

UMATILLA COUNTY PLANNING COMMISSION
Meeting of Thursday, August 28, 2014
6:30 p.m., Stafford Hansell Government Center
Hermiston, Oregon

COMMISSIONERS

PRESENT: Gary Rhinhart, John Standley, Tammie Williams, Don Wysocki,
David Lee, Randy Randall, Don Marlatt, Suni Danforth

ABSENT: David Lee

STAFF: Tamra Mabbott, Shane Finck, Connie Hendrickson

NOTE: THE FOLLOWING IS A SUMMARY OF THE MEETING. A RECORDING OF THE MEETING IS AVAILABLE AT THE PLANNING DEPARTMENT OFFICE.

CALL TO ORDER:

Vice Chairman Gary Rhinhart called the meeting to order at 6:30 p.m. and read the opening statement.

APPROVAL OF MINUTES:

Commissioner Danforth made a motion to approve the minutes from the May 22, 2014 hearing as presented. The motion was seconded by Commissioner Marlatt and approved unanimously.

NEW HEARING:

Commissioner Rhinhart identified the hearing as TEXT AMENDMENT, #T-14-054, PLAN AMENDMENT #P-109-14, and ZONE MAP AMENDMENT, #Z-301-14; application submitted by the OREGON DEPARTMENT OF TRANSPORTATION. He asked if there were abstentions, bias, conflict of interest, declarations of exparte contact or objection to jurisdiction; there were none.

STAFF REPORT:

Planner Shane Finck reported that the Oregon Department of Transportation (ODOT) submitted a request for a Goal 5 overlay to add the existing Wildhorse Creek quarry to the county inventory of significant sites. The quarry is located south of Hwy 335 between Pendleton and Adams and is mined only on an occasional basis. ODOT extracts gravel from the site for road repair on Hwy 235, Hwy 11 and other roads located in that area. He showed maps and described the location of the property where the quarry is located and pointed out the staging area and the area that was currently being mined.

Applying a Goal 5 overlay requires a study of the area around the quarry. The Umatilla County Development Code (UCDC) 152.488 (b) (3) states that processing equipment shall not operate within 500 feet of a dwelling. Mr. Finck stated that there is one dwelling in the area but it is located just outside of the 500-foot buffer zone.

The OAR (Oregon Administrative Rule) 660.023.180 (5) (a) states that local government shall determine the impact area for the purpose of identifying conflicts with mining. This is done to protect the site for mining while minimizing conflicts with surrounding uses. An ESEE (Economic, Social, Environmental, Energy) Analysis was conducted and possible conflicting uses were identified as replacement dwellings in a farm zone, hardship dwellings, private parks, playgrounds, hunting and fishing preserves and similar uses. All of the potential conflicts identified could be mitigated through normal quarry operations. There were no conflicts identified in the UCDC for the A/R Overlay.

Mr. Finck developed a list of conditions based upon recent aggregate applications that have been submitted to the Planning Department. While this quarry is not active full-time, some of the conditions placed on other Conditional Use Permits for other quarries should still apply to the Wildhorse Creek Quarry.

Commissioner Rhinhart verified that a significant site mines over 500,000 tons and Mr. Finck confirmed that was correct. Commissioner Rhinhart said Wildhorse is a 303 listed stream and is within 500 feet of the quarry; the water quality of the stream needs to be protected.

Commissioner Rhinhart noted that a spring, which runs year-round, comes out of the bank and runs along the west side of the Helix Highway not far from the quarry and flows into Wildhorse Creek. Planning Director, Tamra Mabbott asked where the spring was located on the map and Commissioner Wysocki pointed out the area. Mrs. Mabbott said if the area was identified as a wetland they would include findings to address it before it was presented to the Board of Commissioners. Discussion followed.

Commissioner Marlatt asked for clarification regarding the construction of dwellings within 500 feet; was it 500 feet from the property line or from the excavation area? Mr. Finck said the Development Code stated that it was 500 feet from operating equipment. Discussion followed.

Mr. Finck reported that he received one phone call from a neighboring property owner who said ODOT needed to control the noxious weeds around the property line of the quarry.

Applicant Testimony: Patrick Knight, representing ODOT, said they mine the Wildhorse Creek Quarry periodically during the year for completing maintenance projects. He added that if a larger project were upcoming, they would mine the site more often but that there were no large projects at this time.

Mr. Knight said the ODOT aggregate pits are constructed so there was no possibility of runoff. ODOT will employ a biologist and an archeologist to check the Wildhorse Creek site as they do for all quarries. To date they have found no issues. Commissioner Rhinhart stated that ODOT

had to follow DOGAMI (Department of Geology and Mineral Industries) guidelines and Mr. Knight agreed.

Commissioner Marlatt asked if weed control would be added to the conditions of approval and Mrs. Mabbott confirmed that it would.

Commissioner Danforth made a motion to approve the Wildhorse Creek Quarry application with the findings as amended and with the conditions of approval. Commissioner Marlatt seconded the motion and it passed unanimously.

NEW HEARING:

Chairman Randall opened the hearing for the adoption of the the I-84/Depot Access Road Interchange Area Management Plan, #P-110-14; T-14-055; Z-302-14 and I-82/Lamb Road Interchange Area Management Plan, #P-111-14; T-14-056; Z-303-14 which will amend the Umatilla County Transportation System Plan. He called for abstentions, bias, declarations of exparte contact or conflict of interest. Commissioner Thorne said he conducted business with some of the participants who would be giving testimony and so recused himself from the hearing.

Planning Director, Tamra Mabbott introduced the team of consultants at the hearing who would present the plan for both Interchange Plans. She added that this was the last part of the long-range planning effort for the Army Depot. Mrs. Mabbott introduced Don Chance, Executive Director of UMADRA (Umatilla Army Depot Reuse Authority), Frank Angelo with Angelo & Associates, Matt Hughart with Kittleson & Associates and Patrick Marnell also with Kittleson & Associates.

Consultant testimony: Matt Hughart with Kittleson & Associates said he would give an overview of the proposed plans for the two interchange areas. The Umatilla Army Depot has been federally owned and so had never been zoned. It has been decommissioned from its former use of incinerating chemical weapons and both Morrow County and Umatilla County have been working on plans for the reuse and zoning of the land.

The new uses of the property will create additional traffic which will impact the access points into the Depot. The two affected access points are the I-84/Depot Access Road and the I-82/Lamb Road. ODOT requires an Interchange Area Management Plan (IAMP) to be done if an interchange will be modified, newly constructed or if there will be a land use action and an interchange will be significantly affected. An IAMP is a formal land use and transportation plan for eventual improvements that will likely be necessary as a result of a land use action. He referred to a map and pointed out the boundaries of the depot and the study area surrounding it.

Mr. Hughart pointed out the different zones of the depot property and said the industrial portion of the land was the main focus when developing these IAMP's. They envisioned warehousing and commercial uses that would be allowed by the county and translated that into the traffic projection. He also pointed out the part of the depot located in Morrow County saying that traffic generated there can have an effect on the I-84 IAMP in Umatilla County.

The footprint of the IAMP study area includes the entire UMCD (Umatilla County Chemical Depot) site and the land adjacent to it including the Westland exception area. The surrounding land is not built out and over time could affect the interchanges so the long range traffic impacts were also included.

The development of the IAMP's began with a steering committee which consisted of staff from Morrow County, Umatilla County, ODOT, CTUIR (Confederated Tribes of the Umatilla Indian Reservation) and UMADRA. There was also technical and public advisory committees which consisted of staff from the county, City of Irrigon, City of Hermiston, Oregon National Guard, Oregon Military Department, Port of Morrow, Port of Umatilla and local land owners. Public meetings and workshops were held. The community feedback was minimal but helpful.

He described the evaluation process saying that they had reviewed the existing and future land use and transportation system. A lot of the potential reuse that may occur on that property will be subject to economic conditions and the desire for private enterprises to relocate there. It is difficult to know exactly what the future will hold but uses allowed in the code need to be considered when developing an IAMP.

I-82/Lamb Road interchange was constructed in the mid 1980's when the army was beginning to incinerate the chemical weapons. Now the interchange is primarily used as an access to the City of Hermiston and the Westland exception area. It is a two-lane road and serves about 1800 average daily vehicle trips. Being a rural interchange, it was not designed for large truck traffic and public use. The potential improvements that need to be implemented will support a significant amount of reuse of the depot property.

ODOT has interchange spacing standards requiring a minimum of ¼ mile between the interchange and the first major point of access to that roadway. Over time and through research, ODOT has found that the fewer the number of access points within close proximity to interchange terminals, the safer and more efficient it is from a vehicle capacity standpoint.

Commissioner Rhinhart asked Mr. Hughart if the property would become more desirable to businesses after the interchange is upgraded and he answered that it would. He added that the traffic studies project an increase in traffic based on future development so the interchange area has an increased capacity. The language of the IAMP is written in a way so as to provide flexibility for county staff to interpret development as it comes. Whenever there is new development that proposed business will have to submit a traffic study which will quantify the types and number of trips their business will generate.

Commissioner Danforth asked how much the traffic would have to increase to justify the modifications. Mr. Hughart said it was less about the number of trips and more about the types of trips. Data centers that employ less than twenty people would generate a different kind of traffic from a truck stop. The IAMP is a flexible plan and will need to be periodically reviewed but can survive quite awhile before it needs to be revisited. Morrow County, Umatilla County and ODOT need to coordinate with each other when reviewing the IAMP and making land use decisions.

Don Chance with UMADRA said this first phase improvement is a critical issue for the redevelopment of the depot. The cost estimate for fixing the off ramp is \$500,000.00 which is achievable. The problem is that once the off ramp is improved it leads to nowhere. None of the existing road system on the depot will connect to it. So the project will now cost 2.1 million dollars to fix the off ramp and develop a new transportation system that will accommodate the reuse of the land.

Mr. Hughart pointed to an aerial photo of the I-82/Lamb Road interchange and said the off ramps don't join Lamb Road at a squared up 90 degree angle, they are askew which creates a left-turn hazard for large trucks. That has not been a problem because very little large truck traffic has been generated in that area. He then referred to a picture of what the new interchange area would look like after the proposed improvements. The off ramp had been pushed further out into the depot property which creates the potential to do a looping southbound on ramp. That on ramp would provide more capacity 30 to 40 years into the future and would also provide an enhancement to an existing geometric issue.

The IAMP's require that an Access Management Plan be created for the interchange. Language has to be placed in the plan that describes where and how far access points will be from the interchange ramp. They would like to maintain a ¼ mile between the ramp terminal and the first major cross street or point of access.

The I-84/Army Depot Access Road was constructed in the 1950's for the purpose of providing the main access to the Army Depot. After the construction of the incineration plant on the depot a lot of the traffic moved to the I-82/Lamb Road interchange. The I-84/Army Depot Access Road will now be primarily used by the Oregon National Guard. It is a typical rural interchange and is characterized by short on and off ramps that don't meet today's standards so would be inadequate for large truck traffic.

That interchange has sufficient existing and future capacity for Oregon National Guard and Port Industrial use but there are some areas that need to be modified. Gun Club Lane is a frontage road that serves the gun club and other ancillary rural agricultural related uses. The point of access for that road needs to be located where it is far enough away from the ramp terminals and far enough from the railroad underpass to provide sufficient sight distance.

The Morrow County portion of the depot will be zoned industrial and the uses there could generate trucks and employment type traffic. For the Umatilla County portion of the Depot it would be good to have an internal circulation roadway to get from the I-84 interchange to the I-82 interchange. The reality of that happening will be based on how much reuse occurs on the depot. The majority of the Umatilla County industrial and employment related use will focus on the I-82/Lamb Road interchange.

Mr. Hughart referred to a meeting held in Morrow County where the Patterson Ferry Road IAMP was being adopted. If Morrow County constructs a roadway from Patterson Ferry Road to the western extent of the depot site, some of the improvements shown on the plan for the Umatilla County IAMP's would not need to occur.

If these IAMP applications move forward an amendment will be added to Umatilla County's existing TSP (Transportation Safety Plan). There would also be modifications to the Comprehensive Plan and the Development Code. ODOT will have to adopt the IAMP's as an amendment to their Oregon Highway Plan.

Commissioner Rhinhart asked if the Morrow County Planning Commission approved their IAMP and Mr. Hughart said they recommended it to their county court by a unanimous decision.

Chairman Randall said he thinks Lamb Road and Patterson will be important access points.

Mrs. Mabbott referred to the pages in the IAMP presentation package where text was underlined and said that would be the language that amended the comp plan. She said once the short-term improvements are done, the way Mr. Hughart worded the language of the IAMP gave the county flexibility so they do not necessarily have to force a developer to incur the expense of a traffic study.

Commissioner Danforth asked why the improvements to I-82 were twice as much as the improvements to I-84. Mr. Hughart said the majority of the improvements have to do with the amount of embankment work. The topography and grade for the northbound off ramp of I-82 drops off significantly as you head east and it is more costly to make those types of improvements.

Proponent testimony: Bob Barton PO Box 376, Hermiston. Mr. Barton said the I-82 interchange has serious deficiencies and there have been some accidents there. He likes the idea of the looping off ramp that Mr. Hughart spoke of earlier. The way the ramp is now trucks have to really slow down to make the corner which blocks traffic. He is in favor of the recommendations but doesn't know who will pay for the improvements and how it will work in the short term.

Proponent testimony: Wade Aylett, 74854 Washington Lane, Irrigon, OR 97844. Mr. Aylett described what he had done at Exit 177 by moving dirt to make it safer to go from the dirt road onto the paved road. He also described some improvements in the area of Gun Club Road that he thought would make the interchange safer.

Chairman Randall closed the hearing at 8:04. He stated that he thought the proposal made a lot of sense and Commissioner Rhinhart agreed and made a motion to approve both I-82/Lamb Road IAMP and I-84/Depot Access Road IAMP and recommend the applications to the Board of County Commissioners. Commissioner Williams seconded the motion and it passed unanimously.

Mrs. Mabbott gave the Commissioners a handout with an update on the Boardman to Hemingway transmission line project.

She also reported that the Board of Commissioners approved the Planning Commission's recommendation for the 2014 Annual Code Update with the exception of two items. The matter

of the mobile food vendors was not approved. Mrs. Mabbott said staff was working on an internal policy which will reflect what the Planning Commission intended. The hardship home matter was removed from the update. The Board of Commissioners thought the language made the requirements too restrictive.

Mrs. Mabbott told the Commissioners that the Rea Family was appealing the Board's decision on the East End Rod & Gun Club and that Pioneer Asphalt was appealing the Board's decision on the A & B Asphalt application. Discussion followed.

Commissioner Rhinhart asked about the status of the Helix Wind Farm and Mrs. Mabbott said it was her understanding that their permit was not renewed and had expired. Discussion followed.

Chairman Randall adjourned Randy adjourned the meeting at 8:23 p.m.

Respectfully submitted,



Connie Hendrickson
Administrative Assistant

Adopted by the Planning Commission on September 25, 2014