



MEMORANDUM

Evaluation of Existing Plans and Regulations
Umatilla County U.S. Highway 395 North Zoning Code

DATE 7/2/18
TO Project Management Team
FROM Darci Rudzinski and Jamin Kimmell, Angelo Planning Group
CC File

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## INTRODUCTION

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The goal of this Transportation and Growth Management (“TGM”) Code Assistance project<sup>1</sup> is to create and guide through adoption amendments to the Umatilla County Development Code (“UCDC”) for the Highway 395 North Project Area (Figure 1). The stated project objectives include:

- *Create context-sensitive land use and design standards for the U.S. Highway 395 North frontage, that allow more flexibility in use, won’t preclude more intensive urban development once the area is served by utilities, and create an attractive environment (including landscape, building, and site design, and landscape) that supports transit and active transportation modes, while accommodating the industrial and freight traffic common to the Project Area;*
- *Include access management standards for the Project Area, taking into account future planned parallel road networks, based on the recommendations of the TSP, the US 395 North Corridor Plan, and current best practices;*
- *Improve multi-modal connectivity in the Project Area in order to provide safe and comfortable active transportation options within the Project Area and between City of Hermiston and the City of Umatilla; and*
- *Recognize the importance of maintaining economically vibrant and livable downtowns in the cities of Hermiston and Umatilla, and not facilitate the creation of a highway commercial strip that could damage the vitality of those downtowns.*

This memo will summarize planning documents that have bearing on transportation and land use planning along the corridor, focusing on key information that can guide project advisors in refining implementation strategies for the study area. Specific to the project goal of drafting Development Code amendments that further corridor economic development, multi-modal mobility, and aesthetics, this memo will offer a close examination of requirements pertinent to development and re-development in the corridor. Requirements and recommendations related to properties directly fronting the highway will address both land use and transportation, while recommendations for properties off the corridor but within the study area will focus on multi-modal connectivity.

Table 1 includes the relevant plans and studies reviewed for this project. Following the table are brief plan summaries. The memorandum concludes with a review of the Umatilla County Development Code for requirements that apply to property development within the study area. This code review explores regulatory tools that could be used to realize the type of change desired for the area. The expectation is that this project will result in changes that will improve the

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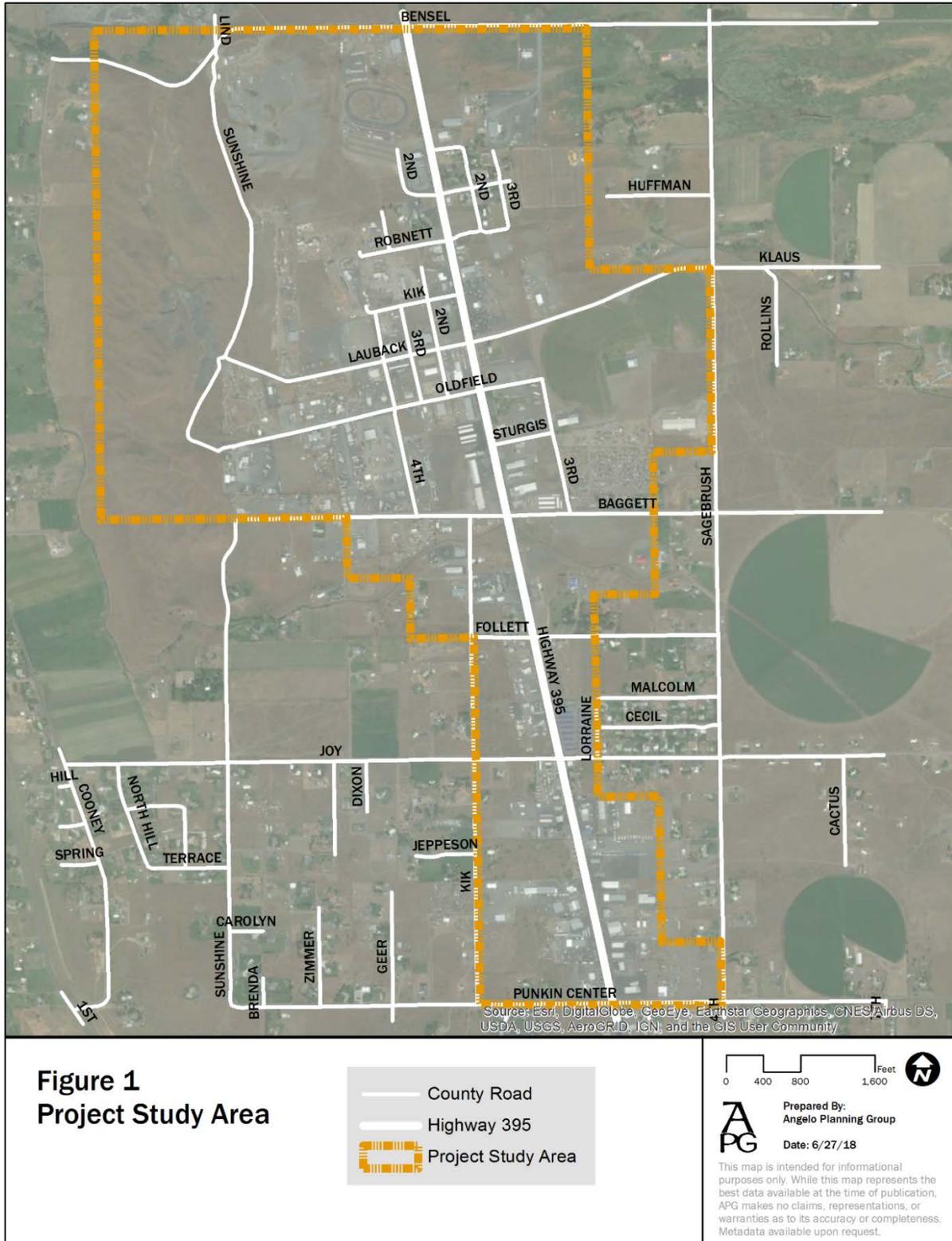
<sup>1</sup> This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program. The TGM Program is a joint effort of the Oregon Department of Transportation (“ODOT”) and DLCD. The goals of TGM are to strengthen the capability of local governments to effectively manage growth and comply with the Oregon Transportation Planning Rule (Oregon Administrative Rule 660-012-0000), to integrate transportation and land use planning, and to encourage transportation-efficient land uses that support modal choice and the efficient performance of transportation facilities and services. Specifically, TGM supports efficient use of land and resources; human-scaled, walkable communities; good connections between local destinations; and pedestrian, bicycle, and transit-oriented development.

character and potentially modify allowed uses in the corridor. The outcome will be proposed modifications that are consistent with the corridor's current rural nature and that do not preclude higher intensity uses at some future time, if and when the urban growth boundary is expanded.

Table 1: Key Documents

Document/Item	Link
Umatilla County Comprehensive Plan (1983, Amended)	<a href="http://www.co.umatilla.or.us/planning/pdf/Umatilla_County_Ccomp_Plan.pdf">http://www.co.umatilla.or.us/planning/pdf/Umatilla_County_Ccomp_Plan.pdf</a>
Umatilla County Transportation System Plan (2002)	<a href="http://www.co.umatilla.or.us/planning/pdf/Umatilla_County_TSP_June_02.pdf">http://www.co.umatilla.or.us/planning/pdf/Umatilla_County_TSP_June_02.pdf</a> Appendices and TSP figures: <a href="http://www.co.umatilla.or.us/planning/Planning_Documentss.html">http://www.co.umatilla.or.us/planning/Planning_Documentss.html</a>
Hermiston-Umatilla Highway 395 Land Use / Transportation Plan (1995)	<a href="http://www.oregon.gov/ODOT/Planning/TPOD/facility_plan/corridor/US_395_umatilla_to_hermiston_corridor_plan_land_1995.pdf">http://www.oregon.gov/ODOT/Planning/TPOD/facility_plan/corridor/US_395_umatilla_to_hermiston_corridor_plan_land_1995.pdf</a>
Highway 395 North Corridor Plan (2000)	<a href="Background_Docs\US_395_North_Corridor_Plan_-_Vols._II_&amp;_III_2000.pdf">Background_Docs\US_395_North_Corridor_Plan_-_Vols._II_&amp;_III_2000.pdf</a>
Highway 395 North Economic Development / Planning Study (2015)	<a href="http://www.co.umatilla.or.us/planning/pdf/395%20North%20Report%20%28Final%202-25-15%29.pdf">http://www.co.umatilla.or.us/planning/pdf/395%20North%20Report%20%28Final%202-25-15%29.pdf</a>
Umatilla County Development Code (Revised, 2016)	<a href="http://www.co.umatilla.or.us/planning/pdf/Umatilla_County_Development_Code.pdf">http://www.co.umatilla.or.us/planning/pdf/Umatilla_County_Development_Code.pdf</a>
Umatilla County Zoning Ordinance (Old 1972 code)	<a href="http://www.co.umatilla.or.us/planning/pdf/1972_Umatilla_Zoning_Code_Reformatted.pdf">http://www.co.umatilla.or.us/planning/pdf/1972_Umatilla_Zoning_Code_Reformatted.pdf</a>

*Figure 1: Project Study Area*



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## DOCUMENT SUMMARY

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### Umatilla County Comprehensive Plan (1983, Amended)

The Umatilla County Comprehensive Plan contains policies that are intended to guide growth and development over a long-range (20-year) planning horizon. These policies are based on the specific qualities and characteristics of the county and reflect local plans and needs for future improvements. The comprehensive plan reflects and is intended to be consistent with the Statewide Planning Goals.

The Comprehensive Plan describes the County's 1993 goal exception to allow non-resource uses on certain rural lands; areas along Highway 395, between the north Urban Growth Boundary of Hermiston and the south Urban Growth Boundary of Umatilla are designated as Retail, Service, Commercial (RSC) and Light Industrial (LI). The 2004 Goal Exception to Goal 14 (Urbanization) documented that the "development patterns in the Highway 395 area demonstrate that the lands within that area are already developed at or else are irrevocably committed to urban levels of development in satisfaction of OAR 660-014-0030."<sup>2</sup>

The RSC Zone is described as unique due to its proximity to local and regional markets, being located between the cities of Hermiston and Umatilla and within a 30-minute drive of the Tri-Cities in Washington State. The LI Zone is described as accommodating the businesses that support, build, repair, transport product, inventory parts, design, engineer, and install processing/ manufacturing lines for the industrial development in western Umatilla County.

Chapter 12, Economy of the County, articulates the County's goals for economic development and job creation. Policies that are the most relevant to employment and land development in the Highway 395 Corridor are as follows:

*Chapter 12: Economy of the County*

*3. To encourage industrial diversification, modify from pre-designated industrial areas as appropriate.*

*5. In close proximity to cities, yet outside of urbanizable areas, limit commercial development to those areas that meet the requirements of Goal 2 and ORS 197.732 for an exception in resource areas. Commercial development shall also be limited to land demanding activities that require few public services.*

These economy-related policies indicate the need for flexibility in designating employment lands in order to meet the County's industrial needs, while at the same time recognizing the need to limit commercial activities near urban areas. Policy 5 recognizes the pressure to urbanize land in close proximity to cities. It is consistent with the county's policies protecting resource lands, stating only those lands that meet the requirements of a goal exception will be considered for commercial

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<sup>2</sup> Umatilla County Comprehensive Plan, Revision Date: June 7, 2017, page 18-354

development. In addition, commercial development must be limited to those uses that put the least demand on public services.

The following transportation policies will also need to be considered during this planning project:

*Chapter 15: Transportation*

*1. The Transportation System Plan (TSP) is an element of this Comprehensive Plan and identifies the general location of transportation improvements, changes in specific alignment of proposed County Road and highway projects that will be permitted without plan amendment.*

*5A. New development proposals will be reviewed for consistency with the County and Cities' Transportation System Plans.*

*5B. County shall protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.*

*7. 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 (see OAR 734.051). ODOT will be provided notice of land use applications and development permits that have access or frontage onto State Highways.*

*26. Umatilla County shall encourage the development of bikeways and pedestrian accessways to existing and potential activity centers.*

Recommendations to modify zoning along the corridor within the study area, or to change the development requirements for properties within the study area, will need to be consistent with the adopted Comprehensive Plan policies or will need to be accompanied by proposed changes to existing policy. The policies are generally consistent with the stated goals of the project, which are to support multi-modal transportation, adopt access management standards that ensure a safe and efficient highway, and to align land use regulations to protect and enhance the local transportation system.

## **Umatilla County Transportation System Plan (2002)**

The Umatilla County TSP guides the management of existing transportation facilities and the design and implementation of future facilities in Umatilla County for the next 20 years. This TSP constitutes the transportation element of the county's Comprehensive Plan and satisfies the requirements of the Oregon Transportation Planning Rule (TPR) (OAR 660-12-045). It identifies transportation projects for implementation under the Umatilla County Capital Improvement Program (CIP) and inclusion in the Oregon Department of Transportation (ODOT) Statewide Transportation Improvement Program (STIP).

The TSP also acknowledges past planning efforts for the Highway 395 corridor, including the 1997 US Highway 395 North (Umatilla-Stanfield) Draft Corridor Strategy and the US 395 North Corridor Plan that succeeded it.<sup>3</sup> These documents are addressed later in this memorandum.

Among the goals and objectives in the adopted TSP that are most relevant to the study area are those that address transportation mobility, access, and the relationship between transportation and planned land uses. Those goals and objectives are found in Chapter 2 of the TSP and are included below.

#### *Goal 1*

*Preserve the function, capacity, level of service, and safety of the local streets, county roads, and state highways.*

#### *Objectives*

*Develop access management standards.*

*Develop alternative, parallel routes.*

*Promote alternative modes of transportation.*

*Promote transportation demand management programs.*

*Promote transportation system management.*

*Develop procedures to minimize impacts to and protect transportation facilities, corridors, or sites during the development review process.*

#### *Goal 2*

*Ensure that the road system within the county is adequate to meet public needs, including those of the transportation disadvantaged.*

#### *Objectives*

*A. Develop a countywide transportation plan.*

*B. Meet identified maintenance level of service standards on the county and state highway systems.*

*C. Evaluate the transportation needs and land use characteristics of the unincorporated communities within the county to ensure adequate mobility for these areas.*

*D. Develop and adhere to a 20-year road program for maintenance and improvement of the existing county road system (including bridges).*

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<sup>3</sup> See US 395 Corridor Strategies section, Umatilla County Transportation System Plan 2002, p. 1-6

- E. Review and revise, if necessary, road cross-section standards for local, collector, and arterial roads to enhance safety and mobility.*
- F. Work with ODOT to develop access management strategies for Highways US 395, US 730, OR 11, OR 37, OR 74, OR 204, OR 207, OR 244, and Highways 332, 334, 335, and 339.*
- G. Evaluate the need for traffic control devices, particularly along the highways.*
- H. Evaluate areas where safety is a concern.*
- I. Use the development review process to protect future right of way and to ensure roadway improvements are provided in a timely manner and are constructed to county standards.*

### *Goal 3*

*Improve coordination among the cities of Umatilla County, the Oregon Department of Transportation (ODOT), the US Forest Service (USFS), the Federal Highway Administration (FHWA), and the county.*

#### *Objectives*

- B. Cooperate with ODOT in the implementation of the Statewide Transportation Improvement Program (STIP).*
- D. Take advantage of federal and state highway funding programs.*

### *Goal 4*

*Increase the use of alternative modes of transportation (walking, bicycling, and public transportation) through improved access, safety, and service.*

#### *Objectives*

- B. Provide sidewalks or shoulders and safe crossings on collectors and arterials.*
- D. Seek Transportation and Growth Management (TGM) and other funding for projects evaluating and improving the environment for alternative modes of transportation.*

The TSP identifies county transportation needs over a 20-year planning horizon; future needs were identified for the forecast year 2018. The TSP's road system plan outlines a series of roadway and bridge improvements recommended for construction within Umatilla County over the planning horizon. The plan includes all county-specified projects recommended for implementation in Chapter 6 (Improvement Options). The Road System Plan also includes other projects recommended for implementation in other completed city TSPs and corridor plans, including the US 395 North Corridor Plan. Table 7-6 lists roadway improvements in the western part of the county. The list includes intersection improvements on Highway 395 at Bensel Road, Joy Lane, and Baggett

Lane.<sup>4</sup> Another relevant project, listed in the Pedestrian System Plan, calls for installing sidewalks on Bensel Road, from Umatilla River Road to US 395 (Project No. 55).<sup>5</sup>

The TSP's Transportation Demand Management section underscores the County's commitment to enhance opportunities for travel by modes other than the automobile. This section notes the US 395 North Corridor Plan's recommendation to develop a Transportation Management Association (TMA). The TMA would consist of representatives from businesses along the US 395 corridor, from I-84 to US 730. The purpose of the association is to increase public involvement to improve mobility through the corridor by identifying, evaluating, and ultimately implementing TDM strategies that encourage alternative means of travel other than the automobiles.

This code assistance project will explore access management standards within the project area, taking into account future planned parallel road networks. The TSP's Access Management section articulates the County's interest in enhancing safety and mobility by limiting the number of potential conflict points between vehicles entering and exiting driveways and through-vehicles on the arterial roads. Other techniques listed in the TSP include shared access points between adjacent properties, providing access via collector or local roads, and constructing frontage roads to separate local traffic from through traffic.

Table 7-5, Recommended Access Management Standards, describes "recommended general access management guidelines" by roadway functional classification.<sup>6</sup> Highways function as the County's arterials and Table 7-5 defers to the Oregon Highway Plan for access management standards on Highway 395.<sup>7</sup> Private driveway spacing on Punkin Center Road, the only major collector in the study area, is 500 feet. This minimum driveway spacing standard is lower than the ODOT standards that apply to Highway 395.<sup>8</sup>

## **Hermiston-Umatilla Highway 395 Land Use / Transportation Plan (1995)**

The Hermiston-Umatilla Highway 395 Land Use / Transportation Plan addressed needed improvements to Highway 395 between US 730 and Feedville Road. Goals of the plan centered on enhancing safety through traffic and access control treatments and improving local multi-modal circulation. Objectives included ensuring that Highway 395 provides a viable transportation

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<sup>4</sup> Projects 29, 30 and 31 in Table 7-6 Roadway Improvement and Bridge Replacement Projects – Transportation District 1 (Western County), Umatilla County Transportation System Plan 2002, p. 7-16. These projects are footnoted as recommended in the US 395 North Corridor Plan.

<sup>5</sup> Umatilla County Transportation System Plan 2002, p. 7-23

<sup>6</sup> Umatilla County Transportation System Plan 2002, p. 7-8

<sup>7</sup> Highway 395 is categorized as having Statewide importance and should operate at a v/c ratio of 0.70 or better in rural areas. Access management standards are in Oregon Highway Plan Table 14: Access Management Spacing Standards for Statewide Highways with Annual Average Daily Traffic (AADT) of More Than 5,000 Vehicles. Table Note 5 specifies that public road connections are preferred over private driveways; however, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 150 feet.

<sup>8</sup> See Table 7-2, Functional Classification of Roads in Umatilla County, Umatilla County Transportation System Plan 2002, p. 7-3. There are no minor collectors in the study area.

alternative to Interstate 82 and furthering better urban design and economic development on the corridor.<sup>9</sup>

The plan documents existing and future (2015) conditions and provides recommended access management policies and land use ordinance modifications in anticipation of a Highway 395 Overlay Zone. Under Recommended Transportation Improvements, Bensel Road, Bagget Lane, and Punkin Center Lane are all identified as needing to be developed or improved to provide important east-west connectivity in the study area and access to routes paralleling the highway.<sup>10</sup> The Circulation Plan and Functional Classifications describe the layout of key east-west roads (Bensel Road, Baggett Lane, and Punkin Center Road) and north-south (Sunshine Lane, Sagebrush Road) roads through the study area at one-mile spacing. The plan recommends utilizing existing right-of-way to develop a collector system at one-mile intervals along Highway 395 as land develops in the area. This spacing allows for the installation of traffic signals at the intersections of Bowdin Lane, Bensel Road, Bagget Lane, and Punkin Center Road (now complete) and, after further development within the area, at Klaus Road and Joy Lane.<sup>11</sup>

The Land Use / Transportation Plan also includes a Bikeway Plan. The Bikeway Plan identifies continuous east-west and north-south routes to provide safe and efficient bicycle transportation within the corridor. This includes a bike path/lane on Punkin Center Road and Highway 395 and a posted route (shared roadway) designation on Bensel Road. A bike path/lane route is described as either an exclusive 5- to 6-foot paved bike lane adjacent to the vehicular travel lanes or a separate pathway that is restricted for bicycle/pedestrian or bike only traffic. A posted bike route typically has no dedicated bike lanes or path but should maintain 14-foot outside travel lanes for joint vehicular/bicycle use.

The Hermiston-Umatilla Highway 395 Land Use / Transportation Plan includes access management strategies for consolidating access points over time and bringing the corridor into greater compliance with the OHP standards.<sup>12</sup> The Review Policy and Procedure section provides guidance to land use permitting authorities along the corridor. It includes a list of information jurisdictions should require for preliminary site plan review related to the proposed location of access points and

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<sup>9</sup> See Study Goals, Hermiston-Umatilla Highway 395 Land Use / Transportation Plan, p. 5.

<sup>10</sup> Hermiston-Umatilla Highway 395 Land Use / Transportation Plan, p. 31

<sup>11</sup> Hermiston-Umatilla Highway 395 Land Use / Transportation Plan, p. 40

<sup>12</sup> See Future Land Use Actions and Review Policy, Hermiston-Umatilla Highway 395 Land Use / Transportation Plan, p. 51-54. Note that the 1999 Oregon Highway Plan (OHP) establishes mobility standards for the state highway system. The Access Management Plan in the Hermiston-Umatilla Highway 395 Land Use / Transportation Plan is based on the classification of Highway 395 as a Regional Highway. The highway is currently categorized as having Statewide importance and is governed by Table 14 in the Oregon Highway Plan. The 2000 US 395 North Corridor Plan includes Objective C3.1 "Support the reclassification of the highway level of importance category as envisioned in the Oregon Highway Plan Update. The 2004 County TSP identifies Highway 395 as a highway of Statewide importance (see Umatilla County Transportation System Plan 2002, p. 4-4.)

trip generation. This section also includes a series of questions to help evaluate the adequacy of the transportation system to support proposed subdivisions and proposals subject to site plan review.<sup>13</sup>

The Land Use / Transportation Plan also identifies new or improved parallel and intersecting transportation facilities that could help reduce the reliance on Highway 395 for local traffic circulation. The list includes the Sagebrush-Fourth Street Extension, a parallel north-south route that could serve the expanding residential areas along Theater Lane and the Umatilla County Rural Exception Area between Punkin Center Road and Bensel Road. As described in the plan, this route will provide separate pedestrian and bicycle facilities to ensure safe travel for school children to/from the residential areas and the schools in downtown Hermiston. East-west routes in the current Code Assistance project's study area include the multi-modal Punkin Center Road, Bensel Road as a posted bike route, and Baggett Road and Joy Lane, the reconstruction of which is expected to be predicated on the development of the Umatilla County Rural Exception Area.

The Plan recommends that the County adopt an overlay ordinance and provides sample code language to maintain the State's access management requirements for Highway 395 and to develop a standard for access onto County roadways.<sup>14</sup>

## Highway 395 North Corridor Plan (2000)

The Highway 395 North Corridor Plan (Corridor Plan) addresses a section of US 395 extending from the city of Echo (south of I-84) to US 730 in the city of Umatilla. Building on the 1997 Highway 395 North (Umatilla-Stanfield) Draft Corridor Strategy, the plan includes transportation system improvement projects and an access management plan for the entire US 395 north corridor. The Corridor Plan (Volume 1) includes an overview of existing and future conditions on the corridor, specific management objectives for all the issues identified in the Plan, and solutions for each objective.

Key findings<sup>15</sup> with specific relevancy to the Code Assistance project include:

- *Sidewalks on both sides of US 395 are concentrated in urbanized portions of Hermiston and Stanfield. US 395 is a barrier to safe pedestrian crossings.*
- *US 395 is generally not suitable for bicycle travel due to high traffic volumes and four-foot shoulders throughout the corridor.*
- *Proximity of the corridor to a major freight rail hub is expected to attract development served by rail freight. There is adequate rail capacity to increase the frequency of trains that travel north through the corridor to the Port of Umatilla.*

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<sup>13</sup> See Future Land Use Actions and Review Policy, Hermiston-Umatilla Highway 395 Land Use / Transportation Plan, p. 55-57

<sup>14</sup> See Sample Language for the Highway 395 Access Management Overlay Zone, Hermiston-Umatilla Highway 395 Land Use / Transportation Plan, p. 57-72.

<sup>15</sup> See Executive Summary, Highway 395 North Corridor Plan, p. E.S. 2.

- *Investment in management techniques, such as driveway consolidation, traffic signalization, and parallel route improvements, for US 395 have a more beneficial impact on congestion, travel time and safety than geometric or capacity improvements.*
- *Extensive vacant land that is zoned for commercial and industrial development exists along the corridor.*
- *Robust job growth is occurring in the corridor, which is stabilizing the existing agricultural-based economy.*

Based in part on these findings, the Corridor Plan outlines recommendations under three key management themes: Enhance Travel Safety, Manage Access, and Promote Alternative Modes.<sup>16</sup> The following objectives are highlighted under Promote Alternative Modes: safe pedestrian crossings and development of multi-use paths and other pedestrian and bicycle; expand and enhance transit service in the Corridor through coordination of transit providers; and transportation demand management managed through the establishment of employee-based rideshare programs.<sup>17</sup>

Key to the Manage Access theme is applying the OHP policies and spacing standards. This is captured in the following Corridor Objective: “Apply 1999 ODOT access management policy to identify locations for new local road and driveway connections to accommodate adjacent land uses (G 1.1).”<sup>18</sup> Other congestion management objectives include traffic signal synchronization (C1.2), consolidating/relocating/altering existing private driveway access (C1.4), and supporting cross-access easements (C1.5).

Corridor Objectives also speak to the need to balance economic development aims with mobility, including:

*H1. 1 Manage access to the highway to balance economic viability of adjacent commercial properties and undeveloped parcels with the operational integrity of the highway.*

*H1.2 Identify parallel roads and local connections to new development adjacent to the highway to provide appropriate routes for local traffic and preserve capacity on US 395 North for through traffic.*<sup>19</sup>

Chapter IV provides detail on implementing the objectives, including a matrix of solutions for each objective, a prioritized list of all the solutions, and maps showing the location of all the solutions in

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<sup>16</sup> See Overall Management Direction, Highway 395 North Corridor Plan, p. III.1.

<sup>17</sup> See Subsection 2.3 Promote Alternative Modes, Highway 395 North Corridor Plan, p. III.3. Also Corridor Plan Objectives related to pedestrian crossing at Punkin Center Road (A.3.2), bike access “north to Highway 730” (A2.3), transit (A1.1, A1.2), and TDM (C4.2).

<sup>18</sup> See Corridor Plan Objectives, Highway 395 North Corridor Plan, p. III.6.

<sup>19</sup> See Corridor Plan Objectives, Highway 395 North Corridor Plan, p. III.9.

the Corridor. “Strategic” projects include intersection improvements at Bensel Road, Bagget Road, and Joy Lane.<sup>20</sup> Projects identified as Strategic would be expected to be funded if the funding levels available at the time of plan adoption were increased or new revenue sources were developed. Other improvements in the project study area include sidewalks on Bensel Road from the Umatilla River to Highway 395 (Project 48 on the Unconstrained list) and a modernization project to reconstruct and pave Bensel Road from N. Ott to Highway 395 (Project 48 on the Unconstrained list). This project has been partially implemented, with paving completed on Bensel Road from US 395 to Sagebrush Road. The Corridor Plan Supporting Document (Volume 2) includes specific location mapping for each project, as well as Traffic Conditions and Access Spacing maps.

### **Highway 395 North Economic Development / Planning Study (2015)**

The goal of the Highway 395 North Economic Development / Planning Study (Study) is to “evaluate, project, enhance and revitalize property values and development potential along the highway corridor.”<sup>21</sup> The Study summarizes existing conditions in an area along Highway 395, between the cities of Hermiston and Umatilla, which is the same study area for the Code Assistance project (Figure 1). This “Information Baseline” (Section II), includes property ownership, a business and employment profile, roadway inventory, and an evaluation of the type and market value of employment land along the corridor. A series of stakeholder interviews were conducted to inform the Study, the summary of which is organized under “Strengths and Weaknesses.”<sup>22</sup> Strengths include location (proximity to Tri-Cities and Hermiston, highway visibility), availability of large sites, and lower taxes. Barriers to development include lack of municipal water and sewer, poor internal street networks, and inflexible zoning. Identified opportunities that resulted from these insights include the following that have particular relevancy for the Code Assistance project:

- *Longer term potential for added dining, lodging and large footprint retail center uses – if required utility and transportation infrastructure can be provided*
- *Reduced speeds, selective signalization, landscaping, sidewalk extensions, and/or lighting on 395 North*
- *Creation of an internal paved road network for east-west and north-south streets on both sides of 395*
- *Facade improvements and reduced front yard storage for businesses directly fronting 395*

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<sup>20</sup> Projects 7, 8 and 9, Strategic Funding Project Matrix, Chapter IV. Corridor Mapping and Decision Details, Highway 395 North Corridor Plan. Improvements include traffic signals and geometric improvements (curb returns, sidewalks, and repaving approaches. Of the three intersections, only Bagget Road has been improved with curb and sidewalk. None of the intersections are signalized.

<sup>21</sup> 395 North Introduction, Highway 395 North Economic Development / Planning Study, p.1.

<sup>22</sup> Highway 395 North Economic Development / Planning Study, p.14.

Specific actions that are important to encourage property reinvestment, business expansion, and new development are listed under the “Tool Box” heading.<sup>23</sup> Action items that will be revisited as part of the current planning project include:

- *Need for direct involvement with ODOT both with respect to safety and landscaping/beautification improvements extended north in segments or along the full length of the 395 North corridor to Bensel Road (and possibly eventually to SR 730)*
- *Consideration of public/private roles, funding resources and priority streets for short/long-term improvement that would parallel 395 North (as with Kik Road or Sunshine Lane to the west of 395 or Sagebrush Road to the east), as well as for significant east-west streets (Joy Lane, Baggett Lane, Klaus Road, and Bensel Road)*
- *Expanding the vision beyond the district’s primary employment role to perhaps include parks or open space area that serves the community and improves area appeal*

The study explored three redevelopment scenarios for the future of the project area: A) maintain the status quo of low density development and no improvements to the image and safety of U.S. Highway 395 North; B) County and property owners partner to facilitate development and livability in the Project Area, consistent with its status as an exception area outside the urban growth boundary; and C) add the area to the urban growth boundaries of the cities of Hermiston and Umatilla and annex it into the cities.<sup>24</sup> The study’s recommendations are based on Scenario B, with the expectation that incorporation (Scenario C) would eventually occur.<sup>25</sup>

The Implementation Agenda includes short-, mid-, and long-term actions that are consistent with initially achieving Scenario B and transitioning to urban incorporation in the longer-term. Short-term (1-3 years) implementation items include preparing a highway corridor refinement plan and reviewing and revising policies and requirements related to re/development along the corridor. A Corridor refinement plan planning project is the purview of ODOT and, as previous plans before, would be developed in partnership with the County and the Cities of Umatilla and Hermiston. The Study identifies that it should include long-term right-of-way, access, signalization, and design standards, as well as potentially addresses sidewalk/pedestrian access, landscaping, speed and safety considerations. The current Code Assistance project is expected to reinforce specific highway-related recommendations from the Study but will be limited in modifying specific requirements related to the “public realm” of Highway 395. The specific focus of the current planning project is to implement the Study’s recommendation to develop design standards or form-

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<sup>23</sup> Highway 395 North Economic Development / Planning Study, p.16.

<sup>24</sup> III. Redevelopment Scenarios, Highway 395 North Economic Development / Planning Study, p.14.

<sup>25</sup> See Preferred Scenario, Highway 395 North Economic Development / Planning Study, p. 31.

based zoning for industrial and commercial uses, development requirements that pertain to the “private realm” along Highway 395. With the expectation that in the long term the study area will be included in the urban growth boundaries of the cities of Hermiston and Umatilla, the development code standards should help preserve the possibility for future infill once denser development is feasible. The Study recommended increasing the flexibility of use-based classifications to be more responsive to market needs, such as allowing a mix of uses on the same property or allowing for existing uses to transition over time. This project will execute the Study’s direction to explore ways to minimize the impacts of development while at the same time accommodating desired uses.<sup>26</sup>

### **Umatilla County Development Code (Revised, 2016)**

The County Development Code implements the land use and transportation policies contained within the County Comprehensive Plan and TSP. The county zoning designations within the study area are Retail/Service Commercial (RSC) and Light Industrial (LI). Allowed uses and standards applicable in these zones are contained in Sections 152.245-2.50 and 152.301-3.06 respectively. These sections have been reviewed for potential barriers or opportunities to implement the desired changes along the corridor in the study area. The outcome of this review is included later in this memorandum.

Section 152.018 in the Development Code includes access management and street connectivity standards;<sup>27</sup> recommendations related to multimodal connectivity within the study areas and connections to an across Highway 395 will need to be reviewed against current county code requirements. Also related to development in the area is Section 152.019, which details when a traffic impact analysis is required and the requirements for such an analysis. Pursuant to Section 152.751 of the code, any amendments to the code text or zoning map that result from this planning process must be consistent with the County Comprehensive Plan and Land Use Map.

### **Umatilla County Zoning Ordinance (Old 1972 code)**

The Zoning Ordinance is applicable in the urban growth areas of the cities in Umatilla County. Its provisions do not apply to the study area but are used within the Urban Growth Boundary (UGB) managed by the City of Umatilla, in areas north of the study area. In the future, portions of the study area may be included in the City of Umatilla UGB. For the purposes of this project, the recommended changes to the Umatilla County code that relate to the Study Area can be compared

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<sup>26</sup> Options explored in the Study to achieve this flexibility include form-based and performance zoning. However, the comparison of these methods to more traditional use-based (Euclidean) zoning indicates that neither are particularly well suited to the study area. Form-based zoning is noted as being more prevalent in areas with a clearly established character that is intended to be maintained. Both form- and performance-based methods are more time consuming to develop and to administer and potentially more complicated for the applicant. The current Code Assistance project will focus on context-sensitive land use and design standards specific to the U.S. Highway 395 North frontage to allow more flexibility in use.

<sup>27</sup>Note that Section 152.010, Access to Buildings; Private Driveways and Easements, specifically limits access points in commercial and industrial zones, access points to one every 200 feet.

to similar regulations for urban growth areas in order to ensure an appropriate balance of uses and level of design standards.

## DEVELOPMENT CODE EVALUATION

### Zoning Districts and Use Regulations

The study area includes two zoning districts: Retail/Service Commercial (RSC) and Light Industrial (LI). The purpose statements of each zone are summarized in Table 2 below.

Table 2: Zoning District Purpose Statements

Retail/Service Commercial	Light Industrial
<p>The RSC, Retail/Service Commercial, Zone is designed to provide areas outside of urban growth boundaries where specific commercial activities require larger sites than are available inside an urban growth boundary and provide for retail and service-oriented commercial activities to accommodate rural residences.</p>	<p>The LI Light Industrial Zone is designed to provide areas for industrial use that are less intensive than heavy industrial uses, and are less offensive to adjacent land uses, and are compatible with certain commercial uses. It is designed to help the county expand and diversify its economic base. The LI Zone is appropriate for areas near major transportation facilities which are generally suited for industry and include highways, railroads, and waterways.</p>

These purpose statements are generally consistent with the descriptions of the zones in the *Umatilla County Comprehensive Plan*. The boundaries of the zones generally reflect the market demand for commercial uses to be located on the highway corridor for visibility, while industrial zones are mostly located off the corridor (Figure 2). The RSC zone is only applied to properties within the study area, while the LI zone is also applied to an area near the junction of Interstate 82 (McNary Highway) and Interstate 84. Thus, any changes to the base zone LI regulations would also affect these properties.

The *Highway 395 North Economic Development/Planning Study* recommended revisions to existing use regulations to provide:

1. *Commercial use designation along the full frontage of the 395 North corridor between Punkin Center Road and Bensel Road.*
2. *Flexibility for light industrial as well as commercial use along the corridor subject to design and/or performance standards for improved on-site landscaping, less visible outdoor storage, and property maintenance/upkeep.*

3. *Continued allowance for heavier industrial uses for properties not fronting on 395 North including greater flexibility for outdoor storage, but with encouragement of improved property maintenance especially along street frontages.*<sup>28</sup>

These goals generally indicate a desire to reduce differences in use regulations between the LI zone and the RSC zone, providing greater flexibility for property owners to take advantage of economic opportunities. The goals also recognize the importance of improving and maintaining aesthetic standards in order to mitigate the visual impact of allowing for a wide range of uses, many of which may involve outdoor activities and storage.

Table 3 summarizes use regulations in the RSC and LI zones. The RSC zone generally allows for a wide range of commercial uses, and a limited set of industrial uses. Alternatively, the LI zone allows for a wide range of industrial uses—including some heavy manufacturing as a conditional use—and a limited set of commercial uses. The uses are generally consistent with the stated purpose of the zones; however, as identified by the Highway 395 Study, there may be opportunities to modify use regulations to better match market demand and achieve the goals of the project.

*Table 3: Use Regulations in the RSC and LI Zones*

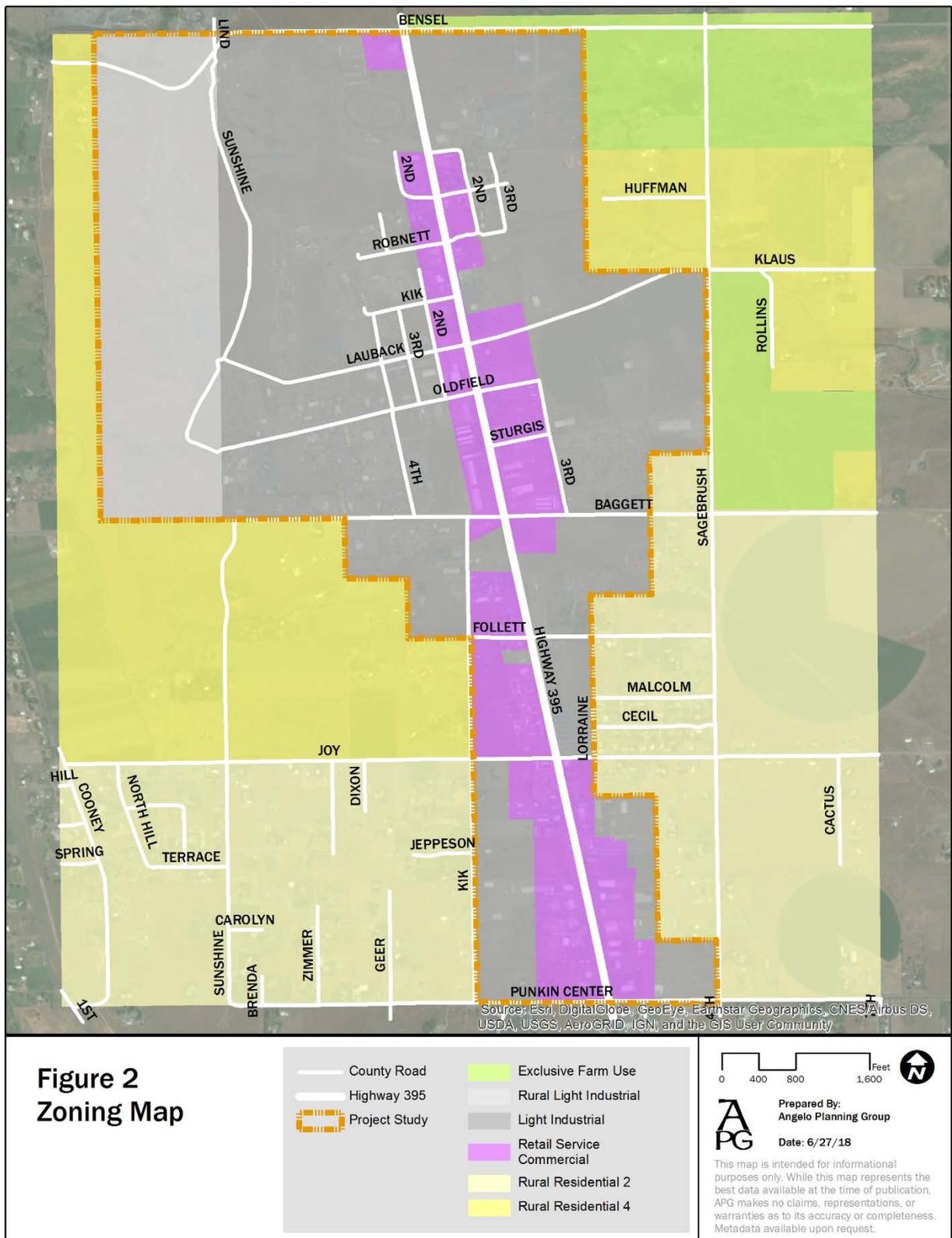
*P = Permitted; N = Not Permitted; C = Conditional*

Use	RSC	LI
<b>COMMERCIAL USES</b>		
Animal hospital or veterinary clinic	C	P
Automobile service station	P	C
Automobile, truck or motorcycle repair shop or parts store	P	N
Automobile, truck or motorcycle sales lot	P	N
Boarding, lodging or rooming house in conjunction with an industrial use	N	C
Commercial amusement establishment	C	C
Custom meat cutting, curing, and cold storage locker	P	P
Day care center	N	C
Drug paraphernalia store, adult book store, adult movie house	C	N
Eating or drinking establishment	P	N
Financial institution	P	N
Food store	P	N
Gift store	P	N
Green house or nursery	P	P
Information center	P	P
Mini-warehouses	C	P
Motel, hotel	P	N

<sup>28</sup> Highway 395 North Economic Development / Planning Study, p.37

Use	RSC	LI
Office building	P	P
Retail sales outlets	P	N
Service-oriented businesses	P	N
Sporting goods or bait shop	P	N
Tire repairing	C	P
<b>INDUSTRIAL USES</b>		
Automobile wrecking yard	N	C
Blacksmith or machine shop	P	P
Bottling works	P	P
Commercial gravel extraction and processing	N	C
Concrete block or pipe manufacturing	N	C
Concrete manufacturing plant	N	C
Contractor's equipment storage yard	N	P
Food products manufacturing	N	P
Grain elevator or flour mill	N	P
Hauling, freighting and trucking yard or terminal	N	P
Ice or cold storage plant	N	P
Junkyard	N	C
Major manufacturing, repairing, compounding, fabricating, assembling, processing, or storage	N	C
Manufacturing, compounding, assembling or treatment of products made from the following prepared materials: bond, cellophane, canvas, cloth, cork, feathers, felt, fiber, fur, glass, hair, horn, leather, paint (no boiling), paper, plastics, precious or semi-precious metals or stone, shell, textiles, tobacco, wood and yarns, but not including rendering plant	N	P
Plumbing or sheet metal shop	P	P
Sand or gravel storage yard	N	C
Truck sales, service, storage and maintenance	N	P
Welding shop	C	P
Wholesale businesses (no manufacturing)	P	P
Wood processing facilities	N	C
<b>INSTITUTIONAL USES</b>		
Public or semi-public uses	P	C
Utility facility	C	C
<b>RESIDENTIAL USES</b>		
Accessory dwelling	C	C
Mobile home park, travel trailer	C	C

Figure 2: Zoning Map



This analysis highlights four potential approaches to revise use regulation to provide more flexibility for development. The amendments are not discrete alternatives; the project may include a combination of each approach.

- 1. Rezone LI properties with frontage on Highway 395 to RSC.** This would allow for additional properties on the corridor to capitalize on the advantage of a highly visible location. This change would impact approximately 16 of the 51 properties that have frontage on the corridor (31%). This project should explore the potential scope of this zone change: which properties are suited for commercial uses? Additionally, the impacts of the change need to be closely evaluated, including the impact on the overall supply of industrial land in the County, the impact on the local transportation system, and the number of uses that would become non-conforming as a result of the change. This zone change would require a transportation analysis in order to demonstrate compliance with the Transportation Planning Rule (TPR).
- 2. Allow a wider range of commercial uses in the LI zone.** Properties zoned LI located off the corridor may still be suitable for commercial uses that are currently prohibited or require a conditional use permit. Expanding the permitted uses in the LI zone is another approach to providing more flexibility for development. The specific types of commercial uses that are suitable for the LI zone should be informed by stakeholder and community engagement and be suitable for a rural industrial area with limited public services. These amendments may also trigger the requirement to demonstrate TPR compliance. These amendments would also apply to other properties zoned LI in the County; therefore, the uses would also not to be suitable for those areas, or the amendments would need to be written to apply only to properties in the study area or properties that front Highway 395. If an overlay zone is developed for the study area, these use regulations can be included in that zone in order to limit applicability to the study area.
- 3. Allow wider range of industrial uses in the RSC zone.** Some industrial uses may be suitable for sites with frontage on the highway corridor, particularly sites that mix industrial uses with retail sales, service, or office uses. The specific types of industrial uses should be informed by stakeholder and community engagement. As industrial uses are more likely to include outdoor storage or activity, new or revised design standards—particularly screening and landscaping—should be paired with this allowance.
- 4. Create an overlay zone that modifies use regulations.** Rezoning properties or amending the use regulations of the base zones may impact more properties than is necessary or desired. An alternative approach is to create an overlay zone that only covers the properties that need more flexible use regulations. The overlay zone could modify the use regulations of the base zone. The boundary would likely be drawn to encompass properties that front the Highway 395 corridor and would include properties zoned both RSC and LI. The boundaries of the overlay zone could be designed specifically to apply to only those properties where changes are desired.

## Lot and Development Standards

Table 4 summarizes the lot and development standards that apply in the RSC and LI zones. The standards are largely the same in both zones, except for the minimum street frontage standard, which is smaller in the RSC zone. The minimum lot size in both zones is relatively large compared to urbanized commercial and industrial areas. The rationale for the large minimum lot size requirement is to ensure sufficient area for a septic system, as the County does not provide sewer service in the study area. Development on smaller lots may be permitted if the applicant can demonstrate that a septic system can be developed on the smaller lot area. Given County and state policies pertaining to orderly urbanization and adequate provision of urban services, this minimum lot size standard is not recommended to be modified as part of this project. However, this project will explore building siting standards that can facilitate future lot division if the area is brought into the UGB (see Building Orientation section below).

The minimum setback requirements are relatively large but are unlikely to constrain development given the minimum lot size of one acre. However, the minimum front setback requirement of 20 feet—and 40 feet if parking areas are located in front of the building—may be unnecessarily large. A smaller front setback would allow for and encourage parking lots to be sited to the side and rear of buildings, which has the following benefits:

- Creates a more interesting and comfortable experience for pedestrians on the street.
- Reduces the sense of “visual clutter” that is created by the presence of parking lots, outdoor storage areas, fencing, and signs, which dominate the view from the highway.
- Increases visibility of commercial uses and may reduce the need for standalone signs (signs could be mounted on buildings and still be visible from the street).

Table 4: Lot and Development Standards

Standard	RSC	LI
<i>Minimum lot size*</i>	One acre	One acre
<i>Minimum lot width</i>	100 feet	100 feet
<i>Minimum street frontage</i>	5 feet	25 feet
<i>Minimum setbacks</i>		
- <i>Front</i>	20 feet 40 feet if parking in front yard	20 feet 40 feet if parking in front yard
- <i>Side</i>	10 feet 20 feet if abutting residential	10 feet 20 feet if abutting residential
- <i>Rear</i>	20 feet	20 feet
* May be reduced with DEQ approval that a subsurface disposal system can be located on less than one acre		

## Building Orientation

Outside of the minimum setback requirements, the Umatilla County Development Code does not regulate the placement and orientation of buildings on a site. Building orientation can have a significant impact on both the aesthetic appeal of a development and the function of pedestrian and bicycle access and circulation. Buildings that are placed closer to the street—and with entrances that face the street—are safer and more convenient to access for people arriving on foot or bike. Buildings can also be more visually interesting and attractive than parking and storage areas. Ensuring these uses are behind or to the side of the building allows the focus to be on building architecture, which can present a coherent visual composition, convey a sense of permanence and order, and contribute to a distinctive sense of place. Lastly, placing buildings close to the street has potential to slow traffic speeds, as the presence of the buildings increases the perception of risk for drivers and provides more opportunities to notice the surroundings (this effect is known as “visual friction”).

Most buildings on the Highway 395 corridor are set back at least 35 feet from the street, and many are set back up to 120 feet (Figure 3). Given the high speed and volume of traffic on the highway, placing a building too close to the street may not be desirable due to noise and vibration impacts. However, there may be sites where placing the building within 10 or 15 feet from the street is appropriate and should be allowed and encouraged. Reducing the minimum front setback, as identified above, would facilitate this outcome.

*Figure 3: Examples of Existing Building Orientation*



Figure 4: Examples of Pedestrian-Friendly Buildings in Commercial/Industrial Areas



If the project stakeholders and community believe that placing future buildings and additions closer to the highway is a high priority, then building orientation standards may be appropriate. There are two types of building orientation standards that may be considered:

1. **Maximum front setback (or “build-to-line”).** A maximum setback line requires buildings to be placed no greater than a set distance from the street. The standard is commonly applied to a portion of the front elevation of the building (such as 50%-75%), allowing for a portion of the building to be setback at a greater distance. Maximum setbacks are typically applied on traditional storefront shopping streets, where buildings historically fronted the sidewalk. A maximum setback could also be applied to limit the amount of parking area between the building and the street. For example, a maximum setback of 40 to 60 feet could limit parking to one or two rows parallel to the street.
2. **Prohibition on parking between the building and the street.** Alternatively, a standard could be adopted that prohibits parking from being located between the building and the street in general. In most situations, this will lead to buildings being placed relatively close to the street so as to conserve land on the site. The space between the street and the building could be used for landscaping, courtyards or plazas, or perhaps outdoor merchandise display. The applicability of this standard to auto sales uses—which are prominent on the corridor—would need to be clearly defined. Any new building orientation standard would depart significantly from the existing development pattern on Highway 395; thus, the applicability of the standard to additions and renovations would need to be clearly defined.

Building siting and orientation standards may also facilitate future lot division should this area be brought into either UGB of the City of Hermiston or City of Umatilla. Inclusion in the UGB would allow for urban services in the area, which in turn could enable smaller lot sizes.<sup>29</sup> Building siting standards would encourage or require new buildings to be placed so that legal and functional lots

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<sup>29</sup> In particular, sewer systems would replace on-site septic systems.

could be created on the remainder of the site. This project should explore if this is an appropriate time to adopt these standards based on the likelihood of future urbanization.

### Building Design

The Umatilla County Development Code does not include building design standards. There are a range of building design standards that may be appropriate for the study area, and each can be tailored to the development economics and design goals for the area. These potential building standards are summarized and evaluated in Table 5. These standards could be implemented in the base zones in the study area or could be part of an overlay zone that applies only to a part of the study area. A set of the design standards could be required for all development or the standards could be treated as a menu of options, with a requirement that each development incorporate a minimum number of design features. The standards could also be assigned points and a minimum total point score be required – this would allow for flexibility in meeting the requirement while providing the County the option to encourage certain features by assigning them more points. Such a menu may also include landscape or site design features, as described below.

Figure 5: Examples of Existing Building Design



Table 5: Evaluation of Potential Building Design Standards

Standard	Description	Evaluation
<i>Articulation</i>	Ensures variety in building facades and avoids blank walls by requiring “breaks” in the wall plane of the building (recesses or extensions) at a minimum distance and minimum depth. Can be met with many features: columns, recessed windows, awnings, etc.	This standard would reduce the visual impact of blank walls and create more visual interest. The standard can be designed to be relatively stringent to ensure a high degree of articulation or can be relatively flexible and designed to simply avoid blank walls. The standard is a good fit for industrial-style buildings that are large and often have few windows. It will need to be tailored to prominent building types on the corridor (such as corrugate metal, see Figure 5).

Standard	Description	Evaluation
<i>Base-Middle-Top Design</i>	<p>“Base-middle-top” design is a term used to describe building facades that clearly demarcate the base of building (usually from grade to 30 inches), middle, and the top (usually by a roof treatment such as a cornice). This is a traditional building form that creates an aesthetically pleasing composition.</p>	<p>The standard can be met in a number of ways, providing flexibility for developers, and usually results in a more attractive and complete building design. The standard can be written in a numeric and objective manner that defines the minimum dimensions of each zone (base, middle, and top). However, some discretion may be required in determining what constitutes a “change in material” or demarcation between the zones.</p>
<i>Window Area</i>	<p>Creates visual interest by requiring a minimum area or width of the building façade be composed of windows or glass doorways. Windows open up views into activity and merchandise and create more interesting facades.</p>	<p>This standard is most important on streets where buildings are placed close to the sidewalk and buildings are oriented to pedestrians. The standard is less effective when buildings are set back far from the street, as windows cannot effectively provide views into activity or merchandise at larger distances. If building orientation standards are adopted that require buildings be placed relatively close to the street, then window area standards would make sense. Otherwise, a general articulation standard may be more effective.</p>
<i>Weather Protection</i>	<p>Requires weather protection (awnings, canopies, etc.) along a minimum portion of the façade of the building when adjacent to a sidewalk or internal walkway. Creates a more comfortable experience for pedestrians and visual interest.</p>	<p>The corridor lacks sidewalks in most locations and it is unlikely that new development fronts the sidewalk; thus, this standard would likely be limited to internal walkways adjacent to buildings. Weather protection has multiple benefits: pedestrian comfort and façade articulation. The standard can be written stringently to require it along most of the façade or more simply limited to above windows or entrances.</p>
<i>Entry Design</i>	<p>Creates a welcoming environment and a sense of transition from public to private by architecturally emphasizing the main entrance to the building. Can be met with multiple features: recessed doorway, canopies, transom windows, light fixtures, pilasters or columns that frame the doorway, etc.</p>	<p>This type of standard is not difficult to meet, as most commercial buildings are designed to emphasize the location of the main entrance for customer convenience. The standard also provides variety in the building façade. The standard should be tailored to the prominent building types on the corridor. The standard should be written to ensure sufficient emphasis of the main entrance while maintaining simplicity of administration.</p>

Standard	Description	Evaluation
<i>Materials</i>	Exterior material standards limit the use of undesirable materials and encourage or require the use of more desirable materials. The standards are typically written to define materials as “primary” and “secondary”. There is no limit to primary materials, and secondary materials are limited to a maximum percent of the area of the façade.	Material standards are a direct and effective way to prevent buildings that look unfinished, temporary, or monotonous. The standards often prohibit or limit the use of corrugate metal, which is widely used on buildings in the corridor today. The list of materials that are limited or prohibited should be informed by stakeholder and community outreach and sensitive to the development economics of the area. A flexible approach may be to require a high-quality base material (stone, brick, etc.) that is differentiated from the rest of the elevation, but not prohibit any specific materials on the rest of the elevation.

### Landscaping Standards

The Umatilla County Development Code does not establish any landscape design standards. Landscape design standards are essential to creating aesthetically appealing and pedestrian-friendly development, particularly in areas of low density development where paved and open areas account for most of the streetscape (see Figure 6). Landscaping is also important—particularly trees—to create shade on a site and reduce “heat island” effects that are caused by wide areas of impervious surface. Increasing tree and vegetation cover lowers surface and air temperatures by providing shade and cooling through evapotranspiration. As with building design standards, there are multiple types of landscape standards that work together to ensure a complete and varied landscape design. These standards are summarized and evaluated in Table 6.

Figure 6: Examples of Existing Landscape Conditions



Figure 7: Examples of Effective Landscape Design



Table 6: Evaluation of Potential Landscape Design Standards

Standard	Description	Evaluation
<i>Landscape Area</i>	Landscape area standards define the minimum area(s) of the site that must be landscaped. The standard may apply to all areas of the site not covered by building or pavement, a minimum percentage of the area of the site, or both.	Given the large size of most properties in the study area, the minimum landscape area will need to be sensitive to costs of providing landscaping. However, a general standard that landscaping must be provided in all areas not covered by building or pavement may encourage paving areas that could otherwise be landscaped, in order to save costs. A minimum area standard could be targeted to areas that are most visible from the highway, such as “15 percent of the area within 60 feet of the front lot line”.
<i>Planting Standards</i>	Planting standards primarily define the acceptable species, size, and spacing of landscape plantings, including ground cover, trees, and shrubs. The standards may also address irrigation, erosion control, preservation of existing trees, and other landscape concerns.	Minimum planting standards are essential for ensuring that areas designated to meet the minimum landscape area requirement are planted with a sufficient density and variety of ground cover, shrubs, and trees to be aesthetically appealing. A critical standard is to set the minimum area where non-plant ground cover can be used (bark dust, rocks, etc.). The planting standards will need to account for both climate conditions and water availability in the study area.

Standard	Description	Evaluation
<i>Parking Lot Landscaping</i>	Parking lot landscaping standards establish standards for minimizing the visual impact of large parking lot areas. The standards typically address the interior of the parking lot by requiring landscape islands or a minimum landscape area. A separate standard is defined for the perimeter of the parking lot, where one function of the landscaping is to screen the street and abutting properties from the impact of headlights shining out.	Parking lots are a dominant feature of the streetscape along the corridor. Parking lot landscaping standards will have a significant impact on the aesthetics of the corridor. A critical question will be the applicability of the standard: will the standard apply to paved outdoor storage or merchandise display, including vehicle sales lots? As with the general planting standards, parking lot standards will need to account for climate conditions and water availability.

## Screening and Fence Standards

The Umatilla County Development code establishes basic standards for screening of outdoor uses and activities in the LI and RSC zones. The standards are part of the *Limitations on Uses* sections in the two zones.<sup>30</sup> These standards are summarized in Table 7. The standards require screening of outdoor storage and outdoor activities. Outdoor storage is defined as “the keeping in an unroofed area of any goods, junk, material, merchandise or vehicles in the same place for more than 24 hours.”<sup>31</sup> Off-street loading areas are required to be screened in the LI zone, but not in the RSC zone. Building mechanical equipment (utility vaults, air compressors, generators, antennae, etc.) are not required to be screened in either zone.

Table 7: Summary of Screening Standards

Screened Item	RSC	LI
Outdoor storage	Y	Y*
Outdoor industrial or commercial activity	N	Y
Off-street loading area	N	Y
Building mechanical equipment: ground-mounted	N	N
Building mechanical equipment: wall-mounted	N	N
Building mechanical equipment: roof-mounted	N	N
<i>Y = Screening required, N = No screening required</i>		
<i>* Exception provided for farm and forest products and equipment</i>		

The screening requirement does not address the design or method of screening (fences, walls, berms, landscape plantings, etc.). Given that unscreened outdoor storage areas are prominent on

<sup>30</sup> Section 152.248 in the RSC zone and Section 152.304 in the LI zone.

<sup>31</sup> Section 152.003, Definitions.

the corridor, much development of the corridor may pre-date this requirement (and is non-conforming) or the requirement has not been uniformly applied at either development review or as outdoor storage is added to a site where it was not proposed at the time of development (Figure 8). Additionally, some developments may have proposed chain link fencing as a form of screening.

Figure 8: Examples of Existing Outdoor Storage Uses



This review highlights an opportunity to better define and delineate screening requirements in the study area. There are two key objectives to address:

- **Refine the list of items that are required to be screened.** The current standard requires screening of outdoor storage areas, which includes outdoor display of merchandise. Many businesses in the study area currently display merchandise outdoors and likely find that this is an important marketing strategy for their business. It may be appropriate for the code to establish specific standards for screening of outdoor merchandise display. The standard may require a lower level of screening than outdoor storage or apply different standards to different types of merchandise (e.g. building materials vs. auto sales). Additional refinements may include screening of mechanical equipment and more clearly defining the types of outdoor work activities that are required to be screened.
- **Establish screening design standards.** The code does not define acceptable methods of screening. A more clear and objective approach set minimum standards (type, amount) and include varying levels of screening that would be applied differently based on the item to be screened. The standards would establish minimum requirements for both landscape screens and fence/wall screens. Landscape screening standards typically define the linear spacing and/or size of trees, height of shrubs, and amount of ground cover plants. Fence/wall screening standards define the height, materials, and the extent to which the fence is sight-obscuring.

## Lighting Standards

Umatilla County does not currently have standards for outdoor lighting. Lighting standards can both help to ensure sufficient illumination in areas where it enhances safety and comfort—parking lots, walkways, and building entrances—and can mitigate some of the negative impacts of outdoor

lighting, including glare, spillover on adjacent properties, and overall light pollution. Well-designed lighting may also enhance the attractiveness of a corridor from the view of passing drivers and business customers. Lighting standards can vary widely in complexity – some establish general and discretionary criteria while other standards are more prescriptive and technical. This project will explore the relative importance of lighting standards to achieving project goals, as well as the appropriate level of complexity. Generally, lighting standards should address the following outcomes:

- **Minimum illumination levels.** Lighting standards should address which areas of the site should be illuminated. Parking lots, walkways or other pedestrian areas, and building entrances are commonly required to be lit; specific minimum illumination levels may be established for each area.
- **Mitigation of glare, spillover, and light pollution.** A range of standards can be adopted to protect against the negative impacts of outdoor lighting. These standards may include maximum height of light poles and requirements that light fixtures be directed downward and have full cutoff and shielding.<sup>32</sup> The standards may be prescriptive, in that they regulate the features of the light fixture, or performance-oriented, in that they regulate the resulting light levels on the site.

## Sign Regulations

Umatilla County has established sign regulations that apply to properties in the study area.<sup>33</sup> The regulations define twelve (12) sign types and regulate the allowed sign types in each zoning district. The RSC and LI zones are among the most permissive in terms of sign regulations; the RSC zone allows sign types 1-11 and the LI zone allows sign types 1-12. Sign type 12 pertain to businesses located along I-84 and I-82, which are outside the study area; therefore, the sign regulations for both zones in the study area are equivalent. Sign types 1-5 are permitted in all zone districts and generally include small, low-impact signs (name plates, address signs) or temporary signs connected to a political campaign or sale of property. As these sign types are allowed in all zones, it would not be appropriate to restrict them in the RSC or LI zone.

There may be opportunities to enhance the aesthetic appearance of the corridor—reducing the sense of “visual clutter” caused by too many signs—by addressing the following sign types:

- **Multiple wall-mounted signs.** Sign types 6-8 regulate signs attached or mounted to building walls. Sign types 6 and 7 limit the number of building-mounted signs to one per building or one per street, respectively. Sign type 8 supersedes these standards and allows for an unlimited number of wall-mounted signs. Sign type 8 is permitted in the RSC and LI zones.

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<sup>32</sup> “Full cutoff” refers to a luminaire that emits no direct uplight due to the design of the fixture.

<sup>33</sup> Section 152.545 through 152.548

There may be instances where too many wall-mounted signs detract from the aesthetic character of the zone.

- **Free-standing signs.** Sign types 9-11 allow for free-standing (pole-mounted) signs or signs that are mounted to a building but project out from the wall. Sign type 9 allows for one free-standing sign where a wall-mounted sign is not suitable and sign type 11 allows for one free-standing sign that includes signs for multiple businesses. Sign type 10 allows for off-premise billboards (see below). Given that many buildings are setback far from the street along the corridor, free-standing signs are necessary. However, there may be an opportunity to better define the circumstances under which free-standing signs are permitted. Current language states that a free-standing sign may be approved by the Planning Director where a wall-mounted sign is “not suitable due to the nature of the business or characteristics of the lot.” This is a discretionary criterion that may result in more free-standing signs than are necessary. A more objective standard may be appropriate.
- **Billboards.** Sign type 10 are free-standing, off-premise billboard signs. Billboards are permitted in the RSC and LI zone and there are several located along the corridor. Billboards may contribute to the perception of the corridor as a place to “drive through” rather than a place to slow down and notice local businesses. This project should explore whether billboard restrictions may be an appropriate and effective strategy to achieve project goals.

There are many non-conforming signs located on the corridor. Most signs that look more permanent in nature seem to conform with County sign regulations. However, there are a number of signs that appear temporary and do not conform to the sign code. The following sign types common on the corridor may be non-conforming :

- Temporary free-standing signs, such as fabric flag signs and A-frame signs, that are in addition to a permanent free-standing sign. Temporary free-standing signs are only permitted in connection with a political campaign, construction notice, or lease/sale of property.
- Fabric banners attached to fences. These signs would not be considered wall-mounted signs as they are not attached to the building. They are classified as a free-standing sign and many properties with these signs also have a permanent free-standing sign.
- Fabric banners attached to buildings. These signs may actually be classified as sign type 8 and conform with code; however, the temporary nature of the fabric material is less attractive than a wall-mounted sign constructed of more durable materials.

## Pedestrian and Bicycle Access and Circulation

The Umatilla County Development Code does not establish any standards for internal pedestrian or bicycle access and circulation on development sites. Excepting a short segment on the south end of Highway 395, the corridor and other study area streets do not have sidewalks or bike facilities; however, there is evidence of pedestrian and bicycle use of the corridor, usually on informal

roadside paths. In the future, a sidewalk or multi-use path may be developed if right-of-way and funding is available. Thus, it is appropriate for the County to require that private development create an internal circulation system for pedestrians and bicycles to access the site from the street. Implementation of this standard may also promote people walking between businesses on the street, even if they originally drove to the corridor.

Bicyclists benefit from the pedestrian circulation system as they may choose to use internal walkways to be separated from cars in vehicle parking and circulation areas. A pedestrian access and circulation standard will typically address the following requirements:

- **Safe, direct, and convenient connections.** The standard would require walkways to connect from the street to all primary building entrances, parking areas, other outdoor use areas, and adjacent development sites.
- **Vehicle separation.** Walkways must be curbed to provide separation from vehicles, or if at-grade with vehicle areas, must use bollards to provide physical separation.
- **Crosswalks.** Walkways that cross vehicle circulation areas must be either paved with a contrasting material (such as concrete to contrast with asphalt), painted with ladder striping,
- **Materials and width.** Walkways are typically required to be concrete or other durable surface, meet ADA requirements, and be at least 4-5 feet in width.

## Access Management

Access management refers to a set of techniques and strategies for controlling access to and from a roadway in order to preserve and enhance the safety and operations of the facility. Properties within the study area are subject to the County's development code provisions related to access management.<sup>34</sup> The code refers to the County's TSP for access spacing standards—the minimum distance between access points on a roadway—for each functional class of roadway. Access spacing standards for arterial roadways—which are all State Highways—are established by ODOT.<sup>35</sup>

ODOT access management standards are adopted in OAR 734-051. Highway 395 is classified as a Statewide Highway and has a posted speed limit of over 55 miles per hour; therefore, the minimum spacing for driveway approaches is 1,320 feet (one-quarter mile).<sup>36</sup> Proposals to add new driveway connections to the Highway 395 are required to obtain an ODOT highway approach permit; this usually occurs when a property redevelops or new development occurs on vacant lots that front the highway. The requirement may also be triggered by a change of use of an existing property.

Beyond the access spacing standards, the County code generally establishes two levels of access control standards:

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<sup>34</sup> Umatilla County Development Code, Section 152.018

<sup>35</sup> Umatilla County Transportation System Plan, Table 7-5, p. 7-8

<sup>36</sup> OAR 734-051-4020, Table 3

1. Adjacent commercial and office uses that are major trip generators (exceeding 400 trips per day) are *required* to provide a joint use driveway and create a cross-access corridor or service drive in order to meet access spacing standards.
2. All other uses are required to provide joint use driveways and cross-access easements *wherever feasible*.

The County is permitted to either reduce the required access spacing below the adopted standard or waive the requirements in full wherever the development of a shared access and circulation system are shown to be impractical.<sup>37</sup>

ODOT's procedure for allowing deviations from access spacing standards is generally consistent with the County code provisions. Generally, ODOT allows for an approach to deviate from the access spacing standards where there are no other reasonable alternatives, where the proposal results in a net reduction of access points on the corridor, or where the proposal moves toward conformance with the standard.<sup>38</sup>

Currently most driveways are more closely spaced than the ODOT standard of 1,320 feet. Many driveways are spaced less than 100 feet apart. Therefore, most new development, changes of use, or redevelopment on the corridor will likely be required to seek a deviation from access spacing standards and may be required to provide access on a side street or via a joint use driveway and a cross-access easement. In order to supersede ODOT's standards for granting a deviation, the County would need to adopt more stringent conditions under which a deviation from access spacing standards is permitted. This project should consider if more stringent standards are a high priority for the corridor and, if so, coordinate with ODOT to develop these standards.<sup>39</sup>

## Street Connectivity

A recommendation of the *Highway 395 North Economic Development/Planning Study* was to develop an internal street network throughout the study area. Parallel streets to Highway 395 are limited in length currently, and many local service streets are unpaved and not constructed to County standards (see Figure 1). This internal network is essential to creating an efficient, safe, and convenient transportation system to serve existing and future development in the area.

The Umatilla County Development Code does not establish any standards for street connectivity. Section 152.018 is titled "Access Management and Street Connectivity," but the section only addresses access management standards. Street connectivity standards ensure that developments

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<sup>37</sup> Section 152.018(F)(5) and (6)

<sup>38</sup> OAR 734-051-3050

<sup>39</sup> Pursuant to 734-051-1040, local access management standards may supersede ODOT's standards if they are deemed to be more stringent than ODOT standards. The County's current code provisions are generally consistent with ODOT standards. If access control is a high priority for the segment of Highway 395 in the study area, the City may consider adopting more stringent standards than ODOT currently requires.

do not preclude the creation or extension of streets where they are needed to ensure an acceptable level of street connectivity in the area. The standards typically address:

- **Maximum block size/street spacing standards.** This standard defines the maximum distance between streets in a zone. Within the study area, the spacing standard is expected to be different for east-west streets that connect to Highway 395 than for north-south streets that connect to County roadways.
- **Limitation on cul-de-sacs and accessway requirements.** These standards limit the circumstances under which a cul-de-sac may be proposed in order to ensure the ability to extend streets in the future. Where cul-de-sacs must be provided, the standard requires that a pedestrian/bicycle accessway (multi-use path) be provided through the end of the cul-de-sac to connect to any streets, parks, or public pathways.
- **Future street plan and connectivity requirement.** These standards require submittal of a future street plan where a development abuts developable land. Additionally, the requirement establishes that street stubs shall be constructed to provide for future extension of the street.

A key consideration regarding street connectivity requirements is the possibility of establishing a maximum block size/spacing standard. Issues to consider include the minimum and average size of development sites in both the LI and RSZ zone, the spacing standard that is applicable to Highway 395, and the desired level of street connectivity to achieve multi-modal objectives throughout the study area.