

A G E N D A
UMATILLA COUNTY BOARD OF COMMISSIONERS

Meeting of Wednesday July 2, 2014, 10:00 a.m.

Umatilla County Courthouse, 216 SE 4th St. Room 130, Pendleton, OR

** ** * * * * * **

A. CALL TO ORDER

B. NEW HEARING:

TEXT AMENDMENT #T-14-053 Update of Umatilla County Development Code and Comprehensive Plan. The County Planning Department proposes a number of updates to the County Development Code and Comprehensive Plan based on recent legislation and staff recommendations. The listing of the proposed updates are as follows:

1. Modify UCDC 152.613 Time Limits for a Conditional Use Permit and Land Use Decision
2. Modify Medical Hardship Dwelling criteria, UCDC 152.576 and 152.617 (I) (V)
3. Update Home Occupation/Cottage Industry
4. Update UCDC 152.017 & 152.019 Traffic Impact Analysis standards
5. Modify UCDC 152.766 Appeals
6. Update UCDC 152.772 (F)(15) Continuance of a Hearing
7. Modify the Umatilla County Comprehensive Plan Chapter 9, Recreation
8. Modify UCDC 152.617 Utility Facilities Necessary for Public Service
9. Update 152.546 Type 10 Signs (Billboards)
10. Update 152.770 & 771 Notice Requirements
11. Update the Provisions for Replacement Dwellings
12. Update the Design Review Standards

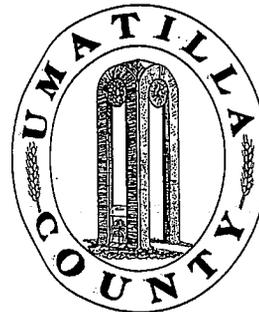
4. NEW HEARING:

COMPREHENSIVE PLAN AMENDMENT #P-108-13; TEXT AMENDMENT T-13-051 and ZONE MAP AMENDMENT #Z-299-13. Umatilla County, Applicant. The amendments include a plan and zone designation for the Umatilla County portion of the Umatilla Army Depot. Specifically, the action will apply Comprehensive Plan designations of military, industrial and wildlife habitat and zoning Designations Depot Industrial, Depot Refuge and Army Depot Transition Zone. The property is described as tax lot 200 of Assessor's Map 4N 27 and tax lot 100 of Map 4N 27 25. The property is located west of the City of Hermiston, north of Interstate 84 and west of Interstate 82; a small portion is located just east of I-82 and south of Lamb Road.

C. ADJOURN

Umatilla County

Department of Land Use Planning



June 25, 2014

TO: County Board of Commissioners

RE: Proposed changes to the Umatilla County Development Code and Comprehensive Plan 2014, REVISED by the Planning Commission on Thursday, May 22, 2014

NOTE: The text is shown in a "Mark Up" strategy where original text being deleted is shown in strikethrough and text being added is in bold and underlined.

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1. Modify UCDC 152.613 Time Limits for a Conditional Use Permit and Land Use Decision

Suggested Changes:	Reason for the Change
<p>§ 152.613 TIME LIMIT ON A CONDITIONAL USE PERMIT AND LAND USE DECISION.</p> <p>(A) A conditional use permit or land use decision shall expire after one two years (except for a land use decision for a dwelling in the EFU Zone per § 152.059 (K)) from the date the final findings are signed, unless all applicable conditions have been met and a zoning permit is obtained. The Planning Director or the designated planning authority may extend authorization for a conditional use or land use decision for an additional period not to exceed one year, except for a land use decision for a dwelling in the EFU Zone per § 152.059 (K)) on written request from the applicant prior to the expiration of the permit. The total time allowed shall not exceed two years from the original approval date.</p> <p>(B) If delay in establishing the use is demonstrably due to a delay by a state or federal agency in issuing a required permit, at no fault of the applicant, the Planning Director or a designee of the Planning Director may extend the time limit imposed by division (A) of this section for a period not to exceed one year following issuance of the state or federal agency permit. The applicant shall establish that state or federal permits have not yet been issued, and that the delay has not been caused by the applicant.</p> <p>(C) Time Limitation on Transportation-Related Conditional Use Permits. Authorization of a conditional use shall be void after a period specified by the applicant as reasonable and necessary based on season, right-of-way acquisition, and other pertinent factors. This period shall not exceed three two years.</p> <p>(D) A conditional use that was granted a zoning permit per paragraph (A) but no longer complies with the conditions of approval shall become void upon a ruling of the Planning Director or designated planning authority. <u>Time Limitation on Utility Related Conditional Use Permits and Land Use Decisions.</u> <u>Authorization of a conditional use shall be void after a period specified by the applicant as reasonable and necessary based on market conditions, right-of-way acquisition, and other pertinent factors. This period shall not exceed two years.</u></p>	<p>Permits are currently valid for one year with the need of a written request for an extension of an additional year. The change benefits the applicant by lengthening the original period of time from one year to two years. An extension of an additional year would not be available.</p> <p>A conditional use permit</p>

(E) The County may void a conditional use permit or land use decision under the following circumstances:

(1) The property owner/applicant no longer complies with the conditions of approval imposed as part of the original decision, the County provided the property owner/applicant at least 30 days written notice and opportunity to correct or cure the compliance issue and the property owner/applicant failed to correct or cure the compliance issue within said notice period;
or

(2) The use approved pursuant to the conditional use permit or land use decision has been continuously discontinued for a period of one (1) year or more.

(3) If the County intends to void a conditional use permit or land use decision under subsection (1) or (2) above, it shall do so pursuant to a public process set forth in § 152.769 and § 152.771. The County bears the burden of proving the elements set forth in subsections (1) and (2) above.

(Ord. 83-4, passed 5-9-83; Ord. 2005-02, passed 1-5-05; Ord. 2011-02, passed 3-17-11)

or land use decision that is granted approval sometimes become void when no action is taken or when the conditions are no longer met. This additional language will clarify this issue.

2. Modify Medical Hardship Dwelling criteria, UCDC 152.576 and 152.617 (I) (V).

Suggested Changes:	Reason for the Change
<p>§ 152.576 SPECIAL EXCEPTIONS FOR TEMPORARY MOBILE HOME PLACEMENT.</p> <p>(A) <i>Purpose.</i> The purpose of this section is to establish special exceptions for temporary mobile home placement. These exceptions are intended to provide a means for modifying mobile home placement requirements in cases where a strict adherence to them might cause unusual or undue hardship to a citizen and contravene the goals of the Comprehensive Plan for the county. UNDUE HARDSHIP shall refer to unique and temporary conditions that exist which justify the need for temporary housing on a given lot or parcel such as a dwelling for aged or disabled family members or similar dwelling needs of a temporary nature that relate to the use of the principal use on the property in question. Nothing in this section shall be construed to require the granting of such special exception.</p> <p>(B) <i>Circumstances for granting exception.</i> A mobile home may be temporarily located on a building site where there exists a personal, but not necessarily financial, medical hardship on the part of the applicant, whereby it is necessary to have someone living on the same premises as the applicant's dwelling or mobile home. <u>The applicant must be in need of personal assistance by a caregiver in regard to Activities of Daily Living (ADLs) as defined in § 152.003.</u></p> <p>(C) <i>Conditions.</i> The following conditions shall be applied in evaluating an application for special exception for temporary mobile home placement:</p> <p>(1) The temporary mobile home shall be connected to the same subsurface sewage disposal system used by the existing dwelling. If the temporary hardship home will use a public sanitary sewer system such condition will not be required;</p> <p>(2) Approval shall be for a period of two years, which may be renewed; additional doctor's certification may be required to</p>	<p>The justification for a hardship dwelling has been a bit confusing in the past. Many times the reasons given by the applicant is to help around the property – mowing, gardening, feeding livestock, etc. These changes are to clarify that the hardship must deal with the person's personal care. The term Activities of Daily Living (ADLs) is a medical assessment of a person's basic skills. Thus, if a person needs assistance in terms of ADLs then the hardship dwelling is justified.</p>

confirm the continued existence of a medical hardship in regards to Activities of Daily Living (ADLs). The mobile home shall be removed 90 days after the original need has ceased. A new permit is required if the mobile home will be used for any other use.

(3) The Planning Director or designated authority may require doctor's certification for applications based upon family member dependency due to medical reasons in regards to Activities of Daily Living (ADLs) as defined in § 152.003.

(4) The location of a temporary mobile home on a parcel of land shall not be considered a separate dwelling site and the lot area, frontage and access requirements of the applicable zoning district shall not apply;

(5) In granting a special exception for temporary mobile home placement, the Planning Director or designated authority may impose additional reasonable conditions to meet the purposes of this section and the goals and policies of the Comprehensive Plan. Guarantees and evidence of compliance with conditions may be required.
(Ord. 83-4, passed 5-9-83; Ord. 2005-02, passed 1-5-05; Ord. 2012-02 passed 1-26-12)

§ 152.617 STANDARDS FOR REVIEW: CONDITIONAL USES AND LAND USE DECISIONS ON EFU AND GF ZONED LANDS.

(I) EFU AND GF ZONE CONDITIONAL USES

(V) Temporary Hardship Dwellings.

(1) *Purpose.* The purpose of this section is to establish temporary hardship dwellings in the EFU Zone. A hardship dwelling is one manufactured dwelling or recreational vehicle, or the temporary residential use of an existing building, in conjunction with an existing dwelling as a temporary use for the term of a hardship suffered by the existing resident or a relative of the resident. UNDUE HARDSHIP shall refer to unique and temporary conditions that exist which justify the need for temporary housing on a given lot or parcel. The aged or disabled person must require direct personal care in regards to Activities of Daily Living (ADLs) as defined in § 152.003 in order to qualify for a temporary hardship dwelling. If the hardship is suffered by the existing resident then a non-relative caregiver may live in the temporary

The changes to this section are identical to the changes in UCDC 152.576 listed above. This section applies to those applications for a hardship dwelling in the resource (EFU and GF) zones.

hardship dwelling. Nothing in this section shall be construed to require the granting of such temporary hardship dwelling.

(2) *Conditions.* The following conditions shall be applied in evaluating an application for a Temporary Hardship Dwelling:

(a) The temporary hardship dwelling shall be connected to the same subsurface sewage disposal system used by the existing dwelling. If the temporary hardship dwelling will use a public sanitary sewer system such condition will not be required;

(b) Approval shall be for a period of two years, which may be renewed; additional doctor's certification may be required to confirm the continued existence of a medical hardship.

(c) The Planning Director or designated authority may require doctor's certification based upon ~~family member~~ **a person's dependency due to age and/or medical reasons in regards to Activities of Daily Living (ADLs) as defined in § 152.003.**

(d) The location of a temporary hardship dwelling on a parcel of land shall not be considered a separate dwelling site and the lot area, frontage and access requirements of the applicable zoning district shall not apply;

(e) Within three months of the end of the hardship, the manufactured dwelling or recreational vehicle shall be removed or demolished or, in the case of an existing building, the building shall be removed, demolished or returned to an allowed nonresidential use.

(f) A temporary hardship dwelling approved under this sub-section is not eligible for replacement.

§ 152.003 DEFINITIONS.

ACTIVITIES OF DAILY LIVING (ADLs). Activities of daily living (ADLs) are basic self-care tasks, akin to the kinds of skills that people usually learn in early childhood. They include but are not limited to the following:

- **Bathing and showering (washing the body)**
- **Bowel and bladder management (recognizing the need to relieve oneself)**

The definition of Activities of Daily Living will be added to the definition section of the development code. This definition was taken from a health related website and was compared to several other similar definitions recognized by

<ul style="list-style-type: none">• <u>Dressing</u>• <u>Eating (including chewing and swallowing)</u>• <u>Feeding (setting up food and bringing it to the mouth)</u>• <u>Functional mobility (moving from one place to another while performing activities)</u>• <u>Personal device care</u>• <u>Personal hygiene and grooming (including brushing/combing/styling hair)</u>• <u>Toilet hygiene (completing the act of urinating/defecating)</u>	medical professionals.
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3. Update Home Occupation/Cottage Industry.

Suggested Changes:	Reason for the Change
<p>§ 152.616 STANDARDS FOR REVIEW OF CONDITIONAL USES AND LAND USE DECISIONS.</p> <p><i>(II) Home occupations/cottage industry.</i></p> <p>(1) The home occupation/cottage industry shall be secondary to the main use of the property as a residence and shall be operated by the resident of the property on which the business is located, within the same dwelling or in an accessory building normally associated with uses located in the zone;</p> <p>(2) <u>The home occupation/cottage industry must be operated completely</u> within the dwelling or in other buildings normally associated with uses permitted within the zone in which the property is located;</p> <p>(2) (3) There shall be no more than five people employed, including both full and part time employees;</p> <p>(3) (4) No structural alterations shall be allowed to accommodate the home occupation/cottage industry except when otherwise required by law, and then only after the plans for such alterations have been reviewed and approved. Such structural alterations shall not detract from the outward appearance of buildings as an accessory structure to a residence;</p> <p>(4) (5) No materials or mechanical equipment shall be used which will be detrimental to the residential use of the property or adjoining residences because of vibration, noise, dust, smoke, odor, interference with radio or television reception, or other factors;</p> <p>(5) (6) No materials or commodities shall be delivered to or from the property which are of such bulk or quantity as to require delivery by a commercial vehicle or a trailer or the parking of customers vehicles in a manner of frequency as to cause disturbance or inconvenience to nearby residents or so as to necessitate off street parking;</p>	<p>The additional language simply clarifies that the home occupation/cottage industry must be operated within a dwelling or building.</p>

<p>(6) (7) Retail sales shall be limited or accessory to a service;</p> <p>(7) (8) Outside storage of materials, equipment or products related to the home occupation/cottage industry shall not be allowed;</p> <p>(8) (9) There shall be no display other than a Type 2 sign that will indicate from the exterior that the building is used in whole or part for any purpose other than a dwelling;</p> <p>(9) (10) A home occupation/cottage industry approved under this division shall be reviewed after one year for compliance with the above conditions and each subsequent year that the home occupation/cottage industry exists.</p> <p>(10) (11) The existence of a home occupation/ cottage industry shall not be used as justification for any future zone change.</p> <p>(11) (12) Customers visiting the home occupation/cottage industry must use an approved off-street parking area. <u>No more than 10 vehicles from customers/visitors of the home occupation/cottage industry can be present at any given time on the subject parcel. All off-street parking must be provided on the subject parcel where the home occupation/cottage industry is operated.</u> Parking on public roads or easements must not occur at any time. If off-street parking is provided on a nearby parcel a written agreement between the applicant and the property owner(s) where off-street parking will occur must be provided.</p>	<p>Off-street parking is always a concern when dealing with home occupation/cottage industry type business. This change will provide some parameters to deal with off-street parking and the complaints and concerns raised in the past.</p>
<p>§ 152.617 STANDARDS FOR REVIEW: CONDITIONAL USES AND LAND USE DECISIONS ON EFU AND GF ZONED LANDS.</p> <p>(H) <i>Home Occupations/Cottage Industry.</i></p> <p>(1) The home occupation/cottage industry shall be secondary to the main use of the property as a residence and shall be operated by the resident or employee of a resident of the property on which the business is located;</p> <p>(2) <u>The home occupation/cottage industry must be operated completely</u> within the dwelling or in other buildings normally associated with uses permitted within the zone in which the property is located;</p>	<p>The additional language simply clarifies that the home occupation/cottage industry must be operated within a dwelling or</p>

(2) (3) There shall be no more than five people employed, including both full and part time employees;

(3) (4) No structural alterations shall be allowed to accommodate the home occupation/cottage industry except when otherwise required by law, and then only after the plans for such alterations have been reviewed and approved. Such structural alterations shall not detract from the outward appearance of buildings as an accessory structure to a residence;

(4) (5) No materials or mechanical equipment shall be used which will be detrimental to the residential use of the property or adjoining residences because of vibration, noise, dust, smoke, odor, interference with radio or television reception, or other factors;

(5) (6) Retail sales shall be limited or accessory to a service;

(6) (7) Outside storage of materials, equipment or products related to the home occupation/cottage industry shall not be allowed;

(7) (8) There shall be no display other than a Type 2 sign that will indicate from the exterior that the building is used in whole or part for any purpose other than a dwelling;

(8) (9) A home occupation/cottage industry approved under this division shall be reviewed after one year for compliance with the above conditions and each subsequent year that the home occupation/cottage industry exists.

(9) (10) The existence of a home occupation/ cottage industry shall not be used as justification for any future zone change.

(10) (11) No materials or commodities shall be delivered to or from the property which are of such bulk or quantity as to require delivery by a commercial vehicle or a trailer or the parking of customers vehicles in a manner of frequency as to cause disturbance or inconvenience to nearby residents or so as to necessitate off street parking;

(11) (12) Customers visiting the home occupation/cottage industry must use an approved off-street parking area. **No more than 10 vehicles from customers/visitors of the home occupation/cottage industry can be present at any given time on the subject parcel. All off-street parking must be provided on**

building.

Off-street parking is always a concern when dealing with home occupation/cottage industry type business.

the subject parcel where the home occupation/cottage industry is operated. Parking on public roads or easements must not occur at any time. ~~If off-street parking is provided on a nearby parcel a written agreement between the applicant and the property owner(s) where off-street parking will occur must be provided.~~

This change will provide some parameters to deal with off-street parking and the complaints and concerns raised in the past.

4. Update UCDC 152.019 Traffic Impact Analysis standards

Suggested Changes:	Reason for the Change
<p>§ 152.019 TRAFFIC IMPACT STUDY.</p> <p>(A) <i>Purpose:</i> The purpose of this section of the code is to implement <u>Section 660-012-0045 (2) (e)</u> of the State Transportation Planning Rule that requires the County to adopt a process to apply conditions to specified land use proposals in order to minimize adverse impacts to and protect transportation facilities. This section establishes the standards for when a proposal must be reviewed for potential traffic impacts; when a Traffic Impact Analysis must be submitted with an application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Analysis; and who is qualified to prepare the analysis.</p> <p>(B) <i>Applicability:</i> A Traffic Impact Analysis shall be required to be submitted to the County with a land use application, when one or more of the following actions apply:</p> <p>(1) A change in plan amendment designation; or</p> <p>(2) The proposal is projected to cause one or more of the following effects, which can be determined by field counts, site observation, traffic impact analysis or study, field measurements, crash history, Institute of Transportation Engineers Trip Generation manual; and information and studies provided by the local reviewing jurisdiction and/or ODOT:</p> <p>(a) An increase in site traffic volume generation by 250 Average Daily Trips (ADT) or more (or as required by the County Engineer). The latest edition of the Trip Generation manual, published by the Institute of Transportation Engineers (ITE) shall be used as standards by which to gauge average daily vehicle trips; or</p> <p>(b) An increase in use of adjacent gravel surfaced County roads streets by vehicles exceeding the 10,000 20,000 pound gross vehicle weights by 10 20 vehicles or more per day; or</p> <p>(c) The location of the access driveway does not meet minimum intersection sight distance requirements, or is located</p>	<p>The change to this standard reflects the current definition of "Significant Trip Generation".</p>

where vehicles entering or leaving the property are restricted, or vehicles queue or hesitate, creating a safety hazard; or

(d) A change in internal traffic patterns that may cause safety problems, such as back up onto the highway or traffic crashes in the approach area; or

(e) For development within the I-82/US 730 Interchange Area Management Plan (IAMP) Management Area, the location of the access driveway is inconsistent with the Access Management Plan in Section 7 of the IAMP.

...

§ 152.003 DEFINITIONS.

SIGNIFICANT CHANGE IN TRIP GENERATION. A change in the use of the property, including land, structures or facilities, or an expansion of the size of the structures or facilities causing an increase in the trip generation of the property exceeding: (1) for gravel surfaced County roads, 30 vehicles of less than 10,000 pounds Gross Vehicle Weight (GVW) and/or 20 vehicles of greater than 10,000 pounds GVW; (2) for paved County roads, 75 vehicles of less than 10,000 GVW; and (3) for State paved Highways, 150 vehicles of 10,000 pounds GVW or less and/or 100 vehicles of greater than 10,000 pounds GVW.

5. Modify UCDC 152.766 Appeals

Suggested Changes:	Reason for the Change
<p>§ 152.766 APPEALS.</p> <p>(A) An appeal from a ruling of the Planning Director or his <u>an</u> authorized agent regarding a requirement of this chapter may be made only to the Planning Commission. An appeal of an administrative review decision or a ministerial action on a land use request made by the Planning Director or his authorized agent shall be made to the Hearings Officer. The Hearings Officer may refer such an appeal to the Planning Commission if the appeal involves new policies, policy interpretation, or the request would have a large impact on a wide area or county facilities and services. Such appeals must be made within 15 days of the date of the ruling or decision.</p> <p>(B) An action or ruling of the Planning Commission pursuant to this chapter may be appealed to the County Board of Commissioners within 15 days after from <u>the date the written notice of the</u> Planning Commission's <u>decision</u> has signed its findings of facts and conclusions of law <u>was mailed.</u></p>	<p>The County does not have a Hearings Officer and so this text is currently not applicable.</p> <p>ORS 215.416 (11) states that an appeal period begins once the decision is mailed. The text will be changed to reflect the State Statute provisions.</p>

6. Update UCDC 152.772 (F)(15) Continuance of a Hearing

Suggested Changes:	Reason for the Change
<p>§ 152.772 OPERATION OF A PUBLIC HEARING.</p> <p>The following rules shall govern the operation of all public hearings conducted in accordance with this chapter:</p> <p>...</p> <p>(15) <i>Continuance of a hearing.</i> If a continuance or the keeping open of the record is requested granted per subdivision (12) of this division, the hearing shall be continued to a future public meeting, the date, time, and place of which must then be announced. Per ORS 197.763, the submittal of further testimony at the continued hearing, can result in the request for a further continuance.</p>	<p>Clarify language regarding a Continuance of a hearing.</p>

7. Modify the Umatilla County Comprehensive Plan Chapter 9, Recreation

Suggested Changes:	Reason for the Change
<p>Chapter 11: Recreational Needs</p> <p style="text-align: center;">Findings</p> <p><u>12. Recreational Vehicle Parks are a valuable economic development, tourism and recreational attribute to the County.</u></p> <p style="text-align: center;">Policy</p> <p><u>12. Provide opportunities to both private business and public agencies to construct, maintain and expand RV Parks in accordance to adopted development regulations within the County.</u></p>	<p>Providing additional justification for RV Parks within the County was found to be necessary to further economic development and tourism.</p>

8. Modify UCDC 152.617 Utility Facilities Necessary for Public Service.

Suggested Changes:	Reason for the Change
<p>§ 152.617 STANDARDS FOR REVIEW: CONDITIONAL USES AND LAND USE DECISIONS ON EFU AND GF ZONED LANDS.</p> <p>(II) EFU AND GF ZONE LAND USE DECISIONS</p> <p><i>(7) Utility Facility Necessary for Public Service.</i></p> <p><u>(a) A utility facility established under ORS 215.283(1)(c) is necessary for public service if the facility must be sited in an exclusive farm use zone in order to provide the service. To demonstrate that a utility facility is necessary, an applicant must:</u></p> <p>(a) (A) Demonstrate that reasonable alternatives have been considered and that the facility must be sited in an exclusive farm use zone due to one or more of the following factors:</p> <p style="padding-left: 40px;">(1) Information provided in the technical and engineering feasibility;</p> <p style="padding-left: 40px;">(2) The proposed facility is locationally dependent. <u>(It must cross land in one or more areas zoned for exclusive farm use in order to achieve a reasonably direct route or to meet unique geographical needs that cannot be satisfied on other lands.)</u></p> <p style="padding-left: 40px;">(A) (3) Show a lack of available urban and non-resource lands;</p> <p style="padding-left: 40px;">(B) (4) Due to availability of existing rights of way.</p> <p style="padding-left: 40px;">(C) (5) Due to public health and safety concerns; and</p> <p style="padding-left: 40px;">(D) (6) Show it must meet other requirements of state and federal agencies.</p> <p>(b) (B) Costs associated with any of the factors listed in subsection (A) above may be considered, but cost alone, including the cost of land, may not be the only consideration in determining</p>	<p>These changes will bring the development code text up-to-date with current OAR language.</p>

that a utility facility is necessary for public service. **Land costs shall not be included when considering alternative locations for substantially similar utility facilities and the siting of utility facilities that are not substantially similar.**

(e) (C) The owner of a utility facility approved under this section shall be responsible for restoring, as nearly as possible, to its former condition any agricultural land and associated improvements that are damaged or otherwise disturbed by the siting, maintenance, repair or reconstruction of the facility. **Nothing in this paragraph shall prevent the owner of the utility facility from requiring a bond or other security from a contractor or otherwise imposing on a contractor the responsibility for restoration.**

(d) (D) **The governing body of the county or its designee shall impose clear and objective conditions on an application for utility facility siting to** mitigate and minimize the impacts of the proposed facility, if any, on surrounding lands devoted to farm use in order to prevent a significant change in accepted farm practices or a significant increase in the cost of farm practices on surrounding farmlands.

(e) (E) **Utility facilities necessary for public service may include on-site and off-site facilities for temporary workforce housing for workers constructing a utility facility. Such facilities must be removed or converted to an allowed use under OAR 660-033-0130(19) or other statute or rule when project construction is complete. Off-site facilities allowed under this paragraph are subject to OAR 660-033-0130(5). Temporary workforce housing facilities not included in the initial approval may be considered through a minor amendment request. A minor amendment request shall have no effect on the original approval.**

(f) (F) **In addition to the provisions of paragraphs (A) to (D) of this subsection, the establishment or any proposed extension of a sewer system as defined by OAR 660-011-0060(1)(f) in an exclusive farm use zone shall be subject to the provisions of OAR 660-011-0060.**

(G) The provisions of ~~this section~~ **paragraphs (A) to (D) of this subsection** do not apply to interstate natural gas pipelines and associated facilities authorized by and subject to regulation by the Federal Energy Regulatory Commission.

(b) **An associated transmission line is necessary for public service**

and shall be approved by the governing body of a county or its designee if an applicant for approval under ORS 215.283(1)(c) demonstrates to the governing body of the county or its designee that the associated transmission line meets either the requirements of paragraph (A) of this subsection or the requirements of paragraph (B) of this subsection.

(A) An applicant demonstrates that the entire route of the associated transmission line meets at least one of the following requirements:

(i) The associated transmission line is not located on high-value farmland, as defined in ORS 195.300, or on arable land;

(ii) The associated transmission line is co-located with an existing transmission line;

(iii) The associated transmission line parallels an existing transmission line corridor with the minimum separation necessary for safety; or

(iv) The associated transmission line is located within an existing right of way for a linear facility, such as a transmission line, road or railroad that is located above the surface of the ground.

(B) After an evaluation of reasonable alternatives, an applicant demonstrates that the entire route of the associated transmission line meets, subject to paragraphs (C) and (D) of this subsection, two or more of the following criteria:

(i) Technical and engineering feasibility;

(ii) The associated transmission line is locationally-dependent because the associated transmission line must cross high-value farmland, as defined in ORS 195.300, or arable land to achieve a reasonably direct route or to meet unique geographical needs that cannot be satisfied on other lands;

(iii) Lack of an available existing right of way for a linear facility, such as a transmission line, road or railroad, that is located above the surface of the ground;

(iv) Public health and safety; or

(v) Other requirements of state or federal agencies.

(C) As pertains to paragraph (B), the applicant shall present findings to the governing body of the county or its designee on how the applicant will mitigate and minimize the impacts, if any, of the associated transmission line on surrounding lands devoted to farm

use in order to prevent a significant change in accepted farm practices or a significant increase in the cost of farm practices on the surrounding farmland.

(D) The governing body of a county or its designee may consider costs associated with any of the factors listed in paragraph (B) of this subsection, but consideration of cost may not be the only consideration in determining whether the associated transmission line is necessary for public service.

9. Update 152.546 Type 10 Signs (Billboards)

Suggested Changes:	Reason for the Change
<p>§ 152.546 TYPES OF SIGNS.</p> <p>(J) <i>Type 10.</i> One off-premise free-standing sign (billboard) not to exceed 600 square feet in area for each face nor 20 feet in elevation height as measured from the bottom of the sign face to the ground level below the sign or the level of the abutting roadway surface, whichever is higher. No billboard shall be allowed to have more than four steel exposed supports and all illumination devices shall be concealed within the non-structural trim. The minimum setback for any part of a sign shall be 10 feet and shall be measured horizontal from the lot line to the nearest part of the sign. Billboards allowed in the county shall be subject to the requirements of <u>ORS Chapter 377</u> and shall be approved by the Planning Director.</p>	<p>It has been found that when restricting the overall height of a sign to 20 feet that the various features of the sign will cause the distance from the ground to the bottom of the sign face to be sometimes less than 8 feet. Thus, making it difficult for vehicles to move around these billboard type signs. Requiring the distance between the ground to the bottom of the sign face to be 20 feet will remove this possible obstruction.</p>

10. Update 152.770 & 771 Notice Requirements

Suggested Changes:	Reason for the Change
<p>§ 152.771 PUBLIC NOTICES.</p> <p>(F) The notice shall be posted by first class mail at least 10 20 days in advance of a public <u>the evidentiary</u> hearing, <u>unless two evidentiary hearings are required then 10 days before the first evidentiary hearing</u>, or 21 days in advance of the response deadline set forth under administrative review.</p>	<p>Changes to this section will bring the provisions into conformance with ORS 197.763 (3)(f).</p>
<p>§ 152.771 PUBLIC HEARING REQUIREMENTS.</p> <p>(B) A legal notice of hearing authorized by this chapter for amendments to the map or text of this chapter shall be published in a newspaper of general circulation in the county at least 10 days prior to the date of the hearing. Published legal notices are not required by state law for any other types of hearings, so are not required by this chapter.</p> <p>(C) At least 10 20 days in advance, a notice of public hearing on a Type I, II, III or IV Land Division, a conditional use, <u>a land use decision, or a variance application</u>, or <u>If two evidentiary hearings are required, notice of the hearing shall be sent 10 days before the first evidentiary hearing for applications such</u> as a quasi-judicial amendment to the zoning map or Comprehensive Plan Map, or appeals thereof, shall be mailed to all owners of property, affected state, local, or federal agencies, and affected municipalities pursuant to § <u>152.770</u>.</p>	<p>Changes to this section will bring the provisions into conformance with ORS 197.763 (3)(f).</p>

197.763 Conduct of local quasi-judicial land use hearings; notice requirements; hearing procedures. The following procedures shall govern the conduct of quasi-judicial land use hearings conducted before a local governing body, planning commission, hearings body or hearings officer on application for a land use decision and shall be incorporated into the comprehensive plan and land use regulations:

(3) The notice provided by the jurisdiction shall:

(a) Explain the nature of the application and the proposed use or uses which could be authorized;

- (b) List the applicable criteria from the ordinance and the plan that apply to the application at issue;
- (c) Set forth the street address or other easily understood geographical reference to the subject property;
- (d) State the date, time and location of the hearing;
- (e) State that failure of an issue to be raised in a hearing, in person or by letter, or failure to provide statements or evidence sufficient to afford the decision maker an opportunity to respond to the issue precludes appeal to the board based on that issue;
- (f) Be mailed at least:
 - (A) Twenty days before the evidentiary hearing; or
 - (B) If two or more evidentiary hearings are allowed, 10 days before the first evidentiary hearing;
- (g) Include the name of a local government representative to contact and the telephone number where additional information may be obtained;
- (h) State that a copy of the application, all documents and evidence submitted by or on behalf of the applicant and applicable criteria are available for inspection at no cost and will be provided at reasonable cost;
- (i) State that a copy of the staff report will be available for inspection at no cost at least seven days prior to the hearing and will be provided at reasonable cost; and
- (j) Include a general explanation of the requirements for submission of testimony and the procedure for conduct of hearings.

11. Update the Provisions for Replacement Dwellings

Suggested Changes:	Reason for the Change
<p>§ 152.058 USES PERMITTED WITH A ZONING PERMIT.</p> <p>In an EFU zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit, pursuant to §§ <u>152.007</u>, <u>152.025</u>, and the regulations in §§ <u>152.010</u> through <u>152.017</u> and §§ <u>152.545</u> to <u>152.562</u>:</p> <p>(F) Alteration, restoration or replacement of a lawfully established dwelling that:</p> <ul style="list-style-type: none"> (1) Has intact exterior walls and roof structures; (2) Has indoor plumbing consisting of a kitchen sink, toilet and bathing facilities connected to a sanitary waste disposal system; (3) Has interior wiring for interior lights; (4) Has a heating system; and (5) In the case of replacement, the dwelling to be replaced is removed, demolished or converted to an allowable nonresidential use within three months 1 year of the completion of the replacement dwelling <u>from the date of certification of occupancy, or 90 days if the dwelling being replaced is determined to be a nuisance;</u> (6) <u>The dwelling was assessed as a dwelling for purposes of ad valorem taxation for the previous five property tax years, or if the dwelling has existed for less than five years from that time.</u> <p>(6) (7) A replacement dwelling may be located on any part of the same lot or parcel so long as it complies, where practicable, with all applicable siting standards. However, the standards shall not be applied in a manner that prohibits the siting of the dwelling.</p> <p>(7) (8) If the dwelling to be replaced is located on a portion of the lot or parcel not zoned EFU, then the applicant shall, as a condition of approval, execute and record in the deed records for the</p>	<p>Implement HB 2647 and the new provisions of OAR 660-033-0130 (8) (b).</p>

county where the property is located a deed restriction prohibiting the siting of a dwelling on the EFU portion of the lot or parcel. A release from the deed restriction may occur if the statute regarding replacement dwellings changes or if there is a change in the Plan and Zone designation. The county Planning Department shall maintain a copy of the deed restriction or release statement filed under this section.

~~(8) (9) If the applicant has requested a deferred replacement permit, the dwelling is removed or demolished within three months after the deferred replacement permit is issued. A deferred replacement permit allows construction of the replacement dwelling at any time. If, however, the established dwelling is not removed or demolished within three months after the deferred replacement permit is issued, the permit becomes void. The replacement dwelling must comply with applicable building codes, plumbing codes, sanitation codes and other requirements relating to health and safety or to siting at the time of construction; **however, the standards may not be applied in a manner that prohibits the siting of the replacement dwelling.** A deferred replacement permit may not be transferred, by sale or otherwise, except by the applicant to the spouse or a child of the applicant.~~

~~(9) (10) A Covenant Not to Sue with regard to normal farming practices shall be recorded as a requirement for approval.~~

~~(10) (11) Permits issued for replacement dwellings are valid for four years. A permit extension for an additional two years may be obtained. **A replacement dwelling permit issued under this section does not expire.**~~

§ 152.083 USES PERMITTED WITH A ZONING PERMIT.

In a GF Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit, pursuant to §§ 152.007, 152.025, and supplementary regulations in §§ 152.010 through 152.016 and §§ 152.545 through 152.562:

(O) Alteration, restoration or replacement of a lawfully established single-family dwelling that:

- (1) Has intact exterior walls and roof structures;
- (2) Has indoor plumbing consisting of a kitchen sink, toilet

Implement HB 2647 and the new provisions of OAR 660-033-0130 (8) (b).

and bathing facilities connected to a sanitary waste disposal system;

(3) Has interior wiring for interior lights;

(4) Has a heating system; and

(5) In the case of replacement, the dwelling to be replaced is removed, demolished or converted to an allowable nonresidential use within ~~three months~~ 1 year of the completion of the replacement dwelling from the date of certification of occupancy, or 90 days if the dwelling being replaced is determined to be a nuisance;

(6) The dwelling was assessed as a dwelling for purposes of ad valorem taxation for the previous five property tax years, or if the dwelling has existed for less than five years from that time.

(7) A replacement dwelling may be located on any part of the same lot or parcel so long as it complies, where practicable, with all applicable siting standards. However, the standards shall not be applied in a manner that prohibits the siting of the dwelling.

(8) If the dwelling to be replaced is located on a portion of the lot or parcel not zoned GF, then the applicant shall, as a condition of approval, execute and record in the deed records for the county where the property is located a deed restriction prohibiting the siting of a dwelling on the GF portion of the lot or parcel. A release from the deed restriction may occur if the statute regarding replacement dwellings changes or if there is a change in the Plan and Zone designation. The county Planning Department shall maintain a copy of the deed restriction or release statement filed under this section.

(9) The replacement dwelling must comply with applicable building codes, plumbing codes, sanitation codes and other requirements relating to health and safety or to siting at the time of construction; however, the standards may not be applied in a manner that prohibits the siting of the replacement dwelling.

(10) A Covenant Not to Sue with regard to normal farming practices shall be recorded as a requirement for approval.

(11) A replacement dwelling permit issued under this

<p><u>section does not expire.</u></p>	
<p>§ 152.059 LAND USE DECISIONS.</p> <p>In an EFU zone the following uses may be permitted through a land use decision via administrative review (§ 152.769) and subject to the applicable criteria found in §152.617. Once approval is obtained a zoning permit (§ 152.025) is necessary to finalize the decision.</p> <p>(H) Item Deleted <u>Alteration, restoration or replacement of a lawfully established dwelling that has been removed or destroyed by fire or natural hazard as provided in § 152.617 (II) (8).</u></p>	<p>There is now an application for a land use diction for replacement dwellings if the dwelling has been removed from the property for various reasons.</p>
<p>§ 152.084 LAND USE DECISIONS.</p> <p>In a GF Zone, the following uses may be permitted through a land use decision via administrative review (§ 152.769) and subject to the applicable criteria found in § 152.617. Once approval is obtained a zoning permit (§ 152.025) is necessary to finalize the decision.</p> <p>(H) Item left open <u>Alteration, restoration or replacement of a lawfully established dwelling that has been removed or destroyed by fire or natural hazard as provided in § 152.617 (II) (8).</u></p>	<p>There is now an application for a land use diction for replacement dwellings if the dwelling has been removed from the property for various reasons.</p>
<p>§ 152.617 STANDARDS FOR REVIEW: CONDITIONAL USES AND LAND USE DECISIONS ON EFU AND GF ZONED LANDS.</p> <p>(II) EFU AND GF ZONE LAND USE DECISIONS</p> <p><u>(8) Alteration, restoration or replacement of a lawfully established dwelling that has been removed or destroyed by fire or natural hazard.</u></p> <p><u>(a) A lawfully established dwelling may be altered, restored or replaced under this section if, when an application for a permit is submitted, the permitting authority finds to its satisfaction, based on substantial evidence that :</u></p>	<p>House Bill 2647 provided these provisions that if the dwelling was removed or destroyed by natural hazard then there is a pathway for the dwelling to be re-established on the property if the provisions are met.</p>

(A) The dwelling to be altered, restored or replaced has, or formerly had:

(i) Intact exterior walls and roof structure;

(ii) Indoor plumbing consisting of a kitchen sink, toilet and bathing facilities connected to a sanitary waste disposal system;

(iii) Interior wiring for interior lights; and

(iv) A heating system; and

(B) The dwelling was assessed as a dwelling on the tax roll for the previous five property tax years, or, if the dwelling has existed for less than five years, from that time; and

(C) Notwithstanding paragraph (B), if the value of the dwelling was eliminated as a result of either of the following:

(i) The dwelling was assessed as a dwelling until such time as the value of the dwelling was eliminated by the destruction (i.e. by fire or natural hazard), or demolition for the restoration of the dwelling; or

(ii) The applicant establishes that the dwelling was improperly removed from the tax roll by a person other than the current owner. "Improperly removed" means that the dwelling has taxable value in its present state, or had taxable value when the dwelling was first removed from the tax roll or was destroyed by fire or natural hazard, and the county stopped assessing the dwelling even though the current or former owner did not request removal of the dwelling from the tax roll.

(b) The dwelling to be replaced must be:

(A) Removed, demolished or converted to an allowable nonresidential use within one year after the date the replacement dwelling is certified for occupancy pursuant to ORS 455.055;

(B) The applicant must record in the deed records of the county a statement that the dwelling to be replaced has been removed, demolished or converted.

(c) The replacement dwelling must comply with applicable building codes, plumbing codes, sanitation codes and other requirements relating to health and safety or to siting at the time of construction.

(A) The replacement dwelling must be sited on the same lot or parcel:

(i) Using all or part of the footprint of the replaced dwelling; or

(ii) near a road, ditch, river, property line forest boundary or another natural boundary of the lot or parcel; and

(iii) if possible, for the purpose of minimizing the adverse impacts on resource use of land in the area, within a concentration or cluster of structures or within 500 yards of another structure.

(d) A replacement dwelling permit that is issued under this section is not subject to the time to act limits of ORS 215.417.

12. Update the Design Review Standards

Suggested Changes:	Reason for the Change
<p>§ 152.249 DESIGN REVIEW.</p> <p>(A) An application for a zoning permit for a use permitted in § 152.246 of this chapter shall be accompanied by a site plan <u>and, if applicable, a design review application.</u></p> <p>(B) <u>A Design Review application may not be required if the following circumstances exist:</u></p> <p style="padding-left: 40px;"><u>(1) The existing structure and business previously received a design review approval from the County Planning Department; and,</u></p> <p style="padding-left: 40px;"><u>(2) No new construction is being requested on the subject property; and,</u></p> <p style="padding-left: 40px;"><u>(3) A similar business will be operated on the subject property.</u></p> <p>(C) The Planning Director or his <u>an</u> authorized agent shall review the site plan for completeness and compliance with the following requirements:</p> <p style="padding-left: 40px;">(1) The site plan shall consist of the following:</p> <p style="padding-left: 80px;">(a) An accurate map showing property lines, dimensions and location of buildings on the property both existing and proposed;</p> <p style="padding-left: 80px;">(b) Drawn at a scale no smaller than 1" = 100';</p> <p style="padding-left: 80px;">(c) Access points to county or state roads;</p> <p style="padding-left: 80px;">(d) Names of the owner and developer of the site.</p> <p style="padding-left: 40px;">(2) The Planning Director or his <u>an</u> authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;</p>	<p>The Retail Service Commercial (RSC) Zone will be modified to provide greater direction for Design Review.</p>

~~(3)~~ **(D) Design Review Standards.**

Applicable standards listed in this chapter

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

- (1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;**
- (2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;**
- (3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;**
- (4) Signs are permitted as provided in § 152.545 through § 152.548;**
- (5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.**

§ 152.255 DESIGN REVIEW.

(A) An application for a zoning permit for a use permitted in § 152.252 ~~or 152.253~~ of this chapter shall be accompanied by a site plan **and, if applicable, a design review application.**

(B) **A Design Review application may not be required if the following circumstances exist:**

- (1) The existing structure and business previously received a design review approval from the County Planning Department; and,**
- (2) No new construction is being requested on the subject property; and,**
- (3) A similar business will be operated on the subject property.**

The Rural Retail Service Commercial (RRSC) Zone will be modified to provide greater direction for Design Review.

(C) The Planning Director or **an** authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions and location of buildings on the property both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

~~(3)~~ **(D) Design Review Standards.**

Applicable standards listed in this chapter

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.

§ 152.279 DESIGN REVIEW.

(A) An application for a zoning permit for a use permitted in § 152.276 of this chapter shall be accompanied by a site plan **and, if applicable, a design review application.**

(B) **A Design Review application may not be required if the following circumstances exist:**

(1) The existing structure and business previously received a design review approval from the County Planning Department; and,

(2) No new construction is being requested on the subject property; and,

(3) A similar business will be operated on the subject property.

(C) The Planning Director or ~~his~~ **an** authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions and location of buildings on the property, both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or his authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

~~(3)~~ **(D) Design Review Standards.**

~~Applicable standards listed in this chapter~~

The Planning Director or an authorized agent shall review the design review application for completeness and compliance

The Tourist Commercial (TC) Zone will be modified to provide greater direction for Design Review.

<p><u>with the following requirements:</u></p> <p><u>(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;</u></p> <p><u>(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;</u></p> <p><u>(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;</u></p> <p><u>(4) Signs are permitted as provided in § 152.545 through § 152.548;</u></p> <p><u>(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.</u></p>	
<p>§ 152.285 DESIGN REVIEW.</p> <p>(A) An application for a zoning permit for a use permitted in §152.282 or §152.283 of this chapter shall be accompanied by a site plan <u>and, if applicable, a design review application.</u></p> <p>(B) <u>A Design Review application may not be required if the following circumstances exist:</u></p> <p><u>(1) The existing structure and business previously received a design review approval from the County Planning Department; and,</u></p> <p><u>(2) No new construction is being requested on the subject property; and,</u></p> <p><u>(3) A similar business will be operated on the subject property.</u></p> <p>(C) The Planning Director or authorized agent shall review the site plan for completeness and compliance with the following requirements:</p> <p>(1) The site plan shall consist of the following:</p>	<p>The Rural Tourist Commercial (TC) Zone will be modified to provide greater direction for Design Review.</p>

<p>(a) An accurate map showing property lines, dimensions and location of buildings on the property, both existing and proposed;</p> <p>(b) Drawn at a scale no smaller than 1" = 100';</p> <p>(c) Access points to county or state roads;</p> <p>(d) Names of the owner and developer of the site.</p> <p>(2) The Planning Director or authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;</p> <p>(3) <u>(D) Design Review Standards.</u></p> <p>Applicable standards listed in this chapter <u>The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:</u></p> <p><u>(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;</u></p> <p><u>(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;</u></p> <p><u>(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;</u></p> <p><u>(4) Signs are permitted as provided in § 152.545 through § 152.548;</u></p> <p><u>(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.</u></p>	
<p>§ 152.305 DESIGN REVIEW.</p> <p>(A) An application for a zoning permit for a use permitted in § 152.302 of this chapter shall be accompanied by a site plan <u>and, if applicable, a design review application.</u></p>	<p>The Light Industrial (LI) Zone will be modified to provide greater direction for Design Review.</p>

(B) A Design Review application may not be required if the following circumstances exist:

(1) The existing structure and business previously received a design review approval from the County Planning Department; and,

(2) No new construction is being requested on the subject property; and,

(3) A similar business will be operated on the subject property.

(C) The Planning Director or his **an** authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions, and location of buildings on the property, both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or his authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

~~(3)~~ **(D) Design Review Standards.**

Applicable standards listed in this chapter

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

<p><u>(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;</u></p> <p><u>(4) Signs are permitted as provided in § 152.545 through § 152.548;</u></p> <p><u>(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.</u></p>	
<p>§152.311 DESIGN REVIEW.</p> <p>(A) An application for a zoning permit for a use permitted in §152.308 of this chapter shall be accompanied by a site plan <u>and, if applicable, a design review application.</u></p> <p>(B) <u>A Design Review application may not be required if the following circumstances exist:</u></p> <p><u>(1) The existing structure and business previously received a design review approval from the County Planning Department; and,</u></p> <p><u>(2) No new construction is being requested on the subject property; and,</u></p> <p><u>(3) A similar business will be operated on the subject property.</u></p> <p>(C) The Planning Director or authorized agent shall review the site plan for completeness and compliance with the following requirements:</p> <p>(1) The site plan shall consist of the following:</p> <p>(a) An accurate map showing property lines, dimensions, and location of buildings on the property, both existing and proposed;</p> <p>(b) Drawn at a scale no smaller than 1" = 100';</p> <p>(c) Access points to county or state roads;</p>	<p>The Rural Light Industrial (RLI) Zone will be modified to provide greater direction for Design Review.</p>

<p>(d) Names of the owner and developer of the site.</p> <p>(2) The Planning Director or authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;</p> <p>(3) <u>(D) Design Review Standards.</u></p> <p>Applicable standards listed in this chapter <u>The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:</u></p> <p><u>(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;</u></p> <p><u>(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;</u></p> <p><u>(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;</u></p> <p><u>(4) Signs are permitted as provided in § 152.545 through § 152.548;</u></p> <p><u>(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.</u></p>	
<p>§152.317 DESIGN REVIEW.</p> <p>(A) An application for a zoning permit for a use permitted in §152.314 of this chapter shall be accompanied by a site plan <u>and, if applicable, a design review application.</u></p> <p><u>(B) A Design Review application may not be required if the following circumstances exist:</u></p> <p><u>(1) The existing structure and business previously received a design review approval from the County Planning Department; and,</u></p> <p><u>(2) No new construction is being requested on the</u></p>	<p>The Limited Rural Light Industrial (LRLI) Zone will be modified to provide greater direction for Design Review.</p>

subject property; and,

(3) A similar business will be operated on the subject property.

(C) The Planning Director or authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions, and location of buildings on the property, both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

~~(3)~~ **(D) Design Review Standards.**

~~Applicable standards listed in this chapter~~

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in

<p>§ 152.011 and other standards which may now or hereafter be enacted.</p>	
<p>§ 152.324 DESIGN REVIEW.</p> <p>(A) An application for a zoning permit for a use permitted in § 152.321 of this chapter shall be accompanied by a site plan <u>and, if applicable, a design review application.</u></p> <p>(B) <u>A Design Review application may not be required if the following circumstances exist:</u></p> <p style="padding-left: 40px;"><u>(1) The existing structure and business previously received a design review approval from the County Planning Department; and,</u></p> <p style="padding-left: 40px;"><u>(2) No new construction is being requested on the subject property; and,</u></p> <p style="padding-left: 40px;"><u>(3) A similar business will be operated on the subject property.</u></p> <p>(C) The Planning Director or authorized agent shall review the site plan for completeness and compliance with the following requirements:</p> <p style="padding-left: 40px;">(1) The site plan shall consist of the following:</p> <p style="padding-left: 80px;">(a) An accurate map showing property lines, dimensions, and location of buildings on the property, both existing and proposed;</p> <p style="padding-left: 80px;">(b) Drawn at a scale no smaller than 1" = 100';</p> <p style="padding-left: 80px;">(c) Access points to county or state roads;</p> <p style="padding-left: 80px;">(d) Names of the owner and developer of the site.</p> <p style="padding-left: 40px;">(2) The Planning Director or his <u>an</u> authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;</p>	<p>The Heavy Industrial (HI) Zone will be modified to provide greater direction for Design Review.</p>

(3)-(D) Design Review Standards.

Applicable standards listed in this chapter

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.

§ 152.330 DESIGN REVIEW.

(A) An application for a zoning permit for a use permitted in §152.327 of this chapter shall be accompanied by a site plan **and, if applicable, a design review application.**

(B) **A Design Review application may not be required if the following circumstances exist:**

(1) The existing structure and business previously received a design review approval from the County Planning Department; and,

(2) No new construction is being requested on the subject property; and,

(3) A similar business will be operated on the subject property.

The Rural Heavy Industrial (RHI) Zone will be modified to provide greater direction for Design Review.

(C) The Planning Director or authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions, and location of buildings on the property, both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or uthorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

~~(3)~~ **(D) Design Review Standards.**

~~Applicable standards listed in this chapter~~

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.

§ 152.334B DESIGN REVIEW.

(A) An application for a zoning permit for a use permitted in §152.333 of this chapter shall be accompanied by a site plan **and, if applicable, a design review application.**

(B) **A Design Review application may not be required if the following circumstances exist:**

(1) The existing structure and business previously received a design review approval from the County Planning Department; and,

(2) No new construction is being requested on the subject property; and,

(3) A similar business will be operated on the subject property.

(C) The Planning Director or authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions, and location of buildings on the property, both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

~~(3)~~ **(D) Design Review Standards.**

Applicable standards listed in this chapter

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

The Limited Rural Heavy Industrial (LRHI) Zone will be modified to provide greater direction for Design Review.

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

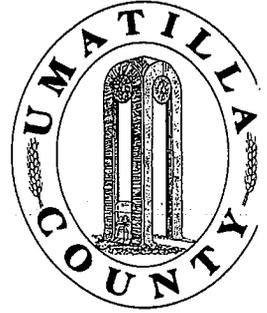
(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in § 152.011 and other standards which may now or hereafter be enacted.

Umatilla County

Department of Land Use Planning



DIRECTOR
TAMRA MABBOTT

June 25, 2014

LAND USE
PLANNING,
ZONING AND
PERMITTING

MEMO

TO: Board of Commissioners

FROM: Tamra Mabbott

CC: County Counsel

RE: Plan and Zone for Umatilla Chemical Depot

CODE
ENFORCEMENT

SOLID WASTE
COMMITTEE

Planning Commission reviewed the attached Plan and Code changes at their May 22, 2014 meeting and voted unanimously to recommend that the Board of Commissioners adopt the attached changes.

SMOKE
MANAGEMENT

GIS AND
MAPPING

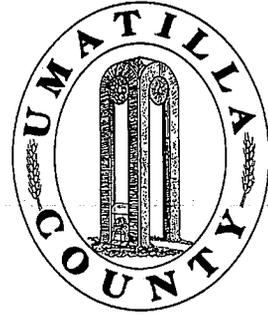
There is one new exhibit in your packet, exhibit number 14, which is the redacted version of the Development Code and Comprehensive Plan amendments.

RURAL
ADDRESSING

LIAISON, NATURAL
RESOURCES &
ENVIRONMENT

Umatilla County

Department of Land Use Planning



May 15, 2014

DIRECTOR
TAMRA MABBOTT

LAND USE
PLANNING,
ZONING AND
PERMITTING

CODE
ENFORCEMENT

SOLID WASTE
COMMITTEE

SMOKE
MANAGEMENT

GIS AND
MAPPING

RURAL
ADDRESSING

LIAISON, NATURAL
RESOURCES &
ENVIRONMENT

MEMO

TO: Planning Commission
FROM: Tamra Mabbott *Connie for Tamra*
RE: Plan and Zone for Umatilla Chemical Depot

Table of Contents/Attachments

1. Public Law 112-74
2. "UMADRA Redevelopment Plan"
 - a. Section A: Executive Summary (pages 1 – 12)
 - b. Section A: Redevelopment Zones (pages 20 – 33)
 - c. Section A Part II: Adjacent Land Use and County Land Use Regulations (pages 19 – 28)
3. Depot Plan District – Comprehensive Plan map
4. Depot Zoning Districts and Vicinity Map, Umatilla County
5. Statewide Land Use Goal Exceptions for the Umatilla Army Depot, Umatilla County
6. Compliance with Statewide Planning Goals
7. Proposed Comprehensive Plan Policies – Umatilla County
8. Depot Industrial Zone
9. Umatilla Depot Refuge Zone
10. Umatilla Army Depot Transition Zone
11. April 28, 2014 letter to Morrow County Planning Commission from ONG Colonel Christian F. Rees, Director of Installations
12. "ORNG Umatilla Training Center Land Use Plan," July 2012
13. "ORNG Umatilla Training Center, Site Development Plan," June 2012; cover page, 29-30

Background

The Umatilla Chemical Depot (previously known as Ordnance Depot or Ordnance or Umatilla Army Depot) has been on the US Department of Defense Base Realignment and Closure (BRAC) list since 1988. However, it was decided that the base would remain open until the chemical stockpile at the Depot was destroyed. In 2011, Congress adopted Public Law 112-74 directing the Secretary of the Army to close Umatilla Chemical Depot in accordance with BRAC Act of 1990. See attachment #1. In 2012, the chemical weapons incineration process was complete and the depot has since been moving forward in the BRAC process.

The Umatilla Army Depot Reuse Authority, commonly known as the Local Reuse Authority or LRA, is a multi-jurisdiction Land Redevelopment Authority comprised of five public bodies: Umatilla County, Morrow County, Port of Umatilla Port of Morrow, Confederated Tribes of the Umatilla Indian Reservation (CTUIR). On July 29, 2010, the LRA voted unanimously to adopt the UMCD Redevelopment Plan. See attachment #2. Background on the Reuse Plan and the LRA is available on the following website: <http://www.umadra.com>

In order to implement the Redevelopment Plan, the land must be incorporated into the county Comprehensive Plan and Development Code. Morrow and Umatilla Counties have worked together to develop the proposed Depot Plan District and to develop Zone designations. Both counties will adopt the Depot Plan District. Each county will adopt an exception document that applies to the respective county, and zones that will apply directly within each county. As much as possible, the counties developed a common zone district that can apply in each county. That is, where both counties have lands designated for military use and for wildlife habitat, the zoning adopted by each county will be very similar. This will hopefully simplify the regulatory process for landowners and developers. Morrow County began their hearing process in March.

Plan and Zone Designations See attachments #3 thru #7.

What is proposed for adoption?

1. Plan Amendment: "Depot Plan District"
2. Exception Findings: includes findings of compliance with statewide planning goals 11 and 14 for industrial areas.
3. Comprehensive Plan Findings and Policies
4. Three Zoning Districts: "Depot Industrial," "Umatilla Depot Refuge Zone" and "Umatilla Army Depot Transition Zone."

The Department of Defense Office of Economic Adjustment provided grant funds to hire a consultant to assist with the land use plan preparation. As part of the consultants work, Angelo Planning Group worked with Morrow and Umatilla County Planning Directors, along with state and local agencies and members of the LRA, to reach a consensus and support for the industrial lands exception analysis, as well as the associated industrial zoning. The expectation is that the agencies involved in that process are supportive of the documents contained herein.

In addition to the industrial zoning, the two counties collaborated on development of zones for the 5,709 wildlife area and the 7,500 acre military property.

A pre-requisite to the Plan and Zoning for the industrial property was to justify an exception to Statewide Planning Goal 11 (Public Facilities) and Goal 14 (Urbanization). The Goal 11 exception will allow development of sewer and water and the Goal 14 exception will allow the industrial lands to be developed at an urban (non-rural) density. Agency and private parties involved in the exception process agreed that since the depot property is not farmland, an exception to Goal 3 was not required. The attached exception document and maps provide background on the proposed Comprehensive Plan designations and the proposed Plan Findings. See attachment 5.

A summary of the Zoning is below.

Depot Industrial Zone See attachment #8.

The Depot Industrial Zone will apply to three different areas within Umatilla County. In Morrow County, the industrial zoning will be their Port (of Morrow) Industrial, which will allow the same uses in other Port Industrial Zones. In Umatilla County the Depot Industrial Zone is intended to permit the variety of uses envisioned in the Depot Reuse Plan and the exception findings that may or may not be allowed in other county industrial zones. Another reason for developing a new, depot-exclusive zone is to simplify the process for any future text changes that might be necessary to accommodate development at the depot. That is, future text changes would apply exclusively to property within the Depot Industrial Zone which would narrow the scope of associated land use analysis, findings, notice, etc. Additionally, other industrial areas in the Umatilla County are acknowledged with different exceptions (reasons and developed and committed) that may not be the same intent as the exceptions for the army depot industrial property.

In Umatilla County there are three subareas within the Depot Industrial Zone, although a single zone is proposed for all three subareas. Subarea 1 is the larger area of 884 acres located along I-82 and I-84. Subarea 2 is a 129 acre area that is mostly developed with old warehouse buildings. Subarea 3 is the location of the incinerator, where many buildings and infrastructure remain. During consultations with the consultant team LRA members recognized the value of highway frontage and expressed a desire to allow retail development on parcel 1. The DI zone allows for a maximum of 5 percent of the net developable acres to be developed for retail and service use. No retail or service use is proposed in subareas 2 and 3.

One new feature of the Depot Industrial zone is the requirement for a master plan. Angelo Eaton recommended this as a tool to encourage long range planning for access, infrastructure, etc. and to avoid piecemeal fragmentation of parcels. A preliminary master plan will be required prior to development of Subarea 1. The master plan can be developed by a developer or by staff. The contents of a master plan are fairly straightforward and are listed in the DI Zone.

Depot Wildlife Refuge See attachment #9.

The Umatilla Depot Refuge Zone is designed to protect the natural shrub-steppe desert landscape and to preserve wildlife and wildlife habitat. As part of the Reuse Plan process, the CTUIR members in particular pushed to protect as much of the unique habitat as possible. However, as part of the BRAC process, the local LRA is required to demonstrate that all lands will provide an economic benefit to the community. To balance these interests, habitat preservation and economic benefit, county, Depot and CTUIR staff developed the Depot Wildlife Refuge Zone. In addition to wildlife preservation, the zone will allow a limited number of low-impact land uses.

Umatilla Army Depot Transition Zone See attachment #10.

As part of the BRAC process, 7,500 acres are designated for permanent use by the Oregon National Guard. In Umatilla County, 1,025 acres are planned for use by the Oregon National Guard (ONG); 822 acres are located in the southern area, (within sections 15 and 22), and, 203 acres are in the northern area, part of Section 3. The ONG property will remain in federal

ownership, held in title by the National Guard Bureau, for the foreseeable future. Federal agencies are exempt from local and state laws, including land use and zoning. However, if the land is transferred to the state or a private owner at some time in the future, the lands will be subject to planning laws and local zoning. Given this ownership conundrum, the two counties deliberated for some time on how or whether to adopt a zone for the ONG property.

Initially, counties understood that the ONG did not want zoning applied to their 7,500 acres; only a Comprehensive Plan designation. Counties recognized however, that zoning would be required in the future, at such time as lands are transferred out of federal ownership. Therefore, counties put forth a modified version of a Morrow County zone entitled "Umatilla Army Depot Transition Zone." The transition zone would allow military uses to occur until a future date, again when lands were transferred out of federal ownership, at which point in time the UADT Zone would apply. In addition to having a zone in place for the future, the UADTZ also serves as an information tool informing adjacent landowners of existing and potential uses that may occur on the ONG property.

The ONG submitted comments in opposition to the zone in Morrow County. A copy of the letter dated April 28, 2014 from ONG Colonel Rees to Morrow County Planning Commission is attached as attachment #11. Over the past several weeks ONG, LRA and county officials have discussed the proposed transition zone. It is anticipated that a revision to the zone or a new zone will be presented at the hearing. The goal of the revision effort is to develop a zone that serves short term and long term objectives of the ONG, LRA and neighboring property owners.

One alternative to the Depot Transition Zone, (UADTZ) is a new Military Zone that would include a specific list of uses envisioned by the ONG. The Military Zone would allow most (if not all) ONG development outright, without a land use permit. By allowing most uses outright, the zone would be compliant with the legal doctrine of sovereign immunity, the restriction of local authority over federal owned lands. The zone would include a list of uses that are generally recognized in ONG planning documents such as the "ORNG Umatilla Training Center Land Use Plan" (see attachment #12) and the ORNG Site Development Plan, ORNG Umatilla Training Center (see attachment #13). Only recently were those documents made available to county staff. The ORNG Umatilla Training Center Land Use Plan, section 4.3 includes a list of current land use, including ranges and training, industrial and professional/institutional land use. See page 4-19 of attachment #12.

In addition to the zoning, another consideration that has been discussed is a Memorandum of Agreement between ONG and the LRA. The MOA would specify a process by which the ONG would consult with LRA and counties prior to development. So, although federal lands are exempt from local laws, the MOA would allow parties to meet and provide input informally, without regulatory constraints. This process would be a forum for communicating with adjacent property owners and the community. Staff will present additional information about the military zone at the hearing on May 22nd.

SEC. 125. Amounts appropriated or otherwise made available in an account funded under the headings in this title may be transferred among projects and activities within the account in accordance with the reprogramming guidelines for military construction and family housing construction contained in Department of Defense Financial Management Regulation 7000.14-R, Volume 3, Chapter 7, of February 2009, as in effect on the date of enactment of this Act.

Oregon.
Deadline.

SEC. 126. (a) Notwithstanding any other provision of law, the Secretary of the Army shall close Umatilla Chemical Depot, Oregon, not later than 1 year after the completion of chemical demilitarization activities required under the Chemical Weapons Convention.

(b) The closure of the Umatilla Chemical Depot, Oregon, and subsequent management and property disposal shall be carried out in accordance with procedures and authorities contained in the Defense Base Closure and Realignment Act of 1990 (part A of title XXIX of Public Law 110-510; 10 U.S.C. 2687 note).

(c) Nothing in this section shall be construed to affect or limit the application of, or any obligation to comply with, any environmental law, including the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.) and the Solid Waste Disposal Act (42 U.S.C. 6901 et seq.).

(d) The Secretary of the Army may retain minimum essential ranges, facilities, and training areas at Umatilla Chemical Depot, totaling approximately 7,500 acres, as a training enclave for the reserve components of the Armed Forces to permit the conduct of individual and annual training.

Waiver authority.
Certification.
Notification.
Deadline.

SEC. 127. None of the funds made available by this Act may be used by the Secretary of Defense to take beneficial occupancy of more than 2,000 parking spaces (other than handicap-reserved spaces) to be provided by the BRAC 133 project: *Provided*, That this limitation may be waived in part if: (1) the Secretary of Defense certifies to Congress that levels of service at existing intersections in the vicinity of the project have not experienced failing levels of service as defined by the Transportation Research Board Highway Capacity Manual over a consecutive 90-day period; (2) the Department of Defense and the Virginia Department of Transportation agree on the number of additional parking spaces that may be made available to employees of the facility subject to continued 90-day traffic monitoring; and (3) the Secretary of Defense notifies the congressional defense committees in writing at least 14 days prior to exercising this waiver of the number of additional parking spaces to be made available: *Provided further*, That the Secretary of Defense shall implement the Department of Defense Inspector General recommendations outlined in report number DODIG-2012-024, and certify to Congress not later than 180 days after enactment of this Act that the recommendations have been implemented.

Certification.
Deadline.

Reports.

SEC. 128. None of the funds appropriated or otherwise made available by this title may be obligated or expended for a permanent United States Africa Command headquarters outside of the United States until the Secretary of Defense provides the congressional defense committees an analysis of all military construction costs associated with establishing a permanent location overseas versus in the United States.

Colorado.

SEC. 129. None of the funds made available by this Act may be used for any action that relates to or promotes the expansion

EXECUTIVE SUMMARY

The Umatilla Army Depot Reuse Authority (LRA) has developed this Redevelopment Plan and Implementation Strategy (RPIS or Redevelopment Plan or Plan) for the Umatilla Chemical Depot (UMCD or Depot). The Depot, which is approximately 17,000 acres in size exclusive of restrictive easements, is located in Northern Morrow and Umatilla counties in northeastern Oregon. Originally listed in the 1988 Base Realignment and Closure (BRAC) process, the Department of Defense ultimately recommended closure of UMCD during the 2005 BRAC round of announcements. The chemical demilitarization operation at UMCD is anticipated to culminate in 2012 (or later).

The LRA was established in order to address the economic impacts associated with the closure of UMCD, and to facilitate environmental goals as well as reuse opportunities by the Oregon National Guard. Leaders of the region as well as representatives supporting the State of Oregon's interests have served on the LRA for over two decades.

This Redevelopment Plan and Homeless Assistance submission to HUD and the Military Department is in conformance with Public Law 101-510, Section 2905(b)(7)(K)(iii)—“the Secretary of Defense shall dispose of buildings and property under clause (I) in accordance with the Record of Decision or other decision document prepared by the Secretary in accordance with the National Environmental Policy Act of 1969 (42 U.S.C. 4321 et seq.). In preparing the Record of Decision or other decision document, the Secretary shall give substantial deference to the Redevelopment Plan.

This Redevelopment Plan is important because the Military Department will use it to conduct the property disposal environmental analysis required by NEPA. The Military Department treats the Plan as a part of the proposed federal action for the installation. The Plan also serves as the basis for consideration of land transfers and property conveyance mechanisms.

This RPIS is divided into three sections:

1.0: Planning Process. The LRA utilized an extensive planning process with guidance from the Department of Defense Office of Economic Adjustment (OEA). The process employed a series of methods to collect information about the status and condition of UMCD as well as the thoughts and desires of the general public about reuse options. A total of ten tasks were completed by the LRA contractor, the Dana Mission Support Team (DMST), between the period of July 2009 and August 2010.

2.0: Redevelopment Plan. The Redevelopment Plan recommends specific redevelopment land use zones to accommodate the three overarching goals of economic development, environmental preservation, and military reuse.

3.0: Implementation Strategy. The Implementation Strategy makes specific recommendations regarding conveyance mechanisms for the land, a follow-on analysis specific to infrastructure recommendations, a ten-year business plan, and the establishment of an Implementing LRA to manage the economic development conveyances being recommended.

A Plan for the Future

This Redevelopment Plan and Implementation Strategy makes a series of recommendations to the US Department of the Army for the reuse of the Umatilla Chemical Depot in order to create jobs, preserve the environment, and foster the development of a training facility for the Oregon National Guard.

REDEVELOPMENT PLAN—OVERVIEW

There are six overarching factors that govern the opportunities and limitations with respect to reuse at UMCD:

- The state and national economy is recovering from a deep recession, and 1,170 individuals will lose their jobs or be relocated due to the pending UMCD closure. A significant portion of those positions are unique in character in that they were created as temporary project based jobs with special skill sets affiliated with the demilitarization of chemical weapons.
- UMCD offers significant locational and access-infrastructure advantages.
- The existing condition of the buildings and infrastructure at UMCD, with the exception of the UMCDF structures, are generally substandard. Many of the UMCD structures have unique military applications and are not easily converted to alternative uses.
- UMCD's physical expanse and existing site conditions offers large-scale reuse opportunities generally in short supply elsewhere including military training, habitat preservation, and certain types of large scale industrial and institutional applications.
- Preservation of shrub-steppe is a major environmental priority for the LRA.
- The Oregon National Guard has a specific, immediate opportunity to develop a training facility.

All of the factors listed immediately above have impacted both the Redevelopment Plan and the Implementation Strategy.

Set against the backdrop of these factors are three overarching goals established by the LRA:

- Economic Development (job creation)
- Environmental Preservation (with a special emphasis on the shrub-steppe habitat)
- Military Reuse (accommodating the needs and plans of the Oregon National Guard)

During a Values Mapping discussion held by the LRA in the summer of 2009, the above three overarching goals were weighted. The economic development and environmental preservation goals each hold a 40% weight while the military reuse goal holds a 20% weight. The weighting scheme developed by the LRA relates to the relative priority of the three objectives, not to a direct allocation of acreage.

Weighted Overarching Goals
40% - Economic Development
40% - Environmental Preservation
20% - Military Reuse

The LRA believes this Redevelopment Plan and Implementation Strategy not only addresses all of the factors identified above, but also accommodates these three overarching goals.

SUMMARY OF PLAN COMPONENTS

The Redevelopment Plan and Implementation Strategy is the culmination of the work completed in eight separate assessments of regional needs and capabilities. A brief summary of each assessment is provided below. Complete renditions of the respective assessments are presented in *Section A_Part II*.

Figure 1: Proposed Land-Use Map



Morrow and Umatilla County Social and Economic Assessment

(See also: Section A_PII: 1.0)

The LRA has an opportunity unique to all of Oregon—planning for the development and preservation of 20,000 “new” acres. Never before in Oregon has this amount of land become instantly available for planning and reuse.

The DMST assisted the LRA by utilizing a proprietary methodology to assess the development assets at UMCD, and to prioritize redevelopment strategies based upon their greatest likelihood of success.

Economic Assessment
 The LRA used an objective approach to identify reuse opportunities that have the greatest likelihood for success.

This approach, referred to as *Building Communities*, analyzes 85 key success factors essential for advancing one or more of 25 alternate land reuse strategies. Both social and economic factors are considered in this analysis.

This Social and Economic Assessment begins by summarizing the relative comparative advantage of UMCD with respect to the 85 key success factors. These factors include social factors such as health care and quality neighborhoods as well as economic factors such as infrastructure and a quality labor force. For each of the factors, a score of between ‘0’ and ‘4’ is identified, and a brief synopsis explaining the key success factor score is presented.

The Social and Economic Assessment also presents regional economic trends, real estate trends, short-term reuse opportunities, and an analysis of maintenance costs associated with the preservation of the UMCD resources.

Finally, the Social and Economic Assessment provides an analysis of the potential impacts of job losses due to the closure of UMCD.

An analysis completed by WorkSource Oregon (also known as the Oregon Employment Department) identified the economic reliance and impact of UMCD on adjacent communities and counties.

In total, approximately 1,170 employees work at UMCD, with 635 residing in Morrow and Umatilla Counties. The total annual estimated payroll of the depot workers for the two counties is \$44,654,000. In addition to the direct employment, an additional 252 induced jobs are supported in the region. In total, therefore, an estimated 907 jobs representing total labor income of \$52 million annually will be lost at UMCD upon closure if mitigating actions are not taken.

Industries that will be most impacted by the decline in household spending resulting from the closure of UMCD include food and drinking places, offices of physicians/dentists/health practitioners, real estate establishments, private hospitals, retail, and wholesale trade.

Table 1: Prioritized Key Strategies

TOP STRATEGIES PRIORITIZED BY KEY SUCCESS FACTOR RESULTS INCLUDE (SCORED ON A SCALE OF 0-100):	
STRATEGY	POINTS
Energy Development	91.3
Telecommunications Businesses	83.8
Transportation Distribution Center	77.5
Attracting Government Funding	75.0
Environmental Restoration	73.8
Business Recruitment	73.0

UMCD Land and Facilities Assessment

(See also Section A_PII: 2.1 and 2.2)

The DMST completed two separate land/facilities reports, one summarizing the characteristics of the land and the other report summarizing the conditions of the facilities at UMCD.

Land - In total, the UMCD currently occupies 17,054 acres acquired either through purchase or Federal land transfer. In addition to fee simple land acquisition and transfers from the Public Domain, the Army also acquired by direct purchase and condemnation a number of restrictive easements for an additional 2,674 acres for a total of 19,728 acres. There are 1,411 Army owned structures encompassing approximately 3.6 million square feet.

Land and Buildings

The UMCD offers a large expanse of land as well as a large number of buildings (in various shapes and conditions) unique to the region.

The Depot can be divided into 15 specific land use sub-areas. The storage and demolition of ordnance and buffer zone land uses account for more than three-quarters of the Depot's acres of ownership and restrictive easements.

The land area is a semi-arid desert. The land cover outside of the administrative area is largely a drought-adapted steppe with a native shrub-steppe vegetation type. Elevations on the Depot range from 400 to 677 feet above sea level. The topography, with the exception of Coyote Coulee that cuts across the facility along a north 30-degree east axis, is largely flat to gently rolling terrain with slopes ranging from 0% to 7%. In general, topography does not represent a land use constraint on the Depot for any major land use with the exception of Coyote Coulee. The slopes in Coyote Coulee range from 5% to 10% along the western edge to 30% to 45% along the eastern edge of the escarpment.

The UMCD has excellent access to road, rail, and river transport. The Base contains approximately 196 miles of internal roadway, of which 160 miles are paved. The southeastern corner of the UMCD is adjacent to the intersection of Interstate 84 and Interstate 82. Immediately adjacent to the Depot, the Union Pacific Railroad operates one of the principle east-west rail line networks - a major factor in base location in 1941. The Depot, itself, has an internal rail network of approximately 50 miles of railroad track. Rail car loading facilities are available to and from Columbia River barges.

The landmass occupied by the Depot is part of a far larger region that constituted the historic homeland of the Cayuse, Umatilla, and Walla Walla Tribes. The Umatilla people occupied villages from Umatilla Rapids to Roosevelt Washington along the Columbia River taking advantage of abundant Salmon resources as a primary food source.

The existing water rights on the Depot represent a potential "limiting factor" in terms of reuse for intensive agriculture or industrial land uses. If all the current water rights on the Depot were applied exclusively for irrigated agriculture it is estimated that only 450 to 700 acres of the Depot's 17,054 acres could be brought into production depending upon the crop type. It should be anticipated that no further groundwater water rights of any significance could be issued under the "critical ground water areas" designation currently imposed by the State of Oregon.

The Port of Umatilla currently holds a water right to draw water from the Columbia River and retains substantial water rights equal to 80,000 gallons per minute of which less than 25% is currently allocated. The Port had an appraisal on the value of the water right conducted in 2000, where the value of water right was estimated at between \$39 million - \$51 million. Providing water to the site could be utilized as "matching funds" for development projects. Water capacity may also be available from the City of Irrigon's municipal system for industrial, institutional, or commercial land uses.

A review of BLM records has affirmed that formerly withdrawn lands from the public domain that includes 18 of 20 separate parcels have mineral rights retained by the BLM. Generally, the owner of the surface (fee less minerals) can use aggregate for his or her own purpose on site, but cannot commercially sell aggregate for off-site use without acquiring those rights from the BLM. There are two sections of land from the formerly withdrawn lands where mineral rights were not retained.

The other "non-withdrawn" tracts acquired by the Army when the Depot was first established were primarily sections of land that were initially railroad grants in 1896 and 1906. These grants were for the fee estate including minerals and would have included mineral rights at the time of acquisition. Later tracts acquired through condemnation would have also included mineral rights.

Facilities: This report also assesses the major facilities across UMCD. The assessment looks at the following general areas: Administrative areas, 100, 200 and 400 warehouse areas, K Block facilities, igloos, and the currently operating Umatilla Chemical Disposal Facility (UMCDF) where the remainder of the UMCD chemical weapons is being destroyed. The older UMCD facilities span across the entire Army Depot. Depot structures, with the exception of the UMCDF, were constructed to military base standard structures of the 1940's era. Only a small number of structures have been occupied or used for the entire Depot life. Many were or still remain, un-used, un-occupied, or have been neglected for several years.

Conditions of the older major buildings and facilities at the Depot were evaluated by performing technical walkdown surveys, reviews of existing documentation, and interviews of Depot personnel for various architectural and engineering aspects. Overview inspections were conducted for the headquarters and administration buildings, warehouses and warehouses converted to offices, shop facilities, the fire and emergency response facility, on-base housing, military billets, recreational facilities including the gym, swimming pool, and the hall, and the dining hall and other older or deteriorating structures.

The facilities report is primarily a qualitative assessment of structures deemed for possible re-use. Detailed in-depth quantitative analyses of structures are necessary to establish valid re-use alternatives and the levels of required refurbishment and associated costs. For example, specific quantitative data including structural conditions, earthquake resistance, major dimensions/sizes, strengths of structural members, conditions and code compliance of wiring inside walls, and other data was not gathered for the purposes of this report. Some building and facility engineering drawings for some facilities were available; however specifications for the facilities were not found nor provided. Military standard design criteria and loads, material specifications, standard details, etc. from the 1940's and 1950's era could not be obtained to support preliminary conclusions.

Costs of surviving re-uses will depend upon the type of re-use selected, the decisions on the level of code compliance, and will require detailed quantitative building assessments for the intended reuse.

Infrastructure Assessment

(See also Section A_Part II: 2.3)

Conclusions reached in the Infrastructure Assessment report are preliminary and require more in depth physical examination and inspections as this process moves into the Implementation phase. The information collected to date, however, is sufficient for this RPIS.

The evaluation team encountered certain limitations during the building and infrastructure inspection. Internal building utilities were mostly covered by walls and the team did not remove or demolish any barriers (e.g. walls) to make observations. The team additionally did not perform any tests for asbestos, lead-based paint, potential contaminants or condition of existing materials (e.g. pavement, structural integrity, wire insulation). The team consists of professionals with many years of design and construction experience that are able to identify potential discrepancies from current acceptable standards for safety and occupancy.

Infrastructure
Much of the infrastructure at UMCD will require significant improvement in order that many of the reuse alternatives become feasible.

The team did make infrastructure observations beyond the original scope of work in an attempt to identify possible resources that may have value for future reuse, specifically, the electrical ground circuit, the airport runway and the gravel resources. While these may or may not have value for future use, the resources should be documented and considered.

If additional resources are available to the LRA, it is recommended by the DMST that additional infrastructure analysis be completed in order to develop a specific Infrastructure Redevelopment Plan consistent with the reuses and implementation strategy identified in this Plan.

THIS REPORT CONTAINS THE FOLLOWING INFRASTRUCTURE ELEMENTS:

- Airport Runway
- Electrical Ground Connectivity
- Electrical Power Distribution
- Gravel Resources
- Potable Water
- Roadways
- Railroad
- Storm Drainage
- Sanitary Sewer
- Umatilla Chemical Demilitarization Facility Infrastructure

Environmental Assessment

(See also Section A_PII: 2.4)

The environmental assessment did not identify any environmental constraints that will preclude the presently envisioned redevelopment of UMCD. Mutually agreeable demarcation of economic and environmental-related reuse zones, and careful planning of future activities within each of those zones, will clearly support acceptance and subsequent implementation of the Redevelopment Plan.

Environmental Condition

The LRA has identified the remaining "environmental clean-up" requirements that must be addressed in order to redevelop UMCD.

The U.S. Army has two major options regarding environmental cleanup of UMCD and property transfer under the Base Closure and Realignment Act of 1988 (BRAC; P.L. 100-526) and Defense Closure and Realignment Act of 1990 (P.L. 101-510). These options are:

1. Cleanup of all operable units under authority of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA; 42 U.S.C. 9601-9675, as amended) to those conditions set by the OU-specific Record of Decision (ROD). In such case, the site-specific covenant then documents that all known remedial actions were taken prior to property transfer from the Army to the Local Redevelopment Authority (LRA). The deed should specify that the Army will be responsible for remediating any contamination after date of transfer (start arising only from military service actions). This includes an access agreement with the LRA to perform such cleanup [CERCLA Section 120(h)(4)(D); or,
2. Early Transfer Authority: Property transfer occurs prior to completion of ROD requirements, but only after clear and mutually agreed upon stipulations exist as to the respective (Army vs. LRA) responsibilities regarding, "who, what, when, and where" for completing the necessary site-specific remedial actions. Such agreements will probably include engineering controls (eg. physical barriers) and/or institutional controls (eg. deed restrictions). The purpose of these land use controls is protection of human health and the environment before, during, and sometimes after site-specific cleanup.

Furthermore, the roles and responsibilities of the Army and property recipients regarding non-CERCLA cleanup actions must be clearly defined and agreed upon prior to transfer of a particular property. Such regulatory-based actions at UMCD include:

1. Decontamination and decommissioning (D&D) of the Umatilla Chemical Agent Disposal Facility (UMCDF) under authority of the Resource Conservation and Recovery Act (RCRA; 42 U.S.C. §6901 et seq., as amended).
2. Removal of lead-based paint, asbestos containing materials, polychlorinated biphenyls, and radon gas mitigation in structures, all under authority of the Toxic Substances Control Act (TSCA; 15 U.S.C. §2601 et. seq.).
3. Removal of other substances or materials that could pose serious hazard to onsite workers (eg. accumulated bio-hazardous wastes in presently unused buildings) under Section 5(a)1, General Duty Clause, of the Occupational Safety and Health Act (OSH; P.L. 91-596, as amended).

The LRA will work closely with the Army to ensure that property-specific cleanup is indeed appropriate to its future reuse, as defined to the extent possible by the UMCD Redevelopment Plan. This plan must accommodate the following Army-led remedial actions that will probably continue for the next 20 years:

1. Monitoring of selenium attenuation in alluvial groundwater at the Active Landfill site (OU 5);
2. Monitoring of RDX/TNT removal (via enhanced bio-physical treatment processes) in alluvial groundwater at the Explosives Washout Lagoon Site (OU 3);
3. Monitoring effectiveness of removing unexploded ordnance (UXO) at the Ammunition Disposal Area (ADA; OU 4).

The LRA will build upon the Army's significant cleanup programs made over the past 30 years if the following actions occur:

1. Ongoing and planned remediation of the industrial areas (eg. west warehouses and operations buildings) is protective of present and future worker health and safety;
2. Removal or retrofit of existing buildings and infrastructure (eg. utilities, roads) incorporates timely and appropriate environmental decontamination efforts (eg. removal of avian feces or other residual contamination) prior to initiating site-specific demolition or reconstruction activities;
3. Identification and mitigation of project-specific environmental impacts early in the planning process via performing site-specific biological and socio-cultural surveys and subsequent application of best management (environmental engineering) practices, respectively.

The creation and maintenance of an active partnership among the Army, the LRA and future property recipients will expedite the property transfer process, and promote the long-term economic and environmental goals for reuse of the UMCD. Such relationship should result in:

1. Achieving highest and best use of the Depot's industrial areas (including the UMCDF);
2. Enhancing military training activities by the Oregon National Guard;
3. Preserving (and possibly restoring) the Depot's extensive shrub-steppe plant and animal communities;
4. Protecting Native American sacred sites and significant historical sites present at the Depot.

Market Assessment

(See also Section A_PII: 3.0)

The Market Assessment forecasts market demand for short-term leasing and long-term potential for redevelopment based upon regional economic conditions, trends, and pressures affecting redevelopment. The scope of this study addresses land use types including agricultural, commercial, industrial, and recreational.

In an economic context the condition of the national, state, and regional economy is challenged. With the national unemployment rate recently near 10%, and a state and local unemployment rate even higher, communities and businesses across America are simply looking to "keep what they have", rather than engage in significant job-creating investments. On the brighter side, the forecast for the national, state, and regional economy is improving.

Market Assessment
 Despite a challenging state and national economy, UMCD does afford reuse opportunities consistent with emerging market conditions.

This Market Assessment provides high-level economic statistics showing the trends and current conditions of the economy. The relevance of the economic statistics to the reuse decision-making by the LRA is emphasized in this analysis.

The report analyzes four types of land reuses: agriculture, commercial, industrial, and recreational. The following are the conclusions from this analysis:

- Industrial reuse opportunities clearly represent the greatest prospect for UMCD. Outstanding access and location, combined with the prospect for huge parcel sizes, affords numerous industrial reuse opportunities.
- Commercial and recreational uses are also possible, but are not likely to dominate the reuse of the UMCD. If specific alternatives for commercial and recreational reuse opportunities are considered desirable then the site selection is most likely to occur in the southeastern quadrant of UMCD, and capitalize on access to Interstate 84 and Interstate 82.
- Value-added agriculture opportunities may be possible, but the viability of this strategy is impacted by the availability of water and the existing capacity of the Port of Morrow and Port of Umatilla to accommodate such development.

Despite these opportunities, significant obstacles and challenges hamper many of the reuse possibilities that a typical community could advance. The key success factor methodology utilized by DMST concludes that 38 of 85 development factors rank substandard. This eliminates most economic development strategies from viable implementation. Focusing upon development strategies with greater success potential is recommended by DMST.

Despite the limited opportunities, the top strategies that remain stand a significant likelihood of success. The State of Oregon identifies three industrial development strategies as the top strategies for 2010 and 2011. Simultaneously, the key success factor analysis for UMCD pinpoints these three strategies as the approaches with the greatest likelihood for success:

- Energy Development
- Transportation Distribution Centers/Logistics
- Telecommunications Businesses

Finally, this market analysis forecasts that demand for reuse opportunities will increase as the state and national recession dissipates. In fact, the timing for the reuse of UMCD may coincide very well with a rebounding economy.

Homeless Accommodation Assessment

(See also Section B in its entirety)

A Homeless Assistance Plan to the U.S. Department of Housing and Urban Development (HUD) was drafted in conformance with BRAC procedures and 24CFR 586.30. The report addresses:

- Information about homelessness in the communities in the vicinity of the installation
- Notices of Interest proposing assistance to homeless persons and/or families
- Legally binding agreements for buildings, property, funding, and/or services
- An assessment of the balance between economic and other development needs
- A description of outreach undertaken by the LRA

Homeless Accommodation

Two homeless service providers expressed interest in personal property in order to fulfill their respective missions.

Of the fifteen Notices of Interest received, only two were from homeless service providers although seven establishments had been invited to participate.

The two NOIs from homeless assistance providers requested personal property. The Agape House request for personal property includes office equipment, office furniture, a forklift, pallet jacks, mechanical tools, and woodworking tools to better serve their clients. CAPECO requested the use of two igloos and any and all household goods appropriate for independent living quarters.

After review of their NOIs, the LRA voted unanimously to recommend support to the service providers for their requests.

Redevelopment Alternatives Assessment

(See also Section A_PII: 5.0)

The LRA considered a series of alternatives before selecting a Final Redevelopment Plan and Implementation Strategy.

Five alternatives were prepared that considered alternate land use scenarios and alternative governance structures in recognition that the successful advancement of an implementation strategy required a broad consensus among the regional and state stakeholders.

Alternatives

Five prospective alternatives were presented and considered by the LRA before selecting the preferred alternative.

The table below provides a summary of the alternatives that were considered.

Table 2: At-a-Glance Alternatives

ALTERNATIVE	DESCRIPTION
#1—Preferred	A proactive approach by the LRA to designate specific land for industrial, commercial, military, and open spaces purposes
#2—Large-Scale	Development size standards (perhaps defined by an investment amount, jobs, or other parameters) that would be required in order for development activity to occur
#3—County Line	Each county would have total autonomy as to the identification of specific land uses
#4—Collaborative County Line	A Joint Powers Agreement would be developed that would recognize the individual desires of the counties but be incorporated in one overarching plan agreed by the entire LRA. Implementation activities would be governed by a local entity (probably the respective Port District)
#5—No Action	Concluding that there is not sufficient benefit to prescribe and implement specific land uses, the LRA would disband leaving total authority for land reuse to the US Department of the Army

In addition to the five Alternatives, three options for the management of the shrub-steppe habitat were evaluated. The first option would set aside land specific for the preservation of shrub-steppe. The second option would create a management overlay zone allowing shrub-steppe preservation in conjunction with additional objectives. The third option would provide for a combination of the first two options.

In addition to the description of the alternatives, three additional sections of this report are presented:

- An analysis of many of the suggested large-scale reuse opportunities analyzed in the context of the five alternatives
- An analysis of the 16 submitted Notices of Interest and their "fit" with the five alternatives
- Land use maps for each alternative

REDEVELOPMENT ZONES

This Redevelopment Plan suggests six major redevelopment zones:

- Military Training
- Wildlife Refuge
- Industrial (and Restricted Industrial)
- Highway Commercial/Industrial
- Agriculture
- Freeway Right-of-Way

As shown on the map on the previous page, approximately 75% of the overall acreage is split between the Military Training and Wildlife Refuge uses. The table at right presents the total acreage for each of the respective Redevelopment Zones. (Note: The acreage estimates are based on a GIS analysis that will have some variance with more accurate field survey techniques. There is approximately a 100-acre discrepancy between the 17,054 acres of known ownership at UMCD at the GIS based redevelopment zone acreage analysis.)

Table 4: Redevelopment Zone Acreage

Redevelopment Zone Acreages	
Zone	Acres
Military Training	7,421
Wildlife Refuge	5,613
Industrial	1,794
Highway Commercial/Industrial	1,348
Agriculture	655
County Road ROW (estimated)	120
Freeway Right-of-Way	TBD
Total	16,951

The Industrial Zone is comprised of two sub-zoning designations:

- General Industrial
- Restricted Industrial

The table below provides a broad overview of the general redevelopment activity that will take place in each of the respective Redevelopment Zones and sub-zones.

Table 5: Description of Zones

Description of Redevelopment Zones		
Zone	Sub-Zone	General Description of Redevelopment Activity
Military Training		Land that is set-aside and secured for use by the Oregon National Guard for military training exercises
Wildlife Refuge		Land managed by the US Fish and Wildlife Service to preserve the shrub-steppe habitat for existing and potential wildlife species
Industrial	General	General industrial uses of the land
	Restricted	Industrial use that is limited to the utilization of igloos for storage
Highway Commercial/Industrial		Acreage that is set aside for Highway Commercial/Industrial Redevelopment opportunities
Agriculture		Exclusive Use Agriculture to be used in a land exchange for nearby Industrial Zoning
Freeway Right-of-Way		Simply a change in ownership to allow the Oregon Department of Transportation to own the land associated with I-82

Military Training Zone

Since the early 1980s, the Department of the Army, through the Corps of Engineers, has licensed the Oregon Army National Guard use of the UMCD. The license authorized construction projects and maintenance of UMCD facilities at ORNG expense. Historical facility uses include a 25M live-fire range, field maintenance shop and vehicle compound, tank crew proficiency course, billeting, dining facility, helipad, and simulations.

Previous LRA and ORNG negotiations included a recommended federal-to-federal transfer agreement dated March 21, 2000. The original proposed property transfer included the Ammunition Disposal Area (ADA) (1,760 acres), K-block (1,400-1,500 acres), area south of ADA (20 acres), three ammunition bunkers, buildings 36, 52, 53, and 54 until replaced in K-Block, and building 115 until new maintenance facility is available.

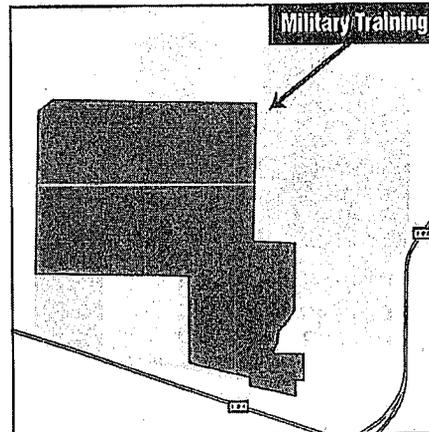


Figure 4: Military Training Zone

The current interest of the ORNG is summarized below:

- The Department of the Army has acknowledged that the ORNG has validated training requirements and a long history of use at the UMCD, and encourages the LRA to work with Major General Raymond F. Rees, Adjutant General, Oregon in development of a plan to maintain the training requirements of the ORNG.
- Maintain the ORNG's range and training activities and facilities while working in concert with area representatives to provide economic and resource management opportunities for the local communities. The proposal by ORNG has the endorsement of United States Army Vice Chief of Staff General Peter W. Chiarelli. Chiarelli has recommended that the proposal by ORNG be included in the redevelopment plan.
- Capitalize on the opportunity to use vacated demilitarization facilities, ranges, and field training areas to establish a formal Intermediate Training Complex (ITC).
- The ORNG presence on the UMCD is beneficial to the surrounding communities, the State of Oregon, and the nation in support of ongoing Overseas Contingency Operations.

The current proposal by ORNG includes the development of an ITC with specifications as follows:

- Designed to support individual and collective training
- Training facilities are focused on individual through platoon weapons proficiency and company maneuvers
- Full-time manning support and cantonment facilities
- Small arms range and maneuver space
- Construction will generally be limited to the requirements necessary to support training of a company sized element (100-150 soldiers each)

The required facilities include:

- Company Supply and Administration (8,940 sq. ft)
- Open bay barracks (570 beds including classrooms and laundry)
- Dining facilities (200 people per company) (13,500 sq. ft Consolidated Dining Facility)
- ID Processing Center (1,044 sq. ft)
- Field Maintenance Shop (6,144 sq. ft. building plus vehicle parking area)
- M1 Abrams Tank Simulation Conduct of Fire Trainer (SIMCOFT) Facility
- Range Operations building (2,508 sq. ft.)

- Ammunition Holding Area
- Small Arms Live-Fire Range Complex
- Tank Crew Proficiency Course (TCPC) (two miles by 1 mile)
- Mobile Conduct of Fire Trainer Pad (M-COFT)
- Helipad
- Fuel Storage and Issue point
- Supporting Infrastructure including Utilities and Roadways

One of the factors to overcome with the designation of land for use by the ORNG is the inability for the respective taxing authorities (Umatilla County, Morrow County, Port of Umatilla, Port of Morrow) to benefit from property taxes under the federal Payment in Lieu of Taxes (PILT) program. While land designated for use as a US Fish and Wildlife-managed refuge is eligible for federal PILT payments, the land owned and managed by the ORNG is not.

While federal PILT payments are not available, the ORNG offers other economic benefits including personnel and their associated payroll, expenditures in nearby communities, and the ability to design and construct the road network through portions UMCD.

The estimated support staff for the ITC would be 63 employees with an annual projected salary of \$3,258,430. The table below summarizes the facilities, soldiers trained, firing range requirements, and land use requirements of the ORNG at UMCD.

Table 6: ORNG Staffing, Facilities, and Land Requirements

Oregon National Guard Staffing, Facilities, and Land Requirements			
Facility	Annual Throughput Requirement	Firing Points/Lanes	Land Use Requirements
Intermediate Training Center	9,780 Soldiers	NA	100 acres
Ammunition Supply Point	NA	NA	35 acres
Field Maintenance Shop/Unit Training Equipment Site	NA	NA	10 acres
Range Operations and Maintenance Facilities	NA	NA	15 acres
Combat Pistol Qualification Course	196 Soldiers	15	553 acres
25m Zero Range	644 Soldiers	16	811 acres
Modified Record Fire Range	644 Soldiers	16	1,446 acres
Grenade Launcher Range	51 Soldiers	4	60 acres
Maneuver Training Area	3,685 Soldiers	NA	5,200 acres

*Annual throughput requirement is based on commanders seeking 100 percent qualification of all personnel on their assigned weapon

*Weapons surface danger zones overlap decreasing the total land use requirement

*All ranges are constructed to TC 25-8 standards

*Based on all units assigned to training for four three-day periods per year

*Based on four field training exercises per year

Administrative Area District

Despite the fact that the Administrative Area at UMCD has benefited from the greatest long-term commitment to use and maintenance of the buildings, the Administrative Area represents one of the least sought after portions of the 20,000 acre-facility.

While the administrative complex is comprised of structures that can be immediately occupied, the 1940s era construction is largely outdated, inefficient, and subject to higher maintenance costs than

new construction.

The most accessible and highly-visible portion of UMCD is the Administrative Area, a 191-acre campus with direct access to Interstate 84.

The Administrative Area is comprised of buildings that have formed the headquarters for the military operations since 1941. Most of the structures are World War II-era buildings that have been maintained sufficient for military standards, but would require significant improvements in order to meet building code requirements.

Throughout the public process to outline the future of UMCD, very little interest was expressed by either public or private entities for reuse of the complex. While on one hand the complex contained structures and settings that uniquely present the history of UMCD, the specific ownership and management of this area is somewhat uncertain.

Recognizing the need to have centralized management and maintenance of the Administrative Area, the Oregon National Guard has stepped forward to utilize the Administrative Area not only for their needs, but also to facilitate the use of the Administrative Area by other state agencies. Future reuse of the Administrative Area may also include other public and private uses. The ORNG has experience managing Memorandums of Understanding/Agreement with public and private interests to utilize land and facilities.

One of the specific reuses of the land generally recognized as the administrative area relates to the request by the Oregon Department of Transportation for approximately seven acres serving as a maintenance and materials storage area. It is recommended that a portion of the administrative area be utilized for this purpose.

The former depot Administrative Area is well suited for a variety of institutional and civic uses that may be developed on a shared facility basis. The area is intended as the cantonment area for the Oregon National Guard's training facility designated on 7,230 acres adjacent to the Administrative Area. Other institutional users may include the Oregon Department of Transportation, Oregon State Police, and Red Cross. The area is well suited for further development as a regional emergency services center serving the entire Pacific Northwest. It also has the potential to serve as a training facility for state and local law enforcement.

Other institutional and civic use applications may include a visitor center associated with the proposed U.S. Fish and Wildlife Service refuge adjacent to the designation. That facility or an adjacent building may also serve as a historic interpretative center for Interstate travelers regarding the role and former activities of the Depot. Commercial educational services and major event entertainment such as a site for an Eastern Oregon State Fair Grounds have also been suggested. Limited subsidiary commercial travel services may be offered, primarily food service, for visitors with an interest in the wildlife refuge and historic heritage of the former depot.

Wildlife Refuge Zone

Leadership at CTUIR has generated a response by the US Fish and Wildlife Service (USFWS) to establish a 5,613 acre wildlife refuge to preserve and support the shrub-steppe habitat as well as other plant and wildlife species at UMCD.

The USFWS proposes to manage the shrub-steppe and grassland habitats of the UMCD as a unit of the National Wildlife Refuge System for the benefit of the American people. This would include a jurisdictional transfer of the land from the Department of Defense to the Department of Interior/USFWS.

UMCD represents some of the last large contiguous tracts of shrub-steppe habitat on the Columbia Plateau. USFWS indicates that protection of these habitats is critical to assuring the long term viability of shrub-steppe species including burrowing owls and long billed curlews within the Columbia Plateau in Oregon. The current breeding population of owls on UMCD is a local, regional, and nationally significant population and may be the largest in the state.

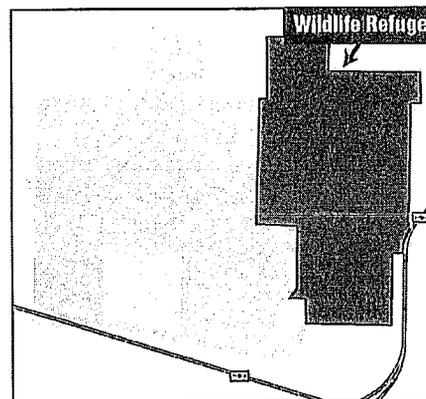


Figure 5: Wildlife Refuge Zone

The area has potential for providing opportunities for environmental education and public uses where appropriate and would provide economic stimulus for the surrounding towns. Transfer to the USFWS for management could occur as soon as the current mission is completed.

UMCD is located within the Pacific Flyway zone. Habitats within the area serve as resting, feeding, and nesting areas for migratory birds, wildlife, and invertebrates. Species current listing status was obtained from Oregon Department of Fish and Wildlife (2008) and USFWS (2008).

Burrowing Owls are declining in the northern half of their breeding range. The breeding range does include UMCD, and most of the western half of the United States as well as parts of Canada and Mexico.

The annual population decline is approximately 1.5%, with a cumulative decline of approximately 45% over the past 40 years. The overall breeding range for the Burrowing Owls has been reduced by 56% during this 40-year period.

The following migratory bird species have occurred on the area during at least portions of the year. Each species current (9/12/2009) listed status for this region is listed on the following page.

Table 7: Migratory Bird Species

Migratory Bird Species		
Species Name		Listing Status
Northern sagebrush lizard	<i>Sceloporus graciosus graciosus</i>	Federal Species of Concern/State Sensitive
Bald eagle	<i>Haliaeetus leucocephalus</i>	Federal Monitor/State Threatened
Burrowing owl	<i>Athene cucularia</i>	Federal Species of Concern/State Sensitive
Loggerhead shrike	<i>Lanius ludovicianus</i>	Federal Species of Concern/State Sensitive
Sage sparrow	<i>Amphispiza belli</i>	Federal Species of Concern/State Sensitive
Ferruginous hawk	<i>Buteo regalis</i>	Federal Species of Concern/State Sensitive
Swainson's hawk	<i>Buteo swainsoni</i>	Federal Species of Concern/State Sensitive
Long-billed curlew	<i>Numenius americanus</i>	Federal Species of Concern/State Sensitive
Peregrine falcon	<i>Falco peregrinus</i>	State Sensitive
Lewis' woodpecker	<i>Melanerpes lewis</i>	Federal Species of Concern/State Sensitive
Grasshopper sparrow	<i>Ammodramus savannarum</i>	State Sensitive
Green-tailed towhee	<i>Pipilo chlorurus</i>	Federal Species of Concern
Brewer's sparrow	<i>Spizella breweri</i>	Federal Species of Concern

The USFWS does not anticipate any immediate facilities expansion. Visitor services programs which may include environmental education, interpretation, wildlife observation, and limited facilities could be incorporated into the management of the area. In the long run, new visitor facilities could be constructed for the wildlife area.

With respect to fire suppression, the USFWS has a program that addresses this significant concern. Opportunities for a multi-agency fire suppression plan governing the entire UMCD would ensure that the future property owners coordinate and collaborate fire suppression efforts.

It is in the interest of development authorities (most notably the Ports of Morrow and Umatilla) that the land designated at UMCD for National Wildlife Refuge status contributes toward the future capability of the port districts to advance their industrial development interests in other locations. (See: "Special Considerations" later in this chapter). That is, the establishment of this habitat conservation area along with other resource management conservation measures included in the Plan should serve to enable the respective port districts to advance their development projects in other areas of lesser habitat significance with the knowledge that one of the two largest and best preserved reserves in the Columbia Basin of shrub-steppe habitat has been protected.

Easily lost in the redevelopment of UMCD is the realization that much of the 17,000 acres of land that has been reserved for military and industrial purposes under the Redevelopment Plan is now being designated for habitat and wildlife preservation in some capacity. (See: Special Considerations section.)

It should be noted that this Plan advocates for the protection of shrub-steppe not only in the refuge area, but beyond this designated area. The shrub-steppe areas of UMCD would also be protected by a shrub-steppe overlay that may allow for the advancement of shrub-steppe preservation with economic goals simultaneously. The specific areas of UMCD outside of the refuge area to be protected by the shrub-steppe overlay would be determined during the plan implementation phase.

Industrial Zone

Two distinct areas for industrial zoning are included in this Redevelopment Plan. As shown in the map at right, there are two major areas for industrial reuse:

- Land in the southwestern corner
- The UMCDF area

The largest segment of Industrial-zoned land forms the entirety of the southern border of UMCD within Morrow County, and includes the industrial warehouses and some of the igloos south of the most southern boundary of the ADA area.

The industrial land use is intended to accommodate a broad range of both heavy and light industrial applications in areas that have largely been previously committed to associated activities. The land use designation in the plan is primarily associated with existing brownfield sites with developed transportation links, both rail and Interstate highway, well situated for future industrial development after infrastructure modernization and building remediation. The acreage associated with the previously committed developed areas is significant enough to accommodate larger scale industrial applications that are often difficult to locate. Moreover, the location of these areas is at some distance from urban concentrations reducing urban interface conflicts and transportation related impacts.

The designation is intended to accommodate a range of potential future industrial categories including industrial services: manufacturing and production; warehouse, freight movement and distribution; wholesale sales; and utility and energy related applications. Industrial services may include firms engaged in the repair or servicing of industrial, business or consumer machinery, equipment, products or by-products. Manufacturing and production firms, both light and heavy, may be involved in the manufacturing, processing, fabrication, packaging, or assembly of goods.

Warehouse, freight movement, and distribution activities may include but not be limited to major wholesale distribution centers; truck or rail terminals, warehouse complexes, emergency services stockpile and distribution facilities; and terminals for the storage and shipment of agriculture products.

Utility and energy related applications could include energy recovery plants, NEO-electric grid Hub, and alternative energy development.

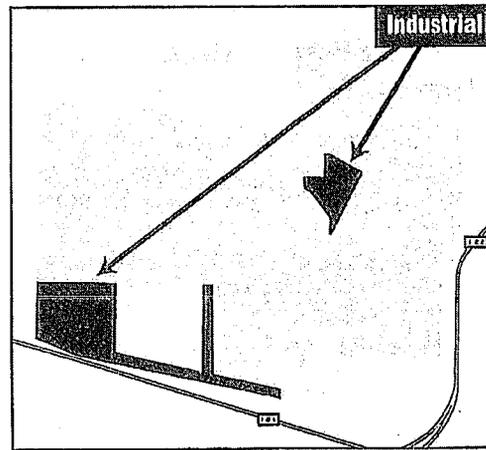


Figure 6: Industrial Zone

Industrial Reuse of UMCDF Area - By far the greatest economic value at UMCD is represented by the Umatilla Chemical Disposal Facility (UMCDF). The facility, which contains entirely modern structures, was constructed at an approximate cost of \$700 million. The facility became operational in 2004.

Two primary complications exist for reuse and salvage at UMCDF: 1) portions of the structures are contaminated by their chemical demilitarization mission, and 2) the existing permit with the Oregon Department of Environmental Quality would require modification in order to reuse many of the structures.

Despite these two challenges, the upside for reuse and salvage is significant. A broad engineering ballpark estimate of value at 2% - 5% of the original construction cost would yield between \$14 million and \$35 million for the LRA. It would be required that the LRA plan to reinvest any salvage earnings back into the job-creating mission.

The LRA has concluded that there is significant potential value in preserving and reusing equipment and structures at UMCDF. From a reuse perspective, the buildings with the greatest industrial redevelopment value at UMCD are virtually all located at UMCDF. Opportunities for industrial development benefiting from modern buildings, utilities, and other infrastructure can be significant.

A more in-depth analysis of the reuse of the UMCDF facility could be part of the follow-on infrastructure analysis and business plan overseen by an Implementing LRA.

The LRA would need to work with Oregon leaders and the Oregon Department of Environmental Quality to continue measures that have already been initiated by the LRA to modify the DEQ permit so that valuable assets are not otherwise destroyed. The demolition of certain contaminated facilities will still be a requirement of the RCRA permit.

Preliminary discussions have been held with the Port of Umatilla to be the lead agency to coordinate the UMCDF reuse and salvage strategy under the auspices of an Implementing LRA.

Restricted Industrial

This land, bordered by general industrial zoning to the west, south, and east will be limited to the utilization of the igloos for storage. Use of the roads for ingress and egress to the igloos will be allowed, but all traffic and industrial use must be sensitive to the objective of the preservation of the shrub-steppe habitat. As such, all traffic in the Restricted Industrial zone must remain on the roads. A total of 942 acres are designated as Restricted Industrial.

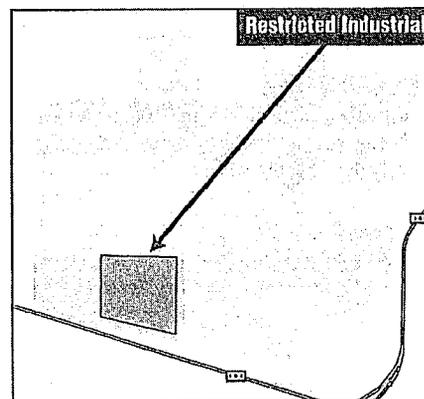


Figure 7: Restricted Industrial Zone

Highway Commercial and Industrial Zone

Only the far Southeastern corner of UMCD is suggested for potential future highway commercial development in combination with industrial development, hence the combined Commercial-Industrial designation. The area may be exclusively or primarily used for industrial applications with limited or no highway commercial development dependent upon market demand.

Various factors combine to limit the likelihood of retail commercial development at UMCD:

- Existing commercial land is already zoned and available within urban growth boundaries of neighboring Oregon communities
- Commercial development is generally more successful when it is in greater direct proximity to residential areas
- Oregon's land use system strives to minimize the distance between commercial and residential areas
- The existing infrastructure system is generally insufficient for large-scale commercial development

Offsetting these competing factors for commercial development is the significant access and visibility afforded by the southeast corner of UMCD to both Interstate 84 and Interstate 82.

One of the Notices of Interest received by the LRA relates to the fact that a portion of Interstate 82 was built on land through an easement to the Oregon Department of Transportation (ODOT). ODOT submitted an NOI requesting the land be conveyed to the State of Oregon for continued transportation purposes. The LRA supports this NOI, and recommends a Public Benefit Conveyance for this purpose.

The Highway Commercial/Industrial designation is designed to accommodate a range of industrial and commercial land uses. Located at the junction of two Interstates, portions of the designated area are well suited for highway related commercial applications that may include food and vehicle services, lodging, and large-scale truck stops classified as industrial services.

The designation is also intended to accommodate a range of potential future industrial categories including industrial services; manufacturing and production; warehouse, freight movement and distribution; wholesale sales; and utility and energy related applications.

Significant portions of the designation have been previously committed to industrial style land uses. Industrial services may include firms engaged in the repair or servicing of industrial, business or consumer machinery, equipment, products or by-products. Manufacturing and production firms, both light and heavy, may be involved in the manufacturing, processing, fabrication, packaging, or

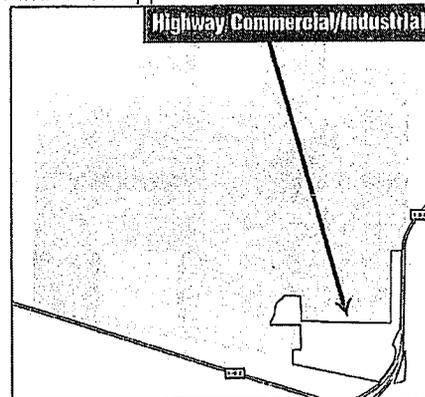


Figure 8: Highway Commercial/Industrial Zone

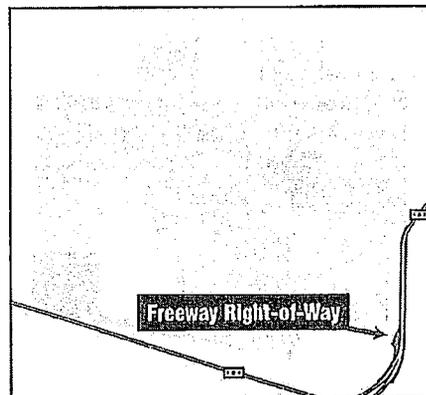


Figure 9: ODOT Freeway Right-of-Way

assembly of goods. Warehouse, freight movement, and distribution activities may include but not be limited to major wholesale distribution centers; truck or rail terminals, warehouse complexes, emergency services stockpile and distribution facilities; and terminals for the storage and shipment of agricultural products. Utility and energy related applications could include energy recovery plants, NEO electric grid Hub, and alternative energy development.

Agriculture

One of the small exceptions to the generally-rectangular overall shape of UMCD is a 655-acre portion of land near the west end of the northern boundary of UMCD.

The City of Irrigon has a strong interest to develop additional industrial land within its current (or possibly extended) urban growth boundary.

It is the intention of the LRA, consistent with the stated desire of the City of Irrigon, to exchange this section of land with another section of land located within the City of Irrigon urban growth boundary in order that such land can be utilized for industrial purposes.

Similar to adjacent lands, the land in the 655-acre parcel is capable of agricultural production.

The agriculture land use zone is intended for exclusive use agricultural applications as recognized under the Oregon Land Use System and as contained in the Morrow County Zoning Code. Such uses may include irrigated agriculture or grazing lands.

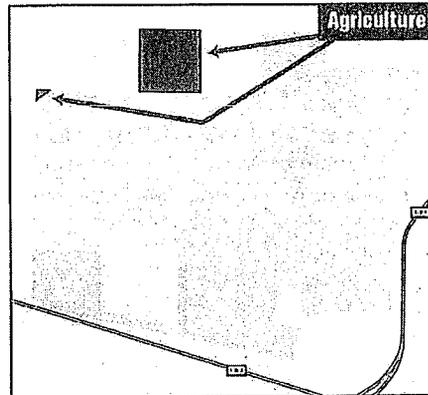


Figure 10: Agricultural

REDEVELOPMENT CONSIDERATIONS

The following considerations relate to specific requirements, opportunities, obligations, and policies desired by the LRA as the redevelopment effort moves into the implementation phase.

Shrub-Step Policy

The UMCD is situated within the Artemisia-Agropyron (A-A) steppe zone within the lower Umatilla Basin. The UMCD complex represents one of the two largest remaining bitterbrush shrub-steppe habitats in the Columbia Basin.

In the early stages of the planning process the LRA recognized and prioritized the accommodation of three principle objectives. One of those objectives was the retention and management of the shrub-steppe habitat values embodied on the UMCD. The other two critical objectives were the mitigation of economic impacts associated with the closure of the Base and accommodation of a vitally important training facility for the Oregon National Guard.

Habitat Land-Banking Intent - To maximize the accommodation of all three objectives, the RPIS represents a strategy that blends interrelated considerations both on and off the UMCD. In the case of shrub-steppe habitat conservation, the RPIS aggressively employs four land use designations and/or conservation techniques, as described below, to optimally conserve shrub-steppe values while simultaneously addressing the other principle objectives of the plan. In so doing, it was the specific intent of the LRA members to provide a large, managed reserve of some of the highest quality shrub-steppe habitat in the region as part of the RPIS so that potential commercial and industrial development elsewhere in the Umatilla and Morrow county region could potentially proceed in future years with the knowledge that important resource values had been adequately protected on the UMCD.

By intentionally restricting or eliminating the economic development options on significant portions of the UMCD for important habitat conservation objectives, community leaders as represented on the LRA have specifically developed a tradeoff strategy designed to retain and pursue economic development options judged to exist in more suitable locations elsewhere, both on the UMCD and the region.

U.S. Fish and Wildlife Service Habitat Refuge - The RPIS calls for the establishment of a US Fish and Wildlife Service Refuge on the UMCD for dedicated management of bitterbrush shrub-steppe resource values. The proposed Refuge would be 5,613 acres in size or approximately 33% of the UMCD.

Restricted Industrial District - Beyond the federal Refuge, three other mechanisms are recommended in the Plan to expand the footprint of the shrub-steppe habitat protection objective. As previously noted, the first of those mechanisms is the establishment of a "Restricted Industrial District" in the southwest quadrant of the Depot located in Morrow County. The District would be 942 acres in size.

Under the RPIS this District would receive special protections under the Morrow County Zoning Ordinance allowing for the industrial or commercial use of the existing igloos storage bunkers and road network located in the designation, but it would strictly prohibit any further development of industrial land uses on existing undisturbed land or any activities beyond the basic igloo footprint that could constitute a risk or disturbance to habitat values. It is also the intent that these same types of protections would be included as restrictive conservation covenants or lease restrictions by an Implementation LRA if so selected by the Department of Defense as the conveyance vehicle.

Resource Management Plan by the Oregon National Guard - The Oregon National Guard has a distinguished track record and established planning and natural resource management protocol for the protection of sensitive habitat values. The ORNG also has the financial resources for such activities. Under the RPIS, that area designated as the Oregon National Guard Training District has as its primary purpose the provision of a critical training facility. A secondary objective of the District, however, is to provide a habitat buffer and habitat expansion, where appropriate, to compliment the adjacent U.S. Fish and Wildlife Service Wildlife Refuge. The Oregon National Guard Training District is 7,421 acres in size, supplementing the resource values of the 5,613 acre Refuge District.

Many of the areas designated within the Oregon National Guard Training District and the Guard's training activities themselves, are conducive to the conservation of shrub-steppe habitat. The Oregon National Guard has committed to the development of a natural resources plan and management protocol that, to the extent possible, blends resource protection with the primary mission of the District (military training). These measures are likely to be similar or largely identical in nature to those that the Army has maintained over time that has resulted in the high quality shrub-steppe resource that is present today.

Conservation Covenants in Select Industrial Areas - The final of the four conservation measures undertaken in the RPIS to support shrub-steppe habitat values is the potential or actual establishment of conservation covenants or lease term restrictions in select areas of the UMCD designated for Industrial or Highway Commercial/Industrial zone designation.

The overriding land-use objective in these limited District designations under the RPIS is economic development to compensate for the impacts associated with base closure. Most of the areas in question have already been committed to some form of development and significant disturbance under previous Army activities. However, in select locations under certain redevelopment scenarios it may be possible to accommodate certain natural resource management objectives while simultaneously meeting the primary objective of industrial or commercial development.

Where appropriate, these measures would be implemented by the Implementation LRA through the use of conservation covenants or lease term restrictions. Precautions for fire management or the protection of highly sensitive resource values would likely be a primary consideration.

Environmental Clean-Up

One of the most significant concerns of the LRA is the poor environmental condition of portions of the land and buildings at UMCD.

Specifically, due to the nature of the original construction (World War II-era), many of the building have residual asbestos and lead-based paint.

In order that the industrial and warehousing structures be reused, the LRA strongly requests that the Army remediate all of the asbestos and lead-based paint on the existing structures as well as portions of existing structures that have deteriorated and separated from existing buildings (siding on the industrial warehouses in the southwest corner of UMCD, for example).

In addition to asbestos and lead-based paint, the LRA requests continued operations of the pump-and-treat system as well as remediation of solid waste landfills on the sight.

The Planning Process section of this RPIS summarizes the environmental condition of the property, and prescribes specific recommendations and activities that the LRA requests of the federal government. As such, these activities and recommendations are incorporated into this RPIS.

Water and Sewer Infrastructure

The Infrastructure Report in this Redevelopment Plan provides significant detail on the condition—and deficiencies—of the existing water and sewer systems. With the exception of the systems serving UMCDF, the sewer and water infrastructure is generally deficient to meet the general reuse opportunities and recommendations outlined in this Redevelopment Plan.

In general, the water and sewer systems have been maintained to the degree necessary in order to meet the evolving military/defense mission of UMCD. Given the period of time that has elapsed since the primary military function of UMCD, the water and sewer systems not only would fail to meet the military uses of the past, but also the Industrial and the Highway Commercial/Industrial uses of the future.

It is strongly recommended that a water and sewer master plan be developed for UMCD that fosters the projected uses at UMCD. In other words, future projected uses consistent with the land use plan outlined in this Redevelopment Plan should define the specific sewer and water infrastructure capacity and design of the improved system.

Without significant planning—and ultimately, construction—of an improved water and sewer system, the possibility of virtually all of the prospective reuse alternatives are negated at UMCD.

Notably, two significant variables affect the availability of water at UMCD—one negative and one positive.

The Oregon Department of Water Resources has designated the area as a *critical groundwater area*. This designation establishes significant restrictions on the area in terms accessing groundwater resources.

On the positive side, the Port of Umatilla has substantial water rights that could be applied to future reuses at UMCD if certain economic development goals and objectives are met. In addition, the City of Irrigon has expressed interest in extending their municipal sewer and water infrastructure to UMCD.

In general, the existing water rights on UMCD would be allocated on a prorated share basis within Morrow County and Umatilla County. A detailed utilities plan for both water and wastewater will need to be prepared in the future to ascertain the most cost effective and rational development approach associated the provision of basic utility services.

Road Policy

This Redevelopment Plan recommends the development of a road network that serves the following objectives:

- Allows access, restricted where appropriate, to the redevelopment zones (Military Training, Wildlife Refuge, Industrial, Highway Commercial/Industrial)
- Allows traffic to pass to and through UMCD for improved access associated with the City of Irrigon area
- Recognizes the security considerations of the Oregon National Guard
- Designates certain portions of the road system as County Right-of-Way (necessary, for example, through the wildlife refuge)
- Allows for the development and maintenance of the road system in a sustainable fashion, largely developed by the Oregon National Guard

Law Enforcement Policy

Historically, the Department of the Army has provided for the security and law enforcement requirements at UMCD. Because the reuse of UMCD will entail ownership and management by multiple agencies and organizations, an interagency agreement for the provision of law enforcement should be established. A collaboration of federal, state, and local authorities should be considered in order that the people and property throughout the complex be protected.

Security

Security is a consideration for all of the reuse zones within UMCD. Security is a paramount concern for the Oregon National Guard. As such, land owned and managed by the Oregon National Guard will have a secured perimeter fence. Security for other reuses will be established as reuse activities are defined.

Fire Protection Policy

The suppression of wildfire on the 17,000-acre complex has historically been a significant concern and responsibility of the Army. As recently as 2009, for example, a 3,000-acre fire consumed portions of UMCD at a fire suppression cost of approximately \$500,000.

As the Oregon National Guard and the US Fish and Wildlife Service will be responsible for approximately 75% of the overall land mass, an interagency agreement between the two agencies and other relevant organizations such as rural fire districts should be established in order to protect the people, natural environment, and built environment at UMCD.

INTEGRATION WITH COUNTY ZONING CODES

Both Morrow and Umatilla Counties will need to draft zoning code language specific to the various reuse functions prescribed in this plan:

- Military Training Facility
- Wildlife Refuge
- Institutional/Public (for the Administrative Area)
- General Industrial
- Restricted Industrial
- Highway Commercial/Industrial

Both counties also have detailed, approved planning provisions in place for areas surrounding the Depot lands. The most appropriate and efficient approach to accommodate the transfer of the Depot site with respect to Oregon's land planning requirements is through the use of a "post acknowledgment plan and ordinance amendment".

The land use designations suggested in the LRA Master Plan can be incorporated into the respective Morrow and Umatilla county comprehensive plans, following the "post acknowledgement amendment process" and approved by LCDC. If the planned uses are similar to the surrounding uses or similar to the current uses at the site this process would likely be sufficient. If significant changes in zoning are required under the LRA's Master Plan then a "Goal 13 Exception Request" may be required in the amendment process.

The consensus of state and local planning officials is that there will be no requirement to consider potential off-sets from existing inventories of industrial or commercial lands already designated in the Morrow County, Umatilla County, Hermiston, Umatilla, or Irrigon urban growth boundaries.



ADJACENT LAND USES AND COUNTY LAND USE REGULATIONS

Beginning in the mid-1970s the State of Oregon established and has continually refined a land planning program that is unique among all fifty states. Every county and city in the state is required to have adopted comprehensive plans and associated implementation ordinances (zoning ordinances, subdivision regulations, and transportation system plans) that comply with extensive and rigorous State standards. Comprehensive plans and the associated implementation ordinances, including potential amendments, are subject to State review and approval through the Oregon Land Conservation and Development Commission (LCDC). Oregon's regulatory land use planning system is particularly sensitive to the retention of high value agricultural lands.

The Depot is essentially split by the Morrow County – Umatilla County boundary. The western portion of the Depot is located in Morrow County and the eastern portion of the Depot lies within Umatilla County. In conformance with Oregon requirements both Morrow and Umatilla counties have adopted, and the State has "acknowledged", comprehensive land use plans and zoning codes. As such, all lands immediately outside of the Depot fee simple ownership boundary, including those lands upon which restrictive covenants have been obtained by the Army, are zoned under county ordinances in accordance with State approved plans and ordinance standards.

The Depot, due to its federal ownership, is beyond the land use planning authority of both local and state government. As such, no enforceable local zoning currently exists on the Depot. However, local governments in their land planning efforts may anticipate federal property transfers in the future. Morrow County has done so in both their Comprehensive Plan and zoning code as regards the Depot. Umatilla County has established language in its Comprehensive Plan regarding the Depot, but has no tentative zoning for the area.

Morrow County – Surrounding Area Planning and Zoning

Almost without exception, lands adjacent to the Depot within Morrow County have been zoned "exclusive farm use" (EFU). Most of this land area is currently supported by pivot irrigation (see illustrations). The EFU zoning district is designed to preserve and support the continuance of commercial farming operations. The minimum lot size in the Morrow County EFU district is 160 acres. In accordance with Oregon standards, uses other than those directly associated with commercial agriculture (i.e. growing – not processing) tend to be highly restricted within the zone.

Extending somewhat beyond the northwest corner of the Depot, the rural residential boundary of the town of Irrigon is encountered. Zoning in the area transitions from EFU to Rural Residential (RR1), recognizing an existing land development pattern of large lot, rural residences outside of the Irrigon Urban Growth Boundary (UGB). Oregon State planning practice discourages large lot residential development outside of designated UGBs, but permits said zoning in areas where the land use pattern is already established. The RR1 zone designation allows for single-family residences with a minimum lot size of two acres.

The only other exception to the predominantly EFU zoning around the Depot in Morrow County is a small strip of Farm Residential (FR2) zoning south of the Union Pacific Line along the southern boundary of the Depot. The zoning designation was established to accommodate a small residential subdivision that had been created illegally years earlier. The provisions of the zoning district are similar in nature to the RR1 zone with a two-acre minimum lot size requirement.

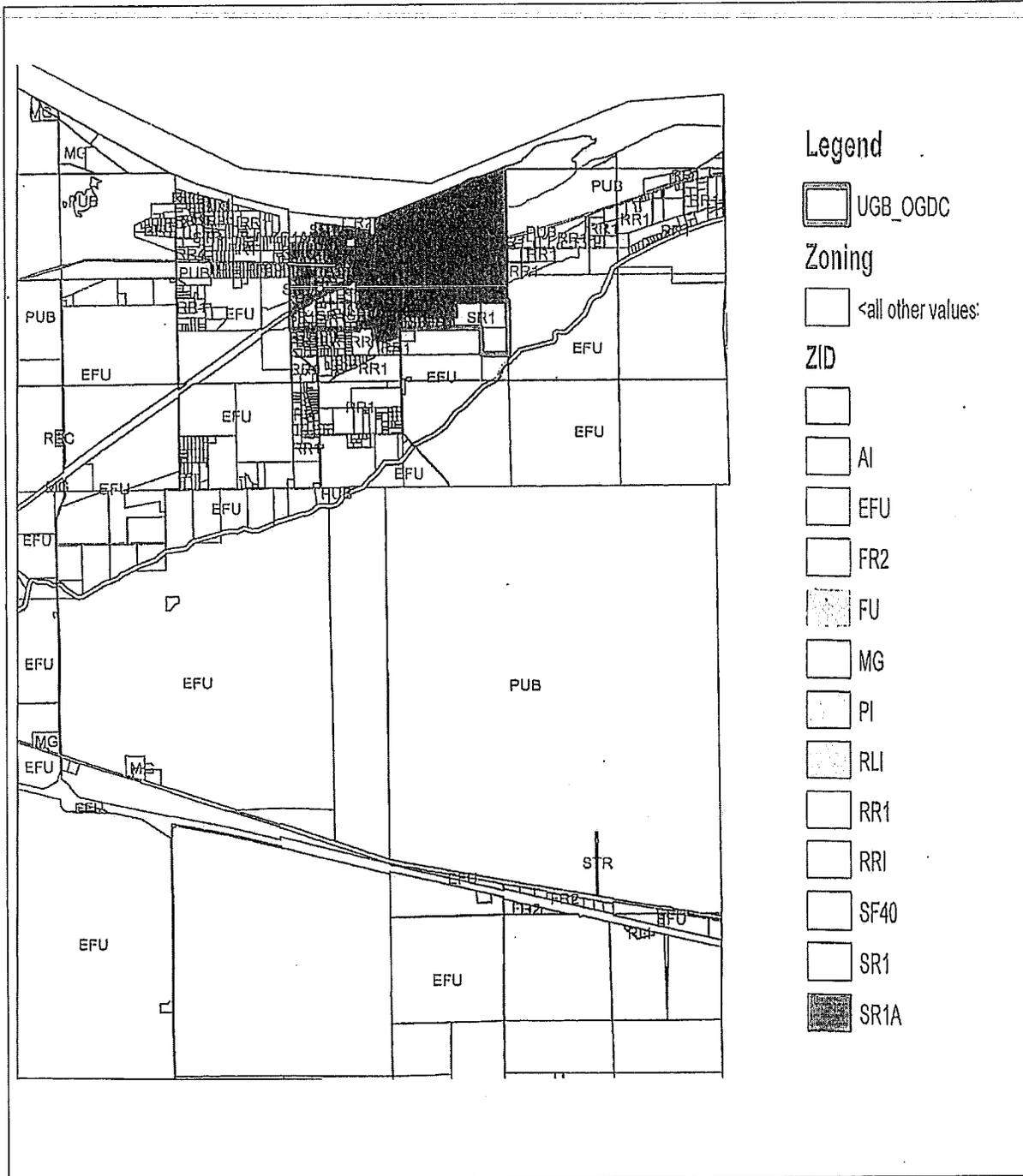


Figure 5: UMCD Morrow County Adjacent Lands primarily EFU

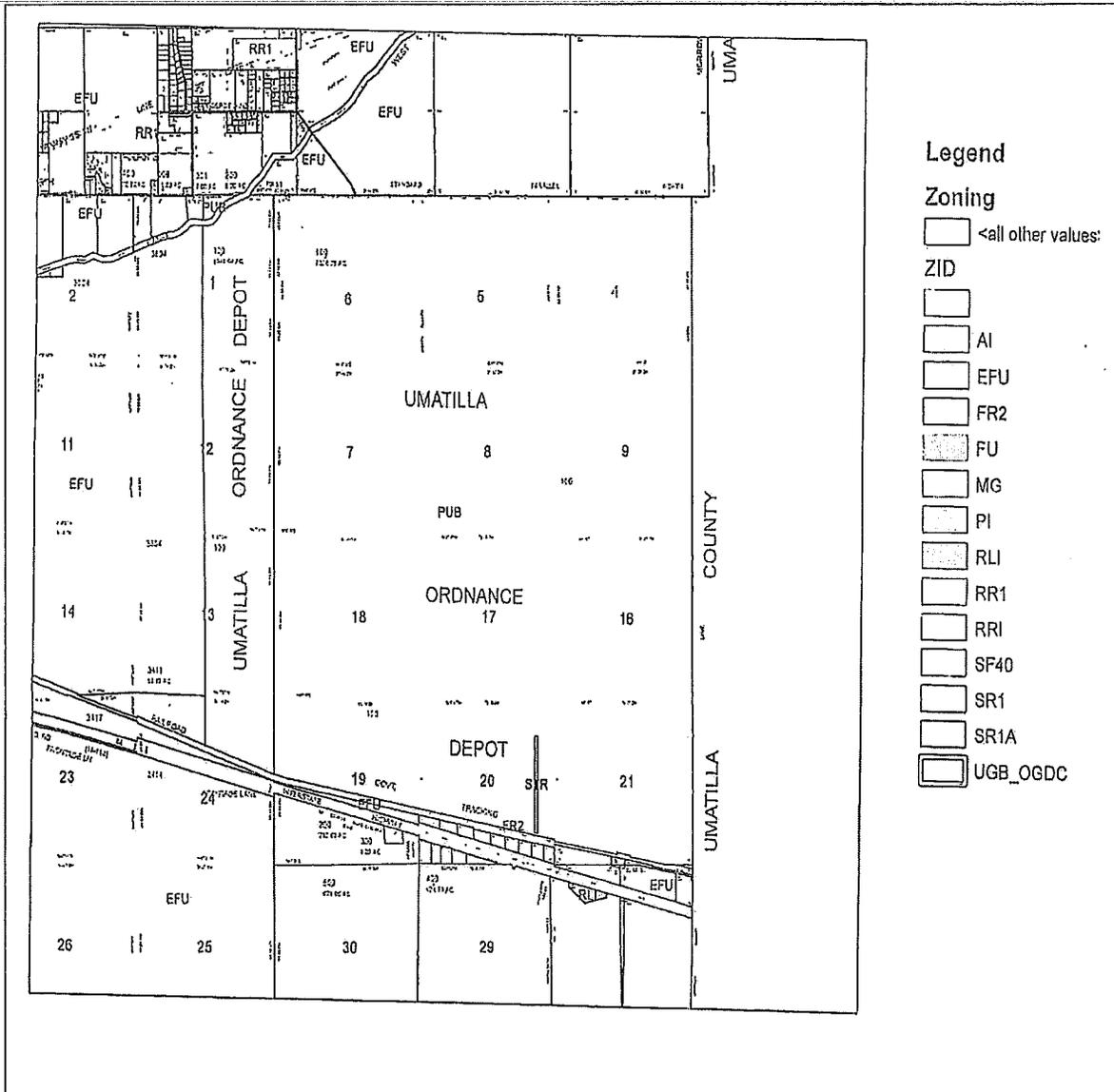


Figure 6: UMCD Morrow County Adjacent Lands support by Pivot Irrigation

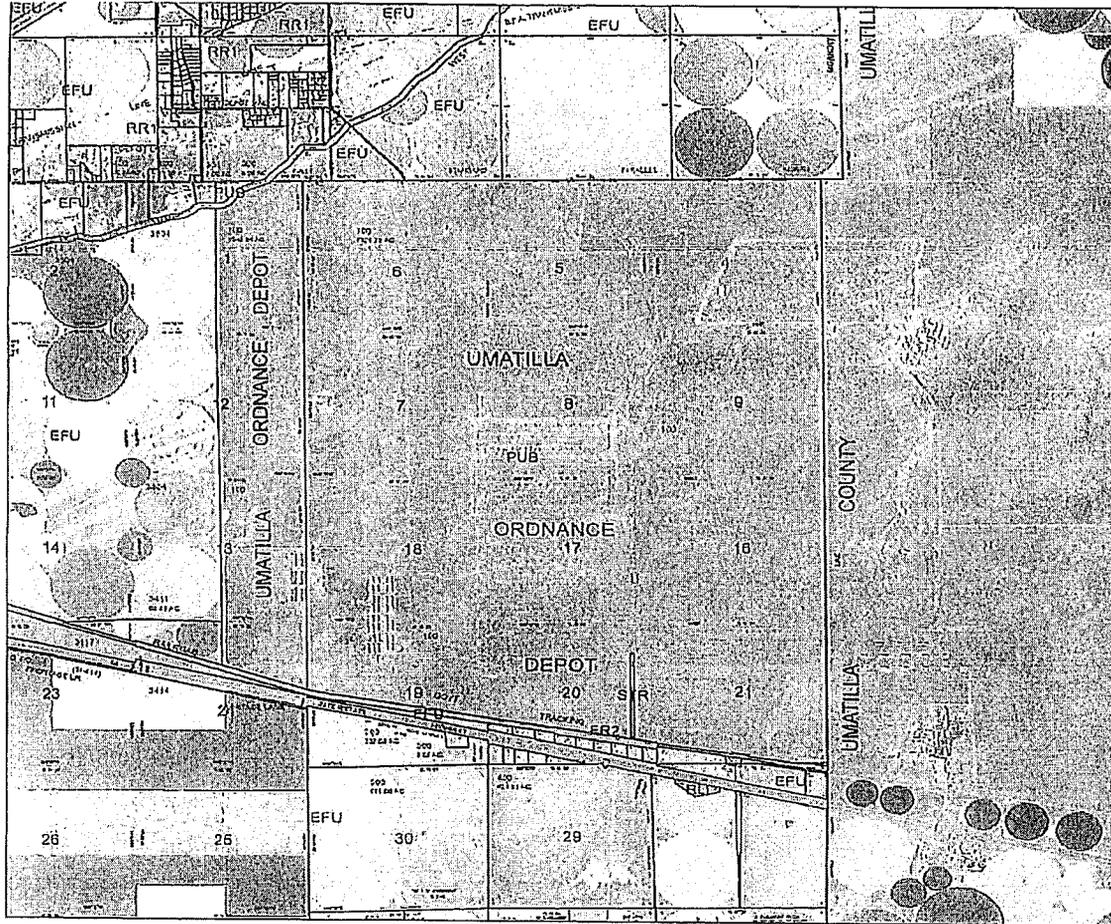


Figure 7: UMCD Morrow County Adjacent Lands Overview

Morrow County - Depot Specific Planning

In 1990 Oregon Governor Goldschmidt appointed a task force to examine the impacts of demilitarization of the Depot. The "Umatilla Task Force" and Oregon Economic Development Department jointly sponsored the preparation of a comprehensive development plan for the Depot that, in essence, provided the foundation for potential amendments to the Morrow County and Umatilla County comprehensive plans and zoning codes (Benkenfort Associates 1993). The plan as developed was intended as a first step – a general concept plan – to guide land use over the ensuing decades as demilitarization progressed. It was based on ten specific objectives that the Task Force developed as follows:



Create as much employment as possible;

- ▶ Maximize the long-term potential for reuse by carefully evaluating shorter term proposals and reuse;
- ▶ Ensure that Morrow and Umatilla counties share in the benefit of reuse;
- ▶ Identify a clear understanding of the location and condition of the existing infrastructure;
- ▶ Create a "vision" for the future;
- ▶ Ensure, to the extent possible, the economic viability of the plan;
- ▶ Ensure the implementability of the reuse strategy;
- ▶ Communicate the plan as a positive long-term opportunity for the region;
- ▶ Encourage interim or phased reuse of the Depot properties; and
- ▶ Ensure that reuse proposals for the Depot are responsive to the regional resource base.

The concept plan called for the general allocation of the 17,055 acres into fifteen (15) different land use categories (See Table 4: Land Use Categories below.)

Land Use Categories

Proposed Land Use	Acreage	Location
Agriculture	2,600	Existing buffer zones along north and east perimeter
Police and Fire Training Center	N.A.	Southwest quadrant
Oregon National Guard Training	1,600	ADA area (existing and former firing ranges/tank testing area)
Industrial Short-Term	700	Warehouse sections of administration areas and southeastern area
Education, Training and Research	80	Administration area
Heavy and Light Industrial	960	Southern perimeter
Commercial/recreation uses	540	North of Administration area
Highway- related Retail	90	Southeastern corner of Depot
Highway-related Commercial and Industrial	210	Southern boundary
Wildlife reserve	2,500	Coyote Coulee
Wildlife/agriculture habitat (holding zone)	4,700	Central core of the Depot
Regional Interpretive Center	20	Administrative area
Depot Visitor's Center		Administrative area
Land Bank	500	Southeastern section including Block A
Roadways and Misc.	1,520	

Table 4: Land Use Categories

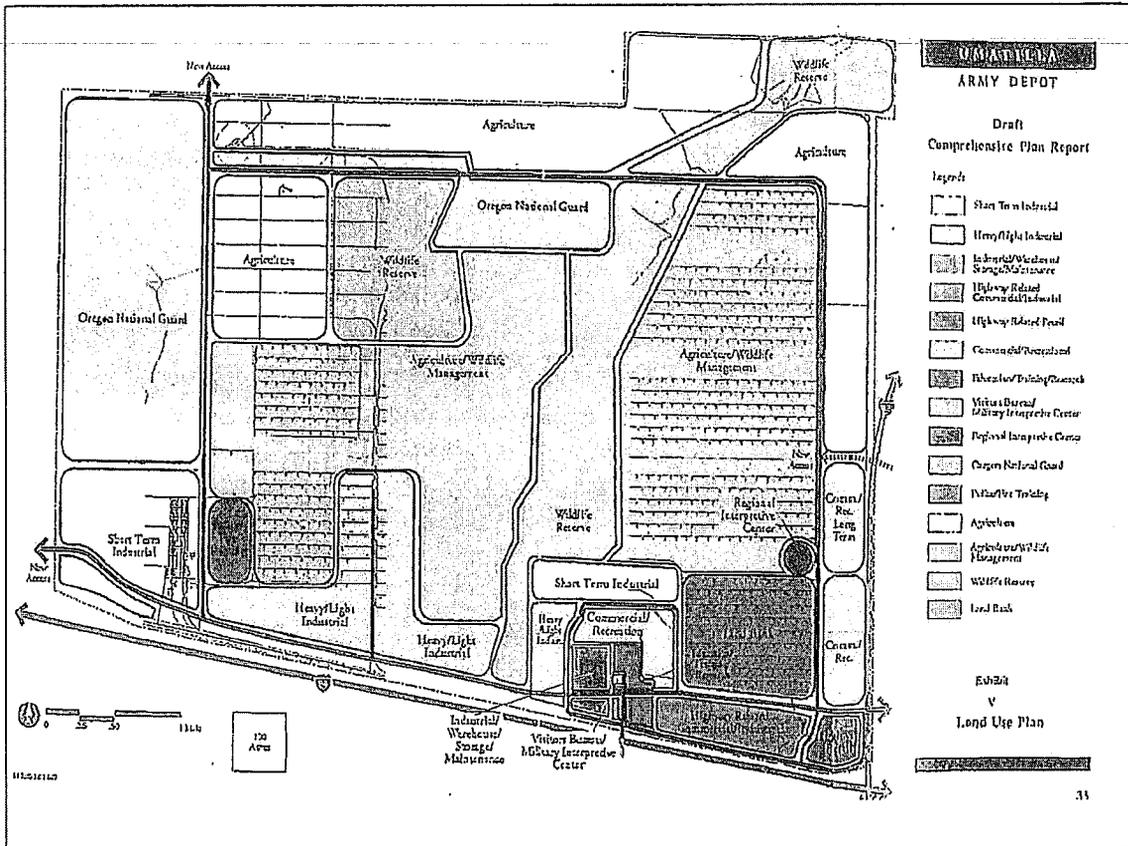


Figure 8: Morrow County Amended Depot Specific Plan

Upon completion of the Umatilla Task Force Comprehensive Development Plan, Morrow County in 1994 amended its official Comprehensive Plan, zoning code, and zoning map to reflect the Task Force recommendations (See Figure 8). These amendments were approved by the Oregon LCDC under a notice of adoption procedure. While the amendments had no legal land use regulatory effect within the Depot so long as the lands were held in federal ownership, they were intended to provide planning guidance and regulatory control at such time as any federal lands were converted in ownership. Those regulations continue to exist today and will apply unless amended to reflect the new plan under development. The Morrow County Plan and zoning code amendments established a Umatilla Army Depot Transition Zone (UADTZ). The UADTZ establishes broad permitted uses and conditional uses that reflect existing structures on the Depot and general use categories as detailed in the 1993 Task Force plan.

Umatilla County – Surrounding Area Planning and Zoning

The Umatilla County Comprehensive Plan designates the immediate areas around the Depot into two separate designations. The lands to the north, northeast, and south of the Depot fall within the "North & South County Agricultural Plan Designation." It is an area of commercial farming operations that is dominated by pivot irrigation field systems. The entire area within this designation around the perimeter of the Depot is zoned Exclusive Farm Use (EFU). As with the case of Morrow County, the zoning district establishes a minimum lot size of 160 acres and largely restricts permitted uses to agriculture and associated accessory buildings with the issuance of a zoning permit.

Lands directly to the east of the Depot fall within the "West County Irrigation District" designation of the Umatilla County Comprehensive Plan. The area is characterized by pivot irrigation agricultural



operations on parcels of 45 to 90 acres in size. The area zoning designation is EFU 40 with a 40-acre minimum lot size requirement. Uses within the zoning district are largely restricted to agriculture and associated accessory buildings with the issuance of a zoning permit.

Adjacent to the southeast corner of the Depot between I-84 and I-82 lies an area designed Industrial under the Umatilla Comprehensive Plan with associated industrial zoning. Industrial operations exist within the designation.

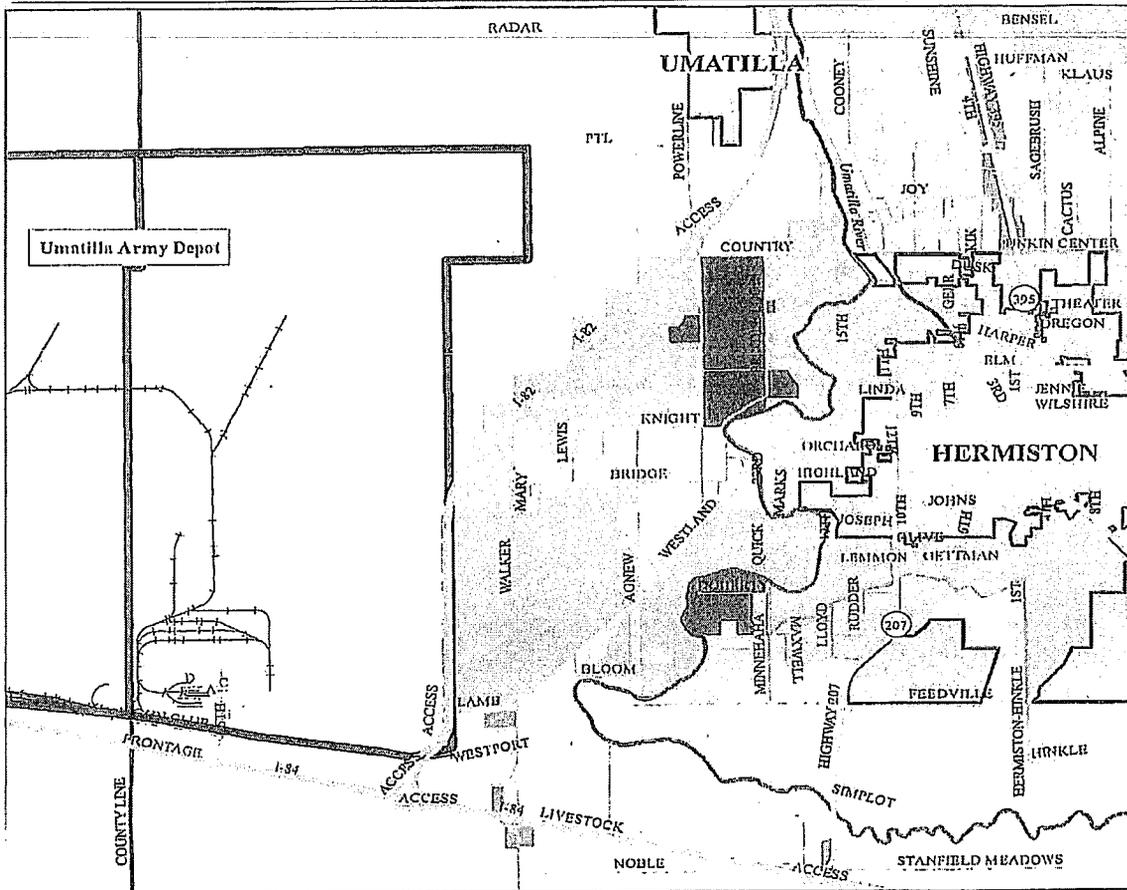
Umatilla County – Depot Specific Planning

Unlike Morrow County, Umatilla County has not established highly specific comprehensive plan or zoning provisions for the Depot to take effect should parcels transfer out of federal ownership. Instead the County has in place the following language in its Comprehensive Plan:

“Although the county has little jurisdiction over federal lands, a mechanism must be developed to insure immediate and proper land and zoning designation of any former federal land that comes under county jurisdiction due to land exchange, sale or consolidation activities. Therefore, all federal lands shall be assigned the plan and zoning classification common to the area in which the property is located and shall be subject to said regulations immediately upon removal from federal jurisdiction.

However, due to the size of the areas involved, the Forest Service land (National Forest) and the Umatilla Army Depot shall not be “overlaid” by county plan and zoning classifications, but shall be subject to the above policy should any land be removed from federal jurisdiction.”

Section A_Part II: UMCD Assessment Results
2.1: Land Use and Cultural Resources



**Umatilla Army Depot
Map 1, Area Zoning**

Umatilla County
County Land Use Zoning
5,200 2,600 0 Feet

MAP DISCLAIMER: No warranty is made by Umatilla County as to the accuracy, reliability or completeness of these data for individual or specific use with other data. Original data was compiled from various sources. This information may not meet National Map Accuracy Standards. This product was developed through digital means and may be updated without notification. GIS data used by Umatilla County is not man-made. Coordinates and spatial locations of point data should be used for reference purposes only. Coordinates have an error factor of a maximum of 4 to 50 feet. Subsequently there are many error factors that contribute to the inaccuracy. Users should always use the best available data. Over time the accuracy levels will be improved. Prepared by: Richard Lowry.

- Legend**
- City Limits 2009
 - UGB 2009
 - Comp_Plan2009
 - Agri-Business
 - Commercial
 - Federal Land
 - Cmzing Forest
 - Industrial
 - Multi-Use
 - North/South Ag Region
 - Orchards District
 - Rural Residential
 - Special Ag
 - Unincorporated Community
 - West County Irrigation District

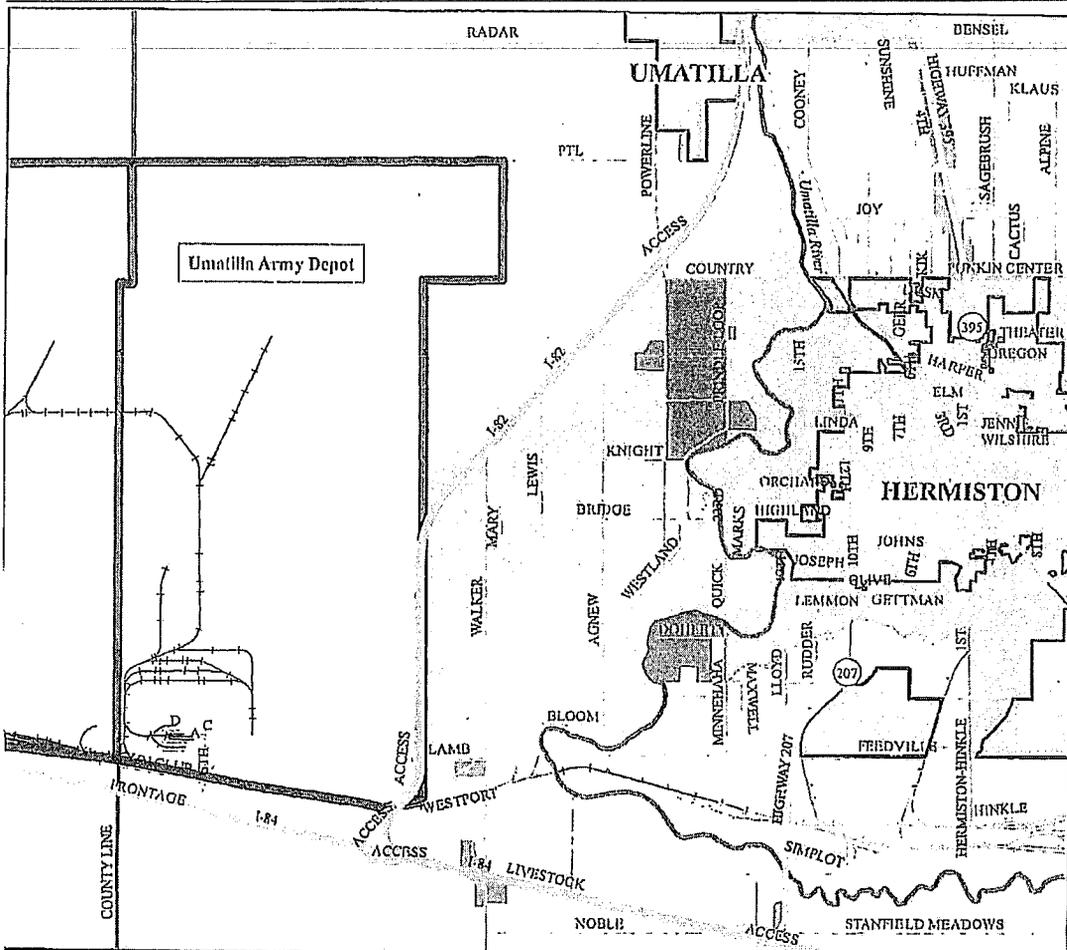


UMATILLA COUNTY
541-278-6249
www.co.umatilla.or.us
Map Created: 2009; tj

Figure 9: Umatilla County Planning Map 1



Section A_Part II: UMCD Assessment Results
2.1: Land Use and Cultural Resources



Umatilla Army Depot Area Zoning

Umatilla County
County Land Use Zoning
5,300 2,650 0 Feet

Legend

City Limits 2009	BFU-CWR	HI	RLI-AR
UGB 2009	BFU-IIAC	HI-AR	RR-10
County Zoning 2009	EFU-LU	LI	RR-2
Agri-Business	EFU-NA	LI-AR	RR-4
CRC	FR	LRLI	RRSC
EFU	GF	MR	RSC
EFU-10	GF-AR	MUF	RTC
BFU-20	GF-CWR	NF	UC
BFU-40	GF-CWR-AR	RLI	
BFU-AR			

UMATILLA COUNTY
541-278-6249
www.co.umatilla.or.us
Map Created: 2019; rj

Figure 10: Umatilla County Depot Area Zoning



Section A_Part II: UMCD Assessment Results
2.1: Land Use and Cultural Resources

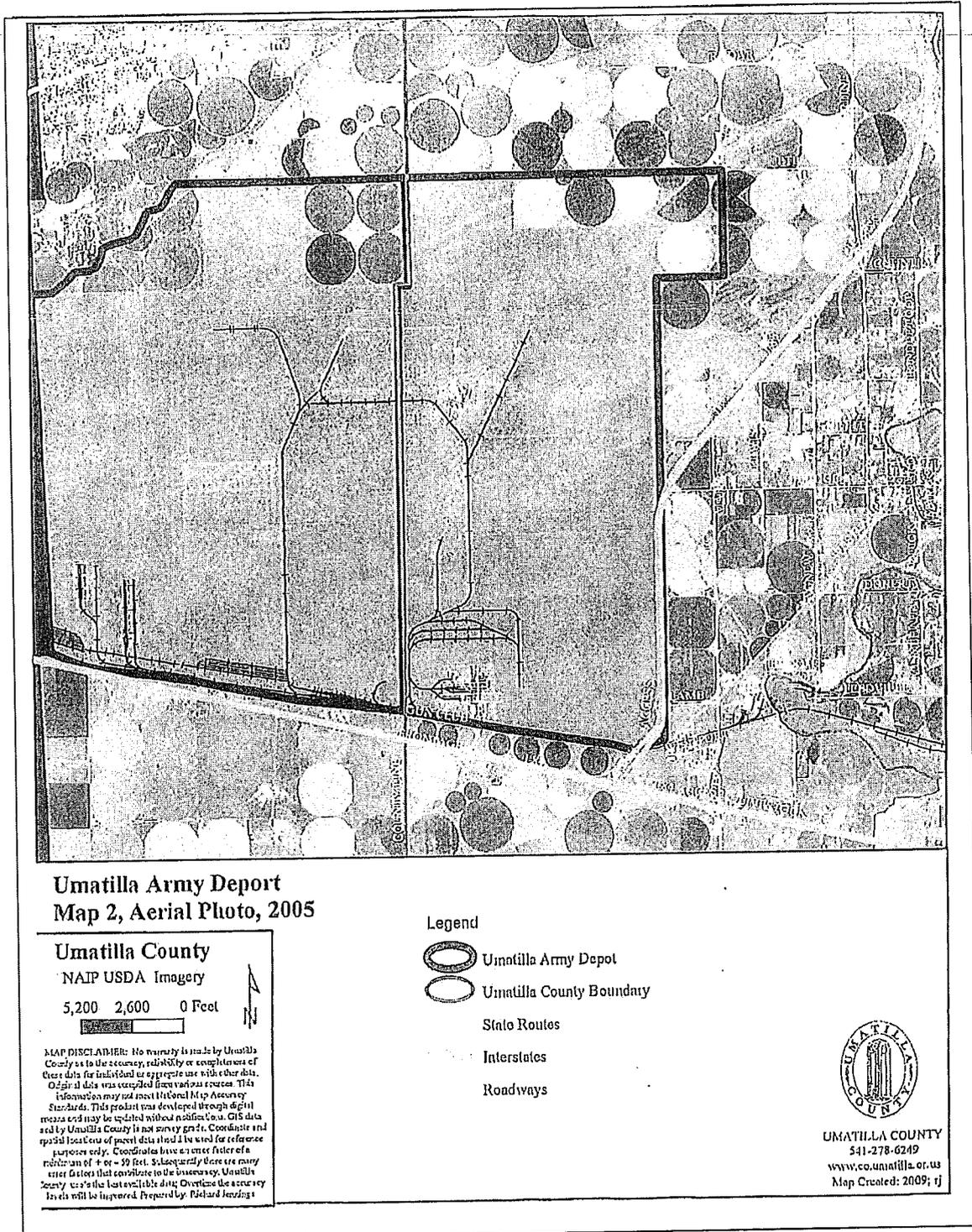
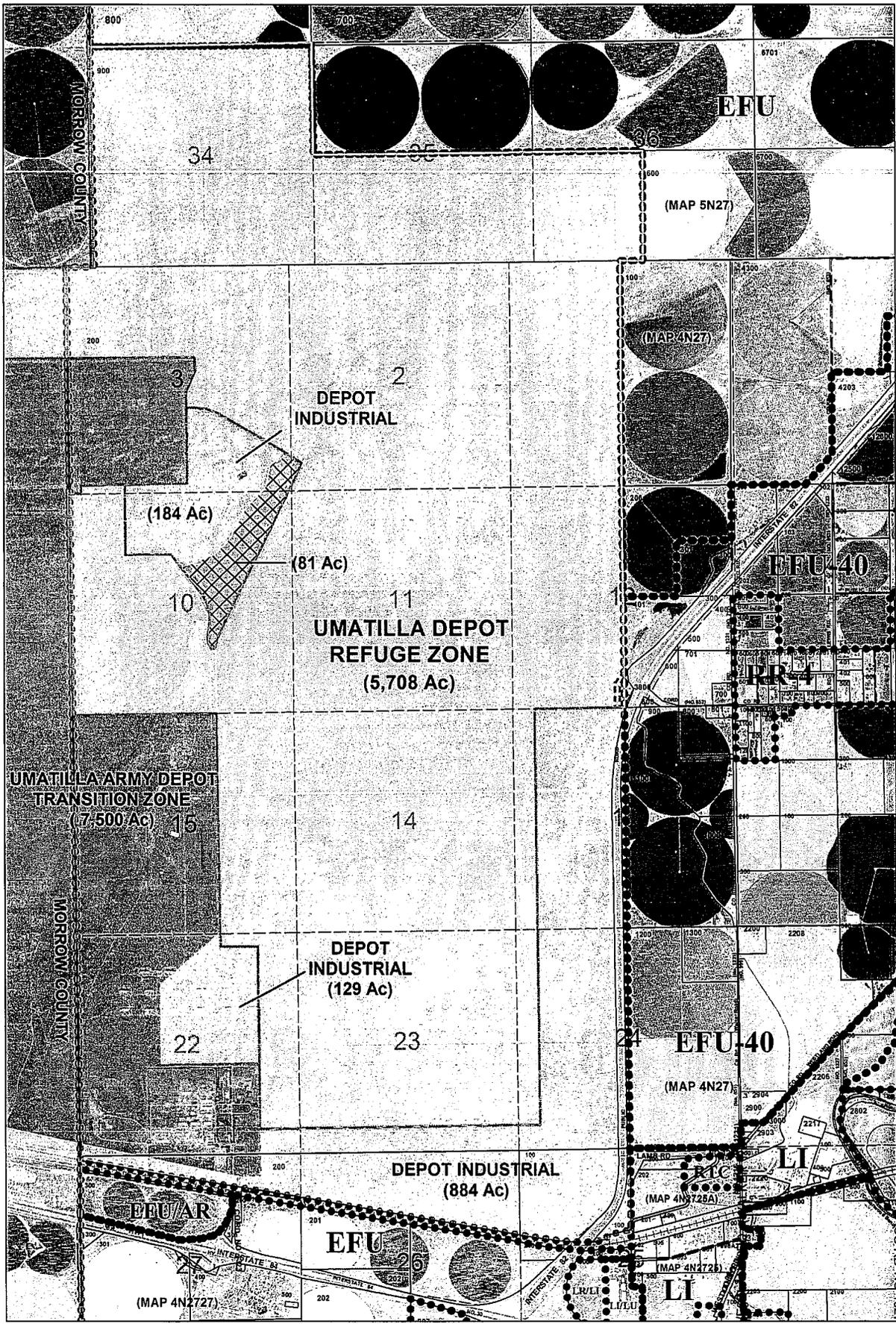
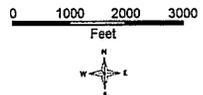


Figure 11: Umatilla County Depot Map 2 Aerial



**VICINITY MAP
DEPOT ZONING DISTRICTS, UMATILLA COUNTY**

- Legend
-  Depot Industrial Restricted Area
 -  Depot Industrial Zone
 -  Umatilla Army Depot Transition Zone
 -  Umatilla Depot Refuge Zone



MAP DISCLAIMER: No warranty is made by Umatilla County as to the accuracy, reliability or completeness of this data. Parcel data should be used for reference purposes only.
Date: 4/7/14
y:\workspace\planning\vicinity maps\A-D\DepotLRA_Zoning4_7_14.gws

PROPERTY OWNERS WITHIN 750' NOTICE AREA
OF DEPOT IN UMATILLA COUNTY

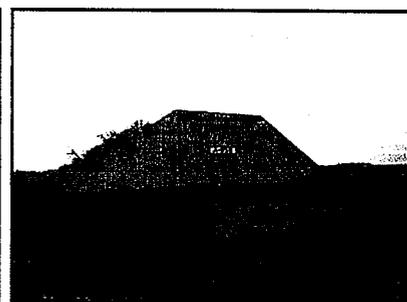
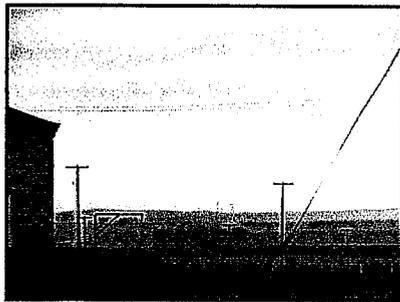
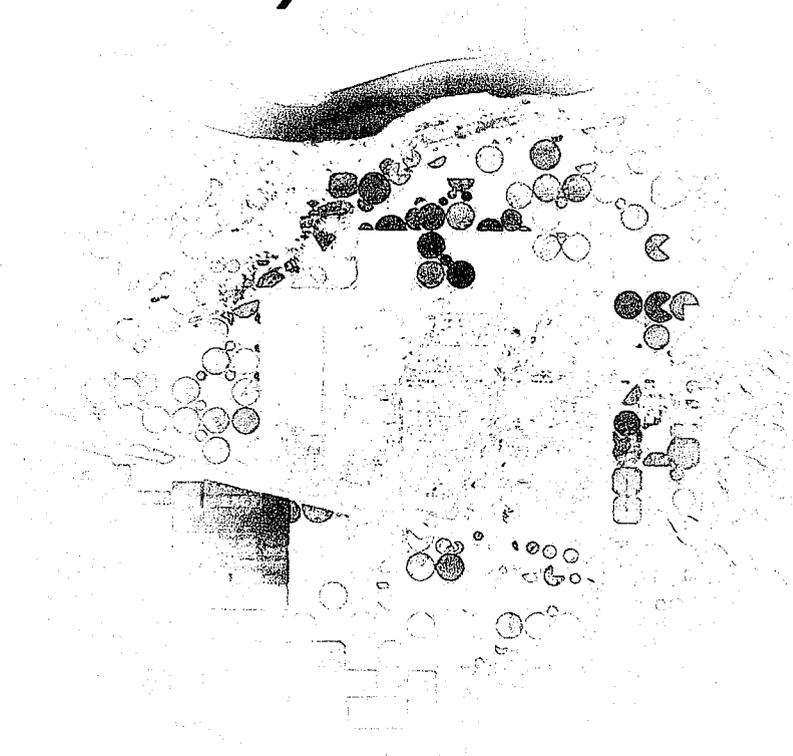
<u>MAP & TAX LOT</u>	<u>OWNER</u>
4N27000000100	CONAGRA FOODS LAMB WESTON INC
4N27000000200	USA DEPT OF ARMY
4N27000000201	GIRTH DOG LLC
4N27000000204	SMITH DAVID & COOPER JANET
4N27000000206	CONAGRA FOODS LAMB WESTON INC
4N27000000401	WESTLAND IRRIG DIST
4N27000000600	BELLINGER ROBERT D & LOU A
4N27000000900	7S FARMING LLC
4N27000001100	7S FARMING LLC
4N27000001200	PEDRO LAWRENCE L & MARY C
4N27000003800	UMATILLA ELECTRIC CO-OP ASSN
4N27250000100	USA DEPT OF ARMY
4N27250000200	WESTERN IRRIGATION CO THE
4N27250000300	KW OREGON % BURKE & ASSOCIATES LLC
4N2725A000100	UMATILLA ELECTRIC CO-OP ASSN
4N2725A000200	FLYING J INC C/O PILOT TRAVEL CENTERS LLC
4N2725A000201	LAMB ROBERT R
4N2725A000202	FLYING J INC C/O PILOT TRAVEL CENTERS LLC
4N2725A000400	H-4 FARMS INC
4N2725A000502	WESTLAND ENTERPRISES LLC
4N2725A000505	HALE FARMS LLC
4N2725A000506	L & L FARMS LLC
4N27270000100	UNION PACIFIC RAILROAD CO
4N27270000200	UNION PACIFIC RAILROAD CO
4N27270000300	ROCK IT, LLC
4N27270000301	GIRTH DOG LLC
5N27000000600	CLEAVER LAND, LLC
5N27000000601	AMSTAD FARMS LLC
5N27000000690	AMSTAD FARMS LLC
5N27000000700	N & C LAND LLC
5N27000000800	AMSTAD FARMS LLC
5N27000000900	USA DEPT OF ARMY

MORROW COUNTY PROPERTIES

4N27280000700	HERMISTON ROD & GUN CLUB
4N27280000800	ROCK IT LLC
4N27280000801	USA (CORPS)
5N27280000100	D & D FARMING, LLC, 1/2 & STREBIN, WILLIAM & SHARON K, 1/2
5N27330000100	D & D FARMING, LLC, 1/2 & STREBIN, WILLIAM & SHARON K, 1/2

Statewide Land Use Goal Exceptions for the Umatilla Army Depot

Umatilla County



Prepared by:



Date: September 2013

ACKNOWLEDGEMENTS

Prepared for:

UMATILLA ARMY DEPOT REUSE AUTHORITY

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I. Introduction

The Umatilla Army Depot (Depot) is a unique facility and land use in the State of Oregon. Established more than seventy years ago by the U.S. Army, the Depot site encompasses approximately 17,000 acres spanning Morrow and Umatilla Counties. There are 1,411 Army owned structures that total approximately 3.5 million square feet on the Depot site.¹ Due to its Federal ownership, the Depot has never been zoned by Morrow and Umatilla Counties and has not been subject to Oregon's land use planning program.

On May 14, 2013 the Umatilla Army Depot Local Reuse Authority (LRA) endorsed an economic development and land use strategy for future industrial and employment uses at the Umatilla Army Depot as the transition away from military operations continues. At the meeting, LRA members acknowledged the unique attributes of the Depot site within the context of regional economic trends and opportunities for future development. This action authorized the next steps necessary to implement zoning on the portions of the site identified for industrial development. The direction set by the LRA also recognizes how the economic and land use strategies fit within the statewide land use planning framework.

The May 2013 LRA action represents the culmination of more than twenty years of planning activity to transition the Umatilla Army Depot away from military operations towards a more comprehensive use of the property. Planning for the Depot has consistently emphasized three overarching goals for future use of the site:

- Military Reuse (accommodating the needs and plans of the Oregon National Guard)
- Environmental Preservation (with a special emphasis on the shrub-steppe habitat)
- Economic Development (job creation)

Figure 1 illustrates how these three goals will be achieved with adoption of a Depot Plan District as part of the Morrow and Umatilla County Comprehensive Plans. Table 1 summarizes the acres allocated to each primary land use category and proposed zoning.

Table 1. Depot Plan District – Zoning

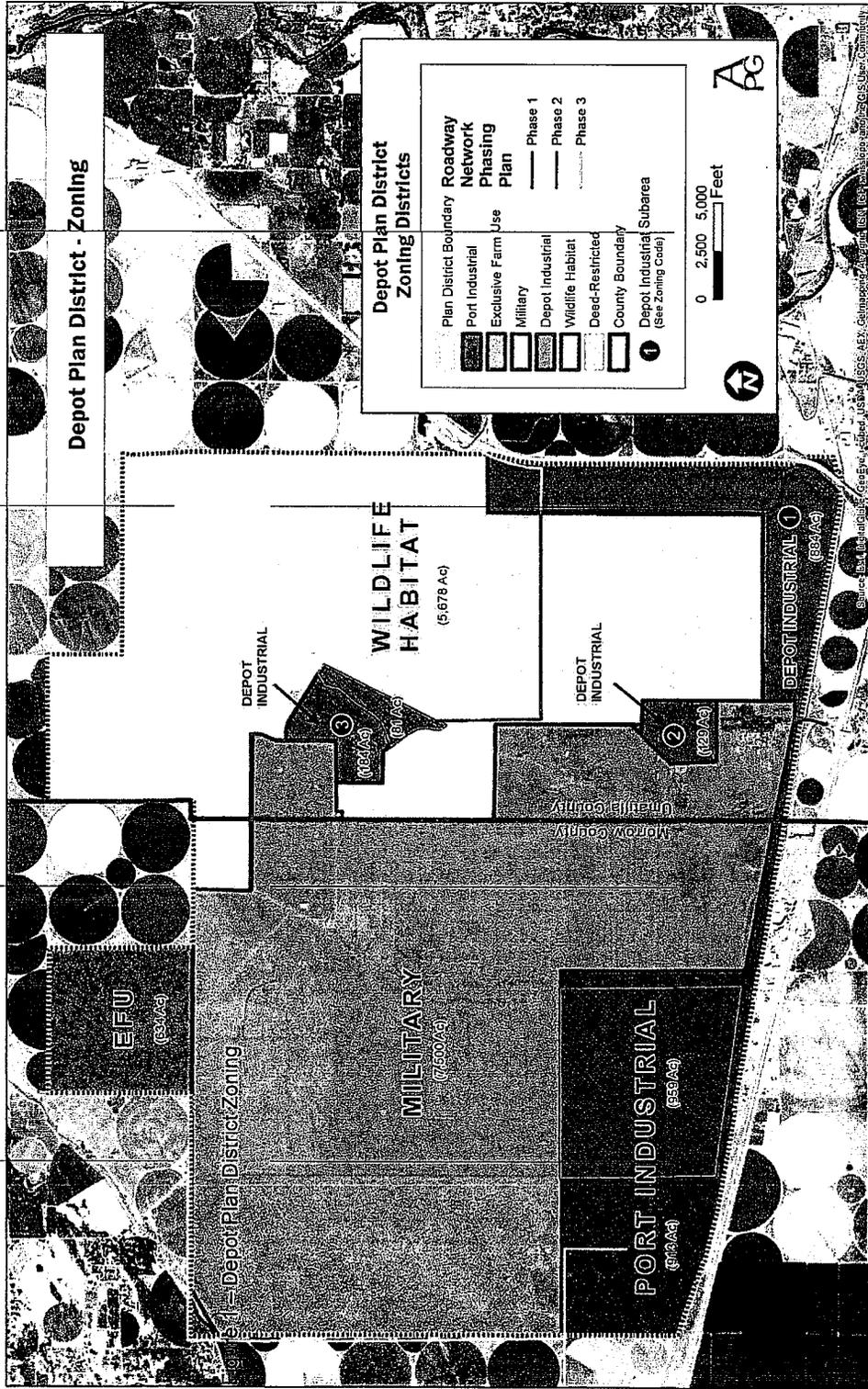
Plan District Designation	Acres (Percent of Site)	Proposed Zoning
Military	7,500 (44%)	None, pending decisions by each County on whether to zone the Military/Oregon National Guard portion of the Depot.
Wildlife Habitat	5,678 (33%)	None, pending decisions on ownership of the Habitat area.
Industrial (Morrow County)	1,872 (11%)	Port Industrial ² (existing zoning district)
Industrial (Umatilla County)	1,278 (8%)	Depot Industrial ³ (new zoning district)
Agriculture (Morrow County)	634 (4%)	Exclusive Farm Use ⁴ (existing zoning district)

¹ UMADRA Redevelopment Plan, Part I: Redevelopment and Implementation Strategy, July 29, 2010.

² See Morrow County Zoning Ordinance, Section 3.073 – Port Industrial Zone.

³ See proposed Depot Industrial Zone, Appendix B.

⁴ See Morrow County Zoning Ordinance, Section 3.010 – Exclusive Farm Use Zone.



This report provides the background information and findings to support “exceptions” to Statewide Planning Goals 11 (Public Facilities and Services) and 14 (Urbanization) to apply Depot Industrial zoning to the 1,278 acres in Umatilla County identified on Figure 1 when the land is transferred out of federal jurisdiction.

The report is organized into the following sections:

- I Introduction
- II Background Information and Earlier Studies
- III More Recent Studies
- IV Regional Context
- V Overview of Exceptions Process
- VI Umatilla County Exceptions
- VII Statewide Planning Goal and Comprehensive Plan Findings
- VIII Transportation Strategy

Both Morrow County and Umatilla County worked together to develop a consolidated reuse / land use plan for the entire Depot site. Land use recommendations and findings were originally presented in a single, consolidated report covering both counties. Both counties will hold public hearings and adopt ordinances to implement the plan and zoning designations for the portions of the Depot site under their respective jurisdiction.

This report is specific to the land use exceptions and findings for property within the Umatilla County portion of the Army Depot. Some of the background information and report mapping included in this report covers property within both counties - providing context to the overall site physical characteristics and the planning process that led to the recommendations in this report.

II. Background Information & Earlier Studies

A. History of the Umatilla Army Depot

In 1940 the Army selected the 16,000-acre plot in northeastern Oregon that became the Umatilla Ordnance Depot (Depot). Ten months (January to October 1941), 7000 workers, and thirty-five million dollars later the prairie site was transformed into a complex of warehouses, munitions storage bunkers, shops and office buildings connected by a web of roads and railroad tracks. The Depot opened in 1941 with the mission to store, maintain and transfer a variety of military items, from blankets to ammunition. The Depot has supported multiple war efforts, including the Korean Conflict, Vietnam, Grenada, Panama, Operation Desert Shield, and Operation Desert Storm. Besides its conventional ammunition and general supply missions, the Depot was assigned a new mission in 1962 – receiving and storing chemical ammunition. Between 1962 and 1969, the Depot received various types of chemical ammunitions as one of six Army installations in the U.S. that stored chemical weapons.⁵ Figure 2 shows a general layout of the Depot facilities.

In the mid-1980's, Congress directed the Army to dispose of the nation's aging chemical weapons stockpile. In 1988, the Umatilla Army Depot was placed on the Department of Defense

⁵ Confederated Tribes of the Umatilla Indian Reservation, Umatilla Chemical Depot Policy, May 2009.

Base Realignment and Closure (BRAC) list to review the future of the facility. It was decided that the base would remain open until the chemical stockpile at the Depot was destroyed. To accommodate this mission, the Umatilla Chemical Disposal Facility (UMCDF) was constructed in the northeastern portion of the site at a cost of about \$700 million and destruction of the chemical ammunition stored at the Depot took place from 2004 – 2012. The 2005 BRAC round of announcements has the Umatilla Army Depot scheduled for closure after the incineration facility has completed its mission (including decontamination, decommissioning, and closure) in about 2014.

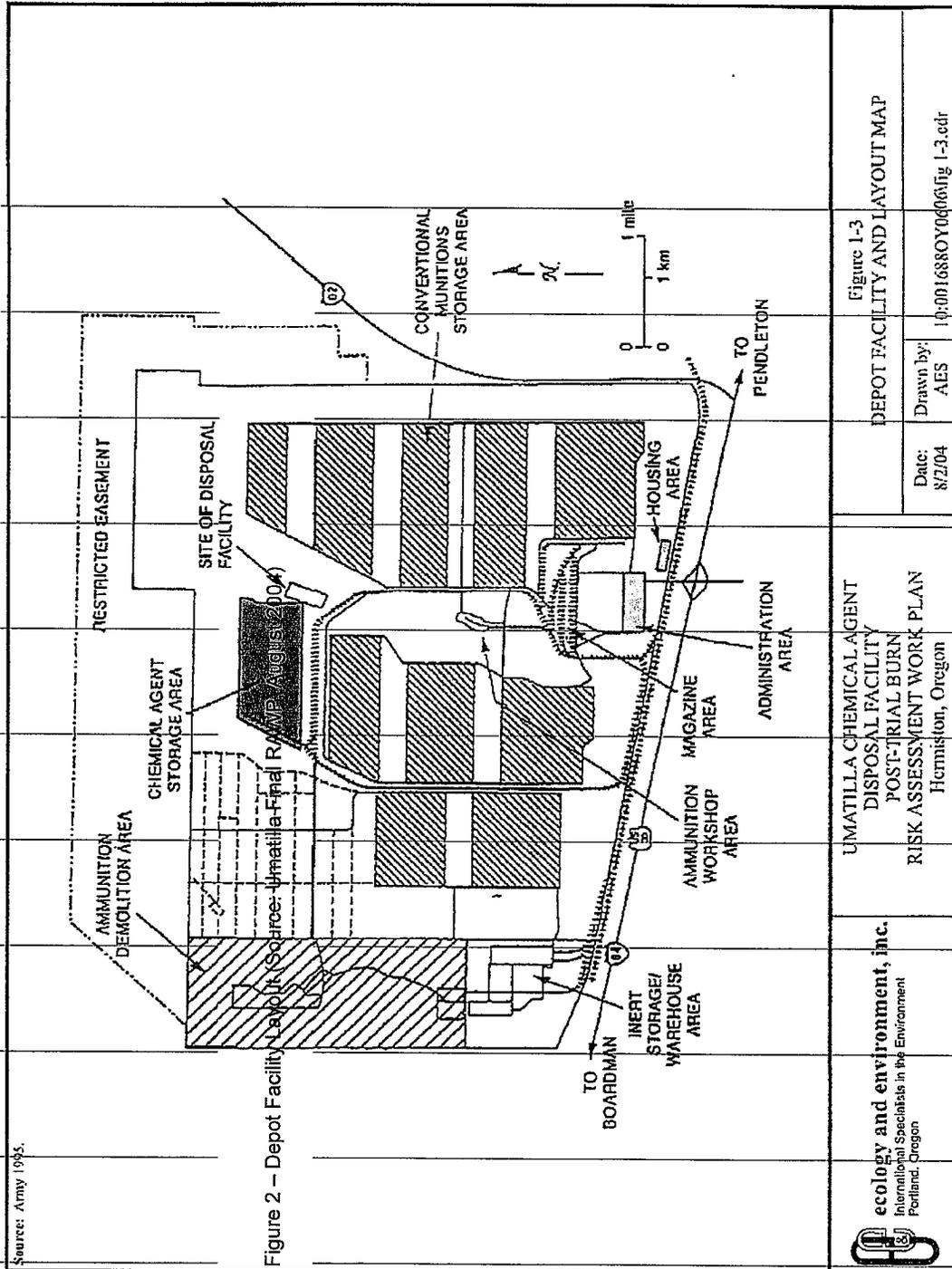


Figure 2 – Depot Facility Layout (Source: Umatilla Final R/WMP AUGUST 2004)

Source: Army 1995.

<p>ecology and environment, inc. International Specialists in the Environment Portland, Oregon</p>	<p>UMATILLA CHEMICAL AGENT DISPOSAL FACILITY POST-TRIAL BURN RISK ASSESSMENT WORK PLAN Hermiston, Oregon</p>	<p>Figure 1-3 DEPOT FACILITY AND LAYOUT MAP</p>
	<p>Date: 8/2/04</p> <p>Drawn by: AES</p> <p>19:0016880Y0666fig 1-3.cdr</p>	

Representatives of Morrow and Umatilla Counties, Morrow and Umatilla Port Districts, the Confederated Tribes of the Umatilla Indian Reservation, and numerous state and local agencies have been involved with planning for future uses of the Umatilla Army Depot for more than twenty years. An initial planning effort for the Depot was completed in 1993 and was supported largely by the State of Oregon. The second planning effort was completed in 2010 and was supported largely by the Office of Economic Adjustment (Department of Defense). A brief overview of these two planning efforts is provided below. Links to the 1993 plan documents and the 2010 Redevelopment Plan documents are available on the Umatilla Army Depot Reuse Authority web site at <http://www.umadra.com/histData1.html>

B. Overview of 1993 Comprehensive Development Plan

After the Umatilla Army Depot was first placed on the BRAC list in 1988, Oregon Governor Goldschmidt appointed a task force to examine the impacts closure of the base would have on the local economy. The task force directed the preparation of a Comprehensive Development Plan for the Depot. The Oregon Economic Development Department, which had a vital interest in the economic redevelopment of the depot and its role in the future economic base of the region, provided coordination and management services for the task force. A consulting team, led by The Benkendorf Associates Corporation, was hired to produce the Comprehensive Development Plan.

The task force determined that the plan for the Depot should be organized to achieve ten specific objectives:⁶

1. Create as much employment as possible.
2. Maximize the long-term potential for reuse by carefully evaluating shorter term proposals for reuse.
3. Morrow and Umatilla counties should share in the benefit of reuse.
4. A clear understanding of the location and condition of the existing infrastructure must be identified.
5. A "Vision" for the future should be created.
6. To the extent possible, the plan should be economically viable.
7. The reuse strategy should be implementable.
8. Communicate the plan as a positive long-term opportunity for the region.
9. Encourage interim or phased reuse of the Depot properties.
10. Reuse proposals for the Depot should be responsive to the regional resource base.

Figure 3 depicts the 1993 Comprehensive Development Plan (1993 Plan) for the Depot. The 1993 Plan was intended to allow for interim use while the Army continued its mission and it represented a first step by the task force to transition the 17,000 acre site from the Army's defense related use to civilian use.

⁶ Umatilla Army Depot Comprehensive Plan Executive Summary (page I-3), prepared by The Benkendorf Associates Corp., October 1993

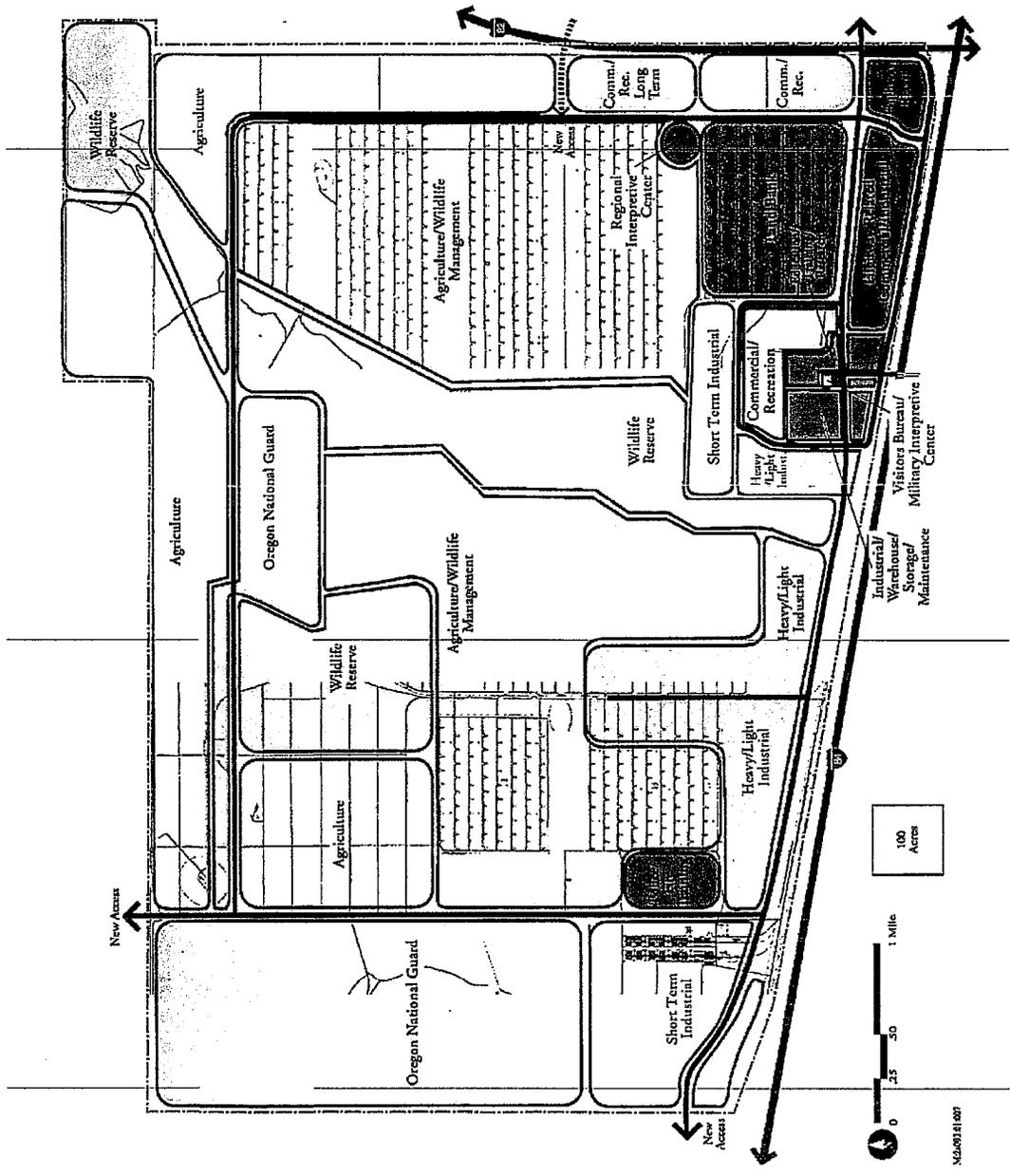
**UMATILLA
ARMY DEPOT**

**Draft
Comprehensive Plan Report**

- Legend:
- Short Term Industrial
 - Heavy/Light Industrial
 - Industrial/Warehouse/Storage/Maintenance
 - Highway Related Commercial/Industrial
 - Highway Related Retail
 - Commercial/Recreational
 - Education/Training/Research
 - Visitors Bureau/Military Interpretive Center
 - Regional Interpretive Center
 - Oregon National Guard
 - Police/Fire Training
 - Agriculture
 - Agriculture/Wildlife Management
 - Wildlife Reserve
 - Land Bank

Exhibit
V

Land Use Plan



The Executive Summary to the Plan noted:

“A smooth transition from military to civilian use of the Depot is of critical importance in order to maximize the economically efficient use of this valuable site and infrastructure. This transition may be facilitated by allowing, over time, an ever-increasing civilian presence, starting at the perimeters and working toward the core. This phased approach toward non-military use of the Depot has been referred to as “rolling back the fence.”⁷

Implementation of the 1993 Plan was delayed by several factors:

- The process for transferring military properties to civilian use has involved extensive levels of bureaucracy and cumbersome procedures. Some reuse factors could be controlled by the local community; others were outside its jurisdiction.
- Procedures for simplifying interim leases and transfer of parts of the Depot to civilian use were not amended to capture opportunities that were identified in the 1993 Plan.
- The required Army presence during the demilitarization of the stockpiled chemical ordnance on site.

While the 1993 Plan was not implemented with land transfers, it did set the framework for the subsequent 2010 Redevelopment Plan. Many of the land use concepts that were included in the 1993 Plan (including Military Training, Wildlife Habitat and Industrial Development) are also reflected in the 2010 Redevelopment Plan, with some changes in emphasis.

C. Overview of 2010 Redevelopment Plan

Originally listed in the 1988 BRAC process, the Department of Defense ultimately recommended closure of the Umatilla Army Depot during the 2005 BRAC round of announcements - following completion of the chemical demilitarization operation.

In 2009, the Office of Economic Adjustment (OEA) of the Department of Defense provided financial support and guidance for preparation of a Redevelopment Plan for the Umatilla Army Depot. The LRA contracted with Dana Mission Support Team to complete the Redevelopment Plan.

The Redevelopment Plan outlined six overarching factors that govern the opportunities and limitations with respect to reuse at the Depot⁸:

1. The state and national economy is recovering from a deep recession, and 1,170 individuals will lose their jobs or be relocated due to the pending closure of the Depot.
2. The Depot offers significant location and access advantages associated with transportation facilities (I-82 and I-84), but is isolated from any larger metropolitan population base.
3. The existing condition of the buildings and infrastructure at the Depot, with the exception of the Chemical Disposal Facility structures, is generally substandard.
4. The size and characteristics of the Depot site offers large-scale reuse opportunities generally in short supply elsewhere – including military training, habitat preservation, and certain types of large scale industrial and institutional uses.
5. Preservation of shrub-steppe habitat is a major environmental priority for the LRA.

⁷ Ibid, page I-12.

⁸ Umatilla Army Depot Redevelopment Plan and Implementation Strategy (Section A, page 2), prepared by the Dana Mission Support Team, July 29, 2010.

6. The Oregon National Guard has a specific, immediate opportunity to develop a training facility.

The LRA established three overarching goals for the Redevelopment Plan within the context of the factors listed above:

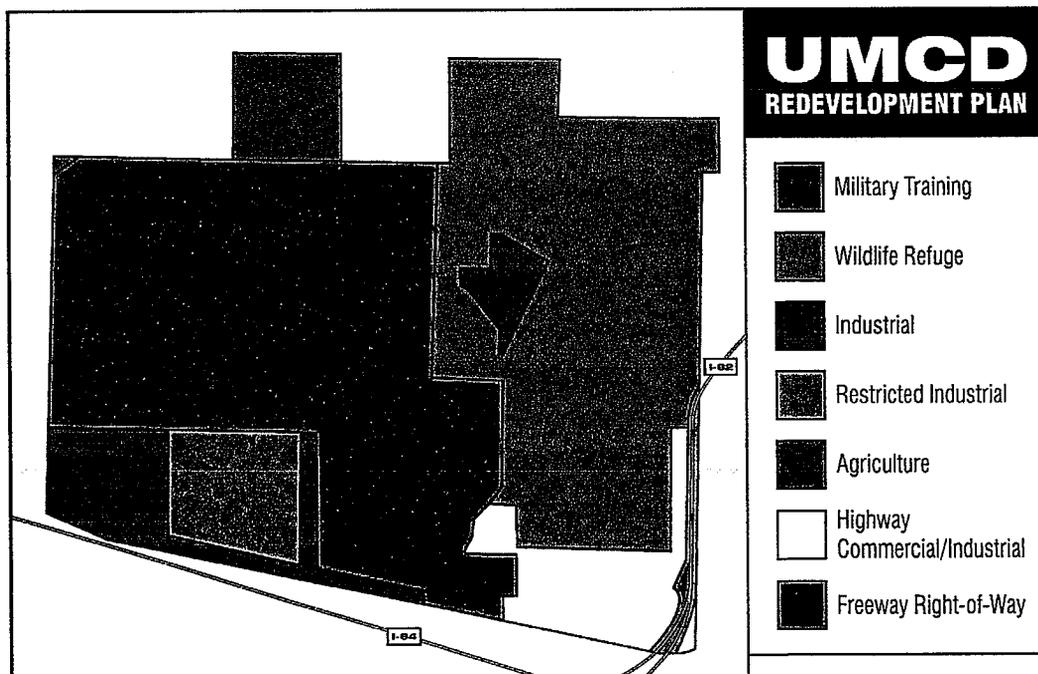
- Military Reuse (accommodating the needs and plans of the Oregon National Guard)
- Environmental Preservation (with a special emphasis on the shrub-steppe habitat)
- Economic Development (job creation)

Figure 4 depicts the 2010 Redevelopment Plan (2010 Plan) for the Depot. Key distinctions between the 1993 and 2010 plans for the Depot are highlighted below:

- The 2010 plan allocates a much larger portion of the site to military use relative to the 1993 plan.
- The 2010 plan allocates a smaller portion of the site to agricultural use.
- The 1993 and 2010 plans generally target similar areas for economic development uses (Industrial and Commercial). However, the 2010 plan identifies the UMCDF site for Industrial use – these facilities were constructed after the 1993 plan was prepared.
- The 1993 plan placed a greater emphasis on commercial and recreation uses.

The Military Department treats the 2010 Plan as part of the proposed federal action for the installation. The Plan is important because the Military Department has used it to conduct the property disposal environmental analysis required by the National Environmental Policy Act (NEPA).⁹

Figure 4 – 2010 UMCDF Redevelopment Plan



⁹ Ibid, Section A, page 1.

III. More Recent Studies

Following acceptance of the 2010 Umatilla Army Depot Redevelopment Plan by the LRA, two additional planning efforts were undertaken to refine the plan district boundaries and to secure local and state land use actions to assign local zoning to the industrial portions of the Depot site. The two studies were initiated in 2012 and are summarized as follows:

A. Preliminary Development Feasibility Analysis

The Preliminary Development Feasibility Analysis provides the LRA with an evaluation of potential development scenarios and the operating and maintenance costs associated with redeveloping the portions of the Umatilla Army Depot targeted for industrial development. The analysis includes a review of revenue potential and costs associated with redeveloping the site. In addition, capital investments are reviewed, together with potential phasing strategies, to present a complete picture of potential revenues, costs and cash flow. The Preliminary Development Feasibility Analysis was prepared by Donohoe Associates and Matrix Design Group¹⁰.

B. Land Use Analysis

The Land Use Analysis provides the background information and findings to support the proposed Umatilla County land use actions and compliance with the requirements and procedures of the Oregon Statewide Planning system. The recommendations included in the refined Redevelopment Plan (see Figure 1) requires Umatilla County to amend its' Comprehensive Plan and land use ordinances. This report provides the findings to support the proposed zoning and justify exceptions to Statewide Planning Goals 11 (Public Facilities and Services) and 14 (Urbanization) within Umatilla County. The Land Use Analysis prepared by the Angelo Planning Group provides:

- A Regional Economic Opportunities Analysis (REOA) and regional strategy for implementation of Goal 9 Economic Development.¹¹
- A refinement of the land uses in the 2010 Redevelopment Plan that clearly identifies the specific Comprehensive Plan and zoning designations to be applied in the Umatilla County plan and identifies a new Depot Industrial Zone that applies in to the Depot property.¹²
- Findings to document that none of the areas identified for industrial zoning are categorized as agricultural land (and therefore do not require exceptions to Goal 3); and findings for exceptions to Statewide Planning Goals 11 and 14 based on the types of uses and the desired densities identified in the refinement plan.¹³
- Initial planning steps directed at complying with Goal 12 and the Transportation Planning Rule. An Action Plan identifies the steps needed to prepare Interchange Area Management Plans for the Westland Interchange on Interstate 82 and the Army Depot and Patterson Ferry Interchanges on Interstate 84.¹⁴

¹⁰ Conceptual Alternatives for Umatilla Chemical Depot Properties, prepared by Jeff Donahoe Associates and Matrix Design Group, June 26, 2013

¹¹ Regional Economic Opportunities Analysis for Morrow and Umatilla Counties, prepared by Johnson Reid LLC, June 2013 – Appendix C.

¹² See Figure 1 of this report.

¹³ See Section VI of this report for Umatilla County Exceptions.

¹⁴ See Section VIII of this report for Transportation Strategy.

IV. Regional Context

A. Location & Geography

The Umatilla Army Depot is located in north-central Oregon in the southern part of the Columbia Basin. The Columbia Basin, generally characterized by mixed shrub-steppe and grassland habitats, with a semiarid and cool climate, extends from central Washington down into northeast and north-central Oregon. The topography in the vicinity of the Depot is level to gently rolling and slopes northwest to the Columbia River.

The westerly portion of the Depot site is located in Morrow County (2012 pop. 11,300), with the easterly portion located in Umatilla County (pop. 77,120). The Columbia River is about 2.5 miles north of the northerly border of the Depot. The closest cities to the Depot site¹⁵ include:

- Hermiston (2012 pop. 16,995) – approximately 2 miles to the east
- Boardman (pop. 3,235) – approximately 7 miles to the west
- Irrigon (pop. 1,830) – approximately .25 miles to the north
- Umatilla (pop. 7,015) – approximately 2 miles to the northeast

Other nearby cities include Pendleton, Oregon (pop. 16,715) and the Tri-Cities in Washington (pop. 262,500).

B. Vegetation & Wildlife

When the Depot was established in 1941, the soil was scraped up and mounded onto +1,000 concrete ammunition storage igloos. During construction of the Depot, the biodiversity of the site was greatly diminished. Following construction, however, the land was allowed to rehabilitate and native flora and fauna returned. The Umatilla Depot and Boeing Lease Lands in Morrow County now contain the largest remaining bitterbrush shrub-steppe habitats in the Columbia Basin. As such, the Depot provides valuable habitat for native plant and animal species. Due to the limited distribution of the shrub-steppe habitat, many of the associated wildlife species are listed by the state as sensitive.¹⁶

The Columbia Basin originally supported vast natural grasslands. These have been replaced by irrigated crops and, to a lesser extent, urbanization. Of Oregon's ten recognized physiographic provinces, the Columbia Basin is the one most modified by human influences. The availability of hydroelectric power and irrigation water has resulted in a dramatic expansion of croplands into this arid region. The Depot is currently surrounded on all sides by intensively farmed lands employing pivot-type irrigation systems.¹⁷

Wildlife occurring at the Depot includes numerous species associated with shrub-steppe and grasslands environments. Mammals common to the region and represented on the Depot include: badger, black-tailed jackrabbit, coyote, pocket gopher, and several species of small rodents. The site also includes a representative portion of those bird species found in the region, some resident and some migratory. Several species of sensitive, threatened or endangered status use, or have been sighted on, the Depot. This includes burrowing owls and

¹⁵ GIS measurement from the closest portion of the Depot site to the closest point of the UGB of the respective city.

¹⁶ Integrated Natural Resources Management Plan (October 2007 – September 2012), page 13.

¹⁷ Ibid, page 21.

long billed curlews. The current breeding population of owls on the Depot site is a significant population and may be the largest in the state.¹⁸

In addition to native species, pronghorn antelope were introduced to the Depot in 1969. The antelope are confined by a chain link fence to the northwest corner of the site.

C. Generalized Land Use

In total, the Umatilla Army Depot currently occupies about 17,000 acres acquired either through purchase or Federal land transfer. In addition, the Army has acquired approximately 2,600 acres of land on the north and east sides of the Depot on which there is a restrictive easement. Construction of a structure or dwelling is prohibited within the restricted easement areas.

There are a number of general land use areas on the Depot site, including but not limited to:

- Ammunition Storage Areas – 5,933 acres
- Ammunition Demolition Areas – 1,716 acres
- Warehouse and Storage Areas – 786 acres
- Administrative Offices and Housing – 151 acres
- Open Space Buffer Areas – 4,851 acres

The storage and demolition of ordnance and buffer zone land use areas account for more than three-quarters of the Depot's acreage.¹⁹ Figure 2 shows a general layout of the use areas.

As shown on Figure 1, irrigated agriculture is the predominant land use surrounding the Depot site. Agricultural lands are zoned Exclusive Farm Use based on soil capability classes, availability of water for irrigation and ability to support commercial farm uses. Agricultural trends in the region are described in the section D below. There is an area of industrial development (Fed Ex distribution facility) near the southeast corner of the Depot, to the east side of I-82. Industrial development trends are described in greater detail in section F below.

Urban development (including housing, commercial, industrial and public uses) is concentrated in the nearby cities of Hermiston, Boardman, Irrigon and Umatilla. The Depot site is not contiguous with the Urban Growth Boundaries (UGB) of any of the nearby cities.

D. Agriculture

Agriculture is a major driver of the regional economy in Morrow and Umatilla Counties. The expansion of irrigated crop production along the Columbia River in Eastern Oregon during the past fifty years has developed an otherwise arid, rangeland environment into an important agribusiness center of the region and state that includes production, processing, and supporting services. At present, irrigated farms surround the Depot on all sides and large-scale food processing plants are located in nearby communities. The pivotal high-value crop in the immediate area is potato, grown primarily for processing in local plants.

Of the 36 counties in Oregon, Umatilla County ranked second in terms of the total value of agricultural products sold in 2011 (\$503 million), while Morrow County ranked third (\$477 million) – behind only Marion County (\$616 million). Umatilla and Morrow counties were the top

¹⁸ Ibid, page 37.

¹⁹ Umatilla Army Depot Comprehensive Plan Report (page 14), prepared by The Benkendorf Associations Corp., September 1993.

producing counties in Oregon for potatoes and wheat, with Morrow County ranked second for gross sales of cattle and calves.²⁰

The strength of the agricultural sector brings significant employment and income into the local economies and supports many related value-added industries.

Given the importance of agriculture and related business activity in this area, it is logical to at least consider agriculture uses as candidates for future uses of the Depot. There are several compelling features, however, that limit the viability of agricultural uses of the Depot. Paramount in this regard is the public perception of contamination, health risk and incompatible facilities tied to the unique role of the base as a military chemical and ammunition Depot. Second, the continued success and growth of the agricultural economy in the immediate area is tied directly to the availability of water for irrigation and/or processing. Depleted natural groundwater aquifers and competing demands for surface water place limits on irrigation-based agricultural development at the Depot. Third, the ammunition and storage areas characterized by the concrete "bunkers" or "igloo" structures spread out over the Depot site take up about 40 percent of the total land area. Natural soils were scraped and modified in the construction of these facilities. Also, the irregular surface topography presented by the bunkers would preclude conventional sprinkler irrigation and cultivation practices.

The 2010 Redevelopment Plan assumes that one area (634 acres) currently under federal ownership to the north of the Depot fence (within Morrow County) is a viable area for future agricultural use. As shown in Figure 1, Exclusive Farm Use zoning is proposed for this area when the land is transferred out of federal jurisdiction. Because this area is outside of the historical boundary of the Depot, the property was not adversely impacted by the operation of the Depot.

E. Water²¹

Due to over appropriation of the Umatilla River and groundwater resources in Morrow and Umatilla County, adequate optimization and use of available water is the ultimate factor in determining the rate of growth this region will experience. The Umatilla Basin is one of the best regions in the United States to grow irrigated vegetables and other high value crops that not only increase farm gate value for the individual farmer, but also serve as the core economic base, facilitating growth in technology, service, industrial, entrepreneurial and government sectors of the regions' economy. Two separate economic impact studies completed in 2008 and 2012 conservatively predicted that if 100,000 acre-feet of the currently curtailed 173,000 acre-feet of water use in the region was restored, the annual economic benefits to the region and state would be:

- \$116-\$344 million increased business activity
- 679-2,074 additional jobs
- \$24-\$72 million increased labor income
- \$1.7 - \$5 million additional State tax revenue

For over 30 years the region has aggressively pursued alternatives to pumping native groundwater and ways to relieve pressures on the Umatilla River by accessing the Columbia River for consumptive water needs. Due to provisions in OAR 690-033 new appropriations of Columbia River are essentially under a de facto moratorium during the months of May-October.

²⁰ National Agricultural Statistics Service (NASS), Agricultural Statistics Board, U.S. Department of Agriculture (2011).

Therefore, the region has pursued alternatives to new direct appropriations of summer water out of the Columbia River including upstream mitigation projects, work on the Columbia River Treaty and Aquifer Recharge (shallow aquifer infiltration) & Aquifer Storage and Recovery (deep basalt injection). A pilot project between the state and region began in 2008 to identify opportunities to meet water demands through Aquifer Recharge. A narrative of the pilot is provided below:

Before settlers arrived in the Umatilla River Basin, the basin had been home to the people of the Umatilla, Walla Walla, and Cayuse tribes. The waters of the Columbia and Umatilla Rivers supported large salmon runs and fishing was the primary means of livelihood for tribal members. In 1855, the Confederated Tribes signed a treaty with the United States, agreeing to live on the Umatilla Indian Reservation. Soon thereafter, settlers began using surface water from the Umatilla River to flood-irrigate crops and pasture. Since that time, irrigation has been the predominant use of both surface and ground water in the Umatilla Basin.

Between 1906 and 1927, the U.S. Bureau of Reclamation constructed the Umatilla Basin Project. The project expanded the opportunity for irrigation through a series of storage and diversion dams and lengthy canals. While providing water for irrigation, project facilities also diminished the salmon runs that were so vital to the Confederated Tribes.

Farmers increasingly turned to groundwater during the 1950's and 60's. This resulted in a significant increase in the amount of irrigated land as farmers began using groundwater for center pivot irrigation. However, within a short time these new irrigation developments were contributing to rapid declines in groundwater levels.

Based on mounting evidence of significant groundwater declines, Oregon Water Resource Department (OWRD) designated four critical groundwater areas in the Umatilla River Basin between 1976 and 1991. These critical areas encompass more than 600 square miles, including approximately 63,000 acres of farmland. The critical areas have been closed to further groundwater appropriation and, in some subareas, existing water uses have been curtailed.

The Depot site is within two of the four critical groundwater areas (Ordinance Basalt and Gravel) designated by OWRD in 1976. The Depot site is also within a larger Groundwater Management Area designated by Oregon DEQ in 1990 after discovery of elevated levels of nitrates in wells.

In the 1970's a group of irrigators formed the County Line Water Improvement District to implement an aquifer recharge project. For over 30 years, the district has diverted and stored approximately 6,000 acre-feet of water annually from the Umatilla River in a shallow alluvial aquifer to be withdrawn later for irrigation. The success of these projects played an important role in leading local stakeholder and state agencies to investigate the feasibility of a larger-scale aquifer recharge project to meet regional water needs. In 2008, the Oregon Legislature passed Senate Bill 1069, which provided much-needed state funding for a regional aquifer recovery assessment.

The legislation directed OWRD to conduct a feasibility study to evaluate the potential for diversion of surface water flows from the Columbia River for the purpose of recharging aquifers in the Umatilla Basin. The legislation also directed OWRD to identify opportunities for the aquifer recharge project to benefit fish and fish habitat by increasing flows in the lower Umatilla River.

The proposed project would divert water from the Columbia River during the month of October and the months of December through March and convey the water to recharge a large shallow alluvial aquifer. To the extent possible, it is hoped that water can be diverted and conveyed

using existing pump stations, pipelines and canals. The primary uses of recharged water would be irrigation, in-stream flow enhancement and aquifer restoration.²²

Following completion of the feasibility study, Oregon HB 3369 passed in 2009 providing \$2.5 million in lottery backed grants to build a test Aquifer Recharge project using winter Columbia River water. The aquifer recharge project was constructed directly south of the Ordnance Chemical Depot in Morrow County. Groundwater monitoring shows that the bulk of the water recharged south of the Depot travels in a north/northeasterly direction under the depot, building up the aquifer from a level of 60-80' below land surface to 30-40' below land surface. This has led the basin to consider using the recharge project for use on lands directly above the aquifer, including the Depot.

Under Oregon law, water stored using the aquifer recharge project is considered potable. The design capacity of the current system can reliably be run as follows:

- Allows for 24.06 cfs (47.6 af/day) rate (Actual flow capacity is 31 cfs)
- 120 days = 5,716 acre-feet (af)
- Recoverable = 4,859 af
- 2,000 af predicted to be used for irrigation
- 2,859 af available
- Enough capacity to guarantee 1,000 acres of full irrigated demand (which is highest water use) under current license limitations or enough water to satisfy industrial needs of between 2.5 million to 4.5 million gallons per day²³

F. Economy & Infrastructure

Agriculture has been and is expected to remain the mainstay of the regional economy. Many of the other sectors of the economy originally developed in response to the needs of agriculture. For example, the main purpose of local transportation route development was to carry farm products to local, regional or state markets. Food processing industries and many service and retail outlets exist in Morrow and Umatilla Counties because of the demand created by the agriculture sector.

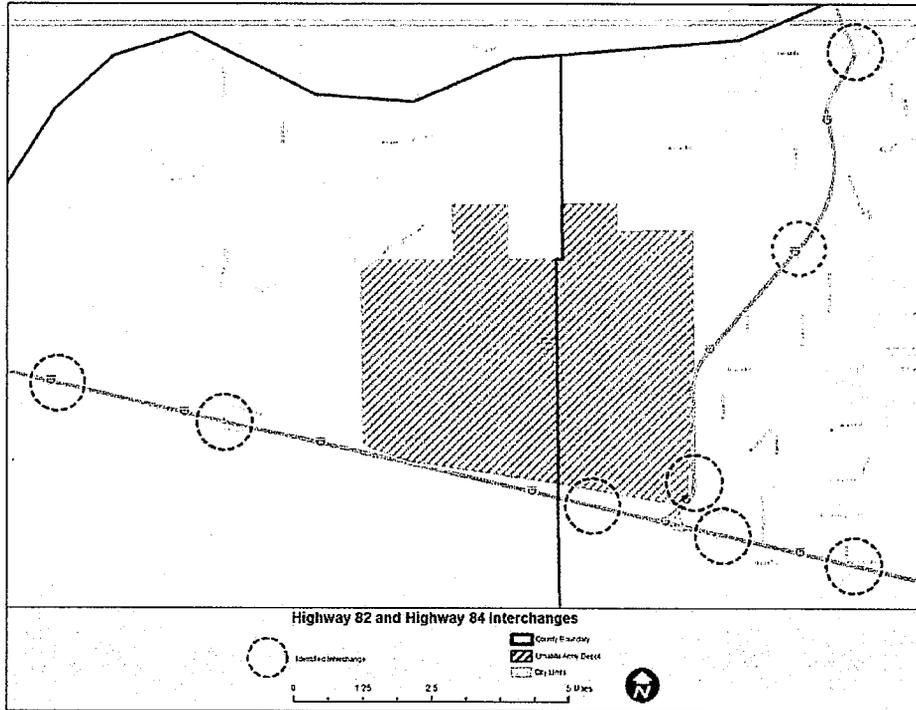
Morrow and Umatilla counties rely on mutual, "basic" economic sectors: irrigated agriculture, food processing, light manufacturing, and transportation and utility industries. The region benefits from an aggressive and well-organized economic development climate. The Port Districts (Morrow and Umatilla) have had noted economic development success and local communities have undertaken countless initiatives to improve economic competitiveness. The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) also is an active participant in regional economic development efforts. The end result has been a region that has significantly outperformed non-metropolitan areas of the State over the last decade in terms of economic growth.

Key economic development assets of the region are highlighted below:

²² Western Water Law Article (January 2010), "Full Steam Ahead for the Umatilla Basin Aquifer Restoration Project," written by Shonee D. Langford.

²³ Data provided by J.R. Cook, Executive Director, Umatilla Water Basin Commission

Figure 5 – Interchanges near Depot Site



Transportation Linkages

Transportation linkages are arguably the region’s best asset. The Depot site is positioned at the junction of two interstate freeways (I-84 and I-82). Figure 5 shows the location of the Depot in relation to Interstate 82 and Interstate 84 and their respective interchanges. Within the state of Oregon, there are only seven locations where interstate freeways and/or connecting loop freeways intersect, and six of the seven are within the Willamette Valley as shown in the following table.

Table 2. Interstate Freeway Junctions in Oregon

Interstate/Connecting Loop	Location
I-5 & I-84	Portland
I-84 & I-205	Portland
I-5 & I-405	Portland
I-5 & I-205	Tualatin-Wilsonville
I-5 & I-305	Salem-Keizer
I-5 & I-105	Eugene
I-84 & I-82	Near Hermiston

I-82 was the last segment of Oregon’s Interstate system completed in 1988. I-82 provides a north-south connection of I-84 with I-90 in Ellensburg, Washington. Of the route’s approximately 143 miles, only 11 miles are within Oregon. Alone among Oregon’s Interstate segments, this

route was not originally proposed by the state but rather added to the Interstate program at the request of the Department of Defense, which sought to assure connections to its facilities (including the Hanford Reservation and the Umatilla Army Depot).²⁴

With immediate access to two interstate freeways via existing interchanges and availability of a large, level site in single ownership – the southerly portion of the Depot site is uniquely positioned for industrial development.

In addition to the interstate highway system, the Depot site is well positioned relative to the Columbia River and Union Pacific Railroad transportation facilities.

The Ports of Morrow and Umatilla maintain extensive facilities on the Columbia River, including docks, berths, overhead cranes and container facilities. The Port facilities provide crucial transportation links to the Pacific Ocean and international markets and the continental United States.

Union Pacific's main line parallels the north side of I-84 and a spur line serves the entire south boundary of the Depot; a rail car classification and storage yard also exists in the southwest portion of the site. Additionally, the Hinkle Rail Classification Yard is located near Hermiston. This is one of the largest UP facilities in the western United States. Car trains are made up at Hinkle for general routing along Union Pacific's vast system. Repair and maintenance facilities are also located at Hinkle. This rail facility makes the west portion of Umatilla County and the east portion of Morrow County (including the Depot site) ideal for industrial users who desire rail facilities.

Developable Land

The Morrow/Umatilla County region has a substantial inventory of zoned industrial sites to accommodate a range and intensity of uses. This diversity of industrial sites expands regional marketability and offers the flexibility to accommodate users with specific site requirements. Within the State of Oregon, there are very limited opportunities for large lot and land intensive development, and the region's significant industrial land supply provides a strong competitive advantage.

The Port of Morrow has accumulated more than 7,400 acres of prime industrial and agricultural lands which have been used to foster economic development opportunities in Morrow County and the region. These sites provide an economical and strategic alternative to metropolitan area locations. Existing uses located in the Port's industrial parks include river cargo facilities, food processing plants, power production plants, grain storage, cold storage, manufacturing, truck transportation and distribution facilities. Port-related business directly employed about 2,100 people in 2006, accounting for approximately 36% of Morrow County's total jobs.²⁵

The Port of Umatilla acquired most of its industrial land inventory in the 1950s and 1960s after lands near Umatilla were declared surplus to the McNary Dam project by the federal government. The Port currently owns industrial sites near the communities of Hermiston, Umatilla, and Pendleton. The McNary Industrial Park in Umatilla is the Port's largest industrial park with about 140 acres available for immediate development with access to urban facilities and services. The Port sells or leases land to expanding businesses that create jobs and increase capital investment in Umatilla County.

Figures 6 and 7 show the location of existing industrially zoned land in proximity to the Depot property and existing interchanges in Morrow and Umatilla Counties respectively.

²⁴ The Interstate Highway System in Oregon – A Historic Overview, prepared for the Oregon Department of Transportation by Heritage Research Associates, Inc. May 2004, page 75.

²⁵ Port of Morrow Economic Impact Report (2008), prepared by IRZ Consulting.

Figure 6 – Morrow County Industrial Lands near Highway Interchanges

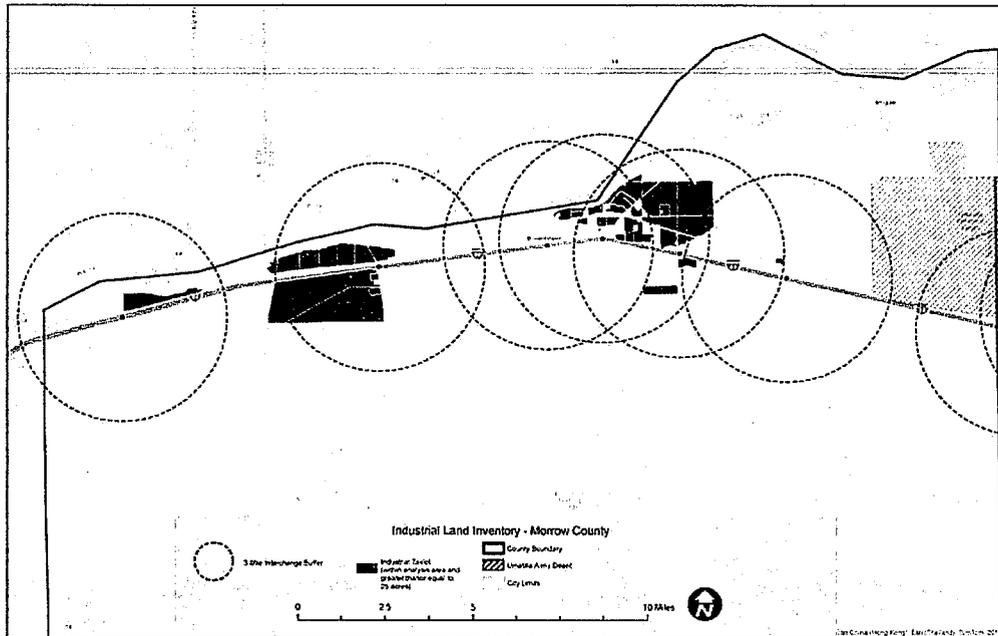
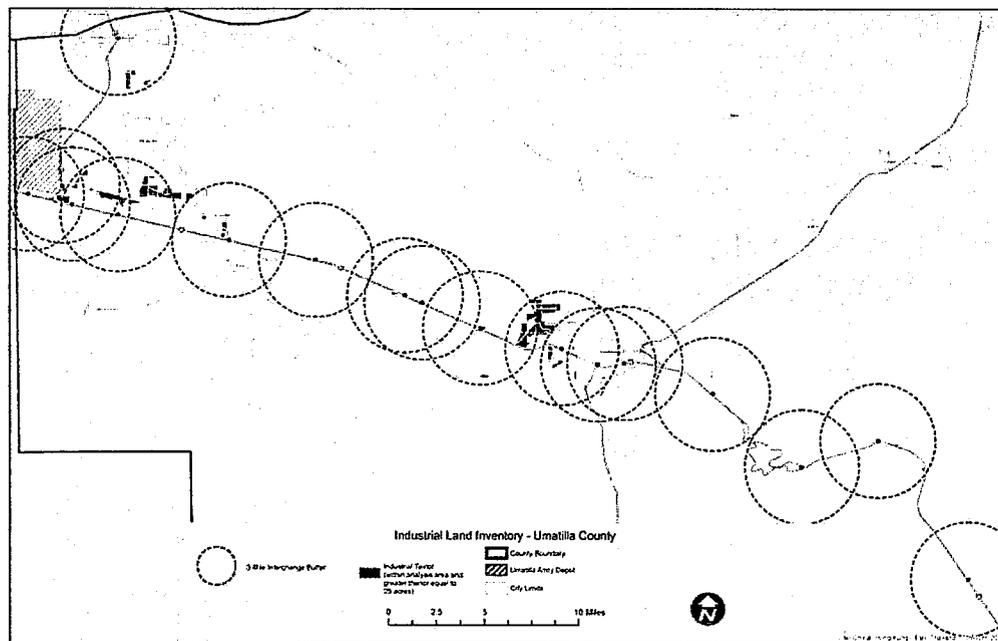


Figure 7 – Umatilla County Industrial Lands near Highway Interchanges



Abundance of Energy

Availability of quality power will improve regional competitiveness over the long-term. This provides an advantage when targeting users requiring large power sources, including data centers as well as durable goods manufacturing. Much of the local power production is exported

outside of the region. However, local electric cooperatives provide some of the most economical power in the country, with average electrical rates in Oregon 23% below national levels.²⁶

V. Overview of Exceptions Process

The Umatilla Army Depot was constructed more than thirty years before Oregon's land use program was established in 1973. Because the Depot site has remained under Federal ownership since that time, it has never been subject to Oregon's land use program and County zoning has never been applied.

The statewide planning goals provide the framework for mandatory comprehensive planning by every city and county in Oregon. Goal 3 (Agricultural Lands) is a key focus of planning at the county level. Goal 3 defines agricultural lands as primarily NRCS Class I-IV soils in western Oregon and includes I-VI soils in eastern Oregon. These soil classes, as well as "other lands suitable for farm use", constitute the lands to be inventoried and preserved for farm use according to Goal 3. The farm tax deferral system is linked with Exclusive Farm Use (EFU) zoning because such zoning substantially limits alternative uses of rural lands.

EFU zones in Oregon are characterized by the following basic land use regulations:

- Limitations on dwellings
- Large minimum parcel sizes (80/160 acres)
- 50 non-farm uses under various standards if compatible with farm uses

Umatilla County developed its comprehensive plan in the late 1970's and early 1980's to comply with the statewide planning goals. Through that process, lands surrounding the Depot were largely zoned EFU based on soil class, established farm uses and availability of water from irrigation districts.

Goal 2 (Land Use Planning) also plays a key role in Oregon's land use planning process and it provides the framework for taking "exceptions" to specific statewide goals, including Goals 3 (Agricultural Lands), 11 (Public Facilities & Services) and 14 (Urbanization).

The intent of the exceptions process is to permit necessary flexibility in the application of the Statewide Planning Goals. As defined in Goal 2:

Exception means a comprehensive plan provision, including an amendment to an acknowledged comprehensive plan, that:

- (a) Is applicable to specific properties or situations and does not establish a planning or zoning policy of general applicability;
- (b) Does not comply with some or all goal requirements applicable to the subject properties or situations; and
- (c) Complies with the standards for an exception.

The procedural and substantive objectives of the exceptions process are to:

- Assure that citizens and governmental units have an opportunity to participate in resolving plan conflicts while the exception is being developed and reviewed; and
- Assure that findings of fact and a statement of reasons supported by substantial evidence justify an exception to a statewide goal.

²⁶ Umatilla Army Depot Site, Regional EOA (June 2013), page 23.

Under Goal 2 and ORS 197.732(1), local government may adopt an exception to a goal if:

- (1) The land subject to the exception is *physically developed* to the extent that it is no longer available for uses allowed by the applicable goal;
- (2) The land subject to the exception is *irrevocably committed* to uses not allowed by the applicable goal because existing adjacent uses and other relevant factors make uses allowed by the applicable goal impracticable; or
- (3) *Reasons* justify why the state policy embodied in the applicable goals should not apply.

As summarized in Sections II and III of this report – the region has been anticipating and planning for closure of the Depot for more than 20 years. Representatives of state agencies, including staff from the Department of Land Conservation and Development, have been active participants in the planning processes for the Depot and have provided guidance on how to most appropriately integrate planned reuse opportunities for the site with Oregon’s planning and zoning framework.

When Morrow and Umatilla Counties were preparing their comprehensive plans to comply with the statewide planning goals, they documented numerous site-specific exceptions to Goal 3 to apply industrial zoning to rural lands that were not categorized as agricultural land (based largely on classification of soils and availability of water for irrigation) and were either physically developed or irrevocably committed to industrial uses. Given the extent and scale of development that has existed on the Depot site since 1941, it is likely that the counties would have taken “developed and committed” exceptions to Goal 3 and would have applied industrial or public facility zoning to the depot site when local comprehensive plans were developed had the site not been under federal ownership. Additionally, the areas proposed for industrial zoning on the Depot are comprised of predominantly Class VII soils and the Depot site does not have access to water from irrigation districts. The Depot site is also located within the boundaries of two Critical Groundwater Areas designated by the Oregon Department of Water Resources. Therefore, the proposed exception areas do not meet the definition of “agricultural lands” under the Statewide Planning Goals and exceptions to Goal 3 are not required.

Now that portions of the Depot are expected to be transferred out of federal ownership and targeted for industrial development, it is timely for Morrow and Umatilla County to take “exceptions” to Goals 11 and 14 and apply industrial zoning to allow urban-scale industrial uses and public facilities and services on rural lands. It is important to emphasize that the exceptions are only required for the portions of the site that will be transferred out of federal jurisdiction and designated for industrial uses. As shown in Table 1 of this report, industrial zoning is proposed for a total of 3,150 acres, which is less than 20 percent of the entire depot site acreage.

Compliance with goal exception criteria is addressed in Section VI (Umatilla County Exceptions) of this report.

VI. Umatilla County Exceptions

Under Oregon Administrative Rules (OAR) 660-004-0015(1), a local government approving an exception must adopt, as part of its comprehensive plan, findings of fact and a statement of reasons that demonstrate that the standards for an exception have been met. This section of the report has been prepared to serve as findings of fact and a statement of reasons to support exceptions to Goals 11 and 14 for the areas identified for Depot Industrial zoning on Figure 1. Should Umatilla County approve this application, the LRA asks that the County reference or incorporate this document into its comprehensive plan as its findings of fact and statement of reasons in support of the application.

A. Overview of Umatilla County Exception Areas

Figures 8 and 9 show the three discrete exception areas identified for industrial development in the Umatilla County portion of the Depot. For all three areas, Umatilla County is taking exceptions to Goals 11 (Public Facilities and Services) and 14 (Urbanization) to allow urban-scale industrial uses and supporting facilities and services.

Goal 3 includes the following definition of agricultural land:

“Agricultural Land in western Oregon is land of predominantly Class I, II, III and IV soils and in eastern Oregon is land of predominantly Class I, II, III, IV, V and VI soils as identified in the Soil Capability Classification System of the United States Soil Conservation Service, and other lands which are suitable for farm use taking into consideration soil fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land use patterns, technological and energy inputs required, or accepted farming practices.”

Exceptions to Goal 3 (Agricultural Lands) are not required for any of the three subareas in Umatilla County. As shown below, soils in all three subareas are predominantly Class VII. The Depot site is not served by an irrigation district and the site is also within the boundaries of two Critical Groundwater Areas (Ordinance Basalt and Ordinance Alluvial) designated by the Oregon Department of Water Resources. New water rights are not permitted in the CGWA's. Further, the site has not been farmed in the more than 70 years of Federal ownership and operation and it has not functioned as part of the “commercial agriculture enterprise” of the area. Therefore, the site does not meet the definition of “agricultural lands” and exceptions to Goal 3 are not required to apply Depot Industrial zoning to Subareas 1, 2 or 3.

Depot Industrial Subarea	Predominant Soil Name, Unit Number, Description	Land Capability Class	
		Dry	Irrigated
Subarea 1	76 B: Quincy loam fine sand, gravelly substratum	7e	Non-irrigated
Subarea 2	14 B: Burbank	7e	Non-irrigated
Subarea 3	74 B: Quincy	7e	Non-irrigated
Soil Survey of Umatilla County Area, 1989, NRCS. The “e” suffix defines erosion prone soils.			

This application includes findings to support “reasons” exceptions to Goals 11 and 14 to allow urban scale industrial uses and supporting public facilities for Subareas 1, 2 and 3. It is noted that both subareas 2 and 3 contain a level of existing industrial development that commits both subareas to industrial uses. However, because the level of that industrial development is not predominantly urban in scale, Goal 14 and 11 exceptions are required to allow urban scale industrial uses and supporting public facilities.

The Goal 14 administrative rule provides for “reasons” exceptions for proposed urban uses on rural lands. The applicable standards are those in OAR 660-014-0040. The standards are addressed below, with findings provided for the three subareas.

B. Exception Requirements for Reasons Exceptions (Goals 11 and 14)

OAR 660-014-0040 governs reasons exceptions. Under this rule, a county may provide facts and reasons to justify an exception to Goal 14 to allow urban uses on undeveloped rural lands. Those reasons may include, but are not limited to, findings that an urban population and urban levels of facilities and services are needed to support an economic activity that is dependent upon an adjacent or nearby natural resource.

Also under this standard, a county must demonstrate that the proposed urban development cannot reasonably be accommodated in or through expansion of existing urban growth boundaries. Further, it must show that the long term economic, social, environmental and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would result from the same proposal being located on other undeveloped rural lands; that the proposed urban uses would be compatible with adjacent uses; and that the uses can likely be timely and efficiently served with appropriate levels of public facilities and services.

The applicable legal standards in OAR 660-014-0040 are addressed below.

660-014-0040(1): *“As used in this rule, ‘undeveloped rural land’ includes all land outside of acknowledged urban growth boundaries except for rural areas committed to urban development. This definition includes all resource and nonresource lands outside of urban growth boundaries. It also includes those lands subject to built and committed exceptions to Goals 3 or 4 but not developed at urban density or committed to urban levels of development.”*

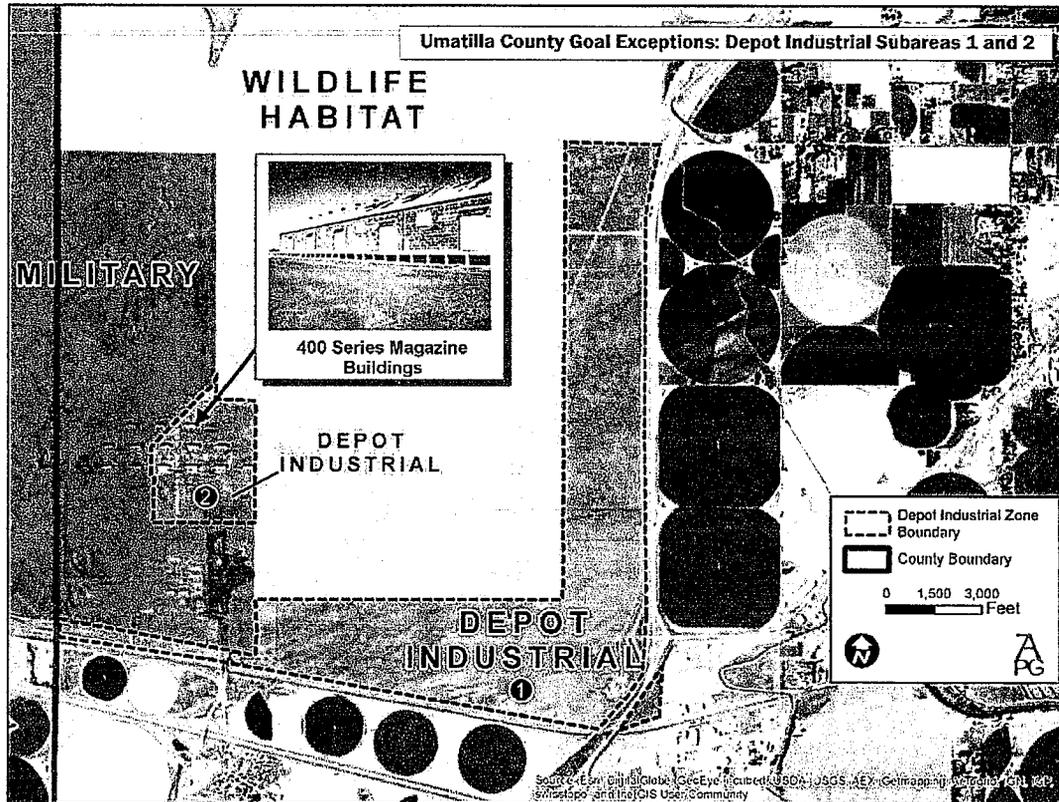
Findings for All Subareas: Subareas 1, 2 and 3 all meet the definition of ‘undeveloped rural land.’ All three subareas are located outside of acknowledged urban growth boundaries. While Subareas 2 and 3 are committed to industrial uses, they are not generally committed to urban levels of development. Subarea 1 is not committed to development.

OAR 660-014-0040(2): *“A county can justify an exception to Goal 14 to allow establishment of new urban development on undeveloped rural land. Reasons that can justify why the policies in Goals 11 and 14 should not apply can include but are not limited to findings that an urban population and urban levels of facilities and services are necessary to support an economic activity that is dependent upon an adjacent or nearby natural resource.”*

Findings for Subarea 1: Subarea 1 encompasses approximately 884 undeveloped acres located in the southeast corner of the Umatilla Army Depot at the junction of I-82 and I-84. As shown on Figure 9, the proposed L-shaped configuration of this exception area will provide immediate access to the interstate system via existing interchanges to I-82 on the east and I-84 on the south.

Subarea 1 is recognized as **the** key opportunity site for industrial development on the Depot site – and it is one of the best sites for distribution/warehouse/logistics uses in the region and the state for the following reasons:

Figure 8 – Umatilla County Goal Exceptions: Depot Industrial Subareas 1 and 2



- Unique location at the confluence of two interstate freeways. There are only seven locations in Oregon where interstate freeways/connecting loop freeways intersect – and six of them are in the Willamette Valley with surrounding lands largely developed.²⁷
- In addition, this site has immediate accessibility to existing interchanges to each freeway.
- The two interstate highways adjoining this area serve a large, multi-regional and multi state area and provide direct freighting opportunities for intensive levels of industrial development. As such, the interstate facilities can support industrial activities far beyond what would commonly be found in a rural area. The highways serving this area serve an area extending from Seattle, Vancouver BC and Spokane to the north to Portland to the west, Boise and Salt Lake City to the east, and northern California to the south.
- Large, level site with more than 800 acres under a single ownership – the largest undeveloped site at the junction of two interstate freeways in Oregon.
- Proximity and accessibility to other transportation modes to support industrial uses and freight movement, including UP rail facilities and the nearby Hinkle yard, and Port shipping facilities on the Columbia River.

²⁷ See Table 2 on page 14.

- Proximity to nearby communities (Hermiston, Umatilla, Boardman, and Irrigon) with available residential land, housing and other services to support industrial jobs at this location.

The reasons justifying future development of urban scale industrial uses and public facilities sized to serve these uses in Subarea 1 are set out in numerous plans prepared for the Depot site, including but not limited to the 1993 Comprehensive Development Plan, the 2010 Redevelopment Plan, and the more recent Development Feasibility Analysis and Land Use Analysis.²⁸ The Goal 14 exception is taken because the size of future industrial buildings could and is expected to exceed the size authorized on rural lands without goal exceptions under established LCDC practice (typically limited to 35-40,000 square feet).

Therefore, the unique “resource” that is available at this location to warrant designating the area for urban-level industrial use is the transportation infrastructure. The site is also located in close proximity to nearby communities with lands designated for housing and supporting uses that could support the development of jobs at this location.

The local communities in Morrow and Umatilla Counties have consistently supported economic development efforts, and have expressed a desire to enhance the area’s portfolio of industrial and employment lands to support job creation. The Umatilla Depot properties have been specifically targeted for evaluation to support that objective. The Regional EOA articulates the following community vision and project objectives for the land use and economic analysis²⁹:

Community Vision – To build a strong and thriving regional economy by establishing and actively maintaining a competitive portfolio of developable employment sites, seeking opportunities to capitalize on the area’s locational advantages and coordinating public investments, policies, and regulations to support regional and State economic development objectives.

Project Objectives

- To create and manage a regional supply of vacant, developable large-lot industrial sites to accommodate stable, family-wage employment opportunities and support regional economic development.
- To organize, coordinate, promote and implement this regional industrial land strategy at a collaborative regional level.
- In 2003, Governor Kulongoski’s Industrial Lands Advisory Committee identified 25 industrial sites “of statewide significance for job creation” in Oregon. A common feature of these sites was their proximity to an interstate freeway or major freeway interchange. Shute Road in Hillsboro was deemed highly desirable for high tech development because of its immediate proximity to US 26. Similarly, sites in Albany and Medford were identified based in large measure on their proximity to I-5, and a site in Baker City was identified based on its location along I-84. Here, Subarea 1 has immediate proximity not to just one interstate highway, but two: I-84 and I-82. It also has convenient access to rail (Union Pacific) and water (Columbia River). Those same features caused the Governor’s Task Force to identify the Hermiston Industrial Park in Hermiston as another of the 25 Oregon sites of statewide significance for job creation. At that time, of course, Subarea 1 was not available for private industrial development. But with its features and more than 800 acres in a single ownership, Subarea 1

²⁸ See discussion in Sections II and III of this report.

²⁹ Regional Economic Opportunities Analysis, prepared by Johnson Reid, June 2013.

may be even more suitable than Hermiston to meet the state's economic development needs. Given these circumstances, exceptions to Goal 14 and Goal 11 to allow urban scale industrial uses and supporting facilities are warranted.

Findings for Subarea 2: Subarea 2 encompasses 129 acres. Figure 8 shows the location of eight brick warehouses (Series 400 Magazine Buildings) within the boundary of Subarea 2. Each warehouse building is 11,227 square feet.³⁰ The 400 series buildings were designed and constructed according to military base structural standards in the early 1940's. These "magazine" buildings were designed to blow outward in the event of munitions explosion. All 400 series buildings have rotating ventilating roof vents. Some of the Series 400 warehouses have been refurbished and are used for storage. Vehicle access to Subarea 2 is available through the secured main gate and entry to the Administration Area that will be transferred to the Oregon National Guard. This entry road connects with I-84 via the existing Army Depot interchange.

The American Red Cross currently uses at least five concrete igloos on the Depot site for storage of emergency supplies. The Red Cross has been coordinating with the LRA and intends to consolidate and expand this use into storage warehouse(s) located in Subarea 2.

The depot is one of only three Red Cross disaster field supply centers on the West Coast (the others are in Reno and Los Angeles). The agency is refining its focus and hoping to boost its stores at the depot to be ready for a major disaster. The Red Cross is working with Oregon Emergency Management and the Federal Emergency Management Agency to make sure enough emergency supplies and trained volunteers are in place should an earthquake and tsunami hit.

That's a possibility underscored by the presence of the Cascadia Subduction Zone, a 750-mile long earthquake fault 50 to 150 miles off the coast. Researchers believe a significant quake and tsunami could kill 5,000 people in Oregon, injure 8,000 and cause \$12 billion damage, including the destruction of 30,000 buildings.³¹

By utilizing existing warehouse(s) in Subarea 2 for storage of emergency supplies, the Red Cross also has opportunities to partner with the Oregon National Guard to load and transport supplies in the event of an emergency or natural disaster.

Umatilla County proposes to include Subarea 2 in a new Depot Industrial Zone. Specific uses allowed in Subarea 2 will be limited to warehouse and distribution uses.

OAR 660-022-0040(11) allows new or expanding industrial uses in unincorporated communities without goal exceptions if they are small scale, low impact uses, defined as uses in a building or buildings not exceeding 40,000 square feet of floor space in rural unincorporated communities. Outside of unincorporated communities, industrial uses in buildings 35,000 square feet or smaller have been considered to be rural in scale.

Therefore, the existing brick warehouses in Subarea 2 are small enough to be considered rural in scale and don't necessarily require exceptions to Goals 11 and 14. However, the warehouse structures were constructed in the 1940's, and when this area is transferred out of federal jurisdiction, the LRA would like to have the flexibility to demolish and replace the warehouses with larger buildings in the future if there is a market demand or if a user such as the Red Cross wants to develop new, larger storage warehouses in this area.

The proposed Depot Industrial Zone limits uses in Subarea 2 to warehouse and distribution uses. However, the zone does not include a maximum size limitation for individual buildings.

³⁰ Facility List Spreadsheet for UMCD (May 8, 2013).

³¹ May 25, 2012 Oregonian article, "Umatilla Chemical Depot Transportation Include Red Cross Supplies."

Umatilla County has been successful in attracting industrial development and jobs to this region in large part because of the positive economic climate and attitudes. This includes being nimble and trying to avoid too many restrictions on industrial development.

The size of warehouse buildings constructed in an earlier era to meet the Army's uses shouldn't be used to restrict future development of modern warehouse and distribution buildings that typically exceed 35,000 square feet. For example, the Fed Ex freight hub recently constructed to the northeast side of the intersection of I-84 and I-82 included construction of a 97,280 square foot building. Umatilla County approved exceptions to Goals 3 and 14 to accommodate the Fed Ex facility on the 32.5 acre site in 2010.

In summary, Subarea 2 has been developed and committed to "industrial" types of uses (warehousing, storage, freight movement, etc.) since initial construction of the Umatilla Army Depot in the early 1940's. While the existing buildings and development are not clearly "rural" or "urban" – Umatilla County is proceeding with reasons exceptions to Goals 11 and 14 for Subarea 2 to provide the opportunity and flexibility for appropriate reuse of this area for development that is consistent with the new Depot Industrial zone. Because Subarea 2 is bounded on three sides by the area that will be transferred to the Oregon National Guard – the Depot Industrial zone only allows warehouse and distribution uses in this exception area. Therefore, the uses that will be allowed in the exception area are "limited" – but exceptions to Goals 11 and 14 are justified to provide the flexibility for future development of warehouse buildings larger than 40,000 square feet.

Findings for Subarea 3: As shown on Figure 9, Subarea 3 includes a total of 265 acres. However, approximately 81 acres of Subarea 3 (Coyote Coulee) will be subject to deed restrictions that limit land disturbance. The soils and topography in the coulee are not suitable for agriculture but the area is valuable for wildlife habitat. It has been included in the proposed exception and Depot Industrial zone boundary because it falls within the area subject to on-going monitoring as a condition of the DEQ permit for the Umatilla Chemical Disposal Facility (UMCDF). Therefore, the LRA – in consultation with the Confederated Tribes – has determined that the 81 acre "restricted area" should be consolidated with the Depot Industrial parcel rather than the designated Wildlife Habitat area, even though it will not be available for industrial development under the deed restriction.

Therefore, the findings for exceptions to Goals 11 and 14 for Subarea 3 focus on the 184 acre area that is developed or committed to development.

Figure 9 shows the location of the UMCDF and supporting roads and development in Subarea 3. Construction of the UMCDF began in 2004 to provide the incineration systems and support facilities for the purpose of disposing of chemical weapons.

Present value estimates of the UMCDF exceed \$700 million, and the potential value to the community in terms of employment and tax revenues is significant.

Structures

The UMCDF list of structures includes the following, some of which exceed 35,000 square feet.³²

- Personnel Support Building
- Munitions Demilitarization Building
- Maintenance Building

³² Section A Redevelopment Plan, Part 2.3 Infrastructure Assessment, July 29, 2010.

- Pollution Abatement System
- Exhaust Filtration System
- Utility Building
- Laboratory
- Container Handling Building
- Offices (10 office complexes with interconnecting manufactured units)
- Water Tanks Switchyard

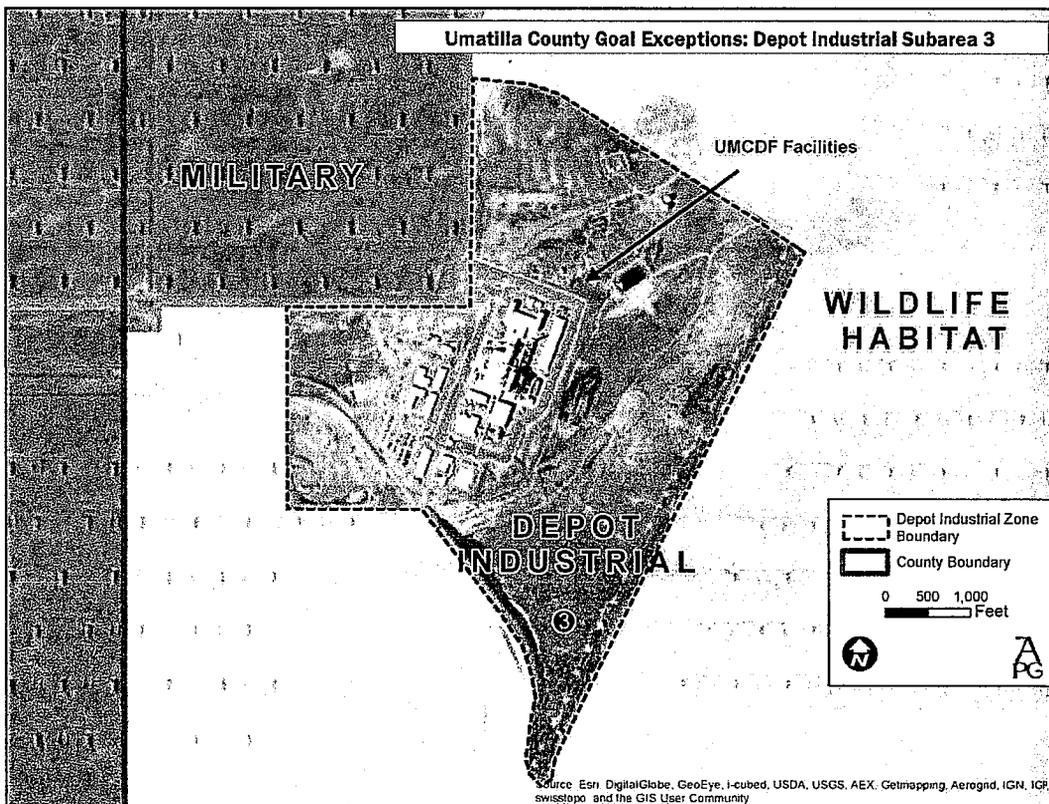
UMCDF Electrical Distribution System

The UMCDF footprint is fed from a Umatilla Electric Cooperative substation that is receiving 12.5 KVA from both their Boardman feed and Umatilla feed to ensure backup power should one of the feeds fail.

Natural Gas

There is a 4 inch natural gas line approaching the UMCDF from the northeast corner of the Depot. Pressures are reduced from 800 psi to required usage pressure. The capacity of the natural gas system could meet the needs of a small town (216 million BTU/hr).

Figure 9 – Umatilla County Goal Exceptions: Depot Industrial Subarea 3



UMCDF Storm Water and Waste Water Systems

The UMCDF footprint contains an independent storm water system with a collection pond that is totally independent of the Umatilla Depot system. The UMCDF footprint also contains an independent waste water system, which is a septic system that is totally independent of the Umatilla Depot system.

Parking Areas & Access

There are five designated parking areas surfaced with gravel. The designated parking areas accommodate parking of approximately 800 vehicles. The +1,000 employees involved with the construction and operation of the UMCDF facilities access the site via an on-site gravel access road that extends west and north from the existing interchange to I-82 through the proposed habitat area to the secured UMCDF area.

Fire Alarm, Security, Telephone and Communications Systems

Each of the main buildings in the UMCDF footprint is connected internally with both smoke and security systems. Critical areas like the document control center also are protected with dry water sprinkler systems. All fire and security equipment is current, updated and maintained on a regular scheduled basis by UMCDF maintenance personnel and subcontractors.

Currently the UMCDF site has approximately 1000 telephone and data lines in use with an upgrade capability of up to 69,000 telephone and data lines. The telephone and data interconnect to the Umatilla and Boardman telephone service centers. There is a communications tower on the UMCDF footprint with a radio antenna and repeater systems.

Clearly, the structures and supporting infrastructure developed for the Umatilla Chemical Disposal Facility starting in 2004 qualify Subarea 3 as a "physically developed" industrial area. The types of land use categories that would be permitted in the new Depot Industrial Zone are listed in Table 1 of the zone. The following use categories are specifically called out as permitted uses for Subarea 3, subject to standard Umatilla County Zoning Ordinance provisions for Design Review and issuance of a zoning permit:

- Industrial Service
- Manufacturing and Production
- Warehousing and Freight Movement
- Wholesale Trade
- Trade or Commercial Schools
- Basic Utilities

In summary, the extent of physical development (structures) and supporting infrastructure constructed for the UMCDF chemical disposal mission has clearly committed 184 acres of Subarea 3 to "industrial" type development. The abutting portion of Coyote Coulee (81 acres) is not developed, but it is included in the exception area boundary because of long-term requirements for monitoring in this area associated with the DEQ air quality permit for the chemical disposal facility. Deed restrictions will limit land disturbance in this 81 acre area.

The UMCDF site and Subarea 3 are the most recently and intensively developed areas on the entire Umatilla Army Depot site. The structures were all constructed within the last ten years and there has been a recent and significant investment in infrastructure, including but not limited to electric power facilities, natural gas and communication facilities. Visible on Figure 9, many of the existing buildings are clearly committed to urban uses and urban level of development rather

than the 35-40,000 square foot building size typically considered "rural" under Goal 14. More than 1,000 employees worked at the UMCDF as the stockpiled chemical weapons were incinerated. This level of employment at a single industrial site is of a scale that would reasonably be considered "urban" in terms of employment densities.

The incinerator building will be demolished as a condition of the DEQ permit following final decontamination, decommissioning, and closure in 2014 or later. Even when this large building is removed, the substantial infrastructure and other improvements constructed to support the UMCDF make Subarea 3 very attractive for urban scale industrial uses, and exceptions to Goals 11 and 14 are justified on the basis of existing development.

Once the Army has completed all the required decommissioning and closure activities at the UMCDF, Subarea 3 is anticipated to be available as a part of the overall "economic development" transfer of Depot property to the LRA and transition to new urban industrial uses. At an Industrial Lands Forum held on March 14, 2013 to support the Regional Economic Opportunities Analysis, participants discussed potential economic development opportunities for the Depot site. The UMCDF site was identified as an area that was uniquely attractive for specific industrial uses, including but not limited to data centers.

As summarized in the Regional EOA, data centers are an emerging economic engine in Oregon bringing significant capital investment to regional communities. Over the next decade, firms and individuals are expected to continue the trend of moving their digital storage away from on-site solutions toward cloud-based systems. This trend is expected to drive an accelerated demand for data center storage. It is predicted that hundreds of data centers will be sited in the coming decade. While the economic contributions of data center development are largely limited to short-term construction jobs, the investment in real capital and equipment is a positive for local tax rolls.

The local region has already exhibited success in the recruitment of data center development, such as the Amazon facilities on Port of Morrow and Port of Umatilla properties.

General site requirements for data centers are summarized in the Regional EOA as follows:

Access to Current and Future Power Sources: Data centers require significant amounts of power, as well as high quality transmission. Any power failures are highly costly. Access to more than one power grid improves marketability. Stability and affordability of future power pricing is also essential.

Natural Risk: Data centers will not locate in areas susceptible to natural disaster. This limits the marketability of some areas in the county, most notably hurricane risk in the Gulf States and Southeastern Seaboard, and tornado risk in the Great Plain States. The primary natural risks in the Morrow/Umatilla County region are drought, range fires and volcanic ash fallout.

Cooling and Climate: Data centers generate heat, and cooling is an essential function of the facility. Data centers are increasingly being attracted to moderate desert climates, where systems are being designed to capture cool nighttime air.

Security: Data centers typically want to be inconspicuous. Further, regulations sometimes require that data is physically stored in the region from which it is collected. Data centers require low levels of visibility, and prefer a buffered site with some isolation.

Umatilla County finds that Subarea 3 is an appropriate and suitable area for future development of data center(s), based on the site requirements outlined in the Regional EOA. While the County is not proposing to limit future industrial development in Subarea 3 to this single use,

there are valid reasons to designate this site to accommodate data centers and other appropriate industrial uses, without restrictions on building size.

OAR 660-014-0040(3)(a): *"To approve an exception under section (2) of this rule, a county must also show:*

(a) That Goal 2, Part II(c)(1) and (c)(2) are met by showing that the proposed urban development cannot be reasonably accommodated in or through expansion of existing urban growth boundaries or by intensification of development in existing rural communities.

Findings for Subareas 1: The Depot site is not contiguous with the UGB's of any nearby cities (Hermiston, Boardman, Irrigon or Umatilla). Additionally, there are no designated rural communities in the vicinity of the Depot site. Further, in a letter sent to the LRA on April 27, 2010 – staff with DLCD stated: *"...It does not appear that any portion of the Depot property is eligible for inclusion in an urban growth boundary at this time."*

The Depot Industrial zoning recommended for Subareas 1 is not based on a specific "need" for urban industrial land within Umatilla County or within the UGB's of nearby cities. Umatilla County has zoned thousands of acres for industrial development and the Port of Umatilla has been successful in leveraging the large industrial lands inventory to attract a diverse array of industrial users to the County.

As shown in the Regional Economic Opportunities Analysis³³ and Figure 7 of this report, Umatilla County has zoned approximately 1,785 acres of unincorporated land for industrial development within 3 miles of interchanges to I-84. The majority of the designated industrial sites encompass parcels 50 acres and larger. Zoning designations include Heavy Industrial (HI) and Light Industrial (LI) zones. In addition to this county inventory, the cities of Umatilla, Hermiston, Stanfield and Pendleton have a combined inventory of 2,389 acres zoned for industrial uses within 3 miles of an interstate interchange.

There are no sites available within or adjacent to the acknowledged UGB's that include +800 undeveloped acres under single ownership or that have immediate access and visibility to two interstate freeways. Subarea 1 is a unique site – with land and location characteristics that are not replicated anywhere in the region or the state.

In planning for future uses of the Depot site, local and regional leaders have attempted to be proactive and plan for and target specific uses that are most appropriate for the Depot site. Subarea 1 has been targeted as the area of the Depot that is uniquely suited to development of warehouses, distribution centers and intermodal facilities.

Many truck and truck-rail intermodal facilities are located in urban areas. Over time, due to growth in freight volumes and growth of surrounding development, these facilities often become capacity constrained, and efficient operations are hampered by congestion and encroachment on freight facilities and corridors. One response to this problem has been to relocate the facilities to sites where capacity can be expanded and the transportation infrastructure is relatively uncongested.

A prime example of relocation out of the central Chicago area is the "brownfield" redevelopment of the abandoned Joliet Arsenal site and surrounding areas into an intermodal hub.³⁴ The Joliet Arsenal site is located near two interstate highways and is served by two major railroads, BNSF and Union Pacific (UP). The lynchpins of this development are the Center Point Properties' intermodal centers at Elwood and Joliet. These facilities are located about 40 miles southwest of

³³ Regional Economic Opportunities Analysis, prepared by Johnson Reid, June 2013.

³⁴ Envision Freight Case Study: The Relocation of Intermodal Facilities, 2007.

downtown Chicago, near the intersection of Interstate highways I-80 and I-55. Synergies resulted in this development from the co-location of multiple freight facilities, such as transportation, warehousing, distribution, cross-docking, and container storage. The co-location of these facilities and proximity to the interstate highways also results in substantial drayage³⁵ savings and more efficient utilization of trucking resources.

On March 14, 2013 – APG and Johnson Reid organized an industrial land forum at the Port of Morrow to discuss the Regional Economic Opportunities Analysis and potential economic development opportunities for the Depot site. A great deal of discussion surrounded the site's potential (particularly the southeast portion of the site) as a regionally-scaled logistics hub. The site's assets and characteristics drew comparisons to Illinois' BNSF Logistics Park outside Chicago described above.

The general site requirements for logistics / distribution centers and traditional warehouse/distribution facilities are summarized in the Regional EOA³⁶ as follows:

Logistics/Distribution

Large distribution centers reflect the principles of internal economies of agglomeration. Larger supportable scales equate to lower marginal operating costs. There are a variety of different logistics configurations, ranging from port-centric to logistics parks. A logistics park specifically is a planned agglomeration of distribution and light manufacturing uses. Transportation costs are typically the predominant factor; therefore, significantly scaled logistics sites require diverse multi-modal transportation linkages. This generally refers to multiple Class 1 rail lines, proximity and access to water or air linkages, as well as interstate highway linkages. The extent to which a site can serve a range of major population centers impacts how marketable it is.

The scale of these facilities necessitates exceedingly large sites, generally over 500 acres is necessary to justify infrastructure investments. Due to their space requirements, logistics oriented firms are highly sensitive to availability and costs of land. Other critical factors include adequate infrastructure, tax incentives, and commitments or presence of anchor tenants. A strong anchor tenant brings expertise, provides synergy to the project, and sends a positive signal to the market.

Traditional Warehouse/Distribution Facilities

The region has clearly demonstrated a capability to attract and support single and multi-tenant distribution facilities, which do not require the scale of a logistics center. These uses are expected to represent a significant portion of future industrial space demand in the region.

As described earlier, the use categories for the Depot Industrial Zone have been tailored to the unique characteristics and opportunities of the three discrete exception areas (Subareas 1, 2 and 3).

As the largest subarea with the best visibility and proximity to the interstate freeways and existing interchanges – the permitted use categories are the broadest for Subarea 1:

³⁵ In the shipping industry and logistics, drayage is the transport of goods over a short distance, often as part of a longer overall move and typically completed in a single work shift.

³⁶ See Regional EOA, page 27.

Table 3. Depot Industrial Zone – Permitted Use Categories in Subarea 1

Industrial Service	Manufacturing and Production
Warehousing and Freight Movement	Wholesale Trade
Trade or Commercial Schools	Waste-Related
Retail and Service Uses (with Limitations)	Basic Utilities

The Depot Industrial Zone also requires that a generalized master plan be prepared for Subarea 1 prior to development to address subarea circulation, infrastructure location and buffering issues on a coordinated basis.

The Depot Zone also includes the provision that... *“A maximum of 5 percent of the total acreage within the Depot Industrial Zone may be allocated to retail and service uses that are appropriate and necessary to serve the needs of the workers employed within the Depot Industrial Zone, with a secondary purpose of serving highway travelers.”* This provision could result in up to 60 acres of retail and service uses and is consistent with and supportive of discussions with DLCD staff regarding the Regional Economic Opportunities Analysis (REOA) and the Transportation Planning Rule (TPR) requirements. DLCD staff reinforced this level of retail when they pointed out that a recent revision to the TPR accepted industrial zoning that allows up to 5% subordinate retail within the zone as being compliant with the TPR (660-012-0060 (11)(a)).. Staff indicated in a letter that, based on this revision ...*“the department would accept an industrial zone allowing up to 5% subordinate retail.”*³⁷

In summary, the scale of urban industrial uses proposed for Subarea 1 cannot reasonably be accommodated in or through expansion of existing UGB's or by intensification of development in designated rural communities because the County is focused on leveraging the unique and substantial transportation infrastructure and site characteristics that exist at this specific location. Again, it is noted that this site is not agricultural land and that, with its conversion from federal land to other ownership, it must be planned designated and zoned as provided for in ORS 197.175. Given subarea 1's history, an industrial zone is the most appropriate zone for this area. This exception is taken to allow such development to occur in buildings that exceed 35,000 square feet in size.

Findings for Subareas 2 and 3: No portion of the Depot site is contiguous with an existing UGB or existing rural community. Further, in a letter sent to the LRA on April 27, 2010 – staff with DLCD stated: *“...It does not appear that any portion of the Depot property is eligible for inclusion in an urban growth boundary at this time.”*

The Depot Industrial zoning recommended for Subareas 2 and 3 is not based on a specific “need” for urban industrial land within Umatilla County or within the UGB's of nearby cities. Umatilla County has zoned thousands of acres for industrial development and the Port of Umatilla has been successful in leveraging the large industrial lands inventory to attract a diverse array of industrial users to the County.

As shown in Figure 7 of this report and the Regional Economic Opportunities Analysis,³⁸ Umatilla County has zoned approximately 1,785 acres of unincorporated land for industrial development within 3 miles of interchanges to I-84. The majority of the designated industrial

³⁷ Email from Tom Hogue, Economic Development Specialist, Department of Land Conservation and Development, June 17, 2013 to Jon Jinings, Jerry Johnson and Mary Dorman.

³⁸ Regional Economic Opportunities Analysis, prepared by Johnson Reid, June 2013.

sites encompass parcels 50 acres and larger. Zoning designations include Heavy Industrial (HI) and Light Industrial (LI) zones. In addition to this county inventory, the cities of Umatilla, Hermiston, Stanfield and Pendleton have a combined inventory of 2,389 acres zoned for industrial uses within 3 miles of an interstate interchange.

In planning for future uses of the Depot site, local and regional leaders have attempted to be proactive and plan for and target specific uses that are most appropriate for the Depot site.

Subarea 2 is bounded on three sides by the area that will be transferred to the Oregon National Guard – the Depot Industrial zone only allows warehouse and distribution uses in this exception area. Therefore, the uses that will be allowed in the exception area are “limited” – but exceptions to Goals 11 and 14 are justified to provide the flexibility for future development of warehouse buildings larger than 40,000 square feet. As noted earlier, the American Red Cross currently uses at least five concrete igloos on the Depot site for storage of emergency supplies. The Red Cross has been coordinating with the LRA and intends to consolidate and expand this use into storage warehouse(s) located in Subarea 2.

Subarea 3 and the UMCDF site has been targeted as an area that is particularly well-suited to data centers or other industrial uses that can leverage the substantial power and other infrastructure that is available. The Depot Industrial zoning proposed for Subarea 3 this site will allow the following categories of industrial uses:

- Industrial Service
- Manufacturing and Production (includes data center and call centers)
- Warehousing and Freight Movement
- Wholesale Trade
- Trade or Commercial Schools
- Waste-Related Uses (conditional use)
- Basic Utilities (including power facilities)

In summary, the uses proposed for Subareas 2 and 3 cannot reasonably be accommodated in or through expansion of existing UGB’s or by intensification of development in designated rural communities because the County is focused on leveraging the substantial infrastructure that exists at this specific location, outside of the UGBs. Subareas 2 and 3 have been developed and committed to “industrial” types of uses since initial construction of the Umatilla Army Depot in the early 1940’s. While the existing buildings and development are not clearly “rural” or “urban” – Umatilla County is proceeding with reasons exceptions to Goals 11 and 14 for both subareas to provide the opportunity and flexibility for appropriate reuse of this area for development that is consistent with the new Depot Industrial zone.

OAR 660-014-0040(3)(b): *“To approve an exception under section (2) of this rule, a county must also show: * * **

“(b) That Goal 2, Part II(c)(3) is met by showing that the long-term environmental, economic, social, and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located on other undeveloped rural lands, considering:

“(A) Whether the amount of land included within the boundaries of the proposed urban development is appropriate; and

“(B) Whether urban development is limited by the air, water, energy and land resources at or available to the proposed site, and whether urban development at the proposed site will adversely affect the air, water, energy and land resources of the surrounding area.”

Findings for Subareas 1, 2 and 3: The UMCDF was developed to meet a specialized military mission – destruction of stockpiled chemical weapons. Construction, operation, and future decommissioning and monitoring are heavily regulated by numerous state and federal agencies, including but not limited to EPA and Oregon DEQ. Industrial development in the Depot Industrial exception area (Subarea 1) would not be limited by or adversely affect air, water, land or energy resources at or near the site. The airshed at the Depot site is not identified as in violation of any air quality regulations. The various missions and activities at the Depot have resulted in releases of contaminants to the environment in portions of the installation. Environmental remediation and investigation have been taking place since the 1980's and the entire facility has been thoroughly examined and environmental issues have been largely resolved.³⁹ Additionally, Subarea 1 has largely served as a “buffer area” for the Depot and has not had the environmental clean-up issues faced in other areas of the site. There is no surface water on the Depot due to the small amount of precipitation and the porous soils. As summarized in Section IV.E of this report, the Depot site is within two of the four critical groundwater areas in the Umatilla River Basin designated by Oregon Water Resource Department in 1976. Umatilla County is not targeting large water users (such as agricultural processing plants) for this exception area. Instead, Subarea 1 will be targeted and marketed to attract and accommodate freight distribution, warehouse and logistics uses that can leverage the unique access to transportation facilities.

On a statewide basis, very close and convenient freeway access has been consistently identified as a primary consideration in determining if sites were of “statewide significance for job creation.” The locational advantages of the Subarea 1 exception area with its virtually immediate access to two interstate freeways is about as good as it gets for major warehousing and distribution companies serving central and eastern Oregon, Washington, Idaho and northern California. Given this, building size should not be an obstacle to the siting of such uses at this location. The amount land in Subarea 1 is appropriate given the location of existing interchanges and parcel depth required to establish developable industrial parcels, provide the infrastructure to support future industrial development and to allow the subarea to be master planned in a comprehensive manner. The amount of land in subareas 2 and 3 is related to and reflects the area already committed to development.

The long-term economic, social, environmental and energy consequences of allowing urban scale development in the Subareas 1, 2 and 3 are all positive. Economically, Subarea 1 is an ideal location for urban scale warehouse and distribution uses. The location of businesses like the FedEx terminal (to the east side of I-82) and the Wal-Mart distribution center (in Hermiston, a short distance east of the area) readily attest to that. Given its locational advantages, this site has statewide significance for job creation. Socially, new industries in the area would improve the local economy and thereby benefit the local population and help to off-set jobs lost with the closure of the Depot. Moreover, the location of these industrial uses in very close proximity to freeway interchanges would mean that the associated truck traffic can avoid residential and commercial areas where it could create conflicts. The proposed Depot Industrial zone will be adjacent to an approximately 5,678 acre Wildlife Habitat area designated to protect the shrub-steppe habitat. While a final decision on what agency/entity will own/manage/maintain the habitat hasn't been made at this time – the LRA, Morrow and Umatilla Counties and the Confederated Tribes have all committed to Depot Plan District designations for the site as

³⁹ Umatilla Chemical Depot Site Assessment Report, May 2, 2006.

Umatilla County Statewide Planning Goal Findings in support of the Exceptions to Goals 11 and 14 for the area identified for Depot Industrial zoning on Figure X.

VII. Compliance with Statewide Planning Goals.

A goal exception is a comprehensive plan amendment.¹ In addition to the relevant exception standards, the statewide planning goals apply to plan amendments. The goals identified below are the only goals applicable to the plan amendments requested in this application. Goals not identified do not apply.

A. Goal 1 (Citizen Involvement).

Goal 1 requires that local governments provide citizens with opportunities to participate in several phases of land use planning, ranging from broad scale public involvement in the development of comprehensive plans and implementing ordinances to more site-specific review of plan and development proposals. Generally, Goal 1 is satisfied when a local government follows the public involvement procedures for plan amendments set out in its acknowledged comprehensive plan and land use regulations.

Umatilla County's regulations for comprehensive plan amendments include notice to the public and to the Department of Land Conservation and Development (DLCD)²; public hearings before the Umatilla County Planning Commission (which makes a recommendation to the County Commission); and public hearings before the Umatilla County Commissioners. Compliance with these regulations results in compliance with Goal 1.

The County has gone beyond the basic citizen involvement efforts required by Goal 1 before initiating the goal exceptions/plan amendments for the Umatilla Army Depot. Umatilla County and Morrow County coordinated to hold a joint public meeting of their respective Planning Commissions on August 12, 2013 to provide an overview of the goal exceptions and recommended land use actions for the Depot. Public notice of this meeting was provided to surrounding property owners, agencies and local jurisdictions in proximity to the Depot.

In addition, an Industrial Lands Forum held on June 22, 2013 and meetings with the Umatilla Army Depot Local Reuse Authority (LRA) on May 14, 2013 and July 11, 2013 provided other opportunities for public input to shape the land use strategies for the Depot. For all of these reasons, Goal 1 is met.

¹ ORS 197.732(8).

² ORS 197.610 requires local governments to provide DLCD with advance notice of proposed comprehensive plan or land use regulation amendments. ORS 197.732(5) requires that each notice of a public hearing on a proposed exception shall specifically note that goal exceptions are being proposed and summarize the issues in an understandable way.

B. Goal 2 (Land Use Planning), Part I.

Goal 2, Part I requires coordination with affected governments and agencies, evaluation of alternatives, and an adequate factual base to support plan amendments. Umatilla County representatives have been active participants in planning for redevelopment of the Depot for more than 20 years. Extensive and detailed technical studies and reports have been prepared to support the redevelopment plan for the Depot, including but not limited to market studies, environmental studies, land use studies and infrastructure studies. Numerous agencies have been actively involved in the planning process over a 10-20 year period, including but not limited to DLCD, the Governor's Office, DEQ, ODOT and Business Oregon. Copies of the draft goal exceptions included in this report were provided to DLCD staff and other state agencies for an early review in advance of the 35-day notice for a post-acknowledgement plan amendment.

A regional economic opportunities analysis was prepared to provide context for the unique economic opportunities and constraints available at the Depot. A variety of technical reports were also available from the Redevelopment Plan completed by the Dana Mission Support Team and provided additional information and evidence in support of the goal exceptions and proposed comprehensive plan and zoning recommendations.³

The goal exceptions, together with the supporting documents and evidence submitted in support of the exceptions, provide an adequate factual base to support the proposal to apply the Industrial comprehensive plan designation and Depot Industrial zoning to the southwest portion of the Depot when lands are transferred out of federal jurisdiction. For these reasons, Goal 2, Part I is met.

C. Goal 2 (Land Use Planning), Part II.

Goal 2, Part II sets out the standards for goal exceptions. For urban uses and urban scale public facilities and services on rural lands, Goal 2 Part II is implemented through OAR 660, Division 4 and OAR 660-014-0040. Goal 2, Part II is satisfied for the reasons set out in the goal exceptions analysis included in Section VI of this application.

D. Goal 3 (Agricultural Lands).

Goal 3 requires counties to preserve and maintain agricultural lands for farm uses. Counties must inventory agricultural lands and protect them by adopting exclusive farm use zones consistent with ORS 215.203.

³ See Final Redevelopment Plan documents at http://umadra.com/f_redevelopment1.html

Exceptions to Goal 3 (Agricultural Lands) are not required for any of the three subareas in Umatilla County. As shown below, soils in all three subareas are predominantly Class VII. The Depot site is not served by an irrigation district and the site is also within the boundaries of two Critical Groundwater Areas (Ordinance Basalt and Ordinance Alluvial) designated by the Oregon Department of Water Resources. New water rights are not permitted in the CGWA's. Further, the site has not been farmed in the more than 70 years of Federal ownership and operation and it has not functioned as part of the "commercial agriculture enterprise" of the area. Therefore, the site does not meet the definition of "agricultural lands" and exceptions to Goal 3 are not required to apply Depot Industrial zoning to Subareas 1, 2 or 3.

Depot Industrial Subarea	Predominant Soil Name, Unit Number, Description	Land Capability Class Dry	Land Capability Class Irrigated
Subarea 1	76 B: Quincy loam fine sand, gravelly substratum	7e	Non-irrigated
Subarea 2	14 B: Burbank	7e	Non-irrigated
Subarea 3	74 B: Quincy	7e	Non-irrigated
<i>Soil Survey of Umatilla County Area, 1989, NRCS. The "e" suffix defines erosion prone soils.</i>			

E. Goal 5 (Open Spaces, Scenic and Historic Areas, and Natural Resources).

Goal 5 requires that local governments adopt programs to protect significant natural resources and conserve significant scenic, historic, and open space resources for present and future generations. The procedures and requirements for complying with Goal 5 are outlined in OAR 660, Division 23.

The following resources are addressed under Goal 5:

• Riparian Corridors	• Wetlands
• Wildlife Habitat	• Federal Wild & Scenic Rivers
• Oregon Scenic Waterways	• Groundwater Resources
• Approved Oregon Recreation Trails	• Natural Areas
• Wilderness Areas	• Mineral & Aggregate Resources
• Energy Sources	• Historic Resources
• Open Space	• Scenic Views & Sites

Umatilla County has an acknowledged comprehensive plan and land use regulations. The proposal to apply the Industrial plan designation and Depot Industrial zoning is defined as a "post-acknowledgement plan amendment"

(PAPA) under the Goal 5 rule. OAR 660-023-0250 outlines the applicability of Goal 5 to PAPAs as follows:

- (1) *The requirements of Goal 5 do not apply to land use decisions made pursuant to acknowledged comprehensive plans and land use regulations.*
- (2) *The requirements of this division are applicable to PAPAs initiated on or after September 1, 1996.*
- (3) *Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:*
 - (a) *The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource to address specific requirements of Goal 5;*
 - (b) *The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or*
 - (c) *The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.*
- (4) *Consideration of a PAPA regarding a specific resource site, or regarding a specific provision of a Goal 5 implementing measure, does not require a local government to revise acknowledged inventories or other implementing measures, for the resource site or for other Goal 5 sites, that are not affected by the PAPA, regardless of whether such inventories or provisions were acknowledged under this rule or under OAR 660, Division 16.*

The proposal to apply an Industrial plan designation and Depot Industrial zoning to the three subareas shown in Figure X does not create or amend the County's Goal 5 resource list, create or amend a land use regulation adopted to protect a significant Goal 5 resource, or amend an acknowledged urban growth boundary. Therefore, the only portion of the Goal 5 rule potentially applicable to this PA/ZC application is OAR 660-023-0250(3)(b), which requires the County to determine whether the PAPA will allow a new use that could be a conflicting use with a particular significant Goal 5 resource on the County's acknowledged resource

list. The uses that will be allowed under the Depot Industrial zoning (warehouses, utilities, processing etc.) are similar to the historical types of uses that occurred in the 400 Series Magazines in Subarea 2 and more recent heavier industrial-type uses that occurred in the UMCDF Facilities in Subarea 3.

As described in Section III of this goal exception report, portions of the Umatilla Army Depot lands in Umatilla County contain some of the largest remaining bitterbrush shrub-steppe habitats in the Columbia Basin. As such, the Depot provides valuable habitat for native plant and animal species.

Planning for the Depot has consistently emphasized three overarching goals for future use of the site:

- Military Reuse (accommodating the needs and plans of the Oregon National Guard)
- Environmental Preservation (with a special emphasis on the shrub-steppe habitat)
- Economic Development (job creation)

Figure 1 illustrates how these goals will be achieved with adoption of a Depot Plan District and zoning as part of the Morrow and Umatilla County Comprehensive Plans.

As shown in Figure 1, a total of 5,678 acres are set aside for wildlife habitat. While ownership, management and zoning of the Habitat area is not yet confirmed – a significant area of shrub-steppe habitat will be protected, consistent with the objectives of Goal 5.

Additionally, Umatilla County will limit uses in the 81 acre area of Subarea 3 shown with cross-hatch in Figure 1. Land disturbance activities will be limited because of on-going environmental monitoring requirements associated with the UMCDF facility and to provide additional protection of shrub-steppe habitat.

The Depot site is within two critical groundwater areas (Ordnance Basalt and Gravel) designated by the Oregon Water Resource Department (OWRD) in 1976. The critical groundwater areas have been closed to further groundwater appropriation and, in some subareas, existing water uses have been curtailed. However, the critical groundwater areas are regulated by OWRD and are not regulated under Goal 5. None of the other resources addressed under Goal 5 have been identified in the area proposed for Depot Industrial zoning.

Therefore, applying the Industrial plan designation and Depot Industrial zoning to the area shown in Figure 1 is consistent with Goal 5.

F. Goal 6 (Air, Water and Land Resources Quality).

Goal 6 addresses the quality of air, water and land resources. In the context of comprehensive plan amendments, a local government complies with Goal 6 by explaining why it is reasonable to expect that the proposed uses authorized by the plan amendment will be able to satisfy applicable federal and state environmental standards, including air and water quality standards.

The proposed plan amendments do not seek approval of a specific development. Rather, applying Umatilla County's new Depot Industrial zone to three subareas in the eastern portion of the Depot will accommodate a broad range of industrial uses, including but not limited to manufacturing, warehousing, processing, packaging, compounding, assembly, storage and distribution of products.

New development will require a Zoning Permit, and conditions on development would include requirements to obtain permits to assure compliance with relevant air and water quality standards. This could include air quality or water discharge permits from DEQ for certain industrial processes. Where new areas are paved, water cannot penetrate the soils. This can increase erosion, increase the movement of fine sediments, and increase pollutant loads in watercourses. The use of construction techniques that include temporary and permanent Best Management Practices for erosion and sediment control and spill control and prevention also can achieve compliance with clean water standards.

The uses authorized by the requested plan amendments should not create noise that differs from the types of industrially-related noise associated with the long history of Army activity in the area. The location of these uses in close proximity to the rail corridor and I-84 and I-82 will reduce overall noise impacts because highway and railroad generated noise muffles and obscures other noises located nearby. The Industrial zoning to the east of I-82 and EFU zoning to the north, south and east of the proposed Depot Industrial zoning and very low density of dwellings in the vicinity means any new noise impacts associated with new Industrial development would be negligible.

Therefore, it is reasonable to expect that future industrial development at this location could satisfy state and federal environmental standards for maintaining and improving the quality of air, water and land resources as required by Goal 6.

G. Goal 9 (Economic Development).

Goal 9 requires local governments to adopt comprehensive plans and policies that "contribute to a stable and healthy economy in all regions of the state." Umatilla County's comprehensive plan has been acknowledged to comply with Goal 9. A key objective of the Umatilla County Comprehensive Plan is to accommodate industry without encroaching on residential or agricultural development. Additionally, industry is to be protected from encroachment by incompatible uses.

Umatilla County has designated land for industrial uses based on the needs of industry for (a) access to highway, rail, and water transportation; (b) access to electric power and natural gas; (c) extensive, level building sites; and (d) room for expansion.

Technically, the administrative rule that implements Goal 9 applies only to lands inside UGBs.⁴ Planning for industrial and commercial uses outside of UGBs is not required or restricted by LCDC's rule implementing Goal 9. However, Umatilla and Morrow Counties went beyond the requirements of the Goal 9 administrative rule and cooperated to prepare a Regional Economic Opportunities Analysis (Regional EOA) to support the land use planning strategy for the Depot.⁵

Key economic development assets of the region are highlighted in the Regional EOA and include:

- Transportation linkages
- Substantial inventory of industrial sites to accommodate a range and intensity of uses
- Abundant energy supplies
- Well-organized and supportive economic development climate

This application will supplement the County's inventory of industrial lands in a location that has a long history of "industrial scale" uses. This is consistent with the objective of Goal 9 to "contribute to a stable and healthy economy in all regions of the state."

H. Goal 11 (Public Facilities and Services).

Goal 11 requires local governments to plan and develop a timely, orderly and efficient arrangement of public facilities and services. The goal provides that urban and rural development "be guided and supported by types and levels of services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Counties are not required to prepare Public Facilities Plans under Goal 11. Outside of the UGB's, the level of service provided to the proposed Port Industrial area may exceed the level considered to be appropriate for and needed to serve the rural area. Accordingly, the plan amendments to allow industrial development on rural lands included in this application require and have taken Goal 11 exceptions.

⁴ See OAR 660-009-0010(1).

⁵ Johnson Reid LLC, Regional Economic Opportunities Analysis for Morrow and Umatilla Counties (July 2013)

I. Goal 12 (Transportation).

Goal 12 requires local governments to "provide and encourage a safe, convenient and economic transportation system." Goal 12 is implemented through the Transportation Planning Rule, OAR 660, Division 12. That rule encourages a multi-modal transportation system. The proposed amendments support such a system by permitting and facilitating rail related uses on the spur lines that extend into the Port Industrial area.

OAR 660-012-0060 provides that where a plan amendment would significantly affect an existing or planned transportation facility, measures must be taken to assure that the allowed land uses are consistent with the identified function, capacity and performance standards of the facility. Because the historical levels of activity at the 17,000-acre Umatilla Army Depot have ceased and because the existing I-84 and I-82 Interchanges (Exit XXX) currently experience very light traffic, operates well below its capacity and performance standards, no significant effect is anticipated.

Prior to closure of the UMCDF facility in 2012, more than 1,500 employees used the Westland Interchange to I-82 to conduct the daily work associated with the incineration of the chemical weapons stockpile. This level of activity and access was accommodated effectively by the existing Westland Interchange.

Additionally, the Umatilla Army Depot Reuse Authority is currently developing coordinated interchange area management plans (IAMPs) for the three existing interchanges that will influence future development on the Depot site (Patterson Ferry / I-84, Army Depot / I-84 and Westland / I-82). This transportation planning work is being done within the context of a broader Subarea Transportation Plan. The Subarea Transportation Plan will identify connections between the interchanges, lay out the local circulation system that will support future activity on the Depot site, and identify phased implementation steps to achieve the overall transportation system and mitigate any potential transportation impacts from future development.

Developing the three IAMPs in a comprehensive manner will give Umatilla and Morrow counties the ability to coordinate the adoption of the IAMPs into their respective Transportation System Plans (TSPs). The IAMP process is expected to be completed in 2014 and applying the Industrial plan designation and Depot Industrial zoning to the three subareas is consistent with Goal 12 and the TPR.

J. Goal 13 (Energy Conservation).

Goal 13 directs cities and counties to manage and control land uses to maximize the conservation of all forms of energy, based on sound economic principles. The proposed amendments will help conserve energy by consolidating industrial

lands in proximity to existing railroad and interstate highway facilities and providing opportunities for jobs in proximity to housing located in nearby UGBs

K. Goal 14 (Urbanization).

As relevant to this application, Goal 14 prohibits urban uses on rural lands. To locate urban uses on rural lands, local governments either must expand their UGBs to include the subject property or take a Goal 14 exception setting forth reasons why urban development should be allowed on rural land and explaining why the urban use cannot reasonably be located inside the UGB. This application includes an exception to Goal 14 to allow urban scale industrial development on rural lands. The justification for that exception is set out in Section VI of this application.

Proposed Comprehensive Plan Policies – Umatilla County

Umatilla Army Depot Plan District

Findings

1. The Umatilla Army Depot (Depot) is a unique facility and land use in the State of Oregon. Established more than seventy years ago by the U.S. Army, the Depot site encompasses approximately 17,000 acres spanning Morrow and Umatilla Counties. Due to its federal ownership, the Depot had never been zoned by Morrow and Umatilla Counties.
2. Umatilla County has been an active partner in the years of planning to transition the Depot away from military operations toward a more comprehensive use of the property. Planning for the Depot has consistently emphasized three overarching goals for future use of the site:
 - Military Reuse (accommodating the needs and plans of the Oregon National Guard)
 - Environmental Preservation (with a special emphasis on the shrub-steppe habitat)
 - Economic Development (job creation)
3. In 2013, the Umatilla Army Depot Local Reuse Authority (LRA) endorsed an economic development and land use strategy for the Depot. Figure 1 illustrates the consolidated redevelopment plan for the Depot (including land in both Morrow and Umatilla Counties).
4. To implement the economic development goals for the Depot, Umatilla County is proceeding with Statewide Planning Goal Exceptions to Goals 11 (Public Facilities & Services) and 14 (Urbanization) to adopt and apply a new Depot Industrial plan designation and zone to approximately 1,278 acres within Umatilla County as land is transferred out of federal jurisdiction.
5. About 81 acres of the designated Depot Industrial zoning for Subarea 3 will be subject to a deed restriction and land disturbance activities will be prohibited in the area shown with cross-hatch on Figure 1. This area will not be available for industrial development because of on-going environmental monitoring requirements and habitat values.

Policies

1. As land within the Depot is transferred out of federal ownership, Umatilla County will apply the new Depot Industrial comprehensive plan designation and zone to the three subareas shown in Figure 1. Permitted and conditional uses are tailored to the characteristics of each subarea.
2. By taking Goal 11 and 14 exceptions, urban-scale industrial uses and public facilities and services will be allowed in the areas zoned Depot Industrial and building size will not be restricted.
3. Subarea 1 is intended to accommodate a range of distribution/commerce uses that can maximize the economic development potential of a more than 800 acre site located at the junction of two interstate freeways. Because of the unique industrial development opportunities associated with Subarea 1, Umatilla County is committed to exploring funding options to prepare a master plan for this subarea to address internal roadways, transitions to the Military and Wildlife Habitat uses, coordination of infrastructure, and identification of potential support retail/service areas. Retail and service uses shall be

limited to a maximum of 5 percent of the acres zoned Depot Industrial (excluding the h81 acre restricted area of Subarea 3).

4. At this time, Umatilla County is not applying zoning to the area designated for Military use in Figure 1. The County expects that the Oregon National Guard will coordinate with the County as they develop a facility plan for the site, consistent with state agency coordination requirements in ORS 197.180.
5. Umatilla County may develop and apply a new Conservation Reserve zone to the area designated for Wildlife Habitat in Figure 1 if that land is transferred out of federal ownership.
6. Umatilla County will participate in the Transportation System Subarea Plan/Combined Interchange Area Management Plan (IAMP) for the three existing interchanges that have the potential to be influenced by the redevelopment plan and land use changes shown in Figure 1. This will assure a coordinated and comprehensive approach to identifying the timing/phasing of land development and associated transportation improvements (local circulation and interchange improvements). Transportation system recommendations from this planning effort will be incorporated into Umatilla County's Transportation System Plan.

DI, DEPOT INDUSTRIAL ZONE

Sub-Sections:

152.235	Purpose
152.236	Applicability and subarea descriptions
152.237	Uses permitted
152.238	Conditional uses permitted; general criteria
152.239	Limitations on use
152.240	Master plan and design review
152.241	Dimensional standards

§ 152.235 PURPOSE.

The DI Depot Industrial Zone is intended to recognize the regional and statewide significance of the former Umatilla Army Depot (Depot) and to apply appropriate zoning to accommodate planned uses as lands are transferred out of federal ownership.

Leaders of the region (Morrow County, Umatilla County, Morrow and Umatilla Port Districts and Confederated Tribes of the Umatilla Indian Reservation) have been planning for future use of the Depot since the early 1990's. Three overarching goals have guided the planning process for the Depot and are reflected on the consolidated Redevelopment Plan approved by the Umatilla Army Depot Reuse Authority for Morrow and Umatilla Counties.

(A) Military Reuse – accommodating the needs and plans of the Oregon National Guard;

(B) Wildlife Habitat – with a special emphasis on the shrub-steppe habitat; and

(C) Economic Development – job creation and tax base.

The DI Zone will be applied to the portions of the Depot under Umatilla County jurisdiction that are identified for industrial development in the Redevelopment Plan and acknowledged for exceptions to Statewide Planning Goals 11 (Public Facilities & Services) and 14 (Urbanization).

§ 152.236 APPLICABILITY & SUBAREA DESCRIPTIONS.

As shown in Figure 1, the DI Zone applies to three distinct subareas within Umatilla County that are identified for industrial development in the approved Redevelopment Plan. Permitted and conditional uses are tailored to the characteristics of each area.

(A) *Subarea 1.* Subarea 1 is intended to accommodate a range of distribution/commerce uses that can maximize the economic development potential of a large, unique site located at the junction of two interstate freeways. With immediate accessibility to interchanges to I-84 on the south and I-82 on the east, Subarea 1 is intended primarily for land-intensive freight related uses that can take advantage of easy truck access on and off the interstate system and avoid traffic congestion and other community impacts within urban areas.

(B) *Subarea 2.* Subarea 2 is intended to accommodate general storage, warehouse and distribution uses that can largely utilize existing buildings and facilities in this subarea. Access to Subarea 2 is only available through the security gate to the Military area. Therefore, the range of

permitted and conditional industrial uses for Subarea 2 is more limited.

(C) *Subarea 3.* Subarea 3 is intended to accommodate a range of general industrial uses that can leverage the substantial and recent investment in buildings, infrastructure and other site improvements constructed to support the Umatilla Chemical Disposal Facility mission. Following closure and decommissioning, the incinerator building will be removed as a condition of state and federal permits. However, existing investments and infrastructure in this area can be a significant economic development asset for Umatilla County.

§ 152.237 USES PERMITTED.

(A) *Uses permitted outright.* In the DI Zone, the following uses and their accessory uses are permitted without a zoning permit:

(1) Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.

(2) Installation of culverts, pathways, medians, fencing, guardrails, lighting, and similar types of improvements within the existing right-of-way.

(3) Projects specifically identified in the Transportation System Plan as not requiring further land use regulation.

(4) Landscaping as part of a transportation facility.

(5) Emergency measures necessary for the safety and protection of property.

(6) Acquisition of right-of-way for public roads, highways, and other

transportation improvements designated in the Transportation System Plan.

(7) Construction of a street or road as part of an approved subdivision or land partition approved consistent with the applicable land division ordinance.

(8) Temporary Mobile Food Vendor as defined in § 152.003.

(B) *Industrial uses permitted with a zoning permit.* In the DI Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit pursuant to § 152.025 and subject to the requirements of § 152.239 through § 152.241 of this chapter. Some permitted uses in the DI Zone are only allowed in specific subareas [identified in brackets following each use].

(1) Blacksmith or machine shop [Subareas 1, 2 & 3]

(2) Bottling work [Subareas 1 & 3]

(3) Cold storage warehouse [Subareas 1, 2 & 3]

(4) Concrete block or pipe manufacturing [Subareas 1 & 3]

(5) Contractor's equipment storage yard [Subareas 1, 2 & 3]

(6) Custom meat cutting and cold storage locker [Subareas 1 & 3]

(7) Data center [Subareas 2 & 3]

(8) Food products manufacturing, excluding meat, fish, salt, sauerkraut, sugar, vinegar and yeast products [Subareas 1 & 3]

(9) Grain elevator or flour mill and grain storage [Subarea 1]

(10) Greenhouse or nursery [Subareas 1 & 2]

(11) Hauling, freighting and trucking yard or terminal [Subareas 1, 2 & 3]

(12) Ice or cold storage plant [Subareas 1 & 2]

(13) Major manufacturing, repairing, compounding, fabricating, assembling, processing, or storage industries having any one of the following characteristics: (a) peak employment >200; (b) utilizing >20 acres; (c) requiring total energy input which exceeds 6,816,000 BTU for all energy sources combined [Subareas 1 & 3]

(14) Manufacturing, compounding, assembling or treatment of products made from the following prepared materials: bond, cellophane, canvas, cloth, cork, feathers, felt, fiber, fur, glass, hair, horn, leather, paint (no boiling), paper, plastics, precious or semi-precious metals or stone, shell, textiles, tobacco, wood, and yarns, but not including rendering plant [Subareas 1, 2 & 3]

(15) Planing mill or sawmill [Subarea 3]

(16) Plumbing or sheet metal shop [Subareas 1, 2 & 3]

(17) Signs – Types 3, 5, 6, 7, 8, 9, 11 [Subareas 1, 2 & 3]

(18) Welding shop [Subareas 1, 2 & 3]

(19) Wholesale business, storage building or warehouse [Subareas 1, 2 & 3]

(20) Other uses similar to the list above which shall not have more detrimental effect upon the adjoining areas than the uses specifically listed; subject to approval of the Planning Director through the administrative review process set forth in § 152.769.

(C) *Retail and service commercial uses permitted with a zoning permit.* In the DI Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit pursuant to § 152.025 and subject to the requirements of § 152.239 through § 152.241 of this chapter. Retail and service commercial uses are only permitted in Subarea 1.

(1) Automobile service station

(2) Commercial amusement establishment

(3) Day care/nursery

(4) Eating or drinking establishment

(5) Financial institution

(6) Food store

(7) Gift shop

(8) Information center

(9) Motel, hotel

(10) Office building

(11) Retail or service commercial

(12) Other uses similar to the list above which shall not have more detrimental effect upon the adjoining areas than the uses specifically listed; subject to approval of the Planning Director through the administrative review process set forth in § 152.769.

§ 152.238 CONDITIONAL USES PERMITTED.

(A) In the DI Zone, the following uses and their accessory uses are permitted conditionally, subject to the requirements and general criteria of § 152.610 through 152.616, 152.238, 152.239 and 152.241 and upon issuance of a zoning permit. Some conditional uses in the DI Zone are only allowed in specific subareas [identified in brackets following each use].

(1) Automobile wrecking yard as provided in § 152.616(E) [Subarea 3]

(2) Commercial gravel pit as provided in § 152.616(Q) [Subarea 3]

(3) Concrete or asphalt manufacturing plant as provided in § 152.616(U) [Subarea 3]

(4) Utility facility and power generation plant as provided in § 152.616(CCC) [Subareas 1 & 3];

(5) Uses involving the handling or storage of hazardous chemicals or flammable liquids such as fireworks, blasting agents, explosives, corrosive liquids, flammable solids, high toxic materials, oxidizing materials, poisonous gases, radioactive materials, unstable chemicals, ammonium nitrate and liquefied petroleum gases as provided in § 152.616(FF) and (GG) [Subareas 1, 2 & 3]

(6) Other uses similar to the list above which shall not have more detrimental effect upon the adjoining areas than the uses specifically listed; subject to approval of the Planning Director through the administrative review process set forth in § 152.769.

§ 152.239 LIMITATIONS ON USE.

(A) *Retail Sales & Service Uses in the DI Zone.* Retail sales and service uses permitted in the DI Zone are subject to the following limitations:

(1) A maximum of 5 percent of the developable acreage within the Depot Industrial Zone (excluding the restricted area of Subarea 3) may be allocated to retail and service uses.

(2) Retail and service uses may only be located in Subarea 1.

(B) *Use Limitations in Portion of Subarea 3.* Retail sales and service uses permitted in the DI Zone are subject to the following limitations:

(1) A portion of Subarea 3 (Coyote Coulee) will not be available for industrial development because on on-going environmental monitoring requirements and habitat values.

(2) The limited use area is shown with cross-hatch on Figure 1.

(C) *General Limitations on all Uses.*

(1) A use is prohibited and shall be in violation of this chapter if it violates an environmental quality statutes or regulation of the state or federal government.

(2) Materials shall be stored and grounds shall be maintained in such a manner which will not attract or aid in the propagation of insects or rodents or otherwise create a health hazard.

(3) Points of access from a public street or county road to properties in the Depot Industrial Zone shall be located so as

to minimize traffic congestion and shall comply with the county Transportation System Plan and obtain necessary Road Access Permits.

§ 152.240 MASTER PLAN AND DESIGN REVIEW.

(A) *Master Plan Required for Subarea*

I. A master plan is required prior to issuance of a zoning permit for development in Subarea 1 because of the unique size and location characteristics of the subarea and the potential range of uses.

(1) The master plan shall be processed in accordance with the administrative review procedures set forth in § 152.769.

(2) The master plan shall include the following:

(a) Conceptual layout of internal roadways and connections to the interstate system;

(b) Identification of area(s) and associated acres for location of potential retail sales and service uses;

(c) General information on potential infrastructure (water, sewer, power) that may be needed to serve targeted industrial and commercial uses;

(d) General information on potential transitions (such as setbacks, screening, buffering) between industrial and commercial uses areas and edges of Subarea 1 that border the Military or Wildlife Habitat designations on Figure 1.

(3) Administrative review of the master plan shall be based on the following considerations and objectives:

(a) Maximize the economic development potential of this unique site to provide jobs and expand the tax base to benefit the local communities and the larger region;

(b) Establish a general framework for coordinated development and minimize piecemeal development without prescribing specific uses or the layout of individual lots;

(c) Explore opportunities for coordination of infrastructure to serve the larger Subarea, rather than relying totally on on-site systems; and

(d) Determine if additional standards (such as screening and buffering, etc.) are appropriate and should be applied through subsequent design review/zoning permits for permitted and conditional uses. The master plan can modify the general dimensional standards in § 152.241 for Subarea 1 of the DI Zone.

(B) *Design Review for Permitted Uses in all Subareas in the DI Zone.*

(A) An application for a zoning permit for a use permitted in § 152.237 of this chapter shall be accompanied by a site plan and, if applicable, a design review application.

(B) A Design Review application may not be required if the following circumstances exist:

(1) The existing structure and business previously received a design review approval from the County Planning

Department; and,

(2) No new construction is being requested on the subject property; and,

(3) A similar business will be operated on the subject property.

(C) The Planning Director or an authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions and location of buildings on the property both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or an authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

(D) *Design Review Standards.*

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in § 152.011.

§ 152.241 DIMENSIONAL STANDARDS.

In the Depot Industrial Zone, the following dimensional standards shall apply, unless other dimensional standards are approved through the Master Plan process.

(A) *Lot size.* The minimum lot size shall be one acre unless written proof from the Department of Environmental Quality is provided that shows an approvable subsurface disposal system can be located on less than one acre;

(B) *Minimum lot width.* The minimum average lot width shall be 100 feet with a minimum of 25 feet fronting on a dedicated county or public road or state highway;

(C) *Setback requirements.* The minimum setback requirements shall be as follows:

(1) Front yard: 20 feet, except if the front yard area is used for off-street loading or parking requirements, then the front yard shall be a minimum of 40 feet;

(2) Side yard: 20 feet;

(3) Rear yard: 20 feet.

DR, DEPOT REFUGE ZONE

Sub-Sections:

152.537	Purpose
152.538	Uses permitted with a zoning permit
152.539	Conditional uses permitted
152.540	Dimensional standards

§ 152.537 PURPOSE.

The purpose of the Depot Refuge Zone is to provide a dedicated zoning classification to preserve the natural shrub-steppe desert landscape and contribute to the preservation of wildlife and wildlife habitat. It is also designed to retain a natural landscape and open space resource of regional significance, and to provide for low impact recreation, natural and historic heritage interpretation, and environmental education opportunities. Uses are limited to those that will provide for the protection, restoration and management of wildlife and wildlife habitat resources within the zone.

§ 152.538 USES PERMITTED WITH A ZONING PERMIT

In a DR Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit, pursuant to section 152.007, 152.025 and supplementary regulations in 152.010 through 152.016 and 152.545 through 152.562.

(A) Ecotype Preserve/ Wildlife Refuge/Open Space Preserve and associated accessory uses including but not limited to wildlife observation facilities, plant propagation facilities for on-site restoration,

natural heritage interpretive displays, and public restrooms.

(B) Interpretive/visitor center not to exceed 15,000 square feet (larger facilities require conditional use approval). Said uses can include facilities such as natural and historic heritage displays, exhibit areas, gallery, small theater, administrative offices, classrooms, dining areas/café, planetarium, subsidiary gift/book shop, public conveniences, and associated parking.

(C) Low impact recreation facilities including but not limited to non-motorized uses such as hiking trails, bicycling paths, equestrian trails, and picnic facilities.

(D) Observatory.

(E) Utility facilities and roads including the construction and maintenance of electric and telephone transmission lines, gas and water distribution lines, sewage collection lines, road development and maintenance, construction and maintenance of railroad lines, and related facilities, but excluding commercial facilities for the purpose of generating power for public use.

(F) Commercial storage in existing structures with existing access. Use shall be limited to igloos that have direct access to a roadway.

§ 152.539 CONDITIONAL USES PERMITTED.

In the DR Zone, the following uses may be permitted conditionally via administrative review (152.769), subject to the requirements of this Section, the applicable criteria in 152.061, 152.610 through 152.616 and 152.545 through 152.562. and findings that the proposed use: complies with the

Comprehensive Plan, Zoning Ordinance, and other relevant County policies; will serve a useful purpose to the area and to the purpose of the DR Zone as stated herein; and will be designed and built so as to reduce potential negative impacts to both neighboring parcels and the primary purpose of the DR Zone. All conditional use applications associated with an established DR Zone shall submit as part of the application a general land-use plan schematic for the Refuge/Preserve indicating the longer range management and facilities vision for the Zone, and a more detailed site plan for the specific conditional use request sufficient to evaluate design and land-use considerations associated with the permit request. A zoning permit will be issued following final approval of a conditional use

(A) Interpretive/visitor center with accessory uses, not including parking, in excess of 15,000 square feet.

(B) Commercial operations conducted for the mining and processing of geothermal resources, aggregate and other mineral resources or other subsurface resources.

(C) Short term stay (14 days or less) commercial campground with associated support facilities.

(D) Farm use, as defined in ORS 215.203, excluding livestock feedlots and sale yards, hog and poultry farms.

(E) The propagation or harvesting of a forest product.

(F) Commercial solar power generation for sale for public use.

(G) Private cemetery or burial site.

§ 152.540 DIMENSIONAL STANDARDS.

In a DR Zone, the following dimensional standards shall apply;

(A) *Minimum Parcel.* The minimum lot size shall be one acre unless written proof, from the Department of Environmental Quality is provided which shows that an approvable subsurface disposal system can be permitted, or the minimum lot size shall be the minimum necessary to carry out the intent and purpose of the proposed use and is also consistent with the purpose and intent of the DR Zone.

(B) *Setback.* No building shall be located closer than 20 ft. from a property line, street or road.

DT, DEPOT TRANSITION ZONE

Sub-Sections:

152.563	Purpose
152.564	Uses permitted with a zoning permit
152.565	Conditional uses permitted
152.565	Dimensional standards

§ 152.563 PURPOSE.

The purpose of the Depot Transition Zone is to recognize the area in the Umatilla County portion of the Army Depot that will be utilized by the National Guard Bureau (NGB), Oregon National Guard (ONG) and the Oregon Military Department (OMD). Umatilla County is applying this zone to be available at the point in time that these agencies depart this property and it becomes available for reuse.

§ 152.564 USES PERMITTED WITH A ZONING PERMIT.

In the DT Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit, pursuant to Section 152.007, 152.025 and supplementary regulations in 152.010 through 152.016 and 152.545 through 152.562.

(A) Building and structures that are existing and used for warehousing and related uses.

(B) Rail oriented warehousing and railroad related industries.

(C) Support facilities for on-site staff.

(D) Offices for administrative and transportation activities.

(E) Vehicle and railroad repair facilities.

(F) Refueling and transportation service centers.

(G) Container storage and trans-shipment facilities.

(H) Farming (EFU).

(I) Wildlife Reserve/Agriculture Wildlife.

(J) Police/Fire training.

§ 152.565 CONDITIONAL USES PERMITTED.

In the DT Zone, uses allowed in the Depot Industrial Zone may be permitted conditionally via administrative review as provided by 152.769, subject to the requirements of this Section, the applicable criteria in 152.061, 152.610 through 152.616 and 152.545 through 152.562 and findings that the proposed use: complies with the Comprehensive Plan, Zoning Ordinance, and other relevant County policies; will serve a useful purpose to the area and to the purpose of the DT Zone as stated herein; and will be designed and built so as to reduce potential negative impacts to both neighboring parcels and the primary purpose of the DT Zone. All conditional use applications associated with an established DT Zone shall submit as part of the application a general land-use plan schematic for the Zone, and a more detailed site plan for the specific conditional use request sufficient to evaluate design and land-use considerations associated with the

permit request. A zoning permit will be issued following final approval of a conditional use

§ 152.566 DIMENSIONAL STANDARDS.

In the DT Zone, the following dimensional standards shall apply;

(A) *Minimum Parcel.* The minimum lot size shall be one acre unless written proof, from the Department of Environmental Quality is provided which shows that an approvable subsurface disposal system can be permitted, or the minimum lot size shall be the minimum necessary to carry out the intent and purpose of the proposed use and is also consistent with the purpose and intent of the DT Zone.

(B) *Setback:* No building shall be located closer than 20 ft. from a property line, street or road.



OREGON MILITARY DEPARTMENT
JOINT FORCE HEADQUARTERS, OREGON NATIONAL GUARD
INSTALLATIONS DIVISION
1776 MILITIA WAY
P.O. BOX 14350
SALEM, OREGON 97309-5047

April 28, 2014

Installations Division

Subject: Input from Oregon Military Department to Morrow County on Proposed
Comprehensive Plan and Zoning Amendments

Morrow County Planning Commission
Attention: Ms. Carla McLane, Planning Director
P.O. Box 40
Irrigon, Oregon 97844

Dear Ms. McLane:

The Oregon Military Department (OMD) appreciates the opportunity to continue to serve as a stakeholder in the land use planning process for reuse of those lands being disposed of by the Army as a result of Base Realignment and Closure (BRAC). OMD applauds Morrow County's efforts to have its Comprehensive Plan and Zoning provisions updated to reflect the proposed changes in use introduced by the BRAC determination for the Umatilla Army Depot and the resulting Redevelopment Plan that has been adopted by the Local Reuse Authority (LRA).

As you know, some of these lands within Morrow County will remain in federal ownership for continued military use by the Oregon National Guard (ORNG). Thanks in part to Morrow County planning efforts, this area of continued military use is reflected as an accepted allowed use under the LRA Redevelopment Plan. Morrow County has also demonstrated their support of OMD's planning efforts by accommodating the needs and plans of the ORNG for "Military Reuse" in one of three overarching goals cited in Morrow County's Proposed Comprehensive Plan Policies. As we wrap up decades of planning for the reuse of this Army property, we anticipate the same thoughtful efforts of the past will be applied to future zoning that promotes uses for the surrounding areas that is compatible with the ongoing military mission, regardless of federal or state underlying ownership. The County's consideration of the existing and future beneficial public uses of the area allocated and designated for use by the ORNG in support of its Comprehensive Plan goal in its Zoning provisions is essential to demonstrate support of this goal.

The ORNG is the State's community-based militia established in 1843, now administered by the OMD. OMD is responsible for providing facilities and facility support for over 8,800

Subject: Input from Oregon Military Department to Morrow County on Proposed Comprehensive Plan and Zoning Amendments

soldiers, airmen, and civilians and manages over fifty sites, both state and federal, throughout the State in support of the ORNG's mission. OMD is a significant economic factor that represents approximately 10,000 jobs in the Oregon economy and \$341,100,000 in federal dollars annually. Additional background:

1. The ORNG has used the Umatilla Army Depot as its training site since 1980. It is a mission-critical training site for the ORNG and has been recognized as such with the allocation of 7,500 acres to support on-going ORNG military and State training needs by the Department of Army during the BRAC process. This site has supported training for approximately 16,000 soldiers annually on average over the past three years. The economic impact to the local communities as a result of this training during 2012 was over \$8,000,000.

2. While the lands that have been allocated for on-going military use by the ORNG are presently under federal ownership, this on-going training need has been validated as an ongoing requirement by National Guard Bureau and is documented in the ORNG's long-range training center land use plan developed in coordination with the LRA redevelopment plan process. This plan recognizes the adopted LRA Redevelopment Plan (2010) and current surrounding (Morrow and Umatilla) County zoning. In accordance with the State Agency Coordination provisions of ORS 197.180, this plan has been shared with Morrow County for its land use Comprehensive Plan and Zoning update process.

3. Military uses on the site include live fire weapons ranges, mounted and dismounted maneuver activity areas, heavy tracked vehicles maneuver areas, and aircraft landing/take-off areas. The live-fire weapons ranges have associated noise impact areas that have been identified as required by military training center mission protocols. These modeled noise impact contours extend beyond the ORNG designated training area boundary to the west (over County zoned EFU lands) and south (over County proposed zone Port-Industrial (P-I) lands). In addition, the site has Special Use Air space to accommodate military training over flights, designated flight paths, and accident avoidance zones. These training activities support both federal and state community disaster response.

4. As stated, OMD appreciates Morrow County's ongoing cooperation in the federally-funded LRA process associated with the Umatilla Army Depot's transition. This includes the County's acknowledgement of the Army's transfer of use to the ORNG to maintain its military training missions on 7,500 acres. The ORNG has provided a plan to support this on-going mission for the next 25-30 years. Pursuit of resource conservation measures and renewable energy sources in order to achieve energy security for the ORNG's operations on site as well as achievement of Net Zero Energy for OMD facilities throughout the State are also essential elements that are built into development that supports ORNG facilities and operations. These initiatives provide cost savings to the state and provide benefits to the local economy as well.

OMD has reviewed the proposed draft Morrow County Comprehensive Plan and Map and Zoning Ordinance and Map amendments that were distributed with the Notice of Public Hearing on April 9, 2014 and the Morrow County Planning Commission Preliminary Findings of Fact that was distributed on April 22, 2014. OMD provides the following initial comments, looks

Subject: Input from Oregon Military Department to Morrow County on Proposed Comprehensive Plan and Zoning Amendments

forward to close coordination with the Planning Commission, and reserves the opportunity to provide clarifying input during and after the Public Hearing planned for April 29, 2014.

1. Section I; Background Information

a. Referenced "Statewide Land Use Goal Exceptions for the Umatilla Army Depot - Morrow County" includes the Depot Plan District Zoning map as Figure 1. The actual boundaries of this map have seen some minor adjustments since this document was published in 2013 and this map should be brought current.

b. While referenced "Statewide Land Use Goal Exceptions for the Umatilla Army Depot - Morrow County" clearly states a goal of Morrow County as being to accommodate the needs and plans of the Oregon National Guard, the Depot History portion of the document is silent on the historical onsite mission of the Oregon National Guard that has been present since 1980.

2. Section II; Summary of Applicable Criteria

a. OMD concurs that local conditions that have changed warrant a corresponding change in the zoning. The "Statewide Land Use Goal Exceptions for the Umatilla Army Depot - Morrow County" recognizes and provides for continued Military Use of 7,500 acres that has been designated by the Army for on-going military training operations. This property will remain Army property for the foreseeable future, and as such, will not see a change in local conditions. The resulting Umatilla Army Depot Transition Zone (UADTZ), however, does not contemplate or provide for a Military Use or Public Use as an allowed use. The ORNG is the entity that the Army has designated for this use area. If the Army was ever to divest its interest in the 7,500 acres, OMD would retain this site as State property for continued use by the ORNG. This is an opportunity for the County Zoning designation to reflect that of the adopted Redevelopment Plan and the goals of the County Comprehensive Plan indicating military use on the site, whether as federal or State property. Public uses are provided for as a permitted use in the adjacent Umatilla County under its Non-Resource Zone designation. This designation applies to the eastern portion of the ORNG land use area. It would be consistent for Morrow County to also provide for Public Uses in its zoning provisions that would support its Comprehensive Plan goals to support the military public use. Clatsop County and Lake County zoning ordinances may also serve as a resource. These ordinances contain provisions for military public use that contain provisions which adequately acknowledge and support the military training sites and activities in their respective counties.

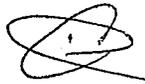
b. While the proposed Morrow County Plan and Zone revision contemplate and address statewide Goals 11 and 14, it should be noted that the site is rural and is in a designated 'critical groundwater area' where groundwater has been depleted by surrounding agricultural practices in the past. The proposed Comp Plan and Zone amendments should make some provision for monitoring, protections, and best conservation practices to ensure this precious resource can accommodate its anticipated future proposed developments.

Subject: Input from Oregon Military Department to Morrow County on Proposed Comprehensive Plan and Zoning Amendments

site in a manner that allows for growth, protects the military's mission, and increases the training site's viability and long-term presence.

The Oregon Military Department point of contact, Stanley A. Hutchison, can be reached at telephone number (503) 584-3633.

Sincerely,



Christian F. Rees
Colonel
Director of Installations

Enclosures:

1. Public Law 112-74-Dec. 23, 2011
2. Umatilla Depot - Noise Contour Map

Copies Furnished:

DLCD, NE Regional Representative, Mr. Grant Young

Directory

ORNG Umatilla Training Center Land Use Plan

10 of 10
LGI-RPP
(MP)
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1 – Introduction

ORNG Umatilla Training Center Land Use Plan

1.1 PURPOSE

The purpose of the Oregon National Guard (ORNG) Umatilla Training Center Land Use Plan is to investigate opportunities for solving significant ORNG training facility shortfalls by expanding its training programs at the former Umatilla Chemical Depot (UCD). This document is to be used by Oregon Military Department (OMD) staff for internal planning purposes.

1.2 BACKGROUND

The Army's mission is to fight and win our nation's wars by providing prompt, sustained land dominance across the full range of military operations and the spectrum of conflict in support of combat commanders. To achieve this goal, the ORNG must provide its Soldiers with the best training, equipment, facilities, and maneuver areas. Due to insufficient in-state training facilities, Soldiers in the Oregon Army National Guard (ORARNG) are required to travel to out-of-state installations to conduct live-fire training and to complete weapons training and qualification requirements.

Army National Guard policy for weekend drills states that travel time should not exceed 25 percent of the planned training time. The amount of time for many Oregon units to travel to use out-of-state facilities for weapons, vehicle, and crew qualification often exceeds six hours in each direction, or approximately 75 percent of the typical training time, during a drill weekend. Traveling to other states or across the state poses logistical and scheduling problems, creates additional training costs, and reduces the amount of time available for Soldier training due to the added travel time. These constraints adversely affect the ability of the ORARNG to recruit and retain Soldiers, and degrade Soldier readiness levels to respond to state and federal missions.

To achieve the Army's mission, the ORARNG requires three to four range and training complexes across the state. A Maneuver Training Center – Light (MTC-L) capable of supporting the billeting, logistics, live-fire, and maneuver training requirements of multiple battalions simultaneously in the northeastern part of the state is crucial. The former UCD site in northeastern Oregon has been identified as an optimal reuse opportunity by minimizing impacts with existing and future land uses as identified in both the Umatilla and Morrow County Comprehensive Plans. Developing the former UCD into an MTC-L capable of supporting a Brigade Combat Team-Light (BCT-L) with a population of approximately 3,300 personnel establishes the ORARNG demand that determines the Army standard for facilities required to support training operations. There are 23 ORARNG units with an authorized strength of 875 Soldiers within a two-hour driving distance of the site that use the existing ORARNG Enclave training facilities and ranges at Umatilla.

In 2003, a Land-Use Requirements Study (LURS) was conducted to determine the amount of training land required to support an adequate training site in northeastern Oregon. The LURS was completed for the purpose of determining the requirement for the live-fire training ranges on the Boardman Bombing Range Complex (BBRC) portion of the Boardman-Umatilla Training Center. The National Guard Bureau – Army Training (NGB-ART) reviewed the LURS and validated the training requirement in December 2003.

In April 2006, NGB-ART conducted a site visit of the Navy Weapons System Training Facility (NWSTF) Boardman portion of the Boardman Training Center and the Umatilla Training Center and forwarded a message indicating that the ORNG has a continuing requirement for heavy maneuver training at Umatilla Chemical Depot and that the "...actual requirement is far in excess of the amount of land they [ORNG] have been using."

In 2009, the UCD Training Center and Land Use Plan (TCLUP) was developed to provide a vision to establish a long-term value for the state of Oregon, and the prudent expenditure of public funds within the constraints of the project program, context, and budget. Recent Department of Defense decisions

on the disposal of UCD now shifts the area of OMD interest from the northern portion of the existing installation as identified in the 2009 UCD TCLUP to the existing cantonment and western portion of the installation. This shift adds permanent buildings (some historic), utilities, and a concentration of cantonment infrastructure to the planning and capital investment commitment that were not included in the 2009 UCD TCLUP.

As authorized by H.R. 1540, Section 2703, (see Appendix D, Supporting Documents) the OMD will acquire a portion of the former UCD as part of the Base Realignment and Closure (BRAC) program to efficiently solve significant deficiencies in company- and battalion-level training requirements, cut training time and costs for extended movements to other out-of-state training complexes, and keep expenditures invested in the state economy while addressing federal mission requirements. The Army has also recognized this opportunity and is committed to support this training center as a proposed Regional Collective Training Capability (RCTC) installation, providing the incentive to build a greater complex to support Army Guard, Reserve, and other DoD agencies training in the Northwest Region of the United States.

1.3 SCOPE

In an effort to mitigate the existing training operations constraints and to maximize the usable operational footprint/area needed by the ORNG to meet its training missions, HDR Inc. was contracted to assist the OMD in developing a sustainable TCLUP. The plan will identify current training activities on the proposed ORNG Umatilla Training Center site, then provide the OMD with best-use alternatives in the development of a live-fire and maneuver training center with a cantonment designed at an MTC-L support capability.

This effort consists of communicating a clarified process and development plan based on a set of operational requirements that meet the ORNG's training facilities goals. This process is a collaborative effort between key command, operations, training, and facilities stakeholders to assure the preferred development plan meets the training mission requirements and is in concert with conditions of the site and local, state, and federal real estate development provisions. This report provides the documentation and illustrations supporting the development of the preferred site layout identified by ORNG command.

To produce a new ORNG Umatilla Training Center Land Use Plan, the following will be accomplished:

1. Update the requirements baseline utilizing the most recent Range Complex Master Plan, and any changes to supported unit structures and their equipment used in the 2009 TCLUP.
2. Conduct a planning survey of the existing assets on the existing ORNG enclave, the proposed 7,500-acre LRA brokered development area, and review the facilities data established by the OMD for best fit of the area and facilities to meet the proposed ORNG Umatilla Training Center requirements.
3. Develop three alternatives that resolve the ORNG range/training and cantonment support area requirements with the opportunities provided by the Umatilla location. In collaboration with the OMD, develop one of the alternatives as the preferred option. Provide programmatic planning of the necessary infrastructure and utilities to support the preferred alternative.
4. Revise and republish the 2009 UCD TCLUP updated with new conditions and development plans, and retitled as the ORNG Umatilla Training Center Land Use Plan.
5. Create a Umatilla Training Center Long-Range Component summary in the form of the Site Development Plan (SDP), templated on the 1999 Real Property Development Plan (RPDP) format, representing the preferred development alternative. This will take the form of an insert to Section 3, Site Development Plan, of the RPDP. Section 1.1 of the insert will be expanded to include a brief overview of the transition of UCD and the status of the LRA initiatives. This

new section will be formatted to match the 1999 RPDP and will be delivered ready to be inserted into the original document.

1.4 PROCESS

Communicating with and engaging key stakeholders at appropriate times is essential to the success of the project. Land-use laws, regulations, and environmental conditions will also be taken into consideration during the development of this plan.

Based on findings and information obtained from existing data, this training center land use plan is prepared in accordance with the ORNG mission. The plan will explore the availability of land at UCD. It will also provide the basis for long-range and short-range considerations in the development of training ranges that allow ORARNG Soldiers to train more effectively. The ORNG Umatilla Training Center Land Use Plan must be beneficial to all stakeholders as they proceed through their decision-making processes.

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2 – Mission and Vision

ORNG Umatilla Training Center Land Use Plan

2.1 STAKEHOLDER MISSION

2.1.1 Oregon National Guard Mission

The mission of the ORNG is to “provide the citizens of the State of Oregon and the United States with a ready force of citizen Soldiers and Airmen, equipped and trained to respond to any contingency.” A key component of the nation’s defense, the National Guard is also an asset to the states during emergencies caused by natural disasters, civil disturbances, acts of terrorism, and other threats to life, property, or civil order.

2.1.2 Federal Mission

During peacetime, each state National Guard answers to the governor and appointed state leadership. During national emergencies, the President of the United States reserves the right to mobilize the National Guard, putting them in federal duty status. While federalized, the units answer to the combatant commander of the theater in which they are operating and, ultimately, to the President.

Even when not federalized, the Army National Guard has a federal obligation (or mission). The mission is to maintain properly trained and equipped units, available for prompt mobilization for war, national emergency, or as otherwise needed. The Army National Guard is a partner with the Active Army and the Army Reserves in fulfilling the country’s military needs.

2.1.3 Umatilla Chemical Depot Mission

The current mission of UCD is the destruction of chemical munitions stored on the facility. Destruction of chemical weapons began in 2004 and was completed as of 2011, with closure of the disposal facility estimated to take an additional two years. The disposal facility must be dismantled when the chemical weapons are gone. After the last of the chemical munitions is destroyed and the disposal facility is dismantled, UCD will be closed in accordance with BRAC.

As this plan is being developed, UCD has completed the weapons disposal process and is preparing to dismantle the disposal plant. Buildings outside of the disposal plant, including the storage igloos, are being turned over to the OMD and agencies acquiring area possession under the BRAC law.

2.1.4 ORNG Umatilla Training Center Mission

The ORNG Umatilla Training Center will provide training and support facilities as an MTC-L for a BCT-L and have small arms qualifications ranges and maneuver areas that will address needed training tasks for the ORNG.

2.2 VISION STATEMENT – FORT OREGON

The OMD will strive to provide the best in-state Army-standard training facilities, weapons, and convoy live-fire training ranges that support the needs of our state militia; and National Guard force during weekend drills or annual training periods; address sustainable development and holistic community design to provide greater flexibility in planning and executing required training at the unit level.

2.3 STRATEGIC GOALS – FORT OREGON

Goal 1

Provide support facilities as an MTC-L with small arms qualifications ranges and maneuver areas to address current and future training needed of the ORNG.

Goal 2

Positively contribute to the economic and environmental well-being of the local community while developing and maintaining a premier training installation for the Soldiers and Airmen of the ORNG.

Goal 3

Protect and improve the installation's environment.

PLACEHOLDER FOR ADJUTANT GENERAL LETTER

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3 – Regional Profile

ORNG Umatilla Training Center Land Use Plan

3.1 LOCATION

The ORNG Umatilla Training Center site is located on the UCD at the northwest corner of interstates 82 and 84 and is situated in both Morrow County, Oregon (53 percent), and Umatilla County, Oregon (47 percent). Surrounded by three population centers, the proposed site is about 5 miles southwest of the city of Umatilla, 4 miles west of the city of Hermiston, and 0.75 miles southeast of the city of Irrigon.

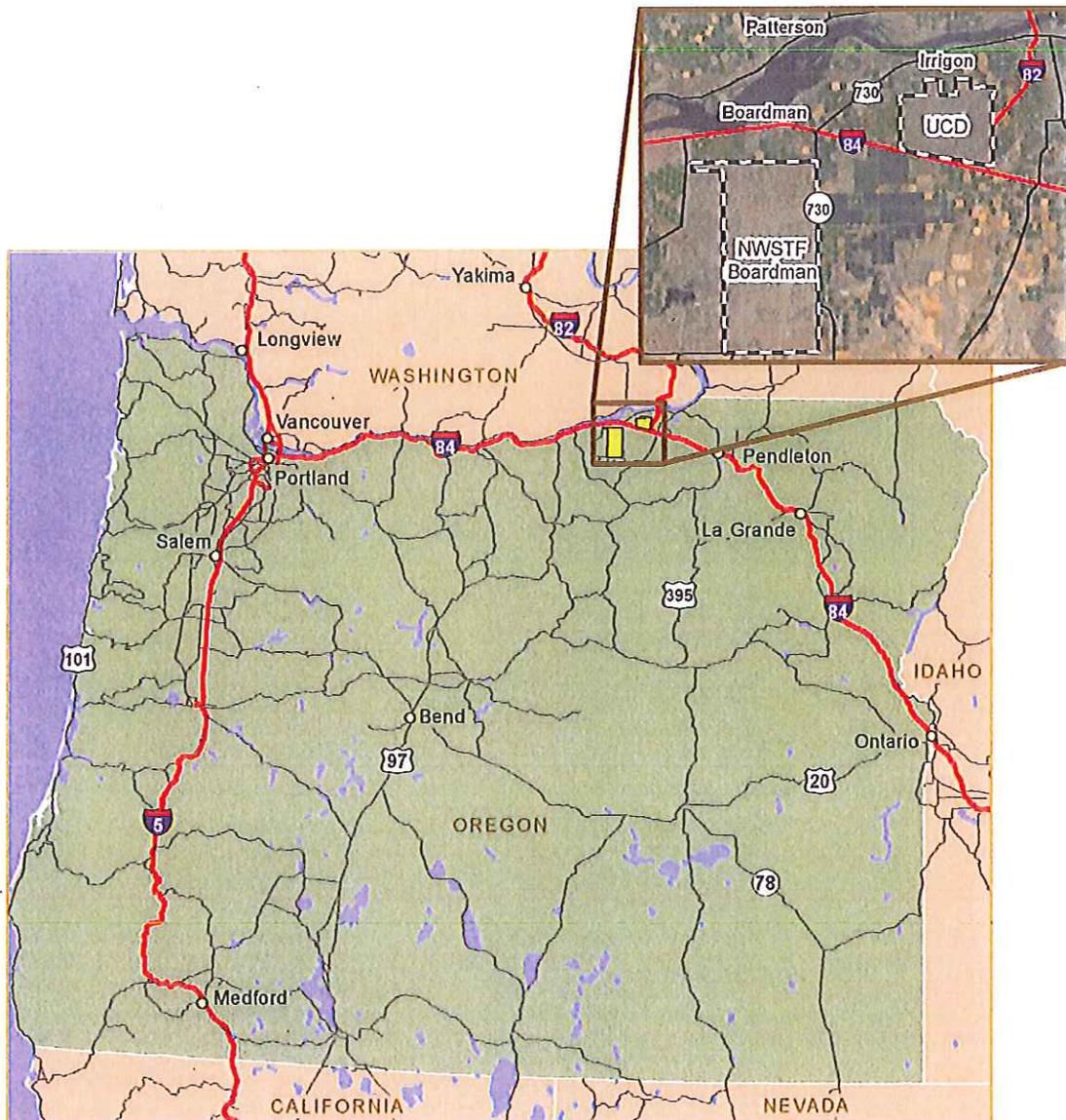
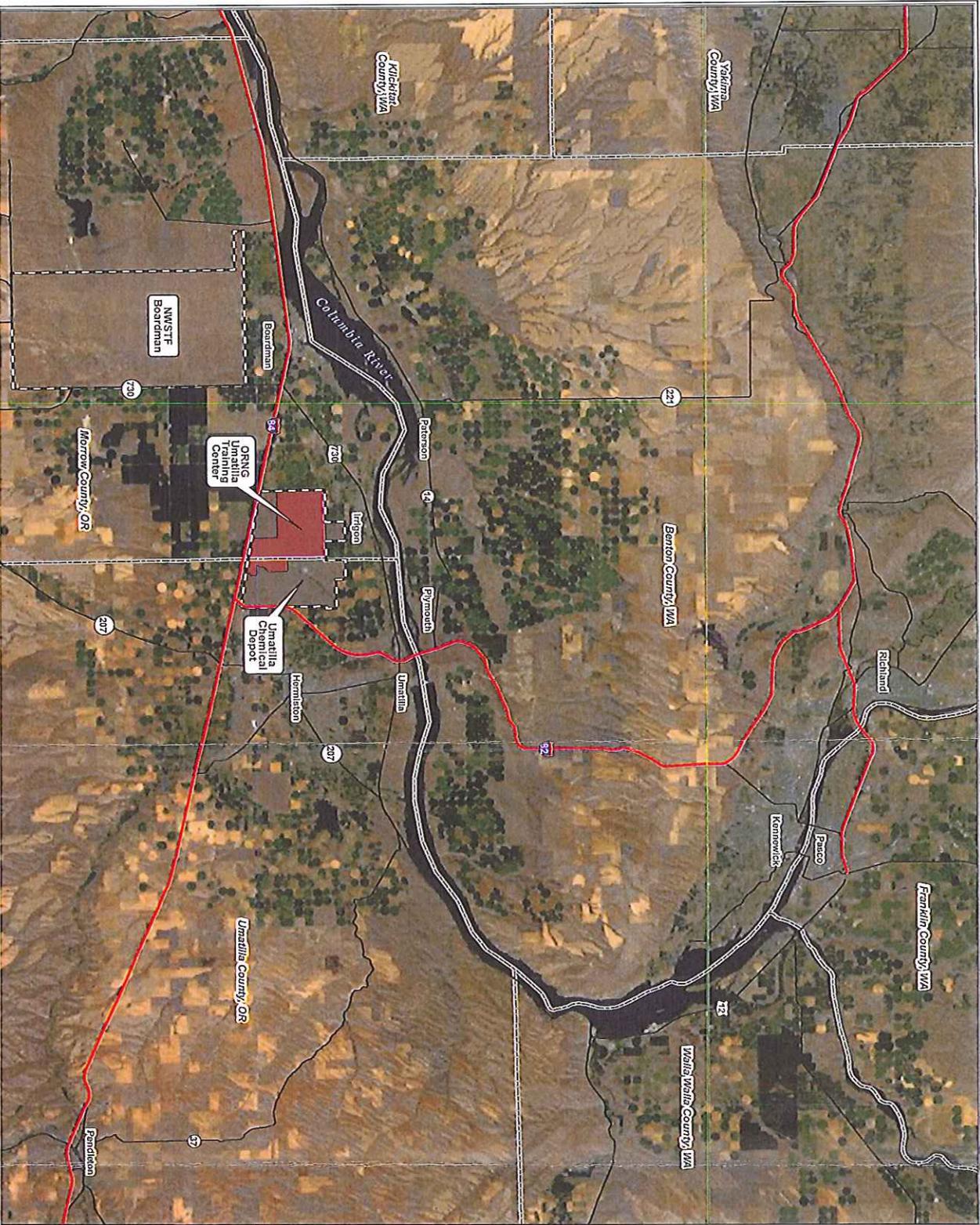


Figure 3.1
Oregon Map

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Oregon National Guard
Figure 3.2
Regional Map



-  Installation Boundary
-  ORNG Umatilla Training Center
-  County Boundary
-  Interstate
-  Highway/Road

Address:
 73738 Ordance Rd
 Hermiston, OR
 97838

Address:
 76966 Boardman
 Bombing Range Rd
 Boardman, OR
 97835

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 January 2012

1 inch = 5 miles



No warranty is made by the Oregon Military Department as to the accuracy, reliability, or completeness of the data for individual or aggregate use with other data. This map is a "living document," in that it is intended to change as new data becomes available and are incorporated into the OMD Enterprise GIS database.

3.2 COMMUNITY PROFILE

Demographic and economic baseline interests in the surrounding communities in the immediate vicinity of ORNG Umatilla Training Center affect planning. Potential community development concepts from these entities are presented in Section 4.3, Current Land Use, as a consideration in the future development planning for the installation.

3.2.1 Morrow County

Morrow County was formed from a part of Umatilla County on 16 February 1885 with the city of Heppner chosen as the first county seat. The county was named for early settler Jackson L. Morrow, who was also a member of the state Legislature when the county was created. Morrow County extends from the Columbia River on the north to the Blue Mountains on the south and consists of 2,059 square miles. The elevation varies from 250 feet on the Columbia River to 6,000 feet in the Blue Mountains.

As of the 2010 Census, there were 11,173 people, 4,442 housing units, and 3,841 households in the county. The per capita income for the county is \$18,985 with 14.2 percent of the population below the poverty line.

3.2.2 City of Irrigon

Located between Umatilla and Boardman on U.S. Highway 730, the city of Irrigon was incorporated in 1957. Its original purpose was to act as a ferry crossing on the Umatilla River before the Umatilla Bridge was built. Irrigation created for various agricultural pursuits inspired the town's name.

The city of Irrigon is approximately 0.75 miles northwest of the UCD where military and community development relationships can be more significant. Growth for the city has been limited by the Columbia River to the north and the corporate city limits, which mirror the urban growth boundary, to the south. To meet anticipated growth, the city of Irrigon intends to petition the state for an expansion of the urban growth boundary. Although the city of Irrigon anticipates applying for an urban growth boundary expansion, per state law, infrastructure shall support the anticipated residential, commercial, and industrial zoned property. It is anticipated these improvements will take between 5 and 10 years.



Irrigon City Hall

According to the 2010 Census, there were 1,826 people, and 640 households in the city of Irrigon. The median income for a household in the city was \$43,704. With per capita income for the city at \$14,700, 13.8 percent of the population is below the poverty line.

3.2.3 Umatilla County

Umatilla County was created on 27 September 1862 out of a portion of Wasco County. Umatilla is an Indian term meaning "rippling water" or "water rippling over sand" and has provided the name for both the county and its major river. Adjustments were made to the county's boundaries following the creation of Grant, Morrow, Union, and Wallowa counties. The county contains 3,231 square miles and is bounded by the Columbia River on the north, Morrow County on the west, Grant County on the south, and Union and Wallowa counties on the east.

The legislative act that created Umatilla County designated the city of Marshall Station as the temporary county seat. Umatilla City was chosen as the county seat in an 1865 election. The population shifted to the north and east parts of the county because the Pendleton area opened to wheat production. An election in 1868 resulted in the selection of the city of Pendleton as the new county seat, supplanting both Marshall Station and Umatilla City.

The first Census of Umatilla County in 1870 counted 2,916 residents. The population has increased steadily with a 1997 Census figure of 65,500 showing an increase of 10.6 percent since 1990. As of the 2010 Census, there were 75,889 people, 29,693 housing units, and 26,339 households in the county. The median income for a household in the county was \$47,693. The per capita income for the county was \$19,676, with 16.4 percent of the population and 9.8 percent of families below the poverty line.

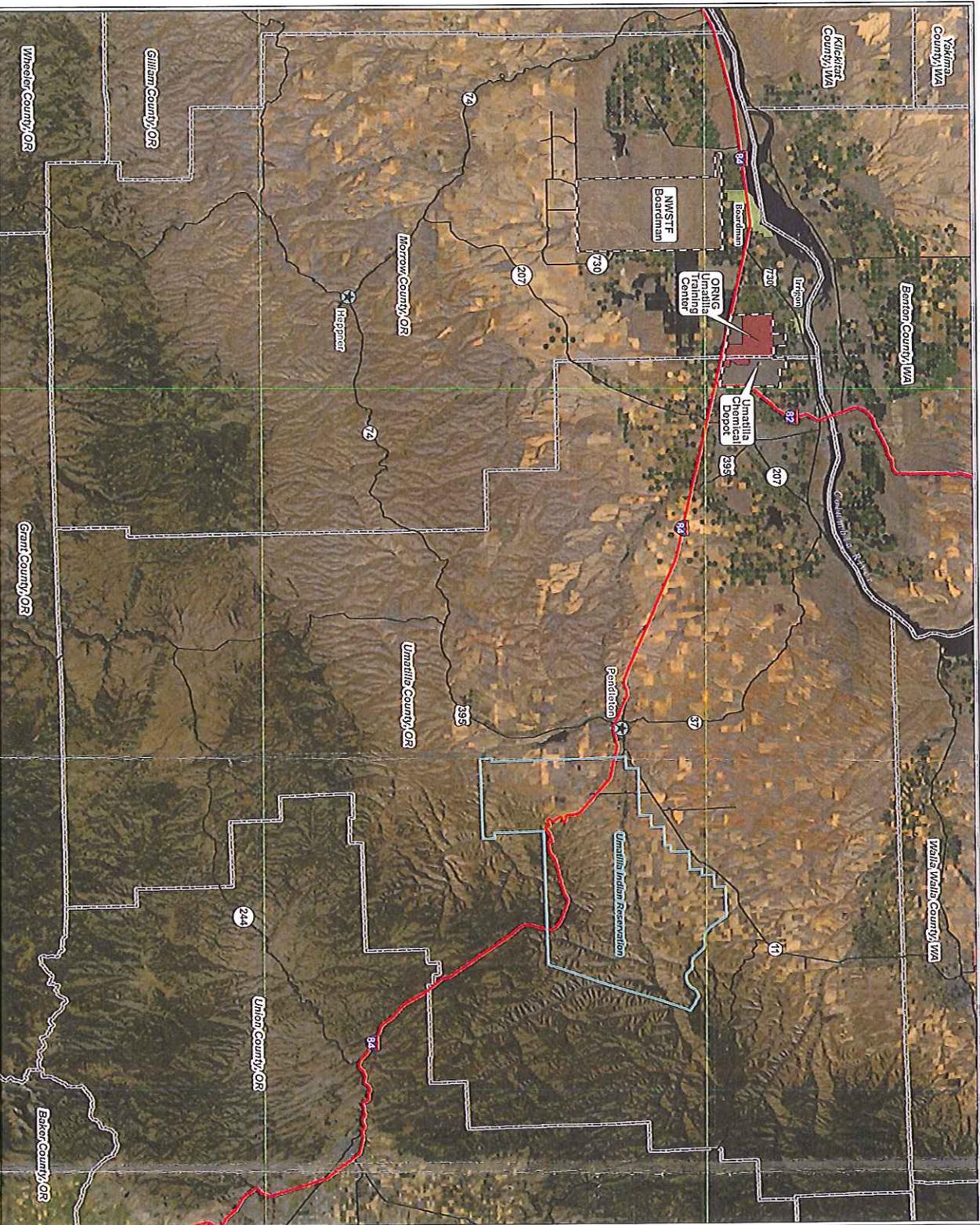
3.2.4 City of Hermiston

Hermiston was incorporated on 10 July 1907. Its name was inspired by Robert Louis Stevenson's novel, "The Weir of Hermiston." Under administration of the Bureau of Reclamation, Cold Springs Reservoir was constructed east of the city of Hermiston for storage of Umatilla River water. Approximately 800 people turned out to celebrate the formal opening of the head gate leading to the main canals on 27 May 1908. With this advent, irrigated farming was undertaken on a large scale. During the 1920s, emphasis on agriculture continued. Although a severe winter had destroyed much of the local fruit industry, dairying continued to thrive, and raising poultry became prominent.

Late in 1940, the federal government announced the impending construction of a major ammunition storage depot (Umatilla Army Depot) several miles west of town. In 1947, with congressional funding, construction also began on McNary Dam. A large crowd was on hand to witness President Dwight D. Eisenhower dedicate the depot in 1952.

The city of Hermiston is located about 4 miles east of ORNG Umatilla Training Center. According to the updated 2010 Comprehensive Plan map, the city has sufficient land within its urban growth boundary to meet commercial and housing needs for the next 20 years. Growth patterns will not hinder potential training options at ORNG Umatilla Training Center.

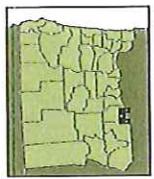
According to the 2010 Census, there were 16,745 people in 6,373 housing units in the city. The median income for a household in the city was \$42,500. The per capita income for the city was \$18,745, with 18.1 percent of the population below the poverty line.



Oregon National Guard
Figure 3.3
Morrow and Umatilla
County Map



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Umatilla Indian Reservation
- Municipal Boundary
- Interstate Highway
- Highway/Road
- County Seat



Address:
 78798 Ordnance Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 January 2012



No warranty is made by the Oregon Military Department as to the accuracy, reliability, or completeness of this data for individual or aggregate use with other data. This map is a "Living document," in that it is intended to change as new data becomes available and are incorporated into the OMD Enterprise GIS database.

3.2.5 City of Umatilla

The city of Umatilla was first incorporated as Umatilla City on 24 October 1864 with a mayor, five aldermen, recorder, marshal, and treasurer. The first mayor was George Coe. Unincorporation soon followed in 1866 because the citizens felt it was unnecessary to have the burden of a municipal government. Reincorporation took place in 1906 as the city of Umatilla. In 1968, the city of Umatilla moved to higher ground because the construction of the John Day Lock and Dam on the Columbia River threatened to flood the town site. The Army Corps of Engineers acquired the land adjoining the Columbia River, and the 130-acre area that did not flood is the region referred to as Old Town.

The land at Old Town has been named to the National Register of Historic Places (NRHP). Archeological digs have confirmed that a prehistoric settlement once thrived on the banks of the Umatilla and Columbia rivers. In later times, Indian villages occupied the area. An ancient Indian burial ground remains on the land and is protected from relic collectors and vandals.

The city of Umatilla is located approximately 5 miles northeast of ORNG Umatilla Training Center. In 2010, a Comprehensive Plan update was completed. According to the plan, the city has enough land within its urban growth boundary to meet commercial and housing needs for the next 20 years; however, the City is planning for an increased influx of housing and commercial demand due to the de-construction of the UCD incinerator. Future development or annexation practices will not hinder potential training options at the site.

According to the 2010 Census, there were 6,906 people and 1,776 housing units in the city. The median income for a household in the city was \$33,844, the median income for a family was \$46,848, and 22.2 percent of the population was below the poverty line.

3.2.6 Confederated Tribes of the Umatilla Indian Reservation

The Umatillas, Walla Wallas, and Cayuse tribes lived on the Columbia River Plateau, specifically, in northeastern Oregon and southeastern Washington. In 1855, the U.S. government enacted the Treaty of Walla Walla, which established the Umatilla Indian Reservation on an 800-square-mile area southeast of Pendleton. The tribes were united as a single government in 1949 when tribal leaders adopted a constitution and by-laws. Currently, the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) have more than 2,700 tribal members.

3.3 REGIONAL ECONOMY

The fertile land of Umatilla and Morrow counties gives a strong agricultural base to the county's economy. Fruit, grain, timber, cattle, and sheep are important agricultural assets. Recreation and tourism, primarily in the Blue Mountains, are also important to the local economy. See Table 3.1, Regional Employment, and Table 3.2, Regional Government Employment, for additional employment opportunities within the region.

Name	City	Number of Employees
Wal-Mart Distribution Center	Hermiston	850
JR Simplot	Hermiston	800
Lamb-Weston	Hermiston-Boardman	700
Express Personnel Services	Hermiston	500
Hermiston Foods	Hermiston	500
Marlette Homes	Hermiston	450
Hermiston Public Schools	Hermiston	370
Good Shepherd Health Care Systems	Hermiston	358
Union Pacific Railroad	Hermiston	315
Wal-Mart Super Center	Hermiston	230
Umatilla Public Schools	Umatilla	148
JM Manufacturing	Umatilla	95
Gilroy Foods	Umatilla	60
Forest Recovery	Umatilla	27
Boise Cascade	Umatilla	16

Name	City	Number of Employees
Port of Morrow	Boardman	1,500
CTUIR	Pendleton	1,589
Two Rivers Correctional Institution	Umatilla	430
Umatilla County	Pendleton	300
Morrow County	Hepner	105
City of Hermiston	Hermiston	94
City of Umatilla	Umatilla	34
City of Boardman	Boardman	21
City of Irrigon	Irrigon	10
City of Pendleton	Pendleton	162

3.4 MAJOR ECONOMIC DRIVERS

In addition to agriculture and recreation, the Port of Morrow, the Port of Umatilla, and the Wildhorse Casino provide opportunities for both growth and retention of businesses in the region.

3.4.1 Port of Morrow

The Port of Morrow is Oregon's second-largest port and combines clean water, economic power, easy transportation, advanced communications, modern docks, and abundant room to grow. The Port of Morrow offers all the benefits of large metro centers without the challenges industry can face in bigger areas. The port serves the industrial community by continually developing its three industrial parks, and it offers assistance with financial services. Connections to the local labor market are also provided.

The Port of Morrow has continued to grow and thrive. The port's total net assets increased almost \$4.5 million, or 24.7 percent, from 2007 to 2008. According to financial reports, the increase was due in part to grant revenues received to fund major infrastructure construction projects in the newly developed East Beach Industrial Area just east of the existing Boardman Industrial Park. The port is governed by a five-member commission elected by registered Port District voters. (According to the Port of Morrow website, this information is current; no updates have been added. Request for information have been submitted. If available, numbers will be adjusted to reflect current financials.)

3.4.2 Port of Umatilla

The Port of Umatilla serves the commercial, industrial, agricultural, maritime, surface, transportation, distribution, and recreational sectors of the Eastern Oregon regional economy.

The port is one of 23 public ports in Oregon. Established in 1940 under Oregon Revised Statute (ORS) 777, the port has a legislative mandate to diversify the regional economy and expand Oregon trade. As such, the Port works in conjunction with private economic development corporations and partnerships to facilitate economic growth and diversity that is compatible with the long-term goals and planning of each respective community.



Port of Umatilla

The Port District encompasses 12 municipalities within a 3,200-square-mile jurisdiction. Two interstate highways, a major railroad switchyard and a new, modern, full-service maritime facility adjacent to the Columbia River equipped to handle containers, grain, petroleum, and project cargo serve the intermodal transportation needs of all types of shippers. The Port District is governed by a five-member board of commissioners elected at large from throughout Umatilla County.

3.4.3 Confederated Tribes of the Umatilla Indian Reservation

The CTUIR is the second-largest employer in Umatilla County with over 1,500 employees, the state of Oregon is first. The CTUIR has an annual payroll that exceeds \$35 million, with a majority of the money circulated throughout the city of Pendleton and other local communities. This translates to an estimated economic impact of \$168 million.

Since 1992, the CTUIR has created more than 1,000 jobs in its community, reducing unemployment from 37 percent in 1992 to a current rate of 17 percent. Its total labor force includes 46 percent CTUIR tribal members, 16 percent Native Americans from other tribes, and 38 percent non-Native Americans.

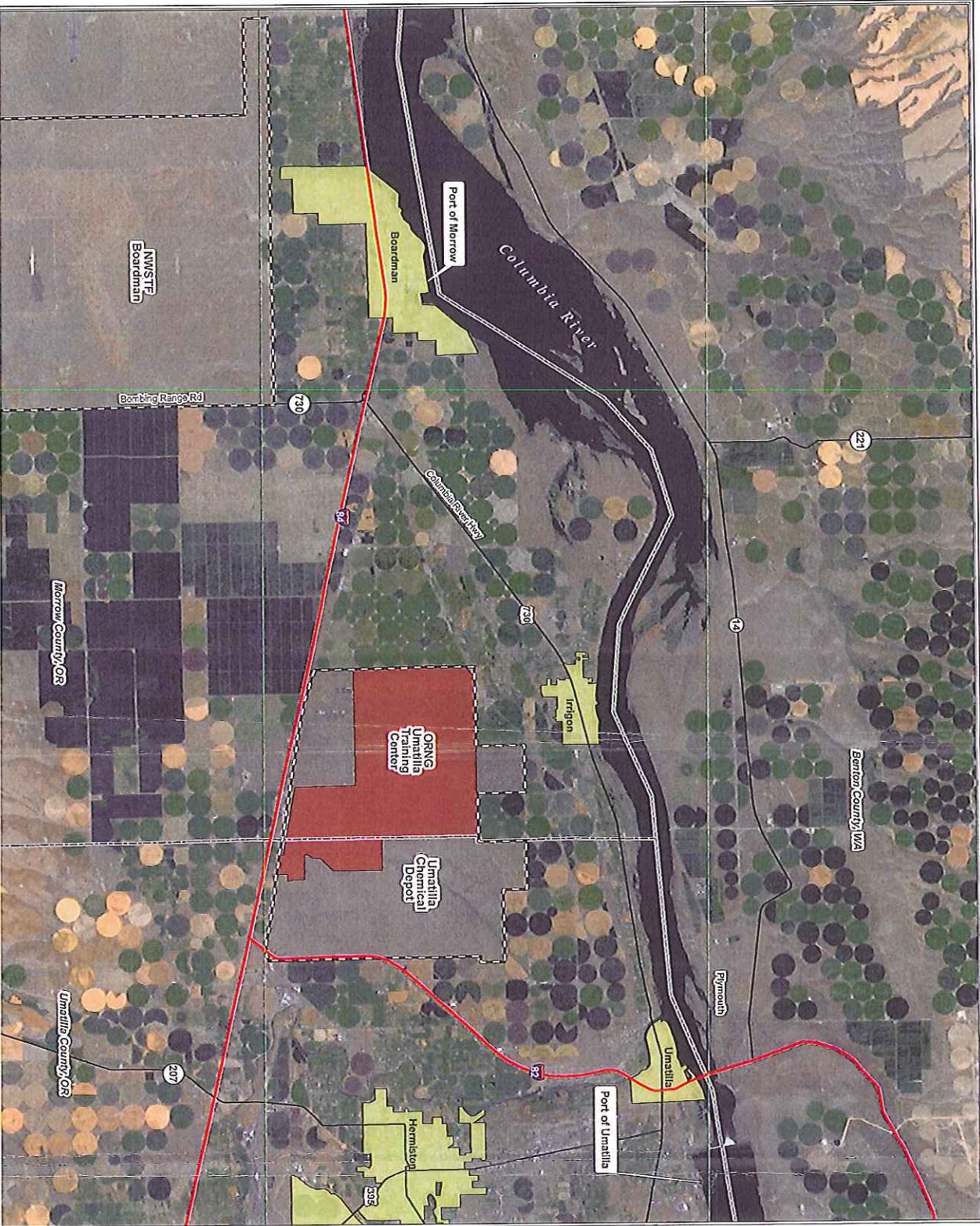
According to records, less than 20 percent of the 190-million dollar operating budget is revenue earned from the CTUIR's Wildhorse Casino. The rest is revenue from other tribal enterprises and businesses, interest earnings, utility taxes, federal and state funding, grants, and contracts. According to the CTUIR's Gaming Revenue Allocation Plan, 15 percent of gaming profits are distributed to individual tribal members. In 1996, distributions amounted to \$500 a year to each tribal member; in 2007, each tribal member received \$1,400 for the year.

The day-to-day work of the tribal government is carried out by a staff of nearly 7500 employees and includes departments such as Administration, Children and Family Services; Natural Resources; Economic and Community Development; Public Works; Education; Health; Fire and Police; and several programs within each of those departments. The Wildhorse Casino and Resort, which includes a casino, 100-room hotel, 100-space RV park, championship golf course, and the Tamastlikt Cultural Institute (visitor center and museum), employs an additional 583 people.

3.5 BASE REALIGNMENT AND CLOSURE

Base Realignment and Closure (BRAC) is the process the Department of Defense (DoD) is using to reorganize its installation infrastructure to more efficiently and effectively support its forces, increase operational readiness, and facilitate new ways of doing business. The BRAC process begins with a threat assessment of the future national security environment followed by the development of a force structure plan and basing requirements to meet these threats. The DoD then applies published selection criteria to determine which installations it will recommend for realignment or closure.

The 1988 BRAC Commission recommended UCD for realignment. In 1998 and 2005, BRAC legislation recommended UCD for closure. The 1998 BRAC legislation included a required closure date for UCD, but this deadline was not met for various reasons. The 2005 BRAC legislation established a required September 2011 closure date with the property turned over upon completion of the chemical demilitarization mission. According to the U.S. Army Chemical Materials Agency, operations at UCD could end between winter 2013 and summer 2015. The Army has also prepared a long-term budgeting forecast that projects operations ending in 2017, with full closure in winter 2022. See Figure 3.5. UCD Forecasting.



Oregon National Guard
Figure 3.4
Ports of Morrow
and Umatilla



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- Interstate Highway
- Highway/Road

Address:
 78798 Orinance Rd
 Hermiston, OR
 97838

Address:
 76966 Boardman
 Bombing Range Rd
 Boardman, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 January 2012

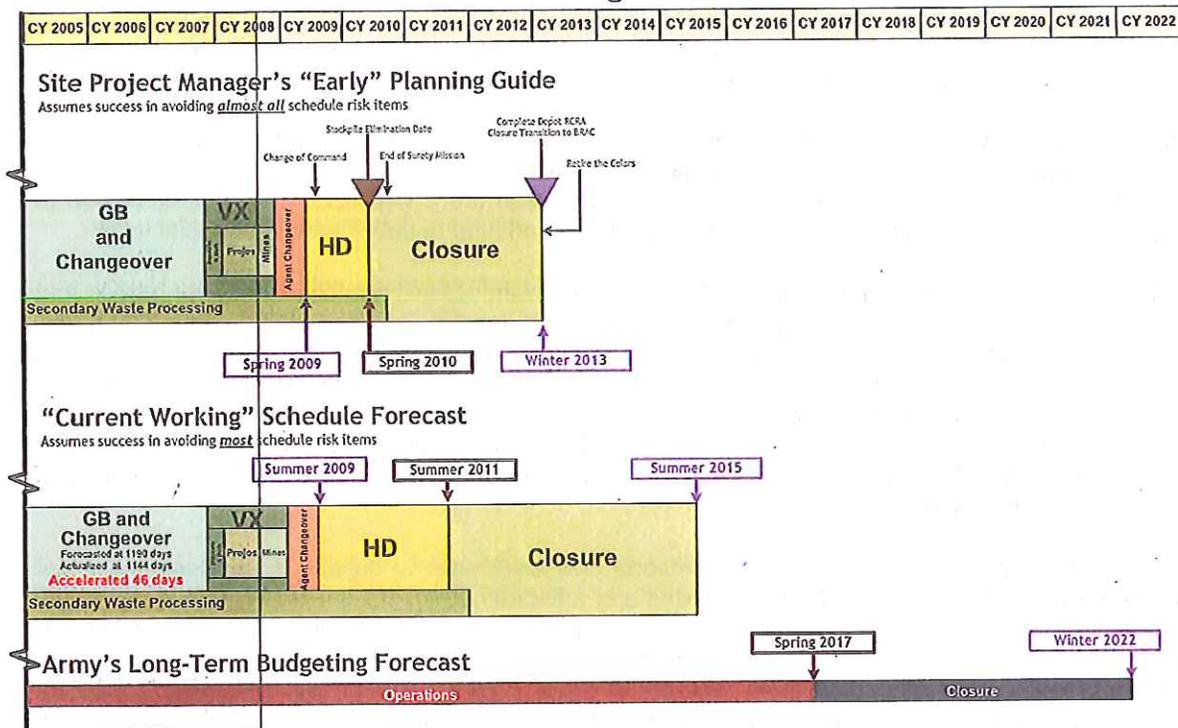
1 inch = 2 miles

No warranty is made by the Oregon Military Department as to the accuracy, reliability, or completeness of this data for individual or aggregate use with other data. This map is a "Living document," in that it is intended to change as new data becomes available and are incorporated into the OVID Enterprise GIS database.



UMCDF Planning Boundaries

12 Sep 08



Although the BRAC Commission placed required timelines for base closure and property turnover, the 2005 BRAC process did not include consideration for the ORNG use of UCD. The dynamics involved with accommodating the needs of the ORNG include determining an acceptable solution that is affordable for the Department of the Army.

Preliminary findings indicate that at least two options are available for the continued presence of the ORARNG in the Umatilla area. The options are:

1. Stay on the UCD reservation and gain congressional approval to allow this occupation.
2. Identify, acquire, and relocate the ORNG facilities and presence to new land.

The challenge of OMD's continued use of UCD primarily centers on the disbursed locations of ORNG functions and facilities and the prospective use of the property presented to the Local Reuse Authority (LRA). Currently, the ORNG uses several noncontiguous parcels of land that compromises unit cohesion and operational efficiencies. The cantonment area, where ORNG has use of the dormitories and dining facilities with the Active Duty Army personnel, is several miles from the ORNG work and training sites. This hinders the training of assigned Soldiers and causes lost training time due to the travel time between sites.

3.6 LOCAL REDEVELOPMENT AUTHORITY

"Redevelopment can also be the single most important opportunity for an affected community to overcome the impacts of a realignment or closure while building upon community strengths and vision. Each community response is unique and reflects the impacts on local businesses, workers, and other community components.

Redevelopment creates an opportunity for the community to achieve multiple goals. For instance, a community may diversify the local economy by creating new businesses and jobs, expanding the tax base, and satisfying a range of community needs for new public facilities." ["Responding to Change: Communities & BRAC," Office of Economic Adjustment (OEA)]

When the BRAC Commission recommended UCD for realignment in 1988, an LRA was formed of representatives from the CTUIR, Port of Morrow, Port of Umatilla, Morrow County, and Umatilla County. In 2005, when the UCD was once again placed on the BRAC list, the LRA reconvened to map out a strategy to convert existing military structures and land to public and commercial uses.

To help foster the redevelopment, the LRA was charged with obtaining public input from parties that may be interested in the property. Examples of these parties include state, local, and public organizations and agencies that are interested in applying for public and economic benefit through conveyance of the property. In addition, the LRA was to develop the base reuse plan (to establish zoning), conduct property due diligence studies, prepare a market and facilities assessment of the property, and identify existing assets. The LRA was to negotiate the disposition of the base with the U.S. Army and gain the Army's approval of its plan in order for the area to be released for public and commercial development.

During the planning and due diligence process, the LRA was to establish the best and most appropriate use of the property for the counties and affected communities including a plan reflecting the community's consensus for reuse of the property and long-term development. This document would be utilized by the Army to consider property disposal conveyance options, such as a public auction or negotiated sale, or a public benefit conveyance. As a result of the 1988 BRAC decision, the ORNG immediately began negotiations with the LRA to preserve an enclave on UCD, and a plan was developed to accommodate the Guard's military training. A letter dated 21 March 2000 and signed by the chair of the UCD LRA at that time – Mr. Dave Tovey – with the unanimous support of the LRA acknowledges a ORARNG training area in the north half of the UCD site. This area is portrayed in the OMD-prepared Draft Analysis of Alternatives Study in May 2008.

On 12 January 2009, the Office of the Secretary of Base Realignment and Closure-DoD, Office of Economic Adjustment, published a notice in the Federal Register that formally recognized the formation of an LRA for UCD as it came up again on the 2005 BRAC closure list. Officially known as the Umatilla Army Depot Reuse Authority (UMADRA), recognition enabled the UMADRA to receive financial assistance from the DoD to create a reuse plan for the 17,100-acre installation. UMADRA representatives include Morrow County, Port of Morrow, Umatilla County, CTUIR, and Port of Umatilla, and two ex-officio state liaison representatives.

On 29 June 2009, the Department of the Army Vice Chief of Staff informed both the Governor of Oregon and the chair of the UMADRA that it would be in the best interests of the state and the UMADRA Redevelopment Plan to accommodate the training requirements of the ORARNG. The LRA acknowledged the significance of providing for ORNG uses on the site in conjunction with enhancing the natural and cultural environment and promoting economic development. Even though the depot was recommended for closure in the 2005 BRAC round, the Pentagon decided in 2011 that it would not close under the BRAC statute when officials learned that the chemical weapons stockpile would not be destroyed by the September 15 implementation deadline. In December 2011, a bill was passed requiring the reuse of the depot to follow the BRAC process and allowing the community to determine the site's future.

The area available for the ORNG has been reconsidered and now includes the current cantonment avoiding the federal cost of building replacement facilities for the ORNG. The installation is divided for the ORNG use and local redevelopment or preservation as shown on the following map.

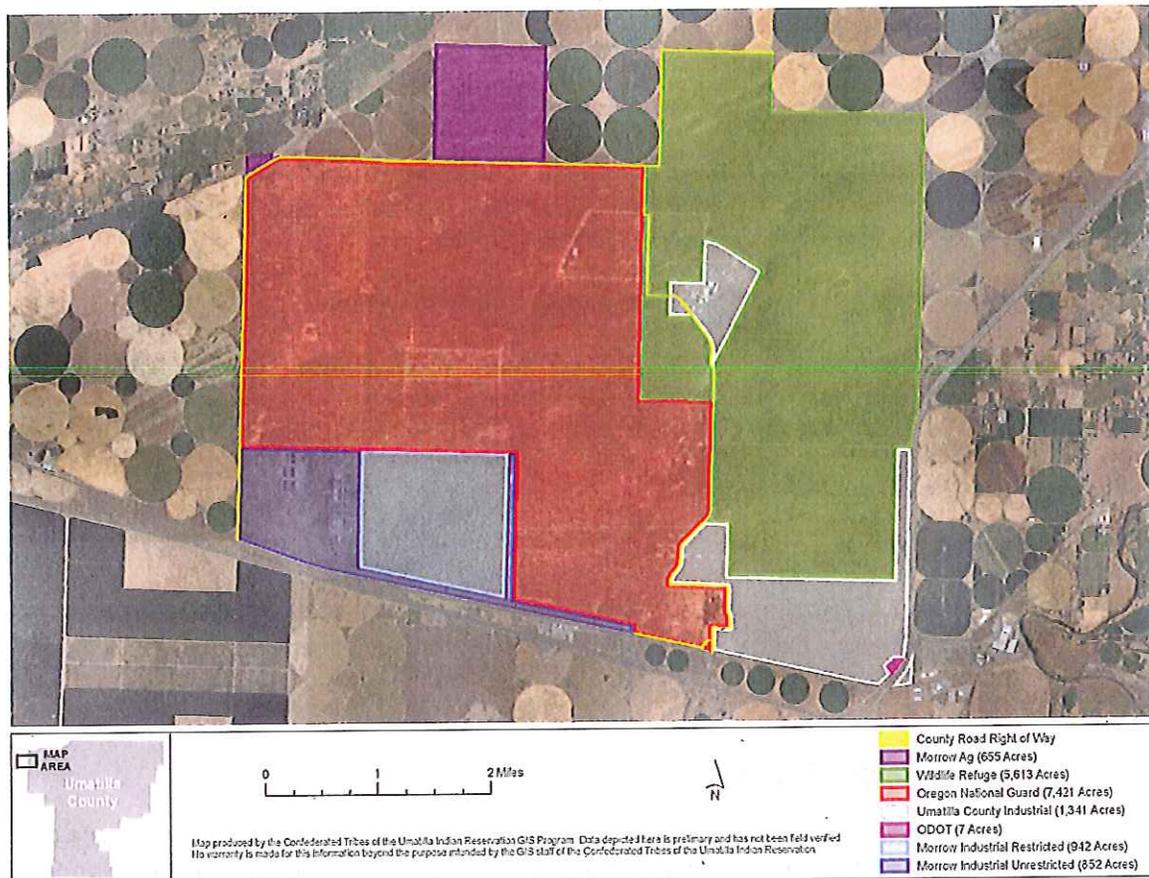


Figure 3.6
Umatilla Chemical Depot Proposed Reuse

3.6.1 Morrow County

Fifty-three percent of the UCD is located in Morrow County. The county has two voting members on the UMADRA. Morrow County is working toward achieving economic stimulation in the county through the anticipated zoning of currently unzoned property along the Interstate 84 corridor. It was the intent of the county to utilize existing infrastructure, such as the railhead and the existing warehouses, to stimulate growth. However, the usable buildings and track will be released to the ORNG in the latest LRA plan.

3.6.2 Port of Morrow

The Port of Morrow is Oregon's second-largest port and is located approximately 12 miles northwest of UCD. The port has two voting members on the UMADRA. The port is working with members of the UMADRA to review "green energy" opportunities and will also promote the reuse of existing infrastructure, such as the railhead and buildings, to create economic opportunities for both the port and Morrow County.

3.6.3 Umatilla County

Forty-seven percent of the UCD is located in Umatilla County. The county has two voting members on the UMADRA. The county is working with members of the UMADRA to advance long-range goals and objectives to stimulate economic growth in Umatilla. The county is primarily interested in the

opportunity to capitalize on the portion of the depot located along the Interstate 82 and Interstate 84 corridors.

3.6.4 Port of Umatilla

The Port of Umatilla is located approximately 8 miles northeast of UCD. The port has two voting members on the UMADRA. It is working with members of the UMADRA to advance long-range goals and objectives to stimulate economic growth in Umatilla County.

3.6.5 Confederated Tribes of the Umatilla Indian Reservation

Located in Central Umatilla County, the CTUIR has four voting members on the UMADRA. The CTUIR is working with other members of the UMADRA to advance the preservation and development of the land. The CTUIR has voiced concerns oriented toward the federal government's responsibility to protect the natural resources located on UCD. In response, the majority of the Umatilla County area is to be managed as a wildlife refuge.

3.6.6 State Liaison

Since formation of the UMADRA, the state has appointed two ex-officio members representing the OMD and the State Attorney's Office. The purpose of these representatives is to ensure the state's laws and interests are considered and to keep the Governor's Office informed of the region's development initiatives.

3.7 LAND USE DESIGNATIONS

In anticipation of a lack in defined jurisdictional control, BRAC law states that the local jurisdiction in which a military facility is closed is still under federal jurisdiction until, under the BRAC provisions, a redevelopment plan that the federal agency (Department of the Army – DoD) finds acceptable is completed. Upon acceptance, the LRA will oversee its implementation, which includes ensuring the land-use designations provided for under the redevelopment plan are consistent with the local jurisdictions. The federal agency will "release" lands only to those entities and uses that are consistent with the Redevelopment Plan.

Because UCD is DoD property under the Department of the Army according to both the Morrow and Umatilla official zoning maps, the Umatilla Depot shows as unzoned, federally controlled property. The Umatilla County Comprehensive Plan notes that the county has little jurisdiction over federal lands.

Although the Morrow County Comprehensive Plan does not have any reference to UCD, Section 3.074 of the Morrow County Zoning Ordinance describes the Umatilla Army Depot Transition Zone (UADTZ). The UADTZ is intended to recognize only those areas designated in the master plan for the Morrow County area of the depot as areas devoted to, or most suitable for, development of built and committed areas. Lands shown on the depot master plan intended to be zoned UADTZ are done so prior to the development of a detailed plot plan and/or a precise statement of intended use of existing structures; please note that the area is not delineated on the official Morrow County Zoning Map, and the designation is not discussed in their Comprehensive Plan.

3.8 OREGON PLANNING LAWS AND REGULATIONS

3.8.1 Oregon Planning Laws

Since 1973, Oregon has maintained a strong statewide program for land-use planning. The foundation of that program is a set of 19 statewide planning goals. The goals express the state's policies on land use and related topics, such as citizen involvement, housing, and natural resources. Most of the goals are accompanied by guidelines, which are suggestions about how a goal should be applied.

Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect.

The local comprehensive plans must be consistent with the statewide planning goals. Plans are reviewed for such consistency by the state Land Conservation and Development Commission (LCDC). When the LCDC approves a local government's plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan.

Oregon's planning laws apply not only to local governments but also to special districts and state agencies. The laws strongly emphasize coordination, which keeps plans and programs consistent with each other, with the goals, and with acknowledged local plans. In the event the UMADRA pursues economic activity along the Interstate 82 and Interstate 84 corridors, per state law, an inventory of the land and its soils capability must be completed to see if it supports farm and/or forest uses per goals 3 and 4 of the statewide planning goals. Based on criteria set forth in the planning goals, a decision must be derived whether the area should be designated for resource use. If the land area does not meet the criteria, exception can be prepared outlining a plan amendment and zone map change that designates the specific zoning and associated land uses specific to the requested plan amendment.

If the land designated for the ORNG is transferred to the state instead of remaining federal property, the area will also fall under the state planning laws and may be subject to limitations and controls by the LCDC.

3.9 COMMUNITY ENVIRONMENTAL CONCERNS

3.9.1 Introduction

A review of the existing environmental information identified elements of concern to the community surrounding the ORNG Umatilla Training Center: air quality, soils, water resources, CTUIR, SHPO, Oregon Historic Trails advisory Council and biological resources. This section describes those elements, and their current condition in the project area (wildfire as an environmental concern is addressed along with biological resources). Based on information found in the Environmental Baseline Survey for UCD prepared in February 2006, it is assumed wetlands, wild and scenic rivers, and aesthetics would not be affected by development of a training center located here.

It should be noted that the OMD/ORNG has no plan to acquire the UMAD lands designated for their use in fee simple title. As users of the site, the OMD will take a greater role in sharing the responsibility for the management of the area environmental resources on the ORNG Umatilla Training Center. OMD will work with the Army and other appropriate agencies to ensure that the environmental conditions are appropriately identified so that the Army may address them appropriately allowing for unencumbered ORNG future use requirements.

3.9.2 Environmental Elements

Air Quality

The nearest potential sensitive receptors of air pollutants emitted from activities at the ORNG Umatilla Training Center are located in the cities of Boardman, Irrigon, Umatilla, and Hermiston. Sensitive receptors would include long-term health care facilities, rehabilitation centers, convalescent centers, retirement homes, childcare centers, schools, playgrounds, and residences. The site is located in Eastern Oregon Intrastate Air Quality Control Region 191 (AQCR 191). With the exception of the LaGrande Urban Growth Boundary area (about 100 miles southeast of Boardman); AQCR 191 has been designated as unclassifiable/attainment, or as having air quality that is better than national standards for air pollutants (Electronic Code of Federal Regulations [eCFR], 2004). Wind is a major factor affecting air quality in the region. The primary dust emission areas are those with low rainfall and sandy or poorly aggregated soils.

Currently, there are approximately 2.75 million acres of cropland located within the region that are susceptible to wind erosion and dust emissions (D.K. McCool*, D.R. Saxton and A.C. Kennedy, 2001). Wind erosion and dust emissions in this area are usually the result of high-velocity events of short duration with cropland and unvegetated areas susceptible to wind erosion and dust emissions in the fall and spring due to low moisture content and limited soil cover (D.K. McCool*, D.R. Saxton and A.C. Kennedy, 2001).

Construction at ORNG Umatilla Training Center would cause some fugitive dust and exhaust emissions from equipment, although dust would be controlled during construction activities. Given the scope and limited duration of construction activities, pollutants derived from fugitive dust and construction equipment would not exceed National Ambient Air Quality Standards (NAAQS) criteria and the status of AQCR 191 (designated by the U.S. Environmental Protection Agency) would not be affected. The increase in vehicular traffic at UCD along with the use of military vehicles for training would generate a small amount of exhaust emissions and fugitive dust. Weapons firing at the training ranges would also generate some small quantities of smoke and dust. The small quantities of pollutants generated from these sources would be rapidly dispersed and would not exceed NAAQS criteria. The status of AQCR 191 would not be affected by operation of the proposed training ranges.

Soils

A thin layer of windblown fine sands and silts from reworked glacial river deposits and volcanic sediments cover much of the surface of UCD. Deeper soils typically consist of Quaternary silt, clay, and alluvial sand, or gravel. The soils are underlain by unweathered to moderately weathered basalts, typically at depths of greater than 100 feet. Topography is relatively flat with gently rolling hills or slopes.

Water Resources

Surface Water

There are no year-round surface waters on the site. The nearest surface water is the Umatilla River, located approximately a half-mile east of the eastern boundary. The Columbia River is located approximately 2.5 miles north of the site's northern boundary.

Groundwater

Groundwater occurs beneath the ORNG Umatilla Training Center site in a series of relatively deep confined basalt aquifers and a highly productive unconfined alluvial aquifer extending south of the property. Groundwater pumping in a Classified Groundwater Area is restricted to a few designated uses (Oregon Water Resources Department (OWRD), 2005b). The depot site is located within two groundwater critical areas and the Lower Umatilla Basin regional groundwater management area (GWMA). A Critical Groundwater Area is one where pumping of groundwater exceeds the long-term natural replenishment of the underground water reservoir. This legal designation is designed to prevent excessive declines in groundwater levels. In addition, pumping groundwater out of the alluvial aquifer and the confined basalts interferes with stream flows in the Columbia River, Umatilla River, and other surface water bodies in the area. GWMA's are designated by the Oregon Department of Environmental Quality (ODEQ) when groundwater in an area has elevated contaminant concentrations resulting, at least in part, from non-point sources. Once the GWMA is declared, a local Groundwater Management Committee comprising affected and interested parties is formed. The committee then works with and advises the state agencies that are required to develop an action plan that will reduce groundwater contamination in the area.

The ODEQ has conducted a groundwater sampling program in the Lower Umatilla Basin for years, monitoring nitrate contamination in the area groundwater. ODEQ believes that agricultural practices (e.g., fertilizer use) cause the elevated nitrate concentrations.

Contamination concerns on site have been investigated and documented (March 2006). According to the investigation, there is groundwater contamination from an old ordnance washout facility. The contaminated plume extends northwest from the facility toward the Columbia River. A pump and treat system is in place, and contamination is monitored (Mach, pers. comm., 2008).

Biological Resources

Some native shrub-steppe habitat environments are known to exist on the ORNG Umatilla Training Center site and in the nearby surrounding area.

Plants

Invasive plants (weeds) at the site are an ongoing problem. Weeds are undesirable plants that are usually not native to the area. Noxious weeds are particularly undesirable or detrimental to human or ecological restoration interests, as defined by law. Cheat grass and other invasive species are found on the ORNG Umatilla Training Center site; these species also represent wildfire concerns (Mach, pers. comm., 2008).

Wildlife

The ORNG Umatilla Training Center site is known to support a number of species of birds, mammals, reptiles, and amphibians. There are no species in the project area that are protected under the federal Endangered Species Act (ESA), and there is no bald eagle habitat within 2 miles of the proposed training ranges.

The Oregon Department of Fish and Wildlife (ODFW) is responsible for identifying and protecting state-listed fish and wildlife species. Similar responsibilities for identifying and protecting threatened or endangered plant species are administered by the Oregon Department of Agriculture (ODA). No person may "take" (injure or harm) a state-listed animal or plant unless authorized by permit from the appropriate state agency. Permits to take listed species are authorized for scientific purposes or where incidental take of the species may occur. Typically, where a state-listed endangered species occurs on state land, the state land-managing agency is required to cooperate with the ODFW or

ODA in developing protection and conservation plans for the listed species. However, the Oregon threatened and endangered species statute also applies to state-managed or state-leased lands.

Several species that occur in the project area are considered sensitive by ODFW. An Oregon state designation of sensitive means that ODFW believes a state-level threatened or endangered status may be appropriate if immediate conservation measures are not implemented. The following Oregon state sensitive species occur and breed in the project area:

- ❖ Grasshopper sparrow (*Ammodramus savannarum*) (*Probable Nester*)
- ❖ Western burrowing owl (*Athene cunicularia hyuggia*)
- ❖ Swainson's hawk (*Buteo swainsoni*)
- ❖ Loggerhead shrike (*Lanius ludovicianus*)
- ❖ Long-billed curlew (*Numenius americanus*)
- ❖ Northern sagebrush lizard (*Sceloporus graciosus graciosus*)

Wildfire

Cheat grass, a non-native annual, grows in the interstices of the bunchgrass, providing closely spaced fuel needed to maintain and spread fire. The result is more frequent fires where native bunchgrasses cannot compete. Cheat grass-dominated landscapes, such as those that exist on the ORNG Umatilla Training Center site, become susceptible to fires about 2 weeks earlier and remain susceptible about 2 months longer than native bunchgrass communities, and fires tend to occur more frequently and burn with greater intensity (Billings, 1992; Knick, 1999). UCD experienced a prairie fire in 2009 that burned approximately 4,000 acres of the installation.

3.10 REGIONAL TRANSPORTATION ASSESSMENT

The ORNG Umatilla Training Center site has excellent transportation access including Highway 730 and Highway 395, Interstate 82 and Interstate 84, daily Union Pacific Railroad rail service, and the Columbia River waterways. The Columbia River provides the most cost-effective mode of mass transportation to Portland, Pacific Rim, and worldwide destinations. There are two commercial airports within 35 miles that provide for convenient air travel.

3.10.1 Highway Connections

Access via the interstate system and state highway system provides convenient travel for Soldiers to report for training. Distances from the ORNG Umatilla Training Center site to selected cities are provided in Table 3.3, Distances from Umatilla to Selected Cities.

Enterprise, OR	156 miles
Baker City, OR	135 miles
La Grande, OR	95 miles
The Dalles, OR	98 miles
Milton-Freewater, OR	58 miles
Pendleton, OR	43 miles
Boardman, OR	20 miles
Irrigon, OR	0.75 mile
Hermiston, OR	7.4 miles
Umatilla, OR	5 miles

3.10.2 Railroad

A Union Pacific Railroad line runs along the southern boundary of the ORNG Umatilla Training Center site to provide daily access. Rail car loading facilities at the ports are available to and from Columbia River barges.

3.10.3 Columbia River Barges

Barges put in at the Port of Umatilla facilities just above McNary Dam, and at the John Day Lock and Dam. The ports handle grain, frozen food products, compressed alfalfa, fuel, fertilizers, and wood products. Products are shipped upriver to Lewiston, Idaho, and downriver to the Port of Portland with shipment to destinations in Asia, the Middle East, and to the rest of the world.

3.10.4 Airports

Commercial

Tri-Cities Airport in Pasco, Washington, and the Pendleton Airport are both located within 35 freeway miles.

The Tri-Cities Airport (Pasco, Kennewick, and Richland) is served by four air carriers through the airport in Pasco. Delta Air Lines flies jet aircraft from Salt Lake City. SkyWest flies turbo-prop aircraft from Salt Lake City. Horizon Air and United Express fly prop and turbo-prop aircraft from Seattle and Portland, Oregon. Horizon Air partners with Alaska Airlines and Northwest Airlines. United Express (operated by WestAir) is a partner with United Airlines.

The Pendleton Airport is served by Horizon Air to connecting airports in the northwest.

Municipal

The Hermiston Municipal Airport is approximately 7 miles east of the ORNG Umatilla Training Center site. The airport in Boardman is approximately 20 miles to the west.

The Boardman Airport serves Boardman and Morrow County and is owned by the Port of Morrow. The paved runway extends 4,200 feet. The facility is at an elevation of 396 feet and is about 4 miles from the city of Boardman.



Oregon National Guard
Figure 3.7
Regional
Transportation Map



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Airfield Area
- Interstate Highway
- Highway/Road
- Railroad

Address:
 78798 Ordinance Rd
 Hermiston, OR
 97838

Address:
 78966 Boardman
 Bombing Range Rd
 Boardman, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 January 2012

1 inch = 5 miles

5 2.5 0 5 Miles

No warranty is made by the Oregon Military Department as to the accuracy, reliability, or completeness of this data for individual or aggregate use with other data. This map is a "Living document," in that it is intended to change as new data becomes available. GIS database incorporated into the OMD Enterprise GIS database.

4 – Existing Conditions Assessment

ORNG Umatilla Training Center Land Use Plan

4.1 INTRODUCTION

By definition in the Real Property Master Planning Technical Manual, the Existing Conditions Assessment is:

“...an assessment of the existing baseline information that allows the Plan to describe which areas on the installation are most appropriate for future development.”

The baseline information is collected to establish the existing environmental and operational conditions on the installation as well as the local surrounding areas and features that will influence the development and operation of the ORNG Umatilla Training Center. Analysis of the existing condition defines development opportunities and constraints and areas and facilities that are to be sustained with other potential long-range investment and buildable areas.

The assessments are used by the commander, planners, and special-interest groups to do the following:

- ❖ Report the current state of environmental features and operational/mission activities.
- ❖ Provide a foundation for long-range planning.
- ❖ Identify natural and man-made constraints that will affect installation development.
- ❖ Identify and prioritize areas on the installation where development would be ideal, restricted, or prohibited.

4.2 INSTALLATION PROFILE

This section investigates the existing conditions in terms of area demographics, history, infrastructure, and environment that define the ORNG Umatilla Training Center development process.

4.2.1 Geographic Location

The ORNG Umatilla Training Center is located in north central Oregon at the northwest intersection of Interstates 82 and 84. The cities and towns of Hermiston, Boardman, Irrigon, and Umatilla are the closest population centers in the surrounding area. The Columbia River just north of the Training Center is the largest, most prominent terrain feature in the area.

4.2.2 Physical Description

The UCD site lies approximately 2 miles south of the Columbia River and exists in a semiarid region characterized as one of the driest areas of the Pacific Northwest, with approximately 8 inches of precipitation per year. The site occupies more than 30 square miles of land on a thick sequence of igneous flood basalts. The plateau rises gently from the Columbia River toward the site. Elevations range from 370 feet above sea level in the northwest corner of UCD to approximately 650 feet above sea level along the northern rim of Coyote Coulee.

According to the Final Draft Comprehensive Plan prepared for the Umatilla Depot Task Force and Oregon Economic Development Department, September 1993, the existing UCD built environment consists of more than 47 buildings in the headquarters area, 30 buildings in the warehouse and storage area, and 1,134 miscellaneous buildings and bunkers scattered throughout the bunker area.

These buildings will need to be maintained throughout the projected closure period of 2012 to 2022. A detailed list of real property assets is in Section 4.2.4, Real Property Assets.

4.2.3 Current Tenants and Activities

Currently, the following have been identified as primary tenant activities on the UCD:

- ❖ UCD's primary activity has been the destruction of the chemical weapons stored at the facility. The remaining destruction facilities and organizations are reduced to an enclave in the north central part of the depot.
- ❖ The ORNG maintains a 2,100-acre enclave that it uses for small-arms and limited-maneuver training.

UCD has been identified for closure by BRAC and will be turned over to the UMADRA when the site remediation is complete. The Army is required to replace any ORNG training capability and/or facility lost by BRAC actions.

UCD once supported 19 tenant organizations including military organizations, government agencies, and research activities that were considered an integral part of UCD. Populations at UCD have been drastically reduced with the completed destruction of the chemical munitions and phasing out of personnel assigned to the UCD.

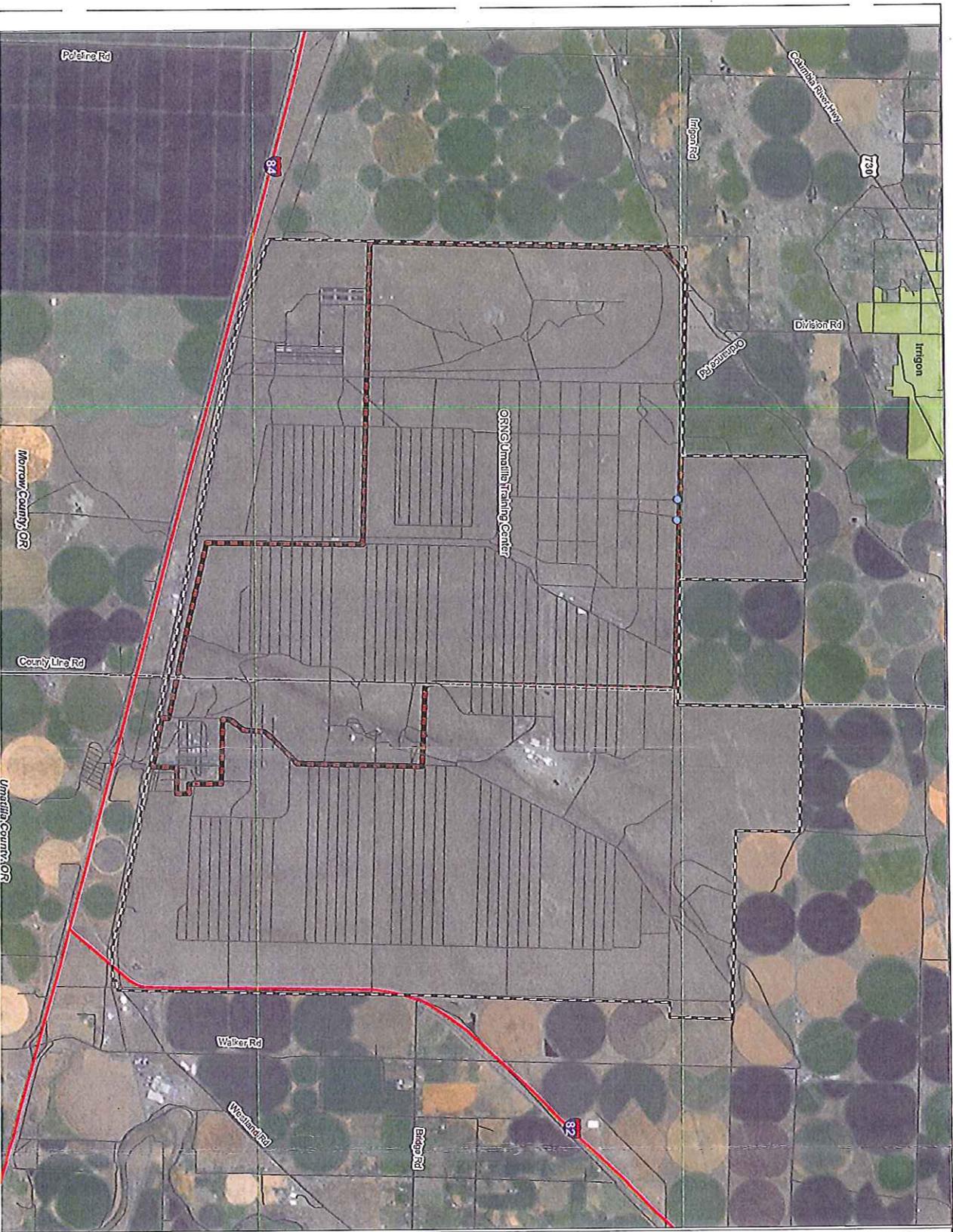
4.2.4 Real Property Assets

The ORNG has the following limited existing facilities located on UCD:

- ❖ Barracks
- ❖ Dining Facility
- ❖ Field Maintenance Shop (FMS)
- ❖ Limited Supporting Utility and Road Infrastructure
- ❖ Equipment and Vehicle Parking Compound
- ❖ Tank Crew Proficiency Course (TCPC)
- ❖ Simulation Center
- ❖ Ammunition Holding Area (AHA)
- ❖ Range Support Buildings
- ❖ Helipad
- ❖ Identification/Records Processing Center (in a relocatable)
- ❖ Basic Small Arms Qualification Ranges

Nearly all buildings within UCD were constructed during the early years of World War II. A variety of materials and types of construction were utilized depending on the intended use of the structures. Provision of utilities such as electricity, water, sewer, telephone, and heating also depend on usage.

A general description of all existing buildings located on UCD is found below using the following building categories: headquarters area, warehouse and storage, and bunkers.



Oregon National Guard
Figure 4.1
Umatilla Training Center
Area Map



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- Interstate Highway
- Highway/Road
- Water Well



Address:
 78798 Ordinance Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 April 2012

1 inch = 4,000 Feet
 4,000 2,000 0 4,000
 Feet

No warranty is made by the Oregon Military Department as to the accuracy, reliability, or completeness of this data for individual or aggregate use with other data. This map is a "Living document," in that it is intended to change as new data becomes available and are incorporated into the OMD Enterprise GIS database.

Headquarters Area

Approximately 47 buildings are located within the headquarters area with a mix of both single- and two-story buildings. Single-story structures include offices, security stations, maintenance shops, vehicle storage, warehouses, a community center, heating plant and related occupancies. The two-story structures are primarily used for offices, personnel activities, barracks, and fitness center.

Warehouse and Storage

Located on the southwest corner of the property, the warehouse and storage complex is well-served by both internal rail and roads. There are 30 buildings located on the east side of the complex.

Bunkers

There are approximately 1,134 buildings and bunkers located within the 11 bunker areas.

Assets to be Acquired by the ORARNG

Table 4.1 lists the facilities the ORARNG will acquire as part of the land transaction. Not all facilities may be retained for use as future training center support facilities. It also lists assets under current ORNG license from the U.S. Army and facilities that are currently approved to be added to the existing license. These are essentially the first prioritized assets to be used by the ORNG in the transition reuse plan.

Table 4.1 ORNG Umatilla Training Center Existing Facilities						
Category Code (cc)	Description	Facility Number	Year Built	Facility Size	ISR Rating	Construction Type
ASSETS UNDER CURRENT ORNG LICENSE FROM THE U.S. ARMY						
17118	After Action Review (AAR) Building (cc per TC 25-8 / Covered Bleachers at Ranges)(listed as cc 73070 in FISP)	NGS01.	2011	4,080 SF		Semi
17123	Range Support Building					
	MRF Range	RGSP2	2009	105 SF		Perm
	CPQC Range	RGSP3	2009	105 SF		Perm
17129	Ammunition Breakdown Building (catcode per TC 25-8)					
	Zero Range (listed as cc 42281 in FISP)	NGH05	2011	168 SF		Perm
	MRF Range (listed as cc 42281 in FISP)	NGH02	2011	168 SF		Perm
	CPQC Range	00TBD	20xx	144 SF		Perm
	GLR / SMG Range	00TBD	20xx	144 SF		Perm
17139	Covered Training Area					
	GLR Range	00TBD	20xx	600 SF		Perm
	SMG Range	00TBD	20xx	750 SF		Perm
17211	Simulation Building (Motion Based)(HEAT) (2,631 SF)	00030	1942	1 EA		Perm
17211	Simulation Building (Non-Motion Based)					
	EST 2000 Weapons Trainer (2,631 SF)	00030	1942	1 EA		Perm
	TUAV trainer (2,631 SF)	00030	1942	1 EA		Perm
17801	Basic 10M – 25M Firing Range (Zero)	RANG5	2011	1 EA		Perm
				36 FP		
17806	Modified Record Fire (MRF) Range	RNG02	2009	1 EA		Perm
				10 FP		
17822	Automated Combat Pistol/MP Firearms	RANG3	2009	1 EA		Perm
	Qualification Course (CPQC)			10 FP		

Table 4.1 ORNG Umatilla Training Center Existing Facilities						
Category Code (cc)	Description	Facility Number	Year Built	Facility Size	ISR Rating	Construction Type
17823	Submachinegun Range (Shotgun Range)	00TBD	20xx	1 EA		Perm
				5 FP		
17884	Grenade Launcher Range (GLR)	RANG4	2011	1 EA		Perm
				4 FP		
17955	Tracked Vehicle Drivers Course (Lost with boundary change, must designate new site)	00TBD	20xx	TBD AC		Perm
17971	Observation Tower (Range Tower)					
	Zero Range	OBST5	2011	200 SF		Perm
	MRF Range	OBST2	2009	100 SF		Perm
	CPQC Range	OBST3	2009	100 SF		Perm
	GLR / SMG Range	00TBD	20xx	200 SF		Perm
72114	Enlisted Barracks, Transient Training	00053	1941	23,332 SF		Perm
				220 SP		
72212	Dining Facility, Transient Training	00036	1943	5,383 SF		Perm
ASSETS CURRENTLY APPROVED TO BE ADDED TO THE EXISTING LICENSE FROM THE U.S. ARMY						
12322	Land Vehicle Fueling Facility, Diesel	00006	1942	2 EA		Perm
12481	Land Vehicle Fuel Storage Tank, Diesel/JP8, Aboveground	00TBD	19xx	10,000 GA		Perm
44262	Motor Vehicle Storage Shed, Installation (listed as cc 44220 on FISP)	00077	1975	22,200 SF		Semi
61050	Chemical Operations Offices & Classrooms	00018	1942	13,641 SF		Perm
61050	Depot Security Directorate & Storage	00031	1942	18,000 SF		Perm
74028	Physical Fitness Center (Gym)	00062	1993	10,097 SF		Perm
ASSETS TO BE ACQUIRED AS PART OF THE LAND TRANSACTION						
11130	Rotary Wing Landing Pad, Paved (listed as cc11310, FW Parking Apron, Paved in FISP)	HP001	2010	1,736 SY 1 EA		Perm
13115	Information Systems Facility					
	Server Building	00003	1942	594 SF		Perm
	Communications Office	00057	1995	594 SF		Perm
	Communications Contractor Storage (Standby GEN? See cc 89111)	00041	1972	113 SF		Perm
13220	Antenna (Land mobile Radio System Tower)					
	Adjacent to Bldg. 32 / JOC	AN001	2010	1 EA		Perm
	Downrange	AN002	2010	1 EA		Perm
14113	Access Control Building					
	ECF at E-28	00045	1982	64 SF		Perm
	ECF Main Parking Lot	00056	1942	72 SF		Perm
	ECF Main Gate	00076	1953	84 SF		Perm
	ECF Main Gate (ACP)	0076R	1953	100 SF		Perm
	(May be Pass & ID Office?)	00380	2001	1,252 SF		TBD
	ECF "I" Block	00457	1954	128 SF		Perm
	(To different listings?)	00457	1962	600 SF		TBD
14161	Emergency Operations Center	00032	1942	9,094 SF		Perm
14165	Fueling/POL/Wash Support Building	00006	1942	410 SF		Perm
14180	Scale House	00026	1941	139 SF		Perm
14962	Centralized Wash Facility with Soaking Capability (unknown where facility is located)	00060	1962	1 EA		Perm
14970	Loading/Unloading Dock & Ramp					
		00207	1947	1 EA		Perm
		00209	1944	1 EA		Perm
	(outside of the cantonment area)	00806	1943	1 EA		Perm
	(outside of the cantonment area)	00807	1944	1 EA		Perm

**Table 4.1
ORNG Umatilla Training Center Existing Facilities**

Category Code (cc)	Description	Facility Number	Year Built	Facility Size	ISR Rating	Construction Type
		00839	1947	1 EA		Perm
17720	Maneuver/Training Area – Heavy Forces	TBD	TBD	5,587 AC		Perm
17731	Impact Area Non-Dudded	TBD	TBD	1,743 AC		Perm
17966	Rappelling Training Area (Tower)(not used)	00TBD	19xx	1 EA		Perm
17980	Parade/Drill Field (and Athletic Field)	PF001	1942	1.79 AC		Perm
	(Located front of Post HQs)			1 EA		
17995	Combat In Cities Facility (old cc 73030 laundry bldg.)	00419	1942	5,548 SF		Perm
17998	Land Navigation Course	00TBD	20xx	TBD AC		Perm
21410	Vehicle Maintenance Shop (CHEM Depot)	00005	1942	19,300 SF		Perm
21412	Maintenance Storage, Non DOL/DPW (Storage Shed, Open sided)	00029	1953	2,000 SF		Temp
21610	Ammunition Renovation Shop, Depot Level	00417	1953	11,766 SF		Perm
	(not used)	00493	1953	9,456 SF		Perm
21612	Ammunition Surveillance Building, Depot Level (not used)	00415	1942	4,640 SF		Perm
21910	Engineering/Housing Maintenance Shop (Depot Services Division)					
	Public Works (PW) Shop	00004	1942	21,994 SF		Perm
	Carpentry Shop	00007	1942	4,300 SF		Perm
	Depot HVAC Shop & Storage (listed as FLAM MAT Storehouse in FISP)	00009	1942	1,567 SF		Perm
	Depot Dunnage Shop (half of Bldg.)	00030	1942	7,894 SF		Perm
21922	Entomology Facility	00008	1942	1,567 SF		Perm
42180	Igloo Storage, Depot Level (earth covered magazines)					
	Convert to 42280 Igloo Storage, Installation	01693	1941	2,147 SF		Perm
		01694	1941	2,147 SF		Perm
		01695	1941	2,147 SF		Perm
		01696	1941	2,147 SF		Perm
		01697	1941	2,147 SF		Perm
		01698	1941	2,147 SF		Perm
		01699	1941	2,147 SF		Perm
		01700	1941	2,147 SF		Perm
		01701	1941	2,147 SF		Perm
		01702	1941	2,147 SF		Perm
	Convert to 42230 Small Arms Ammunition Magazine	01703	1941	2,147 SF		Perm
		01704	1941	2,147 SF		Perm
		01705	1941	2,147 SF		Perm
		01706	1941	2,147 SF		Perm
		01707	1941	2,147 SF		Perm
		01708	1941	2,147 SF		Perm
		01709	1941	2,147 SF		Perm
		01710	1941	2,147 SF		Perm
		01711	1941	2,147 SF		Perm
		01712	1941	2,147 SF		Perm
	Convert to 42231 Ammunition Storehouse, Installation	01713	1941	2,147 SF		Perm
		01714	1941	2,147 SF		Perm
		01715	1941	2,147 SF		Perm
		01716	1941	2,147 SF		Perm
		01717	1941	2,147 SF		Perm
		01718	1941	2,147 SF		Perm
		01719	1941	2,147 SF		Perm

Table 4.1 ORNG Umatilla Training Center Existing Facilities						
Category Code (cc)	Description	Facility Number	Year Built	Facility Size	ISR Rating	Construction Type
		01720	1941	2,147 SF		Perm
		01721	1941	2,147 SF		Perm
		01722	1941	2,147 SF		Perm
42186	Ammunition Storage Structure, Depot Level (Black Powder Storage)(not used)	00442	1942	70 SF		Perm
42280	Igloo Storage, Installation (Earth Covered Magazine)(ORARNG to acquire multiple ECM ammunition storage bunkers)	00TBD	1940	TBD SF		Perm
44220	Storage Building, General Purpose, Installation					
	Receiving/Distribution Warehouse.	00017	1942	13,591 SF		Perm
	Receiving/Distribution Warehouse	00019	1942	12,120 SF		Perm
	WGI Storage Building (Red Brick)	00401	1941	11,227 SF		Perm
	WGI Storage Building (Red Brick)	00402	1941	11,227 SF		Perm
	WGI Storage Building (Red Brick)	00407	1941	11,227 SF		Perm
	WGI Storage Building (Red Brick)	00408	1941	11,227 SF		Perm
	WGI Storage Building (Red Brick)	00412	1941	11,227 SF		Perm
	WGI Storage Building (Red Brick)	00413	1941	11,227 SF		Perm
44220	MWR Rental Storage Building	00450	1984	18,000 SF		Perm
44222	Storage Shed, General Purpose, Installation					
	DRMO Storage	00042	1976	4,000 SF		Semi
	MWR Boat Storage	00071	1944	1,800 SF		Perm
44223	Arms Room, Battalion					
	Relocatable Vault	00TBD	19xx	400 SF		Relo
	Relocatable Vault	00TBD	19xx	400 SF		Relo
44228	Hazardous Material Storage Building (Depot Battery Shop)(continue use for HAZMAT)	00027	1988	1,800 SF		Perm
44263	Vehicle Storage Building, Installation (Decontamination Vehicle Storage)	00010	1942	6,748 SF		Perm
44288	Installation Storage Other Than Depot Or Organizational					
	Not Used	00012	1953	80 SF		Perm
	Janitor's Storage Shed	00023	1941	308 SF		Perm
	Storage for Bldg. 00055	00074	1941	484 SF		Perm
	Storage for Bldg. 00005	00082	1960	100 SF		Perm
	Not Used	00083	1982	80 SF		Perm
	Right Side of Services Gate	00084	1982	25 SF		Perm
	Left Side of Services Gate	0084A	1982	20 SF		Perm
45210	Open Storage Area, Installation					
	between Bldg. 00011 & 00042	00TBD	19xx	7,200 SY		Temp
	Around 00077 MVS (listed as cc 45110, Open Storage, Depot on FISP)	OS001	2010	27,511 SY		Temp
	North of 00019 Warehouse	00TBD	19xx	5,750 SY		Temp
	between Bldg. 00005 & 00031	00TBD	19xx	3,300 SY		Temp
	North of Bldg. 00031 POV Lot	00TBD	19xx	7,917 SY		Temp
	North of Bldg. 00030	00TBD	19xx	7,500 SY		Temp
55010	Troop Dispensary/Health Clinic	00011	1942	8,000 SF		Perm
61050	Administrative Building, General Purpose					
	Post Headquarters (current)	00001	1942	10,861 SF		Perm
	Depot PW Office & Secure Storage (Bldg. also has the Post Office & TMC)	00011	1942	22,000 SF		Perm
	RMO & BRAC Offices (within EOC Bldg.)	00032	1942	See cc 14161		Perm
	Transition Office / Classroom	00054	1951	5,433 SF		Perm
	Environmental Offices (converted housing)	00055	1941	1,794 SF		Perm

**Table 4.1
ORNG Umatilla Training Center Existing Facilities**

Category Code (cc)	Description	Facility Number	Year Built	Facility Size	ISR Rating	Construction Type
	Pass & ID Office (Relocatable)	00TBD	20xx	TBD SF		Relo
7111x	Family Housing (Various Grades)					
	Housing, Single Family	00015	1941	4,370 SF		Perm
	Housing, Single Family	00016	1955	4,370 SF		Perm
	Housing, Single Family (convert/use as cc 72412 TT OFF QTRS)	00035	1941	1,240 SF		Perm
	Post Command Housing	00051	1941	2,983 SF		Perm
72170	Unaccompanied Personnel Housing (UPH)	00034	1950	6,162 SF		Perm
	Senior NCO (convert/use as cc 72412 TT OFF QTRS)			12 SP		
72350	Garage, UPH, Detached					
	4 car garage for Bldgs. 00015 & 00016	00070	1942	935 SF		Perm
	garage for Bldg. 00035	00072	1942	254 SF		Perm
	garage for Bldg. 00051	00073	1941	576 SF		Perm
73010	Fire Station	00002	1941	10,842 SF		Perm
73072	Post Office Branch (in Bldg. 00011)	00011	1942	660 SF		Perm
74046	Consolidated Open Dining Facility	00033	1962	2,836 SF		Perm
	(Half of 1 st floor in MWR Bldg.)			100 SE		
74049	Riding Stable (with adjacent corral) (not used)	00063	1948	1,320 SF		Semi
74068	Recreation Center (MWR)(listed as cc 74033 ACS on FISP)	00033	1962	5,672 SF		Perm
74089	Outdoor Pool Service Building (listed as cc 73075 SEP Toilet/Shower Bldg. on FISP)	00038	1969	360 SF		Perm
75011	Court Area (Basketball & Tennis Court)	UNK-24	1940	2 EA		Perm
75030	Outdoor Swimming Pool (5,000 GA)	00040	1969	1 EA		Perm
75052	Recreational Shelter (within Pool area)	S00038	2010	TBD SF		Perm
83110	Primary Waste Water Treatment	00344	UNK	40 KG		Perm
83112	Secondary Waste Water Treatment	00343	UNK	545 KG		Perm
83312	Refuse Collection Facility	00TBD	TBD	TBD		TBD
84141	Pump Station, Potable					
	Well #1 (1,728 KG)	00024	1941	409 SF		Perm
	Well #2 (502 KG)	00025	1941	311 SF		Perm
84610	Water Storage Tank, Potable					
	use as Water Well, Potable	00618	1955	120,000 GA		Perm
	use as Pump Station, Potable	00651	1985	21,000 GA		Perm
85210	Organizational Vehicle Parking, Paved					
	Paved GOV by Bldg. 00042	00TBD	19xx	2,460 SY		Perm
85211	Organizational Vehicle Parking, Unpaved					
	at Cantonment Bldg. 00662	00TBD	19xx	7,167 SY		Semi
	at existing 4 Ranges/250 SY per range	00TBD	20xx	1,000 SY		Semi
85215	Non-organizational Vehicle Parking, Paved					
	main gate POV Parking Lot	00TBD	19xx	15,000 SY		Perm
	POV Lot adjacent to Bldg. 00011	00TBD	19xx	1,390 SY		Perm
	POV Lot east of Bldg. 00033	00TBD	19xx	3,750 SY		Semi
	POV Lot North of Bldg. 00031	00TBD	19xx	1,583 SY		Perm
85216	Non-organizational Vehicle Parking, Unpaved	00TBD	--	Not Reported		Semi
85225	Pad					
	Tank, Turning Pad	PAD01	2000	Not Reported		Perm
	Pad (Concrete UCOFT)	UCOFT	1993	Not Reported		Perm
86010	Rail Road Tracks (Within ORARNG area-Not Used)					

Table 4.1 ORNG Umatilla Training Center Existing Facilities						
Category Code (cc)	Description	Facility Number	Year Built	Facility Size	ISR Rating	Construction Type
		86010	1942	37 MI		Perm
		86011	1942	14 MI		Perm
88020	Watch Reporting System (CCTV)	00TBD	20xx	TBD BX		Perm
89111	Power Plant Building					
	Standby Generator/Site Communications	00041	1972	113 SF		Perm
	Standby Generator	00058	1942	392 SF		Perm
89113	Power Substations/Switching Station Building	00014	1942	756 SF		Perm
89120	Plant / Utilities Building					
	Heat Plant	00028	1942	1,034 SF		Perm
	Boiler House	00037	1961	1,537 SF		Perm
	Stand-by Generator	00058	1942	392 SF		Perm
	Heat Plant (Not Used)(cc 82130)	00416	1942	240 SF		Perm
	Transformer House #2 (listed as cc 13160, Transmitter Bldg. in FISP)	00447	1941	544 SF		Perm
	Heat Plant (Not Used)	00486	1954	2,475 SF		Perm
89141	Water Supply/Treatment Building, Potable					
	Well #4	00160	1952	354 SF		Perm
	Well #5	00161	1952	272 SF		Perm
	Well #6	00613	1955	286 SF		Perm
	Well #7	00621	1961	392 SF		Perm
		00652	1985	168 SF		Perm
89285	Improved Grounds (Cantonment)	TBD	TBD	170 AC		Perm

Of particular note, as part of the land and facility transaction, the existing facilities and areas used to support the FMS and TCPC fall outside of the future ORNG training center boundary; therefore, they will no longer be considered assets or retained for future use.

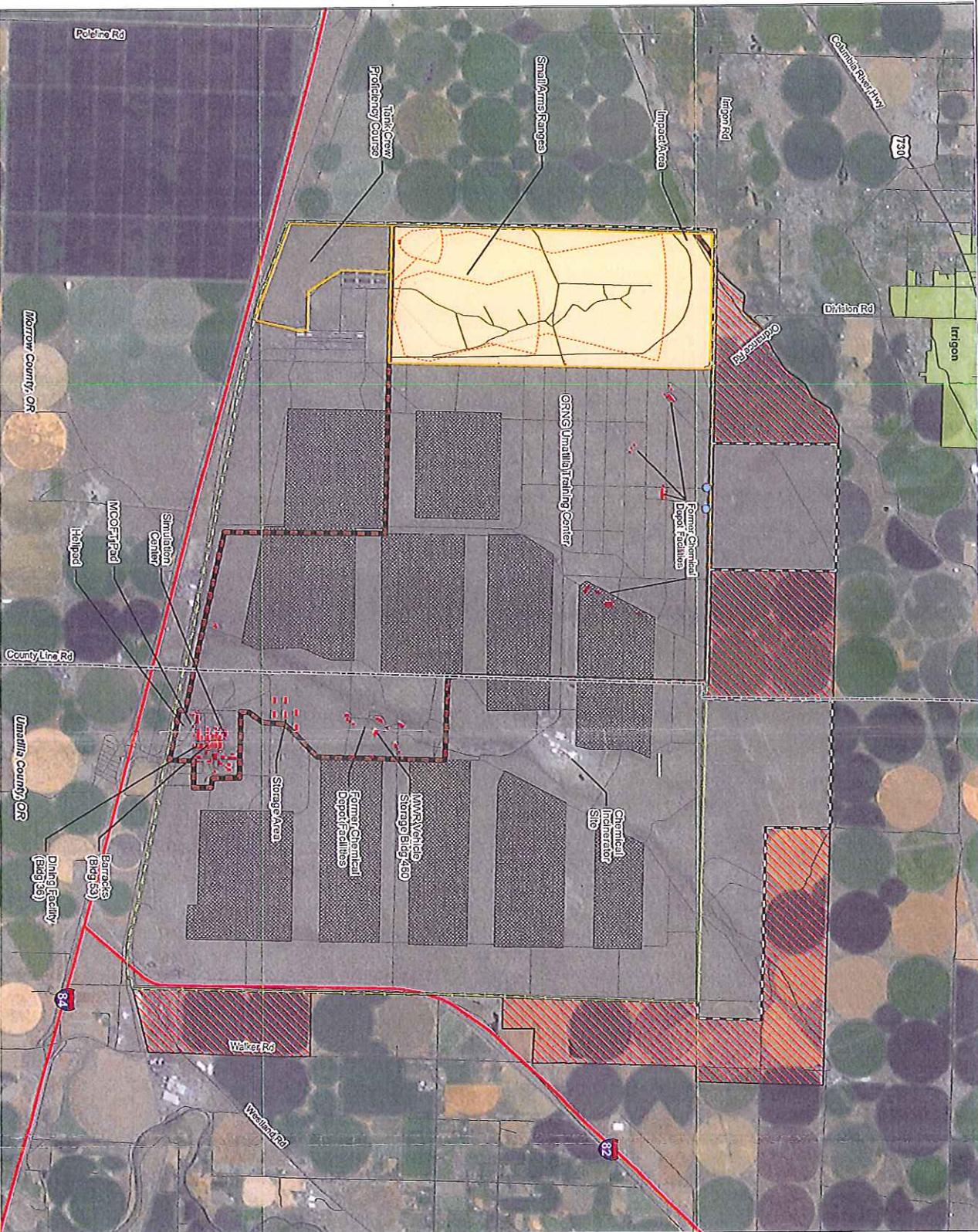
Umatilla Chemical Depot Cantonment Area Existing Facilities

- FACNO 00001 Depot Headquarters
- FACNO 00002 Fire Station
- FACNO 00003 Communications building
- FACNO 00004 Public Works Maintenance Shop
- FACNO 00005 Vehicle Maintenance Shop
- FACNO 00006 Fuel Point Pump House/Dispenser
- FACNO (No FACNO) Fuel Storage Compound
- FACNO 00007 Carpentry Shop
- FACNO 00008 Entomology Shop
- FACNO 00009 HVAC Shop
- FACNO 00010 Decontamination Vehicle Storage building
- FACNO 00011 Administrative Building/Post Office/Chemical Protective Suit & Mask Storage & Issue
- FACNO 00011 Troop Medical Clinic (west end)
- FACNO 00013 Concrete Loading/Unloading Dock & Ramp
- FACNO 00014 Utility building
- FACNO 00015 Officer Housing
- FACNO 00016 Officer Housing
- FACNO 00017 Warehouse
- FACNO 00018 Administrative/Operations
- FACNO 00019 Warehouse
- FACNO 00021 Potable Water Storage Tower
- FACNO 00022 Unknown
- FACNO UNK23 Water Well
- FACNO 00026 Access Control building
- FACNO 00024 Water Well
- FACNO UNK25 Water Well
- FACNO UNK26 Military Display/Memorial
- FACNO UNK27 Unknown
- FACNO 00028 Water Well building
- FACNO 00029 Storage Shed
- FACNO 00030 ORARNG SIMCTR / Depot Sign Shop
- FACNO 0030A Battery Storage building
- FACNO 00031 Security and Administrative building
- FACNO 00032 Administrative/Joint Operations Center
- FACNO 00033 MWR Recreation Center/Consolidated Open Dining Facility

FACNO 00034 Unaccompanied Senior Enlisted Barracks
FACNO 00035 Officer Housing
FACNO 00036 Dining Facility
FACNO UNK37 Access Control building
FACNO 00038 Pool Support building/Outdoor Swimming Pool
FACNO 00039 Unknown
FACNO 00041 Communications building
FACNO 00042 Grounds Maintenance Storage building
FACNO 00051 Installation Commander Officer Housing
FACNO 00053 Enlisted Barracks
FACNO 00054 Administrative/Classroom building
FACNO 00055 Administrative/Environmental building
FACNO 0055G Organizational Storage
FACNO 00057 Communications building
FACNO 00062 Physical Fitness Center
FACNO 00070 Detached Garage
FACNO 00071 MWR Boat Storage Shed
FACNO 00073 Detached Garage
FACNO 00077 Motor Vehicle Storage building
FACNO 00082 Unknown
Relocatable Administrative/Break-room (FACNO 00662?)
(No FACNO) POV Parking Lot
(No FACNO) Access Control Point / Guard House
(No FACNO) Helipad

Umatilla Chemical Depot Storage Area Existing Facilities

FACNO 00401, 00402, 00407, 00408, 00412 & 00413 Ammunition Storage building
FACNO 00460 MWR Vehicle Storage building



Oregon National Guard
Figure 4.2
Umatilla Training Center
Existing Use Map



- UCD Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- ORNG Enclave (Ranges/TA)
- UCD Fenced Area
- Small Arms Range
- Bunker Area
- Existing Building/ORNG Use
- UCD Restricted Use Area
- Water Well



Address:
 78798 Ordance Rd
 Hermiston, OR
 97338

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 June 2012

1 Inch = 4,000 Feet

4,000 2,000 0 4,000
 Feet

No warranty is made by the Oregon Military Department as to the accuracy, reliability, or completeness of this data for individual or aggregate use with other data. This map is a "living document," in that it is intended to change as new data becomes available and are incorporated into the OMD Enterprise GIS database.



Oregon National Guard
Figure 4.2.1
Umatilla Training Center
Existing Cantonment



- Existing Building
- ORNG Umatilla Training Center



Address:
 78798 Ordnance Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 June 2012

1 Inch = 250 Feet
 250 125 0 250
 Feet

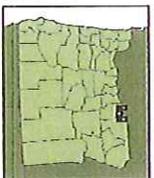
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Oregon National Guard
Figure 4.2.2
Umatilla Training Center
Existing Storage Area



-  Existing Building
-  ORNG Umatilla Training Center



Address:
 78798 Ordance Rd
 Hermiston, OR
 97338

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 June 2012



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4.3 CURRENT LAND USE

The Existing Land Use map classifies all land on the installation into one of seven categories. The Existing Land Use map is meant to reflect a generalized view of the installation, not a precise reflection of what is on the ground. Each category contains multiple facility category groups (FCGs) and is meant to reflect the dominant use of the area.

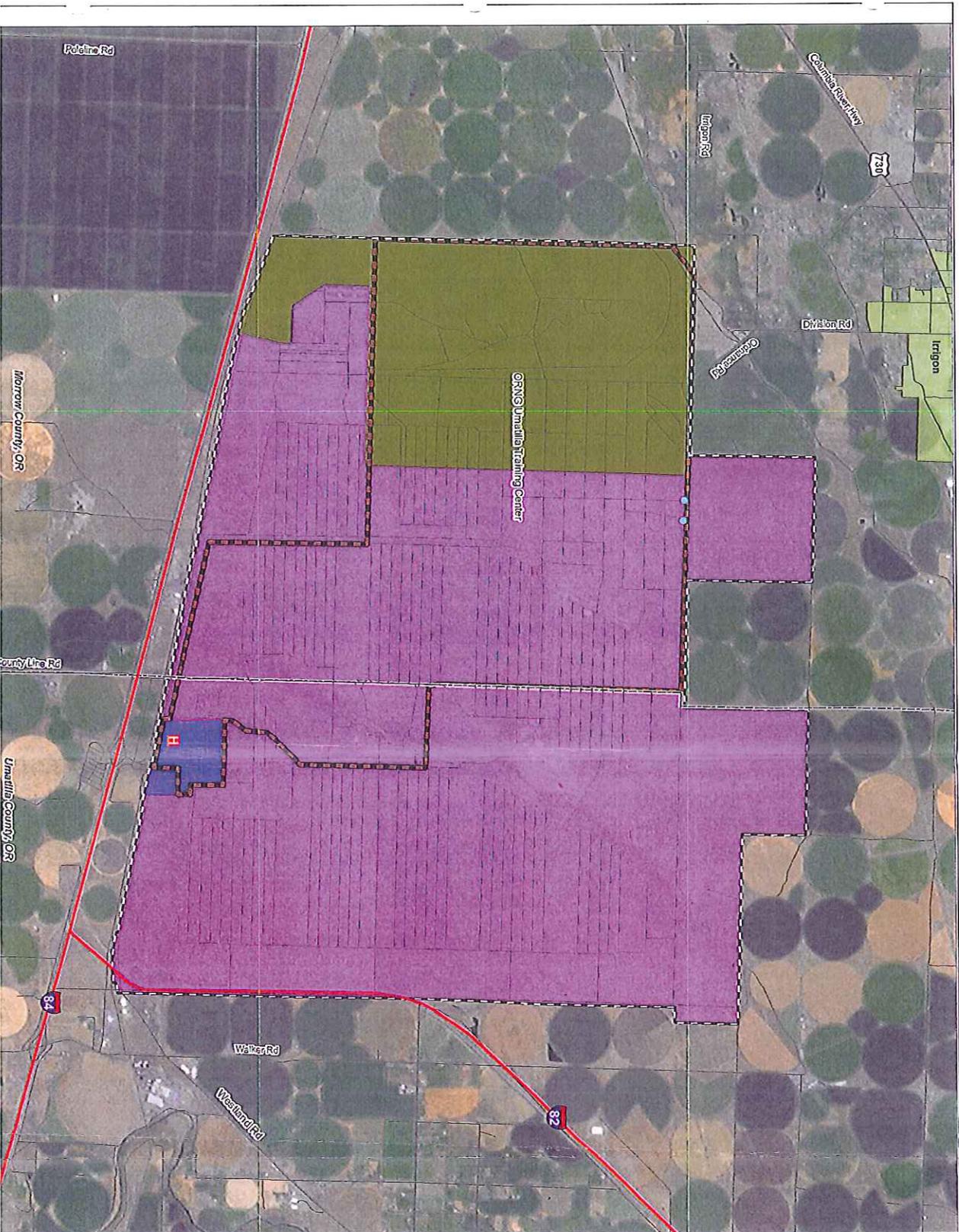
Ranges and Training – Includes live-fire ranges and non-live-fire ranges

Industrial – Designated for production, maintenance, depot, and other storage/activities that generate significant amounts of heavy vehicle traffic, loud outdoor equipment operations, noise, smoke, or other pollutants

Professional/Institutional – Provides for non-tactical organizations including military schools, headquarters, major commands, and nonindustrial Research, Development, Test and Evaluation (RDT&E)

The current land uses on the UCD are depicted in Figure 4.3, Existing Land Use.

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**Oregon National Guard
Umatilla Training Center
Existing Land Use**



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- Industrial
- Professional/Institutional
- Range/Training
- Helipad
- Water Well



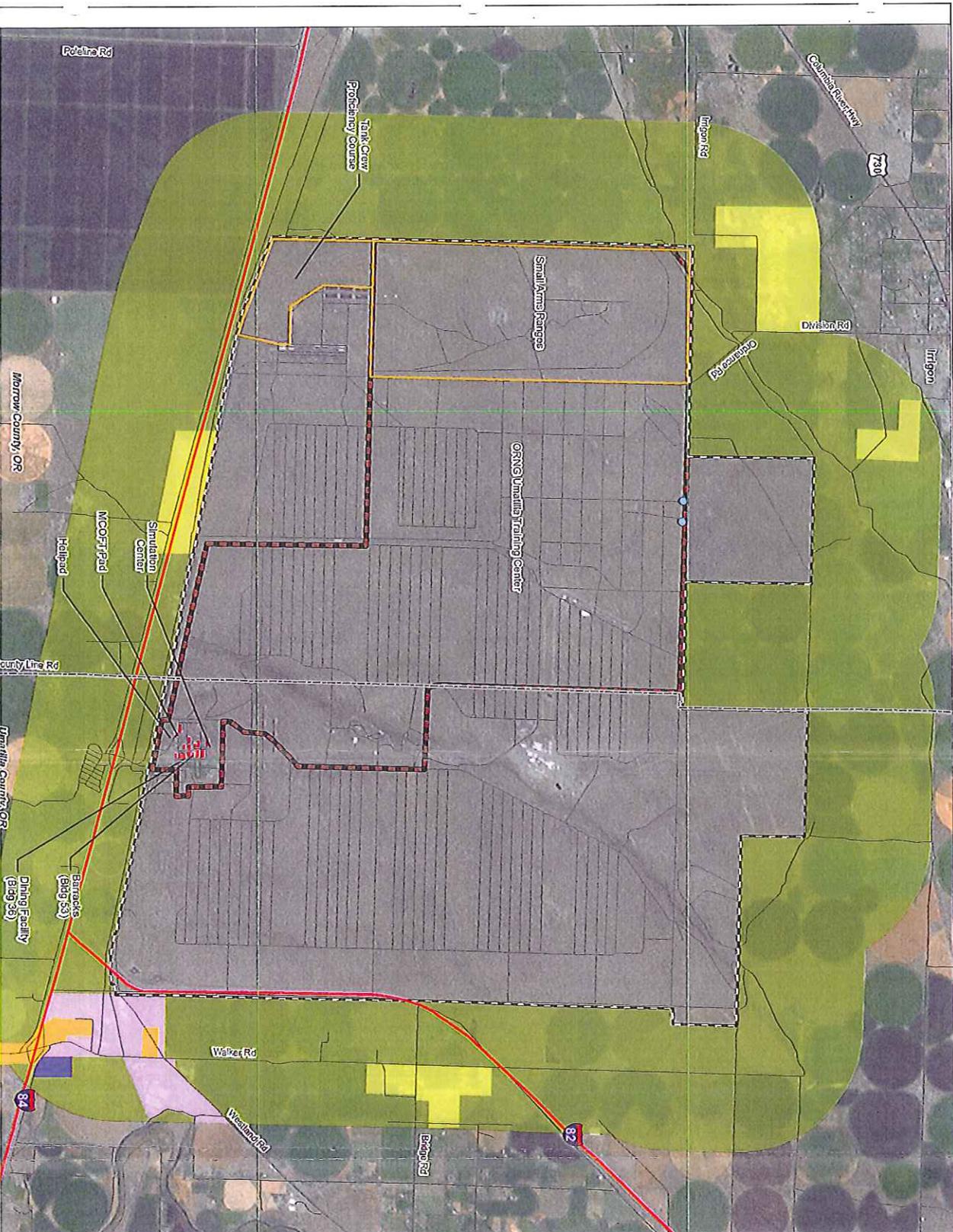
Address:
78798 Oldhance Rd
Hermiston, OR
97838

NAD 83 UTM_ZONE 11 N
Projection: Transverse Mercator
April 2012



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Oregon National Guard Figure 4.4 Umatilla Training Center Surrounding Land Use



- Installation Boundary
- ORNG Umatilla Training Center
- Light Industrial
- Agr.-Business
- Exclusive Farm Use
- Farm Residential
- Rural Residential
- Rural Tourist Commercial



Address:
78798 Ordance Rd
Hermiston, OR
97338

NAD 83 UTM ZONE 11 N
Projection: Transverse Mercator
April 2012

1 inch = 4,000 Feet
 4,000 2,000 0 4,000
 Feet

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4.4 DEVELOPMENT CONSTRAINTS

Development constraints consist of natural, cultural, and operational limitations. The following paragraphs discuss key elements of each of these topics and provide an assessment of their potential to constrain future development.

All aspects of the natural environment are measured, evaluated, and monitored to assess their potential to influence or constrain development and sustainability initiatives. The ORNG Environmental Office is responsible for the information.

4.4.1 Umatilla Chemical Depot Land

As noted in Section 3.7, Land Use Designations, UCD is located in both Morrow and Umatilla counties, with 53 percent of the land area in Morrow County and 47 percent of the land area in Umatilla County. The official zoning map and the comprehensive plan for Morrow County and Umatilla County designate zoning of the property surrounding the perimeter of UCD as follows:

- ❖ North of UCD is zoned exclusive farm use (EFU) in both Morrow and Umatilla counties.
- ❖ South of UCD is zoned EFU in both Morrow and Umatilla counties, with a small area of Farm Residential (FR2) in Morrow County.
- ❖ East of UCD is zoned EFU – 40 acres (EFU 40) located all in Umatilla County.
- ❖ West of UCD is zoned EFU and located all in Morrow County.

4.4.2 Natural Constraints

Key natural constraints impacting the development of the ORNG Umatilla Training Center are groundwater, vegetation, and wildlife. Listed below is a generalization of the conditions found on UCD. For a complete description of existing natural conditions found on the UCD, please see Section 7.0 Natural Resources and Climate of UCD Umatilla Chemical Depot Draft Integrated Natural Resource Management Plan (INRMP) dated October 2006 through September 2011.

Topography – Terrain undulations and rises provide advantageous features in proposing range orientations and firing lanes; further analysis must be completed to determine whether these features provide any mitigation to safety and noise buffers or range restriction areas.

Soils – Soils on UCD are generally well-drained, sandy soils underlain by alluvial gravel deposits, hardpan, or basalt and pose no limitation on development.

Surface Water – There are no year-round surface waters on UCD.

Groundwater – The Columbia River basalt aquifer, which underlies UCD, is a confined aquifer and represents the area of analysis for groundwater resources. The UCD is located within the Ordinance Gravel and the Ordinance Basalt Groundwater Critical Areas and in the Lower Umatilla GWMA, which may affect the use of water resources.

The existing domestic supply well for the cantonment area is located on property that will be conveyed to Morrow County, requiring an agreement for its continued use.

The water rights associated with the UCD are not fully documented, leaving the potential for restricted development on the installation until they are resolved.

An ongoing remediation effort continues to treat groundwater contaminated by a munitions washout facility on UCD. The plume extends over a 1,750-acre area in the northwest corner of UCD. Groundwater treatment is expected to continue until at least 2027.

Vegetation – The UCD area has one of the largest remaining tracts of native shrub-steppe and grassland habitat in the Oregon portion of the Columbia Basin Section in the Intermountain, Semi-desert Physiographic (Physical geography) Province also known as the Umatilla Plateau Physiographic Province (Oregon portion of the Columbia Plateau). Physiographic provinces represent ecological sub-regions that are defined based on vegetation and geologic patterns. As development occurs at the UCD, care should be taken to minimize disturbance of both the shrub-steppe and grassland habitat.

Great Basin Sage – According to the CTUIR big sagebrush was commonly used by many American Indians. The CTUIR regularly travels to this area to reenact traditional practices.

Wildlife – The ORNG Umatilla Training Center site is known to support a number of species of birds, mammals, reptiles, and amphibians. There are no species in the project area that are protected under the federal Endangered Species Act (ESA), and there is no bald eagle habitat within 2 miles of the proposed training ranges.

Slope – The area represents significant slopes in the vicinity of the demilitarized area that do not present a hindrance to conduct training missions.

4.4.3 Cultural Constraints

Much of the region's historical and archaeological significance dates back to various Native American tribes that resided in the area and to the early passage of settlers along the Oregon Trail.

Historical Sites – Buildings 1 and 2 on the UCD cantonment are eligible for listing in the NRHP. In addition, UCD is eligible for listing as a historic district to preserve historical integrity of the World War II-era ammunition storage magazines. Although it is unlikely UCD will be listed, it should be noted in rare instances that an installation may have had such an exceptional impact on a state of locality that it could be eligible for inclusion in the NRHP under other state or local themes.

Archeological Sites –Although little of UCD has been officially surveyed, current archeological finds have been limited to insignificant scattering of flake tools and trail remnants; no known archeological or historic sites have been identified on UCD.

4.4.4 Operational Constraints

Airspace – According to an ORARNG Aviation Officer, the airspace over UCD is not restricted, but rather it is categorized as National Security Airspace (NSA). The NSA notes that pilots may be asked to avoid flying over certain areas voluntarily, or flights within NSAs may be forbidden by temporary flight restrictions (TFRs).

Unexploded Ordnance (UXO) – UCD has been used primarily for munitions storage with some explosives demolition. UXO associated with a known demolition pit also contaminates approximately 1,700 acres on the northwest corner of UCD. Areas known to contain UXO should be avoided for future development. As with most installations of that period, detailed records were not kept to account for where explosive munitions were expended or disposed. It is likely munitions could be encountered during excavation.

Explosive Safety Quantity Distance (ESQD) – Currently, small quantities of small arms munitions are stored in vaults in the cantonment area for security police and a light training load for the Regional

Training Institute mission. Because of the small quantities and nature of the vaults, the ESQD does not limit the surrounding area uses.

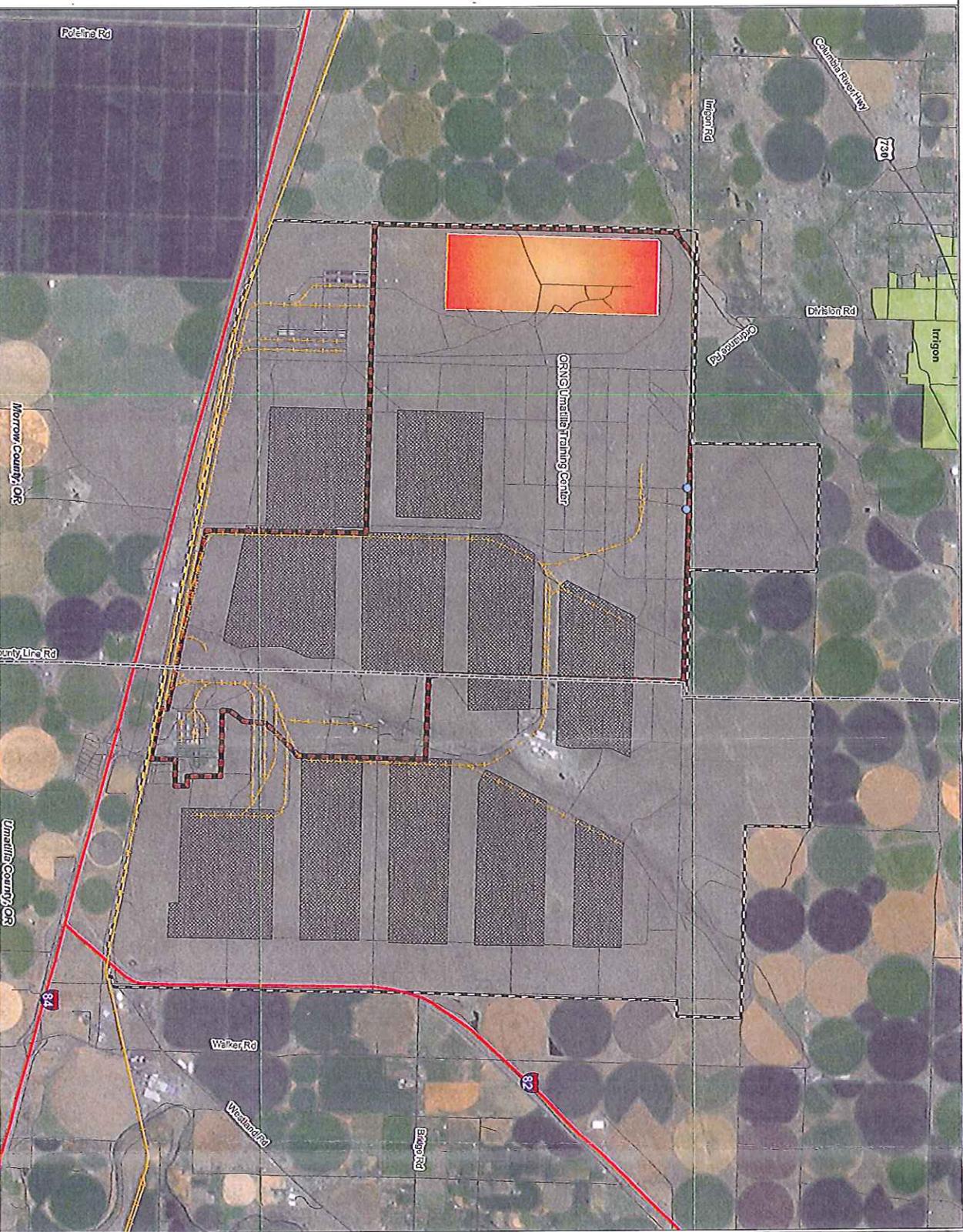
Ammunition Magazine Storage Area – Although the ammunition magazine storage areas on UCD do not pose a specific hazard, they do limit how the land may be used. These aboveground bunkers generally reduce visibility and restrict maneuver of motorized or mechanized force, thus making it a poor option for training land. The expense associated with demolishing ammunition magazines also makes this area a poor option to use as anything other than a storage area.

Noise – Noise complaints are uncommon because UCD is located in a rural area. However, with the continued growth of Irrigon and Umatilla, and an increase of training activities and volume at the ORNG Umatilla Training Center, care should be taken to place new firing ranges to reduce impacts.

Contaminants – The AMEC Environmental Condition of Property Report (ECOP) completed in July 2011 presents a wide range of soil contamination throughout the cantonment area and other sites across UCD. Figures 4.6 and 4.7 are maps excerpted from that report that illustrate the sites of concern. The contamination results from various chemicals commonly found on installations of the UCD-era when environmental controls were not in place. The location and condition of the contaminates may limit certain types of development without mitigation.

The chemicals associated with the weapons systems historically stored at the Umatilla Chemical Depot have been destroyed and no residue is being reported.

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Oregon National Guard
Figure 4.5
Umatilla Training Center
Operational
Constraints Map



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- UXO Area
- Bunker Area
- Active Railroad
- Inactive Railroad
- Water Well



Address:
 78798 Ordmane Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 April 2012

1 inch = 4,000 Feet

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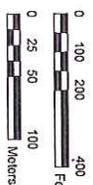
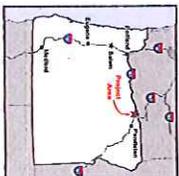
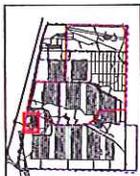




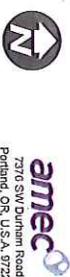


FIGURE 4.7
UMATILLA CHEMICAL DEPOT
ECOP CATEGORY MAP
AREA VII ADMIN
ECPIERS REPORT
MARCH 2011

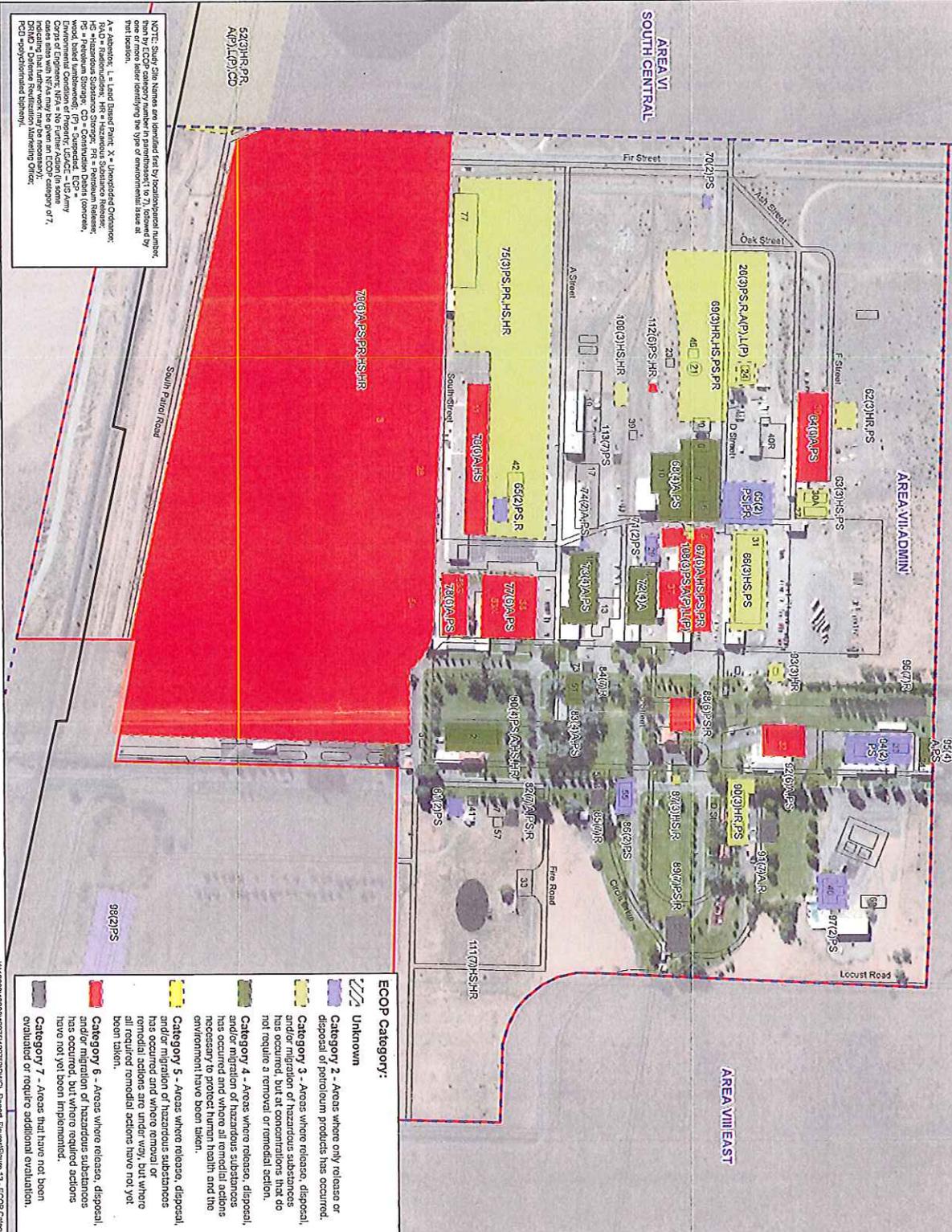
- LEGEND:**
- Bunker (label denotes identification number)
 - Building (label denotes facility number)
 - Block
 - Study Area
 - Subject Site
 - Umatilla Chemical Depot Boundary
- 1(9)HR.X
 See Note for description of identification numbers



UTM 11 NORTH, NAD83



amec
 7370 SW Durham Road
 Portland, OR, U.S.A. 97224

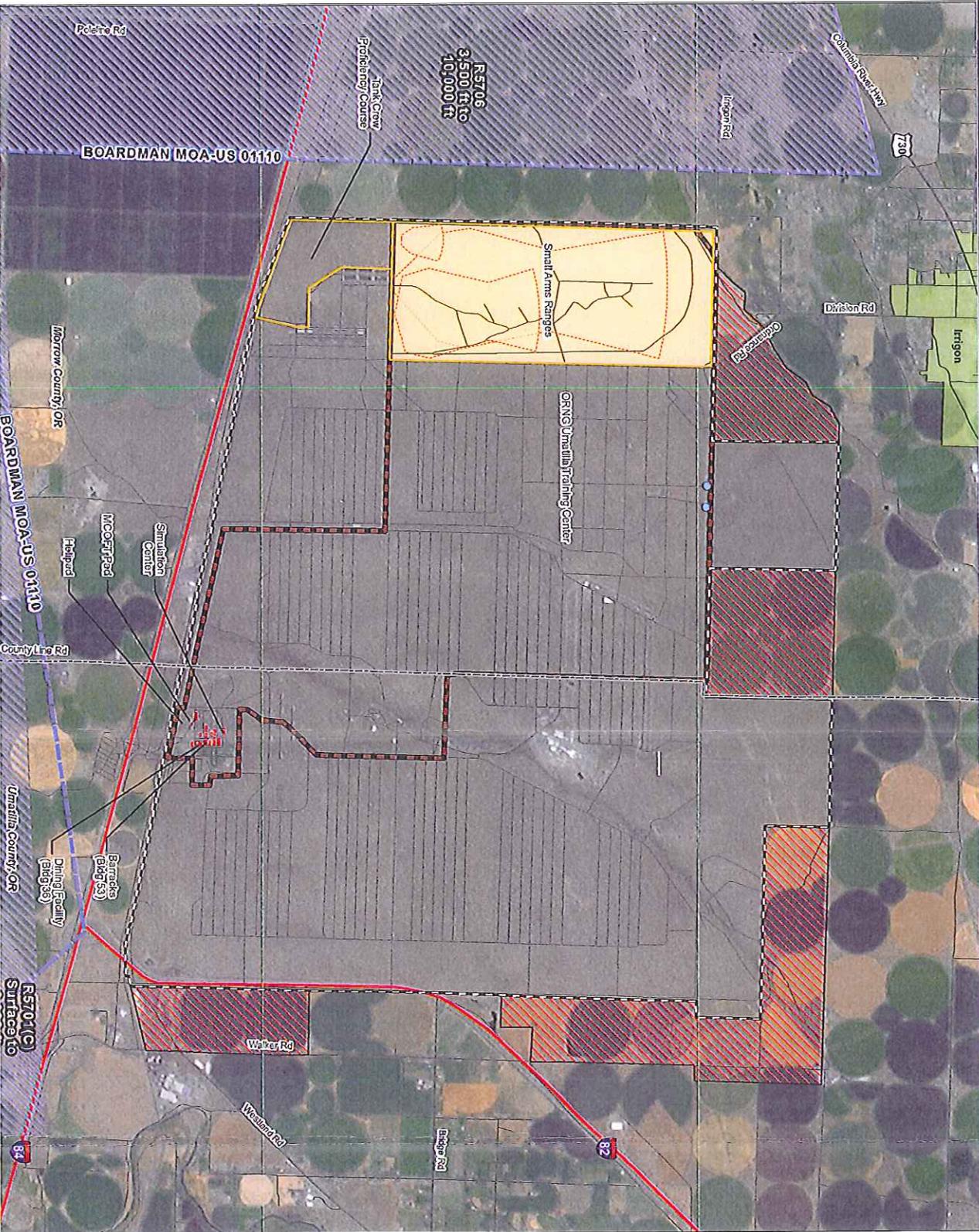


NOTE: Study Site Names are identified first by location number, then by ECOP category number in parentheses 1 to 7, followed by one or more letter identifying the type of environmental issue at that location.

A = Asbestos, L = Lead Based Paint, X = Unrecorded Contaminant, H = Hazardous Substance Storage, P = Petroleum Release, R = Petroleum Storage, CD = Contaminated Ditch (concrete), E = Explosive, S = Solid Waste, C = Construction Debris (concrete), Environmental Condition or Property, CIGACT = US Army Corps of Engineers, NFA = No Further Action (in some cases Asbestos), NFA may be given an ECOP category of 7, CIGACT may be given an ECOP category of 7, DDM = Defense Remediation, Maintaining Office, PCD = unrecorded property.

ECOP Category:

- Unknown
- Category 2 - Areas where only release or disposal of petroleum products has occurred.
- Category 3 - Areas where release, disposal, and/or migration of hazardous substances has occurred, but all concentrations that do not require a removal or remedial action.
- Category 4 - Areas where release, disposal, and/or migration of hazardous substances has occurred and where all remedial actions necessary to protect human health and the environment have been taken.
- Category 5 - Areas where release, disposal, and/or migration of hazardous substances has occurred and where remedial or removal actions are under way, but where all required remedial actions have not yet been taken.
- Category 6 - Areas where release, disposal, and/or migration of hazardous substances has occurred, but where required actions have not yet been implemented.
- Category 7 - Areas that have not been evaluated or require additional evaluation.



Oregon National Guard
Figure 4.8
Umatilla Training Center
Special Use Air Space



- Installation Area
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- Special Use Air Space
- ORNG Endave
- Small Arms Range
- UCD Restricted Use Area
- Existing Building/ORNG Use
- Water Well



Address:
 78798 Ordnance Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 June 2012

1 inch = 4,000 Feet
 4,000 2,000 0 4,000
 Feet

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**Oregon National Guard
 Umatilla Training Center
 Development
 Constraints Composite**



- Installation Boundary
- County Boundary
- Municipal Boundary
- Bunker Area
- UCD Restricted Use Area
- Coyote Coulee
- Active Railroad
- Inactive Railroad
- Water Well



Address:
 78798 Ordance Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 April 2012

1 inch = 4,000 Feet
 4,000 2,000 0 4,000
 Feet

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4.4.5 Development Constraints

Internal Issues

- ❖ **Size and Condition of ORARNG Buildings** – The existing ORARNG facility capacity is undersized (300,881 SF existing versus 1,577,030 SF required) and in poor condition.
- ❖ **Replication of facilities** – Billets, dining, infrastructure, compound, simulation center, M-COFTpad, AHA, range operations building, helipad, and ID center.
- ❖ **Topography** – Elevation ranges from 370 feet in the northwest corner of the UCD to 670 feet along the northern rim of Coyote Coulee.
- ❖ **Unexploded Ordnance (UXO) – Areas** known to contain UXO should be avoided for future development. As with most installations of that period, detailed records were not kept to account for where explosive munitions were expended or disposed. It is likely munitions could be encountered during excavation.
- ❖ **Groundwater** – The UCD is located within the Ordinance Gravel and the Ordinance Basalt Groundwater Critical Areas and in the Lower Umatilla GWMA, which may affect the use of water resources. The existing domestic supply well for the cantonment area is located on property that will be conveyed to Morrow County, requiring an agreement for its continued use. The water rights associated with the UCD are not fully documented, leaving the potential for restricted development on the installation until they are resolved.

Civilian Development Impacts on the OMD Site

According to the Draft Oregon Military Statewide Encroachment Study Umatilla ORARNG Enclave Umatilla Military Depot Report, the state of Oregon, Department of Administrative Services, Office of Economic Analysis, has forecasted population growth for Umatilla County from the year 2000 through 2040. Their studies indicate a 49.8 percent (or 35,299 people) increase in Umatilla County's population over this period. The majority of the population growth is anticipated throughout the county and will not be solely centered in the city of Umatilla. The UCD site is bisected by Umatilla and Morrow counties, and the population growth of Morrow County is projected to increase by 108.31 percent (or 12,022 people). This population growth is anticipated throughout the county and will not be located in the lands adjacent to UCD.

- ❖ **Current Trends** – The existing land uses surrounding the ORARNG enclave are primarily agricultural.
- ❖ **Potential Developments** – No building projects were identified for the land adjacent to the ORARNG Enclave.
- ❖ **Impacts on the ORARNG Enclave Site** – Development of the currently vacant land could cause land uses that are incompatible with the enclave and OMD activities. Close monitoring of these parcels of land and how they could be developed is in the best interest of the OMD and units assigned to the ORARNG enclave.

Potential Encroachment Mitigation Strategies

- ❖ Actively participate in the process by which the Department of the Army will provide BRAC accommodation for the OMD and ORARNG use of the UCD reservation.
- ❖ Acquire additional suitable contiguous land and funding to meet ORARNG and OMD requirements and standards.

- ❖ Ensure the OMD location has the appropriate Comprehensive Plan Land Use and Zoning designation to unconditionally provide for ORARNG facilities/functions. Jurisdictions with such provisions generally have them designated under Public Service, Facilities, and/or Use.

Training Center Boundary Development and Strategy

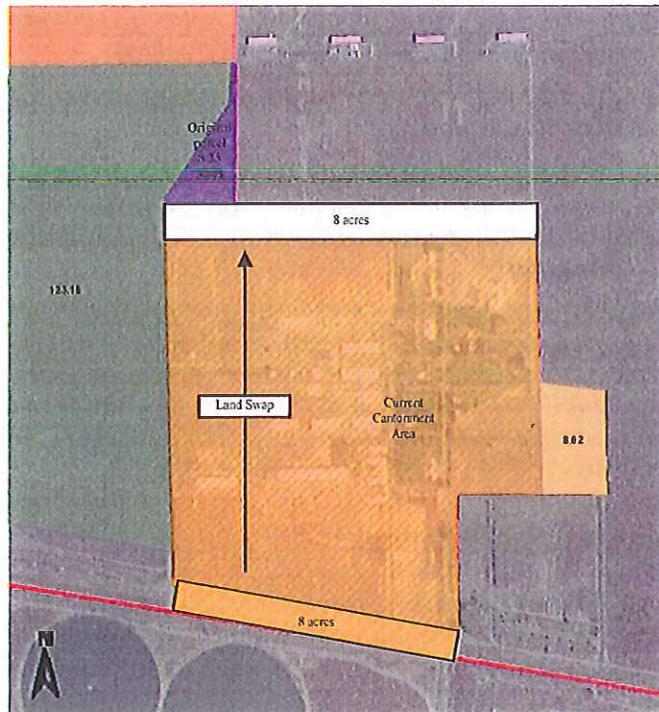


Figure 4.10
Proposed Land Exchange

The boundaries of the ORNG Umatilla Training Center, in particular the boundary lines around the cantonment in relation to the surrounding land use as part of the LRA, still have some flexibility in negotiating and defining the boundary line that separate the LRA land use from the ORNG UTC/cantonment. (For a comparison of current and proposed cantonment area, please see figure 5.2, Proposed Cantonment Districts – Long-Range Development Plan in Section 5.)

Figure 4.10 shows the current cantonment with a hatched, shaded golden color. The smaller adjacent parcels of green to the south, darker gold to the east and blue to the north are flexible in their boundary definition. The ORNG would like to exchange the 8 acre (AC) (approximate) parcel along the south boundary that includes the frontage road maintained by the Oregon Department of Transportation (ODOT), for an area of about the same 8 AC size along the north boundary of the cantonment (shown in white).

The majority of the acreage/area in blue would no longer be required and would partially become part of this northern extension area. This linear area along the top portion of the cantonment is required by the ORNG as additional ATFP standoff from future commercial facility construction as part of the Morrow Industrial area buildup.

The south boundary would now be located to about 20 feet north of the east/west frontage road and the site boundary within the previous blue parcel would be 20 FT east of the north/south cantonment road. The 8.62 AC parcel to the east will remain as defined.

4.5 INFRASTRUCTURE

4.5.1 Real Property Facilities (Buildings) Assessment

Buildings and other facilities that make up the built environment in the demilitarized and range areas are critical to the development of the proposed training center. The Real Property Inventory (RPI) and Installation Status Report (ISR) as well as other documents were used to create a baseline for establishing construction, demolition, facility use, and assignment.

The built environment on UCD includes more than 1,100 structures built during World War II and the Cold War era to support the storage of chemical weapons. Although some of these buildings are still in use and remain in good condition, many of these structures are not currently used and are in various states of disrepair. It is recommended that an Infrastructure Capacity Analysis (ICA) be conducted off the ORNG Umatilla Training Center site to verify the existing system can meet capacity requirements of the proposed training center.

4.5.2 Utilities Assessment

The Utilities Assessment reports existing utility systems on an installation identifying key service locations, service areas or grids, systems capacities, demand, and condition. A utility study needs to be accomplished to define and engineer the systems and associated distribution and/collection networks necessary to support the long-range development of the training center. Opportunities for municipal services, privatized maintenance, and local renewable energy should also be investigated.

Water

Water is supplied throughout the UCD via an on-site water treatment system. According to UCD staff, the water treatment plant is sufficient to sustain the existing mission and would allow for additional capacity. The UCD water system consists of wells, pipelines, and storage reservoirs. Chlorination at the well head is the only treatment required in the system. The system is divided into two parts – one serving the northwest and north-central portion of UCD, and the second serving the southwest (warehouse) area and the administrative area. The bunker areas are not served by the water system.

North System: The north system includes three wells providing 2,030 gallons per minute (gpm) and 120,000 gallons of elevated storage.

South System: The administrative/warehouse system includes three wells providing 2,120 gpm and 250,000 gallons of elevated storage. This system also includes a well that is not used due to high nitrate concentrations and a 1 million gallon reservoir that is not used due to lack of demand. As addressed earlier, the UCD is located within the Ordinance Gravel and the Ordinance Basalt Groundwater Critical Areas and in the Lower Umatilla GWMA, which may affect the use of water resources. The existing domestic supply well for the cantonment area is located on property that will be conveyed to Morrow County, requiring an agreement for its continued use. The water rights associated with the UCD are not fully documented, leaving the potential for restricted development on the installation until they are resolved.

Wastewater

Only the administrative area is served with a piped sanitary sewer system leading to a treatment facility. The entire system was installed in the 1940s and consists of concrete pipes 6 to 10 inches in diameter. Sewage from the administrative area is collected and carried to a treatment facility approximately 5,000 feet west. The treatment facility consists of two "Imhof" tanks that discharge to percolation drain fields. According to UCD staff, only one of the tanks is in service – reported to be

43,000 gallons per day (gpd) capacity. The condition of the collection system, including all subsystems, is unknown. Due to the system's age, further investigations should be conducted.

Individual septic tanks and drain fields provide for treatment of domestic sewage at locations other than the administrative area. In some cases, such as the warehouse area, several buildings are connected to one septic tank. The condition of these isolated systems is unknown; however, several of the buildings services are presently inactive.

Stormwater

Most of the UCD surface water runs off impervious surfaces to nearby ground where it evaporates or percolates into the ground. In the administrative area, a storm sewer collection system of catch basins and concrete pipe collects surface water and transfers the water to the southwest corner of the site.

Electrical

Electrical power is supplied to UCD on overhead lines by the Umatilla Electrical Cooperative Association (UECA). The service is provided at 12,470 volts, three phase four wire 60 hertz. The UCD substation is located east of the main entrance. From this substation, the site electrical system is fed on overhead lines on wooden poles located along roads similar to a rural electric system. The lines have existed since the original construction, and the poles are in substandard condition.

In a 1987 Master Plan Report, the total transformer load for UCD was approximately 6,000 kilovolts ampere (kVA). The UECA has started a feeder capable of supplying 10,000 kilowatts (kW) with 5,000 kW of power going to UCD. UECA is willing to increase the supply if a greater demand is necessitated.

Communications

Telephone service enters UCD on the southeast corner of the property. Services are a combination of overhead and underground lines going to all areas of the site. Most of the system is underground, serving the administration and main outlying buildings. Remote areas have special mine-type units mounted on posts, or provisions for portable telephones.

4.5.3 Transportation Assessment

The transportation assessment examines the existing transportation systems on UCD that will be affected by the development of the ORNG Umatilla Training Center. Major transportation systems that will serve or support the installation are identified. This then provides a basis for evaluating limitations and deficiencies within the system that affect installation operation and mission.

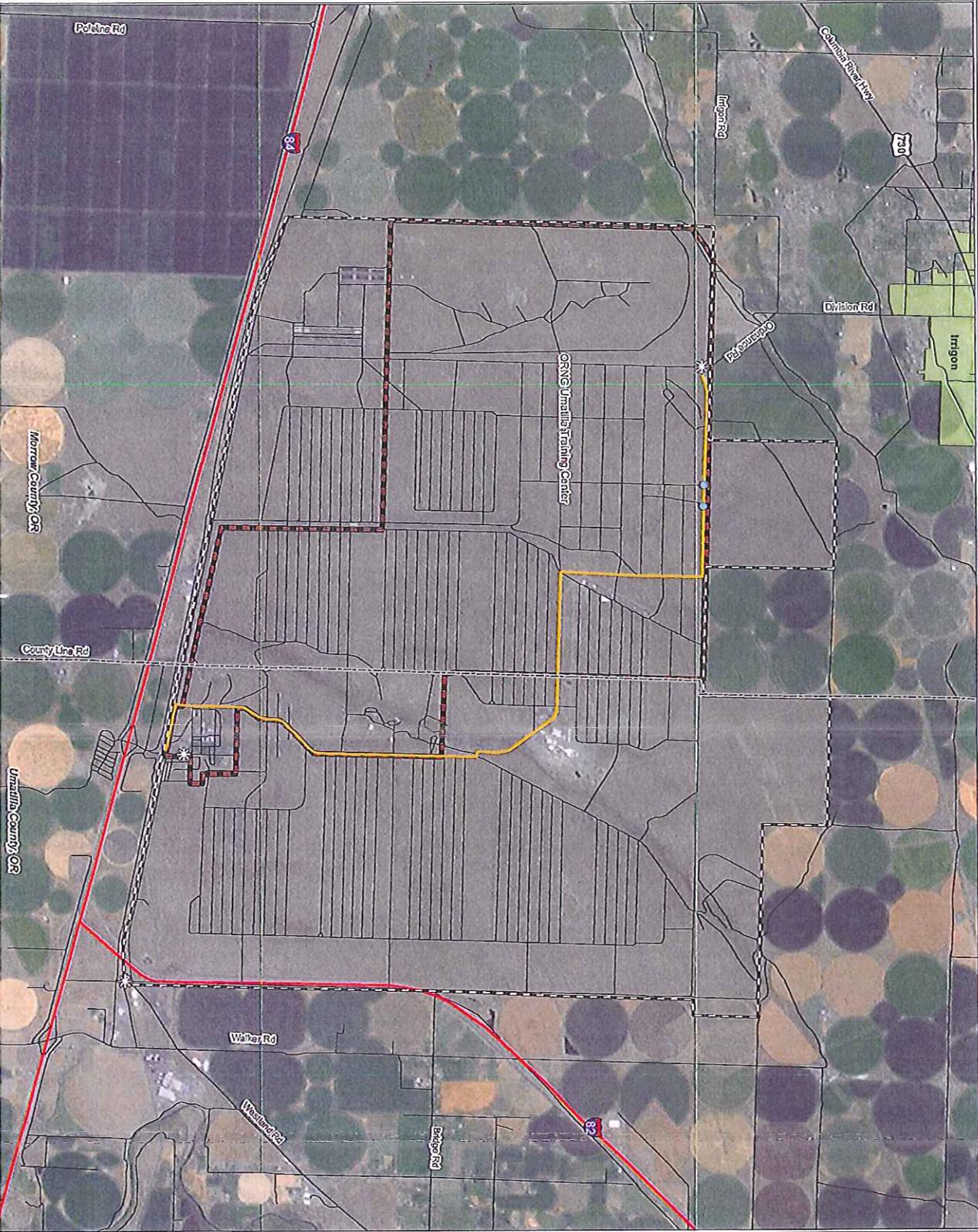
Road Networks

An internal paved roadway network of about 241 miles traverses UCD with connections to local roadways located at the northwest and southeast corners. The roadway network includes a patrol road on the perimeter, roads providing circulation routes within UCD, access roads within the administrative and warehouse areas, and access roads serving the bunkers and munitions storage blocks. About 190 miles of the internal roadways are surfaced with bituminous paving classified by the Army as light or medium.

Rail Networks

From the boundary spur line, UCD is served by a looped system essentially adjacent to all munitions storage blocks. A dead-end rail line serves the warehouse area in the southwest corner of UCD. In total, UCD has about 50 miles of track, most of which are in good condition.

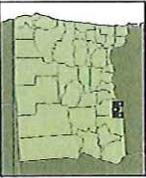
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Oregon National Guard
Figure 4.11
Umatilla Training Center
Internal Road
Network and ACPs



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- Interstate Highway
- Highway/Road
- Main Internal Access Route
- Access Control Point
- Water Well

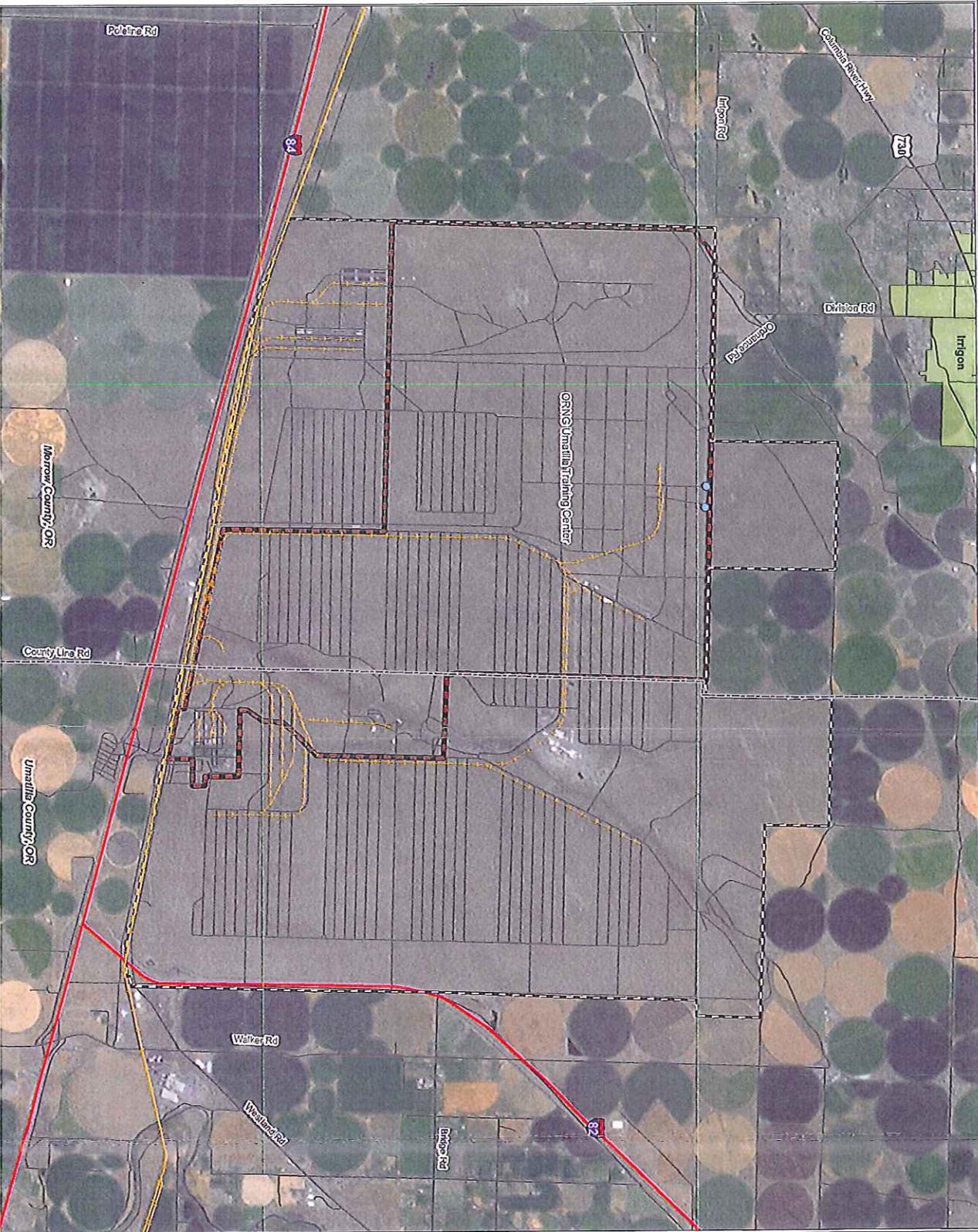


Address:
 78798 Oudance Rd
 Hermiston, OR
 97838

NAD 83 UTM ZONE 11 N
 Projection: Transverse Mercator
 April 2012

1 inch = 4,000 Feet
 4,000 2,000 0 4,000
 Feet

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Oregon National Guard
Figure 4.12
Umatilla Training Center
Rail Network System



- Installation Boundary
- ORNG Umatilla Training Center
- County Boundary
- Municipal Boundary
- Active Railroad
- Inactive Railroad
- Interstate Highway
- Highway/Road
- Water Well

Address:
 78798 Ordance Rd
 Hermiston, OR
 97838

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1 inch = 4,000 Feet

4,000 2,000 0 4,000
 Feet

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Draft Final Submittal
June 2012

W90FYQ-09-D-0005, Task Order 1X02

SITE DEVELOPMENT PLAN

ORNG Umatilla Training Center
Oregon National Guard



HDR

SECTION 4 FUTURE DEVELOPMENT PLAN

4.1 DEVELOPMENT OBJECTIVES

Develop a land-use plan recommending long-range installation planning and development opportunities while identifying constraints for the expansion into an MTC-L.

4.2 RECOMMENDATIONS

The ORNG Umatilla Training Center requires a MTC-L capable of supporting the billeting, logistics, live-fire, and maneuver training requirements of a BCT-L. An MTC-L supports individual and collective training for battalion and higher levels. Full-time support and cantonment facilities are authorized. An MTC-L will include weapons ranges and maneuver space. Training facilities are focused on weapons proficiency and maneuver capabilities.

The following development actions have been identified as priorities to meet the long-range objectives for this site:

Cantonment:

Organize and develop the cantonment into districts oriented to support specific functions of the training center. They are:

1. Training Center Operations and Support (headquarters, administration, training)
2. Public Works (facility and installation support and maintenance)
3. Logistics and Maintenance (UTES, warehousing, GOV parking)
4. Training Center Community Support (barracks and dining, MWR)
5. Transient Training Unit Operational area(s)(administration, training, GOV parking)
6. Tenant Units: RTI and potential Readiness Center units (schoolhouse and training)

Range and Maneuver Training Land:

Although the primary focus of this SDP is a cantonment for the bed-down of a BCT-L within the MTC-L, the overall future use of the training area was addressed with the following recommended actions:

1. Develop I Block into an Ammunition Supply Point with support facilities
2. Construct a Range Maintenance and Range material/target storage compound
3. Continued use of the recently developed small arms weapons firing ranges
4. Continued use of terrain west to north of cantonment for small unit tactics training
5. Continued use of the existing Land Navigation Area for this training
6. Construct a Live Fire Shoothouse
7. Construct a Live Fire Breach facility
8. Construct a MOUT Collective Training Facility (Small)(with rural and urban scenarios)
9. Construct a renewable Energy Farm north of the cantonment area
10. Designate/use and enhance the north area set of buildings as a FOB training area

11. Designate and construct a Tracked Vehicle Driver's Course training area
12. Demolish several aged, substandard ammunition plant facilities not for reuse
13. Designate/use a site as an Engineer Heavy Equipment Training Area
14. Designate and use an area east of the Range Impact Area as a Drop Zone/Landing Zone
15. Subdivide and designate the training land into multiple maneuver/training areas

4.3 PROJECTS

The following tables lists scheduled major and minor projects for ORNG Umatilla Training Center to become an MTC-L.

Table 4
ORNG UMATILLA TRAINING CENTER SRM ACTIONS

Priority	Project Number	Project Description	Fiscal Year	Cost (\$000)	Program
	000000	Renovate I-Block (ASP OPNS)	12	750	Minor
	000000	Renovate Bldg 32 TC HQ Annex (interim)	13	750	Minor
	000000	Update Bldg 54 for use as TC Classrooms (interim)	13	750	Minor
	000000	Update Bldg 31 RTI HQ (interim)	13	750	Minor
	000000	Renovate Portion of Bldg 18 to RTI Classroom	13	2,486	Major
	000000	Renovate Portion of Bldg 18 to IT/DOIM	13	2,902	Major
	000000	Update Bldg 2 Fire Station and as TC Police Station	13	750	Minor
	000000	Update Bldg 15 & 16 for use as TT BN HQs	13	750	Minor
	000000	Expand Bldg 30 SIMCTR	16	4,143	Major
	000000	Convert/Renovate Bldg. 450 to RCTC SIMCTR	20	8,700	Major
	000000	Convert/Renovate Bldg. 62 to MWR Building	20	1,200	Major

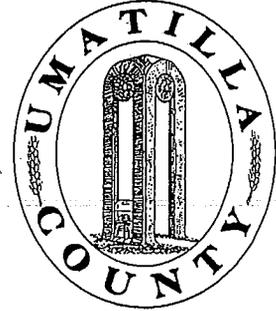
^a Cost equals CWE for total project cost.

Table 5
ORNG UMATILLA TRAINING CENTER MILITARY CONSTRUCTION

Priority	Project Number	Project Description	Fiscal Year	Cost (\$000)	Program
	000000	UTES Medium TEMF	18	14,226	Major
	000000	GOV Parking (UTES)	18	4,496	Major
	000000	UTES BII Storage Building	18	1,604	Major
	000000	Motor Vehicle Storage Building	18	7,218	Major
	000000	Centralized Wash Facility	18	7,678	Major
	000000	RTI Administrative Building	18	9,647	Major
	000000	RTI General Instruction Building	18	21,813	Major
	000000	RTI Barracks	18	58,951	Major
	000000	RTI POV Parking	18	827	Major
		Total FY18 Projects:		126,460	
	000000	Physical Fitness Center	20	18,811	Major
	000000	Running Track & Multipurpose Athletic Field	20	642	Minor

Umatilla County

Department of Land Use Planning



June 25, 2014

Formatting to implement 2014 Development Ordinance and Comprehensive Plan amendments for the Umatilla Army Depot property.

NOTE: The text is shown in a "Mark Up" strategy where original text being deleted is shown in strikethrough and text being added is in bold and underlined.

TABLE OF CONTENTS

1. Comprehensive Plan Amendments	2
2. Update UCDC 152.040 Establishment.....	4
3. Update UCDC 152.545 Signs	5
4. Adopt New Zone Text.....	6
5. Update Comprehensive Plan with Umatilla Army Depot Goal Exception Report	17

1. Comprehensive Plan Amendments

Suggested Changes:	Reason for the Change
<p>CHAPTER 3 – WHY A COMPREHENSIVE PLAN?</p> <p>...</p> <p>The term "general nature" means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations of any area, activity or use. A plan is "coordinated" when the needs of all levels of governments, semi-public and private agencies and the cities of Oregon have been considered and accommodated as much as possible. The term "land" includes water, both surface and subsurface, and the air. It should be noted that this definition includes coordination of the plan. Umatilla County encompasses 2,062,080 acres, of which approximately 25% is controlled by other government entities (e.g. Umatilla Indian Reservation, and the Umatilla and Wallowa-Whitman National Forest, and the Umatilla Army Depot).</p> <p>...</p>	<p>This text is on page 3-2 of the Comprehensive Plan. The reference to the Umatilla Army Depot will be removed.</p>
<p>CHAPTER 18 – THE PLAN MAP</p> <p>INDUSTRIAL NEEDS ANALYSIS</p> <p>...</p> <p>Another major employer, although not officially an industry, is the federal government. Two major federal facilities are located in western Umatilla County. The first is the Umatilla Army Depot which stores military supplies, including chemical weapons; and at its peak employed approximately 800 people including both military and contract employees. The second is McNary Dam, which generates electrical power and regulates flows and power loads for other dam facilities along the Snake River system into Idaho. Other federal offices located in Umatilla County such as the US Forest Service, BLM, USDA, Army Corps provide hundreds of jobs.</p>	<p>Since the Army Depot will no longer be a major federal employer this text will be modified.</p>

CHAPTER 18 – THE PLAN MAP

FEDERAL LANDS

The federal government owns approximately 400,000 406,655 acres of land in Umatilla County (excluding Reservation and Tribal Trust lands), under the jurisdiction of several agencies (Forest Service, BLM, Army, Corps of Engineers, BOR, etc.) comprising almost 20% of the total land area. The largest single federal government owner is the Forest Service, with approximately 375,000 376,504 acres.

Although the county has little jurisdiction over federal lands, a mechanism must be developed to insure immediate and proper land and zoning designation of any former federal land that comes under county jurisdiction due to land exchange, sale or consolidation activities. Therefore, all federal lands shall be assigned the plan and zoning classifications common to the area in which the property is located and shall be subject to said regulations immediately upon removal from federal jurisdiction.

However, due to the size of the areas involved, the Forest Service land (National Forest) and the Umatilla Army Depot shall not be "overlaid" by county plan and zoning classifications, but shall be subject to the above policy should any land be removed from federal jurisdiction.

A number of isolated privately owned or non-federal parcels of land exist within the National Forest area. These parcels shall be assigned appropriate plan and zoning classifications similar to surrounding land use and zoning designations.

The Planning Director shall schedule a public hearing by the Planning Commission within thirty (30) days after a land parcel goes from federal to County jurisdiction to determine if its immediately-applied plan and zoning classifications are appropriate.

This text is part of the Comprehensive Plan, Chapter 18, page 396.

The exact number of acres changes on a regular basis and so to refer to the acreages generally the text will say "approximately" with a rounded number.

The Umatilla Army Depot is being turned over to both State and County ownership and will no longer be formally designated as the Army Depot.

2. Update UCDC 152.040 Establishment

Suggested Changes:	Reason for the Change																																																				
<p>§ 152.040 ESTABLISHMENT.</p> <p>For the purpose of this chapter, the following use zones are hereby established:</p> <table data-bbox="191 674 771 1633"> <thead> <tr> <th><i>Zones Designation</i></th> <th><i>Abbreviated</i></th> </tr> </thead> <tbody> <tr><td>Exclusive Farm Use</td><td>EFU</td></tr> <tr><td>Grazing Farm</td><td>GF</td></tr> <tr><td>Unincorporated Community</td><td>UC</td></tr> <tr><td>Rural Residential 2</td><td>RR-2</td></tr> <tr><td>Rural Residential 4</td><td>RR-4</td></tr> <tr><td>Rural Residential 10</td><td>RR-10</td></tr> <tr><td>Multiple Use Forest</td><td>MUF</td></tr> <tr><td>Forest Residential</td><td>FR</td></tr> <tr><td>Mountain Residential</td><td>MR</td></tr> <tr><td>Retail/Service Commercial</td><td>RSC</td></tr> <tr><td>Rural Retail/Service Commercial</td><td>RRSC</td></tr> <tr><td>Commercial Rural Center</td><td>CRC</td></tr> <tr><td>Tourist Commercial</td><td>TC</td></tr> <tr><td>Rural Tourist Commercial</td><td>RTC</td></tr> <tr><td>Agribusiness</td><td>AB</td></tr> <tr><td>Light Industrial</td><td>LI</td></tr> <tr><td>Rural Light Industrial</td><td>RLI</td></tr> <tr><td>Limited Rural Light Industrial</td><td>LRLI</td></tr> <tr><td>Heavy Industrial</td><td>HI</td></tr> <tr><td>Rural Heavy Industrial</td><td>RHI</td></tr> <tr><td>Limited Rural Heavy Industrial</td><td>LRHI</td></tr> <tr><td>Future Urban 10</td><td>FU-10</td></tr> <tr><td><u>Depot Industrial</u></td><td><u>DI</u></td></tr> <tr><td><u>Umatilla Depot Refuge</u></td><td><u>UDR</u></td></tr> <tr><td><u>Umatilla Depot Military</u></td><td><u>UDM</u></td></tr> </tbody> </table>	<i>Zones Designation</i>	<i>Abbreviated</i>	Exclusive Farm Use	EFU	Grazing Farm	GF	Unincorporated Community	UC	Rural Residential 2	RR-2	Rural Residential 4	RR-4	Rural Residential 10	RR-10	Multiple Use Forest	MUF	Forest Residential	FR	Mountain Residential	MR	Retail/Service Commercial	RSC	Rural Retail/Service Commercial	RRSC	Commercial Rural Center	CRC	Tourist Commercial	TC	Rural Tourist Commercial	RTC	Agribusiness	AB	Light Industrial	LI	Rural Light Industrial	RLI	Limited Rural Light Industrial	LRLI	Heavy Industrial	HI	Rural Heavy Industrial	RHI	Limited Rural Heavy Industrial	LRHI	Future Urban 10	FU-10	<u>Depot Industrial</u>	<u>DI</u>	<u>Umatilla Depot Refuge</u>	<u>UDR</u>	<u>Umatilla Depot Military</u>	<u>UDM</u>	<p>Add the three new zoning designations to the table of zones within the County.</p>
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3. Update UCDC 152.545 Signs

Suggested Changes:	Reason for the Change																										
<p>§ 152.545 ZONING PERMIT REQUIRED TO ERECT, MOVE, OR ALTER SIGNS; EXEMPTIONS; PERMITTED SIGNS.</p> <p>(A) No sign shall hereafter be erected, moved, or structurally altered without a zoning permit, except for a Type 1 and Type 3 sign, and without being in conformity with the provisions of this chapter. Official signs of the state, county or municipalities are exempt from all provisions of this chapter. All signs shall be on the same lot as the subject matter of the sign, except as specifically allowed otherwise.</p> <p>(B) Allowed signs in the various zones are indicated by the following tables (for types of signs, see § 152.546):</p> <table border="1" data-bbox="170 1094 764 1787"> <thead> <tr> <th><i>Zone</i></th> <th><i>Types Allowed</i></th> </tr> </thead> <tbody> <tr> <td>EFU-10, EFU-20, EFU-40, EFU, GF</td> <td>1, 2, 3, 4, 5, 6</td> </tr> <tr> <td>UC</td> <td>1, 2, 3, 4, 5, 8, 9</td> </tr> <tr> <td>RR-2, RR-4, RR-10</td> <td>1, 2, 3, 4, 5, 6</td> </tr> <tr> <td>MUF, FR, MR</td> <td>1, 2, 3, 4, 5, 6</td> </tr> <tr> <td>RSC, RRSC, CRC</td> <td>1, 2, 3, 4, 5, 7, 8, 9, 10, 11</td> </tr> <tr> <td>TC, RTC</td> <td>1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12</td> </tr> <tr> <td>AB</td> <td>1, 3, 4, 5, 7, 8, 9, 11</td> </tr> <tr> <td>LI</td> <td>1, 3, 4, 5, 7, 8, 9, 10, 11, 12</td> </tr> <tr> <td>RLI, LRLI</td> <td>1, 3, 4, 5, 7, 8, 9, 10, 11</td> </tr> <tr> <td>HI, RHI, LRHI</td> <td>1, 3, 4, 5, 8, 9, 11</td> </tr> <tr> <td>FU-10</td> <td>1, 2, 3, 4, 5, 6</td> </tr> <tr> <td><u>DI</u></td> <td><u>1, 3, 5, 6, 7, 8, 9, 11</u></td> </tr> </tbody> </table>	<i>Zone</i>	<i>Types Allowed</i>	EFU-10, EFU-20, EFU-40, EFU, GF	1, 2, 3, 4, 5, 6	UC	1, 2, 3, 4, 5, 8, 9	RR-2, RR-4, RR-10	1, 2, 3, 4, 5, 6	MUF, FR, MR	1, 2, 3, 4, 5, 6	RSC, RRSC, CRC	1, 2, 3, 4, 5, 7, 8, 9, 10, 11	TC, RTC	1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12	AB	1, 3, 4, 5, 7, 8, 9, 11	LI	1, 3, 4, 5, 7, 8, 9, 10, 11, 12	RLI, LRLI	1, 3, 4, 5, 7, 8, 9, 10, 11	HI, RHI, LRHI	1, 3, 4, 5, 8, 9, 11	FU-10	1, 2, 3, 4, 5, 6	<u>DI</u>	<u>1, 3, 5, 6, 7, 8, 9, 11</u>	<p>Update the sign types allowed in each zone. Added the Depot Industrial Zone sign types.</p>
<i>Zone</i>	<i>Types Allowed</i>																										
EFU-10, EFU-20, EFU-40, EFU, GF	1, 2, 3, 4, 5, 6																										
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4. Adopt New Zone Text

DI, DEPOT INDUSTRIAL ZONE

Sub-Sections:

152.235	Purpose
152.236	Applicability and subarea descriptions
152.237	Uses permitted
152.238	Conditional uses permitted; general criteria
152.239	Limitations on use
152.240	Master plan and design review
152.241	Dimensional standards

§ 152.235 PURPOSE.

The DI, Depot Industrial, Zone is intended to recognize the regional and statewide significance of the former Umatilla Army Depot (Depot) and to apply appropriate zoning to accommodate planned uses as lands are transferred out of federal ownership.

Leaders of the region (Morrow County, Umatilla County, Morrow and Umatilla Port Districts and Confederated Tribes of the Umatilla Indian Reservation) have been planning for future use of the Depot since the early 1990's. Three overarching goals have guided the planning process for the Depot and are reflected on the consolidated Redevelopment Plan approved by the Umatilla Army Depot Reuse Authority for Morrow and Umatilla Counties.

(A) Military Reuse – accommodating the needs and plans of the Oregon National Guard;

(B) Wildlife Habitat – with a special emphasis on the shrub-steppe habitat; and

(C) Economic Development – job creation and tax base.

The DI Zone will be applied to the portions of the Depot under Umatilla County jurisdiction that are identified for industrial development in the Redevelopment Plan and acknowledged for exceptions to Statewide Planning Goals 11 (Public Facilities & Services) and 14 (Urbanization).

§ 152.236 APPLICABILITY & SUBAREA DESCRIPTIONS.

As shown in Figure 1, the DI Zone applies to three distinct subareas within Umatilla County that are identified for industrial development in the approved Redevelopment Plan. Permitted and conditional uses are tailored to the characteristics of each area.

(A) *Subarea 1.* Subarea 1 is intended to accommodate a range of distribution/commerce uses that can maximize the economic development potential of a large, unique site located at the junction of two interstate freeways. With immediate accessibility to interchanges to I-84 on the south and I-82 on the east, Subarea 1 is intended primarily for land-intensive freight related uses that can take advantage of easy truck access on and off the interstate system and avoid traffic congestion and

other community impacts within urban areas.

(B) *Subarea 2.* Subarea 2 is intended to accommodate general storage, warehouse and distribution uses that can largely utilize existing buildings and facilities in this subarea. Access to Subarea 2 is only available through the security gate to the Military area. Therefore, the range of permitted and conditional industrial uses for Subarea 2 is more limited.

(C) *Subarea 3.* Subarea 3 is intended to accommodate a range of general industrial uses that can leverage the substantial and recent investment in buildings, infrastructure and other site improvements constructed to support the Umatilla Chemical Disposal Facility mission. Following closure and decommissioning, the incinerator building will be removed as a condition of state and federal permits. However, existing investments and infrastructure in this area can be a significant economic development asset for Umatilla County.

§ 152.237 USES PERMITTED.

(A) *Uses permitted outright.* In the DI Zone, the following uses and their accessory uses are permitted without a zoning permit:

(1) Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.

(2) Installation of culverts, pathways, medians, fencing, guardrails, lighting, and similar types of improvements within the existing right-of-way.

(3) Projects specifically identified in the Transportation System Plan as not requiring further land use regulation.

(4) Landscaping as part of a transportation facility.

(5) Emergency measures necessary for the safety and protection of property.

(6) Acquisition of right-of-way for public roads, highways, and other transportation improvements designated in the Transportation System Plan.

(7) Construction of a street or road as part of an approved subdivision or land partition approved consistent with the applicable land division ordinance.

(8) Temporary Mobile Food Vendor as defined in § 152.003.

(B) *Industrial uses permitted with a zoning permit.* In the DI Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit pursuant to § 152.025 and subject to the requirements of § 152.239 through § 152.241 of this chapter. Some permitted uses in the DI Zone are only allowed in specific subareas [identified in brackets following each use].

(1) Blacksmith or machine shop [Subareas 1, 2 & 3]

(2) Bottling work [Subareas 1 & 3]

(3) Cold storage warehouse [Subareas 1, 2 & 3]

(4) Concrete block or pipe manufacturing [Subareas 1 & 3]

(5) Contractor's equipment storage yard [Subareas 1, 2 & 3]

(6) Custom meat cutting and cold storage locker [Subareas 1 & 3]

- (7) Data center [Subareas 2 & 3]
- (8) Food products manufacturing, excluding meat, fish, salt, sauerkraut, sugar, vinegar and yeast products [Subareas 1 & 3]
- (9) Grain elevator or flour mill and grain storage [Subarea 1]
- (10) Greenhouse or nursery [Subareas 1 & 2]
- (11) Hauling, freighting and trucking yard or terminal [Subareas 1, 2 & 3]
- (12) Ice or cold storage plant [Subareas 1 & 2]
- (13) Major manufacturing, repairing, compounding, fabricating, assembling, processing, or storage industries having any one of the following characteristics: (a) peak employment >200; (b) utilizing >20 acres; (c) requiring total energy input which exceeds 6,816,000 BTU for all energy sources combined [Subareas 1 & 3]
- (14) Manufacturing, compounding, assembling or treatment of products made from the following prepared materials: bond, cellophane, canvas, cloth, cork, feathers, felt, fiber, fur, glass, hair, horn, leather, paint (no boiling), paper, plastics, precious or semi-precious metals or stone, shell, textiles, tobacco, wood, and yarns, but not including rendering plant [Subareas 1, 2 & 3]
- (15) Planing mill or sawmill [Subarea 3]
- (16) Plumbing or sheet metal shop [Subareas 1, 2 & 3]
- (17) Signs – Types 5, 6, 7, 8, 9, 11 [Subareas 1, 2 & 3]

(18) Welding shop [Subareas 1, 2 & 3]

(19) Wholesale business, storage building or warehouse [Subareas 1, 2 & 3]

(20) Other uses similar to the list above which shall not have more detrimental effect upon the adjoining areas than the uses specifically listed; subject to approval of the Planning Director through the administrative review process set forth in § 152.769.

(21) Mobile Food Vendor as defined in § 152.003.

(C) *Retail and service commercial uses permitted with a zoning permit.* In the DI Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit pursuant to § 152.025 and subject to the requirements of § 152.239 through § 152.241 of this chapter. Retail and service commercial uses are only permitted in Subarea 1.

- (1) Automobile service station
- (2) Commercial amusement establishment
- (3) Day care/nursery
- (4) Eating or drinking establishment
- (5) Financial institution
- (6) Food store
- (7) Gift shop
- (8) Information center
- (9) Motel, hotel
- (10) Office building

(11) Retail or service commercial

(12) Other uses similar to the list above which shall not have more detrimental effect upon the adjoining areas than the uses specifically listed; subject to approval of the Planning Director through the administrative review process set forth in § 152.769.

§ 152.238 CONDITIONAL USES PERMITTED.

(A) In the DI Zone, the following uses and their accessory uses are permitted conditionally, subject to the requirements and general criteria of § 152.610 through 152.616, 152.238, 152.239 and 152.241 and upon issuance of a zoning permit. Some conditional uses in the DI Zone are only allowed in specific subareas [identified in brackets following each use].

(1) Automobile wrecking yard as provided in § 152.616(E) [Subarea 3]

(2) Commercial gravel pit as provided in § 152.616(Q) [Subarea 3]

(3) Concrete or asphalt manufacturing plant as provided in § 152.616(U) [Subarea 3]

(4) Utility facility and power generation plant as provided in § 152.616(CCC) [Subareas 1 & 3];

(5) Uses involving the handling or storage of hazardous chemicals or flammable liquids such as fireworks, blasting agents, explosives, corrosive liquids, flammable solids, high toxic materials, oxidizing materials, poisonous gases, radioactive materials, unstable chemicals, ammonium nitrate and liquefied petroleum gases as provided in § 152.616(FF) and (GG) [Subareas 1, 2 & 3]

(6) Other uses similar to the list above which shall not have more detrimental effect upon the adjoining areas than the uses specifically listed; subject to approval of the Planning Director through the administrative review process set forth in § 152.769.

§ 152.239 LIMITATIONS ON USE.

(A) *Retail Sales & Service Uses in the DI Zone.* Retail sales and service uses permitted in the DI Zone are subject to the following limitations:

(1) A maximum of 5 percent of the developable acreage within the Depot Industrial Zone (excluding the restricted area of Subarea 3) may be allocated to retail and service uses.

(2) Retail and service uses may only be located in Subarea 1.

(B) *Use Limitations in Portion of Subarea 3.* Retail sales and service uses permitted in the DI Zone are subject to the following limitations:

(1) A portion of Subarea 3 (Coyote Coulee) will not be available for industrial development because on on-going environmental monitoring requirements and habitat values.

(2) The limited use area is shown with cross-hatch on Figure 1.

(C) *General Limitations on all uses.*

(1) A use is prohibited and shall be in violation of this chapter if it violates an environmental quality statutes or regulation of the state or federal government.

(2) Materials shall be stored and grounds shall be maintained in such a manner which will not attract or aid in the propagation of insects or rodents or otherwise create a health hazard.

(3) Points of access from a public street or county road to properties in the Depot Industrial Zone shall be located so as to minimize traffic congestion and shall comply with the county Transportation System Plan and obtain necessary Road Access Permits.

§ 152.240 MASTER PLAN AND DESIGN REVIEW.

(A) *Master Plan Required for Subarea 1.* A master plan is required prior to issuance of a zoning permit for development in Subarea 1 because of the unique size and location characteristics of the subarea and the potential range of uses.

(1) The master plan shall be processed in accordance with the administrative review procedures set forth in § 152.769.

(2) The master plan shall include the following:

(a) Conceptual layout of internal roadways and connections to the interstate system;

(b) Identification of area(s) and associated acres for location of potential retail sales and service uses;

(c) General information on potential infrastructure (water, sewer, power) that may be needed to serve targeted industrial and commercial uses;

(d) General information on potential transitions (such as setbacks, screening, buffering) between industrial and commercial uses areas and edges of Subarea 1 that border the Military or Wildlife Habitat designations on Figure 1.

(3) Administrative review of the master plan shall be based on the following considerations and objectives:

(a) Maximize the economic development potential of this unique site to provide jobs and expand the tax base to benefit the local communities and the larger region;

(b) Establish a general framework for coordinated development and minimize piecemeal development without prescribing specific uses or the layout of individual lots;

(c) Explore opportunities for coordination of infrastructure to serve the larger Subarea, rather than relying totally on on-site systems; and

(d) Determine if additional standards (such as screening and buffering, etc.) are appropriate and should be applied through subsequent design review/zoning permits for permitted and conditional uses. The master plan can modify the general dimensional standards in § 152.241 for Subarea 1 of the DI Zone.

(B) *Design Review for Permitted Uses in all Subareas in the DI Zone.*

(A) An application for a zoning permit for a use permitted in § 152.237 of this chapter shall be accompanied by a site plan and, if applicable, a design review application.

(B) A Design Review application may

not be required if the following circumstances exist:

(1) The existing structure and business previously received a design review approval from the County Planning Department; and,

(2) No new construction is being requested on the subject property; and,

(3) A similar business will be operated on the subject property.

(C) The Planning Director or an authorized agent shall review the site plan for completeness and compliance with the following requirements:

(1) The site plan shall consist of the following:

(a) An accurate map showing property lines, dimensions and location of buildings on the property both existing and proposed;

(b) Drawn at a scale no smaller than 1" = 100';

(c) Access points to county or state roads;

(d) Names of the owner and developer of the site.

(2) The Planning Director or an authorized agent may require landscaping around the building(s) or the property lines to insure conformance with county policies;

(D) Design Review Standards.

The Planning Director or an authorized agent shall review the design review application for completeness and compliance with the following requirements:

(1) An access permit has been issued by the County Road Department and/or ODOT for the subject property;

(2) Parking lots and spaces, off-street parking, and loading requirements are met as provided in § 152.560 through § 152.562;

(3) Setbacks standards are met as provided in the particular zoning district where the subject property is located;

(4) Signs are permitted as provided in § 152.545 through § 152.548;

(5) Vision clearance standards are met as provided in § 152.011.

§ 152.241 DIMENSIONAL STANDARDS.

In the Depot Industrial Zone, the following dimensional standards shall apply, unless other dimensional standards are approved through the Master Plan process.

(A) *Lot size.* The minimum lot size shall be one acre unless written proof from the Department of Environmental Quality is provided that shows an approvable subsurface disposal system can be located on less than one acre;

(B) *Minimum lot width.* The minimum average lot width shall be 100 feet with a minimum of 25 feet fronting on a dedicated county or public road or state highway;

(C) *Setback requirements.* The minimum setback requirements shall be as follows:

(1) Front yard: 20 feet, except if the front yard area is used for off-street loading or parking requirements, then the front yard shall be a minimum of 40 feet;

(2) Side yard: 20 feet;

(3) Rear yard: 20 feet.

UDR, UMATILLA DEPOT REFUGE ZONE

Sub-Sections:

152.537	Purpose
152.538	Uses permitted with a zoning permit
152.539	Conditional uses permitted
152.540	Dimensional standards

§ 152.537 PURPOSE.

The purpose of the Umatilla Depot Refuge Zone is to provide a dedicated zoning classification to preserve the natural shrub-steppe desert landscape and contribute to the preservation of wildlife and wildlife habitat. It is also designed to retain a natural landscape and open space resource of regional significance, and to provide for low impact recreation, natural and historic heritage interpretation, and environmental education opportunities. Uses are limited to those that will provide for the protection, restoration and management of wildlife and wildlife habitat resources within the zone.

§ 152.538 USES PERMITTED WITH A ZONING PERMIT

In a UDR Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit, pursuant to § 152.007, 152.025 and supplementary regulations in § 152.010 through § 152.016 and § 152.545 through § 152.562.

(A) Ecotype Preserve/Wildlife Refuge/Open Space Preserve and associated accessory uses including but not limited to wildlife observation facilities, plant

propagation facilities for on-site restoration, natural heritage interpretive displays, and public restrooms.

(B) Interpretive/visitor center not to exceed 15,000 square feet (larger facilities require conditional use approval). Said uses can include facilities such as natural and historic heritage displays, exhibit areas, gallery, small theater, administrative offices, classrooms, dining areas/café, planetarium, subsidiary gift/book shop, public conveniences, and associated parking.

(C) Low impact recreation facilities including but not limited to non-motorized uses such as hiking trails, bicycling paths, equestrian trails, and picnic facilities.

(D) Observatory.

(E) Utility facilities and roads including the construction and maintenance of electric and telephone transmission lines, gas and water distribution lines, sewage collection lines, road development and maintenance, construction and maintenance of railroad lines, and related facilities, but excluding commercial facilities for the purpose of generating power for public use.

(F) Commercial storage in existing structures with existing access. Use shall be limited to igloos that have direct access to a roadway.

§ 152.539 CONDITIONAL USES PERMITTED.

In the UDR Zone, the following uses may be permitted conditionally via administrative review (§ 152.769), subject to the requirements of this Section, the applicable criteria in § 152.061, § 152.610 through § 152.616 and § 152.545 through § 152.562 and findings that the proposed use:

complies with the Comprehensive Plan, Development Code, and other relevant County policies; will serve a useful purpose to the area and to the purpose of the UDR Zone as stated herein; and will be designed and built so as to reduce potential negative impacts to both neighboring parcels and the primary purpose of the UDR Zone. All conditional use applications associated with an established UDR Zone shall submit as part of the application a general land-use plan schematic for the Refuge/Preserve indicating the longer range management and facilities vision for the Zone, and a more detailed site plan for the specific conditional use request sufficient to evaluate design and land-use considerations associated with the permit request. A zoning permit will be issued following final approval of a conditional use

(A) Interpretive/visitor center with accessory uses, not including parking, in excess of 15,000 square feet.

(B) Commercial operations conducted for the mining and processing of geothermal resources, aggregate and other mineral resources or other subsurface resources.

(C) Short term stay (14 days or less) commercial campground with associated support facilities.

(D) Farm use, as defined in ORS 215.203, excluding livestock feedlots and sale yards, hog and poultry farms.

(E) The propagation or harvesting of a forest product.

(F) Commercial solar power generation for sale for public use.

(G) Private cemetery or burial site.

§ 152.540 DIMENSIONAL STANDARDS.

In a UDR Zone, the following dimensional standards shall apply;

(A) *Minimum Parcel.* The minimum lot size shall be one acre unless written proof, from the Department of Environmental Quality is provided which shows that an approvable subsurface disposal system can be permitted, or the minimum lot size shall be the minimum necessary to carry out the intent and purpose of the proposed use and is also consistent with the purpose and intent of the DR Zone.

(B) *Setback.* No building shall be located closer than 20 ft. from a property line, street or road.

UDM, UMATILLA DEPOT MILITARY ZONE

Sub-Sections:

152.563	Purpose
152.564	Uses permitted with a zoning permit
152.565	Conditional uses permitted
152.565	Dimensional standards

§ 152.563 PURPOSE.

The purpose of the Umatilla Depot Military Zone is to recognize the area in the Umatilla County portion of the Army Depot that will be utilized by the National Guard Bureau (NGB), Oregon National Guard (ONG) and the Oregon Military Department (OMD). Umatilla County is applying this zone to be available at the point in time that these agencies depart this property and it becomes available for reuse.

§ 152.564 USES PERMITTED WITH A ZONING PERMIT.

In the UDM Zone, the following uses and their accessory uses are permitted upon the issuance of a zoning permit, pursuant to § 152.007, § 152.025 and supplementary regulations in § 152.010 through § 152.016 and § 152.545 through § 152.562.

(A) Building and structures that are existing and used for warehousing and related uses.

(B) Rail oriented warehousing and railroad related industries.

(C) Support facilities for on-site staff.

(D) Offices for administrative and transportation activities.

(E) Vehicle and railroad repair facilities.

(F) Refueling and transportation service centers.

(G) Container storage and trans-shipment facilities.

(H) Farming (EFU).

(I) Wildlife Reserve/Agriculture Wildlife.

(J) Police/Fire training.

§ 152.565 CONDITIONAL USES PERMITTED.

In the UDM Zone, uses allowed in the Depot Industrial Zone may be permitted conditionally via administrative review as provided by § 152.769, subject to the requirements of this Section, the applicable criteria in § 152.061, § 152.610 through § 152.616 and § 152.545 through § 152.562 and findings that the proposed use: complies with the Comprehensive Plan, Zoning Ordinance, and other relevant County policies; will serve a useful purpose to the area and to the purpose of the UDM Zone as stated herein; and will be designed and built so as to reduce potential negative impacts to both neighboring parcels and the primary purpose of the UDM Zone. All conditional use applications associated with an established UDM Zone shall submit as part of the application a general land-use plan schematic for the Zone, and a more detailed site plan for the specific conditional use request sufficient to evaluate design and land-use considerations associated with the permit request. A zoning permit will be

issued following final approval of a
conditional use

**§ 152.566 DIMENSIONAL
STANDARDS.**

In the UDM Zone, the following
dimensional standards shall apply;

(A) *Minimum Parcel.* The minimum lot size shall be one acre unless written proof, from the Department of Environmental Quality is provided which shows that an approvable subsurface disposal system can be permitted, or the minimum lot size shall be the minimum necessary to carry out the intent and purpose of the proposed use and is also consistent with the purpose and intent of the UDM Zone.

(B) *Setback:* No building shall be located closer than 20 ft. from a property line, street or road.

5. Update Comprehensive Plan with Umatilla Army Depot Goal Exception Report

The goal exception language will be placed in the Comprehensive Plan in the Industrial Needs Analysis section, Chapter 18, beginning on 384.

INDUSTRIAL NEEDS ANALYSIS

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Umatilla Army Depot - Umatilla County Exceptions

I. BACKGROUND INFORMATION

A. History of the Umatilla Army Depot

In 1940 the Army selected the 16,000-acre plot in northeastern Oregon that became the Umatilla Ordnance Depot (Depot). Ten months (January to October 1941), 7000 workers, and thirty-five million dollars later the prairie site was transformed into a complex of warehouses, munitions storage bunkers, shops and office buildings connected by a web of roads and railroad tracks. The Depot opened in 1941 with the mission to store, maintain and transfer a variety of military items, from blankets to ammunition. The Depot has supported multiple war efforts, including the Korean Conflict, Vietnam, Grenada, Panama, Operation Desert Shield, and Operation Desert Storm. Besides its conventional ammunition and general supply missions, the Depot was assigned a new mission in 1962 – receiving and storing chemical ammunition. Between 1962 and 1969, the Depot received various types of chemical

ammunitions as one of six Army installations in the U.S. that stored chemical weapons. Figure 2 shows a general layout of the Depot facilities.

In the mid-1980's, Congress directed the Army to dispose of the nation's aging chemical weapons stockpile. In 1988, the Umatilla Army Depot was placed on the Department of Defense Base Realignment and Closure (BRAC) list to review the future of the facility. It was decided that the base would remain open until the chemical stockpile at the Depot was destroyed. To accommodate this mission, the Umatilla Chemical Disposal Facility (UMCDF) was constructed in the northeastern portion of the site at a cost of about \$700 million and destruction of the chemical ammunition stored at the Depot took place from 2004 – 2012. The 2005 BRAC round of announcements has the Umatilla Army Depot scheduled for closure after the incineration facility has completed its mission (including decontamination, decommissioning, and closure) in about 2014.

Representatives of Morrow and Umatilla Counties, Morrow and Umatilla Port Districts, the Confederated Tribes of the Umatilla Indian Reservation, and numerous state and local agencies have been involved with planning for future uses of the Umatilla Army Depot for more than twenty years. An

initial planning effort for the Depot was completed in 1993 and was supported largely by the State of Oregon. The second planning effort was completed in 2010 and was supported largely by the Office of Economic Adjustment (Department of Defense). A brief overview of these two planning efforts is provided below. Links to the 1993 plan documents and the 2010 Redevelopment Plan documents are available on the Umatilla Army Depot Reuse Authority web site at <http://www.umadra.com/histData1.html>

B. Overview of 1993 Comprehensive Development Plan

After the Umatilla Army Depot was first placed on the BRAC list in 1988, Oregon Governor Goldschmidt appointed a task force to examine the impacts closure of the base would have on the local economy. The task force directed the preparation of a Comprehensive Development Plan for the Depot. The Oregon Economic Development Department, which had a vital interest in the economic redevelopment of the depot and its role in the future economic base of the region, provided coordination and management services for the task force. A consulting team, led by The Benkendorf Associates Corporation, was hired to produce the Comprehensive Development Plan.

The task force determined that the plan for the Depot should be organized to achieve ten specific objectives:

1. Create as much employment as possible.
2. Maximize the long-term potential for reuse by carefully evaluating shorter term proposals for reuse.

3. Morrow and Umatilla counties should share in the benefit of reuse.
4. A clear understanding of the location and condition of the existing infrastructure must be identified.
5. A "Vision" for the future should be created.
6. To the extent possible, the plan should be economically viable.
7. The reuse strategy should be implementable.
8. Communicate the plan as a positive long-term opportunity for the region.
9. Encourage interim or phased reuse of the Depot properties.
10. Reuse proposals for the Depot should be responsive to the regional resource base.

Figure 3 depicts the 1993 Comprehensive Development Plan (1993 Plan) for the Depot. The 1993 Plan was intended to allow for interim use while the Army continued its mission and it represented a first step by the task force to transition the 17,000 acre site from the Army's defense related use to civilian use.

The Executive Summary to the Plan noted:

"A smooth transition from military to civilian use of the Depot is of critical importance in order to maximize the economically efficient use of this valuable site and infrastructure. This transition may be facilitated by allowing, over time, an ever-increasing civilian presence, starting at the perimeters and working toward the core. This phased approach toward non-military

use of the Depot has been referred to as “rolling back the fence.”

Implementation of the 1993 Plan was delayed by several factors:

- The process for transferring military properties to civilian use has involved extensive levels of bureaucracy and cumbersome procedures. Some reuse factors could be controlled by the local community; others were outside its jurisdiction.
- Procedures for simplifying interim leases and transfer of parts of the Depot to civilian use were not amended to capture opportunities that were identified in the 1993 Plan.
- The required Army presence during the demilitarization of the stockpiled chemical ordnance on site.
- While the 1993 Plan was not implemented with land transfers, it did set the framework for the subsequent 2010 Redevelopment Plan. Many of the land use concepts that were included in the 1993 Plan (including Military Training, Wildlife Habitat and Industrial Development) are also reflected in the 2010 Redevelopment Plan, with some changes in emphasis.

C. Overview of 2010 Redevelopment Plan

Originally listed in the 1988 BRAC process, the Department of Defense ultimately recommended closure of the Umatilla Army Depot during the 2005 BRAC round of announcements - following completion of the chemical demilitarization operation.

In 2009, the Office of Economic Adjustment (OEA) of the Department of Defense provided financial support and guidance for preparation of a Redevelopment Plan for the Umatilla Army Depot. The LRA contracted with Dana Mission Support Team to complete the Redevelopment Plan. The Redevelopment Plan outlined six overarching factors that govern the opportunities and limitations with respect to reuse at the Depot:

1. The state and national economy is recovering from a deep recession, and 1,170 individuals will lose their jobs or be relocated due to the pending closure of the Depot.
2. The Depot offers significant location and access advantages associated with transportation facilities (I-82 and I-84), but is isolated from any larger metropolitan population base.
3. The existing condition of the buildings and infrastructure at the Depot, with the exception of the Chemical Disposal Facility structures, is generally substandard.
4. The size and characteristics of the Depot site offers large-scale reuse opportunities generally in short supply elsewhere – including military training, habitat preservation, and certain types of large scale industrial and institutional uses.
5. Preservation of shrub-steppe habitat is a major environmental priority for the LRA.
6. The Oregon National Guard has a specific, immediate opportunity to develop a training facility.

The LRA established three overarching goals for the Redevelopment Plan within the context of the factors listed above:

- **Military Reuse**
(accommodating the needs and plans of the Oregon National Guard)
- **Environmental Preservation**
(with a special emphasis on the shrub-steppe habitat)
- **Economic Development (job creation)**
Figure 4 depicts the 2010 Redevelopment Plan (2010 Plan) for the Depot. Key distinctions between the 1993 and 2010 plans for the Depot are highlighted below:
 - The 2010 plan allocates a much larger portion of the site to military use relative to the 1993 plan.
 - The 2010 plan allocates a smaller portion of the site to agricultural use.
 - The 1993 and 2010 plans generally target similar areas for economic development uses (Industrial and Commercial). However, the 2010 plan identifies the UMCDF site for Industrial use – these facilities were constructed after the 1993 plan was prepared.
 - The 1993 plan placed a greater emphasis on commercial and recreation uses.
The Military Department treats the 2010 Plan as part of the proposed federal action for the installation. The Plan is important because the Military Department has used it to conduct the property disposal environmental analysis required by

the National Environmental Policy Act (NEPA).

II. EXCEPTION

Under Oregon Administrative Rules (OAR) 660-004-0015(1), a local government approving an exception must adopt, as part of its comprehensive plan, findings of fact and a statement of reasons that demonstrate that the standards for an exception have been met. This section of the report has been prepared to serve as findings of fact and a statement of reasons to support exceptions to Goals 11 and 14 for the areas identified for Depot Industrial zoning on Figure 1. Should Umatilla County approve this application, the LRA asks that the County reference or incorporate this document into its comprehensive plan as its findings of fact and statement of reasons in support of the application.

A. Overview of Umatilla County Exception Areas

Figures 8 and 9 show the three discrete exception areas identified for industrial development in the Umatilla County portion of the Depot. For all three areas, Umatilla County is taking exceptions to Goals 11 (Public Facilities and Services) and 14 (Urbanization) to allow urban-scale industrial uses and supporting facilities and services. Goal 3 includes the following definition of agricultural land:

“Agricultural Land in western Oregon is land of predominantly Class I, II, II and IV soils and in eastern Oregon is land of predominantly Class I, II, II, IV, V and VI soils as identified in the Soil Capability Classification System of the United States Soil Conservation Service, and other lands which are suitable for farm use taking into consideration soil

fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land use patterns, technological and energy inputs required, or accepted farming practices.”

Exceptions to Goal 3 (Agricultural Lands) are not required for any of the three subareas in Umatilla County. As shown below, soils in all three subareas are predominantly Class VII. The Depot site is not served by an irrigation district and the site is also within the boundaries of two Critical Groundwater Areas (Ordinance Basalt and Ordinance Alluvial) designated by the Oregon Department of Water Resources. New water rights are not permitted in the CGWA’s. Further, the site has not been farmed in the more than 70 years of Federal ownership and operation and it has not functioned as part of the “commercial agriculture enterprise” of the area. Therefore, the site does not meet the definition of “agricultural lands” and exceptions to Goal 3 are not required to apply Depot Industrial zoning to Subareas 1, 2 or 3.

DEPOT SUBAREA SOILS

Depot Industrial Subarea	Predominant Soil Name, Unit Number, Description	Land Capability Class	Land Capability Class
		Dry	Irrigated
Subarea 1	76 B: Quincy loam fine sand, gravelly substratum	7e	Non-irrigated
Subarea 2	14B: Burbank	7e	Non-irrigated
Subarea 3	74 B: Quincy	7e	Non-irrigated
Soil Survey of Umatilla County Area, 1989, NRCS. The “e” suffix defines erosion prone soils.			

This application includes findings to support “reasons” exceptions to Goals 11 and 14 to allow urban scale industrial uses and supporting public facilities for Subareas 1, 2 and 3. It is noted that both subareas 2 and 3 contain a level of existing industrial development that commits both subareas to industrial uses. However, because the level of that industrial development is not predominantly urban in scale, Goal 14 and 11 exceptions are required to allow urban scale industrial uses and supporting public facilities.

The Goal 14 administrative rule provides for “reasons” exceptions for proposed urban uses on rural lands. The applicable standards are those in OAR 660-014-0040. The standards are addressed below, with findings provided for the three subareas.

B. Exception Requirements for Reasons Exceptions (Goals 11 and 14)

OAR 660-014-0040 governs reasons exceptions. Under this rule, a county may provide facts and reasons to justify an exception to Goal 14 to allow urban uses on undeveloped rural lands. Those reasons may include, but are not limited to, findings that an urban population and urban levels of facilities and services are needed to support an economic activity that is dependent upon an adjacent or nearby natural resource. Also under this standard, a county must demonstrate that the proposed urban development cannot reasonably be accommodated in or through expansion of existing urban growth boundaries. Further, it must show that the long term economic, social, environmental and energy consequences resulting from urban development at the proposed site with

measures designed to reduce adverse impacts are not significantly more adverse than would result from the same proposal being located on other undeveloped rural lands; that the proposed urban uses would be compatible with adjacent uses; and that the uses can likely be timely and efficiently served with appropriate levels of public facilities and services.

The applicable legal standards in OAR 660-014-0040 are addressed below.

660-014-0040(1): *“As used in this rule, ‘undeveloped rural land’ includes all land outside of acknowledged urban growth boundaries except for rural areas committed to urban development. This definition includes all resource and nonresource lands outside of urban growth boundaries. It also includes those lands subject to built and committed exceptions to Goals 3 or 4 but not developed at urban density or committed to urban levels of development.”*

Findings for All Subareas: Subareas 1, 2 and 3 all meet the definition of ‘undeveloped rural land.’ All three subareas are located outside of acknowledged urban growth boundaries. While Subareas 2 and 3 are committed to industrial uses, they are not generally committed to urban levels of development. Subarea 1 is not committed to development.

OAR 660-014-0040(2): *“A county can justify an exception to Goal 14 to allow establishment of new urban development on undeveloped rural land. Reasons that can justify why the policies in Goals 11 and 14 should not apply can include but are not limited to findings that an urban population and urban levels of facilities and services are necessary to support an economic activity that is dependent upon an adjacent or nearby natural resource.”*

Findings for Subarea 1: Subarea 1 encompasses approximately 884 undeveloped acres located in the southeast corner of the Umatilla Army Depot at the junction of I-82 and I-84. As shown on Figure 9, the proposed L-shaped configuration of this exception area will provide immediate access to the interstate system via existing interchanges to I-82 on the east and I-84 on the south.

Subarea 1 is recognized as the key opportunity site for industrial development on the Depot site – and it is one of the best sites for distribution/warehouse/logistics uses in the region and the state for the following reasons:

- Unique location at the confluence of two interstate freeways. There are only seven locations in Oregon where interstate freeways/connecting loop freeways intersect – and six of them are in the Willamette Valley with surrounding lands largely developed.
- In addition, this site has immediate accessibility to existing interchanges to each freeway.
- The two interstate highways adjoining this area serve a large, multi-regional and multi state area and provide direct freighting opportunities for intensive levels of industrial development. As such, the interstate facilities can support industrial activities far beyond what would commonly be found in a rural area. The highways serving this area serve an area extending from Seattle, Vancouver BC and Spokane to the north to Portland to the west, Boise and Salt Lake City to the east, and northern California to the south.
- Large, level site with more than 800 acres under a single ownership – the

largest undeveloped site at the junction of two interstate freeways in Oregon.

- Proximity and accessibility to other transportation modes to support industrial uses and freight movement, including UP rail facilities and the nearby Hinkle yard, and Port shipping facilities on the Columbia River.
- Proximity to nearby communities (Hermiston, Umatilla, Boardman, and Irrigon) with available residential land, housing and other services to support industrial jobs at this location.

The reasons justifying future development of urban scale industrial uses and public facilities sized to serve these uses in Subarea 1 are set out in numerous plans prepared for the Depot site, including but not limited to the 1993 Comprehensive Development Plan, the 2010 Redevelopment Plan, and the more recent Development Feasibility Analysis and Land Use Analysis. The Goal 14 exception is taken because the size of future industrial buildings could and is expected to exceed the size authorized on rural lands without goal exceptions under established LCDC

practice (typically limited to 35-40,000 square feet).

Therefore, the unique “resource” that is available at this location to warrant designating the area for urban-level industrial use is the transportation infrastructure. The site is also located in close proximity to nearby communities with lands designated for housing and supporting uses that could support the development of jobs at this location.

The local communities in Morrow and Umatilla Counties have consistently supported economic development efforts, and have expressed a desire to enhance the area’s portfolio of industrial and employment lands to support job creation. The Umatilla Depot properties have been specifically targeted for evaluation to support that objective. The Regional EOA articulates the following community vision and project objectives for the land use and economic analysis (Regional Economic Opportunities Analysis, prepared by Johnson Reid, June 2013.):

(map goes here)

Figure 8 – Umatilla County Goal Exceptions: Depot Industrial Subareas 1 and 2

Community Vision – To build a strong and thriving regional economy by establishing and actively maintaining a competitive portfolio of developable employment sites, seeking opportunities to capitalize on the area's locational advantages and coordinating public investments, policies, and regulations to support regional and State economic development objectives.

Project Objectives

- To create and manage a regional supply of vacant, developable large-lot industrial sites to accommodate stable, family-wage employment opportunities and support regional economic development.
- To organize, coordinate, promote and implement this regional industrial land strategy at a collaborative regional level.
- In 2003, Governor Kulongoski's Industrial Lands Advisory Committee identified 25 industrial sites "of statewide significance for job creation" in Oregon. A common feature of these sites was their proximity to an interstate freeway or major freeway interchange. Shute Road in Hillsboro was deemed highly desirable for high tech development because of its immediate proximity to US 26. Similarly, sites in Albany and Medford were identified based in large measure on their proximity to I-5, and a site in Baker City was identified based on its location along I-84. Here, Subarea 1 has immediate proximity not to just one interstate highway, but two: I-84 and I-82. It also has convenient access to rail (Union Pacific) and water (Columbia

River). Those same features caused the Governor's Task Force to identify the Hermiston Industrial Park in Hermiston as another of the 25 Oregon sites of statewide significance for job creation. At that time, of course, Subarea 1 was not available for private industrial development. But with its features and more than 800 acres in a single ownership, Subarea 1 may be even more suitable than Hermiston to meet the state's economic development needs. Given these circumstances, exceptions to Goal 14 and Goal 11 to allow urban scale industrial uses and supporting facilities are warranted.

Findings for Subarea 2: Subarea 2 encompasses 129 acres. Figure 8 shows the location of eight brick warehouses (Series 400 Magazine Buildings) within the boundary of Subarea 2. Each warehouse building is 11,227 square feet. The 400 series buildings were designed and constructed according to military base structural standards in the early 1940's. These "magazine" buildings were designed to blow outward in the event of munitions explosion. All 400 series buildings have rotating ventilating roof vents. Some of the Series 400 warehouses have been refurbished and are used for storage. Vehicle access to Subarea 2 is available through the secured main gate and entry to the Administration Area that will be transferred to the Oregon National Guard. This entry road connects with I-84 via the existing Army Depot interchange.

The American Red Cross currently uses at least five concrete igloos on the Depot site for storage of emergency supplies. The Red Cross has been coordinating with the LRA and intends to consolidate and expand this

use into storage warehouse(s) located in Subarea 2.

The Depot is one of only three Red Cross disaster field supply centers on the West Coast (the others are in Reno and Los Angeles). The agency is refining its focus and hoping to boost its stores at the depot to be ready for a major disaster. The Red Cross is working with Oregon Emergency Management and the Federal Emergency Management Agency to make sure enough emergency supplies and trained volunteers are in place should an earthquake and tsunami hit.

That's a possibility underscored by the presence of the Cascadia Subduction Zone, a 750-mile long earthquake fault 50 to 150 miles off the coast. Researchers believe a significant quake and tsunami could kill 5,000 people in Oregon, injure 8,000 and cause \$12 billion damage, including the destruction of 30,000 buildings (May 25, 2012 Oregonian article, "Umatilla Chemical Depot Transportation Include Red Cross Supplies.").

By utilizing existing warehouse(s) in Subarea 2 for storage of emergency supplies, the Red Cross also has opportunities to partner with the Oregon National Guard to load and transport supplies in the event of an emergency or natural disaster.

Umatilla County proposes to include Subarea 2 in a new Depot Industrial Zone. Specific uses allowed in Subarea 2 will be limited to warehouse and distribution uses. OAR 660-022-0040(11) allows new or expanding industrial uses in unincorporated communities without goal exceptions if they are small scale, low impact uses, defined as uses in a building or buildings not exceeding 40,000 square feet of floor space in rural unincorporated communities. Outside of

unincorporated communities, industrial uses in buildings 35,000 square feet or smaller have been considered to be rural in scale.

Therefore, the existing brick warehouses in Subarea 2 are small enough to be considered rural in scale and do not necessarily require exceptions to Goals 11 and 14. However, the warehouse structures were constructed in the 1940's, and when this area is transferred out of federal jurisdiction, the LRA would like to have the flexibility to demolish and replace the warehouses with larger buildings in the future if there is a market demand or if a user such as the Red Cross wants to develop new, larger storage warehouses in this area.

The proposed Depot Industrial Zone limits uses in Subarea 2 to warehouse and distribution uses. However, the zone does not include a maximum size limitation for individual buildings. Umatilla County has been successful in attracting industrial development and jobs to this region in large part because of the positive economic climate and attitudes. This includes being nimble and trying to avoid too many restrictions on industrial development.

The size of warehouse buildings constructed in an earlier era to meet the Army's uses shouldn't be used to restrict future development of modern warehouse and distribution buildings that typically exceed 35,000 square feet. For example, the Fed Ex freight hub recently constructed to the northeast side of the intersection of I-84 and I-82 included construction of a 97,280 square foot building. Umatilla County approved exceptions to Goals 3 and 14 to accommodate the Fed Ex facility on the 32.5 acre site in 2010.

In summary, Subarea 2 has been developed and committed to "industrial" types of uses (warehousing, storage, freight movement,

etc.) since initial construction of the Umatilla Army Depot in the early 1940's. While the existing buildings and development are not clearly "rural" or "urban" – Umatilla County is proceeding with reasons exceptions to Goals 11 and 14 for Subarea 2 to provide the opportunity and flexibility for appropriate reuse of this area for development that is consistent with the new Depot Industrial zone. Because Subarea 2 is bounded on three sides by the area that will be transferred to the Oregon National Guard – the Depot Industrial zone only allows warehouse and distribution uses in this exception area. Therefore, the uses that will be allowed in the exception area are "limited" – but exceptions to Goals 11 and 14 are justified to provide the flexibility for future development of warehouse buildings larger than 40,000 square feet.

Findings for Subarea 3: As shown on Figure 9, Subarea 3 includes a total of 265 acres. However, approximately 81 acres of Subarea 3 (Coyote Coulee) will be subject to deed restrictions that limit land disturbance. The soils and topography in the coulee are not suitable for agriculture but the area is valuable for wildlife habitat. It has been included in the proposed exception and Depot Industrial zone boundary because it falls within the area subject to on-going monitoring as a condition of the DEQ permit for the Umatilla Chemical Disposal Facility (UMCDF). Therefore, the LRA – in consultation with the Confederated Tribes – has determined that the 81 acre "restricted area" should be consolidated with the Depot Industrial parcel rather than the designated Wildlife Habitat area, even though it will not be available for industrial development under the deed restriction.

Therefore, the findings for exceptions to Goals 11 and 14 for Subarea 3 focus on the 184 acre area that is developed or committed to development.

Figure 9 shows the location of the UMCDF and supporting roads and development in Subarea 3. Construction of the UMCDF began in 2004 to provide the incineration systems and support facilities for the purpose of disposing of chemical weapons. Present value estimates of the UMCDF exceed \$700 million, and the potential value to the community in terms of employment and tax revenues is significant.

Structures

The UMCDF list of structures includes the following, some of which exceed 35,000 square feet (Section A Redevelopment Plan, Part 2.3 Infrastructure Assessment, July 29, 2010):

- Personnel Support Building
- Munitions Demilitarization Building
- Maintenance Building
- Pollution Abatement System
- Exhaust Filtration System
- Utility Building
- Laboratory
- Container Handling Building
- Offices (10 office complexes with interconnecting manufactured units)
- Water Tanks Switchyard

UMCDF Electrical Distribution System

The UMCDF footprint is fed from a Umatilla Electric Cooperative substation that is receiving 12.5 KVA from both their Boardman feed and Umatilla feed to ensure backup power should one of the feeds fail.

(map goes here)

Figure 9 – Umatilla County Goal Exceptions: Depot Industrial Subarea 3

Natural Gas

There is a 4 inch natural gas line approaching the UMCDF from the northeast corner of the Depot. Pressures are reduced from 800 psi to required usage pressure. The capacity of the natural gas system could meet the needs of a small town (216 million BTU/hr).

UMCDF Storm Water and Waste Water Systems

The UMCDF footprint contains an independent storm water system with a collection pond that is totally independent of the Umatilla Depot system. The UMCDF footprint also contains an independent waste water system, which is a septic system that is totally independent of the Umatilla Depot system.

Parking Areas & Access

There are five designated parking areas surfaced with gravel. The designated parking areas accommodate parking of approximately 800 vehicles. The +1,000 employees involved with the construction and operation of the UMCDF facilities access the site via an on-site gravel access road that extends west and north from the existing interchange to I-82 through the proposed habitat area to the secured UMCDF area.

Fire Alarm, Security, Telephone and Communications Systems

Each of the main buildings in the UMCDF footprint is connected internally with both smoke and security systems. Critical areas like the document control center also are protected with dry water sprinkler systems. All fire and security equipment is current, updated and maintained on a regular

scheduled basis by UMCDF maintenance personnel and subcontractors.

Currently the UMCDF site has approximately 1000 telephone and data lines in use with an upgrade capability of up to 69,000 telephone and data lines. The telephone and data interconnect to the Umatilla and Boardman telephone service centers. There is a communications tower on the UMCDF footprint with a radio antenna and repeater systems.

Clearly, the structures and supporting infrastructure developed for the Umatilla Chemical Disposal Facility starting in 2004 qualify Subarea 3 as a "physically developed" industrial area. The types of land use categories that would be permitted in the new Depot Industrial Zone are listed in Table 1 of the zone. The following use categories are specifically called out as permitted uses for Subarea 3, subject to standard Umatilla County Zoning Ordinance provisions for Design Review and issuance of a zoning permit:

- Industrial Service
- Manufacturing and Production
- Warehousing and Freight Movement
- Wholesale Trade
- Trade or Commercial Schools
- Basic Utilities

In summary, the extent of physical development (structures) and supporting infrastructure constructed for the UMCDF chemical disposal mission has clearly committed 184 acres of Subarea 3 to "industrial" type development. The abutting portion of Coyote Coulee (81 acres) is not developed, but it is included in the exception area boundary because of long-term requirements for monitoring in this area associated with the DEQ air quality permit

for the chemical disposal facility. Deed restrictions will limit land disturbance in this 81 acre area.

The UMCDF site and Subarea 3 are the most recently and intensively developed areas on the entire Umatilla Army Depot site. The structures were all constructed within the last ten years and there has been a recent and significant investment in infrastructure, including but not limited to electric power facilities, natural gas and communication facilities. Visible on Figure 9, many of the existing buildings are clearly committed to urban uses and urban level of development rather than the 35-40,000 square foot building size typically considered "rural" under Goal 14. More than 1,000 employees worked at the UMCDF as the stockpiled chemical weapons were incinerated. This level of employment at a single industrial site is of a scale that would reasonably be considered "urban" in terms of employment densities.

The incinerator building will be demolished as a condition of the DEQ permit following final decontamination, decommissioning, and closure in 2014 or later. Even when this large building is removed, the substantial infrastructure and other improvements constructed to support the UMCDF make Subarea 3 very attractive for urban scale industrial uses, and exceptions to Goals 11 and 14 are justified on the basis of existing development.

Once the Army has completed all the required decommissioning and closure activities at the UMCDF, Subarea 3 is anticipated to be available as a part of the overall "economic development" transfer of Depot property to the LRA and transition to new urban industrial uses. At an Industrial Lands Forum held on March 14, 2013 to support the Regional Economic Opportunities Analysis, participants

discussed potential economic development opportunities for the Depot site. The UMCDF site was identified as an area that was uniquely attractive for specific industrial uses, including but not limited to data centers.

As summarized in the Regional EOA, data centers are an emerging economic engine in Oregon bringing significant capital investment to regional communities. Over the next decade, firms and individuals are expected to continue the trend of moving their digital storage away from on-site solutions toward cloud-based systems. This trend is expected to drive an accelerated demand for data center storage. It is predicted that hundreds of data centers will be sited in the coming decade. While the economic contributions of data center development are largely limited to short-term construction jobs, the investment in real capital and equipment is a positive for local tax rolls.

The local region has already exhibited success in the recruitment of data center development, such as the Amazon facilities on Port of Morrow and Port of Umatilla properties.

General site requirements for data centers are summarized in the Regional EOA as follows:

Access to Current and Future Power

Sources: Data centers require significant amounts of power, as well as high quality transmission. Any power failures are highly costly. Access to more than one power grid improves marketability. Stability and affordability of future power pricing is also essential.

Natural Risk: Data centers will not locate in areas susceptible to natural disaster. This limits the marketability of some areas in the county, most notably hurricane risk in the

Gulf States and Southeastern Seaboard, and tornado risk in the Great Plain States. The primary natural risks in the Morrow/Umatilla County region are drought, range fires and volcanic ash fallout.

Cooling and Climate: Data centers generate heat, and cooling is an essential function of the facility. Data centers are increasingly being attracted to moderate desert climates, where systems are being designed to capture cool nighttime air.

Security: Data centers typically want to be inconspicuous. Further, regulations sometimes require that data is physically stored in the region from which it is collected. Data centers require low levels of visibility, and prefer a buffered site with some isolation.

Umatilla County finds that Subarea 3 is an appropriate and suitable area for future development of data center(s), based on the site requirements outlined in the Regional EOA. While the County is not proposing to limit future industrial development in Subarea 3 to this single use, there are valid reasons to designate this site to accommodate data centers and other appropriate industrial uses, without restrictions on building size.

OAR 660-014-0040(3)(a): *"To approve an exception under section (2) of this rule, a county must also show:*

(a) That Goal 2, Part II(c)(1) and (c)(2) are met by showing that the proposed urban development cannot be reasonably accommodated in or through expansion of existing urban growth boundaries or by intensification of development in existing rural communities.

Findings for Subareas 1: The Depot site is not contiguous with the urban growth boundaries of any nearby cities (Hermiston, Boardman, Irrigon or Umatilla). Additionally, there are no designated rural communities in the vicinity of the Depot site. Further, in a letter sent to the LRA on April 27, 2010 – staff with DLCD stated: *"...It does not appear that any portion of the Depot property is eligible for inclusion in an urban growth boundary at this time."*

The Depot Industrial zoning recommended for Subareas 1 is not based on a specific "need" for urban industrial land within Umatilla County or within the UGB's of nearby cities. Umatilla County has zoned thousands of acres for industrial development and the Port of Umatilla has been successful in leveraging the large industrial lands inventory to attract a diverse array of industrial users to the County. As shown in the Regional Economic Opportunities Analysis, June 2013, and Figure 7 of this report, Umatilla County has zoned approximately 1,785 acres of unincorporated land for industrial development within 3 miles of interchanges to I-84. The majority of the designated industrial sites encompass parcels 50 acres and larger. Zoning designations include Heavy Industrial (HI) and Light Industrial (LI) zones. In addition to this county inventory, the cities of Umatilla, Hermiston, Stanfield and Pendleton have a combined inventory of 2,389 acres zoned for industrial uses within 3 miles of an interstate interchange.

There are no sites available within or adjacent to the acknowledged UGB's that include +800 undeveloped acres under single ownership or that have immediate access and visibility to two interstate freeways. Subarea 1 is a unique site – with land and location characteristics that are not

replicated anywhere in the region or the start.

In planning for future uses of the Depot site, local and regional leaders have attempted to be proactive and plan for and target specific uses that are most appropriate for the Depot site. Subarea 1 has been targeted as the area of the Depot that is uniquely suited to development of warehouses, distribution centers and intermodal facilities.

Many truck and truck-rail intermodal facilities are located in urban areas. Over time, due to growth in freight volumes and growth of surrounding development, these facilities often become capacity constrained, and efficient operations are hampered by congestion and encroachment on freight facilities and corridors. One response to this problem has been to relocate the facilities to sites where capacity can be expanded and the transportation infrastructure is relatively uncongested.

A prime example of relocation out of the central Chicago area is the “brownfield” redevelopment of the abandoned Joliet Arsenal site and surrounding areas into an intermodal hub (Envision Freight Case Study: The Relocation of Intermodal Facilities, 2007.). The Joliet Arsenal site is located near two interstate highways and is served by two major railroads, BNSF and Union Pacific (UP). The lynchpins of this development are the Center Point Properties’ intermodal centers at Elwood and Joliet. These facilities are located about 40 miles southwest of downtown Chicago, near the intersection of Interstate highways I-80 and I-55. Synergies resulted in this development from the co-location of multiple freight facilities, such as transportation, warehousing, distribution, cross-docking, and container storage. The co-location of these facilities and proximity to the interstate highways also results in

substantial drayage savings and more efficient utilization of trucking resources.

On March 14, 2013 – APG and Johnson Reid organized an industrial land forum at the Port of Morrow to discuss the Regional Economic Opportunities Analysis and potential economic development opportunities for the Depot site. A great deal of discussion surrounded the site’s potential (particularly the southeast portion of the site) as a regionally-scaled logistics hub. The site’s assets and characteristics drew comparisons to Illinois’ BNSF Logistics Park outside Chicago described above.

The general site requirements for logistics / distribution centers and traditional warehouse/distribution facilities are summarized in the Regional EOA (page 27) as follows:

Logistics/Distribution

Large distribution centers reflect the principles of internal economies of agglomeration. Larger supportable scales equate to lower marginal operating costs. There are a variety of different logistics configurations, ranging from port-centric to logistics parks. A logistics park specifically is a planned agglomeration of distribution and light manufacturing uses. Transportation costs are typically the predominant factor; therefore, significantly scaled logistics sites require diverse multi-modal transportation linkages. This generally refers to multiple Class 1 rail lines, proximity and access to water or air linkages, as well as interstate highway linkages. The extent to which a site can serve a range of major population centers impacts how marketable it is.

The scale of these facilities necessitates exceedingly large sites, generally over 500 acres is necessary to justify infrastructure investments. Due to their space requirements, logistics oriented firms are

highly sensitive to availability and costs of land. Other critical factors include adequate infrastructure, tax incentives, and commitments or presence of anchor tenants. A strong anchor tenant brings expertise, provides synergy to the project, and sends a positive signal to the market.

Traditional Waterhouse/Distribution Facilities

The region has clearly demonstrated a capability to attract and support single and multi-tenant distribution facilities, which do not require the scale of a logistics center. These uses are expected to represent a significant portion of future industrial space demand in the region.

As described earlier, the use categories for the Depot Industrial Zone have been tailored to the unique characteristics and opportunities of the three discrete exception areas (Subareas 1, 2 and 3).

As the largest subarea with the best visibility and proximity to the interstate freeways and existing interchanges – the permitted use categories are the broadest for Subarea 1:

Depot Industrial Zone – Permitted Use Categories in Subarea 1

Industrial Service	Manufacturing and Production
Warehousing and Freight Movement	Wholesale Trade
Trade or Commercial Schools	Waste-Related
Retail and Service Uses (with Limitations)	Basic Utilities

Table 3 – Depot Industrial Zone – Permitted Use Categories in Subarea 1

The Depot Industrial Zone also requires that a generalized master plan be prepared for Subarea 1 prior to development to address subarea circulation, infrastructure location and buffering issues on a coordinated basis.

The Depot Industrial Zone also includes the provision that... *“A maximum of 5 percent of the total acreage within the Depot Industrial Zone may be allocated to retail and service uses that are appropriate and necessary to serve the needs of the workers employed within the Depot Industrial Zone, with a secondary purpose of serving highway travelers.”* This provision could result in up to 60 acres of retail and service uses and is consistent with and supportive of discussions with DLCD staff regarding the Regional Economic Opportunities Analysis (REOA) and the Transportation Planning Rule (TPR) requirements. DLCD staff reinforced this level of retail when they pointed out that a recent revision to the TPR accepted industrial zoning that allows up to 5% subordinate retail within the zone as being compliant with the TPR (660-012-0060 (11)(a)). Staff indicated in a letter that, based on this revision ... *“the department would accept an industrial zone allowing up to 5% subordinate retail.”*

In summary, the scale of urban industrial uses proposed for Subarea 1 cannot reasonably be accommodated in or through expansion of existing UGB’s or by intensification of development in designated rural communities because the County is focused on leveraging the unique and substantial transportation infrastructure and site characteristics that exist at this specific location. Again, it is noted that this site is not agricultural land and that, with its conversion from federal land to other ownership, it must be planned designated and zoned as provided for in ORS 197.175. Given subarea 1’s history, an industrial zone is the most appropriate zone for this area.

This exception is taken to allow such development to occur in buildings that exceed 35,000 square feet in size.

Findings for Subareas 2 and 3: No portion of the Depot site is contiguous with an existing UGB or existing rural community. Further, in a letter sent to the LRA on April 27, 2010 – staff with DLCD stated: “...*It does not appear that any portion of the Depot property is eligible for inclusion in an urban growth boundary at this time.*” (Email from Tom Hogue, Economic Development Specialist, Department of Land Conservation and Development, June 17, 2013 to Jon Jinings, Jerry Johnson and Mary Dorman.)

The Depot Industrial zoning recommended for Subareas 2 and 3 is not based on a specific “need” for urban industrial land within Umatilla County or within the UGB’s of nearby cities. Umatilla County has zoned thousands of acres for industrial development and the Port of Umatilla has been successful in leveraging the large industrial lands inventory to attract a diverse array of industrial users to the County.

As shown in Figure 7 of this report and the Regional Economic Opportunities Analysis, June 2013, Umatilla County has zoned approximately 1,785 acres of unincorporated land for industrial development within 3 miles of interchanges to I-84. The majority of the designated industrial sites encompass parcels 50 acres and larger. Zoning designations include Heavy Industrial (HI) and Light Industrial (LI) zones. In addition to this county inventory, the cities of Umatilla, Hermiston, Stanfield and Pendleton have a combined inventory of 2,389 acres zoned for industrial uses within 3 miles of an interstate interchange.

In planning for future uses of the Depot site, local and regional leaders have attempted to

be proactive and plan for and target specific uses that are most appropriate for the Depot site.

Subarea 2 is bounded on three sides by the area that will be transferred to the Oregon National Guard – the Depot Industrial zone only allows warehouse and distribution uses in this exception area. Therefore, the uses that will be allowed in the exception area are “limited” – but exceptions to Goals 11 and 14 are justified to provide the flexibility for future development of warehouse buildings larger than 40,000 square feet. As noted earlier, the American Red Cross currently uses at least five concrete igloos on the Depot site for storage of emergency supplies. The Red Cross has been coordinating with the LRA and intends to consolidate and expand this use into storage warehouse(s) located in Subarea 2.

Subarea 3 and the UMCDF site has been targeted as an area that is particularly well-suited to data centers or other industrial uses that can leverage the substantial power and other infrastructure that is available. The Depot Industrial zoning proposed for Subarea 3 this site will allow the following categories of industrial uses:

- Industrial Service
- Manufacturing and Production (includes data center and call centers)
- Warehousing and Freight Movement
- Wholesale Trade
- Trade or Commercial Schools
- Waste-Related Uses (conditional use)
- Basic Utilities (including power facilities)

In summary, the uses proposed for Subareas 2 and 3 cannot reasonably be accommodated in or through expansion of existing UGB’s

or by intensification of development in designated rural communities because the County is focused on leveraging the substantial infrastructure that exists at this specific location, outside of the UGBs. Subareas 2 and 3 have been developed and committed to “industrial” types of uses since initial construction of the Umatilla Army Depot in the early 1940’s. While the existing buildings and development are not clearly “rural” or “urban” – Umatilla County is proceeding with reasons exceptions to Goals 11 and 14 for both subareas to provide the opportunity and flexibility for appropriate reuse of this area for development that is consistent with the new Depot Industrial zone.

OAR 660-014-0040(3)(b): *“To approve an exception under section (2) of this rule, a county must also show: * * **

“(b) That Goal 2, Part II(c)(3) is met by showing that the long-term environmental, economic, social, and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located on other undeveloped rural lands, considering:

“(A) Whether the amount of land included within the boundaries of the proposed urban development is appropriate; and

“(B) Whether urban development is limited by the air, water, energy and land resources at or available to the proposed site, and whether urban development at the proposed site will adversely affect the air, water, energy and land resources of the surrounding area.

Findings for Subareas 1, 2 and 3: The UMCDF was developed to meet a specialized military mission – destruction of stockpiled chemical weapons. Construction, operation, and future de-commissioning and monitoring are heavily regulated by numerous state and federal agencies, including but not limited to EPA and Oregon DEQ. Industrial development in the Depot Industrial exception area (Subarea 1) would not be limited by or adversely affect air, water, land or energy resources at or near the site. The airshed at the Depot site is not identified as in violation of any air quality regulations. The various missions and activities at the Depot have resulted in releases of contaminants to the environment in portions of the installation. Environmental remediation and investigation have been taking place since the 1980’s and the entire facility has been thoroughly examined and environmental issues have been largely resolved (Umatilla Chemical Depot Site Assessment Report, May 2, 2006). Additionally, Subarea 1 has largely served as a “buffer area” for the Depot and has not had the environmental clean-up issues faced in other areas of the site. There is no surface water on the Depot due to the small amount of precipitation and the porous soils. The Depot site is within two of the four critical groundwater areas in the Umatilla River Basin designated by Oregon Water Resource Department in 1976. Umatilla County is not targeting large water users (such as agricultural processing plants) for this exception area. Instead, Subarea 1 will be targeted and marketed to attract and accommodate freight distribution, warehouse and logistics uses that can leverage the unique access to transportation facilities.

On a statewide basis, very close and convenient freeway access has been consistently identified as a primary consideration in determining if sites were of

“statewide significance for job creation.”

The locational advantages of the Subarea 1 exception area with its virtually immediate access to two interstate freeways is about as good as it gets for major warehousing and distribution companies serving central and eastern Oregon, Washington, Idaho and northern California. Given this, building size should not be an obstacle to the siting of such uses at this location. The amount land in Subarea 1 is appropriate given the location of existing interchanges and parcel depth required to establish developable industrials parcels, provide the infrastructure to support future industrial development and to allow the subarea to be master planned in a comprehensive manner. The amount of land in subareas 2 and 3 is related to and reflects the area already committed to development.

The long-term economic, social, environmental and energy consequences of allowing urban scale development in the Subareas 1, 2 and 3 are all positive. Economically, Subarea 1 is an ideal location for urban scale warehouse and distribution uses. The location of businesses like the FedEx terminal (to the east side of I-82) and the Wal-Mart distribution center (in Hermiston, a short distance east of the area) readily attest to that. Given its locational advantages, this site has statewide significance for job creation. Socially, new industries in the area would improve the local economy and thereby benefit the local population and help to off-set jobs lost with the closure of the Depot. Moreover, the location of these industrial uses in very close proximity to freeway interchanges would mean that the associated truck traffic can avoid residential and commercial areas where it could create conflicts. The proposed Depot Industrial zone will be adjacent to an approximately 5,678 acre Wildlife Habitat area designated to protect the shrub-steppe habitat. While a final

decision on what agency/entity will own/manage/maintain the habitat hasn't been made at this time – the LRA, Morrow and Umatilla Counties and the Confederated Tribes have all committed to Depot Plan District designations for the site as depicted in Figure 1. Additionally, the requirement to prepare a general master plan prior to development in Subarea 1 will provide the opportunity to specifically address the transition between industrial and habitat use areas. Finally, the energy advantages of siting urban scale warehouse and distribution uses with immediate access to two interstate freeways are obvious.

Subarea 2 is bounded on three sides by the area that will be transferred to the Oregon National Guard – the Depot Industrial zone only allows warehouse and distribution uses in this exception area. Therefore, the uses that will be allowed in the exception area are “limited” – but exceptions to Goals 11 and 14 are justified to provide the flexibility for future development of warehouse buildings larger than 40,000 square feet. As noted earlier, the American Red Cross currently uses at least five concrete igloos on the Depot site for storage of emergency supplies. The Red Cross has been coordinating with the LRA and intends to consolidate and expand this use into storage warehouse(s) located in Subarea 2. The Depot is one of only three Red Cross disaster field supply centers on the West Coast (the others are in Reno and Los Angeles). The agency is refining its focus and hoping to boost its stores at the depot to be ready for a major disaster. The Red Cross is working with Oregon Emergency Management and the Federal Emergency Management Agency to make sure enough emergency supplies and trained volunteers are in place should an earthquake and tsunami hit.

The LRA and Umatilla County understand that 184 acres of Subarea 3 (excluding the deed restricted area) will be suitable for industrial uses following all decommissioning in accordance with permit conditions. The LRA and Umatilla County would like to utilize and leverage the substantial federal investment (\$700 million) in the UMCDF site to accommodate appropriate industrial uses after the land is transferred out of federal jurisdiction.

Compared with the prior use, potential future industrial uses would be anticipated to have even fewer long-term environmental, economic, social and energy consequences. Standard Umatilla County Zoning Ordinance provisions that are implemented in other industrial zones (Limitations on Use and Design Review) will also apply in the Depot Industrial Zone. These provisions will provide the opportunity for the County to review new site development for compliance with standards and specific conditions may be imposed, if necessary, to reduce adverse impacts associated with specific industrial development. The amount of land included is appropriate because it is the amount of land in this subarea that is being decommissioned and needs to be planned and zoned for other uses, and because the presence of urban scale uses and facilities on the site warrants its retention for new urban scale industrial uses.

OAR 660-014-0040(3)(c): *“To approve an exception under section (2) of this rule, a county must also show: * * *
(c) That Goal 2, Part II(c)(4) is met by showing that the proposed urban uses are compatible with adjacent uses or will be so rendered through measures designed to reduce adverse impacts considering:
“(A) Whether urban development at the proposed site detracts from the*

*ability of existing cities and service districts to provide services; and
“(B) Whether the potential for continued resource management of land at present levels surrounding and nearby the site proposed for urban development is assured;”*

Findings for Subareas 1, 2 and 3:

Allowing urban scale industrial uses in the three subareas of the Depot Industrial Zone should not pose any compatibility problems with adjoining properties, for several reasons. First and foremost, industrial uses typically are not incompatible with agricultural practices and there are many examples in Umatilla and Morrow County where the two uses co-exist, particularly around developed Port industrial parks. Second, the Umatilla Army Depot has operated at this location for more than 70 years and many of the uses can be characterized as “industrial” in character, including but not limited to the multiple warehouse structures and the chemical disposal facility. Accordingly, allowing urban scale industrial developed in the undeveloped Subarea 1 and the land in subareas 2 and 3 already committed to development should have no significant adverse impact in terms of use compatibility.

Approval of this Goal 14 reasons exception should have no adverse impact on the ability of existing cities and service districts to provide services. This has not been an issue for the many existing urban-scale uses in the Westland Road area (including the Fed Ex facility), and there is no good reason to believe it would be an issue for new uses. Urban level infrastructure (particularly power, natural gas and communication facilities) are already available to Subarea 3, therefore, future industrial development at this location will not detract from the ability

of existing cities and service districts to provide services.

Because industrial uses and farming are generally compatible, approval of the Goal 14 and Goal 11 reasons exceptions for the three subareas also should have no adverse effect on the continued resource management of nearby lands designated and zoned for resource uses. And given the nature of the kinds of industrial development that would be permitted in this area, it is likely that an appropriate level of public facilities and services can be provided in a timely and efficient manner. It is noted that the Depot site is a designated critical groundwater area. Consistent with that designation, urban industrial uses in the area would be limited to those that are (1) not heavily water dependent, or (2) rely on an existing water supply.

All three subareas about the area designated for Wildlife Habitat protection for at least a portion of the respective subarea boundaries. It hasn't been determined yet what agency/entity will own, maintain and manage the habitat area. However, it is anticipated that Umatilla County (and Morrow County) will ultimately apply zoning to the areas designated for habitat area, unless ownership remains with the federal government. Umatilla County finds that an "urban" level of use and development associated with the construction and operation of the UMCDF has not detracted from the habitat and wildlife values surrounding or adjacent to the three subareas. Indeed, the County finds that industrial uses are often located in close proximity to wildlife areas. Additionally, the County finds that more active military training activities will be occurring further to the west of Subareas 2 and 3, in Morrow County.

Through the Design Review process that will be required for any new industrial development in the Depot Industrial zone, the County will have an opportunity to review site plans and impose appropriate conditions, if necessary, to assure compatibility with wildlife habitat and military uses. This could include additional setback or landscape and buffering requirements.

*OAR 660-014-0040(3)(d): "To approve an exception under section (2) of this rule, a county must also show: * * *.*

(d) That an appropriate level of public facilities and services are likely to be provided in a timely and efficient manner;"

Findings for Subareas 1, 2 and 3: As described earlier, the available transportation infrastructure is the key factor that makes the Depot site in general and Subarea 1 in particular so attractive and uniquely suited to urban freight distribution, warehouse and logistics uses. With the exception of the modern infrastructure constructed to serve the UMCDF (Subarea 3) in the past ten years, the LRA and Umatilla County recognize that other infrastructure at the Depot site is old and substandard. Development of urban industrial uses in Subareas 1 and 2 will require new and upgraded infrastructure, including but not limited to power, on-site or package sewer systems, upgraded internal roadways and water facilities. It is noted that the Depot site is a designated critical groundwater area. Consistent with that designation, urban industrial uses within the CGWA's would be limited to those that are (1) not heavily water dependent, or (2) rely on an existing water supply. The provision of public services will generally be provided in conjunction with development as it occurs. The LRA is considering financing

options to provide certain priority infrastructure in advance of development.

As described earlier, substantial “urban” level infrastructure has been constructed within the last ten years to accommodate the UMCDF use. This includes, but is not limited to, a power substation, redundant power facilities, natural gas, extensive communications facilities and on-site sanitary sewer, water and stormwater facilities. By taking exceptions and designating the three subareas for urban-scale industrial uses, Umatilla County is leveraging the efficient utilization of existing infrastructure in support of local and regional objectives to enhance the area’s portfolio of industrial lands to support job creation.

In 2008, the Oregon Legislature passed Senate Bill 1069, which provided much-needed state funding for a regional aquifer recovery assessment. The legislation directed OWRD to conduct a feasibility study to evaluate the potential for diversion of surface water flows from the Columbia River for the purpose of recharging aquifers in the Umatilla Basin. The legislation also directed OWRD to identify opportunities for the aquifer recharge project to benefit fish and fish habitat by increasing flows in the lower Umatilla River.

The proposed project would divert water from the Columbia River during the month of October and the months of December through March and convey the water to recharge a large shallow alluvial aquifer. To the extent possible, it is hoped that water can be diverted and conveyed using existing pump stations, pipelines and canals. The primary uses of recharged water would be irrigation, in-stream flow enhancement and aquifer restoration (Western Water Law Article (January 2010), “Full Steam Ahead

for the Umatilla Basin Aquifer Restoration Project,” written by Shonee D. Langford).

Following completion of the feasibility study, Oregon HB 3369 passed in 2009 providing \$2.5 million in lottery backed grants to build a test Aquifer Recharge project using winter Columbia River water. The aquifer recharge project was constructed directly south of the Ordnance Chemical Depot in Morrow County. Groundwater monitoring shows that the bulk of the water recharged south of the Depot travels in a north/northeasterly direction under the depot, building up the aquifer from a level of 60-80’ below land surface to 30-40’ below land surface. This has led the basin to consider using the recharge project for use on lands directly above the aquifer, including the Depot.

Under Oregon law, water stored using the aquifer recharge project is considered potable. The design capacity of the current system can reliably be run as follows:

- Allows for 24.06 cfs (47.6 af/day) rate (Actual flow capacity is 31 cfs)
- 120 days = 5,716 acre-feet (af)
- Recoverable = 4,859 af
- 2,000 af predicted to be used for irrigation
- 2,859 af available
- Enough capacity to guarantee 1,000 acres of full irrigated demand (which is highest water use) under current license limitations or enough water to satisfy industrial needs of between 2.5 million to 4.5 million gallons per day (data provided by the Umatilla Water Basin Commission)

OAR 660-014-0040(3)(e): “To approve an exception under section

(2) of this rule, a county must also show: * * *

“(e) That * * * establishment of new urban development on undeveloped rural land is coordinated with the comprehensive plans of affected jurisdictions and consistent with plans that control the area proposed for new urban development.”

Findings for Subareas 1, 2 and 3: Because the Umatilla Army Depot has been under federal jurisdiction – the Morrow and Umatilla County Comprehensive Plans have never controlled development in the 17,000 acre area. Umatilla County and the Umatilla Port District have been actively involved in planning for reuse of the Umatilla Army Depot for decades.

Surrounding jurisdictions such as the cities of Irrigon, Hermiston, Boardman and, to some extent, Pendleton have received notices of meeting related to future use of the Depot site. Information on future plans has been made available to affected jurisdictions and agencies. The city of Irrigon has attended many of the LRA meetings.

Planning for the Umatilla Army Depot is consistent with the discussion of Federal lands in the Umatilla County Comprehensive Plan:

The federal government owns 406,655 acres of land in Umatilla County (excluding Reservation and Tribal Trust lands), under the jurisdiction of several agencies, comprising almost 20% of the total land area.

Although the county has little jurisdiction over federal lands, a mechanism must be developed to insure immediate and proper land and zoning designation of any former federal land that comes under county jurisdiction due to land exchange, sale or

consolidation activities. Therefore, all federal lands shall be assigned the plan and zoning classifications common to the area in which the property is located and shall be subject to said regulations immediately upon removal from federal jurisdiction.

However, due to the size of the areas involved, the Forest Service land (National Forest) and the Umatilla Army Depot shall not be “overlaid” by county plan and zoning classifications, but shall be subject to the above policy should any land be removed from federal jurisdiction. (Emphasis added).

Umatilla County leaders have consistently supported designating this area of the Depot site for future industrial use as the key development opportunity site for the entire Depot. Umatilla County, regional and state leaders have recognized this area of the Depot as an industrial site or regional and statewide significance for more than 20 years.

Angelo Planning Group worked with the Morrow and Umatilla County Planning Directors to evaluate existing industrial zones in the both County Zoning Ordinances for applicability to the Depot industrial sites. In Morrow County, minor adjustments to the County’s existing Port Industrial Zone were identified. In Umatilla County, a decision was made to develop a new zone, the Depot Industrial Zone, to apply to the three subareas identified for goal exceptions on Figure 1. This approach provided the opportunity to tailor broad categories of uses to the unique characteristics of the three subareas. Additionally, by creating a new industrial zone applicable only to the Depot – the county would not be revising existing industrial zones that are applicable in other areas of Umatilla County. The proposed Depot Industrial zone was reviewed by the LRA at the May, 2013 meeting and the LRA recommended proceeding with the new

zone. The subsequent amendment to the retail component of the Depot Industrial zone was approved at the July 2013 LRA meeting.

Therefore, as part of the public review and adoption process for exceptions to Goals 11 and 14, the Depot Industrial Zone will be implemented when Subareas 1, 2 and 3 are transferred out of federal jurisdiction.

Summary

For all of these reasons, the Depot Industrial exception areas shown on Figures 9 and 10 comply with the relevant exception standards in OAR 660-014-0050 and exceptions to Goals 11 and 14 are justified.

