



CITY OF TROUTDALE

"Gateway to the Columbia River Gorge"

AGENDA

TROUTDALE PLANNING COMMISSION REGULAR MEETING

Troutdale City Hall Council Chambers
219 E. Historic Columbia River Hwy. (lower level, rear entrance)
Troutdale, OR 97060

Wednesday, October 15, 2014
7:00 p.m.

1. Roll Call / Pledge of Allegiance

2. Agenda Update

3. Approval of Minutes

- Meeting minutes of August 20, 2014 – Regular Meeting
- Meeting minutes of August 20, 2014 – Work Session
- Meeting minutes of September 17, 2014 – Work Session

4. Citizen Communications – Non-Agenda Items

5. Hearing Procedure

Tanney Staffenson, Planning Commission Chair

**6. PUBLIC HEARING TYPE III QUASI-JUDICIAL PROCEDURE
Case File No. 14-041 FedEx Ground Expansion Site/Design Review
with Outdoor Lighting Variance**

Jeff Wellman, Steele Associates Architects, LLC

Site and Design Review for expansion of tractor trailer and auto parking areas with a variance request for outdoor lighting that exceeds the height standards set forth by Troutdale Municipal Code 8.26.

Staff: Mark McCaffery, Associate Planner

October 15, 2014 – Planning Commission Agenda

7. Work Session

Consideration of administrative procedures and Development Code standard amendments to reduce barriers to development.

Tammy Staffenson, Planning Commission Chair

8. Department Reports.

9. Commission Initiatives and Concerns.

10. Adjourn.

This meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made in writing at least 48 hours prior to the meeting to Mark McCaffery, 503-674-7228, or by email at mark.mccaffery@troutdaleoregon.gov

Procedure for Quasi-Judicial Land Use Hearings

Quasi-judicial public hearings are held in accordance with Oregon law and procedures contained in the Troutdale Development Code. The hearing proceeds as follows:

1. Staff Presentation
 - City staff presents their report which includes applicable criteria and standards for the matter under consideration in the land use application.
 - All testimony and evidence should be directed toward these criteria.
 - If you believe that other criteria in the Comprehensive Plan, Development Code, or other city land use regulations apply, you must identify these criteria and explain why they apply to the decision.
2. Public Testimony
 - The Planning Commission accepts public testimony relating to the application.
 - The applicant is allowed to speak first, followed by proponents, then by opponents, and then by any parties neutral to the application.
 - An opportunity will be provided to anyone testifying to clarify any issues raised.
3. Raising Issues
 - All issues raised by a participant during the public hearing must be sufficiently clear and specific to allow the Planning Commission and other parties an opportunity to respond to those issues.
 - Failure to raise an issue during this public hearing may invalidate a future appeal based on that issue.
4. Requesting Additional Time
 - Prior to closing of the public hearing, any participant may request an opportunity to present additional evidence or testimony regarding the application.
 - The Planning Commission must grant the request either by continuing the public hearing to a future date, or by leaving the record open for at least seven days to admit only that specific additional written evidence or testimony.
 - If the record is left open for the additional written evidence or testimony, any participant may file a written request for an opportunity to respond to new evidence submitted during the period the record was left open.
 - If such a request is filed, the Planning Commission shall reopen the record to allow any person to raise new issues which relate to the new evidence, testimony, or criteria for decision-making.

MINUTES
TROUTDALE PLANNING COMMISSION
Regular Meeting
Council Chamber
217 E. Historic Columbia River Highway
Troutdale, Oregon 97060
August 20, 2014

1. **Roll Call/ Pledge of Allegiance** – The session was called to order at 7:00 p.m.

Commissioners Present: Kevin Coulton, Shirley Prickett, Brian Sheets, Tanney Staffenson and Marv Woidyla

Commissioners Absent: Sandy Glantz, Frank Grande

Staff: John Morgan, Planning Director
Elizabeth McCallum, Senior Planner

Guests (see list): Frank Windust, Mike Halstead, Dianne C. White, Glenn T. White, Diane Castillo White

2. **Agenda Update.** None.

3. **Approval of Minutes – June 18, 2014.** Commissioner Woidyla moved to approve the minutes as written Chair Staffenson requested a correction on p. 1, Citizen Communications, from the statement, “. . . email from a neighbor of his who asked to remain anonymous. . .” to read “. . . email from a neighbor of Mr. Clark’s who asked to remain anonymous. . .” Commissioner Woidyla amended his motion to include this correction. Commissioner Sheets seconded the motion. The motion passed unanimously and the corrected minutes were approved.

4. **Citizen Communications – Non-Agenda Items.** None.

5. **Hearing Procedure** – Chair Staffenson read the public hearing procedure to the audience.

6. **Public Hearing – Type III Quasi-Judicial Procedure**
File No. 14-030 Harvest Christian Church Sign Variance. A request for a variance from the standard (TDC 10.020E.4.a) limiting the size of an electronic message center in a sign to three square feet to allow for a 10.7 square-foot electronic message center.

Chair Staffenson opened the public hearing on this item. Before continuing he asked if any Commissioner had any conflict of interest, bias ex parte contact. Commissioner Woidyla said Mr. Halstead is a customer of his; Chair Staffenson declared that he knows

Mr. Halstead and his general contractor very well. Both Commissioners said they believed they could be impartial in any decision rendered.

Elizabeth McCallum presented her staff report, included in the agenda packet. She recommended approval of the variance with two conditions: 1) *Total sign face area not to exceed 75 square feet, inclusive of the 10.7 square-foot electronic message center;* and 2) *Multnomah County permits/approval required. The sign will need to be located outside of the slope easement if required by Multnomah County.* The request met all other Standards. She received no written comments from any of the notified property owners, and the internal notification she received was a comment from the City's Chief Engineer who expressed concern that there may be traffic safety implications. She followed up on this with Police Chief Anderson who said he had no issues with this request. She belatedly received an e-mail from Multnomah County Transportation stating they did not object to the request and asked for three conditions of approval, none which addressed specific sign rules. This e-mail was distributed to the Commission and to Mr. Halstead at this meeting (**Exhibit A**). The staff report also includes the original 2009 Planning Commission approval of this church.

Commissioner Sheets asked about notification of surroundings properties; Ms. McCallum said notification was sent to owners of the apartment building, not the individual tenants. He asked how many total notices were sent; she said eleven individual property owners of record were notified, as required by City Ordinance.

Commissioner Coulton asked if the proposed sign is a one-faced sign, what does it show on the other side. She said she was not sure, but the Code allows a double-faced sign. He asked about the sign shown on the last page of the packet, and she said Mr. Halstead said this was given as an example. Commissioner Prickett asked, just as a reference, if Ms. McCallum could tell her how big the mini-storage shed sign is. Ms. McCallum said she did not know.

Applicant. Mike Halstead, Pastor of Harvest Christian Church, 4307 SE Oxbow Park Way, Gresham, OR 97080, said he has managed the construction of this church for many years and appreciates the City's patience. He said he measured the mini-storage sign and it is about 4 feet off the ground and is over 10' x10', and has an illuminated fluorescent bulb inside. His sign will be one-sided because the center divider is full of bushes and trees so no one will be able to see the back. It will sit at the bottom, much like the example, with a timer, and will have LED lights, non-video, non-flashing and not distracting. It might say things like 'sign up this week for . . .'" or the time and temperature. We would like to have the message change so that when people drive by they'll take a look at it, but it will be single-color with high-definition. Replying to a question, from Commissioner Woodyla, Mr. Halstead said the letters can move, mostly for the time and temp figures, and there may be some gradual movement on the other part but he does not care for annoying signs and this is a less expensive sign, as well, so won't flash the letters, etc.

Commissioner Coulton said the sign is really close to the street but it sounds like everything is okay with that. He added that it might be better to move it back off the road a little more and further away from the property line and asked if Mr. Halstead had considered that. Mr. Halstead said that may put it out of the line of sight; the Code allows it to be right at the sidewalk but we want it off a little and down the hill so that it is inconvenient for anyone to damage to it. The intended spot is the exact location of the existing sign. It would be placed in the exact same spot as their other sign. Looking at Criteria D, Commissioner Sheets expressed concern about the difficulty for people driving up 257th (going SW) and the hardship of seeing the sign with the tree cover. Mr. Halstead said with the way the trees are placed on that street, there is, at best, about a 4 or 5 second look at this sign; as far as having a smaller sign, a three-square foot sign would not be readable from vehicles passing on the street. He also said he agrees with keeping the Las Vegas-type signs in Las Vegas.

Public Testimony: No one spoke as a proponent or opponent. As a neutral party, Diane Castillo White, 1225 E. Historic Columbia River Highway, Troutdale, OR 97060, said after looking at the Dairy Queen sign, she did some research on what type of signs are permissible. She said she thought it would be nice if Mr. Halstead had a non-electric sign here. She is happy to see the church being built, and said it is lovely. She likes what Mr. Halstead said about livability and how he is trying to create a nice sign of quality that may be an enhancement to Troutdale. She would like the Commissioners to consider a non-motion, one-color, no-video sign with the lower portion having non-changeable writing. Regarding the 18-inch setback from the 257th property line, she said it would be nicer if the sign were a little farther back, and she suggested three feet. She said she understands what Mr. Halstead said about the line of site and visibility but argued that it could be a few more feet back from the sidewalk and still be readable. Regarding color, she said it is nice that Mr. Halstead plans on one color but would like that written into the approval so that it cannot be changed later on.

Ms. Castillo White asked if the Dairy Queen sign by the airport is Code compliant, the sign with motion, etc. Ms. McCallum said that will required research. Ms. Castillo White said she hopes that sign does not continue as this is the Gateway to the Gorge.

There was no further testimony.

Applicant. Mr. Halstead said he had no objection to having a non-moving video, one-color sign. There was also discussion with the Commission on the sign setback and the street trees. As long as the trees are pruned, the sign will be visible underneath/through them.

Commissioner Prickett moved, with a second by Commissioner Coulton, to close the public hearing. The motion passed unanimously. Chair Staffenson closed the public hearing.

Discussion.

Replying to a question from Commissioner Sheets, Ms. McCallum said if this variance is approved, the applicant needs to apply for a sign permit. He is before you now for the variance for the size of the electronic message center only. This Final Order is written based upon the fact that he asked for the area variance and by its very nature includes the approval for the free-standing sign, and reiterates Codes that are in effect. If he applies for an ordinary sign permit, Ms. McCallum said, for a 100 sq. ft. sign it would have to come back before the Commission for a variance for the area; Mr. Halstead did not request an area variance.

The Commission discussed what would happen if this particular variance is not approved, the possibility of future road configuration of 257th by the County, street tree pruning, and amending Condition 3. Ms. McCallum reminded the Commission that they can add additional Findings as they feel appropriate.

Commissioner Sheets explained that he has not heard substantial justification for approval and said he was not satisfied; he proposed denial of this request. He said he is open to discussion on this. Commissioners discussed the size of the sign, the speed with which vehicles could read it. Commissioner Woidyla said at about 20 to 25 feet way from the sign, the sign would look to be much smaller. If we don't want people to see and understand what is on the message board, smaller would be appropriate. Commissioner Sheets argued his point and discussion continued.

Commissioner Staffenson moved to approve changes to the he Findings of Fact: the staff report dated August 13, 2014, the memorandum from Multnomah County dated August 20, 2014, and the testimony from a citizen requesting that the sign be one color and non-video in nature. The motion was seconded by Commissioner Prickett. There was no discussion. The motion was approved 4 (yes), 1 (no – Commissioner Sheets), 2 (absent – Commissioners Glantz and Grande).

The Commissioner discussed Condition 3 regarding the square footage of the proposed sign. ‘

Commissioner Woidyla moved to replace paragraph 3 with The sign proposed is within a 35 ft. easement of NE 257th Avenue, the following conditions from Multnomah County apply: 1) Obtain a revocable encroachment permit from Multnomah County for all structures within County Easements; 2) Obtain a temporary encroachment permit from Multnomah County for all work in the public right-of-way; 3) Note that any work in the right-of-way or any increase in storm-water drainage from the site to the right-of-way will require review and a permit from Multnomah County [MCRR 18.750, DCM 5.1]. In addition, add a Condition 8 that the sign shall be one color and non-video in nature.

Commissioner Prickett seconded the motion. The motion passed, 4 (yes), 1 no – Commissioner Sheets), 2 abstain (Commissioners Glantz and Grande).

What did they just do? Put the memo in the Final Order AND in Condition 3?

Commissioner Prickett moved to approve the Final Order, the amended Findings of Fact and the amended Conditions of Approval. Commissioner Woidyla seconded the motion. The motion passed (4 (yes), 1 (no – Commissioner Sheets), 2 abstain (Commissioners Glantz and Grande).

7. **Department Reports.** John Morgan, Planning Director, informed the Commission that Mark McCaffery has been hired to take Ms. McCallum's place as Planner. He started work last week and they will overlap for a month for training. He shared a little of Mr. McCaffery's background and added that he looks forward to working with him.
8. **Commissioner Concerns and Initiatives.** Commissioner Coulton said he still has a street tree concern regarding the variance request addressed earlier. Commissioner Prickett asked to forward her thanks to Multnomah County for fixing 242nd.

Chair Staffenson thanked Ms. McCallum for all of the dedicated years of service to the City, saying she will definitely be difficult to replace. Commissioner Woidyla said she deserves a big hand (everyone applauded). They adjourned for a celebratory "snack" on her behalf. A scheduled work session follows after this break.

9. **Adjourn. There was no motion or vote to adjourn; Chair Staffenson called for adjournment at 8:37 p.m.**

Tanney Staffenson, Chair

Date

Attest:

Rooney Barker, Secretary
Transcriptionist

Exhibit A
8-20-2014 PC

Department of Community Services
Land Use and Transportation Planning Program
www.multco.us/transportation-planning



1600 SE 190th Avenue, Portland Oregon 97233-5910 • PH. (503) 988-5050 • Fax (503) 988-3389

MEMORANDUM

TO: Elizabeth McCallum, Senior Planner, City of Troutdale

CC: Joanna Valencia, Senior Transportation Planner
Brian Vincent, County Engineer
Alan Young, ROW Permit Specialist

FROM: Rachel Ferdaszewski, Transportation Planner

DATE: August 20, 2014

SUBJECT: File No.14-030– Review and Comment on a Type III Variance Hearing for a sign and electronic message center at Harvest Christian Church.
IN3E26DA, Tax Lot 2401 and 2402, 624 SW Halsey St
EP 2009023

The Multnomah County Transportation Program has reviewed the site plan for the proposed Type III Variance to allow for a 10.7 sq. ft. electronic message located at 624 SW Halsey St. Although the property address is on SW Halsey St., the sign would be oriented to NE 257th Ave. NE 257th Ave. is under the jurisdiction of Multnomah County at this location, and is classified as a Major Arterial road, per the County Functional Classification system. SW Halsey is under the jurisdiction of Multnomah County at this location, and is classified as a Minor Arterial road, per the County Functional Classification system.

County Transportation does not object to this proposal provided that the measures outlined below are included as conditions of approval.

Work in the Right of Way (ROW) and Easements:

1. Obtain a Revocable Encroachment permit from Multnomah County for all structures within County Easements.

Multnomah County has a 35 ft. road purposes easement adjacent to the NE 257th Ave. right-of-way at this location. A revocable permit will allow the structure to remain in this easement if and until such time that county maintenance or improvements to the roadway system necessitate its removal. . [MCRR 18.00] Please contact Alan Young at (503) 988-3582 to obtain an encroachment permit.

2. Obtain a Temporary Encroachment permit from Multnomah County for all work in the public right of way.

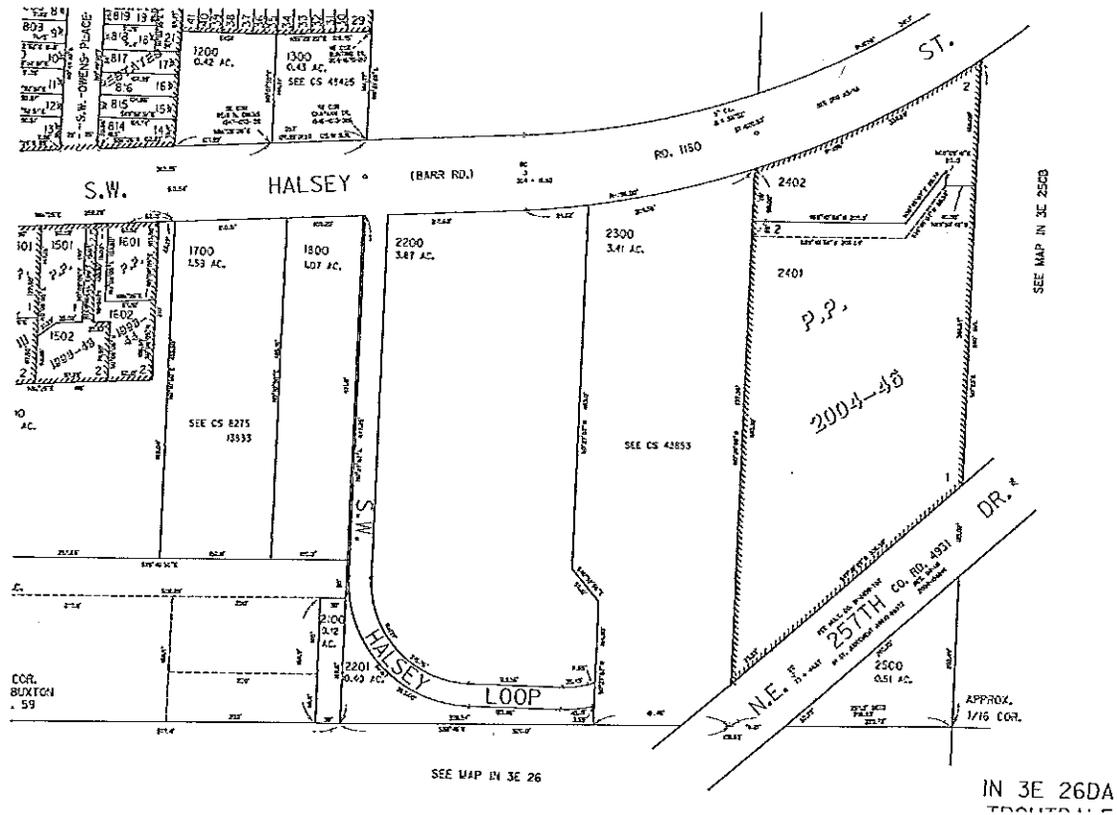
Multnomah County has jurisdiction over the NE 257th Ave. right-of-way. A permit is required in order to assure that all work in the right of way meets County standards. [MCRR 18.00] Please contact Alan Young at (503) 988-3582 to obtain access, encroachment permit.

Other:

3. Note that any work in the right of way or any increase in storm-water drainage from the site to the right of way will require review and a permit from Multnomah County. [MCRR 18.750, DCM 5.1]

Any alteration of storm water drainage to the existing discharge needs to be reviewed by the County. Increased run-off to incorporated Multnomah County could negatively impact the roadway system. Stormwater drainage from the site must not impact NE 257th Ave. Please contact Greg Kirby at (503) 988-5050 extension 29623 for questions regarding this requirement.

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The comments provided in this memorandum are based on the information provided in the Hearing notice from the City of Troutdale. While every effort has been made to identify all related standards and issues, additional issues may arise and other standards not listed may become applicable as more information becomes available.



MINUTES
TROUTDALE PLANNING COMMISSION
Work Session
Council Chamber
217 E. Historic Columbia River Highway
Troutdale, Oregon 97060
August 20, 2014

1. **Roll Call.** The session was called to order at approximately 8:50 p.m.

Commissioners Present: Kevin Coulton, Shirley Prickett, Brian Sheets, Tanney Staffenson and Marv Woidyla

Commissioners Absent: Sandy Glantz, Frank Grande

Staff: John Morgan, Planning Director

Guests (see list): Troutdale Councilor Rich Allen
Troutdale Councilor Glenn White

2. **Continued Discussion of Potential Code Amendments.** John Morgan, Planning Director, distributed a list of identified issues (**Exhibit A**) for the Commission to review that will impact the notion of streamlining the Development Code. Each item is worthy of conversation and determination as to whether it is in the public interest to keep, not keep it or modify. Staff can come back in a few months with an audit and a layout or framework of what it would take for the Commission to go through this in a more integrated way. The other part of that is with Steve Gaschler's whole and enthusiastic support, we can take a look at the Public Works design standards at the same time. That is not within your purview he said, but Mr. Gaschler, Public Works Director, and Steve Winstead, Building Official, and Mr. Morgan are meeting to discuss their internal processes and how to make them better, much more customer friendly, and faster in order to better integrate the three departments to give a seamless experience for our customers coming through the door.

Some of these issues have already been brought up, Chair Staffenson said, but as an example of what they need to review he mentioned steep slopes. He hoped to bring to the Commission something a little more detailed, he added, and he's been working on getting a map for reference. He expressed surprise that staff can't provide that. Mr. Morgan said the difficulty is that the City has but one person who can do this and she has her regular duties to consider. Metro gave Chair Staffenson the information but told him to use the City's system to print it. This whole area is currently being remapped, Commissioner Woidyla said.

City Councilor Rich Allen, saying he represented himself this evening, said people come to him to complain to a Councilor, and he reads the Code. It has accumulated a lot of garbage through the years that doesn't make sense. It's a lot to deal with, he added, and gave an

EXHIBIT: A. Development Code Streamlining Project, Reduce Barriers to Development, Project Prospectus

example. Personally he said he would find it helpful to find out not only what is wrong with our own Code, but those things imposed upon us that don't make sense. Councilor Allen said that is why the Council has voted to ask the Commission to work on this.

Commissioner Coulton asked if there is an effort to interview citizens for their specific issues with the Code. Chair Staffenson said there were a number of public hearings where the public has commented in depth on what issues they've had so we have that information and will obviously have more of that going forward. Commissioner Woidyla said he believes Commissioner Coulton missed the last meeting on this.

Mr. Morgan said now that we are settled into moving forward on this, he would like to bring to them for review a proposed strategy, work plan and schedule based on our resources and how fast we can approach these things, and then talking about them, e.g., citizen involvement, how to get the community communicating and engaged in this and give reasonable and good input. He has talked with a lot of players in town with needs, and he wants to sit down and 1) get to know them, and 2) hear their issues as a Planning Director so he understands them. We are in a 100% staff turnover opportunity here, so he wants to make sure he establishes those relationships very powerfully coming out of the gate. That will help him advise the Commission and hopefully it will help them to better understand the work we do.

Chair Staffenson said when they plowed into this they saw a few things that he believes will be challenges, steep slopes with Metro and Metro's position on the Transportation Plan and building development. Councilor Allen said Metro wants to standardize everything in the region and yet he likes the uniqueness of Troutdale and realizes that many areas are flat whereas we are primarily built on a hill.

Chair Staffenson said we have so many issues on which we will have to have a conversation with Metro because there will not be any buildable land left when it's all said and done, or very little buildable land. He thinks if they saw what he meant, they would be very surprised at how much area is covered in steep slope. Add the flood plain to it and that really knocks it down.

Chair Staffenson said he was concerned about putting too much of a burden on Mr. Morgan and his staff. Mr. Morgan said two brand new people trying to take on writing staff reports, etc., would be time consuming. One of the things that makes the relationship with the City for him, which is a contract with his firm, is that he can bring whatever resources he needs to work on things. That allows him to bring people in for things like the audit. On the other hand, the Commission and others want to be involved day-to-day in the research, coming up with ideas, etc., and that partnership will be very helpful.

Commissioner Coulton said he was curious how much this would cost and if it was in the budget. Chair Staffenson said there is money in the budget and he said he believes funds could be found if needed for this project. Council has made it very clear that the resources we need are available and that has been told to him directly.

Commissioner Sheets said with all he's heard tonight, would this work go through September, October, November? Is there a short-term timeline, he asked. Chair Staffenson said a short-term timeline would be September, and he will have some items for September. So in September, Mr. Morgan said, we can have the scope and framework of the whole project and forecast the timeline for you. We probably won't have the professional audit done until October. We have a pretty big agenda coming up in September. Part of the audit is already completed, Chair Staffenson added, so we will not be starting from scratch.

Commissioner Woidyla said he thinks it helpful that staff is involved, because if not, then in the future he could see them being at loggerheads. By working together he said he thinks it will dovetail fine. Commissioner Sheets agreed, and added that as long as we have the desire and momentum to keep working on it and getting the job done we will remove barriers and increase Troutdale's development. He said he is very much in favor of this. Commissioner Coulton asked Mr. Morgan what other communities are doing and that was briefly discussed. Mr. Morgan added that every single line in every Code is owned by someone; some Council adopted everything in it and sometimes we won't know the reasons. Commissioner Coulton and Chair Staffenson said they have spoken with various citizens and business owners about how they think rules and procedures should be. We are concerned on the process from the development standpoint and the economic standpoint, Chair Staffenson said; and added that we have had nine home starts in the last three years. Commissioner Woidyla asked how many industrial developments have there been; Chair Staffenson said he was not sure but it was probably less than nine. More statistics were discussed on development as were the population projections.

Let's get started next month, Commissioner Woidyla said. Commissioner Sheets said we may have issues with Metro as we work through this and if we do foresee any sort of friction, we have an elected representative at Metro and we need to keep those communications channels open so that any legislation with Metro will go with our desire and our goal to move forward. Commissioner Woidyla gave a brief history of Metro's evolution out of CRAG (Columbia Region of Governments), saying Metro has now become the gorilla in the room. Chair Staffenson said in conversations he has had with Metro Councilor Shirley Craddick, she has said they would like a universal code, and do away with local Codes and just go with a Metro Regional Code. It's going to be a bit of a push, he added. Commissioner Sheets reiterated that Council Craddick could be helpful.

3. Adjourn. Commissioner Prickett moved to adjourn; the second was inaudible. The meeting adjourned at approximately 9:15 p.m.

Tanney Staffenson, Chair

Date

Attest:

Rooney Barker, Secretary
Transcriptionist

**City of Troutdale
Development Code Streamlining Project
Reduce Barriers to Development
Project Prospectus**

WORK SESSION Exhibit A
8-20-2014 PLANNING COMMISSION HANDOUT
BY T. STAFFENSON

Purpose

- Update the community development framework and systems in order to streamline process and regulations, resulting in greater levels of private investment in the City

Outcomes

- Community development processes that are easier to understand and navigate
- Simplified regulations making the development process less cumbersome and onerous while not diminishing protection and furtherance of matters of public interest
- Streamlined processes and procedures lowering timeframes and costs for both the private property owner or developer and the City
- A new culture of action and relationships which has a pro-development interest focus while still protecting and advancing public interests. The goal is furthering common interests.

Framework

- The development process is complex and multi-faceted
- Three separate City departments have responsibilities for different elements of the development process
- There are multiple codes and bodies of law and policy guiding the development process. The City does not control some of these Codes as they are imposed by other government agencies.
- The development code regulates three things: use, physical characteristics, and process.

Issues

- The Development Code is highly complex
- The Development Code has numerous weak points in construction and elements

City of Troutdale

Development Code Streamlining Project

Reduce Barriers to Development

Project Prospectus

- The Development Code is in the public eye, but other codes and policies also guide the process
- Much of the issue of “streamlining” has to do with the standards of the Code and with the processes used by the City to administer the Code
- There is ownership of every element and process

Strategy

- Continue a Code audit to discover the following:
 - Errors in construction, reference, and other structural issues
 - Regulations, standards, processes, and other discrete elements that should be discussed to consider their current value or relevance to the community and the potential for elimination or change
 - Regulations, standards, processes, and other elements that should be changed to resolve process issues, as well as making sure provisions are consistent with standard development and design processes.
 - Identify any areas in the regional plan that are not consistent with the goals and plans in place for Troutdale.
- Planning Commission and staff work together to develop a body of recommendations.
- Planning Commission continues to update the City Council on the project and holds periodic work sessions with the City Council as needed.
- Staff develops new policies, processes, and procedures for administering the development process in order to implement the intent of this project, and to implement any relevant Code revisions. The Planning Commission and Council are kept informed of these improvements.

MINUTES
TROUTDALE PLANNING COMMISSION
Work Session
 Council Chamber
 217 E. Historic Columbia River Highway
 Troutdale, Oregon 97060
September 17, 2014

1. **Roll Call.** The session was called to order at 7:00 p.m.

Commissioners Present: Sandy Glantz, Shirley Prickett, Brian Sheets, Tanney Staffenson and Marv Woodyla

Commissioners Absent: Kevin Coulton and Frank Grande

Staff: John Morgan, Planning Director

Guests (see list): Dean Hurford, Troutdale Resident
 Alex Mauck, Troutdale Resident
 R. Eppley, Troutdale Resident

2. **Continued Discussion of Potential Code Amendments.** Chair Staffenson opened the discussion and distributed a four-page document called *Development Code Project, Reduce Barriers to Development* with three map attachments (A, B & C) (see **Exhibit A**). John Morgan suggested the Commission first discuss consensus on direction and a little about strategy, i.e., a timeframe and how to approach this and what the Commission's expectations are. In his few months with the City he said he has reviewed the whole Community Development function, working in concert with Elizabeth McCallum who is retiring in two weeks. The reality is that 18+ years of institutional history and process, etc., with the City is walking out the door. That makes an interesting dynamic and we will have to deal with that, as well as the 100 percent turnover in staff. The Council goal says to remove barriers to development. Your earnest interest in finding ways to do that creates this amazing opportunity to recraft everything in many ways. He said he's been working with Steve Gaschler, Public Works Director, and Steve Winstead, Building Official – his two partners in administering all of this and who want to hear what's going on as well – because the reality is that from the moment a development activity is just a twinkle in somebody's eye to the moment when they walk into our door is a continuous process that passes through the responsibilities of Planning, Buildings and Public Works. Obviously one of the things we will strive to do is make that a seamless process so that applicant doesn't stumble from one department to the other, and so there is as much cross-pollination, cross-communication and cooperation, elimination of redundancy, and all kinds of system improvements that we can make.

<p>Exhibit A. <i>Development Code Project, Reduce Barriers to Development</i> with three map attachments (A-1, A-2 & B-1)</p>
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Mr. Morgan said the Commission has the responsibility to influence this in a four-way tool:

- I. An adopted Development Code that drives it and is theirs to deal with, chew on, machinate and make recommendations to the City Council.
- II. The body of law that is not within the purview of the Planning Commission or the Planning Department, but is the Public Works design standards, i.e., the technical engineering of the city as well as the laws imposed on us, mostly for environmental issues such as water quality, that stem from the authority of the Clean Water Act, etc. We have the ultimate responsibility to administer than. Some things we have to hold constant and we cannot change Federal law.
- III. The process – how we manage things – the relationship of staff and of the Commission with the public. Some of this is in the Code. A lot of the process happens ‘in house’ and these are revisions we have talked about, i.e., how we pass a set of plans from Planning to Buildings and how we do pre-application conferences. All kinds of processes are embodied in the Code that affect how we process a particular permit or a particular request.
- IV. The one thing that wraps it all together is culture. That is purely driven through my leadership, Craig Ward’s leadership, through the Commission’s expectations and the Council’s expectations, and how we think about the culture of Troutdale as a place for someone to come and to do something having to do with development or growth. How is that treated? How fast does that work? How do we feel about that when they’re done? How do we manage when things don’t go well? That is more than anything his responsibility in-house and with staff to work on a complete transformation of culture.

Council’s admonishment to remove barriers to development in many ways is all four legs of this tool. It isn’t the Code; yes, the Code’s a mess, he said, but he thinks to some degree the bigger issue is the process and then the culture of how that relationship is managed day to day. All four of these legs are critically important. The Commission may have the legal authority over the Development Code, but to work through this process he will need their help in a brainstorming environment to help him understand these other issues and understand that culture. Frankly, he said, he has never before seen a sign variance that had a 27-page staff report and a half-hour delivery of that report. In every jurisdiction he’s worked in, it has a five-page staff report and a three-minute staff presentation and is done in 15 minutes. We will talk about this later and he will ask them some very hard questions that will come down to whether it was or is in the public interest. Is there a compelling public interest to have a process that complex, a Code that is that comprehensive, a regulatory system that is that complete? He said he will ask them over and over: is there a compelling public interest to have that law? That’s what he thinks they all need to walk through it as well as ask if that work is dragging that applicant through that process.

He wants to hear their feedback on this as well as what their expectations and needs are to actually doing the work.

Mr. Morgan's statement that this will be a lot of work was discussed. He said the Code has been added to and added to, etc., and no one has ever pruned it. The Land Use Board of Appeals (LUBA), the administrative law review body and their part of the appeal process in land use decisions was discussed, as was Metro and the Department of Land Conservation and Development (DLCD). Mr. Morgan said he has a team working on evaluating Code and they are basically looking for three things: i) mistakes, inconsistencies, bad references, dead ends, etc., ii) things that are inconsistent with State law, Federal regulations, etc.; and iii) parts that don't make sense, in order to pull out each of the discreet pieces of regulation and put them together as he wants to bring them to the Commission to ask if they make sense, are they in the public interest, should we keep it, get rid of it or modify it. We'll work through these. He said he hopes to have this at the Commission's October meeting.

Putting this with the document Chair Staffenson brought to the table, Mr. Morgan said, will give us a lot to start working on next month. It's difficult to say how long it will take to work through it, and he suspects there will be a lot of work sessions going past the first of 2015. The process intent will be for the Commission to give direction on the needed changes so we can put together a package of proposed amendments that you, at some moment, will bless and say is the public hearing draft. At that point we will give all the notices which will take two months, and then we will come back with the process of the public hearing which may last multiple nights, and you will ultimately pass an Order that is a recommendation to the City Council. Council will then have their own hearings and ultimately adopt an ordinance. That is the basic framework from a process and a scheduling standpoint. One thing we need to think about is the relationship with the City Council through this because it doesn't make sense to get down this road if they might disagree, so there needs to be a point of intersection to make sure you are aware of what will be acceptable to them. He suggested a few joint work sessions with them, or one. The Citizens Advisory Committee (CAC) needs to be included in this, as well, as their role is to advise the Commission. Whatever drafts staff brings to the Commission, Mr. Morgan wants to give to the CAC at the same time for their perusal so the Commission can hear from them. It may make sense at some point to get all three groups in one room for discussion, he added, and said he would look to the Commission for their advice on this.

There was an interesting discussion when Commissioner Glantz asked for more clarification on the Council's intent of removing barriers to development; in other words, she said, what do they want the City to look like. Audience members Dean Hurford and Alex Mauck voiced their opinions in this discussion, as well, which included obstacles to development from Multnomah County; this prompted Mr. Morgan to state that he did not include Multnomah County and their requirements have a huge impact on developments in Troutdale with their rights-of-way, a serious issue. This is in addition to water quality issues and floodplain issues, etc. We can hold constant the things we can control, he added, and make the City processes work faster and easier, and he told a story about a bottling plant industrial development in Cascade Locks with a good ending, and showed the reality of how we do planning in Oregon.

Responding to a question from Commission Glantz regarding a stricter versus a looser code, Mr. Morgan said that according to State law, we are compelled to write codes that are clear in intent, i.e., it is going to be a tangible measurable standard or there is going to be clear criteria by which you make your decision. It is not fully arbitrary, you still sit in judgment but you are going to have some guidance in the code that is going to be well known and understood by the applicant. He gave an example of a downtown code he had written for Coos Bay and how a dual path was taken to meet the public interest which he explained in detail. The Commission discussed this. The City Council's timeframe was discussed, and Chair Staffenson said he believes they are supporting and trust what the Commission is doing, and he does not anticipate them rejecting what we might propose. This will be a lot of work, Commissioner Woidyla said, and he believes it would probably be September 2015 before the Council acts on it. Chair Staffenson said the more he gets into this and the more he talks with Metro, the County, etc., it is taking longer than he anticipated and he is concerned about meeting his year-end goal. Commissioner Woidyla said it's a good start. Mr. Morgan said this is the type of project that could go on forever, but you can always go back to parts of it. Having the community come to tell us what they need is a great sounding board, Commissioner Prickett said. Chair Staffenson agreed and said it's been interesting and quite an education talking to business owners, developers, residents and other jurisdictions. There was more discussion on how long this will take; Mr. Morgan said we should continue to meet once a month and he said he will push for having a second meeting each month as there are other agenda items they will need to work on. There seemed to be consensus on this.

The Commission then looked at the document distributed by Chair Staffenson. Some of the items listed also include his thoughts/ideas, and others have been previously discussed. **Item 1** suggested looking at a 25 percent slope district and he included a hand-made map (see attachments to his document). Chair Staffenson explained the map, and why slopes in the city need to be reviewed. He spoke of Metro's 100-year flood map and there was discussion of this map versus the new FEMA flood maps which we expect to receive with 30 days, Mr. Morgan said. We have a package of Code amendments on the shelf waiting to be adopted that brings the City into compliance with the requirements to have FEMA flood insurance for properties. Council's direction is to wait until the maps come. We can expect to bring this whole flood plain item back probably in November, he added. Buildable property and flood insurance in the flood plain were discussed. Mr. Morgan explained FEMA's previously outdated mapping process and explained why the new maps will be much more accurate. Building in a flood plain is doable, he added, but building in a flood way can't be done. We'll have better information within the next 60 days; when the new maps come in, the City will have to adopt them as part of the Code. If we challenge anything in them, we'll have to do it from an engineering perspective (probably our Public Works Department and City Engineers) having to do with assumptions. Mr. Morgan explained more of this procedure and added that the current maps are in place until the new ones are adopted. We'll do better work if we wait until the news maps arrive.

Looking at **Item 2** on the list, Chair Staffenson said there is nothing in the Code that addresses storage buildings so we added those to the list of conditional uses; and suggested they be in Industrial or Light Industrial zones. This is another indicator that this Code is antiquated; there's a lot of stuff that's not addressed. Part of it is looking at coffee kiosks and things like that. We need to put them on a list for review. Storage discussion followed regarding locations and storage units.

Item 3, the partition application option of using a Type I process for land partitions, was brought up; Chair Staffenson and one or two others agreed that this is a good idea. Next was erosion control, **Item 4**; Chair Staffenson said we reference all sorts of things in the Code and we don't reference what we actually use (he pointed out something but did not verbalize what it was). He said he thinks we need to find something that is going to work. We end up following the toughest standard of the three listed and that's probably not the best thing to do. We need to have one document that covers it all. There was discussion on this, the interpretation of it and the EPA's part.

Chair Staffenson said **Item 5** is that the Commission needs to look at our variance criteria, and a few Commissioners stated what they wanted to review and that they want to review the language.

Item 6 is the setback from arterial streets which we will need to look at because our setbacks are not consistent, Chair Staffenson said. It was noted for future discussion as it was previously discussed with no clear outcome, he added. He also said **Item 13** is that we want to look at the design standards for the Central Business District (CBD) and have them be different from what is frontage on Columbia River Highway and east of 257th. An example he gave is the police facility; it's in the CBD but not on the highway and they had to go through a very extensive process to have different signs. How far do we want that 'look' to carry, he asked. Mr. Morgan said the standards could have been changed when that process was in the works. Commissioner Sheets asked if they were talking about changing the standards or changing the Code. Chair Staffenson said we should look at the standards for the highway and if they work, then change the overlay for those design standards to maybe just include the buildings that front on the highway.

The process for over-the-counter permits, **Item 14**, was next on the discussion list and then **Item 5** for sensible in building orientation in Chapter 8, one Chair Staffenson said he believes will need the most work on our part. **Item 17** he said we could streamline the conditional use permit criteria a little as it says the same thing in a couple of different paragraphs. **Item 19** talks about temporary structures but there is nothing that addresses temporary uses. That's one where he does not believe the Code is clear, he added. Mr. Morgan said the way the Code is constructed and it is typical in that a Code is permissive; you have to be listed to be allowed. That is where it gets tricky because you can't list everything, so you have to have some limited flexibility built into it. It's not the opposite where if you are not on the list then you are not allowed to do it, and he gave an example which was followed by discussion (Christmas tree lots, temporary lemonade stands, temporary parking, etc.). **Item 20** on the list is about non-conforming use regulations; Chair Staffenson said when there is a non-conforming use for

development, we have no clearly defined the triggers that will bring it up to Code, and what needs to be brought up to Code, such as the part that is being remodeled or the entire thing. On operation and maintenance of storm water detention and maintenance facilities, **Item 24**, Chair Staffenson said it would be helpful to have a template from Public Works showing what they want, before the development. Other Commissioners agreed. Chair Staffenson said the developer has to come up with a retention plan. Mr. Morgan asked what he is looking for because a) to a great extent that is regulated by the DEQ (Service Water Manager); and b) there are a whole lot of public works design standards, which are engineering standards, which aren't within the Planning Commission's purview. He said he is not aware of the issue they are concerned about and how they got to it. Chair Staffenson said what he sees happen is although there are standards, we are not effectively getting those communicated to the applicant. He said he's seen more than one applicant who said he had addressed and it wasn't, and he was required to add a swale or a mechanical system, or something at the eleventh hour. It causes a lot of problems for a developer. It's the same thing with storm water management (**Items 24 and 26**), and those are Public Works issues.

Presently we require a bond for erosion control, Chair Staffenson said, and that may not be necessary because if they are not doing erosion control, wouldn't we just stop the project, he asked. If we have a bond on the property we don't need a separate one for erosion control. Discussion followed when Commissioner Sheets asked why the regular bond would not include erosion control. Commissioner Glantz said she wondered if some of these items in the Code are there for legal purposes. Mr. Morgan said we will clearly have some of them reviewed by the City Attorney's office and the engineering staff, as well. We should invite the engineers to talk through those issues as he is sure the public will want to do that.

Mr. Morgan said he won't ask for an answer tonight, but he posed the question regarding a certain circumstance; a Boy Scout troop wanted to put up a temporary sign in a city park advertising something. The Code allows that. The issue was permission, not whether or not to put it in the park. The way the Code is written and being interpreted today, the Boy Scout troop had to come in to fill out a form, pay \$25, and go through the process for a written decision which said all criteria are met and therefore they can have a temporary sign in the park. If you require everyone to go through a permitting process to clarify what they need before they do anything, it is one standard of review. Another is to have the Code but allow people to do what they do, and when someone falls outside the parameters of the Code, you need Code enforcement and to correct the problem which requires less bureaucracy and less staff time to do. It's an easier and simpler process instead of a permitting process before you get to do anything. It's an 'ask for forgiveness' rather than an 'ask for permission' approach. He told the Commission that this is kind of what they are looking for in the Code and asked them to give it some thought. Chair Staffenson said the Council as a whole has a thing about signs in that they are very strict, and the Sign Code was briefly discussed. Mr. Morgan said there is a difference between a strict Sign Code that regulates permanent signs and how you deal with all the temporary signs and that type of thing. Some things are nuisances and the Code Compliance Officer deals with those.

Commissioner Glantz said there should be some standards, and she also asked what part of the Code is in question. Chair Staffenson said quite a bit, so she asked him to be specific. He said it was from complaints, and she asked what complaints. He said we could go for hours on that, and she persisted. He said probably the biggest one was vehicles being illegally parked, RV parking and/or camping where it's not permitted, a carport that's not permitted, and more. It would be interesting to find out what the top complaints are, Commissioner Glantz said. Commissioner Prickett said it is complaint driven and it should be so, but a lot of people won't say anything because they don't want to be the one who turns someone in. If it comes to the point of action from complaints, Commissioner Glantz said, it would be very helpful for us to know how to prioritize. Some of this is Development Code, Chair Staffenson said, and some of it is Municipal Code. Some Commissioner listed other nuisance complaints.

Commissioner Glantz asked how important to the budget the fees are and permit costs were discussed. The sign issue Chair Staffenson said has heard is not the cost of the permit but the time it takes to get the permit.

The Commission briefly talked about some of the upcoming agenda items.

3. **Adjourn. Commissioner Sheets moved, with a second by Commissioner Prickett, to adjourn. The motion passed unanimously and the meeting adjourned at approximately 9:12 p.m.** Mr. Morgan said he will schedule another work session.

Tanney Staffenson, Chair

Date

Attest:

Rooney Barker, Secretary
Transcriptionist

Troutdale Planning Commission
Development Code Project
Reduce Barriers to Development

Exhibit A DISTRIBUTED AT 9-17-14
PLANNING COMMISSION WORK
SESSION by T. STAFFENSON.

1. **Develop text to create special district for development under Metro Title 13.**
Create a district that is exempt from the 25% slope VECO Slope District language '4. A. 2 "The slope district consists of slopes of 25% or greater that have a horizontal distance of 50 feet of greater in any area of the City".
2. **Develop possible text to allow mini-storage use in the light industrial zone.**
Add "storage buildings" to the list of permitted uses or conditional uses, in the light industrial zone, as there is no listing presently
3. **Investigate using a Type 1 process for partition applications.**
Option of using a Type 1 process for land partitions
4. **Prepare text to reduce standards for erosion control (within allowed limits) during development.**
*Collaborating with Public Works to create a standard code for Troutdale.
"Current code 5.612 Reference Authority. The current edition of the Technical Guidance Handbook, Erosion Prevention and Sediment Control Plans, published by the City of Portland Bureau of Environmental Services and the Unified Sewerage Agency of Washington County (hereinafter called "The Handbook") shall be the primary guide for the City in establishing and reviewing erosion control techniques, methods, and requirements."*
5. **Designate a more flexible process for variances.**
Do we want to look at our variance criteria?
6. **Clarify setbacks from arterial streets in land division and development applications.**
*Identify possible alternatives to requiring buildings to front toward certain streets when a project will remodel 30% of existing development.
This involves a discussion with Metro regarding the Regional Transportation Plan*
7. **Comment on changes to the city's flood maps that could be adopted in the future.**
The FEMA map is not yet available, but based on the current 100 year flood map from Metro there is a considerable effect on property owners. We may wish to address this.
8. **Create additional introductory policy statements for the whole Development Code, discussing the role of the city staff and developer consultants.**
9. **Consider whether and how to prevent variance approvals from obtaining precedential effect.**
This was discussed at a prior work session, without a clear conclusion

ATTACHMENTS A, B + C ATTACHED,

Troutdale Planning Commission
Development Code Project
Reduce Barriers to Development

10. Consider new ways of expressing standards for pedestrian access and circulation in facilities such as building entrances, driveways, and certain streets.
11. Consider ways to reduce requirements to construct architectural elements and building facades.
12. Advise and craft standards for residential garages that can allow more commonsense development, especially on narrow lots.
13. Modify and update the design standards for commercial buildings in the central business district.
We may want to revise the standards to apply only to properties fronting the Columbia River Highway and east of 257th ave.
14. Devise ways to more efficiently facilitate and process over-the-counter permits for signs and accessory structures.
John Morgan is addressing this issue.
15. Improve sensibility of standards for pedestrian access ways, walkways, transit stops, and building orientation standards in Chapter 8.
Chapter 8 is likely the section of the code that needs the most in-depth review.
16. Clarify and consider changes to tree removal standards in certain of the city's Title 13 areas.
17. Streamline the conditional use permit (CUP) criteria.
The criteria is wordy and could be streamlined
18. Determine whether changes are needed to city engineering and design standards for streets to conform these standards to fire codes.
19. Develop text that creates a temporary use permit that better satisfies the needs of the city and property users.
Section 5.070 addresses only temporary structures and not temporary uses.
20. Obtain information about problems with nonconforming use regulations, and consider amendments to address reported problems.

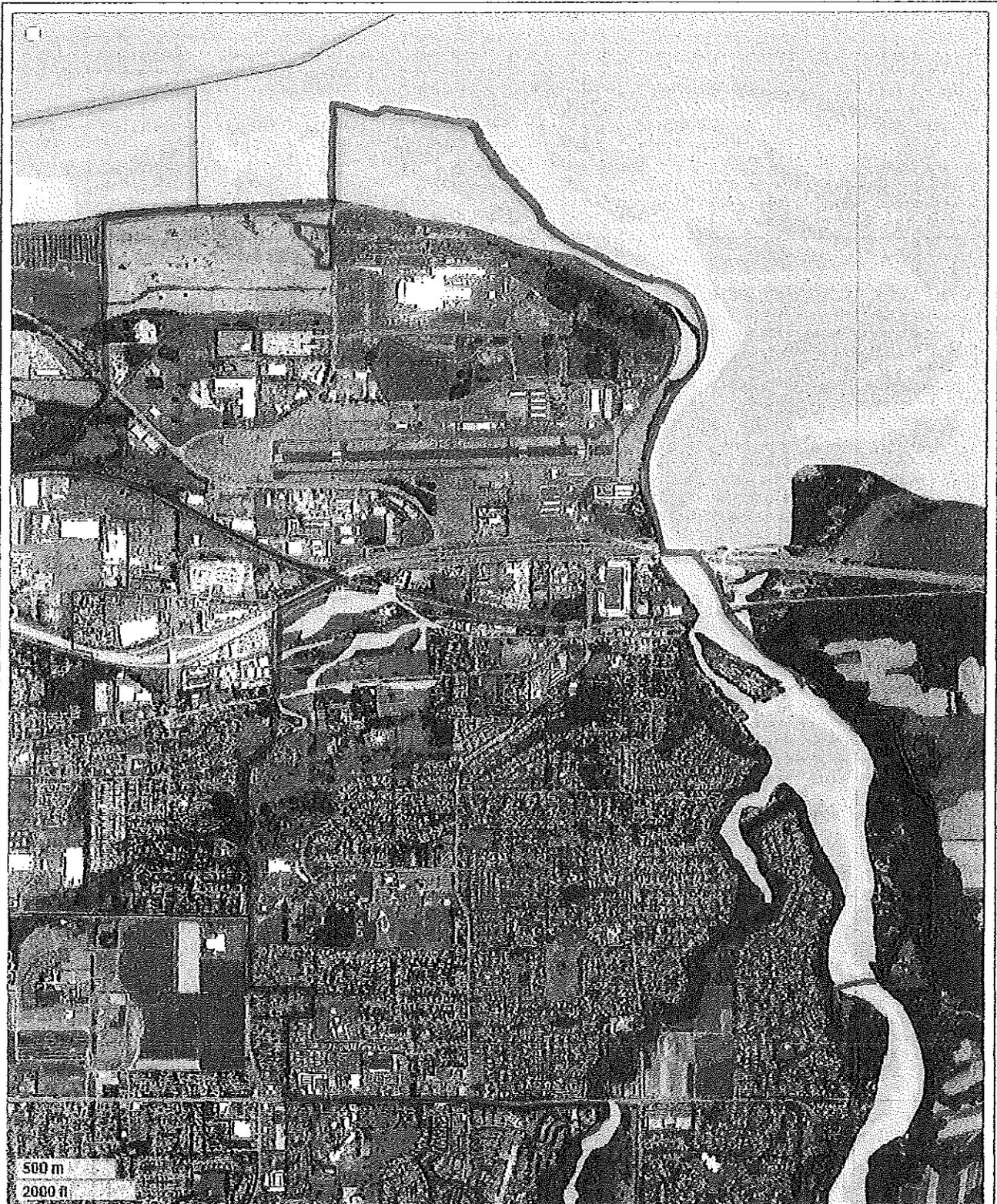
Troutdale Planning Commission
Development Code Project
Reduce Barriers to Development

Section 5.300 addresses change of use for a non-conforming structure or development, this does not define clearly what triggers and what sections of the development need to be brought up to current standards.

21. Create code to address situations where a developer may stop constructing a project, and a subsequent developer finishes project wishing to use the first developer's plans, approvals, and other assets such as any performance guarantee (i.e. public improvements bond).
22. Advise whether city should be delegated plan review authority from DEQ over sanitary sewers.
23. Consider and develop code that may guide developers on how to conduct analysis to illustrate effects of development on drainage regarding premises located downstream or downhill from a project.
24. Consider changes to codes regarding the operation and maintenance of storm water detention and maintenance facilities, to increase the ability of owners and applicants to meet requirements.
A template from public works would be helpful for the developer.
25. Advise about removing property line adjustments from the land division codes, and enhance criteria, to reduce the need for what may be impermissible requests for utility easements or right-of-way dedication.
26. Identify and adopt a reference source for storm water management guidelines.
Public Works would lead this. Which document would best serve all parties?
27. Consider and advise about code text that allows waiver of certain erosion control securities.
Presently we require a bond, but with other control measures in place this may not be necessary.
28. Devise text that creates or clarifies the threshold for when a development triggers a requirement to place utilities underground.
29. Consider code that establishes procedures for avoiding piecemeal frontage improvements.

Troutdale Planning Commission
Development Code Project
Reduce Barriers to Development

30. Clarify triggers for when a development, in a location with existing utilities or city standard facilities (such as driveways), triggers an upgrade to current public works standards.

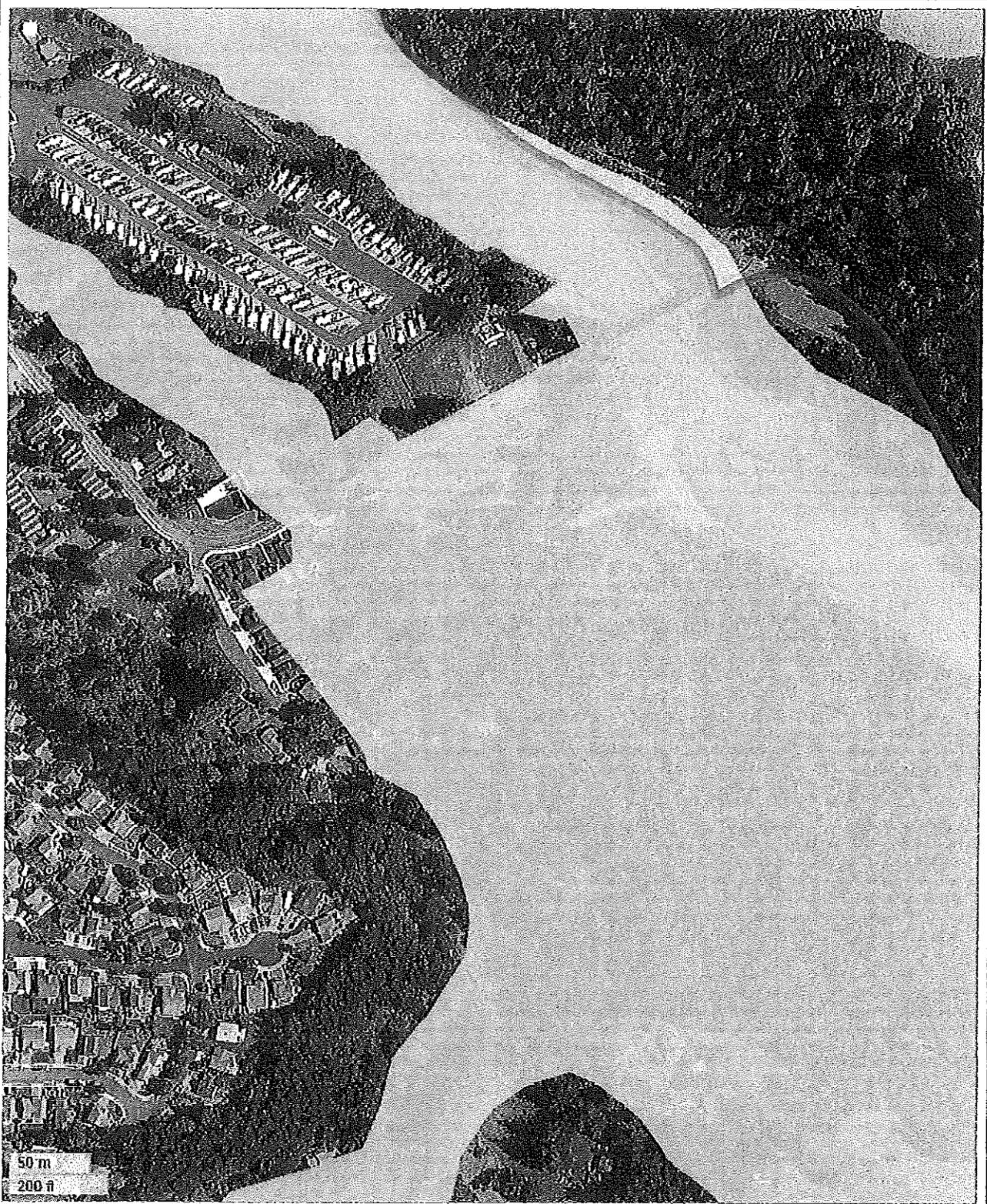


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A-1

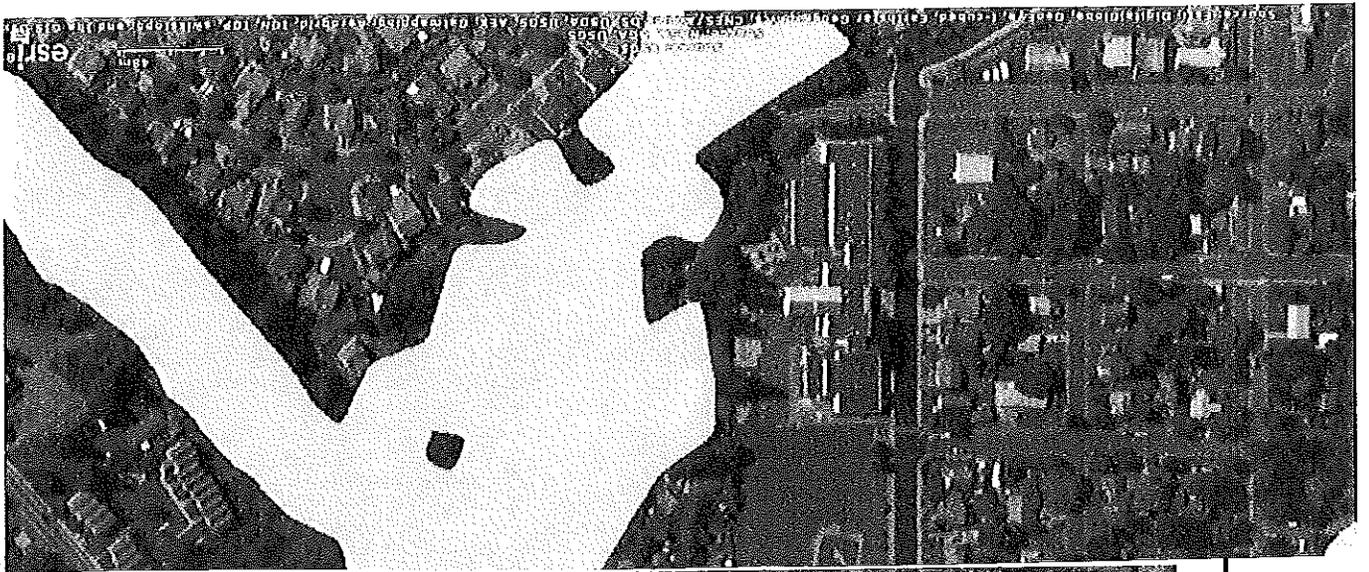


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A-2



B-1



**TYPE III LAND USE DECISION
SITE AND DESIGN REVIEW STAFF REPORT
FILE 14-041 FED EX GROUND EXPANSION & OUTDOOR
LIGHTING VARIANCE**

FILE No: 14-041

STAFF REPORT DATE: October 8, 2014

STAFF: Mark McCaffery, Associate Planner

APPLICANT: Jeff Wellman, Steele Associates

OWNER: FedEx

REQUEST: Expand parking areas, construct new gatehouse, load wing and salt storage building. Expansion and construction is proposed to occur in phases on lots 1 and 2 of the TRIP plat. Variance is requested for outdoor lighting of parking lot and impervious areas.

LOCATION: 2460 NW Sundial Road

TAX MAP/LOT: 1N3E23-00108 Lot 1 TRIP plat
1N3E23-00109 Lot 2 TRIP plat

TAX LOT SIZE: Lot 1: 14.55 acres
Lot 2: 78 acres

PLAN DESIGNATION: Industrial

ZONING DISTRICT: General Industrial

OVERLAY ZONING: ALF—Airport Landing Field
VECO—Vegetation Corridor and Slope Overlay District
FLMA—Flood Management Area

PRIOR LAND USE APPROVALS

- TRIP Phase 1 for the Port of Portland.
- SDR 07-074 Site and Design Review for phased development of Lot 2 TRIP plat.

- SDR 12-060 SDR for expansion / development not identified in SDR 07-074 on Lot 2 TRIP plat.
- Variances to exceed the 25-foot outdoor lighting height limitation of TMC 8.26.040A: files 07-121 and 13-015

APPLICABLE CODES

- Troutdale Development Code (TDC)
 - TDC 3.170 General Industrial
 - TDC 4.100 Airport Landing Field
 - TDC 4.600 Flood Management Area
 - TDC 5.600 Erosion Control And Water Quality Standards
 - TDC 5.800 Stormwater Management
 - TDC 6.200 Variance
 - TDC 8.000 Site Orientation and Design Standards
 - TDC 9.000 Off-Street Parking and Loading
 - TDC 10.000 Signs
 - TDC 11.000 Landscaping and Screening
- Troutdale Municipal Code (TMC)
 - 8.26 Outdoor Lighting
- City of Troutdale *Comprehensive Land Use Plan (Comp Plan)*
- City of Troutdale *Construction Standards for Public Works Facilities*
- Multnomah County Road Rules
- Building and fire codes

COMMENTS

- October 2, 2014: letter from SDIC Byron Woltersdorf, Chief Engineer
- September 18, 2014: memorandum from Stephen Winstead, Building Official
- September 30, 2014: memorandum from City of Troutdale Public Works, Amy Pepper, Civil Engineer.
- September 22, 2014: memorandum from Shawn Durham, Deputy Fire Marshal, Gresham Fire Department

ATTACHMENTS

- Applicant's proposed site plan – August 19, 2014
- Agency comments

PROCEDURE

The land use application was determined to require a Type III procedure due to the request for the expansion of more than 30% of a quantifiable standard. The lighting standards set forth in TMC 8.26 restrict outdoor light fixtures to twenty-five feet in height. The applicant requests the installation of 11 100-foot light fixtures, exceeding the lighting height standard by more than 30%.

City departments, Multnomah County Transportation, Oregon Department of Land Conservation and Development, Oregon Department of Aviation, Gresham Fire and Emergency Services, the Port of Portland, Bonneville Power Administration, and the Sandy Drainage Improvement Company were notified of the requested modifications on September 15, 2014.

REQUEST SUMMARY

The applicant requests addition and expansion of existing buildings, construction of new buildings, expansion of parking areas for automobiles, trucks, trailers, and dollies, and relocation of existing trees and landscape.

Addition/Expansion of Buildings

Load Wing C expansion	78,745 SF
Unload Wing expansion	11,309 SF
Transition C addition	14,012 SF
Local City expansion	26,778 SF
TOTAL ADDITIONS/EXPANSIONS	130,844 SF

New Construction

Salt storage building	1,260 SF
Gate House	80 SF
TOTAL NEW CONSTRUCTION	1,340 SF

New/Expanded Parking and Loading Areas (LOT 1)

Truck/trailer parking	247 spaces
Dolly parking	297 spaces
TOTAL ADDITIONAL SPACES	544 spaces

New/Expanded Parking and Loading Areas (LOT 2)

Truck/trailer parking	404 spaces
Automobile parking	377 spaces
TOTAL ADDITIONAL SPACES	781 spaces

PRIOR SDR APPROVAL

The plans submitted for the SDR and variance combine improvements already approved under prior land use approvals as well as the expansion areas. Land use review is not required prior to submission of building permits for the following which were approved in SDR 07-074 or SDR 12-060:

- Load wing C addition and outbound parking area associated with load wing C expansion.
- Unload wing expansion in area that was shown as future distribution center on the 07-074 site plan—both on the north, west and south side of the distribution center building.

PARKING IMPROVEMENTS SUMMARY

Improvement	SDR File 12-060	SDR/Variance File 14-041	Increase/Decrease
Parking lots and driveways	1,964,201	2,862,011	897,810
Landscaped areas	850,291	526,427	(323,864)
Vehicle parking spaces for employees and visitors	695	1,072	377
Truck/trailer parking areas	706	1,357	651
Dolly parking	22	319	297
Bicycle Parking Facilities	26	6	32

ZONING COMPLIANCE

TDC 3.172 GI Zoning Permitted Uses:

3.172 Permitted Uses. The following uses and their accessory uses are permitted in the GI district:

B. Any permitted use within the LI zoning district.

- The distribution hub requested is a use listed in the LI zoning district.

TDC 3.162 Permitted Uses. The following uses and their accessory uses are permitted in the LI district:

C. Distribution centers.

- The use is a distribution center. The modification does not change the use, only expands it.

Setbacks

TDC 3.174. GI Zoning Front setback: 20 feet; No side or rear yard setbacks

TDC 3.174 GI Zoning Dimensional Standards.

A. Setbacks. 2. No side or rear yard setbacks.

- The expanded buildings comply with the setbacks of the GI zoning district.
- The expanded buildings do not exceed the height of other existing buildings at the site.

TDC 3.174(B) GI Zoning Height. There is no height limitation except as regulated by the FAA for the Troutdale Airport.

- To assure compliance with FAA regulations, FAA Form should be resubmitted to both the FAA and Oregon Department of Aviation so that those agencies can comment on FAA regulations for height.

OFF STREET PARKING AND LOADING

TDC 3.175 GI Zoning Additional Requirements.
 C. Off-street parking spaces shall be provided in accordance with the requirements of Chapter 9, Off-Street Parking and Loading, of this code

- The parking requirements are based upon industrial use ratios. The proposal under File 14-041 adds 377 spaces to the existing auto parking area of 695 spaces to total 1,072 spaces.

TDC 9.020 Commercial Off-Street Parking Space Requirements. *The minimum and maximum off-street parking space requirements are as follows:*

<i>Type of Use</i>	<i>Minimum</i>	<i>Maximum</i>
<i>General, professional, or banking office</i>	<i>2.7 spaces per 1,000 square feet of gross floor area</i>	<i>4.1 spaces per 1,000 square feet of gross floor area</i>

- In Phase 1, the office area totaled 25,952 square feet (narrative page 3, dated July 3, 2007) and 71 parking spaces were required for the office space. The modification from File 12-060 added 878 square feet of office space in the "Gateway" building for a total office space area of 26,830 square feet.
- The minimum parking space required for the office use is: 70
- The maximum parking spaces required for the office use is: 106

TDC 9.040 Industrial Off-Street Parking Space Requirements. *The minimum and maximum off-street parking space requirements are as follows:*

<i>Type of Use</i>	<i>Minimum</i>	<i>Maximum</i>
<i>Storage, warehouse, or manufacturing establishment; air, rail, or trucking freight terminal</i>	<i>One space per employee on the largest shift</i>	<i>1.5 spaces per employee on the largest shift</i>

- This parking standard applies for employees actually handling and delivering packages. The applicant stated on the provided site map A101 that there is 681 employees on the largest shift. Parking for freight terminals is a minimum of one space per employee on the largest shift (excluding the office).
- A minimum of 681 parking spaces for warehouse/freight handling workers is required.
- A maximum of 1,022 parking spaces is allowed for 681 freight handling employees on the largest shift.
- An additional 50 spaces are provided for customers (non-employees) picking up/dropping off packages at the facility, totaling the 1,072 spaces proposed with this project phase.
- The total vehicle parking spaces proposed with this modification is 1,072 parking spaces. The minimum standard is met and the maximum standard (less 50 spaces for customers) is not exceeded.

TDC 9.060 Parking Lot Landscaping and Screening.

- A. Except for a residential development which has landscaped yards, parking facilities shall include landscaping to cover not less than ten percent of the area devoted to parking facilities. The landscaping shall be uniformly distributed throughout the parking area and may consist of trees, shrubs, or groundcover.

- The applicant states in site plan A101 that the cumulative landscaping area for this proposed phase is 526,427 square feet, 13% of the entire site. Percentage of devoted parking area was not calculated; however, the proposal meets the following landscaping criteria for structural tree and ground cover.

TDC 9.060 Parking Lot Landscaping and Screening.

- B. Parking areas shall be divided into bays of not more than 20 parking spaces in parking areas with 20 or more spaces. Between, and at the end of each parking bay, there shall be planters which have a minimum width of five feet and be at least 17 feet in length. Each planter shall contain one major structural tree and groundcover which has been deemed appropriate by the Director. Truck parking and loading areas are exempt from this requirement

- This standard applies to the employee and package pickup parking lot; not the trailer, tug and truck parking areas. The standard as identified on L1.0 for the proposed automobile parking of 377 spaces is met. The applicant had requested a variance from this standard for the 8 bays of 25 parking spaces under Phase 1

(shown on site plan A101 as existing 677 auto spaces) and the variance was approved.

TDC 9.060 Parking Lot Landscaping and Screening.

C. Parking area setbacks shall be landscaped with major trees, shrubs, and groundcover as specified in Chapter 8, Site Orientation and Design Standards, of this code.

- This standard is met as shown on drawing L1.0.

TDC 9.060 Parking Lot Landscaping and Screening.

D. Wheel stops, bumper guards, or other methods to protect landscaped areas shall be provided. No vehicles may project over a property line. No vehicle shall overhang a public right-of-way, sidewalk, or landscaped area unless adequate area is provided for safe pedestrian circulation.

- No parking spaces abut a sidewalk. Parking spaces abut landscaping, but they abut groundcover. Wheel stops and bumper guards are not necessary.

TDC 9.060 Parking Lot Landscaping and Screening.

E. Fences, walls, or hedges shall not be placed within front or street side setback areas except at the street side edge of parking lots when allowed within setbacks.

- The front yard setback of 20 feet for this development is based upon the panhandle frontage on NW Sundial Road. Fencing is not proposed within 20 feet of the NW Sundial Road frontage.
- The street side yard setback in the G1 zoning district for buildings is zero feet; for parking areas it is 10 feet. Fencing along NW Swigert Way is not closer than 55 feet.
- The standard is met.

TDC 9.070 Paving.

A. Parking areas, driveways, aisles, and turnarounds shall be paved with concrete, asphalt, or comparable impervious surfacing. Porous concrete, grasscrete, or comparable porous paving surfacing may be used in place of impervious surfacing to reduce stormwater runoff, when approved by the director. Gravel and similar erodible surfaces are not acceptable.

- Parking areas, driveways, aisles and turnarounds will be paved. The standard is met.

B. Approaches shall be paved with concrete surfacing constructed to City standards. If a street is not paved, the approach may be maintained to the same standard as the street until the street is paved.

- The modification does not affect the existing approaches.

TDC 9.080 Drainage. Parking areas, aisles, and turnarounds shall have provisions made for the on-site collection of drainage waters to eliminate sheet flow of such waters onto sidewalks, public right-of-ways, and abutting private property.

- Water quality from parking areas is required in accordance with TDC 5.800 Stormwater Management and Water Quality. The City's reference document for water quality facilities is the *Portland Stormwater Management Manual*.

Stormwater

The following information was provided by the City's Civil Engineer:

- The application included "Preliminary Stormwater Calculations for FedEx Portland CY14 Hub Expansion" dated September 11, 2014. The stormwater report was evaluated for feasibility purposes only. A final report shall be submitted with the plans submitted for building permit plan review. In general, the calculations appear complete and acceptable. All stormwater facilities shall be owned and maintained by the applicant. The applicant has proposed revisions to the stormwater system installed with Phases I and II. As such, the applicant shall submit an updated Operations and Maintenance Plan, for review and approval for the stormwater facilities, prior to issuance of Certificate of Occupancy for the facility (see condition 3f).
- 10. Any stormwater stubs installed with the Phase I Troutdale Reynolds Industrial Park (TRIP) subdivision not utilized for Lot 1 shall be capped at the property line. See Condition 3.
- Any stormwater flowing across property lines will require an easement from the impacted parcel.

TDC 9.090 Lighting. Artificial lighting shall be provided in all required off-street parking areas. Lighting shall be deflected so as not to shine directly into adjoining dwellings or other types of living units and so as not to create a hazard to the public use of a street. Lighting shall be provided in a bicycle parking area so that all facilities are thoroughly illuminated and visible from adjacent sidewalks or motor vehicle parking lots during all hours of use. Lighting fixtures shall also comply with the requirements of Troutdale Municipal Code, Chapter 8.26, Outdoor Lighting.

- New lighting in the vehicle parking area, tug, trailer and truck parking areas must comply with TMC 8.26 Outdoor Lighting.

TMC 8.26.015 Definitions.

B. "Directed shield" or "direct shielding" means shielding of a light fixture by design or external application that directs light downward and limits direct line-of-sight of a fixture's lamp to the property upon which the fixture is located.

L. "Shield" or "shielding" means an externally applied device such as a shroud or hood of metal, wood or painted glass that does not allow transmission of light.

- The lights are shielded by design.

TMC 8.26.040 Height restriction.

A. No outdoor light fixture shall exceed twenty-five feet in height.

- As required under the previous outdoor lighting approvals, a variance under the Type III procedure is required for any outdoor light fixtures exceeding the height limitation of the Code or other variances of 30% or greater of a dimensional standard of the Code. This expansion includes outdoor lighting fixtures that exceed the maximum height standard of TMC 8.26. Type III height variances are necessary as previous variances approved were for specific fixtures. Those files were: height Variances 07-121 (35- and 100-foot pole-mounted lighting) and height Variance File 13-015 (height variance for five 35-foot pole-mounted and two 100-foot pole mounted outdoor lights in expanded parking and storage areas).
- Applicant has applied for a Type III Variance in conjunction with SDR. See Attachment for applicant narrative on fulfilling the criterion for the variance request. The staff analysis for the requested variance follows:

ANALYSIS of VARIANCE CRITERIA of TDC 6.215

A. Special circumstances or conditions including, but not limited to, lot size, lot shape, topography, or size or shape of building, apply to the property, development, or to the intended use and are not typical of the general conditions in the surrounding area;

- The applicant states that FedEx Ground is a night operation. Trucks are unloaded, packages sorted, and trucks re-loaded primarily after dark. Once the operation begins, there is constant motion of hundreds of trucks, 'yard goats,' truck dollies, pedestrians and other miscellaneous vehicles until the sort is complete and trucks on their way to deliver packages. Adequate illumination is essential for the safety of employees. The surrounding areas are either unoccupied or they are normally unmanned facilities.
- Staff would concur that this use is unique and believes that variance criteria A is met.

B. The variance authorized will not be injurious to adjacent properties or the surrounding neighborhood or otherwise detrimental to the public welfare;

- The applicant states that sharp cutoff fixtures will be used to minimize light spill onto adjacent properties from shorter poles. The high mast lighting fixtures (100-foot poles) are "dark skies" sharp cutoff fixtures to minimize spill as well as sky glow effect. The surrounding area is industrial in nature and residential or commercial areas are not affected. Light trespass has been minimized to have little or no effect on future surrounding development.
- Staff knows of no complaints about the same fixtures that were approved under Variance File 07-121.
- The Oregon Department of Aviation had requested (for File No. 12-060) that the applicant adhere to Oregon Revised Statute (ORS) 836.600 through 836.630 which allows for the future use and growth of Oregon airports as well as to Oregon Administrative Rules (OAR) Chapter 738 and OAR 660-013-0010 through 660-013-0160, known as the Airport Planning Rule. These rules require local jurisdictions to provide for the protection of airport imaginary surfaces, aviation-related uses, airport growth, and protection from incompatible land uses where applicable and in accordance with the applicable criteria as noted. The standard procedure for the City of Troutdale is that development in proximity to the Troutdale Airport requires that the applicant provide a completed Notice of Construction or Alteration FAA Form 7460-1 to the FAA for comment. Any conditions of the FAA must be incorporated into the development (condition number 1) and would include these outdoor lights prior to the installation and operation thereof.

- Variance criterion B can be met with conditions.

C. The variance authorized will be consistent with the general purpose and intent of the provision from which a variance is sought; and

- The stated purpose of the outdoor lighting standards adopted into the Troutdale Municipal Code is:
 - To affirm the right of citizens in Troutdale, Oregon, to illuminate residential, commercial and public areas with outdoor light fixtures appropriate to the need, and to confine lighting to the property from which it is generated to the greatest extent possible. Furthermore, the purpose of this chapter is to affirm the general need for well-lighted streets and that such illumination by nature cannot be confined to the property from which it is generated.

The applicant states that:

- This section does not directly address the additional and varied requirements of an industrial trucking facility with limited public access. While seeking to provide adequate illumination for the nighttime operation, the design provides significant attention to factors such as: light spill, sky glow, light trespass, and visual appearance of the site to the public.

FedEx has established its unique need for the higher light poles to light the work area that is used extensively during the night.

- Staff would further understand that the intent of the height limitation in the outdoor lighting ordinance is to assure that the light bulb is not visible from outside the boundaries of the site. The subject site is over 90 acres in area the existing and proposed lights exceeding 25 feet in height are more than 1,000 feet from the nearest industrial development.
- A variance from the height limitation for outdoor lights at the subject site is consistent with the general purpose and intent of the provision from which the variance is sought as the lights are called by the applicant "sharp cutoff fixtures" and staff understands from the narrative and photos that there will be minimal effect on surrounding sites now or in the future.
- Variance criterion C is met.

D. The variance is the minimum necessary to relieve a practical difficulty and the resulting hardship.

- The applicant states that another FedEx ground facility that was limited to 25-foot high poles experiences many dark areas even though that facilities has many fixtures due to the height of the long haul trucks that cast shadows in the work areas. The applicant further explains that
 - A legal case from Oregon is noted regarding a similar situation of longhaul trucks and 'yard goats,' and a severe injury alleged to have been caused, in part, by inadequate or blocked lighting.
- The applicant indicates in the narrative that the numbers of light poles at the proposed heights are necessary to reduce the shadows cast by the long haul trucks in the work area and the proposed lights will match the existing fixtures on the site.
- Variance criterion D is met.

Variance Recommendation

Staff recommends approval of a variance with conditions, to exceed the maximum 25-foot height for outdoor lights established in Troutdale Municipal Code 8.26.010, for thirty-four 35-foot mounted and eleven 100-foot mounted outdoor lights within the expanded parking areas at the FedEx Ground facility.

TDC 9.120 On-Site Circulation.

A. Groups of more than three parking spaces shall be permanently marked.

- Parking spaces will be permanently marked. The standard is met.

B. Except for a single-family or two-family dwelling, groups of more than three parking spaces shall be provided with adequate aisles or turnaround areas so that all vehicles may enter the street in a forward manner. No backing movements or other maneuvering shall be permitted within a street right-of-way other than an alley.

- There is no backing into the public street from parking spaces. The standard is met.

TDC 9.130 Bicycle Parking Facilities.

- A. Number/Type. The required minimum number of bicycle parking spaces shall be five percent of the automobile parking spaces for the use. In no case shall less than one space be provided.
- B. Location.
 - 1. Bicycle parking shall be located on-site, convenient to building entrances, and have direct access to both the public right-of-way and to the main entrance of the principal use.
 - 2. For facilities with multiple buildings or parking lots, bicycle parking shall be located in areas of greatest use and convenience to bicyclists.

- Three percent of the provided parking spaces are the ratio used to meet the standard. This standard applies to long-term bicycle facilities (stays of 4 hours or more). By staff's calculations, the additional employee and customer parking spaces increases the total provided parking spaces to 1,072 parking spaces. The minimum number (3%) of bicycle parking spaces required is 32.
- Applicant's Site Plan A101 indicates the addition of 6 new bicycle parking spaces and 26 existing spaces. The minimum standard of 32 bicycle parking spaces is met.
- The bicycle racks needs to meet the minimum dimensional standards of the Code and not block the sidewalk:
 - Be at least 2½ feet x 6 feet for each bike.
 - Have a five foot wide access aisle beside and between rows of bicycle parking and between the bicycle spaces and abutting sidewalks

TDC 9.140 Parking Area Setbacks.

- B. Required parking shall not be located in a required front or side yard setback area abutting a public street except in industrial districts. For single-family dwellings, required parking may be located in front of a garage.

- The front of the property is NW Sundial Road. The minimum required setback from Sundial Road is 20 feet for buildings. Due to the long flag driveway, the standard is met.

TDC 9.140 Parking Area Setbacks.

D. Parking areas shall be set back from a lot line adjoining a street the same distance as required building setbacks. Regardless of other provisions, a minimum setback of ten feet shall be provided along the property fronting on a public street in an industrial district. The setback area shall be landscaped as provided in this code.

- The lot abuts NW Swigert Way. This is the street side yard of the lot. A minimum setback of 10 feet is required between the parking areas and NW Swigert Way. The standard is met.

TDC 9.160 Handicapped Parking Facilities. The required number of handicapped parking spaces shall be in conformance with the State of Oregon Structural Specialty Code, Chapter 11 Accessibility.

- The number of handicapped parking spaces and dimensions shall comply with OSSSC Chapter 11 Section 1106 "Parking and Passenger Loading Facilities." For facilities with over 1,000 spaces is 20 accessible spaces, plus 1 for each 100 over the 1,000 space threshold. Applicant's site plan A101 indicates that there are 1,072 auto spaces, and 21 spaces are designated wheelchair accessible. The standard is met.

TDC 9.165 Carpool and Vanpool Parking. New industrial, commercial, and community service developments with 50 or more employees shall meet the following requirements for carpool and vanpool parking:

A. Number/Marking. At least ten, but not less than one, percent of the employee parking spaces shall be marked and signed for use as a carpool/vanpool space. The carpool/vanpool spaces shall be clearly marked "Reserved Carpool/Vanpool Only".

- Carpool and vanpool parking is required. With Phase I (File No. 07- 074) ten carpool/vanpool only spaces were designated. The standard is still met. No changes are required to the existing designated carpool/vanpool spaces.

TDC 9.180 Design Requirements for Off-Street Parking. The following off-street parking development and maintenance shall apply in all cases:

A. Size.
1. The standard size of a parking space shall be 9'x18' (162 s.f.).

- All the parking spaces are 9 feet wide by 19 feet deep. The standard is met.

3. Handicapped parking spaces shall be in conformance with the State of Oregon Structural Specialty Code, Chapter 11 Accessibility.

- ADA parking spaces are north of the Gateway Building and meet the requirements of OSSC, Chapter 11.

TDC 9.180 Design Requirements for Off-Street Parking.

B. Aisles shall not be less than:
1. 25 feet in width for 90° parking.

- All aisles are at least 25 feet wide. The standard is met.

TDC 9.190. Loading Facilities

- FedEx has unique loading requirements as a hub distribution center. For past phases, the Director has determined that the standards of this section for the loading facilities are not applicable to this use.

ADDITIONAL SITE ORIENTATION AND DESIGN STANDARDS

TDC 3.175 GI Zoning Additional Requirements. E. Development is subject to compliance with any applicable overlay zoning district standards.

- The site has three overlay zoning district: Vegetation Corridor and Slope Overlay District (VECO); Flood Management Area (FLMA); and Airport Landing Field Overlay (ALF).

VECO and FLMA

- The VECO and FLMA overlay district apply to the site because there are two small wetlands on the site.
 - Applicant has indicated on the site map that fill of existing wetlands (as identified as keynotes "9" and "10" on the site map A101) is not proposed and a 50-foot buffer around the wetlands is maintained.

Airport Landing Field Overlay District

TDC 3.174 B. Height Limitation (in the GI zoning district). None, unless otherwise limited by the Federal Aviation Administration.

- The overlay district (ALF) applies to development within the Airport Approach Safety Zone. None of the development is within the Approach Safety Zone. However, the subject site is within 10,000 feet of the Troutdale Airport. New

development, including new parking lot light poles may require approval from both the FAA and Oregon Department of Aviation (ODA). Comments from ODA (Attachment 4) were received. Development on the site must provide for the protection of airport imaginary surfaces, aviation-related uses, airport growth and incompatible uses.

- The applicant must submit FAA form 7460-1 "Notice of Proposed Construction or Alteration" to the FAA and a copy to ODA for review and approval and a copy of the determination of those agencies must be submitted with the building permit application for the addition to these buildings and for future light poles. If the FAA is requiring obstruction lighting, the City requests the use of a steady or blinking red-light, if allowed, instead of white strobe lights. As may be required by the FAA, upon completion of the highest part of the structure(s), FAA Form 7460-2 "Notice of Actual Construction or Alteration" shall be submitted to the FAA and ODA prior to occupancy and a copy of that form provided to the City of Troutdale (condition numbers 1a – 1c).

TDC 8.052 Pedestrian Walkways. All industrial parks, commercial developments, and community service uses shall meet the following requirements for pedestrian walkways:

- The modification does not change the on-site pedestrian walkways / accessways. The standard was met with Phase 1.

Fencing

Perimeter chain link fencing is being added to the site. The location of the new chain link fence is identified on the site plan A101. Fencing on the site must comply with the standards set forth in TDC 5.050.B. Fences – Commercial/Industrial.

The following sections are comments from Amy Pepper, Civil Engineer, City of Troutdale Public Works:

Brownfield Notification

- As the applicant is aware, the subject properties are part of the Reynolds Metals Superfund site.
- The site is subject to subject to a Final Record of Decision, issued in September 2006 that includes the continued operation of the groundwater pumping system and established institution controls such as fencing and site use restrictions.

HASP

Because the site is still designated as a Superfund site, the applicant is required to develop a site specific Health and Safety Plan (HASP). The applicant shall

submit a copy of the site specific HASP to the City with the building permit application. See Condition 3a.

UTILITIES

- Any and all utility and transportation plans submitted with this application will be reviewed for the purpose of determining the feasibility of providing utility and transportation facilities for the project in accordance with City standards. This land use approval does not constitute final approval of details, including but not limited to alignments, materials and points of access, connection or discharge, that are depicted or suggested in the application. The applicant is required to submit detailed construction drawings and/or plat drawings for the project, as applicable. The City of Troutdale will review plans, in detail, when they are submitted and approve, reject or require modifications to the plans or drawings based upon conformance with City standards, the TDC and the professional engineering judgment of the Chief Engineer.
- It is the opinion of the Public Works Department that the FedEx Ground Expansion project can be developed in compliance with the requirements of the Troutdale Development Code, Troutdale Municipal Code, and Construction Standards for Public Works Facilities (as they pertain to Public Works requirements), provided it fully addresses the comments and conditions contained herein, and can be approved.
- Both the City's public infrastructure in Swigert Way and future private infrastructure associated with development on private parcels within the Troutdale Reynolds Industrial Park will be constructed in areas of contaminated groundwater and soil. This infrastructure has the potential to become a conduit for offsite contamination migration if not properly designed and constructed. As such, additional engineering controls are necessary. See Condition 3.
- Utility backfill, if coarser than surrounding native soils, can provide a preferential pathway for the movement of groundwater. During construction, impervious trench cut-off walls shall be installed, at a minimum every 150 feet, along all new utility lines connecting to the City's infrastructure to prevent the migration of groundwater offsite. A trench cutoff wall shall be located along all utility lines at the right-of-way line and were provided with Phase I of this development.
- All new sanitary and storm sewer pipes and manholes must be thoroughly cleaned and pressure tested in accordance with the Oregon Standard Specifications. All tests must be witnessed and passed by the City prior to placing these facilities into operation.

System Development Charges

- The proposed improvements will trigger incremental System Development Charges (SDC). SDCs must be paid prior to the issuance of building permits. See Condition 3e.

- All private onsite conveyance piping shall be sized according to the Plumbing Code.

Sanitary Sewer

- The Troutdale Municipal Code allows for only one parcel to be connected to a sanitary sewer service. As such, sewer service for Lot 1 and Lot 2 shall be completely separated. The plans do not indicate if sanitary sewer service will be needed for Lot 1. A sanitary sewer service lateral was installed to serve Lot 1 during Phase I TRIP public improvement construction. This connection, made to the Sundial Road pump station, shall be permanently capped at the manhole at the pump station if not utilized. See Condition 3g.
- The City has an approved Industrial Pretreatment program. The program requires the submittal of an Industrial User Wastewater Survey for review with the Building Permit application. See Condition 3

Water

The Troutdale Municipal Code allows for only one parcel to be connected to a water service. As such, water service for Lot 1 and Lot 2 shall be completely separated. The plans do not indicate if potable water service will be needed for Lot 1. A temporary 10" water service was installed for fire protection as part of the Phase I construction for FedEx Ground that crosses Lot 1. That service does not serve Lot 2 but was allowed to remain in place for future development of Lot 1. Additionally, a water service was stubbed to Lot 1 from the water main in Swigert during the construction of Phase I TRIP subdivision improvements. Any water services not utilized with this development shall be capped at the property line. See Condition 3.

Streets

- Lot 1 fronts on NW Sundial Road, a road owned and maintained by Multnomah County, and NW Swigert Way. The applicant will be required to comply with the standards set by Multnomah County for improvements along NW Sundial Road. Access to Lot 1 is proposed to be through the existing access on Lot 2 off of NW Sundial Road.
- Half-street improvements along NW Swigert Way were installed as part of the Phase I TRIP public improvements, including sidewalks. Any substandard or damaged sidewalks along NW Swigert Way shall be repaired.
- Pursuant to TDC 2.150, a Traffic Impact Analysis will be required.

EASEMENTS

The applicant proposes a 14' wide easement with the Port of Portland to access the new and existing automobile parking spaces. All existing easements on this site for the benefit of other parties, including Bonneville Power Administration (BPA), the Port of Portland and the Sandy Drainage Improvement Company shall be maintained as required by those easements / agreements (condition number 4):

- SDIC has concerns with development adjacent to the levee system as work shown in sheets 113 and 114 [proposed auto parking and northeast tractor parking areas] could impact the toe drainage ditch of the levee.
 - SDIC must be notified before work on the toe drain ditch begins so that a representative can be present during construction.

EROSION CONTROL

The standards of TDC 5.600 Erosion and Water Quality and the *Construction Standards for Public Works Facilities* apply and erosion control measures will be required during construction. More than one acre will be disturbed; therefore an NPDES 1200C permit will be required for erosion control. The applicant has an active NPDES 1200C permit for this site. Expansion of the project on Lot 1 will increase the project area under the NPDES 1200C permit. In accordance with Schedule A.12.c.iii and A.12.c.iv of the permit, revised pages of the ESCP (2 paper and one electronic .pdf) shall be submitted to the City within 10 days of the revision. (Condition number 3b).

FIRE CODES

Gresham Fire and Emergency Services comments for the SDR are under condition number 5.

BUILDING CODES

Comply with applicable building, mechanical, electrical and plumbing codes (condition 2).

DECISION

Staff recommends approval of the site and design review of the FedEx Ground parking lot expansion and building additions and a variance with conditions, to exceed the maximum 25-foot height for outdoor lights established in Troutdale Municipal Code 8.26.040, for thirty-four 35-foot mounted and eleven 100-foot mounted outdoor lights within the expanded parking areas at the FedEx Ground facility.

CONDITIONS OF APPROVAL

1. An approved FAA Form 7460-1 "Notice of Proposed Construction or Alteration" must be submitted prior to issuance of building permits. The applicant shall include the proposed outdoor lights that exceed 25 feet in height. The form shall be submitted to the FAA and the Oregon Department of Aviation.
 - a. FAA's determination shall be submitted to the City with the construction plans.
 - b. After construction, FAA Form 7460-2 "Notice of Actual Construction or Alteration" shall be submitted to the FAA and ODA prior to occupancy and a copy of that form provided to the City of Troutdale.
 - c. If the FAA is requiring obstruction lighting, the City requests the use of a steady or blinking red-light, if allowed, instead of white strobe lights.

2. City of Troutdale Building conditions:
 - a. Permits will be required in accordance with reference (a) Section 105.1.
 - b. A grading permit will be required for all grading on the new site in conjunction with the building permit.
 - c. Exit Travel Distance. Please provide a request for alternative materials, design and methods of construction in accordance with OSSC Section 104.11 if the travel distances are not in accordance with OSSC Section 1016.2. This was discussed earlier this year.
 - d. Separate permits are required for temporary construction trailers. This information can be obtained through Jodi Rogers, Permit Specialist at 503-674-7229.
 - e. See Gresham Fire comments for vehicular access.

3. City of Troutdale Public Works conditions:
 - a. The applicant shall submit a copy of the site specific HASP to the City with the building permit application.
 - b. The applicant shall submit to the City revised pages of the Erosion and Sediment Control Plan within 10 days of the work planned on Lot 1 in accordance with the applicant's existing NPDES 1200C permit.
 - c. During construction, impervious trench cut-off walls shall be installed, at a minimum every 150 feet, along all new utility lines connecting to the City's infrastructure to prevent the migration of groundwater offsite.
 - d. All new sanitary and storm sewer pipes and manholes must be thoroughly cleaned and pressure tested in accordance with the Oregon Standard Specifications. All tests must be witnessed and passed by the City prior to placing these facilities into operation.
 - e. The applicant shall prepare and submit an SDC Worksheet/Agreement and pay any incremental System Development Charges prior to obtaining building permits.

- f. The applicant shall submit a final Stormwater Management Report in accordance with the *Portland Stormwater Management Manual* with the building permit application. An updated Operations and Maintenance Plan shall be submitted for review and approval prior to Certificate of Occupancy.
 - g. Any existing utility (water, sewer or storm) laterals previously stubbed to Lot 1 and not used for this development shall be capped.
 - h. The applicant shall submit an updated Industrial User Wastewater Survey with the building permit application.
 - i. Pursuant to TDC 2.150 a Traffic Impact Analysis shall be submitted with the building permit application for review.
4. Sandy Drainage Improvement Company (SDIC) Conditions:
- a. SDIC has concerns with development adjacent to the levee system as work shown in sheets 113 and 114 [proposed auto parking and northeast tractor parking areas] could impact the toe drainage ditch of the levee. Developer must ensure that the ditch is not impacted during site construction.
 - b. Sheet L1.0 shows both existing trees and proposed trees adjacent to the levee.
 - c. Trees both existing and proposed must meet USACE standard ETL 1110-2-583 "Guidelines for Landscape Planting and Vegetation Management at Levees, Floodwalls, Embankment Dams and Appurtenant Structures."
 - d. Sheet A101 shows a proposed fence within the 77-foot drainage easement adjacent to Sundial road. The Fence shall be placed outside of drainage easement.
 - e. Prior to construction SDIC will require construction plan approval.
5. Gresham Fire and Emergency Services conditions:
- a. Provide Fire Access and Water Supply plans on separate pages of the building plans. All of the following will need to be clearly indicated or the plan will be disapproved and revised plans will be required.
 - b. Provide fire flow per Oregon Fire Code Appendix B. Fire flow for commercial buildings varies based on construction and square footage. Square footage and construction type are not included at this time. **OFC App B Table B105.1.**
 - c. Prior to the building final permanent 6" address numbers will be required per GFES addressing policy. I can email the policy to you. **OFC 505 & 1401**
 - d. Required fire hydrants and access road shall be installed and approved PRIOR to any construction material arriving on site. **OFC 1412.1**
 - e. All Fire Dept. Access Roads shall be drawn to scale and shown clearly on plans. The access roads shall be constructed and maintained prior to and during construction. The minimum width is 20' for buildings under 30' in

- height and 26' wide for locations where buildings are over 30' in height. Access roads in areas where fire hydrants are located are required to be a minimum width is 26' for a length of 20'. **OFC 1410, 503.2.1 & D103.1**
- f. IF the buildings are over 30' in height, the fire access road shall be a minimum of 15' and a maximum of 30' from the building and shall be positioned parallel to one entire side of the building. **OFC App D-105.2**
 - g. Required Fire Dept. Access Roads on site shall be designed to support an apparatus weighing 75,000 lb. gross vehicle weight. Provide an engineer's letter stating the access road meets those requirements at time of building permit submittal. **OFC, Appendix D, Section D102.1**
 - h. The turning radius for all emergency apparatus roads shall be: 28' inside and 48' outside radius. Cul-de-sacs shall be 96' radius. **OFC 503.2.4**
 - i. No Parking Fire Lane signage or curb marking will be required. Fire access roads 20' – 26' wide require the marking on both sides. Indicate on the building permit plans. I can email you our policy. **OFC D 103.6**
 - j. Each building will be required to be provided with fire sprinklers. **OFC 507, 903**
 - k. A fire alarm system will be required. **OFC 903.4 and 907**
 - l. Prior to applying for a building permit provide a fire flow test and report. The fire flow report will verify that the correct fire flow is available and will be required to have been conducted within the last 12 months. **OFC 507.3 & B-101.1**
 - m. If a gate is installed on a fire access road, it must meet the requirements of the Gresham Fire Gate Policy. This policy can be faxed to you if requested. **OFC 506.1**
 - n. Each public or private fire hydrant used for fire flow for this property shall have a 5-inch **Storz** adapter with National Standard Threads installed on the 4 ½ -inch fire hydrant outlet. The adapter shall be constructed of high-strength aluminum alloy, have a Teflon coating on the seat and threads, and use a rubber gasket and two (2) set screws to secure it in place. The adapter shall be provided with an aluminum alloy pressure cap. The cap shall be attached to the hydrant barrel or Storz adapter with a cable to prevent theft of the cap. Adapter shall be Harrington HPHA50-45NHWCAP or equal approved by Gresham Fire.
 - o. Without knowing the building construction types or sizes, a fire hydrant is required to be within 225 feet of the main entrance driveway AND the furthest point on each building shall be no more than 400 feet from a hydrant. Show on the building plans where the nearest existing and new hydrants are located. Hydrants will also be required to be provided at a maximum spacing of approximately 400 feet along the fire access road. **OFC Appendix C and 507**
 - p. A fire hydrant shall be within 50 feet of the fire sprinkler system "FDC". **OFC Appendix C 102.2 & NFPA 13E**

- q. As of the date of this review, several fire protection system annual service reports are overdue or haven't been forwarded to our office. Please contact our office at 503-618-2355. **OFC 901**
 - r. Fire hydrant locations shall be identified by the installation of reflective markers. The markers shall be BLUE. They shall be located adjacent and to the side of the centerline of the access road way that the fire hydrant is located on. In case that there is no center line, then assume a centerline, and place the marker accordingly. **OFC 508.5.4**
6. Obtain all required building, electrical, mechanical and plumbing permits.
 7. Any other conditions or regulations required by Multnomah County, Gresham Fire and Emergency Services, or state or federal agencies are hereby made a part of this decision.
 8. The approved Site and Design Review for this phase and subsequent improvements previously approved under File 07-074 shall be completed by September 6, 2017 to be consistent with the original SDR condition that required completion within 10 years of that approval which was September 6, 2007.

APPROVED THIS 15th DAY OF OCTOBER 2014

Mark McCaffery, Associate Planner



Sandy Drainage Improvement Company
1880 NE Elrod Drive Portland Oregon 97211
(503) 281-5675 FAX (503) 281-0392
www.mcdd.org

October 2, 2014

City of Troutdale
Attn: Mark McCaffery, Associate Planner
219 E Historic Columbia River Highway
Troutdale, Oregon 97060

RE: LU 14-041 Site Plan Review and Variance

Dear Mr. McCaffery;

The Sandy Drainage Improvement Company (SDIC) provides flood protection to the land owners within the District boundary. Flood protection is provided by US federally authorized levees and pumping system which SDIC is the federal designated sponsor, as such are required to maintain, operate and protect the system in accordance with federal regulations of 33 CFR § 208.10, 33 USC § 408 (Federal Rivers and Harbors Act) and US Army Corps of Engineers (USACE) standards.

- SDIC has concerns with development adjacent to the levee system as work shown in sheets 113 and 114 could impact the toe drainage ditch of the levee. Developer must ensure that the ditch is not impacted during site construction.
- Sheet L1.0 shows both existing trees and proposed trees adjacent to the levee. Trees both existing and proposed must meet USACE standard ETL 1110-2-583 "Guidelines for Landscape Planting and Vegetation Management at Levees, Floodwalls, Embankment Dams and Appurtenant Structures."
- Sheet A101 shows a proposed fence within the 77-foot drainage easement adjacent to Sundial road. The Fence shall be placed outside of drainage easement.
- Prior to construction SDIC will require construction plan approval.

If you have any questions or responses to these condition please forward them to me at bwoltersdorf@mcdd.org or (503) 281-5675 ex 308.

Sincerely


Byron Woltersdorf, P.E.
Chief Engineer

INTEROFFICE MEMORANDUM

TO: MARK MCCAFFERY, ASSOCIATE PLANNER
FROM: AMY PEPPER, CIVIL ENGINEER
SUBJECT: FEDEX GROUND EXPANSION (FILE NO. 14-041)
DATE: 9/30/2014
CC: TRAVIS HULTIN, CHIEF ENGINEER; FILE

The Public Works Department has reviewed the Type III Site Design Review and Variance for the FedEx Ground expansion of tractor/trailer parking lots on lots 1 and 2 of the FedEx Ground facility in the Troutdale Reynolds Industrial Park. The comments below are divided into two categories: general comments and proposed conditions. General comments are informational points to guide the applicant in the proper planning of connections to public works infrastructure for this project and/or to provide a basis for findings. Proposed conditions are requirements that Public Works suggests be formally imposed on the developer in the final order.

GENERAL COMMENTS

1. Any and all utility and transportation plans submitted with this application will be reviewed for the purpose of determining the feasibility of providing utility and transportation facilities for the project in accordance with City standards. This land use approval does not constitute final approval of details, including but not limited to alignments, materials and points of access, connection or discharge, that are depicted or suggested in the application. The applicant is required to submit detailed construction drawings and/or plat drawings for the project, as applicable. The City of Troutdale will review plans, in detail, when they are submitted and approve, reject or require modifications to the plans or drawings based upon conformance with City standards, the TDC and the professional engineering judgment of the Chief Engineer.
2. It is the opinion of the Public Works Department that the FedEx Ground Expansion project can be developed in compliance with the requirements of the Troutdale Development Code, Troutdale Municipal Code, and Construction Standards for Public Works Facilities (as they pertain to Public Works requirements), provided it fully addresses the comments and conditions contained herein, and can be approved.

Brownfield notification

3. As the applicant is aware, the subject properties are part of the Reynolds Metals Superfund site. The site is subject to subject to a Final Record of Decision, issued in September 2006 that includes the continued operation of the groundwater pumping system and established institution controls such as fencing and site use restrictions.

HASP

4. Because the site is still designated as a Superfund site, the applicant is required to develop a site specific Health and Safety Plan (HASP). The applicant shall submit a copy of the site specific HASP to the City with the building permit application. See Condition 1.
-

Erosion Control

5. Erosion control measures will be required during construction. The applicant has an active NPDES 1200C permit for this site. Expansion of the project on Lot 1 will increase the project area under the NPDES 1200C permit. In accordance with Schedule A.12.c.iii and A.12.c.iv of the permit, revised pages of the ESCP (2 paper and one electronic .pdf) shall be submitted to the City within 10 days of the revision. See Condition 2.

Environmental

6. Both the City's public infrastructure in Swigert Way and future private infrastructure associated with development on private parcels within the Troutdale Reynolds Industrial Park will be constructed in areas of contaminated groundwater and soil. This infrastructure has the potential to become a conduit for offsite contamination migration if not properly designed and constructed. As such, additional engineering controls are necessary. See Condition 3 and 4.
 - a. Utility backfill, if coarser than surrounding native soils, can provide a preferential pathway for the movement of groundwater. During construction, impervious trench cut-off walls shall be installed, at a minimum every 150 feet, along all new utility lines connecting to the City's infrastructure to prevent the migration of groundwater offsite. A trench cutoff wall shall be located along all utility lines at the right-of-way line and were provided with Phase I of this development.
 - b. All new sanitary and storm sewer pipes and manholes must be thoroughly cleaned and pressure tested in accordance with the Oregon Standard Specifications. All tests must be witnessed and passed by the City prior to placing these facilities into operation.

System Development Charges

7. The proposed improvements will trigger incremental System Development Charges (SDC). SDCs must be paid prior to the issuance of building permits. See Condition 5.

Stormwater

8. The application included "Preliminary Stormwater Calculations for FedEx Portland CY14 Hub Expansion" dated September 11, 2014. The stormwater report was evaluated for feasibility purposes only. A final report shall be submitted with the plans submitted for building permit plan review. In general, the calculations appear complete and acceptable.
 - a. All stormwater facilities shall be owned and maintained by the applicant. The applicant has proposed revisions to the stormwater system installed with Phases I and II. As such, the applicant shall submit an updated Operations and Maintenance Plan, for review and approval for the stormwater facilities, prior to issuance of Certificate of Occupancy for the facility. See Condition 6.
9. All private onsite conveyance piping shall be sized according to the Plumbing Code.
10. Any stormwater stubs installed with the Phase I Troutdale Reynolds Industrial Park (TRIP) subdivision not utilized for Lot 1 shall be capped at the property line. See Condition 7.

11. Any stormwater flowing across property lines will require an easement from the impacted parcel.

Sanitary Sewer

12. The Troutdale Municipal Code allows for only one parcel to be connected to a sanitary sewer service. As such, sewer service for Lot 1 and Lot 2 shall be completely separated. The plans do not indicate if sanitary sewer service will be needed for Lot 1. A sanitary sewer service lateral was installed to serve Lot 1 during Phase I TRIP public improvement construction. This connection, made to the Sundial Road pump station, shall be permanently capped at the manhole at the pump station if not utilized. See Condition 7.
13. The City has an approved Industrial Pretreatment program. The program requires the submittal of an Industrial User Wastewater Survey for review with the Building Permit application. See Condition 8.

Water

14. The Troutdale Municipal Code allows for only one parcel to be connected to a water service. As such, water service for Lot 1 and Lot 2 shall be completely separated. The plans do not indicate if potable water service will be needed for Lot 1. A temporary 10" water service was installed for fire protection as part of the Phase I construction for FedEx Ground that crosses Lot 1. That service does not serve Lot 2 but was allowed to remain in place for future development of Lot 1. Additionally, a water service was stubbed to Lot 1 from the water main in Swigert during the construction of Phase I TRIP subdivision improvements. Any water services not utilized with this development shall be capped at the property line. See Condition 7.

Streets

15. Lot 1 fronts on NW Sundial Road, a road owned and maintained by Multnomah County, and NW Swigert Way. The applicant will be required to comply with the standards set by Multnomah County for improvements along NW Sundial Road. Access to Lot 1 is proposed to be through the existing access on Lot 2 off of NW Sundial Road.
16. Half-street improvements along NW Swigert Way were installed as part of the Phase I TRIP public improvements, including sidewalks. Any substandard or damaged sidewalks along NW Swigert Way shall be repaired.
17. Pursuant to TDC 2.150, a Traffic Impact Analysis will be required. See Condition 9.

PROPOSED CONDITIONS

1. The applicant shall submit a copy of the site specific HASP to the City with the building permit application.
 2. The applicant shall submit to the City revised pages of the Erosion and Sediment Control Plan within 10 days of the work planned on Lot 1 in accordance with the applicant's existing NPDES 1200C permit.
 3. During construction, impervious trench cut-off walls shall be installed, at a minimum every 150 feet, along all new utility lines connecting to the City's infrastructure to prevent the migration of groundwater offsite.
-

4. All new sanitary and storm sewer pipes and manholes must be thoroughly cleaned and pressure tested in accordance with the Oregon Standard Specifications. All tests must be witnessed and passed by the City prior to placing these facilities into operation.
 5. The applicant shall prepare and submit an SDC Worksheet/Agreement and pay any incremental System Development Charges prior to obtaining building permits.
 6. The applicant shall submit a final Stormwater Management Report in accordance with the *Portland Stormwater Management Manual* with the building permit application. An updated Operations and Maintenance Plan shall be submitted for review and approval prior to Certificate of Occupancy.
 7. Any existing utility (water, sewer or storm) laterals previously stubbed to Lot 1 and not used for this development shall be capped.
 8. The applicant shall submit an updated Industrial User Wastewater Survey with the building permit application.
 9. Pursuant to TDC 2.150 a Traffic Impact Analysis shall be submitted with the building permit application for review.
-

**BUILDING DEPARTMENT
CITY OF TROUTDALE**

18 SEP 14

MEMORANDUM FOR MARK McCAFFERY, CITY PLANNER

FROM: Stephen Winstead
Building OfficialSUBJECT: Response to request for comments on 14-014, Fedex Ground Expansion
References: (a) Oregon Structural Specialty Code (2014)

1. Permits will be required in accordance with reference (a) Section 105.1.
2. A grading permit will be required for all grading on the new site in conjunction with the building permit.
3. Exit Travel Distance. Please provide a request for alternative materials, design and methods of construction in accordance with OSSC Section 104.11 if the travel distances are not in accordance with OSSC Section 1016.2. This was discussed earlier this year.
4. Separate permits are required for temporary construction trailers. This information can be obtained through Jodi Rogers, Permit Specialist at 503-674-7229.
5. See Gresham Fire comments for vehicular access.

Stephen Winstead
Building Official
City of Troutdalecopy to: John Morgan, Planning Director
Craig Ward, City Manager



STEELE ASSOCIATES ARCHITECTS LLC
ARCHITECTURE | MASTER PLANNING | SUSTAINABLE DESIGN | INTERIOR DESIGN
760 NW YORK DR. SUITE 200 BEND OR 97701 PH: 541-382-9867 FX: 541-385-8816 WWW.STEELE-ARCH.COM INFO@STEELE-ARCH.COM

August 19, 2014

Elizabeth McCallum, Senior Planner
219 E. Historic Columbia River Hwy
City of Troutdale, Oregon

RE: FedEx Ground Expansion File 12-060 – Type III Variance

FEDEX Ground is requesting a type III variance from the City's Outdoor Lighting ordinance standard, **TMC 8.26.040(A) No outdoor light fixture shall exceed twenty-five feet in height**, in order to install thirty four, 35 foot mounted and eleven 100 foot mounted, outdoor lights at its proposed Troutdale distribution hub. Drawing E100.00 depicts the location of these lights.

The Troutdale Development Code, Section 6.215, outlines 4 criteria to be met for consideration of this requested variance. They are:

Criterion A. Special circumstances or conditions including, but not limited to, lot size, lot shape, topography, or size or shape of building, apply to the property, development, or to the intended use and are not typical of the general conditions in the surrounding area;

FXG Response: FEDEX Ground is a night operation. Trucks are unloaded, packages sorted, and trucks re-loaded primarily after dark. Once the operation begins, there is constant motion of hundreds of trucks, "yard goats", truck dollies, pedestrians, and other miscellaneous vehicles until the sort is complete and trucks on their way to deliver packages. Adequate illumination is essential for the safety of employees. The surrounding areas are either unoccupied, or they are normally unmanned facilities (Electrical Substation).

Criterion B. The variance authorized will not be injurious to adjacent properties or the surrounding neighborhood or otherwise detrimental to the public welfare;

FXG Response: Sharp cutoff fixtures are used to minimize light spill on to adjacent properties from shorter poles. High mast lighting fixtures are "Dark Skies" sharp cutoff fixtures to minimize spill as well as sky glow effect. The surrounding area is industrial in nature, residential or commercial areas are not affected. Light trespass has been minimized to have little or no effect on future surrounding development.

**STEELE ASSOCIATES ARCHITECTS LLC**ARCHITECTURE | MASTER PLANNING | SUSTAINABLE DESIGN | INTERIOR DESIGN
760 NW YORK DR. SUITE 200 BEND OR 97701 PH: 541-382-9867 FX: 541-385-8816 WWW.STEELE-ARCH.COM INFO@STEELE-ARCH.COM**Criterion C: The variance authorized will be consistent with the general purpose and intent of the provision from which a variance is sought.**

FXG Response: Section 8.26.010 of the TMC, states a purpose and intent regarding the rights of citizens to regulate lighting in commercial and public areas. This section does not directly address the additional and varied requirements of an industrial trucking facility with limited public access. While seeking to provide adequate illumination for the nighttime operation, the design provides significant attention to factors such as: light spill, sky glow, light trespass, and visual appearance of the site to the public.

Criterion D: The variance is the minimum necessary to relieve a practical difficulty and the resulting hardship.

FXG Response: The need for adequate lighting has been demonstrated at another FXG location which was limited to 25 foot poles. Despite large quantities of poles and fixtures, many areas were left dark suggesting the need for additional lighting. Because of the height of longhaul trucks used at these facilities, light does not penetrate between adjacent parked trucks, leaving workers in darkened areas. A legal case from Oregon is noted regarding a similar situation of longhaul trucks and "yard goats", and a severe injury alleged to have been caused, in part, by inadequate or blocked lighting. The design proposed offers a minimum number of poles at a height adequate to penetrate between trucks and to cover the large expanse of parking/maneuvering area required to conduct FXG business. (See formal presentation for additional details)

Each of these new light fixtures will match the existing fixtures on site, please see the attached site lighting plan and lighting cut sheet exhibits for further information.

Thanks...

Jeff Wellman
STEELE ASSOCIATES ARCHITECTS LLC
Senior Associate, LEED GA

DRAFT



**CITY OF TROUTDALE
PLANNING COMMISSION FINDINGS OF FACT AND
FINAL ORDER**

**FILE 14-041
FedEx Ground Expansion & Outdoor Lighting Variance**

FILE NO.: 14-041
NAME OF PROJECT: FedEx Ground Expansion & Outdoor Lighting Variance
APPLICANT: Jeff Wellman, Steele Associates Architects LLC
OWNER: FedEx Ground
STAFF: Mark McCaffery, Associate Planner
REQUEST: Expand parking areas, construct new gatehouse, load wing and salt storage building. Expansion and construction is proposed to occur in phases on lots 1 and 2 of the TRIP plat. Variance is requested for outdoor lighting of parking lot and impervious areas.

LOCATION: 2460 NW Sundial Road
TAX MAP/LOT: 1N3E23-00108 Lot 1 TRIP plat
1N3E23-00109 Lot 2 TRIP plat
TAX LOT SIZE: Lot 1: 14.55 acres
Lot 2: 78 acres
PLAN DESIGNATION: Industrial (I)
ZONING: General Industrial (GI)
OVERLAY ZONING: ALF—Airport Landing Field
VECO—Vegetation Corridor and Slope Overlay District
FLMA—Flood Management Area

APPLICABLE PRIOR LAND USE APPROVALS

- Type I Site and Design Review File 12-060
- Outdoor Lighting Type III Height Variance file 07-121
- Outdoor Lighting Type III Height Variance file 13-015

FINDINGS

The staff report dated October 8, 2014 in this matter is hereby adopted as the findings in this matter.

ORDER

Based upon the foregoing, the Planning Commission approves the site and design review of the proposed FedEx Ground facility expansion and a height variance for outdoor lighting to exceed the maximum 25-foot height for outdoor lights established in Troutdale Municipal Code 8.26.010, for thirty-four 35-foot mounted and eleven 100-foot

mounted outdoor lights within the expanded parking areas at the FedEx Ground facility, with the following conditions.

CONDITIONS OF APPROVAL

1. An approved FAA Form 7460-1 "Notice of Proposed Construction or Alteration" must be submitted prior to issuance of building permits. The applicant shall include the proposed outdoor lights that exceed 25 feet in height. The form shall be submitted to the FAA and the Oregon Department of Aviation.
 - a. FAA's determination shall be submitted to the City with the construction plans.
 - b. After construction, FAA Form 7460-2 "Notice of Actual Construction or Alteration" shall be submitted to the FAA and ODA prior to occupancy and a copy of that form provided to the City of Troutdale.
 - c. If the FAA is requiring obstruction lighting, the City requests the use of a steady or blinking red-light, if allowed, instead of white strobe lights.
2. City of Troutdale Building conditions:
 - a. Permits will be required in accordance with reference (a) Section 105.1.
 - b. A grading permit will be required for all grading on the new site in conjunction with the building permit.
 - c. Exit Travel Distance. Please provide a request for alternative materials, design and methods of construction in accordance with OSSC Section 104.11 if the travel distances are not in accordance with OSSC Section 1016.2. This was discussed earlier this year.
 - d. Separate permits are required for temporary construction trailers. This information can be obtained through Jodi Rogers, Permit Specialist at 503-674-7229.
 - e. See Gresham Fire comments for vehicular access.
3. City of Troutdale Public Works conditions:
 - a. The applicant shall submit a copy of the site specific HASP to the City with the building permit application.
 - b. The applicant shall submit to the City revised pages of the Erosion and Sediment Control Plan within 10 days of the work planned on Lot 1 in accordance with the applicant's existing NPDES 1200C permit.
 - c. During construction, impervious trench cut-off walls shall be installed, at a minimum every 150 feet, along all new utility lines connecting to the City's infrastructure to prevent the migration of groundwater offsite.
 - d. All new sanitary and storm sewer pipes and manholes must be thoroughly cleaned and pressure tested in accordance with the Oregon Standard Specifications. All tests must be witnessed and passed by the City prior to placing these facilities into operation.

- e. The applicant shall prepare and submit an SDC Worksheet/Agreement and pay any incremental System Development Charges prior to obtaining building permits.
 - f. The applicant shall submit a final Stormwater Management Report in accordance with the *Portland Stormwater Management Manual* with the building permit application. An updated Operations and Maintenance Plan shall be submitted for review and approval prior to Certificate of Occupancy.
 - g. Any existing utility (water, sewer or storm) laterals previously stubbed to Lot 1 and not used for this development shall be capped.
 - h. The applicant shall submit an updated Industrial User Wastewater Survey with the building permit application.
 - i. Pursuant to TDC 2.150 a Traffic Impact Analysis shall be submitted with the building permit application for review.
4. Sandy Drainage Improvement Company (SDIC) Conditions:
- a. SDIC has concerns with development adjacent to the levee system as work shown in sheets 113 and 114 [proposed auto parking and northeast tractor parking areas] could impact the toe drainage ditch of the levee. Developer must ensure that the ditch is not impacted during site construction.
 - b. Sheet L1.0 shows both existing trees and proposed trees adjacent to the levee.
 - c. Trees both existing and proposed must meet USACE standard ETL 1110-2-583 "Guidelines for Landscape Planting and Vegetation Management at Levees, Floodwalls, Embankment Dams and Appurtenant Structures."
 - d. Sheet A101 shows a proposed fence within the 77-foot drainage easement adjacent to Sundial road. The Fence shall be placed outside of drainage easement.
 - e. Prior to construction SDIC will require construction plan approval.
5. Gresham Fire and Emergency Services conditions:
- a. Provide Fire Access and Water Supply plans on separate pages of the building plans. All of the following will need to be clearly indicated or the plan will be disapproved and revised plans will be required.
 - b. Provide fire flow per Oregon Fire Code Appendix B. Fire flow for commercial buildings varies based on construction and square footage. Square footage and construction type are not included at this time. **OFC App B Table B105.1.**
 - c. Prior to the building final permanent 6" address numbers will be required per GFES addressing policy. I can email the policy to you. **OFC 505 & 1401**
 - d. Required fire hydrants and access road shall be installed and approved PRIOR to any construction material arriving on site. **OFC 1412.1**

- e. All Fire Dept. Access Roads shall be drawn to scale and shown clearly on plans. The access roads shall be constructed and maintained prior to and during construction. The minimum width is 20' for buildings under 30' in height and 26' wide for locations where buildings are over 30' in height. Access roads in areas where fire hydrants are located are required to be a minimum width is 26' for a length of 20'. **OFC 1410, 503.2.1 & D103.1**
- f. IF the buildings are over 30' in height, the fire access road shall be a minimum of 15' and a maximum of 30' from the building and shall be positioned parallel to one entire side of the building. **OFC App D-105.2**
- g. Required Fire Dept. Access Roads on site shall be designed to support an apparatus weighing 75,000 lb. gross vehicle weight. Provide an engineer's letter stating the access road meets those requirements at time of building permit submittal. **OFC, Appendix D, Section D102.1**
- h. The turning radius for all emergency apparatus roads shall be: 28' inside and 48' outside radius. Cul-de-sacs shall be 96' radius. **OFC 503.2.4**
- i. No Parking Fire Lane signage or curb marking will be required. Fire access roads 20' – 26' wide require the marking on both sides. Indicate on the building permit plans. I can email you our policy. **OFC D 103.6**
- j. Each building will be required to be provided with fire sprinklers. **OFC 507, 903**
- k. A fire alarm system will be required. **OFC 903.4 and 907**
- l. Prior to applying for a building permit provide a fire flow test and report. The fire flow report will verify that the correct fire flow is available and will be required to have been conducted within the last 12 months. **OFC 507.3 & B-101.1**
- m. If a gate is installed on a fire access road, it must meet the requirements of the Gresham Fire Gate Policy. This policy can be faxed to you if requested. **OFC 506.1**
- n. Each public or private fire hydrant used for fire flow for this property shall have a 5-inch **Storz** adapter with National Standard Threads installed on the 4 ½ -inch fire hydrant outlet. The adapter shall be constructed of high-strength aluminum alloy, have a Teflon coating on the seat and threads, and use a rubber gasket and two (2) set screws to secure it in place. The adapter shall be provided with an aluminum alloy pressure cap. The cap shall be attached to the hydrant barrel or Storz adapter with a cable to prevent theft of the cap. Adapter shall be Harrington HPHA50-45NHWCAP or equal approved by Gresham Fire.
- o. Without knowing the building construction types or sizes, a fire hydrant is required to be within 225 feet of the main entrance driveway AND the furthest point on each building shall be no more than 400 feet from a hydrant. Show on the building plans where the nearest existing and new hydrants are located. Hydrants will also be required to be provided at a maximum spacing of approximately 400 feet along the fire access road. **OFC Appendix C and 507**

- p. A fire hydrant shall be within 50 feet of the fire sprinkler system "FDC".
OFC Appendix C 102.2 & NFPA 13E
 - q. As of the date of this review, several fire protection system annual service reports are overdue or haven't been forwarded to our office. Please contact our office at 503-618-2355. **OFC 901**
 - r. Fire hydrant locations shall be identified by the installation of reflective markers. The markers shall be BLUE. They shall be located adjacent and to the side of the centerline of the access road way that the fire hydrant is located on. In case that there is no center line, then assume a centerline, and place the marker accordingly. **OFC 508.5.4**
- 6. Obtain all required building, electrical, mechanical and plumbing permits.
 - 7. Any other conditions or regulations required by Multnomah County, Gresham Fire and Emergency Services, or state or federal agencies are hereby made a part of this decision.
 - 8. The approved Site and Design Review for this phase and subsequent improvements previously approved under File 07-074 shall be completed by September 6, 2017 to be consistent with the original SDR condition that required completion within 10 years of that approval which was September 6, 2007.

APPROVED this 15TH DAY OF OCTOBER 2014

Tanney Staffenson, Chair
Troutdale Planning Commission