

III. POLICIES

A. OVERALL OBJECTIVES

The overall objectives of this comprehensive plan are to:

- Allow property owners within the urban growth boundary to exercise their rights of development in a manner which is consistent with the statewide goals and applicable comprehensive plan policies and implementing regulations.
- Meet the intent of statewide planning goals and county and city plans and policies which require rational urbanization, the provision of needed housing, and the efficient and orderly provision of public services and facilities.
- Retain and improve the city's livability and economic stability.
- Maintain the city's historic character and community identity.
- Preserve and protect the city's natural resources from undesirable effects of growth to the maximum degree practical.
- Conserve energy and use renewable energy resources.

These objectives are expressed in the 32 policies presented below. Each policy section contains three components.

- Summary of Findings. Summary of results of research which assess existing physical, social and economic conditions and identify the community's future development needs.
- Policies. Statements establishing a course of action for the city which provide the basis for guiding ongoing decisions related to land use and preparation of new land use regulations.
- Implementing Actions. The practical means of putting each policy into effect, including ordinances, maps, programs and financing mechanisms. There are two kinds of implementing actions:
 - Mandatory - which are critical to the implementation of the policy indicated in the text as already having been undertaken, e.g., city "has negotiated a UPAA with Umatilla County," or must be undertaken; e.g., the city "will prepare and adopt a capital improvements plan by 1986." These actions are to be considered plan policies for the purposes of LCDC Goal 2 and ORS 197.17 (2)(a) and (b).
 - Desirable - i.e., not necessary for policy implementation. These are distinguished from mandatory actions above by the use of "may," e.g., "may undertake."

B. CITIZEN INVOLVEMENT (GOAL 1)

POLICY 1: CITIZEN INVOLVEMENT

City officials recognize the importance of formulating a comprehensive plan which reflects the needs, concerns and values of Hermiston residents. A major objective of the planning process is to balance successfully the rights of individual property owners with the health, safety and economic well-being of the whole community. To accomplish this, citizens must have ample opportunity to participate in planning activities.

1. THE CITY OF HERMISTON WILL INSURE THAT CITIZENS HAVE AN ADEQUATE OPPORTUNITY TO BE INVOLVED IN ALL PHASES OF THE PLANNING PROCESS.

Implementing Actions

- Will retain the Planning Commission as the Citizen Involvement Committee during the post-acknowledgment period.
- Will insure proper legal notice for all public hearings.
- Will require all land use actions to be physically posted on site inviting public comment and identifying the time and date for testimony.
- Will utilize electronic communications such as local radio broadcasts to inform the general public of land use actions of citywide significance.

C. PLANNING PROCESS (GOAL 2)

POLICY 2: PLANNING PROCESS

The purpose of statewide planning Goal 2 is to establish a rational planning process and policy framework governing all future decisions and actions related to the use of land and to insure an adequate factual base for such activities.

2. THE CITY OF HERMISTON WILL MONITOR AND UPDATE PERIODICALLY ITS COMPREHENSIVE PLAN AND IMPLEMENTING ORDINANCES TO RESPOND TO CHANGING CONDITIONS.

Implementing Actions

- Will undertake an annual administrative review to: 1) assess the cumulative impacts of all planning and development activities in the past 12 months; and 2) determine if there is sufficient land within the “urban” portion of the UGB to accommodate short-term growth. For more information, see Policy 4: ORDERLY URBAN GROWTH.
- Will establish requirements and procedures in the ordinance adopting plan for reviewing text and map amendments between major plan updates.
- Will undertake a major update of the comprehensive plan, including modifications of the urban growth boundary, every five years so that at any given time the city is planning 20 years into the future.
- May continue preparation of the city manager’s monthly report, which will serve as

the primary source of data regarding ongoing growth and development.

POLICY 3: INTERGOVERNMENTAL COORDINATION

The city recognizes that several local, state and federal jurisdictions and agencies have an interest in planning activities in the immediate Hermiston area. These include Umatilla County; the Oregon Departments of Environmental Quality, Agriculture, Transportation, Water Resources, and Health Division; and the U.S. Bureau of Reclamation (the parent agency of the Hermiston Irrigation District) and Soil Conservation Service. To insure effective planning, the city will coordinate activities with local, state and federal agencies with regard to local decisions of mutual concern.

3. THE CITY OF HERMISTON WILL FACILITATE INTERGOVERNMENTAL COORDINATION SO THAT DECISIONS AFFECTING LOCAL, STATE AND FEDERAL PLANNING AND DEVELOPMENT ACTIONS IN THE HERMISTON AREA ARE RENDERED IN AN EFFICIENT AND CONSISTENT MANNER.

Implementing Actions

- Has negotiated an urban growth area joint management agreement with Umatilla County governing joint land use, public facilities and transportation planning within the unincorporated portion of the UGB and the area of mutual concern. For the specific content of the agreement, see Policy 4: ORDERLY URBAN GROWTH
- Will coordinate activities with the county and Oregon Departments of Water Resources, Environmental Quality and Health Division to delineate, monitor and protect the shallow and deep groundwater aquifers in the immediate Hermiston area. For specific information, see Policy 8: SURFACE AND GROUNDWATER RESOURCES, and Policy 13: WATER QUALITY.
- Has prepared a list of all local, state and federal agencies and private interests, e.g. private utilities, which have an interest and/or are affected by local planning decisions. As part of the public hearing process, will notify appropriate agencies/interests.

D. GROWTH AND URBANIZATION (GOAL 14)

POLICY 4: ORDERLY URBAN GROWTH

One of the primary functions of the comprehensive plan is the establishment of an urban growth boundary, the area beyond the city's corporate limits where future development is most likely to occur. To be approved by the Oregon Land Conservation and Development Commission, the city must demonstrate that its UGB contains sufficient land to accommodate development for the next 20 years and within which a full complement of urban services can be provided; at the same time, every effort must be made to exclude prime agricultural, forest and other natural resource lands. The City of Hermiston has established its UGB based on the following findings:

- The city's population is projected to increase to 32,800 people¹ by the year 2003, a

¹ Total population of about 35,000 results when the 2,100 people currently living in the

240% increase over its current population of 9,600. An additional 4,400 acres of vacant land are necessary to accommodate the residential, commercial, industrial and community service needs of these new residents.

- The UGB includes approximately 3,600 acres of unconstrained vacant land; combined with the 1,400 acres of vacant property within the city limits, this results in a vacant land inventory of about 5,000 acres, about 600 acres more than needed to meet year 2003 demand.
- The size and location of the UGB are justified on grounds other than need, including:
 - Coincides with natural and manmade barriers including the Umatilla River and several major arterials;
 - Contains land for which a serious potential groundwater pollution threat exists;
 - Is part of the city's natural service area for the extension of water and sewer;
 - Contains existing or committed urban development;
 - Contains little economically viable farm land.²

Another goal of the comprehensive planning process is to insure that growth within the UGB occurs in a compact, efficient and timely manner. To facilitate this, the city has adopted a growth management strategy whereby the UGB is divided into two categories: "urban" and "urbanizable." The former contains areas immediately adjacent to the existing city limits where annexations in the near future are most likely to occur and where a full complement of urban service, including water, sewer and roads, can be readily extended. To assure efficient urbanization of these areas, detailed land use and public facilities planning has been undertaken. In the outlying areas designated as urbanizable, only nodes of commercial, industrial and community service uses and general areas of future residential development have been designated on the comprehensive plan map. Detailed planning these areas will occur as they are converted to urban land, as governed by Policy 6: CONVERSION, presented below.

4. THE CITY OF HERMISTON WILL PROMOTE COMPACT URBAN DEVELOPMENT WITHIN AND ADJACENT TO EXISTING URBAN AREAS TO INSURE EFFICIENT UTILIZATION OF LAND RESOURCES AND FACILITATE ECONOMIC PROVISION OF URBAN FACILITIES AND SERVICES.

Implementing Actions

unincorporated portion of the UGB are added.

² Of a total of 1,800 acres devoted to agricultural activities, only 450 acres are found in parcels of 40 acres or more; 300 acres of the latter are located within the city's corporate limits. Furthermore, areas containing Class II through IV soils have been excluded from the UGB where possible.

- Has negotiated an urban growth area joint management agreement with Umatilla County with the following provisions:

Delineate urban and urbanizable areas within the unincorporated portion of the UGB;

For property within the urban area:

County adopts city's planning and zoning designations as follows:

Corresponding Designations	
Comprehensive Plan	Zoning Ordinance
Low Density Residential (LDR)	R1, R2
Medium Density Residential (MDR)	R3
Medium Density Residential (MDR/MH)	R4
Commercial (C)	C1, C2
Industrial (I)	M1
Mixed Commercial/Industrial (C/I)	C2/M1 with PUD overlay
Airport (A)	A
Community Service (CS)	All zones with CS overlay
Open Space	OS

- Property owners whose property currently is zoned for exclusive farm use may retain that status if requested in writing.
- City is responsible for public facilities planning particularly with regard to extension of water, sewers and roads.
- If residential property is developed prior to annexation, county may grant zoning³ permit for the construction of a conventional single family or mobile home unit and accessory uses upon findings that:
 - Lot is of sufficient size to qualify for a septic tank permit from DEQ;
 - Property owner agrees in writing to hook up to city sewer system when available;
 - Property owner presents and enters into a legally binding "shadow" plat dividing

³ In Umatilla County, the State of Oregon issues building permits upon receipt of county zoning permit.

remaining portion of lot into future urban lots as permitted by underlying city zoning designations, and illustrating location of future internal roadways and easements. Properties zoned R1 shall be divided into lots of 9,000 square feet; property zoned R3 or R4 shall be divided into lots of 6,000 square feet.

For property within the urbanizable area:

- City undertakes general land use planning designating future nodes of neighborhood and general commercial and industrial activity and community service uses -- e.g. schools and parks -- with the remainder planned for future residential development.
- County will rezone all property now zoned F1 and F2 as exclusive farm use, EFU-40. Newly adopted by the county, this farm zone requires a minimum lot size of 40 acres. County will zone all remaining area future urban, FU-10, with a density of one dwelling unit/ten acres; the latter minimum lot size applies to all future partitions.
- For areas zoned future urban, county may grant zoning permit for construction of a conventional single family or mobile home dwelling and accessory uses on a newly created ten acre lot or smaller existing lot of record, providing the latter is of sufficient size to qualify for a septic tank permit from DEQ.⁴
- City will monitor development activity to insure sufficient vacant land in the city and urban portion of UGB to accommodate the residential, commercial, industrial and community service needs and adopts procedures for converting property from urbanizable to urban when needed subject to Policy 6: CONVERSION.
- Except as allowed in Policy 24 and implementing actions pertaining to the extraterritorial provision of water supply to lands zoned or designated for industrial use, the City will not extend water, sewer or other urban services until property is converted from urbanizable to urban status, subject to Policy 6: CONVERSION, and annexed subject to Policy 5: ANNEXATION.
- City and county will undertake detailed transportation planning in urbanizable area before next major plan update in 1987.

Establish requirements and procedures governing the city's and county's notification of one another regarding land use actions of mutual concern.

⁴ Property owners in urbanizable area are not required to submit a "shadow" plat as a condition of development due to the following:

- As the underlying residential density has not yet been designated, it is not possible to determine minimum lot size (i.e. 9,000 or 6,000 square feet);
- Newly created lots of 10 acres are of sufficient size so that construction of a single unit will not preclude future development;
- As property in the urbanizable area may not be needed for urban purposes for a number of years, the cost of preparing a shadow plat could be an onerous burden for property owners.

- Will prepare and adopt six-year capital improvements plan (CIP) in conjunction with annual budgeting process which includes area contained within the city and the urban portion of the UGB. See Policy 22: PROVISION OF PUBLIC SERVICES AND FACILITIES.
- One factor for annexation shall be the timely extension of water and sewer lines based on Policies 22 and 23.

POLICY 5: ANNEXATION

To facilitate its goal for compact urban growth, the city recognizes the need to undertake a carefully formulated annexation program. By requiring annexation as a condition for the extension of urban services, the city insures:

- Resulting development occurs within the city's jurisdiction and in compliance with the comprehensive plan and implementing ordinances;
 - Property owners who benefit from city services bear a proportionate share of the costs of service extension through property taxes and service fees.
5. THE CITY OF HERMISTON WILL UNDERTAKE AN ANNEXATION PROGRAM TO FACILITATE COMPACT URBAN GROWTH AND THE ORDERLY AND EFFICIENT PROVISION OF FACILITIES AND SERVICES.

Implementing Actions

Has adopted an annexation ordinance with the following provisions:

Will approve annexations only upon demonstration of conformance to each of the following conditions:

- Property is contained within the urban portion of the UGB;
- Proposed development is consistent with applicable comprehensive plan policies and map designations;
- All city services can be extended readily
- Property owner(s) is willing to bear costs associated with extension of sewer, water and roads except for major facilities -- e.g. sewer pump station or major water main -
- necessary to facilitate later growth.
- Proposal is consistent with all applicable state requirements including ORS Chapter 222 governing annexations and Chapter 225 governing utility extensions.
- Will zone property at time of annexation in a manner consistent with underlying comprehensive plan designations and zoning designations adopted by city. In the case of property designated as Low Density Residential (LDR) and automatically zoned R1 by the

county, rezone to R2 upon a showing of the need for additional housing opportunities as may be provided only under the R2 designation.

- Will not extend water or sewer services extraterritorially except when allowed by Policy 24 for extraterritorial provision of water supply to lands zoned or designated for industrial uses, or in the case of health and/or pollution hazard resulting from septic tank or other contamination of the local water supply as declared by the Oregon Health Division, Department of Environmental Quality, Department of Water Resources, or other state agency. In the latter case, the affected property owners must bear the costs associated with the extension through the formation of a LID or other funding mechanism, and waive the right to remonstrate against future annexation at the time the property becomes adjacent to the city limits. If the affected property is located in the urbanizable portion of the UGB, the city must initiate action to convert it to urban status before it can extend services, as governed by Policy 6: CONVERSION.

In the case of a severe health or pollution hazard posed by existing development located immediately outside the UGB and to which the city can provide water/sewer services, will undertake a plan amendment to modify the boundary to include the property. The affected property owner must bear the costs associated with service extension through formation of an LID or other funding mechanism and waive the right to remonstrate against future annexation. The city need not convert such property to an urban status if it is of sufficient distance for the existing city limits to make such a designation unjustified.

POLICY 6: CONVERSION

To further its goal of developing an effective growth management program, the city recognizes the need to adopt policies and procedures governing the conversion of land within the unincorporated portion of the UGB from urbanizable to urban. By prohibiting the extension of water and sewer service into urbanizable areas, the city insures that development first will occur immediately adjacent to the city limits where service can be provided in a cost-efficient manner, thus avoiding leapfrog development. On the other hand, the city must have some mechanism for converting urbanizable land to an urban status as it is needed for future development and a full complement of urban services can be provided.

6. THE CITY OF HERMISTON WILL ADOPT POLICIES AND PROCEDURES GOVERNING THE CONVERSION OF PROPERTY IN THE UNINCORPORATED PORTION OF THE UGB FROM URBANIZABLE TO URBAN.

Implementing Actions

Will establish major plan amendment procedures to process applications of property owners who wish to convert their properties from urbanizable to urban,⁵ including but not limited to the following:

- Property characterized by a health threat or pollution hazard due to the contamination of the

⁵ Can be considered at any time subject to requirements and procedures for plan amendments established in Policy 2: PLANNING PROCESS.

local groundwater as identified by the Oregon Health Division, Department of Environmental Quality, Department of Water Resources or other state agency. Once converted, municipal water and sewer service may be extended without annexation subject to conditions specified in Policy 5: ANNEXATION.

- Proposed commercial, industrial or community service development which will result in economic benefits, e.g. creation of new jobs or increase in tax base, or which provide a needed public or quasi-public facility. After conversion to an urban status, such property must be annexed by the city prior to the extension of urban services except when such extension is allowed under Policy 24 pertaining to the extraterritorial provision of water supply to lands zoned or designated for industrial uses.
- Proposed residential development. As the city will not extend urban services without annexation, such property must be annexed if the property owner desires to develop to the underlying urban density.

Will adopt detailed comprehensive planning designations for newly converted areas. If the property being considered for conversion contains less than 10 acres, the city will add sufficient additional surrounding property to equal at least 10 acres. The 10 acre area to designated should consider major natural or manmade features in setting boundaries. This will assure that the planning of newly converted areas will not occur in a piecemeal fashion. In designating residential uses, the city will strive to maintain the following acreage balance: 71% low density residential (R1 and R2), 16% medium density residential (R3), and 13% medium density residential/mobile home (R4).⁶ To do this, the city shall maintain a cumulative inventory of vacant land which establishes 1983 as the base year.. In determining the location of different housing densities, attention also will be given to the nature of surrounding development and proximity to major arterials, commercial and employment activities and public facilities.

Will establish an annual administrative review to monitor the nature and impact of development within the city limits and unincorporated portion of the UGB in the previous 12 months to determine the rate at which land is being consumed to meet the city's residential, commercial, industrial and community service needs. If an insufficient supply of vacant land in any land use classification is identified, the city may initiate action to convert additional land from urbanizable to urban. In this case, the city will include a land area of at least 40 acres, to permit comprehensive land use and facilities planning.

Will undertake detailed planning for remainder to urbanizable area at the time of the next major plan update in 1989, after completion of a comprehensive city/county transportation plan and state study and report of the extent and characteristics of the shallow water aquifer.

E. RESOURCES (GOALS 5, 6, 7 AND 13)

POLICY 7: NATURAL RESOURCES

The Hermiston area contains no unique fish and wildlife species or natural vegetation. There also are no wilderness areas, potential or approved Oregon trails, aggregate and mineral resources,

⁶ See Table 10.

ecologically/scientifically significant areas, or federal and state wild and scenic waterways within the UGB.⁷

However, the Oregon Department of Fish and Wildlife have identified two critical habitats: the eastern bank of the Umatilla River and a three-acre pond in northeast Hermiston. These two areas and the Oregon State University agricultural research station have been designated as open space (OS), which protects them from incompatible development. Furthermore, the city's commitment to protect the shallow water aquifer is likely to result in improved future surface and subsurface water quality, which also will protect and enhance fish and wildlife resources in the Hermiston area.

7. THE CITY OF HERMISTON WILL PROTECT NATURAL RESOURCES TO THE MAXIMUM DEGREE POSSIBLE

Implementing Actions

Has adopted an Open Space (OS) comprehensive plan designation to be applied to the 100-year floodplain, the wetlands area in the northeast portion of Hermiston and the OSU Agricultural Experimentation Station. It also has adopted a special open space zone to serve as the city's interim floodplain ordinance, until the Federal Emergency Management Agency (FEMA) publishes an official floodplain map for the area. In areas of the city to which it is applied,⁸ the OS zone prohibits all but agricultural and public recreational activity. The remainder of the floodplain, which lies in unincorporated territory, is protected by the county's floodplain ordinance.

POLICY 8: SURFACE AND GROUNDWATER RESOURCES

Protection of the area's surface and groundwater resources is one of the most important concerns of Hermiston officials. Umatilla and Morrow Counties lie above an immense underground aquifer, that is, water reservoir, trapped several hundred feet below the surface in layers of Columbia River basalts. Due primarily to heavy agricultural use during the past 20 years, water is being withdrawn from this deepwater aquifer faster than it can be replaced naturally. At current pumping rates, the State of Oregon Department of Water Resources estimates that the remaining water in the top portion will be exhausted within 25 to 95 years unless pumping is curtailed, an action the agency currently is considering. Groundwater depletion in the immediate Hermiston area is not as severe as in the rest of the region due to topographical factors and local agricultural practices. Nevertheless, the water level in the city's three deepwater wells has dropped about 40 feet in the past two decades.

The city's secondary water source is contained in a shallow water aquifer which flows through subsurface alluvial sands and gravels. As it is recharged naturally from irrigation and winter snowmelt, abundance of supply is not a concern. Because much of the area is underlain by soils which are excessively well drained or characterized by a high water table, serious pollution hazard

⁷ For other Goal 5 resources, see Policy 8: SURFACE AND GROUNDWATER RESOURCES, Policy 9: AGGREGATE RESOURCES, Policy 10: HISTORIC RESOURCES, and Policy 16: PARKS, RECREATION AND OPEN SPACE.

⁸ Currently, a small portion of the site on which the city's sewage treatment plant is located is located within the 100-year floodplain.

exists where septic systems are in use; this is because organic and inorganic contaminants may enter the water supply before adequate natural filtration has occurred. Wastewater from several major industries south of the city, including the Hinkle Railyards and C&B Livestock Feedlot, also poses a groundwater pollution threat. Many government agencies including Umatilla County, the Oregon Departments of Environmental Quality and Water Resources and Health Division recognize the potentially serious pollution hazards which exist in the Hermiston area.

Due to the high costs associated with the construction and operation of a pipeline, water from the Columbia River probably is not a viable short-term source of municipal water. Area farmers continue to rely heavily upon water from the Umatilla River via manmade irrigation canals constructed by the U.S. Reclamation Service.

8. THE CITY OF HERMISTON WILL COORDINATE ACTIVITIES WITH OTHER GOVERNMENT AGENCIES TO PROTECT THE AREA'S SURFACE AND GROUNDWATER SUPPLIES

Implementing Actions

- Has adopted Water Study for the City of Hermiston (January 1982) and Hermiston Facilities Plan (January 1976) and other pertinent facilities plans by reference as part of this plan.
- Will establish an on-going liaison with the Department of Water Resources to address local water supply problems. Will notify (DWR) of any land use action which could affect groundwater resources adversely and will support the department's efforts to implement its water policies and programs locally.
- Will prohibit development utilizing water from municipal deepwater wells if it will result in significant further decline of the deepwater aquifer.
- May seek statutory changes to permit the city to undertake deepwater well recharge program recommended by its engineering consultant. The latter consists of pumping excess water from city's shallow wells for storage in deepwater wells from September to May for use during high demand summer months.
- May undertake a water conservation program in all city-owned facilities; encourage similar efforts by area residents by means of informational and educational material included in monthly water bills. Seek assistance from DWR in preparing conservation program materials.
- For additional implementation measures, see Policy 13: WATER QUALITY

POLICY 9: MINERAL AND AGGREGATE RESOURCES

There are only two economically viable sand and gravel pits within the Hermiston UGB; both are owned by the Oregon State Highway Division (OSHD). Located across from the Hermiston Airport on Highway 395, the larger one is mined actively and also will serve as the site of the division's local maintenance shops. The second, located in the northwest corner of the UGB directly across from the city's sewage treatment plant, has never been mined, but may be so in the future because of increased highway construction activity in the Hermiston area. As these sites already are in state

ownership, they do not need to be protected from conflicting development. However, the adverse impacts associated with sand and gravel extraction should be minimized to protect surrounding property owners.

9. THE CITY OF HERMISTON WILL PROTECT MINERAL AND AGGREGATE RESOURCE SITES FROM CONFLICTING DEVELOPMENT AND PROTECT SURROUNDING PROPERTY OWNERS FROM THE ADVERSE IMPACTS ASSOCIATED WITH EXTRACTION ACTIVITIES.

Implementing Actions

- Has modified the zoning code to include “rock quarries and sand and gravel pits” as a conditional use in the heavy industrial (M2) zone, imposing specific conditions regarding minimum lot size, setbacks, access, buffering and hours of operation to minimize adverse impacts upon surrounding property owners. The two OSHD sites also have been designated “industrial” on the comprehensive plan map.

POLICY 10: HISTORIC RESOURCES

Incorporated in 1907, the City of Hermiston owes its founding directly to the Reclamation Act of 1902, which opened vast acreages in eastern Oregon to farming. Many of the businesses in the downtown area are housed in buildings which date from the early years of the century. The Hermiston Heritage Association, a voluntary organization of local residents who wish to protect the community’s historic character, have identified five buildings adequately preserved and of sufficient historic significance to warrant nomination to the National Register of Historic Places. These include: the Skinner (Roemark), Donovan Bland, Blue and Hermiston Irrigation District buildings and the public library. Private interests currently are preparing an application of nomination of the first structure while the association considers nominating some or all of the remainder.

The association also is spearheading efforts to establish a historic museum for the permanent display of a large collection of artifacts which illustrate early life in the community. The library, constructed in 1913 from a grant from the Andrew Carnegie Foundation, is the most likely site if and when a new library is constructed.

There are no known prehistoric resources -- e.g. Indian burial sites -- in the immediate Hermiston area.

10. THE CITY OF HERMISTON WILL COOPERATE WITH PRIVATE INTERESTS TO IDENTIFY AND PROTECT HISTORIC RESOURCES AND PRESERVE THE COMMUNITY’S HISTORIC CHARACTER.

Implementing Actions

- Has designated the historic buildings named above as “community service (CS)” uses on the comprehensive plan map and place in the corresponding community service overlay zone on the zoning map. Require owners of such structures to obtain a conditional use permit for proposed construction, removal, demolition, rehabilitation, or structural alteration which affects the exterior appearance of the building to insure these proposed modifications do not affect the structure’s historic character. Notify the Hermiston Heritage Association of such

proposed permit applications. In evaluating proposed land use actions for properties adjacent to historic structures require the planning commission to take into consideration the cultural and educational benefits of nearby historic structures. For more information, see Policy 22: PROVISION OF PUBLIC SERVICES AND FACILITIES.

- May support and where possible, provide financial assistance to the Hermiston Heritage Association to undertake the following activities:
 - Identify additional buildings and sites of historic and archaeological significance.
 - Prepare applications for nomination of historic buildings to the National Register of Historic Places.
 - Facilitate establishment of additional outdoor displays including the proposed siting of the region's first locomotive/snowplow and historic irrigation canal digging equipment.
 - Secure the public library as the site of a historical museum should a new library be constructed, and facilitate establishment of the museum.

POLICY 11: AIR QUALITY

According to the Oregon Department of Environmental Quality, there are no major point sources of air pollution in the Hermiston UGB. Furthermore, western Umatilla County currently is in attainment for all regulated air pollutants. City officials recognize the importance of promoting continued air quality in the area.

11. THE CITY OF HERMISTON WILL COMPLY WITH STATE AND FEDERAL STANDARDS TO PROMOTE CONTINUED AIR QUALITY.

Implementing Actions

- Has required in the zoning code that all property owners adhere to applicable federal and state air quality standards as part of the development process.
- May undertake cooperative programs --e.g. an educational campaign to encourage local residents to use efficient wood stoves -- with DEQ.
- Will undertake transportation improvements to reduce congestion and encourage residents to utilize alternative forms of transportation; for more information see Policy 30: INTEGRATED TRANSPORTATION SYSTEM, and Policy 32: ALTERNATIVE TRANSPORTATION.

POLICY 12: NOISE

The most significant sources of noise in the Hermiston UGB are the airport and automotive traffic on major thoroughfares including Highways 395 and 207, which bisect the community. Other noise generators immediately outside the UGB, including Interstate-84 and the Hinkle Railyards to the south and the Sage and Sand Racetrack and Umatilla Speedway to the north, are distant enough not to have serious impacts. To protect public health and promote livability, city officials recognize the importance of reducing noise levels particularly in the vicinity of homes, schools, hospitals and other sensitive uses.

12. THE CITY OF HERMISTON WILL COMPLY WITH STATE NOISE STANDARDS TO MINIMIZE NOISE IMPACTS ON RESIDENTIAL AND OTHER SENSITIVE USES.

Implementing Actions

- Has adopted the Hermiston Airport Master Plan Update (January 1981) by reference as part of this plan. Require that all housing constructed within the projected year 2000 55 Ldn contour be required to meet the following performance standard: sufficient insulation in ceilings and walls to reduce maximum interior noise level to 40 Ldn.
- Has required in the zoning code future development activities which generate significant noise to adhere to all noise regulations of the State of Oregon.
- May encourage planting of trees along all thoroughfares as a noise buffer.

POLICY 13: WATER QUALITY

Low stream flows, turbidity, and elevated coliform counts have impaired the quality of the Umatilla River in the vicinity of Hermiston. These problems are traced to agricultural and animal husbandry practices upstream.

As noted in the discussion of Policy 8: SURFACE AND GROUNDWATER RESOURCES, city and state officials are increasingly concerned about shallow groundwater contamination in some unincorporated portions of the UGB due to septic tank failure, particularly regarding older systems which do not meet current DEQ requirements. The most serious potential problems exist in the

north and northeast because groundwater flows from these areas in a wester/southwesterly direction toward the city's shallow water well and Minnehaha Springs, a new municipal source. In the south, several industries also rely upon on-site disposal of large quantities of potentially polluting wastewater. The widespread introduction of dissolved chemical pollutants including leachate from organic and inorganic fertilizers, household detergents and other domestic wastes, and gasoline and diesel fuel from underground service station tanks into the groundwater can affect the palatability of water and cause serious health problems.

Some septic tank failures have been reported; for example, the city now treats septic wastes pumped on a regular basis from failing systems in an apartment complex and mobile home park. Widespread contamination of wells, often the only indication of septic failure, is not evident yet in the Hermiston area; however, the Oregon Health Division only test wells of restaurants and those service three or more families. In response to concerns of other property owners, the city now tests wells outside the city limits upon request.

Groundwater pollution will not only affect adversely existing wells but threatens the city's future water supplies. As noted earlier, the water table within the deepwater basalt aquifer, upon which the city currently depends for most of its water, is dropping. Even with the proposed well recharging program, the city cannot continue to depend on this source in the long-term due either to insufficient supplies or pumping limits imposed by the state. For this reason, the shallow aquifer, which is the most promising secondary source, must be protected.

13. THE CITY OF HERMISTON WILL PROTECT WATER QUALITY IN COOPERATION WITH OTHER GOVERNMENTAL AGENCIES.

Implementing Actions

- Has formally requested that Oregon Department of Water Resources to define the extent of the shallow water aquifer and identify and map those areas where potential hazards are greatest.
- Will undertake capital improvements planning to insure the availability of water and sewer services in areas immediately adjacent to the city limits and/or to existing users in areas containing a potential or existing pollution threat. Extraterritorial extension of sewer and water will be governed by Policy 5: ANNEXATION.
- County has adopted a future urban (FU-10) zone, with a minimum density of one dwelling unit per ten acres, in those portions of the urbanizable area not already zoned for farm use. This will reduce the density of future rural residential development, allowing greater densities only when sewer and water services are available. For more information see Policy 4: ORDERLY URBAN GROWTH.
- Has placed areas within the city limits identified by the state as having substantial pollution risk in a special development hazard (DH) overlay zone, which is based on soil type (see Figure 12). The DH designation can be refined further once additional information regarding the characteristics, e.g., flow patterns, water level contours -- of the shallow water aquifer are defined by the State Department of Water Resources or other agency. Prohibit outdoor storage of bulk chemicals and underground storage of gasoline and diesel fuels in these

areas. Impose additional conditions on development as needed to reduce pollution hazards based on recommendations of DEQ and DWR. For further discussion, see Policy 14: NATURAL HAZARDS AND DEVELOPMENT LIMITATIONS below.

- May encourage the Oregon Health Division to continue monitoring water quality in wells under its jurisdiction. Continue to test wells for residents in the UGB upon request, while monitoring stringently water quality in city wells. Report all cases of well contamination to DEQ and Health Division.

POLICY 14: NATURAL HAZARDS AND DEVELOPMENT LIMITATIONS

A portion of the 100-year floodplain of the Umatilla River is located in the western unincorporated part of the Hermiston UGB. Designated as a flood hazard (FH) subdistrict by Umatilla County, urban development already is prohibited in the floodway. The city's sewage treatment plant site, the only incorporated area located in the floodplain, is protected by inclusion in the OS zone, which serves as the city's temporary floodplain ordinance. Many soil types, including Winchester, Wanser, Quincy and some variants of Adkins, within the Hermiston area are characterized by poor filtration, high water table and/or cemented hardpan which can result in structural instability and inadequate septic waste disposal. Due to the relatively flat terrain, there are no hazards associated with steep slopes; however, moderate seismic hazards are present.

14. THE CITY OF HERMISTON WILL CONTROL CAREFULLY AND, WHEN NECESSARY, PROHIBIT DEVELOPMENT IN AREAS CHARACTERIZED BY NATURAL HAZARDS AND/OR DEVELOPMENT LIMITATIONS.

Implementing Actions

- Has designated the 100-year floodplain as open space on comprehensive plan map and adopt corresponding zone in zoning ordinance. This zone has been applied to the city's sewage treatment plant site.
- Will adopt a detailed floodplain ordinance after FEMA prepares an official floodplain map of the Umatilla River in the vicinity of Hermiston.
- Has created a development hazard overlay zone in the zoning ordinance and applied it to areas which contain soils characterized by poor filtration, high water table, and/or cemented hardpan (see Figure 12). Criteria governing development in these areas, include but are not limited to:
 - Require a report from a licensed engineer describing the design and structural techniques necessary to mitigate structural instability due to soils containing hardpan.
 - In cases of severe groundwater pollution hazard, prohibit outdoor storage of caustic chemicals and underground storage of gasoline and diesel fuels.
- Will insure compliance to state Uniform Building Code to withstand effects of moderate earthquakes.

POLICY 15: ENERGY CONSERVATION

There are no indigenous non-renewable energy sources in the immediate Hermiston area. However, the city is located near two major energy generators: McNary Dam, one of 11 federally-owned dams on the Columbia River located at nearby Umatilla, and the PGE coal-fired electrical generating plant at Boardman. City officials recognize the importance of conserving finite energy resources both in public and private sectors.

15. THE CITY OF HERMISTON WILL ENCOURAGE THE CONSERVATION OF ENERGY RESOURCES WHEREVER POSSIBLE THROUGH CAREFUL LAND USE PLANNING, COMMUNITY EDUCATION AND ADOPTION OF CONSERVATION-ORIENTED POLICIES.

Implementing Actions

- Has adopted planned unit developments provisions which encourage the use of energy-efficient siting, design and construction techniques including clustered development, southern exposure, shared wall construction and adequate insulation.
- Will make energy conservation and waste reduction a regular practice in purchasing, operating and maintaining its buildings, vehicles, equipment and facilities and, where possible, will utilize renewable resources.
- Will encourage residents and businesses to practice energy conservation and utilize renewable sources of energy. To this end, the city will coordinate its education activities with local private utilities, state and federal agencies and other organizations.
- Will revise all land development standards by the next plan update to provide and protect solar access, establish criteria for approval of energy facilities, remove obstacles to energy-efficient design and require energy-efficient development when ownership is to be transferred to the city upon completion.
- May encourage establishment of facilities to recycle newspaper, glass, cans, lubricating oil and other reusable materials. For more information, see Policy 24: SOLID WASTE.
- Has encouraged development of small neighborhood stores within walking distance of residences, and construct additional bicycle and pedestrian facilities to reduce dependence on the automobile. For more information, see Policy 19: COMMERCIAL DEVELOPMENT, and Policy 32: ALTERNATIVE TRANSPORTATION.

F. PARKS AND OPEN SPACE (GOAL 8)

POLICY 16: PARKS, RECREATION AND OPEN SPACE

The availability of active and passive recreational opportunities is an important component to the quality of life in any community. Currently, the City of Hermiston has 60 acres of parkland and an additional 60 acres of recreational facilities available for community use at local schools. Using the Oregon State Parks and Recreation Division's ratio of 10 acres of urban parkland for every 1,000

residents, the city has sufficient acreage to accommodate 12,000 residents, its anticipated population in the mid-1980s. To accommodate anticipated year 2003 population growth, the city must acquire and develop about 200 additional acres for public parks and related recreation facilities.

Providing visual relief and passive recreational activities, there are a number of open space areas within the UGB including the 100-year floodplain of the Umatilla River, numerous irrigation canals, and the Oregon State University Agricultural Experimentation Station. In addition, Cold Springs Wildlife Refuge, McNary Wildlife Recreation Area and Hat Rock State Park are all easily accessible from the city.

16. THE CITY OF HERMISTON WILL ACQUIRE AND DEVELOP ADDITIONAL PARKS AND RECREATIONAL FACILITIES THROUGHOUT THE COMMUNITY AND PRESERVE AS OPEN SPACE CITY-OWNED LAND WHICH POSSESSES RECREATIONAL, SCENIC AND OTHER ENVIRONMENTAL QUALITIES OR IS SUBJECT TO NATURAL HAZARDS.

Implementing Actions

- May identify, acquire and develop additional parks needed after 1985 to insure compliance with the state's recommended parkland/population ratio. Utilize the capital improvements plan to prepare an orderly program for acquisition and development.
- May participate in the planning of new school facilities to insure the inclusion of such important community recreational facilities as tennis courts, playing fields, running tracks and playground equipment. If necessary, assist in financing these activities.
- May collaborate with the school district to provide afterschool and summer recreational activities; for more information, see Policy 25: SCHOOLS.
- May explore feasibility of constructing pedestrian and bicycle facilities along the eastern bank of the Umatilla River and irrigation canals; for more information see Policy 32: ALTERNATIVE TRANSPORTATION.

G. LOCAL ECONOMY (GOAL 9)

POLICY 17: AGRICULTURE AND AGRICULTURE-RELATED ECONOMY

The Columbia Basin, including Umatilla County, is one of the most productive agricultural areas in the State of Oregon. Umatilla is the top wheat producing county in the state, in addition to producing significant crops of potatoes, alfalfa, hay, corn, melons, mint, beets, asparagus and onions.

Because of its size and location, Hermiston serves as one of the main hubs in Northeast Oregon for agriculture-related businesses, such as businesses providing goods and services to surrounding agricultural producers, as well as related industries such as food processing and packaging, and farm equipment manufacturing.

Agriculture will continue to play a vital role in the local economy. Hermiston is in a strong position to grow its agriculture-related economy, through growing businesses in agricultural support activities, food processing and shipping, and agri-tourism.

THE CITY OF HERMISTON WILL UNDERTAKE ACTIVITIES WHICH REINFORCE ITS POSITION AS THE RURAL SERVICE CENTER FOR THE REGION.

- A) The City will maintain an adequate supply of designated commercial land within the City to provide a full range of goods and services needed by area farmers, and support agriculture-related industries;
- B) The City will encourage agriculture-related businesses which add value to agricultural production in the area, including food processing, storing and shipping, and agri-tourism.

IMPLEMENTING ACTIONS

- Has designated sufficient vacant buildable commercial and industrial land within the City to provide the full range of goods and services needed by area farmers, and agriculture-related industries.
- The county has adopted a future urban zone (FU-10), with a minimum lot size of ten acres, to apply to all property within the urbanizable portion of the UGB not already zoned exclusive farm use; such zoning will encourage continued interim use of these areas for small-scale farming activities. For more information, see Policy 4: ORDERLY URBAN GROWTH.
- Has coordinated with surrounding jurisdictions and stakeholders on the provision of water and sewer service to agribusinesses outside of the UGB.

POLICY 18: GENERAL INDUSTRIAL DEVELOPMENT

In addition to the traditional importance of agriculture, Hermiston has grown in importance as a regional center for other industries and commercial services. Currently, Transportation and Warehousing is the second largest sector of employment in the Hermiston, trailing the population-driven Education & Health sector services by only a slight margin.

Hermiston is ideally located at the confluence of two major interstates, and within a reasonable (distribution) drive-time from major population centers in the Northwest, Northern California, British Columbia, and the Western Mountain States. The City is also home to the Union Pacific Railroad switching station and features Columbia River access. The warehousing and distribution sectors are likely to grow in prominence as Hermiston grows.

Manufacturing, both food related and other, remain important components of the local economy, as does energy-related employment in the surrounding area. Hermiston's prospects for continued economic development are strong.

THE CITY OF HERMISTON WILL FACILITATE INDUSTRIAL DEVELOPMENT AS A MEANS OF CREATING NEW JOBS AND FOSTERING THE ECONOMIC WELL BEING OF THE COMMUNITY. IN SUPPORT OF THIS GOAL, THE CITY OF HERMISTON ADOPTS THE FOLLOWING POLICIES:

- A) The City will maintain an adequate supply of designated industrial land to meet anticipated demand, including large developable parcels;

- B) Provide an appropriate level of urban services, including water, sewer, roads, and police and fire protection in a timely and efficient manner;
- C) Identify and recruit new types of industry as a means of diversifying the economic base, and building existing industry clusters.

IMPLEMENTING ACTIONS

- Has designated and zoned sufficient vacant buildable land for industrial activity to meet projected 20-year demand. In determining the location of future industrial development, the following has been considered: availability of large acreages, sufficient transportation access, adequate level of urban services and facilities, and segregation from residential and other sensitive uses.
- Will undertake capital improvements planning in areas designated for industrial development to insure the availability of a full complement of urban services, including water, sewer, roads, and fire and police protection.
- May undertake a formal economic development program including:
 - Identification and targeting of specific new industries which are likely to locate in the rural areas of the state;
 - Preparation of promotional materials including brochures and advertisements for insertion in business magazines with statewide and national distribution;
 - Exploration of innovative financial mechanisms including the establishment of a public economic development commission or private development corporation, utilization of economic development revenue bonds, etc.

POLICY 19: COMMERCIAL DEVELOPMENT

Hermiston serves as a commercial center for the broader region, providing many retail and commercial service options not available in surrounding communities, and also attracting customers from Washington State seeking to avoid the sales tax. This role has grown over the last two decades, and given the demand generated by continued population growth, the commercial sector is likely to remain the fastest growing part of the local economy over the coming decades.

In addition to ensuring an adequate supply of commercially-zoned land, location of commercial activities is also important. By encouraging small neighborhood shops in residential areas, the City can improve access for the elderly and disabled and reduce dependence on the automobile. Furthermore, in developing portions of the UGB, the City can identify nodes of commercial activity to serve as focal points for new neighborhoods.

Maintaining the vitality of downtown Hermiston, the community's historic commercial center, is an important goal. It is also necessary to continue to provide for adequate commercial areas on outlying highways to accommodate auto-oriented uses.

THE CITY OF HERMISTON WILL ASSURE THE AVAILABILITY OF A SUFFICIENT SUPPLY OF COMMERCIAL LAND TO ACCOMMODATE 20-YEAR PROJECTED NEED AND STRIVE TO ACHIEVE THE BALANCED DISTRIBUTION OF COMMERCIAL ACTIVITIES IN NEIGHBORHOODS, DOWNTOWN, AND ALONG OUTLYING HIGHWAYS.

IMPLEMENTING ACTIONS

- Has zoned sufficient areas of central commercial (C1) and outlying commercial (C2) to accommodate anticipated 20-year demand.
- Has created a Downtown Commercial Overlay focusing on pedestrian oriented commercial uses and encouraging mixed use housing and commercial uses.
- Has modified zoning code to allow development of small neighborhood shops including markets, drug stores, and barber and beauty shops, in existing and new neighborhoods. Designate on comprehensive plan map likely locations for future nodes of neighborhood commercial activity.
- The City may, with adequate public process, undertake economic development and capital improvement projects in the downtown core, or other areas of commercial focus, in partnership with businesses and/or merchants associations. Potential improvements might include updating building facades, planting trees, providing street furniture (such as benches, water fountains and bicycle racks) and improving lighting and parking. With the assistance of the Hermiston Heritage Association, encourage merchants to highlight the downtown's historic past by placing plaques on historic buildings describing their original use and date of construction, and to display historic memorabilia in their windows.

POLICY 20: GENERAL ECONOMIC DEVELOPMENT

Economic Opportunities Analysis

Statewide Planning Goal 9 requires an adequate supply of commercial and industrial employment lands. In particular, Goal 9 requires that jurisdictions plan for a 20-year supply of commercial and industrial land use capacity. The City adopted a comprehensive Economic Opportunities Analysis (“EOA”) in 2024, which includes a buildable lands inventory, and which will guide the City’s future planning decisions regarding the City’s designation of employment lands. The EOA has been adopted as part of the Comprehensive Plan as Appendix H.

Economic Policies and Implementing Actions

THE CITY OF HERMISTON SUPPORTS ECONOMIC DEVELOPMENT AND JOB GROWTH WHICH WILL DIVERSIFY AND STRENGTHEN THE MIX OF ECONOMIC ACTIVITY IN THE LOCAL MARKETPLACE AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR LOCAL RESIDENTS:

- A) The City will continually strive to strengthen the community's industry, business, financial, medical, tourism and retail activities and to capitalize on its comparative advantages in the local and regional marketplace.
- B) The City will seek to retain and support the expansion of existing businesses in Hermiston.

IMPLEMENTING ACTIONS

- Identify opportunities and incentives to encourage value-adding, family-wage business to expand or locate in the community.
- Support the retention and attraction of firms with high wage rates relative to all industries, or within their industry classification.
- Identify opportunities and incentives to encourage industry related to the area's competitive advantages.

H. HOUSING (GOAL 10)

POLICY 21: HOUSING AVAILABILITY AND AFFORDABILITY

Introduction

Demographic Conditions and Trends

Housing Conditions and Trends

Current Housing Needs and Supply

Projected Housing Needs

Comparison of Projected Need and Buildable Land Supply

Housing Policies and Implementing Actions

Introduction

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Hermiston is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2020 to undertake a Housing Capacity Analysis project and to proactively plan for future housing needs in Hermiston. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2021 through the Housing Capacity Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future

needs. The City most recently conducted this analysis in 2020. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.

- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's Zoning Code to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2020 City of Hermiston Housing Measures Report.

The remainder of this chapter summarizes these topics in more detail.

Demographic Conditions and Trends

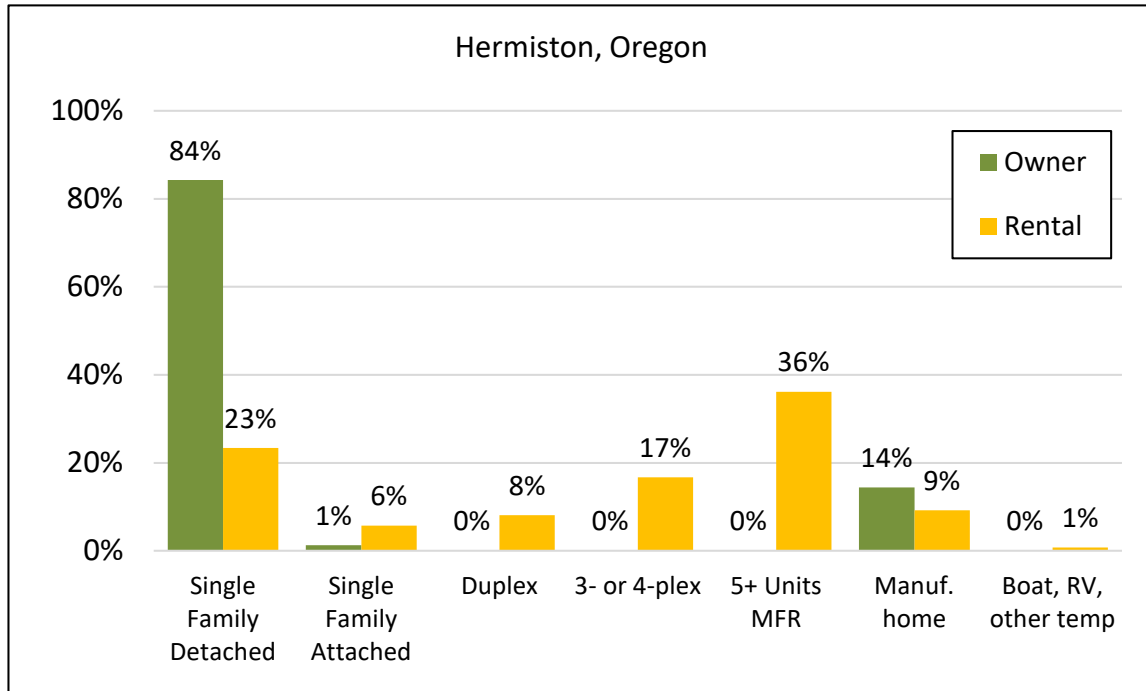
- Hermiston is a City of nearly 21,400 people (within the UGB) located in Umatilla County in northeast Oregon. The city is the largest city in the county and represents roughly a quarter of the county's population. The estimated population within the city limits was 18,600 in 2020, meaning that an additional 2,800 people (or 15%) live outside the city but within the UGB.
- Hermiston's UGB population makes it roughly the 28th largest city in the state by population, similar in size to other Oregon cities such as Ashland or Happy Valley. The city is roughly 125% the size of nearby Pendleton.
- According to the US Census and PSU estimates, Hermiston has experienced moderate growth, growing at just over 42% since 2000. In comparison, Umatilla County and the state are both estimated to have experienced lower growth of less than 24% since 2000.
- Hermiston's UGB was home to an estimated 7,673 households in 2020, an increase of 1,975 households since 2000. The percentage of families has remained stable from 68% of all households in 2000 to 67% in 2020. The city has a higher share of family households than Umatilla County (64%) and the state (63%).
- Average household size is estimated to have grown since 2000. Hermiston's estimated average household size is 2.8 persons. This is slightly larger than the Umatilla County average of 2.7 and the statewide average of 2.5.

Housing Conditions and Trends

- **Housing Tenure.** Hermiston has a greater share of homeowner households than renter households. The 2018 ACS estimates that 60% of occupied units were owner occupied, and 40% renter occupied. The ownership rate has risen from an estimated 55% in 2000. During this period, the statewide rate fell from 64% to 61%. Nationally, the homeownership rate is 66%. The estimated ownership rate is higher across Umatilla County (64%) than it is in Hermiston or the state overall.

- **Housing Stock.** Hermiston had an estimated 8,051 housing units in 2020, with a vacancy rate of 4.7% (includes ownership, rental units, and second homes). The housing stock has increased by roughly 1,930 units since 2000, or growth of 32%.

Figure 1: Estimated Share of Units, by Property Type, 2020



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2018 ACS 5-yr Estimates)

Current Housing Needs and Supply

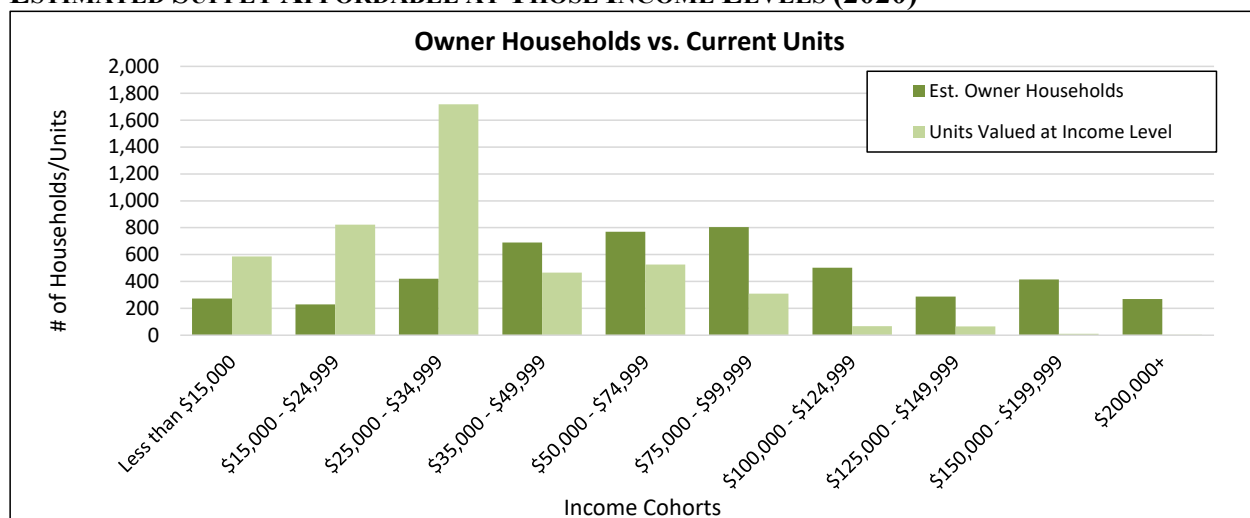
A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

- In general, this identifies that there is currently support for more ownership housing in the middle price ranges. This is because much housing in Hermiston is clustered at lower-value levels (older, modest, or substandard homes, and mobile homes), while analysis of household incomes and ability to pay indicates that some households could afford housing at higher price points. The analysis shows support for more homes are needed in the \$175k to \$300k price range.
- The analysis finds that the current market rates for most rental units are in the \$400 to \$1,000/month range. Therefore, this is where most of the rental unit supply is currently clustered. While there is a fair amount of low-rent and subsidized units in the community,

there is still some unmet need at the lowest end of the income scale, where many current renters pay more than 30% of their income in housing costs. There is also an indication that some renter households could support more units at higher rent levels. Rentals at more expensive levels generally represent houses for rent or new apartment developments.

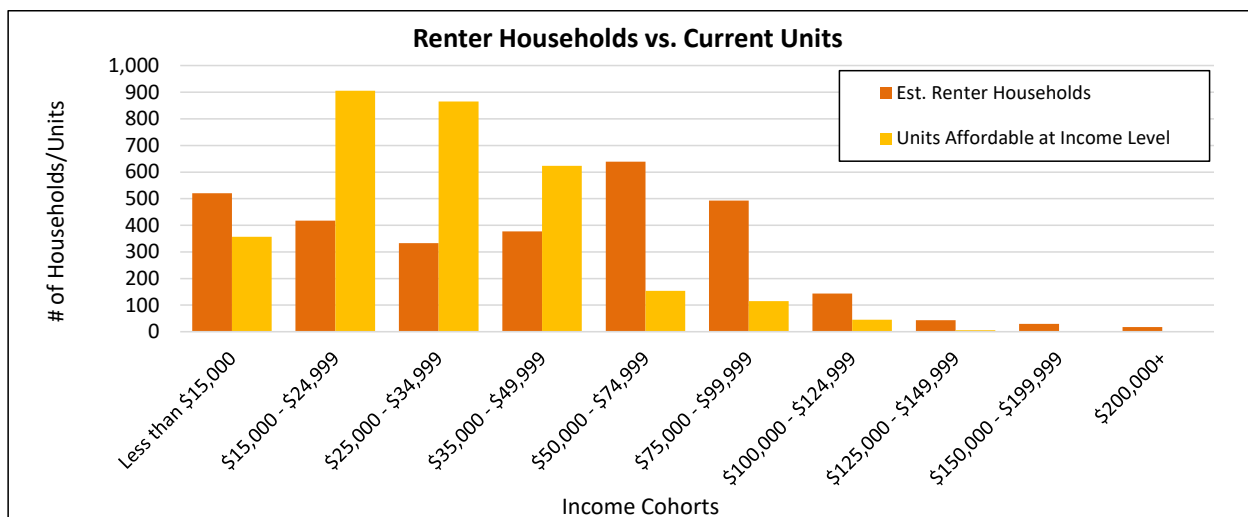
- The home value and rent segments which show a “surplus” in Figures 2 and 3 illustrate where current property values and market rent levels are in Hermiston. Housing values and rent levels will tend to congregate around those levels. These levels will be too costly for some (i.e., require more than 30% in gross income) or “too affordable” for others (i.e., they have income levels that indicate they could afford more expensive housing if it were available).
- In general, these findings demonstrate that there is a need for more home buying opportunities in the heart of Hermiston’s income distribution, where most households are found. There is also a need for additional subsidized affordable units for low-income households. In general, there is need for more apartment units of all types to alleviate low vacancy and availability in the community.

FIGURE 2: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)



Sources: PSU Population Research Center, City of Hermiston, Census, JOHNSON ECONOMICS

FIGURE 3: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2020)



Sources: PSU Population Research Center, City of Hermiston, Census, JOHNSON ECONOMICS

Projected Housing Needs

The projected future (20-year) housing profile in the study area is based on the current housing profile (2020), multiplied by an assumed projected future household growth rate. The projected future growth is the forecasted 2040 generated by the PSU Oregon Forecast Program.

- Figure 4 shows a projected increase of 60% in homeownership rates in Hermiston over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 2,030 new housing units by 2040. Of the new units needed, roughly 62% are projected to be ownership units, while 38% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- There is some new need for ownership housing at the low-end of the pricing spectrum. But income trends suggest that the greatest demand will remain in the middle price ranges (\$175k to \$300k). This is because some of the city's current housing is found at lower value levels due to age, condition, and mobile homes. At the same time, most new homes are projected to be priced at higher price points.
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the \$400 to \$1,000 range in current dollars. Therefore, most units are to be found in this range. There is insufficient rental housing for the lowest income households making \$15,000 or less, and there may also be some support for higher rent units, which may be in new apartment complexes, townhomes or detached single-family homes for rent.

FIGURE 4: PROJECTED OCCUPIED FUTURE HOUSING DEMAND BY INCOME LEVEL (2040)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	327	Less than \$15,000	5.8%	5.8%
\$80k - \$130k	274	\$15,000 - \$24,999	4.9%	10.8%
\$130k - \$190k	506	\$25,000 - \$34,999	9.0%	19.8%
\$190k - \$220k	828	\$35,000 - \$49,999	14.8%	34.6%
\$220k - \$270k	924	\$50,000 - \$74,999	16.5%	51.1%
\$270k - \$360k	965	\$75,000 - \$99,999	17.3%	68.4%
\$360k - \$440k	603	\$100,000 - \$124,999	10.8%	79.1%
\$440k - \$530k	346	\$125,000 - \$149,999	6.2%	85.3%
\$530k - \$710k	498	\$150,000 - \$199,999	8.9%	94.2%
\$710k +	323	\$200,000+	5.8%	100.0%
Totals:	5,595		% of All:	60.7%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	625	Less than \$15,000	17.3%	17.3%
\$400 - \$700	501	\$15,000 - \$24,999	13.8%	31.1%
\$700 - \$900	400	\$25,000 - \$34,999	11.0%	42.1%
\$900 - \$1100	453	\$35,000 - \$49,999	12.5%	54.7%
\$1100 - \$1300	768	\$50,000 - \$74,999	21.2%	75.9%
\$1300 - \$1700	592	\$75,000 - \$99,999	16.3%	92.2%
\$1700 - \$2100	173	\$100,000 - \$124,999	4.8%	97.0%
\$2100 - \$2500	52	\$125,000 - \$149,999	1.4%	98.4%
\$2500 - \$3400	35	\$150,000 - \$199,999	1.0%	99.4%
\$3400 +	21	\$200,000+	0.6%	100.0%
Totals:	3,619		% of All:	39.3%

All Units
9,214

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 1. Projected Future Need for NEW Housing Units (2040), Hermiston

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	1,028	41	0	0	0	180	0	1,249	61.5%
Percentage:	82.3%	3.3%	0.0%	0.0%	0.0%	14.4%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	136	45	79	146	298	78	0	781	38.5%
Percentage:	17.4%	5.7%	10.1%	18.7%	38.2%	10.0%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	1,164	85	79	146	298	258	0	2,030	100%
Percentage:	57.3%	4.2%	3.9%	7.2%	14.7%	12.7%	0.0%	100%	

Sources: PSU, City of Hermiston, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2020 and in 2040. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County. An estimated 44% of households qualify as at least “low income” or lower on the income scale, while 14% of household qualify as “extremely low income”. Typically, only rent-subsidized properties can accommodate these households at “affordable” housing cost levels. (The threshold income levels presented here are generated for the entire county based on the significantly higher countywide average household income. Therefore, these income thresholds are likely somewhat high for Hermiston.)

FIGURE 6: TOTAL PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, HERMISTON

Affordability Level	Income Level*		Current Need (2020)		Future Need (2040)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$19,590	1,089	14%	1,375	15%	286	14%
Very Low Income	50% AMI	\$32,650	2,015	26%	2,494	27%	479	24%
Low Income	80% AMI	\$52,240	3,385	44%	4,278	46%	892	44%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

There are currently 148 units of housing dedicated to this population in Hermiston, which is less than 2% of local housing. Based on the assumption that this type of housing will maintain its current representation in the local housing stock, this indicates a need for 35 – 40 additional units for agricultural workers over the planning period. This population may also be served by other available affordable units.

Comparison of Projected Need and Buildable Land Supply

The projected housing needs were compared with the supply of buildable residential land within the City of Hermiston UGB.

- There is a total estimated remaining capacity of over 18,000 units of different types within the UGB.
- There are nearly 430 acres available in low-density zones. In total, the capacity of these zones represents 12% of the total unit capacity, or capacity for over 2,100 units.
- The remaining buildable acreage (88%) is in the Medium-Density Residential zones. At a total capacity of 15,961 housing units.
- Figure 7 breaks the Medium-Density Residential zones into those best suited for “missing middle housing” such as single-family attached, mobile homes and duplexes through fourplexes. In these zones, there is an estimated capacity for 12,622 housing units, roughly 70% of the total unit capacity.
- Because Hermiston lacks a true High Density Residential zone, the projected demand for larger apartment complexes is allocated to the R-4 and R-R zones, which have an assumed average density of 10 units/acre and 12 units/acre, respectively. These zones have an estimated capacity of nearly 3,300 new units, or 18% of the total unit capacity.

For more detail on these findings please refer to the Housing Capacity Analysis prepared for the City.

FIGURE 7: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2020)

ZONING		Unconstrained Acres			Unit Capacity	
		Vacant	Part. Vac.	Total	Units	Share
RESIDENTIAL ZONE	Category					
<u>City Zoning</u>						
R-1	Low-Density Res.	97.6	69.1	166.7	748	13%
R-2	Low-Density Res.	27.2	8.9	36.1	195	3%
R-3	Medium-Density Res.	185.7	6.1	191.8	1,656	28%
R-4	Med-Density Res.*	33.2	10.1	43.3	327	6%
R-R	Med-Density Res.*	121.5	183.6	305.1	2,972	50%
TOTALS:		465.2	277.8	743.0	5,898	100%
<u>Comp Plan Area Designations</u>						
L	Low-Density Res.	94.4	64.2	158.6	711	6%
M	Low-Density Res.	8.9	59.6	68.5	460	4%
MH	Medium-Density Res.	43.1	41.6	84.7	735	6%
F-R	Medium-Density Res.	460.7	1,047.1	1,507.8	10,270	84%
R-R	Medium-Density Res.	0.1	0.0	0.1	1	0%
TOTALS:		607.2	1,212.5	1,819.7	12,177	100%
GRAND TOTAL:		1,072.4	1,490.3	2,562.7	18,075	100%
ZONE CATEGORIES	Typical Housing Type					
Low-Density Res.	Single-family detached; Duplex	228.1	201.8	429.9	2,114	12%
Medium-Density Res.	SF attached; Mobile home; 2-4 plexes	689.6	1,094.8	1,784.4	12,662	70%
Med-Density Res.*	Multi-family apartments	154.7	193.7	348.4	3,299	18%
TOTALS:		1,072.4	1,490.3	2,562.7	18,075	100%

Source: Angelo Planning Group

* Hermiston does not have a "High Density Residential" zone, defined as a zone with a density of 18 units/net acre or higher. The projected demand for multi-family apartment units is allocated to the R-4 and R-R zones, which allow the highest density among the Medium Density Zones.

FIGURE 8: COMPARISON OF FORECASTED FUTURE LAND NEED (2040) WITH AVAILABLE CAPACITY

WITHIN CITY LIMITS		SUPPLY			DEMAND		
Zone & Plan Category	Typical Housing Type	Buildable Land Inventory (Total)			Growth Rate (1.8%)		
		Developable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2040)	Surplus or (Deficit)	
						Units	Acres
Low-Density	Single-family detached; Duplex	429.9	2,114	4.9	1,220	894	182
Med-Density	SF attached; Mobile home; 2-4 plexes	1,784.4	12,662	7.1	512	12,150	1,712
Med-Density Res.*	Multi-family apartments	348.4	3,299	9.5	298	3,001	317
TOTALS:		2,562.7	18,075	7.1	2,030	16,045	2,211

Sources: Angelo Planning Group, Johnson Economics

Housing Policies and Implementing Actions

POLICY 21: HOUSING AVAILABILITY AND AFFORDABILITY

THE CITY OF HERMISTON WILL ENCOURAGE THE HOME-BUILDING INDUSTRY TO PROVIDE A VARIETY OF HOUSING OPPORTUNITIES IN SUFFICIENT QUANTITIES AT AFFORDABLE PRICES TO MEET THE HOUSING NEEDS OF ITS RESIDENTS. IN SUPPORT OF THIS GOAL, THE CITY OF HERMISTON ADOPTS THE FOLLOWING POLICIES:

- A) Support the adequate supply of housing that is affordable for low- and moderate-income households is a top priority;
- B) To assure a variety of housing types, the City also places a high priority the provision of sufficient housing opportunities for households at middle to higher income levels;
- C) The City will maintain an adequate supply of land to provide for housing types within the City's residential land use categories consistent with the findings from the adopted housing needs analyses;
- D) The City may identify, through an adequate public process, specific areas to become the focus of redevelopment, and/or housing infill opportunities (for instance, the Downtown area);
- E) The City supports the provision of housing for senior citizens and other residents of the city with specialized needs, such as physical disabilities.
- F) Support state housing objectives by encouraging the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of Umatilla County households and allow for flexibility of housing location, type, and density.
- G) Support partnerships with public sector, private sector, and non-profit programs which facilitate the construction of affordable housing for moderate- and low-income households.

- H) Develop code and building regulations that allow for and accommodate a variety of housing types, including single-family detached housing, attached single-family housing (duplexes, townhouses), accessory dwelling units, apartments, manufactured housing, and mixed-use development.
- I) Support the opportunity for a wider range of rental and ownership housing choices in Hermiston.
- J) Encourage maintenance and rehabilitation of the existing housing stock and support local or regional programs that provide assistance.

IMPLEMENTING ACTIONS

- Has designated an adequate amount of vacant buildable land for all types and densities of residential development on the Comprehensive Plan and zoning maps for the City and urban portion of the UGB. When zoning newly converted urban land, insure a balance between low and medium/high densities based on the updated needs analysis.
- Encourage innovative siting, design, and construction techniques in new residential developments through use of planned unit development (PUD) provisions.
- The City supports public sector and non-profit programs which facilitate the construction of affordable housing for moderate and low income households, and provision of Section 8 housing vouchers. Encourage the Umatilla Housing Authority and other affordable housing providers to integrate government-assisted housing into the fabric of economically diverse neighborhoods and the community as a whole.

POLICY 22: NEIGHBORHOOD QUALITY

City officials recognize the importance of promoting livable, safe and quiet neighborhoods, both in new residential development and in existing neighborhoods. This can be accomplished by minimizing the negative effects of high traffic on neighborhood streets; minimizing conflicts from incompatible design, noise and other factors associated with high-intensity uses; encouraging rehabilitation of housing stock, and updating public facilities in older neighborhoods.

THE CITY OF HERMISTON WILL PROTECT AND ENHANCE THE QUALITY OF LIFE IN RESIDENTIAL NEIGHBORHOODS BY:

IMPLEMENTING ACTIONS

- Designating neighborhood streets as local access streets, rather than arterials or collectors, on the Streets Classification Map.
- Requiring buffering and/or screening between residential neighborhoods and incompatible uses in the zoning code.
- Permitting the location of small shops in neighborhoods. As part of the PUD review or conditional use process, evaluate proposed commercial development in terms of its scale,

design, and pedestrian and automobile access to insure compatibility with surrounding residences.

- Enforcing building and fire code provisions and nuisance laws, e.g., by governing junk cars, improving neighborhood safety, health and livability.
- Identifying needed improvements in older neighborhoods including the upgrading of water and sewer systems, streets, sidewalks, storm drainage, and lighting. Utilize the Capital Improvements Plan to schedule improvements as time and funding allow.

I. PUBLIC SERVICES AND FACILITIES (GOAL 11)

POLICY 23: PROVISION OF PUBLIC SERVICES AND FACILITIES

Together with the transportation network and private utility and communication systems, public services and facilities provide the community's "urban glue"; efficient and timely provision of these are an important adjunct to urban development. A full complement of services and facilities is needed to provide adequately for the density and intensity of land uses envisioned in the city and developing portions of the UGB.

23. THE CITY OF HERMISTON WILL PLAN FOR THE TIMELY AND EFFICIENT PROVISION OF A FULL COMPLEMENT OF URBAN SERVICES AND FACILITIES IN ALL DEVELOPED AND DEVELOPING AREAS WITHIN THE COMMUNITY. TIMELY MEANS A POINT WITHIN THE 20-YEAR TIMEFRAME WHEN THE CITY DEEMS DEVELOPMENT APPROPRIATE FOR A GIVEN PROPERTY BASED ON FACTORS INCLUDING BUT NOT LIMITED TO THE NEED FOR ADDITIONAL URBAN DEVELOPMENT WITHIN THE URBAN GROWTH BOUNDARY AND THE EXTENT OF UNDEVELOPED OR UNDERDEVELOPED LAND BETWEEN THE EXISTING DEVELOPMENT AND THE SUBJECT PROPERTY.

Implementing Actions

- Will prepare and adopt by 1986 a six-year capital improvements plan (CIP) which includes a list of projects to be funded through the coming fiscal year as well as those recommended for consideration during the subsequent five years. Review annually all previously unfunded projects plus new projects, and extend the CIP for an additional year.
- Has created a community service overlay zone in the zoning ordinance and apply designation to facilities which have a community governmental, educational, recreational, historical or social service function, including but not limited to schools, hospitals, major recreational facilities, governmental buildings, historic buildings and private utility installations and communications facilities. In addition to enforcing the requirements of the underlying zone, the planning commission will be required to consider the community value of such facilities when reviewing land use actions which affect these uses directly or adjacent properties.

POLICY 24: WATER, SEWER AND STORM DRAINAGE

The City of Hermiston has had the foresight to build significant excess capacity into its water and

sewer systems, which will facilitate the rapid population growth projected for the community. For example, the existing sewage treatment plant and major interceptors have the capacity to accommodate 30,000 residents, the anticipated population by the turn of the century. This year, in addition to handling city sewage, the plant will treat 400,000 gallons of septic waste, resulting either from system failure or routine maintenance, for property owners in a large unincorporated area surrounding the city. By increasing the plant's capacity and extending major sewer lines, the city's system has an ultimate capacity of 56,400 people. The area of mutual concern, the area beyond the UGB where future growth is most likely to occur, reflects this ultimate service area.

With the completion of two new shallow water wells, one of which is scheduled for construction at Menneha Springs, the city has sufficient water supply and storage in place to accommodate its projected 20-year growth. However, as indicated by the declining water level in its three deep wells, the deepwater aquifer may not be a dependable longterm source. The city must work with other governmental agencies to prevent contamination of the shallow aquifer which has been identified as a potentially serious problem. This will be best accomplished by limiting the density of future rural development until sewers are available. In addition, the city will explore utilization of its other potential source, the Columbia River.

The city has no formal storm drainage system, but relies on drywells which discharge into drainage ditches. Because of the relatively low annual precipitation and sandy soils, disposal of storm runoff is not a serious concern.

24. THE CITY OF HERMISTON WILL EXTEND PUBLIC WATER AND SEWER TO ALL DEVELOPING AREAS WITHIN THE UGB; THE CITY MAY EXTEND PUBLIC WATER TO INDUSTRIAL LANDS EXCEPT IN AREAS OUTSIDE THE UGB: ANNEXATION WILL BE A CONDITION OF SUCH EXTENSIONS EXCEPT WHEN A HEALTH HAZARD OR POLLUTION THREAT EXISTS AND EXCEPT FOR WATER PROVISIONS TO INDUSTRIAL LANDS.

Implementing Actions

- Will utilize the CIP to determine the timing and priority of all water and sewer improvements; finance extensions through LIDs except for major facilities, such as pumping stations or water storage tanks, necessary for the functioning of the entire system or to accommodate additional growth; these improvements will be the responsibility of the city.
- Will minimize the city's reliance on the deepwater aquifer by drilling future wells in the shallow water aquifer, working with Umatilla County and other governmental agencies to prevent further contamination of the latter; for more information, see Policy 8: SURFACE AND GROUNDWATER RESOURCES, and Policy 13: WATER QUALITY.
- Will extend water and sewer only to areas within the UGB and only after annexation, unless documented health threat or pollution hazard exists. For more information, see Policy 5: ANNEXATION.
- Will extend public water supply only to:

- (1) Non-industrial lands if such property is within the UGB and only after annexation, unless documented health threat or pollution hazard exists.

- (2) Industrial lands within the UGB. Annexation of such property shall only be required if the property can be annexed at the time of water provision. If annexation is not feasible, the City may require execution of an annexation agreement as a precondition to the provision of municipal water.
 - (3) Rural or urban industrial lands outside the UGB if such lands are within an area the subject of acknowledged exceptions to applicable statewide planning goals and if the following findings are made:
 - a. Provision of municipal water service will not impair the City's long-term ability to service land within the city limits or UGB;
 - b. The proposed extension of municipal water service will not serve intervening lands, i.e., property between the UGB and the exception area;
 - c. Extension of municipal water service will not be a basis for any future determination of commitment of intervening rural lands to non-rural uses.
- May continue to require on-site storm drainage in all new developments.
 - Water and sewer line extensions shall be timely based on the application of Policy 23

POLICY 25: SOLID WASTE

Under contract to the City of Hermiston, a private disposal company hauls solid waste from property owners to a landfill located on the west side of Highway 395, three miles north of the city. The existing facility has an estimated lifetime of 20 years.

25. THE CITY OF HERMISTON WILL ENCOURAGE THE EFFICIENT AND SAFE DISPOSAL OF SOLID WASTE.

Implementing Actions

- Will work with Umatilla County and the surrounding communities of Umatilla, Echo and Stanfield to identify a new landfill site when this becomes necessary.
- May encourage the establishment of facilities to recycle newspaper, glass, cans, lubricating oils and other reusable materials.

POLICY 26: SCHOOLS

Serving 3,100 students, the Hermiston School District 8R operates six facilities including four grade schools currently are at or above capacity. The district hopes to construct a new high school and convert the old facility into a second junior high. To accommodate anticipated year 2003 growth, construction of several new school facilities will be necessary.

26. THE CITY OF HERMISTON WILL SUPPORT AND FACILITATE THE PROVISION OF HIGH QUALITY ELEMENTARY AND SECONDARY EDUCATION IN THE COMMUNITY.

Implementing Actions

- Has identified eight potential school sites on the comprehensive plan map.
- May engage in joint planning activities with the school district and county intermediate educational district to:
 - Identify future facility needs;
 - Acquire appropriate sites;
 - Utilize school facilities during nonschool hours for community educational and recreational activities.

POLICY 27: POLICE PROTECTION

Police protection within the city limits is provided by the Hermiston Police Department. The department maintains a ratio of one patrolman for every 1,200 residents, close to the nationally recommended level of 1/1,000. The remainder of the UGB is policed by both the Umatilla County Sheriff and the Oregon State Police. Although the three departments have no formalized mutual aid agreements, the city department operates a "911" emergency dispatch system which covers the western one-third of Umatilla County, including the communities of Stanfield and Echo. One of the first to be established in the state of Oregon, the Hermiston 911 system also serves the largest geographical area in the United States.

By streamlining services and procedures, the city can accommodate shortterm population growth without additional personnel or reduction in service quality. However, a significant increase in personnel and expansion of the city's Public Safety Center will be necessary to serve the anticipated 20-year population.

27. THE CITY OF HERMISTON WILL PROMOTE ADEQUATE AND EFFICIENT POLICE PROTECTION.

Implementing Actions

- Will fund increases in police personnel and equipment as necessary to accommodate future growth by means of the annual budgeting process.
- May expand the Public Service Center as necessary to accommodate growth of the fire and police departments and municipal court.

POLICY 28: FIRE PROTECTION

Fire protection within the city limits is provided by the Hermiston Fire Department, which shares its facilities in the city's public safety building with Hermiston Rural Fire Protection District 7-404. The latter serves all of the remaining UGB except for the southeast quarter which is served by the Stanfield Fire District. The department shares personnel and equipment with the rural district, although the two remain independent entities at this time.

Based on standards of the Insurance Service Office, the City of Hermiston maintains a fire rating of 4, the highest available for a small rural community. This is based on the adequacy of staff training, equipment, and water supply and past fire loss records. The rural district has ratings of 4, 8 and 9 for different subareas within its area, primarily due to differences in distance from the station and availability of water.

Providing advance life support, 15 of the city department's staff are trained as EMTs. The department also operates an ambulance service, which transports patients to hospitals throughout eastern Oregon and southern Washington. Utilizing existing personnel and equipment, the city department can serve as many as 7,000 new residents; however, to accommodate projected 20-year population, increases in personnel, equipment and facilities will be necessary. The latter includes the construction of two mini-stations in the eastern and western portions of the UGB.

28. THE CITY OF HERMISTON WILL PROMOTE ADEQUATE AND EFFICIENT FIRE PROTECTION.

Implementing Actions

- Will facilitate the expansion of fire services, including personnel, equipment and facilities as necessary to accommodate anticipated 20-year growth by means of the annual budgeting process.
- May negotiate with the Stanfield fire district to alter service boundaries so that the southeastern portion of the UGB is covered by the Hermiston rural first district.
- May encourage the merger of the city and rural fire departments to achieve economies of scale and reduce administrative costs, especially as the city annexes property currently within the rural district's service area.

POLICY 29: LOCAL GOVERNMENT SERVICES AND FACILITIES

Excluding the fire and police departments, the City of Hermiston maintains a workforce of 47 employees. Utilizing the city manager form of government, the city is served by a volunteer mayor and city council.

A large number of facilities, including Hermiston High School, West Park Elementary School, the public safety and recreational centers, McKenzie Park, and the community's swimming pools and baseball diamonds are located on a 76-acre site, which also accommodates the Umatilla County fairgrounds. Consolidated Good Shepard Hospital and its associated medical center as well as a new federal post office also are located there. Currently, the city and county are considering moving the fairgrounds to another site, which would open substantial acreage for redevelopment. If this occurs, a new hospital, high school and/or civic center could be constructed on the site.

Other major facilities including city hall, the public library, city maintenance shops and the sewage treatment plant are located at other sites in the community.

29. THE CITY OF HERMISTON WILL PROMOTE ADEQUATE AND EFFICIENT PROVISIONS OF LOCAL GOVERNMENT SERVICES AND FACILITIES.

Implementing Actions

- Will continue to concentrate public facilities at fairgrounds site as this facilitates public access. Improve pedestrian and bicycle access and on-site parking, to minimize impacts on surrounding neighborhoods, through the use of the CIP planning process.
- Will plan and fund future local government facilities through the capital improvements plan, which identifies the timing and priority of all public projects.

POLICY 30: PRIVATE UTILITIES

Pacific Power & Light Company is the primary electrical provider in western Umatilla County, serving Stanfield and Echo and most of Hermiston and Umatilla. A small part of Hermiston is served by the Umatilla Electrical Cooperative Association, a publicly-owned utility. Natural gas is provided by the Cascade Natural Gas Corporation and telephone by Pacific Northwest Bell.

30. THE CITY OF HERMISTON WILL ENCOURAGE AND FACILITATE THE ADEQUATE AND EFFICIENT PROVISION OF PRIVATE UTILITIES INCLUDING ELECTRICAL, NATURAL GAS AND TELEPHONE SERVICE.

Implementing Actions

- Has designated such sites as community services on the comprehensive planning and zoning maps.
- Will work with private utilities to identify sites for future facilities necessary to accommodate anticipated 20-year growth.

J. TRANSPORTATION (GOAL 12)

POLICY 31: INTEGRATED TRANSPORTATION SYSTEM

An efficient and balanced urban transportation system facilitates the movement of people and goods within the community while conserving energy and reducing air pollution. Timely and coordinated transportation extensions and improvements to the current system are necessary to support the growth patterns envisioned in this comprehensive plan.

The City of Hermiston has an excellent transportation system. The community is bisected by two major highways: Oregon 207 and US 395. Both highways provide access to I-84, four miles to the south, and to the Washington state communities of Walla Walla, Richland, Kennewick and Pasco.

31. THE CITY OF HERMISTON WILL PROMOTE A BALANCED, WELL-INTEGRATED LOCAL TRANSPORTATION SYSTEM WHICH PROVIDES SAFE, CONVENIENT AND ENERGY-EFFICIENT ACCESS, AND FACILITATES THE MOVEMENT OF COMMODITIES.

Implementing Actions

- Requires in subdivision code dedication of needed rights-of way and obtain commitments to construct roadway improvements from private developers as a condition of project approval.
- Has adopted an ordinance governing vehicular ingress/egress. The city also has obtained and will use the ODOT's Guidebook for Access Management.
- Has adopted the street classification map contained in the comprehensive plan document identifying the existing and/or proposed level of use for each street in the city within the following categories:
 - Arterial. Street intended to carry large volumes of traffic at steady speeds with minimum interruptions to traffic flow.
 - Collector. Street which forms the boundary of major blocks of land and is intended primarily for inter-neighborhood traffic; can function as a road to service areas from the arterial system.
 - Local. Street designated to provide vehicular access to abutting properties and discourage through traffic.

The city will modify this map to include new roadway corridors as they are identified.

- Will encourage in joint planning efforts with Umatilla County to identify new roadway corridors and major road improvements necessary to facilitate growth in the undeveloped portions of the city and unincorporated areas within the UGB.
- Will establish land uses so as to reduce the need to travel and encourage economic development to provide local jobs which reduce the need to commute.
- Will develop list of needed roadway improvements according to priority, cost and potential funding and incorporate into the city's capital improvements plan.
- The City will cooperate with the Oregon Department of Transportation in the implementation of the ODOT Six-Year Highway Improvement Program.

POLICY 32: RAIL/AIR TRANSPORTATION

Hermiston's excellent rail and air access greatly facilitates its future industrial expansion. Hermiston's airport occupies 130 of a 275-acre site; the remaining vacant area is reserved for airport expansion and related commercial and industrial activity. A small modern terminal includes offices, a waiting lounge and conference room. Given a "general utility" status by the State of Oregon, the facility cannot accommodate instrument landings; however, due to the dry, clear weather in eastern Oregon, the airport can be used most days of the year. In 1981, the airport accommodated more than 32,000 operations. This is projected to increase to nearly 90,000 by the year 2000.

The City of Hermiston is bisected by a line of the Union Pacific Railroad which extends from the Hinkle Railyards south of town to the Port of Umatilla at the Columbia River. Skirting the southeast portion of town near the Hermiston airport, a second line is the major north-south link to Spokane, Washington. Furthermore, UP's Hinkle facility, one of the major switching and maintenance facilities in the Northwest, is a major employer in the area. Rail passenger service is provided to the Hermiston area by Amtrak. Two trains, one eastbound and one westbound, stop daily at a depot at the Hinkle facility.

32. THE CITY OF HERMISTON WILL PROTECT THE OPERATION OF THE HERMISTON AIRPORT FROM CONFLICTING LAND USES AND ENCOURAGE EXPANSION OF AIR AND RAIL TRANSPORTATION TO FACILITATE ECONOMIC DEVELOPMENT.

Implementing Action

- Has adopted by reference the Hermiston Airport Master Plan Update as part of this plan. Implement its recommendations by means of the capital improvements plan.
- Has modified zoning code to include airport (A) zone; airport and surrounding property has been designated "airport" on both the comprehensive plan and zoning maps. Has obtained clear zone easements for property within the runway approach and beyond the airport's boundaries, in compliance to Federal Aviation Administration regulations.
- May assist new industries to obtain rail spurs from the Union Pacific to facilitate access to the Port of Umatilla and the rest of the regional rail network.
- May meet with Union Pacific representatives to determine the feasibility/desirability of the eventual provision of municipal water and sewer to the Hinkle Railyards. Coordinate planning activities with City of Stanfield,⁹ Umatilla County and affected state agencies.
- May cooperate with Amtrak to improve passenger depot at Hinkle facility.

POLICY 33: ALTERNATIVE TRANSPORTATION

⁹ City of Stanfield considers Hinkle facility to be within its "area of mutual concern" although the property is outside its UGB. See Figure 6.

Interstate bus service is provided by Greyhound Bus Lines, which schedules several buses daily at its depot in downtown Hermiston. Although Hermiston is too small to support a public transit system, the city operates a successful subsidized taxi service for elderly and handicapped residents.

By increasing opportunities for bicycling and walking, the city will enhance the community's livability and reduce air pollution. Currently, there are only two bicycle paths in the city: along the western portion of Highland Avenue and along the entire length of Diagonal Road all the way to Hat Rock State Park, six miles to the northeast. Now required in all new developments, there are sidewalks in the central business district and along major thoroughfares.

33. THE CITY OF HERMISTON WILL ENCOURAGE AND FACILITATE THE PROVISION OF ALTERNATIVE TRANSPORTATION MODES AND FACILITIES TO REDUCE CONGESTION AND AIR POLLUTION AND IMPROVE RECREATIONAL OPPORTUNITIES. PROVISION OF TRANSPORTATION TO THE HANDICAPPED AND ELDERLY IS A HIGH PRIORITY.

Implementing Actions

- Requires in subdivision ordinance sidewalks be provided in all new developments.
- Permits in zoning code development of neighborhood shops to facilitate local access on foot and by bicycle. For more information see Policy 19: COMMERCIAL DEVELOPMENT, and Policy 21: NEIGHBORHOOD QUALITY.
- Provide incentive -- e.g. density bonuses -- in zoning code to developers of planned unit developments who include bicycle paths.
- May cooperate with Greyhound to improve its passenger depot as needed.
- May continue utilizing federal revenue sharing funds, as available, to finance subsidized taxi service for qualified elderly and handicapped residents.
- May explore possible locations for additional bicycle paths, including the east bank of the Umatilla River and along irrigation canals. Identify possible sources of funding for these facilities.
- May improve bicycle and pedestrian access to the central business district and fairgrounds site by means of the capital improvements plan.

POLICY 34: TRANSPORTATION SYSTEM PLAN

The Hermiston Transportation System Plan (TSP) is adopted by reference as the Transportation Element of the Hermiston Comprehensive Plan. The TSP will guide transportation planning within Hermiston's urban growth boundary (UGB). The City will base its transportation policies, actions and investments on the adopted TSP.

33. THE CITY OF HERMISTON WILL COMPLY WITH THE REQUIREMENTS OF THE TRANSPORTATION PLANNING RULE WITH THE ADOPTION OF THE TRANSPORTATION SYSTEM PLAN AND RELATED AMENDMENTS TO IMPLEMENTING ORDINANCES.

NOTICE AND COORDINATION. THE CITY OF HERMISTON WILL NOTIFY AND COORDINATE WITH ALL APPROPRIATE LOCAL, STATE AND FEDERAL AGENCIES AND TRANSPORTATION INTEREST GROUPS WHEN A LAND USE APPLICATION IS SUBMITTED AND POTENTIALLY IMPACTS A TRANSPORTATION FACILITY. NOTIFICATION WILL HELP IDENTIFY AGENCY STANDARDS AND PROVIDE AN OPPORTUNITY FOR AGENCY INPUT TO THE LOCAL LAND USE DECISION PROCESS.

PROTECTION OF TRANSPORTATION FACILITIES. THE FUNCTION OF EXISTING AND PLANNED ROADWAYS WILL BE PROTECTED THROUGH THE APPLICATION OF APPROPRIATE ACCESS MANAGEMENT MEASURES AS IDENTIFIED IN THE ADOPTED TSP. THESE MEASURES WILL BE COORDINATED WITH ODOT ACCESS MANAGEMENT STANDARDS.

CONFORMANCE TO ADOPTED TSP. ALL PLAN MAP AMENDMENTS AND ZONE CHANGES SHALL CONFORM TO THE ADOPTED TSP. PROPOSED AMENDMENTS SHALL NOT SUBSTANTIALLY IMPACT THE FUNCTIONAL CLASSIFICATION OR OPERATION OF TRANSPORTATION FACILITIES. TO ENSURE PROPER REVIEW AND MITIGATION, A TRAFFIC IMPACT STUDY MAY BE REQUIRED FOR PROPOSALS THAT MAY IMPACT TRANSPORTATION FACILITIES.

CONNECTED STREET NETWORK. THE CITY WILL SUPPORT AND DEVELOP A CONNECTED NETWORK OF STREETS, ACCESSWAYS AND OTHER IMPROVEMENTS, INCLUDING BIKEWAYS, SIDEWALKS, AND SAFE STREET CROSSINGS, TO PROMOTE SAFE AND CONVENIENT BICYCLE AND PEDESTRIAN CIRCULATION WITHIN THE COMMUNITY.

IMPLEMENTING ACTIONS

- Has adopted by reference the *Hermiston Transportation System Plan* as part of the comprehensive plan. Implement its recommendations by means of the capital improvement plan.
- Has modified the zoning and subdivision ordinances to comply with the Transportation Planning Rule and implement the Transportation System Plan.
- Has adopted a Street Classifications Map and Street Standards as part of the TSP. The Map and Standards provide the conceptual framework of future streets. Final street alignments will be refined through the development review process.
- Has adopted a Bikeway Plan and a Pedestrian Plan as elements of the TSP. Standards for the design of bikeways, sidewalks and accessways are established in the TSP and implemented through the Zoning and Subdivision Ordinances.

Section IV

Comprehensive Plan Map

A. Plan Designation

The City of Hermiston's Comprehensive Plan Map is presented in Figure 18, enclosed in the attached envelope. A description of each plan map designation follows:

Low Density Residential (LDR): Areas primarily suited for development of conventional single-family dwellings with minimum lot sizes of 9,000 and 7,500 square feet per dwelling, respectively. Corresponds to R1 and R-2 of zoning map.

Medium Density Residential (MDR): Areas suited primarily for development of duplexes and apartments; conventional single-family dwellings also allowed outright with mobile home parks a conditional use. Minimum lot size is 6,000 square feet for single-family dwellings with smaller lots permitted for other housing types. Corresponds to R3 on zoning map.

Medium Density Residential/Mobile Home (MDR/MH): Areas suited for the development of mobile homes on individual lots and in parks, both of which are permitted uses. Conventional single-family, duplexes, and apartments also permitted. Minimum lot size is 6,000 square feet for single-family dwellings with smaller lots permitted for other housing types. Corresponds to R4 on zoning map.

Recreational Residential (RR): An area suited for development of a public golf course to be developed in conjunction with residential dwelling units, which may contain a variety of lot sizes, dwelling unit types and ownership types and which may include limited accessory uses related to the operation of the golf course such as but not limited to restaurants, convenience commercial, public or private open space such as walking trails, swimming pools, tennis courts and other similar recreation features.

Future Residential (FR): Areas located in the urbanizable portion of the UGB which have not yet been designated for a specific density, except in areas already developed or committed to development. Zoned either exclusive farm use, EFU-40, or future urban, FU-10, by Umatilla County.

Neighborhood Commercial (NC): Convenience commercial facilities including small markets, drug stores, beauty/barber shops and dry cleaners, located in predominantly residential areas. Likely and appropriate locations for such future developments are indicated on the comprehensive plan map although specific locations cannot be anticipated in advance. Currently, neighborhood and commercial uses are conditional in the R2, R3, and R4 zones and in residential PUDs.

Commercial (C): Areas to accommodate retail trade, service, banking, office, and related cultural and governmental uses. Corresponds to C1, Central Commercial, and C2, Outlying Commercial, on the zoning map.

Industrial (I): Areas appropriate for wholesale trade and manufacturing activities. Corresponds to M1, Light Industrial, and M2, General Industrial, categories on the zoning map.

Mixed commercial/Industrial (C/I): Areas appropriate for a mix of commercial and industrial activities. Corresponds to the C2, M1, and M2 zones with a planned unit development (PUD) overlay.

Airport (A): Area around Hermiston airport suitable for commercial/industrial development providing these activities do not obstruct the flight path of approaching and departure planes.

Open Space (OS): Areas containing natural resources and/or natural hazards which must be protected from urban development. Corresponds to OS in the zoning code.

Community Service (CS): Identifies public and private facilities which serve community educational, historical, recreation, social, and governmental functions. Corresponds to the CS overlay zone on the zoning map.