



Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

12/19/2011

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Umatilla Plan Amendment
DLCD File Number 002-11

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, January 03, 2012

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Zack Lunden, City of Umatilla
Angela Lazarean, DLCD Urban Planner
Grant Young, DLCD Regional Representative

<paa> YA



FORM **2**

DLCD

Notice of Adoption

☐ In person ☐ electronic ☐ mailed

DATE STAMP

DEPT OF

DEC 14 2011

**LAND CONSERVATION
AND DEVELOPMENT**

FOR OFFICE USE ONLY

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

Jurisdiction: **City of Umatilla**

Local file number: **CPA-1-2012**

Date of Adoption: **12/6/2011**

Date Mailed: **12/7/2011**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? ☒ Yes ☐ No Date: 9/30/2011

☒ Comprehensive Plan Text Amendment

☒ Comprehensive Plan Map Amendment

☒ Land Use Regulation Amendment

☒ Zoning Map Amendment

☒ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

The City of Umatilla has adopted the I-82/US 730 Interchange Area Management Plan as an amendment to the Transportation System Plan. The IAMP provides a transportation improvement plan and an Access Management Plan (AMP) for an area in the vicinity of the interchange and west along the US 730 corridor to the US 395 intersection. Other elements include Zoning Code amendments, including transportation impact study and access management requirements and a new zone subdistrict.

Does the Adoption differ from proposal? No, no explanation is necessary

Plan Map Changed from: **General Commercial**

to: **Gateway Sub-District**

Zone Map Changed from: **General Commercial**

to: **Gateway Sub-District**

Location: **Current Port of Entry Site**

Acres Involved: **12**

Specify Density: Previous: **N/A**

New: **N/A**

Applicable statewide planning goals:

1 **2** **3** **4** **5** **6** **7** **8** **9** 10 11 12 13 14 15 16 17 18 19
☒ ☒ ☐ ☐ ☐ ☐ ☐ ☐ ☒ ☐ ☐ ☒ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

DLCD File No. 002-11 (18997) [16867]

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Oregon Department of Transportation
Umatilla County

Local Contact: **Zach Lunden**

Phone: (541) 922-3226 Extension: 101

Address: **P.O. Box 130**

Fax Number: **541-922-5758**

City: **Umatilla**

Zip: **97882**

E-mail Address: **zach@umatilla-city.org**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)
per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light green paper if available.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption (ORS 197.830 to 197.845).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on 8½ -1/2x11 green paper only if available. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

ORDINANCE NO. 766

**AN ORDINANCE AMENDING THE CITY OF UMATILLA COMPREHENSIVE PLAN, THE
TRANSPORTATION SYSTEM PLAN, THE UMATILLA DEVELOPMENT CODE, THE
COMPREHENSIVE PLAN MAP AND ZONING MAP BY THE ADOPTION OF THE I-82/US 730
INTERCHANGE AREA MANAGEMENT PLAN.**

WHEREAS, the City of Umatilla and the Oregon Department of Transportation are contemplating improvements to state and local transportation facilities near the Interstate 82/US 730 interchange to address safety, congestion and substandard facility issues, and;

WHEREAS, Oregon Administrative Rules (OAR) 734-051-0155(2) and (7) requires ODOT to work with local governments to develop an Interchange Area Management Plan (IAMP) prior to construction of significant modifications to existing interchanges, and the IAMP be consistent with local plans and codes, and;

WHEREAS, the I-82/US 730 IAMP describes in detail the improvements, and associated ODOT access control management, ODOT and the City of Umatilla are contemplating, and;

WHEREAS, adoption of the I-82/US 730 Interchange Area Management Plan as a refinement to the City of Umatilla Transportation System Plan is necessary prior to construction of the improvements, and;

WHEREAS, the I-82/US 730 IAMP is consistent with the Umatilla Comprehensive Plan, and;

WHEREAS, the I-82/US 730 IAMP is consistent with all pertinent goals and policies, including Statewide Planning Goals, Oregon Administrative Rule 660 Division 12 Transportation Planning Rule, Oregon Administrative Rules 731-015-0065 Coordination Procedures for Adopting final Facility Plans, Oregon Administrative Rule 734 Division 51 Highway Approaches, Access Control, Spacing Standards and Medians, as established in the Staff Report (Attachment "E"), and;

WHEREAS, The Umatilla Planning Commission, after conducting a public hearing on November 17, 2011, approved the I-82/US 730 IAMP forwarding a recommendation to the Umatilla City Council to approve the plan forwarded by the Commission, and;

WHEREAS, the Umatilla City Council held a public hearing on the I-82/US 730 IAMP on Tuesday December 6, 2011 to obtain additional public input on the plan.

**THE CITY OF UMATILLA DOES ORDAIN THAT THE FOLLOWING CHANGES WILL BE MADE TO THE
CITY OF UMATILLA'S COMPREHENSIVE PLAN, TRANSPORTATION SYSTEM PLAN AND
DEVELOPMENT CODE:**

Section 1. The I-82/US 730 Interchange Area Management Plan dated September 2011, to the City Council be approved and adopted.

Section 2. The establishment of an Interchange Area Management Area on the Comprehensive Plan Map and Zoning Map as identified in Attachment "A" be approved and adopted.

Section 3. The establishment of the Gateway Sub-District on the Comprehensive Plan Map and Zoning Map as identified in Attachment "A" be approved and adopted.

Section 4. The language changes to the Umatilla Development Code in Title 10 Chapter 4C-6, included as Attachment "B", and Chapter 11, included as Attachment "C", and Chapters 8, 13, 14 and Title 11, included as Attachment "D" be approved and adopted.

Section 5. The City Council Approves and Adopts the I-82/US 730 Interchange Area Management Plan, the Map and Development Code language changes as noted in the Staff Report on the Interchange Area Management Plan including all attachments of the report.

PASSED and **ADOPTED** by the City Council the 6th day of December, 2011.

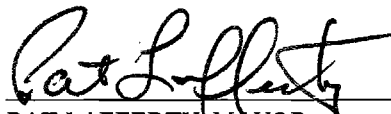
Voting yes, Council Members: Mary Dedrick, Bill Meade, George Fenton,
Lyle Smith and Steve Johnson.

Voting no, Council Members: _____

Absent Council Members: Dick Stokoe

Abstaining Council Members: _____

And **SIGNED** by the Mayor the 6th day of December, 2011.


PAT LAFFERTY, MAYOR

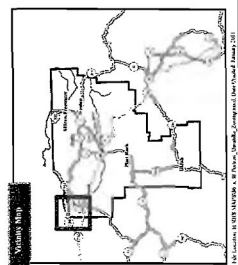
ATTEST:


Linda Gettmann, City Recorder

[illegible]

Legend	Slack Partner	City (until 17 April 2011)	City (18 April 2011–17 May 2011)	City (18 May 2011–17 June 2011)	City (18 June 2011–17 July 2011)	City (18 July 2011–17 August 2011)	City (18 August 2011–17 September 2011)	City (18 September 2011–17 October 2011)	City (18 October 2011–17 November 2011)	City (18 November 2011–17 December 2011)	City (18 December 2011–17 January 2012)	City (18 January 2012–17 February 2012)	City (18 February 2012–17 March 2012)	City (18 March 2012–17 April 2012)	City (18 April 2012–17 May 2012)	City (18 May 2012–17 June 2012)	City (18 June 2012–17 July 2012)	City (18 July 2012–17 August 2012)	City (18 August 2012–17 September 2012)	City (18 September 2012–17 October 2012)	City (18 October 2012–17 November 2012)	City (18 November 2012–17 December 2012)	City (18 December 2012–17 January 2013)	City (18 January 2013–17 February 2013)	City (18 February 2013–17 March 2013)	City (18 March 2013–17 April 2013)	City (18 April 2013–17 May 2013)	City (18 May 2013–17 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February 2020)	City (18 February 2020–17 March 2020)	City (18 March 2020–17 April 2020)	City (18 April 2020–17 May 2020)	City (18 May 2020–17 June 2020)	City (18 June 2020–17 July 2020)	City (18 July 2020–17 August 2020)	City (18 August 2020–17 September 2020)	City (18 September 2020–17 October 2020)	City (18 October 2020–17 November 2020)	City (18 November 2020–17 December 2020)	City (18 December 2020–17 January 2021)	City (18 January 2021–17 February 2021)	City (18 February 2021–17 March 2021)	City (18 March 2021–17 April 2021)	City (18 April 2021–17 May 2021)	City (18 May 2021–17 June 2021)	City (18 June 2021–17 July 2021)	City (18 July 2021–17 August 2021)	City (18 August 2021–17 September 2021)	City (18 September 2021–17 October 2021)	City (18 October 2021–17 November 2021)	City (18 November 2021–17 December 2021)	City (18 December 2021–17 January 2022)	City (18 January 2022–17 February 2022)	City (18 February 2022–17 March 2022)	City (18 March 2022–17 April 2022)	City (18 April 2022–17 May 2022)	City (18 May 2022–17 June 2022)	City (18 June 2022–17 July 2022)	City (18 July 2022–17 August 2022)	City (18 August 2022–17 September 2022)	City (18 September 2022–17 October 2022)	City (18 October 2022–17 November 2022)	City (18 November 2022–17 December 2022)	City (18 December 2022–17 January 2023)	City (18 January 2023–17 February 2023)	City (18 February 2023–17 March 2023)	City (18 March 2023–17 April 2023)	City (18 April 2023–17 May 2023)	City (18 May 2023–17 June 2023)	City (18 June 2023–17 July 2023)	City (18 July 2023–17 August 2023)	City (18 August 2023–17 September 2023)	City (18 September 2023–17 October 2023)	City (18 October 2023–17 November 2023)	City (18 November 2023–17 December 2023)	City (18 December 2023–17 January 2024)	City (18 January 2024–17 February 2024)	City (18 February 2024–17 March 2024)	City (18 March 2024–17 April 2024)	City (18 April 2024–17 May 2024)	City (18 May 2024–17 June 2024)	City (18 June 2024–17 July 2024)	City (18 July 2024–17 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City of Umatilla
*City and Urban Growth Area
Zoning*



Attachment B

Proposed Amendments to the City of Umatilla Code

The proposed amendment language is provided in adoption-ready form for the City of Umatilla. Language proposed for addition is indicated by underlined text, and language proposed for deletion by ~~strike-through text~~.

TITLE 10 ZONING

ARTICLE C. GENERAL COMMERCIAL (GC)

10-4C-1: PURPOSE:

The General Commercial District provides areas for a full range of commercial uses, and is especially intended to accommodate those uses which require large sites and high visibility. General Commercial areas should be located along major travel routes and at major intersections, but not in the downtown. (Ord. 688, 6-15-1999)

10-4C-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the GC District:

Apartment on the second floor or above, provided the ground floor is occupied by a commercial use.

Commercial uses that are not conducted wholly within an enclosed building, including uses that require outdoor storage or display of products such as lumberyards, motor vehicle sales lots, and plant nurseries.

Commercial uses which are conducted wholly within an enclosed building. Temporary outside displays and promotional activities directly related and subordinate to the primary business are acceptable. (Ord. 688, 6-15-1999)

10-4C-3: CONDITIONAL USES PERMITTED:

In a GC District, the following uses and their accessory uses may be permitted subject to the provisions of Chapter 12 of this Title:

Automobile service station.

Community Services uses as provided by Chapter 6 of this Title.

Recreational vehicle park. (Ord. 688, 6-15-1999)

10-4C-4: DEVELOPMENT STANDARDS:

- A. At least ten percent (10%) of the site shall be landscaped. Landscaping shall be used to promote an attractive and inviting appearance.

- B. Storage areas shall be screened from view with a six foot (6') high sight-obscuring fence or similar barrier of vegetation, masonry, or a combination of fence, vegetation, and barrier.
- C. Yard setbacks adjacent to a residential district may be reduced to zero if screening elements are provided that create a buffer for noise, lights and glare, dust, odor, and similar effects.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet
Minimum lot width	50 feet
Minimum yard setbacks:	
Front yard	10 feet
Side yard	0 feet or 20 feet if adjacent to a residential district
Side street yard	10 feet
Rear yard	0 feet or 20 feet if adjacent to a residential district
Parking area	10 feet
Maximum building height	35 feet
Maximum site coverage (building and impervious surface)	90 percent
(Ord. 688, 6-15-1999)	

10-4C-5: LIMITATIONS ON USE:

All uses are subject to site review, which shall determine the sufficiency of screening elements, landscaping location, and other design features. (Ord. 688, 6-15-1999)

10-4C-6: Gateway Sub-District

- A. Applicability. The provisions of Section 10-4C-6 shall be applicable only to development on the Port of Entry site (5N2817AD Tax Lot100; 5N2817AA Tax Lot 701; 5N2816BB Tax Lots 8700, 8600, 8200, 8000, 7800; 5N2816BC Tax Lot 100). The provisions and requirements of Article C General Commercial shall be applicable to this site, except as modified in Section 10-4C-6.
- B. Development Approval. Development proposals within the Gateway Sub-District must reflect and implement the realignment of Brownell Boulevard as planned for in the I-82/US 730 Interchange Area Management Plan (IAMP). Narratives, plans, and drawings submitted pursuant to Section 10-13-2 Site Review for development proposals within the Gateway Sub-District must collectively address the location, timing, and financing of the realignment of Brownell Boulevard through the site, consistent with the (IAMP).
- C. Conditional Uses Permitted. In the Gateway Sub-District, the following uses and their accessory uses may be permitted subject to the provisions of Chapter 12 of this Title:
 - 1. Drive through uses
 - 2. Community Service uses

3. Residential uses, provided the ground floor street frontage is occupied by commercial use.

D. Uses Prohibited. The following uses are prohibited in the Gateway Sub-District:

1. Commercial uses that are not conducted wholly within an enclosed building, including uses that require outdoor storage or display of products such as lumber yards and plant nurseries. Outdoor seating that is secondary to an eating establishment use is an exception and shall be permitted.
2. Automobile service station
3. Junk yard (scrap yard, recycling station)
4. Manufactured home sales
5. Modular home sales
6. Motor vehicle sales lots, including recreational vehicle sales
7. Self service storage
8. Tire store
9. Truck stop
10. Vehicle repair

E. Development Standards.

1. Setbacks:

Maximum front and side yard setback: 10 feet

Minimum setback: 0 feet

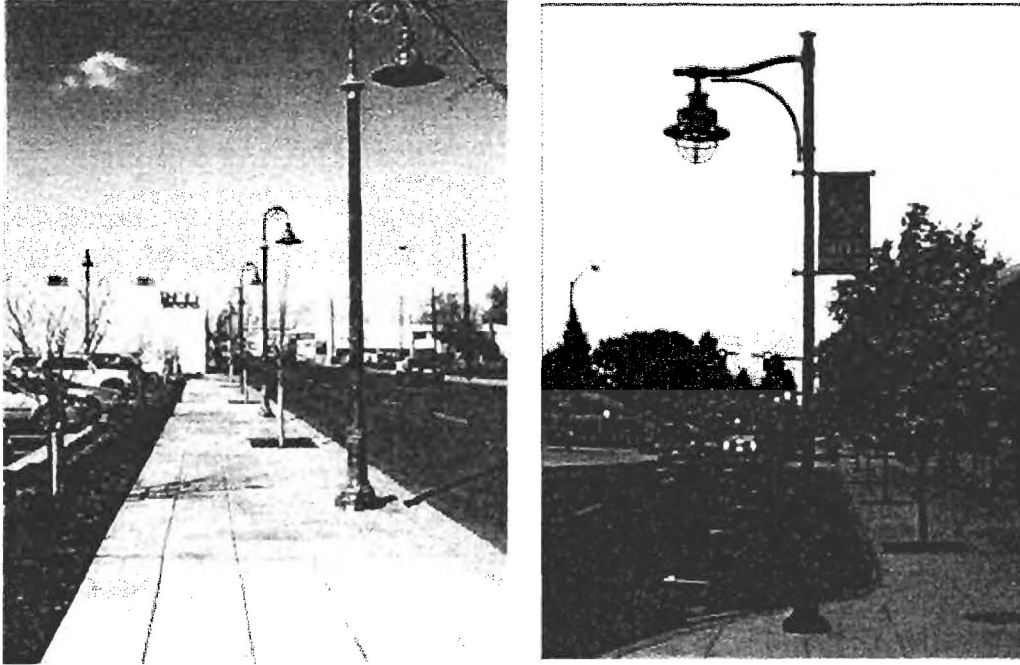
Build-to line. 0 ft; at least one primary building entrance shall be built no farther from the street right-of-way than the build-to line; except where a greater setback is required for a Planned Street Improvement, then the build-to line increases proportionately. The build-to line may be increased through Site Review when pedestrian amenities are provided between a primary building entrance and the street right-of-way.

2. Building orientation. Buildings shall have at least one primary entrance oriented toward the street. New buildings located adjacent to the realigned Brownell Boulevard shall be designed with building fronts, which include display windows, facing the street.
3. Maximum building height: 35 feet
 - a. Maximum building height may be adjusted through the Site Review process if approved by the Umatilla Rural Fire Protection District.

4. Parking. Parking shall not be located between the building and a public street.
5. Landscaping.
 - a. A minimum of ten percent (10%) of lot area shall be devoted to landscaping. The minimum dimension of any landscaped area shall be five feet (5'). Landscaping shall be located between a structure and the fronting street, or as best provides a pleasant environment for pedestrians. Required landscaping in parking areas may contribute to the 10% requirement.
 - b. Parking areas. A minimum of 10 percent (10%) of the total surface area of all parking areas, as measured around the perimeter of all parking spaces and maneuvering areas, shall be landscaped. Such landscaping shall consist of "evenly distributed" shade trees and shrubs and/or ground cover plants. "Evenly distributed" means that the trees and other plants are distributed around the parking lot perimeter and between parking bays to provide a partial canopy. At a minimum, one tree per [6] parking spaces on average shall be planted to create a partial tree canopy over and around the parking area. All parking areas with more than [20] spaces shall include landscape islands with trees to break up the parking area into rows of not more than [12] contiguous parking spaces. All parking area landscapes shall have dimensions of not less than 24 square feet of area, or not less than 4 feet in width by 6 feet in length, to ensure adequate soil, water, and space for healthy plant growth.
 - c. At least seventy-five percent (75%) of the required landscape area must be covered by plant material, lawn, and trees. Pedestrian amenities, such as benches, plazas, fountains, and sculptures, may replace up to ten percent (10%) of the required vegetative area.
 - d. Maintained landscaped areas shall be provided with automatic irrigation unless a qualified landscape professional certifies that plants will survive without irrigation.
6. Lighting.
 - a. Parking areas shall have lighting to provide at least 2 foot-candles of illumination over parking spaces and walkways. Light standards shall be directed downward only and shielded to prevent lighting spillover into any adjacent residential district or use.
 - b. Pedestrian-oriented lighting shall be required on the Brownell Boulevard re-alignment. Lighting shall be similar in scale and design to example shown in Figure 10-1.

- c. Lighting fixtures shall be limited to heights of 24 ft. for parking lots and 16 ft. for pedestrian walkways.

Figure 10-1: Pedestrian-oriented Lighting Examples



Source: SERA Architects, Inc.

Attachment C

The proposed amendment language is provided in adoption-ready form for the City of Umatilla. Language proposed for addition is indicated by underlined text, and language proposed for deletion by ~~strike-through text~~.

CHAPTER 11 SUPPLEMENTARY PROVISIONS

10-11-10: TRAFFIC IMPACT ANALYSIS (TIA):

- A. Purpose: The purpose of this section of the code is to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to specified land use proposals in order to minimize adverse impacts to and protect transportation facilities. This section establishes the standards for when a proposal must be reviewed for potential traffic impacts; when a Traffic Impact Analysis must be submitted with an application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Analysis; and who is qualified to prepare the analysis.
- B. Applicability: A Traffic Impact Analysis shall be required to be submitted to the City with a land use application, when the following conditions apply:
1. The application involves one or more of the following actions:
 - a. A change in zoning or plan amendment designation; and
 - b. The proposal is projected to cause one or more of the following effects, which can be determined by field counts, site observation, traffic impact analysis or study, field measurements, crash history, Institute of Transportation Engineers Trip Generation manual; and information and studies provided by the local reviewing jurisdiction and/or ODOT:
 - 1) An increase in site traffic volume generation by 250 Average Daily Trips (ADT) or more (or as required by the City Engineer). The latest edition of the Trip Generation manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips; or
 - 2) An increase in use of adjacent streets by vehicles exceeding the 20,000 pound gross vehicle weights by 10 vehicles or more per day; or
 - 3) The location of the access driveway does not meet minimum intersection sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or vehicles queue or hesitate, creating a safety hazard; or

- 4) A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area; or
- 5) For development in the I-82/US 730 Interchange Area Management Plan (IAMP) Management Area, the location of the access driveway is inconsistent with the Access Management Plan in Section 7 of the IAMP.

C. Traffic Impact Analysis Requirements

1. Preparation. A Traffic Impact Analysis shall be prepared by an Oregon Registered Professional Engineer that is qualified to perform traffic engineering analysis and will be paid for by the applicant.
2. Transportation Planning Rule Compliance. See Section 10-13-3 Amendments to the Zoning Text or Map.
3. Pre-application Conference. The applicant will meet with the Umatilla Public Works Director and Planning Director prior to submitting an application that requires a Traffic Impact Analysis. The City has the discretion to determine the required elements of the TIA and the level of analysis expected. The City shall also consult the Oregon Department of Transportation (ODOT) on analysis requirements when the site of the proposal is adjacent to or otherwise affects a State roadway.

D. Approval Criteria: When a Traffic Impact Analysis is required, approval of the proposal requires satisfaction of the following criteria:

1. Traffic Impact Analysis was prepared by an Oregon Registered Professional Engineer qualified to perform traffic engineering analysis;
2. If the proposed action shall cause a significant effect pursuant to the Transportation Planning Rule, or other traffic hazard or negative impact to a transportation facility, the Traffic Impact Analysis shall include mitigation measures that meet the City's Level-of-Service and/or Volume/Capacity standards and are satisfactory to the City Engineer, and ODOT when applicable; and
3. The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:
 - a. Have the least negative impact on all applicable transportation facilities;
 - b. Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable;
 - c. Make the most efficient use of land and public facilities as practicable;
 - d. Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and

e. Otherwise comply with applicable requirements of the City of Umatilla Code.

E. Conditions of Approval: The City may deny, approve, or approve a proposal with appropriate conditions.

1. Where the existing transportation system is shown to be impacted by the proposed action, dedication of land for streets, transit facilities, sidewalks, bikeways, paths, or access ways may be required to ensure that the transportation system is adequate to handle the additional burden caused by the proposed action.
2. Where the existing transportation system is shown to be impacted by the proposed action, improvements such as paving, curbing, installation or contribution to traffic signals, construction of sidewalks, bikeways, access ways, paths, or streets that serve the proposed action may be required.

Attachment D

The proposed amendment language is provided in adoption-ready form for the City of Umatilla. Language proposed for addition is indicated by underlined text, and language proposed for deletion by ~~strike-through text~~.

CHAPTER 8

PLANNED DEVELOPMENT (PD)

10-8-9: APPROVAL CRITERIA:

The Planning Commission shall approve, approve with conditions, or deny the application based upon its findings. The Planning Commission shall find that the following criteria have been met, in addition to criteria and standards of Chapter 12 of this Title or Title 11 of this Code, as applicable. Any conditions shall be directly related to an identified deficiency in the proposed plan.

- A. There are special physical conditions of the site or objectives of the development that justify the modification of standards and densities allowed by a planned development. The physical conditions or objectives shall be identified and related to the purposes of the planned development.
- B. The site design provides for open spaces through efficient design and layout of the development. The open space is designed to preserve natural features on the site or function as passive or recreational area within the development.
- C. Proposed streets, sidewalks, and pathways in the development are adequate for the anticipated traffic and for emergency services vehicles. In the I-82/US 730 Interchange Area Management Plan (IAMP) Management Area, proposed access shall be consistent with the Access Management Plan in Section 7 of the IAMP.
- D. The site design provides for adequate light, air, and privacy, to secure safety from fire, flood, and other danger, and to prevent overcrowding of the land.
- E. Any modifications to site development standards or public works standards support the objectives of this Chapter and other provisions of this Code; are justified by conditions of the site or objectives of the proposal; and satisfy emergency access requirements.

CHAPTER 13

OTHER PERMITS AND ACTIONS

10-13-2: SITE REVIEW:

- B. Application:

1. Submission: The applicant shall submit at least six (6) copies of a narrative, plans, and drawings that describe the proposed development. A Traffic Impact Analysis (TIA), as established in Section 10-11-10, shall also be submitted pursuant to applicability requirements in Section 10-11-10 (B). Information specified by Chapter 14 of this Title and this Section may be combined and provided in narrative form or on plans and maps so long as required information is clear and understandable. Additional copies of documents and plans will be required for a Type III review.

...

4. Access Standards For All Uses:

- i. Review By The Oregon State Department Of Transportation: Any application that involves access to the State Highway System shall be reviewed by the Oregon Department of Transportation for conformance with State access management standards. In the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, proposed access shall be consistent with the Access Management Plan in Section 7 of the IAMP.

10-13-3: AMENDMENTS TO THE ZONING TEXT OR MAP:

C. Narrative, Identification Required: An application shall include a narrative that demonstrates compliance with the approval criteria and a site and vicinity map identifying the property and adjacent properties. A Traffic Impact Analysis (TIA), pursuant to Section 10-11-10, shall also be submitted with all plan and zoning amendment applications.

D. Approval Criteria: An amendment to this Title or Official Map shall comply with the following criteria:

1. The proposed designation is consistent with and supports the purposes of the portions of the City's Comprehensive Plan not proposed for amendment, or circumstances have changed to justify a change in the Comprehensive Plan.
2. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.
3. The proposed designation will not negatively impact existing or planned public facilities and services. In particular, pursuant to the Oregon Transportation Planning Rule, proposed text and map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility and must comply with the requirements of Oregon Administrative Rule (OAR) 660-012-0060 as applicable. In the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, proposed access shall be consistent with the Access Management Plan in Section 7 of the IAMP.
4. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.

5. Other sites in the City or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the City as a whole.

CHAPTER 14

ADMINISTRATIVE PROVISIONS

10-14-2: SUMMARY OF THE CITY'S DECISION-MAKING PROCESSES:

- B. Type II decisions involve the exercise of limited interpretation and discretion in evaluating approval criteria. Applications evaluated through this process are assumed to be allowed in the underlying district. The review focuses on what form the use will take or how it will look. Notice of application and an invitation to comment is mailed to the applicant and property owners within one hundred feet (100'). When the application pertains to a parcel or parcels in the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, the City shall provide written notification to ODOT when the application is deemed complete. The City Administrator accepts comments for fourteen (14) days and renders a decision.
- C. Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards. Applications evaluated through this process include conditional use permits, preliminary planned unit development plans, variances, code interpretations, and similar determinations (the process for these land use decisions is controlled by Oregon Revised Statutes 197.763). Notice of the application and the Planning Commission hearing is published in the newspaper of record and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, the City shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing.
- D. Type IV decisions include only annexations and both legislative and quasi-judicial amendments to the Comprehensive Plan text and Map or to the Zoning Ordinance text and Map. These applications involve the greatest amount of discretion and evaluation of subjective approval criteria. The process for these land use decisions is controlled by Oregon Revised Statutes 197.763. Notice of the application and Planning Commission hearing is published and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, the City shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing.

10-14-3: PREAPPLICATION CONFERENCE:

A. Recommendation: Prior to submitting an application for a permit, the City recommends that an applicant schedule and attend a pre-application conference with the staff to discuss the proposal. The City Administrator may waive this requirement if the scale of the project does not warrant a meeting.

B. Requirement: Pre-application conferences are required for applications for which a Traffic Impact Analysis (TIA) is required, pursuant to Section 10-11-10.

~~BC.~~ Scheduling And Request For Comments

~~CD.~~ Caveat

10-14-4: APPLICATION:

A permit application may only be initiated by the record property owner or contract purchaser, the City Council, or the Planning Commission. The City will not accept an application without the signed authorization from all record owners.

B. A complete application includes all the materials listed in this Section and any specific information requested for a particular permit. The City Administrator may waive the submission of any of the materials if not deemed to be applicable to the specific review sought. Likewise, within thirty (30) days of submission of the application, the City Administrator may require additional information beyond that listed in this subsection, such as a Traffic Impact Analysis (TIA) pursuant to requirements in Section 10-11-10 ~~traffic report~~ or other study prepared by an appropriate expert. The applicant is responsible for the completeness and accuracy of the application and all supporting documentation.

4. A site plan or plans and a vicinity map, drawn to scale. The site plan shall include at least the following features, along with any other information necessary to understand the proposal...

c. Rights of way abutting the site, whether public or private, and access to the site. In the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, proposed access shall be consistent with the Access Management Plan in the IAMP (Section 7).

TITLE 11 LAND DIVISIONS

CHAPTER 2 PRELIMINARY LAND DIVISION REQUIREMENTS AND PROCEDURES

11-2-3: APPLICATION REQUIREMENTS FOR LAND DIVISIONS:

Applications for land division or lot line adjustment shall be submitted on forms provided by the City, accompanied by a tentative plan showing the design of the proposed land division and supporting documents, with the prescribed fee.

B. Information Requirements: The following information shall be included on the tentative plan or on supplemental materials submitted with the tentative plan:

1. The plan shall show the location, width, names, approximate grades of all streets within and adjacent to the proposed land division. The plan shall include any streets shown on any plan adopted by the City or relevant parts of any adopted future street plan to assure adequate traffic circulation. If no future street plan has been adopted for the land division site, such a plan shall be submitted with the application that shows potential street extensions and lotting patterns for a distance of at least six hundred feet (600') from the land division boundaries. In the I-82/US 730 Interchange Management Area Plan (IAMP) Management Area, proposed access shall be consistent with the Access Management Plan in Section 7 of the IAMP.

...

25. A future street plan, when required.

26. A Traffic Impact Analysis (TIA), pursuant to requirements in Section 10-11-10.

267. Additional information may be required by the City to ensure compliance with the provisions of this Title, Title 9, and Title 10 of this Code.

11-2-4: REVIEW PROCEDURES:

The approval authority may approve, deny, modify, or approve with conditions any application. Decisions by the City Administrator may be appealed to the Planning Commission. Decisions by the Planning Commission may be appealed to the City Council. Notice will be provided for public hearings as required by State law.

B. Tentative Plans For Land Divisions:

4. Agency Notice: The City Administrator shall furnish copies of an application for tentative plan, along with any supplementary information, to County, State, or Federal agencies that may have an interest in the proposal. When the application pertains to a parcel or parcels in the I-82/US 730 Interchange Management Area Plan (IAMP)

Management Area, the City shall provide written notification to ODOT when the application is deemed complete. These officials shall have fourteen (14) days to review the application and to suggest any revisions or requirements that are in the public interest. Comments shall be provided to the City in writing.

11-2-6: LAND DIVISION APPROVAL CRITERIA:

No plat for a subdivision or partition may be considered for approval until the City has approved a tentative plan. Approval of the tentative plan shall be binding upon the City and the applicant for the purposes of preparing the subdivision or partition plat. In each case, the applicant bears the burden of proof to demonstrate that the proposal satisfies applicable criteria and standards.

A. Approval Criteria: Land division tentative plans shall only be approved if found to comply with the following criteria:

1. The proposal shall comply with the City's Comprehensive Plan.
2. The proposal shall comply with the I-82/US 730 Interchange Management Area Plan (IAMP) and the Access Management Plan in the IAMP (Section 7) as applicable.
23. The proposal shall comply with the City's zoning requirements.
34. The proposal shall comply with the City's Public Works Standards.
45. The proposal shall comply with applicable State and Federal regulations, including, but not limited to, Oregon Revised Statutes 92, 197, 227, and wetland regulations.
56. The proposal shall conserve inventoried natural resource areas and flood plains, including, but not limited to, mapped rivers, creeks, sloughs, and wetlands.
67. The proposal shall minimize disruption of natural features of the site, including steep slopes or other features, while providing for safe and efficient vehicle, pedestrian, and bicycle access.
78. The proposal shall provide adjacent lands with access to public facilities and streets to allow its full development as allowed by the City's codes and requirements.
89. The proposal shall be designed with streets that continue or connect to existing and planned land division plats on adjoining properties. All proposed streets shall comply with standards of this Title and the Public Works Standards.
910. The City's decision on a land division application shall include written findings for each required dedication or improvement that identify the legitimate governmental purpose, the relationship between the purpose and the exaction, and the rough proportionality in nature and extent, between the requirement and the projected impacts of the proposed development.

CITY OF UMATILLA PLANNING COMMISSION
Staff Report
Application #CPA-1-2012
November 17, 2011



Background

The City of Umatilla and the Oregon Department of Transportation initiated an Interchange Area Management Plan (IAMP) study to establish an IAMP for the Interstate 82 interchange with US 730. The development of the I-82/US 730 IAMP began in January 2010 with the first meeting of the consultant team and City and ODOT staff. Work with the Technical Advisory Committee (TAC) and the Public Advisory Committee (PAC) began shortly thereafter in February 2010. Since February 2010, these groups participated in an extensive process that involved reviewing existing and future transportation conditions, future land use analyses, interchange design and local access and circulation concepts, and financing options. Additionally, the City of Umatilla Planning Commission has developed language for a proposed overlay zone for the existing Port of Entry site.

The Final Draft of the IAMP and draft language for the Umatilla Development Code to implement the Final Draft of the IAMP was presented September 13th, 2011 to the TAC and PAC at a public workshop. The IAMP and draft code language is now at the Planning Commission hearing stage in the Comprehensive Plan Amendment process. The Planning Commission will gather testimony from the public on the approval and implementation of the IAMP and will forward a recommendation to the City Council for their consideration at a hearing scheduled for December 6th, 2011.

Overview of Existing Conditions

The signalized intersections of Brownell Boulevard/US 730 and the southbound I-82/US 730 terminal are located within close proximity of one another resulting in undesirable Operations. The signals have been coordinated in an effort to improve intersection operations. Nevertheless, queuing problems associated with truck traffic accessing the Umatilla Port of Entry (POE) weigh station continue to occur at the two intersections. This condition varies by season due to the increase of truck traffic during mid-summer and fall harvests.

The Port of Entry and weigh station is located on the northwest corner of Brownell Boulevard/US 730 intersection which coincides with the northwest quadrant of the I-82/US 730 interchange. A truck stop, restaurant, fueling station and other commercial development is located in the southwest quadrant. East of the interchange is primarily vacant land within the City of Umatilla Urban Growth Area. This land is zoned exclusive farm use, tourism commercial or public facilities. The City is interested in the economic development potential of this area and would like to develop a local street network plan that supports the safe and efficient operation of the interchange and the US 730/US 395 intersection located within the interchange influence area.

Applicant's Proposal

The City of Umatilla is the applicant for this proposal. The proposal is to legislatively amend the Transportation System Plan and Comprehensive Plan of the City of Umatilla to incorporate the IAMP in the City's adopted long range plan and to amend the Umatilla Development Code to incorporate the overlay zone for the Port of Entry site and establish the IAMP Management Area boundary. The IAMP identifies a local street network, access management, and specific roadway and interchange improvements that, upon adoption will become the long range transportation plan for the area identified as the Interchange Management Study Area (identified by a black dotted line on the proposed amended Comprehensive Plan Map). **The proposed amended to the Comprehensive Plan Map is included as Attachment "A".**

The proposal includes actions to implement the IAMP, including establishing a Gateway Sub-District on the City's Comprehensive Plan Map and Zoning Map. Associated changes to the Umatilla Development Code will apply to the properties within the Gateway Sub-District. **The proposed zoning map changes indicating the Gateway Sub-District are shown on Attachment "A".**

The City will establish an overlay district by addition of Title 10 Chapter 4C Section 6 "Gateway Sub-District", which identifies the requirements of development approval within the district. **10-4C-6 has been included as Attachment "B".**

The City will amend the Umatilla Development Code by adding Section 10 Traffic Impact Analysis to Title 10 Chapter 11 to clarify traffic impact review and traffic study requirements. **10-11-10 is included as Attachment "C".**

The City will amend the Umatilla Development Code by clarifying throughout the code that all development and land use decisions within the IAMP Management Area will be coordinated with the Oregon Department of Transportation and consistent with the provisions of the I-82/US 730 IAMP. The City will also amend the Umatilla Development Code buy clarifying throughout the code the requirements for a Traffic Impact Analysis. **These portions of the code to be updated are included as Attachment "D".**

The following interchange policy statement shall be included in the City of Umatilla Transportation System Plan: *"The primary transportation function of the I-82/US 730 interchange is to facilitate statewide, inter-urban, and inter-regional travel between I-82, US 730, and US 395. In addition to this primary function, the I-82/US 730 interchange provides east-west inter-regional connectivity across I-82 for the City of Umatilla and surrounding land uses. Beyond these primary functions, the interchange provides an inter-regional connection that supports local, regional, and state business interests."*

The IAMP Transportation Improvement Plan, as illustrated in Figure 7-1 and listed in Table 7-1, shall be included in the recommended transportation improvements project list of the Transportation System Plan.

With language changes to the Umatilla Development Code and amendments to the City of Umatilla Transportation System Plan the implementation for the approval of the provisions contained within the IAMP can be approved and moved to City Council approval and adoption. Should the City Council adopt the IAMP, and Development Code amendments, the Oregon Transportation Commission (OTC) will begin review and the adoption process for the I-82/US 730 IAMP as an official part of the Oregon Highway Plan. Should the OTC not approve and adopt the I-82/US 730 IAMP, they will remand the issue back to the City with noted necessary corrections for OTC approval.

Approval Criteria

Amendments to the Comprehensive Plan, Transportation System Plan and Development Code must comply with the following criteria:

- 1. The proposed designation is consistent with and supports the purposes of the portions of the city's comprehensive plan not proposed for amendment, or circumstances have changed to justify a change in the comprehensive plan.*

The following are the policies from the applicable chapters of the Comprehensive Plan.

GOAL 1: CITIZEN INVOLVEMENT

Policies:

The City will maintain a Citizen Involvement Program that offers citizens the opportunity to be involved in all phases of the planning process. This program will provide for:

- Distribution of planning information
- Coordination of public involvement
- Opportunities for citizen involvement in regional, state, and federal programs at the local level.

The City will continue the Citizen Involvement Program and periodically conduct workshops to update and revise the Comprehensive Plan.

Findings: Citizen involvement was solicited and used throughout the IAMP planning process. Eight TAC/PAC meetings, three public workshops and two Council/Planning Commission workshops were held in developing the IAMP. The proposal is consistent with the Citizen Involvement Policies of the Comprehensive Plan.

GOAL 11: TRANSPORTATION

Policies:

The City will require uses fronting on arterial and collector streets to limit the points of access consistent with the traffic needs of the proposed use and physical features of the subject site.

The City will coordinate with ODOT in implementing its improvement program.

Development proposals, plan amendments, or zone changes shall conform to the adopted Transportation System Plan.

Amendments to the comprehensive plan, zoning map, and land use regulations that significantly affect a transportation facility shall assure that allowed uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:

- a. Limiting allowed land uses to be consistent with the planned function of the transportation facility;
- b. Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
- c. Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes

A proposed comprehensive plan amendment or zoning change significantly affects a transportation facility if:

- a. It changes the functional classification of an existing or planned transportation facility;
- b. Changes the standards implementing a functional classification system;
- c. Allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or,
- d. Would reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.

The City will promote safe, direct, and convenient pedestrian circulation by including sidewalks on all new streets within the Urban Growth Boundary, except on limited access freeways.

Findings: The proposed amendments to the Comprehensive Plan, Transportation System Plan and Development Code are consistent with the existing transportation policies in the Umatilla Comprehensive Plan. The proposed amendments support existing transportation policy by reinforcing cooperation with ODOT on review of land use changes and requiring all land use changes to be consistent with the requirements of the IAMP. The proposed amendments also support a connected non-motorized transportation system by proposing sidewalks on the north side of US 730 from the interchange west to Umatilla River Road,

and from the interchange east to US 395. The proposed addition of the Traffic Impact Analysis will also assure that proposed development does not significantly decrease functional capacity of the transportation system.

2. *The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.*

Findings: The proposal includes transportation improvements and associated policy and implementation language to accommodate the relocation of the Port of Entry. The current site of the Port of Entry is zoned for General Commercial which would potentially be redeveloped as commercial property under the development standards of the proposed Gateway Sub-District overlay zone.

A potential receiving area for a future POE relocated facility is in the general area south of the Umatilla River and west of I-82. The properties in this area are zoned Single Family Residential and Medium Density Residential within City Limits, and Exclusive Farm Use outside City Limits. A POE use is a conditional use in these zones. The proposed action of adopting the IAMP does not have any immediate effect on the zoning of this area or the use of these properties. However, a future locating of the POE facility in this area would effectively remove land from the City's residential land supply. The City of Umatilla currently has 870.6 acres of undeveloped land zoned for Single Family Residential, and 40.4 acres of undeveloped land zoned for Medium Density Residential inside the Urban Growth Boundary. The 1999 Buildable Lands Analysis for the City of Umatilla the projected 20 year land needs for Single Family Residential and Medium Density Residential, along with current supply and projected land needs for the POE are indicated in the table below.

Zone	Projected 20 Year Need	Current Supply	POE Need (projected)*	Surplus Supply (after POE)
Single Family Residential	173.4 acres	870.6 acres	28.3 acres	668.9 acres
Medium Density Residential	40.4 acres	180.7 acres	5.4 acres	174.9 acres

*The IAMP shows a potential POE that is larger than the current POE. The potential design on the POE was used to project the future land needs for the facility.

The current site of the Port of Entry is approximately 12.8 acres, which would potentially be redeveloped as commercial property.

The net effect this proposal would have on the land supply would be: 1) adding 12.8 developable acres of General Commercial (within the Gateway Sub-District) to the commercial land supply and removing a similar or larger amount of residential land south of the Umatilla River along I-82. Because the City of Umatilla currently has an excess of residentially zoned land in the projected 20 year land needs, removal of 15 – 30 acres should not affect the projected need of residential lands.

3. *The proposed designation will not negatively impact existing or planned public facilities and services.*

Findings: This criterion is not directly applicable to the future relocation of the Port of Entry, but more so to the designation of the existing Port of Entry site as the Gateway Sub-District overlay zone. This overlay zone does not change the general type of zoning for the property, but modifies allowed and conditional uses on the site as well as modifying development standards. The modifications proposed in the Gateway Sub-District zone have been crafted with the intent of protecting the operation and functionality of the interchange and surrounding existing and planned public facilities and services.

4. *The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.*

Findings: The current Port of Entry Site is suitable for commercial use, with adequate transportation, water and sewer on site. The parcel is one of the most visible sites in the City from I-82, and is a prime location for commercial uses.

The proposed location of the relocated Port of Entry is not yet determined, but the general area to be considered for the relocation would be along I-82 south of the Umatilla River and within the City of Umatilla Urban Growth Boundary. Though this area poses some topographical issues, it has been identified as the best location for serving the needs of the Port of Entry while keeping the facility in the City of Umatilla. The Port of Entry will not be served by an adjacent street system, as that is against Federal rules for these facilities.

5. *Other sites in the city or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the city as a whole. (Ord. 688, 6-15-1999)*

Findings: This criterion is related to a zoning change and is not directly applicable to the relocation of the Port of Entry. The designation of the current Port of Entry with the Gateway Sub-District overlay zone is a means to protecting that site from redeveloping as a commercial use that might negatively impact the function of the I-82 / US 730 Interchange, and to establish development standards on the site that are more conducive to a high visibility commercial site.

Applicable State Goals, Policies and Rules

The City is proposing to adopt the I-82/US 730 Interchange Area Management Plan (IAMP) as an element of the City of Umatilla Transportation System Plan, thereby amending the state-acknowledged City of Umatilla Comprehensive Plan. Findings have been made to demonstrate that the adoption of the I-82/US 730 IAMP is consistent with DLCD's Goals. In addition, an IAMP must be consistent with the applicable State transportation goals and

policies. Findings of compatibility with the Oregon Transportation Plan and the Oregon Highway Plan, as well as the Administrative Rules that govern transportation planning, will be part of the basis for IAMP approval.

Pertinent State goals and policies for interchange planning are found in the following section “Findings of Compliance with State Policies and Requirements” and include findings addressing:

- Statewide Planning Goals
- OAR 660 Division 12 Transportation Planning Rule (TPR)
- OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans
- OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards and Medians

Findings of Compliance with State Policies and Requirements

Statewide Land Use Goals

The City is proposing to adopt the I-82/US 730 Interchange Area Management Plan (IAMP) as an element of the City of Umatilla Transportation System Plan, thereby amending the state acknowledged City of Umatilla Comprehensive Plan. The following findings demonstrate that the adoption of the I-82/US 730 IAMP is consistent with the Oregon Department of Land Conservation and Development’s Statewide Goals.

Goal 1: Citizen Involvement

Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all phase, and is understandable, responsive, and funded.

Findings: As part of the I-82/US 730 Interchange Area Management Plan (IAMP), interagency and public involvement occurred through a kick-off meeting with agency staff; a Technical Advisory Committee (TAC) and a Public Advisory Committee (PAC) that had regular meetings; three public workshops involving local citizens, property owners, and business owners; a joint work session of the City of Umatilla Planning Commission and City Council that was open to the public.

The TAC and PAC guided the planning work and were responsible for reviewing all work products, providing input on all planning recommendations, such as the IMSA, goals and objectives, technical analysis, and the proposed concepts. Ultimately the TAC and PAC helped select the preferred interchange form, local circulation/access, land use management, and coordination elements of the IAMP. In addition, a Project Management Team (PMT) performed a coordination function, planning and executing project management tasks related to project schedule and meeting logistics. The PMT included representation from ODOT, the City of Umatilla, and the consultant team and were all members of the TAC.

To ensure that adequate project coordination and public participation occurred throughout the development of the I-82/US 730 IAMP, a series of TAC and PAC meetings, public workshops, and public joint work sessions were held over the course of the project.

Notice of public hearing on the proposed changes to the City of Umatilla's Comprehensive Plan and implementing ordinances was sent 20 days in advance of the hearing to property owners, interested parties and governmental agencies, pursuant to City code requirements. The scheduled hearings will provide opportunities for public comment on the proposed changes.

Goal 2: Land Use Planning

This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and State agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.

Findings: Preliminary tasks in the development of the IAMP included a thorough review and analysis of all relevant state, regional and local planning documents in order to establish a planning process and policy framework. The following documents were reviewed:

- DLCD Statewide Goals
- Oregon Transportation Plan (2006)
- Oregon Highway Plan (1999)
- Oregon Bicycle and Pedestrian Plan (1995)
- Oregon Rail Plan (2001)
- Oregon Administrative Rule 660, Division 12 (Transportation Planning Rule)
- Oregon Administrative Rule 731, Division 15 (Coordination Rules)
- Oregon Administrative Rule 734, Division 51 (Access Management Rule)
- Oregon Revised Statute Title 31, Highways, Roads, Bridges, and Ferries
- Highway Design Manual (2003)
- Joint Management Agreement, City of Umatilla and Umatilla County (1996)
- Umatilla County Comprehensive Plan (1983, Amended)
- Umatilla County Transportation System Plan (2002)
- Umatilla County Development Code (Revised, 2009)
- City of Umatilla Comprehensive Plan
- City of Umatilla Transportation System Plan (2001)
- City of Umatilla Zoning Code

The review identified how the documents influenced planning for the interchange. The I-82/US 730 IAMP was developed jointly by the City of Umatilla and ODOT and coordination took place routinely throughout the process. The City of Umatilla Planning Commission worked on the development standards for the Gateway Sub-District overlay zone with the help of the consultants. ODOT and the City will continue to coordinate development proposals in the area to meet the standards of the IAMP. Adopting the IAMP will ensure that the transportation element of the Comprehensive Plan (the TSP) is consistent with the proposed I-82/US 730 IAMP improvements.

Goal 9: Economic Development

This goal requires that local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.

Findings: The I-82/US 730 Interchange provides a vital function in supporting local, regional and statewide economic development. Some of the most highly visible commercial property in the area is directly served by the interchange and local streets within the IAMP Management Area. The intent of the IAMP is to protect the safe and efficient operation of the interchange. It was identified through the process of developing the IAMP that though the Port of Entry at its current location supports local fueling stations and restaurants, the larger economic development interests of the community would be best served by the relocation of the Port of Entry and the redevelopment of the current port of entry site as high value commercial development. Adopting the IAMP will ensure that transportation improvements will ultimately be available to support the planned uses in this area, consistent with this economic development goal.

Goal 11: Public Facilities

Goal 11 requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but not limited to, the needs and requirements of the urban, urbanizable and rural areas to be served.

Findings: Transportation facilities are considered a primary type of public facility. The IAMP documents the current and future transportation needs in the vicinity of the I-82/US 730 interchange. The analysis of possible alternatives resulted in recommended relocation of the Port of Entry, realignment of Brownell Boulevard, intersection improvements, a local circulation plan, and an access management plan that are intended to meet future transportation demand. With the adoption of the IAMP, the City is adopting the recommended implementation measures related to the protection of the function and operation of the I-82/US 730 Interchange.

Goal 12: Transportation

Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through the development of Transportation System Plans based on inventories of local, regional, and state transportation needs. Goal 12 is implemented through OAR 660, Division

12, also known as the Transportation Planning Rule ("TPR"). The TPR contains numerous requirements governing transportation planning and project development. (See the "OAR 660, Division 12" section of this document for findings of compliance with the TPR.)

Findings: The purpose of the I-82/US 730 IAMP is to protect the interchange and its ability to serve future transportation demands, thereby protecting the states investment in the facility. The IAMP contains a discussion of the transportation analysis that was conducted in order to determine future demand, available capacity, deficiencies, and necessary transportation improvements for this interchange area. The analysis demonstrates that the planned transportation facilities will be adequate to safely and efficiently serve trips generated by future land uses for a period of at least 20 years.

To implement the IAMP, it must be adopted into the City of Umatilla's Transportation Plan. Policy and zoning ordinance language, as summarized in this report is added to the City's Comprehensive Plan and Development Code in order to maintain interchange function and ensure that development inconsistent with the objectives of the IAMP does not cause unexpected traffic volumes or create non-conforming access points. The IAMP and the supporting city code amendments provide for coordination between the City and ODOT for any land use actions proposed within the IAMP study area.

Local plans must be consistent with state plans. Subsequent to local action, adoption of the IAMP by the Oregon Transportation Commission will amend the Oregon Highway Plan to establish the preferred interchange project alternative. See additional findings under OAR 660, Division 12 Transportation Planning Rule.

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). An IAMP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for IAMP approval. The most pertinent OTP goals and policies for interchange planning are as follows:

POLICY 1.2 – Equity, Efficiency and Travel Choices

It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.

Response: To address non-motorized modes of transportation in the interchange mangement area, the construction of sidewalks along the north side fo US 730 from the interchange to the railroad bridge has been included, as well as sidewalks on both sides of US 730 from the Interchange to US 395. All proposed new streets will be built to current City standards with sidewalks and bike lanes (if required).

POLICY 1.3 – Relationship of Interurban and Urban Mobility

It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner which minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

Response: The I-82/US 730 IAMP provides for improved safety and efficiency for travelers accessing either Interstate 82 or US 730 and the surrounding properties. The IAMP documents how access management and planned improvements will ensure that the interchange facility will operate at levels consistent with the state's mobility standards over the 20-year planning horizon.

POLICY 2.1 – Capacity and Operational Efficiency

It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

Response: The I-82/US 730 IAMP project was developed in response to safety and operational efficiency issues affecting the existing interchange. The IAMP includes short-, medium-, and long-range actions that accomplish state management objectives by identifying access management steps, necessary local street connections, relocation of the Port of Entry, and improvements to the interchange (traffic signals, medians). Through these actions the IAMP protects long-term system capacity by ensuring that the interchange continues to function at a level that meets the mobility expectations of the state. The IAMP contains policies and recommendations that support the access management spacing standards and the new code language establishes that proposed land use actions within the IAMP Management Area are inconsistent with the assumptions in the IAMP must include a review of potential impacts to interchange operations. Actions to minimize access locations will occur as part of future redevelopment, and only when reasonable alternative access becomes available.

POLICY 2.2 – Management of Assets

It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Response: The stated purpose of the I-82/US 730 IAMP is to protect the long-term function of the Interstate 82/US 730 interchange by preserving the capacity of the interchange while providing safe and efficient operations between connecting roadways. This includes managing access in the interchange vicinity. Implementing the recommendations of the IAMP maximizes the interchange's operational life and the State's investment in the facility. In addition, through provisions called for in the Development Code amendments, the IAMP requires proposed changes to the planned land use system to demonstrate consistency with IAMP policies protecting the long-term function of the interchange.

POLICY 3.1 – An Integrated and Efficient Freight System

It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

POLICY 3.2 – Moving People to Support Economic Vitality

It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.

Response: I-82 is classified as an Interstate Highway and is part of the National Highway System. The primary function of the Interstate is to provide connections to major cities, regions of the State, and other states. I-82 is a major freight route and the primary objective of this facility is to provide mobility. US 730 is also a designated freight route. There are operational issues with the I-82/US 730 interchange, namely the close proximity of the Brownell Blvd./US 730 intersection and the southbound I-82/US 730 intersection. Queuing problems associated with truck traffic accessing the Umatilla Port of Entry weight station continue to occur at the two intersections despite signal coordination efforts to improve intersection operations. This queuing and backup creates a bottleneck for freight traffic moving through the area. The IAMP recommends the relocation of the current Port of Entry to a dedicated weigh station facility that would be more easily accessible to truck traffic, and additional weight stations facilities on US 730 and US 395. These improvements would facilitate more efficient handling of weighing truck traffic, by reducing wait times and congestion at the Umatilla Port of Entry, thereby facilitating easier and faster movement of people and goods locally, regionally and nationally.

POLICY 4.1 – Environmentally Responsible Transportation System

It is policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Response: The I-82/US 730 IAMP was developed to identify necessary improvements to an existing interchange. Land in the vicinity of the interchange is currently developed or is planned for urban-level development. Through the implementation and construction of improvements included in the preferred transportation system and interchange alternative natural resources will be avoided or mitigated. Redevelopment of the Port of Entry site will allow for denser urban infill development that will relieve development pressure on the urban edge.

POLICY 5.1 – Safety

It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Response: A key element of the long-range preservation of the operational efficiency and safety of the interchange is the management of access to US 730. Because access points introduce a number of potential vehicular conflicts on a roadway and are frequently the causes of slowing or stopping vehicles, they can significantly degrade the flow of traffic and reduce the efficiency of the transportation system. The IAMP includes an Access Management Plan that includes short-, medium-, and long-range actions that, over time, will reduce the overall number of access points and provide greater separation between them in order to minimize the impacts of these conflicts.

POLICY 7.1 – A coordinated Transportation System

It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of resolving barriers so the transportation system can function as one system.

ODOT worked in collaboration with the City of Umatilla to develop and adopt the IAMP. The IAMP describes a local transportation system, including access management and necessary local street connectivity that improves the safety and efficiency for motorized and non-motorized modes of travel. The I-82/US 730 interchange is a vital link in this system, providing access for travelers to services offered in the City of Umatilla and for residents and business owners traveling to and from the eastern and western parts of town. The IAMP details how improvements to the local street system and, eventually, to the Port of Entry facility, will continue to provide for the needs of residents and travelers on I-84. Proposed IAMP implementation language ensures future collaboration between the City and ODOT by requiring notification to ODOT of land use actions proposed within the IAMP Management Area.

POLICY 7.3 – Public Involvement and Consultation

It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

POLICY 7.4 – Environmental Justice

It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

Response: Over the course of this nearly two-year planning process, the City has engaged citizens in the development of the IAMP using various means, including a Public Advisory Committee, open houses, workshops and other public meetings. No target Environmental Justice Groups – which include minorities, people with disabilities, the elderly, people that speak English as a second language, or Non-English speaking people, and low income populations – are disproportionately affected by the IAMP.

Notice of public hearings on the proposed changes to the City of Umatilla's Comprehensive Plan and implementing ordinances was sent 20 days in advance of the hearings to all property owners within the IAMP Management Area, interested parties, and governmental agencies, pursuant to City code requirements. The scheduled hearings will provide opportunities for public comment on the proposed changes.

OAR Compliance

The I-82/US 730 IAMP was developed in collaboration with the City of Umatilla, Umatilla County, and ODOT and was developed in accordance with the guidelines set forth in the State of Oregon's Oregon Administrative Rules for Interchange Access Management Planning and Interchange Area Management Planning. Table 9-1 identifies the required planning elements from OAR 734-051 and documents how the I-82/US 730 IAMP satisfies the requirements.

TABLE 9-1

OAR 734-051 ISSUES ADDRESSED

OAR 734-0051-0155 Requirement	How Addressed	Report Reference
Should be developed no later than the time the interchange is being developed or redeveloped -0155(7)(a)	This plan was developed in order to determine the future improvements that would enhance the efficiency and safety of the interchange. The plan was completed before any of the identified improvements to the interchange moved into project development phases.	Section 1
Should identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment and adopt strategies and development standards to capture those opportunities -0155(7)(b)	The access management, transportation improvement plan, and overlay district elements identified in this plan will result in operational and capacity improvements.	Section 7 Section 8
Should include short, medium, and long-term actions to improve operations and safety in the interchange area -0155(7)(c)	The IAMP includes a phasing plan for the transportation system improvements and access management elements that cover the short, medium, and long-term time timeframes.	Section 7 Section 8
Should consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches -0155(7)(d)	A full analysis of existing and forecast (2030) operational and geometric conditions was conducted for this planning effort. The future volumes were developed based on current zoning and comprehensive plan designations. All approaches, existing and planned, were examined.	Section 4 Section 5 Section 6
Should provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically 20 years -0155(7)(e)	The forecast analysis shows that safe operations will be achieved for the interchange through 2030.	Section 6
Should consider existing and proposed uses of all property in the interchange area consistent with its comprehensive plan designations and zoning -155(7)(f)	A thorough analysis of surrounding land uses and land use potential was performed based on the current comprehensive plan designations and zoning.	Section 4 Section 5 Section 6 Section 7
Ord. 766 Attachment E Page 14		

Is consistent with any applicable Access Management Plan, corridor plan or other facility plan adopted by the Oregon Transportation Commission-0155(7)(g)	The I-82/US 730 Interchange Area Management Plan is consistent with the 1999 OHP. (See following subsection). No other applicable plans adopted by the OTC were identified.	Section 3 Section 8
OAR 734-0051-0155 Requirement	How Addressed	Report Reference
Includes polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the Interchange Area Management Plan. -155(7)(h)	Implementation of the IAMP is reliant upon the City of Umatilla and Umatilla County amending their respective Transportation System Plans to incorporate the transportation improvements associated with the IAMP. In addition, implementation of the IAMP will occur through the City of Umatilla and Umatilla County amending their Land Use and Development Ordinances to include an IAMP overlay district. The overlay district contains the submittal requirements and review standards for land use amendment and development proposals within the district; access management standards and local street connectivity requirements will be based on the IAMP. Amendments will ensure that future development and land use actions within the interchange management area do not degrade the interchange terminal volume to capacity ratios below the adopted OHP mobility standards. These amendments include coordination between agencies, traffic impact analysis requirements, monitoring of traffic operations, and access management requirements.	Section 3 Section 7 Section 8

THE PLAN WILL DETERMINE

OAR 734-051-0155 Requirement	Determination	Report Reference
Driveway and roadway spacing and connections	The operational analysis considered all access points and intersections within approximately ½ mile from the existing I- 82/US 730 Interchange, including all key intersections that have potential to affect traffic operations in the interchange area over the planning period. The resulting Access Management element moves toward the ¼ mile spacing requirement.	Section 7
Local street connections to ensure adequate access to properties and off-highway circulation	The IAMP maintains much of the existing local circulation network and includes improvements to it (Figure 7-1).	Section 7
Median treatments	Median treatments are proposed for US 730 to meet ODOT access management standards (Figure 7-6).	Section 7
OAR 734-051-0155 Requirement	Determination	Report Reference
Location and type of traffic control devices needed to ensure safe and efficient operations in the operational area of the interchange	The I-82 Northbound ramp terminal will be signalized as part of the short-term improvements. Figure 7-1 shows all necessary traffic control within the IMSA.	Section 7
Location of sidewalks and bicycle lanes	Sidewalks and bicycle lanes will be constructed with roadway improvements. Figure 7-1 shows the locations of future sidewalks and bicycle lanes.	Section 6 Section 7
Sidewalk and bicycle lane crossings (highway and ramp crossings)	See above.	See above
Location of potential transit facilities (turnouts, shelters, park and ride areas)	Transit facilities were not considered as part of the IAMP because fixed route transit service does not exist nor is planned within the IMSA.	NA
Is new policy language needed in the City of Umatilla and Umatilla County Comprehensive Plans to support adequate long-term interchange operations?	The City of Umatilla and Umatilla County will amend their respective comprehensive plans to include the overlay district. In addition, the City and County will amend its land use and development ordinance to implement the overlay district.	Section 8

Are any land use changes/comprehensive plan (including TSP) amendments needed to implement the Interchange Area Management Plan?	The City of Umatilla and Umatilla County will amend their respective Transportation System Plans to incorporate the transportation improvements associated with the IAMP. The City of Umatilla and Umatilla County will amend their respective Land Use and Development Ordinances to include an Interchange Area Management Plan Overlay District that contains the submittal requirements and review standards for land use amendment and development proposals within the district. Amendments will ensure that future development and land use actions within the interchange management area do not degrade the interchange terminal volume to capacity ratios below the adopted OHP mobility standards. These amendments include coordination between agencies, traffic impact analysis requirements, monitoring of traffic operations, and access management requirements.	Section 8
Are any deviations from OHP and OAR 731-051 standards and requirements needed?	Deviations to the OHP access spacing standards are required, as described in Section 7. The Access Management element describes how each of the necessary deviations meets the requirements of Division 51. The IAMP and Implementation Plan define all the necessary standards and requirements.	Section 7 Section 8

OAR 731-015-0065

OAR 731-015-0065 regulates ODOT procedure for adopting facility plans. AN IAMP is a facility plan. The procedure outlined in OAR 731-015-0065 requires that ODOT coordinate with DLCD and local government agencies during development of the plan and provide a draft of the facility plan to affected cities, counties, and other agencies for comment. The facility plan must be consistent with statewide planning goals and local comprehensive plan policies, and findings of compatibility must be presented to the Oregon Transportation Commission for facility plan adoption.

Response: The I-82/US 730 IAMP is the result of a collaborative planning effort between ODOT and the City of Umatilla. A final draft of the IAMP has been provided to all affected government and other agencies, and any potential conflicts with state or local plans have been addressed. Findings of compliance with statewide planning goals and local comprehensive plans are included in this staff report, and will be included in materials for presentation to the Oregon Transportation Commission. Adoption of the IAMP will take place in conformance with this provision.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the TPR is to “implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities and improvements. The TPR references OAR 731, Division 15 for ODOT coordination procedures for adopting facility plans and plans for Class 1 and 3 projects.

Section 660-012-0005 through 660-012-0050

Response: These sections of the TPR contain policies for preparing and implementing a transportation system plan. The I-82/US 730 IAMP will be adopted as part of the City’s existing transportation system plan and most of these sections are not applicable. The TPR requires that local governments adopt land use regulations consistent with state and federal requirements “to protect transportation facilities, corridors, and sites for their identified functions (OAR 660-012-0045(2)).” As part of IAMP adoption, the City will revise the City of Umatilla Development Code to include a new Interchange Area Management Plan Management Area boundary, as well as a Gateway Sub-District zone. The requirements of this new Development Code section will ensure that future local land use actions are consistent with the transportation facility planning within the IAMP.

Section 660-012-0055 – Timing of Adoption and Update of Transportation System Plans

Response: Part (5) of this Section requires cities and counties to update their TSPs and implementing measures when a refinement plan has been completed. The IAMP is considered a refinement plan and therefore is subject to this requirement. Consistent with this TPR requirement, the City of Umatilla will amend the TSP to adopt the IAMP by reference. The “Implementation Plan” section of the IAMP outlines the policies and implementation measures that will be adopted by the City.

Section 660-012-0060 – Plan and Land Use Regulation Amendments

Response: Part (1) in this section requires that where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures to assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility. Current and future planned land uses were considered in development of the IAMP's preferred interchange improvements in order to ensure the facility's ability to support future traffic demands.

Proposed implementation measures within the Development Code require that plan amendment and zone change requests within the IAMP area demonstrate that they will not have a significant effect on the interchange facility. Related to this policy, the new code chapter contains proposed development standards that codify traffic

impact analysis requirements for development within the IAMP area. Proposed implementation measures also require that any proposed land use actions within the IAMP area be noticed to ODOT.

Oregon Highway Plan Compliance

The I-82/US 730 IAMP was developed in accordance with the policies set forth in the Oregon Highway Plan (OHP). The following identifies the OHP policies that pertain to the I-82/US 730 IAMP and how the IAMP satisfies the requirements.

Policy 1A: State Highway Classification System. The state highway classification system includes five classifications: Interstate, Statewide, Regional, District, and Local Interest Roads. In addition, there are four special purpose categories that overlay the basic classifications: special land use areas, statewide freight route, scenic byways, and lifeline routes.

Within the IMSA, there are three ODOT highways. Interstate-82 is an Interstate Highway and is part of the National Highway System (NHS). US 730 is a Statewide Highway from the southbound I-82 ramp terminal east to US 395 and a Regional Highway west of the southbound terminal. US 395 is a Statewide Highway.

How Addressed: The I-82/US 730 IAMP recognized the respective functions of each highway. Relocating the POE will allow US 730 to serve its regional role, instead of all truck traffic. The plan also includes accessory weigh facilities along US 730 and US 395, recognizing their need to serve freight traffic.

Policy 1B: Land Use and Transportation. This policy recognizes the role of both the State and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.

How Addressed: The IAMP was developed through a cooperative planning effort between the City of Umatilla, Umatilla County, ODOT, and DLCD. The IAMP will be implemented by the City of Umatilla through an Interchange Management Overlay District that will require coordinated agency review on all future development or land use actions within the District.

Policy 1C: State Highway Freight System. This policy recognizes the need for the efficient movement of freight through the state. Interstate-82, US 395, and sections of US 730 are designated freight routes.

How Addressed: The transportation improvement plan improves traffic operations and safety along US 730 and at the interchange, which will ensure that freight mobility is preserved along the US 730 and US 395 corridors. The relocated POE along I-82 will also be able to more efficiently serve freight traffic than it is able to at its current location.

Policy 1F: Highway Mobility Standards Access Management Policy. This policy addresses state highway performance expectations, providing guidance for managing access and traffic control systems related to interchanges.

How Addressed: The I-82/US 730 IAMP demonstrates that the interchange will be able to meet ODOT mobility standards through the 20-year horizon. It also provides an access management element that improves access management within the IMSA.

Policy 1G: Major Improvements. This policy requires maintaining performance and improving safety by improving efficiency and management before adding capacity.

How Addressed: The I-82/US 730 IAMP provides measures to increase efficiency through access management and provides improvements to the local street system.

Policy 2B: Off-System Improvements. This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system.

How Addressed: Section 8 identifies a series of procedural steps that the City, County, and ODOT will take regarding improvements to the local circulation network, including the realignment of Brownell Boulevard. Specific access management responsibilities have been set according to State and City responsibilities.

Policy 2F: Traffic Safety. This policy emphasizes the state's efforts to improve safety of all uses of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues.

How Addressed: The potential safety issues identified within the IMSA relate to queues spilling back from other intersections into the ramp terminals. The transportation improvement plan outlined in Section 7 addresses these issues. The access management element was also developed to ensure the long-term safety of the interchange area.

Policy 3A: Classification and Spacing Standards. This policy addresses the location, spacing and type of road and street intersections and approach roads on state highways. The adopted standards can be found in Appendix C of the Oregon Highway Plan.

How Addressed: See Policy 3C below.

Policy 3C: Interchange Access Management Areas. This policy addresses management of grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. Action items include developing interchange area management plans to protect the function of the interchange to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing

interchanges. The local jurisdiction's role in access management is stated in Policy 3C as follows: "necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place (Action 3C.2)."

Access management standards are detailed in Policy 3C and include the distance required between an interchange and approaches and intersections. The most stringent standards apply in interchange areas. Table 17 of the OHP contains the minimum spacing standards applicable to the I-82/US 730 Interchange, a freeway interchange that has a multi-lane crossroad. The spacing standards in an urban area for this type of interchange are:

1 miles (3.2 km)	Distance between the start and end of tapers of adjacent interchanges.
750 feet (230m)	Distance to the first approach on the right (right in/right out only)
1,320 feet (400 m)	Distance to the first major intersection or approach (left turns allowed).
990 feet (300 m)	Distance between the last right in/right out approach road and the start of the taper for the on-ramp.

How Addressed: The I-82/US 730 IAMP includes an access management element that consolidates access points and improves access spacing over the existing conditions. Ultimately, upon land redevelopment, access on either side will be improved but it will not meet the standards outlined above. Section 7 outlines where deviations will be necessary and describes how each of the necessary deviations meets the requirements of Division 51.

Policy 4A: Efficiency of Freight Movement. This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. Interstate-82, US 395, and sections of US 730 are designated Freight Routes.

How Addressed: The transportation improvement plan improves traffic operations and safety along US 730 and at the interchange, which will ensure that freight mobility is preserved along the US 730 and US 395 corridors. The relocated POE along I-82 will also be able to more efficiently serve freight traffic than it is able to at its current location.

Policy 5B: Scenic Resources. This policy applies to all state highways and commits the State to using best management practices to protect and enhance scenic resources in all phases of highway project planning, development, construction, and maintenance.

How Addressed: This policy was considered as part of the plan development.

Summary, Conclusions and Recommendations

The I-82/US 730 Interchange Area Management Plan has been open to public input and has been thoughtfully crafted with the input of the consultants, Technical Advisory Committee, Public Advisory Committee, City Council, Planning Commission, Oregon Department of

Transportation, Oregon Department of Land Conservation and Development and City of Umatilla staff. The IAMP provides a blueprint to assuring transportation improvements are accomplished and commensurate with traffic demands.

Staff recommends the Planning Commission approve the I-82/US 730 Interchange Area Management Plan, and forward a recommendation to the Umatilla City Council to adopt the IAMP through an implementing ordinance that would accomplish the following:

- Adopt the I-82/US 730 IAMP as part of the City of Umatilla Transportation System Plan and Comprehensive Plan;
- Amend the Comprehensive Plan Map and Zoning Map to include the IAMP Management Area boundary;
- Amend the Umatilla Development Code to include development and land use application requirements pertaining to transportation impact analysis, access management, and agency coordination;
- Amend the Comprehensive Plan Map and Zoning Map to include the Gateway Sub-District overlay zone on the current Port of Entry site;
- Amend the Umatilla Development Code to include section “10-4C-6 Gateway Sub-District” to establish development standards on the modify allowed and conditional uses on the current Port of Entry site;

The City of Umatilla and staff have relied on the representations of the applicant in evaluating their application for land-use approval. Any misrepresentations or prevarication on the part of the applicant shall render the staff findings incorrect and may invalidate these findings of facts and summary of conclusions and could result in a requirement that the applicant withdraw the previous application and reapply for land-use approval under the codes of the City of Umatilla.

Staff report prepared by Zach Lunden, City Planner

Date

By affixing my signature hereto, I accept the findings and conclusions of the staff report. I reserve the right to comment and/or respond to emerging issues as they may arise throughout the public process. I forward said staff report to the Planning Commission for their consideration in a duly advertised and properly noticed public hearing.

Bob Ward, City Manager

Date

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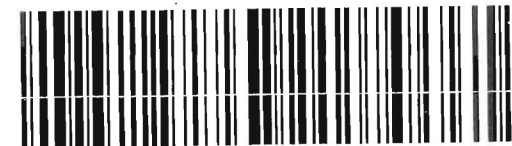
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