

TECHNICAL MEMORANDUM #2

Pendleton IAMPs: Exit 207

Existing Conditions: System Inventory

Date: February 4, 2020 Project #: 24043
To: Technical Advisory Committee, Citizen Advisory Committee
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This memorandum provides a review of existing land uses and transportation facilities within the vicinity of the I-84 Exit 207 interchange. The information in this memorandum will inform the identification of various opportunities and constraints for meeting the goals and objectives of the interchange area management plan (IAMP).

INTERCHANGE MANAGEMENT STUDY AREA

As shown in Figure 1, the Exit 207 interchange is located on the west side of Pendleton. The figure also shows the Interchange Management Study Area (IMSA), which defines the land use study area. The IMSA includes properties whose development may have a direct impact on the near- and long-term function of the interchange. This includes the Eastern Oregon Regional Airport and surrounding uses.

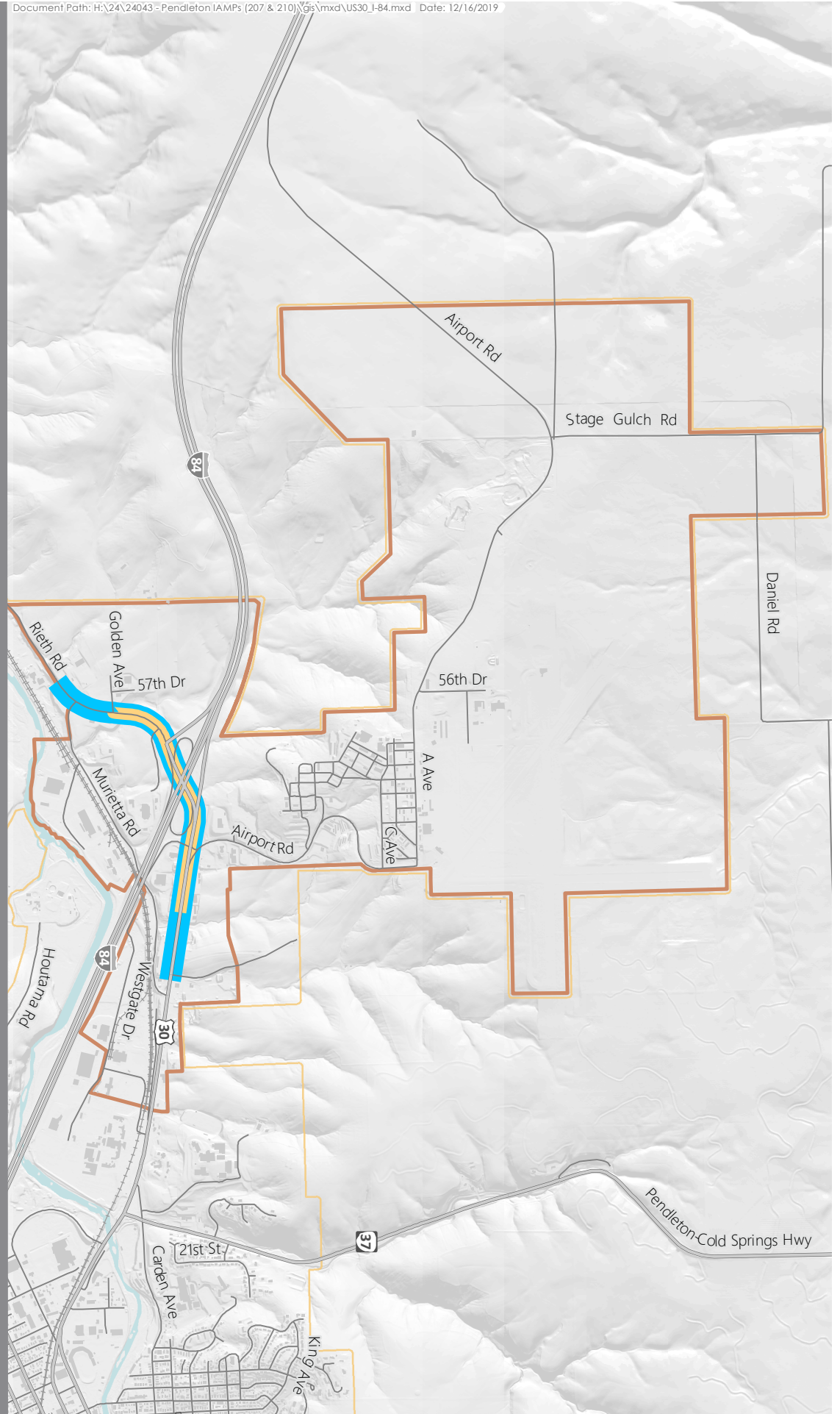
Figure 1 also includes the Operation/Access Study Area (OASA) boundary. This is the area for which operational analysis will be completed and that will be considered in the Access Management Plan element of the IAMP.

EXISTING LAND USE AND DEMOGRAPHICS

This section summarizes existing land use conditions and demographics within the IMSA. More detailed information on these topics is included in Attachment "A."

Existing Zoning

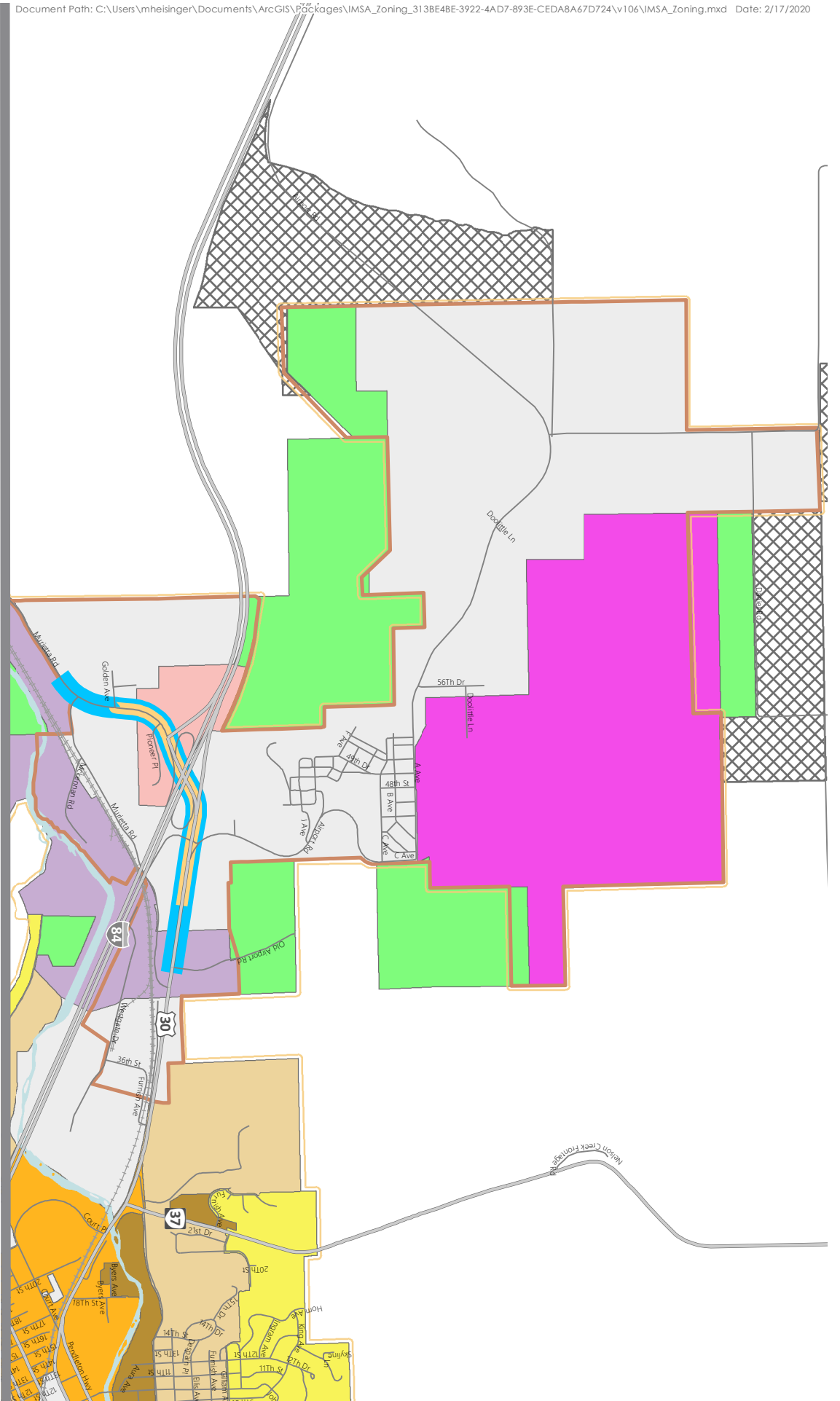
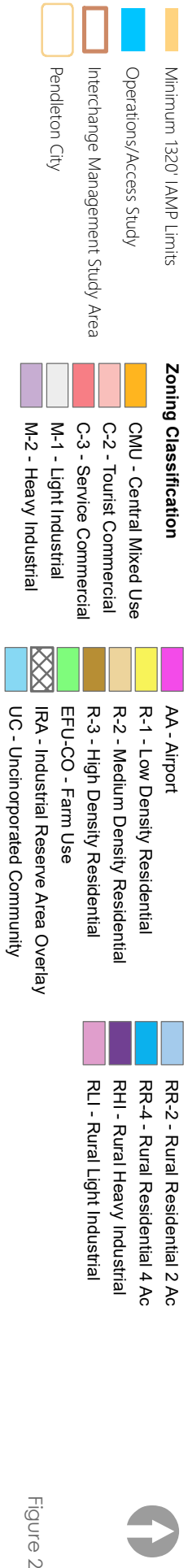
The IMSA is located within the City of Pendleton's Urban Growth Boundary (UGB) and is primarily located within the city limits. The land in the UGB is subject to the land use regulations of the City of Pendleton, which are implemented through the Comprehensive Plan and zoning designations, shown on Figure 2.



- Minimum 1320' IAMP Limits
- Operations/Access Study Area
- Interchange Management Study Area
- Pendleton City UGB



Figure 1



Pendleton Zoning Map
Exit 207

Figure 2

Generally, the zoning in the IMSA primarily consists of industrial and airport associated zones, with the exception of the tourist commercial zoned area directly surrounding the interchange. Additionally, a handful of the properties in the ISMA are not currently within city limits; these areas are zoned for farm use. More information on the uses allowed and regulations within each zoning district can be found in Attachment “A.”

The IMSA contains several subdistricts around the airport area, the districts are primarily focused on industrial and commercial uses. The subdistricts in the IMSA are the following:

- Airport Industrial – Intended to reserve sites near the airport for targeted industrial users.
- Airport Hazard – Intended to reduce hazards and conflicts with airport operations
- Business Park – Intended to provide for a mix of light industrial, heavy commercial, office, and supporting commercial uses in master planned setting.
- Regional Distribution Center – Intended to provide a large site for a regional distribution center with a direct access to Barnhart Road Extension.

More information on the purpose, permitted uses, and lot standards for each subdistrict is found in Attachment “A.”

Existing Uses and Vacant/Developable Land

An inventory of existing land uses and vacant and developable land was produced using Umatilla County’s tax assessor data for tax lots located within or partially within the IMSA. Each tax lot is classified in accordance with ORS 308.215 and, with the exception of specially-assessed properties, the classification is based upon the highest and best use of the property. Tax assessor information for tax lots provides a basic inventory of existing land uses and vacant and developable land. Figure 4 shows the current land uses within the IMSA. Figure 5 shows vacant and redevelopable land by use type within the IMSA.

Properties shown as vacant are based on 2017 County property class codes. Non-farm redevelopable properties – i.e. residential, commercial, and public – are shown using a basic value ratio based on the most recent County assessment of property values. Non-farm properties shown as redevelopable are based on a land value to improved value ratio of 2:1.¹

Based on discussions with City staff, areas located west and north of the airport are currently vacant and there are plans to have city services extended to them. The provision of city services will make these areas more readily developable. These developable areas are generally bounded by Airport Road

¹ Farm properties typically have minimal building improvements on large lots and are generally readily redevelopable. However land use regulations such as zoning typically restrict the type and intensity of development for farming uses. Data shown for current farm uses are assumed to have such restrictive zoning.

to the south, city limits to the west, and Daniel Road to the north. In addition, a portion of the area is associated with the closed and capped City landfill and is not developable.

Most of the land within the IMSA is currently used as an airport and airport supportive uses, which are considered a public use. Other uses, in order of most land to fewest land, include farm, industrial, commercial, and residential. The areas nearest to the interchange exit are primarily public or industrial uses.

There is a large amount of vacant or redevelopable land available for non-farm uses within the IMSA. Overall, there is over 1,200 acres of vacant or redevelopable land, most of which is a public or farm use. The amount of vacant and redevelopable land is likely overestimated as these areas are primarily located adjacent to the airport and may serve airport needs. Similarly, some areas may be vacant or redevelopable due to environmental constraints such as steep slopes. There is no vacant or redevelopable land for residential uses and very little for commercial uses, based on the current zoning. This information is summarized in Table 1.

Table 1 Exit 207 IMSA Vacant and Redevelopable Land by Current Use

Current use	Developed (acres)	Redevelopable (acres)	Vacant (acres)	Undevelopable (acres)	Total (acres)
Residential	8	8	0	0	16
Commercial	47	1	1	0	49
Farm	0	41	568	0	609
Industrial	104	57	36	0	197
Public	862	384	140	156	1,542
TOTAL	1,021	491	745	156	2,413

The largest landowner within the IMSA is the City of Pendleton, which owns approximately 5,500 acres. Information on major tax lot ownership can be found in Attachment “A.”

Demographic Data

Statistical information covering employment, population, and minority populations provides insight into the current conditions within the IMSA. Demographic data for identified populations was gathered using 2010 Decennial Census and 2017 5-Year American Community Survey (ACS) data sources. Note that neither Census Block Groups, associated with ACS 2017 5-Year American Community Survey, nor Census Tracts, associated with the 2010 Decennial Census, fit precisely to the IMSA boundaries. Block groups that are found in the IMSA, but that are largely outside and not representative of the IMSA characteristics, were removed.

The following sections summarize demographic data for the IMSA. Attachment “A” contains more details on the study area’s demographics.

Population

Figure 6 shows the population by Census Block, which provides an indication of the limited population within the IMSA.

Employment

The majority of the IMSA’s paid employees work in construction (16%), manufacturing (35%), wholesale trade (14%), and retail trade (18%). This is consistent with the land uses within the IMSA, including the Airport, adjacent industrial area, and small retail area.

Title VI and Environmental Justice Populations

Figure 3 summarizes demographic data within the approximate area of the IMSA for eight Title VI and environmental justice populations.

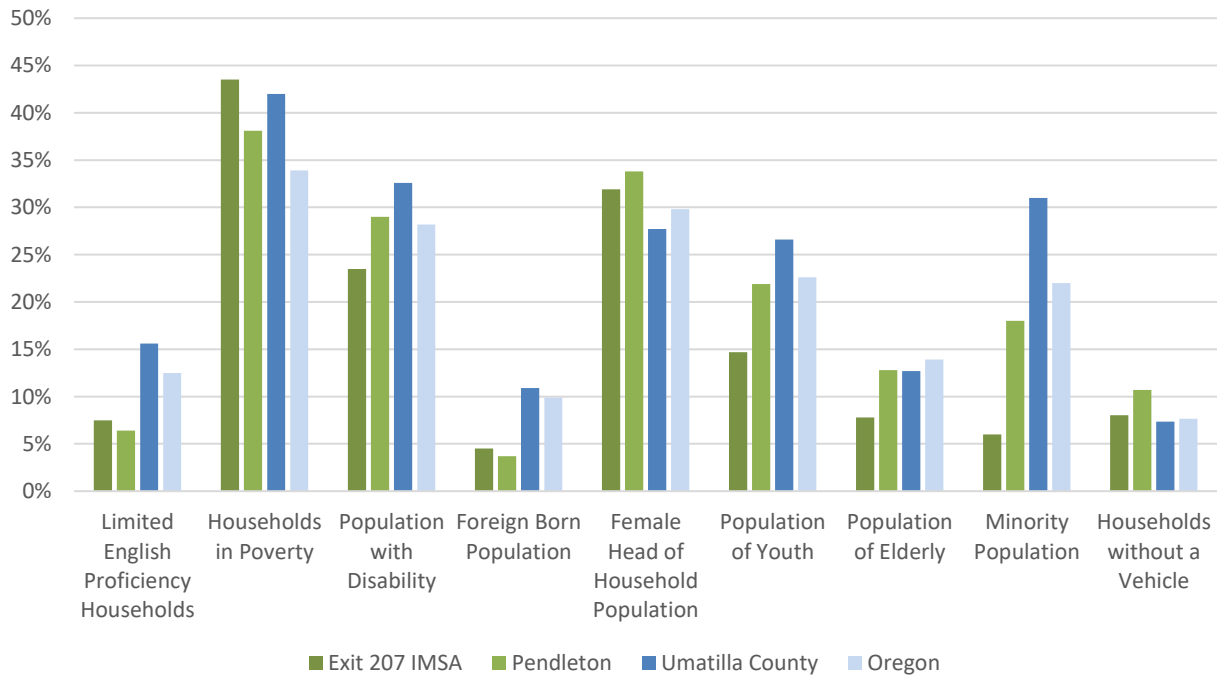











Figure 3 Title VI and Environmental Justice Populations

The demographic information suggests the following:

- The IMSA has a higher percentage of households in poverty than in Pendleton or the State average.
- The percentage of Youth and Elderly populations in the IMSA are less than the Pendleton, Umatilla County, and State percentages.

- Within in IMSA the percentage of females as the head of the household is greater than Umatilla County and the State as a whole.

More information on each of these populations, including maps showing the relative concentrations of each population across the IMSA, can be found in Attachment "A."

-  Minimum 1320' IAMP Limits
 -  Operations/Access Study Area
 -  Interchange Management Study Area
 -  Pendleton City UGB
-
-  Commercial
 -  Farm
 -  Industrial
 -  Public
 -  Residential

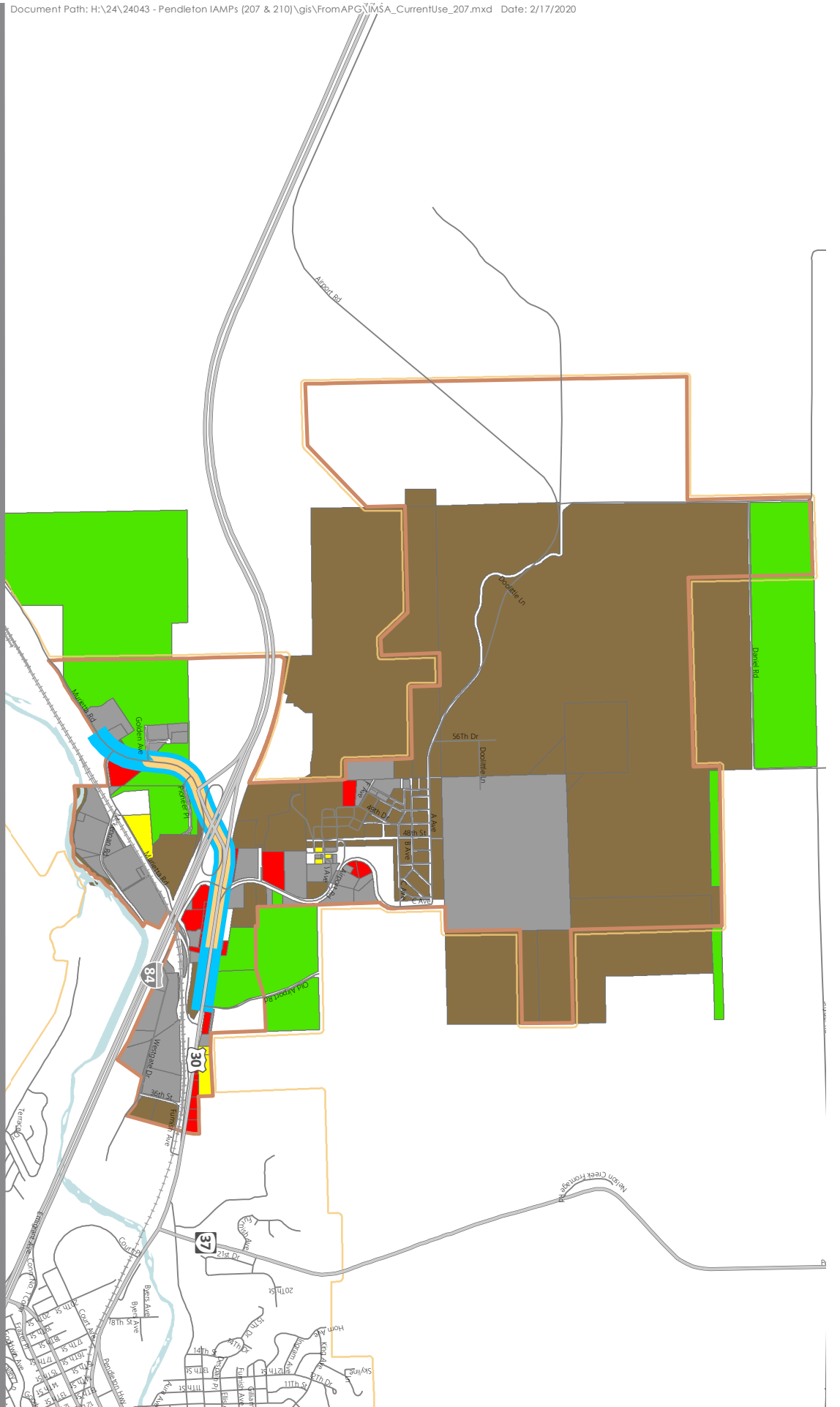
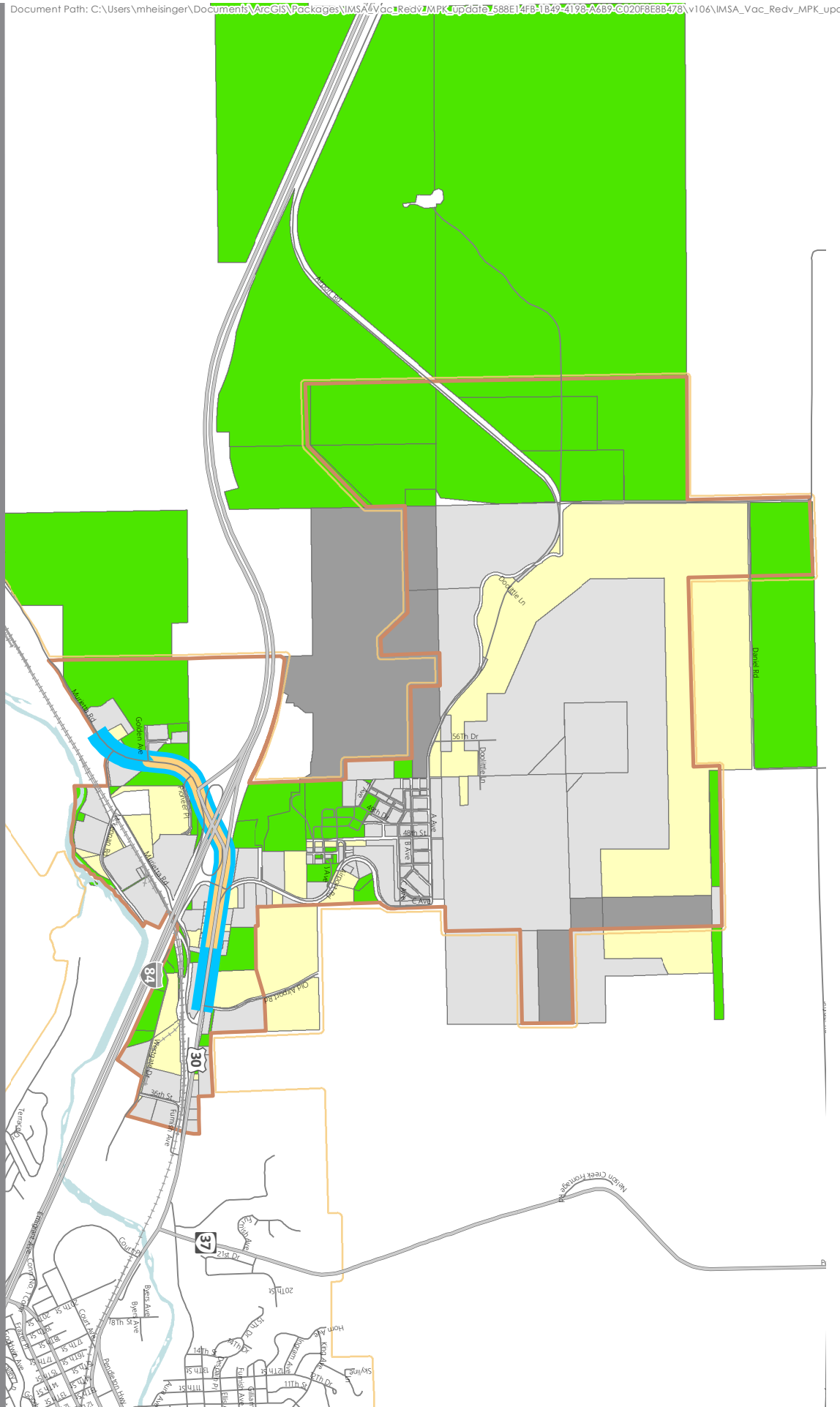


Figure 4

**Current Uses
Exit 207**



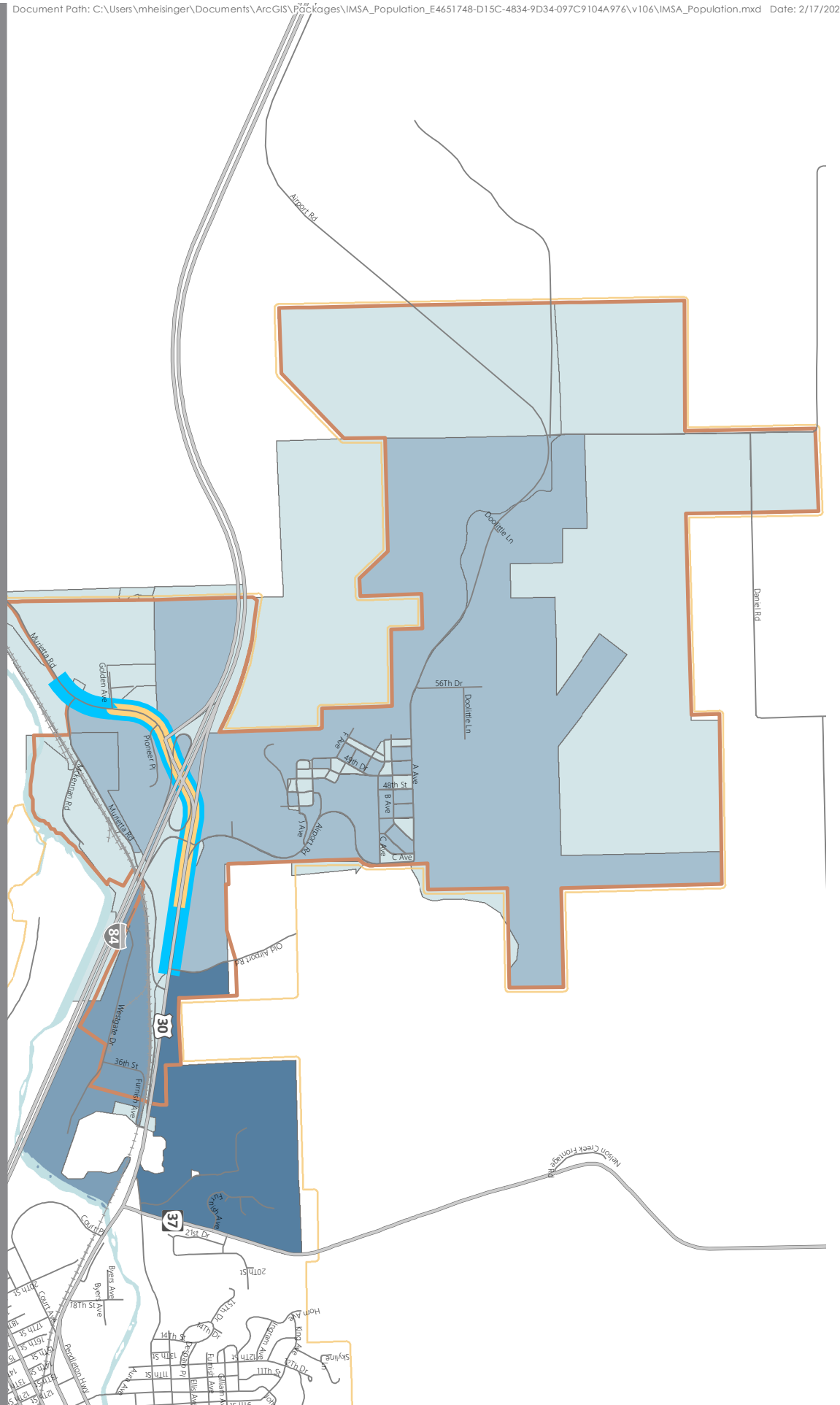
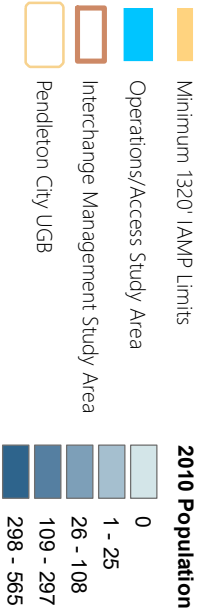
- Minimum 1320' IAMP Limits
- Operations/Access Study Area
- Interchange Management Study Area
- Pendleton City UGB

- Vacant & Redevelopable Land**
- Undevelopable
 - Developed
 - Redevelopable
 - Vacant



Vacant and Redevelopable Land
Exit 207

Figure 5



**2010 Population (by Census Block)
Exit 207**

Figure 6

EXISTING TRANSPORTATION INVENTORY

The existing transportation inventory provides a detailed description of all transportation facilities and travel modes within the study area, specifically focusing on the OASA. In addition, the inventory identifies the traffic control and geometric characteristics of roadways and other transportation facilities within the OASA. A detailed description of these facilities is provided in the following sections.

Roadway Facilities

The roadways within the OASA include state, county, and city roadways. A description of each of the roadway facilities, including functional classification and geometric characteristics, is summarized in Table 2. Figure 7 illustrates the existing lane configurations and traffic control devices at the study intersections. Information related to the location and condition of ODOT culverts and bridges is shown in Attachment “B”.

Table 2 Existing Transportation Facilities and Roadway Designations, Interchange 207

Roadway	Existing Roadway Ownership/Functional Classification ¹	Cross Section	Posted Speed (MPH)	Pavement Condition ²	Lane Width (ft)	Shoulder Width (ft)/Type	On-Street Parking?	ROW Width (ft) ³
Interstate 84	ODOT - Interstate	4 lanes	70	Very Good	12	16/Paved	No	450-850
US 30	ODOT - District Highway	2 lanes	40	Very Good	12	4-8/Paved	No	120-140
Rieth Rd	City - Local Road	2 lanes	45	<i>Data not available</i>	12-13	4-8/Paved, Gravel	No	80-100
Airport Rd	City - Local Road	2 lanes	55	Very Good	12	3/Paved	No	160
NW Pioneer Pl	City - Local Road	2 lanes	Not Posted	Good	16	0/Curb & Gutter	No	85

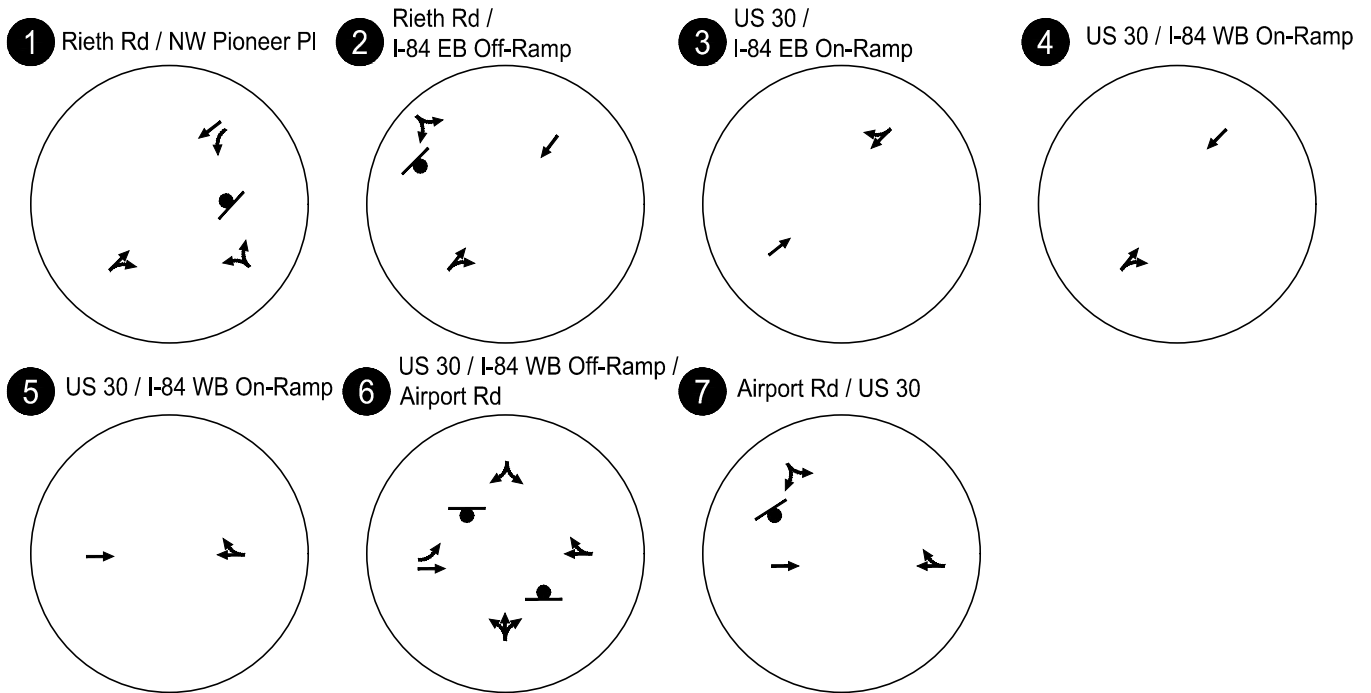
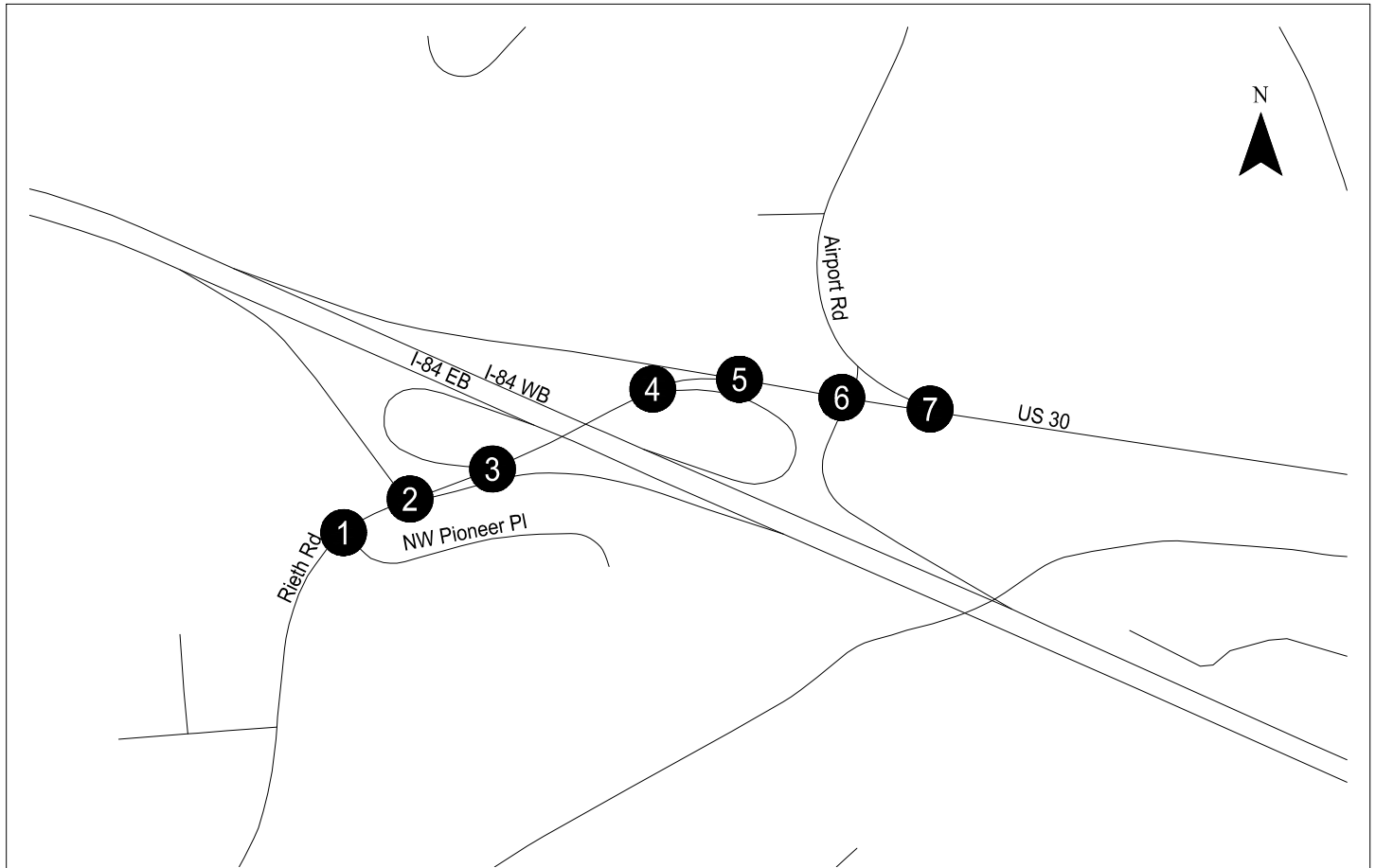
¹ODOT Functional Classifications are from the *Oregon Highway Plan* (Reference 1) and City functional classifications are from the *City of Pendleton Transportation System Plan* (Reference 2)

²Data for ODOT facilities from ODOT TransGIS website (Reference 3) and data for City roads from City Planning Department.

³Widths measured in GIS Tax Lot data from City Planning Department

Freight Routes

Within the Exit 207 IMSA, I-84 is identified in the Oregon Highway Plan as a Freight Route and as a Reduction Review Route, which, per Oregon Administrative Rule 731-012-0010, requires a review of any proposed activity that will alter, relocate, change, or realign the facility to determine whether the activity will result in a Reduction of Vehicle-Carrying Capacity.



LEGEND

- # - Study Intersections
- ⊥ - Stop Sign
- ↔ - Lane Movement

Existing Lane Configurations
Exit 207
Pendleton, OR

Figure
7

H:\2\124043 - Pendleton IAMPs (207 & 210)\dwgs\Lane Configurations Exit 207_AEG.dwg Oct-17, 2019 - 4:32pm - mheisinger Layout Tab: Lane Configurations 8.5x11

Roadway Access Configurations

The OHP and Oregon Administrative Rule 734, Division 51 identify ODOT’s access management standards within the vicinity of interchanges. Based on an outright application of the standards, no full public or private access is allowed within 1,320 feet (¼-mile) from the ramp terminals.

Accesses within the Exit 207 OASA are listed in Table 3 and shown in Figure 8. Table 3 describes the roadway being accessed, whether the access is private driveway or public street/access, the type of use being served by the access, and the access number, which corresponds with the access numbers shown on Figure 8. Accesses shaded grey are located within ¼ mile of the interchange ramp terminals.

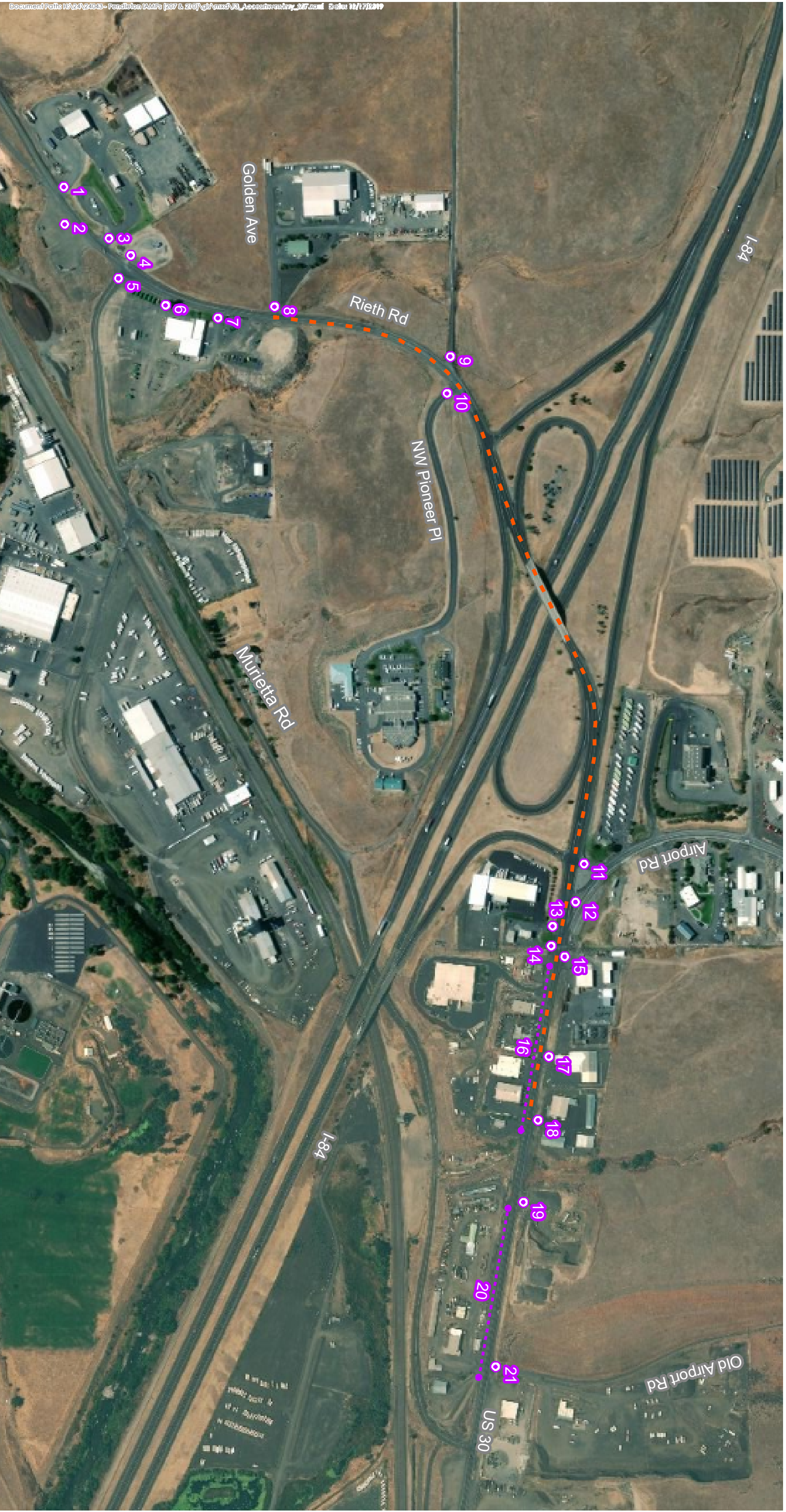
Table 3 Exit 207 OASA Access Inventory

Access Number	Roadway	Approach Type	Side of Roadway	Access Width (ft) ¹	What Does the Access Serve?
1	Rieth Rd	Private	West	52	Pendleton Sanitary Services – Utility/Truck Storage
2	Rieth Rd	Private	East	400	Dirt pull-out/storage lot
3	Rieth Rd	Private	West	72	Pendleton Sanitary Services
4	Rieth Rd	Private	West	20	Utility building
5	Rieth Rd	Public	East	90	Murietta Road
6	Rieth Rd	Private	East	45	RDO Equipment
7	Rieth Rd	Private	East	45	RDO Equipment
8	Rieth Rd	Public	West	47	NW Golden Ave
9	Rieth Rd	Private	West	43	Residential Driveway/Farm Access
10	Rieth Rd	Public	East	35	NW Pioneer Pl
11	US 30	Public	North	60	Airport Rd Connector
12	US 30	Public	North	240	Airport Rd
13	US 30	Private	South	55	Gas Station & Pendleton Bottling (Access 1)
14	US 30	Private	South	35	Gas Station & Pendleton Bottling (Access 2)
15	US 30	Private	North	94	Pacific Power Maintenance Yard
16	US 30	Private	South	900	Approximately 900 ft of open frontage to commercial and industrial uses
17	US 30	Private	North	66	Pacific Power
18	US 30	Private	North	37	Storage facilities
19	US 30	Private	North	65	Material Storage Facilities
20	US 30	Private	South	900	Approximately 900 ft of open frontage to Umatilla County Road Department facilities
21	US 30	Public	North	54	Old Airport Road

¹Data from Google Earth aerial imagery – measured at stop bar location or approximately 10 feet from edge of roadway

There are 21 accesses within the OASA. There are 10 accesses within 1,320 feet from the Exit 207 ramp terminals on Rieth Road and US 30. These accesses primarily serve industrial and commercial facilities. Other observations from the Exit 207 access inventory include the following:

- The majority of accesses (80%) within the OASA are private.
- Access 16 is approximately 900 feet of open frontage that serves approximately 8 different properties with varying commercial and industrial uses. It is also within 1,320 feet of the Exit 207 WB Off-Ramp.
- Access 17 is approximately 900 feet of open frontage that serves Umatilla County Road Department facilities.



- Access Location - Driveway or Public Street
- Access Location - Open Frontage
- - - Minimum 1320' IAMP Limits

Figure 8

- Access 11 is located directly across from the Exit 207 WB Off-Ramp/US 30 intersection.

Pedestrian, Bicycle, and Transit Considerations

There are no pedestrian, bicycle, and transit facilities within the Exit 207 OASA. People walking and biking within the OASA must use the limited shoulders along US 30 and Rieth Road or walk or bike in the travel lanes. In many locations along these roadways, the paved shoulder is less than 4 feet wide and the adjacent terrain is dirt or gravel.

Potential generators of pedestrian and bicycle activity include the various employers in the area, including those around the airport and the Blue Mountain Community College.

The Pendleton Transportation System Plan (Reference 2) identifies future bike lanes and sidewalks on US 30, east of Airport Road.

NATURAL RESOURCES AND ENVIRONMENTAL BARRIERS

The project team completed a cursory environmental assessment. This assessment is focused on Goal 5 resources, Federal Emergency Management Agency (FEMA) floodplains, potential wetlands, Threatened and Endangered species, hazardous materials, cultural resources, historic properties, and 4(f) and 6(f) resources. In summary, it found the following:

- There are no Goal 5 resources present within the IMSA.
- The southern portion of the IMSA is within a 100-year floodplain and FEMA standards will need to be considered if the final project alternative will impact the floodplain.
- There are known wetlands and waterbodies within the IMSA.
 - A wetland determination and/or delineation may be required to quantify potential impacts to wetlands during later project development stages.
- The nearest known habitat for Threatened or Endangered species is the Umatilla River (Bull Trout) just outside the IMSA.
- There are several potential hazardous materials sites within the IMSA.
 - A Level 1 Hazardous Materials Survey may be required during later stages of project development.
- Two historic structures and no archaeological sites are located within the IMSA.
- The only park or recreational land within the IMSA is a mountain bike trail system in the eastern end of the IMSA.

The full environmental assessment can be found in Attachment “C.”

REFERENCES

1. Oregon Department of Transportation. *Oregon Highway Plan*. 2015.
2. City of Pendleton. *Transportation System Plan Update*. 2016.
3. Oregon Department of Transportation. *ODOT TransGIS*. <https://gis.odot.state.or.us/transgis/>. Accessed in October 2019.