point in the future, for purposes of this assessment the land is assumed to remain in its current use, either undeveloped or in agriculture.

The Do-Nothing alternative would not cause the types of impacts associated with construction and operation described in Section III. But in the longer run, the decision to not build the Gresham Joint Development could have impacts both on-site (e.g., from uncontrolled agricultural run-off) and off-site (e.g., impacts of a replacement shopping center at another, less-suitable site; less transit use). The Do-Nothing alternative does nothing to achieve the objectives of Tri-Met relating to increased transit ridership, increased efficiency (because of off-peak and reverse-flow ridership), and increased revenues to cover operating costs.



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### III. Environmental Impacts



## SECTION III

### ENVIRONMENTAL IMPACTS

#### A. LAND ACQUISITION AND DISPLACEMENTS

##### EXISTING CONDITIONS

Section I.A describes the proposed action; Figures I-1 and I-2 show the location of the site, the land controlled by Winmar, and the approximate area of primary development. Winmar owns or controls all land within the proposed area for development. As part of the proposed action, Tri-Met would purchase and lease-back this undeveloped land in Gresham's transit development zone within an area bounded by N.W. Burnside Road, S.E. 212th Avenue, N.W. Division Street, and Eastman Parkway (Gresham City Hall and K-Mart). Tri-Met would acquire all land for the primary joint development (including, but not limited to, all land within the ring road that defines the perimeter of the parking area for the shopping center/LRT station). The acquisition would be approximately 65-70 acres (the exact configuration to be determined as part of more detailed site planning) at a value of about \$14 million.

##### IMPACTS

All of the land to be purchased and leased-back is owned or optioned by Winmar; the property owner supports the type of development proposed by the project and would be willing to enter into a sale/lease-back agreement on the property, so condemnation is unlikely to be required.

Almost all of the land to be acquired is either agricultural or undeveloped. Depending on the final design and configuration of the ring road, there may or may not be displacements. For most of the likely design options under consideration, there may be displacement of one single-family home on the west side of the property along S.E. 212th Avenue and south of the LRT line. The property is owned by Winmar and rented



month-to-month; notice was given by Winmar at least nine months ago. Relocation would be carried out in accordance with the Uniform Relocation Assistance and Real Property Acquisition Regulations for Federal and Federally Assisted Programs; Final Rule and Notice 49 CFR Part 24, dated March 2, 1989. Under the most intensive design options that market conditions permit to be considered, two or three additional houses north of the LRT alignment along S.E. 212th Avenue might be acquired: the development options now under consideration do not include these parcels.

Gresham is one of the growing residential areas in the Portland metropolitan area. It has a range of types and prices of housing; more single-family and multi-family housing is now under construction. The one to three displacements will have no effect on market prices; persons displaced will be able to find equivalent or better housing.

#### MITIGATING MEASURES

In the event that the final design requires the displacement of the one to three residences along S.E. 212th Avenue at the fringe of the development, Tri-Met and the developer would follow procedures for relocation as specified in the Uniform Relocation Assistance and Real Property Acquisition Regulations for Federal and Federally Assisted Programs.

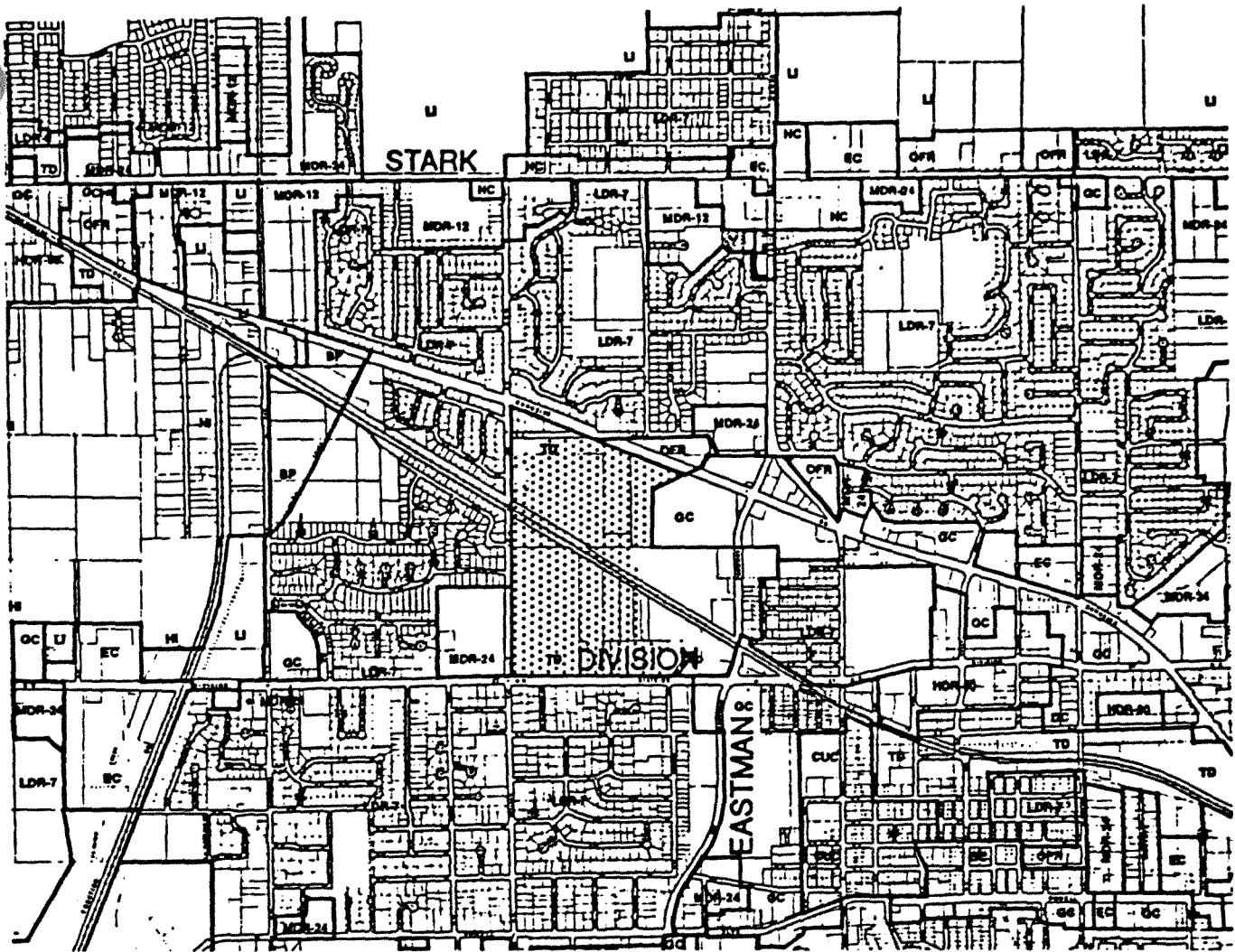
#### B. LAND USE AND ZONING

##### EXISTING CONDITIONS

Existing land uses and zoning at the project site and adjacent properties are shown in Figure I-4 and III-1.

The project site is an undeveloped land parcel located in the center of the City of Gresham. This large parcel is surrounded by urbanization: the area bordering the site to the north, south, and west is primarily single-family residential; areas of linear commercial development, institutional, and light industrial land use, and some scattered residential





LOW DENSITY RESIDENTIAL - 7 (LDR-7)  
 LOW DENSITY RESIDENTIAL - 5 (LDR-5)  
 MODERATE DENSITY RESIDENTIAL - 12 (MDR-12)  
 MODERATE DENSITY RESIDENTIAL - 24 (MDR-24)  
 HIGH DENSITY RESIDENTIAL - 60 (HDR-60)  
 OFFICE/RESIDENTIAL (OFR)  
 TRANSIT DEVELOPMENT (TD)  
 CENTRAL URBAN CORE (CUR)

NEIGHBORHOOD COMMERCIAL (NC)  
 GENERAL COMMERCIAL (GC)  
 EXTENSIVE COMMERCIAL (EC)  
 BUSINESS PARK (BP)  
 LIGHT INDUSTRIAL (LI)  
 HEAVY INDUSTRIAL (HI)

SOURCE : CITY OF GRESHAM 1988

0 1 MI

FIGURE III - 1  
 COMMUNITY PLAN DESIGNATIONS

GRESHAM JOINT DEVELOPMENT





developments lie northeast and east of the site. The site is bounded to the north by N.W. Burnside Road and to the south by N.W. Division Street, both major city arterials. To the west the site is defined by S.E. 212th Avenue, a smaller street of residential character.

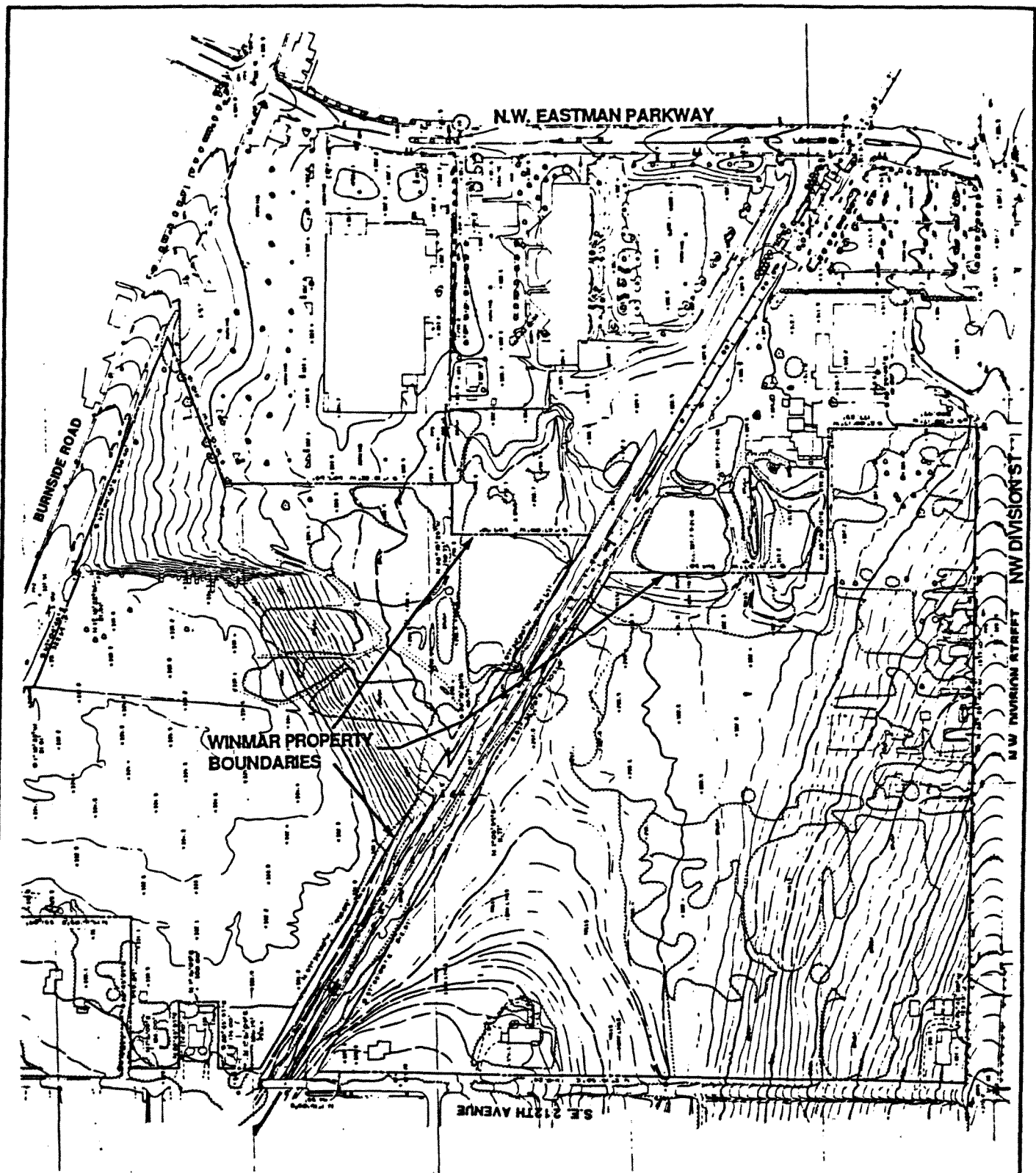
The site's land surface slopes downward from the west into two shallow ravines. The northwest quarter of the site, bounded by the intersection of N.W. Burnside Road and S.E. 212th Avenue, is a cultivated field that slopes downward into a northwest-to-southeast running ravine. The southwest quarter of the site, which is predominantly abandoned pasture land and scattered wooded areas, slopes downward to the north into an east-west running ravine. Figure III-2 shows the site's topography. Seasonal surface drainage flows from the northeast to the southwest; the LRT runs through the site along the northwest-to-southeast ravine.

Immediately adjacent or close to the site to the east is K-Mart; City Hall, with landscaped grounds and parking areas; the City Hall LRT station; a transit Park and Ride facility; and the Dean Lumber Mill. The lumber mill, located at the southeast corner of the project site, is backed by undeveloped land with several small log ponds; the undeveloped nature of this land is continuous into the project site. The LRT passes southeastward through the Wallula cut to the City Hall Station, and then continues on toward Gresham's downtown area. Downtown Gresham is about one quarter mile southeast of the site.

After an extensive process of planning and public participation (see Section IV) the project site was zoned Transit Development (TD) in 1988. TD permits high-density retail, office, and apartments, all of which are uses that support public transit. Shopping centers that make effective use of accessibility to light rail stations are explicitly encouraged within a TD zone.

Since the TD designation of the project site extends in most cases beyond the limits of the project site (i.e., the ring road), the land-use and zoning designations for the project site are compatible with (in fact, identical to) those for land immediately surrounding the project site. Looking a little farther, the land uses that would result from the proposed





SOURCE: ZIMMER GUNSUL FRASCA PARTNERSHIP 1988

FIGURE III - 2  
TOPOGRAPHY

GRESHAM JOINT DEVELOPMENT



action at the project site are also compatible with surrounding land uses beyond the TD buffer between the ring road and the major arterials. The City of Gresham approved the rezoning after extensive study and public review, concluding that the TD designation on all the property bounded by N.W. Burnside Road, S.E. 212th Avenue, and N.W. Division Street is compatible with the surrounding residential, institutional, and commercial uses, given newly adopted development standards. Those standards include criteria for master planning and site design such as:

1. Building design and scale
2. Buffering and setbacks
3. Parking and loading
4. Traffic management
5. Public spaces and amenities
6. Linkage to commercial
7. Public safety

#### IMPACTS

The proposed project is compatible with surrounding land uses and conforms with land-use and zoning requirements. (See Aesthetics section for additional discussion.) Development standards would apply to the proposed action and subsequent site development and would include provisions to address all the criteria listed above.

#### MITIGATING MEASURES

City of Gresham development standards would be incorporated into the final project design and subject to review and approval by the City.

The preliminary conceptual designs already include buffering and limited access (with no access from S.E. 212th Avenue to keep traffic off that residential collector).



## C. AIR QUALITY

### EXISTING CONDITIONS

Air quality standards for the Gresham area are determined by the U.S. Environmental Protection Agency (EPA); this agency has set standards (called National Ambient Air Quality Standards [NAAQS]) for air contaminants. Primary standards are set at levels that protect the public health, while the more stringent secondary levels protect the public welfare. Standards are established for criteria pollutants which include suspended particulates, carbon monoxide, ozone, sulphur dioxide, nitrogen dioxide, and lead.

A non-attainment area is a geographical area designated by the state as not meeting the federal ambient air quality standards. Portions of the Portland area are considered non-attainment for carbon monoxide and ozone. The central business district of Portland is currently listed as a non-attainment area for carbon monoxide, even though no violations have occurred during the last three years. The entire metropolitan region of Portland is considered to be non-attainment for ozone.

Carbon monoxide levels generally continue to improve in the Portland area. For the fourth year in a row, none of the Portland CO monitoring sites violated the standard by having more than two exceedances per year. Between 1984 and 1988, the number of days exceeding the standard were six at the various monitoring stations in Portland.

Compared with 1987, the number of exceedances of the ozone standard increased in Portland in 1988, as the result of the relatively high temperatures that summer. Ozone levels reached record or near record highs at most sites in 1988, although the Portland area experienced only two days of ozone levels above the standards. The Portland area had ten days exceeding the standard between 1984 and 1988. Because more than one day exceeded the standard during several years in this period, the NAAQS for ozone were in violation.

Within the State of Oregon, the Department of Environmental Quality (DEQ) has regulatory authority over control of air pollution. The DEQ also is responsible for permitting new sources, operating air quality monitoring stations, setting emission levels



for individual points sources (i.e., industrial dischargers), and enforcing air pollution regulations. The City of Gresham adheres to DEQ air quality standards. The City of Gresham is classified as an attainment area for criteria pollutants (DEQ, 1988), which means the City of Gresham meets federal ambient air quality standards.

## IMPACTS

A DEQ Indirect Source Construction Permit would be required for the proposed regional shopping and transit station center. As a condition for permit issuance, an air quality modeling study has been conducted. The study design has been consistent with guidelines set forth by DEQ and UMTA. These guidelines include dispersion modeling for carbon monoxide and pollutant burden analysis for other mobile source pollutants. The project would be consistent with DEQ requirements.

Based on the traffic analysis performed for the proposed shopping center, there would be an increase in automobile, bus, and truck traffic in the vicinity of the site (see Section III.K, Traffic and Parking). The traffic analysis indicates that the traffic volume increases attributable to the project would not be significant. The maximum predicted 1-hour average carbon monoxide (CO) concentration at any location in the study area for all of the scenarios studied is 7.2 parts per million (ppm), well below the applicable 1-hour air quality standard of 35 ppm. The maximum CO concentrations are predicted to occur in 1991, with decreasing levels in future years. The maximum predicted 1-hour concentration is also less than the 8-hour CO standard of 9 ppm.

In addition, the location of the proposed shopping center around an existing light rail station provides a unique opportunity for use of light rail to and from the site. An estimated 10%-15% of the trips generated by the project would use light rail, reducing automobile-related emissions of carbon monoxide (Kittelsohn and Associates, Inc., 1988). Bus service to the site also would accommodate additional trips to the shopping center, further reducing these impacts.



Based on these conditions it is anticipated that the Gresham area would continue to be classified as an attainment area and would continue to be in compliance with all state and national ambient air quality standards after the shopping center becomes operational.

## MITIGATING MEASURES

The applicant also would implement all measures intended to reduce impacts on air quality as required by DEQ for permit approval.

### D. NOISE

#### EXISTING CONDITIONS

This section contains a qualitative discussion of noise levels in the vicinity of the project area. No existing noise level measurements have been made. In general, a detailed noise analysis is not needed unless the project is expected to result in an increase in noise of more than 3 dBA (Leq).

The project site currently is undeveloped land. Single-family residential borders the site on the north, south and west, while areas of linear commercial development, institutional, and light industrial land use (lumber mill, K-Mart), and some scattered residential development lie northeast, southeast, and east of the site. Though single-family residential uses are noise-sensitive receptors, these areas are separated from the project site by N.W. Division Street and N.W. Burnside Road, both of which have noise from high levels of existing vehicular traffic.

The dominant source of noise in the project area is traffic on N.W. Division Street, N.W. Burnside Road and N.W. Eastman Parkway. N.W. Division Street and N.W. Burnside Road are principal arterials (with average daily traffic of approximately 19,900 and 17,000 vehicles, respectively). N.W. Eastman Parkway is a major arterial with traffic volumes of approximately 16,100 vehicles per weekday. By contrast, S.E. 212th Avenue, which borders the site on the west, has current traffic counts of approximately 1,600 vehicles per weekday.



The noise of the light rail transit line as it traverses the project site, is indistinguishable from the local traffic.

## IMPACTS

As a result of an increase in traffic, long-term traffic noise would be the dominant noise impact in the project area. Increases in traffic noise would occur along N.W. Division Street, N.W. Burnside Road, and N.W. Eastman Parkway, which would be the principal access points for the shopping center. These roads already are major arterials, however, and generate traffic noise. Although the proposed project would generate up to 12,500 additional vehicles daily on these three arterials by 1996 (see transportation section for detailed traffic analysis), the maximum associated increase in noise would not exceed approximately 2 dBA (see table), which is insignificant according to UMTA standards.

Only minimal increase in traffic noise would occur (.6 dBA) on S.E. 212th Avenue because no access point from this road to the shopping center would be provided. Limiting access to N.W. Burnside Road, N.W. Division Street, and N.W. Eastman Parkway, with no access from S.E. 212th Avenue, would discourage use of S.E. 212th Avenue by customers of the shopping center, thus limiting noise impacts on this neighborhood collector to those from local vehicle trips.

Since the LRT currently passes through the site, the incorporation of a LRT station as part of the project is not expected to increase noise levels in the vicinity.

Bus service also is provided in the vicinity of the site. An increase of more than ten buses per hour is not expected, therefore, there would not be a significant increase in noise as a result of bus traffic.



**TABLE III-1**

**ESTIMATED INCREASE IN NOISE LEVELS  
WITH THE PROJECT**

<u>Location</u>	<u>1991</u>	<u>1996</u>
N.W. Burnside Road		
W. of N. entrance	0.8 dBA	0.8 dBA
E. of N. entrance	1.1 dBA	1.1 dBA
S.E. Division Street		
W. of S.W. entrance	1.1 dBA	1.1 dBA
E. of S.W. entrance	0.8 dBA	0.8 dBA
W. of S.E. entrance	2.0 dBA	2.0 dBA
S.E. 212th Avenue	0.4 dBA	0.4 dBA
Eastman Parkway		
N. of City Hall	0.4 dBA	0.4 dBA
S. of City Hall	0.4 dBA	0.4 dBA

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Source: Shapiro and Associates, Inc. 1989

**MITIGATING MEASURES**

The project would comply with UMTA Guidelines, the City of Gresham Noise Control Code, and Oregon DEQ standards. No mitigating measures would be necessary.



## **E. WATER QUALITY<sup>1</sup>**

### **EXISTING CONDITIONS**

The project site is located within the Fairview Creek drainage basin. In the urbanized area surrounding the site surface runoff is routed through a storm drainage system. Although there are no permanent surface water bodies or streams on the proposed project site, seasonal surface drainage flows across the site from the northeast to the southwest. Runoff from the northeast portion of the site and uncontrolled off-site runoff from K-Mart moves south toward a culvert under the railroad tracks near the center of the site. Standing water is distributed over the northeast portions of the site (Ross, 1989). North of the tracks the flows disperse over several acres to the northeast. Currently a 66-inch pipe, which is part of the existing urban storm drainage system, is buried beneath the unnamed surface drainage (Taylor, 1989). Water quality data do not exist for the seasonal drainage. The area south of the railroad tracks is composed of abandoned pasture land and undeveloped land primarily mixed forest and shrubland with some areas that have been cleared and graded.

When and if the existing urban storm drainage system is functioning at capacity, any stormwater runoff from the proposed project site would be detained on-site to ensure that the existing system is not overloaded (Taylor, 1989). Independent of the proposed action, the City of Gresham is considering expanding its capacity to handle runoff from the drainage area above the site in anticipation of other new development. The City Engineer is currently considering up-sizing the storm water pipe below the site of the proposed action.

### **IMPACTS**

The existing drainage would be altered by the proposed project. Much of the existing site drainage area would be covered by impervious surface. The creation of

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<sup>1</sup>Information for this section came from topographic maps, aerial photographs, and telephone conversations with individuals familiar with the site. A detailed field survey of the site was not conducted.



impervious surface would, in effect, create new source areas for direct stormwater runoff. Areas that previously contributed only gradual and filtered storm flow, and provided water storage during storms, would be converted to sources of direct and rapid runoff. If unmitigated, such an increase in impervious surface would increase the quantity of runoff from the site and could also change the quality of storm runoff through the introduction of pollutants typical of urban runoff (e.g. oil, grease, litter).

## MITIGATING MEASURES

The mitigating measures included as part of the proposed development should meet the objectives of maintaining water quality by protecting surface waters from increased stormwater runoff and protecting surface and ground water from pollutants.

To control the quantity of runoff, the amount of impervious coverage over the site would comply with allowable coverage according to the zoning code. A stormwater drainage system would be constructed to detain stormwater runoff from the site and control existing erosion.

In the short run, the system will be designed to take handle runoff at the site. Design of the stormwater drainage system will be completed when a geotechnical soils investigation of the site, now in process, is done. It is generally known, however, that the soils on the site are highly pervious. A possible design would combine an infiltration and detention system. For on-site infiltration, stormwater runoff would first flow through an oil-water separator, then into a well in which infiltration to the groundwater aquifer would occur. Whether infiltration is part of the system or not, detention ponds would provide temporary storage for increased surface water resulting from development. They also would provide water quality enhancement of surface water runoff by removing pollutants through gravity sedimentation. The designed system would control quantity and quality of runoff and be subject to approval by the City of Gresham. The system will be designed so that the outflows from the site into the existing drainage system will be no higher than they are now, before development.



For the longer run, the system will be designed so that it can be connected to a larger system for control of runoff currently being planned by the City of Gresham. That system would probably increase the size of downstream conduit to take runoff from the site and from the rest of the drainage area for treatment or discharge.

#### **F. WETLANDS**

According to the City of Gresham (Ross, 1989) and to the wetland consultant on the project (Keever, 1989) there are no wetlands on this site.

No additional mitigation measures would be necessary.

#### **G. FLOODING**

##### **EXISTING CONDITIONS**

The proposed project site is located outside the 100-year flood zone of Fairview Creek according to the Federal Emergency Management Agency Flood Insurance Rate Map for the City of Gresham (FEMA, 1986).

##### **IMPACTS**

The existing drainage system on the site would be modified, since it would be covered by impervious surface. A storm drainage system would be constructed to carry stormwater runoff from the site.

Flooding impacts related to development generally result from the creation of impervious surfaces, which creates new source areas for direct storm runoff. With a properly designed stormwater runoff drainage system, the proposed project would not have any significant impact on flooding.



## **MITIGATING MEASURES**

As discussed in Section III.E, Water Quality, a properly designed and constructed stormwater drainage system would mitigate flooding impacts.

No mitigating measures would be necessary.

## **H. NAVIGABLE WATERWAYS AND COASTAL ZONES**

The proposed project is not located within a coastal zone and, therefore, does not affect a coastal zone.

## **I. ECOLOGICALLY SENSITIVE AREAS**

See Water Quality Section III.E. and Wetlands Section III.F.

## **J. ENDANGERED SPECIES**

No threatened or endangered species are located within the proposed project site according to the U.S. Fish and Wildlife Service (1989). There are no documented sightings of Bald Eagles and Peregrin Falcons within the proposed project site: no impact on these species would occur as a result of the proposed project (U.S. Fish and Wildlife Service, 1989). No threatened or endangered fish species occur within the proposed project site.



## K. TRAFFIC AND PARKING<sup>2</sup>

### EXISTING CONDITIONS

#### Street System

The site is bounded by N.W. Burnside Road to the north, N.W. Division Street to the south, S.E. 212th Avenue to the west, and Eastman Parkway to the east (see Figure III-3). Following are brief descriptions of the four streets on the perimeter of the site:

N.W. Burnside Road. Designated as a principal arterial in the Multnomah County Comprehensive Transportation Plan and a primary arterial in the Gresham Central Area Plan. N.W. Burnside Road has two lanes in each direction and left-turn lane in the vicinity of the site.

N.W. Division Street. Designated as a major arterial in the Multnomah County Plan and a primary arterial in the Gresham Central Area Plan. This roadway extends in an east/west direction and has two lanes in each direction. In addition, there is a center left-turn lane.

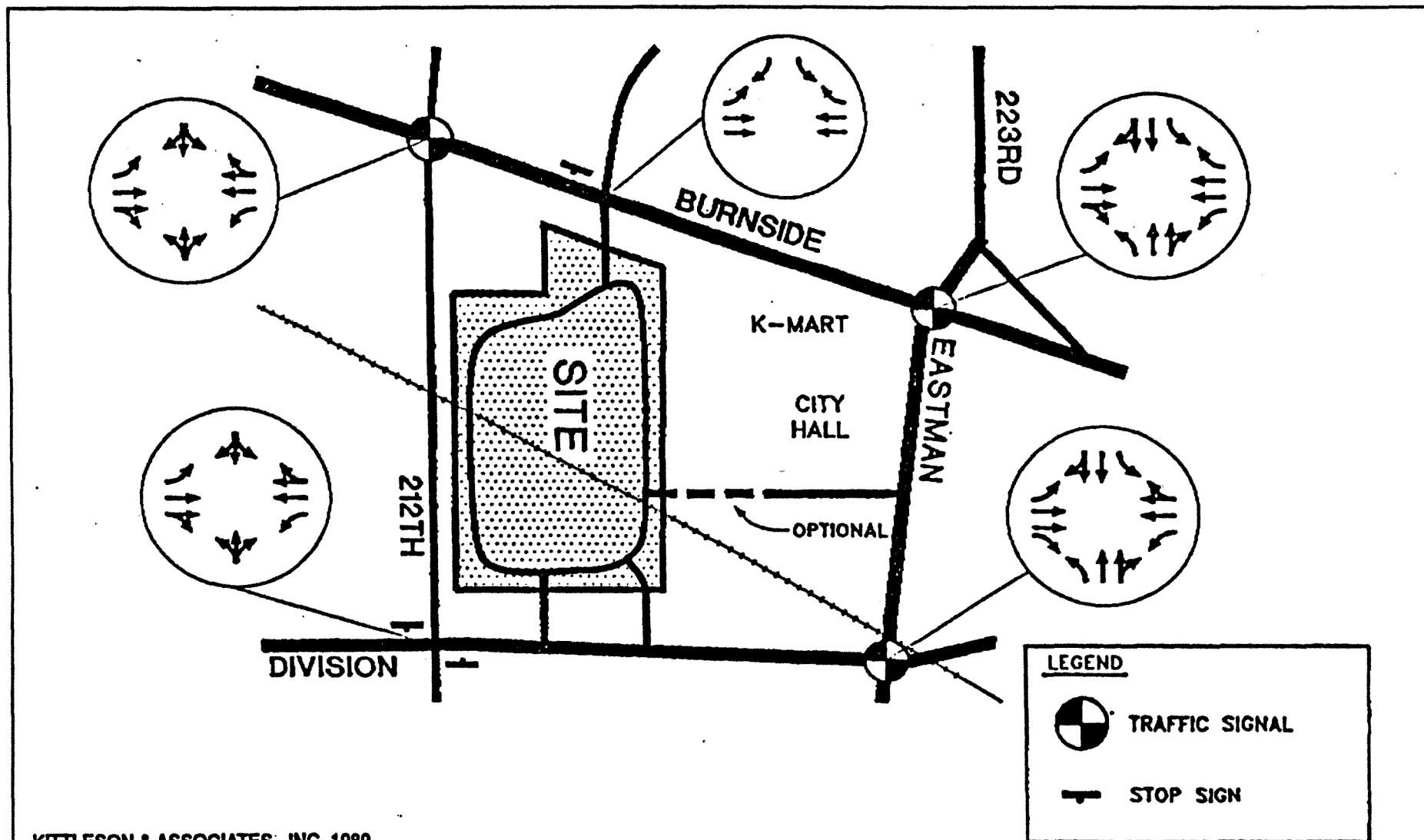
Eastman Parkway. Designated as a minor arterial in the Multnomah County Transportation Plan and a major arterial in the Gresham Central Area Plan. This roadway extends in a north/south direction, has two lanes in each direction, and left-turn lanes in the vicinity of the project site.

S.E. 212th Avenue. (Wallula Avenue) Designated as a minor arterial between N.W. Burnside Road and Division Street in the Gresham Central Area Plan. All other portions of this street are designated neighborhood collector in the Multnomah County Transportation and Gresham Central Area Plans.

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<sup>2</sup>Information in this section was obtained from preliminary transportation studies conducted by Kittelson and Associates, Inc. (1989) and the City of Gresham (1988).





KITTLESON & ASSOCIATES., INC. 1989

FIGURE III - 3  
EXISTING TRAFFIC CONTROL AND LANE CONFIGURATIONS

GRESHAM JOINT DEVELOPMENT





### Traffic Volumes/Level-of-Service

Existing traffic volumes were counted on the four streets bordering the site, including N.W. Burnside Road, N.W. Division Street, Eastman Parkway, and S.E. 212th Avenue (see Table III-2). In general, 1988 average daily traffic (ADT) volumes were highest along N.W. Division Street (19,900 ADT) and N.W. Burnside Road (17,000 ADT). The lowest volumes were encountered on S.E. 212th Avenue, west of the site. Volumes on Eastman Parkway range from 16,000 ADT immediately south of Burnside Street to 12,300 ADT north of Division Street.

The peak hour traffic volumes form the basis of level-of-service (LOS) analysis for intersections in the project area. The LOS provides a measure of how well traffic flows through a particular intersection, or the degree of congestion at the intersection. LOS is expressed by a letter from "A" to "F". A LOS of A (excellent) represents free flowing traffic, in which drivers experience minimal delay at the intersection. LOS F (failing) represents severe congestion with considerable delay experienced at the intersection. The LOS measure was determined for p.m. peak commuter rush hours, since those are the times when traffic volumes are highest and congestion is greatest.



**TABLE III-2**

**EXISTING AND FORECAST TRAFFIC VOLUMES  
AVERAGE DAILY TRAFFIC (ADT)**

<u>Location</u>	<u>1988</u>	<u>1991</u>		<u>1996</u>	
		<u>w/Proj</u>	<u>w/o Proj</u>	<u>w/Proj</u>	<u>w/o Proj</u>
SE Burnside Road*					
W. of N. entrance	17,000	20,100	17,000	20,100	17,000
E. of N. entrance	17,000	20,900	17,000	20,900	17,000
SE Division Street					
W. of S.W. entrance	19,900	24,700	20,700	25,900	21,900
E. of S.W. entrance	19,900	24,500	20,700	25,700	21,900
E. of S.E. entrance	19,900	30,100	20,700	31,200	21,900
SE 212th Street Ave.					
W. of Division	1,600	2,300	2,000	3,000	2,800
Eastman Parkway					
S. of Burnside	16,100	18,400	17,200	20,400	19,100
N. of Division	12,300	14,400	13,100	15,800	14,600

Source: Kittelson and Associates, Inc., 1989

- \* Future improvements to other streets in the regional street system will accommodate a share of the projected increase in traffic on east-west arterials, particularly through the downtown core. Therefore, future traffic volumes on N.W. Burnside Road are expected to remain similar to existing traffic volumes.



Table III-3 shows that the existing signalized intersections adjacent to the site presently operate at LOS A - D, which are considered acceptable traffic conditions. The unsignalized intersection at N.W. Division Street/212th Avenue operates at LOS E. Past experience with the method used to determine the LOS at unsignalized intersections indicates that it is very conservative in that it tends to over estimate the magnitude of any potential problems that might exist. Therefore, a LOS "E" is generally considered to be acceptable for unsignalized intersections. Under the proposed action, the existing and proposed signalized intersections would have at least LOS D (the improvement at S.E. 212th/N.W. Division results from signalization of a previously unsignalized intersection). Vehicles leaving the site may experience delays exiting to N.W. Division, but those delays would be acceptable given the standards for unsignalized intersections.

### Transit

The area is served by both light rail and bus. The LRT (operated by Tri-Met) bisects the project site, with the nearest transit stop (City Hall station) located on Eastman Parkway south of City Hall, east of the project site. The LRT currently operates on 15-minute headways during most of the day and 7.5 minute headways during peak. The site is located on or adjacent to three bus lines (also operated by Tri-Met) that serve the downtown area: one route runs in a north/south direction along S.E. 223rd Avenue; two routes run along N.W. Division Street and Eastman Parkway. The three bus routes which serve the site are the #4:Division, #25:Gresham-Glisan, and the #82:Eastman-182nd lines. The #4 route currently operates on 20-minute peak and 30-minute off-peak headways from Gresham Transit Center to downtown Portland. The #25 and #82 routes currently operate on 30-minute peak and 60-minute off-peak headways. It is likely that, in addition to light rail, transit service will increase in the future as employment and housing opportunities grow in the Gresham area.

### Parking

The site is undeveloped, therefore, there is no existing parking on the site.



TABLE III-3

STUDY AREA LEVELS OF SERVICE AT  
SIGNALIZED INTERSECTIONS: 1988-1996

Location	-----INTERSECTIONS ADJACENT TO THE SITE-----				
	Existing 1988	-----Forecasted-----			
		1991		1996	
		w/Proj	w/o Proj	w/Proj	w/o Proj
N.W. Burnside/Eastman	C	D	D	D	D
N.W. Burnside/S.E. 212th	A	A	A	B	B
S.E. 212th/N.W. Division	E	B <sup>b</sup>	B	B <sup>b</sup>	B
N.W. Division/Eastman	D	D	D	D <sup>c</sup>	D
N.W. Division/East Access	N/A	C <sup>d</sup>	N/A	D <sup>d</sup>	N/A
N.W. Burnside/North Access	D <sup>a</sup>	C <sup>d</sup>	D <sup>d</sup>	C <sup>d</sup>	D <sup>a</sup>

Source: City of Gresham, 1988; Kittelson and Associates, Inc. 1989.

- <sup>a</sup> Indicates unsignalized intersection. The west access on Division Street is intended as a secondary access. The adjacent signalized access drive is intended as the primary access to Division Street. Accordingly, this driveway will have minimal use during the evening peak hour.
- <sup>b</sup> Assumes installation of a traffic signal, which is included in the Gresham City Plans for FY 1989-90.
- <sup>c</sup> Assumes addition of an exclusive southbound right-turn lane, to accommodate future traffic volumes attributable to the project and other developments in the area.
- <sup>d</sup> Assumes installation of a traffic signal at primary site access drives.



## Traffic Hazards/Traffic Safety

Table III-4 shows the locations of traffic accidents within the study area. Within the street system bordering the site, the intersection experiencing the greatest number of accidents from 1985 through 1987 was Division Street/Eastman Parkway, with 20 accidents reported during the three-year period. The intersection of S.E. 212th Avenue/N.W. Division Street had nine accidents during the same three-year period, while the intersection at N.W. Eastman/Burnside had ten reported accidents. An examination of the accidents that occurred at each intersection revealed that there is no dominant accident type or clear accident pattern that would indicate any inherent safety deficiency. The accident rates at these intersections range from .39 to .63 accidents per million entering vehicles. This is considered to be in the low range for intersections located in an urban area. There appear to be no chronic safety problems associated with these intersections.

## IMPACTS

### Street System

The proposed shopping center would be constructed in an area bounded by N.W. Burnside Road, S.E. 212th Avenue, N.W. Division Street, and Eastman Parkway. Access to the site would be provided from all roadways, with the exception of S.E. 212th Avenue. There would be two entrances to the site from N.W. Division Street. Because access to the shopping center would not be provided from S.E. 212th Street, or nearby residential streets, traffic volumes would not increase substantially on these roads.

In general, changes to the street system as part of the project would include signalization at new intersections, the addition of turn-lanes, striping, and signing. These changes would be designed to accommodate the change in traffic movement patterns and volumes resulting from operation of the shopping center.



**TABLE III-4****STUDY AREA ACCIDENT HISTORY**

<u>Location</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>
N.W. Burnside/Eastman	3	2	5
N.W. Burnside/S.E. 212th	6	1	1
S.E. 212th/N.W. Division	1	3	5
N.W. Division/Eastman	6	7	7

Source: Kittelson and Associates, Inc., 1989.

**Traffic Volumes/Level-of-Service**

The traffic analysis provided traffic forecasts for the years 1991 and 1996. Average daily traffic (ADT) volumes are presented in Table III-2 and afternoon peak (P.M. Peak) volumes are presented in Table III-5. Both tables show existing and forecasted volumes for baseline conditions (without the project) and for when the proposed regional shopping center would be operational (with the project).

Traffic volumes during the afternoon peak are expected to increase at study area intersections; however, the LOS at these intersections is not expected to show significant deterioration. Table III-3 shows existing levels-of-service, and forecasted levels of service with the project for the years 1991 and 1996. Figure III-4 shows future lane and traffic control requirements.



TABLE III-5

## EXISTING AND FORECAST TRAFFIC VOLUMES - PM PEAK

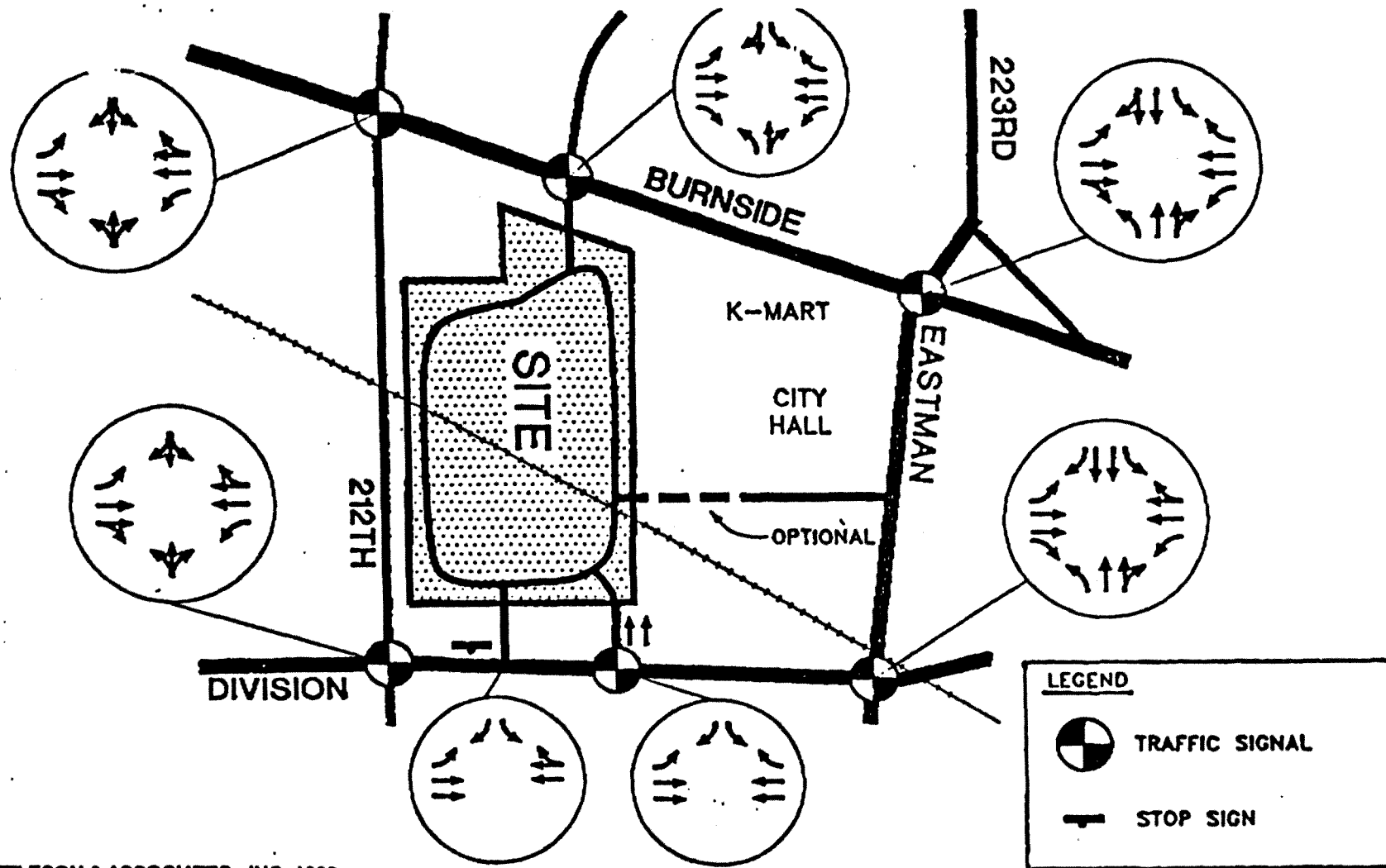
Location	1988	1991		1996	
		w/Proj	w/o Proj	w/Proj	w/o Proj
N.W. Burnside Road*					
W. of N. entrance	1,615	1,905	1,615	1,905	1,615
E. of N. entrance	1,615	1,985	1,615	1,985	1,615
N.W. Division Street					
W. of S.W. entrance	1,965	2,350	1,965	2,465	2,075
E. of S.W. entrance	1,965	2,330	1,965	2,445	2,075
E. of S.E. entrance	1,965	2,855	1,965	2,970	2,075
S.E. 212th Avenue					
N. of Division St.	195	215	195	290	270
Eastman Parkway					
S. of Burnside	1,525	1,750	1,635	1,935	1,815
N. of Division	1,165	1,365	1,250	1,505	1,390

Source: Kittelson and Associates, Inc., 1989.

- \* Future improvements to other streets in the regional street system will accommodate a share of the projected increase in traffic on east-west arterials, particularly through the downtown core. Therefore, future traffic volumes on N.W. Burnside Road are expected to remain similar to existing traffic volumes.

There would be a minimum of three access points serving the shopping center, which would disperse traffic away from residential areas. Because access to the shopping center would not be provided from S.E. 212th Avenue, or nearby residential streets, it is anticipated that traffic volumes would not increase substantially on these roads.





KITTLESON & ASSOCIATES., INC. 1989

FIGURE III - 4

# FUTURE LANE AND TRAFFIC CONTROL REQUIREMENTS

GRESHAM JOINT DEVELOPMENT





Improvements either underway or planned and funded include:

1. Traffic Signal at the intersection of S.E. Division/Wallula. This improvement is fully funded and planned for construction within the next two years.
2. Traffic Signals at Site Entrances on S.E. Burnside Street and S.E. Division Street. These traffic signals would be installed as a part of the conditions of approval for the project.

### Transit

A preliminary traffic study indicated the projected increase in transit ridership could be accommodated by existing transit service (City of Gresham, 1988).

As part of the project, an LRT station will be part of the regional shopping center for purposes of evaluating traffic impacts only. It is conservatively estimated that 10% of the trips to the shopping center will be made on transit (LRT and bus combined).

Though the final design of a bus system to the site will be determined by service considerations, Tri-Met currently plans to provide bus service to three different areas: (1) along N.W. Burnside Road, (2) along N.W. Division Street, and (3) to the interior of the site along the ring road, serving both the proposed development and the existing Gresham City Hall. The new LRT station itself is not envisioned as a major bus-interconnect station: the Gresham Central Station, two stops from the proposed new station, already serves this function for the greater Gresham area.

### Parking

The proposed shopping center would provide up to approximately 4,600 parking spaces. It is anticipated that there would be sufficient parking to accommodate all forecasted traffic generated by the project. Access to all parking spaces would be provided via the internal circulation road on the site.



Traffic volumes during the p.m. peak are expected to increase at study area intersections; however, the LOS at these intersections is not expected to show significant deterioration. Table III-3 shows existing levels-of-service, and forecasted levels-of-service at intersections around the perimeter of the site.

#### Traffic Hazards/Safety

As a result of an increase in traffic created by the proposed shopping center, there could be a proportionate increase in the number of accidents involving automobiles, trucks, and buses. However, the number of accidents could be reduced by implementing traffic improvements as part of the project (refer to Mitigating Measures).

#### MITIGATING MEASURES

The only capacity improvement that would be required on the adjacent road system includes an additional southbound right turn lane at the intersection of S.E. Division Street and Eastman Parkway. The need for this improvement would be prompted by the proposed development.

#### L. ENERGY

##### EXISTING CONDITIONS

Because the project site is primarily agriculture and undeveloped land, energy consumption is limited to minimal use of electricity and gasoline.

##### IMPACTS

The regional shopping center would have 900,000 - 1,000,000 square feet of new commercial space, creating an increase in the use of electricity. Electricity would be required for internal and external illumination, maintenance, and air conditioning. The



estimated electrical consumption would be 18.2 kwh/sq.ft./year, or approximately  $1.37 \times 10^7$  kwh/year. The incremental demand for additional electricity would be supplied to the site by PG&E.

The proposed project has incorporated several opportunities to conserve energy. The following discusses specific conservation measures and their relationship to this project.

Gasoline consumption could be reduced because the site is served by light rail. An estimated 10% of the trips to the shopping center would be accommodated by light rail (see Section III.K, Traffic and Parking). The amount of energy saved would be a function of the number of people traveling by rail, distance traveled, percentage of people owning automobiles, and average fuel economy of the respective automobiles. The site also would have bus service, providing an additional opportunity for auto users to shift to transit use.

Although the operation of the site, as stated above, would be a new source of energy consumption, the site would be designed to maximize energy conservation. The design would adhere to building standards in the State Energy Code. Other measures would include energy efficient lighting (for both external and internal lighting), computerized internal climate control, use of insulation according to state and local standards for commercial/retail buildings.

The facility would not change or reduce deadheading of transit vehicles.

The incorporation of a LRT station in site design, taking advantage of the location of the LRT line on site, would encourage use of the LRT for commuting as well as shopping. For example, commuters would be able to incorporate a shopping trip into their trip home after work.

By shifting trips from automobiles to LRT, fuel efficiency would be increased. The fuel efficiency for various modes of transportation, including bus, light rail, and automobiles may be expressed in terms of the number of energy units consumed over a given distance traveled by a given number of passengers. In terms of British Thermal Units (btu's), buses are the most efficient form of transportation, requiring approximately 2.7 million btu's per



1,000 passenger miles. Light rail is the second most efficient form of transportation at 3.3 million btu's per 1,000 passenger miles, followed by automobiles at 6.0 million btu's per 1,000 passenger miles (The TRANSPOR Group, 1979).

As stated above, there would be a reduction in demand for vehicular travel as people combined commuter trips with shopping trips. People also could use either the LRT or transit buses rather than their vehicles to travel to the shopping center. It is expected that 10% of all trips to the shopping center would be on transit.

#### MITIGATING MEASURES

No mitigating measures would be necessary.

#### M. HISTORIC PROPERTIES AND PARKLANDS

An Inventory of Significant Historic and Cultural Landmarks and a comprehensive inventory of natural resource sites were compiled for the City of Gresham during 1987-88. At that time, no historic properties or parklands were identified on the project site or in the immediate vicinity.

#### N. CONSTRUCTION

##### NOISE

The proposed project site is within approximately 200 feet of residential, noise-sensitive areas on its north, west, and south sides, though the main construction area is about 300 feet from the nearest residence. Noise impacts caused by construction of the proposed project would be short-term, and would vary with construction phases. Construction would last approximately 18 months. During this time, sound levels in the project area would increase as a result of normal construction activities, as well as the increase in heavy truck and machinery traffic through the area. Sounds caused by



construction organizations or workers during their normal operations are exempted from the Gresham Noise Control Code (1982). Standard practices for noise control during construction would be used as necessary.

No mitigating measures would be necessary.

## DISRUPTION OF UTILITIES

### Storm Drainage

Drainage for the site, is currently handled by one culvert owned by Multnomah County which ranges in size from 48 to 66 inches. This drainage pipe enters the site from Eastman Parkway and runs diagonally across the width of the site along the east-west valley, under the LRT tracks, and continues southwest to S.E 212th Avenue (Ross, 1989). The Fairview Creek Drainage Master Plan, which has been adopted by the City but the City, as part of the Fairview Creek Drainage Master Plan, is considering an alternative that calls for the area to be serviced by two parallel storm drainage pipes to accommodate anticipated increased runoff from upstream areas.

The project site is above the eastern half of the existing stormwater culvert. No disruption to this stormwater utility would occur as a result of construction of the proposed project. Building construction could take place over the storm line; mitigation would be incorporated into the project design to ensure the structural integrity of the pipe. As an alternative, the existing pipe could be relocated to another area of the site.

If the existing stormwater culvert is left in place, City concerns for the structural integrity of the pipe and maintenance access would be addressed. A concrete cap could be placed on the line, and a building support system constructed to bridge over it. If the culvert is to be relocated, a larger, 72- to 78-inch pipe could be used to replace the existing 66-inch pipe. The larger pipe would accommodate the increased need anticipated by the Fairview Creek Drainage Master Plan. A relocation site for the drainage pipe would be established in consultation with City engineers.

No mitigating measures would be necessary.



### Sanitary Sewer

Two underground sanitary sewer lines, one 27 inches and the other 30 inches in diameter, run through the site parallel to the LRT. The lines come to an end and branch northward and southward near the eastern border of the project area. The somewhat smaller line turns briefly to the north out of the LRT right-of-way and runs for about 150 feet through the project area. It then turns east again and runs out of the project area to a connection under N.W. Eastman Parkway. The larger line branches in both directions. It parallels the smaller line to the north, and also branches to the south, running generally southward through the project area to a connection under N.W. Division Street.

No construction-related impacts on existing sanitary sewer facilities are anticipated in the project area. Mitigation incorporated into the project would ensure the structural integrity of the pipe during construction. Thus, no disruption of sanitary sewer services would be caused by the proposed project.

No mitigating measures would be necessary.

### Water Supply

The proposed project area lies within the Rockwood Water District (northern half of the site) and the Gresham Water District (southern half of the site). The City of Gresham's current annexation plan would result in the Rockwood Water District being absorbed by the Gresham Water District in 1989 or 1990. The site is currently bounded by Gresham Water District supply lines, which range from 8 to 16 inches in diameter. These existing lines are expected to adequately handle the proposed site development.

No water pipelines are located in the proposed project area, and construction of the proposed project is not anticipated to impact any existing water pipelines that bound the area. Thus, no disruption of water supply services would be caused by the proposed project.

No mitigating measures would be necessary.



### Electricity

Overhead electrical transmission lines run northwest to southeast along the LRT line. These lines are a part of the Pacific Gas and Electric (PG&E) network, which runs from the Ruby substation at 199th Avenue to the Hogan substation at the eastern terminus of the LRT. The transmission poles, which carry a set of 57,000-volt lines and a local service set of 13,000-volt lines, are located in an easement granted by PGE.

The height of these existing transmission poles is not compatible with the building design of the proposed project. As part of the proposed action these lines would be relocated around the site, relocated underground, or lowered to a compatible height. No disruption of service to neighboring residences, businesses, or to the LRT is anticipated as a consequence of the proposed construction project.

No mitigating measures would be necessary.

### Disposal of Debris and Spoil

The proposed project area is agricultural and undeveloped land. The land area includes two ravines, cultivated fields, abandoned pasture land, and scattered wooded areas (see Section III.O, Aesthetics).

The proposed project is designed to be compatible with existing topography in the project area. Clearing, excavating, and grading activities, if required, would be determined during final site design. Some excavated soils could be removed from the site for disposal, and some areas could require backfill with imported materials. Disposal of large quantities of excavated materials is not anticipated.

Any disposal of soils or construction debris would be carried out in accordance with Oregon's Uniform Building Code. Required permits would be acquired, and disposal plans would be approved as per stipulations in the Grading Section of the Code.



No mitigating measures would be necessary.

#### Water Quality and Runoff

Surface water runoff in the area surrounding the proposed project area is routed through a storm drainage system. Although no permanent surface water bodies or streams are located on the proposed site, seasonally, surface drainage flows across the site from the northeast to the southwest. This drain ditch crosses the site, running through a swale from the LRT line and exiting the site from S.E. 212th Avenue. There is a culvert under the rail line. Flow direction and volume is, therefore, indeterminate in this area.

Construction in the proposed project area could increase the amount of surface water runoff on the site. This flow would carry increased loads of suspended sediments, and could possibly carry oils and particulate debris from construction vehicles and equipment on the site. Temporary measures would be taken during construction to control erosion and protect water quality.

During grading and clearing of the site, surface water would be detained temporarily to allow sediments and other pollutants to settle out before the water is allowed to enter the existing stream channel. Surface waters also would be filtered, separating out oils and grease. These waters could then be discharged into the existing stormwater drainage pipe, which runs beneath the stream channel. Construction equipment fueling areas would be contained.

No mitigating measures would be necessary.

#### Access and Distribution of Traffic

The proposed project area is bounded to the north by N.W. Burnside Road and to the south by N.W. Division Street, both major city arterials, and to the west by S.E. 212th Avenue, a smaller, residential street. The proposed site design includes four access roadways into the site, one from N.W. Burnside Road, two from N.W. Division Street, and one from N.W. Eastman Parkway. Construction of these roadways could result in



temporary traffic delays on these streets, especially during construction of intersections. Some two-lane traffic could be temporarily converted to one-lane. In addition, construction workers traveling to and from the site and trucks transporting materials to and from the site would temporarily increase the number of vehicles traveling bordering streets.

A pre-construction traffic management plan would be submitted to the City for approval as a prerequisite for receiving building permits. Traffic disruption caused by construction could be reduced by scheduling activities in affected areas for off-peak traffic volume periods. The residential character of S.E. 212th Avenue could be protected by establishing construction access routes into the site from N.W. Burnside Road, N.W. Division Street, and N.W. Eastman Parkway.

No mitigating measures would be required.

#### Air Quality and Dust Control

Carbon monoxide (CO), particulates, and other fugitive emissions (dust, fumes, gases) are the sources of concern for construction-related air quality impacts. Short-term construction impacts would include increases in the levels of CO and particulates from construction vehicle emissions. Emissions would originate from heavy trucks and other construction machinery, construction workers traveling to the site, and automobile traffic if delayed by construction activities.

Temporary increases in the level of dust and particulates in the project area would occur during construction as a result of digging, bulldozing, and other construction-related activities. Dust also could blow from uncovered trucks leaving the site, and could be raised by construction vehicle frames and tires.

#### MITIGATING MEASURES

Short-term, construction-related air quality impacts would be mitigated by the following measures:



- . Avoiding prolonged periods of construction vehicle idling
- . Spraying areas of exposed soils with water or chemicals to reduce dust during dry weather
- . Applying dust suppressants to unpaved roads, materials stockpiles, and other surfaces which could create airborne dusts
- . Enclosing stockpiles of materials that could create airborne particulates that cannot be otherwise protected
- . Covering open bodied trucks that transport materials likely to create airborne particulates
- . Conducting conscientious street-cleaning efforts
- . Washing and brushing truck wheels and undercarriages.

Traffic delays and consequent vehicle idling that may be caused by construction could be reduced by scheduling construction in impact areas during off-peak traffic volume periods whenever possible. In addition, construction deliveries to the site or material removals from the site could be scheduled during off-peak traffic volume periods to lower peak emissions impacts.

#### Safety and Security

Construction on the proposed site could attract people during non-construction hours. As construction proceeds, the site's attraction as a playground to neighborhood children could increase.

The construction site would be secured to prevent pedestrian visitors, especially children, from accessing the area. Securing the site could include fencing, lighting, and



patrolling of the area by on-foot security personnel, especially during non-construction hours. No mitigating measures would be necessary.

#### Disruption of Business

The proposed project area is bordered to the northeast by linear commercial development. To the east lie a K-Mart Store, Gresham City Hall, the City Hall LRT Station, the City Hall Park and Ride facility, and the Dean Lumber Mill. Areas to the north, west, and south of the site are mainly residential.

No construction-related impacts on existing neighboring businesses are anticipated.

No mitigating measures would be necessary.

### **O. AESTHETICS**

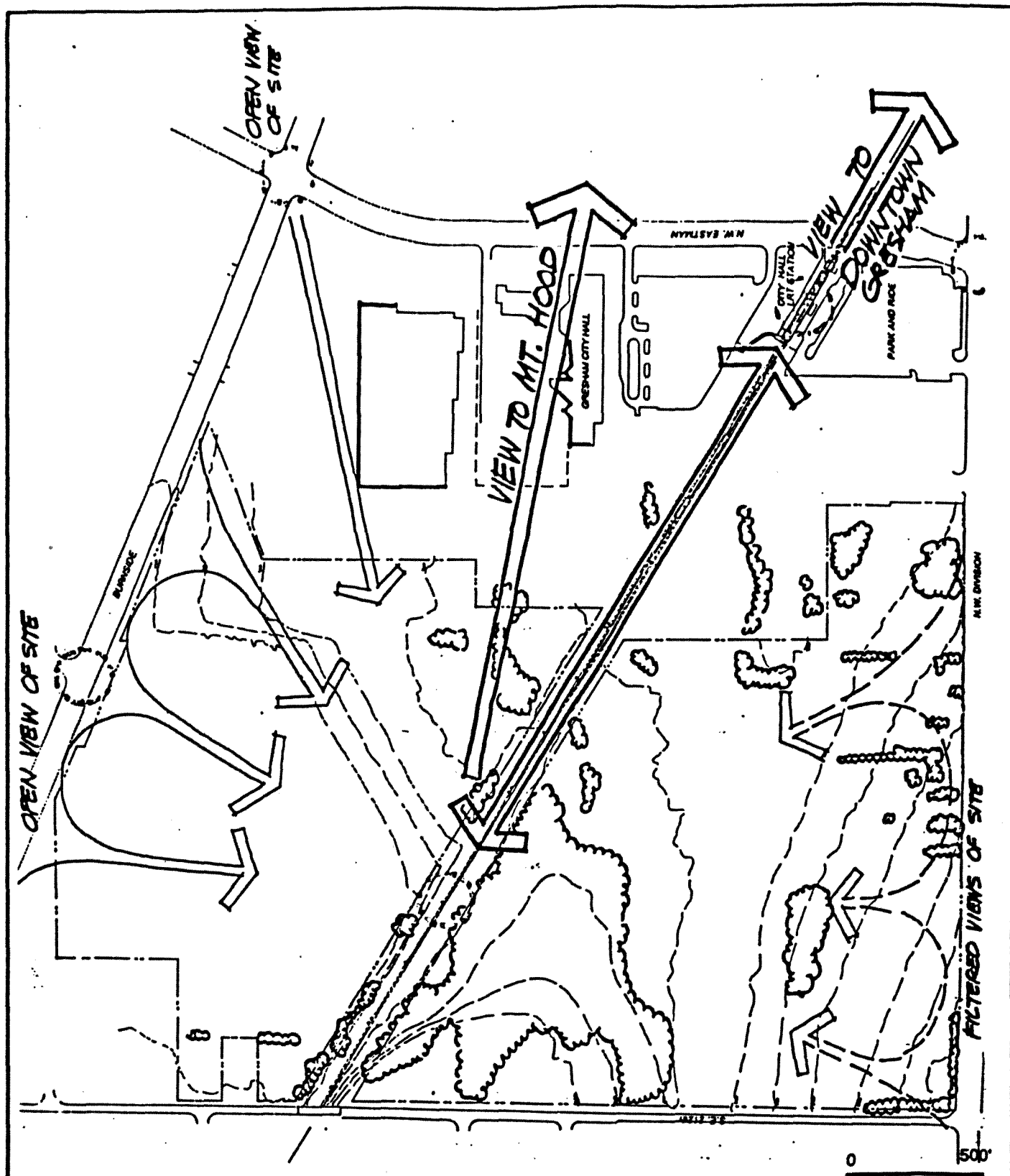
#### **EXISTING CONDITIONS**

Section III.B describes the land uses at and surrounding the project site. The project site is visually distinct from surrounding land uses in that it is undeveloped and heavily vegetated. Because the site is characterized by rolling terrain, panoramic views of the site from bordering areas may be open, across fields and other undeveloped areas, or they may be filtered through scattered woods and occasional development. Views from the site into the surrounding area are mainly eastward, toward Mt. Hood to the east and downtown Gresham to the southeast (Figure III-5). The LRT corridor, which bisects the site, allows views along the rail line to the southeast (downtown Gresham) and to the northwest.

#### **IMPACTS**

The proposed project is designed to be compatible with the site topography and the character of surrounding neighborhoods, while creating a distinct image for the area.





SOURCE: ZIMMER GUNSUL FRASCA PARTNERSHIP 1988

FIGURE III - 5  
VIEWS

GRESHAM JOINT DEVELOPMENT



The site design includes a one- or two-level structure of 750,000 - 1,000,000 gross square feet centered on the project site, its length extending north-south across the site (see Figure I-3). The shopping center's top two stories would span the LRT (in the man-made Walulla cut), which would enter and exit the center of the structure below the main level of the shopping center. A new LRT station would be built at this platform level, with access to the shopping center above via escalators. This platform level also would house other retailers and would open on the east to a pedestrian area, accessed via N.W. Eastman Parkway. On this east side of the shopping center structure the shops at platform level would be at grade. Street access to the above-grade levels of the shopping center would be via N.W. Burnside Road, N.W. Division Street, and N.W. Eastman Parkway.

The proposed layout for the shopping center complex on the project site includes an on-site automobile traffic circulation system, which encompasses the parking areas that surround the shopping center structure. The circulation system would be separated from the surrounding community by a landscaped buffer (see description, page I-2). Inner streets would be landscaped to further reduce impacts between the on-site traffic circulation and parking system and the site's neighboring residences and businesses. The shopping center structure would be landscaped, and some natural vegetation preserved, to frame and enhance its visual quality.

Existing trees along S.E. 212th Avenue would be preserved and incorporated into the landscape plan whenever possible. Whenever existing trees cannot be maintained, additional trees or other appropriate landscaping will be incorporated into the final site design. The landscape plan will be reviewed by the City of Gresham as part of the design review.

The proposed design for the shopping center structure may include a central landmark tower which is allowed under the City's current standards. The concourse beneath the tower, which would span the LRT station at the center of the shopping center structure, would provide views toward Mt. Hood and Gresham's downtown area to the southeast, and in both directions along the LRT line.



As a result of developing the proposed regional shopping center/transit station, views of the site would evolve over time from the current green space to construction space and finally to a landscaped shopping center. The landmark tower at the center of the proposed shopping center design would be a focal point in the area adding visual character and interest to the site. Views from the project site to the surrounding area would be enhanced by the landmark tower. The added dimension of height would allow a broader view from the public concourse of the surrounding city and the countryside beyond.

## MITIGATING MEASURES

The proposed project would comply with site design criteria and standards established by the City for a regional shopping center. The Gresham Community Development Plan states that design, materials, scale, and orientation for all structures should create a unified architectural theme and a distinctive, coordinated image. The architectural theme and image of the shopping center should be responsive to the site's unique character, reflecting its regional setting and its Gresham-area setting, with a consideration of significant natural or human-made landscape features.

The Gresham Plan also specifies that the design for a regional shopping center should especially respect the established character, stability, and livability of surrounding residential districts. This includes incorporating a 50-foot wide landscaped buffer, or a buffer that will be designed on a performance basis to respond to the criteria of the buffer, acceptable to the City of Gresham; plus a 65- to 80-foot wide height transition area to separate the shopping center from neighboring residential areas. Less intense land uses could be established in the height transition area. Less intense land uses, for example, could include one- or two-story medical/business office facilities.

Site design for the proposed project would comply with all applicable City and agency criteria, and would undergo review by a Citizens' Work Group drawn from the site's surrounding neighborhoods and businesses.



## **P. COMMUNITY DISRUPTION**

The affected land is almost entirely vacant—at most one household will be displaced. The proposed development will occur on a large, vacant parcel, already isolated from other residential neighborhoods by major thoroughfares (N.W. Burnside Road and N.W. Division Street) and nonresidential development (K-Mart and City Hall on the west), and cut by the LRT line. Therefore, neighborhood and community boundaries will not be split or altered by the project. Service areas of community facilities will not be affected, nor will access to community facilities be reduced. Community access to public transit will be enhanced. As Section III.K shows, existing patterns of circulation will not be disrupted. The design of the proposed development will enhance the observed potential of a regional shopping center to serve as a central meeting places for various groups of a community.

## **MITIGATING MEASURES**

To maintain the isolation of the site from the adjacent neighborhood a 50-foot wide landscaped buffer, plus a 65-to-80-foot-wide height transition area would be incorporated into the project. There would not be any access from S.E. 212th Avenue to keep traffic off that residential collector.

## **Q. SAFETY AND SECURITY**

With the proposed project there would be an increase in the intensity of land use and the number of automobiles and pedestrians at the site. The resulting change in land use would increase the risk of accident, theft, personal injury, and property damage at the project site. As is the case at all regional shopping centers and light rail stations, there is the potential for traffic accidents, first-aid calls, and crime.

Section III.K, Traffic and Parking, describes the potential for traffic accidents and pedestrian/automobile conflicts.



The project would create a need for emergency services, including calls for fire, police, and paramedic aid units. The internal and external circulation systems would need to accommodate these emergency vehicles.

Incidences of crime at the shopping center could include burglaries of retail establishments and of automobiles and personal property; however, the proposed project would include measures for increased safety and secure operations through implementation of crime and accident prevention methods. To integrate security into the planning process, the developer would coordinate with Tri-Met and official crime-prevention agencies.

The site design review process includes procedures and standards that require measures that would "assure and promote public safety in all aspects of site development and operations" (City of Gresham, 1988). Elements that would be incorporated into the project design include:

1. A site security program for tenants, employees, shoppers, visitors, and delivery services; the shopping center would have security police
2. Adoption of management strategies for all on-site activities and uses, in relation to public safety within surrounding areas
3. Crime prevention design, using Crime Prevention Through Environmental Design (CPTED) planning principles and guidelines to the site, landscape, and building plans
4. A site lighting plan that emphasizes safe evening use of all driveways, walkways, and inside and outside activity areas.

Traffic accidents and pedestrian-auto conflicts would be reduced through traffic control and channelization improvements, including STOP-signs, crosswalks, and an internal access road for service vehicles. In addition, the on-site circulation system would be designed to provide safe, efficient access to emergency vehicles.



## **R. SECONDARY DEVELOPMENT**

Secondary development is likely to occur in the portion of the Transit Development district not occupied by the proposed project (primary development). A typical pattern for regional shopping malls is for the development of single-user commercial space (especially off-price discount stores) on independent pads. Other complementary development possibilities include professional or general office space and clinics, and expansion of City offices. Full development of the district would probably occur within five to ten years of the proposed action. Such development is anticipated and encouraged by the existing TD zoning: it is desirable and in conformance with adopted land-use plans.

Displacement resulting from secondary development probably will not occur, as the properties on which the secondary development will likely take place are now vacant. All of the area of the proposed action and most, if not all, of the area of likely secondary development is either owned by or under option to Winmar. Tri-Met will purchase the primary development site from Winmar. If all the remaining land in the TD zone owned by Winmar were eventually developed as commercial, an additional 5 to 10 homes might be displaced, though such displacement is consistent with the City's plans and zoning for the land.

Utility hookups and the capacity of extensions of public services into the area to be developed are being designed to accommodate secondary development. As part of its recent comprehensive planning process the City of Gresham reevaluated and updated its policies and plans for the development of public facilities to form a new public facilities plan. The City's general policy is that "...development will coincide with the provision of adequate public facilities and services including access, drainage, water, and sewerage services." Most important, the City found that its recent expansions and improvements to its wastewater treatment and collection system "...ensure sufficient capacity in the sewer system to accommodate future growth." (Staff Report and Findings, File 88-79-CPA, Exhibit C: Water Sewer Drainage Problems, page 6, 28 June 1988.) The marginal



contribution of secondary development to the demands on utility providers will be insignificant.<sup>3</sup>

The impact of secondary development on traffic is discussed in Section III.K. In summary, existing arterials have capacity to accommodate the combined effects of the primary and secondary development. The site is far enough from Interstate 84 that traffic generated by the primary and secondary development will not interfere with freeway interchanges or the flow of traffic from Interstate 84 to US Highway 26.

New employment opportunities will be generated by the secondary development. These new jobs will be located in close proximity to the transit station, and thus will be accessible to residents of the entire Portland metropolitan area via public transit.

It is possible that the development of the proposed project will stimulate more rapid development of medium-density residential housing on vacant land west of S.E. 212th Avenue currently zoned for such use. If such development occurs, it will be in conformance with existing zoning and land-use plans.

## **S. CONSISTENCY WITH LOCAL PLANS**

The City of Gresham has determined that the proposed action is consistent with its comprehensive plan, transportation plan, and other applicable planning documents. The updated city plan, adopted by the City Council in December 1988, explicitly states its desire that the site be developed to support the LRT, and designates this site for the development of a regional shopping center.

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<sup>3</sup>To a large extent, growth of commercial and residential development in the Gresham area will occur with or without the proposed action, though in different places. The impact of the primary and secondary development on service providers will not be much different from the same kind of development elsewhere in the Gresham area provided the different potential locations for growth have no big relative advantages (e.g., excess capacity) or disadvantages (e.g., physical constraints, long distance from existing service grid). This appears to be the case.



Section IV of this Environmental Assessment describes in more detail the interagency coordination undertaken by Tri-Met and the City of Gresham to ensure that the proposed project is consistent with other regional plans. Multnomah County, the State Highway Division, the Cities of Fairview, Wood Village, and Troutdale have all had opportunity to comment on the impacts of the proposed land-use changes on their planning. The proposed action is compatible with the regional transportation plan developed and implemented by the Metropolitan Service District, and is consistent with the comprehensive masterplanning for LRT corridors and stations undertaken by Tri-Met since the early stages of the LRT development.



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#### IV. List of Agencies and Persons Consulted



## SECTION IV

### LIST OF AGENCIES AND PERSONS CONSULTED

#### A. SUMMARY OF THE PARTICIPATION PROCESS

Oregon state law requires cities and counties to develop comprehensive plans and consistent implementing ordinances for land in their jurisdictions. Those plans are reviewed by the Land Conservation and Development Commission (LCDC) to see that they comply with state goals and guidelines. Moreover, those plans must be periodically updated by the local jurisdictions and reviewed by LCDC. The planning for the proposed project happened to coincide with both (1) Gresham's requirement for "Periodic Review" and (2) the culmination of a specific development plan for regional shopping in the Gresham area. Thus, citizen and agency participation in the development and approval of the proposed project is linked strongly to the planning process of the City of Gresham.

#### PUBLIC PARTICIPATION IN THE DEVELOPMENT OF POLICIES FOR REGIONAL SHOPPING CENTERS

Gresham's planning staff began research and informal community contacts for the development of policies for regional shopping centers in August 1988. In September the Planning Commission appointed a nine-member Citizens Work Group to help the Commission and the Community Development Division prepare standards for the development of regional shopping centers. This group represents citizens at large, the NW Gresham neighborhood affected by the proposed Winmar map amendment, and the business community. It met five times to prepare draft policies for a public workshop.

Notice for the public workshop, Planning Commission hearing, and City Council hearing on the proposed standards and procedures for regional shopping centers notice went out to over 100 Gresham-area residents who had asked to be placed on a mailing list or expressed interest at prior hearings or to staff. All owners of potential regional shopping center sites received notice as well. The workshop and Planning Commission hearing notices were published side by side in the November 12, 1988, Outlook.



City departments reviewed and commented on drafts of these procedures and standards in October; those comments were incorporated in the public hearing draft. Staff also solicited comments in November from Multnomah County, the State Highway Division, the Cities of Fairview, Wood Village, and Troutdale. Troutdale provided written comments; the other jurisdictions expressed no concerns about the proposal.

For the actual development of a regional shopping center, whenever that occurs, the adopted policies require that the Citizens Work Group also serve in an advisory capacity to assist the Community Development Division beginning in the earliest stages of Design Review (and Master Plan Review). Presumably, the Citizens Work Group would begin to work with City staff, a developer, and the community concurrent with a pre-application conference for such development. The Planning Commission will add two more representatives of the affected neighborhood to the Work Group at that time. The Citizens Work Group will assist staff and a developer in appropriate citizen involvement and public information activities prior to a public hearing for Master Plan or Site Design Review. Subsequently, the Citizens Work Group can assist at each phase of Design Review until a site is fully developed.

## **PUBLIC PARTICIPATION IN THE DEVELOPMENT OF PLANNING AND ZONING CHANGES RELATED TO THE PROJECT PROPERTY**

Appendix 1 contains a section from the recently adopted update of the Gresham Comprehensive Plan (Volume 1, 5.213, page 360) which describes in detail the program used to elicit the opinions of citizens and agencies potentially affected by plan changes (including the change of zoning on the subject property to TDD) proposed by Gresham as part of its required "Periodic Review." Appendix 2 describes the public hearing process and public comment on the Environmental Assessment.

### **B. LIST OF AGENCIES AND PERSONS CONSULTED**

The mailing list for the reviews described above contained over 150 names. The list is available from Tri-Met. In addition to those listed, many other citizens and groups were contacted during the several meetings that occurred during the planning process. Appendix 3 reproduces letters received from agencies.



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## V. References



## SECTION V

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## Appendices



**APPENDIX 1**

**DESCRIPTION OF CITIZEN INVOLVEMENT PROGRAM FROM  
THE GRESHAM COMPREHENSIVE PLAN, VOL I, DECEMBER 1988**



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## 5.213 CITIZEN INVOLVEMENT

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### 5.213.1 Periodic Review Citizen Involvement

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A citizen involvement program was put in place in 1987 to update the Gresham Community Development Plan. The plan was updated in response to two factors. The City of Gresham received its Periodic Review Notice from the Department of Land Conservation and Development (DLCD). This notice required a major update of the Gresham Community Development Plan to reflect changes in the community, the statewide planning goals and other laws and programs affecting land use. In addition, the City had been involved in a major annexation program which had increased the city's area from 14.53 square miles in 1980, the year the comprehensive plan was acknowledged, to just over 22 square miles in 1988. The city's population had increased from 31,275 to 58,251 people during this same time period. In the plan update, it was the city's objective to blend together the land use regulations of the annexed areas, which were regulated by Multnomah County's land use plan, with the land use regulations of the city. The update requirements identified in the Periodic Review Notice and the annexations necessitated a complete revision of the Gresham Community Development Plan. In order to ensure that the citizens participated in the plan update process, a new citizen involvement program was created.

A citizen involvement coordinator was hired by the city in September 1987 to spearhead the public involvement program for the plan update process. The city council also approved the establishment of five task forces and a periodic review committee. The five task forces were:

#### Economic Development Task Force

The primary charges of this group were to recommend updates of the industrial, commercial and economic development sections of the comprehensive plan; update the land use regulations to enhance the opportunities for a variety of economic activities within Gresham; and review the city and county industrial and commercial districts and determine a set of updated industrial and commercial districts for the city.

#### Sign Task Force

The primary charge of this task force was to develop one set of sign standards for the city by review of the existing county and city codes.

#### Natural & Cultural Resources Task Force

This group was to suggest revisions to the plan to respond to the state's environmental resource protection goal which covers 12 types of resources ranging from historical and cultural resources to fish and wildlife habitat areas.



### Public Facilities Task Force

The primary charge of this group was to review or recommend: the inventory and assessment of the condition of all significant public facility systems; the public facility improvements needed to support the land uses identified in the comprehensive plan; the general estimate of when and where the facility projects will be developed; and cost estimates for the projects and a description of the funding mechanisms to construct the scheduled improvements.

### Housing Task Force

The housing group was asked to perform several tasks: to assure the city had maintained an adequate number of needed housing units and how to provide greater certainty in the development process; evaluate city compliance with the Metro Housing Rule; consider alternative housing types for inclusion in the Plan; and review the city and county housing districts and determine a set of updated residential districts for the city.

The five task forces prepared recommendations which were then reviewed by the periodic review committee. The five task forces and periodic review committee held 57 meetings which involved 131 hours of citizen involvement meetings over a period of seven months.

The update of the Gresham Community Development Plan included an extensive public notice program to inform the public about the periodic review update of the pla. Three public notices were initiated in order to inform the public about the updated plan policies and the proposed land use designations which would be applied to land throughout the city.

The first notice involved individual notice to property owners of the significant plan map change proposals. For all the residential plan map amendments the abutting property owners were also notified. The notice was given prior to the planning commission hearings on the proposed map amendments.

The second notice involved individual notice to property owners whose property was given a natural resource designation (except properties with an existing flood plain or hillside constraint district designation); open space sites which were not already designated as open space; and properties with a historic designation. This notice was sent prior to the commission hearings on the proposed designations.

The third notice involved the mailing of an informational document which included the proposed plan map land use designations; the natural resource designations and historical map designations; and, the amended comprehensive plan land use policies. The informational document was mailed to over 25,200 households. In addition, an individual notice was sent to the property owners of all significant plan map changes as well as people who reside within 300' of the subject sites. Property owners and abutting property owners of natural resource, historical or open space sites, as outlined above, were also notified.



The two individual notices went out to over 5,000 households. The individual notices and informational mailings were all distributed prior to the city council hearings on the updated plan.

The periodic review committee's recommendations were passed on to the planning commission. The commission held 15 public hearings which involved discussion on the plan update. The plan update process concluded with five public hearings on the plan text and map amendments with the city council. The public was given the opportunity to comment on these proposed amendments at these public hearings.

---

#### 5.213.2 Post-Periodic Review Citizen Involvement

---

The structure of the city's citizen involvement process was one topic which was discussed by the periodic review committee in the periodic review update of the comprehensive plan. It was the consensus of the committee to form a group to analyze the city's current citizen involvement structure and present a recommendation to the council for a new citizen involvement program. The committee found that open recruitment for citizen involvement committees should be continued; the public has an opportunity to review inventory data, formulation of plan policies, and review of implementation strategies; that planning information should be made available for the general public; that the city should be responsive to citizen group recommendations; that various methods should be used to inform the public; and that workshops should be conducted to review proposed changes to the plan prior to public hearings.



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### 5.300 Intergovernmental Relations

---

Gresham, being within the major urban center of the State of Oregon, finds itself dealing with many special service providers throughout various levels of government. The existence of special service districts compounds the number of officials that are involved in order to assure adequate levels of needed services. Various agencies such as the Department of Environmental Quality, Soils Conservation Service, the Metropolitan Service District and the Tri-County Metropolitan Transportation District, are just a few among many responsible for a specific range of service. With such a wide range of agencies providing services to Gresham residents, a need exists to coordinate their efforts. The City of Gresham recognizes its role as that coordinating body.

The city will continue to rely upon the expertise of the various agencies, when considering development proposals. For example, the East Multnomah County Soils Conservation District, the Army Corps of Engineers along with the MSD would be requested to comment on any development proposal anticipated to have direct runoff effect on Johnson Creek.

---

### 5.310 Urban Planning Area Agreement with Multnomah County

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#### ADMINISTRATIVE PROCEDURES SUMMARY

The administrative procedures outline is intended to be an informal document indicating subject topics to be worked out at the staff level to insure compliance with the provisions of the agreements. It is also to serve as a graphic example of agreement Number 9, which requires development of administrative agreements. Actual execution of the procedures will be different for each city, depending on the level of staff support available and the nature of the conflicts identified.

Items IV, V, VI and VII are designed to implement the identified objectives of the agreements. The following is an expansion of how they may be used:

- IV. Identification of Planning Areas. This is the description of specific land covered by the agreements within the urban growth boundary. It need not be a service area or an annexation area. It is merely an identification of unincorporated lands, within which land use decisions made by the county may significantly affect the cities' present or future delivery systems.
  1. Legal Description and Map. The land included in the planning area is required to be legally definable (LCDC).
  2. Plan Designations. The county has adopted land use designations for this area that legally control allowable land uses. The city may also have informally identified a land use preference in their adopted plan. Both should be identified.



3. Conflicts and Issues Identified. A conflict is essentially a discrepancy between plan designations that either or both parties consider potentially damaging to the realization of their Comprehensive Plan. An issue on the other hand, is any other related or unrelated problem that either party feels must be resolved to effect complete plan coordination. Both should be identified and separated.
  4. Alternative Solutions. Each conflict and issue will involve unique circumstances that require different actions. A "shopping list" of various alternative solutions should be developed by both administrative staffs.
  5. Proposed Reconciliation. Administrative staffs or other appointed individuals should develop a proposed method of resolving the identified issues or conflicts for presentation to their respective governing body.
- V. Information Exchanges. This is an identification of what city and county actions should be reviewed and how the review should be handled.
1. Actions Covered: This identifies specific actions. It would include comprehensive plan changes, zone changes, subdivisions and other actions of mutual agreement.
  2. Method of Reporting: Some items can be adequately handled through a phone call, while major items will require submission of completed forms with substantial information. The appropriate process should be articulated.
  3. Time Lines for Review: Since some cities may prefer to deliver their response in the course of a public hearing, while others may be satisfied to have it presented as part of the staff report on the action proposed.
  4. Handling of Responses: Some cities may prefer to deliver their response in the course of a public hearing, while others may be satisfied to have it presented as part of the staff report on the action proposed.
  5. Appeal Process: If the initial administrative or quasijudicial decision is unacceptable to either party, appropriate appeal to the governing body should be determined.
- VI. Reconciliation of Differences: The purpose of this process is to determine the method of resolving conflicts that have remained unresolved. Decisions may be by city, county, regional or state agency.



VII. Annexations and Extraterritorial Service Extensions: This issue cannot be resolved within the UPAA Agreements, but are a logical determination of the entire process as the issues emerge.

Many of the identified problems will become annexation or service extension issues. Limitations or annexations by statute may become major obstacles to final resolution of the problems. A coordinated position between all parties on needed legislative changes should be developed for presentation to the legislative assembly in 1979.

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#### 5.311 SPECIAL DISTRICTS AND AGENCY INVOLVEMENT

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##### AGENCY INVOLVEMENT

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##### Background

The Land Conservation and Development Commission (LCDC) Goals 1 and 2, Citizen Involvement and Land Use Planning, require all planning efforts of cities to be coordinated with affected governing bodies.

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##### LCDC GOAL 1 - CITIZEN INVOLVEMENT

---

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process. Federal, State and Regional Agencies and Special Purpose Districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

---

##### LCDC GOAL 2 - LAND USE PLANNING

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City, County, State and Federal Agencies and Special District Plans and Actions shall be consistent with the Comprehensive Plans of cities and counties and regional plans adopted under ORS 197.705 through 197.795. State, Federal and Regional Agencies and Special Purpose Districts should have the opportunity for review and comment at each stage of the planning process. Alternatives, suggestions and other forms of input should occur at the research, alternatives, adoption and implementation stages.

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##### RESEARCH STAGE

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During the research stage of the Gresham Comprehensive Plan, affected local and regional agencies and special districts were contacted for technical assistance.

Information found in the Natural Environment, Natural Resources and Environmental Quality Sections of the Findings Report was obtained from the following agencies:



United States Geological Survey (USGS)  
USGS Soil Conservation Service Soil Bulletin  
United States Department of Housing and Urban Development (HUD)  
Oregon Department of Energy  
Oregon Department of Fish and Wildlife  
Department of Environmental Quality  
Oregon Department of Transportation  
CRAG - Columbia Region Association of Governments  
Public Utilities Commission

In addition, during the preparation of the Physical Environment and Social Environment Section of the Findings Report, the following agencies and associations made known their specific needs and contributed technical information.

Metropolitan Service District (formerly CRAG)  
Tri-Met  
Oregon State Employment Division  
Oregon Department of Economic Development  
MSD Emergency Services Division  
U.S. Department of Housing and Urban Development  
Oregon Department of Economic Development  
Portland State University Population Research and Census Center  
U.S. Department of Veteran Affairs  
U.S. Department of Commerce  
Bureau of Governmental Research and Service  
U.S. Bureau of Census  
Multnomah County  
City of Gresham Building Department  
City of Portland  
U.S. National Bank of Oregon  
Sherwood and Roberts, Inc.

During the development of planning alternatives, agencies and special districts were given the opportunity to review the plan findings, policies, procedure and standard.

On February 12th and 13th, 1980, the following agencies and special districts were contacted about a meeting at the Gresham Municipal and Educational Services Center Planning Conference Room, to preview the proposed Comprehensive Plan. They were notified of the half-day workshops by registered mail a week prior to the meetings:

Cities: Portland, Wood Village, Troutdale, Fairview

Counties: Clackamas, Multnomah

State Agencies:

Tri-Met  
Land Conservation and Development Commission  
Oregon Department of Transportation



Oregon Department of Parks and Recreation  
Department of Environmental Quality  
Department of Economic Development  
Oregon Department of Fish and Wildlife  
Oregon Department of Energy  
Metropolitan Service District  
Boundary Commission

**Federal Agencies:**

East Multnomah Soil and Water Conservation District  
U.S. Army Corps of Engineers  
U.S. Geological Survey  
U.S. Forest Service Survey  
U.S. Forest Service Department of Fish & Wildlife  
U.S. Department of Housing & Urban Development  
Port of Portland

**Special Districts:**

Gresham Grade and High School District  
Centennial High School District  
Mt. Hood Community Council  
Fire District 10  
Lusted Water District  
Powell Valley Water District  
Rockwood Water District

During these two workshops the agencies and special districts had the opportunity to make known their specific concerns and pointed out specific problems with the Plan. At the same time they also made suggestions as to how to solve the problems in order to bring the Plan into compliance. Each of the representatives had copies of the draft plan with them in order to study it in more detail. Some of them sent written comments to staff at a later time. For example, the MSD sent staff a written plan review discussing in detail weaknesses of the Plan and suggestions as to overcome these weaknesses.

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**ADOPTIONS STAGE**

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At the February 12th and 13th workshops the Comprehensive Plan Work Program was distributed. Each agency and special purpose district was made aware of the hearings schedule for both the Comprehensive Planning Commission and City Council.

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**IMPLEMENTATION STAGE**

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It is important to foster the relationship between planning decisions and future regulatory decisions. Governmental agencies such as the City of Gresham, serve the public. Policies made by that jurisdiction must reflect



the preferences of those governed. The planning process is not a decision making process but rather is a prelude to informed decision making. Following adoption of the Comprehensive Plan, affected agencies and special districts shall be given the opportunity for comment and suggestions to make the implementation of the Plan more efficient. It is the policy of the City to maintain effective coordination with local general purpose governments, special districts, state and federal agencies, the Metropolitan Service District and other governmental units. (Section 10.510 - Policy Document)

Figure 45

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AFFECTED GOVERNMENTAL AGENCIES

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**A. Special Service District:**

**Schools**

1. Gresham Elementary School District
2. Gresham High School District
3. Centennial School District
4. Orient School District
5. Reynolds School District
6. Mt. Hood Community College

**Public Utilities and Services**

7. Lusted Water District
8. Rockwood Water District
9. Powell Valley Water District
10. Tri-Met (Transportation)
11. Fire District 10

**B. State and Federal Agencies**

1. L.C.D.C.
2. Oregon Department of Transportation
3. Oregon State Highway Parks and Recreation Division
4. Department of Environmental Quality
5. Oregon Department of Economic Development
6. Oregon Department of Fish and Wildlife
7. U.S. Corps of Engineers
8. U.S. Soil Conservation Service
9. Department of Energy
10. U.S. Forest Service
11. U.S. Department of Commerce
12. U.S. Department of Housing and Urban Development

**C. City and County Agencies**

1. Multnomah County Department of Environmental Service
2. City of Portland
3. City of Troutdale
4. City of Fairview
5. City of Wood Village



#### D. Regional Agencies

1. Metropolitan Service District
2. Port of Portland
3. Portland Boundary Commission

Several agencies, such as the Portland Boundary Commission, and the Tri-Met Board of Directors, have the ability to make final decisions concerning the provision of services to the City of Gresham residents. It is the City's responsibility to work directly with and to monitor the actions of these agencies.

The Metropolitan Service District is responsible for reviewing the Gresham Plan as it addresses regional growth needs and integration with other planning efforts. L.C.D.C. will review the Gresham Plan as to its compliance with the Goals and Objectives of Senate Bill 100. The Portland Boundary Commission will take final action concerning the annexation of lands to the City of Gresham. These three agencies, more than any other, must be kept abreast of the needs, policies, and objectives of the City's planning effort.

To help facilitate the coordination of inter-governmental services the City of Gresham has entered into a formal agreement with Multnomah County concerning land use decisions being made in the county that are of a concern to the City of Gresham and vice versa. The following are the elements of the final agreement:

1. Multnomah County will provide notification to the City of Gresham of any proposed legislative revision of the County's Comprehensive Plan or implementation ordinances, and any quasi-judicial or administrative decision made pursuant to the Comprehensive Plan which may substantially affect the City. The County will provide for a reasonable response time and include any responses by the City within the County's record of the decision on the proposal.

2. The City will provide full notification to the County of any proposed annexations, capital improvements plans, or major extra-territorial service extensions into the County. The City will provide reasonable response time and include any responses within the record of the action.

3. The provisions of this agreement apply to those unincorporated lands described on map #29.

4. The City has identified no specific conflicts with the Multnomah County Comprehensive Framework Plan, adopted September 6, 1977, for the designated urban planning area of this agreement. For those areas designated "Urban" by the Comprehensive Framework Plan, Multnomah County is in the process of preparing and adopting community plans. Portions of the Columbia, Wilkes, Rockwood, and Centennial communities lie within the designated urban planning area for the City of Gresham. The City has reviewed draft copies of these communities' plans and has identified no



specific conflicts with the proposed land use designations. In the event that the land use designations for these specific communities are modified or changed during the adoption process, the City shall accept those land use designations as adopted by the Multnomah County Board of Commissioners, subject to review and amendment of this Urban Planning Area Agreement by the official action of the Common Council of the City of Gresham. Upon annexation the City will adopt the same land use designations as shown on the County Comprehensive Plan unless and until the City changes said land use designation pursuant to law (ORS 215.130(2)(a)).

5. Multnomah County and the City of Gresham will extend good faith efforts to reconcile any differences which may emerge from the information exchange made under this agreement.

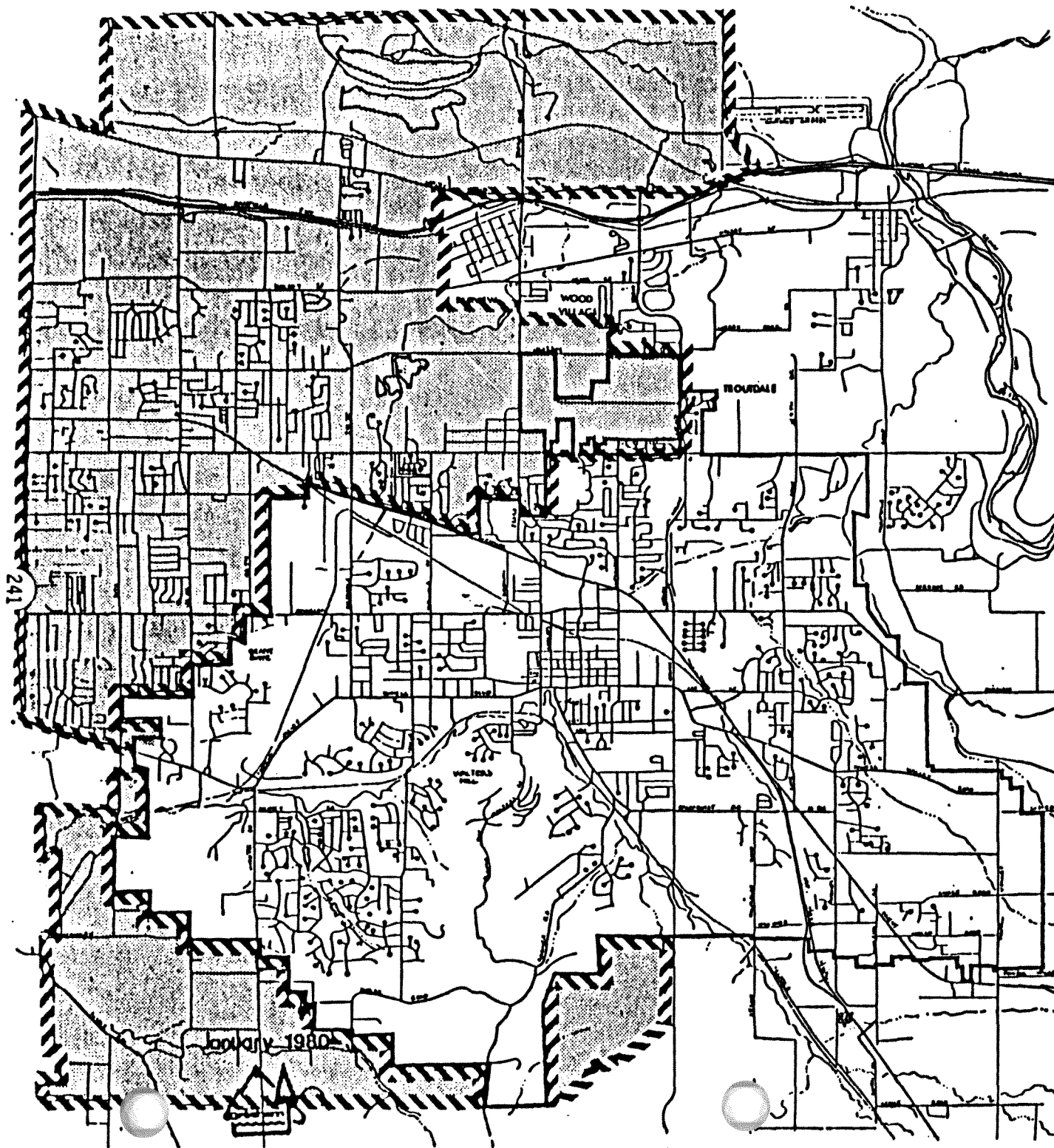
6. Where any differences involve alleged non-compliance with LCDC or MSD goals, objectives or plan, the City and the County will seek resolution of said differences through the appropriate agency.

7. Lack of response to any proposal submitted for review by either party will be considered "no objection" to the proposal.

8. The County and the City agree to determine the boundaries of service areas suitable and appropriate for future annexation to the City.

9. The City and the County will develop administrative procedures and provide adequate administrative staff to carry out the provisions of this agreement and will review its effectiveness on an ongoing basis with a formal report prepared annually by MSD and submitted to LCDC.





# GRESHAM COMMUNITY COMPREHENSIVE PLAN

0 2000 4000 feet  
0 500 1000 meters



## URBAN PLANNING AREA



Areas Involved In The  
Urban Planning  
Agreement Area



## APPENDIX 2

### PUBLIC COMMENTS

Tri-Met published notice of an opportunity for public hearing and public comment as follows:

24 August 1989	<u>The Oregonian</u>
24 August 1989	<u>The Portland Observer</u>
26 August 1989	<u>The Gresham Outlook</u>

The notice was for a public hearing and open house on September 21, 1989 on the "Environmental Assessment for Gresham Regional Shopping Center and Light Rail Transit Station Joint Development Project." The notice stated the type of project proposed, its location, that the Environmental Assessment could be obtained for review from Tri-Met or the City of Gresham, and that comments would be accepted until September 25, 1989.

No written comments were received from the agencies or public regarding the project or the Environmental Assessment. Two people testified at the Public Hearing. A copy of the transcript is on file with Tri-Met. The comments received at the public hearing concerned three issues: the location of the proposed shopping center, alternative uses for the site, and continued viability of other businesses in the area.

Mr. Rounesfell stated, "I have never seen a shopping center make the grade that didn't have a freeway next to it." He further stated that he would like to see an attraction like Knott's Berry Farm developed on the site.

Mr. Bunker stated that if he were in business in the area (he is not) he "would be wondering how the long-term of my business would be with all these multi-giants coming in."

One written comment was received by Tri-Met on 28 September from Alan Peters on behalf of Halladay Investors who own property within the area of the convention headquarters hotel site. He expressed concerns about the policy issues of Tri-Met's involvement in the Gresham project and possibly the convention headquarters hotel. He further expressed concern about possible condemnation of his property for the hotel. His comments were not addressed to the environmental assessment of the Gresham Joint Development Project, which he said was "more than adequate."

As part of the long-term planning process for the City of Gresham and the development of the regional shopping center and light rail station (the proposed action) all of the above concerns were addressed (with the possible exception of some of the issues related to the convention center, for which an environmental assessment has not yet begun). The City considered alternative locations for a shopping center and alternative uses of the site as part of its planning process, and decided that a shopping center at the site, with strong connections to public transit, was in the public interest. No further environmental studies are necessary.



**APPENDIX 3**

**AGENCY COMMENTS**





# United States Department of the Interior

FISH AND WILDLIFE SERVICE  
Portland Field Office  
727 NE 24th Avenue  
Portland, OR 97232

RECEIVED  
MAY 15 1989

May 10, 1989

SHAPIRO AND ASSOCIATES INC.

1-7-89-SP-86

Connie Gold  
Shapiro & Associates Inc  
The Smith Tower Suite 1600  
506 Second Avenue  
Seattle, Washington 98104

Dear Ms. Gold:

This is in response to your letter dated May 2, 1989, and received by us on May 4, 1989, requesting information on listed and proposed endangered and threatened species which may be present within the area of the proposed Gresham Regional Shopping Center and Transit Station (T1S R3E Section 54) within the City of Gresham, Multnomah County, Oregon.

Your request and this response are made pursuant to Section 7(c) of the Endangered Species Act of 1973, as amended (15 USC 1531 et. seq.).

To the best of our present knowledge there are no listed or proposed species occurring within the area of the proposed project. Should a species become officially listed or proposed before completion of your project, Oregon Department of Transportation will be required to reevaluate its responsibilities under the Act.

We appreciate your concern for endangered species.

Sincerely,

Roger E. Vorderstrasse  
Acting Field Supervisor

DH:gb/89sp86

cc: R1 FWZ-SE  
PFO-ES  
ODFW (Nongame)  
ONHP





PORTLAND  
DEVELOPMENT  
COMMISSION

Patrick L. LaCrosse  
Executive Director

Commissioners

Harry L. Demarest  
Neil Kelly  
Robert D. McCracken  
C. Douglas McGregor  
Carl Talton

RECEIVED  
MAY 15 1989

TRI-MET ENGINEERING

SHAPIRO AND ASSOCIATES INC.

MAY 8 1989

May 2, 1989

Mr. Phil Whitmore  
Tri-Met  
Engineering/Project Development  
115 N.W. First Avenue, Suite 500  
Portland, Oregon 97205

RE: Gresham Shopping Mall Environmental Assessment

Dear Phil:

I am transmitting this letter in response to UMTA's request for PDC's comments for inclusion in the environmental assessment on the Gresham Mall component of Project Break-even.

While Project Break-even facilitates the development of the Gresham Mall; the demand for the Mall is created by market forces not Project Break-even. Thus, the impact of the UMTA grant is not the existence of the Mall but, rather the integration of the design of the Mall with MAX. PDC views this design integration as a positive impact for the City in that it:

- (a) encourages development along major transit corridors as per city and regional policy;
- (b) reduces transit deficits; and
- (c) reduces regional road costs.

I thank you for this opportunity to comment.

Sincerely,

Patrick L. LaCrosse  
Executive Director

PLC: cc





## Division of State Lands

1600 STATE STREET, SALEM, OREGON 97310 PHONE (503) 378-3805

April 11, 1989

OREGON STATE  
LAND BOARD

NEIL GOLDSCHMIDT  
Governor

BARBARA ROBERTS  
Secretary of State

ANTHONY MEEKER  
State Treasurer

Mr. Hal Keever  
Wilsey & Ham Pacific  
1099 S.W. Columbia Street  
Portland, OR 97201

RECEIVED  
DIVISION OF STATE LANDS  
APR 11 1989

WILSEY & HAM PACIFIC

Dear Mr. Keever:

This letter is a follow-up to our March 7, 1989, on-site inspection of the proposed Winmar Regional Shopping Mall site located in Gresham, Oregon.

Our determination is that the drainage which transects the development parcel to the north of the light rail line is intermittent and is of significant aquatic habitat value. Therefore, the State Removal-Fill Law, ORS 541.305 et seq. does not have jurisdiction.

Thank you for checking with our office.

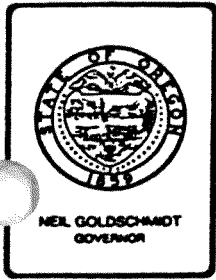
Sincerely,

William L. Parrish  
Staff Biologist

WLP/baw

cc: Jay Massey, Oregon Dept. of Fish and Wildlife  
Corps of Engineers  
City of Gresham





Department of Transportation

STATE HISTORIC PRESERVATION OFFICE

Parks and Recreation Division

525 TRADE STREET SE, SALEM, OREGON 97310

May 24, 1989

Patricia Lichiello  
Shapiro & Associates  
Suite 1400 Smith Tower  
506 Second Avenue  
Seattle WA 98104

RE: Winmar Site  
Gresham, Multnomah County

Dear Ms. Lichiello:

Thank you for writing about the proposed Tri-Met development on the site referenced above. I have forwarded the information to our staff archeologist for any known archeological sites. I have also searched our computer files and can find no properties listed in the inventory. However, this may be because the local inventory did not extend to the project boundaries. Thus, you will have to investigate whether or not there are any buildings 50 years of age or older present on the site.

If any known archeological sites are present, I will contact you. Call me at 378-5001 if you have any questions.

Sincerely,

James M. Hamrick  
Preservation Specialist

JMH:sqh

RECEIVED  
MAY 30 1989  
SHAPIRO AND ASSOCIATES, INC.



## **APPENDIX 4**

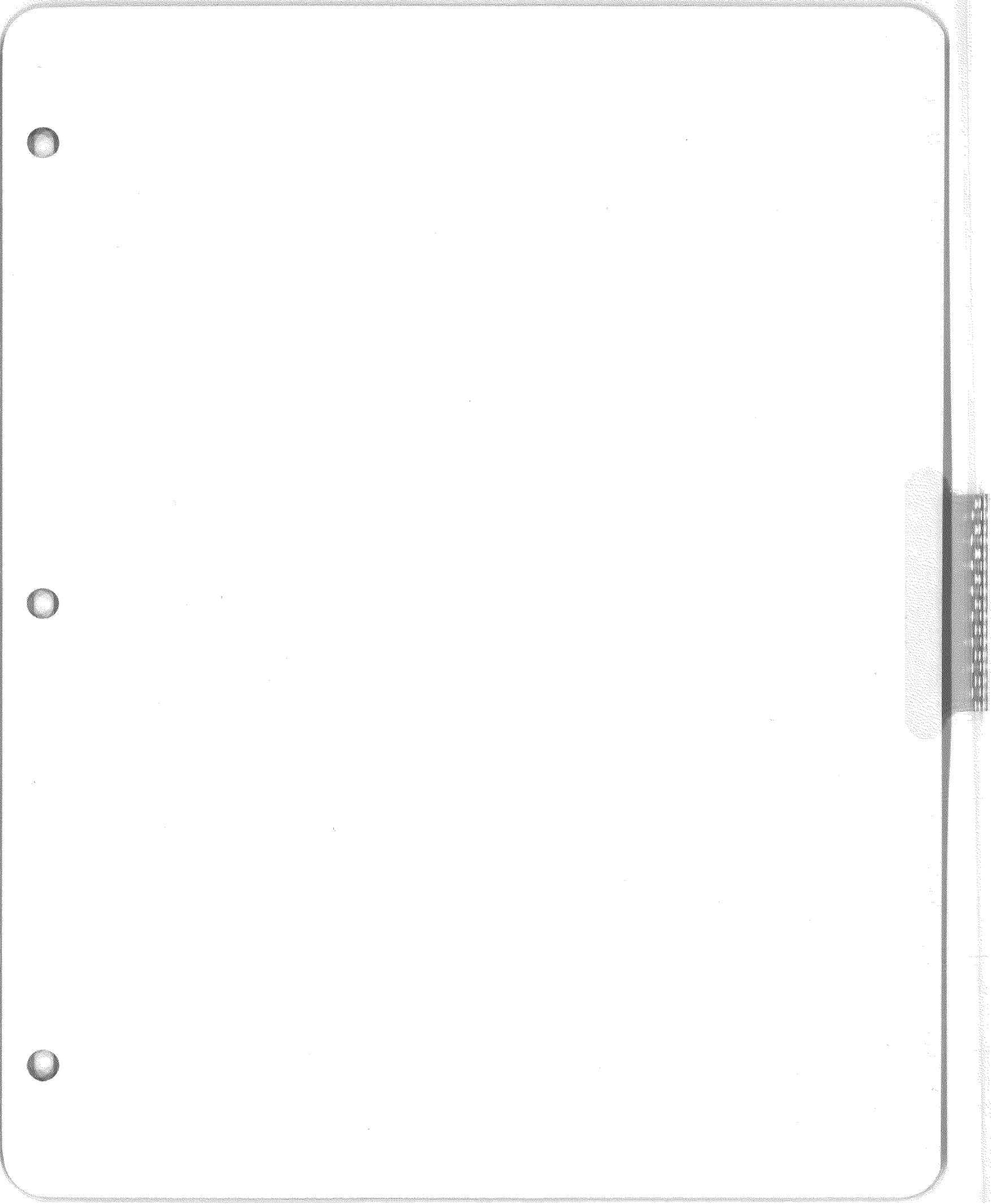
### **FIXED-FACILITY IMPACT ANALYSIS**

The proposed project would not impact minority populations during construction or operation. This conclusion is supported by the following observations and analyses in the Environmental Assessment:

- The proposed project would not be located in a minority area,
- The project site is an undeveloped parcel of land. The affected land is almost entirely vacant -- at most one household would be displaced. This household is owned by Winmar and is current rented,
- There are no minority-owned households or businesses that would be displaced and relocated as a result of this project. Furthermore, displacement from secondary development would not occur, because any secondary development would occur on properties that are now vacant,
- There are no minority-owned businesses in the affected area. New employment opportunities would be generated by the proposed project,
- The large, vacant parcel is isolated from other residential neighborhoods by major transportation and commercial projects, and therefore communities would not be disrupted,
- The potential negative environmental impacts of the proposed project are documented in the Environmental Assessment (see Section III),

Alternative locations and the rationale for the selection of the Preferred Alternative are discussed in the Environmental Assessment (see Section II).







TRI-MET  
"BANFIELD LRT (MAX) "  
JOINT DEVELOPMENT EVALUATION PROGRAM  
FINAL DRAFT

PREPARED FOR:

TRI-MET  
4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202

PREPARED BY:

ROBERT J. HARMON & ASSOCIATES, INC.  
1726 "M" STREET, N.W.  
5TH FLOOR  
WASHINGTON, D.C. 20036  
(202) 728-6860

IN ASSOCIATION WITH:

REGION WEST RESEARCH CONSULTANTS  
TRANS-ACTION, INC.  
NORVILLE & HIEFIELD



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ROBERT J. HARMON & ASSOCIATES, INC.  
1726 "M" STREET, N.W.  
5TH FLOOR  
WASHINGTON, D.C. 20036  
(202) 728-6860

March 4, 1988

Mr. Robert Post  
Assistant General Manager  
TRI-MET  
4012 SE 17th Avenue  
Portland, OR 97202

Dear Mr. Post:

This report documents the results of the "Break Even" operational analysis of the Banfield LRT Line and the evaluation of future private/public coventure funding options available to TRI-MET. Overall, this document represents the complete technical evaluation results of the first phase of our work program.

The key findings of the first phase work program completed by the Robert J. Harmon & Associates, Inc. Consultant Team are:

The successful development of a major suburban regional retail center on the Banfield Corridor (i.e., 750,000 to 1,000,000 square feet) that is physically integrated with a MAX station would generate nearly 46.0% of the annual "Break Even" revenue requirement of \$2.75 million of the entire Banfield Line.

The combined incremental farebox and land lease revenue from a major suburban regional retail center that is developed on property to be acquired by TRI-MET would generate approximately 85.0% of the annual operational "break even" revenue requirement of the Banfield Line.

Through the joint development packaging of suburban mixed use (i.e., office/retail developments), TRI-MET could secure the remaining 15.0% of the total annual "break even" operational requirement.

Future hotel development in the Banfield Corridor is more important as a future land lease revenue than a farebox revenue generator.

The level and station proximity of future high density residential development is not sufficient to be either a significant source of increased farebox or land lease revenue.



Mr. Robert Post  
March 4, 1988  
Page Two

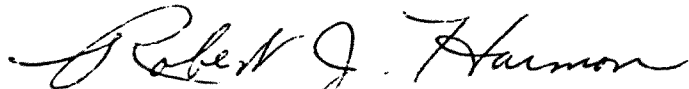
At this midpoint in the work program, we strongly recommend that the projects for Federal funding participation in a joint development "break even" operational program for the Banfield Line be pursued. The type of Federal funding that is needed involves Section 3(A)(1)(d) or Section 6 which would involve purchase of land for the future development of a suburban regional shopping center and mixed use developments.

The case for Federal funding of this type of program/project, in our opinion, is very strong. Since UMTA was established in 1969, they have sought to find ways for transit systems to achieve "break even" operational status. This has been a particularly important objective of the public/private coventure program thrust of the current administration. The Banfield Line Joint Development Program offers UMTA a unique opportunity to effectively demonstrate this principle for a relatively small capital investment of capital funds.

We appreciate your full administrative support during this first phase of the Banfield LRT Joint Development Program Evaluation. During the second phase of the program we will evaluate statutory and institutional issues and formulate a complete implementation package for two (2) specific joint development projects.

Thank you for your consideration in this regard.

Sincerely yours,



Robert J. Harmon  
Managing Principal

RJH:srmm



**PREFACE**



## PREFACE

### OVERVIEW

The predominant focus of our nation's current transit industry investment policies is to:

- 1) maximize the returns from existing transit systems; and
- 2) reduce the annual system subsidy needs.

Attainment of these national objectives will require innovative funding and station development strategies, and major cooperation of the local private sector interests. This report represents the results of a comprehensive feasibility evaluation of attaining a "break-even" operational status for the new Banfield (i.e., MAX) light rail system now operating in the Portland, Oregon Metropolitan Area.

### NATIONAL SIGNIFICANCE OF THE "BREAK-EVEN" OPERATIONAL OBJECTIVE

Attainment of the "break-even" operational objective in a major fixed guideway system, funded and constructed under the current Administration, would represent a national standard that would serve as a "legacy" for shaping transit investment policies throughout the 1990's. While national farebox recovery ratios in the transit industry have generally risen from approximately 40.0% to 50.0% of system operational costs, the concept of "break-even" has previously been viewed as an "impossible dream".

The key to solving this transit industry dilemma is based in the strategic and effective application of the private/public coventure concepts that UMTA has strongly advocated. These transit funding approaches are further reinforced in the recently passed Federal Mass Transportation Act (i.e., March 1987). The unique feature of the proposed Banfield LRT Line Joint Development Program is that a successful "working model" for this concept could be implemented this year.



## REPORT CONTEXT

The funding mechanisms evaluated in this analysis involved the potential application of four (4) private/public coventure (i.e., real estate) related techniques. These candidate funding mechanisms included:

- (1) special assessment districts;
- (2) tax increment financing;
- (3) joint development packaging; and
- (4) various types of station cost sharing.

These transit system funding tools have been successfully implemented elsewhere in the United States as a means to enhance "local share" capital contribution.

This report represents a national precedent setting analysis of system-wide application of these private/public coventure funding mechanisms to address the operational revenue crisis facing our nation's transit industry.

## HISTORICAL BACKGROUND

The Banfield LRT Line represents a total public sector capital investment of approximately \$214 million. The line opened in September of 1986 and has been locally and nationally heralded as an operational success. The average daily ridership level of approximately 20,000 passengers exceeds the pre-operational forecasts. Despite this success and a high level of local acceptance of the system now termed "MAX", the line currently has an approximate 51.0% farebox recovery rate and requires an approximate \$2.75 million annual subsidy.

TRI-MET has recently adopted an austere five-year Transit Development Program which calls for a system-wide \$1.0 million annual operating cost reduction, while maintaining existing



service levels and not seeking additional tax revenues. This local transit authority simultaneously took the initiative in fiscal year 1987 to apply for UMTA Section 8 planning funds to thoroughly evaluate the feasibility of attaining a "break-even" operational status for the Banfield Line. In cooperation with the City of Portland and the Metropolitan Service District (METRO), TRI-MET is now also participating in an UMTA sponsored demonstration to evaluate the long-term regional application of private/public coventure funding strategies.

#### ACHIEVABILITY OF RESULTS

The significant findings of the first phase work program relating to the Banfield Line "break-even" operational analysis are that: the combined farebox and joint development (i.e., land lease) revenue from two (2) short-term joint development projects would generate the \$2.75 million "break-even" operational revenue requirement. These project opportunities involve packaging a regional shopping center and a convention hotel. The shopping center alone would produce approximately 85.0% of the "break-even" revenue requirement of the Banfield Line.

The sites for these projects are located adjacent to the Banfield Line. Feasibility analyses have been completed demonstrating individual project feasibility; private sector agreements in principle are "in-place" to proceed towards implementation. Incremental ridership estimates are based on conservative industry standards. Lease revenue estimates have been formulated utilizing prevailing market rates and existing land costs in the Portland Metropolitan Area. Detailed documentation of the overall feasibility analysis of the "break-even" operations of the Banfield Line are presented in the body of this report.



## SUMMARY

Through the strategic and innovative application of private/-public coventure funding techniques (i.e., joint development packaging and private sector station cost sharing), the Banfield Line can achieve "break-even" operational status. The "window of opportunity" for these project opportunities is now available, but could be "lost" if an effective "front-end" public sector investment program cannot be effectively established. TRI-MET now seeks UMTA's guidance and financial support to nationally demonstrate the precedent that "through innovative private/public coventure strategies, fixed guideway transit systems can become operationally self-sufficient".



I. BANFIELD LRT "JOINT DEVELOPMENT" EVALUATION:  
PROGRAM DESCRIPTION



I. BANFIELD LRT "JOINT DEVELOPMENT" EVALUATION:  
PROGRAM DESCRIPTION

A. OVERVIEW

The initial phase of the Banfield LRT "Joint Development" Evaluation has a dual purpose. First, from the outset, the program evaluation is designed to define what types and scale of joint development would be necessary to achieve future "operational break-even" stature for the Banfield LRT Line. Second, within the context of ongoing efforts to establish a regional private/public coventure transit funding program, the evaluation delineates the funding capacity of other types of real estate related transit funding mechanisms to defray ongoing Banfield LRT Line operational costs and/or to support capital costs for future station and/or LRT system improvements.

In the second phase of the overall Banfield Joint Development Program Evaluation, these strategies will be refined through completion of a detailed institutional and statutory analysis; and specific implementation packages will be developed for a short-term and long-term joint development project. These results will be documented in a detailed implementation report covering the entire Banfield LRT "Joint Development" Program.

B. BACKGROUND

Joint development activity, defined herein as "packaging compatible real estate development at or near fixed guideway transit stations", has been demonstrated nationally to be a cost-effective means to improving rail transit system fare box returns. For example, an Urban Mass Transportation Administration (UMTA) sponsored case study [See: "An Interim Review of Nine (9) UMTA-Assisted Joint Development Projects"] of nine (9) federally supported joint development projects, concluded that "UMTA's cost for inducing ridership through support of the joint development



projects was in the range of \$1,000 to \$2,000 per net added transit trip". This cost figure did not take into account any connector fees, land or air rights lease revenues that were generated to the local jurisdiction or transity authority by any joint development project. By comparison, UMTA's cost for "new start" and extension investments "ranged from \$14,000 to as much as \$35,000 per net added daily transit trip".

By way of local comparison, MAX is attributed with adding approximatley 6,300 additional weekday riders to the TRI-MET system at an average capital cost of approximately \$34,000 . In effect, the above referenced study demonstrates that capital investment in joint development in the immediate vicinity of rail transit system stations is 8 to 15 times more cost-efficient than capital investments in rolling stock or new system extensions in inducing new ridership.

Other important reasons for establishing an active joint development packaging program involve demonstrating the economic and financial advantages of these types of projects to the local and national development community. Through successful packaging of viable joint development projects along a region's fixed guideway system's "starter line", positive precedents are set for similar and increased levels of private investment along future system extensions.

This phenomenon has been clearly demonstrated in the Washington, D.C. metropolitan area, wherein approximately 43.0% of all recent (i.e., 1980-1987); and approximately 50.0% of all future commercial real estate development in the region is now expected to occur at or near all WMATA regional rapid transit stations. Within the next thirteen (13) years (i.e., by the year-2000), it is anticipated that this magnitude of joint development activity will improve WMATA's annual fare box revenues by over \$100 million; thereby increasing total system operational costs recovery from approximately 51% to nearly 70% on an annual basis.



The momentum for this scale of development response to a new regional rapid transit system is largely attributed to the financial success of the "Connecticut Connection" mixed use development at the downtown WMATA Farragut North Metro Station; and the significant retail sales increase which occurred at the Woodward & Lothrop Department Store at the downtown WMATA Metro Center Station. Both of these facilities are located along the initial four-mile "starter line" segment of the Washington, D.C. Area rapid transit system.

Finally, from a long-range financial planning viewpoint, joint development project revenues derived from land leases, connector fees, station cost sharing, etc. represent a valuable source of "new income" for local transit authorities over and above increased fare box revenues. Similar to TRI-MET, a large portion of other U.S. public transit authorities are being required to delay or reduce future capital improvements to their systems to meet the increased local share of total annual system operating costs and future capital costs. This fiscal situation has been caused by a combination of the "cap" on federal operating subsidies and the difficulty of securing additional federal and state capital funds or local tax revenues. In response to this situation, most major transit authorities have (or are in the process of establishing) a separate real estate department or entity to package/implement system-wide joint development opportunities.

Joint development revenues are one major category of real estate related transit revenue sources that are now termed (in the transit industry) as "Private/Public Coventure" funding. Additional potential real estate related transit revenue sources include tax increment financing and special assessment or public improvement district revenues. Each of these categories of real estate related transit system revenues was evaluated in the first phase of the Banfield Line Joint Development Program Evaluation.



## C. IMPORTANCE OF A "BREAK-EVEN" OPERATIONAL OBJECTIVE

As cited previously, a key feature of the Banfield Line Joint Development Program Evaluation is to determine the scale and type of joint development projects which would allow the Banfield Line to achieve "Break-Even" operation status by the year-2000. In 1987 dollars, "What is the subsidy requirement needed to sustain MAX's operations at today's service levels?" Currently, the Banfield Line's annual operating costs total approximately \$5.6 million. Fare box revenues currently meet approximately 51% of these costs, creating the need for approximately a \$2.74 million annual operating subsidy. For financial planning purposes, it is assumed that \$2.75 million would meet the annual system "Break-Even" revenue objective.

### 1. LOCAL SIGNIFICANCE

This "Break-Even" objective is important locally because improved fare box revenue recovery of system operating costs is entirely consistent with TRI-MET's recently adopted five-year "Transit Development Plan". This plan's overriding goal is to achieve fiscal stability for regional transit. The plan assumes no new taxes and no service cuts. This program does include a series of productivity improvements that will save over \$1.0 million each year.

A successful Banfield Line Joint Development Program that eventually generates \$2.75 million in annual system revenues, or a major portion thereof, would ultimately be nearly three (3) times more financially significant to TRI-MET than the successful implementation of the current productivity improvement program. In addition, the Banfield Line Joint Development Program has significant implications with respect to successfully securing future federal funding support for future system extensions or other capital investments.



## 2. FEDERAL FUNDING IMPLICATIONS

The entire thrust of the current Administration's transit funding policies has been to ultimately eliminate federal transit operational subsidies. In conjunction with the most recently passed federal legislation, Congress, in effect, placed a "cap" on the future level of federal transit operational subsidies. In addition, the Urban Mass Transit Administration (UMTA) has clearly announced its intention to only provide discretionary capital funding to those systems that are proven to be cost-effective; and demonstrate maximum use of joint development and related private/public coventure support.

Further, as of March 30, 1987 (through circular C7008.1), UMTA now requires that a "local financial capacity analysis" be prepared prior to authorizing any major capital funding award. Through this policy decision and, as a result of the provisions of the Federal Mass Transportation Act of 1987, local transit authority efforts to fully utilize the revenue sources of joint development and related private/public coventure mechanisms will eventually, in our opinion, become a prerequisite for securing federal capital funding support.

In summary, TRI-MET now has the opportunity (by initiating concerted efforts) to ultimately achieve "Break-Even" operational status on the Banfield LRT Line (through a successful joint development related private/public coventure funding program) to: (1) set a national precedent; (2) preserve existing local funding resources; and (3) maintain the highest priority for future federal funding. In addition, a successful joint development and private/public coventure funding program for the Banfield LRT Line will enhance the ability of TRI-MET to achieve similar, if not better results for future system extensions and LRT station improvements. The program would also be invaluable to TRI-MET in assisting the agency in its long-term efforts to achieve fiscal stability. Finally, a successful Banfield LRT Line Joint



Development Program would allow TRI-MET to capitalize on the early success of MAX and gain the confidence of the local private sector that joint development and private/public coventure mechanisms are viable and equitable sources of transit sytem funding.

#### D. REPORT FORMAT

Following this introductory chapter, this report on the first phase results of the Banfield LRT Line Joint Development Program Evaluation includes an "Executive Summary" preceding each of the two (2) subsequent chapters of the report. This portion of the report provides statistical data support and a summary of the salient issues germane to: (1) the "Break-Even" operational analaysis; and the (2) evaluation of candidate joint development/value capture tools.

The two subsequent chapters of this report are sequentially devoted to a detailed discussion of the methodology and results of the referenced "Break-Even" operational analysis and then the evaluation of candidate joint development/value capture funding mechanisms. In both of these subject chapters, all key assumptions, relevant data sources and local project references are clearly delineated.

Appendix "A" of this report comprises indepth "Statistical Profiles" of prototypically sized transit sensitive real estate development, emphasizing induced transit trip generation rates. Appendix "B" of this report incorporates detailed "Revenue Profiles" of comparable protypically sized development projects, emphasizing incremental annual revenue generation in support of the subject "Break-Even" operational analysis.



II. BANFIELD LRT "BREAK-EVEN" OPERATIONAL ANALYSIS



## II. BANFIELD LRT "BREAK-EVEN" OPERATIONAL ANALYSIS

### A. OVERVIEW

The Banfield LRT Line "Break-Even Operational Analysis" prepared by the RHA Consultant Team takes into account several key assumptions. Among the more important are the following: (1) each new LRT transit trip represents an estimated \$0.60 in incremental operational revenue to TRI-MET; (2) break-even operational status for the Banfield Line would require \$2.75 million in incremental annual revenue; and (3) the induced transit trip potential of new suburban joint development varies depending on the type of land use, walking distance from , and the degree of physical and functional integration with, the subject LRT station.

The overall Banfield LRT Line "Break-Even Operational Analysis" covers all four transit-sensitive land uses including: hotel, office, medium/higher density residential and retail development. For each of these land use categories, prototypical medium to large scale projects were delineated as representative of the normal market building. Examples include: (1) a 500-room hotel; (2) a 200-unit apartment complex; (3) a 100,000 - 200,000 square foot office complex; and a (4) major suburban regional retail complex (i.e., 750,000 - 1,000,000 square feet).

In the case of retail facilities, convenience or "strip" commercial centers do not generate a significant level of transit trips. In contrast, major regional retail centers (i.e., those having at least 750,000 sq. ft.) have a "synergistic" effect on trip generation rates and create between 40 to 80-person trips per 1,000 square feet (or up to 10 times the level associated with a typical office building and up to 40 times that of a major hotel or residential complex). For this reason, regional shopping centers and CBD retail facilities, but not convenience retail centers were included in the "Break-Even" operational analysis.



The transit trip generation calculations embodied in the Banfield LRT Line "Break-Even Operational Analysis" are based on national case studies, established industry standards and a normalization factor for current Portland Area on-site parking provisions and travel patterns. A detailed statistical abstract of the "Break-Even" operational analysis results relevant to each land use is presented in APPENDIX "A" of this report. Key observations and RHA's interpretation of the significance of the results are highlighted below.

## B. SUMMARY OF KEY FINDINGS

The key findings of the Banfield LRT "Break-Even" operational analysis are presented in a highlighted format presented below.

### 1. HOTEL

Class A hotel facilities generate between 1.0 to 2.1 transit trips per 1,000 square feet of development.

On this basis, a prototypical scale 500-room hotel would generate between 375 to 787 daily transit trips. The actual level of new daily transit trips generated depends on the facility's subregional location and level of direct access to an LRT transit station.

The incremental annual TRI-MET farebox revenue potential of a 500-room hotel on the Banfield LRT Line is between \$67,500 and \$141,660.

To meet the annual Banfield LRT Line "Break-Even" revenue requirement of \$2,750,000, between 19 to 41 new 500-room hotels would need to be built along the Banfield Corridor. This represents between nearly 4 to 8 times the total current supply of Class A hotel rooms located in the Portland CBD and Lloyd Center areas.



## 2. COMMERCIAL OFFICE

New commercial office facilities generate between 2.3 to 5.3 transit trips per 1,000 square feet of development.

At this transit trip generation rate, a typical 150,000 square foot suburban office building would generate between 345 and 465 daily transit trips. A large scale CBD office building (i.e., 500,000 sq. ft.) would generate approximately 2,650 daily transit trips.

The incremental annual TRI-MET revenue potential for a new 150,000 square foot office building (located along the Banfield Line) is between \$51,750 and \$69,750 in annual farebox revenues.

A major new CBD office building would generate approximately \$397,500 in incremental annual farebox revenues.

To meet the annual Banfield LRT Line "Break-Even" revenue requirement of \$2,750,000, between 3.4 million and nearly 8.0 million square feet of new office facilities would have to be built along the Banfield Line. This represents nearly a 40.0% increase in the approximate total of 21.0 million square feet of existing commercial office space located in downtown Portland and the remaining portion of the Banfield Corridor.

## 3. RESIDENTIAL

Mid to high-rise residential developments generate between 1.0 to 1.8 transit trips per 1,000 square feet of development.

At this transit trip generation rate, a new 200-unit residential complex would generate between 200 to 360 daily



transit trips. The actual daily new transit trip generation depends on the complex's subregional location and degree of direct LRT transit access.

The incremental annual TRI-MET farebox revenue potential of a new 200-unit residential complex is between \$30,000 and \$54,000.

To meet the annual Banfield LRT Line "Break-Even" revenue requirement of \$2,750,000, between 10,185 and 18,335 new residential units would have to be built along the Banfield Corridor. This represents nearly a decade of residential development activity at the record construction pace maintained in the Portland Area during the early 1980's.

#### 4. RETAIL

Major regional retail development generates between 3.6 and 9.8 new transit trips per 1,000 square feet of development.

At this transit trip generation rate, a major new regional retail development would generate between 360 to 980 new daily transit trips per 100,000 square feet of retail development. This actual level of daily trip generation depends on the facility's subregional location, size, and the level of direct access to an LRT transit station.

The incremental annual TRI-MET farebox revenue potential of a new regional retail complex, located along the Banfield LRT Line, ranges between \$64,800 and \$176,400 per 100,000 square feet. To fully realize this revenue potential, the retail center would need to have a "regional draw"; and, thereby, be at least 750,000 gross square feet in size (with a minimum three (3) major regional retail "anchor" tenants).



To meet the annual Banfield LRT Line "Break-Even" revenue requirement of \$2,750,000, between approximately 1.6 million and 4.2 million square feet of new regional retail development would have to be built along the Banfield Line. This represents the equivalent of 2 to 5 new regional retail centers. From the perspective of joint development, project packaging, one (1) large scale (i.e., 1,000,000 square foot) regional suburban retail center (physically integrated with a MAX station) could generate incremental farebox revenue equalling over 46.0% of the annual Banfield LRT "Break-Even" revenue requirement.

### C. CONCLUSIONS

Within the documented level of long-term growth expected in downtown Portland and within the Banfield LRT corridor, it is not reasonable to expect that new hotels or future medium/high density residential development would meet a substantive portion of the annual \$2,750,000 Banfield LRT Line "Break-Even" operational requirement (through new transit ridership gains). By the year-2000, between approximately 10.0% and 15.0% of this requirement could be met by the level of expected future office development, provided between 600,000 and 900,000 sq. ft. of new commercial office space is packaged in close proximity to suburban Banfield LRT stations. However, in our opinion, for the purposes of revenue generation, the successful packaging of one major regional retail complex (that is physically integrated within an LRT station) should be the highest priority for the Banfield LRT Line joint development program.

In addition to the high farebox revenue potential, the new ridership that a large new regional retail center generates is principally at off-peak hours, and would, therefore, not require greater system capacity and related increases in TRI-MET's operational costs. Certainly, the opportunities for mixed use joint development should be explored at every station. Continued



efforts should also be made to improve pedestrian access and coordinate with local jurisdictions regarding on-site parking provided in conjunction with all new commercial projects (e.g., the proposed Convention Center Hotel) directly served by the Banfield LRT system.

The increased ridership and related farebox gains of a system-wide joint development program are very significant. For example, the one large regional shopping/entertainment center complex recommended for TRI-MET's highest project packaging priority, would conservatively, in our opinion, generate approximately 5,000 new daily transit riders. By comparison, the introduction of the entire new Banfield LRT Line in 1986 added around 6,300 new daily transit riders to the TRI-MET system during its first full year of operation.

In summary, an active system-wide joint development program should be developed in the context of the full spectrum of real estate related transit funding sources. The subsequent chapter of this report contains a comprehensive evaluation of these elements of a broader private/public coventure funding program.

In order to receive the "full return" from joint development activity, public transit authorities must share equitably in the real estate gains generated by the development of new fixed guideway transit systems. Nationally, the major transit authorities (e.g., Washington, D.C., Atlanta, Miami, Los Angeles, Chicago, San Francisco, Dallas, etc.) are beginning to accomplish this goal by: (1) establishing joint development site acquisition programs; and (2) effectively demonstrating the need for and equitability of establishing private/public coventure funding programs to support both the capital and operating costs of their regional transit systems. The RHA Consultant Team strongly recommends that TRI-MET continue to give full consideration to taking similar actions in the Portland region.



#### D. EVALUATION METHODOLOGY

The "Break-Even" operational analysis of the ridership influence of future joint development along the Banfield LRT Line was conducted in a straight-forward manner that allows for: (1) all key assumptions to be accurately verified; and (2) all quantifiable calculations to be effectively traced. Overall, four (4) transit-sensitive land uses (i.e., hotel, commercial office, medium to high density residential, and regional retail) were included within this evaluation. Based on the data contained in the latest Institute of Traffic Engineers Trip Generation Handbook, strip commercial development was excluded from the evaluation, because of low transit trip generation potential.

The overall Banfield LRT "Break-Even" operational analysis methodology distinguishes between: (1) CBD development; (2) dispersed suburban development; and (3) physically integrated suburban development activity. The distinction made between the latter two development categories involves physical proximity to an LRT station and the relative degree of "functional integration". This distinction is also recognized in the zoning code of the suburban jurisdiction (i.e., Gresham) served by the Banfield Line. A detailed discussion of development proximity and physical integration assumptions is provided in the land use category section of this report.

The fundamental objective of the evaluation is to determine the total amount and type of development within each land use category that would need to be developed to generate approximately \$2.75 million annually in incremental system farebox revenues. In order to simplify the analysis, all revenue estimates were made in constant 1987 dollars. This decision is based on the assumption that transit fare increases will prove proportional to future operational cost increases related to the Banfield LRT Line. Given the fact that TRI-MET expects to reduce system-wide operational costs by approximately \$1.0 million over the next



five-years, this assumption is viewed as "conservative".

The identical four-step "Break-Even" Banfield LRT Line operational analysis methodology was employed for each of the referenced four (4) transit-sensitive land uses. These four steps involve: (1) determining the daily transit trip generation potential per 1,000 square feet of new development activity; (2) calculating the daily transit trip generation potential of a prototypical size development project; (3) converting the daily transit trip generation potential of a prototypically sized development to an annual revenue estimate; and (4) calculating the number of development units/complexes that would be required to generate approximately \$2.75 million annually in transit farebox revenues.

The key assumptions, results and joint development policy and strategy implications of each of the four (4) steps in the Banfield LRT Line "Break-Even" operational analysis are described summarily below.

1. STEP (1) --- DETERMINE DAILY TRANSIT TRIP GENERATION POTENTIAL

a. KEY ASSUMPTIONS

The primary sources of data for establishing the estimates of daily transit trip generation potential for each respective transit-sensitive land use are as follows: (1) Institute of Traffic Engineers Trip Generation Manual; (2) the "Development-Related Ridership Survey" of the Washington Metropolitan Area Transit Authority (WMATA); (3) "A Case Study of Nine (9) UMTA-Assisted Joint Development Projects (prepared by Louis E. Keefer & Associates in January, 1984); and (4) a compendium of UTPS model runs sponsored by UMTA "Alternatives Analysis" projects.



In order to be conservative, a lower mid-range transit trip generation factor was utilized in all cases. For example, all sources indicated that large scale downtown retail complexes generate on average between 9.8 to 10.5 transit trips per 1,000 sq. ft. of new development. There are notable exceptions (e.g., the Hecht's Department Store in Washington, D.C. which generates approximately 24 transit trips per 1,000 sq. ft. of development). The referenced retail department store in downtown Washington is directly connected to the WMATA system's central station (i.e., Metro Center), with related access to three (3) alternate subway lines. In undertaking the Banfield LRT Line "Break-Even" operational analysis, the lower range of 9.8 transit trips per 1,000 sq. ft. of development was selected as the daily transit trip generation factor for this type of land use development (i.e., CBD retail) category.

#### b. RESULTS

The overall results of the determination of the daily trip generation potential of all twelve (12) development categories included in the evaluation are presented in Table II-1 (presented on the following page). The analysis results indicate that suburban hotel and residential development (that are not located in immediate proximity to a transit station or physically linked to a station) have the lowest daily transit trip generation potential (i.e., approximately 1.0 transit trips per 1,000 sq.ft. of new development). Major CBD retail complexes and large scale suburban retail facilities directly linked to a transit station offer the highest daily transit trip generation potential (i.e., 9.8 and 7.2 transit trips per 1,000 sq. ft. of development, respectively).



TABLE II-1  
Daily Transit Trip Generation Potential (Per 1,000 sq.ft.)

<u>Land Use:</u>	<u>Suburban</u>	<u>Integrated Suburban</u>	<u>CBD</u>
1. HOTEL*	1.0	1.4	2.1
2. OFFICE**	2.3	3.1	5.3
3. RESIDENTIAL***	1.0	1.8	1.8
4. RETAIL****	3.6	7.2	9.8

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\* Hotel development related transit trip generation factors assume a direct transit link to a regional airport; and that the facility is located within approximately 1,000 feet of a transit station.

\*\* Office development related trip generation factors assume physical access to a transit station, ranging from one-to-two blocks for CBD and suburban integrated development; to approximately 1,500 feet of a transit station for suburban office development.

\*\*\* Residential development trip generation factors assume CBD and integrated suburban development are located within a one-to-two block walking distance; and suburban residential development is located within approximately 1,500 feet of a transit station.

\*\*\*\* Retail development trip generation factors assume a large scale suburban development (i.e., 750,000 sq.ft. or more); and either direct integration or access within immediate proximity to a transit station. Suburban retail transit station access is assumed to be within 1,200 feet.



### c. JOINT DEVELOPMENT STRATEGY IMPLICATIONS

Clearly, CBD retail and office development and physically integrated suburban retail development are the most significant types of joint development projects relative to increasing transit system ridership. Medium to higher scale residential development only becomes significant in terms of increased transit system patronage if there are sufficient market supports for a sustained high level of development activity in the Banfield corridor. The highest level of hotel development related transit ridership gains would be generated by a Class A Convention Hotel that offers a direct rail link to the regional airport. These types of market considerations are analyzed in more detail in "Step (4)" of the subject "Break-Even" operational analysis.

### 2. STEP (2) --- CALCULATE THE DAILY TRANSIT TRIP POTENTIAL OF PROTOTYPICALLY SIZED DEVELOPMENTS

#### a. KEY ASSUMPTIONS

In order to convert daily transit trip generation rates measured, by traffic engineering standards, of daily trips per 1,000 square feet of development to prototypically sized developments, several key assumptions were made. In the case of hotels, for example, it is assumed that the subject facility will be a new Class A convention oriented project, with full provision for meeting rooms, dining and entertainment facilities. This means that, for each guest room, there is an allowance of approximately 750 square feet of total development. To achieve a normal return on investment (ROI), this type of hotel facility usually has 500 or more rooms. Therefore, a 500-room Class A hotel was selected as the prototypical sized hotel development. It should be noted that the Portland Development Commission is planning for a major hotel of 650 rooms or more at the Oregon Convention Center site.



In the case of residential development, the minimum size complex was assumed to be 200 units; and the average size unit was assumed to be 1,000 square feet.

CBD commercial office buildings are typically larger than suburban facilities. Therefore, it was assumed that a new office building (located in the Portland CBD) would average approximately 500,000 square feet of total development. An average suburban office building was assumed to be 150,000 square feet in size.

A minimum sized regional suburban retail center was assumed to have two to three major "anchor" department store tenants, and to contain at least 750,000 total square feet of development. While a new downtown retail development was assumed to contain between 100,000 to 200,00 square feet of development.

#### **b. RESULTS**

The results of the daily transit trip analysis of prototypically sized developments (shown in TABLE II-2 presented on the following page) indicates that a physically integrated regional suburban retail center generates the highest level of new daily transit trips (i.e., an estimated 5,400). A major CBD office building (i.e., 500,000 square feet) generates the next highest non-retail level of new ridership (i.e., an estimated 2,650 daily transit trips).

In comparison to these types of projects, a typical suburban scale residential, office or hotel development does not produce a significant amount of new transit trips. The range of new daily transit trip potential for these types of joint development projects is between 185 (i.e., residential) and 525 (i.e., hotel).



TABLE II-2  
Daily Transit Trip Generation Potential  
(Prototypically Sized Development Projects)

<u>Land Use:</u>	<u>Suburban</u>	<u>Integrated Suburban</u>	<u>CBD</u>
1. HOTEL*	375	525	787
2. OFFICE**	345	465	2,650
3. RESIDENTIAL***	100	180	180
4. RETAIL****	2,700	5,400	1,960

-----  
 \* Assumes a 500-room Class A convention oriented hotel facility

\*\* Assumes a 150,000 sq. ft. suburban office complex; and a 500,000 sq. ft. CBD commercial office building

\*\*\* Assumes a 200-unit size residential development

\*\*\*\* Assumes a 200,000 sq. ft. CBD retail development; and a 750,000 sq. ft. suburban retail center development

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



### c. JOINT DEVELOPMENT STRATEGY IMPLICATIONS

From the viewpoint of attracting increased transit sytem rider-ship, regional suburban retail centers that are functionally linked to Banfield LRT Line stations and downtown Portland office and retail development should be encouraged by TRI-MET, the Portland Development Commission and the planning departments of the local jurisdictions. Outside of the Portland CBD, TRI-MET should, in our opinion, also give a high priority to attracting all types of mixed use development (including hotels) near MAX station areas.

The principal advantage of giving retail development the highest priority involves the fact that a majority of the retail-induced transit trips occur during off-peak sysem operational hours. This means with the exception of the Christmas Holiday shopping period, that increased system capacity is not required in order to effectively serve this incremental market for transit patronage.

### 3. STEP (3) --- ESTIMATE ANNUAL SYSTEM REVENUES

#### a. KEY ASSUMPTIONS

The estimation of the annual transit system revenue potential of prototypically sized joint development projects involved first determining the incremental TRI-MET revenue potential of a single transit trip. Current estimates prepared by TRI-MET's operational division indicate that each incremental transit trip in the Portland Area represents approximately \$0.60 in new farebox revenue.

The second set of assumptions incorporated into this analysis involved establishing an annualization factor to convert "daily" revenue to "annual" revenue. In this case, the RHA Consultant Team applied accepted industry norms for each of the four (4)



relevant transit-sensitive land uses. These standard annualization factors are as follows: (1) 250 days per year for commercial office and residential uses; and (2) 300 days per year for hotel and retail land uses. The higher annualization factor utilized for hotel and retail land uses takes into account the greater weekend trip generation potential of these types of development projects.

## b. RESULTS

The complete results of the annual transit revenue estimates of prototypically sized joint development projects are presented in TABLE II-3 (presented on the following page). The overall analysis indicates that a large scale (i.e., 750,000 to 1,000,000 square foot) regional retail shopping center that is physically integrated with a fixed guideway transit station would generate up to 46.0% (i.e., between \$972,000 and \$1,263,000) of the requisite \$2,750,000 annual "Break-Even" operational revenue requirement from increased Banfield LRT Line ridership.

A prototypically sized CBD retail development (i.e., 200,000 square feet) and a large-scale CBD commercial office development (i.e., 500,000 square feet) would generate approximately 13.0% and 15.0%, respectively of the total annual Banfield LRT "Break-Even" operational revenue requirement of \$2,750,000. Based on the same comparison, a prototypically sized suburban office building (i.e., 150,000 square feet) would generate approximately 2.5% of the referenced annual revenue requirement; while a prototypically sized 500-room hotel facility (as previously described) would generate approximately 5.0% of this annual revenue requirement.



TABLE II-3  
Annual Transit System Revenue Potential  
(Prototypically Sized Development Projects)

<u>Land Use:</u>	<u>Suburban</u>	<u>Integrated Suburban</u>	<u>CBD</u>
1. HOTEL*	\$67,500	\$94,500	\$141,660
2. OFFICE**	\$51,750	\$69,750	\$397,500
3. RESIDENTIAL***	\$30,000	\$54,000	\$ 54,000
4. RETAIL****	\$486,000	\$972,000	\$352,800

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 \* Assumes a 500-room Class A convention oriented hotel facility

\*\* Assumes a 150,000 sq. ft. suburban office complex; and a 500,000 sq. ft. CBD commercial office building

\*\*\* Assumes a 200-unit size residential shopping center development

\*\*\*\* Assumes a 200,000 sq. ft. CBD retail development; and a 750,000 sq. ft. suburban retail center development

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



### c. JOINT DEVELOPMENT STRATEGY IMPLICATIONS

From the viewpoint of project packaging, it is often as difficult to implement a small (i.e., 150,000 square foot) suburban commercial office project as a full-scale (i.e., 750,000 to 1,000,000 square foot) suburban regional retail shopping center. Given the annual incremental farebox revenue potential of a physically integrated suburban regional retail shopping center (i.e., \$1,000,000 to \$1,300,000), this single project should, in our opinion, be given the main priority in implementing the Banfield LRT Line Joint Development Program.

In our opinion, in relation to the suburban portions of the Banfield LRT corridor, medium-scale mixed use development (i.e., commercial office and residential) projects should be encouraged and provided full "packaging" assistance. Ongoing efforts to support Class A hotel development at a recently proposed Convention Center station should also be continued.

### 4. STEP (4) --- CALCULATE THE TOTAL LEVEL OF NEW DEVELOPMENT REQUIRED TO MEET THE "BREAK-EVEN" ANNUAL OPERATIONAL REVENUE REQUIREMENT

#### a. KEY ASSUMPTIONS

This fundamental analysis basically involved dividing the per unit fare box revenue potential of each of the three types of the four transit-sensitive land uses (i.e., twelve types of joint development projects) into the total "Break-Even" annual operational revenue requirement of \$2,750,000. In the case of hotel and retail development projects, a separate calculation was made to determine the number of development projects required to meet this stated annual revenue requirement.



Residential development estimates were made in the denomination of "number of units"; while the initial hotel development estimates were made in terms of "number of rooms". The basic measurement unit utilized for the estimates of commercial office and retail space development requirements was "total square feet".

The final portion of the analysis involved comparing the total "Break-Even" operational development estimates to current corridor growth forecasts. By utilizing prevailing local "market norms" and other reliable standard industry "tests of reasonableness", it was possible to determine which types of projects could be developed during the next three to five years, and by the year-2000.

#### b. RESULTS

The overall results of the total "Development Requirements Analysis" portion of the overall "Break-Even" operational evaluation of the Banfield LRT Line, are presented in TABLE II-4 (exhibited on the following page). The final results indicate that the following levels of new development must be successfully packaged in the Banfield corridor to accomplish the "Break-Even" annual revenue requirement of \$2,750,000: (1) between 19 to 41 major (i.e., 500-room) hotel complexes would need to be developed at or near MAX stations; or (2) between 10,000 to 18,000 medium to high density residential units would need to be developed within the defined Banfield LRT corridor.

This magnitude of hotel and/or residential development is highly unlikely to occur in the Banfield corridor even by the year-2000. For example, currently there are only 2,500 Class A hotel rooms in the Portland CBD and Lloyd Center areas; and even an optimistic market forecast would only expect this supply to possibly double in the next twelve to thirteen years.



TABLE II-4

Levels of New Joint Development Required to Meet the Annual  
Banfield LRT "Break-Even" Operational Revenue Requirement

<u>Land Use:</u>	<u>Suburban</u>	<u>Integrated Suburban</u>	<u>CBD</u>
1. HOTEL*	20,370	14,550	9,706
2. OFFICE**	7,971,000	5,914,000	3,459,000
3. RESIDENTIAL***	18,333	10,185	10,185
4. RETAIL****	4,240,000	2,120,000	1,550,000

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\* Calculated in terms of "total rooms"

\*\* Calculated in terms of "total square feet"

\*\*\* Calculated in terms of "total dwelling units"

\*\*\*\* Calculated in terms of "total square feet"

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



Medium to higher density residential development in the Portland Metropolitan Area has declined from an average construction level of over 5,000 units per year in the late 1970's, to only around 2,500 units between 1980-1986. This curtailment in medium to higher density residential development is in large part a result of changes in the Federal Tax Code; and attributable to an established marketplace demand for predominantly single family housing. During the course of the next thirteen (13) years, isolated high density residential development projects will occur, such as the recently announced 435-unit complex in the western area of Gresham (outside the Banfield corridor). However, the annual medium to higher density residential activity in the Banfield Corridor will most likely average only a few hundred units per year for the foreseeable future.

Currently, the Portland Area commercial office market is over-built. The vacancy level in downtown Portland now stands at approximately 16.0%. In the short-term, the recently completed Pacific Square project in downtown Portland will lease up; and committed and planned projects at Lloyds Center and Gresham will, in all likelihood, proceed as scheduled. However, the next round of major commercial office development in the Portland Area is not expected to occur until the early 1990's.

In our opinion, between 10.0% to 15.0% of the "Break-Even" annual system operational revenue requirement could be met through joint development packaging of suburban office projects. By the mid-1990's, new Portland CBD office development has the potential to meet between 15.0% to 25.0% of the \$2,750,000 system annual revenue farebox objective to achieve "Break-Even" operational status. Since TRI-MET has little or no ability to influence these projects, and the fact that they are realistically several years into the future, the RHA Consultant Team does not recommend their inclusion as a priority in structuring the Banfield LRT Joint Development Program.



The retail component of the "Break-Even" operational analysis indicates that the development of a single, large-scale (i.e., 750,000 to 1,000,000 square feet) regional shopping center that is physically integrated with a Banfield LRT station, has the potential to generate up to around 47.0% (i.e., \$1,300,000) of the incremental annual farebox revenue required to meet the Banfield LRT Line operational "Break-Even" objective. Through inclusion of superior pedestrian linkages and entertainment themes, the actual farebox revenue potential of this type of development could be considerably greater. A 150,000 sq. ft. to 200,000 sq. ft. expansion of the Portland CBD retail facilities would produce at least 10.0% of the incremental annual "Break-Even" farebox revenue requirement. Therefore, the continued strength and expansion of the Portland CBD retail base is also important to TRI-MET.

#### c. JOINT DEVELOPMENT STRATEGY IMPLICATIONS

The farebox revenue returns attained from joint development initially received national attention several years ago when UMTA policy makers were considering linking required commitments of system-wide joint development to federal operating subsidies of regional transit systems.

Within the context of limited incremental funding opportunities available today to most of our nation's major transit authorities, active joint development project packaging along fixed guideway transit systems represents one of the most viable, cost-efficient options available to improve annual farebox revenues. Successful joint development programs are also credited with enhancing the image of fiscal responsibility of the responsible transit authority with the local private sector interests; and improving the area's overall ability to compete for limited discretionary federal funding.



The operational "Break-Even" analysis of the Banfield LRT Line fully demonstrates the annual farebox revenue significance of "packaging" viable joint development projects throughout the Banfield LRT corridor. From the viewpoint of selecting project priorities, the overall results of this analysis clearly indicate that the packaging of a regional suburban retail center (i.e., 750,000 to 1,000,000 square feet) that is physically linked to a MAX station should, in our opinion, be "the top priority" of the Banfield LRT Joint Development Program.

The next highest priority, in our opinion, should be given to working with ongoing and committed projects (e.g., the proposed Convention Center Hotel) to optimize the pedestrian linkage to the station and, thereby system ridership. As previously noted, successful joint development projects packaged during the first five (5) years of system "starter line" operations ... greatly enhances the long-term success of overall transit system operations; and tangibly increases the level of future joint development activity.

In summary, an active system-wide joint development program should be developed in the context of the full spectrum of real estate related transit funding sources. The subsequent chapter of this report contains a comprehensive evaluation of these elements of a broader private/public coventure funding program.

In order to receive the "full return" from joint development activity, public transit authorities must share equitably in the real estate gains generated by the development of new fixed guideway transit systems. Nationally, the major public transit authorities are beginning to accomplish this goal by: (1) establishing joint development site acquisition programs; and (2) effectively demonstrating the need for and equitability of establishing and maintaining private/public coventure funding programs to support both the capital and operating costs of their respective regional fixed guideway transit systems.



III. BANFIELD LRT "PRIVATE/PUBLIC" COVENTURE PROGRAM



### III. BANFIELD LRT "PRIVATE/PUBLIC" COVENTURE PROGRAM DESCRIPTION

#### A. OVERVIEW

The evaluation of the suitability and applicability of "Private/Public Coventure Funding" (formerly termed "value capture mechanisms) in the Banfield Corridor is designed to examine whether these candidate mechanisms can be successfully applied to meet the Banfield LRT system's "Break-Even" operational requirement or defray a significant level of future capital costs. The four (4) candidate private/public coventure tools/mechanisms included in the overall analysis are as follows: (1) benefit assessment; (2) tax increment financing; (3) joint development packaging; and (4) various types of station cost sharing for possible new Banfield LRT stations. All revenue estimates utilized in this evaluation are based on prevailing land value and commercial lease rates within the Portland Metropolitan Area.

Due to either local statutory requirements or established industry precedents, two (2) of the private/public coventure mechanisms (i.e., tax increment financing and station cost sharing) could only be utilized to meet future Banfield LRT Line new stations and extension capital costs. In contrast, revenues derived from future benefit assessment or a joint development packaging program could be utilized for either system operating or capital cost requirements.

A detailed statistical abstract of the revenue potential of each of these private/public coventure mechanisms is provided in APPENDIX "B" of this report. The overall results and summary observations of this evaluation are highlighted on the following pages. This summary of key findings describes critical assumptions, revenue estimates, and joint development-private/public coventure strategy implications of the results.



## 1. BENEFIT ASSESSMENT

Assuming only the existing supply of commercial space located in downtown Portland (i.e., approximately 17.2 million square feet) is included in a Banfield Line benefit assessment district, it would require an annual assessment of approximately \$0.16 per square foot to meet the "Break-Even" operational revenue requirement of \$2,750,000.

If future office and retail growth are taken into account, the annual benefit assessment levy on commercial space in downtown Portland required to generate \$2,750,000 annually would be reduced to approximately \$0.136 per square foot.

Within the Banfield Corridor (excluding the Portland CBD), an annual assessment of approximately \$0.67 per square foot on all existing commercial space (i.e., approximately 4.1 million square feet) would be needed to meet the Banfield LRT "Break-Even" operational revenue requirement of \$2,750,000.

If future office and retail growth in the Banfield Corridor (excluding the Portland CBD) is taken into account, the annual benefit assessment levy on commercial space required to generate \$2,750,000 would be reduced to approximately \$0.53 per square foot.

Within the United States, the annual levy rates for successful transit related benefit assessment districts have averaged between 1.0% and 1.5% of prevailing commercial lease rates (or approximately \$0.10 to \$0.25 per square foot). If a single assessment district were established throughout the Banfield corridor, a \$0.10 to \$0.13 per square foot annual assessment would be required to meet the "Break-Even" revenue objective.



## 2. TAX INCREMENT FINANCING

The equivalent capitalized value required to generate a \$2.75 million annual revenue stream in support of the Banfield LRT system is approximately \$30.5 million. This estimate assumes a 9.0% rate of return on investment (ROI).

The capital funding revenue capacity of tax increment programs in the Portland Metropolitan Area equates to approximately 1/7th of the construction value of new real estate development that occurs after the tax increment district(s) are established.

Assuming prevailing high rise commercial development construction costs (i.e., approximately \$80.00 per square foot), nearly 2.7 million square feet of new commercial development would need to occur in downtown Portland to generate sufficient tax increment revenues to produce the capitalized value of a \$2,750,000 annual revenue stream in support of the Banfield LRT system. At prevailing construction levels, it would require 6-8 years or longer for this level of new commercial development to occur in downtown Portland.

In contrast, due to the more likely mix of low, medium and high rise development in the Banfield Corridor (outside the Portland CBD), nearly 3.6 million square feet of new commercial development would need to occur to meet the same \$2,750,000 annual revenue stream standard. At prevailing construction levels, it would require at least 15-20 years for this level of new commercial development to occur in the Banfield Corridor (outside the Portland CBD).



If a tax increment financing district would have been established in 1979 and covered all development activity (within a 1/4 mile radius of all Banfield LRT stations), the new commercial development that had been constructed at the time the Banfield Line opened (in September of 1986) would have generated approximately \$32.5 million in capital funding. New commercial development activity committed to occur during the next five years (within the same radius of the Banfield LRT stations) would generate an estimated additional \$37.0 million in tax increment related capital funding. The cumulative (i.e., 1979-1992) tax increment revenue potential (i.e., approximately \$69.5 million) of the Banfield Line could have paid for approximately 33.0% of the capital costs of the system.

### 3. JOINT DEVELOPMENT PACKAGING

Under previous federal guidelines, TRI-MET minimized right-of-way acquisition costs to purchase only those properties required for MAX system operations. With the new UMTA emphasis on joint development and improved farebox revenues, this approach should, in our opinion, be reevaluated. In order to generate significant joint development revenues at Banfield LRT stations, it is necessary for the local transit authority (i.e., TRI-MET) to acquire (i.e., own) adjacent or nearby properties.

For the purposes of this analysis, joint development packaging revenues were assumed to be generated by either a "fixed rate" (e.g., 10.0% of land costs) or a "percentage revenue" (e.g., 5.0%) land lease agreement.

Prevailing land values in the Banfield Corridor (outside of the Portland CBD) were assumed to range from \$4.00-\$7.00 per square foot.



A prototypical land lease for a 200,000 square foot office building (developed on a 5-acre station site) could initially generate approximately \$150,000 annually. A percentage revenue land lease, for a 200,000 square foot commercial office building could eventually generate approximately \$180,000 annually.

A prototypical 200-unit apartment development (built on a 5-acre site) would generate between \$50,000 and \$87,000 annually. Due to lower per square foot rental rates, a fixed rate lease has greater long-term revenue potential.

A prototypical 500-room hotel complex has the same fixed rate land lease revenue potential as a 200,000 square foot commercial office building. However, even at a 2.0% "percentage revenue" lease, a hotel could generate approximately twice as much annual revenue (i.e., approximately \$400,000 vs. \$180,000) as a prototypical commercial office development.

A full-scale prototypical regional shopping center by comparison, has the potential to generate in excess of \$1,000,000 annually in "fixed rate" land lease revenues.

#### 4. STATION COST SHARING

The capital costs for constructing new Banfield LRT Line stations is estimated to range from \$600,000 to \$2,500,000.

The most expensive (i.e., \$2,500,000) LRT station could only be fully paid for with a negotiated agreement with a multi-phase large scale development. Even then, historical experience has shown that it is very difficult to secure more than 50.0% of the capital costs of a station from a single development project.



If the station cost sharing agreement was based on a benefit assessment district, only a major regional retail center could support the capital cost of a \$2.5 million station.

If "all tax increment funds" were dedicated to TRI-MET, a major hotel (i.e., 500-room) or a 1,000,000 square foot shopping center could generate tax increment revenues to pay for nearly 2 (i.e., hotel) to 3 (i.e., shopping center) new stations with capital costs of approximately \$25 million.

## B. SUMMARY

The combination of the full joint development packaging (i.e., land lease revenue) and the related ridership revenue derived from a major regional retail center would provide TRI-MET with nearly 85.0% (i.e., \$2.34 of \$2.75 million) of the Banfield Line "Beak-Even" revenue requirement. This type of project and other small scale mixed use projects can be pursued without competing for tax increment or benefit assessment revenue. This recommended short-term joint development strategy would preserve these funding options for future extensions to the Banfield Line.

Given the political competition over the allocation of tax increment funding, it is unlikely that TRI-MET would receive all of the funding generated by a single joint development project. However, in our opinion, especially wherein TRI-MET is involved in site packaging or the improvement involves a system extension or new LRT station, strong consideration should be given to negotiating a major share of these monies. If 100.0% of the tax increment potential of the Banfield Line from new and committed development (i.e., 1979-1992) would have been allocated to the system, these tax increment funds would have paid nearly 33.0% (i.e., approximately \$70 million of \$214 million) of the system's total capital costs.



Benefit assessment revenues are a potentially significant source of operating funding to TRI-MET. However, at this time, actions on benefit assessment should, in our opinion, be reserved for possible application as a local share capital or operating funding source for future extensions to the MAX system.

Station cost sharing agreements can be more readily negotiated when the developer is either: (1) seeking a new station to directly serve his development project; or (2) requires a direct pedestrian interface. Again, it should be noted that historical experience indicates that it is very difficult to negotiate more than 50.0% of the capital costs of a single station from a single development interest.

In summary, an effective corridor or system-wide scale joint development program should minimally include joint development packaging and station cost sharing as ongoing private/public coventure revenue sources. As documented in this "revenue profile" analysis, a single hotel or shopping center project could generate between \$500,000 and \$1,000,000 in annual revenue to TRI-MET. In order to achieve the full joint development revenue potential of the Banfield LRT system, TRI-MET will, in our opinion, need to establish a viable joint development land acquisition program.

As the MAX system expands, in our opinion, more attention should be given to improving kiosk, audio-visual and other types of advertising revenues. Under the most recently passed federal legislation, every dollar increase in advertising revenue can be counted as a credit for "local share" match for discretionary Section 3 capital funds. Tax increment financing and the various benefit assessment options should be included in the private/public coventure funding strategies for supporting future extensions or new stations located along the existing Banfield LRT Line.



### C. "REVENUE PROFILE" EVALUATION METHODOLOGY

The revenue profile evaluation of candidate private/public coventure funding instruments for the Banfield LRT Joint Development Evaluation involved: (1) documentation of the existing supply of commercial office, hotel and retail space located in the Portland CBD and the remaining portion of the Banfield LRT corridor; (2) verification of 1980-1987 commercial development trends in the same two subregional portions of the Banfield corridor; and (3) an assessment of the regional growth outlook for the entire corridor through the year-2000. In addition, there was a need to verify prevailing land values and commercial lease rates as well as property tax rates. Each of these statistics was required to estimate the revenue potential of the four (4) candidate private/public coventure funding mechanisms included in the overall Banfield LRT Joint Development Program Evaluation.

Similar to the "Break-Even" operational analysis, the revenue profile evaluation was designed to determine what level of special assessment, or bondable property tax revenue from new commercial development would be required to meet the \$2.75 million annual revenue objective. In the case of the revenue profile of joint development packaging, the land lease revenue estimate was based on the same prototypical sized developments utilized in the previous joint development farebox revenue estimates. Finally, the range of station cost sharing revenue was determined, utilizing the three (3) other private/public coventure mechanisms, as well as direct capital contributions in the context of the same prototypically sized joint development projects. The range of station construction costs (i.e., \$0.6 million to \$2.5 million) was based on actual Banfield LRT Line construction experiences.



The national precedent portion of each revenue profile was based on published national case studies and "in-house" RHA private/public coventure program data. An updated version of the national private/public coventure case study report which RHA prepared for the Council of State Governments, as a member of UMTA's Task Force on the future of private/public coventure funding in the transit industry, has been provided to TRI-MET "under separate cover".

Each revenue profile contains: (1) a basic description of the private/public coventure instrument; (2) an overview of national precedents; (3) a discussion of the relevant application to the Banfield LRT Line joint development program; (4) a description of the results of the corridor-specific revenue estimates; and (5) a synopsis of the institutional or implementation issues to be addressed in the ensuing phase of the Banfield LRT Line Joint Development Evaluation Program. The complete revenue profile of each candidate private/public coventure funding instrument is presented in the following subsection of this report.

#### 1. REVENUE PROFILE (1) --- SPECIAL ASSESSMENT DISTRICTS

Under existing statutes of the State of Oregon, local jurisdictions can establish a local improvement district (i.e., LID) to fund the capital costs of public improvements or and economic improvement district (i.e., EID) to fund non-capital costs of infrastructure improvements. Within the Portland region, local improvements districts recently have been utilized to: (1) fund the local share costs of the sidewalk/street amenity package included in the downtown segment of MAX; (2) the Vintage trolley system; as well as (3) the Oregon Convention Center facility.

Economic improvement districts are designed to support the non-capital costs not eligible for funding from a local improvement district or neighborhood improvement districts. Eligible costs



for economic improvement districts include marketing, maintenance, etc. Economic improvement districts are in the process of being established in two areas of the City of Portland. The state-enabling legislation that created these districts has a "sunset clause" which requires renewal legislation to be passed by 1989 for this development tool to remain available to local jurisdictions.

Under a broad interpretation of existing statutes, transit capital improvements would be eligible for local improvement district funding and transit operating costs would be eligible for economic improvement district funding. Utilization of a local improvement district to fund the referenced "Vintage trolley system" establishes a local precedent for this type of capital funding. In addition to the economic improvement district mechanism, TRI-MET has the statutory authority to establish special service districts, wherein incremental service fees can be charged for higher levels of transit service. To date, TRI-MET has not employed this funding instrument to increase system operating revenues.

#### a. NATIONAL PRECEDENTS

There are several national precedents for the application of this funding instrument to fixed guideway rail projects. For example, approximately \$130 million (or approximately 10.0% of the \$1.3 billion construction cost of the first segment of the Los Angeles Metro Rail project) will be paid for by a special assessment district established in downtown Los Angeles. In addition, approximately \$20.0 million of the approximate \$145 million construction/rolling stock of the Phase I downtown Miami Metromover system was funded by a special assessment district. Miami's original downtown assessment district was established in 1983, and a second district has been approved by Dade County, Florida and the City of Miami to fund approximately \$20.0 million of the estimated \$200 million construction cost of the Phase II



Miami Metromover (i.e., Omni/Brickell Avenue extension). Finally, the City of Dallas, Miami Beach and Denver are among the other U.S. cities actively considering benefit assessment districts to fund regional fixed guideway transit improvements.

Given the evident national opposition to increases in city-wide and "ad valorem" taxes, the small area special assessment district is again becoming a high priority funding mechanism for support of major new infrastructure projects. This funding mechanism is not adequate for full funding of an entire system; however, it is particularly appropriate for transit system station facilities. As previously cited, the City of Portland has utilized a special assessment district (i.e., public improvement district) to fund right-of-way, trackage and rolling stock costs of the referenced "Vintage trolley system".

#### **b. RELEVANT APPLICATION**

Special improvement districts, whether defined as local improvement districts, economic improvement districts or special service districts have direct application to securing future transit capital and/or operating cost funding. Under current Oregon statutes, local improvement districts would need to be utilized for capital funding and economic improvement districts or special service districts could be implemented to raise operating revenues.

As indicated, the established precedent for local improvement districts in support of transit capital cost improvements exists in relation to the "Vintage trolley system" project. To date, there is no local precedent for utilization of an economic improvement district or a special service district to fund transit system operating costs. The institutional or statutory issues relating to each of these types of special assessment districts will be fully evaluated during the second phase of the Banfield LRT Joint Development Program Evaluation.



### c. REVENUE POTENTIAL

The assessment formula for the three (3) previous local improvement districts (LIDs) established in the Portland Area (i.e., the Vintage trolley, the downtown mall amenity project, and the Oregon Convention Center) were based on an acceptable millage rate correlated to a fixed percentage of current property tax assessment rates. The geographic boundary of the trolley system and mall local improvement districts were limited to properties fronting these improvements (within a lone linear block radius). The Convention Center's local improvement district covers all commercial properties located in the Portland CBD, and situated within a 1/4 mile radius of this facility.

For financial planning purposes germane to the Banfield LRT Line Joint Development Evaluation Program, the geographic boundaries of a potential special assessment district were assumed to include the entire Portland CBD and all commercial properties located within a 1/4 mile radius of the existing Banfield LRT stations. The revenue potential estimates also distinguished between the Portland CBD and the remaining portion of the defined Banfield corridor. The revenue estimates reflect the supply of existing commercial space, as well as accepted regional growth estimates of the Banfield corridor area. To allow direct comparisons to prevailing commercial market lease rates and other national case examples, the assessment formula utilized in the revenue profile analysis is based on "annual cents per square foot of assessable space".

The detailed results of this evaluation of the revenue potential of a special assessment district in the Banfield corridor are presented in APPENDIX "B" of this report. The principal findings emanating from the analysis (in relation to meeting the predetermined \$2.75 million "Break-Even" operational revenue objective) are as follows: (1) an approximate \$0.16 per square foot annual assessment would need to be applied to all existing



commercial space located in the Portland CBD; (2) anticipated future growth would reduce this required assessment rate to approximately \$0.136 per square foot annually; (3) outside the Portland CBD, an approximate \$0.67 per square foot assessment would be required annually in relation to all existing commercial space; and (4) expected future growth in commercial development would reduce this required annual assessment rate to approximately \$0.53 per square foot of space.

If a single assessment district was established throughout the entire Banfield LRT corridor, a \$0.10 to \$0.13 per square foot annual assessment rate would be required to generate the necessary \$2.75 million incremental annual "Break-Even" revenue stream. This level of assessment is within the level of 1.0% to 1.5% of prevailing commercial lease rates norm (i.e., \$0.10 to \$0.25 per square foot) that has been accepted by commercial property owners in other major areas of the United States.

#### **d. INSTITUTIONAL/IMPLEMENTATION REQUIREMENTS**

Within the context of the ongoing regional evaluation of private/public coventure transit funding, the RHA Consultant Team recommends that the special assessment district option be preserved for funding of future Banfield LRT extensions. During the course of the second phase of the Banfield LRT Joint Development Program Evaluation, it will be important to determine the most valid use of TRI-MET's service area (i.e., district) levying authority. This funding mechanism, established in 1969 under ORS 267.205, appears to be able to be implemented by TRI-MET, utilizing procedures similar to those required for a local improvement district. In addition, consideration should be given to legislative or local statutory changes that would provide TRI-MET with initiation powers (with property owners' concurrence and support) to implement a local improvement district (LID) to fund major Banfield LRT transit system capital improvements.



## 2. REVENUE PROFILE (2) --- TAX INCREMENT FINANCING

Tax increment financing involves the dedication and allocation of future property tax revenues from a defined geographic area served by a new public capital improvement. This type of financing is solely governed by local urban renewal authorities. Under this program, after an area designated for economic development/infrastructure improvement is declared "blighted", the assessed value within the area is effectively "frozen". Subsequently, any tax revenues derived from incremental property base increases are placed in a "dedicated" fund to repay the capital or other costs of the improvements delineated in the urban renewal plan adopted for the designated urban renewal district.

Notable Portland area projects that have been financed by tax increment financing include: the Rouse retail project, the downtown waterfront area, the marina area, Union Station, etc. The incremental property taxes paid over and above the "frozen" base can, in Oregon, be collected for thirty (30) years to repay the costs of the designated capital improvements.

### a. NATIONAL PRECEDENTS

The earliest and possibly most notable use of tax increment financing to support a fixed guideway rail system's capital construction costs involved the BART system (i.e., the Embarcadero Station located in downtown San Francisco). Tax increment financing of this transit station was established in 1967 through a joint powers agreement between the San Francisco Community Redevelopment Agency and The Bay Area Rapid transit Authority. Subsequent national project examples involving tax increment funds include: the local share costs of the Philadelphia Commuter Connector Tunnel (linking the Galleria project), and the Boston Redevelopment Authority's mixed use development of the South Station and the San Jose transit mall.



On a larger scale, the City of Miami committed up to \$100 million in the early 1980's of their future tax increment funds to downtown transportation improvements. This source of infrastructure capital funding has, in general, been applied to transit projects involving major downtown or activity center related redevelopment projects.

#### **b. RELEVANT APPLICATION**

Tax increment funding, by statutory requirement, cannot be directly applied to transit system operational or maintenance costs. On the basis of national precedent and the implementation requirements for establishing a renewal district, the most appropriate use of tax increment funding would be to pay for station costs or trackage and right-of-way acquisition costs within defined Banfield LRT station areas.

The only possible approaches that allow for tax increment funds to be utilized to indirectly defray transit system operating costs involve recognition of the value of public improvements paid for with tax increment funds in relation to: (1) the terms of a land or air rights lease with a private developer; or (2) through a joint development agreement involving "in lieu" payments. The need, plausibility and legal premise required for this potential joint development strategy will be fully examined in the second phase of the Banfield LRT Joint Development Program Evaluation.

#### **c. REVENUE POTENTIAL**

The complete results of the evaluation of the tax increment revenue potential of the Banfield LRT Line are presented in APPENDIX "B" of this report. The overall results of the revenue analysis indicate that in order to generate the required \$2.75 million in annual revenues: (1) that the equivalent of approximately \$30.5 million in capitalized value of new



commercial development would need to occur; (2) within the Portland CBD, approximately 2.7 million square feet of new commercial development would need to occur to support this \$30.5 million in increased property tax base; and (3) due to a different density mix of development in the remaining portion of the Banfield corridor, approximately 3.6 million square feet of new commercial development would need to occur to create this level (i.e., \$30.5 million) in increased property tax base.

Both the future and historical tax increment funding potential of the Banfield LRT Line was included in the subject revenue analysis. If a tax increment financing district would have been established in 1979 covering all new eligible development activity (located within a 1/4 mile radius of all Banfield LRT stations) constructed up to the time the Banfield Line initiated operations (i.e., September of 1986), the system would have generated approximately \$32.5 million in capital funding. New commercial development activity committed to occur during the next five (5) years (within the same radius of the Banfield LRT stations) would generate approximately an additional \$37.0 million in tax increment related funding. The cumulative (i.e., 1979-1992) tax increment revenue potential (i.e., approximately \$69.5 million) of the Banfield LRT Line could have paid for nearly 33.0% of the capital costs of the system.

#### **d. INSTITUTIONAL/IMPLEMENTATION CONSIDERATIONS**

Changes made in Oregon's state-enabling urban renewal legislation in 1979 considerably broadened the definition of "blight" for economic development purposes which afford the legal application of tax increment financing. For example, utilities serving open space areas could even qualify as an eligible purpose. In Oregon, all taxing jurisdictions are limited to a 6.0% annual increase in revenues. This factor needs to be taken into account in the final revenue calculations supporting any potential tax increment funded project.



Other statutory considerations involve a pending lawsuit involving a possible comparable limitation on tax increment districts. In addition, since the largest portion of tax increment funds are generated after the public improvement is completed, other revenue source guarantees may be required to successfully place tax increment bonds in time to utilize the funds during the system construction period. These issues will be examined in full detail in the second phase of the Banfield LRT Joint Development Program Evaluation.

### 3. REVENUE PROFILE (3) --- JOINT DEVELOPMENT PACKAGING

Joint development packaging involves the revenues derived from air rights/land leases or the sale of transit authority land situated in close proximity to fixed guideway transit stations. Similar to redevelopment agencies, public transit authorities usually provide write-downs or discounted leases during the first three to five years after the development is constructed. Under recently revised UMTA policies, lease or sale proceeds from land purchased with Federal funds for purposes of joint development can be retained by the local transit authority and used for eligible transit uses.

Under previously prevailing practices in the transit industry, land located around station areas was only purchased for "transportation purposes". Under the 3A(1)(d) provisions of the 1978 Federal Transportation Act "joint development" was finally recognized as a valid transportation purpose. Subsequently, in the mid-1980's, the states of California and Texas became the first states that granted local transportation authorities the authority to use state monies to acquire land around station areas of new fixed guideway transportation systems for the purposes of undertaking "joint development". For the objective of improving farebox revenues or incidental transit use, TRI-MET is now eligible to purchase land for joint development purposes.



#### **a. NATIONAL PRECEDENTS**

The Washington Metropolitan Area Transportation Authority (WMATA) has the most comprehensive joint development program of any public transit authority in the United States. Although hampered by the restrictive land acquisition procedures that prevailed in the industry prior to 1980, WMATA now receives approximately \$4.0 million annually from land leases around station areas. By the mid-1990's, this annual revenue stream derived from joint development projects is expected to increase to an estimated \$12.0 million.

In 1986, the Metropolitan Atlanta Rapid Transit Authority (MARTA), through a competitive bidding process, sold a single former bus storage facility site for approximately \$8.0 million to a private real estate interest sponsoring a future mixed use development project. Transit authorities in both Chicago and New York have downtown station area properties that have pending joint development purchase offers in excess of \$100.0 million. The private sector real estate development community, international investors, and private and public pension funds now place a "premium" on development sites located in close proximity to established fixed guideway transit stations.

#### **b. RELEVANT APPLICATION**

Revenues derived from joint development packaging can be allocated to either system capital or operating costs. To maximize the return on joint development packaging activities, land acquired for joint development purposes should be leased rather than sold. In addition, a portion of the return from joint development packaging should be reinvested in future efforts to continue a system-wide joint development program.



The highest long-term return to local public transit authorities from joint development packaging emanates from "leasing" rather than the outright "sale" of station area properties. This land disposition method allows for flexibility as land "write-downs" or purchase price discounts; and also affords the public transit authority the ability to share in the greater long-term gains from the packaging of successful joint development projects.

### c. REVENUE POTENTIAL

The complete results of the revenue evaluation of joint development packaging are presented in APPENDIX "B" of this report. The overall analysis of the potential joint development packaging return to TRI-MET indicates that: (1) a prototypical 200,000 square foot suburban commercial office development would generate between an estimated \$152,000 and \$180,000 in annual land lease revenues; (2) a prototypical 200-unit apartment complex would generate between an estimated \$75,000 to \$87,000 in annual land lease revenues; (3) a prototypical 500-room hotel complex could minimally generate between \$152,000 to over \$500,000 in annual land lease revenues; and (4) a prototypical suburban regional shopping center (i.e., 750,000 to 1,000,000 square feet) could generate between \$810,000 to over \$1,000,000 in annual land lease revenues for the public transit authority.

Land lease terms can either be based on a percentage of established land value (e.g., 10.0%); or a percentage of lease revenue (i.e., up to 5.0%) of the entire project. The latter method of land leasing affords a higher return to the public transit authority, but involves a greater degree of risk. The RHA Consultant Team recommends land leasing over out-right sale of land. This strategy should provide a sound minimum return to TRI-MET, but should also afford the opportunity for the agency to receive an equitable return from each successful joint development project packaged in the Banfield LRT corridor.



#### d. INSTITUTIONAL/IMPLEMENTATION CONSIDERATIONS

Without direct acquisition of station area properties, the financial return to local transit authorities are restricted to connector fees and/or station cost sharing. Under current federal policy, TRI-MET can (and is encouraged) reinvest in its existing MAX system and maximize joint development opportunities. Therefore, in order to generate significant joint development packaging revenues at existing or future Banfield LRT stations, it is necessary for TRI-MET to own adjacent or nearby properties.

From the viewpoint of the operational "Break-Even" objective, the successful joint development packaging of a single suburban regional shopping center, through a combination of increased farebox revenues and annual land leases would, in our opinion, generate over \$2.3 million (or produce approximately 85.0% of the \$2.75 million annual revenue requirement). In addition, while hotel development, measured on a per square foot basis, is relatively less significant in terms of transit ridership generation, this type of project has a significant land lease revenue potential for TRI-MET. The overall joint development project priorities for the Banfield LRT Joint Development Program will be finalized in the implementation phase of this project. One of the most important findings of the first phase of this evaluation is the documentation of the significant revenue potential of only one or two additional major joint development projects which would be located near or physically integrated with a Banfield LRT Line transit station.

#### 4. REVENUE PROFILE (4) --- STATION COST SHARING/CONNECTOR FEES

Property owners/developers who independently elect or eventually concur to have a MAX station physically linked to their development project should incur all or at least a major portion of these capital costs. In relation to new stations or system extensions, this investment ensures: (1) an ability to proceed



with the design and early construction of their developments in advance of system operations; and (2) provides a long-term competitive market advantage for their project. In addition, with the commitment to capital cost sharing or connector fees, the private sector participates in the final station design decisions which normally enhances the overall quality of the project.

Currently, TRI-MET has yet to establish a universal station cost sharing or connector fee policy. TRI-MET's first experience with station facility cost sharing involved fringe parking cost sharing at the Sunset transit center located along the proposed Westside alignment. National experience indicates that it is difficult to secure more than 50.0% of the costs of a single station from one development project. Since at-grade LRT stations normally do not require escalators, elevators or pedestrian bridges, these physical integration costs will not normally be part of the station cost sharing formula. However, in our opinion, all private sector owned station area rights-of-way needed for new stations or extensions directly served by MAX, should be "dedicated" rather than purchased. This policy will provide additional "local share" matching funds for federal grants.

#### a. NATIONAL PRECEDENTS

Station cost sharing will eventually become a standard policy of virtually all public transit authorities owning rapid transit systems. Currently, the Washington Area Metropolitan Transit Authority (WMATA) requires connector fee payments from every development with a direct pedestrian connection to a system station. These fees are now set on a formula basis, and range up to \$1.0 million. Recently, WMATA received an unsolicited offer by a developer to pay for the entire capital cost of a new station to be located in Alexandria, VA, just south of National Airport.



Station cost sharing agreements are also being offered to or negotiated by public transit authorities with new "starter line" rapid transit system interests, and those not yet under construction. For example, the first major station cost sharing agreement executed by Dade County, Florida involved payment for fringe parking facilities located at a shopping center served by its "starter line" system. Recently, in Dallas private developers have offered to pay for approximately 50.0% of the capital costs of a future subway station estimated to cost approximately \$50.0 million.

#### **b. RELEVANT APPLICATION**

Station cost sharing agreements are, by definition, limited to allocation to the capital costs of a station, its fringe parking facilities or physical integration to a private development project. Other station area revenue sources, such as kiosk/audio-visual advertising and automated bank teller machine panels, etc. can be utilized for station maintenance and system operational costs. One of the functional design advantages of an LRT system is the greater flexibility that this technology affords in deciding on the location and number of transit stations. In our opinion, TRI-MET should fully consider private sector cost sharing opportunities as a major factor in deciding on future MAX station locations.

#### **c. REVENUE POTENTIAL**

The complete results of revenue potential evaluation of station cost sharing which included the application of benefit assessment, tax increment financing as well as utilization of negotiated agreements is presented in APPENDIX "B" of this report. The overall revenue analysis indicates that in order to secure full funding for a future \$2.5 million Banfield LRT station it would require: (1) a negotiated agreement with a large multi-phase development; (2) the dedication of the tax



increment potential of a major suburban office building or between 35.0% to 60.0% of the tax increment potential of a major suburban shopping center or hotel facility respectively; or (3) a \$0.25 per square foot special assessment on a major suburban regional shopping center.

In order to be effective, TRI-MET should, prior to initiating the construction of the Westside LRT Line, in our opinion, establish a universal station cost sharing policy. Once the policy and negotiated cost sharing formula are established, the station cost sharing program will be generally accepted by the private sector and become basically another infrastructure cost to major new development projects.

#### **d. INSTITUTIONAL/IMPLEMENTATION CONSIDERATIONS**

In most cases, LRT systems lack the opportunities for direct pedestrian connections and have a lessened capability to channel high volumes of pedestrians through retail developments, as compared to heavy rail systems with subway stations. This factor hinders station cost sharing negotiation leverage of the public transit authority with private development interests. However, where there are opportunities for direct physical integration with new development, especially retail or mixed use projects, station cost sharing should receive priority consideration. As part of the scheduled "planning charette" program in the second phase of the Banfield LRT Joint Development Program Evaluation, the RHA Consultant Team will focus on the private sector outlook regarding station cost sharing.



APPENDIX "A": "STATISTICAL PROFILES"



BANFIELD LRT LINE  
"BREAK-EVEN OPERATIONAL ANALYSIS"

Revenue Objective:                      \$2.75 million annually

I. Land Use [Hotel]

Assumptions:

Each CBD and suburban integrated hotel facility has direct transit access (i.e., within a one-block walking distance of a station). Suburban hotel developments are assumed to be located within 1,000 feet of a transit station.

There is a direct LRT link to the airport.

An annualization factor of 300 days is utilized.

Revenue generation potential is estimated @ \$0.60 per new trip.

A. Transit "Trip Generation" Potential (Per 1,000 sq. ft.)

CBD Hotel Development	2.1
Suburban Hotel Development	1.0
Integrated Suburban Hotel Development	1.4

B. "Daily" Joint Development Ridership Potential (Per 500-room facility)

CBD Hotel Development	787
Suburban Hotel Development	375
Integrated Suburban Hotel Development	525

C. "Annual" Revenue Potential (Per 500-room facility)

CBD Hotel Development	\$141,660
Suburban Hotel Development	\$ 67,500
Integrated Suburban Hotel Development	\$ 94,500



[HOTEL]

D. Level of Joint Development [Hotel] Necessary to  
Generate \$2.75 Million in Annual Net Operating Revenue

CBD Hotel Development	9,706 rooms*
Suburban Hotel Development	20,370 rooms**
Integrated Suburban Hotel Development	14,550 rooms***

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\* Equates to approximately 19 (500-room) hotels

\*\* Equates to approximately 41 (500-room) hotels

\*\*\* Equates to approximately 29 (500-room) hotels

Technical Note:

National case study data indicates that, in general, convention delegates have a higher tendency to utilize transit as compared to business guests or tourists. This is particularly evident in locales wherein there is a direct fixed guideway link to a major airport facility and a major Class A hotel facility.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



BANFIELD LRT LINE  
"BREAK-EVEN OPERATIONAL ANALYSIS"

Revenue Objective:                      \$2.75 million annually

II. Land Use [Commercial Office]

Assumptions:

Both CBD and integrated suburban commercial office facilities have direct transit access (i.e., within a one-to-two block walking distance of a station). Suburban commercial office facilities are assumed to be located within 1,500 feet of a transit station.

An annualization factor of 250 days is utilized.

Revenue generation potential is estimated @ \$.60 per new trip.

A. Transit Trip Generation Potential (Per 1,000 sq. ft.)

CBD Office Development	5.3
Suburban Office Development	2.3
Integrated Suburban Office Development	3.1

B. "Daily" Joint Development Ridership Potential (Per 150,000 sq. ft. suburban and 500,000 sq. ft CBD office building)

CBD Office Development	2650
Suburban Office Development	345
Integrated Suburban Office Development	465

C. "Annual" Revenue Potential

CBD Office Development	\$397,500
Suburban Office Development	\$51,750
Integrated Suburban Office Development	\$69,750



[OFFICE]

D.	<u>Level of Joint Development [Office] Necessary to</u>	
	<u>Generate \$2.75 Million in Annual Net Operating Revenue</u>	
	CBD Office Development	3,459,000 sq.ft.
	Suburban Office Development	7,971,000 sq.ft.
	Integrated Suburban Office Development	5,914,000 sq.ft.

Technical Note:

The distinction in typical size CBD and suburban office buildings reflects market norms. The actual size of office developments will vary widely depending on the specific site and market demand levels at the time of construction.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



BANFIELD LRT LINE  
"BREAK-EVEN OPERATIONAL ANALYSIS"

Revenue Objective:                      \$2.75 million annually

III. Land Use [Residential]

Assumption:

Both CBD and integrated suburban residential developments have direct transit access (i.e., within a one-to-two block walking distance of a station). Suburban residential developments are assumed to be located within 1,500 feet of a transit station.

An annualization factor of 250 days is utilized.

Revenue generation potential is estimated @ \$0.60 per new trip.

A. Transit Trip Generation Potential (Per 1,000 sq. ft.)

CBD Residential Development	1.8
Suburban Residential Development	1.0
Integrated Sub. Residential Development	1.8

B. "Daily" Joint Development Ridership Potential (Per 200-unit development)

CBD Residential Development	360
Suburban Residential Development	200
Integrated Sub. Residential Development	360

C. "Annual" Revenue Potential (Per 200-unit development)

CBD Residential Development	\$54,000
Suburban Residential Development	\$30,000
Integrated Sub. Residential Development	\$54,000



[RESIDENTIAL]

D. <u>Level of Joint Development [Residential] Necessary to</u> <u>Generate \$2.75 Million in Annual Net Operating Revenue</u>	
CBD Residential Development	10,185 units
Suburban Residential Development	18,335 units
Integrated Sub. Residential Development	10,185 units

Technical Note:

Plans for a new 430-unit apartment complex (to be located in Gresham) were recently announced. Twenty-three (23) comparable size developments would need to occur in the Banfield corridor area to meet the \$2.75 million annual revenue objective. Since there is an adequate land supply to meet a major increase in housing supply in the corridor, these types of projects should be encouraged. In addition, in comparison to the other transit-sensitive land uses, medium to higher density residential projects could be located further away (i.e., 1/4 to 1/3 mile) from an LRT station and still generate significant transit ridership.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



BANFIELD LRT LINE  
"BREAK-EVEN OPERATIONAL ANALYSIS"

Revenue Objective: \$2.75 million annually

IV. Land Use [Retail]

Assumptions:

Both the CBD and the integrated suburban retail facilities have direct transit access (i.e., within a direct proximity to a station). Suburban retail developments are assumed to be located within 1,000 to 1,200 feet of a transit station.

Retail facilities in this analysis are defined as major comparison good centers. A CBD development size retail development is assumed to total 200,000 sq. ft.; and a suburban retail center is assumed to total (at least) 750,000 sq. ft.

An annualization factor of 300 days is utilized.

Revenue generation potential is estimated @ \$0.60 per new trip.

A. Transit "Trip Generation" Potential (Per 1,000 square feet of development)

CBD Retail Development	9.8*
Suburban Retail Development	3.6
Integrated Suburban Retail Development	7.2

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\* Average for eight (8) CBD joint development projects evaluated for UMTA by Louis E. Keefer Associates. This transit trip generation factor for retail use in a CBD has been documented to exceed 24 trips per thousand square feet in Washington, D.C. where the Hecht's Department Store is directly connected to the WMATA sytem's central station (with access to five subway lines).



[RETAIL]

B. "Daily" Joint Development Ridership Potential

CBD Retail Development	1,960
Suburban Retail Development	2,700
Integrated Sub. Retail Development	5,400

C. "Annual" Revenue Potential

CBD Retail Development	\$352,800
Suburban Retail Development	\$486,000
Integrated Sub. Retail Development	\$972,000

D. Level of Joint Development [Retail] Necessary to  
Generate \$2.75 Million in Annual Net Operating Revenue

CBD Retail Development	1.55 M.*sq.ft.
Suburban Retail Development	4.24 M.*sq. ft.
Integrated Sub. Retail Development	2.12 M.* sq. ft.

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\* Million square feet

Technical Note:

The major portion of retail generated transit trips occur in off-peak hours. This means that, with the exception of the Christmas Holiday shopping period, that increased system capacity is not required to serve this source of incremental transit riders.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



**APPENDIX "B": "REVENUE PROFILES"**



BANFIELD LRT LINE

"PRIVATE/PUBLIC COVENTURE / JOINT DEVELOPMENT ANALYSIS"

Revenue Objective: \$2.75 million annually

I. Private/Public Coventure Mechanism: Special Assessment

Assumptions:

An annual assessment levy rate of \$0.05, \$0.15 and \$0.25 per net leasable square foot is assumed.

An average annual growth in commercial development (i.e., office and retail space) of approximately 550,000 square feet per year in the combined Portland CBD and Banfield Corridor areas is assumed.

A definitive distinction is made between the CBD (i.e., downtown core) and non-CBD corridor, including: Lloyd Center, Hollywood Gateway, Gresham, etc.

It is assumed that a moderate change in the distribution of commercial growth within the Portland CBD versus the subject corridor will occur between now and the year-2000. Currently, the mix which is approximately 80.0% (CBD) vs. 20.0% (remainder of the subject corridor), is expected to change to an approximate 75.0% (CBD) vs. 25.0% (remainder of subject corridor) by the year-2000.

The current supply of commercial space in the Portland CBD equals approximately 17.2 million square feet; while, there are approximately 4.1 million square feet of commercial space in the remainder of the subject corridor.



[BENEFIT ASSESSMENT]

A. Portland CBD: Annual Benefit Assessment Revenue  
Potential --- 1987 Supply Level

Minimum Assessment (@\$0.05/sq.ft.)	\$ 860,000
Market Threshold Assessment (@\$0.15/sq.ft.)	\$2,580,000
Maximum Assessment (@\$0.25/sq.ft.)	\$4,300,000

Conclusion: A \$0.16 per net square foot assessment on all existing commercial space in the Portland CBD would be required to meet the \$2.75 million annual revenue requirement.

B. Portland CBD: Annual Benefit Assessment Revenue  
Potential --- Year-2000 Growth Levels

Minimum Assessment (@\$0.05/sq.ft.)	\$1,010,000
Market Threshold Assessment (@\$0.15/sq.ft.)	\$3,030,000
Maximum Assessment (@\$0.25/sq.ft.)	\$5,050,000

Conclusion: Assuming 3.0 million square feet of new commercial development occurs by the year-1996 in the Portland CBD, an average annual assessment of approximately \$0.136 per net square foot assessment would be required to meet the \$2.75 million revenue requirement.



[BENEFIT ASSESSMENT]

C. Banfield Corridor Annual Benefit Assessment Revenue Potential --- 1987 Supply Level

Minimum Assessment (@\$0.05/sq.ft.)	\$ 205,000
Market Threshold Assessment (@\$0.15/sq.ft.)	\$ 615,000
Maximum Assessment (@\$0.25/sq.ft.)	\$1,025,000

Conclusion: An assessment of \$0.67 per net square foot on existing commercial space (i.e., regional or comparison goods retail and office space) would be required to meet the \$2.75 million annual revenue requirement.

D. Banfield Corridor: Annual Benefit Assessment Revenue Potential --- Year-2000

Minimum Assessment (@\$0.05/sq.ft.)	\$ 260,000
Market Threshold Assessment (@\$0.15/sq.ft.)	\$ 780,000
Maximum Assessment (@\$0.25/sq.ft.)	\$1,300,000

Conclusion: An average annual assessment of \$0.53 per net square foot of existing and future commercial (i.e., regional or comparison goods retail and office space) would be required to meet the \$2.75 million annual revenue requirement.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



Revenue Objective: \$2.75 million annually  
(or equivalent capitalized value)



[TAX INCREMENT FINANCING]

A. Portland CBD: Tax Increment Revenue Potential

@1.0 Million Sq. Ft. Commercial Development: \$11.4M\*  
@2.5 Million Sq. Ft. Commercial Development: \$28.6M\*  
@4.0 Million Sq. Ft. Commercial Development: \$45.7M\*

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\*Millions of dollars

Conclusion: Nearly 2.75 million square feet of new commercial high-rise development would need to be constructed in the Portland CBD to generate sufficient tax increment revenues to produce the capitalized value of a \$2.75 million annual income stream.

B. Banfield Corridor: Tax Increment Revenue Potential

@1.0 Million Sq. Ft. Commercial Development: \$ 8.6M\*  
@2.5 Million Sq. Ft. Commercial Development: \$21.4M\*  
@4.0 Million Sq. Ft. Commercial Development: \$34.3M\*

-----

\*Millions of dollars

Conclusion: Nearly 3.6 million square feet of new low, mid and high-rise commercial development would need to be constructed in the Banfield corridor to generate sufficient tax increment revenues to produce the capitalized value of a \$2.75 million annual income stream.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



BANFIELD LRT LINE

"PRIVATE/PUBLIC COVENTURE / JOINT DEVELOPMENT ANALYSIS"

Revenue Objective: \$2.75 million annually

III. Private/Public Coventure Mechanism: Joint Development

**Assumptions:**

Current federal policies now encourage systemwide joint development project packaging.

In order to generate significant joint development revenues at LRT stations, it is necessary that the local transit authority (i.e., TRI-MET) own adjacent or nearby property.

Banfield corridor land values are assumed to range between \$4.00 to \$7.00 per square foot.

Prevailing lease rates for new office space range from \$14.00 to \$16.00 per square foot; and between \$6.00 to \$8.00 for comparison shopping goods retail space.

Note: Current median office space rent is approximately \$10.00 per square foot in the Portland Metropolitan Area.

Joint development project packaging revenues are generated by either a fixed or percentage land lease agreement.

Flexible terms are provided during the initial years of a land lease.

Issuance of development prospectuses will require maximum physical and functional integration with candidate Banfield LRT stations.



[JOINT DEVELOPMENT]

A. Office Building (200,000 sq.ft.\*): Joint Development Potential

	<u>Year-1</u>	<u>Year-10</u>
Fixed Rate Lease (@10% land cost)	\$152,460	\$152,460
Percentage Revenue Lease (@5%)	\$150,000	\$180,000

-----  
\*Project requires five (5) acres of land at a purchase price of \$7.00 per square foot, including an allowance for 500 surface parking spaces.

B. Residential Complex (200 units\*): Joint Development Potential

	<u>Year-1</u>	<u>Year-10</u>
Fixed Rate Lease (@10% land cost)	\$87,120	\$87,120
Percentage Revenue Lease (@5%)	\$50,000	\$75,000

-----  
\*Project requires five (5) acres of land at a purchase price of \$4.00 per square foot at a building density of 40 units per acre.

C. Hotel Complex (500 rooms\*): Joint Development Potential

	<u>Year-1</u>	<u>Year-10</u>
Fixed Rate Lease (@10% land cost)	\$152,460	\$152,460
Percentage Revenue Lease (@2.5%)	\$510,000	\$830,750

-----  
\*Project requires five (5) acres of land at a purchase price of approximately \$7.00 per square foot, including an allowance for 500 parking spaces. The 500-room size is generic for a major hotel.



[JOINT DEVELOPMENT]

D. Retail Complex (1,000,000 sq.ft.\*)      Joint Develop-  
ment Potential

	<u>Year-1</u>	<u>Year-10</u>
Fixed Rate Lease (@10% land cost)	\$1,040,000	\$1,040,000
Percentage Revenue Lease (@5%)	\$ 500,000	\$ 810,000

-----  
\*Project requires seventy-five (75) acres of land at a purchase price of \$4.00 per square foot, including an allowance for 5,000 parking spaces.

**Conclusions:**      For a joint development project involving an office building or a hotel it would be in the best interests of TRI-MET to consider negotiating a percentage revenue lease. In the case of residential and retail projects, a fixed rate lease would be preferable.

From the viewpoint of revenue generation, a large-scale regional retail complex will generate the most monies from a fixed rate lease due to the size of the site.

The actual percentage revenue lease of a hotel site would need to be negotiated. The 2.5% figure is a representative number.

SOURCE: ROBERT J. HARMON & ASSOCIATES, INC.



BANFIELD LRT LINE

"PRIVATE/PUBLIC COVENTURE / JOINT DEVELOPMENT ANALYSIS"

Revenue Objective: Up to \$2.5 million capital costs

IV. Private/Public Coventure Mechanism: Station Cost Sharing

**Assumptions:**

Station cost sharing can involve a negotiated agreement with a single project or application of a benefit assessment or application of tax increment financing.

Office and hotel complexes are assumed to involve high-rise construction at a cost of approximately \$80.00 per square foot.

Including room space, meeting rooms, retail and display space, the average 500-room hotel will include approximately 375,000 square feet of space (i.e., 750 square feet per room).

Apartment complexes are assumed to be mid to high-rise construction and include recreational facilities at a cost of \$50.00 per square foot.

A regional retail complex is assumed to be more than one-story and will include recreational amenities at a cost of approximately \$50.00 per square foot.

The capital cost of a new LRT station is estimated to range from \$600,000 to \$2,500,000.

The scale of joint development projects are generic for major development projects of each category.



[STATION COST SHARING]

A. Negotiated Agreement:  
Revenue Potential\*

### Station Cost Sharing

Single Medium-Scale Project	\$150,000-\$250,000
Single Large-Scale Project	\$300,000-\$500,000
Multi-Phase Large Development	\$300,000-\$2,500000

\*While there are exceptions, historical experience has shown it to be very difficult to secure more than 50% of the capital cost of a station from one development project.

B. Benefit Assessment:  
Revenue Potential\*

### Station Cost Sharing

Office (200,000 sq.ft.)	\$100,000-\$500,000
Hotel (500 rooms)	\$185,000-\$935,000
Residential (200 units)	\$100,000-\$500,000
Retail (1,000,000 sq.ft.)	\$500,000-\$2,500,000

\*Range of revenue potential reflects a \$0.05 to \$0.25 per sq. ft. assessment.

C. Tax Increment Financing:  
Revenue Potential

## Station Cost Sharing

Office (200,000 sq.ft.)	\$2,285,000
Hotel (500 rooms)	\$4,285,000
Residential (200 units)	\$1,428,000
Retail (1,000,000 sq.ft.)	\$7,142,000

\* Estimate reflects capital monies generated by bondable revenue equal to 1/7th of total development construction costs.

**SOURCE:** Robert J. Harmon & Associates, Inc.







**DEVELOPMENT OF A REGIONAL SHOPPING  
CENTER AND LIGHT RAIL STATION  
IN GRESHAM, OREGON  
BY THE WINMAR COMPANY**

**SUMMARY OF PROJECT CONFORMANCE WITH THE CITY OF GRESHAM  
COMMUNITY DEVELOPMENT PLAN**

**Volume 1**

**MAIN TEXT**

**Prepared by  
Zimmer Gunsul Frasca Partnership  
in collaboration with  
Ronald A. Altoon FAIA  
Wilsey & Ham Pacific  
Kittelson & Associates  
Robert Charles Lesser & Co  
Schwabe Williamson & Wyatt**



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## INTRODUCTION:

The Winmar Company proposes the development of a Regional Shopping Center within the City of Gresham's Transit Development District.

The proposed center at Gresham provides a unique departure from the traditional suburban mall. It breaks with the traditional approach in four significant ways.

1. **The most dramatic innovation is that the entire center will be focused on, and integral with, MAX .** Nowhere in the country does such a close relationship between transit and a major suburban retail facility exist. Only at the heart of our largest cities is this level of convenience approached for transit riding shoppers.
2. **The second exciting innovation is the inclusion of an open public plaza** overlooked by the center court of the enclosed shopping mall. The light rail station will be a natural extension of the plaza within the building. The open plaza will provide a highly visible, accessible public square for festivals, special events and market stalls.
3. **The third major feature is the unusually even spread of potential shoppers in all directions from the site;** the existence of a highly developed arterial street system throughout the trade area which is capable of serving the center without creating undue congestion problems; and the special role of transit in providing shopper access to this project.
4. **The fourth unusual feature is the use of a site of highly variable topography.** MAX uses an old railroad right of way which was built in a cutting through the site. To the north of the cutting, and approximately thirty feet above it, is a flat plateau. To the south, the land falls away into a swale, then climbs steeply to the southwest corner of the property, where the intersection of Division St and Wallula Ave is 75 feet above the bottom of the swale.

The proposed development resolves these departures into a complex which is responsive to its evolving urban location and to the natural features of the site.

## Project Objectives:

The design is conceived in the context of clear objectives relating to civic, transit and commercial goals.

**Civic objectives** are related to the specific location of the project between Gresham's city center and an extensive residential area to the west. The project will improve the quality of life for those who live nearby as well as those who use the city center. Some objectives in this context are:

- Provide a western terminus to Gresham's downtown commercial district.
- Increase opportunities for commercial and recreational activities in downtown Gresham.
- Encourage transit and foot traffic in a predominantly auto-oriented district.



- Enhance the image of Gresham as a maturing urban center.
- Anticipate future growth by appropriate location of driveways, walkways and building orientation.
- Capitalize on the topographic features of the site, which are unusual for a shopping center of this type.
- Protect nearby residential streets from traffic impacts.
- Create an effective buffer between nearby residential properties and incompatible uses on, and to the east of the site.
- Capitalize on landscape features on the site, making good use of plant materials which are native to the area.
- Respond to any relevant historical precedents.
- Configure buildings and landscape to optimize views of Mount Hood from the center and to shelter pedestrians from cold northeast winds.
- Create a center which sets a precedent in quality of design, materials and landscaping for subsequent development nearby.
- Provide for safe and convenient pedestrian access.
- Provide a flexible system of vehicular access to the site which will accommodate future changes in external traffic patterns without contributing excessively to congestion.
- Set a precedent for urban design excellence within acceptable budget parameters.

**Transit objectives** contribute to 'Project Break Even': a development concept intended to finance the light rail operating subsidy through stimulation of increased off-peak ridership and derivation of lease revenues from the regional shopping mall. Transit objectives include:

- Stimulate new off-peak ridership.
- Provide 10% to 15% of trips to the shopping center via transit, including light rail and bus services.
- Increase the proportion of light rail operating costs paid for by fare box revenues.
- Ensure a source of revenue to help offset light rail operational costs associated with the new station, and to meet or exceed a predetermined portion of the current operating subsidy for east side light rail.
- Enhance the exciting image that light rail already enjoys in the community.
- Improve overall transit service to the Gresham community.

**Commercial objectives** are reflected in the selection of this site for development of a regional shopping facility to serve the east county and complement the services and facilities already provided in downtown Gresham. They relate to accessibility of the site to the targeted population, to the influence of established commercial and recreational activities nearby, and to the attractiveness of Gresham as a location to prospective retailers. Commercial objectives include:

- Satisfy unfulfilled regional retail demand.
- Establish the center and downtown Gresham as a primary focus for retail in the east county.
- Complement services and facilities available in downtown Gresham.
- Attract customers from beyond the immediate service area.
- Accommodate access and parking needs economically and conveniently.
- Encourage light rail patronage.
- Minimize costly off-site impacts.
- Anticipate future nearby developments which may affect operation of the center.
- Maintain the center as an attractive destination for shoppers.



Components of the Winmar Regional Shopping Center Project have been tested during their development with input from all interested parties, including representatives of local neighborhoods, special interest groups and the City. Winmar will continue to seek public input at all stages of the project.

### **Background and Context:**

The Winmar Company proposes the development of a Regional Shopping Center (the "Center") as defined by the *Gresham Development Code* ("GDC" or "Code"). The proposed site for the Center is located within the City of Gresham's *Transit Development District* ("TDD") zone. The Code sets forth the purpose of the Transit Development District as follows:

"The transit development district is intended to promote development that makes effective use of its close proximity and accessibility to the light rail stations to establish intensive retail, service, office and residential uses in the area... Mixed use developments are encouraged in the district." GDC 2.0430

The proposed Center satisfies these policy directives.

The proposed Center is subject to the provisions of three interrelated sets of site design criteria: site design criteria for mixed-use developments [GDC 3.1140A]; additional transit development design criteria [GDC 3.1140B]; and master plan and site design criteria for regional shopping center sites [GDC 3.1141]. This application responds to each of the sets of criteria contained within the Code.

The general site review guidelines, set forth at GDC 3.1140A, establish general site review criteria. These criteria concern issues involving landscaping, loading area design, storage and solid waste collection areas, traffic circulation, wildlife habitat preservation, tree preservation, and other site review criteria of a general nature. Each of the general site review criteria is satisfied as explained in this application.

The transit development district design guidelines set forth at GDC 3.1140B apply only to properties located within the TDD zone. These criteria concern the pedestrian environment as it relates to transit facilities, the relationship between the building and the transit facilities, required parking and parking location, building setback variations, and incidental drive-through uses. These criteria are satisfied as set forth in this application.

Finally, the master plan and site review criteria for regional shopping center sites, set forth in GDC 3.1141, are all responded to in this application. The master plan criteria were established in the fall of 1988 to customize general site design criteria to the demands created by, and particular needs of, regional shopping centers. The site design criteria for regional shopping centers established both master plan objectives, as well as site design criteria and standards. The criteria and standards are performance based; in other words, they establish goals to be achieved, but do not prescribe the means by which those goals shall be met. This application describes the applicant's response to the master plan objectives and the specific site design criteria.



**Project Outline:**

Winmar proposes a two-level shopping center. The lower level will open directly to a new light rail station to serve the Metropolitan Area Light Rail Transit System ("MAX"). Above the platforms, the upper level of the center will pass through a rotunda. Access to the station, to the north and south malls, to the food court and cinemas will all be from this rotunda. The malls will be flanked by department stores and shops. In all, the center will include approximately 950,000 square feet of retail in addition to a multi-screen cinema.

The platform on the north side of the tracks will extend to the east and widen into an outdoor square. This space will be bordered to the north and west by retail uses, and will be protected from cold east winds by strategically placed bands of trees. It is intended that the square will be programmed for a variety of retail-related, cultural and recreational uses. These may include seasonal open markets, outdoor performances by dramatic, musical and entertainment groups.

The entire complex of buildings will be served by parking around its perimeter. Most parking will be in landscaped surface lots, although phased construction of structured parking is planned to the south and west. Parking will be enclosed by an on-site ring road which will connect driveways to adjacent arterial streets: one from Burnside and two (primary and secondary entrances) from Division Street. A possible access from Eastman Parkway is being discussed with City staff. With the exception of the secondary (westerly) driveway on Division Street, all vehicular access to the site will be controlled by traffic signals. Perimeter sites between the ring road and the property boundaries will all be developed at some time in the future with access off the ring road, not the surrounding streets. In the mean time, these out-parcels, other than the site fronting Burnside on which a department store is to be built, will be developed for surface parking. As and when development opportunities arise, temporary parking will be removed and replaced as necessary in parking structures. There will be no vehicular access to or from Wallula Ave. (212th Ave.), although pedestrian access points will be provided for the convenience of those who live nearby.

The proposed configuration of buildings on the site responds to varying edge conditions, with the greatest concentrations of activity distanced from nearby residential properties. As a whole, the massing of these buildings will constitute a boundary between residential districts to the west, and commercial uses to the east and the downtown, towards which the center will be oriented. The new station will be at the very heart of the main building mass. The pedestrian activity associated with the platforms will be extended eastwards onto an open plaza; a space to be programmed for a variety of social, cultural and commercial events.

**Urban Design Intent:**

Gresham is undergoing an important transition from dormitory community to an urban center in its own right. As large employers have opened new facilities in the area, citizens have fashioned a lifestyle for themselves which is increasingly independent of Portland. Educational and cultural facilities have grown in variety and quality. Although Gresham still shows many of the characteristics of a suburban community, the process of urbanization is undeniably making progress. This defines both the problem and the solution for the proposed center; a typically suburban facility cast in a progressively urban form - reinforcing the



maturation process of the central area of Gresham and adding an important new ingredient to the resources of the community.

The proposed center at Gresham provides a unique departure from the traditional suburban mall. It breaks with the traditional approach in four significant ways.

The most dramatic innovation is that the entire center will be focused on, and integral with MAX. Nowhere in the country does such a close relationship between transit and a major suburban retail facility exist. Only at the heart of our largest cities is this level of convenience approached for transit riding shoppers.

The second exciting innovation is the inclusion of an open public plaza overlooked by the center court of the enclosed shopping mall. The light rail station will be a natural extension of the plaza within the building. The open plaza will provide a highly visible, accessible public square for festivals, special events and market stalls.

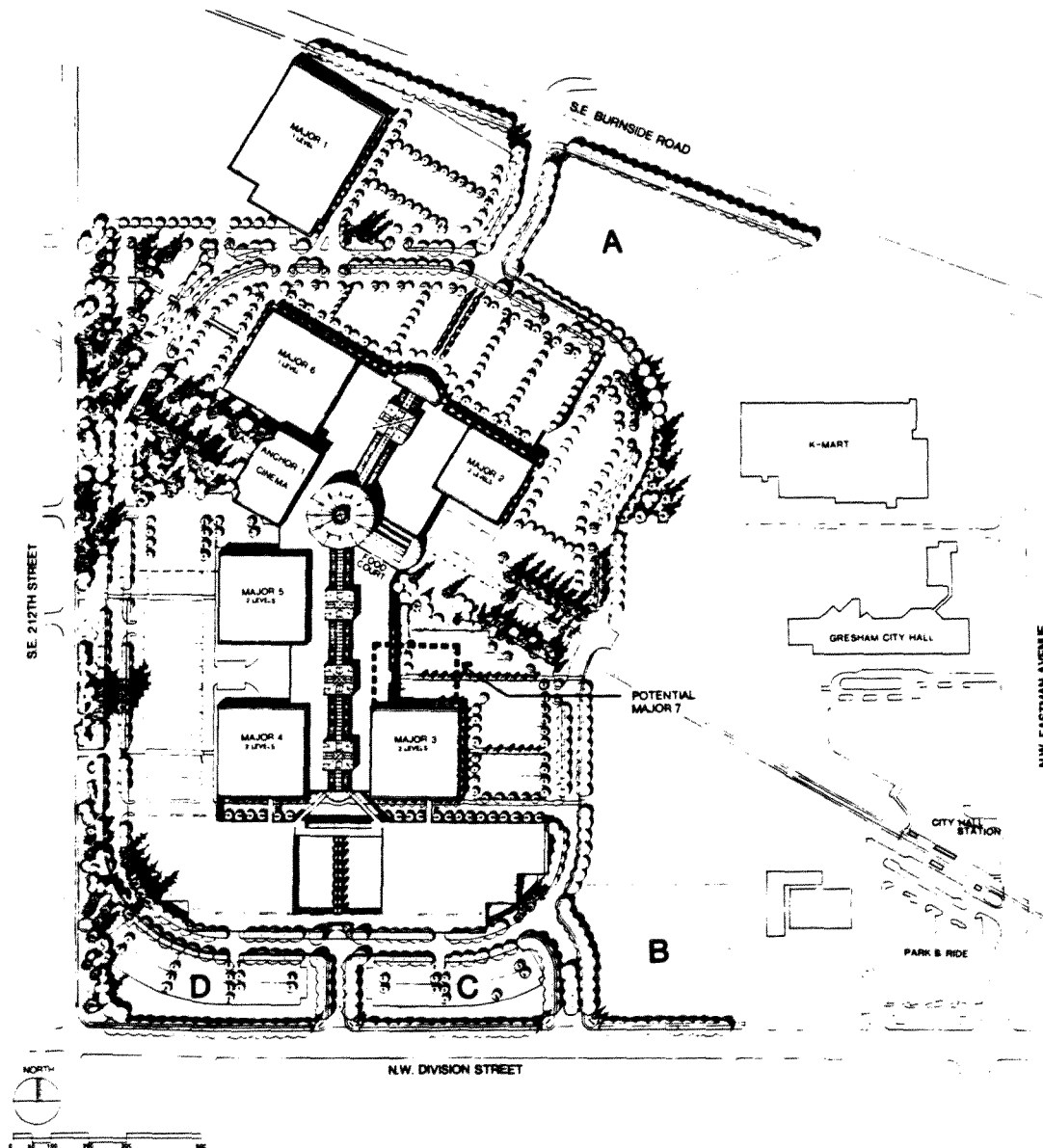
The third major feature is the unusually even spread of potential shoppers in all directions from the site; the existence of a highly developed arterial street system throughout the trade area which is capable of serving the center without creating undue congestion problems; and the special role of transit in providing shopper access to this project.

The fourth unusual feature is the use of a site of highly variable topography. MAX uses an old railroad right of way which was built in a cutting through the site. To the north of the cutting, and approximately thirty feet above it, is a flat plateau. To the south, the land falls away into a swale, then climbs steeply to the southwest corner of the property, where the intersection of Division St and Wallula Ave is 75 feet above the bottom of the swale.

The proposed development resolves these departures into a complex which is responsive to its evolving urban location and to the natural features of the site. The design is conceived in the context of clear objectives relating to civic, transit and commercial goals. These objectives are elaborated below in the section dealing with master plan and site design criteria. Concepts have been tested during their development with input from all interested parties, including representatives of local neighborhoods, special interest groups and the City.



## SITE PLAN:



At build-out, parcels A,B,C and D will be developed with uses consistent with TDD zoning. The precise nature of those uses and their orientation on each parcel is unknown at this time, but access will be from the ring road. Parking displaced by development of parcels C and D will be replaced within the ring road only if it is needed. The extent of transit ridership by shoppers and employees will be monitored to determine whether the full complement of parking normally required is actually needed at this location.



**SITE DESIGN CRITERIA:****Approach:**

The Winmar Company intends to build a mixed-use development in a series of phases. The first phase will include the new light rail station and the majority of the mall. Later phases will involve development of the out-parcels. This application is for the entirety of site development through all phases. The sequencing of phasing after the initial construction stage in phase 1 cannot be predicted, but generally the phasing schedule is as follows:

- Phase 1: All areas inside the ring road, between the ring road and Wallula, driveways from Division and Burnside, Major retailer 1 and associated parking, associated off-site traffic mitigation work. Note that development within the ring road may be subject to staged completion but that the initial opening would entail an anticipated 80% of the buildings shown: in excess of the minimum needed to satisfy the shopping center guidelines.
- Phase 2: Development of the parcel in the northeast corner of the Winmar property fronting Burnside and the three parcels fronting Division Street.
- Phase 3: Development of the driveway to Eastman Ave. and of remaining adjacent TDD zoned property which is not controlled by Winmar.

The approach to addressing stipulations of the GDC has been on a performance basis. This ensures that the intent of the Code will be met fully, while preserving the flexibility necessary for subsequent detailed design. In order to ensure that all points in the GDC are properly addressed, criteria have been responded to line by line. Greater detail is to be found on each item in the attached exhibits; reduced scale drawings are included in this document for the sake of completeness.

This section responds specifically to the provisions of the *Gresham Community Development Plan*, sections 3.1130, 3.1140A, 3.1140B and 3.1141.

**3.1130-Required Diagrams, Plans and Drawings:**

The following documents are submitted as part of the design review application; reduced format copies of these plans and diagrams are included in the appendix at the scales listed below. Larger format plans are attached to the application as Exhibit C.

- Site Analysis Diagram [3.1130A(1)]
  - Area Plan; 1"=2000'
  - Natural Features Plan; 1"= 500'
  - Views Plan; 1"= 500'
  - Urban Design Framework ; 1"= 500'
- Site Development Plan [3.1130A(2)]
  - Site Development Plan; 1"= 500'
- Landscape Plan [3.1130A(3)]
  - Pedestrian Circulation Plan; 1"=500'
  - Landscape Concept Diagram; 1"= 500'
  - Landscape Components Diagrams; Not to Scale
  - Landscape Concept Plan; 1"= 500'
- Architectural Drawings [3.1130A(4)]
  - First Level Plan; 1"= 200'
  - Second & Third Level Plans; 1"= 200'
  - Station Plan; 1"= 80'
  - Section & Elevation; 1"= 80'
  - Perspective Views
- Irrigation Specifications [3.1130A(5)]
  - Included in the appendix.



**3.1140A-General Site Review Guidelines:****Areas to be Landscaped [3.1140A(1)]:**

At least 15% of the gross site area will be landscaped. The landscape plan shows where natural landscape is to be retained and enhanced, and identifies those areas in which new landscaping is to be introduced. The overall concept is based in perpetuation of plant species which are native to the area, or have established a close identity with the area. Before site preparation began, large numbers of trees and shrubs were relocated. These are being tended in a nurseries until they can be replanted on the site when development work nears completion.

Different parts of the site lend themselves to different landscape treatments, depending in part on dominating natural features. Principal elements are:

- enhanced natural buffer areas
- new perimeter landscaping
- ring road identity planting
- parking lot landscaping
- special feature plantings

*Enhanced natural buffer areas* occur along Wallula within the right of way and within the site. Existing trees have been mapped on both sides of Wallula, as have existing grade elevations. Enhancements to the existing natural landscaping can thus be designed with some sensitivity, and the effectiveness of the resulting buffer can be assessed at any point along the site boundary. Tree species to be used in enhancement of the buffer include firs, Hogan cedars, alders and rhododendrons.

A portion of the natural landscaping along the western boundary of the site which merits special mention is the wooded triangle of land immediately south of the railroad. This area includes mature trees and understory vegetation which is to be left in its natural state. It is especially suited to that purpose because it is an area which will rarely be disturbed, and is continuous with other wild areas along the railroad cutting to the west of the site.

*New perimeter landscaping* will be introduced along the Burnside frontage of the property, since it is currently devoid of any trees or shrubs. Regrading will displace what little useful landscape material exists along the boundary with K Mart and the City property, so here too, new perimeter landscaping will predominate.

South of the railroad tracks, the east boundary passes near two artificial log ponds around which marshland plants now flourish. Further to the south, the remnants of windrows survive which are to be incorporated in perimeter planting. New landscape material will be selected for its compatibility with trees and plants already established on the site. Consequently, the appearance of the perimeter will vary along its length.

*Ring road identity planting* will be accomplished using consistent spacing and uniform species. The purpose is to signal the location of the ring road to people on site, helping them to maintain their orientation and to understand the organization of the site as a whole. This regular planting will contrast with the natural and variable appearance of perimeter planting.



*Parking lot landscaping* serves to soften the appearance of large areas of surface parking. It can also serve to lead pedestrians toward building entrances and to extend the sense of order which is initiated by the architecture. The principal component of parking lot landscaping will therefore be a regular grid of trees of uniform size which conforms to the dimensions of parking spaces and circulation aisles. This pattern will be extended to screen and soften the appearance of parking structures using vines and other planting materials. Contrasting with this background will be feature plantings which celebrate main pedestrian routes and announce arrival at a primary point of entry to the shopping mall. Contrasting in a very different way will be occasional clumps of evergreens, typically located at abrupt changes in grade. This building type is characterized by largely featureless expanses of wall, views of which will be interrupted and therefore reduced in impact by these clumps of evergreens as well as by perimeter plantings.

Although planting patterns for surface parking lots will be uniform throughout the site, the species of tree selected for each parking area will vary. This variation will help users to identify which lot they are in, and will avoid the overwhelming appearance of any one species.

*Special feature plantings* respond to the unique needs of certain parts of the site. Examples of these are perimeter plantings, ring road plantings and conserved natural woodland near the railroad and Wallula.

A more extensive system of special feature planting is planned for areas on either side of the tracks east of the station platforms. This area has a number of important functions to perform, and appropriate landscaping can assist in their achievement:

- the urban design concept calls for a strong visual and functional link between the shopping center, City Hall, and the downtown core;
- the public open plaza to the east of the platform and north of the tracks must have sufficient enclosure to make it a congenial place to congregate, yet must be sufficiently open to invite passers-by to join in;
- some protection from cold northeast winds must be provided; a proper introduction to the mall and the station must be made for those approaching from the southeast;
- shady areas immediately south of the track must be made to contribute effectively to the sense of quality in the environment without prompting pedestrians to cross the tracks away from designated crossing places

A landscape concept has been developed which will address all of these needs in a manner which also reflects the basic intent of the landscape plan as a whole: to perpetuate the natural landscape of the area. Large forest trees are to be planted near the east property line on both sides of the tracks, those on the north side extending some way along the boundary to create a windrow. Proceeding westward along the tracks, progressively smaller native species will be selected, and more open planting arrangements will be used near a lawn in the plaza and hard landscaping becomes exclusive near the light rail platforms. South of the tracks, the area opposite the public plaza will be planted as a microcosm of a west Cascades forest glade, with small trees and shrubs predominating in a composition designed to signal the changing seasons. The overall effect will be of a compact woodland adapted to an urban context. It will complement the wilder vegetation which flanks arrivals from the west with a native landscape carefully integrated with its urban surroundings. It will provide a unique reference to the landscape which predominated before people settled this area, and will contribute a special feature to this development which exists nowhere else.



**Energy Conservation Techniques [3.1140A(2)]:**

Most significant in the overall conservation of energy is the concept of bringing mass transit to the heart of a regional shopping center. Although traffic projections assume that 10% of users will gain access to the center via public transit, the facility is able to respond immediately to dramatic increases in this proportion. A substantial increase in gasoline prices could cause such a switch, but even without such an event, general increases in the cost of living may be expected to encourage increasing numbers of employees and other to switch from self-drive automobile to transit for journeys to and from the center.

Orientation of exposed elements of the buildings has been considered in relation to prevailing winds and solar exposure (see the Natural Features diagram ). The extent to which specific measures given in the code is limited somewhat by the configuration and orientation of the site in relation to the Max tracks, but location of evergreens near exposed building walls and proper protection of large windows and entries are responded to directly by the proposed design. Also, alternative energy sources and equipment have been reviewed for their relative advantages from the energy conservation viewpoint. Thermal insulation requirements contained in the 1988 UBC and other applicable documents will be adhered to or exceeded in the detailed design of the structures.

The prevailing cold winter winds blow from the east-northeast, so the most vulnerable parts of the development are building entrances and other openings on the northeast and east elevations and the public open plaza to the east of the MAX station. The unusually dense plantings of trees proposed for the parking lots will themselves have some attenuating effect on the wind. The greatest benefit, however, will be from the windbreak plantings along the east property boundary immediately west of K-Mart, and the native plants garden to the south and east of the public open plaza. Both of these areas will be densely planted with a variety of evergreen and deciduous trees selected to ensure effective winter windbreaks as well as providing the desired seasonal coloring and massing effects.

Windows on the exposed sides of the buildings will be infrequent except in the vicinity of public entrances, where a high degree of transparency will be achieved through extensive glazing. The north entrance will be most openly exposed, and the technical challenge will be to achieve the desired level of transparency without compromising energy or cost criteria. When building design progresses to the stage of technical detailing, particular care will be taken in the configuration and specification of these areas to ensure minimal penetration of cold winds and surface heat loss attributable to them. Since the finished center will be operated by Winmar, there is strong motivation by the owner to adhere to sound energy saving principles and techniques for the entire project.

**New Tree Protection [3.1140A(3)]:**

Newly-planted trees will be supported by the use of stakes and wire to prevent damage by wind or other environmental factors.

**Irrigation [3.2240A(4)]:**

Landscaping will be irrigated by an underground system, except to the extent that landscaping will be able to survive without irrigation, in which case a certificate from a licensed landscape architect will be provided stating that the landscaping can survive without irrigation.



**Loading Area Operation [3.1140A(5)]:**

Loading and delivery areas have, as far as practicable, been separated from parking and pedestrian areas. Outside storage will be strictly controlled and areas used for this purpose, such as dumpster locations, will be screened from view by those using the center as well as those on adjacent streets. Care has also been taken in separating service vehicle maneuvering areas from pedestrian circulation routes.

**Storage and Solid Waste Collection Areas [3.1140A(6&7)]:**

Outdoor storage is not an anticipated use on this site. Solid waste collection areas are located for the convenience of merchants near loading bays, generally away from public circulation areas and out of view from surrounding streets and neighborhoods. Screening will be used to ensure proper concealment of these areas from patrons as well as hiding them from the view of persons using adjacent streets. Screening will also be configured to protect service openings from cold northeast winds.

**Identification of Buildings [3.1140A(8)]:**

A coordinated signage system will provide identity for the project, major and anchor tenants, clear direction to various destinations within the site, and information; all as necessary within customary convention.

**Right of way improvements [3.1140A(9)]:**

Rights of way adjacent to the site on Burnside, Wallula and Division St will be improved with new or enhanced sidewalks and street trees. Traffic signals will be provided at the project driveway on Burnside, and at the eastern driveway on Division St. When access from Eastman Parkway is completed, traffic signals will also be installed at that intersection.

Other street improvements, including off-site improvements, lighting, signalization, turn lanes, paving, curbs, sidewalks, bikeways and other facilities are described in the accompanying document *Transportation Impact Analysis: Gresham Regional Shopping Center*. (Exhibit B).

**Handicapped person access [3.1140A(10)]:**

The entire project is designed to conform with the applicable accessibility standards.

**Surface water drainage [3.1140A(11)]:**

The design of the center will utilize storm-water drainage facilities on-site so that there will be adequate capacity in the storm-drainage system to accommodate the runoff from the site, in accordance with the requirements of GDC 6.0210. Details of how precisely this is to be achieved are the subject of a separate agreement currently being negotiated with the City.

Off-site storm-water drainage is currently carried through the site in a 66" diameter buried pipe. This is to be replaced by a concrete box culvert designed in accordance with stipulations of the *Fairview Drainage Basin Master Plan* and will be capable of carrying projected 100 year flood run-off.



Greater detail of the proposed surface water drainage system is given on the utilities plan, easements map and grading plan, all of which are included in the accompanying set of drawings (Exhibit C).

**Traffic Circulation [3.1140A(12)]:**

Circulation within the site has been designed to minimize potential conflicts between pedestrians and vehicles, and to provide easy access to parking areas, service bays and exit driveways. Walkways have been designed to provide safe and amenable passage for those on foot. Emergency vehicle access is expressly provided for. Driveways are designed to accommodate peak queuing volumes without causing congestion on the streets to which they connect. Driveway intersections with the ring road are designed as "T" junctions to minimize conflicts and sustain uncongested traffic flows.

The pedestrian circulation plan (included in Exhibit C) illustrates how pedestrian routes, and in particular pedestrian crossings, have been located to ensure clear sight lines to on-coming traffic without compromising pedestrian convenience. Pedestrian and vehicular traffic are segregated to the extent that is consistent with considerations of personal safety, convenience and amenity.

A traffic management plan is contained in the accompanying report: *Transportation Impact Analysis - Gresham Regional Shopping Center* prepared by Kittelson & Associates. This report specifically addresses traffic management plan objectives and traffic management plan elements as well as other issues relative to traffic circulation.

**Wildlife Habitat [3.1140A(13)]:**

The applicant has made strenuous efforts to preserve and improve wildlife habitats on the project site. A wildlife expert was retained to search the site and determine the quality and extent of existing wildlife habitat. No significant habitats were found, but arrangements have been made for relocation of small mammals off of the site prior to construction.

Landscaping plans (described above) will make a significant contribution to wildlife habitats on the site. Although development of this largely unbuilt site will clearly remove areas and plant materials currently used by a variety of wildlife species, care is being taken in the design of landscaped areas to complement other habitats in the vicinity.

**Tree Preservation [3.1140A(14)]:**

One of the most intriguing and unusual features of this regional shopping center site is its topography. As discussed elsewhere in this report, the topography imposes some strict limitations on the configuration of buildings and parking areas. One unfortunate but unavoidable consequence is that a great deal of earth moving and regrading must be done to achieve workable floor areas, acceptable drainage circumstances and to satisfy other technical necessities. Regrading will affect most parts of the site except for certain perimeter areas - notably along Wallula - and the MAX right of way. For this reason, many trees which would otherwise be lost in the regrading process have been transplanted to perimeter areas of the property and to nearby nurseries.



It should be noted that the landscape plan is generous in the number and variety of trees proposed for introduction as part of the development compared with other centers of this type. The unavoidable loss of many trees existing on the site before development will be compensated for in two ways: the saving and replanting of worthwhile stock from the site itself and the introduction of large numbers of trees and other complementary plant materials to ensure effective buffers and to create an amenable sylvan environment around the buildings.

The extent to which trees can be preserved on site is conditioned by the extent of regrading necessary to its development. However, significant stands of existing trees along the western boundary are recognized as a valuable asset not only for their appearance, but as part of an integrated buffer system. The strategy along Wallula is essentially to preserve as much as possible of existing trees and shrubs, and to supplement them with plantings of new and transplanted material from other parts of the site. Together, these will provide a varied and natural-looking sylvan fringe which also provides useful habitat for species of flora found in the area.

Many trees and shrubs have been transplanted from areas of the site which are to be developed or regraded. Larger specimens have been 'heeled in' elsewhere on site until their ultimate locations are ready to receive them. Other specimens have been transported to a nursery for safekeeping until they too can be replanted on site.

Trees and other landscaping will be protected during the construction period.

#### **Crime Prevention [3.1140A(15)]:**

It is important to the commercial success of a project of this nature that it should present minimal opportunities for criminal activities and should create an environment in which shoppers, employees and transit patrons feel safe and secure. For this reason, principles of crime prevention through design have been closely adhered to thus far in the design process, and will be maintained as a high priority as details of configuration and construction are developed. Different responses to these concerns obtain in different parts of the development. Consequently, different solutions will be developed as detailed design progresses in each type of environment, including publicly accessible and private interior spaces, the MAX station and other transit facilities, open and covered walkways, driveways, rail crossings, parking areas, parking structures, loading and service areas and landscaped areas.

Although principles and intent are explicit at this stage, the details of implementation remain to be developed with detailed design of the buildings. It is anticipated that security arrangements will continue to evolve after opening of the center in response to changing circumstances such as hours of operation of the MAX station, the cinema and other elements of the center. An indication of how security systems will be administered can be inferred from review of Winmar's Washington Square security manual.

The central idea in *Crime Prevention Through Environmental Design* and similar documents is that one can, by thoughtful design, minimize the opportunities for surprise attacks by avoiding objects or circumstances necessary to the concealment of those with villainous intent. In so doing, one also creates an environment in which the intended users feel at ease and are encouraged to move about in greater numbers, thereby further increasing their own safety.



In practical terms, crime prevention through design can largely be achieved by rigorous application of some simple principles. These may be summarized as follows:

- Set trees, structures and other objects back from walkways and avoid corners with limited sight lines.
- Provide a consistent level of illumination along walkways at night. Avoid sharp differences in illumination levels as these give rise to areas of deep shadow.
- Select a light source which most closely resembles daylight in order to maximize people's ability to recognize one-another without requiring excessively bright lighting.
- Limb trees up above eye level along walkways and around parking lots. Other plantings in parking lots should be no higher than is necessary to screen headlights, thus limiting opportunities for personal concealment.
- In parking garages, column spacing should be kept clear of routes likely to be used by patrons; lighting levels should be uniform; doorways should be in full view of the main parking area or other populous place; elevators should be glazed and located on the outside surface of the building in full view of passers-by; stairways should be as open to the outside as is consistent with fire and life safety codes; panic alarm switches should be located in any concealed or semi-concealed area in which patrons might find themselves cornered. In a simple structure such as those proposed here, opportunities for concealment will be few; uniform lighting, appropriate column and wall location and multiple escape routes are the principle concerns.

Most of the principles outlined above are designed to prevent crimes against people, but many are also pertinent to the prevention of crimes against property, such as theft from cars. Clear visibility of building entrances will diminish the likelihood of unauthorized entry. Service enclosures and re-entrant corners provide welcome cover for criminals. Good, uniform lighting levels around the building perimeter are desirable in this respect. Ancillary structures may also offer criminals an opportunity to gain access to the roof, where they can force illegal entry at their leisure. A relatively clean and sheer external wall to each building is therefore desirable from the standpoint of crime prevention.

All of these precautions can be effective without excessive expenditure. The intention is simply to anticipate criminal misuse of facilities at the design stage and to remove such opportunities without compromising the overall design intent. Winmar has taken advice on these matters from security personnel and others employed at other Winmar centers in order to be alerted to such criminal possibilities at the design stage.

Another area of crime prevention through appropriate design is in use of both active and passive hardware to protect access and property. Again, Winmar's experience in retail complexes elsewhere will guide the selection of appropriate locking and alarm systems.

Traffic safety, especially where vehicle-pedestrian conflicts are concerned, depends in large part on maintenance of adequate sight lines at intersections, driveways and pedestrian crossings. Uniform lighting without any dark spots is particularly important at such locations. So too is the design of landscaping to ensure that even if plant materials are not regularly tended, sight lines will not be impaired.

Identification of each location on the property will be important to ensure quick response of emergency services. Clear signage and unambiguous names are important in this regard.



Directories will be designed with this in mind. Fire access roads and any other emergency routes will be clearly identified.

The shopping center will maintain full-time security services to protect the safety of employees, customers and other users of the shopping center. The Winmar Company owns and operates Washington Square located in Tigard, near Beaverton, in Oregon. Security measures will be modeled after those used at Washington Square, modified to the particular circumstances of the proposed shopping center. A copy of the security manual for Washington Square is available for review by the City, should the City wish to inspect it.

The shopping center is being designed in such a way that opportunities for criminal activity will be minimized by avoiding objects and circumstances in which personal concealment is possible. The design will promote a sense of security for users of the center.

Close-circuit television systems and direct access communications with local police are anticipated and will be coordinated with the local police department.

**Screening of Mechanical Equipment [3.1140A(16)]:**

Mechanical equipment located on roofs and adjacent to buildings on the site will be screened from view by architectural means or by plantings as appropriate.



**3.1140B -Transit Development District Guidelines**

Additional Transit Development Design Criteria and Standards are listed in section 31140B. The proposed development responds to these as follows:

**Pedestrian Environment and Access to Transit Facilities [3.1140B(1)]:**

- a. Barrier-free circulation is provided between all facilities within and around the buildings, Max station and site.
- b. On-site vehicular and pedestrian circulation has been designed to minimize conflicts by ensuring open sight lines at clearly defined crossing places; by providing protected walkways at convenient locations which do not conflict with loading bay maneuvering space or other especially hazardous circumstances; segregation of walkways from moving traffic areas to the extent possible without compromising safety and convenience considerations.
- c. Special pedestrian amenities have been included as integral elements of the site and building design. These include a public plaza near the light rail platform, numerous pedestrian walkways within the site which also connect to sidewalks on surrounding streets, special landscape features, opportunities for indoor and outdoor kiosks and vending and various items of street furniture including pedestrian lighting, benches and bicycle racks.

**Building Facades Adjacent to Transit Facilities [3.1140B(2)]:**

- a. The buildings are designed with a consistent palette of colors and materials and employ consistent architectural features and details. Exterior wall surfaces will be of split faced concrete block. Roof surfaces will be color coated metal. Roof lights and building entrances will feature exposed, painted steel columns and trussed with clear glazing. These columns and trusses will be visible throughout common spaces within the center, and will provide a consistent theme, centering on a ring of columns at the rotunda. Within the rotunda, a glazed envelope will provide clear views between MAX, the platforms and the interior of the malls.
- b. A regional shopping center offers the opportunity for diverse facade expression with six separately identifiable department stores, a food hall, a light rail station, a cinema and three major pedestrian entrances. Together these provide a substantial mix of images and materials. In the vicinity of the light rail station, a high degree of transparency has been achieved in order to relate the station as strongly as possible to the heart of the retail complex. Store fronts will flank the north platform, while the south platform will be divided from the main mall space only by glazed doors and windows.

**Building Orientation to Light Rail Transit [3.1140B(3)]:**

- a. The center will be directly accessible from Max platforms. The platforms themselves will be protected from the weather by the building overhead. Bus loading and unloading areas are proposed immediately east of the station square for added convenience of riders. Future operational arrangements by Tri-Met cannot be anticipated, but provisions have been made to accommodate buses on the entry drives and ring road with a set-down and pick-up zone located as close as possible to the MAX station.



- b. The site will span the light rail tracks, and will provide direct and convenient access for transit patrons.
- c. The station platforms will immediately adjoin primary entrances to the center.

**Required Parking and Parking Location [3.1140B(4)]:**

- a. The location of parking and maneuvering areas is determined by the configuration of the site and functional requirements of the center. However, primacy in convenience is clearly afforded to light rail patrons, since they will be able to step directly from MAX, across the platform and into the center. No park and ride facilities are to be provided at the center, since this need is already served nearby.
- b. Neither parking nor maneuvering areas will intervene between the Max station, the bus loading and unloading area or the entrances to the center which adjoin the platforms.
- c. Lots between the ring road and the site perimeter, other than the site fronting Burnside for which a department store is proposed, are designated for future development with uses compatible with the TDD provisions. Until the market for such use develops, these lots are proposed for interim parking use. When this parking is displaced, parking structures at the south end of the site will be built to accommodate needed parking.
- d. Parking demand and transit use will be monitored through the early years of operation to determine whether reduced parking ratios can be justified. The findings may then influence the extent of structured parking built to accommodate that which is displaced from the out parcels by new development.
- e. Initially, project parking, parking at City Hall and parking at the City Hall station will be the only significant parking in the immediate district.
- f. Joint and shared parking is planned for the many businesses and facilities which will be accommodated in the center.
- g. The ring road will provide shared access for all development on the site, including future uses to be developed on lots between the ring road and the site perimeter. Direct access to and from the City Hall property has also been planned, allowing greater integration of the access interior and circulation systems.
- h. Proposed parking ratios are within the limits prescribed in Section 3.0330. The total number of parking spaces proposed is 4904. These will serve a total of 950,000 SF giving a parking ratio of 5.0 spaces per 1000 square feet of floor area.

**Building Setback Variation [3.1140B(5)]:**

- a. Setbacks of buildings and parking in this application are equal to or in excess of the minimum standards of the underlying district.

**Incidental Drive-Through Uses [3.1140B(6)]:**

- a/c The center does not include drive-through uses. If such uses are subsequently proposed, as for example on one or more of the out parcels, they will be subject to separate review by the City to ensure conformance with regulations in effect at that time.

**Service and Loading Areas [3.1140B(7)]:**

- a. Service and loading areas will be visually screened from the Max station and from adjacent streets.



**MASTER PLAN AND SITE DESIGN CRITERIA:**

Section 3.1141 of the Community Development Plan describes the master plan and site design criteria and standards applied to regional shopping center sites. The proposed center satisfies these standards as described below. Each provision is addressed separately and is referenced by the corresponding numbers and letters used in Section 3.1141. In order to provide a context for the project's response to these criteria and standards, this section begins with a broad summary of the applicants objectives as they relate to those of the City.

Winmar recognizes that access and other constraints affect portions of the TDD district which are not controlled by them. While some provision can be made for access to the ring road - as for example is shown for the property in the northwest corner between Major Retailer 1 and Wallula - the timing and form of future development cannot be anticipated. Consequently, no attempt is made to predict when or how those properties will develop or be redeveloped. Although Winmar's design consultants have done some conceptual planning of other properties immediately east of the subject site, these are of a speculative nature only, with the purpose of investigating future links between the project and downtown Gresham.

**Context and Summary of Objectives:**

Objectives for this project can be presented in three categories:

- Civic objectives
- Transit related objectives
- Commercial objectives

Civic objectives are related to the specific location of the project between Gresham's city center and an extensive residential area to the west. The project will improve the quality of life for those who live nearby as well as those who use the city center. Some objectives in this context are:

- Provide a western terminus to Gresham's downtown commercial district.
- Increase opportunities for commercial and recreational activities in downtown Gresham.
- Encourage transit and foot traffic in a predominantly auto-oriented district.
- Enhance the image of Gresham as a maturing urban center.
- Anticipate future growth by appropriate location of driveways, walkways and building orientation.
- Capitalize on the topographic features of the site, which are unusual for a shopping center of this type.
- Protect nearby residential streets from traffic impacts.
- Create an effective buffer between nearby residential properties and incompatible uses on, and to the east of the site.
- Capitalize on landscape features on the site, making good use of plant materials which are native to the area.
- Respond to any relevant historical precedents.
- Configure buildings and landscape to optimize views of Mount Hood from the center and to shelter pedestrians from cold northeast winds.
- Create a center which sets a precedent in quality of design, materials and landscaping for subsequent development nearby.



- Provide for safe and convenient pedestrian access.
- Provide a flexible system of vehicular access to the site which will accommodate future changes in external traffic patterns without contributing excessively to congestion.
- Set a precedent for urban design excellence within acceptable budget parameters.

Transit related objectives for the most part contribute to 'Project Break Even': a development concept intended to finance the light rail operating subsidy through stimulation of increased off-peak ridership and derivation of lease revenues from the regional shopping mall. Some specific objectives are:

- Stimulate new off-peak ridership.
- Provide 10% to 15% of trips to the shopping center via transit, including light rail and bus services.
- Increase the proportion of light rail operating costs paid for by fare box revenues.
- Ensure a source of revenue to help offset light rail operational costs associated with the new station, and to meet or exceed a predetermined portion of the current operating subsidy for east side light rail.
- Enhance the exciting image that light rail already enjoys in the community.
- Improve overall transit service to the Gresham community.

Commercial objectives are largely reflected in the selection of this site for development of a regional shopping facility to serve the east county and complement the services and facilities already provided in downtown Gresham. They relate to accessibility of the site to the targeted population, to the influence of established commercial and recreational activities nearby, and to the attractiveness of Gresham as a location to prospective retailers. All of these in turn relate to the level of profitability that Winmar must derive from the venture, and the revenue stream that Tri-Met needs to meet its transit subsidy off-set commitments. This location close to downtown Gresham will enable fulfillment of the following objectives:

- Satisfy unfulfilled regional retail demand.
- Establish the center and downtown Gresham as a primary focus for retail in the east county.
- Complement services and facilities available in downtown Gresham.
- Attract customers from beyond the immediate service area.
- Accommodate access and parking needs economically and conveniently.
- Encourage light rail patronage.
- Minimize costly off-site impacts.
- Anticipate future nearby developments which may affect operation of the center.
- Maintain the center as an attractive destination for shoppers.

#### **Master Plan Objectives and Elements [3.1141A(1):**

a. The buildings will be configured on the site in response to edge conditions and other factors discussed above. The new MAX station and the majority of the shopping center buildings will be distanced from the perimeter by a fire lane, parking, a ring road and buffer landscaping. Access from the perimeter of the site will be via driveways and sidewalks which connect directly to surrounding public right of ways. These connections will be arranged to respect the safety and convenience needs of all modes of transport. Points of access will be disposed to minimize undesirable traffic impacts off site. Transitions between nearby neighborhoods and the center will thus be orderly and harmonious with the existing context.



Since Gresham does not currently have a regional shopping center as defined in the TDD, facilities in the proposed center will complement nearby retail and commercial districts. The nature of this relationship and an indication of the difference in marketing strategies used for a regional shopping center is given in some detail in the *Market Need Evaluation* report which is included in Exhibit A. Proposed traffic management measures are summarized elsewhere in this report and are elaborated upon in the Transportation Impact Analysis which is attached as Exhibit B. This analysis demonstrates that the transportation system within the impact area of the center is more than adequate to handle anticipated impacts attributable to the shopping center.

b. The size of the shopping center and the diversity of opportunities and amenities it offers will assure its effectiveness as a major focus for the community. Fully integrated with a new Max station, it will be a unique retailing entity within the region and beyond. It will introduce new visitors to the Gresham area, and can be expected thereby to enhance other businesses in the area. Furthermore, the compact design of the center and its purposeful connections to City Hall and downtown Gresham will contribute significantly to the emergence of Gresham as an urban center.

c. Pedestrian and vehicular circulation systems onto and within the site have been designed for clarity and safety as well as the convenience of users. Primacy is given to transit to an extent unknown in any regional shopping facility in the country. A new Max station is located at the center of the complex and is carefully integrated into the mall so that patron convenience is maximized. Driveways have been designed to accommodate bus circulation through the site, and have been planned with flexibility in routing in mind. Undesirable traffic impacts in adjacent neighborhoods will be limited by unusually high transit ridership by shoppers, by the intentional omission of driveways to and from Wallula (although pedestrian access will be provided) and because of a balanced spread of driver origins and destinations in all directions from the site, all served by the existing arterial road system.

d. This application includes plans for all parts of the property. The majority of the site will be developed in the first phase, setting a clear framework for subsequent development. A long-term urban design framework plan is included in Exhibit C. The Max track running southeast from the shopping center is intended to become a focus for future development and a primary route for the movement of people between downtown Gresham, the City Hall and the project.

e. The plan for the site includes the access arrangements, parceling and general use category for all land within Winmar/Tri-Met ownership. A long term plan for the surrounding area depicts changes and developments anticipated by City staff. Design and arrangement of the project will:

- Respect the established character, stability and livability of surrounding residential districts by enriching quality of life through increased recreational and commercial opportunities and by minimizing associated nuisances such as noise and traffic impacts.
- To the extent possible within site constraints, locate and orient more intensive site uses and activity areas, including those with high evening patronage, away from surrounding neighborhoods.
- Effect the orderly development of a large tract of land in a manner consistent with the Comprehensive Plan.
- Minimize the likelihood of disturbance to adjacent areas by discouraging piecemeal commercial conversion, traffic, noise and visual impacts.



**Master Plan Elements [3.1141A(2)]:**

- a. Market information which substantiates the economic need for the facility is provided in the report *Market Need Evaluation* which is included in Exhibit A.
- b. A conceptual site development plan is attached in Exhibit C.
- c. A conceptual plan of the surrounding area has been prepared on the basis of changes and developments anticipated by City staff. This is attached in Exhibit C.
- d. Perspective views of the site and major buildings are attached in Exhibit C.
- e. All property owned by the applicant is accessible via the on site ring road. Out-parcels for which specific development proposals have not yet been made will be accessed by this ring road. No uses are contemplated other than those permitted by designated zoning.
- f. A site analysis diagram, as specified in Section 3.1130A(1) is attached together with other drawings in Exhibit C.

**Building Design and Scale [3.1141B(1)]:**

- a. Theme and Image:

No precedents exist on the site for architectural style, scale or materials. The architecture therefore reflects the functions accommodated and the civic and commercial objectives outlined above. From the exterior, architectural interest is focused at the principal building entrances and around the public open plaza. At each of these locations, the otherwise opaque envelope of the retail structures is interrupted by extensive glazing which reveals the exposed steel columns and roof trusses which persist as a theme throughout the common spaces within. These features are also visible through glazed portions of the rotunda roof and the lesser domes which punctuate and identify the mall roof. The imagery is of a regional shopping center which is focused upon a transit station, one for which few patterns exist. Orientation is toward the light rail line and toward downtown Gresham; away from nearby residential neighborhoods which the massing of the buildings will protect from disturbance.

A light steel structure with extensive glazing of public areas adds a sense of openness and accessibility to the complex. Blank walls are articulated to create sculptured surfaces, and are offset by visible activity within the malls and the central court. The glazed dome over the central court provides a grand central space at the confluence of the north and south malls and reinforces the focus on the light rail station below. The station platforms and intervening tracks will be isolated from the rotunda through which it passes only by a clear glazed envelope, so shoppers and transit users will be clearly visible to one another. Trains will similarly be visible from within the malls, providing a strong thematic reference to the slender, exposed columns and trusses which will be used throughout the common areas.



b. Transition to Surrounding Area:

The building complex is centrally placed within the site, eliminating sharp contrasts with nearby buildings and uses. Harmonious transition is achieved by judicious use of topography and landscape. The largest mass of the building will be exposed to the east along the light rail line towards downtown. The bluff on the north side of the rail line provides a natural transition to the single storey part of the mall. Views from Burnside will be of this low structure with the central rotunda rising behind it. From the west (Wallula) side, existing and supplemental landscaping material will create an effective screen through which the glazed mall and rotunda roofs will be discernable. From Division, views will be down onto the buildings, so again their true mass will not be apparent.

The height of exterior walls is generally 44 feet for the two story portions and 24 feet for the single storey portions of the building. The ridge line of the mall rises 66 feet above the lowest floor level, and yet is approximately equal to street level at Division and Wallula. The highest point on the proposed building is the top of the rotunda which will be up to 108 feet above the MAX tracks and platform, or 75 feet above existing ground level on the plateau north of the tracks. This is the only element of the building which will be visible from some directions. The greatest impression of height will be gained by those approaching from City Hall.

c. Landmark Features:

A partially glazed roof over the central court will rise up to 108 feet above the transit station. It is located on axis with the light rail tracks, exploiting their right of way as a view corridor from downtown Gresham. The dome will signify the western limit of central Gresham's commercial area as well as marking the center of activity on the project site.

d. Interior Mall Spaces:

As the drawings show, these spaces have been designed in accordance with the objective of making the center an attractive destination for shoppers. Amenities include a food court, a theater and a decentralized system of gathering areas suitable for a variety of programmed and spontaneous events. Rest rooms will be located conveniently close to these facilities. Incidental seating areas other than those associated with the food court have yet to be designed, but will certainly be included. Some can be expected to take advantage of naturally lighting throughout the common areas.

**Buffering and Setbacks [3.1141B(2)]:**

a. Buffering Strategies:

The project site is surrounded by residential neighborhoods to the north, west and south. The nature of separation between site activities and the nearest residential properties varies markedly around these perimeters, so varying buffering strategies have been adopted at each location. The general intent is to augment the natural features which already exist at each location, so that changes to the outlook of nearby properties will be interfered with as little as



possible. Specific landscaping proposals are shown on the accompanying drawings (Exhibit C), but the general intent and strategies for effective buffering can be described as follows:

The most sensitive edge of the project site is to the west where adjacent neighborhoods are separated by Wallula Ave, a neighborhood collector street which currently carries 850 vehicles per day. Fortunately, this is also the most densely wooded edge of the site, so a strategy has been developed to create an effective and attractive visual buffer by reinforcing existing trees and shrubs with additional plantings.

One area in which no significant vegetation exists is the south portion near the intersection of Wallula with Division Street. Here, the more substantial trees have been removed for road widening purposes, so the buffer must be created artificially. However, this part of the site fronts an apartment complex, currently under construction, across Wallula, and is recognised as the least sensitive portion of this street frontage. Here as elsewhere, the extent and composition of the buffer landscaping will be matched to performance criteria which take account of degree of grade separation and other factors. A strip of land has been set aside for buffer landscaping, and trees from parts of the site which are to be regraded have been removed to a nursery for replanting on the site at a later date.

At its lowest point, Wallula crosses an old swale. To the north of this, substantial trees remain on both sides of the street, though their density and maturity are variable. Winmar has acquired wooded lots to the west of the street which will be committed to provide greater protection to residential properties in this area. The agreement which will secure the future of these wooded lots is not part of this submission, but the intent has been agreed. On the project site, the landscaped buffer strip will be continued to incorporate existing trees and new plantings. Noise from vehicles using the on-site ring road and parking areas will be further attenuated by earth banks where pavement levels are below those of Wallula.

Immediately south of the railroad cutting is an area of mixed woodland which includes some substantial trees and under-story vegetation, providing good wildlife habitat. A triangular parcel of this woodland measuring about three-quarters of an acre is to be preserved as a natural woodland extension to the buffer system.

North of the MAX tracks, trees conform to former home sites. Plantings are more formal in their arrangement, and include dense rows of evergreens. The future of those located within the Wallula right of way is uncertain, but if they can be preserved, they will contribute significantly to the effectiveness of the buffer. New plantings will take many years to achieve the height and density of the existing specimens. This is an area of particular sensitivity since housing to the west of Wallula does not benefit from the extra protection of wooded lots which front their neighbors to the south. For these reasons, every effort is being made to conserve mature trees in this vicinity.

The site is separated from the neighborhood north of Burnside Street by a five lane principal arterial which carries over 15000 vehicles per day. Vehicle movements on the project site will make no perceptible difference to traffic noise experienced by residents north of Burnside, since noise levels will be insignificant compared with those emanating from the arterial street. Existing walls will protect most housing north of Burnside from headlight beams from vehicles maneuvering on the project site. These walls also preclude most views into the project by residents, and vice versa. However, new perimeter landscaping is planned to border the site along the street frontage, and to screen headlight beams from interfering with street traffic.



Perimeter plantings will also soften the appearance of surface parking lots and provide a green foreground. The function of this portion of the buffer system is therefore primarily aesthetic, and will benefit road users more than neighboring residents.

To the south, the site is bounded by Division Street, a five lane principal arterial street. Busier than Burnside, this high volume traffic arterial carries over 20,000 vehicles per day, and interference to residents south of Division caused by this street traffic will render vehicle movements on the project site imperceptible. Additional buffering of neighborhoods to the south is provided by the topography, for the land falls away abruptly to the north of Division, and will slope more steeply following regrading. Site activities close to the southern boundary will thus be largely obscured from view to residents across the street. Planned perimeter plantings and street trees will further screen buildings and activities on the site.

The eastern boundary of the site is shared with a K Mart parking lot, undeveloped acreage adjoining City Hall, and a plywood mill. Unlike the other three boundaries, this one is not defined by a right of way, nor does it adjoin residential property. Perimeter landscaping including windrow plantings are planned for this boundary, but no special treatments are needed to buffer sensitive uses.

Since buffering landscaping treatment is to be installed on all boundaries of the property which abut streets, no interim plantings will be necessary. All buffering and screening will comply with GDC requirements.

b. Maximum Building Height - Height Transition Area:

The only building which is a part of this application and which abuts or faces a residential district across a public street is the department store located near Burnside and Fariss. The height of this building will be 26 feet; within the limits imposed by the underlying zoning regulations. Beyond it, the top of the rotunda will rise an additional 50 feet to its highest point. This point will be approximately 1100 feet from the site boundary at Burnside.

Parking and Loading Areas [3.1141B(3)]:

a. Parking Areas:

Parking and loading areas have been designed to conform with the dimensional, landscape and circulatory requirements of the Community Development Plan. Parking stalls are provided at a ratio of approximately five per 1,000 SF of retail space; a ratio which exceeds the minimum requirement but is within the allowable maximum. Parking stall and maneuvering spaces are dimensioned to Gresham standards. Handicapped parking spaces and bicycle storage spaces, provided at the rate of one per fifty regular stalls, are located close to building entrances for maximum convenience. Specific parking proposals are as follows:

For 950,000 SF retail	4750 parking spaces provided
For 2000 seat cinema	670 parking spaces provided, of which up to two thirds may be shared with retail users
Total surface parking	2810 spaces inside the ring road 960 spaces outside the ring road



Total parking on decks	1134 spaces
Total handicapped parking	100 spaces included in the above
Total automobile parking	4904 spaces
Total bicycle parking	100 spaces

Parking lots are designed to accommodate internal circulation without using the ring road, and all are accessible exclusively from the ring road and from one-another. Lots are divided by landscaping into sub-lots each containing fewer than one hundred parking spaces. The majority of these landscaped dividers incorporate a footpath which runs from the ring road to a building entrance. Major entries are distinguished with double rows of trees and wider footpaths.

b. Loading Areas:

Loading areas are, as far as possible, located away from pedestrian circulation areas. In some instances such proximity is unavoidable. In every case, loading areas will be screened from public view by walls, plantings or a combination of both. None will be clearly visible from streets which bound the site. Maneuvering space associated with loading docks has been kept distinct from parking lot circulation space to the extent possible so that potential conflicts are reduced to a minimum. All parking and loading areas will comply with GDC code requirements.

Traffic Management, Circulation and Access [3.1141B(4)]:

The traffic management plan is contained in the accompanying report: *Transportation Impact Analysis - Gresham Regional Shopping Center* prepared by Kittelson & Associates. This report specifically addresses traffic management plan objectives and traffic management plan elements.

Access to the site by foot will be encouraged by the provision of footpaths to adjacent streets. Bus routes which operate in the area and could contribute to access are services 4, 25 and 82. MAX will however provide primary transit access.

Public Spaces and Amenities [3.1141B(5)]:

a/d Provision of Public Spaces and Amenities - an Integrated Response:

The project is unusually rich in the extent and diversity of public spaces and amenities to be provided. The design shows a commitment to urban design in its treatment of the light rail alignment as a potentially important pedestrian corridor linking the project to City Hall and other commercial developments - some in existence, others yet to be built - to the southeast. The terminus of this space will be an open plaza, sheltered to the east by trees, to the northeast by a specially located windbreak of trees, to the north and west by buildings. It will be open to the sun from the south, and will overlook a woodland garden across the tracks which will recall the forest species that once occupied this land. The plaza will be overlooked by the center court of the enclosed shopping mall, and will be a highly visible focus for festivals and special events during the warmer months. It could also accommodate market stalls and other seasonal retailing.



The light rail station is a natural extension of this plaza within the building, using the same paving materials, but necessarily depending more on artificial lighting to maintain adequate levels of illumination, and to make the transition to the controlled environment within the mall. Furnishing and finishing of the station will reflect the established vocabulary of materials and fixtures used in other MAX stations. This is especially important since the platforms will be entirely enclosed thus distinguishing this station from most others on the system.

The indoor counterpart of the plaza will be the center court; the rotunda in which the north and south malls meet. This is also the space into which MAX passengers will ascend to access the upper level of the mall. The rotunda will extend into a food court to the east which will overlook the plaza and the MAX line. Its windows will also capitalize on the view of Mount Hood. The Center Court will complement the outdoor plaza, accommodating events and exhibits which cannot tolerate the vagueries of wind and weather.

Each of these indoor and outdoor spaces is connected via a variety of pedestrian routes to lesser public spaces in an organized hierarchy. Within the mall, the upper and lower walkways to the south will interconnect at two minor rotundas along the way, terminating in a major entry hall at the end of the building. To the north, the single level mall will widen into a space filled with kiosks and programmed events.

Principles of safety in design are rigorously adhered to as mentioned elsewhere; so too are principles of environmental quality which are evidenced by the choice of materials and the prominence of amenities throughout the site.

e. Micro-Climate:

Outdoor spaces are closely allied with the landscaping plan, which provides varying degrees of protection and exposure to the pedestrian, giving variety and interest to those who choose to move through the site on foot. In particular, tree plantings have been located and selected to give protection to the public open plaza from cold winter winds which blow from east-northeast. The primary windbreak will be a dense planting of mixed deciduous and evergreen species along the east boundary near K-Mart. The second line of defense will be groups of trees closer to the public plaza itself. General attenuation of wind will be contributed to by tree plantings throughout the open parking lots.

f. Use of Public Spaces:

A formal agreement between Winmar and the City will be completed. This will assure continued public use of public spaces and amenities which Winmar intends to dedicate.

g. Relation to Adjacent Area:

Public spaces and amenities provided in this development will complement those already available elsewhere in the area. As infill development occurs and links to the downtown core are strengthened, so increasing importance will be recognized in the pedestrian circulation framework which this project establishes within and across its boundaries. Specifics of infill development cannot be anticipated, but the MAX line establishes a permanent corridor along which the proposed development is oriented. As future development occurs, orientation



On site programs relate directly to public safety within the surrounding areas, and so the interface with those areas is important. Much of the response to these considerations in design is covered by *Crime Prevention Through Environmental Design*, and site lighting considerations. These are discussed above in the section titled *Crime Prevention [3.1140A(150)]*. Details such as emergency response coordination mechanisms with local public safety agencies will be worked out as technical design proceeds, and are expected to continue to evolve after the center has opened in response to such changes as operating hours amendments for the cinema, MAX station and other facilities in the center.



towards this corridor would strengthen its role as a unifying axis of movement within the downtown: for pedestrians and local vehicular trips as well as for transit riders.

Included in the Appendix is a pedestrian circulation diagram which illustrates the comprehensive nature of the pedestrian network connecting amenities in the center to nearby streets and neighborhoods. These include a major pedestrian axis oriented toward downtown past City Hall, footpaths to Wallula and sidewalks along all driveways onto the surrounding street system.

**Linkage to Existing Commercial Districts and Activity Centers [3.1141B(6)]:**

a. Desirable Linkages:

The Urban Design Framework Diagram underlines the significance of connections between the project development and areas to the southeast - which include City Hall, Downtown Gresham and intermediate commercial facilities. A fundamental premise of the site design and building massing is that it form a western terminus to the commercial center of the city, separating as it does commercial uses to the east from residential neighborhoods to the west. The light rail line is seen as becoming increasingly important as a focus for local movement, both on foot and by transit. The project establishes a precedent for a special boulevard treatment, providing a high quality pedestrian environment parallel to the MAX track and adjacent to a driveway which is comparable to a neighborhood collector street in its design and capacity.

Vehicular access to the site is primarily via Burnside and Division Streets, with additional access via Eastman Parkway. These are all principal streets which provide direct and convenient access to all nearby commercial districts and activity centers.

b. Related Economic Activities and Uses:

The retail and service markets served by the center will be primarily regional in nature and as such will complement many convenience and specialist retailers located in the downtown area. The attached report, *Market Need Evaluation*, included in Exhibit A, enlarges on the relationship of economic activities and uses on site to those within other Gresham districts.

c. Marketing Outreach:

A strategy for marketing outreach to include existing Gresham business associations is included in Exhibit A. A description of proposed cooperative steps in establishing such a program is also included.

**Public Safety [3.1141B(7)]:**

a. Site Security Program:

In common with most regional shopping centers, this center will include a site security program for tenants, employees, shoppers, visitors and delivery services. Discussions are under way with those responsible for the implementation of such programs at other Winmar shopping centers to determine how existing programs and techniques can be improved upon here.

b/c. Management of Site Activities and Uses, Crime Prevention Design, Emergency Response Coordination and Site Lighting:



**APPENDIX**

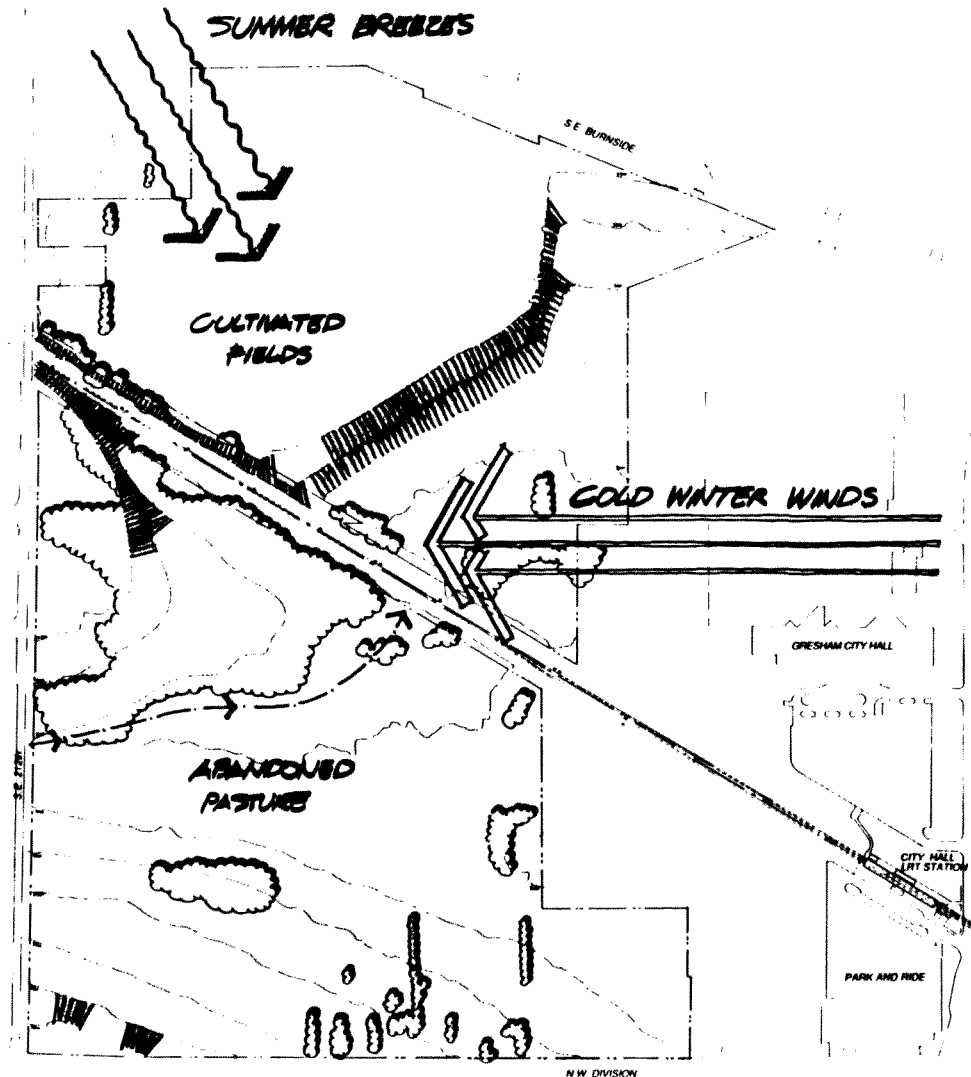
Reduced format diagrams, plans and drawings are included for convenient reference. Large scale versions of these documents are attached as Exhibit C. Outline specifications for landscape and irrigation installations are also included here.



**MCGILL INDUSTRIAL PARK**

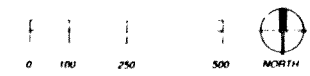
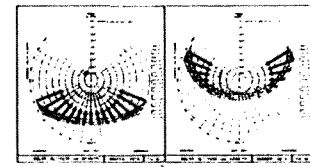




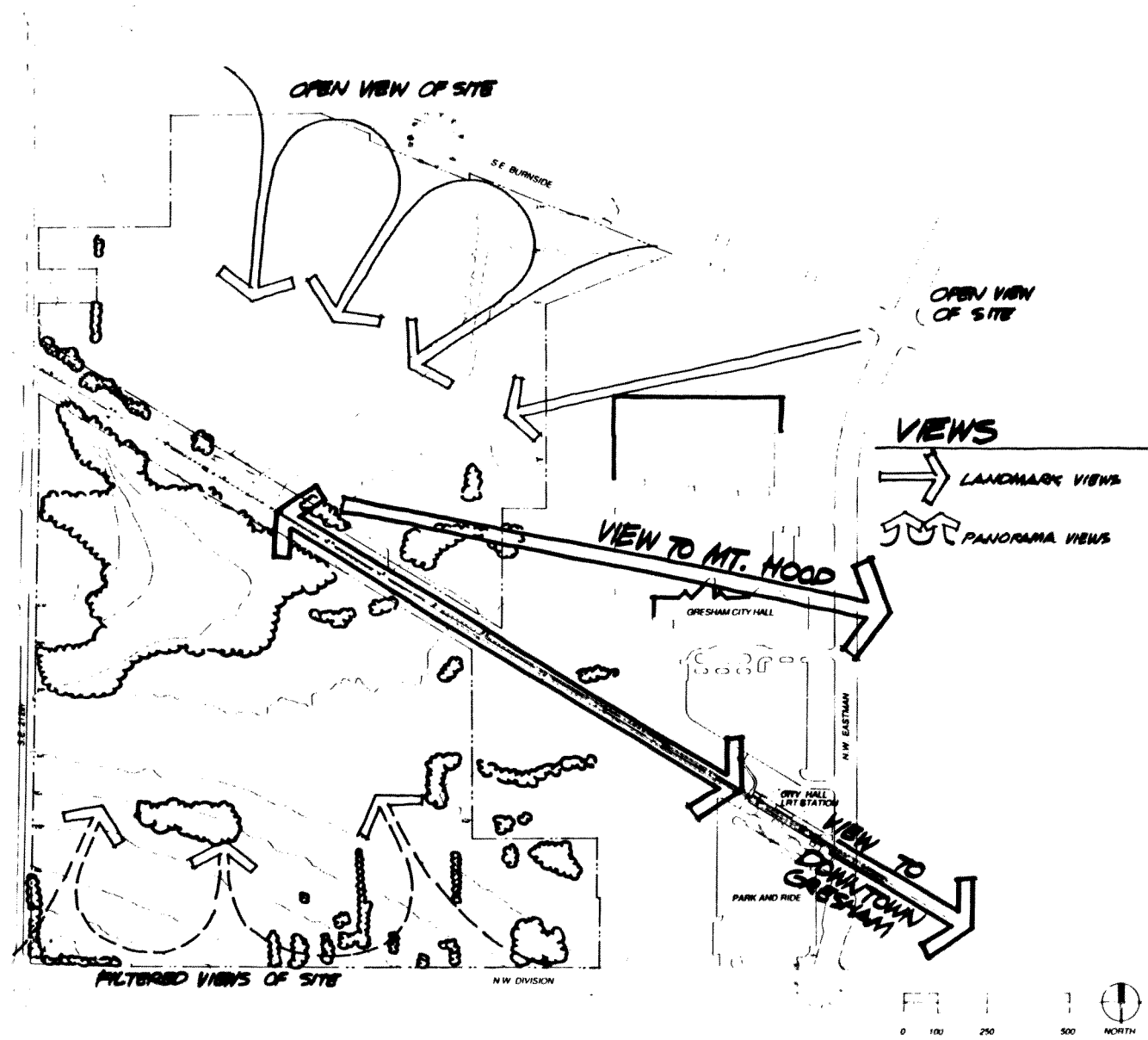


# **NATURAL FEATURES**

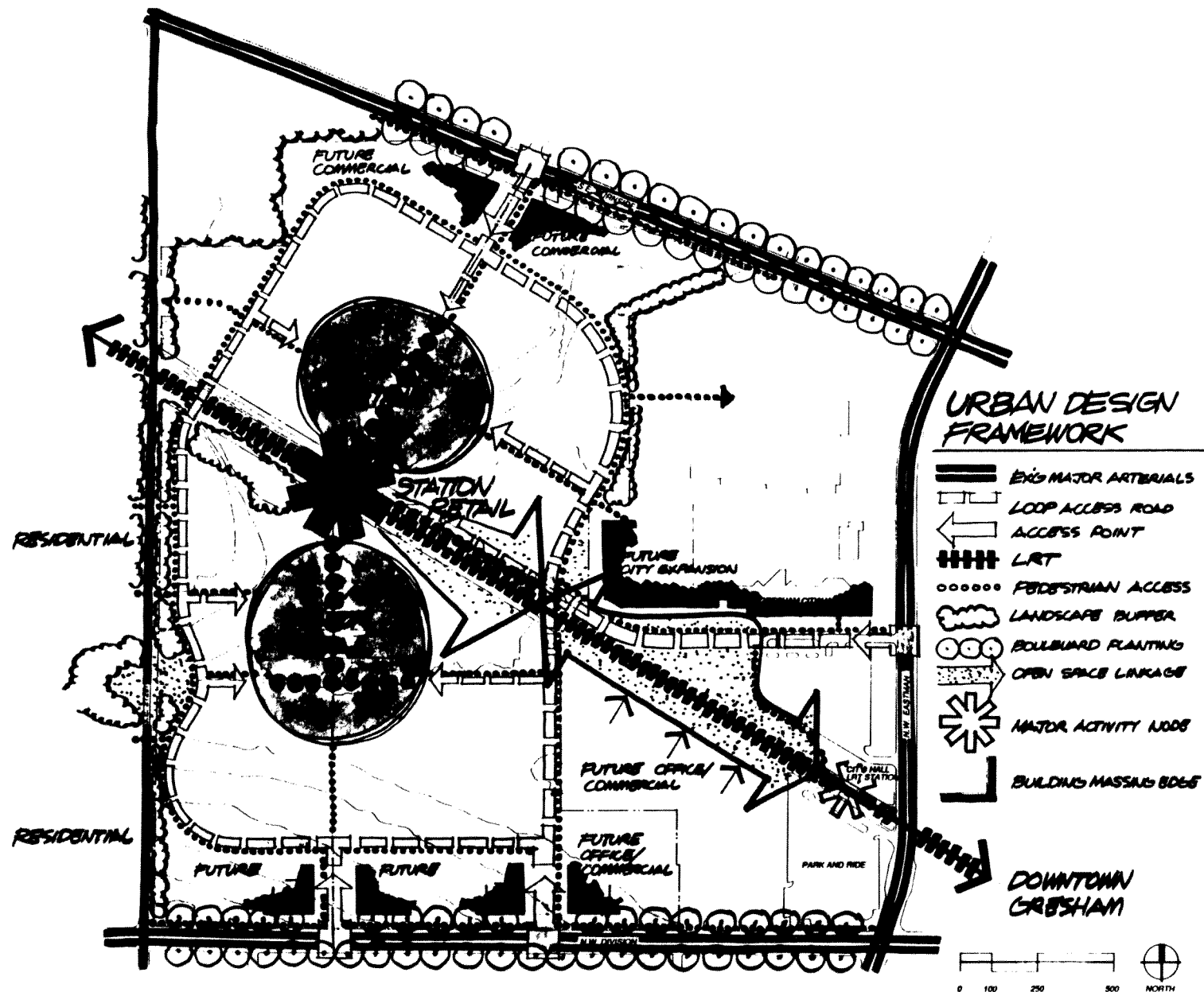
- SEASONAL DRAINAGE
- 15%+ SLOPES
- EXISTING TREE MASSES



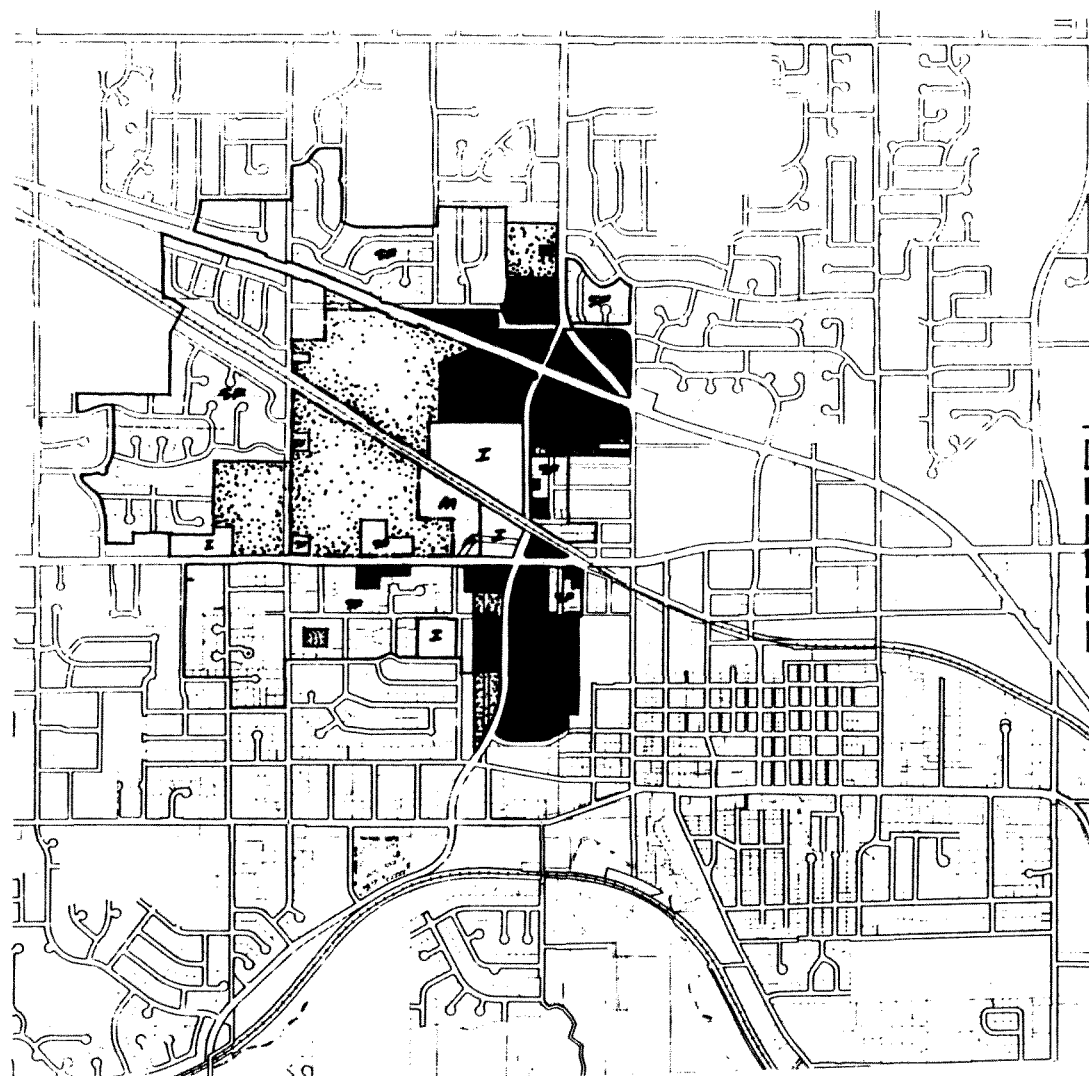












# EXISTING LAND USE

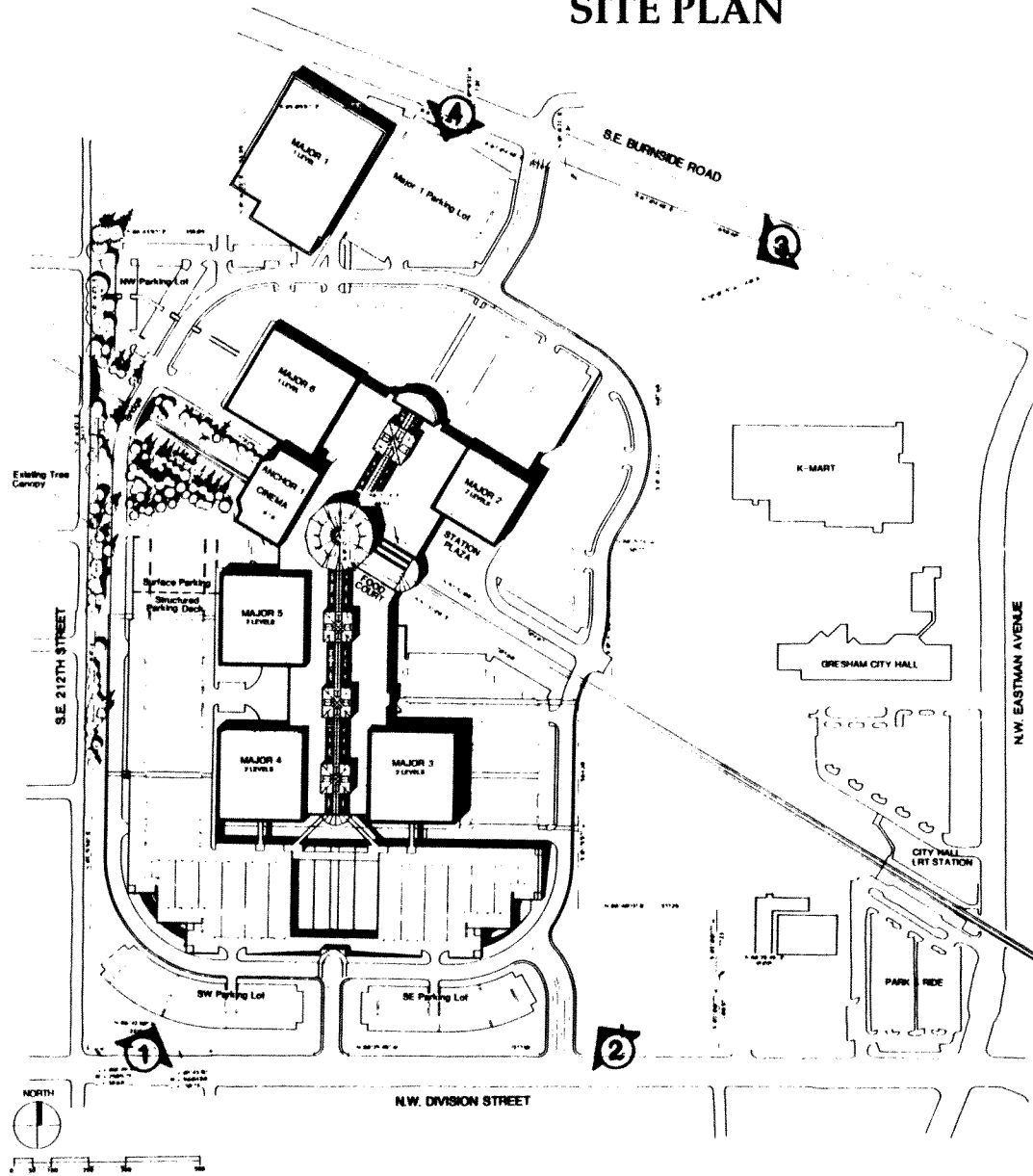
- SF SINGLE FAMILY RESIDENTIAL
- MULTI FAMILY RESIDENTIAL
- I INSTITUTIONAL
- COMMERCIAL
- M INDUSTRIAL
- UNDEVELOPED
- SITE BOUNDARY

0 400 1000





# SITE PLAN



## LEGAL DESCRIPTION

[illegible]

**Abstract:** A review of the literature on the effects of the 1997-1998 Asian financial crisis on the economies of the Asian countries is presented. The review is organized into three parts: (1) a general overview of the crisis, (2) a review of the effects of the crisis on the economies of the Asian countries, and (3) a review of the effects of the crisis on the economies of the Asian countries. The review is organized into three parts: (1) a general overview of the crisis, (2) a review of the effects of the crisis on the economies of the Asian countries, and (3) a review of the effects of the crisis on the economies of the Asian countries.

[illegible]

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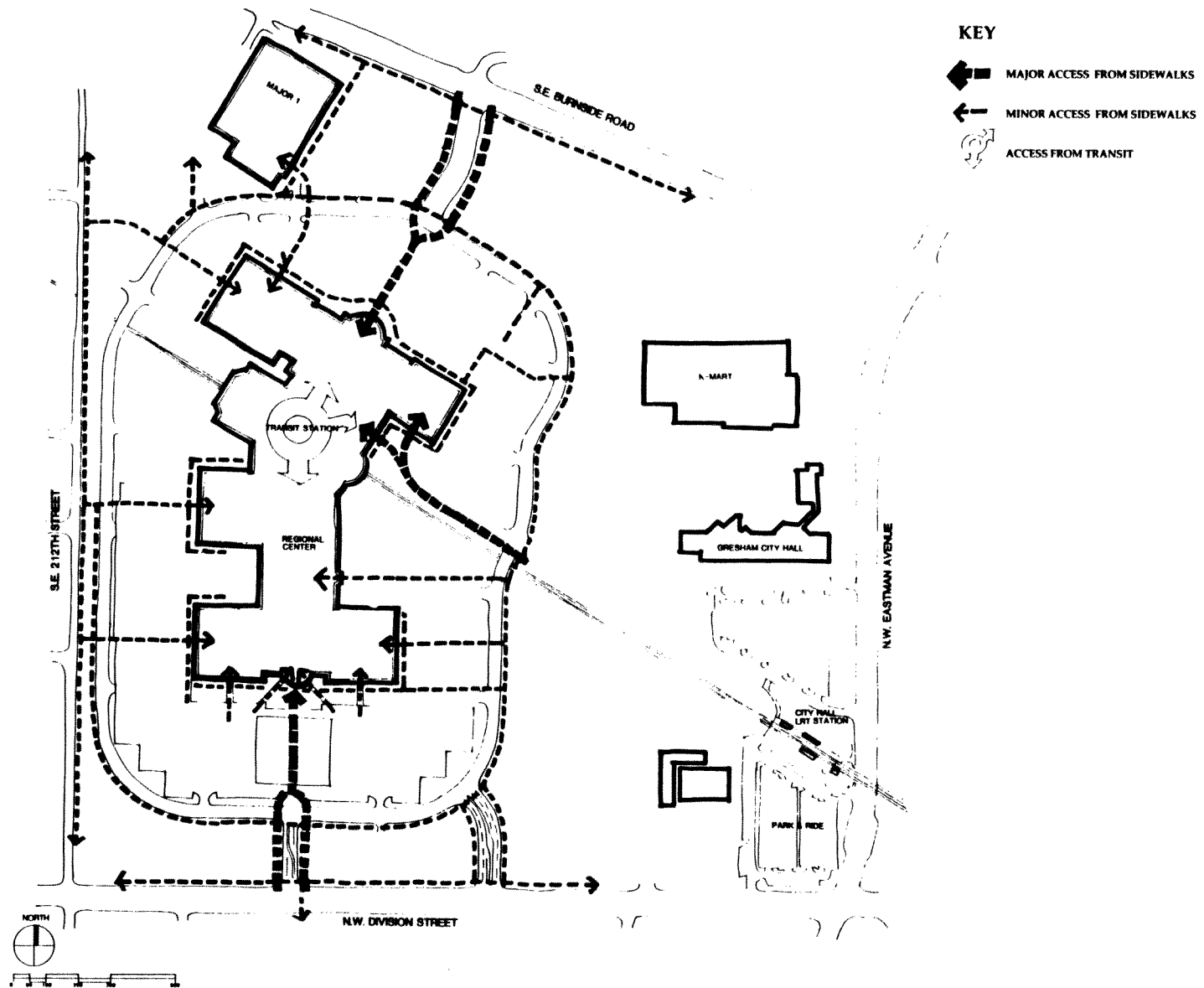
PARCER: 50 45 400 400 400

### PERSPECTIVE VIEW



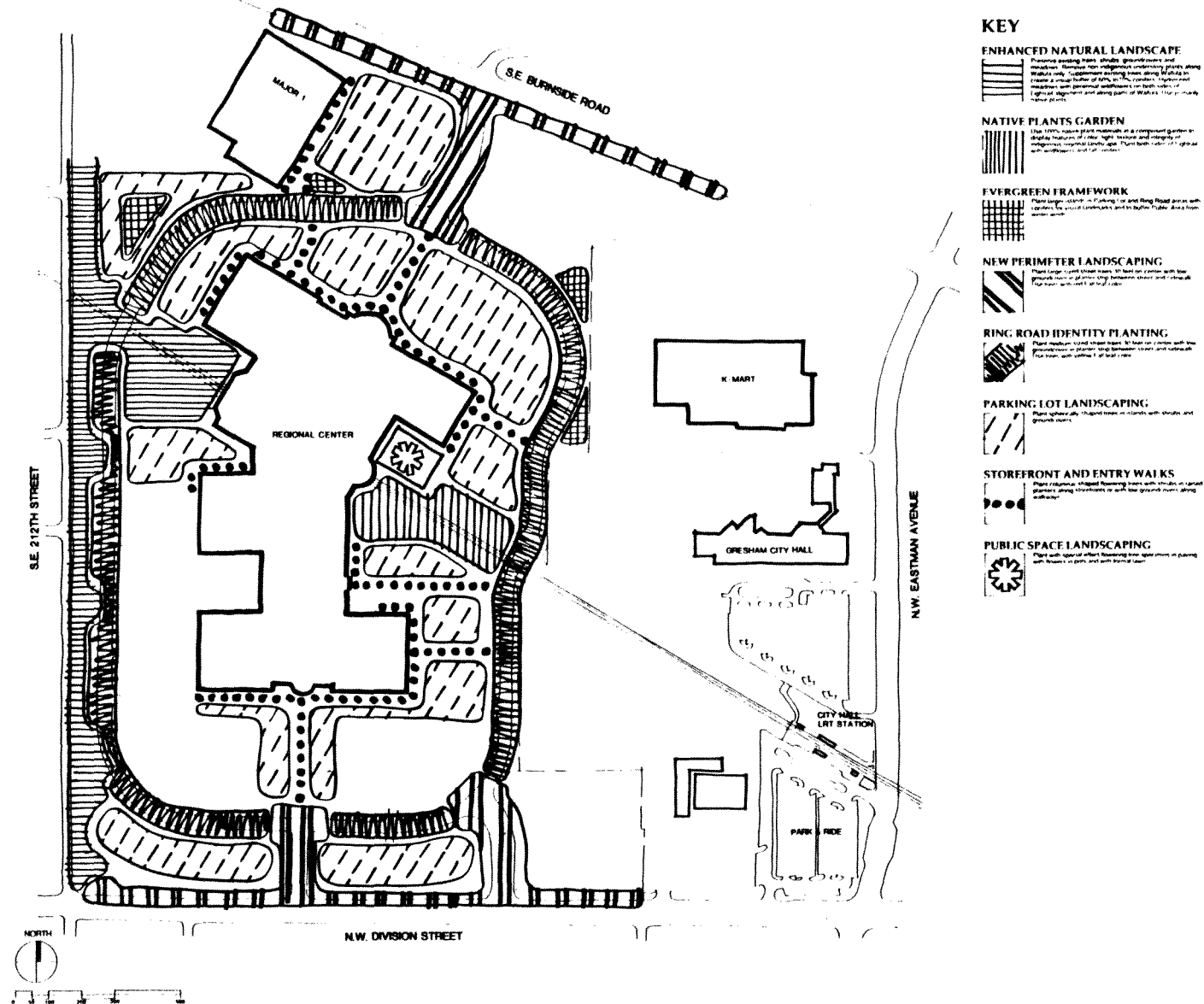


# PEDESTRIAN CIRCULATION



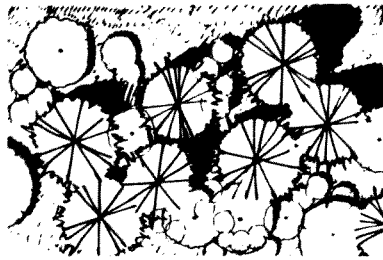


# LANDSCAPE CONCEPT DIAGRAM

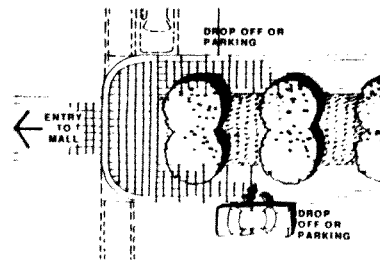




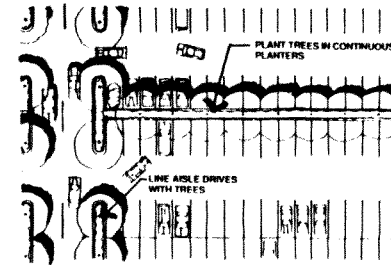
# LANDSCAPE COMPONENTS



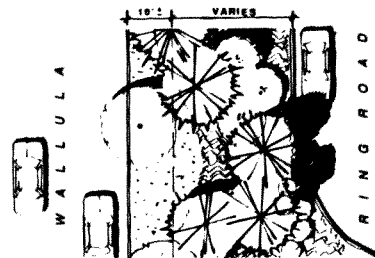
EXISTING WOODLAND BUFFER AREA



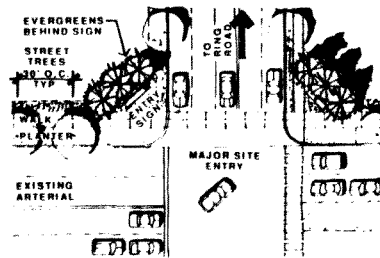
PARKING LOT WALKWAYS



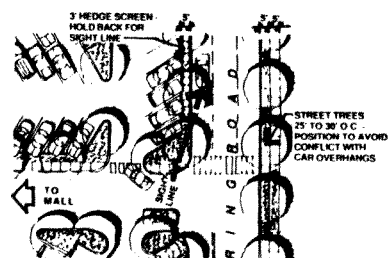
PARKING LOT LANDSCAPING



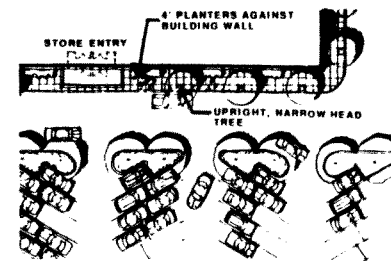
WALLULA BUFFER AREA



ENTRY AT PERIMETER



RING ROAD IDENTITY PLANTING



STOREFRONT PLANTINGS





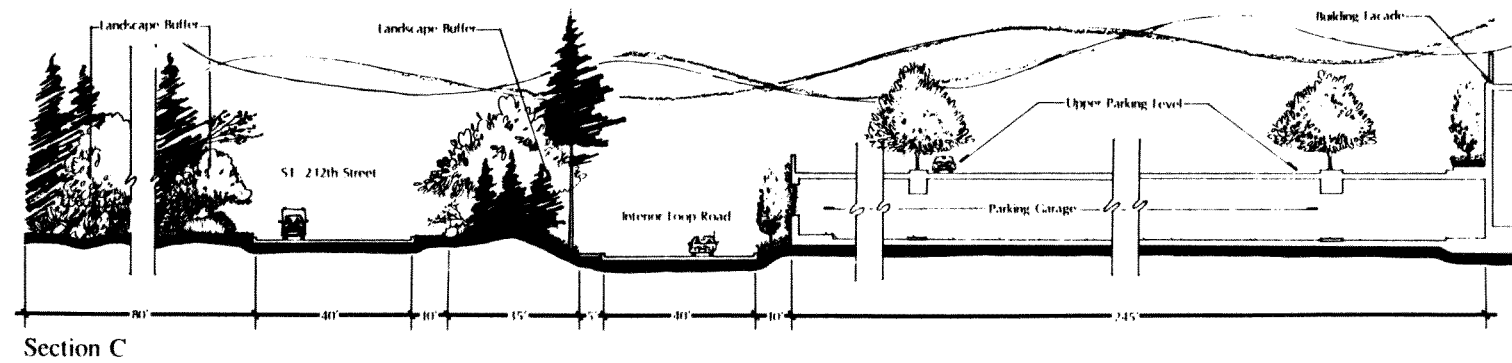
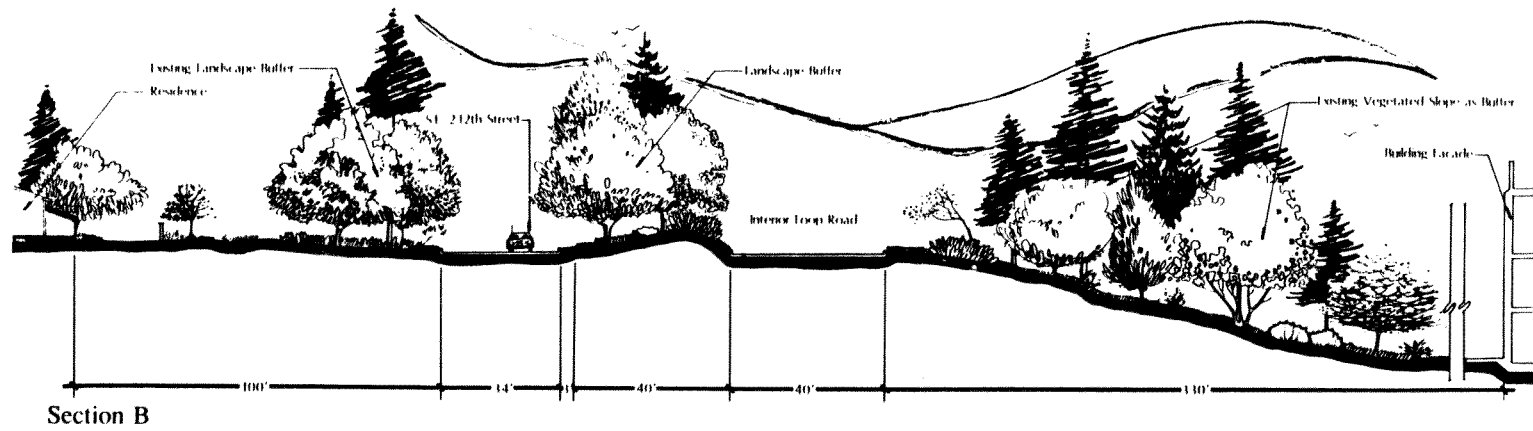
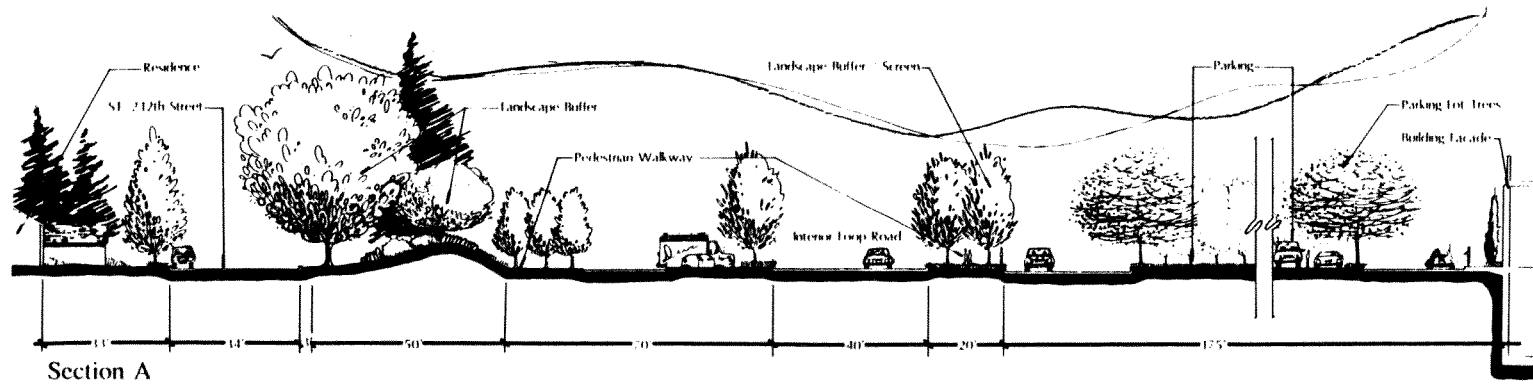
- |   |                      |
|---|----------------------|
|  | NATURAL AREA TREES   |
|  | PERIMETER ROAD TREES |
|  | RING-ROAD TREES      |
|  | PARKING LOT TREES    |
|  | STOREFRONT & WALKS   |
|  | MEADOWS              |
|  | LAWN                 |

[illegible][illegible]



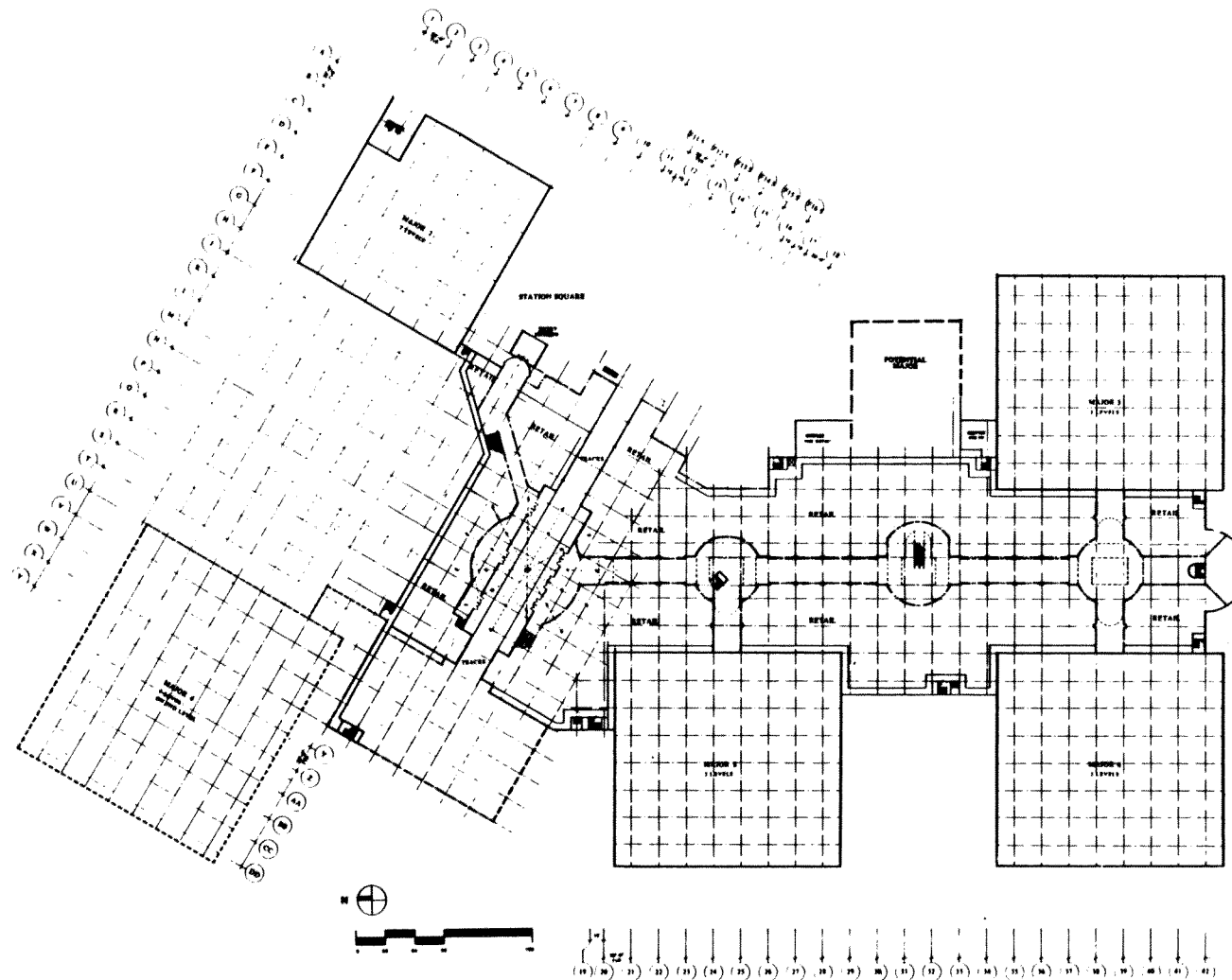






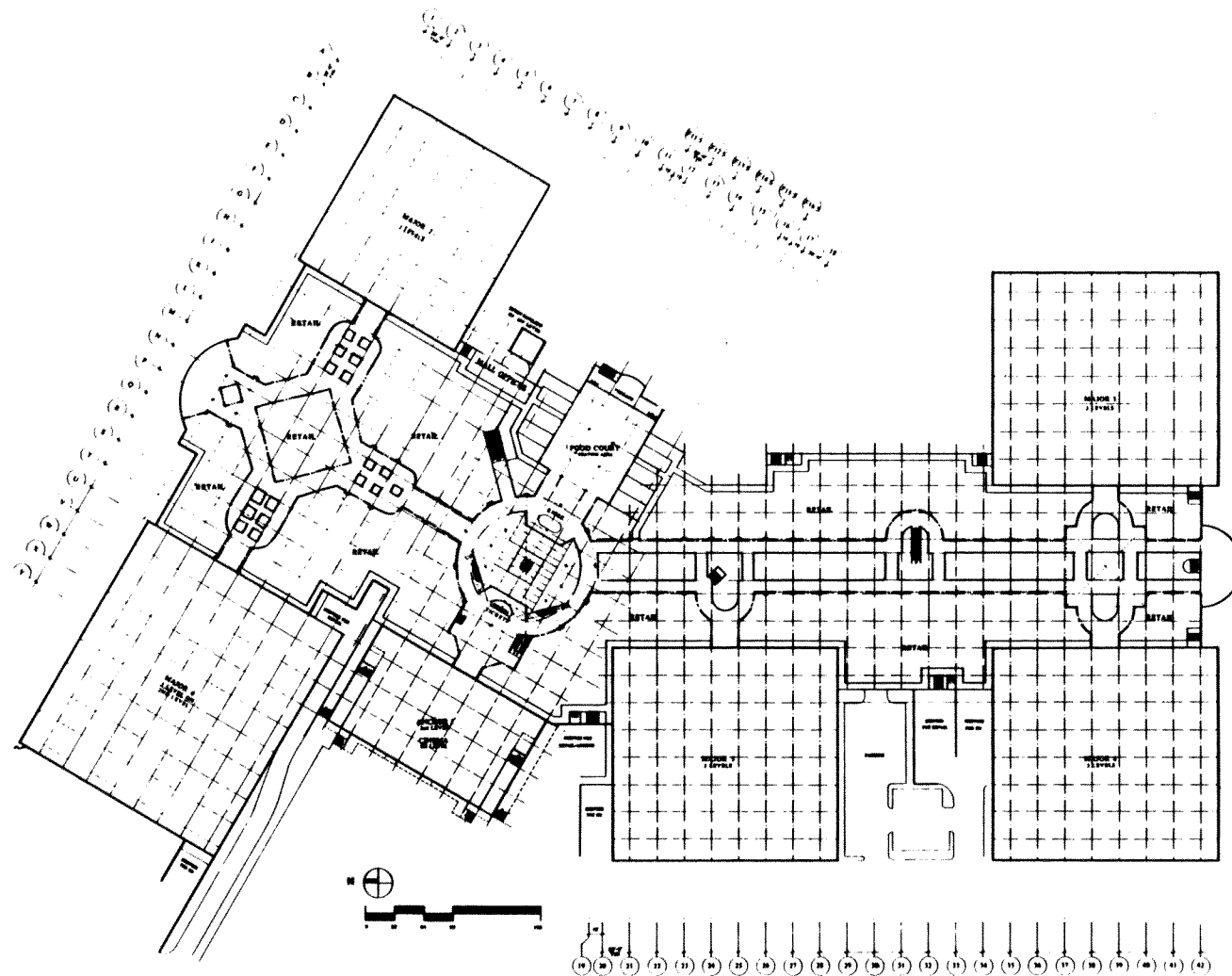


# FIRST LEVEL FLOOR PLAN



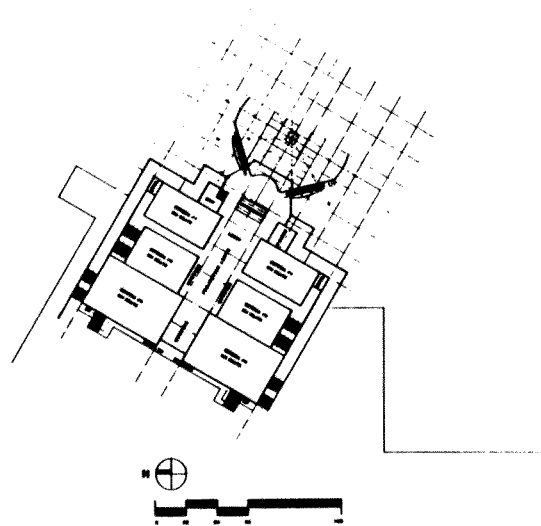


# SECOND LEVEL FLOOR PLAN



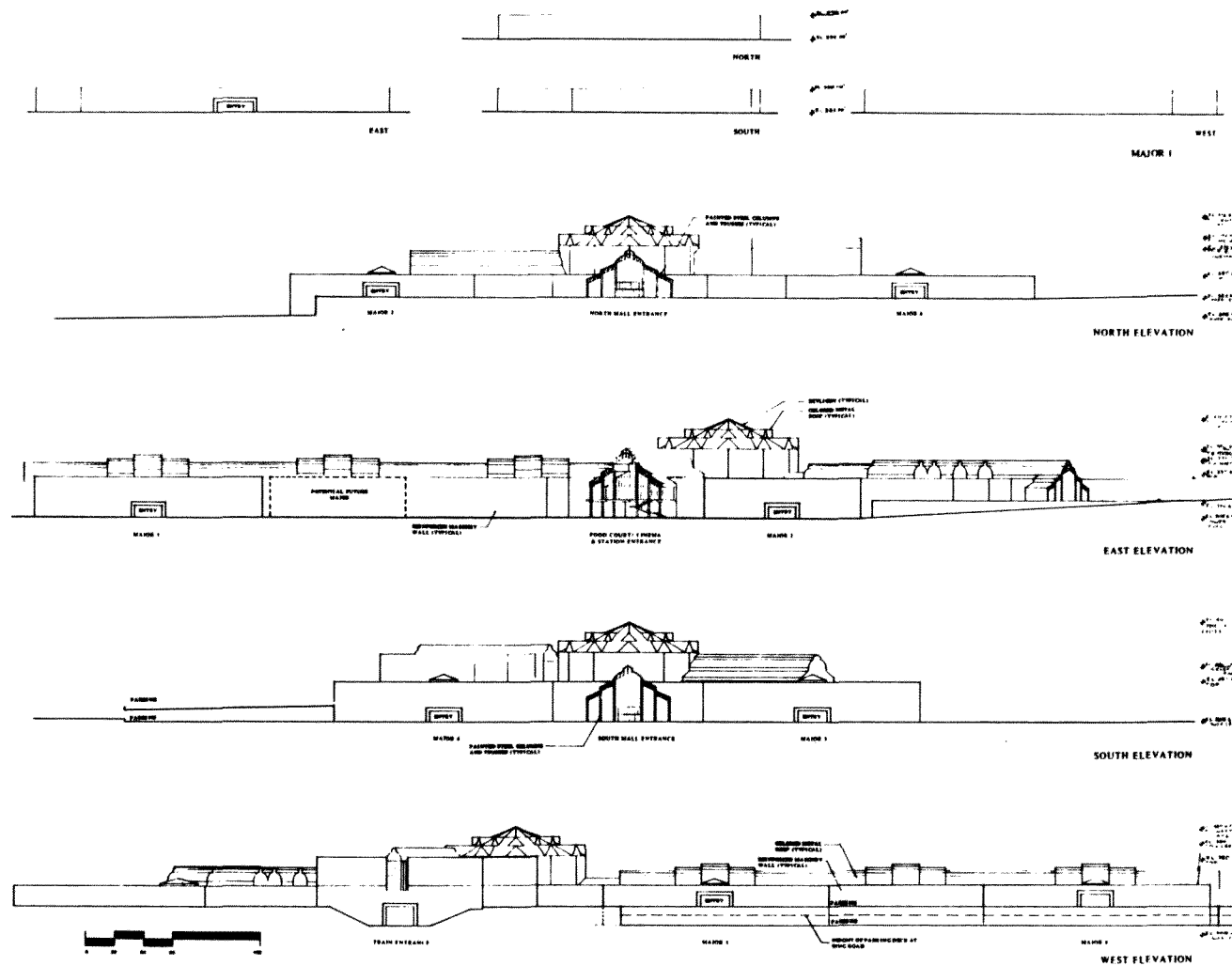


## THIRD LEVEL FLOOR PLAN





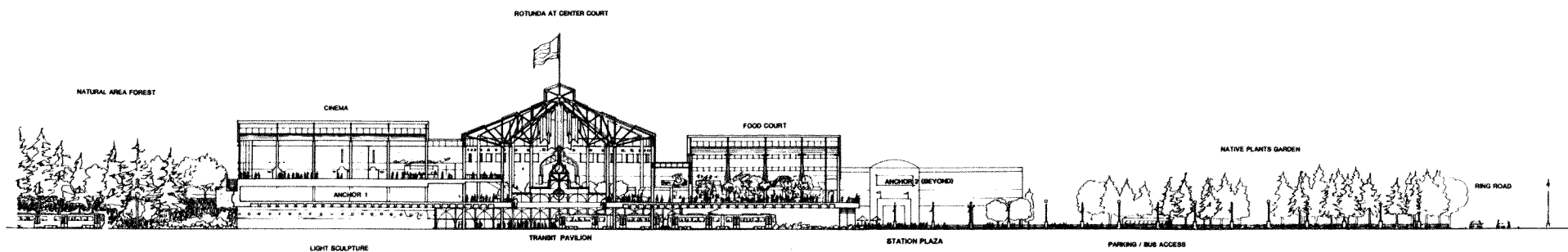
## ELEVATIONS











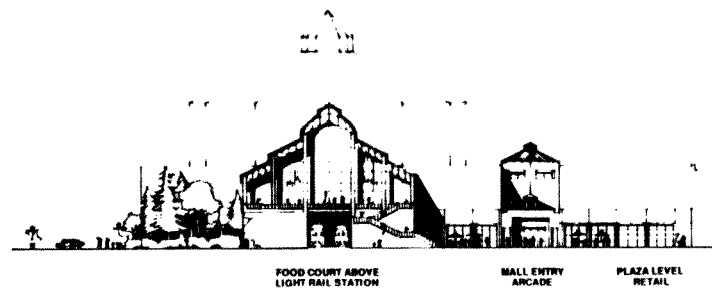
SECTION





# ELEVATION

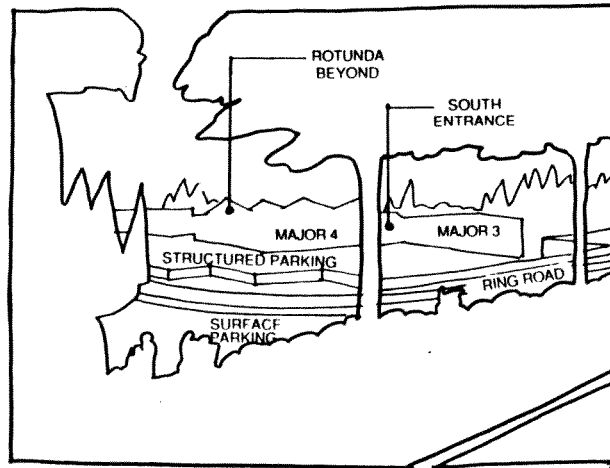
ROTUNDA AT CENTER COURT



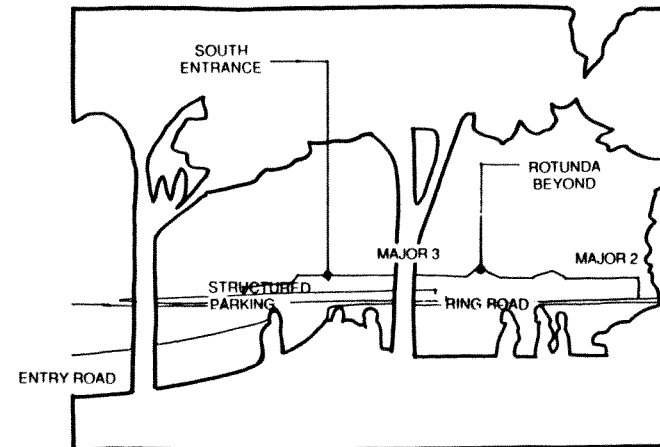


# PERSPECTIVE VIEWS KEY

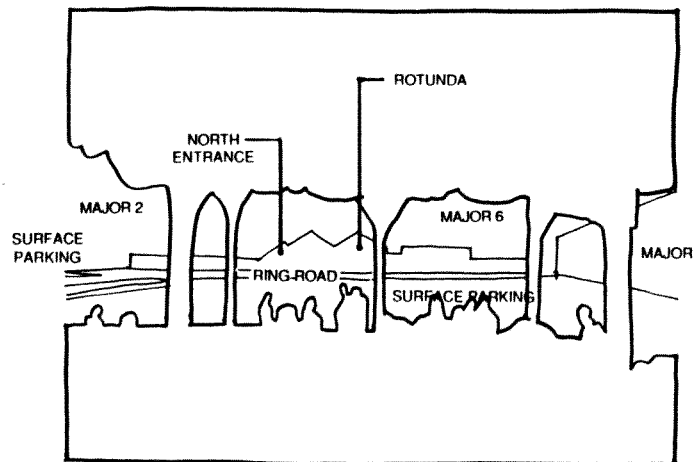
NOTE: TREES SHOWN AT 10 TO 15 YEARS FROM PLANTING



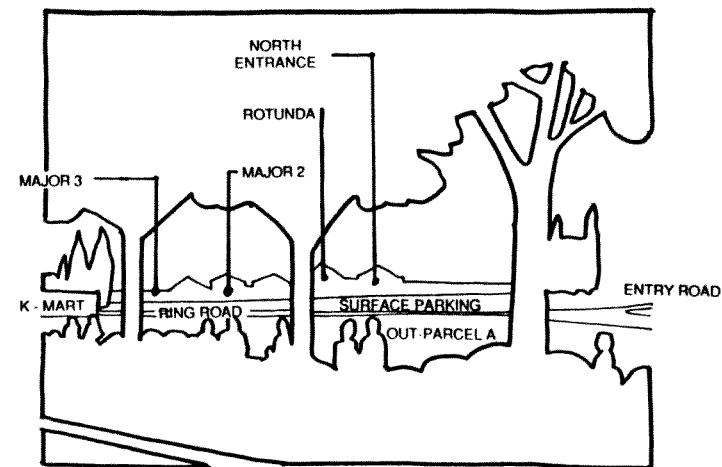
VIEW 1: FROM DIVISION LOOKING NORTHEAST



VIEW 2: FROM DIVISION LOOKING NORTHWEST

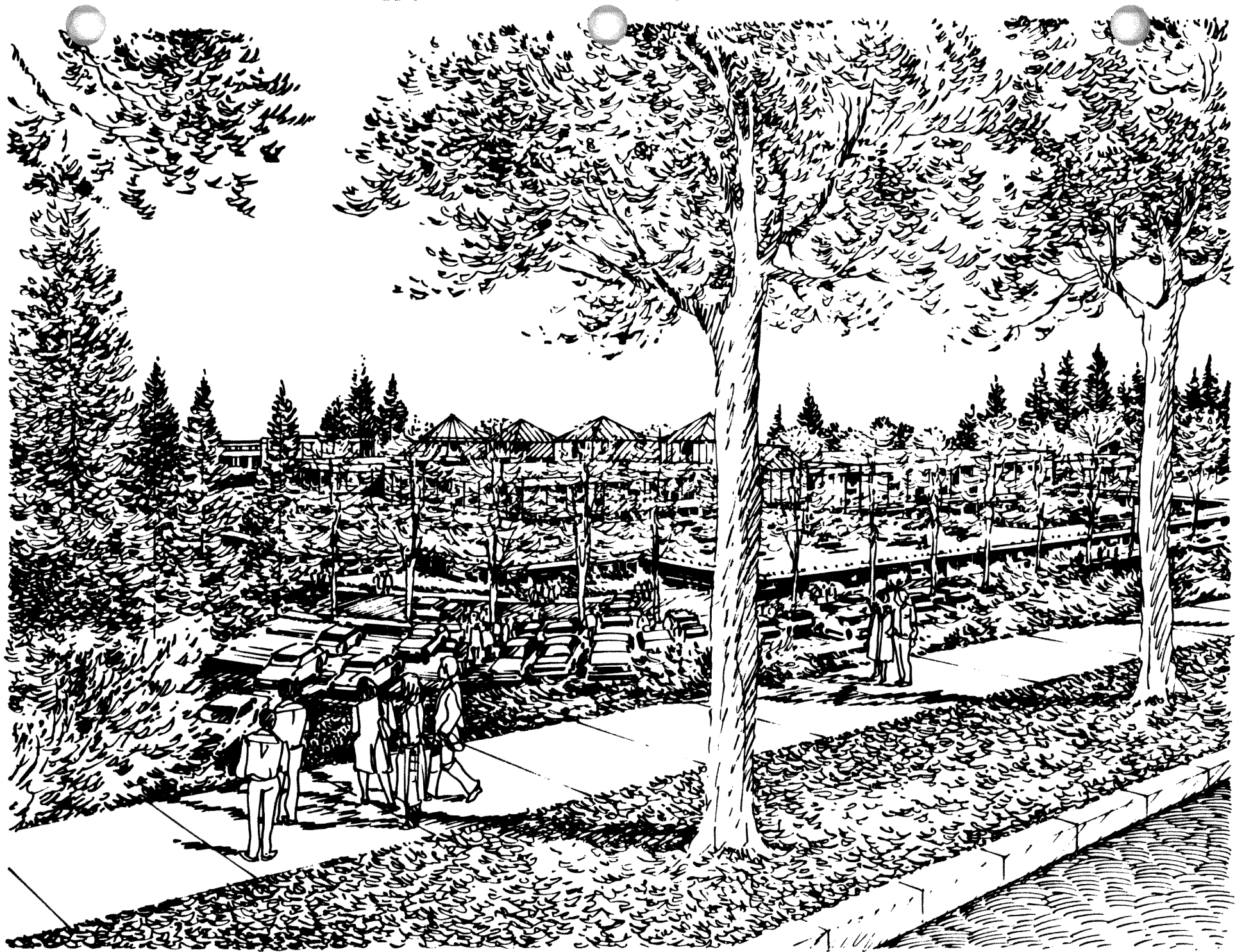


VIEW 3: FROM BURNSIDE LOOKING SOUTH



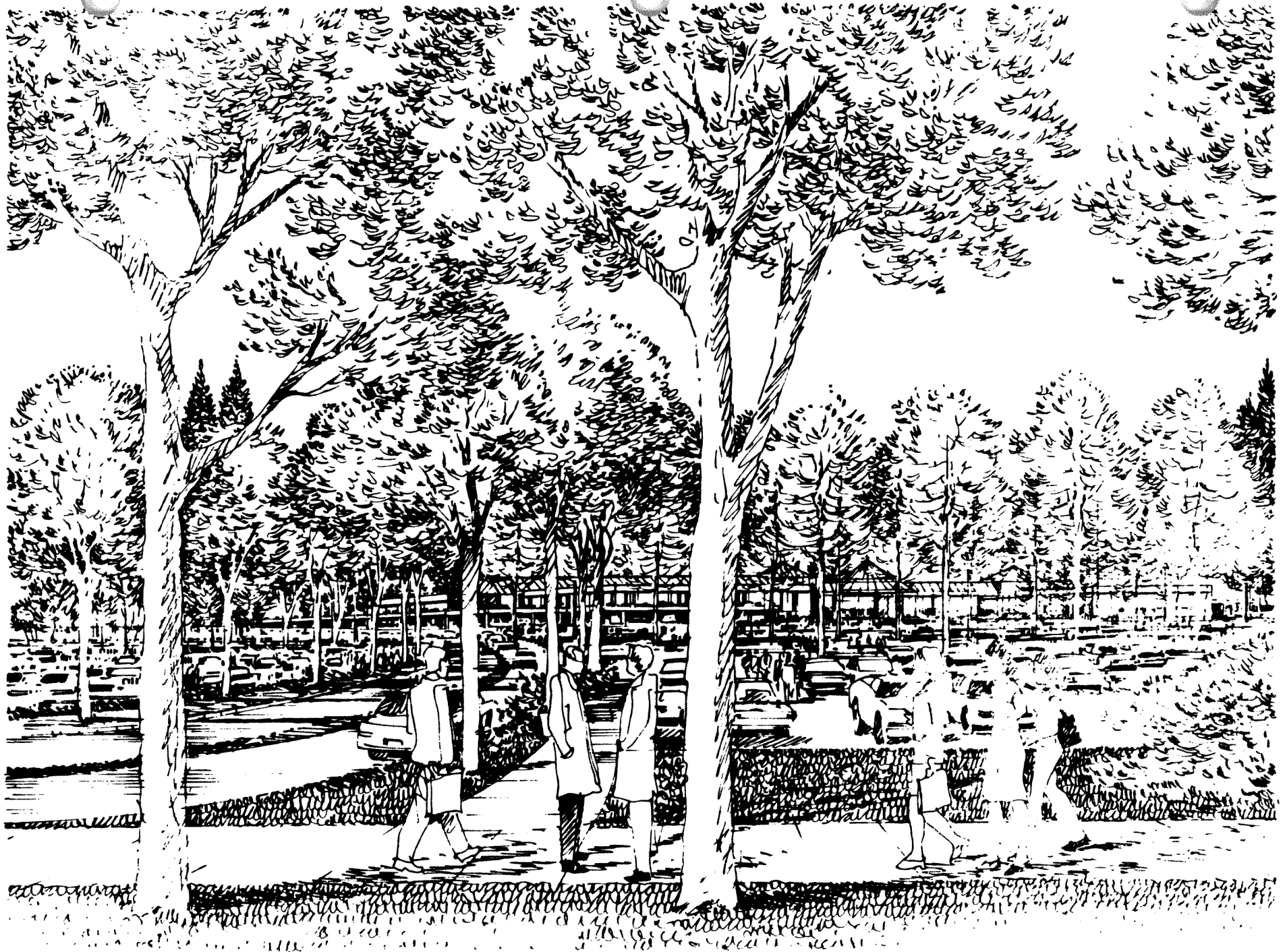
VIEW 4: FROM BURNSIDE LOOKING SOUTHWEST





VIEW 1: FROM DIVISION LOOKING NORTHEAST





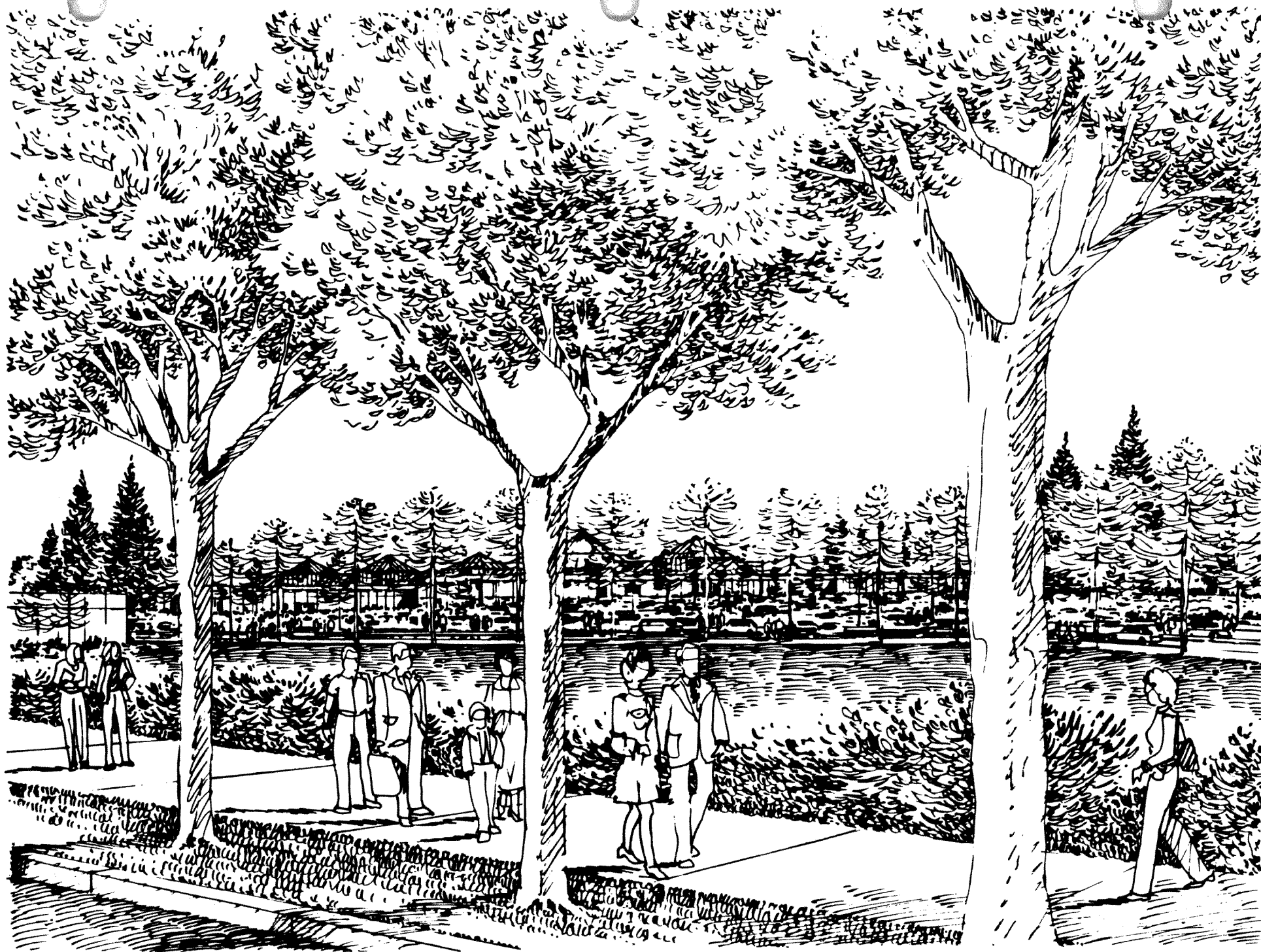
VIEW 2: FROM DIVISION LOOKING NORTHWEST





VIEW 3: FROM BURNSIDE LOOKING SOUTH





VIEW 4: FROM BURNSIDE LOOKING SOUTHWEST



**GRESHAM REGIONAL MALL**

**PRELIMINARY SPECIFICATIONS**

**FOR**

**LANDSCAPE IRRIGATION SYSTEM**



## Section 02810 Landscape Irrigation System

### PART 1 GENERAL

#### 1.01 Description

- A. The irrigation system shall be a complete and operable landscape irrigation system complying in all respects with these specifications and the accompanying drawings.

#### 1.02 Work Specified Elsewhere

- A. Irrigation contractor to install controller as per detail and manufacturer's recommendations. The 115v. power source and connection to controller will be provided by Owner's electrical contractor.
- B. Water sources will be provided by Owner's mechanical contractor. A 2 1/2" capped pipe will be provided at each water service location.
- C. Sleeving - All irrigation sleeving shown on plans will be installed by others. Sleeving is shown on irrigation plans for location and size reference only.

#### 1.03 Existing Conditions

- A. If the Contractor should find existing field conditions in variance with the drawings and specifications, he shall notify the Landscape Architect in writing prior to installation of the irrigation system in that portion of the total work.
- B. Locate utilities prior to proceeding with work and coordinate all work with Landscape Architect. At Contractor's expense, repair any damage incurred during irrigation construction.

#### 1.04 Code

All work detailed herein and on the drawings shall be accomplished in strict accordance with the applicable plumbing and health codes. All wiring shall be accomplished in accordance with the National Electric Code as modified by the Oregon State Electrical Code. The Contractor shall be responsible for obtaining all necessary permits to accomplish the work herein described and shall include the costs thereof in the price bid for the completed landscape irrigation system.

#### 1.05 Record Drawings

- A. The Contractor shall maintain a current record of all pipe, wire and equipment placement, and shall record any variations



approved by the Landscape Architect. Upon completion of the irrigation system and prior to release of the final payment, the Contractor shall provide the Landscape Architect with a neat and legible "As-Built" drawing of the complete irrigation system. Any pipe not installed in accordance with the drawings as originally contracted shall be dimensioned to a permanent structure sufficient for location after burial. Specifically locate all valves and drains and wire runs.

1.06

Substitutions

- A. The irrigation system shown on drawings is based on a specific GPM output with a specific pressure loss. Substitution of equipment other than what is specified is not allowed without approval and may require partial or total redesign of the system. The Contractor is responsible for providing a complete operable irrigation system.

1.07

System Protection

As part of the warranty under this contract, the Contractor shall be responsible for the deactivating and draining of the system prior to the onset of the freezing season and for reactivating the system at the onset of the spring growing season; each event must be accomplished once during the one year warranty. In the event the system is completed in a season when the system will not be in use, the Contractor shall winterize the system upon completion of testing and approval by the Landscape Architect. Submit a letter to the Landscape Architect certifying that the system was winterized and drained and indicate the date such action was accomplished. The Contractor will be liable for any damage resulting from failure to comply.

1.08

System Familiarization

- A. Upon acceptance of the system by the Landscape Architect, the Contractor shall provide the necessary keys and/or other tools necessary to operate/drain/activate the system. The Contractor shall spend sufficient time with the Owner and provide written instructions to insure that the system operation/maintenance/winterizing can continue after the departure of the Contractor.
- B. Provide Owner with two sets of wrenches for removal/adjustment of each type of sprinkler head.
- C. Maintenance Manual: Furnish two copies of a maintenance manual. Include as-built drawings, manufacturer's literature on system components furnished, operating instructions and parts list.



1.09

Warranty

- A. The system shall be warranted for all labor and material for a period of one year from the date of acceptance of the system. During the warranty period, the Contractor will check, clean and adjust the sprinkler heads and otherwise insure adequate operation on the system as directed by the Landscape Architect and in any event, no less than on two separate occasions during the one year period.
- B. The Contractor shall be responsible for watering and setting of irrigation controls on the automatic irrigation system; and any damages from over-watering or under-watering.
- C. The Contractor shall determine together with the Owner, the permanent desired setting for the automatic controller, and the watering schedule for the landscape work.
- D. Any settling of backfilled trenches shall be repaired by the Contractor at his expense.

1.10

System Coverage

The system is designed to provide full coverage on all lawn areas and full coverage, less shrub interference, on all shrub areas. It is anticipated that the Contractor will exercise professional judgement in selecting proper nozzle arcs, location, height, slope of sprinkler heads without measurably changing the system design. Should the Contractor elect to make changes in the system design without the prior written approval of the Landscape Architect, the responsibility for full coverage and proper operation in the area determined by the Landscape Architect to be effected rests solely with the Contractor.

1.11

Repairs and Replacements

If repairs or replacements to equipment are required due to theft, vandalism or other overt act, the Contractor shall make such repairs as required during the period of warranty. Costs of such repairs/equipment shall be at a rate mutually established between the Contractor and the Owner. Prior to undertaking any such repair/replacement under the provisions of this paragraph, the Contractor shall submit an estimated cost of repair/replacement for each event and, prior to starting work, shall obtain a written directive to proceed from the Owner.

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PART 2 MATERIALS

Materials shall be new and of domestic manufacture.



2.01 P.V.C. Pipe

- A. Irrigation lateral line shall be Class 200, virgin, high impact, polyvinyl chloride pipe conforming to commercial standards ASTM D 1785.
- B. Irrigation mainline shall be Class 200, P.V.C. conforming to requirements of ASMT D 1785.
- C. Lines under paved areas that are not sleeved shall be PVC schedule 40 conforming to standards of ASTM D 1785.
- D. Sleeving shall be Schedule 40 PVC conforming to requirements of ASTM D 1785.
- E. Fittings shall be solvent weld type except where swing joints, risers, etc. require threaded fittings. Fittings shall conform to standards ASTM D2466, (Schedule 80).
- F. Pipe and fittings must be non-toxic, free from taste and odor, and self-extinguishing, and conform to the following minimums:
  - 1. Tensil strength 78 F 6,000 psi
  - 2. Izod impact strength (notched) 15 ft. lb./in.
  - 3. Modulus of elasticity 300,000 psi
  - 4. Compressive strength 8,500 psi
  - 5. Flexural strength 10,500 psi
- G. Pipe shall be marked with manufacturer's name, class of pipe and NSF seal. Pipe walls shall be uniform and glossy.
- H. Deliver pipe in at least twenty (20) foot lengths.

2.02 Galvanized Pipe

- A. Galvanized nipples and fittings will be hot dipped galvanized iron or steel, Schedule 40 conforming to standards ASMT A120-78.
- B. Paint galvanized pipe and fittings above ground with exterior "matte black" paint.

2.03 Sprinkler Heads

Sprinkler heads and nozzles are specified on the drawings.

2.04 Automatic Valves

Shall be of the size indicated on the legend on the drawings.



2.05

Valve Boxes

Shall be Fog-Tite #1 meter box or Ametek plastic irrigation valve box (12" Jumbo boxes with locking lids only) or equal. Extensions as required.

2.06

Manual Drain Valves

Shall be Gee #205, 3/4", Buckner 80K, 3/4" or approved equal. Provide operating key. Provide 2 cu. ft. gravel sump at each valve.

2.07

Automatic Controller

Automatic Controller is specified on the drawings.

2.08

Control Wire

- A. Control wire must be insulated copper designed for 24 volt or higher. Minimum size of wire is AWG #14. Common wire shall be of the same size or larger than control wire. Control wire shall be red, common wire white.
- B. Control wire must be U.L. approved at type U.F. underground feeder.
- C. Electrical wire splices must be made water tight with either 3-M Scott's Lock Seal Tack, 3576-77-78 or Pen-Tite PVC Socket and Sealing Plug, Rainbird PT-100 series; or equal.

2.09

Quick Coupling Valve (Q.C.V.)

Q.C.V. for additional water source and air blowout of the system shall be 1" single lug all brass construction with standard cover. Provide two (2) keys and hose swivels.

2.10

Valve Covers (manual drain valves)

- A. Weathermatic 906L with locking cover; or equal. Provide two valve operating keys and two cover keys.
- B. 2-inch P.V.C. (Class 200) sleeve to valve, length as required.

2.11

Gravel Sumps

Two (2) cubic feet of three-quarter (3/4) inch washed gravel at manual drain valves. One cubic foot washed gravel at automatic control valves. Protect from contamination with filter fabric.



2.12      Gate Valve

Brass construction, non-rising stem, solid wedge. Size as specified on drawings.

---

PART 3      EXECUTION

3.01      Installation

Install materials and equipment in strict accordance with manufacturer's written specifications and recommendations.

3.02      Excavation of Trenches

The Contractor shall excavate material required for construction of the irrigation system facilities as shown on the drawings. The bottom of excavations shall be level and free of loose earth, rocks and other debris. Excavations carried to a depth lower than required shall be refilled as necessary and thoroughly compacted. No claim will be allowed for extra work or materials required because of careless excavation.

3.03      Backfilling

Final backfill material shall not be placed in the trenches until installation and testing of pipes has been performed as specified in the TESTING section and approved by the Landscape Architect. When notified to do so, the Contractor shall backfill excavations by placing suitable material, free of sticks, trash and large stones in successive layers of not more than 8 inches in depth and thoroughly compacting to prevent settlement below grade. Backfilling for plastic pipe shall be done in accordance with the manufacturer's instructions. In backfilling the plastic pipe line trenches, no rocks shall be placed in the fill. No backfilling of plastic pipe shall be done if the temperature of the pipe exceeds 60°F. During hot weather, this may necessitate cooling the pipe or backfilling during early morning hours.

3.04      Excess Fill From Trenching

Excess and unusable excavated material, trash, and debris shall be removed from site.

3.05      Depths of Minimum Cover

- A.    Main line: 18 inches
- B.    P.V.C. lateral lines: 12 inches



3.06 Conflicts With Other Utilities

Underground lines shall have a minimum horizontal clearance of 12 inches from lines of other trades. This requirement does not apply to any other lines crossing at angles from 45 to 90 degrees with each other. Maintain minimum 2 inch vertical clearance between lines which cross between these angles. No line shall be installed parallel to and directly over another line.

3.07 P.V.C. Pipe and Fittings

- A. Exercise care in handling, loading, unloading and storing to avoid damage. The pipe and fittings shall be stored under cover, and shall be transported in vehicle with a bed long enough to allow the length of pipe to lay flat, so as not to be subject to undue bending or concentrated external load to any point. Any pipe that has been dented or damaged shall be discarded until such damage has been cut out and the pipe is rejoined with coupling.
- B. Solvent welded joints shall be given at least 15 minutes set-up time before moving or handling. Pipe shall be partially center loaded to prevent arching and slipping.
- C. Thread joints shall not be solvent cemented, but wrapped with 3 wraps of Teflon tape.
- D. Provide a leak resistant joint with freedom of movement at swing and swivel joints at risers to irrigation heads.
- E. Before pressure testing, soluble weld joints shall be given at least 24 hours curing time.
- F. No P.V.C. pipe may be threaded or connected to a threaded fitting without an adapter.
- G. Great care must be taken to ensure that the inside of the pipe is absolutely clean. Pipe ends not being worked on shall be protected and not left open.

3.08 Automatic Controller

- A. The electric controller shall be pedestal mounted at location noted on the drawings and/or as directed by the Landscape Architect. Control wire splices shall be soldered, coated with electrical coating, wrapped with suitable plastic tape, and coated with an outerlayer of electrical coating. Where both wires are being spliced, the splice shall be staggered. An expansion curl (6 inches minimum) shall be provided within three feet of each wire connection to a solenoid, and at least every 100 feet of wire length. Post a schedule or diagram in the controller to facilitate



the selection of valves to be operated. Above ground conduit will be galvanized rigid steel, electrical type. Underground conduit will be Schedule 40 PVC electrical type.

B. Conduit for valve control wires from controller shall be stubbed into the nearest landscape area at 18" below grade.

C. 115 volt AC, 60 Hz electrical service to controller by others.

3.09 Control Wires

A. Control wires are to be taped together at five (5) foot intervals; then this bundle is to be taped to the bottom of the supply line at ten (10) foot intervals with three wraps minimum of electrical tape.

B. Splices will be permitted only at the valves and never between valves or valve and controller. There must be a separate lead or hot wire to each automatic valve. One (1) common wire will be acceptable.

3.10 Automatic Valve

Before installation of automatic valve, the supply line must be thoroughly flushed. Install per detail and manufacturer's recommendation. Install 1 c.f. of 3/8" round washed gravel as a bedding, under each control valve, inside and under valve boxes.

3.11 Sprinkler Heads

Install pop-up heads flush with finish grade as shown on detail.

3.12 Quick Coupler

Install flush with finish grade as shown on detail.

3.13 Manual Drain Valve

Install as detailed with Valve Cover flush with finish grade, one Manual Drain Valve at all low points of main line. Locations shown on plans are assumed low points. Additional valves shall be installed as necessary.

3.14 Valve Boxes

Install valve boxes with cover flush with finish grade.

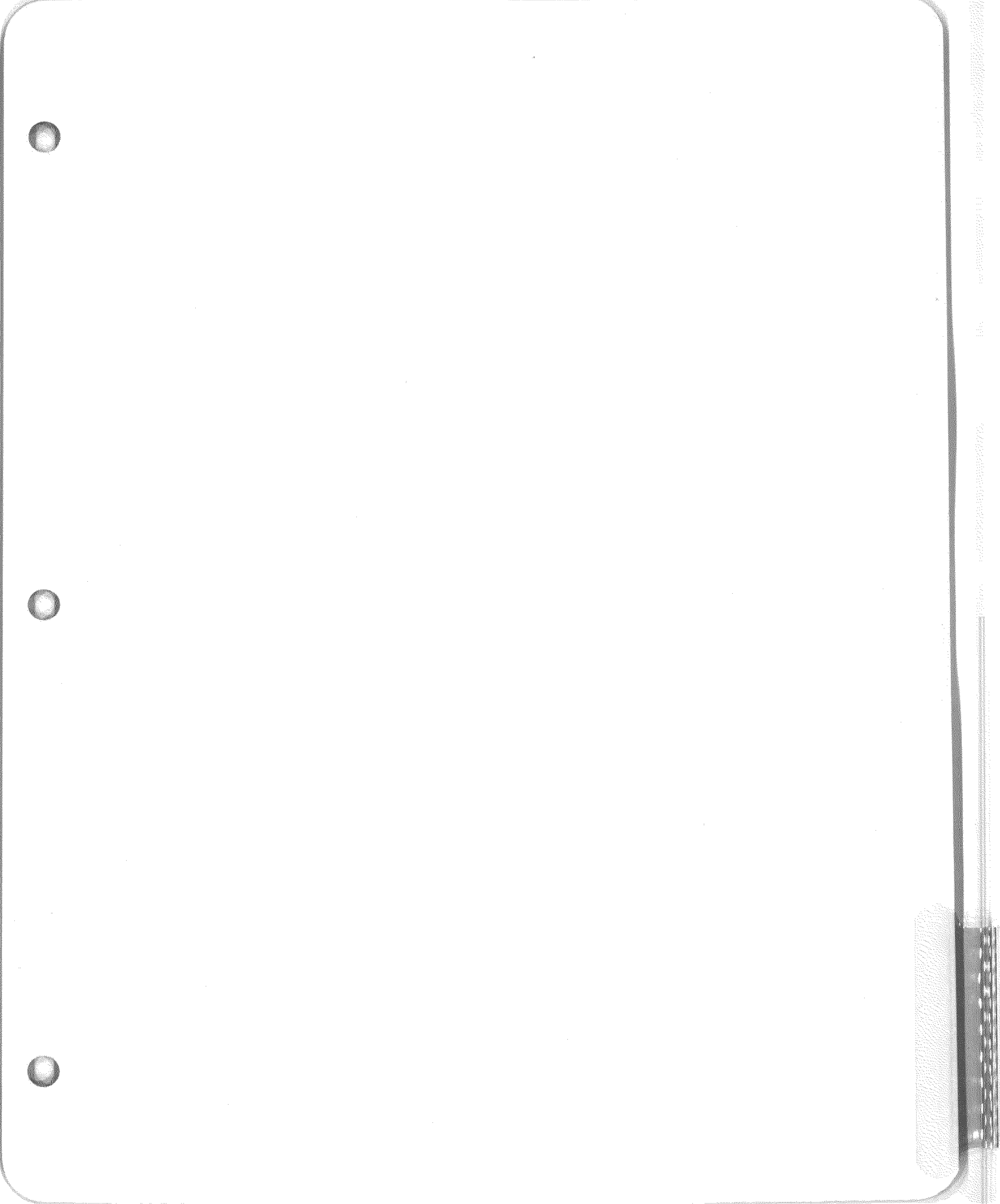


Testing and Adjustments

- A. Following installation of the rigid P.V.C. piping, the Contractor shall backfill the trench sufficiently to ensure stability of the pipe line, leaving the joints exposed. Plastic pipe joints shall be allowed to set at least 24 hours before testing with air temperature in excess of 40°F. Should the temperature drop below 40°F., the curing time shall be extended to 36 hours before testing. The line shall then be thoroughly flushed and be subjected to 90 psi minimum water pressure, and all joints checked for leaks. Maximum psi loss in a fifteen (15) minute test shall be 5 psi. Any leakage should be corrected and the test repeated until the system is airtight.
- B. Leaking joints in plastic pipe lines shall be cut out and new sleeves or fittings and a section of pipe shall be inserted. Connections shall be made to the satisfaction of the Landscape Architect. Heat welding will not be permitted to seal leaks.
- C. To be valid all testing must be witnessed by the Landscape Architect. The Contractor must give twenty four (24) hours notice to the Landscape Architect prior to the anticipated date of inspection.
- D. Sprinkler heads shall be adjusted for proper radius and arc at the time of installation.

END OF SECTION







**DEVELOPMENT OF A REGIONAL SHOPPING  
CENTER AND LIGHT RAIL STATION  
IN GRESHAM, OREGON  
BY THE WINMAR COMPANY**

**SUMMARY OF PROJECT CONFORMANCE WITH THE CITY OF GRESHAM  
COMMUNITY DEVELOPMENT PLAN**

**Volume 2**

**TRANSPORTATION IMPACT ANALYSIS**

Prepared by  
Zimmer Gunsul Frasca Partnership  
in collaboration with  
Ronald A. Altoon FAIA  
Wilsey & Ham Pacific  
Kittelson & Associates  
Robert Charles Lesser & Co  
Schwabe Williamson & Wyatt



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GRESHAM REGIONAL SHOPPING CENTER

EXECUTIVE SUMMARY



## GRESHAM STATION SHOPPING CENTER TRAFFIC ANALYSIS

### Executive Summary

Winmar Company, Inc., in cooperation with Tri-Met, is planning to construct a shopping center in Gresham, Oregon. Gresham has for many years been a bedroom community of the Greater Portland metropolitan area. Accordingly, travel patterns within Gresham are still heavily oriented toward downtown Portland.

The site is located on a 80-acre vacant parcel immediately west of Gresham City Hall. The purpose of this summary is to present existing and future traffic conditions in the vicinity of the proposed Gresham Station Shopping Center.

#### *Existing Transportation Facilities*

The site will be provided access onto S.E. Division Street to the south via two driveways, Burnside Street to the north via a single driveway, and potentially to Eastman Parkway via the Gresham City Hall drive.

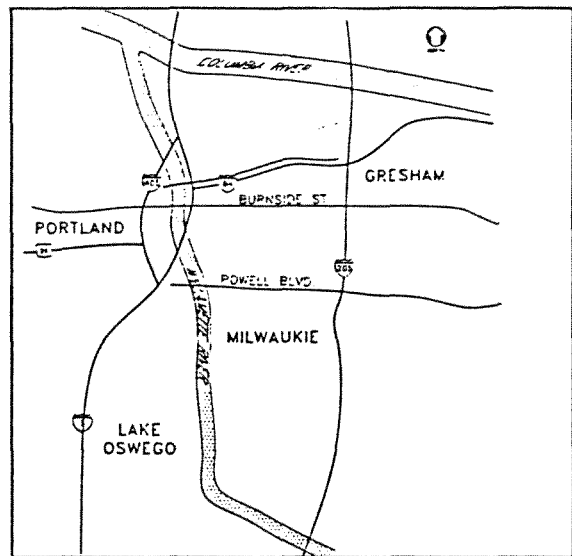


Figure 1. Site Vicinity

The site is located approximately three miles from the nearest freeway (three miles from I-84 and six miles from I-205) and it is currently well served by high capacity arterial streets. The east-west arterial network in the vicinity of the site is particularly robust, and currently is operating considerably below its ultimate carrying capacity. Major east-west streets include Stark Street, Burnside Street, Division Street and Powell Boulevard. All of these streets are designated as Major or Principal Arterials, and all have five-lane cross-sections in the vicinity of the site. The majority of shopping center patrons are expected to travel to the site in an east-west orientation, and the analysis indicates that the adjacent arterial system will sufficiently accommodate projected traffic growth.

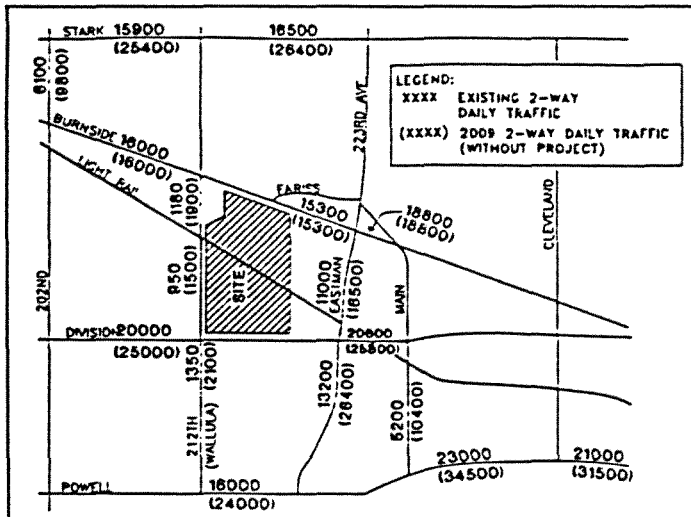


Figure 2. Daily Traffic Volumes

The north-south circulation system in the vicinity of the site is currently not as efficient, in that only a single major arterial exists within a one-mile radius of the site. This major arterial – Eastman Parkway – has a five-lane cross-section. However, this facility does not connect directly to I-84 to the north, thus, inhibiting its effectiveness as a major carrier of regional traffic. Generally, in the north-south direction there are minor arterials or collector roadways spaced approximately at one-half mile intervals. The north-south collector and arterial streets in the study area include Birdsdales Avenue, Wallula Avenue, Eastman Parkway, 223rd Avenue, Main Street and Cleveland Avenue.

S.E. Wallula Avenue borders the western edge of the site. This street is designated as a neighborhood collector and primarily serves adjacent single family residential uses. The shopping center will not access Wallula Avenue.



### *Impact Area Definition*

The study area was originally defined to include all critical intersections within an area bounded by Stark Street, Cleveland Avenue, Powell Boulevard and Birdsdale Avenue. Within this study area, a total of 25 intersections were analyzed and an impact area was defined. This Impact Area includes all intersections and roadways in which the project traffic represents over ten percent of the existing traffic volumes. Those intersections with less than ten percent impact were not included in the Impact Area. The Impact Area includes 17 intersections, of which thirteen are signalized and four are unsignalized.

### *Existing Traffic Operations*

All intersections within the project Impact Area currently operate at acceptable levels.

### *Planned Transportation Improvements*

The City of Gresham, Multnomah County and the Oregon Department of Transportation (ODOT) each have relatively short-range planned transportation improvements that will impact travel patterns in this area. Freeway improvements that would impact future travel patterns in the study area include ODOT plans to widen Interstate 84 to six lanes from I-205 to 207th Avenue, and construction of full interchanges at 181st and 207th Avenues. Installation of the 207th interchange will be coupled with construction of an Eastman-to-207th extension, thereby providing a much needed north-south connection from downtown Gresham to I-84.

Longer range plans include ODOT's intention to construct a new facility, known as the Mount Hood Parkway, which would improve traffic flow from I-84 to US-26. This expressway would serve as a bypass for Portland traffic to Mt. Hood, thereby likely reducing through traffic volumes on Burnside Street. The specific alignment for this proposed facility is expected to be decided within the next two years, and construction is scheduled for completion within a decade.

Arterial transportation system improvements of particular importance in the study area include:

- Install a traffic signal at S.E. Division/Wallula (1990).
- Widen 223rd Avenue from S.E. Stark Street to Glisan Street to a five-lane cross-section (1989/1990)
- Widen Stark Street from 223rd to 242nd to a five-lane cross-section, including a traffic signal at S.E. Stark/Cleveland Avenue intersection (Spring 1990).
- Widen S.E. Powell Boulevard to a full 4-5 lane cross-section from S.E. Birdsdale to Main Street (Yr 2000).

### *Site-Generated Trip Characteristics*

The 1,000,000 gross square foot shopping center, which will have an additional 75,000 gsf of office space on surrounding out-parcels, is projected to generate an estimated 29,000 vehicle trips per day. The proposed shopping center is unique, in that the center will be designed around a Tri-Met light rail station at its center. Due to the availability of multiple, easily accessible transit opportunities, the shopping center has the potential to experience a much higher level of transit ridership than would normally be expected. The Metropolitan Area Express (MAX) currently operates on 15-minute headways in this area. In addition, there are three bus routes that currently serve the site.

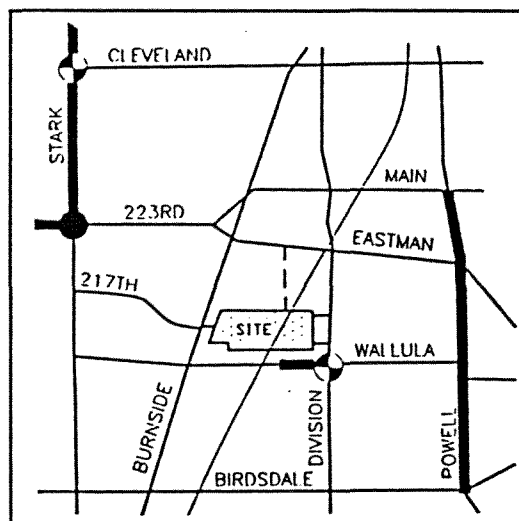


Figure 3. Planned System Improvements

The origin of trips to the site is relatively evenly distributed. This even distribution of travel to the site results in a relatively uniform dispersion of site-generated traffic impacts on the adjacent



street system. Analysis indicates that the adjacent street system is generally capable of accommodating the projected 60 percent general traffic growth over the next 20 years, and the project's traffic load will be absorbed with the need for minimal additional transportation improvements, except in the immediate area.

#### *Future Transportation Deficiencies*

With the City of Gresham's and Multnomah County's roadway improvements scheduled to be in place by 1992 within the study area, the road system will be adequate to accommodate 1992 background plus site-generated traffic flows. Predominant flows to the site are in the east-west direction, as are the majority of traffic flows in this area. S.E. Stark Street, Burnside Street, Division Street, and much of Powell Boulevard support these predominant east-west travel flows by providing five-lane capacities.

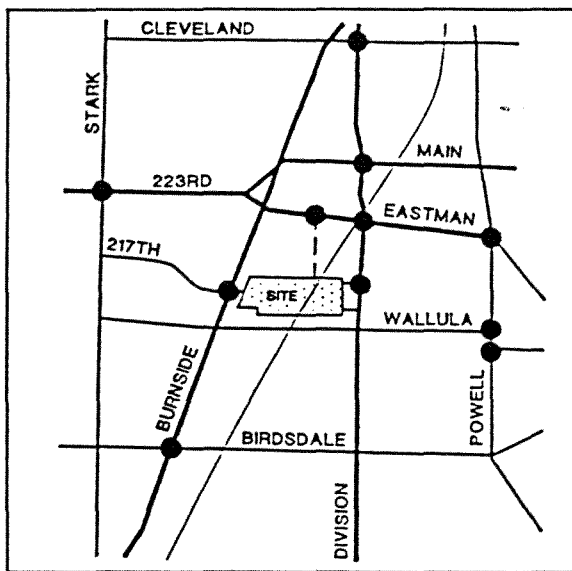


Figure 5. Future Intersection Improvements

center. These intersections are at S.E. Division/Eastman Parkway and S.E. Powell Boulevard/Eastman Parkway. The Division/ Eastman intersection would require improvements to include at least two through lanes and exclusive right and left turn lanes at each approach. The Powell/Eastman intersection would require an exclusive right turn lane at the westbound approach.

#### *Access Issues*

The shopping center is proposed to have a single access on Burnside Street immediately opposite Fariss Street (to be signalized), two accesses on Division Street (the easternmost to be signalized), and potentially a single access via the City Hall Entrance to Eastman Parkway (signalized). Offsetting proposed access points from existing streets across Division has been an important element to deter use of residential streets by site-generated traffic. City staff has indicated that an Eastman connection through City Hall property to the shopping center, in principal, is favored. The City reserves final approval subject to final site plan submittal.

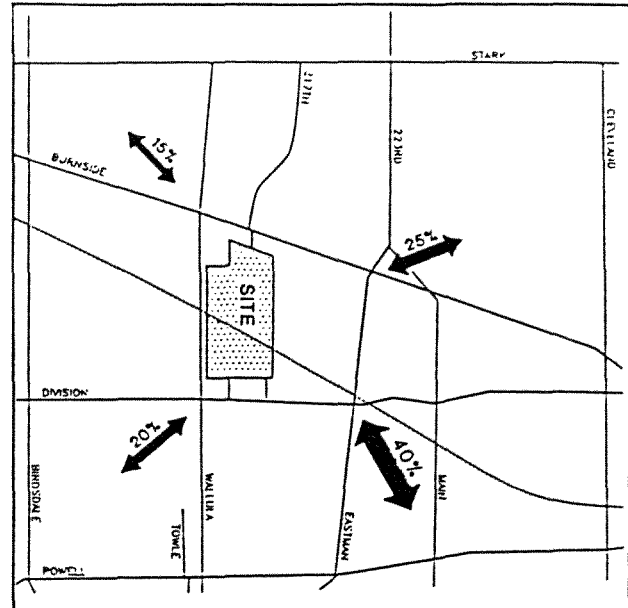


Figure 4. Trip Distribution

By Year 2009, 7 intersections in the project impact area will require further mitigation due to added traffic volumes resulting from both background and project traffic. In recognition that overall study area traffic volumes are expected to grow approximately 60 percent by 2009, the relatively minor improvements prescribed in this section to accommodate 2009 traffic volumes indicate that the current street system is exceptionally robust.

There are two intersections that, with 2009 Background traffic, will require improvements attributable to the development of the shopping



### *Findings and Recommendations*

Based on the results of the transportation analysis described in this report, the proposed Gresham Regional Shopping Center can be developed with relatively minor impacts on the existing and future street system traffic flow patterns. To ensure the safe and efficient movement of traffic and pedestrians within the primary impact area, the following traffic operational and safety improvements are recommended:

#### Site Access and Design Considerations

- The Burnside and Division Street entrances should be designed in accordance with the criteria designated in Figures 9 and 10 in the report. This is to include right-turn deceleration lanes at the main entrances on each of these streets.
- Traffic signals should be installed at the Burnside and Division Street main entrances (not the west entrance on Division Street) prior to the opening of the shopping center. In the event that an Eastman Parkway access is permitted by the City of Gresham, a traffic signal should be installed at the intersection of Eastman Parkway/City Hall Entrance prior to the opening of the shopping center.
- The internal ring road should be designed to a minimum 30 mph design speed, including turn radii, sight distances signing and striping. This design speed should be strictly adhered to except in cases where extraordinary circumstances exist. In such cases, proper signing shall be erected to warn motorists of lower designated speeds. In general, the designated speed on this road should be 25 miles per hour.
- Wherever significant volumes of left-turning vehicles are anticipated on the internal ring road, left-turn refuge lanes should be provided. These movements are generally accommodated in the site plan by the provision of a center continuous left turn lane.
- The internal ring road should intersect with the Burnside and Division Street main entrances a minimum of 250 feet from the major street intersections (inside curb to inside curb).

#### Neighborhood Traffic Management Strategies

Neighborhood traffic control measures as specified in a previous section should be employed in concurrence with the opening of the center. These measures should include:

- Directional signing at 181st Avenue/Powell Boulevard to instruct eastbound motorists destined for the shopping center to use 181st Avenue and Division Street to access the center.
- "No Through Traffic" signs at Powell/Towle, Powell/Wallula, Division/Towle, Division/Wallula, Burnside/Fariss and Stark/217th to discourage shopping center traffic from using these local and neighborhood collector streets.

#### 1992 Off-Site Transportation Improvements

With the City of Gresham's and Multnomah County's roadway improvements scheduled to be in place by 1992, the road system within the study area will be adequate to accommodate 1992 plus site-generated traffic flows. Thus, no improvements are necessary to the adjacent circulation system to maintain acceptable service levels.

#### 2009 Off-Site Transportation Improvements

Off-site transportation improvements necessary to satisfy projected 2009 traffic volumes are prescribed at seven intersections in the impact area. It should be noted that general traffic in the study area is expected to grow an estimated 60 percent by 2009. In addition, an estimated 25 percent of the center's trips will be drop-ins (and thus not new trips to the system) and an



additional ten percent will visit the center via transit. Thus, while the shopping center will have a significant impact upon traffic operations at streets and intersections immediately adjacent to the site, the impact of site-generated traffic at more distant intersections is relatively minor.

While the previous analysis identified improvements that would be required to satisfy 2009 Total Traffic volumes, the vast majority of these improvements would be required regardless of whether this project is developed. Those improvements that would be required to satisfy 2009 conditions with the proposed project, over and beyond those required to satisfy Background traffic impacts, are identified below:

- *Division/Eastman Parkway:* The projected 2009 Background traffic volumes at this intersection would require the installation of exclusive right turn lanes at each approach (currently, only the eastbound approach has an exclusive right turn lane). The additional traffic volumes resulting from development of the shopping center would require, in addition, traffic signal phasing modifications. These recommended improvements would provide an acceptable level of service at this intersection *with or without an Eastman connection.*
- *Powell Boulevard/Eastman Parkway:* Provision of an exclusive right-turn lane at the westbound approach will provide sufficient capacity to restore needed future capacity with development of the shopping center. Due to the existence of a bikelane that currently serves as a default right-turn lane during the peak hours, widening at this intersection would be desirable but may not be necessary to serve future demand.

As frontage improvements are constructed, hardwire interconnect cable should be installed on the Burnside and Division Streets frontages. While traffic signal interconnection is not necessary to accommodate year 2009 volumes, it should be considered as volumes increase and interconnect cable is installed on other properties in these corridors.

By instituting the above recommendations in concert with those pending transportation improvements included on City of Gresham, Multnomah County and ODOT's plans, projected future traffic volumes can be safely and efficiently accommodated. The timely and proper implementation of these recommended improvements will be ensured by close coordination with City, County and State officials.



## INTRODUCTION

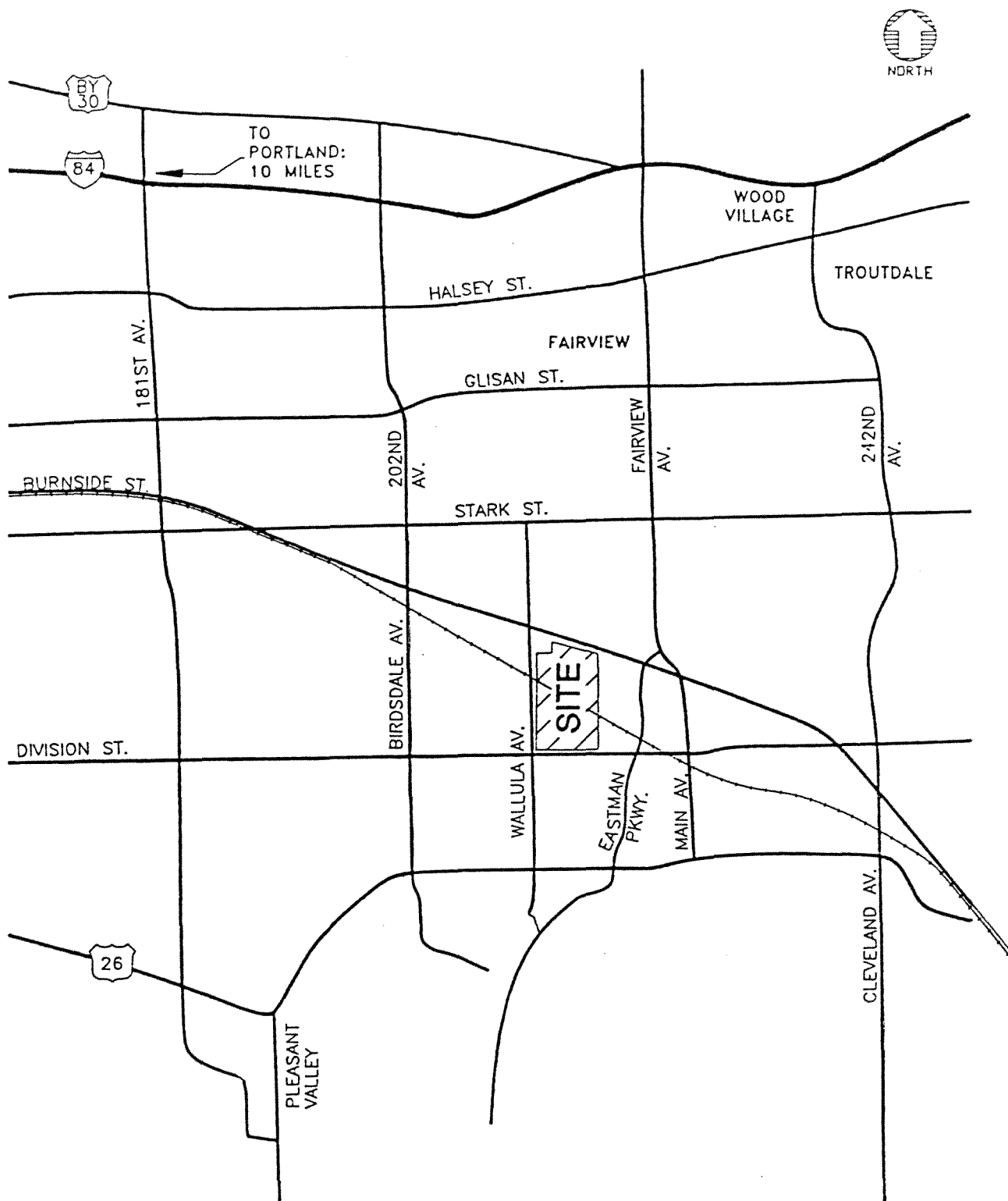
### SCOPE OF THE REPORT

The purpose of this report is to document an analysis of the traffic related impacts of the proposed Gresham Regional Shopping Center, located immediately west of Gresham City Hall between S.E. Burnside Street and S.E. Division Street. Figure 1 shows the site vicinity of the proposed development and the adjacent arterial street system.

### PROJECT DESCRIPTION

Winmar Company, Inc., in cooperation with Tri-Met, is planning to construct a shopping center on a vacant parcel located immediately west of Gresham City Hall. For planning purposes, the proposed shopping center includes approximately 1,000,000 gross square feet of leasable building area. An additional 75,000 gross square feet of leasable office space would be constructed as a part of the overall development. For the purpose of this analysis, it was assumed that the shopping center would be constructed in two phases. The first phase, to be completed in 1991-1992, would include 850,000 gla of shopping and 75,000 gla of office. The second phase would involve full buildout of the shopping activities to a full one-million gla, to occur sometime prior to 2009. The 80-acre parcel upon which this site would be developed is currently zoned Transit Development District in the Gresham Development Code. A shopping center, as proposed, is an allowed use under this designation.





# SITE VICINITY MAP

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER

February 1990

Figure

1



202F301



## EXISTING CONDITIONS

### STUDY AND IMPACT AREA DEFINITION

The study area has been identified as that area bounded by Stark Street to the north, Cleveland Avenue (aka 235th) to the east, Powell Boulevard to the south, and Birdsdale Avenue (aka 202nd) to the west. Within this 2.5 square mile area are 25 intersections that were identified as being potentially impacted by future project traffic. Currently, sixteen of these intersections are signalized.

Within the study area, an impact area was defined. This Impact Area includes all intersections and roadways in which the project traffic represents over ten percent of the existing-plus-project traffic volumes. Those intersections with less than ten percent impact were not included in the Impact Area. The Impact Area includes 17 intersections, of which thirteen are signalized and four are unsignalized.

This method of identifying the Impact Area is commonly used in Washington County, Clackamas County and other jurisdictions within Oregon and throughout the United States. Figure 2 (upper right hand corner) shows those intersections and street sections within the Impact Area. The analysis contained in this report considers project impacts upon intersections within this impact area.

### SURROUNDING LAND USES

There are a wide variety of land uses in the vicinity of the site. These uses include institutional, commercial, industrial and residential activities. Immediately adjacent to the site lies the Gresham City Hall, north of which lies a K-Mart discount store. Immediately south of City Hall is a specialty lumber mill. Along Burnside Street to the north of the site are a mixture of commercial and industrial uses. To the west and south of the site are generally single-family residences.

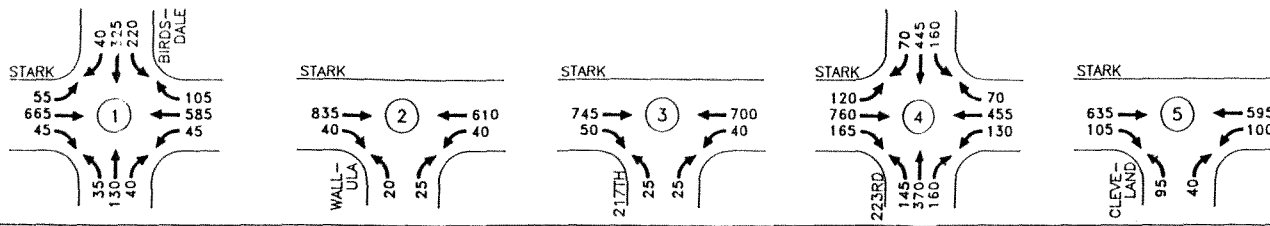
### TRANSPORTATION FACILITIES

The site is bounded by S.E. Division Street to the south, Wallula Avenue (aka 212th Avenue) to the west and Burnside Street to the north. In addition, the potential exists for the site to be provided access via Eastman Parkway, which is located adjacent to Gresham City Hall east of the site.

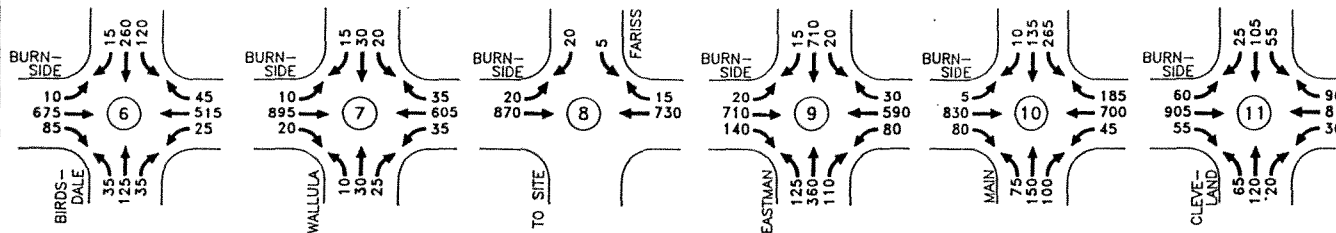
Although the site is located approximately three miles from the nearest freeway (three miles from I-84 and six miles from I-205), the site is currently well served by high capacity arterial streets. The east-west arterial network in the vicinity of the site is particularly robust, and currently is operating considerably below its ultimate carrying capacity. Major east-west streets include Stark Street, Burnside Street, Division Street and Powell Boulevard. All of these streets are designated as Major or Principal Arterials, and all have five-lane cross-sections in the vicinity of the site. The



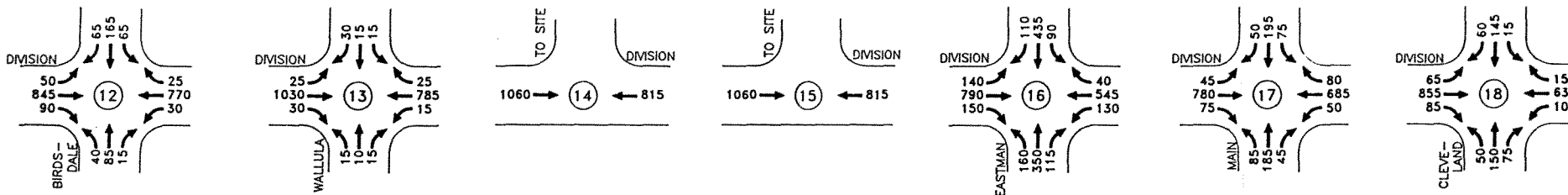
### STARK ST. INTERSECTIONS



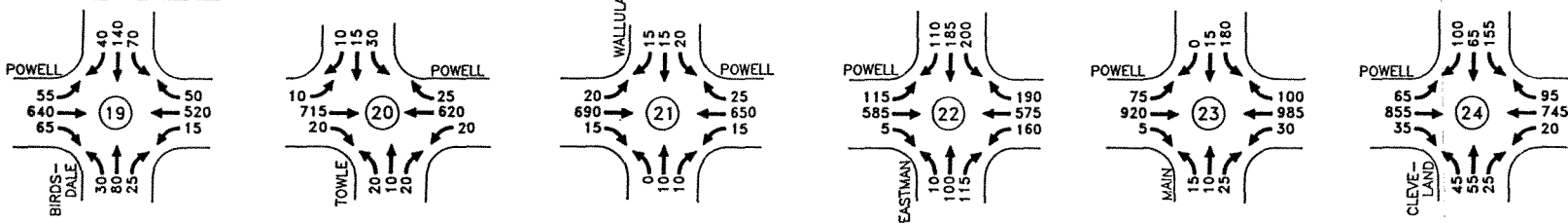
### BURNSIDE INTERSECTIONS



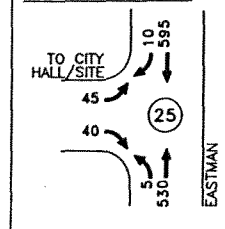
### DIVISION INTERSECTIONS



### POWELL INTERSECTIONS



### EASTMAN ACCESS



1988 WEEKDAY VOLUMES  
PM PEAK HOUR

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER  
February 1990

Figure  
2

2021401



majority of shopping center patrons are expected to travel to the site in an east-west direction, and the analysis indicates that the adjacent arterial system will sufficiently accommodate projected traffic growth.

The north-south circulation system in the vicinity of the site is not as efficient, in that only a single major arterial exists within a one-mile radius of the site. This major arterial – Eastman Parkway – has a five-lane cross-section. However, this facility does not connect directly to I-84 to the north, thus, inhibiting its effectiveness as a major carrier of regional traffic. Generally, in the north-south direction there are minor arterials or collector roadways spaced approximately at one-half mile intervals. The major north-south streets in the study area include Birdsdale Avenue, Wallula Avenue, Eastman Parkway, 223rd Avenue, Main Street and Cleveland Avenue.

S.E. Wallula Avenue borders the western edge of the site. This street is designated as a neighborhood collector and primarily serves adjacent single family residential uses. Wallula Avenue is under the jurisdiction of Multnomah County north of Division Street and under the City of Gresham's jurisdiction south of Division Street. Table 1 shows the functional classification of major roadways in the study area.

#### EXISTING TRAFFIC OPERATIONS

Traffic operations were observed during average weekday p.m. peak hour and Saturday afternoon peak conditions. Figure 2 displays the results of the weekday evening peak hour observations. The field observations revealed that traffic conditions are most critical during the average weekday p.m. peak hour. This field observation also revealed that traffic operations in the immediate vicinity of the site (i.e. roadways providing direct access to the site) currently are at acceptable levels.

Level of Service (LOS) 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. Recent research has determined that average stopped delay per vehicle is the best available measure of the LOS at a signalized intersection. As defined within the 1985 Highway Capacity Manual, six grades are used to denote the various LOS; these six grades are described qualitatively for signalized intersections in Table 2. Additionally, Table 3 identifies the relationship between level of service and average stopped delay per vehicle. Using this definition, a "D" LOS is generally considered to represent the minimum acceptable design standard.

For signalized intersections, LOS defines the quality of the traffic flow, but does not necessarily describe the overall design adequacy of the intersection to accommodate the traffic volumes being analyzed. As an example, a good LOS can be achieved even when the volume/capacity ratio for the intersection exceeds 1.0. Similarly, there are conditions under which a poor LOS is achieved even though the volume/capacity ratio for the intersection is well below 1.0. Thus, for an intersection operating very near capacity, it is best for it to operate very near (but preferably not in excess to) a volume/capacity of 1.0, with average vehicle delays less than 40 seconds. Therefore, all signalized intersection summary tables contained in this report provide both the calculated LOS and the calculated volume/capacity ratio for each intersection. In this way, the reader is provided with a complete description of the expected operating conditions for each signalized intersection that is analyzed.



TABLE 1

FUNCTIONAL CLASSIFICATION OF ROADWAYS IN STUDY AREA  
GRESHAM REGIONAL SHOPPING CENTER

## Functional Classification

	<u>Multnomah County Transportation Plan</u>	<u>Gresham Central Area Plan</u>
<u>East-West Roadway:</u>		
Stark Street	Major Arterial	Major Arterial
Burnside Street	Principal Arterial	Principal Arterial
Division Street	Major Arterial	Principal Arterial
Powell Boulevard		
-west of Eastman	Minor Arterial	Major Arterial
-east of Eastman	Major Arterial	Major Arterial
<u>North-South Roadways:</u>		
Birdsdale (202nd)	Major Collector	Collector
Wallula (212th)	Neighborhood Coll.	Neighborhood Coll.
Eastman Parkway	Minor Arterial	Major Arterial
223rd Avenue	Minor Arterial	Minor Arterial
Main Street	Major Collector	Collector
Cleveland Avenue (235th)	Major Collector	Collector



TABLE 2

LEVEL OF SERVICE DEFINITIONS  
(SIGNALIZED INTERSECTIONS)

Level of Service	Traffic Flow Characteristics
A	Very low average stopped delay, less than five 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.
B	Average stop delay is in the range of 5.1 to 15.0 seconds per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for LOS A, causing higher levels of average delay.
C	Average stopped delay is in the range of 15.1 to 25.0 seconds per vehicle. These higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear in this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping.
D	Average stopped delays are in the range of 25.1 to 40.0 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 stopped delays are in the range of 40.1 to 60.0 seconds per vehicle. This is considered to be the limit of acceptable delay. These high delay values generally indicate poor progression, long cycle lengths, and high volume/capacity ratios. Individual cycle failures are frequent occurrences.
F	Average stop delay is in excess of 60 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 1.00 with many individual cycle failures. Poor progression and long cycle lengths may also be major contributing causes to such high delay levels.

Note: A signal cycle failure is considered to occur when one or more vehicles are forced to wait through more than one green signal indication for a particular approach.



TABLE 3  
LEVEL-OF-SERVICE CRITERIA FOR SIGNALIZED INTERSECTIONS

Level of Service	Stopped Delay Per Vehicle (Sec)
A	$\leq 5.0$
B	5.1 to 15.0
C	15.1 to 25.0
D	25.1 to 40.0
E	40.0 to 60.0
F	$> 60.0$

Source: Transportation Research Board. *Highway Capacity Manual. Special Report No. 209 (1985).*



The calculation of LOS at an unsignalized intersection requires a different approach. The 1985 Highway Capacity Manual includes a methodology for calculating the LOS at two-way stop-controlled intersections. For these unsignalized intersections, LOS is defined differently than for signalized intersections in that it is based upon the concept of "Reserve Capacity" (i.e., that portion of available hourly capacity that is not used). A qualitative description of the various service levels associated with an unsignalized intersection is presented in Table 4. A quantitative definition of LOS for an unsignalized intersection is presented in Table 5.

The reserve capacity concept applies only to an individual traffic movement or to shared lane movements. Once the capacity of all the individual movements has been calculated and their LOS and expected delays determined, an overall evaluation of the intersection can be made. Normally, the movement having the worst LOS defines the overall evaluation, but this may be tempered by engineering judgement. An "E" LOS is generally considered to represent the minimum acceptable design standard.

Past experience with the unsignalized analysis procedure indicates this methodology is very conservative in that it tends to overestimate the magnitude of any potential problems that might exist. This is especially true for minor street left turn movements. Therefore, the results of any unsignalized intersection analysis should be reviewed with this thought in mind.

All LOS analyses described in this report were performed in accordance with the procedures described above. Copies of the analysis forms are contained in the project files and are available for review upon request. In order to assure that this analysis is based upon worst-case conditions, the peak 15 minute period flow rate during the evening peak hour was used in the evaluation of all intersection levels of service. Thus, the analysis reflects conditions that are only likely to occur for 15 minutes out of each average weekday. For the remainder of each weekday and throughout the weekends, traffic conditions within the impact area are likely to be better than that described in this report.

Table 6 identifies the results of the existing LOS calculations at the key intersections within the impact area for an average weekday p.m. peak hour. As this table shows, all intersections within the impact area currently operate at acceptable levels.

## TRANSIT SERVICE

The proposed shopping center is unique, in that the center will be designed around a Tri-Met Metropolitan Area Express (MAX) light rail transit station. In addition, there are three bus routes that currently serve the site. Due to the availability of multiple, easily accessible transit opportunities, the shopping center has the potential to experience a much higher level of transit ridership than would normally be expected. As described in the TRIP GENERATION section of this report, an estimated ten percent of all trips generated by future uses on the site will use transit. Discussions with Tri-Met indicate that this assumed percentage may be conservatively low due to the frequency and proximity of future high-grade transit service to the site.

MAX currently operates on 15-minute headways in this area. The three bus routes which serve the site are the #4:Division, #25:Gresham-Glisan and the #82:Eastman-182nd lines. The #4 route currently operates on 20-minute peak and 30-minute off-peak headways from Gresham Transit



TABLE 4  
GENERAL LEVEL OF SERVICE DESCRIPTIONS FOR  
UNSIGNALIZED INTERSECTIONS

LOS	General Description
A	<ul style="list-style-type: none"><li>- Nearly all drivers find freedom of operation</li><li>- Very seldom is there more than one vehicle in the queue</li></ul>
B	<ul style="list-style-type: none"><li>- Some drivers begin to consider the delay an inconvenience</li><li>- Occasionally there is more than one vehicle in the queue</li></ul>
C	<ul style="list-style-type: none"><li>- Many times there is more than one vehicle in the queue</li><li>- Most drivers feel restricted, but not objectionably so</li></ul>
D	<ul style="list-style-type: none"><li>- Often there is more than one vehicle in the queue</li><li>- Drivers feel quite restricted</li></ul>
E	<ul style="list-style-type: none"><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><li>- There is almost always more than one vehicle in the queue</li><li>- Drivers find the delays to be approaching intolerable levels</li></ul>
F	<ul style="list-style-type: none"><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 5  
LEVEL OF SERVICE CRITERIA  
for  
UNSIGNALIZED INTERSECTIONS

Reserve Capacity (pcph)	Level of Service Minor	Expected Delay to Street Traffic
>400	A	Little or no delay
300-399	B	Short traffic delays
200-299	C	Average traffic delays
100-199	D	Long traffic delays
0- 99	E	Very long traffic delays
*	F	*

\* When demand volume exceeds the capacity of the lane, extreme delays will be encountered with queuing which may cause severe congestion affecting other traffic movements in the intersection. This condition usually warrants improvement to the intersection.

Source: Transportation Research Board. *Highway Capacity Manual*. Special Report 209 (1985).



TABLE 6

EXISTING SERVICE LEVELS AT KEY INTERSECTIONS:  
(P.M. PEAK HOUR)

<u>Intersection</u>	<u>Signalized Intersection</u>			<u>Unsignalized Intersection</u>	
	<u>LOS</u>	<u>Ave Delay</u>	<u>V/C Ratio</u>	<u>LOS</u>	<u>Reserve Capacity</u>
Stark/223rd	D	37.5	0.88	-	-
Burnside/202nd	C	23.0	0.59	-	-
Burnside/Wallula	A	3.9	0.41	-	-
Burnside/Fariss	-	-	-	D	110
Burnside/Eastman	C	19.4	0.73	-	-
Burnside/Main	C	24.3	0.65	-	-
Division/202nd	B	14.7	0.54	-	-
Division/Wallula	-	-	-	E	90
Division/Eastman	D	29.2	0.64	-	-
Division/Main	C	19.5	0.57	-	-
Division/Cleveland	C	20.2	0.63	-	-
Powell/Eastman	D	28.3	0.62	-	-
Powell/Main	B	5.6	0.57	-	-
Powell/Cleveland	B	5.9	0.45	-	-
Eastman/City Hall	-	-	-	D	190



Center to downtown Portland. The #25 and #82 routes currently operate on 30-minute peak and 60-minute off-peak headways. It is likely that, in addition to light rail, transit service will increase in the future as employment and housing opportunities grow in the Gresham area.

## TRAFFIC SAFETY

### Accident History

A review was conducted by Kittelson & Associates, Inc. of a recent three-year accident history analysis prepared by Multnomah County with additional data acquired from the Oregon Department of Transportation for all key intersections within the study area. Table 7 summarizes the results of this review.

From this table, it can be seen that a total of 247 accidents were reported at the key intersections over the three-year period from 1985 through 1987. Of these accidents, 132 involved injuries. No fatal accidents were reported.

The accident rate for intersections in the study area ranged from 0.33 to 1.23 accidents per million entering vehicles (MEV). The weighted average accident rate for the study area is 0.66 accidents per MEV. The intersection of Division and Main has an accident rate of 1.23 accidents per MEV; the highest accident rate in the study area. This equates to a total of 29 accidents over the three year period. Accident rates in the range of 1.0 to 2.0 accidents per MEV are generally considered to be typical for intersections within an urban area. Thus, it appears that the roadways and intersections within the study area do not exhibit safety problems.

### Sight Distance Measurements

As part of the traffic safety evaluation, field measurements of intersection sight distance were performed at all of the key intersections and proposed access drive locations. Based on these observations, it was found that adequate sight distance currently exists at all of the proposed driveway locations for the development.

Based on the review of the accident history and on the results of the sight distance measurements at the proposed access drive locations, it appears as though no significant safety problems exist within the study area. It is expected that development of this site will not adversely affect the traffic safety characteristics of the surrounding street system. Some increase in the total number of accidents within the study area may occur, but this is likely to be due more to the increased amount of driving time exposure than to a change in the degree of hazard.



TABLE 7

SUMMARY OF ACCIDENT HISTORY AT KEY INTERSECTIONS  
IN STUDY AREA (THREE YEAR TOTAL 1985-1987)

Intersection	Total Acc's	Injury Acc's	Fatal Acc's	Daily Enter'g Traffic	Annual MEV <sup>1</sup>	Total Acc's /MEV	Injury Acc's /MEV
Stark/Birdsdale	25	13	0	2302	23.5	1.06	0.55
Stark/223rd	22	8	0	3215	32.8	0.67	0.24
Burnside/Birdsdale	14	7	0	2204	22.5	0.62	0.31
Burnside/Wallula	8	5	0	1635	16.7	0.48	0.30
Burnside/Eastman	10	6	0	2502	25.5	0.39	0.24
Burnside/Cleveland	8	5	0	2369	24.2	0.33	0.21
Division/Birdsdale	15	7	0	2265	23.1	0.65	0.30
Division/Wallula	9	7	0	1998	20.4	0.44	0.34
Division/Eastman	20	10	0	3102	31.6	0.63	0.32
Division/Main	29	14	0	2316	23.6	1.23	0.59
Division/Cleveland	24	16	0	2148	21.9	1.10	0.73
Powell/Birdsdale	14	6	0	1759	17.9	0.78	0.33
Powell/Wallula	5	5	0	1488	15.2	0.33	0.33
Powell/Eastman	14	6	0	2397	24.4	0.57	0.25
Powell/Main	13	8	0	2542	25.9	0.50	0.31
Powell/Cleveland	17	9	0	2300	23.5	0.72	0.38
TOTAL	247	132	0	36542	372.7		
WEIGHTED AVERAGE						0.66	0.35

NOTE:

(1) Million Entering Annual Vehicles to Intersection



**PEDESTRIAN AND BICYCLE ACTIVITY**

Within the study area, the following arterial and collector streets are identified as existing and future bikeway facilities:

***East-West Bikeways:***

Stark Street  
Burnside Street  
    - west of Eastman  
    - east of Eastman  
Division Street  
Powell Boulevard  
    - west of Eastman

Proposed City Bikeway

Existing County Bikeway  
Proposed County Bikeway  
Proposed County Bikeway

Existing City Bikeway  
Proposed Regional Bikeway

***North-South Bikeways:***

Birdsdale Avenue  
Eastman Parkway  
Cleveland Avenue

Proposed City Bikeway  
Proposed Regional Bikeway  
Proposed County Bikeway

Field observations at the study site during both the morning and evening peak hours revealed relatively low volumes of pedestrian and bicycle activity. It is likely, however, that pedestrian and bicycle volumes may increase during the late spring and summer months.

It is not expected that the proposed development will generate significant volumes of bicyclists or pedestrians. Even so, the site plan has been developed with particular consideration to provide safe pedestrian and bicycle access to the center.



## PLANNED TRANSPORTATION IMPROVEMENTS

The City of Gresham, Multnomah County and the Oregon Department of Transportation (ODOT) each have short- and long-range planned transportation improvements that will impact travel patterns in this area. Freeway improvements that would impact future travel patterns in the study area include ODOT plans to widen Interstate 84 to six lanes from I-205 to 207th Avenue, and construction of full interchanges at 181st and 207th Avenues. Phase I of this project is currently underway, which includes six lanes from I-205 to 181st Avenue and full reconstruction of the 181st Avenue interchange. Phase 2 of this project – widening of I-84 to six lanes from 181st to 207th Avenues and a new interchange at 207th – will likely be completed in 1993. Installation of this new interchange will be coupled with construction of an Eastman-to-207th extension, thereby providing a much needed north-south connection from downtown Gresham to I-84.

As a longer range project, ODOT is considering constructing a new facility, known as the Mount Hood Parkway, which would improve traffic flow from I-84 to US-26. Alternative alignments currently under consideration differ significantly in their relative effectiveness. The considered alternatives include "urban" and "rural" alignments. The urban alignments would include a new I-84 interchange at 207th and/or 223rd with associated arterial improvements on 202nd, Fairview and Burnside to accommodate the projected traffic volumes. These urban alignments would likely increase traffic in the vicinity of the site. The rural alignments would route I-84 to US-26 traffic around the Gresham area, thereby substantially reducing traffic volumes in the vicinity of the site. A favored rural alignment would involve reconstructing the 238th Avenue (Wood Village) interchange on I-84 to accommodate direct movements to the proposed bypass route. The specific alignment for this proposed facility is expected to be decided within the next two years, and construction will likely be completed in the next 5-10 years.

Transportation system improvements of particular importance in the study area include:

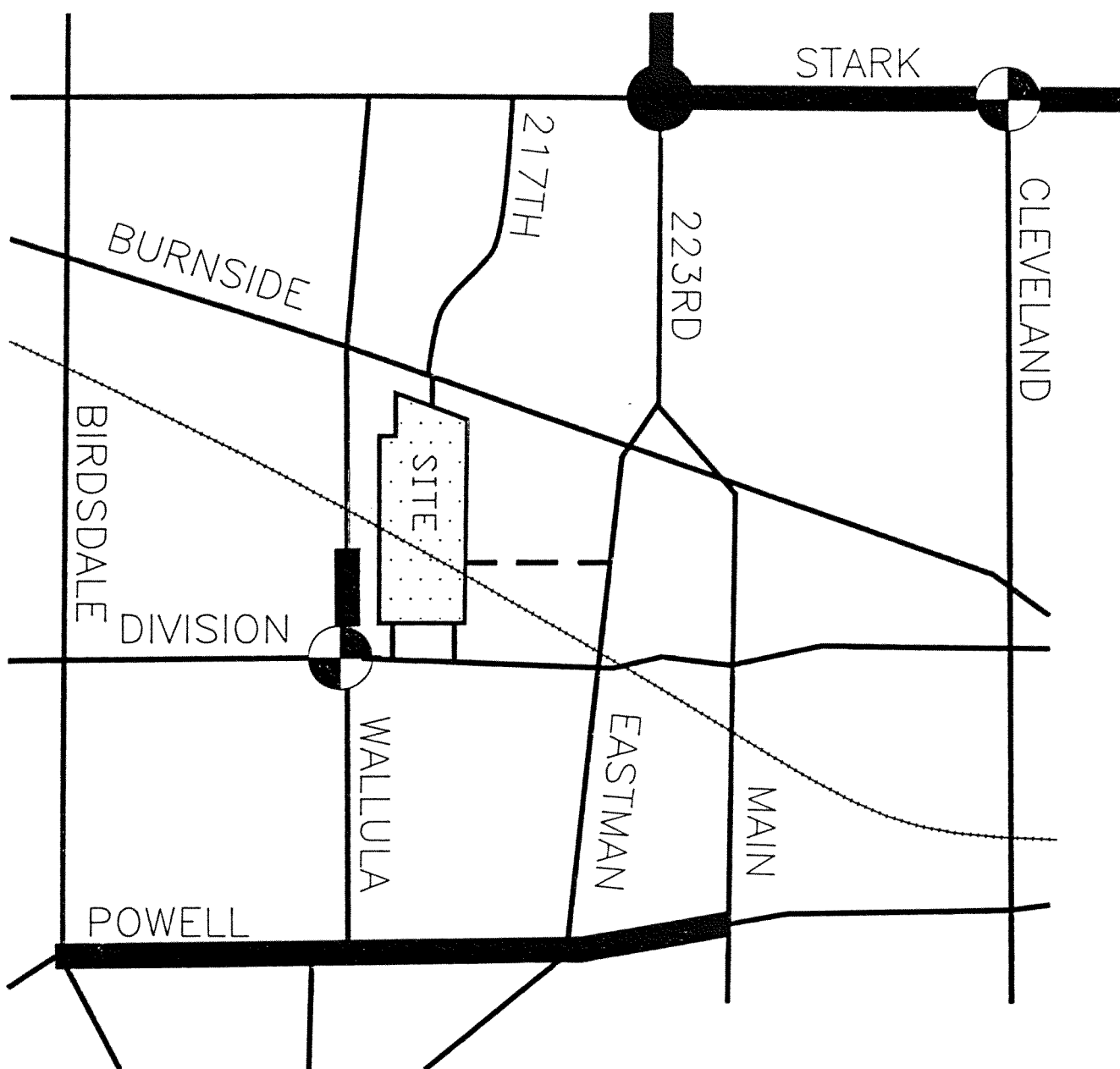
- a traffic signal at S.E. Division/Wallula to be installed in Fall 1989, by Multnomah County, along with widening of the 1000-foot section immediately north of Division Street to a 38-foot cross-section.
- widening of 223rd Avenue from S.E. Stark Street to Glisan Street to a five-lane cross-section. This reconstruction project is scheduled for completion in Spring 1990.
- widening of Stark Street from 223rd to 242nd to a five-lane cross-section. This reconstruction is scheduled for completion in Summer 1990. This project includes installation of a traffic signal at the S.E. Stark/Cleveland Avenue intersection.

These projects have been identified to mitigate existing and short-term future transportation deficiencies in the project study area. Accordingly, these improvements would be required regardless whether the proposed project is developed.

ODOT has longer range plans to widen S.E. Powell Boulevard to a full 4-5 lane cross-section from S.E. Birdsdale to Main Street. This project is currently unfunded, and may be expected for construction within a decade.

Figure 3 identifies the planned transportation improvements within the immediate site vicinity.





**LEGEND**

TRAFFIC SIGNAL

NOTE: THIS FIGURE SHOWS INTERSECTION AND ROADWAY IMPROVEMENTS THAT ARE PLANNED BY CITY, COUNTY, AND STATE AGENCIES.

## PLANNED INTERSECTION IMPROVEMENTS

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER

February 1990

Figure  
**3**



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## TRAFFIC IMPACTS OF PROPOSED CENTER

The site is currently well served by arterial streets on the north (Burnside Street) and south (Division Street) with potential access to a third arterial (Eastman Parkway) to the east. There are no plans to gain site access via Wallula Avenue to the west due to its limited capacity and residential character. Traffic analyses indicate that the proposed traffic generated by this project can be accommodated via the two access points on Division, one on Burnside.

Two of the three proposed access points would require signalization. The western driveway onto Division would not require signalization. Offsetting proposed access points from existing streets across Division will be important to deter use of residential streets by site-generated traffic. Multnomah County has indicated that raised medians are not a viable option to restricting driveway movements on Division and Burnside Streets.

A second access alternative that was evaluated within the scope of this analysis included an additional access to the east via the City Hall Entrance at Eastman Parkway. Options for access from Eastman appear to favor an alignment immediately south of City Hall. This might be pursued in a parallel effort with the City's anticipated expansion of the City Hall facilities. To date, City staff and City Council have indicated that an Eastman connection through City Hall property may be favored. Because of the uncertainty of the prospect of actually acquiring this additional access through city property, this report presents an analysis of site-generated traffic impacts assuming that an Eastman connection would not be provided. The transportation-related impacts of a scheme with an Eastman connection are presented in the *ANALYSIS OF ACCESS ALTERNATIVES* section, later in this report.

The Burnside access to the site is proposed to be directly opposite Fariss Street, creating a four-legged intersection. This intersection would be signalized and would operate at a future p.m. peak hour level of service of "C". The Burnside driveway to the site is located across from Fariss Street as a result of discussions with City and County transportation staffs. It was decided that this location would result in optimal spacing of accesses on Burnside Street, thereby creating less "side friction" to inhibit capacity on this principal arterial.

## TRIP GENERATION

Table 8 identifies the estimated trip generation characteristics for the proposed development. As shown in this table, the project's total vehicle trip generation has been adjusted downward to reflect the relatively high proportion of drop-in and transit trips projected to be made to the site. At full buildout, the site is projected to generate an estimated 29,000 vehicle trips per average weekday. Drop-in trips may be defined as retail trips that were already on the road system for another purpose, and thus, do not result in any increase in background volumes within the study area. Reducing this estimate by 25 percent to reflect the proportion of shopping trips that would be drop-ins, the net increase in vehicle trips to the adjacent arterial system would amount to approximately 22,000 vehicle trips per day. Approximately 2,000 p.m. peak hour vehicle trips – 1,000 in and 1,000 out – are projected to be added to arterial streets as a result of the development at buildout.



TABLE 8

## PROJECTED TRIP GENERATION FOR GRESHAM REGIONAL SHOPPING CENTER

<u>Land Use</u>	Size of Land Use (GLA) (A)	<i>Generated Trips (B)</i> P.M. Peak Hour			
		<u>Daily</u>	<u>Total</u>	<u>In</u>	<u>Out</u>
<i>Phase I Development Level:</i>					
Shopping Center	850,000	26440	2300	1080	1220
Office	75,000	1110	155	130	25
TOTAL	925,000	27550	2455	1210	1245
Minus Reduction for Transit (10%)		-2750	-245	-120	-120
TOTAL VEHICLE-TRIPS AT SITE DRIVEWAYS		24800	2210	1090	1120
Minus Reduction for Drop-Ins (25% of Shopping)		-5950	-520	-250	-280
NET VEHICLE-TRIPS ADDED TO SURROUNDING STREETS		18850	1690	840	840
<hr/>					
<i>Full Build-Out:</i>					
Shopping Center	1,000,000	31105	2705	1270	1435
Office	75,000	1110	155	130	25
TOTAL	1,075,000	32215	2860	1400	1460
Minus Reduction for Transit (10%)		-3220	-285	-140	-145
TOTAL VEHICLE-TRIPS AT SITE DRIVEWAYS		28995	2575	1260	1315
Minus Reduction for Drop-Ins (25% of Shopping)		-7000	-610	-305	-305
NET VEHICLE-TRIPS ADDED TO SURROUNDING STREETS		21995	1965	955	1010

## Notes:

- A. GLA = Gross Leasable Area (square feet)  
 B. Includes both inbound and outbound trips.



Applying similar reductions for transit ridership and drop-in trips as described above, the Phase I development, to be completed by 1991-1992, would generate approximately 19,000 net new daily vehicle trips. During the critical p.m. peak hour, an estimated 1,700 vehicle trips (total of inbound plus outbound) would impact the adjacent arterial system.

### TRIP DISTRIBUTION AND ASSIGNMENT

The distribution of site-generated trips for the proposed Gresham Regional Shopping Center onto the roadway system within the impact area was estimated through examination of the anticipated market area relative to the existing street circulation system. In addition, the Metropolitan Service District (METRO) provided 2009 travel forecasting trip tables which indicate general regional travel patterns.

The origin of trips to the site is relatively evenly distributed. This even distribution of travel to the site results in a relatively uniform dispersion of site-generated traffic impacts on the adjacent street system. Specifically, it is assumed that approximately 15 percent of all site-generated vehicle trips will travel to and from the site via streets to the northwest; 20 percent will travel to and from the southwest; 40 percent will travel to and from the southeast; and 25 percent will travel to and from the northeast. Figure 4 identifies the orientation of travelers visiting the site.

Figure 5 shows the projected site-generated traffic volumes at major intersections in the study area.

The METRO forecasts indicate that the majority of travelers that visit the site from the east would use Division Street, rather than Burnside Street. This travel pattern was carefully examined and it was concluded that Division Street would indeed serve as the major connection to the center from the east because:

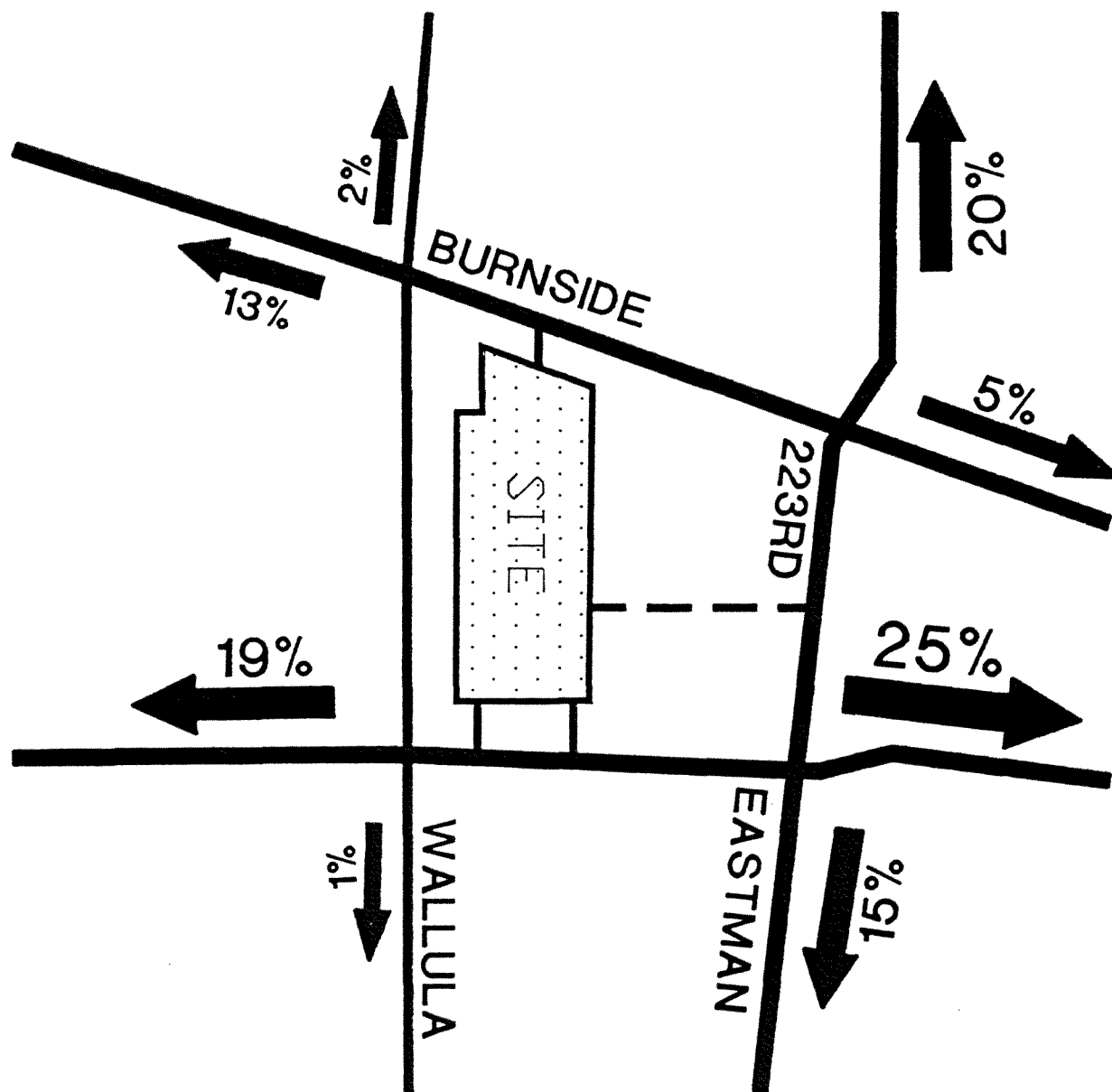
- Division Street has greater capacity for travelers to the center due to the prevalence of through traffic already using Burnside Street.
- Burnside Street has considerably more commercial establishments and therefore "side friction", thereby limiting its speed and capacity.
- Division Street is the shortest route to the intersection of Burnside Street/Division Street and points east. In addition, average travel speeds on Division Street were observed to be greater than those on Burnside Street. Thus, the minimum time path route for travelers coming from points southeast of the site is via Division Street.

The result of this assumption on this analysis is that a greater concentration of traffic generated by the site would travel through the Division Street/Eastman Parkway intersection. Thus, the future traffic impacts at this most critical intersection would be overestimated, resulting a conservatively high assessment of the future traffic needs from the center.

### BACKGROUND TRAFFIC VOLUMES

Although the growth in traffic levels varies from one street to the next, the overall traffic growth on streets in the study area is projected to be approximately 10 percent by 1992 (projected Phase I development completion date) and 60 percent by the year 2009. The majority of transportation system deficiencies projected in 2009 will occur regardless of development of the site, with the exception of site driveways, the Division Street/Eastman Parkway intersection, and the Powell Boulevard/Eastman Parkway intersection. Figure 6 shows the 2009 Background traffic volumes for





# ESTIMATED TRIP DISTRIBUTION PATTERN

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER

February 1990

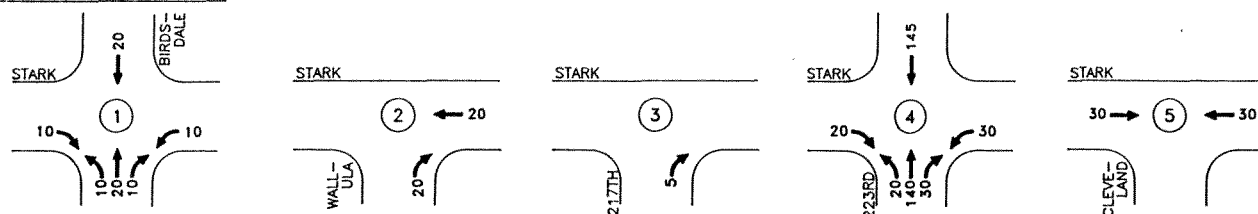
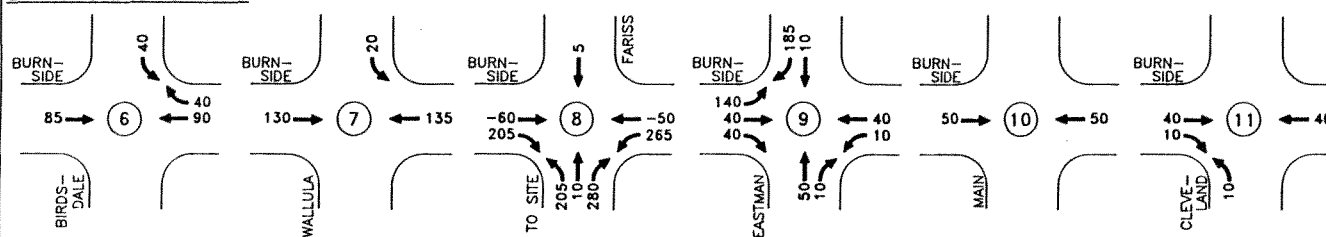
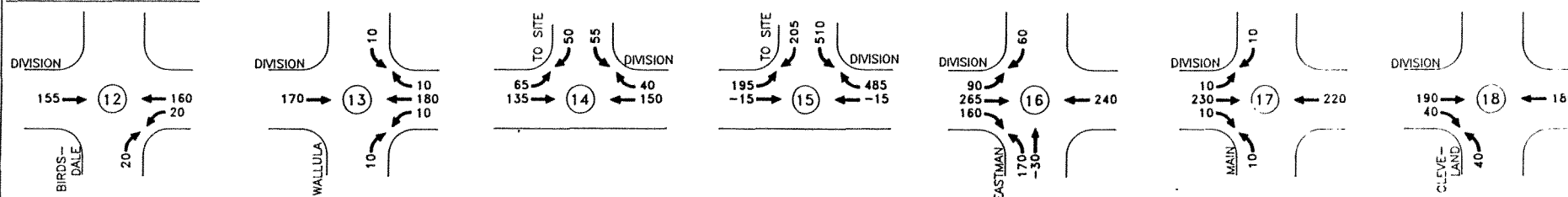
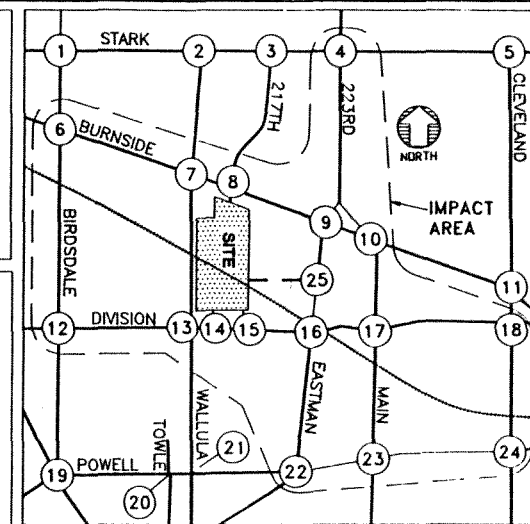
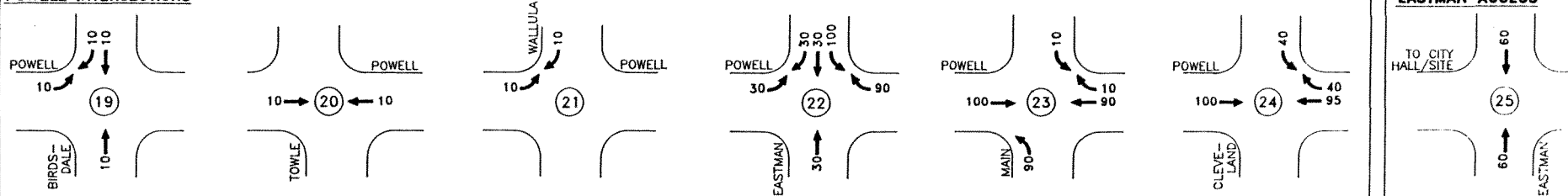
Figure

4



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**STARK ST. INTERSECTIONS****BURNSIDE INTERSECTIONS****DIVISION INTERSECTIONS****POWELL INTERSECTIONS**

NOTE: Traffic forecasts represent full buildout of project to 1 million sq. ft. of shopping activities and 75,000 sq. ft. of office activities. These projections assume the shopping center will not access via Eastman Parkway.

**TOTAL SITE-GENERATED TRAFFIC (P.M. PEAK HOUR)**

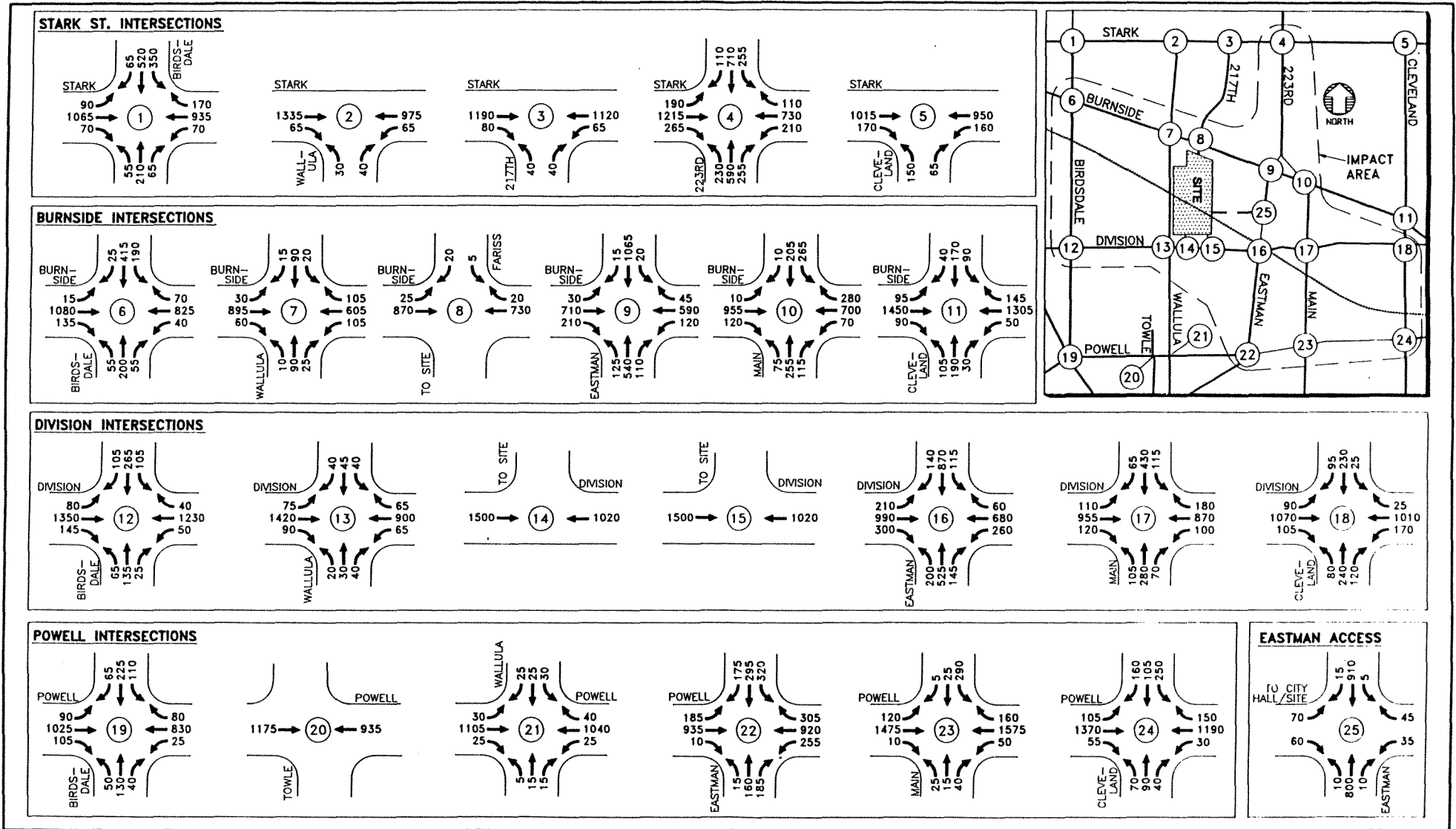
WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER  
February 1990

Figure  
5



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2009 BACKGROUND TRAFFIC  
(PM PEAK HOUR)

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER  
February 1990

Figure  
6





study area intersections. Table 9 shows the projected 2009 p.m. peak hour levels of service without development of the project.

### 1992 TRAFFIC IMPACTS

With the City of Gresham's and Multnomah County's roadway improvements scheduled to be in place by 1992, the road system within the study and impact areas will be adequate to accommodate existing plus site-generated traffic flows. Predominant flows to the site are in the east-west direction, as are the majority of traffic flows in this area. S.E. Stark Street, Burnside Street, Division Street, and much of Powell Boulevard support these predominant east-west travel flows by providing five-lane capacities. The surplus capacity on the adjacent arterial system ensures that this system is capable of accommodating projected 1992 traffic volumes. Table 10 shows the level of service results of this analysis. As shown in the table, all intersections are anticipated to operate at acceptable service levels.

### 2009 TRAFFIC IMPACTS

Of the 17 intersections considered in the impact area, seven will require further mitigation to accommodate projected 2009 traffic flows. These seven intersections include:

- S.E. Division Street/Eastman Parkway
- S.E. Stark Street/223rd Avenue
- S.E. Powell Boulevard/Eastman Parkway
- S.E. Eastman Parkway/City Hall Entrance
- S.E. Division Street/Cleveland Avenue
- S.E. Burnside Street/Birdsdale Avenue
- S.E. Division Street/Main Street

The remaining ten intersections considered in the analysis would operate at acceptable levels of service without mitigation through the Year 2009. In recognition that overall study area traffic volumes are expected to grow approximately 60 percent by 2009, the relatively minor improvements prescribed in this section to accommodate 2009 traffic volumes indicate that the current street system is exceptionally robust. Figure 7 shows the 2009 Total p.m. peak hour traffic volumes in the site vicinity. Table 11 shows the projected 2009 intersection levels of service with the project.

The intersection at S.E. Division/Eastman Parkway is the most highly impacted intersection in the vicinity of the shopping center. This intersection is currently operating very near capacity (LOS "D") and general traffic growth through year 2009 in the area combined with the development of the proposed center would propel traffic volumes to exceed current capacity.

2009 Background traffic volumes would require exclusive right-turn lanes at each approach, in addition to existing lanes which include two through lanes and an exclusive left-turn lane at each approach. The additional traffic that would be generated by the proposed shopping center would require further mitigation to maintain acceptable service levels. Use of a different signal phasing at the intersection would increase capacity sufficiently (with the addition of aforementioned right turn lanes) to restore 2009 traffic levels *with the project* to LOS "D".

Use of protected-permissive phasing for the left-turn movements would add a significant amount of capacity to the intersection. The capacity analysis revealed that protected-permissive phasing for the left-turn movements would result in average delays at this intersection of 38 seconds – well within acceptable ranges.



TABLE 9

2009 LEVELS OF SERVICE AT KEY INTERSECTIONS  
 BACKGROUND TRAFFIC ONLY WITHOUT SHOPPING CENTER TRAFFIC  
 (Average Weekday P.M. Peak Hour)

<u>Intersection</u>	<u>Signalized Intersection</u>			<u>Unsignalized Intersection</u>	
	<u>LOS</u>	<u>Ave Delay</u>	<u>V/C Ratio</u>	<u>LOS</u>	<u>Reserve Capacity</u>
Stark/223rd	F	*	*	-	-
Burnside/202nd	D/E	36.6	1.02	-	-
Burnside/Wallula	B	5.9	0.48	-	-
Burnside/Fariss	-	-	-	D	110
Burnside/Eastman	D	30.3	0.89	-	-
Burnside/Main	D	29.0	0.78	-	-
Division/202nd	C	19.4	0.86	-	-
Division/Wallula	B	13.3	0.70	-	-
Division/Eastman	E	48.6	1.03	-	-
Division/Main	E	46.0	1.01	-	-
Division/Cleveland	E	52.0	1.07	-	-
Powell/Eastman	D/E	40.6	0.98	-	-
Powell/Main	D	34.0	0.90	-	-
Powell/Cleveland	D	36.9	0.90	-	-
Eastman/City Hall	-	-	-	E <sup>1</sup>	20

## NOTE:

(1) This assumes that uses on City Hall property would remain substantially as they currently are.



TABLE 10

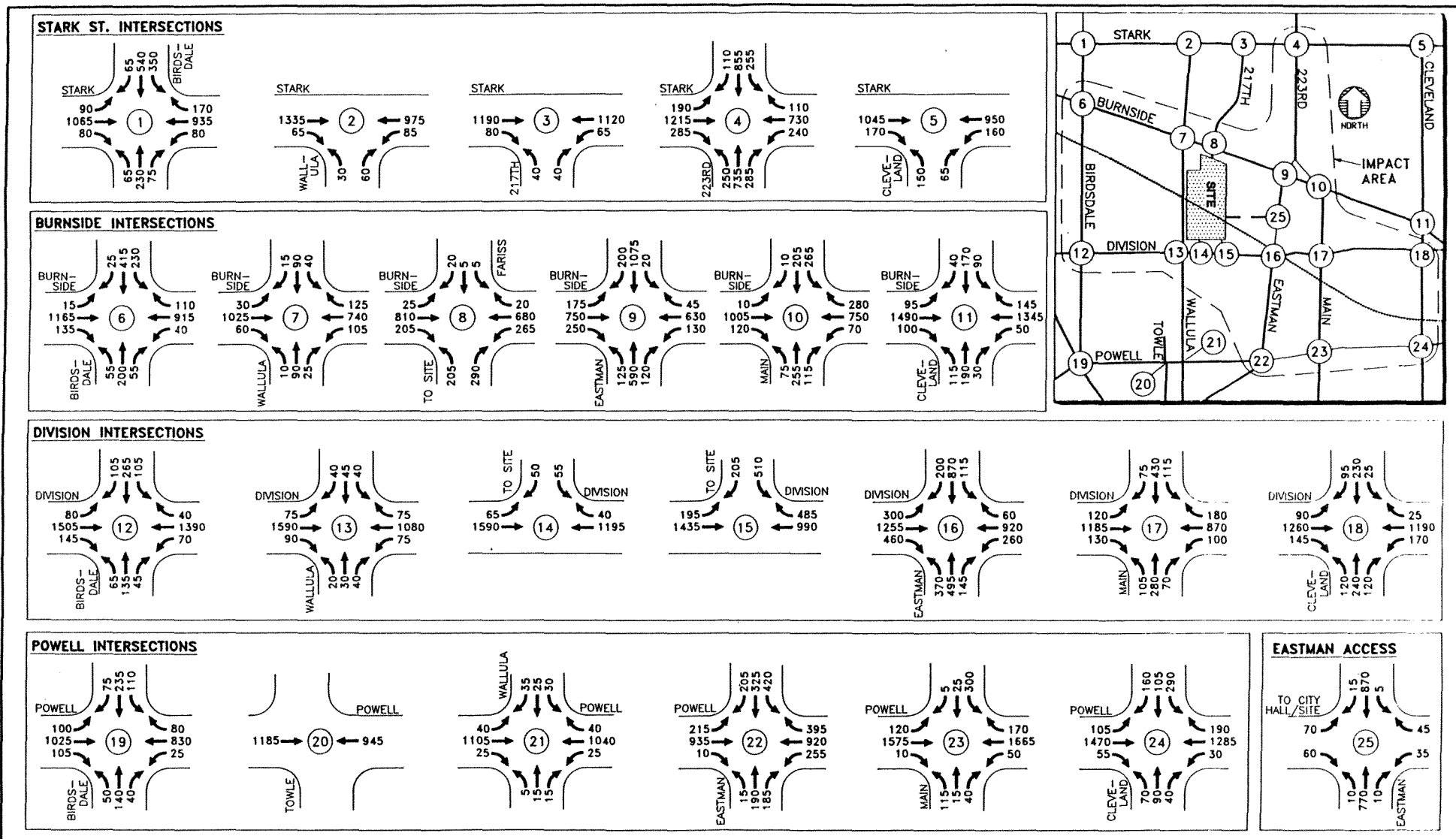
1992 LEVELS OF SERVICE AT KEY INTERSECTIONS  
WITH GRESHAM REGIONAL SHOPPING CENTER TRAFFIC  
(Average Weekday P.M. Peak Hour)

<u>Intersection</u>	<u>Signalized Intersection</u>			<u>Unsignalized Intersection</u>	
	<u>LOS</u>	<u>Ave Delay</u>	<u>V/C Ratio</u>	<u>LOS</u>	<u>Reserve Capacity</u>
Stark/223rd	D	31.5	0.82	-	--
Burnside/202nd	C	26.0	0.65	-	--
Burnside/Wallula	A	4.0	0.46	-	--
Burnside/Fariss	C	19.7	0.51	-	--
Burnside/Eastman	D	26.6	0.79	-	--
Burnside/Main	D	25.8	0.66	-	--
Division/202nd	B	16.5	0.58	-	--
Division/Wallula	B	5.8	0.52	-	--
Division/West Access	-	--	--	E	70
Division/East Access	C	15.0	0.59	-	--
Division/Eastman	D	33.7	0.79	-	--
Division/Main	C	23.6	0.69	-	--
Division/Cleveland	C	21.6	0.71	-	--
Powell/Eastman	D	27.7	0.71	-	--
Powell/Main	C	17.8	0.70	-	--
Powell/Cleveland	C	20.0	0.67	-	--
Eastman/City Hall	-	--	--	E	20

## NOTE:

The reported conditions reflect the LOS with only short-term planned road improvements. See text for mitigations necessary to restore LOS to acceptable standards.





NOTE: Traffic forecasts represent full buildout of project to 1 million sq. ft. of shopping activities and 75,000 sq. ft. of office activities. These projections assume the shopping center will not access via Eastman Parkway.

2009 TOTAL TRAFFIC  
(P.M. PEAK HOUR)

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER  
February 1990

Figure  
7





TABLE 11

2009 LEVELS OF SERVICE AT KEY INTERSECTIONS  
WITH GRESHAM REGIONAL SHOPPING CENTER  
(Average Weekday P.M. Peak Hour)

<u>Intersection</u>	<u>Signalized Intersection</u>			<u>Unsignalized Intersection</u>	
	<u>LOS</u>	<u>Ave Delay</u>	<u>V/C Ratio</u>	<u>LOS</u>	<u>Reserve Capacity</u>
Stark/223rd	F	*	*	-	-
Burnside/202nd	E	48.5	1.02	-	-
Burnside/Wallula	B	6.7	0.60	-	-
Burnside/Fariss	C	22.6	0.65	-	-
Burnside/Eastman	D	39.0	0.95	-	-
Burnside/Main	D	31.3	0.77	-	-
Division/202nd	C	23.6	0.90	-	-
Division/Wallula	C	15.2	0.77	-	-
Division/West Access	-	-	-	E	60
Division/East Access	C	19.8	0.66	-	-
Division/Eastman	F	*	*	-	-
Division/Main	F	65.7	1.08	-	-
Division/Cleveland	F	*	*	-	-
Powell/Eastman	F	64.7	1.08	-	-
Powell/Main	D	34.5	0.92	-	-
Powell/Cleveland	D	37.6	0.91	-	-
Eastman/City Hall	-	-	-	E	20

## NOTE:

The reported conditions reflect the LOS with only short-term planned road improvements. See text for mitigations necessary to restore LOS to acceptable standards.

\* Indicates an unacceptable condition in which volume-capacity is in excess of 1.2. In this situation, average vehicle delay is impossible to estimate.



Although protected-permissive phasing is only used at a few locations within the Greater Portland area, it is becoming much more common in other municipalities, and is used extensively and successfully throughout the United States. Implementation of protected-permissive phasing would, however, require a modification of the existing signal hardware. However, this improvement alternative would have significantly lower cost and impact on adjacent land uses than the alternative – adding more lanes to the intersection.

The intersection of S.E. Stark Street/223rd Avenue is projected to outgrow the improvements that are currently being constructed. The improvements prescribed to mitigate 2009 conditions would require further expansion of the intersection above and beyond those improvements currently underway. The current improvements involve widening all four approaches to the full available right-of-way width. These improvements include widening the eastbound, westbound and northbound approaches to a single left, a single through and a through-right lane. The southbound approach is being improved to have a single left, two exclusive throughs and an exclusive right. The capacity analysis indicates that, in addition to those improvements currently underway, an exclusive eastbound right turn lane and signal phasing modifications would be needed. Protected-permissive signal phasing for the left turns at this intersection, along with the four-lane eastbound approach, would restore 2009 intersection level of service (with or without the project) to "D". Again, protected-permissive phasing would require minor signal modifications. These minor modifications would be significantly lower in cost and impact to adjacent land uses than adding lanes. These improvements would be required with or without development of the shopping center.

The signalized intersection at S.E. Powell Boulevard/Eastman Parkway will operate at LOS "E" under 2009 Background Traffic conditions. This service level would degrade further to LOS "F" in 2009 with development of the shopping center. Provision of an exclusive right-turn lane at the westbound approach will provide sufficient capacity to restore needed future capacity with development of the shopping center. Due to the existence of a bike lane that currently serves as a default right-turn lane during the peak hours, widening at this intersection would be desirable but may not be necessary to serve future demand.

The unsignalized intersection at S.E. Eastman Parkway/City Hall Entrance would operate at LOS "E" under Year 2009 Background traffic volumes. These projections include the proposed development of the Scherzer office building east of Eastman Parkway. The installation of a traffic signal at this intersection will improve peak hour operations to LOS "B" with or without the project. Without a connection to the shopping center on Eastman Parkway (via the City Hall Entrance), relatively low volumes of site-generated traffic would use this section of Eastman Parkway. Thus, a traffic signal would not be required to accommodate the 2009 Background projections, which assume essentially the same land uses on City Hall property. However, with intensified use of the City Hall property, as well as the proposed office building on the east side of Eastman Parkway, it is likely that a traffic signal may be required at this intersection even without access to the shopping center at this location.

The intersection of S.E. Division Street/Cleveland Avenue will require the addition of an exclusive southbound left turn lane to maintain acceptable service levels. This improvement will restore the future level of service to LOS "D".

The signalized intersections at S.E. Burnside Street/Birdsdale Avenue and S.E. Division Street/Main Street would both suffer unacceptable service levels due to a lack of north-south capacity. The addition of a second through lane in both the north and south directions will provide the needed throughput at each of these intersections to ensure satisfactory service levels in 2009. Unacceptable future operations and the same associated intersection improvements would be required both with and without the development of the shopping center.



## TRAFFIC SIGNAL PROGRESSION ANALYSIS

Due to the regional importance of Division Street, Burnside Street and Eastman Parkway, an analysis of the traffic signal progression characteristics were performed to evaluate the effect of additional traffic signals. Prior to recommending any traffic signal control strategy, an in-depth investigation was made into the specific traffic operational characteristics and needs on these arterials.

### Need for Interconnect

Although the existing traffic signal system includes very little interconnection, City and County staffs have long recognized the importance of interconnection in optimizing traffic signal operations. As a result, conduit and wire for use in the installation of an interconnect system have been installed on Eastman Parkway: from Powell Boulevard to Division Street and on Burnside Street: from Eastman Parkway to points further east. Therefore, some of the traffic signals on these key arterials have the capabilities for hardwire interconnect.

It is also important to recognize that not all traffic signals should be interconnected. Whether or not the interconnection of adjacent traffic signals is likely to improve overall traffic operations depends upon a number of factors, including the volume of traffic on the connecting road segment, the distance between the signalized intersections, and the average travel speed. Therefore, a computational procedure was used to evaluate the relative need for interconnect at the signalized intersections on these arterial street segments. This involved the calculation of "link factors", using average daily traffic volumes, posted speed limits, and the distance between signalized intersections to measure the relative value of signal coordination. In this analysis, allowance was also made for the effect of "side friction" on platoon dispersion. Streets were classified as having low or moderate side friction. Within this context, low side friction is assumed to occur on partial to almost full control of access, and where on-street parking is not generally allowed. Moderate side friction is assumed to occur on roadways with little or no control of access, or where on-street parking is allowed. The following equations resulted:

#### LOW SIDE FRICTION:

$$LF = (0.21)(ADT)(S/D)^2$$

#### MODERATE SIDE FRICTION:

$$LF = (0.16)(ADT)(S/D)^2$$

where:

LF	= link factor
ADT	= average daily traffic (vpd)
S	= speed limit (mph)
D	= distance between intersections (ft)

The results of this analysis can be interpreted in the following manner: On non-interconnected street segments with link factors less than 0.50, the relative value the improvement in traffic flow as a result of interconnection is expected to be slight. Adding interconnection on those road segments with link factors between 0.50 and 0.99 would be worthwhile, but should be considered on an individual basis. Where link factors are calculated to be between 1.0 and 2.0, interconnection will likely result in significant improvements in traffic flow. Where link factors exceed 2.0, interconnection should definitely be considered as a requirement. Typically, this condition will occur at a non-interconnected location where speeds are greater than 30 mph, volumes are moderate to high, and traffic signal spacing is 0.25 miles or less.



The analysis indicates that traffic signals on the sections of S.E. Burnside Street and Division Street from Wallula Avenue to Main Street and S.E. Eastman Parkway from Powell Boulevard to Burnside Street are expected to benefit from interconnection. Interconnect for the signals on these roadway sections are marginally warranted for existing 1989 conditions, and the need for interconnection will be exacerbated by 2009. However, it should be noted that the LOS analyses which were conducted as a part of study assumed *no coordination*. Thus, with the recommended improvements included in this study all intersections in the impact area will operate at acceptable levels of service *without signal coordination*. Based on the results of this analysis, it is recommended that the remaining intersections continue to operate in an isolated mode until interconnection can be provided at a relatively low cost, or until warrants for interconnection (as defined by the above criteria) are met. Table 12 shows the traffic signal progression indices that were developed for each of these street sections.

### **Effectiveness of Interconnect**

The three future signal systems which were identified for future traffic signal progression were then modeled to analyze the effectiveness of instituting interconnection. The traffic signal progression analysis utilized the PASSER II-84 computer program. This program identifies the optimum cycle length, phasing sequence and offsets to produce the greatest bandwidths in both directions of travel along the arterial.

The traffic signal progression analysis was performed under existing conditions and year 2009 weekday p.m. peak hour traffic flow conditions. The analysis indicated that a 120 second overall system cycle length would optimize signal progression on these major arterials. The analysis further indicated that acceptable average speeds could be maintained on these arterials (35 to 40 mph in the peak direction and 25 to 40 mph in the off-peak direction). The analysis reveals that the placement of the signals at the entrances to Gresham Regional Shopping Center are appropriate to ensure efficient system signal progression. These proposed signals would be approximately 1,000-1,500 feet from adjacent signals.

Conduit and wire for use in the installation of an interconnect system have been installed on Eastman Parkway: from Powell Boulevard to Division Street and on Burnside Street: from Eastman Parkway to points further east. Therefore, some of the traffic signals on these key arterials already have the capabilities for hardware interconnect.

In summary, with the recommended improvements included in this study all intersections in the impact area will operate at acceptable levels of service *without signal coordination*. Therefore, it is recommended that the intersections continue to operate in an isolated mode until interconnection can be provided at a relatively low cost, or until warrants for interconnection (as defined by the above criteria) are met.

### **ANALYSIS OF ACCESS ALTERNATIVES**

The analysis that has been presented previously in this report considered the transportation impacts of the Gresham Regional Shopping Center assuming that access to the shopping center would be permitted only from S.E. Division and Burnside Streets. As explained in that section of the report, with access on only Burnside and Division Streets traffic operations on the adjacent street system would be very acceptable. (The two signalized main access drives would operate at LOS "E"). This section includes the results of a transportation evaluation of the impacts of providing an additional access via the City Hall Entrance to Eastman Parkway. Projected 2009 Total Traffic volumes with an Eastman Connection are shown in Figure 8.



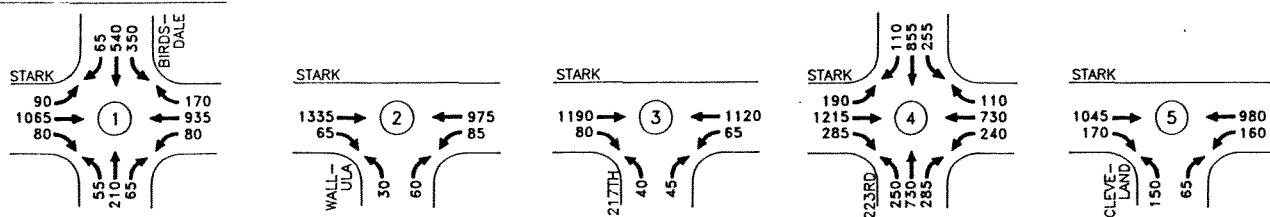
TABLE 12

TRAFFIC SIGNAL PROGRESSION INDEX						
<u>Street Section</u>	<u>Length (ft)</u>	<u>Speed (mph)</u>	1989	2009	<u>1989 Factor</u>	<u>2009 Factor</u>
			<u>Volume (vpd)</u>	<u>Volume (vpd)</u>		
DIVISION STREET:						
Wallula to Main Ent.	1290	40	18950	29200	2.92	4.49
Main Ent. to Eastman	1110	40	18950	29500	3.94	6.13
Eastman to Main	1200	35	16150	27350	2.20	3.72
	<u>3600</u>					
BURNSIDE STREET:						
Wallula to Main Ent.	1320	35	15650	18350	1.76	2.06
Main Ent. to Eastman	1520	35	16150	18900	1.37	1.60
Eastman to Main	980	35	16150	19400	3.30	3.96
	<u>3820</u>					
EASTMAN PARKWAY:						
Powell-G.T.F. <sup>4</sup> Access.	1760	35	9000	17550	0.57	1.11
G.T.F. Acc. to Division	1070	35	13400	25950	2.29	4.44
Division-City Hall	1000	35	11700	22800	2.29	4.47
City Hall-Burnside	1030	35	13620	22200	2.52	4.10
	<u>4860</u>					

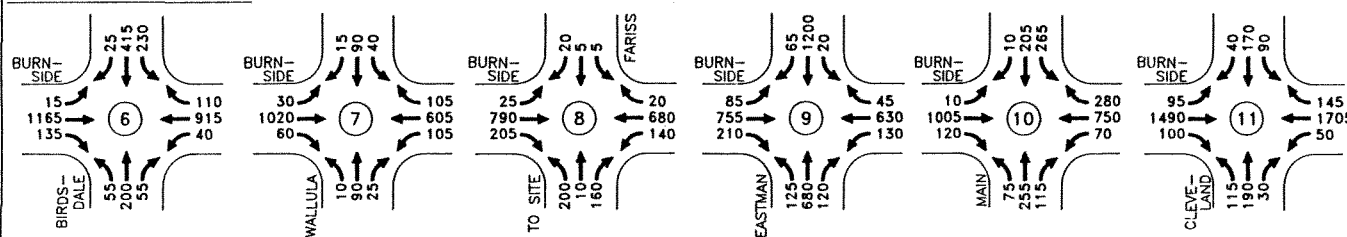
- NOTES:
1. 2009 Traffic Volumes include project and Eastman Connection.
  2. Daily Traffic Volumes were assumed as 10 times p.m. peak hour volumes.
  3. Link Factors were computed assuming moderate side friction.
  4. G.T.F. - Gresham Town Fair



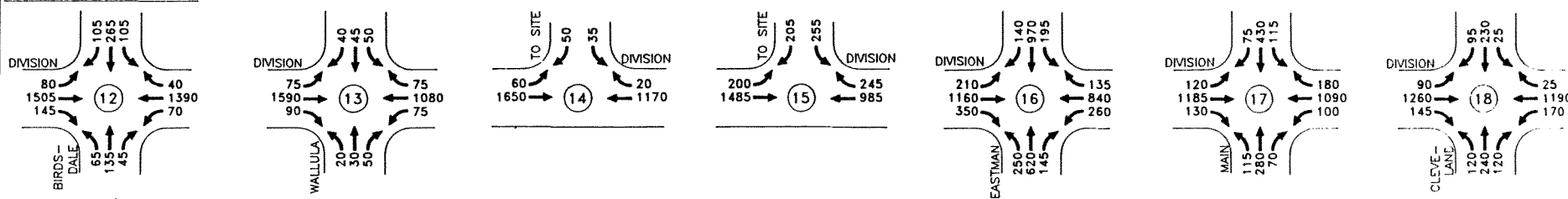
### STARK ST. INTERSECTIONS



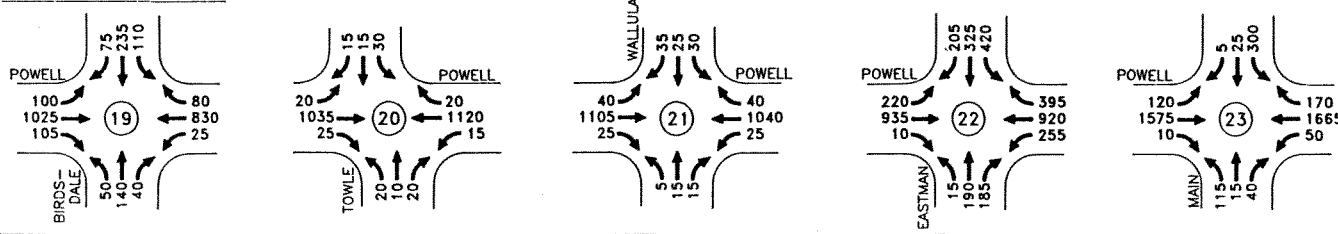
### BURNSIDE INTERSECTIONS



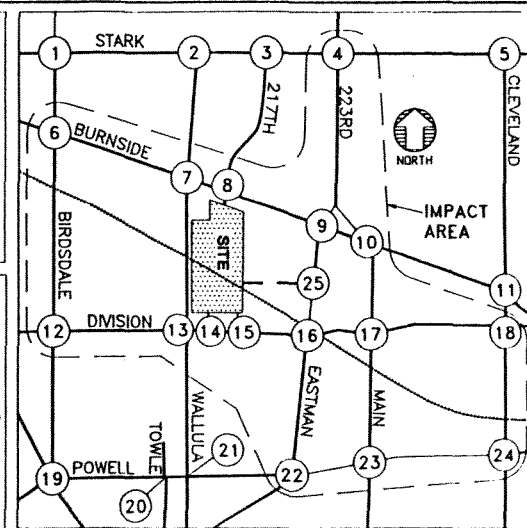
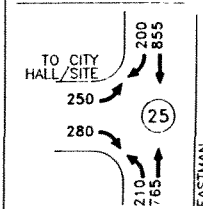
### DIVISION INTERSECTIONS



### POWELL INTERSECTIONS



### EASTMAN ACCESS



NOTE: Traffic forecasts represent full buildout of project to 1 million sq. ft. of shopping activities and 75,000 sq. ft. of office activities.

2009 TOTAL TRAFFIC (PM PK HR)  
WITH EASTMAN CONNECTION

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER  
February 1990

Figure  
8





The alternate access plan that was examined was the option of providing a connection to Eastman Parkway for the shopping center. This option resulted in an acceptable level of service for all intersections as mitigated in the previous analysis, with the exception of the intersections at the Eastman Parkway/City Hall Entrance and Eastman Parkway/Division Street.

Traffic volumes at the Eastman Parkway/City Hall Entrance resulting from access to the shopping center through this intersection would warrant the installation of a traffic signal. Without signalization, this intersection would break down (LOS "F"). As stated previously, significant development on the City Hall property in combination with the proposed Scherzer office building would likely prompt the need for signalization even without shopping center access at this intersection.

As discussed previously, without an Eastman connection to the shopping center this intersection would require the provision of exclusive right turn lanes in each direction and protected-permissive signal phasing for left turns. These same improvements would provide an acceptable LOS "D" with an Eastman connection at this intersection.

In summary, the direct shopping center connection to Eastman Parkway provides for a more even distribution of trips to the center, thereby diluting the effect of site-generated traffic on any one particular roadway link or intersection. As a consequence, even though the level of mitigation or LOS at the intersection at S.E. Division Street/Eastman Parkway would not change by the provision of an Eastman connection, the overall operation at this intersection would improve slightly. This dampening of impacts would also be felt by the motorists destined for City Hall, in that they would also be able to access the site via the Burnside or Division Street intersections via the shopping center ring road. In addition, traffic access for the City of Gresham Offices would be improved, thereby facilitating future possible expansion on the City Hall site more easily.

## QUEUING ANALYSIS

### On-Site Queuing Analysis

A queuing analysis was conducted to determine the maximum length queue which could reasonably be expected at the eastbound approach to the Eastman Parkway/City Hall Entrance intersection. The analysis was conducted for 2009 conditions with the shopping center and the Eastman connection. The analysis indicates that the maximum eastbound left-turning queue (the most critical movement at this approach) that could be expected at this two-lane approach would be 8 vehicles. Assuming an average vehicle spacing of 25 feet per vehicle, this would indicate a need for an uninterrupted driveway throat of at least 200 feet. This analysis was conducted with the assumption that this intersection would be signalized by 2009. This analysis also assumes that a maximum queue will not be exceeded with a confidence level of 95 percent.

There was concern that there may be a chance that this projected eastbound queue could back up to the point to which the fire station exit would be blocked – a distance of 525 feet from the intersection. A more detailed examination of the queueing characteristics in this roadway section indicates that a maximum p.m. peak hour queue of ten vehicles would not be exceeded with a 99 percent confidence and further, that a maximum queue of 12 vehicles would not be exceeded with a 99.9 percent confidence. Moreover, an analysis of Christmas peak conditions indicated that the maximum queue during a peak shopping day in December would have a maximum 95 and 99 percent queue of 14 and 20 p.m. peak hour vehicles, respectively. This analysis indicates that chances are extremely remote that under any conditions in 2009 the fire station driveway would be blocked. In any case, the fire station has a secondary exit in the rear of the building.



There was also concern that northbound traffic on the ring road approaching its intersection with the City Hall Access Road (again, assuming an Eastman Connection) may back up onto the MAX tracks. However, traffic controls at this intersection will be devised to ensure that this movement is unimpeded (no stops or yields), and in combination with the intersection's spacing from the rail tracks, will ensure that queues will not back up from this intersection onto the rail tracks.

#### Off-Site Queuing Analysis

A queuing analysis was also conducted to determine the maximum length 2009 queues which could reasonably be expected at critical location within the immediate vicinity of the project site. The analysis was conducted for 2009 conditions with the shopping center and the Eastman connection.

Major street left turns into the entrances to the shopping center were of particular concern. The analysis indicates that the spacing of driveways to the center is sufficient to ensure that maximum peak hour queues can safely and efficiently be accommodated within the Division Street and Burnside Street turn lanes as currently configured. In the event that an Eastman Connection is permitted to the center, the length of the current left turn lane into City Hall is sufficient to accommodate maximum projected queues.

The spacing of the West Entrance to the shopping center on Division Street from the Wallula Avenue intersection - 620 feet - provides more than adequate space in the center bi-directional left-turn for opposing left turns (eastbound left into West Division Shopping Center Entrance vs. westbound left to Wallula Avenue) to safely be accommodated.

The proposed spacing between the West and East Division Street Entrances - approximately 550 feet - is adequate to accommodate eastbound left turns into the East Entrance. The maximum projected eastbound left turning queue into this East Entrance would be an estimated 200 feet. This would provide sufficient space for left turning vehicles exiting the West driveway to enter the eastbound traffic stream on Division Street without conflict.

The East Division Entrance to the shopping center is spaced approximately 1000 feet from Eastman Parkway, providing sufficient space for maximum projected queues.

The northbound left turn storage lane at the intersection of Eastman Parkway/City Hall Entrance is currently 250 feet in length. This length would satisfactorily serve the projected maximum 2009 queues, even with the planned Scherzer Office Building on the east side of Eastman Parkway accessing directly at this intersection.

S.E. Burnside Street currently has a bi-directional center left turn lane, which will adequately accommodate projected queues into the shopping center without disruption of through traffic on Burnside Street.

#### **PEDESTRIAN SAFETY**

Safe and accessible pedestrian movements to and within the shopping center are critical to the center's operation. In light of this, accessways will be provided to the center at strategic points from each of the boundaries of the site. In addition, crosswalks will be provided at each signalized entrance to the center. Crosswalks will also be marked to provide for pedestrian movements across the ring road, ensuring safe and efficient pedestrian movements.

Shopping center traffic access to Eastman Parkway via the City Hall Entrance is predicated on continued safe and efficient operation of the City Hall internal street system. The projected traffic



volumes on this street section are estimated at 900-1,000 vehicles per hour during the worst hour of the day (p.m. peak hour). Well-marked and lighted crosswalks on the proposed three-lane cross-section of the City Hall Entrance Road should be provided. Sight lines are clear along this street section, which has virtually no horizontal or vertical curvature. The designated speed of 25 mph, in combination with "Pedestrian Crossing" signs (W11A-2 in the MUTCD), should be erected to ensure pedestrian safety. Provision of a pedestrian-actuated traffic signal mid-way between Eastman Parkway and the Shopping Center would not be warranted, based on projected 2009 vehicular and pedestrian flows.



## ACCESS AND NEIGHBORHOOD TRAFFIC ISSUES

The shopping center is proposed to have a single access on Burnside Street immediately opposite Fariss Street (to be signalized), two accesses on Division Street (the easternmost to be signalized), and potentially a single access via the City Hall Entrance to Eastman Parkway (signalized). Offsetting proposed access points from existing streets across Division has been an important element to deter use of residential streets by site-generated traffic. The use of a raised median on Division Street has been considered to mitigate against shopping center traffic using neighborhood streets south of Division Street, although Multnomah County has indicated that raised medians are likely not a viable option due to safety and maintenance considerations.

Deceleration lanes for right-turn movements into the main entrances on Division Street and Burnside Street should be provided. These driveways would carry an estimated 245 and 80 p.m. peak hour vehicles at the Division and Burnside main entrances, respectively. A separate right-turn deceleration lane is not warranted at the western driveway on Division Street, due to limited use.

City staff have indicated that an Eastman connection through City Hall property to the shopping center, in principal, is favored. The City reserves final approval subject to final site plan submittal.

The residential street sections that would likely be impacted by the proposed development would include streets that are designated as local and neighborhood collectors. The Gresham Community Code specifies that neighborhood collectors, like local streets, are intended for "intra-neighborhood" use. Accordingly, the following street sections have been identified as local or neighborhood collector streets that may be impacted by future shopping center traffic:

Wallula Avenue: Powell-Division	Neighborhood Collector
Wallula Avenue: Division-Burnside	Neighborhood Collector
Wallula Avenue: Burnside-Stark	Neighborhood Collector
Towle Avenue: Powell-Division	Local Street
Fariss/217th Avenue: Burnside-Stark	Local Street

The City of Gresham has an established procedure for determination and implementation of appropriate Neighborhood Traffic Management (NTM) measures to be employed for local and neighborhood collector street sections that may be misused. The procedure dictates that strategies for mitigating observed or projected misuse of neighborhood streets undergo the following steps:

- 1) The problem is examined and quantified, and potential solutions are developed. This examination will determine whether the problem is indeed in nonconformance with City of Gresham policies.
- 2) Neighborhood meetings are held in which those affected are notified of the proposed street modification. At this stage, the NTM strategy may be denied, modified or endorsed.
- 3) The endorsed strategy is then implemented in the field, *using temporary traffic control measures* (i.e. fluorescent traffic ones or tubular markers).



- 4) After a period of time (i.e. 3-6 months) field tests are conducted to determine the effectiveness of the temporary NTM strategy that was employed. Also, further community meetings are conducted to determine acceptance of the strategy.
- 5) If the temporary NTM measure proved successful, permanent measures are then employed. The timing of implementation depends upon funding.

Neighborhood traffic control measures frequently benefit certain groups and disbenefit other groups (usually in terms of accessibility). Thus, in order to have the least detrimental effect on those groups that may be disbenefitted, the most appropriate NTM strategy is one that effectively addresses the problem while at the same time has the least detrimental impact. In this light, it may be appropriate to employ a less restrictive measure initially, and subsequently to measure its effectiveness. If successful, this initial measure would be implemented. If this initial measure does not effectively solve the problem, then it may be necessary to employ greater controls.

At the direction of City staff, the strategies for addressing those potential neighborhood street problems were developed using this basic philosophy.

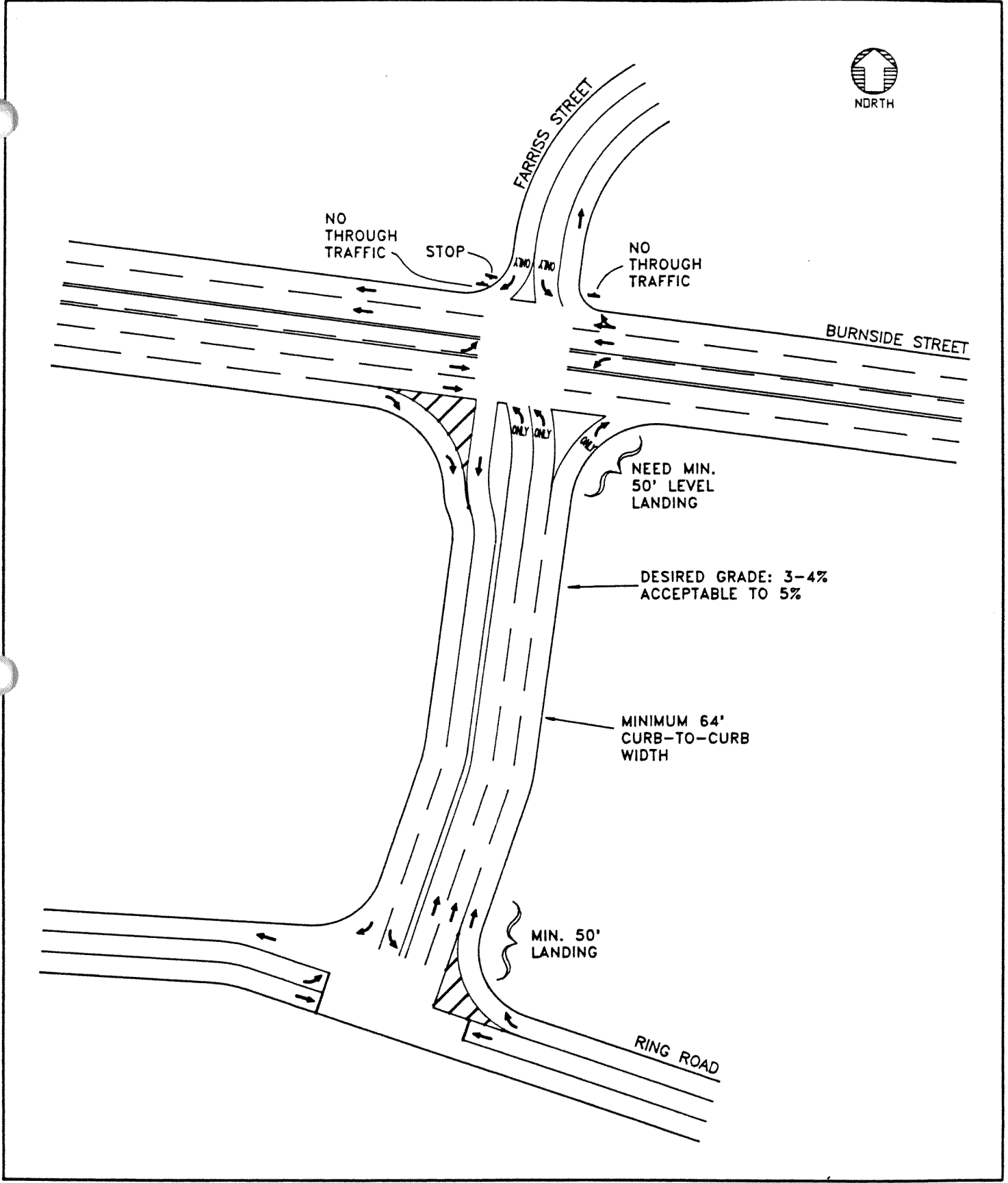
It is likely that a relatively minor neighborhood traffic control measure at the intersection of Burnside Street/Fariss Street may be necessary to discourage shopping center traffic improperly using Fariss Street as a through street. This measure would simply involve signs prohibiting non-local traffic exiting the shopping center onto Fariss Street. This measure would also include installation of "Local Traffic Only" signs at the intersection of Stark Street/217th Avenue. The effectiveness of these measures should be monitored, possibly six months after the opening of the shopping center, to determine whether significant levels of non-local traffic use 217th/Fariss Streets to access the shopping center.

In the event that signing at the intersections of Burnside Street/Fariss Street and Stark Street/217th Avenue does not effectively discourage through traffic from using this street to access the shopping center, additional traffic management measures should be employed. A conceptual design of a potential traffic management strategy is shown in Figure 9. This measure would employ channelization at the intersection of Burnside Street/Fariss Street. Any traffic management measure that is chosen would be subject to careful City review, and neighborhood approval.

The Northwest Gresham Neighborhood Association raised concerns about the potential for Gresham Regional Shopping Center traffic using Wallula Avenue to access the center from Powell Boulevard to the west. Traffic projections indicate that there will likely be 100-200 vehicles per average weekday that would use this route. This constitutes an increase of approximately 5-10 percent on this neighborhood collector street. Shopping center traffic on this section of Wallula Avenue could be minimized by proper signing. Directional signs along S.E. Powell Boulevard instructing eastbound motorists to use S.E. 181st Avenue to access the shopping center would help divert longer distance trips. These directional signs could be accompanied by signs at S.E. Wallula Avenue (at Powell Boulevard) reading "Local Use Only".

In the event that proper signing does not effectively divert shopping center traffic from Wallula Avenue or Towle Avenue and it is determined that the shopping center contributes greater volumes than deemed acceptable by the City of Gresham and the NWGNA, additional traffic management measures should be employed. These measures may include the use of traffic circles, semi-diverters, and/or additional signing. It is likely that selective use of semi-diverters would effectively prohibit through traffic on Wallula and Towle Avenues from Powell. As is normal practice for neighborhood traffic management programs in the City of Gresham, temporary devices would be used to simulate the traffic management measures. Subsequent field observations and neighborhood surveys would verify the effectiveness of the measure. In the event that the strategy proved effective, permanent measures would be constructed.





**BURNSIDE/FARISS STREET  
ENTRANCE CONCEPTUAL DESIGN**

**WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER**  
February 1990

Figure  
**9**



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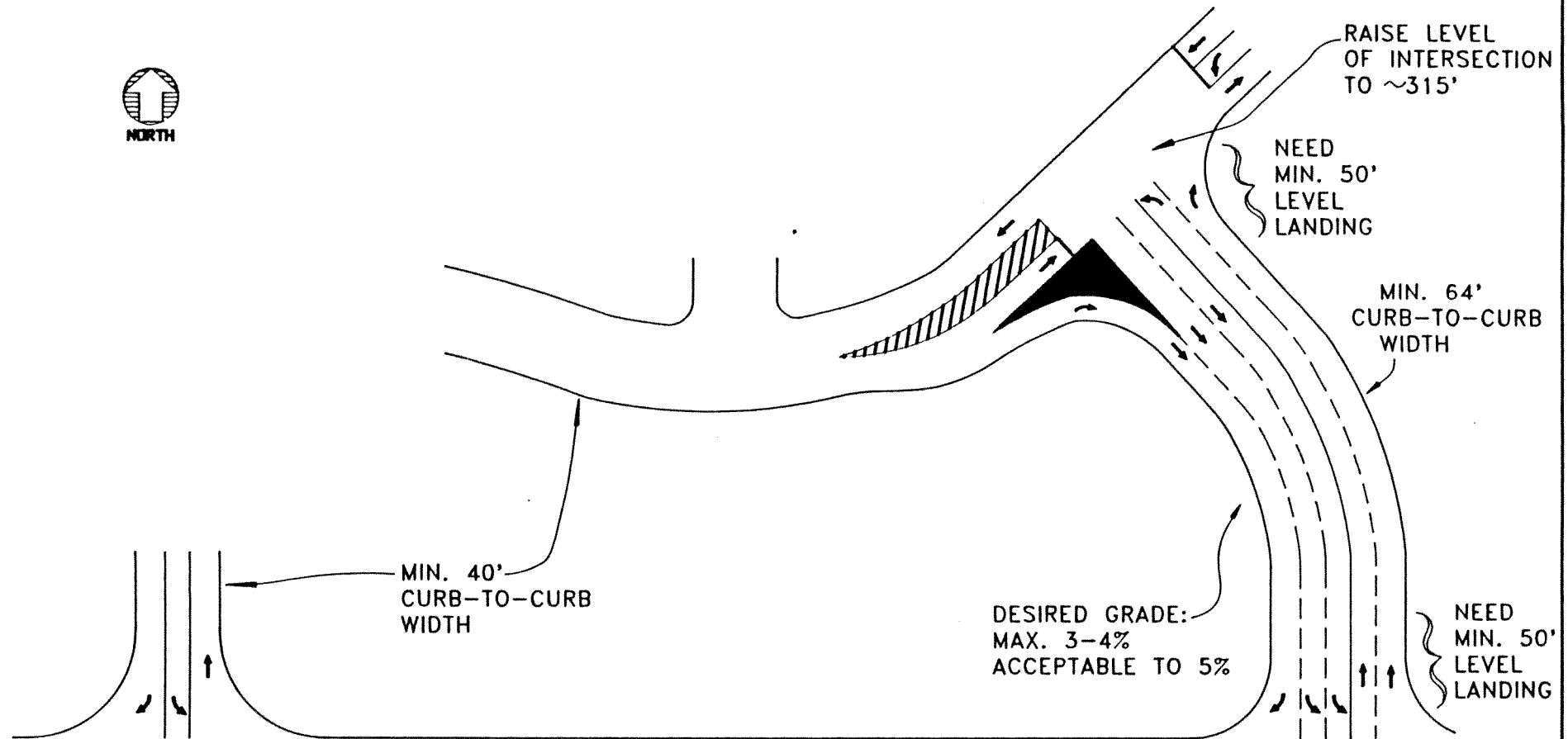
S.E. Wallula Avenue is currently being constructed to a 38-foot cross-section in its 1000-foot section immediately north of Division Street. These improvements are being made in compliance with the conditioning for approval of the Tokola multi-family development in the northwest quadrant of the Division Street/Wallula Avenue intersection. In response to neighborhood concerns, discussions are currently underway with City of Gresham and Multnomah County staff regarding the ultimate width to which the section of Wallula Avenue from 15th Avenue to Burnside Street should be widened. The traffic projections presented in this report indicate that a narrower cross-section (i.e. 32-feet) would likely adequately serve traffic capacity and safety needs. This conclusion was reached in light of the fact that the future traffic projections indicate that this section will not warrant left turn lanes (except at the Burnside Street/Wallula Avenue intersection). In addition, the Northwest Gresham Neighborhood Association has voiced concern that shopping center overflow parking not be allowed on Wallula Avenue — thus, it is generally agreed that the prohibition of on-street parking on Wallula would accomplish this objective.

### INTERNAL CIRCULATION

The maximum traffic volumes to be expected on any section of the internal ring road would be in the range of 10,000 vehicles per day. Preliminary analyses of internal intersections indicate that a three-lane cross-section for the ring road will adequately accommodate projected volumes, although roadway approaches may require flaring at major intersections. The two primary accesses to the center should have two ingress lanes and three egress lanes to provide adequate intersection capacity as well as queuing capacity during even Christmas rush times. Internal street design shall incorporate adequate sight distance to ensure safe operation.

Figures 9 and 10 show design parameters at the Burnside Street and Division Street, entrances. These conceptual designs will ensure adequate sight distance for vehicular and pedestrian movement, carrying capacity, and queuing capacity. In the event that an Eastman connection is permitted, the unsignalized internal intersection at the Ring Road/City Hall access should be designed to ensure that maximum queues will not back up into the MAX tracks or in front of the Fire Station driveway.





N.W. DIVISION ST.

## DIVISION STREET ENTRANCE CONCEPTUAL DESIGN

WINMAR/TRI-MET GRESHAM  
REGIONAL SHOPPING CENTER  
February 1990

Figure  
10





## FINDINGS AND RECOMMENDATIONS

Based on the results of the transportation analysis described in this report, the proposed Gresham Regional Shopping Center can be developed with relatively minor impacts on the existing and future street system traffic flow patterns. To ensure the safe and efficient movement of traffic and pedestrians within the primary impact area, the following traffic operational and safety improvements are recommended:

### Site Access and Design Considerations

- The Burnside and Division Street entrances should be designed in accordance with the criteria designated in Figures 9 and 10. This is to include right-turn deceleration lanes at the main entrances on each of these streets.
- Traffic signals should be installed at the Burnside and Division Street main entrances (not the west entrance on Division Street) prior to the opening of the shopping center. In the event that an Eastman Parkway access is permitted by the City of Gresham, a traffic signal should be installed at the intersection of Eastman Parkway/City Hall Entrance prior to the opening of the shopping center.
- The internal ring road should be designed to a minimum 30 mph design speed, including turn radii, sight distances signing and striping. This design speed should be strictly adhered to except in cases where extraordinary circumstances exist. In such cases, proper signing shall be erected to warn motorists of lower designated speeds. In general, the designated speed on this road should be 25 miles per hour.
- Wherever significant volumes of left-turning vehicles are anticipated on the internal ring road, left-turn refuge lanes should be provided. These movements are generally accommodated in the site plan by the provision of a center continuous left turn lane.
- The internal ring road should intersect with the Burnside and Division Street main entrances a minimum of 250 feet from the major street intersections (inside curb to inside curb).

### Neighborhood Traffic Management Strategies

Neighborhood traffic control measures as specified in a previous section should be employed in concurrence with the opening of the center. These measures should include:

- Directional signing at 181st Avenue/Powell Boulevard to instruct eastbound motorists destined for the shopping center to use 181st Avenue and Division Street to access the center.
- "No Through Traffic" signs at Powell/Towle, Powell/Wallula, Division/Towle, Division/Wallula, Burnside/Fariss and Stark/217th to discourage shopping center traffic from using these local and neighborhood collector streets.



### 1992 Off-Site Transportation Improvements

With the City of Gresham's and Multnomah County's roadway improvements scheduled to be in place by 1992, the road system within the study area will be adequate to accommodate 1992 plus site-generated traffic flows. Thus, no improvements are necessary to the adjacent circulation system to maintain acceptable service levels.

### 2009 Off-Site Transportation Improvements

Off-site transportation improvements necessary to satisfy projected 2009 traffic volumes are prescribed at seven intersections in the impact area. It should be noted that general traffic in the study area is expected to grow an estimated 60 percent by 2009. In addition, an estimated 25 percent of the center's trips will be drop-ins (and thus not new trips to the system) and an additional ten percent will visit the center via transit. Thus, while the shopping center will have a significant impact upon traffic operations at streets and intersections immediately adjacent to the site, the impact of site-generated traffic at more distant intersections is relatively minor.

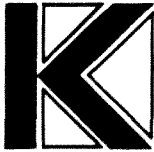
While the previous analysis identified improvements that would be required to satisfy 2009 Total Traffic volumes, the vast majority of these improvements would be required regardless of whether this project is developed. Those improvements that would be required to satisfy 2009 conditions with the proposed project, over and beyond those required to satisfy Background traffic impacts, are identified below:

- **Division/Eastman Parkway:** The projected 2009 Background traffic volumes at this intersection would require the installation of exclusive right turn lanes at each approach (currently, only the eastbound approach has an exclusive right turn lane). The additional traffic volumes resulting from development of the shopping center would require, in addition, traffic signal phasing modifications. These recommended improvements would provide an acceptable level of service at this intersection *with or without an Eastman connection*.
- **Powell Boulevard/Eastman Parkway:** Provision of an exclusive right-turn lane at the westbound approach will provide sufficient capacity to restore needed future capacity with development of the shopping center. Due to the existence of a bikelane that currently serves as a default right-turn lane during the peak hours, widening at this intersection would be desirable but may not be necessary to serve future demand.

As frontage improvements are constructed, hardwire interconnect cable should be installed on the Burnside and Division Streets frontages. While traffic signal interconnection is not necessary to accommodate year 2009 volumes, it should be considered as volumes increase and interconnect cable is installed on other properties in these corridors.

By instituting the above recommendations in concert with those pending transportation improvements included on City of Gresham, Multnomah County and ODOT's plans, projected future traffic volumes can be safely and efficiently accommodated. The timely and proper implementation of these recommended improvements will be ensured by close coordination with City, County and State officials.





**KITTELSON & ASSOCIATES, INC.**  
**TRANSPORTATION PLANNING/TRAFFIC ENGINEERING**

512 S.W. BROADWAY • PORTLAND, OREGON 97205 • (503) 228-5230 • FAX (503) 273-8169

April 3, 1990

Project No.: 202.00

Mr. Richard Ross  
City of Gresham  
1333 N.W. Eastman Parkway  
Gresham, OR 97030-3825

**SUBJECT: Gresham Regional Shopping Center: Supplemental Transportation Analysis**

Dear Richard:

We very much appreciated the opportunity to meet with you, fellow Gresham City and Multnomah County staff members concerning the traffic analysis which we conducted for the proposed Gresham Regional Mall. It was clear that extensive effort had been expended carefully examining our technical analysis and conclusions. There were numerous questions and concerns which were voiced regarding the traffic analysis. The purpose of this letter is to submit additional information and analysis to address these concerns.

**1. *How was the 'Impact Area' defined, and is this method appropriate?***

The impact area was defined in the original study as "including all intersections and roadways in which the project traffic represents over ten percent of the existing-plus-project traffic volumes. Those intersections with less than ten percent impact were not included in the Impact Area."

It was further stated that this method of identifying the Impact Area is commonly used in Washington County, Clackamas County and other jurisdictions throughout Oregon and the United States. This was incorrectly stated. Washington County determines inclusion of an intersection in the Impact Area based on whether the project traffic exceeds ten percent of only the existing traffic volumes. Thus, the method which was used in our original study -- using existing-plus-project as the base upon which project traffic was compared -- was slightly different. We have since recalculated this Impact Area using this revised formula. As shown in the following paragraphs, this difference is not significant enough to result in more intersections or roadways to be included in the impact area.



Table 1 shows the observed p.m. peak hour traffic volumes at all intersections within the study area. It should be noted that Table 1 also shows traffic volumes at two intersections which are outside the previously defined study area. Although the extent of the original study area was affirmed in discussions with the City, later upon review of the original traffic analysis City staff expressed concern that the Division/Burnside and Division/Hogan intersections should be considered for inclusion in the Impact area. As a consequence, these intersections are shown in the table. Figure 1 shows the specific turning movement volumes that are projected at these two intersections. As shown in Table 1, the Division/Burnside intersection should be included in the Impact Area for further traffic analysis. With the exception of the Division/Burnside intersection, those intersections and roadways included in the Impact Area remain unchanged as compared to the original traffic analysis (using the revised formula as discussed above). A subsequent traffic analysis of project impacts at this intersection are discussed in the answer to Question 3 below.

**2. *The assumed distribution of trips to the center shows that approximately 65 percent would come from the east. Is this correct?***

At the outset of the transportation analysis, Kittelson & Associates consulted with the City of Gresham, Multnomah County and Metro staffs to determine the most reliable basis for determining the distribution of site-generated travel. It was agreed that Metro's region-wide travel forecasting model would provide the most reliable, defensible estimates of site traffic. Metro's model incorporates land use forecasts for 2009 buildout conditions for every jurisdiction, and is the model which is currently used in transportation planning projects by Multnomah County. For purposes of this study, Metro provided Kittelson & Associates with traffic forecasts for the project site to the adjacent street system. Careful examination of these forecasts indicated that approximately 30 percent of all traffic to the site would come from origins to the east, while an additional 35 percent would come from points to the northeast or southeast. These estimates compared favorably to economic and market analyses prepared for the shopping center. In light of the fact that the proposed mall would be the only regional shopping center in East Multnomah County, it is reasonable to assume that a large share of its patronage would come from the rapidly growing suburban and rural portions of Gresham, Troutdale, Fairview, Wood Village and Sandy, as assumed in the travel forecasts used in the analysis.



**3. *Why were the intersections at Division/Burnside and Division/Hogan not considered in the analysis?***

As discussed above, analysis subsequent to submittal of the original traffic study revealed that the intersection at Division/Burnside should be included in the Impact Area. This analysis further indicated that projected volumes at the Division/Hogan intersection are not sufficiently high to warrant its inclusion in the Impact Area. The analysis results for the Division/Burnside intersection are discussed below.

The intersection at Division/Burnside is currently configured with exclusive left turn lanes and protected left turn signal phases for every approach, two through lanes at each approach, and an exclusive right turn lane at all except the eastbound approach. The observed p.m. peak hour traffic volumes, as collected by Multnomah County in July 1989, are shown in Figure A. This figure also shows the current lane configurations, which are adequate to ensure acceptable LOS "D" operations.

Figure A also shows the projected 1992 p.m. peak hour conditions at the Division/Burnside intersection with or without the projected site traffic. As shown, the analysis revealed that 1992 conditions without the proposed development could be accommodated with the current physical lane geometrics. However, when the estimated 160 additional site-generated eastbound right-turning vehicles are added to this intersection, an exclusive eastbound right turn lane would be needed. Preliminary field investigations indicate that this improvement could be accommodated within the existing curb-to-curb road width.

Figure A also shows the necessary transportation-related improvements that would be required to accommodate projected 2009 Background traffic at the Division/Burnside intersection. The intersection would perform at LOS "F" without improvement. As shown, dual left-turn lanes for the northbound and southbound approaches would be needed to restore acceptable service levels. It appears that this could be accomplished within the existing curb-to-curb roadway width. The analysis further revealed that, with these improvements, the intersection could accommodate the additional traffic introduced by the proposed project within acceptable service levels.



4. ***The peak for shopping-related traffic occurs on Saturday during the mid-day. Why does your analysis consider off-site traffic impacts during an average weekday peak hour?***

It was recognized at the outset of this transportation analysis that there are two peak periods that needed to be considered to assess the impacts of this shopping center development on the surrounding roadway system. These two peaks include the peak hour for the adjacent street system, which occurs on an average weekday at 4:30 to 5:30 p.m. and the peak hour of the shopping center, which occurs at about 1:00 to 2:00 p.m. on Saturdays. Traffic volume counts were conducted during both of these peak periods at the critical intersections in the immediate vicinity of the site. Analysis of these peak hour intersection turning movement counts revealed that the worst case period occurs during an average weekday p.m. peak when the projected shopping center traffic is combined with existing traffic. Thus, the subsequent traffic analysis considered this worst case average weekday p.m. peak hour condition.

5. ***While it is recognized that a roadway system cannot be feasibly designed to accommodate the highest traffic volumes of the year, traffic systems are typically designed to accommodate the 30th Highest Hourly traffic volume. Since your analysis considered an 'Average Weekday P.M. Peak Hour' to determined the impacts of shopping center traffic on the future system, how does this relate to the 30th Highest Hour?***

It should be noted that arterial streets within large urban and suburban areas, such as those surrounding the proposed shopping center, are subject to very little weekday or seasonal variation. In these urban and suburban areas, traffic impact analyses are typically based on average daily conditions. The 30th highest is only used in areas that are heavily influenced by recreational or tourist activities and experience significant seasonal variation. Therefore, considering the suburban nature of the area surrounding the proposed shopping center, the 30th highest hour is not considered to be an applicable standard.

Additionally, the analysis of average weekday p.m. peak hour conditions is considered to be reasonable for the following reasons:

- 1) Although several studies have documented that shopping center site-generated traffic is typically higher during late weekday evenings and on weekends, the combination of site-generated and background traffic is usually highest during the weekday evening peak hour. This was found to be the case in the vicinity of the proposed shopping center.



- 2) The weekday evening peak hour is considered to be relatively constant because it is so closely tied to commuter patterns. The highest peaks in site-generated traffic occurs later in the evening and on weekends. Past studies have shown that the highest hourly p.m. peak hour weekday volume during a typical week varies by less than ten percent when compared to the average.
- 3) The analysis already includes several worst-case assumptions:
  - All intersection analyses were based on the peak 15-minute flow rate during the evening peak hour.
  - Background traffic volumes on the adjacent street system were increased by an average of 60 percent to account for growth in traffic between now and the year 2009.
6. ***Discuss the project's traffic growth that may be expected during the Peak Christmas Season. What is the expected magnitude and duration of this peak?***

The largest source of information related to trip generation for a shopping center during the Christmas season is *4th Edition Trip Generation* published by the Institute of Transportation Engineers. The trip generation information contained within this document indicates that during the weekday p.m. peak hour time period, a 1,000,000 square foot shopping center can be expected to generate approximately 14 percent more trips during the Christmas season as compared to an average weekday p.m. peak hour.

It should be noted that during other time periods, such as later in the evenings, or on weekends, the percent increase can be expected to be significantly higher. As an example, the trip generation information contained in *4th Edition Trip Generation* indicates that during the Saturday peak hour time period a 1,000,000 gross square foot shopping center can be expected to generate approximately 30 percent more trips during the Christmas season as compared to an average Saturday peak hour. Evenso, it is important to note that the these shopping peaks do not coincide with the peak for traffic on the adjacent street system. Thus, the most critical time period to consider for the combination of site-plus-background traffic remains the weekday p.m. peak hour. This once again reinforces that the weekday p.m. peak hour, since it is so closely tied to commuter oriented traffic, is subject to much less variation than other time periods.



7. ***What is your basis for estimating the site's trip generation? Does your estimate consider the possibility that the proposed center may be more successful, and therefore generate significantly more travel, than an average center of this size?***

Estimates of total daily and evening peak hour driveway volumes for the proposed shopping center were developed from empirical observations at other shopping center locations throughout the United States. These observations are summarized in a standard reference manual, entitled *Trip Generation, 4th Edition*, published by the Institute of Transportation Engineers. The information contained in ITE's trip generation manual, although providing a range of trip generation rates for centers of different sizes, does not discuss the relative success of each of the individual centers. Every center is different with respect to market area, accessibility via auto and transit, population density and other factors which significantly effect the site's trip generation. Therefore, it would be extremely difficult to quantify the expected growth in traffic that may result from a center's success.

8. ***Your study assumed that 25 percent of the trips to the proposed development would be 'drop-ins', that is, trips that would have been on the adjacent street system in any case. Is this reasonable?***

In evaluating the traffic impacts of the proposed development on the surrounding street system, it is important to realize that there are different types of vehicle trips for commercial developments, and that each trip type has a different effect on the street system. Generally, there are three basic types of trips associated with any retail/commercial development:

1. ***Drop-in Trips*** -- These retail trips already exist on the roadways that provide primary access to the new retail center and are being made for some purpose other than shopping (for example, home-to-work). Drop-in trips (also known as pass-by trips) do not result in any increase in background traffic volumes within the study area. The impact of these drop-in trips occurs at the site driveway(s), where they become turning movements into and out of the proposed retail center instead of through movements. Therefore, drop-in trips have little or no additional effect on the road system beyond the development's driveways.
2. ***Diverted Trips*** -- These shopping trips are currently being drawn to other commercial activities that compete with the proposed retail



center, but are redirected to the new center when it opens. This redirection usually occurs because of an improvement in shopping convenience and proximity for the affected drivers. Diverted trips will result in an increase in traffic volumes within the immediate vicinity of the site, but will also result in a decrease in traffic volumes at other locations within the area (i.e., in areas where they used to shop). Therefore, this component of the total generated demand causes no change in the total number of vehicle trips within the area, even though it may add to the number of trips within the immediate vicinity of the site. Another side benefit is that by diverting, these trips often cause a net reduction in total vehicle miles traveled on the area-wide transportation system. This is a common sense observation, since it is difficult to imagine that many drivers would divert to a new retail center in order to travel a greater distance than they did previously.

3. ***New Trips*** -- These retail trips would not have been made without the existence of the proposed retail center. Therefore, this is the only trip type that results in an increase in the total number of vehicle trips made within the area. These are also the only vehicle trips that represent additional vehicle miles of travel on the area-wide transportation system.

The introduction to the Trip Generation Manual contains a section entitled "Quantifying Pass-by Trips". From this discussion it was determined that 22.6 percent of the traffic generated by the retail portion of the center would be in the form of pass-by trips, and will not be new traffic generated by the project. However, this estimate does not include the interactive effect of other uses on the site. A substantial portion of the trips originating from the 75,000 gross leasable feet of office development will pass-by the shopping center enroute to other destinations. This is also true for other uses on this superblock including the City Hall and K-Mart facilities. Thus, it was assumed that for study purposes 25 percent of all shopping center trips are pass-by trips. This percentage is considered conservatively low; thus, the analysis assesses a reasonable worst case in terms of off-site traffic impacts of the proposed center. The remaining 75 percent will be new trips to the project vicinity in the form of trips diverted from other shopping areas, or in new trips generated by the development.



9. ***Your study assumed that 10 percent of all peak hour trips to the proposed development would come via transit. Is this proportion high?***

The proposed development is unique, in that a light rail transit station is to be located in the heart of the shopping center. Thus, while it is difficult to estimate the proportion of patrons that would visit the center via transit, it is reasonable to expect this proportion to be high when compared to other shopping centers.

In the early stages of the project, discussions with Metro, City of Gresham and Tri-Met staffs suggested that a ten percent transit share for shopping center patrons is expected. Data collected by Metro for Lloyd Center indicates that 11 percent of all work trips and 6 percent of shop trips to Lloyd Center travel to the center via transit. Considering the increase in transit use with a MAX station within the shopping center, a ten percent transit share was generally agreed to be realistically attainable. Moreover, Tri-Met is hopeful that this proportion may be significantly higher due to the unique transit accessibility of the center.

10. ***Your study states that, while Shopping Center/City Hall traffic will have minimal likelihood of blocking the south access to the fire station, there is the opportunity for exiting fire apparatus to use the north driveway. Is this so?***

As pointed out by Joe Parrott, City of Gresham Fire Chief, fire apparatus may not use the north driveway for exit. Thus, the original report misstated this opportunity. However, the original report was correct in its determination that the south driveway would have less than one percent chance of being blocked by queued vehicles during the peak hour of a peak day in the Christmas shopping season. Moreover, this analysis revealed that, during an average weekday p.m. peak hour, the likelihood of this fire station driveway being blocked by shopping center or City Hall traffic is less than 1/10th of one percent.

11. ***In Table 9 of the original study, you identify the levels of service at the Burnside/Birdsdale and Powell/Eastman intersections as 'D/E'. Which is it, 'D' or 'E'?***

Level of Service (LOS) is a concept developed to quantify the degree of comfort afforded to drivers as they travel through an intersection or roadway segment. It is generally agreed that average stopped delay per vehicle is the best available measure of the LOS at a signalized intersection. Generally, a "D" LOS is generally considered to represent



the minimum acceptable design standard. This LOS "D" is attained when the average stopped delay per vehicle entering the intersection is less than 40 seconds.

LOS defines the quality of the traffic flow, but does not necessarily describe the overall design adequacy of the intersection to accommodate the traffic volumes being analyzed. As an example, a good LOS can be achieved even when the volume/capacity ratio for the intersection exceeds 1.0. Similarly, there are conditions under which a poor LOS is achieved even though the volume/capacity ratio for the intersection is well below 1.0. Thus, for an intersection operating very near capacity, it is best for it to operate very near (but preferably not in excess to) a volume/capacity of 1.0, with average vehicle delays less than 40 seconds. In light of the fact that both the average vehicle delays and v/c ratios for the intersections at Burnside/Birdsdale and Powell/Eastman were within 10 percent of virtual capacity under 2009 Background traffic levels, the LOS at these intersections was reported as "D/E". However, strictly speaking, the LOS at the intersections under 2009 Background traffic levels should be identified as "D" and "E" for Burnside/Birdsdale and Powell/Eastman, respectively. The following paragraphs describe the effect that this revised determination has on the overall study recommendations.

The intersection at Burnside/Birdsdale will operate at LOS "D" (acceptable) under 2009 Background traffic levels. However, when traffic generated by the proposed project is introduced to this intersection, the 2009 LOS would become an unacceptable "E", with average intersection vehicle delay of 48.5 seconds. In order to mitigate this future capacity deficient condition, a second through lane in both the north and south directions would be needed. This improvement would restore intersection operations to an acceptable level of service with the project through the year 2009. Thus, the last sentence on page 29 of the report which reads, "... the same associated intersection improvements would be required both with and without the development of the shopping center" should be revised to read "... This intersection improvement would be required as a direct result of the additional traffic introduced by the proposed center". In addition, there were two intersections identified as being triggered by the proposed development (bulleted items on page 43 of the original study). The intersection at Burnside/Birdsdale should also be included, with the above recommended improvements.

The intersection at Powell/Eastman will operate at LOS "E" under 2009 Background traffic levels. This is consistent with the discussion presented on page 29 of the original study, and does not change the findings and recommendations of the study. Thus, Table 9 in the



original study should be corrected to read LOS "E" for the Powell/Eastman intersection.

**12. *Please elaborate on the neighborhood traffic management strategies which you are recommending for the Burnside/Fariss intersection and for Wallula and Towle Avenues south of Division.***

The infiltration of through traffic on local neighborhood streets is always a possibility when a regional development such as the proposed shopping center is constructed. However, it is often difficult to predict the potential and severity of the problem in advance. Moreover, neighborhood traffic management strategies (i.e. stop signs, traffic circles, semi-diverters, etc.) often severely restrict accessibility within neighborhoods. Thus, the benefits of such strategies sometimes are more than off-set by the inconvenience of available travel routes being impeded or severed. A common tenet of traffic engineering practice is to employ the minimum traffic control to ensure safe and easily understandable operations. Misuse or overuse of traffic controls often produces a loss of respect for traffic control devices by the driver, thereby resulting in a detriment in their overall effectiveness. In recognition of this fact, the strategy which was proposed in the original study was to employ a less restrictive measure initially, and subsequently to measure its effectiveness. If successful, this initial measure would be implemented. If this initial measure does not effectively solve the problem, then it may be necessary to employ greater controls.

Using this basic philosophy, it was suggested that the initial solution to the potential neighborhood intrusion of shopping center traffic on Fariss Street was to install "Local Traffic Only" signs at the Burnside and Stark Street entry points to Fariss Street/217th Avenue. The effectiveness of this initial strategy would be monitored, and a further measure (as illustrated in Figure 9 of the original report) would be employed if unsuccessful.

Further discussions with City of Gresham staff indicated that a strong desire had been expressed by the affected neighborhood association for stronger initial neighborhood traffic control measures. City staff are convinced that the neighborhood overwhelmingly supports restricted movements at the Burnside/Fariss intersection despite the corresponding out-of-direction travel movements for neighborhood residents to reach the center. Accordingly, we revise our recommendation and suggest that the measure illustrated in Figure 9 be employed initially to ensure that shopping center traffic does not use Fariss/217th Streets. This measure includes channelization, directional arrows on the signal heads and



signing to prohibit north-south through movements at the Burnside/Fariss intersection. This measure also includes the "Local Traffic Only" signs at the two entry points to this north-south local street, as previously recommended.

Neighborhood traffic management strategies for a potential problem south of Division Street on Wallula and Towle Avenues was dealt with a similar fashion. Initially, it was recommended that directional signage may mitigate the projected neighborhood cut-through problem. To put things in perspective, approximately 100-200 shopping center-related vehicles per day would use these local streets. City of Gresham staff indicated that "the neighbors [in this area] would likely feel that signage alone isn't enough, since neighbors already asked the City for a traffic control plan".

The City requested that Winmar contribute for traffic control devices to mitigate cut-through problems on Wallula and Towle Avenues south of Division. In response, Winmar is willing to work with the City and the neighborhood to develop and share in the funding for an acceptable neighborhood traffic management plan for these streets.

13. ***In your recommendations, you suggest that 'hardwire interconnect cable should be installed on the Burnside and Division Street frontages'. Can you, in addition, recommend that the prescribed traffic signal installations be equipped to accommodate interconnection?***

All new signal equipment installed on Division, Burnside and Eastman should be equipped to easily accommodate interconnection to a coordinated system. The system in this area will operate adequately without interconnection, but operations will improve with connection. Thus, as recommended previously, hardwire interconnect cable should be installed on street frontages as the opportunity arises.

14. ***The proposed development will bring about the need to modify transit routes in the area. Does your application address this change?***

This issue is addressed elsewhere in the design review application text.



**15. *How does the shopping center incrementally affect area streets in the interim period between 1992 and 2009? Can you extend the transportation analysis to evaluate transportation needs for 1,5, and 10 years after the center is opened?***

There are eight intersections which would need improvement to satisfy 2009 p.m. peak hour traffic demands. Four of these intersections have been identified as needing improvement as a direct result of the additional traffic volumes introduced by the proposed project. While the need for improvements at the remaining four intersections would be first triggered by 2009 Background traffic volumes, it is recognized that the additional traffic introduced by the proposed project would likely accelerate this need. However, this does not change the fact that, if the project were not constructed these improvements would be needed anyway. The transportation system defined in the comprehensive plans of the City and County was intended to be adequate to accommodate this projected background demand. Thus, the real issue at hand is not **when** is the improvement needed, but instead, **what is the project's proportionate contribution** to the problem. This will assist the City and County in determining the project's proportionate contribution toward these future intersection improvements. The original study has sufficient data to allow City and County staff to determine the level of the project's proportionate contribution to these projected capacity deficiencies.

In discussions with City and County staff, apprehension was expressed regarding the potential of this shopping center development degrading the road system in a similar way to the effect that retail developments in the Sunnyside Road corridor have degraded that facility. Our traffic analysis demonstrates that the street system in the vicinity of the proposed project, with recommended improvements, is capable of operating at an acceptable level of service. There are numerous reasons why the Sunnyside Road analogy is inappropriate:

- Retail development in the Clackamas Town Center vicinity includes substantially more than strictly the 1.2 million gross leasable feet within the center. Rather, when considering the Clackamas Promenade and other retail establishments in the vicinity, there is a total of 2.3 million square feet of retail space not to mention the substantial office development in the area. Thus, the transportation impacts of the proposed development are less than half that in the Sunnyside Corridor.
- The proposed development is surrounded by three high capacity arterials currently operating at very acceptable service levels.




Mr. Richard Ross  
April 3, 1990  
Page 13

Thus, the traffic impact is dispersed relatively evenly between these three five-lane major arterials. In contrast, the vast majority of traffic visiting Clackamas Town Center uses the I-205/Sunnyside Road interchange. This impact is concentrated on a single roadway -- Sunnyside Road. As a result, this facility is extremely overtaxed.

While the I-205 freeway provides Clackamas Town Center relatively good access, it also serves as a barrier to the surrounding surface street system thereby impeding its traffic carrying capacity. In contrast, the location of the proposed center is unique in that it is serviced by a grid of major east-west and north-south arterials generally with sufficient excess capacity to accommodate projected site-related and general traffic growth.

I trust that this letter addresses the concerns that you have regarding the Gresham Regional Shopping Center Transportation Impact Analysis. If you have any additional questions or concerns, please don't hesitate to call.

Sincerely,

  
Daniel A. Seeman  
Associate

attachments



Table 1  
IMPACT AREA DEFINITION  
Gresham Regional Shopping Center Supplemental Transportation An

INTERSECTION	PROJECT P.M. PEAK TRAFFIC	1988 OBSERVED TRAFFIC	PERCENT PROJECT	INCLUDED IN IMPACT AREA ?
Stark/Birdsdale	80	2290	3.5%	No
Stark/Wallula	40	1570	2.5%	No
Stark/217th	5	1585	0.3%	No
Stark/223rd	385	3050	12.6%	Yes
Stark/Cleveland	60	1570	3.8%	No
Burnside/Birdsdale	255	1945	13.1%	Yes
Burnside/Wallula	285	1730	16.5%	Yes
Burnside/Fariss	860	1660	51.8%	Yes
Burnside/Eastman	525	2910	18.0%	Yes
Burnside/Main	100	2580	3.9%	No
Burnside/Cleveland	100	2340	4.3%	No
Division/Birdsdale	355	2245	15.8%	Yes
Division/Wallula	390	2010	19.4%	Yes
Division/W. Entrance	495	1875	26.4%	Yes
Division/E. Entrance	1365	1875	72.8%	Yes
Division/Eastman	955	3055	31.3%	Yes
Division/Main	490	2350	20.9%	Yes
Division/Cleveland	450	2250	20.0%	Yes
Division/Burnside	450-530	3895	11-13.6%	Yes
Division/Hogan	210	3435	6.1%	No
Powell/Birdsdale	40	1730	2.3%	No
Powell/Wallula	20	1515	1.3%	No
Powell/Towle	20	1485	1.3%	No
Powell/Eastman	310	2350	13.2%	Yes
Powell/Main	300	2360	12.7%	Yes
Powell/Cleveland	275	2260	12.2%	Yes
Eastman/City Hall Ent. (1)	120	1225	9.8%	Yes

Note: 1. Assumes Eastman Connection to Center,  
for impact assessment only at this  
intersection.



**FIGURE A**  
**CURRENT AND PROJECTED CONDITIONS**  
**DIVISION STREET / BURNSIDE STREET INTERSECTION**  
**(P.M. PEAK HOUR)**

<u>SCENARIO</u>	<u>TRAFFIC VOLUMES</u>	<u>LANE CONFIGURATION NECESSARY TO MAINTAIN LOS "D"</u>	<u>OPERATIONAL INDICATORS</u>
OBSERVED 1989 CONDITIONS			LOS = D $v/c = .83$ Ave Delay = 28 sec. • no improvements necessary
1992 PROJECTED BACKGROUND CONDITIONS			LOS = D $v/c = .86$ Ave Delay = 30 sec. • no improvements necessary
1992 CONDITIONS WITH SITE TRAFFIC			LOS = D $v/c = .85$ Ave Delay = 28 sec • add EB right turn lane
2009 PROJECTED BACKGROUND CONDITIONS			LOS = D $v/c = .82$ Ave. Delay = 28 sec. • reconfigure NB and SB approaches for dual left turn lanes
2009 CONDITIONS WITH SITE TRAFFIC			LOS = P $v/c = .93$ Ave Delay = 35 sec. • same improvements necessary to accommodate 2009 Background







**DEVELOPMENT OF A REGIONAL SHOPPING  
CENTER AND LIGHT RAIL STATION  
IN GRESHAM, OREGON  
BY THE WINMAR COMPANY**

**SUMMARY OF PROJECT CONFORMANCE WITH THE CITY OF GRESHAM  
COMMUNITY DEVELOPMENT PLAN**

**Volume 3**

**MARKET NEED EVALUATION**

**Prepared by  
Zimmer Gunsul Frasca Partnership  
in collaboration with  
Ronald A. Altoon FAIA  
Wilsey & Ham Pacific  
Kittelson & Associates  
Robert Charles Lesser & Co  
Schwabe Williamson & Wyatt**



## MARKET NEED EVALUATION:

The information contained in this market need evaluation is based on a March, 1989, report which contained 1988 data. This information is currently being updated to reflect demographic and economic changes which have occurred in the market area over the past year.

### Regional Shopping Center Market Area:

At the most fundamental level, a trade area is the geographic area that provides the majority of sales necessary to support a shopping center. Factors determining the extent of the trade area include type of center, accessibility, physical barriers to travel, location of competing facilities, and limitations of driving time and distance. In the case of a new shopping center, its trade area will be analyzed based on existing comparable shopping centers and new purchasing power in a growing area. In most cases, the location of comparable and, therefore, competitive shopping centers is the major factor in determining the future draw of a new facility.

Because most shoppers use automobiles, the driving time distances around competitive shopping centers are generally used to establish trade area boundaries. As shown in EXHIBIT 1, the 10-minute travel time isochrons for Lloyd Center, Clackamas Town Center, and the Gresham site show very little overlap between the Gresham isochron and the two existing regional shopping centers. Just beyond the Gresham 10-minute isochron on the west, a shopper is closer to either Lloyd Center or Clackamas Town Center, and more likely to shop in these centers. From this illustration, the western boundary of the Gresham market area would be approximately 122nd Avenue. The southern boundary for the Gresham trade area is coextensive with the north/northeastern boundary of the market area for Clackamas Town Center.

North and east of Gresham, the market area boundaries are not limited by competitive shopping centers. The boundary to the north is limited by the Columbia River. East of Gresham, the market area extends well beyond the 10-minute driving time. With direct access from U.S. 26, the Gresham trade area extends into north Clackamas County including the town of Sandy. It also extends east up the Columbia Gorge along I-84 into the sparsely populated area of east Multnomah County.

The Gresham regional center trade area derived from these comparative driving times is shown in EXHIBIT 2. This elliptically-shaped area is consistent with the location of existing regional shopping centers and extends to the east to the Multnomah and Clackamas County boundaries.

### Demographic Profile of the Trade Area:

At the present time, the trade area population stands at 150,112 persons in 56,828 households. As shown in EXHIBIT 3, the population has grown since 1980 at a rate of 1.21% per year. Consistent with national averages, the household size is dropping slightly, with 2.62 persons per household in 1988.



**Economic Need for the Proposed Facility:**

Economic need for the proposed project can be demonstrated through "residual demand" analysis. Residual demand compares available trade area expenditures (total demand) with the estimated sales capacity of existing retailers (supply). Residual demand measures expected recapture of existing leakage out of the trade area, as well as the support provided by growth in trade area population.

**Partitioning of Shopping Centers:**

Just as differing capture rates are assigned to subareas within the Gresham trade area depending on location, a corresponding assessment is made of trade area shopping centers. This supply-side partitioning estimates how much of a shopping center's sales come from trade area households and how much from expenditures from outside of the trade area.

As with the expenditure capture rates, the partitioning factors are determined largely by geographic location within the trade area. Centrally-located shopping centers will have individual primary trade areas which fall within the trade area for the proposed regional shopping center. Retailers on the periphery have a customer base which only partially overlaps the area under discussion.

The partition factors range from a high of 85% for those retailers at or near the center of the defined area to a low of 40% for peripheral locations. The results of the partitioning shown in EXHIBIT 6 indicate that there are approximately 400,000 square feet in General Merchandise stores, 167,000 square feet in Apparel Stores, and 138,000 square feet in Specialty Stores to serve the trade-area population. The difference between this net retail area (701,717 square feet) and the total amount of retail space in the shopping centers (908,568 square feet) is the space allocated to the customer base which resides outside of the Gresham trade area.

**Comparison Goods Sales Estimates:**

Total sales by existing retailers to trade-area households are estimated in EXHIBIT 7, using median sales per square foot from Dollars and Cents of Shopping Centers, published by the Urban Land Institute. Median sales were adjusted for qualitative characteristics of the inventory. In the cases of apparel and specialty stores for which there are several different types of outlets, a weighted average sales per square foot was used.

Results of these calculations show total sales of \$77.38 million to trade area residents in 1988. More than one-half of these sales, or \$42 million, were made by discount department stores. Apparel stores account for \$16.7 million and Specialty stores for \$14.6 million. Variety stores make up the remaining \$4.1 million.



100% of trade area residual demand, as it is highly unlikely that a conventional department store would locate outside of the proposed regional center. Capture rates of 90% and 80% for apparel and specialty stores, respectively, allow for development of new shops in neighborhood or strip centers, especially in the Specialty category.

Added to these sales to trade area residents is leakage-in, estimated at the standard 15%. Leakage-in could be higher, especially to the west of the trade area along the light rail line. However, much of that extra market penetration will depend on promotional factors. So, although the potential certainly exists for leakage-in greater than 15% of total sales, the commonly-accepted percent has been used in this projection.

Total comparison goods sales in the current year under evaluation (1988) would be \$104 million and \$111 million in 1990 (EXHIBIT 15). By 1995, sales of \$132 million are projected, based on the same leakage-in factor (15%), but lower capture rates to allow for entrance of other retailers into the Gresham market (see EXHIBIT 14).

Total shopping center sales will be greater than these projections because they do not include such important potential uses as cinemas, food court, restaurants and other food services, personal services, home furnishing, electronics or appliances, or business services (see EXHIBIT 15). Without a leasing plan, accurate estimation of these contributions to total sales is difficult. However, based on tenant mixes from other regional shopping centers, additional sales of 15% to 20% of total sales could be assumed. At 15%, total shopping center receipts would be \$130.3 million in 1990 and \$155.3 million in 1995.

#### **Unique Project Character:**

Since the 1960's, there have been several proposals for a regional shopping center in Gresham. Two sites were most frequently discussed: (1) the subject property, of which the majority has been controlled by Winmar since 1978, and (2) the site of the former fairgrounds, which lies generally between the City Hall and downtown Gresham. (See EXHIBITS 16 & 17)

During the same timeframe, planning and development was underway for the light rail system connecting downtown Portland to Gresham. Because the light rail's alignment bisected Winmar's property, any future development of the site was presumed to incorporate the transit system. Referring to the subject property, Gresham's Community and Economic Development Department recently reported, "It is the largest buildable site on the light rail system and presents an unparalleled opportunity for an integrated transit-oriented development.<sup>1</sup> Although the City, in its 1980 Comprehensive Plan findings, preferred the fairgrounds site for a regional shopping center because it was closer to downtown Gresham, the 35-acre site was shown to be too small to accommodate commercial development on a regional scale. In 1987, Gresham Town Fair, a 276,000-square foot shopping center development by Real Property Resources, opened on the

<sup>1</sup> Staff report and findings to Planning Commission on industrial and commercial amendments. Dated July 19, 1988.



inventory, Robert Charles Lesser & Co. noted two general characteristics about the Gresham market, both from observation and discussions with knowledgeable sources:

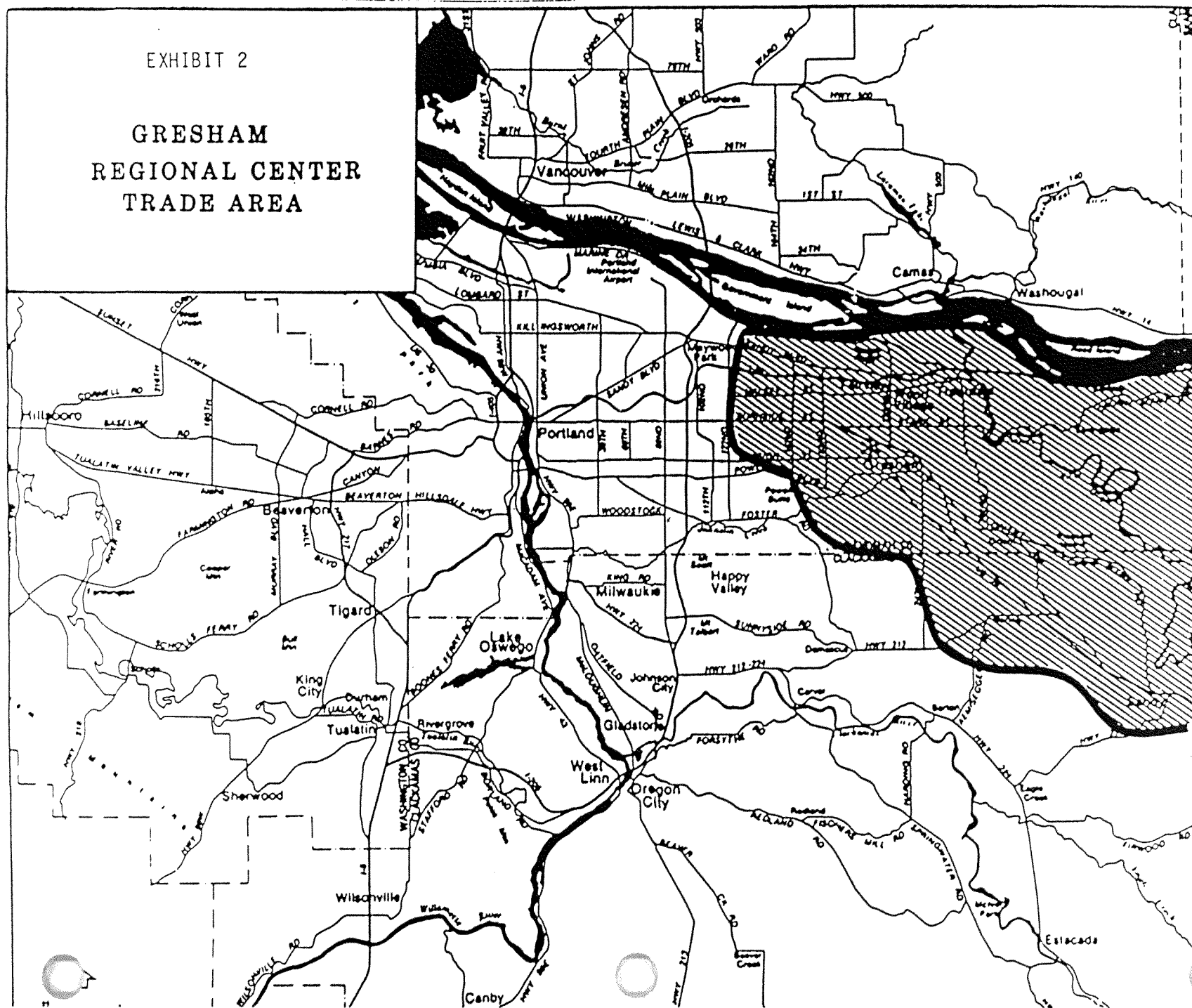
1. The mid- to lower-level of the market has been, and continues to be, the target market for shopping center developers. Consequently it is over-built, as evidenced by the vacancy rates in some centers. This target market also appears to be inconsistent with the income levels described by the demographic characteristics.
2. Although there appears to be a large amount of apparel store space in the market, much of which is new, it is not comparable to or truly competitive with apparel stores in regional shopping centers.

The merchandising strategy of the discount apparel merchandisers and the Fred Meyer outlets appears to present apparel as a commodity. As such, apparel is to be purchased where it is most convenient, rather than where there is the greatest selection. In the absence of a regional shopping center, this strategy may be effective but may not withstand the selection and convenience of an enclosed regional shopping center. The same observation is also true for much of the specialty-store inventory. In other words, the critical mass or aggregation of comparison goods merchandise is not available in the Gresham marketplace at this time.



EXHIBIT 2

GRESHAM  
REGIONAL CENTER  
TRADE AREA





11-2913.00

## EXHIBIT 4

COMPARATIVE DEMOGRAPHIC CHARACTERISTICS  
(1988)

	Gresham Trade Area	Multnomah County	Tri-County Metro Area
Household Size	2.62	2.25	2.40
Average Annual Increase in Number of Households: 1988-1993	1.83%	0.95%	1.37%
<u>Income</u>			
Per Capita	\$11,826	\$11,745	\$12,420
Average Household	\$31,110	\$26,712	\$30,073
Median Household	\$28,172	\$21,917	\$25,264
1980-1988 Average Annual Increase in Per Capita Income	4.43%	4.17%	4.32%
Percent of Households with Income Greater than \$40,000: 1/			
1988	27.7%	20.0%	25.5%
1993 (projected)	35.7%	25.4%	31.8%

1 / In current dollars.

Source: National Planning Data Corporation; Robert Charles Lesser &amp; Co. (1989).



11-2913.00

## EXHIBIT 6

TRADE AREA PARTITIONING OF COMPARISON GOODS  
RETAIL CENTERS IN GRESHAM PRIMARY TRADE AREA

Shopping Center	Comparison Goods Square Footage 1/		
	General Merchandise	Apparel	Specialty

Central Locations

Gresham Town Fair	97,000	46,300	45,000
Oregon Trail Center	70,000	- 0 -	24,225
Gresham Fred Meyer	28,500 (V)	60,291	3,270
Gresham K-Mart	104,000	- 0 -	- 0 -
College Square	30,620	- 0 -	6,000
Hood Center	42,550	- 0 -	3,900
Gresham Square	- 0 -	- 0 -	28,600
Gresham Village	- 0 -	10,650	10,250
Gresham CBD	- 0 -	39,780	21,535
Subtotal	372,378	157,021	142,780
Partition Factor	85%	85%	85%
Net Square Feet	316,521	133,468	121,363

Outside Central Area

Division Fred Meyer	26,250 (V)	31,500	1,850
Rockwood Fred Meyer	20,000 (V)	22,900	375
Meadowland Center	30,000	1,200	385
Rockwood Plaza	- 0 -	- 0 -	19,500
181st Center	25,650	- 0 -	- 0 -
Subtotal	101,900	55,600	22,110
Partition Factor	60%	60%	60%
Net Square Feet	61,140	33,360	13,266

Peripheral Locations

San Rafael Shopping Center	- 0 -	- 0 -	- 0 -
Division Center	31,472	1,000	6,925
Fred Meyer	15,840 (V)	- 0 -	1,260
Subtotal	47,312	1,000	8,185
Partition Factor	40%	40%	40%
Net Square Feet	18,925	400	3,274

Total Comparison Goods Space to Serve Trade Area	396,586 Sq. Ft.	167,228 Sq. Ft.	137,903 Sq. Ft.
--	-----------------	-----------------	-----------------

V = Variety Store

1 / From EXHIBIT 18.

Source: Robert Charles Lesser &amp; CO. (1989).



## EXHIBIT 8

RESIDUAL DEMAND FOR COMPARISON GOODS IN  
THE GRESHAM TRADE AREA  
(In Millions)  
1988

Type of Outlet	Expenditure Capture Potential	Estimated Total Sales	Residual Demand
GENERAL MERCHANDISE			
Conventional Department Store	\$51.8	- 0 -	\$51.8
Discount Department Store	\$34.6	\$41.9	- 0 -
Variety Store	\$4.3	\$4.1	\$0.2
APPAREL STORES	\$35.3	\$16.7	\$18.6
SPECIALTY STORES	<u>\$39.4</u>	<u>\$14.6</u>	<u>\$24.8</u>
TOTAL	\$164.4	\$77.3	\$95.4

-----  
Source: Robert Charles Lesser & Co. (1989).



11-2913.00

EXHIBIT 10

RESIDUAL DEMAND FOR COMPARISON GOODS IN  
THE GRESHAM TRADE AREA  
(In Millions)  
1995

Type of Outlet	Expenditure Capture Potential	Sales to Existing Outlets 1/	Residual Demand	Increase 1988-1995
GENERAL MERCHANDISE				
Conventional Department Stores	\$69.8	- 0 -	\$69.8	\$18.0
Discount Department Stores	\$46.6	\$48.1	- 0 -	- 0 -
Variety Store	\$5.8	\$4.7	\$1.1	\$0.9
APPAREL STORES	\$41.0	\$19.2	\$21.8	\$3.2
SPECIALTY STORES	<u>\$51.6</u>	<u>\$16.8</u>	<u>\$34.8</u>	<u>\$10.0</u>
TOTAL	\$214.8	\$88.8	\$127.5	\$32.1

1 / Sales from EXHIBIT 8, with real increases of 2.0% per year.  
Source: Robert Charles Lesser & Co. (1989).



11-2913.00

EXHIBIT 12

SUMMARY OF RESIDUAL DEMAND FOR  
SHOPPERS GOODS IN  
GRESHAM REGIONAL TRADE AREA  
(In Millions)

	1988	1990 1/	1995
Total Potential Spending by Trade Area Households 2/	\$230.5	\$248.5	\$299.8
Net: Captured in Trade Area	\$164.4 (71%)	\$176.4 (71%)	\$214.8 (72%)
Sales to Existing Trade Area Retailers	<u>\$77.3</u>	\$80.4	<u>\$88.8</u>
Residual Demand 3/	\$95.4		\$127.5

-----  
1 / Interpolated.

2 / Excludes Miscellaneous General Merchandise stores.

3 / Includes transfer of \$7.3 million in 1988 and \$1.5 million in 1995 from existing Discount General Merchandise stores to Conventional Department stores.

Source: Robert Charles Lesser & Co. (1989).



11-2913.00

EXHIBIT 14

POTENTIAL COMPARISON GOOD SALES  
GRESHAM REGIONAL CENTER  
(In Constant 1988 Dollars)  
1995

	1988 Sales (A)	Incremental Dollars (B)	Residual 1/ Percent Capture (C)	1995 Sales A + (B X C)
DEPARTMENT STORES	\$59,600,000	\$21,180,000	90%	\$78,660,000
APPAREL	\$19,250,000	\$3,760,000	80%	\$22,260,000
SPECIALTY	<u>\$22,820,000</u>	<u>\$11,760,000</u>	70%	<u>\$31,050,000</u>
	\$101,670,000	\$35,880,000		\$131,970,000

1 / From EXHIBIT 10, adjusted for 15% leakage-in factor.  
Source: Robert Charles Lesser & Co. (1989).



EXHIBIT 16

CITY OF GRESHAM, OREGON





## EXHIBIT 18

## SURVEY OF GRESHAM TRADE AREA COMPARISON GOODS RETAIL LOCATIONS

Map No.	Shopping Center/Type	Total Sq. Ft.	Comparison Goods Space (Sq. Ft.)				Vacant Sq. Ft.
			Gen. Merch.	Apparel	Specialty	Total	
7	Gresham Town Fair/C	276,000	97,000	46,300	45,000	188,300	42,775
8	Oregon Trail Center/C	208,038	70,000	- 0 -	24,225	94,225	13,250
9	Gresham Fred Meyer/C	198,200	28,500	60,291	3,270	92,061	- 0 -
11	Division Fred Meyer/N	151,300	26,250	31,500	1,850	59,600	- 0 -
12	San Rafael/N	140,000	- 0 -	- 0 -	- 0 -	- 0 -	140,000
15	K-Mart (Gresham)	125,000	104,000	- 0 -	- 0 -	104,000	- 0 -
16	Division Center/N	115,000	31,472	1,000	6,925	39,397	5,160
17	College Square/N	111,000	30,628	- 0 -	6,000	36,628	4,650
18	Rockwood Fred Meyer/N	109,900	20,000	22,900	375	43,275	600
19	Hood Center	103,400	42,550	- 0 -	3,900	46,450	- 0 -
20	Gresham Square/S	100,000	- 0 -	- 0 -	28,600	28,600	18,000
22	Meadowland Center/N	90,000	30,000	1,200	385	31,585	3,060
23	Rockwood Plaza/N	86,000	- 0 -	- 0 -	19,500	19,500	12,960
24	122nd Fred Meyer/N	75,500	15,840	- 0 -	1,260	17,100	- 0 -
25	181st Center/N	70,000	25,650	- 0 -	- 0 -	25,650	16,454
26	Gresham Village/S	60,000	- 0 -	10,650	10,250	20,900	12,450
27	Downtown Gresham	N/A	- 0 -	39,780	21,535	61,351	34,495
TOTAL/(% OF TOTAL)		2,019,338 (100%)	521,890 (26%)	213,621 (11%)	173,075 (9%)	908,586 (45%)	303,854 (15%)

## KEY TO SHOPPING CENTER TYPES:

SR = Super Regional

R = Regional

C = Community

N = Neighborhood

S = Specialty

Source: Robert Charles Lesser &amp; Co. (1989).



## EXHIBIT 20

## EVALUATION OF MAJOR GRESHAM AREA SHOPPING CENTERS

Shopping Center	Year Opened	Recent Remodeling?	Occupancy Rate	Market Niche/Product Mix	Qualitative Rating (5-1) 1/	Comments
Oregon Trail Center	1977	No	94%	Neighborhood/Community center traditional mix.	2	Relative weak anchors and tenant mix.
Gresham Town Fair	1987	New	85%	Discount, with emphasis on lower-middle apparel stores.	4	This is Gresham's newest center, in strip configuration with multi-tenant pads. Attractive, but very large for an unenclosed center.
Gresham Fred Meyer	1977	Yes	100%	New "hyper-market" formula.	4	Very large apparel department, which appears to be oversized for this type of center.
Gresham Square	1984	No	82%	Household furnishings, appliances, soft goods. Lacks traditional anchor.	2	Recently lost tenants to Gresham Town Fair. Difficult space to release because of oversized bay depths.
Gresham Village	NA	No	79%	Apparel, specialty center.	2/3	Attractive but, at 60,000 sq. ft., it is too small to compete against most shopping centers with deeper soft goods merchandise lines. Numerous vacancies.
Rockwood Fred Meyer	1957	Yes	99%	Smaller version of Gresham Fred Meyer.	3/4	Soft goods apparently not as oversized as Gresham store.
San Rafael Shopping Center	1961	Planned	Effectively 0%	Former neighborhood/community center.	1	Redevelopment plans have been underway for several years with no results as of study date. Owner reportedly negotiating with a non-food anchor.

-----  
1 / Ratings:

5 = Very high quality image and strong tenant mix.

4 = Good quality/mix.

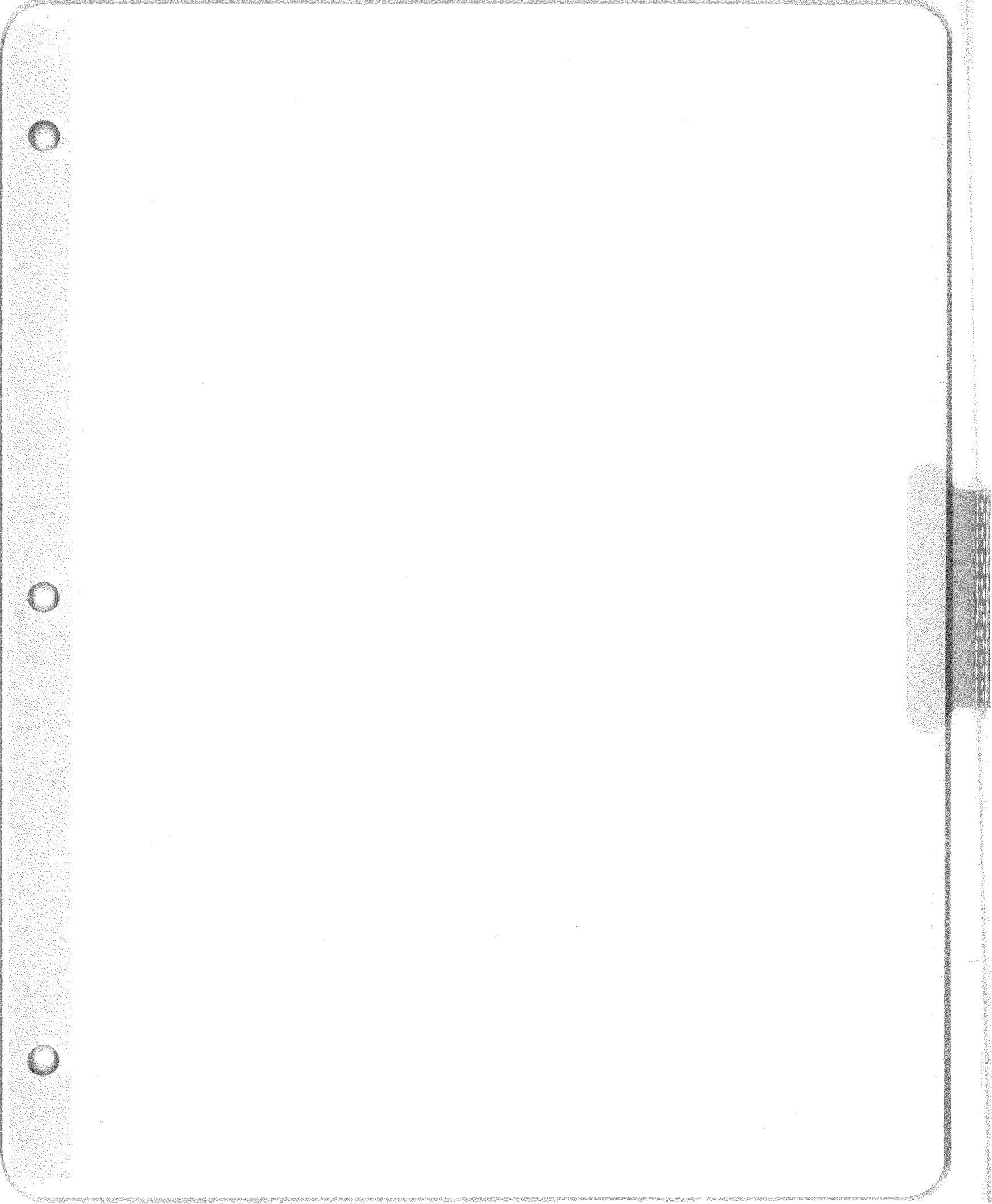
3 = Average for its type.

2 = Needs upgrading.

1 = Poor image/high vacancies.

Source: Robert Charles Lesser & Co. (1989).







roughly nine months of an expansion project at Eastern Oregon Correctional Institution in Pendleton. The penitentiary in Salem housed 1,837 inmates Wednesday. It was designed to house 1,465.

Senate Republican leader C.T. "Cub" Houck of Salem said he wasn't pleased with the creation of added bedspace in the penitentiary's gym but said the alternative — releasing more prisoners into the community — also wasn't pleasant.

Francke, meanwhile, said some of the safety problems cited by the state Accident Prevention Division result from having too few officers to deal with the burgeoning population.

The Accident Prevention Division on June 10 issued a report outlining numerous job safety violations. It fined the state and required the problems to be corrected by July 8.

Francke said that he wasn't sure how many of the violations would be contested. The inspections of four correctional facilities occurred over a five-month period and were initiated in mid-December after the American Federation of State, County and Municipal Employees representing workers at most of the state's correctional facilities filed a complaint.

Among other things, the inspector determined that employees working in part of the recreation yard at the state penitentiary were not safe because a tower overlooking the area is not staffed. The report added that guards relying on whistles as a primary means to call for help is not adequate.

Francke said he previously deemed the whistle system flawed and ordered more than 100 two-way radios but not all have been distributed to officers.

The report added, however, that the radios could easily be tampered with by inmates. It also said the closed circuit television monitoring system was not routinely monitored and didn't cover some areas. Francke said he lacked the personnel to staff the tower in question.

The report also said:

- Guards wearing white shirts and inmates wearing white T-shirts could not always be easily separated.

- The Corrections Department generally had not taken steps to protect employees from being exposed to "bloodborne" diseases such as AIDS.

- Staff training was inadequate in everything from riot control to stress management.

Mary Gailney nuzzles a pup of one of the 33 Great Danes taken from a

one of the dogs pending placement. See Page B3.

# Plan could make MAX self-supporting

□ An initial grant of \$6.5 million has been set aside by a Senate panel

By FOSTER CHURCH

of The Oregonian staff

WASHINGTON — A Senate panel approved money Wednesday that could boost private development in downtown Gresham and make MAX the first rail transit system in the country to pay for itself.

The money — \$6.5 million — was set aside by the Senate Appropriations Committee's transportation subcommittee at the request of Sen. Mark O. Hatfield, R-Ore. It would be the first chunk of a possible \$19.2 million grant sought by Tri-Met, which runs the Metropolitan Area Express light-rail system.

The initial grant, if it makes it through Congress, would pay for land acquisition and market studies for what Tri-Met calls Project Break-Even. The transit agency and potential developers of a 75-acre shopping center in Gresham would work in tandem to place a light-rail stop inside the shopping center.

The project also would incorporate a MAX station into a potential hotel site near

the Oregon Convention Center, connecting the center with the Gresham shopping mall.

"I think the concept that is literally being pioneered here is exceedingly significant," said Portland City Commissioner Earl Blumenauer, who is working with the Urban Mass Transportation Administration to study public-private partnerships for transit. "We are trying to make transit work under the new rules of less federal subsidy and higher cost recovery. And what is contemplated here under Project Break-Even is targeted economic development where government money is used to kick things off, but most of the investment is from other sources."

Inspiration for the project comes from a study by the federal agency that showed that the transit-related development, with a shopping center at one end and a convention center and hotel at the other would add 5,000 new riders to the MAX system during off-peak ridership times.

Revenue also would be generated by leasing sites on the line for business development.

In all, the study showed that in 10 years, the development could yield additional yearly fare and lease revenues of \$2.8 million, which would replace the current yearly tax



Earl Blumenauer

*"I think the concept that is literally being pioneered here is exceedingly significant."*

subsidy for MAX of \$2.7 million.

Tri-Met spokeswoman Pam Dunham said the potential shopping center site was west of Gresham City Hall.

Most of the site is owned by Winmar Co. of Seattle, the developer of Washington Square. The full \$19.2 million federal investment, Dunham said, would stimulate \$125 million in private development.

Blumenauer said the project would create a magnet for development at the unimproved end of the MAX line and also prompt development near the convention center, which in turn would benefit downtown Portland.

Please turn to  
MAX, Page B2

## METRO/NORTHWEST DIGEST

### The metro area

■ **DECISION EXPECTED:** The chief of the Portland Fire Bureau is expected to decide by early next week whether to support City Commissioner Dick Bogle's decision to terminate rookie firefighter Anna Winnell, who was dismissed because officials said she was physically unable to do the job. **Page B2**

■ **ADMISSION CHARGED:** The city will charge admission this year to the popular Washington Park Summer Festival for the first time in the festival's history. The fees of \$2 for adults and \$1 for teen-agers are being

### The region

■ **CLEANUP MONEY:** Members of House and Senate Appropriations Committees agreed Wednesday to require the Department of Energy to take \$43 million that would have been used to operate the now-closed N Reactor on the Hanford Nuclear Reservation and instead use it for accelerated waste cleanup at the Washington site. **Page B3**

■ **FUNDS DONATED:** Nearly 100 non-profit organizations around the state will receive \$5 million in donations through the Oregon Community Foundation. The donations represent a one-year record for grants awarded in

grand prize Wednesday in the Oregon lottery's Megabucks game, a lottery spokeswoman said. The winning numbers in the drawing were 6-8-20-30-36-41, said spokeswoman Lavonne Steinmetz. **Page B3**

■ **SCIENCE AND POLITICS:** Two Oregon State University faculty members believe scientists must organize because science is under attack from both ends of the political spectrum. Policy decisions depend on sound scientific analysis, yet science is being criticized for political and budgetary reasons, according to OSU Extension toxicologist Frank Dost and political science professor William Lunch. **Page F3**



# The Business Journal

Serving Greater Portland



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## Plans on track for major hotel, mall

### High hopes for MAX line steer Tri-Met into real estate joint ventures

By STEVE MAYES

Tri-Met plans to buy land at two sites along its light-rail line and lease the properties to developers who would build a major shopping center and a large hotel, said a transit agency official last week.

The real estate ventures are aimed at boosting ridership and revenues and making the light-rail system, known as MAX, self-supporting within 10 years.

The proposed joint ventures are contingent on a \$19.2 million demonstration grant from the Urban Mass Transportation Administration (UMTA), a division of the federal Department of Transportation.

Last Wednesday a Senate subcommittee

approved a \$6.5 million partial appropriation for the proposal, dubbed "Project Break Even" by Tri-Met.

If the grant is obtained, Tri-Met hopes to acquire 75 acres in Gresham for a 750,000-square-foot shopping center and land adjacent to the Oregon Convention Center for a convention class hotel, said Phil Whitmore, Tri-Met manager of joint ventures. Light-rail stations would be incorporated into the design of the shopping center and hotel, making them convenient destinations for rail-line riders.

Project Break Even marks Tri-Met's entry into commercial real estate development. Whitmore said that research by Robert Harmon & Associates, a Washing-

ton, D.C., financial consulting firm hired by Tri-Met, showed that placing the shopping center and hotel along the rail line would add 5,000 riders a day. The shopping mall is expected to create around 85 percent of the new riders, he said.

Although light-rail use has surpassed the agency's expectations, Tri-Met has been looking for ways to make the rail line self-sufficient. Currently, fare box revenues only pay for half the \$5.5 million operating costs and the remainder is made up from other revenue sources. The combination of land lease revenue and fares from increased ridership should erase the deficit in seven to 10 years, Whitmore said.

Please turn to page 13



Lattice's financials  
perk up Ray Capece

PAGE 6

## Seattle magazine makes waves in Portland

By TOM GAUNTT

Pacific Northwest magazine of Seattle is

state and advertising agency executives. Pacific Northwest's publisher said the

have the same reaction to something called Pacific Northwest as they do to

INSIDE  
**HIGHLIGHTS**



# Opinion

Page 6A Gresham Outlook, Gresham, Ore; Sat. July 16, 1988

## City can't afford to pass up mall

The proposal to build a shopping mall on the light-rail line in Gresham offers the city an opportunity it cannot afford to squander.

The merits of Tri-Met's proposal for a mall straddling the MAX tracks have so far been obscured by citizen reaction to the way governmental agencies have handled the project. Citizens have a right to feel as if they have been left out of that process, but it is time for community leaders to begin focusing on the attractive proposition that has been handed to them.

Most communities would welcome a chance for the federal government to invest \$14.7 million for an economic development project. And most would welcome the chance to bring in a regional mall.

But the advantages of the Tri-Met project are not limited to development for development's sake. The proposal has other attractions as well:

- The mall would create hundreds of jobs and bring in related development.
- The project would add millions of dollars in taxable property to tax rolls and ease the tax burden for homeowners.
- The mall would be a statewide landmark, bringing much attention to the Gresham area.
- The mall would increase ridership on the light-rail system and decrease the tax subsidy for MAX.
- The project would accomplish numerous goals related to reduction of air pollution and conservation of energy. By concentrating development along the light

Just the other day ...

## Pair die in railroad bri

A search was under way in Estacada in 1918 after a bridge across River Mill collapsed under the weight of a train. The accident claimed two lives.

A motorman and a conductor died in the bridge collapse and a third man aboard the train was seriously injured. Apparently a girder on the 225-foot span broke under the weight of two locomotives and two cars, dumping the train 60-feet into the water.

Some things actually were becoming cheaper in 1918. The post office announced a reduction in postage. Picture post cards that previously cost two cents to mail were reduced to a penny.

And there was a free Indian show going on at a farm at 12-Mile Corner. In those days American Indians traveled to local fields to pick berries. About 125 Yakimas on the W.M. Bradley Farm arranged to play native games and perform native



Sharon Nesbitt

dances for anyone who was willing to show up.

Gresham was growing up in 1938. A blinker light warning of traffic congestion was installed at the corner of Powell Boulevard and Main Avenue. And new fines for traffic violations were put into effect. If you were caught traveling 60 mph in a 25-mph

zone, it would cost \$25 to \$500 for a fine.

All the ingredients for a festival were when a wooden water tank on River Road crashed to 16,000 gallons of water in the Water District. According to the 25-year-old all-weather tank, a few cracks, some rust and bulged and water a hundred feet. The tank was at Powell and Main. Work had begun on the previous day.

Farming still was a two alarm fire in East Multnomah. Fairview Fire Department. The same time, county extension. McNeillan, to advise. And there

Walking the Plank!



rail line, Gresham would be doing what cities throughout the country should be doing — increasing reliance on mass transportation and decreasing dependence on cars.

If the wisdom of building a regional mall along the MAX line is accepted, then the only question left is one of location. That question can be answered quickly. The Winmar site just west of City Hall is the only parcel along the light-rail tracks that is large enough for such a project.

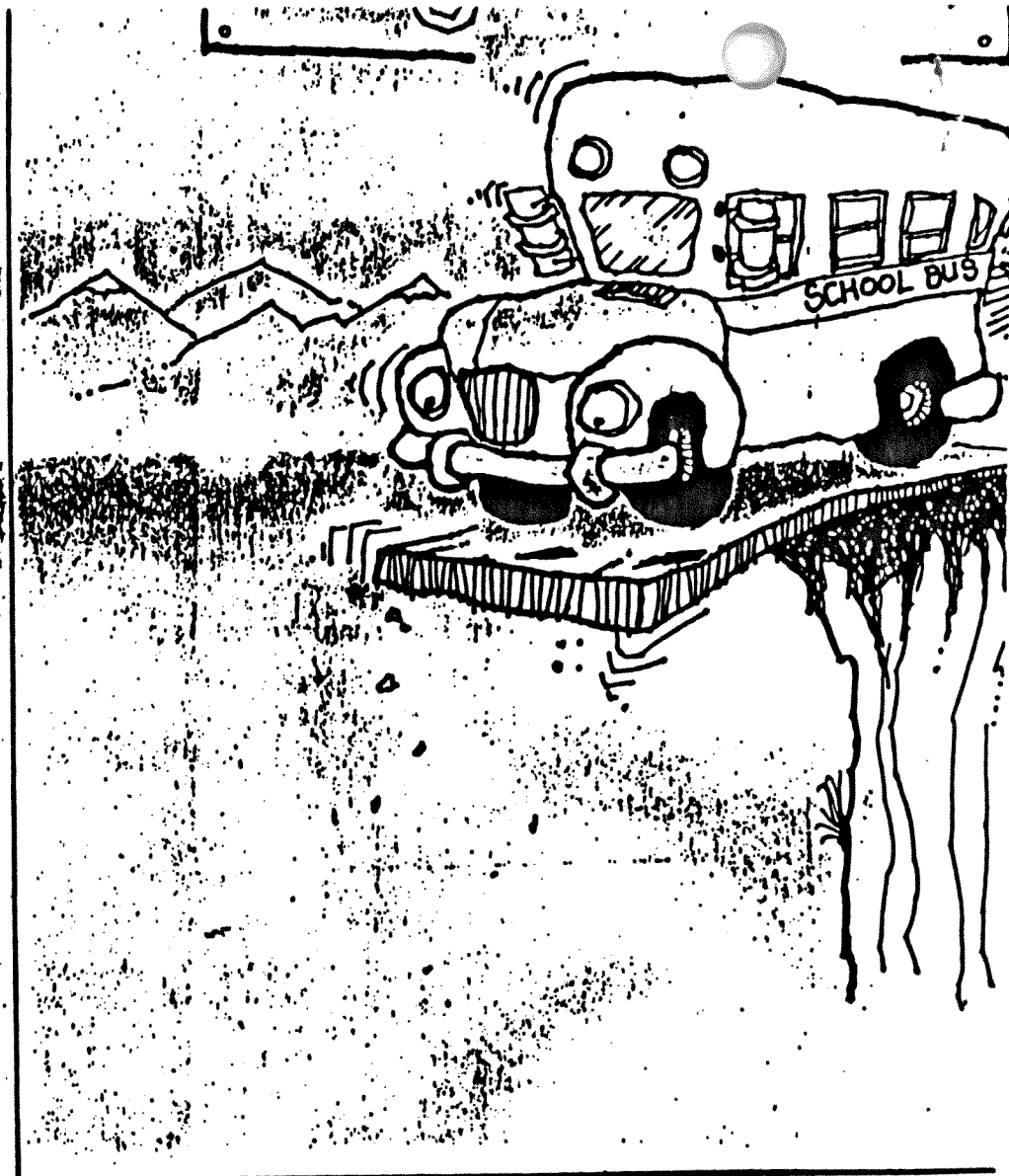
The obvious advantages of Tri-Met's proposal, however, should not be used as an excuse to dismiss the concerns of citizens. Just as it is necessary for community leaders to stand up in support of the Tri-Met project, it also is necessary for them to offer guarantees to residents of Northwest Gresham.

For one, any regional mall at the site should never have access to Northwest Wallula Avenue. The city also should assure residents that the site is properly buffered from nearby homes.

The access and buffering standards for such a regional mall probably will be included in the city's current update of its comprehensive plan. Residents of Northwest Gresham should make sure they speak out during public hearings on those standards.

Citizens also should take a careful look at a traffic study being conducted by the Metropolitan Service District. The study, which will be finished before the City Council considers rezoning the site, should be able to tell the city whether Northwest Burnside Road and Division Street can handle the extra traffic that a mall would generate.

While examining the results of such studies, however, the citizens should keep in mind that the land now is zoned for apartments and industry — uses that also would change the character of the area.



## Letters

### Legislature holds school solution

Having just come from the

will move because of it were "yes" votes; that means the percentage of "no" votes will increase, making it more difficult to pass a future levy.

As a real estate broker, I quickly see the impact on property values.

goes to education, I think those of us who are paying the taxes are doing a pretty good job. We need a little more attention from our legislators who would, it seems, spend the money on other things as long as it appears the

Guest column

## Planned shop many pluses,

by JIM RICHARDSON



## ***Hatfield Backs Portland's 'Break-Even'***

U.S. Sen. Mark O. Hatfield (R-Ore.), ranking member of the Senate Appropriations Committee, has announced that a Senate subcommittee has given its approval to his request for an appropriation of \$6.50 million for the Tri-County Metropolitan Transportation District of Oregon proposal known as Project Break-Even."

The project is a plan to aid in the development of a major shopping center in Gresham and to make Tri-Met's Metropolitan Area Express the nation's first non-subsidized rail transit system. The \$6.50 million is partial appropriations for the projected cost of \$19.20 million.

"We've put the down payment on a proposal which will reap benefits for the private sector and the taxpayers. Project Break-Even will make MAX not only the first light rail system to be fully integrated into a retail development, but will also make it the first light rail system to pay for itself instead of relying upon government subsidies. Tri-Met will be a mass transportation model for the



SEN. HATFIELD

nation," Sen. Hatfield commented.

According to Tri-Met officials, Project Break-Even would incorporate a MAX station into a planned 75-acre shopping center site, and also would incorporate MAX into a hotel site near the Oregon Convention Center. The new site is expected to increase ridership and revenues to the full operating costs of MAX by increasing ridership during off-peak hours. The light rail system already has exceeded ridership projections, with more than seven million people using MAX this year, as compared to the projected three million annual riders.

## **TTC Closes Scar**

### ***To Construct Crossover Track;***

TORONTO, ONT.—The Toronto Transit Commission has Transit Line to begin construction on a new crossover track.

The Y-shaped crossover will replace an existing loop expected to help cut down squealing and wear-and-tear on three-year-old transit line.

During construction, TTC is providing increased bus substituted buses, to offset inconvenience. Ridership on the four 36,000.

When SRT re-opens Sept. 4, TTC will be able to provide new platforms at Kennedy Station which will make getting on and off easier. The Y-shaped crossover will also increase train lengths from two to four cars from Friday. The four-car trains will be able to increase rush-hour passengers-per-hour in each direction.

## **Boston Seeks D**

BOSTON, MASS.—The Massachusetts Bay Transportation Authority is seeking proposals for the development, primary lease, and management of 16 retail spaces incorporating 35,000 square feet in six Southwest Corridor Orange Line stations.

"The MBTA is working to ensure that retail uses in the stations complement the needs of the community, while at the same time providing a financial return to the authority and encouraging greater use of public transportation," said MBTA General Manager James F. O'Leary.

The developer/primary lease holder will

be selected through a competitive financial management examination, and each neighborhood will have a primary lease space to it. It is that 25 minority-owned and 25% community-owned.

The request for proposals is detailed "Call for Proposals" in cooperation with four public



## Portlanders honored

Five Portlanders have received the prestigious Jefferson Award for Public Service from television station KOIN (5).

One of the recipients — Joyce Boles, 42 — had come under fire for publication of the Northeast Reformer newsletter, which leaders of Portland's black community called racist. Boles denied she was racist.

After the complaints, the three judges who selected Boles earlier this month reviewed and reaffirmed the selection.

The winners are:

- Boles, an activist who was honored for her participation in Northeast Portland neighborhood improvement efforts. Boles also was cited for her involvement with Fix-a-Block, a neighborhood cleanup project.

- Harry E. Oakes Jr., founder of Mountain Wilderness Search Dogs, which helps locate people lost in the wilderness and educates people on wilderness survival.

- Carole Pope, executive director of Our New Beginnings, a program that works with women who have spent time in prison.

- Keith Raines, an attorney who works at St. Andrew Legal Clinic in Northeast Portland.

- Mariah Taylor, who since 1982 has operated a small medical clinic in Northeast Portland that mostly serves children of low-income, uninsured families. Taylor in February also was recipient of the Urban League of Portland's Edwin C. "Bill" Berry Equal Opportunity Day award.

being done by illegal immigrants," said Smith, adding that those who have been deported are "coming back to our area doing more crime, more drug importation, etc., in a shorter period of time than the guy who drove the bus down to put them back onto their own Mexican soil."

Smith, who was promoting a bill he introduced in Congress to provide federal money



SMITH

responsible and inaccurate and showing an incredible prejudice against a very fine people."

Straub, a Democrat who served as governor from 1975 to 1979, said he had seen no evidence that large numbers of immigrants were involved in crime.

Angel Lopez, a Portland lawyer who chairs the Oregon Commission on Hispanic Affairs, said he thought the vast majority of migrants from Mexico did not come to Oregon to commit crime.

"To classify them as a major threat to so-

but he added, "I'm not aware of any trend (toward crime) you could assign to that population."

As of last Nov. 1, there were 136 Mexican citizens out of the 4,761 inmates in the state prison system, said Robey Eldridge, a Corrections Department spokesman.

The flap over Smith's remarks overshadowed the congressman's recent introduction of a bill that would provide federal money for the construction of state maximum security facilities if a state passed criminal sentencing laws similar to Smith's successful 1988 initia-

be able to find money for a new program" because of the federal deficit, said Goldschmidt, "but we'll be glad to take the cash."

Corrections Director Fred Pearce pointed out that most of the state's construction program involved construction of medium-security prisons, which he said was the appropriate level of security for most of the inmates in Oregon.

Smith, asked why he specified maximum security, responded by criticizing minimum-security facilities that he said are not secure enough for violent felons.

## Light-rail, shopping mall plan impresses appropriations lawmaker

By STEVEN AMICK  
of The Oregonian staff

**GRESHAM** — A proposal to mix public and private money to build a combination light-rail station and regional shopping mall drew an enthusiastic response Monday from a powerful member of the U.S. House of Representatives' Appropriations Committee.

"This is a concept that could be used anywhere," said Rep. William Lehman, D-Fla., chairman of the appropriations committee's Transportation Subcommittee, which would decide how much money the project might get. "It is so simple, you wonder why it hasn't been done before."

The \$100 million Gresham project is linked directly to plans to build a convention center hotel near the Lloyd Center in Portland.

Tri-Met officials last year won a \$5.5 million congressional appropriation for the project with the help of Rep. Les AuCoin, D-Ore. They are seeking \$9.4 million more this year, of which \$4.9 million would be for the shopping center and station and \$4.5 million would be for the hotel.

In all, about \$19.2 million, including \$4.3 million of other federal money Tri-Met already has, would be used to purchase land for the projects.

Lehman and AuCoin rode into Gresham on Monday on a chartered

Metropolitan Area Express light-rail train from Portland's Pioneer Courthouse Square with Portland Mayor Bud Clark, Portland Commissioner Earl Blumenauer and several other officials Monday morning. Clark and most of his entourage then returned to Portland.

Lehman and AuCoin also will tour the route of a proposed Hillsboro extension to the planned MAX line to 185th Avenue in Washington County. They also will speak about transit issues at a meeting of the Hillsboro Chamber of Commerce.

On Monday at Gresham City Hall, Lehman was briefed on the mall-station project by Blumenauer, officials

from Tri-Met and Gresham and representatives of Seattle-based Winmar Co., which hopes to build and operate the shopping center on about 82 acres Winmar owns west of Gresham City Hall.

The property is bounded by Division Street, Wallula Avenue and Burnside Road and bisected by MAX tracks. A new MAX station would be the centerpiece of a two-story complex of about 800,000 square feet of retail and office space.

If the federal money comes through, Winmar plans to open the center in August 1991.

Tri-Met officials have dubbed the proposal "Project Break Even."

Dick Feeney, Tri-Met's executive director for governmental affairs, said that under the proposal, the transit agency would buy the Winmar property and lease it back to the company. The transit agency would use rents from the shopping center and the hotel as well as fares from expected increases in MAX ridership to eliminate the \$2.7 million Tri-Met receives annually from payroll taxes.

The Gresham City Council paved the way for construction of the shopping center in December, when it approved a zoning change for the area and designated it a transit development district.

## Raid nets 3 arrests at alleged drug lab

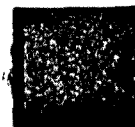
Three men were arrested Monday at address where the arrests were about \$60,000.



## Meadows' expansion criticized

By JEANIE SENIOR  
Correspondent, The Oregonian

in an alpine meadow." An initial public workshop to





# Crime drops in Gresham

Reported cases of arson, which are handled by the Gresham Fire Department, increased from 13 incidents in 1988 to 22 incidents last year, a change of 69 percent. Including arson, overall major crime for 1989 increased by 4.7 percent. Excluding arson, the overall decrease was about 7 percent.

Gresham Police Chief Art Knori called the crime statistics "encouraging."

Lesser criminal offenses, known as "Part 2" offenses, increased by about 42

percent. Minor offenses include such crimes as forgery, vandalism, some sex offenses, disorderly conduct and curfew violations.

Knori actually was pleased that the statistics showed an increase in the number of drunken driving arrests. Although the 985 drunken driving arrests in 1989 inflate the overall crime statistics, Knori said the arrests show that the Police Department is taking drunken drivers off the road.

The number of 1989 arrests for DUI set

an all-time high for Gresham.

"I'm certainly impressed with the work done on the amount of drunken driver arrests," Knori said. "It's not encouraging that there are that many drunken drivers out there, but it is (encouraging) that our work paid off in lowering the number of traffic fatalities."

There were no traffic fatalities in Gresham during 1989, Knori said, adding:

Turn to CRIME, Page 2A.

## Gresham crime for 1989

	1988	1989	PERCENT CHANGE
MAJOR CRIME	1,188	1,243	4.7
Homicide	3	3	0
Rape	19	26	32
Robbery	123	88	-28
Agg. assault	1,118	1,068	-4.5
Burglary	1,072	955	-11
Larceny-theft	2,010	2,023	0.6
Motor veh. theft	545	506	-7
Arson	13	22	69



Dr. Alan Fisher will leave his medical practice on Valentine's Day.

## Survey reveals support for mall

Solid majority favors construction

by ROBIN FRANZEN  
of The Outlook staff

The prospect of constructing a regional shopping mall in Gresham is popular with a sizable majority of East Multnomah County residents, according to a poll conducted recently for The Outlook.

And, if such a mall is constructed, the tenants that poll respondents would most like to see inside it are major retailers such as Meier and Frank, Nordstrom, Sears and JC Penny.

The survey results bode well for Winmar Co. of Seattle, which is jointly developing with Tri-Met a 950,000-square-foot mall that would straddle the light-rail line west of Gresham City Hall.

The results also indicate that public sentiment about the venture may have taken a decided turn since it was first announced in mid-1988. At that time, concerned citizens took steps to block federal funding for the project through a letter-writing campaign to Sen. Mark Hatfield.

Today, Project Break Even, as the joint venture is called, is being promoted as an innovation in mass transportation. The revenue generated by Tri-Met through a land-lease arrangement with the mall developer could help make light-rail financially self-sustaining.

Apparently, at least a good-sized segment of the community has gotten on board the mall bandwagon.

"The poll results seem generally consistent with my perception of where the community is at today," Paul Reinhart, project manager for Winmar, said Friday.

The poll, taken over the telephone by Intercept Research Corp. of Lake Oswego in late December, posed two questions to 504 respondents in Gresham as well as the outlying areas: Do you favor or oppose the construction of a new regional shopping mall for the Gresham area? Which stores would you like to see located in this mall?

The results, which reflect a sample error of plus or minus 4.5 percent,

## Mall attitudes

Do you favor or oppose a regional mall for Gresham?

Favor 54 percent  
Oppose 29 percent  
Don't know 18 percent

Which stores would you like to see in the mall? (Multiple response)

Meier-Frank 44 percent  
Nordstrom 33 percent  
Sears 33 percent  
J.C. Penney 27 percent

Source: Intercept Research poll conducted for The Outlook.

show that, in general, younger people are more enthused about the mall than those 50 years and older. They also indicate that:

- Fifty-three percent of those interviewed favor a new mall.
- Twenty-nine percent oppose the idea.
- And 18 percent are undecided.

Despite the high level of community support for a mall, Winmar and Tri-Met officials must win major battles in the near future if the project is to move forward as planned.

This week, Tri-Met applied to the federal Urban Mass Transit Administration for \$14.7 million in funding that Congress already has earmarked for the project, but it remains unclear at this point whether federal authorities will buy off on the concept.

Tri-Met intends for the majority of the requested amount to be used to purchase between 65 and 75 acres now owned by Winmar Co., which then would lease the property back for development as a mall. The \$14.7 million does not include money to

Turn to MALL, Page 2A.

## Wives schools

st hit, with up to one-third of the  
ts absent about two weeks ago,  
lm Carille, director of instruc-  
or the Gresham districts.  
s have moderated since the

## Inside

## Where to look

Classified L1A0

## Planned Parenthood sees politics behind publication

by LLOYD WOODS  
of The Outlook staff

Wiley said the purpose of the current publication, which equates Planned Parenthood founder Margaret Sanger to Adolph Hitler, is to show what goes on "behind the



South Gardner, warned at new warnings of potential explosions at the Hanford Nuclear Reservation, demanded Wednesday that the federal government quickly reduce the risk.

In a letter to Energy Secretary James D. Watkins, Gardner said the new revelation of a potentially explosive hydrogen buildup in nuclear waste tanks is the latest in a pattern of events that is "deadly to the credibility of the Department of Energy."

He gave the Bush administration a verbal dressing-down and demanded "immediate steps to mitigate any

Those funds should not be subtracted from the appropriation for cleanup of radioactive wastes at Hanford, either, he said.

The federal Energy Department said March 23 that a buildup of hydrogen in 20 tanks storing radioactive waste, the byproduct of nuclear weapons production, could cause an explosion, sending radioactive material into the air. However, Allen Conklin, a top Washington state health official, said Tuesday after a briefing that he did not believe an immediate threat existed. An inspection team from the Department of Energy in Washington, D.C.,

Gardner wrote. "It stymies our efforts to resolve nuclear waste issues. It jeopardizes our emphasis on new research and development activities on the site. It impedes our effort to attract people and businesses into adjacent communities."

He called for a "thorough, independent and public review of the procedures and management structure for handling health and safety issues at Hanford."

"What we need is really very simple," Gardner wrote. "We need to know all there is to know about Hanford problems."

Hamilton said the proposed general fund budget contemplates a 6 percent increase in the district's tax base. That is the maximum allowable increase without a vote.

The tuition proposal, which has been approved by the college board of directors, will be sent to the Multnomah County Tax Supervising and Conservation Commission for review and a public hearing sometime in May, Becker said.

He said the budget had been discussed with student leaders and that every effort had been made to keep tuition rates and property tax sup-

other income sources.

Hamilton said this year's tax rate to property owners in the PCC district is 94.20 cents per \$1,000 of assessed valuation, or \$56.52 on a \$60,000 house. The 1990-91 tax rate will not be set, he said, until after county assessors determine property values throughout the district. The sprawling district includes all of Washington County.

Property taxes constitute 44 percent of the proposed general fund budget, Hamilton said.

## Friday 3/30/90 Oregonian F4 County approves sale of Edgefield, 10 acres

By ERIC GORANSON  
of The Oregonian staff

Multnomah County commissioners voted Thursday to sell Edgefield Manor, a long-closed nursing home, and an adjacent 10 acres to a Portland business.

However, commissioners delayed selling nearly 300 acres of additional Edgefield property to a shopping center developer.

Mike McMenamin, owner of several micro-breweries, will pay \$500,000 for the manor and surrounding property in Troutdale. McMenamin told the commission he plans to retain the historic 79-year-old manor and turn the property into a mini-village containing with lodging, a theater, bath, brewery and garden.

The manor and land have an appraised value of \$630,000. The property has been on the market for eight years.

The county this week received a bid from the Winmar Co. of Seattle to purchase the entire property, excluding Edgefield Manor, for more than its \$6.75 million appraised

value.

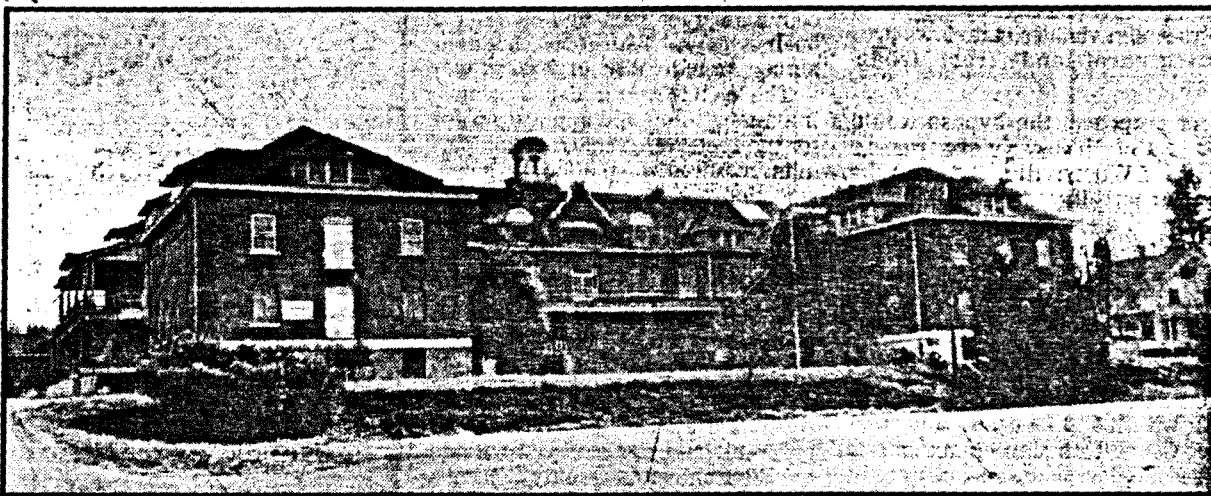
The commission ordered Wayne George, director of facilities development, to return to the commission next Thursday with a plan on how to proceed with sale of the property. George is expected to set a minimum price and a June 28 deadline for submitting bids.

George told the commission that a second offer expected from Price Development Co. of Salt Lake City had not materialized because the company wanted to wait until terms of the sale were decided.

Price, however, has offered a reported \$3 million for 128 acres of residentially zoned county farm property near Edgefield.

County officials hope that Price and Winmar, two shopping center developers who have competed against each other elsewhere, will bid up the price for the property, considered prime land for a shopping center or homes.

No mention was made Thursday of a letter sent to the commissioners last week by Tri-Met president Loren L. Wyss. His letter said the transportation agency opposed sale



The Oregonian/ROGER JENSEN

Edgefield Manor, a long-closed nursing home, along with an adjacent 10 acres, will be sold to a Portland business. The property, in Troutdale, could become the site of a new regional shopping mall.

of the Troutdale property to Price Development because it would jeopardize its joint venture with Winmar to build a regional shopping center in Gresham.

Wyss said that East Multnomah County could not support two million-square-foot shopping centers.

Tri-Met is seeking \$14.7 million in federal money to help get the Gresham project under way.

In voting unanimously Thursday to proceed with the sale, the commis-

sioners in effect ignored Tri-Met's request.

Before the meeting, only Commissioner Pauline Anderson had indicated Wyss' views might have merit. Commissioner Rick Bauman said the Tri-Met argument was not persuasive, and Commissioners Gretchen Kafoury and Sharron Kelley were noncommittal. Commission chairman Gladys McCoy was unavailable for comment.

Troutdale city officials turned out

in mass Thursday to urge the county to sell Edgefield as quickly as possible.

Mayor Sam Cox said "the site provides viability for development without the use of Tri-Met monies, federal grants or other substantial public subsidies."

He also pledged the city's support to expedite any developer's reasonable proposal in rezoning the land and said Troutdale has all the utilities needed to serve the property.

## Police: Bureau wants to prevent too-high expectations by public

... ..

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... ..

... ..



In the Matter of )  
 ) RESOLUTION  
 )  
Setting a Hearing to Consider )  
Offers for Certain County-Owned )  
Real Property and Authorizing )  
the Terms of Sale. )

WHEREAS, the property is undeveloped, was not acquired by foreclosure for nonpayment of property taxes, and more than 50% of the property is zoned for commercial uses by the City of Troutdale, and

NOW, THEREFORE, THE BOARD OF COUNTY COMMISSIONERS RESOLVES:

1. At the regular Board of Commissioners meeting on June 26, at 9:30 a.m, the Board will review offers for the purchase of the Edgefield property.
2. The Clerk of the Board shall publish notice of the meeting in the form attached to this Resolution



(Exhibit A) at least 15 days before June 26, 1990.

3. The minimum terms, manner of submitting offers, and factors to be considered in evaluation of offers will be as set forth in Exhibit A, which is incorporated as part of this Resolution.

ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 1990.

(SEAL)

By \_\_\_\_\_  
Gladys McCoy, Chair  
Multnomah County, Oregon

REVIEWED:

LAURENCE KRESSEL, COUNTY COUNSEL  
FOR MULTNOMAH COUNTY, OREGON

By: \_\_\_\_\_  
John L. DuBay  
Chief Assistant County Counsel

(03/28/90)

2ATTY.70/mw



## NOTICE OF SALE

Offers to purchase will be received by Multnomah County Department of Environmental Services, Division of Facilities & Property Management, 2505 SE 11th Ave., Portland, OR 97202 until 4:30 PM (Pacific Daylight Savings Time) June 22, 1990 for the purchase of the following real property:

Approx. 271.75 acres described as Parcels "A", "C", "E", "G", "H", "J" and "K" of the ECO Northwest Report, Multnomah County Farm Property, Troutdale, Oregon, EXCEPTION: a 1 acre portion of Parcel "H", a 1 acre portion of Parcel "K" and a 9.8 acre portion of Parcel "E" surrounding the "Edgefield Manor".

A licensed appraiser has determined the fair market value of the fee simple estate property at \$6,618,700.00 as of March 6, 1990.

Multnomah County has set minimum sales price and terms for the property as follows:

1. The minimum sales price must net Multnomah County (less broker's fees, if any) \$6,618,700.00.

2. Terms are cash. No offer requesting "owner-supplied" financing will be considered.

3. A non-refundable "bidder's fee" in the form of a cashier's check payable to Multnomah County for \$10,000.00 must accompany each offer.

4. An Earnest Deposit of \$\_\_\_\_\_, in the form of a cashier's check payable to Multnomah County, must be presented with each offer. \$\_\_\_\_\_ of the Earnest Deposit will be considered non-refundable and released immediately to Multnomah County.

5. The successful offeror will be allowed a 60-day period to conduct any and all feasibility studies, including inspection of the subject property, as the offeror deems appropriate and at the offeror's expense. Anytime during the initial 60-day feasibility study period, the offeror may nullify the offer to purchase and have \$\_\_\_\_\_ of the Earnest Deposit returned.

At the expiration of the 60-day period the offeror may extend the feasibility period for an additional 120 days by releasing an additional \$\_\_\_\_\_ of the Earnest Deposit into a non-refundable cash payment, immediately, to Multnomah County. This extension will only be granted for the purpose of the offeror seeking either P.U.D. approval and/or rezoning of the property and processing a development application for the property.

The offeror must deliver written notice to Multnomah County prior to the expiration of the 60-day feasibility period should the offeror elect to proceed with the purchase.

6. Close of escrow will occur by depositing into escrow the remaining cash balance due, less Earnest Deposits already deposited, within 15 business days following either:

- a. the expiration of the 60-day feasibility period; or
- b. anytime up to the expiration of the 120-day additional period.

- 7.



8.

The following standards will be used to evaluate offers:

1. The total net sales price.
2. The amount of Earnest Deposit.
3. The financial ability of the offeror to perform.

ALL OFFERS ARE FINAL. No amendments to price or terms will be accepted. Offers will be reviewed and the sale made at a meeting of the Board of County Commissioners to be held at 9:30 AM on June 26, 1990 in Room 602, Multnomah County Courthouse, 1021 SW 4th Ave., Portland, Oregon.

County reserves the right to reject any and all offers for any reason. All offers are subject to approval by the Board of County Commissioners.

F. Wayne George, Director  
Facilities & Property Mgt.



RECOMMENDATIONS:

1. Obligate the sale of E.C.C. (6 acres) by the purchase to the E.C.C. (Land Value only).
  2. Minimum of 11% of property's 271.75 acres to be set aside for open space and/or public parks, per agreement with Multco, Troutdale and purchaser.
- 

OPTIONS:

1. DONATE 5 ADDITIONAL ACRES TO WOOD VILLAGE.
2. DONATE 25 ADDITIONAL ACRES TO TROUTDALE.



PAULINE ANDERSON  
Multnomah County Commissioner  
District 1



605 County Courthouse  
Portland, Oregon 97204  
(503) 248-5220

April 2, 1990

To Board of Commissioners

From Pauline Anderson *pa*

Attached is a draft of conditions I intend to propose on Thursday morning regarding the sale of the Edgefield property. I would appreciate any comments.

The first section is intended to be included so that the Board will have a sense of what it would cost us (if anything) to complete a restricted sale vs. an unrestricted sale.

The second section is designed to generate a good quality proposal for use of the land.

I am anxious to get your input in time for any revisions to be made by Thursday morning. Thanks.

cc: Wayne George

RECEIVED  
COUNTY COMMISSIONER  
1990 APR - 2 PM 3:57  
MULTNOMAH COUNTY  
OREGON



DRAFT

- I. The proposer shall indicate the uses intended for the property, and shall indicate any price differential if a restrictive covenant on land use is applied.
  
- II. In addition to price, the proposals will be evaluated on the basis of how the use of the property responds to broader community issues, including but not limited to the following:
  - 1) traffic impacts on I-84 and the Mt. Hood Parkway;
  - 2) effect on the existing mass transit investment in the region;
  - 3) impact on the region's land use, transportation and energy conservation goals;
  - 4) consistency with existing adopted and acknowledged comprehensive plans; and
  - 5) amount and location of land the proposer dedicates for for open space and bikeways.





# MULTNOMAH COUNTY OREGON

OFFICE OF COUNTY COUNSEL  
1120 S.W. FIFTH AVENUE, SUITE 1530  
P.O. BOX 849  
PORTLAND, OREGON 97207-0849  
(503) 248-3138  
FAX 248-3377

BOARD OF COUNTY COMMISSIONERS  
GLADYS McCOY, CHAIR  
PAULINE ANDERSON  
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COUNTY COUNSEL  
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GERALD H. ITKIN  
H. H. LAZENBY, JR.  
PAUL G. MACKEY  
MATTHEW O. RYAN  
MARK B. WILLIAMS

## M E M O R A N D U M

TO: Commissioner Sharron Kelley

FROM: John L. DuBay  
Chief Deputy County Counsel

DATE: April 4, 1990

RE: Real property sale procedure

In connection with the sale of the Edgefield property in the City of Troutdale you asked if the county, a home rule county, must follow statutory property sale procedures. In particular, must the county follow ORS 275.230?

Generally, the county is not excused from following state statutes merely because it has a county charter. Nothing in Article VI, Section 10 of the state constitution suggests that. Problems sometimes arise when state statutes conflict with home rule charter provisions or county ordinances adopted under them. That is not the case here. Neither the Multnomah County Charter nor the county code set forth what property may be sold or how it may be sold. The legislative acts of the state and the county do not conflict in this regard.

Your question may ask whether the county could adopt an ordinance that conflicts with ORS 275.230. The short answer is probably not.

The statute has two parts. The first part states what kinds of land may be exempt from the restrictions on land sales in ORS 275.110 to 275.220. These conditions require



Sharron Kelley  
April 5, 1990  
Page 2

that the land must: 1) be undeveloped, 2) not have been acquired by property tax foreclosure, and 3) include more than 50% commercial or industrial zoning. The second part of the statute states how such land must be sold. The required procedures include published notice stating the appraised value, a description of the manner offers are to be submitted, and give the time and place of the public meeting where the governing body will review the offers and make the sale. These two parts must be considered separately in an analysis of how the statute may control a conflicting local regulation.

In an opinion dated May 30, 1989, County Counsel discussed how proposed legislation would conflict with the Multnomah County Charter. Although the legislation did not concern sale of county property, the analysis of conflicts between state statutes and home rule powers is pertinent. The opinion notes the leading city home rule case is City of LaGrande v. PERB, 281 Or 137, 576 P2d 1204, aff'd on rehearing, 284 Or 173, 586 P2d 765 (1978). The majority opinion extracted the following rules from the cases dealing with home rule enactments:

When a statute is addressed to a concern of the state with the structure and procedures of local agencies, the statute impinges on the powers reserved by the amendments to the citizens of local communities. Such a state concern must be justified by a need to safeguard the interests of persons or entities affected by the procedures of local government.

Conversely, a general law addressed primarily to substantive social, economic, or other regulatory objectives of the state prevails over contrary policies preferred by some local governments if it is clearly intended to do so, unless the law is shown to be irreconcilable with the local community's freedom to choose its own political form. In that case, such a state law must yield in those particulars necessary to preserve that freedom of local organization. LaGrande v. PERB, supra, at 156.

Determining which category a statute falls into is no easy task. Because the first part of ORS 275.230 specifies the kind or type of property that is subject to special regulation by the state, it most likely falls into the second class, i.e. laws addressing substantive social, economic or other regulatory objectives of the state. The



Sharron Kelley  
April 5, 1990  
Page 3

statute clearly states an intention to supercede local regulations. It is not irreconcilable with the county's choice of political form. In my opinion the county may not adopt an ordinance conflicting with this section of the statute.

Section 2 sets the procedure counties must follow to sell the regulated property. Under the LaGrande case, this section addresses "a concern of the state with the structure and procedures of local agencies. . ." It may prevail over local home rule enactments only if the state's concern is "justified by a need to safeguard the interests of persons or entities affected by the local procedure. . ." LaGrande, at 156. While the need is not identified in the statute, a good argument exists for the proposition that the state's concern is to prevent improvident sales by county officials outside the public's view for less than the market value of the property. That concern must be measured against the extent the statute interferes with the county's right to self governance.

County Counsel's May 30 opinion discussed the LaGrand test as follows:

In LaGrande/Astoria, the majority explained this test by citing previous cases in which state-imposed procedural safeguards were justified. Unlike the present instance, those cases involved relatively insignificant interference with local self-governance. They involve statutory notification and appeal requirements designed to protect citizens affected by local government action. See, e.g., Brown v. City of Salem, 251 Or 150, 444 P2d 936 (1968) (statutory requirements for notice of assessment for street improvement); Bennet v. City of Oceanlake, 247 Or 539, 430 P2d 1004 (1967) (statutory requirement that landowners be notified of contemplated improvement); City of Woodburn v. State Tax Comm'n, 243 Or 633, 413 P2d 606 (1966) (statutory requirement that tax levies be stated in dollars and cents); Boyle v. City of Bend, 234 Or 91, 380 P2d 625 (1963) (statutory right to appeal assessment to circuit court.).

These intrusions on the right of local self-governance are not significantly greater than the notice requirements in ORS 275.230(2). For that reason, the likelihood of upholding an ordinance with lesser procedural protections to the rights of interested citizens than provided by the statute is doubtful.



Sharron Kelley  
April 5, 1990  
Page 4

Questions of this nature cannot be answered with precision because of the obvious difficulty classifying legislative acts within the LaGrande test formulation. However, based on the foregoing I believe the county would not fare well to assert its home rule charter authority in this context.

CC: Larry Kressel



ORS 203.010 General powers of county as body politic and corporate. Each county is a body politic and corporate for the following purposes:

- (1) To sue and be sued;
- (2) To purchase and hold for the use of the county lands lying within its own limits and any personal estate;
- (3) To make all necessary contracts; and
- (4) To do all other necessary acts in relation to the property and concerns of the county.

ORS 275.030 Sale of real estate not in use for county purposes. Except as otherwise provided by statute, the county governing body may, whenever it deems it to the best interest so to do, sell and convey, in the manner provided for sale of county land under ORS 275.120, 275.140 TO 275.160 AND 275.180 TO 275.260, any real estate owned by the county and not in use for county purposes. The sale shall be directed by an order of the county governing body entered upon the journals.

Multnomah County Code 11.80.020 Duties and powers of County Executive. The County Executive shall do any and all things necessary and proper to manage county property, so that such property is put to its highest and best public use, is adequately maintained during the term of such use; and if disposed of or donated, is disposed of or donated in the best interests of the citizens of Multnomah County.

Edgefield Manor and the County Farm have not been used by the county since 1982. Under the provisions of ORS 275.030, the property could have been sold at that time. Had the property been sold when its use by the county ceased, it would have been on the tax rolls in 1983. Following are calculations of the taxes lost until this year, based on a value of five million dollars:

<u>YEAR</u>	<u>THOUSANDS</u>	<u>RATE/THOUSAND</u>	<u>TAX</u>
1983-84	5000	\$23.52	\$ 117,600.00
1984-85	5000	\$24.40	\$ 122,000.00
1985-86	5000	\$26.22	\$ 131,100.00
1986-87	5000	\$27.84	\$ 139,200.00
1987-88	5000	\$30.75	\$ 153,750.00
1988-89	5000	\$31.8239	\$ 159,119.50
1989-90	5000	\$32.1794	\$ 160,897.00

There are offers for the remaining property in excess of 7 million dollars. Taxes for this year based on that amount:

1990-91	7000	\$34.1101*	\$ 238,770.70
TOTAL 1983/84-1990/91			\$1,222,437.20

Had the property been sold in 1982 for five million dollars and the proceeds invested at 9%, it would have earned another \$5,244.606.13

The decision you have to make is not what is best for Tri-Met, the City of Troutdale, or the City of Gresham; but, if it is in the best interest of the citizens of Multnomah County to keep wasting more than \$800,000.00 a year on a property that is not being used by the county.



ROUGH DRAFT

WHEREAS the Board seeks to sell the large tract of land known as the "Edgefield property," which is located within the City of Troutdale; and

WHEREAS the Board wishes the property to be used for the best purposes in the public interest, possibly including retail, housing, recreational, open space, industrial, job generation and other uses; and

WHEREAS the Board recognizes that the City of Troutdale retains the right to zone and re-zone the uses of the Edgefield property according to its own needs and the needs of the region; and

WHEREAS the Board wishes to maximize the monetary value of the land consistent with public purposes; and

WHEREAS the Board wishes to draw upon the expertise of citizens regarding the best way to meet public interest goals while maximizing monetary value; and

WHEREAS the Board would like to encourage creativity from the private sector in developing the property to maximize its value consistent with public goals;

THEREFORE the Board adopts the following process for the sale of the Edgefield property:

Step 1. Representatives of the County and of the City of Troutdale will meet and discuss goals for uses of the property which will be adopted by the Board as criteria attached to the Request For Proposals regarding the sale.

Step 2. The Board will adopt broad criteria for the RFP consistent with any agreement established with the City of Troutdale. At the same time, the Board will name a Task Force to advise the County as to how to write the RFP in order to generate creative proposals for developers which will meet our goals and maximize value. The Task Force will be composed of no more than five members who have a knowledge of market, land use and planning issues. The Board will adopt the criteria and name the Task Force on May 3, 1990. The Task Force will report back to the Board on May 29, 1990.

Step 3. The County will let an RFP to hire a consultant to do a national marketing effort.

Step 4. The County will let an RFP for sale of the Edgefield property which will reflect the Task Force's recommendations and list the Board's goals with weighting attached to those uses perceived by the Board and the City of Troutdale to be desirable and undesirable. The RFP will be let as soon as feasible after the Board adopts the recommendations and goals. The RFP will allow enough time for receiving bids to implement a national marketing strategy.



BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

In the matter of  
Establishing a Procedure to Agree )  
with the City of Troutdale on Goals )  
and Criteria to Evaluate Offers to )  
Buy the Edgefield Property, Authorize ) RESOLUTION  
an Advisory Task Force, Set a Date for )  
a Report from the Task Force and De- ) 90-55  
clare the Board's Intention to Solicit )  
Offers to Purchase the Property To Be )  
Evaluated for Conformity with Criteria )  
Adopted by the Board. )

WHEREAS, the Board seeks to sell the large tract of land known as the Edgefield property located in the City of Troutdale; and

WHEREAS, the Board wishes the property to be used in the best public interest, possibly including retail, housing, recreational, open space, industrial, job generation and other uses; and

WHEREAS, the Board recognizes that the City of Troutdale retains land use planning responsibility for the property according to the city's adopted planning documents to satisfy needs of the City and the Region; and

WHEREAS, the Board wishes to maximize the monetary value of the property consistent with public purposes; and

WHEREAS, the Board wishes to draw upon the expertise of citizens regarding the best way to meet public interest goals while maximizing monetary value; and

WHEREAS, the Board would like to encourage creativity from the private sector in developing the property to maximize its value consistent with public purposes; and



WHEREAS, Multnomah County Code Section 11.80.020 requires any disposal of county property "be in the best interest of the citizens of Multnomah County."

NOW, THEREFORE, THE BOARD OF COUNTY COMMISSIONERS  
RESOLVES:

The County will use the following procedure before selling the Edgefield property:

- Step 1            Representatives of the County and the City of Troutdale will meet and discuss goals for use of the property to be adopted by the Board as criteria for evaluating offers to purchase the property.
- Step 2            The Board will adopt broad criteria for evaluating all offers, consistent with the agreement, if any, with the City of Troutdale. At the same time, the Board will name a task force to advise the County how to develop a solicitation for offers to foster creative development proposals meeting adopted criteria and maximizing value. The task force will be composed of no more than five members having a knowledge of the market, land use and planning issues. The Board will adopt the criteria and name the task force on May 24, 1990. The task force will report back to the Board on June 19, 1990.
- Step 3            The County will issue a solicitation for offers to purchase the property reflecting the task force's recommendations. The solicitation will include, in addition to minimum purchase requirements, a weighted list of desirable and undesirable uses for the property to be used as criteria in evaluating offers. The solicitation will be issued as soon as practicable after the Board receives the recommendation of the task force. The solicitation will allow enough time for receiving offers to implement a national marketing strategy.
- Step 4            Notice of the public meeting at which offers will



be reviewed by the Board and the sale made will be in compliance with ORS 275.230.

ADOPTED this 12th day of APRIL,  
1990.

(SEAL)

By

Gladys McCoy  
Gladys McCoy, Chair  
Multnomah County, Oregon

REVIEWED:

LAURENCE KRESSEL, COUNTY COUNSEL  
FOR MULTNOMAH COUNTY, OREGON

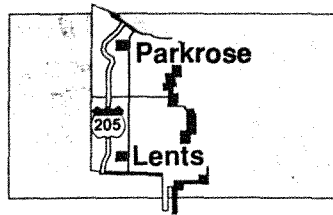
By:

John L. DuBay  
John L. DuBay  
Chief Assistant County Counsel

(04/10/90)

2ATTY.87/





# MID-COUNTY

COMMUNITY  
NEWS AND  
FEATURES

## CALENDAR

### Boy Scouts set reception

The Columbia Pacific Council Boy Scouts of America will host an awards reception from 5 to 7 p.m. Wednesday on the Fourth Floor of the Northwest Natural Gas Company, 220 N.W. 2nd Ave., Portland.

The In-School Exploring Program, sponsor of the event, will present the administrative award to Rich Correa, principal of Gresham High School. Betty Kirby of David Douglas High School will be honored with a teacher of the year award.

John Erickson, state superintendent of public instruction, will speak on "Future Trends in Business and Education Partnerships."

On Thursday, the Midland Branch Library, 805 S.E. 122nd Ave., Portland, will sponsor a story time for preschoolers at 10:15 a.m. at 805 S.E. 122nd Ave., Portland.

"Let's Bring a Story To Life," will be presented by Dusty Brown-Cline. The kids will participate in creative dramas featured in the story.

Also this week:

### WEDNESDAY

■ Board-staff relations workshop, 8:30 to 9 a.m. Parkrose Middle

## Troutdale won't restrict county farm project

### City council refuses to limit development at Tri-Met request

By WEB RUBLE

of The Oregonian staff

TROUTDALE — The Troutdale City Council decided Tuesday night that no restrictions be put on the Multnomah County Farm property other than those embodied in Troutdale's zoning code and comprehensive plan when it comes to selling the property to developers.

The property, most of 330 county farm acres, is owned by the county but is within Troutdale city limits.

Both Troutdale and the county have been trying to market the property for about a year and lately some offers on it have been ten-

dered.

The county announced last month that negotiations with a Salt Lake City shopping mall developer had resulted in an offer on a portion of it. Price Development Co. offered \$3 million on 128 acres and was said to be interested in the remainder of the property.

The Price company has declined to reveal its intentions for the property.

Winmar Co., the Seattle developer working with Tri-Met on a Project Break-Even Mall adjacent to Gresham city hall, offered \$8 million for the parcel, said Paul Reinhart, project manager.

However, Tri-Met asked Multnomah County to put restrictions on the sale of the county farm property to prevent the development of a competing regional shopping center in Troutdale, a suggestion that drew the wrath of Troutdale officials.

The county responded by opting to rebid the property, saying that it did not go through the proper bid process.

***The mayor and the rest of the council members said the county farm has been "studied to death."***

The Multnomah County Board of Commissioners will meet Thursday to determine how to proceed on the bidding process, and Troutdale City attorney James Jennings asked the Troutdale City Council Tuesday night for guidance in how to testify to county commissioners.

However, the city council had difficulty reaching consensus Monday night on what its stand should be.

City Administrator Pam Christian told the council that the county commissioners on Thursday will consider conducting still

another study of the county farm property situation, with Troutdale participating.

Troutdale councilman Paul Thalhofer favored working with the county to iron out differences. So did councilman Gene Bui.

However, Mayor Sam Cox and the rest of the council members — Marjorie Schmunk, Harry Fowler, Ron Burgin, and Sharlyn Jacobs — said that the county farm already has been what Schmunk called "studied to death," and that the county should sell it as soon as possible.

Several council members said they feared that the study would mean more delays and that the hot interest expressed in the property by developers would evaporate in the meantime.

The council, however, agreed that it didn't want any conditions imposed on the sale of the property beyond those contained in Troutdale's comprehensive plan and zoning ordinance.



## Planned Parenthood opens clinic

By STEVEN AMICK

of The Oregonian staff

GRESHAM — Planned Parenthood has opened a clinic in the Hood Center mall, U.S. Rep. Ron Wyden



(Bcc & Fm  
Copied 4/11/90)

**JENNINGS, VANAGAS & LOWE**  
ATTORNEYS AT LAW

TIMOTHY J. VANAGAS  
JAMES R. JENNINGS  
ROBERT E. LOWE\*

E. SHANE REEDER\*\*

\* Also Admitted in California  
\*\* Also Admitted in Washington

P.O. Box 590  
GRESHAM, OR 97030-0103  
503-667-2350  
FAX: 503-669-0696

BOARD OF  
COUNTY COMMISSIONERS

1990 APR 11 PM 1:30

MULTNOMAH COUNTY  
OREGON

April 11, 1990

Multnomah County Commissioners  
Multnomah County Courthouse  
1021 S.W. Fourth Avenue  
Portland, OR 97204

**\*\* HAND DELIVERED \*\***

Re: Edgefield Farm Property

Ladies and Gentlemen of the County Commission:

Our firm represents the City of Troutdale. We have been asked to address concerns raised by the City Council over the conduct of the sale of the Edgefield Farm property, and over the direction the County Commission appears to be taking in the future conduct of the sale.

It is the City of Troutdale's position that issues revolving around the propriety of a particular use of the Edgefield Farm property should be resolved by the City of Troutdale through its exclusive planning and zoning jurisdiction. From my conversations with the legal representatives for the County, I am convinced that they share our opinion that exclusive jurisdiction for land use decisions involving property located inside the boundaries of the City of Troutdale rests with the City of Troutdale, and not with the County.

It is abundantly obvious that the current attempts to condition the sale of this property are thinly disguised attempts to restrict or limit the uses to which the property can be put. These restrictions and limitations, whether in form of terms and conditions on the sale itself, or in the form of outright "land use" decisions as suggested by the attorney for Tri-Met, are clearly decisions which usurp the planning and zoning functions specifically given to the City over all property inside the city limits.

It is clear, given the difficulty that the County Commission has had in grappling with this case, that the proposal to condition the sale of the property is unique in the County Commission's experience. It is our belief that the reason it is unique is that it is highly unusual and quite probably improper to sell a piece of property with its uses restricted, especially when to do so



interfers with another jurisdiction's delegated planning responsibility.

If one were to view this proposed sale from the outside, and one were to review restrictions on uses which were imposed, there would appear to be no standards by which such a review could be conducted. We wonder, rhetorically, whether a decision to restrict uses of property, which is made without objective standards, and without the benefit of the planning and zoning process, would stand judicial scrutiny. We also wonder how enforceable a covenant restricting uses on a piece of property may be legally.

Covenants restricting the uses of property are typically, among other aspects, to benefit adjacent and probably contiguous pieces of property. In this case, the County appears to be retaining possibly only the MCCF facility. It is hard to understand how restricting this property, possibly against commercial development, can be said to benefit property where a jail facility is now sited. In fact, logic would seem to indicate that a jail facility remaining in that area is going to make residential development quite difficult.

What Troutdale has suggested, and continues to suggest, is that the appropriate forum for the expression of Tri-Met's concerns is the planning and zoning process inside the City of Troutdale. A vigorous planning and zoning process, subject to review before LUBA, and in turn, review before the Court of Appeals if appropriate, would adequately protect every concern raised by Tri-Met. In addition, every party would have the benefit of standards set forth in Troutdale's Comprehensive Plan and implementing Zoning Ordinances and Public Facilities Plan by which the merits of any particular development could be judged.

Furthermore, the County would appear to be charged with the responsibility of selling this property to a bidder who would return the greatest remuneration to the County. The County is not abdicating any responsibility in regard to regional mall issues and regional transportation issues by placing these questions squarely in the forum where they most properly reside, that is with the City of Troutdale.

We respectfully suggest that this matter of the sale of the property be submitted to bid immediately, subject to appropriate qualifications in regard to the bidder's financial status, but not

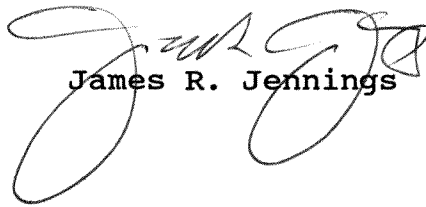


Multnomah County Commissioners  
April 11, 1990  
Page 3 \_\_\_\_\_/

subject to qualifications regarding use of the property. The City of Troutdale would welcome thereafter input from Multnomah County in regard to the planning and zoning process, at such time as a plan for development is submitted.

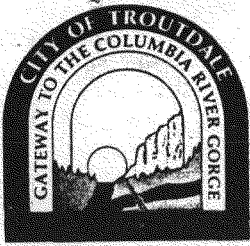
Very truly yours,

JENNINGS, VANAGAS & LOWE

  
James R. Jennings

JRJ/dc





## TROUTDALE AREA BUSINESS ASSOCIATION

P.O. BOX 245 • TROUTDALE, OR 97060 • (503) 669-7473

April 10, 1990

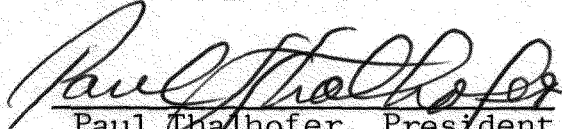
Gladys McCoy, Chair  
Multnomah County Commissioners  
Pauline Anderson  
Rick Bauman  
Gretchen Kafoury  
Sharron Kelley  
Multnomah County Court House  
Portland, Oregon

Dear Commissioners:

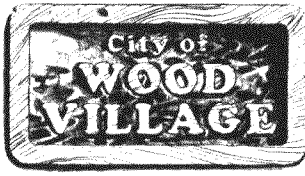
This letter will express the support of the Troutdale Area Business Association for the market-driven development of a shopping mall on the Multnomah County Farm property.

The Association also supports a fast-track sales strategy to be put together by Multnomah County in conjunction with the City of Troutdale, to develop goals and methods to achieve the highest and best commercial, light industrial, and residential uses pursuant to the sale of the Multnomah County Farm property.

Yours Very Truly,

  
Paul Thalhofer, President





**Mayor**  
Derald D. Ulmer  
**City Council**  
Donald R. Robertson  
Robert S. Lokting  
Barbara Rutherford  
William Stewart

2055 N.E. 238th Dr.  
Wood Village, Oregon  
97060-1095  
(503) 667-6211

April 12, 1990

The Board of County Commissioners  
1021 SW Fourth Avenue  
Building 101  
Portland, OR 97204

Dear Chair McCoy and Commissioners:

The Wood Village City Council urges you to proceed with immediate sale of the County Farm property to the highest responsible bidder without any further study.

The Troutdale Planning Commission and City Council are the governing bodies with the authority and responsibility for determining the best use of this property. The Wood Village City Council strongly believes that the City of Troutdale should be allowed to exercise this responsibility without any further assistance from the County.

Sincerely,

WOOD VILLAGE CITY COUNCIL

*Sheila Ritz Arthur*

by:  
Sheila Ritz Arthur  
City Administrator

SRA:jt