

Memorandum

To: **City of Sisters**

From: **Melissa Webb, PE**

Date: **December 20, 2023**

Subject: **69013 Camp Polk Road Amendment**
Trip Generation and Transportation Planning Rule Analysis



Introduction

This memorandum reports the findings of a trip generation analysis conducted for a text amendment to the Sisters Development Code for a property located at 69013 Camp Polk Road in Sisters, Oregon. The study reviews the morning peak hour, evening peak hour, and average daily trip generation potential of the site under both the existing allowable land uses and the proposed additional allowable land uses. This memorandum also addresses the Transportation Planning Rule (TPR) to demonstrate that the transportation system is capable of supporting any changes in traffic intensity resulting from the proposed amendment.

Project Location & Description

The project site, zoned as TC (Tourist Commercial), is located north of E Barclay Drive and west of Camp Polk Road in Sisters, Oregon. The site includes a single tax lot, lot 1101 of map 151004000, which encompasses an approximate total of 4.61 acres. Currently there is one single-family dwelling located on the project site (often referred to as the "Conklin's Guest House").

The project involves leaving the property zoned as TC and including a text amendment to the Sisters Development Code (SDC) to include additional allowable uses in the TC zone. In addition to the parcel mentioned above, the TC zone applies to portions of two other tax lots: 151004BD01901 (currently undeveloped) and 151004BD01900 (currently developed with Cascade Distillery).

Figure 1 presents an aerial image of the nearby vicinity with the project site outlined in yellow.



Figure 1: Project Location (image from Google Earth)

Trip Generation

The subject site is currently restricted to development of “lodging, dining, and recreation destinations and gathering places for business travelers, tourists, and the residents of the area”. The SDC further describes the purpose of the TC zone as “providing flexibility for expansion of lodging facilities and improve accessory components of the commercial lodging establishment such as meeting facilities, restaurant, bar, neighborhood market, etc.”¹

A text amendment to the Sisters Development Code is proposed to include development of additional allowable land uses in the TC zone as well as clarify permissible uses in the zone. To determine the impacts of the proposed text amendment, trip generation between existing and proposed conditions was compared.

To estimate the number of trips that could be generated by the site, a variety of land uses provided with the *Trip Generation Manual*² were referenced and compared to one another. Existing allowable land uses for the TC zone are shown in Table 2.12.300 of the Sisters Development Code.

Table 1 presents trip generation rates for applicable land uses that are available within the trip generation manual.

¹ City of Sisters, *Sisters Development Code*, 2.12.100

² Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 11th Edition, 2021.

Table 1: Land Use Trip Generation Rate Comparison

SDC Use	ITE Code	Variable	Morning Peak Hour Rate	Evening Peak Hour Rate	Daily Trip Rate
Current Zoning – Allowed Land Uses¹					
Cottages (Rental)	310 – Hotel	Trips/Room	0.46	0.59	7.99
Lodging facilities					
Office	710 – General Office	Trips/1000 SF GFA	1.52	1.44	10.84
Restaurant, bar, and food services	932 – High-Turnover (Sit-Down) Restaurant	Trips/1000 SF GFA	9.57	9.05	107.20
Sauna, steam room, hot tub, exercise equipment facilities and other spa-related uses	492 – Health/Fitness Club	Trips/1000 SF GFA	1.31	3.45	34.50 ²
Neighborhood market	850 – Supermarket	Trips/1000 SF GFA	2.86	8.95	93.84
Small chapel, pavilion	560 – Church	Trips/1000 SF GFA	0.32	0.49	7.60
Cideries, distilleries, wineries, and breweries	971 – Brewery Tap Room	Trips/1000 SF GFA	0.68	9.83	61.69
Proposed Zoning Amendment - Additional Land Uses					
RV Park	416 – Campground/Recreational Vehicle Park	Trips/Occupied Campsites	0.21	0.27	2.70 ²
Park, Private or Public	411 – Public Park	Trips/Acre	0.02	0.11	0.78

Table Notes:

- Existing land uses from Table 2.12.100, which correspond to an ITE land use code were included.
- No weekday rate data was provided; therefore, the weekday rate was estimated to be ten times the evening peak hour rate.

Based on Table 1, the highest reported trip generating land use under existing conditions was land use code 932, *High-Turnover (Sit-Down) Restaurant*. Potential trip generation under this land use will be compared to the potential trip generation under the proposed additional land uses.

Current Zoning

To determine trip generation potential under current zoning utilizing data from land use code 932, a reasonable site developable area needs to be determined. It was assumed that a reasonable maximum total building footprint would cover approximately 25 percent of the developable area. The remaining developable area is considered as space necessary to accommodate parking, street right-of-way improvements, open space, etc.

Given that the site encompasses approximately 4.61 acres, after applying the aforementioned assumption the



site could include the development of a 50,200 square foot restaurant. A restaurant this size would be unlikely: for reference, the Sisters Bi-Mart is approximately 36,000 square feet. A review of similar high turnover sit-down restaurants in Sisters shows that the restaurant square footages range between 2,000 and 6,000 square feet. Given the large lot size, a restaurant square footage of 6,000 square feet was assumed, which would be a similar size to Three Creeks Brewing.

Under current zoning, land use code 932 is expected to attract pass-by and diverted trips. Pass-by trips are trips that leave the adjacent roadway to patronize a land use and then continue in their original direction of travel. Like pass-by trips, diverted trips are trips that divert from a nearby roadway not adjacent to the site to patronize a land use before continuing to their original destination. Pass-by trips do not add additional vehicles to the surrounding transportation system; however, they do add additional turning movements at site access intersections. Diverted trips may add turning movements at both site access and other nearby intersections.

Pass-by trip generation was determined by referencing data from the Pass-By and Data Rate Tables in the appendix of the Trip Generation Manual. The following rates were utilized for determining pass-by trip generation:

LUC 932 (*High-Turnover (Sit-Down) Restaurant*)

- Approximately 43 percent of evening peak hour site trips are assumed as pass-by trips; and
- The average weekday pass-by trip rate is assumed to match the evening peak hour rate.

Proposed Zoning Amendment

To determine trip generation with the proposed zoning amendment, it is assumed that the proposed development following the text amendment may be considered the reasonable “worst-case” development scenario. For the purpose of this analysis, two proposed additional land uses to the TC zone were analyzed and the following assumptions made:

- LUC 411, *Public Park* – it was assumed that the entire 4.61-acre site would be used as a public park.
- LUC 416, *Campground/Recreational Vehicle Park* – it was assumed that a maximum of 80 campsites would be available.

Analysis Summary

The trip generation calculations show that under existing conditions, the subject site could reasonably be developed to generate up to 57 morning peak hour trips, 31 evening peak hour trips, and 368 average weekday trips. Following the text amendment to the development code, looking at a worst-case development scenario, the site could be developed with a campground/recreational vehicle park that could generate up to 17 morning peak hour trips, 22 evening peak hour trips, and 220 average weekday trips.

The trip generation estimates are summarized in Table 2. Detailed trip generation calculations are included as an attachment to this memorandum.



Table 2: Trip Generation Comparison

ITE Code	Intensity	Morning Peak Hour			Evening Peak Hour			Daily Trips
		In	Out	Total	In	Out	Total	
Current Zoning – Allowed Land Use								
932 – High Turnover (Sit-Down) Restaurant	6,000 SF	31	26	57	33	21	54	644
<i>Pass-By Rate</i>	<i>(-/43%/43%)</i>	-	-	-	-14	-9	-23	-276
Total Net Site Trips		32	26	57	19	12	31	368
Proposed Zoning Amendment - Additional Land Uses								
416 – Campground/Recreational Vehicle Park	80 campsites	6	11	17	14	8	22	220 ¹
411 – Public Park	4.6 Acres	0	0	0	0	1	1	4

Table Notes:

1. No weekday rate data was provided; therefore, the weekday rate was estimated to be ten times the evening peak hour rate.

Based on the above analysis, following the text amendment to the TC zone in the Sisters Development Code, the development of a campground/recreational vehicle park with a maximum of 80 campsites will not generate more trips than a 6,000 square foot restaurant that can be constructed under existing conditions. In addition, if the entire site acreage was developed as a public park, the estimated number of trips generated would also be fewer than the number of trips that could be generated with a 6,000 square foot restaurant. Furthermore, a restaurant use would only utilize a portion of the site; thus, the potential for trip generation under current zoning would be even greater than what is show in Table 2.

Additional Parcels

The TC zoning district applies to portions of two other tax lots:

The first lot (151004BD01900) is currently developed with Cascade Distillery. Table 1 shows that a distillery is more trip-intensive than either a campground/recreational vehicle park or a public park. With the proposed text amendment changes, a distillery would still be a permitted land use in the TC zone.

The second lot (151004BD01901) is zoned North Sisters Business Park (NSBP) District except for a small corner that is zoned TC. The site is currently undeveloped and is considered “unbuildable” due to being in the runway protection zone associated with the nearby Sisters Eagle Airport.

If the site were ever to be developed in the future, the NSBP district has permitted land uses, such as restaurants and coffee shops, that are more trip-intensive than either of the uses proposed with the amendment to the TC zone (campground/recreation vehicle park or a public park). Furthermore, as demonstrated for the subject site, the proposed text amendment for the TC zone would only add uses that are lower trip generators than what is currently permitted.



Transportation Planning Rule

The Transportation Planning Rule (TPR) is in place to ensure that the transportation system is capable of supporting possible increases in traffic intensity that could result from changes to adopted plans and land-use regulations. The applicable elements of the TPR are each quote directly in italics below, with responses following.

660-012-0060 Plan and Land Use Regulation Amendments

1. *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
 - (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
 - (b) *Change standards implementing a functional classification system; or*
 - (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
 - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) *Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
 - (C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

Response: Subsections (a) and (b) are not triggered since the proposed land use action will not impact or alter the functional classification of any existing or planned facility and the proposal does not include a change to any functional classification standards.

Regarding subsection (c), the proposed text amendment is not projected to increase the morning peak hour, evening peak hour, or average daily trip generation potential of the site. Accordingly, the proposed text amendment is not expected to have a significant impact on the operation of area streets and intersections since there is no expected increase in the peak hour or daily trip generation potential of the site. Therefore, subsection (c) will not be triggered.



Conclusions

A text amendment to the Sisters Development Code is proposed to include development of additional allowable land uses in the TC zone as well as clarify permissible uses in the zone. The proposed additional allowable land uses are consistent with the purpose of the TC zone shown in SDC 2.12.100.

The proposed text amendment to the Sisters Development Code will not degrade the performance of any existing or planned transportation facility. Accordingly, the TPR is satisfied, and no mitigation is necessary or recommended in conjunction with the proposed text amendment.

Attachments

Trip Generation – Existing Conditions

Trip Generation – Proposed Conditions





TRIP GENERATION CALCULATIONS
Existing Conditions

Land Use: High-Turnover (Sit-Down) Restaurant
Land Use Code: 932
Land Use Subcategory: All Sites
Setting/Location: General Urban/Suburban
Variable: 1000 SF GFA
Trip Type: Vehicle
Formula Type: Rate
Variable Quantity: 6

AM PEAK HOUR

Trip Rate: 9.57

	Enter	Exit	Total
Directional Split	55%	45%	
Trip Ends	31	26	57

PM PEAK HOUR

Trip Rate: 9.05

	Enter	Exit	Total
Directional Split	61%	39%	
Trip Ends	33	21	54

WEEKDAY

Trip Rate: 107.2

	Enter	Exit	Total
Directional Split	50%	50%	
Trip Ends	322	322	644

Source: Trip Generation Manual, 11th Edition



TRIP GENERATION CALCULATIONS
Proposed Use

Land Use: Campground/RV Park
Land Use Code: 416
Land Use Subcategory: All Sites
Setting/Location: General Urban/Suburban
Variable: Occupied Campsites
Trip Type: Vehicle
Formula Type: Rate
Variable Quantity: **80**

AM PEAK HOUR

Trip Rate: 0.21

	Enter	Exit	Total
Directional Split	36%	64%	
Trip Ends	6	11	17

PM PEAK HOUR

Trip Rate: 0.27

	Enter	Exit	Total
Directional Split	65%	35%	
Trip Ends	14	8	22

WEEKDAY

Trip Rate: 0

	Enter	Exit	Total
Directional Split	50%	50%	
Trip Ends	NA	NA	NA

Source: Trip Generation Manual, 11th Edition



TRIP GENERATION CALCULATIONS
Proposed Use

Land Use: Public Park
Land Use Code: 411
Land Use Subcategory: All Sites
Setting/Location: General Urban/Suburban
Variable: Acres
Trip Type: Vehicle
Formula Type: Rate
Variable Quantity: **4.6**

AM PEAK HOUR

Trip Rate: 0.02

	Enter	Exit	Total
Directional Split	59%	41%	
Trip Ends	0	0	0

PM PEAK HOUR

Trip Rate: 0.11

	Enter	Exit	Total
Directional Split	55%	45%	
Trip Ends	0	1	1

WEEKDAY

Trip Rate: 0.78

	Enter	Exit	Total
Directional Split	50%	50%	
Trip Ends	2	2	4

Source: Trip Generation Manual, 11th Edition