

TECHNICAL MEMORANDUM #2

Pendleton IAMPs: Exit 210

Existing Conditions: System Inventory

Date: February 4, 2020 Project #: 24043
To: Technical Advisory Committee, Citizen Advisory Committee
From: Nick Foster, AICP, Matt Hughart, AICP, Mark Heisinger, and Amy Griffiths; Kittelson & Associates, Inc.
Darci Rudzinski, Clinton "CJ" Doxsee, and Emma Porricolo; Angelo Planning Group
Dana Kurtz; Anderson-Perry & Associates, Inc.

This memorandum provides a review of existing land uses and transportation facilities within the vicinity of the I-84 Exit 210 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 210 interchange is located in the southeast corner 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 undeveloped lots to the northeast of the interchange.

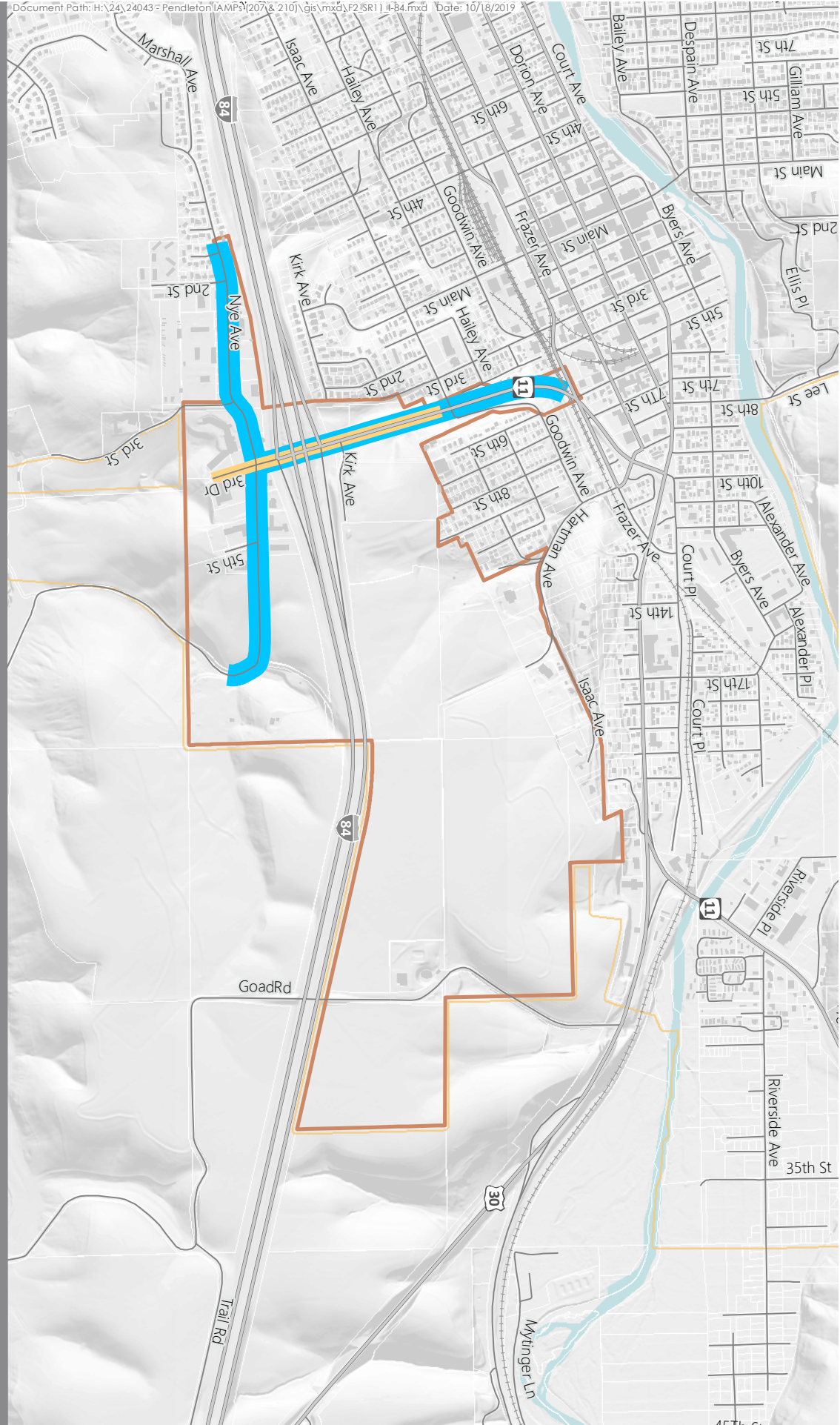
Figure 1 also includes the Operation/Access Study Area (OASA) boundary. This is the area for which operational analysis will be completed and that will be considered in the Access Management Plan element of the IAMP.

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

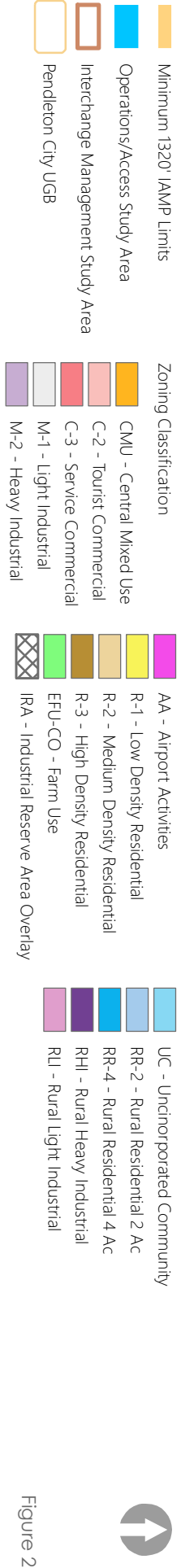
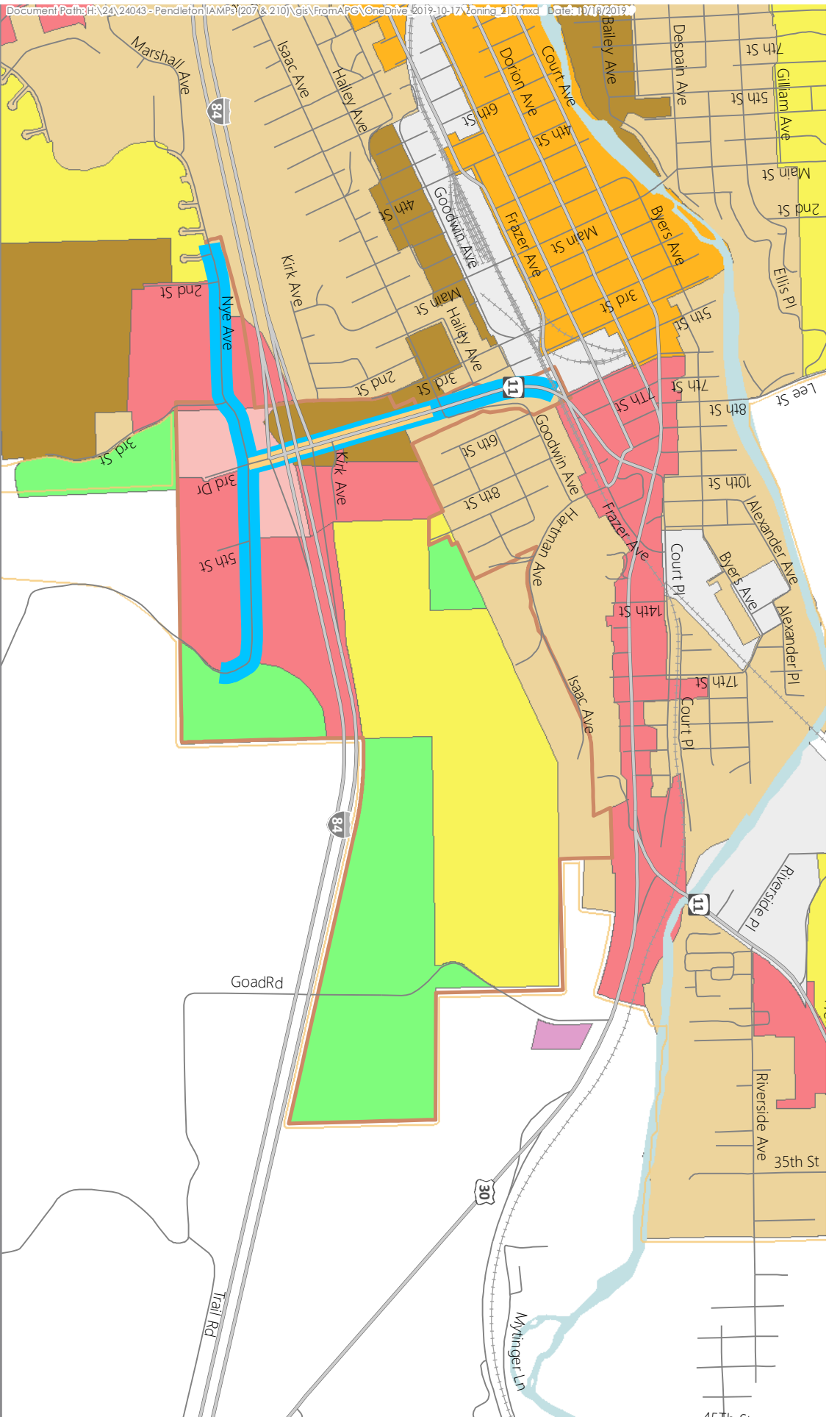


Figure 2

Land south of the interchange is designated for commercial uses, with a mix of Service Commercial and Tourist Commercial zoning. High Density and Medium Density Residential zoning encompasses the areas to the northwest of the interchange while the East Side Mixed Use Opportunity Area Subdistrict (MOA) overlay encompasses lands in the northeast quadrant of the interchange. More information on the uses allowed and regulations within each zoning district can be found in Attachment “A.”

The East Side MOA is located northeast of the interchange and consists of over 285 acres. It is intended to provide an area for mixed use development with a variety of housing types and commercial uses at various densities. Development in the East Side MOA is approved through a unique approval process. Property owners in the MOA have two options; develop under the existing, underlying zoning or use the provisions of the MOA, which requires the development to be approved as a master planned development. Once a master plan is approved, the existing zoning is replaced. Master plans are not required to cover the entire MOA, but must contain a minimum of 20 gross acres. More information on the purpose, permitted uses, and lot standards for the 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 3 shows the current land uses within the IMSA. Figure 4 shows vacant and redevelopable land by use type within the IMSA.

Properties shown as vacant are based on 2017 County property class codes. Generally, 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.¹ Farm properties typically have minimal building improvements on large lots. Land use regulations associated with farm zoning typically restrict the type and intensity of development to farming uses. However, there is a large area of farmland in the NE quadrant of the interchange that is in the East Side MOA and consists of a mix of non-farm zones. These areas are considered developable for urban uses, at urban densities.

Most of the land within the immediate vicinity of the interchange is developed with the exception of the northeast quadrant. A large portion of this land undeveloped but is zoned for residential and commercial as part of the East Side MOA.

A large portion of current farm use areas within the IMSA have residential or commercial zoning applied to them. As such, there is a considerable amount of vacant or redevelopable space within the IMSA.

¹ Non-farm properties shown as redevelopable are based on a land value to improvement value ratio of 2:1.

Overall, there is approximately 330 acres of vacant or redevelopable land. These areas are primarily located along OR-11, Nye Avenue, and Isaac Avenue. This information is summarized in Table 1.

Table 1 Exit 210 IMSA Vacant and Redevelopable Land by Current Use

Current use	Developed (acres)	Redevelopable (acres)	Vacant (acres)	Undevelopable (acres)	Total (acres)
Residential	6	7	6	3	22
Commercial	26	4	6	0	36
Farm	25	297	0	0	322
Public	10	0	10	0	20
TOTAL	67	308	22	3	400

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 5 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 accommodation/food services (50%), health care and social services (24%), construction (7%), and retail trade (7%). This is consistent with the land uses within the IMSA.

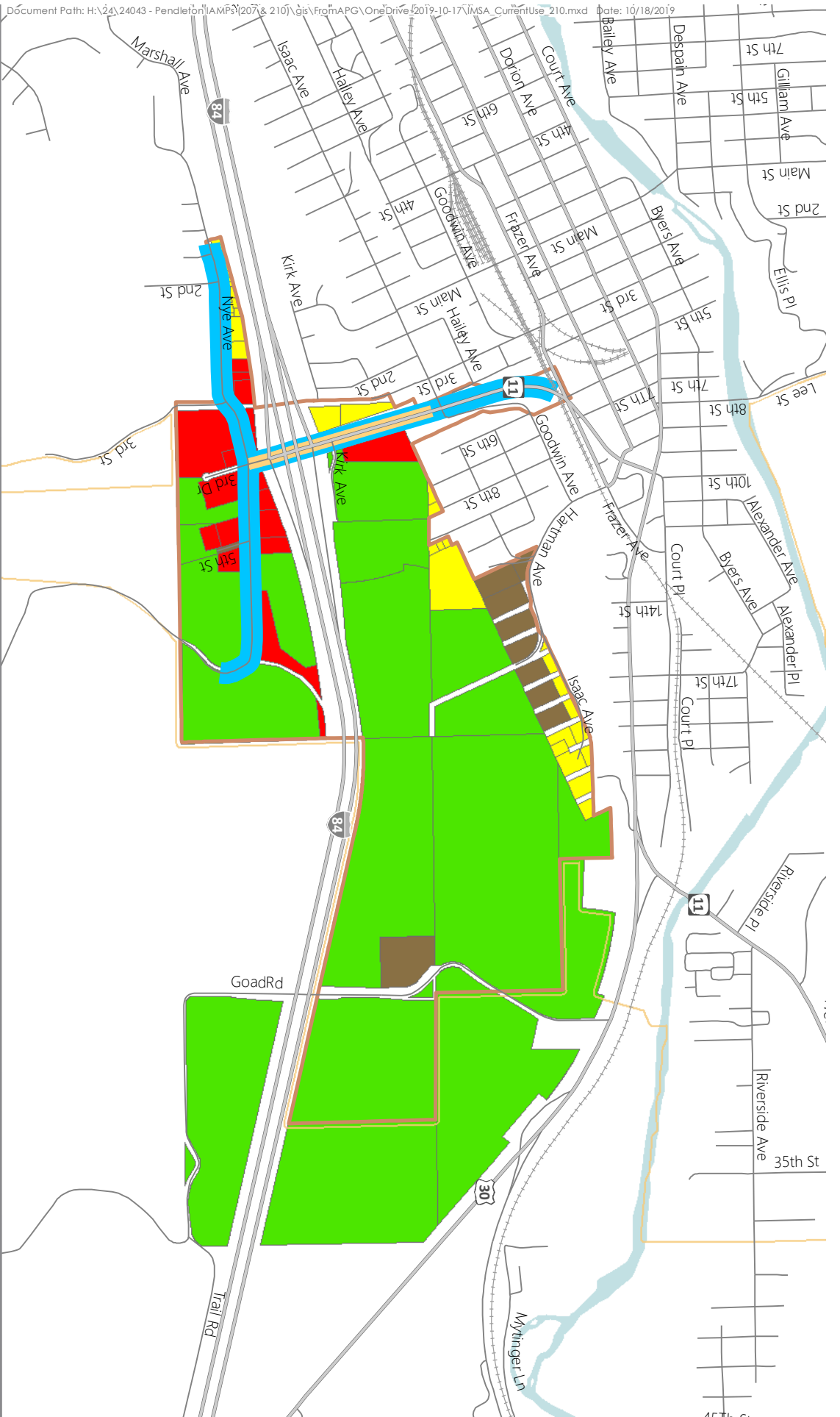
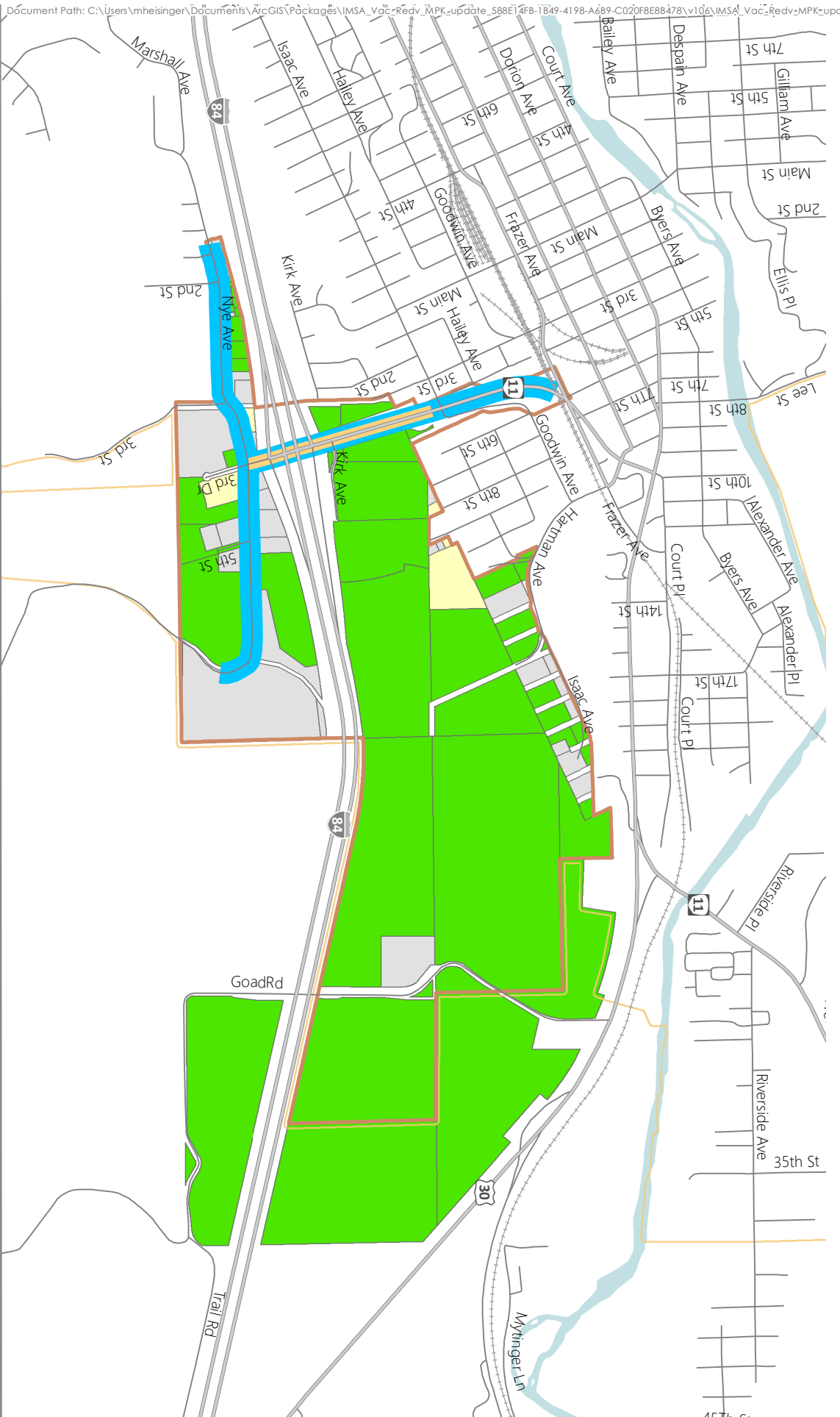


Figure 3



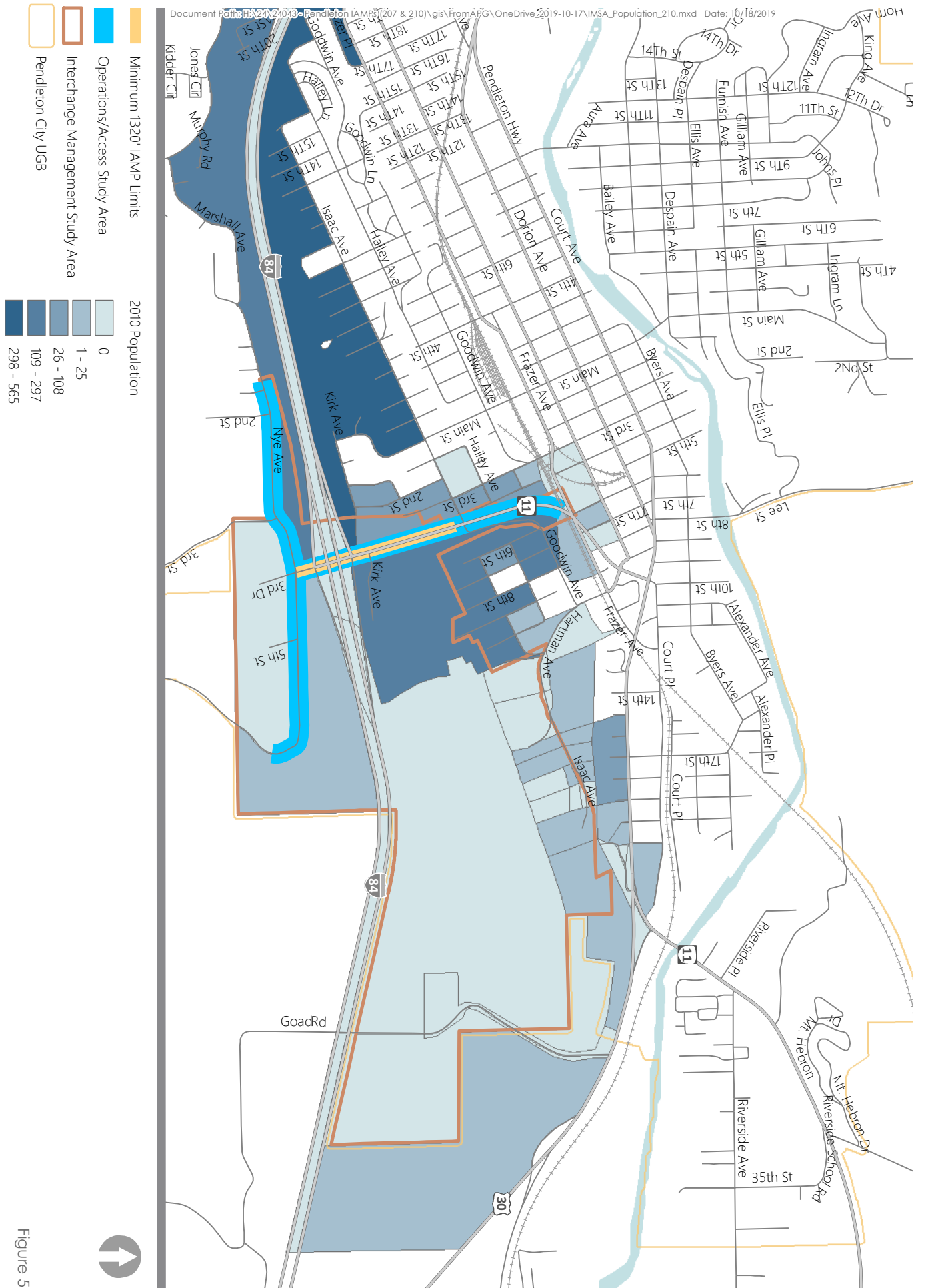
- Minimum 1320' IAMP Limits
- Operations/Access Study Area
- Interchange Management Study Area
- Pendleton City UGB

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



Vacant and Redevelopable Land
Exit 210

Figure 4



**2010 Population (by Census Block)
Exit 210**

Figure 5



Title VI and Environmental Justice Populations

Figure 6 summarizes demographic data within the approximate area of the IMSA for nine Title VI and environmental justice populations.

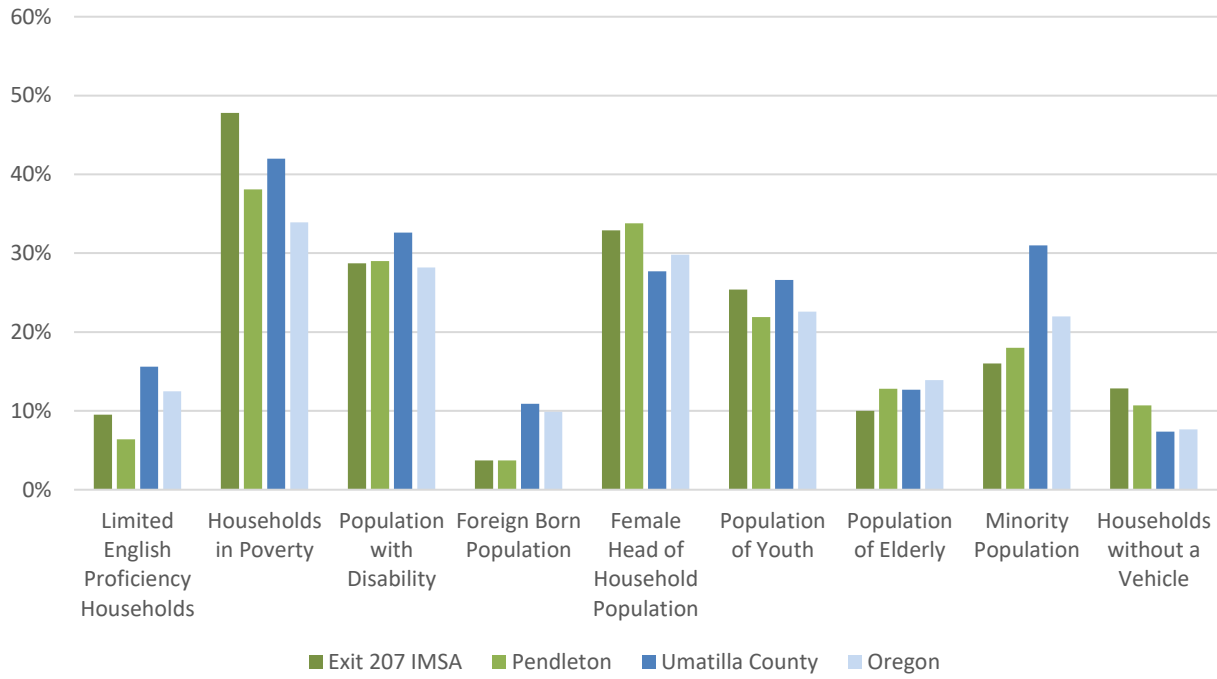


Figure 6 Title VI and Environmental Justice Populations

The demographic information suggests the following:

- The IMSA has a significantly higher percentage of households in poverty compared to Pendleton, Umatilla County, and the State as a whole.
- The IMSA has a notable population of youth, which is comparable to the City and State.
- In the IMSA there are small populations of limited English proficiency households, elderly, and foreign-born individuals.
- The minority population in the IMSA is significantly lower than Umatilla County and the State as a whole.
- The IMSA has a higher percentage of households without a vehicle in comparison to the City, County, and State

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.”

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 and city roadway. 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 210

Roadway	Existing Roadway Ownership/Functional Classification ¹	Cross Section	Posted Speed (MPH)	Pavement Condition ⁴	Lane Width (ft)	Shoulder Width (ft)/Type	On-Street Parking?	ROW Width (ft)
Interstate 84	ODOT - Interstate	4 lanes	70	Very Good	12	10/Paved	No	500-600
OR 11	ODOT - Statewide Highway	2/4 lanes ³	40	Fair	12-17	0/Curb, Guardrail	No	280-350
Isaac Ave	City - Urban Collector	2 lanes	Not Posted	Very Poor	12-14	0/Curb & Gutter	Yes	85
Kirk Ave	City - Local Road	2 lanes	Not Posted	<i>Data not available</i>	16	0/Curb & Gutter	No	60
Nye Ave	City - Collector-Local Road ²	2 lanes	Not Posted	Good to Very Poor	14	0/Curb & Gutter	Yes	90-130

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

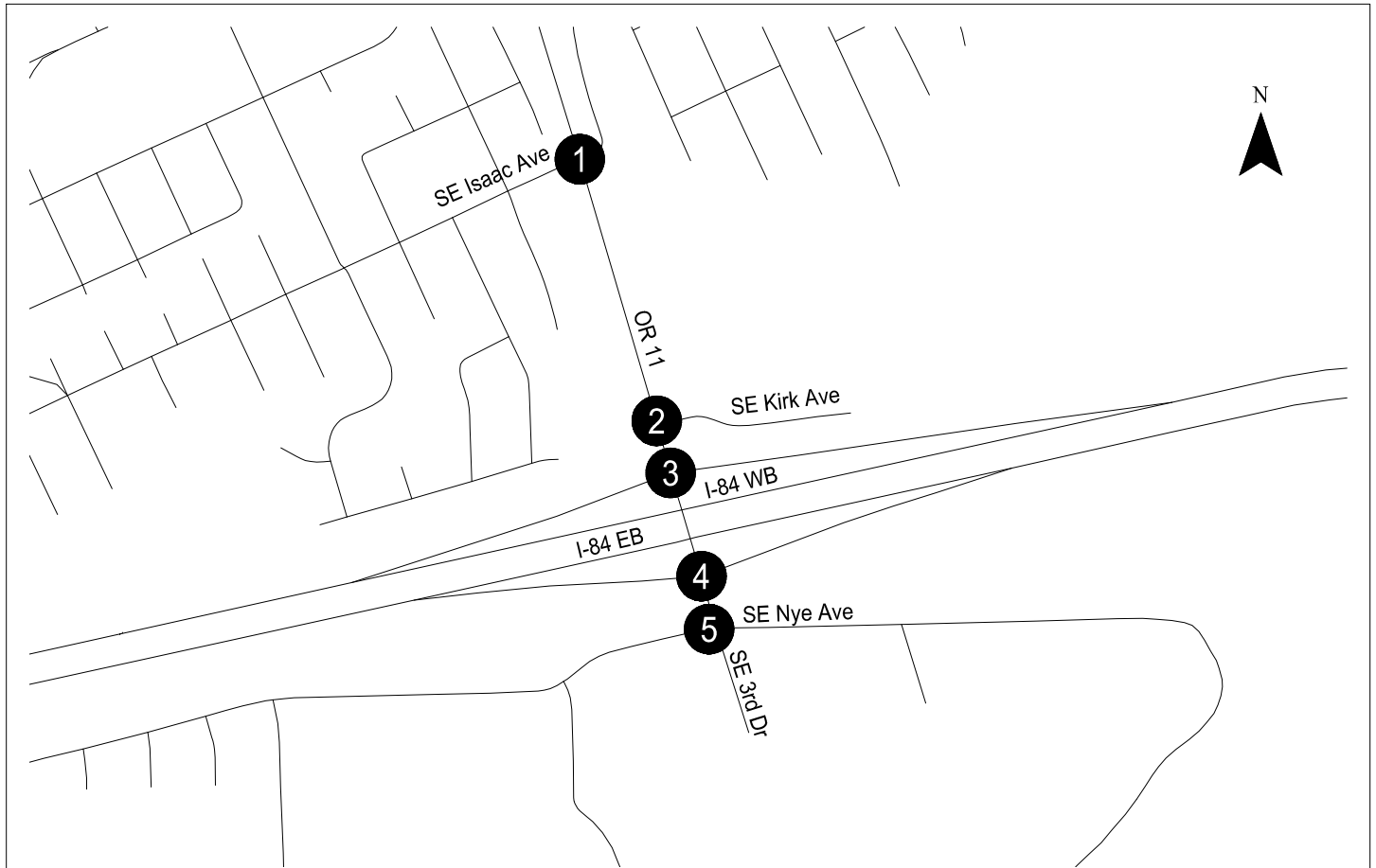
²Urban collector west of Nye Avenue and local road east of Nye Avenue.

³4 lanes north of I-84 westbound ramps and 2 lanes south of I-84 westbound ramps

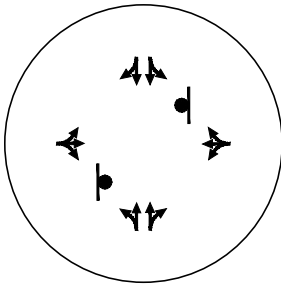
⁴Data for ODOT facilities from ODOT TransGIS website (Reference 3) and data for City roads from City Planning Department.

Freight Routes

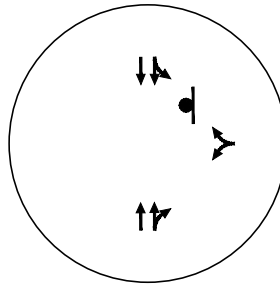
Within the Exit 210 IMSA, I-84 is identified in the Oregon Highway Plan as a Freight Route and as a Reduction Review Route which, as per Oregon Administrative Rule 731-012-0010, requires a review of any proposed activity that will alter, relocate, change, or realign the facility for Reduction of Vehicle-Carrying Capacity. OR 11 is also identified as a Reduction Review Route and as a National Network State freight route as per ODOT TransGIS (Reference 3).



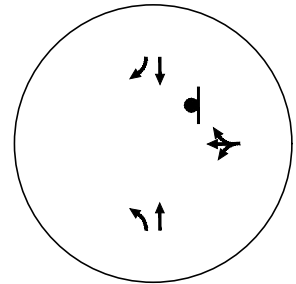
1 SE Isaac Ave / OR 11



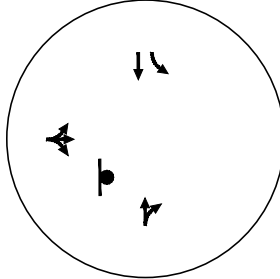
2 SE Kirk Ave / OR 11



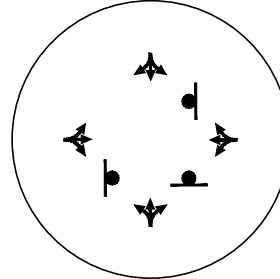
3 I-84 WB On-Ramp / I-84 WB Off-Ramp / OR 11



4 I-84 EB Off-Ramp / I-84 EB On-Ramp / OR 11



5 SE Nye Ave / SE 3rd Dr



LEGEND

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

Existing Lane Configurations
Exit 210
Pendleton, OR

Figure
7

H:\2\24043 - Pendleton IAMPs (207 & 210)\dwgs\Lane Configurations Exit 210_AEG.dwg Oct 15, 2019 - 8:23am - agriffiths Layout Tab: Lane Configurations

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 210 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 210 IMSA Access Inventory

Access Number	Roadway	Approach Type	Side of Roadway	Access Width (ft) ¹	What Does the Access Serve?
1	OR 11	Public	West	65	Isaac Ave
2	OR 11	Public	East	61	SE 5 th St
3	OR 11	Public	East	62	Kirk Ave
4	3 rd Dr	Public	Both	50	Nye Ave
5	3 rd Dr	Private	West	24	Red Lion Hotel
6	3 rd Dr	Private	East	110	Vacant Commercial Lot
7	Nye Ave	Public	South	50	SW 3 rd Pl
8	Nye Ave	Private	North	15	Residential Driveway
9	Nye Ave	Private	North	12	Residential Driveway
10	Nye Ave	Private	North	12	Residential Driveway
11	Nye Ave	Private	North	12	Residential Driveway
12	Nye Ave	Private	North	12	Residential Driveway
13	Nye Ave	Public	South	48	SW 2 nd St
14	Nye Ave	Private	North	10	Residential Driveway (undeveloped lot)
15	Nye Ave	Private	North	12	Residential Driveway (undeveloped lot)
16	Nye Ave	Private	North	12	Residential Driveway (undeveloped lot)
17	Nye Ave	Private	North	12	Residential Driveway
18	Nye Ave	Private	South	20	Office Building
19	Nye Ave	Private	North	26	Hampton Inn
20	Nye Ave	Private	South	32	Utility/Maintenance Yard
21	Nye Ave	Private	South	26	Residential Apartments
22	Nye Ave	Private	North	31	Hampton Inn
23	Nye Ave	Private	South	31	Utility/Maintenance Yard
24	Nye Ave	Private	North	16	Office Building
25	Nye Ave	Private	North	16	Office Building
26	Nye Ave	Private	South	25	Office Building
27	Nye Ave	Private	South	25	Office Building
28	Nye Ave	Private	North	26	Office Building
29	Nye Ave	Private	North	35	Office Building
30	Nye Ave	Public	South	41	SE 3 rd St
31	Nye Ave	Private	South	31	Red Lion Hotel
32	Nye Ave	Private	North	36	Office Building
33	Nye Ave	Private	North	30	Parking Lot
34	Nye Ave	Private	North	28	Chevron
35	Nye Ave	Private	North	30	Chevron
36	Nye Ave	Private	North	35	Chevron
37	Nye Ave	Private	South	30	Red Lion Hotel
38	Nye Ave	Private	South	30	Vacant Commercial Lot
39	Nye Ave	Private	South	37	Vacant Commercial Lot

Access Number	Roadway	Approach Type	Side of Roadway	Access Width (ft) ¹	What Does the Access Serve?
40	Nye Ave	Private	North	60	Sinclair
41	Nye Ave	Private	North	60	Sinclair
42	Nye Ave	Private	North	26	Shari's
43	Nye Ave	Private	North	30	Shari's
44	Nye Ave	Private	South	31	Best Western
45	Nye Ave	Private	South	34	Best Western
46	Nye Ave	Private	North	30	Motel 6
47	Nye Ave	Private	South	42	SE 6 th St
48	Nye Ave	Private	North	32	Super 8
49	Nye Ave	Private	South	31	Holiday Inn
50	Nye Ave	Private	North	36	Residential Driveway

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

There are 50 accesses within the OASA on OR 11, Nye Avenue, and 3rd Drive. The majority of the identified accesses are on Nye Avenue. The accesses on Nye Avenue primarily serve commercial properties, but also serve residential properties and public streets. There are 5 accesses within less than 1,320 feet from the Exit 210 ramp terminals. They are located on OR 11 and 3rd Drive. These accesses primarily serve other public streets, including Nye Avenue. It should be noted that Access 3 (Kirk Ave) is currently closed to traffic and serves an undeveloped lot. Access 3 is approximately 220 feet from the Exit 210 WB Ramp Intersection.

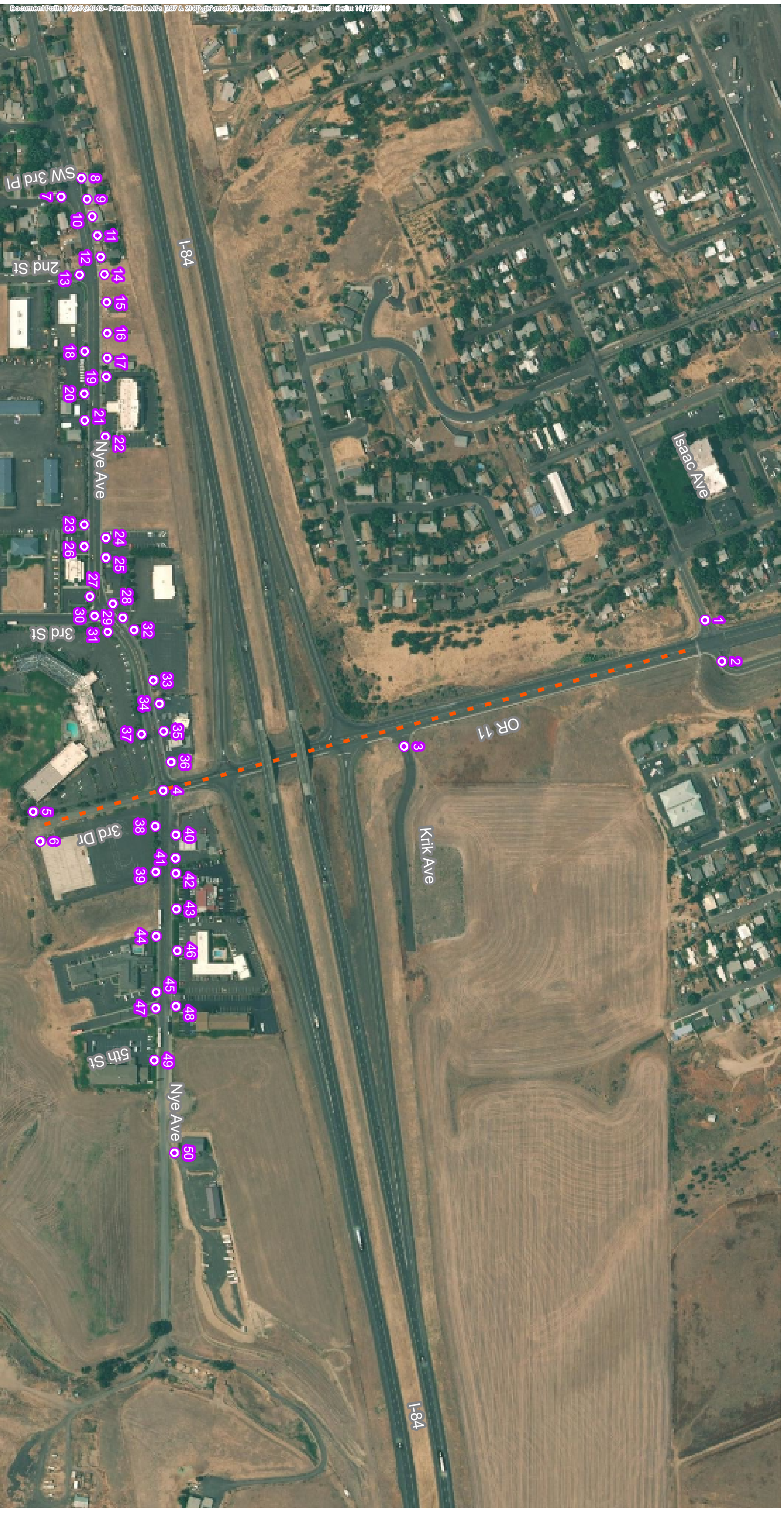
Pedestrian, Bicycle, and Transit Considerations

Bicycle and pedestrian facilities within the Exit 210 OASA are shown in Figure 9. Bike facilities within the OASA are shared-space bike routes. Most roads within the OASA have sidewalk on one or both sides, but there are still notable gaps and deficiencies in the network of pedestrian facilities. Most intersections within the study area do not have marked crosswalks and the crossing at OR 11 / Isaac Ave may warrant higher-visibility treatments. ADA Ramps on the Exit 210 WB Ramp/OR 11, Exit 210 EB Ramp/OR 11, and Kirk Ave / OR 11 intersections were found to be in poor condition (Reference 3). Notable gaps in the sidewalk network include:

- OR 11, north of Isaac Ave (both sides of the street)
- OR 11, from Isaac Ave to Nye Avenue (west side of the street)

Potential generators of pedestrian and bicycle activity include the various employers in the area and the hotels and restaurants on Nye Avenue.

The City of Pendleton operates a fixed route bus service called “Let’er Bus Transit,” which offers two bus routes within the City. The South West Bus Route operates within the IMSA on Nye Avenue and OR 11. The location of the bus route and bus stops are shown in Figure 9.



○ Access Location - Driveway or Public Street

— Minimum 1320' IAMP Limits

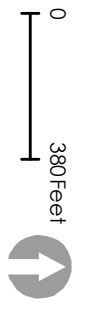
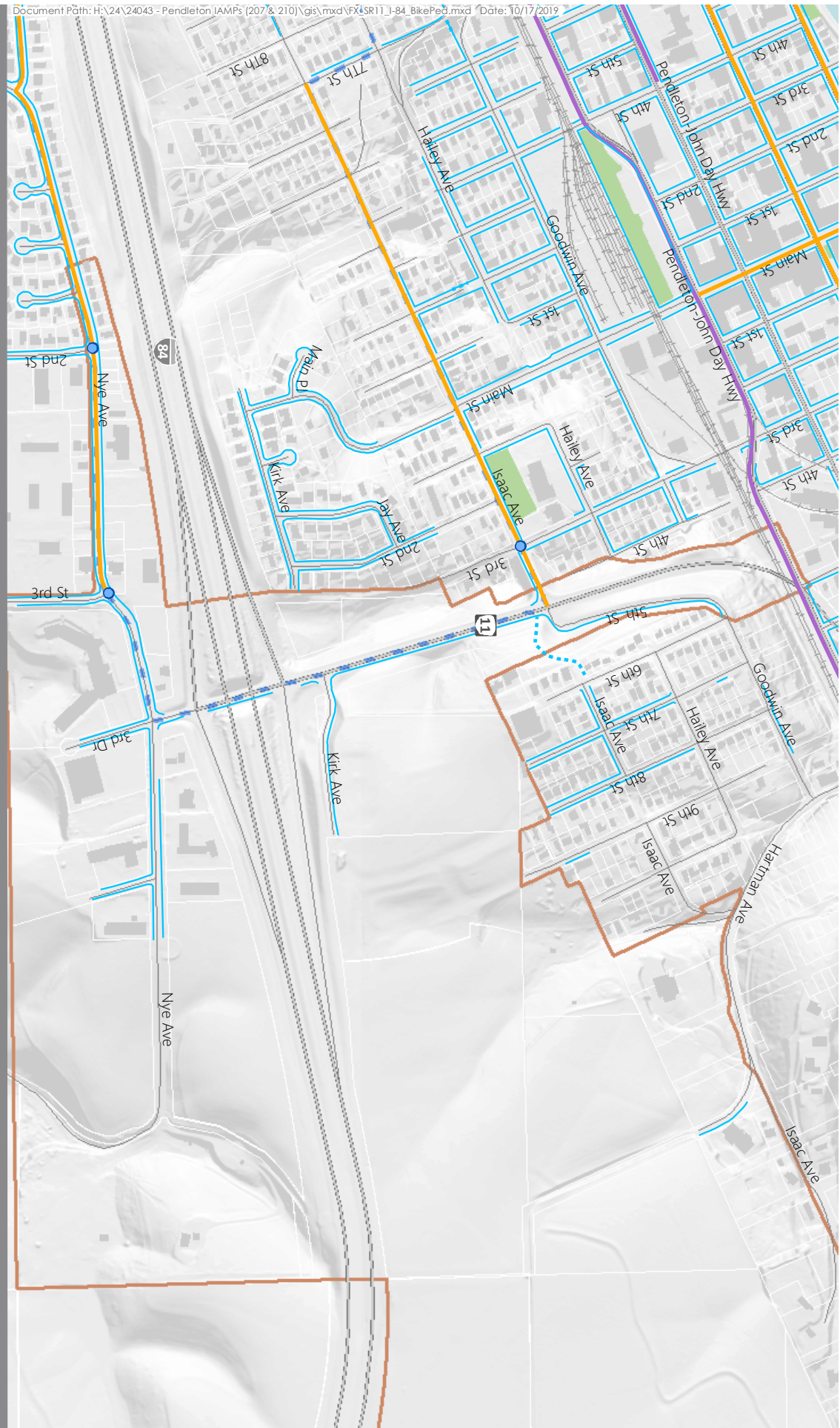


Figure 8



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 IMSA is located outside of the 100-year floodplain.
- There is a known wetland 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 and Patawa Creek – work is not anticipated to occur within or near these locations
- There are several potential hazardous materials sites within or near the IMSA.
 - A Level 1 Hazardous Materials Survey may be required during later stages of project development.
- One archaeological site was found within the IMSA.
 - A re-examination of historical maps may be required during later stages of project development.
- The eastern portion of the IMSA is zoned for exclusive farm use (EFU).
 - A Conditional Use Permit (CUP) may be required if EFU farmland will be converted as part of Exit 210 improvements.

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.