

APPENDIX A: REVIEW OF CITY PLANS AND POLICIES

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REVIEW OF EXISTING PLANS AND POLICIES UMATILLA COUNTY

At the beginning stages of developing the Umatilla County TSP, several planning documents were reviewed to establish the history of planning in the county, and a comparison was made of the information in the existing plans with the requirements of the Oregon Transportation Planning Rule (TPR). These plans included the Umatilla County Comprehensive Plan, The Umatilla County Development Code, the Milton-Freewater/Stateline Highway 11 Corridor Land Use and Transportation Plan, the US Highway 395 North (Umatilla - Stanfield) Draft Corridor Strategy, the US Highway 395 South (Pendleton - California) Corridor Strategy, the 1986 Hermiston Municipal Airport Master Plan Update, and the Master Plan Update for the Eastern Oregon Regional Airport at Pendleton. A description of the information in the plans is provided followed by comments in italics.

UMATILLA COUNTY COMPREHENSIVE PLAN

The Umatilla County Comprehensive Plan was written in 1983, to meet the statewide requirements for planning. It was last amended in 1987.

The plan is broken into three sections: the introduction; Plan Elements - Findings, Recommended Policies; and the Plan Map. The introduction gives a general description of Umatilla County (historical and current) and explains the need for a Comprehensive Plan. The Plan Elements section is broken into sections dealing with the fourteen goals. This includes a Transportation Element with findings and recommended policies. The Plan Map section breaks the County into land use classifications. It maps and discusses the unique characteristics of the different regions of Umatilla County. It also describes and maps exception areas.

The overall transportation goal for the County is:

To provide and encourage a safe, convenient and economic transportation system.

The plan lists 25 findings and 25 associated recommended policies to address the findings.

Some Important Findings and Policies Include:

1. There is a lack of coordinated planning which addresses the specific relationships of all modes of transportation (e.g., air, water, rail, bicycle, road, footpaths, etc.)

Policy 1. Develop a Transportation Master Plan which integrates the cities' and regional system.

2. Transportation planning within urban growth boundaries is important to ensure adequate transportation facilities in the County.

Policy 2. Plans within UGBs shall be coordinated with during the formulation of the Transportation Master Plan.

3. Large expanses of vacant and agricultural land to the south of Hermiston lie near the Hinkle Rail Yard, I-84, the Hermiston Airport, and agricultural market roads.

Policy 3. Designate the Hinkle-Feedville area for industrial and agribusiness uses to compliment its existing uses and its unique transportation opportunities.

5. A major cost in development of freeways, highways and county roads is the purchase of right-of-way and displacement of existing uses along the right-of-way.

Policy 5. As part of the Transportation Master Plan, develop a Future Road Zone to be applied between the time a road location is determined and the right-of-way is acquired.

Policy 6. Encourage timely reconstruction of Highway 395 (including a potential Stanfield bypass) while designating adjacent lands for low traffic generating uses, and developing additional north-south through routes east of Highway 395.

7. An important airport industrial complex lies in the northeast corner of the city of Pendleton's UGB where topography and location require a well-planned transportation system to ensure its full and efficient development.

Policy 7. When developing and finalizing the Transportation Master Plan, consider designating an arterial road from Barnhart Interchange on I-84 to the west side of this industrial park, to provide a level and more energy efficient route for business and manufacture-related traffic.

Policy 8. Access onto state highways shall be limited, consolidated, and otherwise be controlled as much as feasible. Access control shall emphasize coordination of traffic and land use patterns through the use of frontage roads and access collection points.

12. The Port of Umatilla transportation facilities are assets to the county and expansion is needed to support the rapidly growing local economy.

Policy 12. Promote development of additional facilities at the Port and seek to improve transportation linkages to that river are through policies in the Transportation Master Plan.

17. Branch rail lines are a continuing factor in the economic health of smaller towns.

Policy 17. Encourage preservation and expansion of existing lines and rail company service.

Rail service in the County has been cut substantially in the last few years. Although, the Hinkle-Feedville freight line is still running strong, Amtrak has discontinued its service through the County.

Other important findings and policies have to do with specific areas of the County. For instance, Diagonal Road, OR 11 north of Milton-Freewater, the area south of Pendleton, and Westland areas are recognized as needing special attention when creating the County Transportation Plan. Also, the plan calls for supporting the continued growth and maintenance of the Pendleton and Hermiston airports. The Plan also recommends that subdivision of land only be approved if roads are constructed to County standards; that impacts to the transportation system will be considered when determining land use designations; that more equitable ICC and PUC freight regulations be encouraged; and that existing public transit and opportunities for more public transit should be supported.

The county proposes to determine need, means and appropriate bridge locations (over Umatilla River in Hermiston in particular); to seek notification of special hazardous materials shipments for county review, comment and possible control; and encourage larger businesses to consider sponsoring carpooling programs.

Also there are issues along OR 204. Development is constructed right up to the right-of-way making snow plowing difficult. OR 204 runs through the Tollgate Mountain area which is the most extensively developed and used recreational region in the county. The Tollgate Mountain area needs to find a balance between recreation and resource use (timber). Two-thirds of the areas residents are seasonal. The area is a near solid

corridor of cabins, recreational trailers, and supporting commercial facilities on private property extending nine plus miles on both sides of OR 204.

Policies to deal with OR 204 and the Tollgate area include:

- Setbacks along OR 204 shall be a minimum of 130 feet from centerline of highway, and vegetation should be retained wherever possible to allow for snowplowing without damage to dwellings.
- Umatilla County should encourage the location of new off-highway parking along OR 204 in the Tollgate area preferably on Umatilla National Forest Service land east of Langdon Lake.

The Urbanization Element of the Plan calls for the strong coordination between the County and cities in respect to transportation planning and land use decisions that will impact transportation systems.

UMATILLA COUNTY DEVELOPMENT CODE

The Umatilla County Development Ordinance was adopted in 1983, with its last amendment in November of 1991. Then in 1997, this document was recodified and retitled The Umatilla County Development Code (Chapter 152).

The intent and purpose of the Development Code is as follows:

to promote the public health, safety and general welfare and to carry out the Umatilla County Comprehensive Plan, the provision of ORS Chapters 92 and 215 and the Statewide Planning Goals adopted pursuant to ORS Chapter 197. This Ordinance is to establish use zones and regulation governing the development and use of land within portions of Umatilla County...

The portions of the ordinance most relevant to the Transportation System Plan include sections on off-street parking requirements, driveways, and street standards. Amendments to the ordinance include street standards for county roads which were updated in July 1997.

MILTON-FREEWATER STATELINE HIGHWAY 11 CORRIDOR LAND USE AND TRANSPORTATION PLAN

The Highway 11 Corridor Land Use and Transportation Plan was a cooperative effort of Umatilla County, the city of Milton-Freewater, the Oregon Department of Transportation. It was developed by planning consultants at David Evans and Associates, Inc., with input from these jurisdictions, the local residents, Walla Walla County, and the Washington Department of Transportation. The plan was completed in 1997.

The plan evaluated existing and projected conditions within the corridor regarding basic layout and connectivity; conditions of transportation facilities, land use, and population and employment. It analyzed existing deficiencies and proposed strategies for addressing them.

The primary deficiencies in the corridor were physical design of facilities, insufficient access control, and inadequate or nonexistent facilities for pedestrians and bicyclists.. Recommended actions to improve these conditions can be broken into policy and ordinance amendments and transportation system improvements.

Policy and Ordinance Amendments

1. Umatilla County and the city of Milton-Freewater should adopt access management standards consistent with ODOT Guidelines.

2. Umatilla County and the city of Milton-Freewater should adopt or amend conditional use and site review procedures, whereby it is clear which types of actions can result in approvals with conditions attached.
3. Umatilla County and the city of Milton-Freewater should adopt provisions to notify ODOT of development and land use applications for properties within the planning corridor.

The coordinated review process will allow the county and ODOT to hold land use development along state facilities to the applicable access management standards. Enacting general access control standards, and incorporating them into other county land use plans, will help create a process whereby a land use application is reviewed for its land use and transportation impacts to the area. Specific access control standards and policies are listed in the Access Management section of this report under Access Control Policies. It is recommended that these comprehensive plan and zoning code amendments be formulated and adopted as part of the TSP planning process for Umatilla County and the city of Milton-Freewater.

Transportation System Improvements

A. *OR 11 Improvements*

1. Highway Improvements

- Traffic Signals: Install signals at the Sunnyside-Umapine Highway intersection and the Ferndale Road intersection. The first traffic signal should be installed at the Sunnyside-Umapine Highway intersection. The schedule for signal installations will depend on meeting traffic warrants and state funding.
- Intersection Grade and Radius Improvements: Improve intersections with Sunnyside-Umapine Highway, Ballou Road, Crockett Road, and Locust Road, level county road and widen approaches.
- Intersection Radius Improvements: Improve intersections with Ferndale Road, Tum-a-Lum Road, Appleton Road, and Cobb Road, widen county road approaches to the highway.
- Paving: Repave OR 11 from the south end of Milton-Freewater to the Oregon/Washington State line. ODOT plans to repave this section of OR 11 during 1997.
- Signs: Replace highway directional signs within the corridor as part of the paving project.
- Parking: Investigate parking restrictions along congested segments of OR 11. Priority should be given to the north side of OR 11 west of the Sunnyside-Umapine Highway intersection.

2. Pedestrian Improvements

- Umatilla County should adopt sidewalk/driveway standards for properties fronting OR 11, with the requirement that sidewalks and driveway approaches be installed when fronting properties are developed or a change of use occurs.
- Umatilla County and ODOT should investigate installing portions of sidewalks and

handicap ramps when county/state intersections are improved.

- ODOT should add striped crosswalks across OR 11 when traffic signals are installed.

B. Freewater Highway (339) and Sunnyside-Umapine Highway (332) Improvements

1. Highway Improvements

- Shoulders: Add four- to six-foot-wide shoulders on both sides of the highways through the entire corridor. This would require relocating the drainage ditches which are located adjacent to both of these facilities.
- Left-turn Lanes: Add 12-foot-wide left-turn lanes at the north and south approaches of Freewater Highway to the intersection with Stateline Road.
- Intersection Stop Control: Evaluate changing the two-way stop at the intersection of Freewater Highway and Sunnyside-Umapine Highway to a four-way stop.
- Replace school zone signs near Ferndale School.

2. Pedestrian Improvements

- Evaluate pedestrian pathways and signage in the vicinity of Ferndale School.
- Investigate the opportunity for a pedestrian and bikeway along the abandoned Walla Walla Valley Railway line.

3. Interagency Coordination

Umatilla County and the city of Milton-Freewater should adopt interagency coordination provisions with the following agencies:

Oregon Department of Transportation (ODOT)

Oregon State Police (OSP)

Washington Department of Transportation (WSDOT)

Walla Walla County

Umatilla County, the city of Milton-Freewater and ODOT should continue to work with OSP to implement the traffic safety and education recommendations of the OSP Tactical Safety Plan.

**US HIGHWAY 395 NORTH (UMATILLA ~ STANFIELD) DRAFT CORRIDOR STRATEGY and
US HIGHWAY 395 SOUTH (PENDLETON – CALIFORNIA BORDER) CORRIDOR STRATEGY**

The US Highway 395 North (Umatilla ~ Stanfield) Draft Corridor Strategy and the US Highway 395 South (Pendleton – California) Corridor Strategy were prepared by the Oregon Department of Transportation (ODOT).

The current document for the US Highway 395 North (Umatilla ~ Stanfield) Corridor Strategy is still a

draft, and was prepared in November 1997. The US Highway 395 South (Pendleton ~ California Border) Corridor Strategy is a final document endorsed by the OTC and local jurisdictions along the corridor. The report was prepared in 1996.

The Corridor Strategies were developed to identify projects for the Oregon State Transportation Improvement Program (STIP). Development of the US 395 Corridor Strategies is the first step in the corridor planning process. Corridor planning is intended to implement the goals and policies set for the by the 1992 Oregon Transportation Plan (OTP), the 1991 Highway Plan, and the recent modal plans for rail, freight, bike/pedestrian, aviation, and public transportation plus the safety action plan.

Generally, the Corridor Strategies translate the policies of the OTP into specific actions; describe the functions of each transportation mode, consider trade-offs, and show how they will be managed; identify and prioritize improvements for all modes of travel; indicate where improvements should be made; resolve any conflicts with local land use ordinances and plans; and establish guidelines for how transportation plans will be implemented.

The US 395 Corridor Strategies contain a corridor overview, which includes population and employment forecasts, highway data such as traffic volumes and pavement conditions and descriptions of other modes of travel (air, rail, bicycle, etc.). The overall corridor strategy is to accommodate efficient movement of through travel, while maintaining environmental integrity, enhancing travel safety and supporting economic development. The reports set forth objectives which are intended to embody this overall strategy for the corridor, and to set direction and provide guidance for corridor-wide transportation plans and improvements.

The Highway 395 Corridor Strategies will be followed-up by Highway 395 Corridor Plans which will build upon objectives developed in the Strategies to identify, refine, and facilitate the acceptance of specific decisions related to corridor transportation management, capital improvements and service improvements. The Corridor Plans will identify and discuss the decisions considered to meet each objective, technical analysis of alternatives, and recommendations for action.

1986 HERMISTON MUNICIPAL AIRPORT MASTER PLAN UPDATE

The Municipal Airport Master Plan Update provides a comprehensive analysis of the Hermiston Airport including an inventory of facilities, a discussion of use for a twenty year planning period (ending in 2006), and recommendations for facility improvements. The introduction of the plan also provides a good overview of all the major transportation facilities serving Hermiston and Northeast Oregon.

Although the plan does not address the need to control the surrounding land-uses, this may be attributable to the fact that the city and airport management acquired land around the airport during the planning process. This action was seen as success fully preventing conflicting land use and infringement upon airport facilities within the twenty-year planning period.

According to the plan, the airport is a General Utility Facility serving itinerant and fixed base aircraft. It is showing signs of a reemerging trade in itinerant multi-engined GUII aircraft, despite a decrease in use in the early 1980s. This reflected the importance of the airport to large agricultural and industrial companies as well as the Department of Army Depot (the largest in the Northwest). Estimated total operations were 23,100 for 1985 and projected to be 49,140 for 1995 and 76,020 for 2005.

To meet projected use, the Plan recommends extending the runway and taxiway to 4500 feet, expanding tie-down and T-hanger facilities, improving the auto parking area and the access road from Highland Avenue, obtaining a weather reporting system or personnel (NAV Aids), and improving the approach to the runway for larger aircraft. Upgrading the facility to a Transport Category was not recommended, but keeping that option open was encouraged. Noise was not considered to be a concern within the planning period.

The ODOT 1996 Transportation Volume Tables, published in June 1997, lists estimates of operations at Hermiston Municipal Airport at 12,380 for the year 1995, significantly lower than the projection of 49,140 in the Airport Master Plan, and half the level reported for 1985 in the Master Plan.

MASTER PLAN UPDATE FOR EASTERN OREGON REGIONAL AIRPORT AT PENDLETON

The Master Plan Update for Eastern Oregon Regional Airport at Pendleton was prepared by Bucher, Willis & Ratliff in December 1996.

The primary objective of the Master Plan program was to re-evaluate the recommendations of previous airport planning studies, to determine the long-range requirements for airport development, to identify and assess development alternatives, and to produce an airport development/improvement plan that will yield a safe, efficient, economical, and environmentally acceptable public facility with capacity for future air transport needs of the Eastern Oregon area. When approved by the various local, regional, state, and federal agencies, the Airport Master Plan represents the long-term intentions of all agencies regarding the location and extent of airport improvements. This permits long-range programming and budgeting, reduces lengthy review periods for each project, and provides for orderly and timely development.

The following objectives were identified as significant to the study:

- Provide airport facilities and services for all users in a manner that maximizes safety, efficiency, and opportunity for use.
- Consider safety as a primary factor in all decision making situations in the development of the airport.
- Develop Eastern Oregon Regional Airport in a manner that meets acceptable physical development standards promoted by federal, state, and local agencies.
- Develop a plan for the airport that maximizes the effective use of available land.
- Coordinate off airport development needs with on airport landside and airside requirements.
- Identify improvements necessary to ensure adequate surface access both on and off the airport.
- Enhance the opportunities for local economic development and improved employment opportunities.
- Plan for future terminal facilities that reflect community values and standards.
- Ensure compatibility with local land use patterns and plans.
- Develop a coordinated plan that logically locates airport facilities.
- Provide an effective graphic presentation for further development of the airport and anticipated land uses in the vicinity of the airport.
- Identify priorities for allocation of financial resources and establish a realistic schedule for the implementation of proposed development.
- Develop a public awareness of the airport planning and development process.

- Encourage and utilize comments from all sectors of the aviation community in developing an updated airport master plan that can be adopted, endorsed, and implemented.
- Ensure that the public, along with federal, state, and local officials, has an opportunity to participate in the decision making process during the development of the plan.

CONFEDERATED TRIBES OF UMATILLA INDIAN RESERVATION LAND DEVELOPMENT CODE

The Land Development Code for the Confederated Tribes of the Umatilla Indian Reservation was adopted in 1983.

The purported intent and purpose of the Zoning Ordinance is as follows:

to protect the physical character of the reservation; to insure, conserve and enhance vegetation, soils, air, water, fish and wildlife resources of the Reservation. Further, it is the intent of this Code to regulate building and construction activities to insure that standards are met to protect the public health, safety and welfare of the residents of the Umatilla Indian Reservation, and to promote orderly development of the Umatilla Indian Reservation, and to implement the provision of the Comprehensive Plan.

The Ordinance contains 19 chapters covering each land use zone, supplementary development standards, and administration. The only sections that directly apply to the transportation system is the sections on off-street parking.

TRAFFIC IMPACT ANALYSIS REPORT DC 37 COOK SITE (WAL-MART DISTRIBUTION CENTER)

The Traffic Impact Analysis for the Wal-Mart Distribution Center was prepared by John Chambers, PD, at Bovay Northwest, Inc. in October 1994, and revised in August 1995. The project includes a distribution center with approximately 1.2 million square feet of floor area and paved parking, receiving and shipping areas. Traffic generated is estimated at about 700 trucks per day and about 300 passenger vehicles per day.

The center is located on 220 acres in rural Umatilla County, approximately 1 1/2 miles north of Stanfield, and 2 miles south of Hermiston. The purpose of the study was to assess the traffic impact of the proposed development on the nearby street system and to recommend any required mitigative measures. Primary roadways impacted by the development include: Feedville Road, US 395, US 730, I-82, and I-84.

Conclusions and recommendations developed in the study are as follows:

- The following improvements and upgrades should be made to the existing roads and intersections: truck access intersection improvements to US 395 and Feedville Road, and upgrade improvements to Feedville Road including widening the roadway and adding paved shoulders.
- No improvements are required to the I-84/US-395 interchange.
- No improvements are required to US-395 through Stanfield for volume capacity and/or structural performance.
- The total construction costs for the improvements is estimated to be \$550,500. Partial funding for the improvements is from the Oregon Department of Economic Development and ODOT.

- Acceptable levels of service at the study intersections are expected for each phase of the proposed development, and no mitigations are recommended.
- Since one of the three traffic signal warrants studied was only marginally satisfied and operation of the intersection is expected to be acceptable, no traffic signals are recommended. After build-out of the proposed development, the study intersections should be evaluated for operational performance and safety. If unforeseen growth occurs in the area or if trip generation is higher than expected, mitigation may be warranted.
- Accident analysis shows that the intersections are operating safely, and no safety mitigations are proposed.
- Traffic projections to US 395, including project-generated truck and passenger vehicle traffic, was estimated to the year 2014. The projected volumes generated were well below lane capacity. For northbound lanes, traffic was projected to be up to 1,120 vehicles per hour (vph) with a lane capacity of 2,000 vph. Average daily traffic projections for the southbound lanes were up to 1,070 vph with a lane capacity of 2,000 vph.