

I-205 Toll Project

MEMORANDUM



Date February 11, 2021
To Lucinda Broussard, Mandy Putney, Michael Holthoff, Ben White, and Tom McConnell (ODOT)
From Ethan Spoo, WSP
Subject Land Use Methodology Memorandum – Draft #4
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2 INTRODUCTION

3 This memorandum describes the methods that will be used in the I-205 Toll Project (Project)
4 Environmental Assessment (EA) analysis to evaluate land use impacts of the Project
5 alternatives. The analysis and results will be documented in the EA that will be developed to
6 comply with federal guidelines and regulations, including the National Environmental Policy
7 Act (NEPA) and local and state policies, standards, and regulations.

8 The land use analysis will evaluate impacts from the construction, operations, and maintenance
9 of the Project and will identify mitigation measures as needed.

10 LEGAL REGULATIONS AND STANDARDS

11 Laws, Plans, Policies, Regulations, and Guidance

12 The following is a list of federal, state and local laws, regulations, plans, policies, and guidance
13 documents that guide or inform the assessment of land use:

- 14 • NEPA (1969)
- 15 • A Guidebook for Evaluating the Indirect Land Use and Growth Impacts of Highway
16 Improvements (Oregon Department of Transportation and Federal Highway
17 Administration 2001)
- 18 • Oregon Statewide Planning Goals (Amended 2015)
- 19 • Oregon Transportation Planning Rule
- 20 • Oregon Highway Plan (Amended 2018)
- 21 • Metro Regional Transportation Plan (RTP)
- 22 • Metro Region 2040 Concept Plan and Functional Plan
- 23 • Clackamas County Comprehensive Plan and Zoning and Development Ordinance
- 24 • City of West Linn Comprehensive Plan and Community Development Code

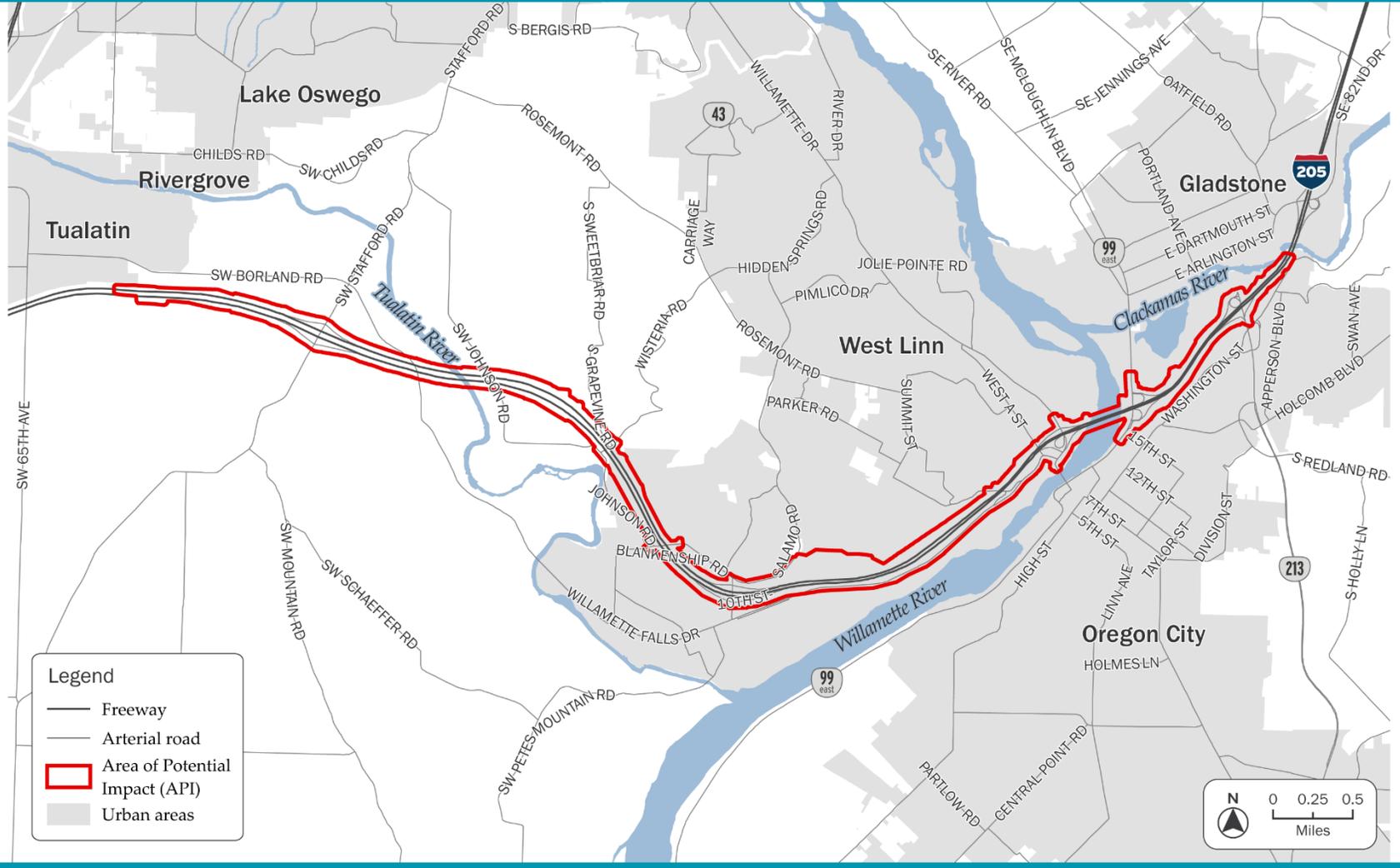
- 1 • City of West Linn neighborhood plans: Bolton, Sunset, Willamette
- 2 • City of Oregon City Comprehensive Plan and Zoning Code
- 3 • Stafford Hamlet Community Vision Plan (2020)

4 **AREA OF POTENTIAL IMPACT**

5 The area of potential impact (API) is the geographic boundary within which impacts to the
6 environment could occur with the Project alternatives. The API for direct long-term and short-
7 term impacts to land use is defined as the I-205 right-of-way between SW Stafford Road and
8 Oregon Route 213 (OR 213) plus 100 feet on either side of the freeway to accommodate
9 construction activities including project improvements, as well as staging of vehicles,
10 equipment, and materials, as shown in Figure 1. Prior to preparation of the EA, this API may be
11 modified once the alternatives to be studied in the EA have been identified and projected traffic
12 volumes have been refined.

13 Once the alternatives to be studied in the EA have been identified and more detailed projected
14 traffic volumes have been estimated, roadways that would experience increased traffic volumes
15 as a result of the tolling will be identified. The API for indirect effects to land use will be
16 developed and will include land uses adjacent to roads that would experience a substantial
17 increase in traffic volume during peak travel times relative to other parts of the Portland Metro
18 area.

1 **Figure 1. Preliminary Land Use Direct Impacts API**



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1 **DESCRIBING THE AFFECTED ENVIRONMENT**

2 **Published Sources and Databases**

3 Data used in the 2018 Documented Categorical Exclusion (DCE) prepared for the I-205
4 Improvements Project will be reviewed to confirm its relevancy and applicability to this study.
5 The Regional Land Information System (RLIS) will be the primary data source used to describe
6 existing and planned land uses and patterns. The following RLIS information will be used:

- 7 • Existing land use
 - 8 – Vacant land
 - 9 – Single-family residential land
 - 10 – Multi-family residential land
 - 11 – Office, retail, and other commercial land
 - 12 – Public use land, including designated parks and open spaces
 - 13 – Industrial land
 - 14 – Institutional land
- 15 • Comprehensive plan designation
- 16 • Zoning designation, including Overlay Zones and Plan Districts
- 17 • Assessed value of land and improvements by parcel

18 The analysis will also use jurisdictional comprehensive plans and zoning maps including:

- 19 • Clackamas County North Urban Area Land Use Plan Map (2017) and Zoning Map (2019)
- 20 • West Linn Comprehensive Plan Map (2009) and City (Zoning) Map (2015)
- 21 • West Linn Neighborhood Associations Map (2009)
- 22 • City of Oregon City Comprehensive Plan Map (2009) and Zoning Map (2009)
- 23 • Google Maps

24 **Contacts and Coordination**

25 After reviewing published information, the project team may contact the following agencies for
26 additional land use information including pending development projects and updates to plans
27 and/or regulations:

- 28 • Metro Planning and Development
- 29 • Clackamas County Planning and Zoning Division
- 30 • City of Oregon City Planning Division
- 31 • The City of West Linn Planning Division

32 **Field Surveys or Testing**

33 No field surveys or testing will be conducted for the land use analysis.

1 **IMPACT ASSESSMENT METHODS**

2 The impacts analysis will address the long-term, short-term, and indirect impacts upon land use
3 for each of the Project alternatives.

4 **Long-Term Impact Assessment Methods**

5 The analysis of direct long-term land use impacts resulting from the Project will consider the
6 following for each alternative:

- 7 • The amount of land area by type (vacant, open space, right-of-way) converted from non-
8 transportation uses to transportation improvements
- 9 • Whether the land use character of the API would be changed as a result of the Project
- 10 • Any changes in access as a result of the Project

11 Potential long-term impacts to land use could result from the direct disturbance associated with
12 the installation of toll gantries and associated utilities. It is anticipated that the final location of
13 toll gantries and utilities would avoid direct impacts to land uses outside the API.

14 **Short-Term Impact Assessment Methods**

15 The analysis of direct short-term land use impacts that would occur during Project construction
16 will consider the following for each alternative:

- 17 • The construction footprint, including permanent improvements as well as staging areas for
18 vehicles, equipment, and materials
- 19 • How construction activities would impact access to existing land uses
- 20 • Whether temporary construction easements would be needed and the effect they could have
21 on existing land uses

22 **Indirect Impacts Assessment Methods**

23 Indirect impacts are those that are caused by a specific action and that take place later in time or
24 are further removed in distance, but are still reasonably foreseeable to occur (40 CFR 1508.8).

25 The analysis will review differences in traffic patterns for each alternative to determine their
26 likelihood to induce development or redevelopment of property that alters planned land uses.
27 Factors that influence land use changes include access, adjacent land uses, local zoning controls,
28 and physical characteristics. The analysis of indirect land use impacts that would result from
29 the Project will be qualitative and will consider:

- 30 • Comparing current and planned land uses and zoning to determine planned land uses
31 outside the API along road corridors experiencing significant traffic changes
- 32 • Input from local agencies (cities and counties) to identify future development projects
33 including their location, scale, and schedule

1 **Cumulative Impacts Assessment Methods**

2 The analysis of cumulative impacts to land use is described in the I-205 Toll Project Cumulative
3 Impacts Methodology Memorandum.

4 **MITIGATION APPROACH**

5 The analysis will identify mitigation for land use impacts, if any, as a result of the Project. The
6 analysis will reference mitigation measures from other environmental topics and will develop
7 new mitigation measures, as necessary, for impacts. In accordance with standard practice, the
8 analysis will prioritize mitigation to first avoid, then minimize, and compensate for impacts.

9 **PERFORMANCE MEASURES**

10 1 presents a preliminary list of performance measures identified to evaluate how the
11 alternatives compare in terms of impacts and benefits to land use:

12 **Table 1. Land Use Performance Measures**

Performance Measure	Tool and/or Data Source used for Assessment of Measure
Land area by type (vacant, open space, right-of-way) converted (temporary and permanent) from non-transportation uses to transportation improvements	GIS and/or AutoCAD output of impact and acquisition areas for permanent and temporary transportation improvements by parcel and for land use and zoning designations using RLIS.
Change in land use character as a result of the Project	GIS and/or AutoCAD total impact areas by land use and zoning designation using RLIS.
Change in access (temporary and permanent) as a result of the Project	Location of temporary and permanent changes to access points on project design plans.
Construction easements needed and their effect on existing land uses	Project design plans showing construction easements and existing land use layer in RLIS
Changes to current and planned land uses located near roadways affected by vehicle rerouting	Current land use and zoning designations in RLIS and agency future land use maps and subarea plans outside the API along road corridors experiencing changes in traffic volumes based on Information obtained from traffic model.
Location, scale, and schedule of future development projects based on agency input	Conversation with agency planning and development review staff.

13
14 Additional performance measures may be identified during the course of analysis.

15 **REFERENCES**

16 Oregon Department of Transportation (ODOT). 2001. Indirect Land Use and Growth Impacts of
17 Highway Improvements.

18 <http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.564.6668&rep=rep1&type=pdf>

19 Oregon Department of Land Conservation and Development. 2019. Oregon Statewide Planning
20 Goals Adoption and Amendment Dates.

Memo: Land Use Methodology
February 11, 2021

- 1 https://www.oregon.gov/lcd/OP/Documents/goal_adoption_amendment_dates_July2019.pdf
- 2
- 3 Metro. 2019. Portland Metropolitan Area Jurisdictional Boundaries map.
- 4 <https://www.oregonmetro.gov/sites/default/files/2020/02/19/JurisdictionRegional.pdf>

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