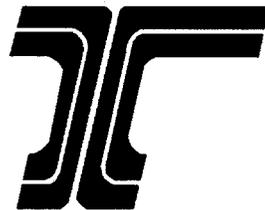


Draft
Corridor Strategy

U.S. Highway 395 North
(Umatilla — Stanfield)

Oregon Department of Transportation



November 1997

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US Highway 395 North (Umatilla to Stanfield)

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Section 1 — Executive Summary

Executive Summary

Introduction

This document describes an interim strategy and objectives for operating, preserving and enhancing transportation facilities within the US 395 North (Umatilla to Stanfield) corridor. This interim corridor strategy covers a 20-year planning horizon, building upon federal, state, and local transportation and land use policies and plans, together with technical analysis and comprehensive consultation with corridor stakeholder participants. These participants include representatives of local jurisdictions, business groups, bicycle and pedestrian advocates, transit providers and port representatives.

Corridor planning is carried out in three phases, progressing from the general to the specific. The first phase, Interim Corridor Strategies, focuses on creating a set of transportation improvement and management objectives for each corridor. This document is an Interim Corridor Strategy, as it may be further refined during plan development. Corridor plans will be used by the Oregon Department of Transportation (ODOT) to identify and prioritize projects for funding under the State Transportation Improvement Program (STIP).

ODOT intends to complete corridor plans for 31 transportation corridors throughout Oregon, including US 395 North. Generally, each corridor plan will:

- Translate the policies of the OTP into specific actions;
- Describe the functions of each transportation mode, consider trade-offs, and demonstrate how they will be managed;
- Identify and prioritize improvements for all modes of travel;
- Indicate where improvements should be made;
- Resolve any conflicts with local land use ordinances and plans; and
- Establish guidelines for implementation of transportation plans.

Corridor Description

A transportation corridor is defined as a broad geographic area through which various transportation systems provide important connections between regions of the state for passengers, goods, and services.

US 395 North is the primary transportation facility in the corridor, serving automobiles, trucks, public transportation, bicycles, and pedestrians. The corridor serves intra-state, regional, and local functions and is a primary link between Interstate 84 in Central Oregon and the Interstate 82 Columbia River Bridge, providing access to the Tri-Cities area of South Central Washington. The corridor stretches 12.9 miles from the US 730 junction in the city of Umatilla to Interstate 84 in Stanfield. As portrayed in Map 1, there are three incorporated cities within the corridor, including Umatilla, Hermiston, and Stanfield, all of which are in Umatilla County.

The transportation facilities within the corridor are summarized below in Table 1.

Table 1 Existing Transportation Network	
US Highway 395 North	12.9 mile, 5 lane arterial 15,000 Average Daily Traffic Federal National Highway System, and ODOT District Level of Importance
Freight Rail	Union Pacific Railyard at Hinkle Two main lines (Portland - Boise, Hermiston - Spokane) Hinkle - Port of Umatilla branch line
Passenger Rail	Amtrak <i>Pioneer</i> line (Portland-Denver) <u>discontinued May 1997</u> <i>Empire Builder</i> line (Portland - Spokane via Pasco)
Intercity Bus	Greyhound (Portland - Boise)
Local Transit	No fixed-route bus service, limited paratransit van service available
Sidewalks	Limited to central Hermiston and Stanfield
Bicycle Paths	Stanfield High School to Locust Street (1200 feet)
Air Services	Pendleton and Pasco (nearest commercial passenger service) Hermiston (general aviation)
Pipelines	Natural gas (Northwest Pipeline Corp.) Oil (CalNev Pipeline) Diesel fuel (Union Pacific) Water (Port of Umatilla/ Hermiston)
Ports	Port of Umatilla

Key Findings

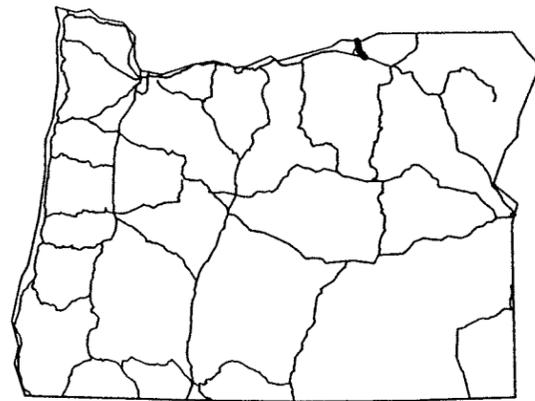
Key findings and preliminary conclusions of the strategy development phase were determined after review of traffic, safety, congestion, pavement, and demographic data. Public involvement through internal review team, technical advisory committee, and public workshop meetings served to identify local multimodal issues and concerns. Table 2 summarizes these key findings for US 395 North.

US 395 Corridor Umatilla - Stanfield

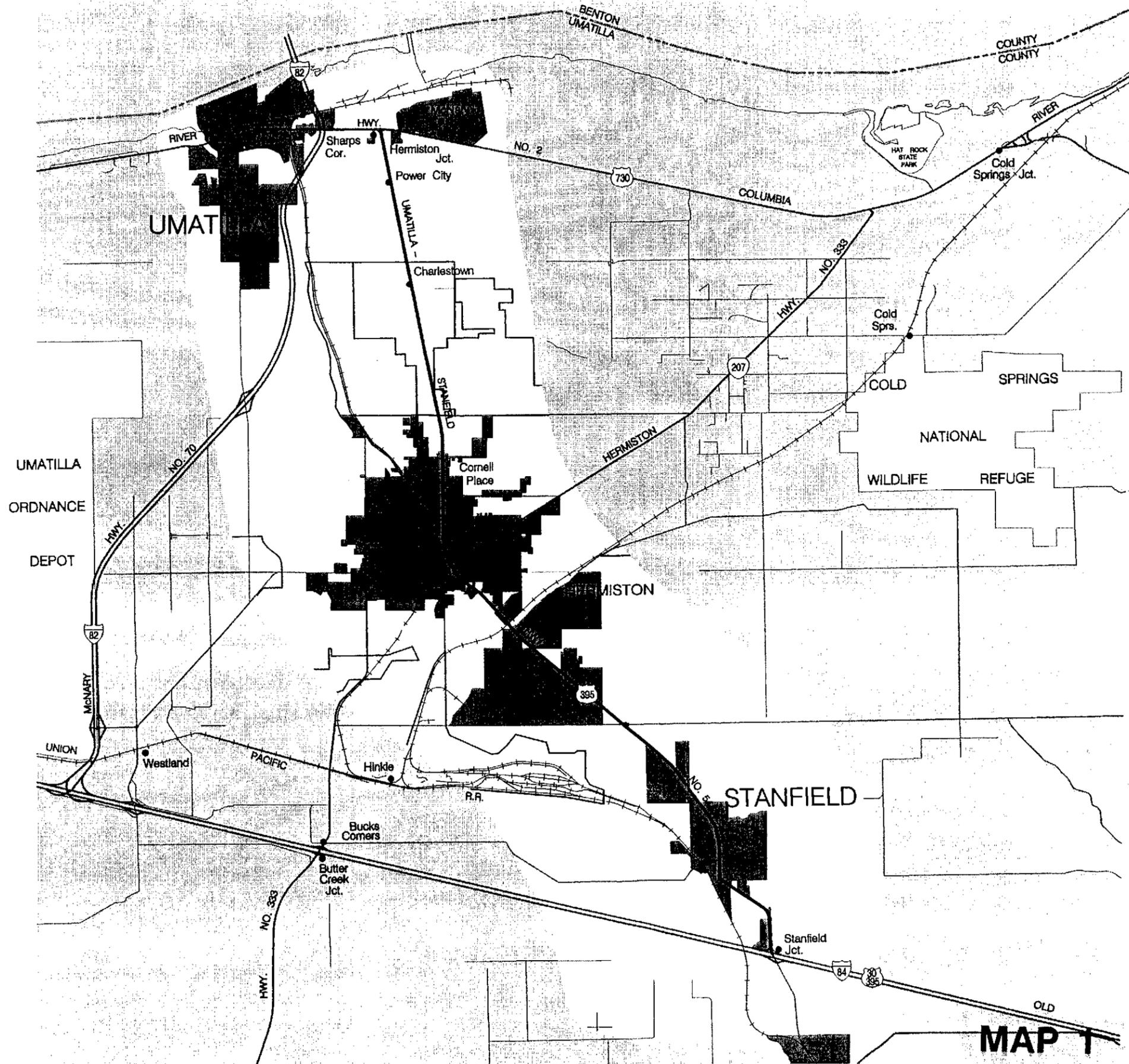
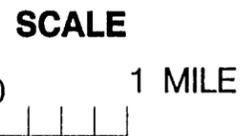
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NORTH



CORRIDOR LOCATION



Executive Summary
Continued

Table 2 Summary of Key Findings	
Highway Traffic	ADT projected to increase by 60 percent over next 20 years.
Highway Condition	Poor pavement condition in 6-mile section from US 730 to SE Fourth Street. Proposed for improvement 1997-99.
Highway Congestion	None currently. By the year 2016, 3 percent of the corridor will likely have high congestion and 19 percent will have moderate congestion.
Highway Classification	US 395 is currently a <u>district level of importance</u> highway; it is recommended to become a <u>regional facility</u> . ← ?
Safety	Accident rates are equal to statewide average. The three most significant accident locations are at the US 395 intersections with West Punkin Center Road, OR 207, and Highland Avenue. The majority of these accidents are turning-related.
Economy	Major job growth is occurring in the near term. In the long term, local employment and population is not expected to increase as fast as statewide growth rates.
Freight	Projected lowering of Columbia River water levels could limit barge traffic, increasing the dependence on truck freight operations.
Transportation Options	Limited options to the private automobile. There is Greyhound service to Hermiston. Amtrak service is available only in Pasco, Washington. Client-only social service vans operate, but there is no fixed-route bus public transit service. Accommodating business jet and transport-type aircraft at the Hermiston Airport is limited.

Key Themes of the Corridor Strategy

Three key themes for the corridor emerged during the corridor strategy development process:

Access Management

Preserving capacity, level of service and travel time to accommodate through traffic and enhancing vehicle, bicycle, and pedestrian safety through signal synchronization, driveway consolidation, and other traffic management techniques.

Land Use and Transportation System Development

Preserving the highway facility and maintaining roadway capacity through enhancements to the local road network and land use planning.

Alternative Modes

Promoting rail and barge transport facilities and services to support the local economy and providing transportation choices to the transportation disadvantaged and alternatives to single occupant vehicles.

Section 2 — Introduction

Introduction

Purpose of the US 395 North Corridor Strategy

Development of the US 395 North Corridor Strategy is the first step in the corridor planning process. The purpose of this document is to set forth objectives for the operation, preservation, and improvement of transportation facilities within the Umatilla to Stanfield corridor. This document describes the role the corridor plays within the region, identifies significant issues, and helps to distinguish this corridor from other corridors within the State of Oregon.

This interim Corridor Strategy is intended to be consistent with the general transportation policies, requirements, and directives established by the 1991 federal Intermodal Surface Transportation Efficiency Act (ISTEA) legislation, Oregon Transportation Plan (OTP), and other state modal plans and transportation policies. Attention is placed on identifying relevant policies and applying them to corridor conditions. Corridor objectives attempt to balance various modes of transportation with the needs, issues, and unique features of the corridor.

The corridor objectives identified in this interim Corridor Strategy represent the course of action for corridor planning and management of transportation facilities and services as recommended by corridor stakeholder participants. The objectives provide direction for further transportation planning, and project programming and development.

Overview and Purpose of Corridor Planning

Transportation corridors are defined as broad geographic areas through which various transportation systems provide important connections between regions of the state for passengers, goods, and services.

A corridor plan is a long-range (20-year) plan for managing and improving transportation facilities and systems to meet the needs for moving people, goods, and services within a specified corridor. Corridor plans are currently being developed for 31 corridors of statewide significance. Other transportation corridors will be studied as resources allow. Each corridor planning area includes statewide transportation facilities, systems, and land area that influence transportation performance.

Corridor strategies are generally being developed for Statewide Level of Importance (LOI) highways and a few Regional LOI highways. Although US 395 North between Umatilla and Stanfield is currently a District LOI highway, ODOT is considering reclassifying it to at least Regional if not Statewide importance in the next cycle of the Oregon Highway Plan. A higher classification would establish higher Level of Service (LOS) operating standards and allow additional state resources to be committed to the highway.

Primary reasons for US 395 North being considered for a higher highway classification include the US Congress designation of US 395 as a high priority corridor on the National Highway System and results of the *US 395 Corridor Study Final Report*, April 1995. This study, a joint effort of ODOT and the Washington State Department of Transportation (WSDOT), found that the existing US 395 alignment is the most cost-effective route and should be enhanced.

Benefits of Corridor Planning

Oregon's population continues to grow faster than the national average, placing increased demands on the state transportation system. With the rising cost of materials and suitable land, it is imperative that the state plan ahead to identify and fund the most advantageous solutions to transportation needs. Corridor planning provides the Oregon Department of Transportation and its partners in federal, state, and local government a new means to identify, evaluate and set priorities for transportation projects and programs.

ODOT has evolved over the years from its charge in 1913 to "get the farmer out of the mud," to freeway construction in the 1950s and 1960s, and freeway rehabilitation in the 1970s and 1980s. With the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991, the federal government made state highways only one of a variety of transportation modes eligible for funding.

To receive all available federal transportation dollars, ISTEA now requires states to think and plan differently. It is necessary to view transportation in a comprehensive manner that considers:

- various modes of transportation including cars, trucks, buses, trains, bicycles, planes, barges, ships, and walking as possible transportation solutions;
- impacts to the natural environment, including wetlands and wildlife habitats;
- impacts to local economies including changes in land use, historic character, and cultural uses; and
- other costs imposed on society by conventional forms of transportation, such as reduced quality of life.

States must also show cooperation among diverse units of government and allow meaningful public participation in the planning process.

In response to this mandate, ODOT has adopted a new comprehensive approach to transportation planning. This new approach to transportation planning seeks to integrate statewide planning for all means of transportation with long-term planning for specific communities within Oregon.

Additional benefits of corridor planning include:

- ***Resolution of Major Planning Issues Prior to the Initiation of Project Programming and Development*** — Early agreement on project purpose, need, and general parameters are essential to successful, timely, and cost-effective project development.
- ***Preservation of Transportation Rights-of-Way*** — Preservation of existing and future transportation rights-of-way requires proactive planning. In high growth areas, transportation facility requirements increase while at the same time property values escalate and new development occupies needed rights-of-way. As available and environmentally suitable land diminishes, transportation improvements are often forced into stream corridors or wetland areas. Under these circumstances, development costs and environmental impacts can be reduced by preserving transportation corridors.
- ***Protection of Transportation Investments*** — To avoid premature obsolescence of highways and other transportation facilities, corridor planning focuses on means to accommodate transportation needs with and without capital-intensive improvements. Advantages of access management, utilization of parallel local streets, reconfigured land use patterns, and demand management programs (rideshare, public transportation, flex-time) should be considered in lieu of, and/or in addition to, major capital enhancements.
- ***Partnerships with Diverse Public and Private Agencies and Organizations*** — Corridor planning provides the forum for resolution of policy issues and negotiation of strategic partnerships between organizations striving to fulfill complementary missions with limited resources. Examples include partnerships between local, state and federal agencies, Native American tribes and transportation associations.

Planning Requirements

In 1992, the Oregon Transportation Commission (OTC) adopted the Oregon Transportation Plan (OTP) in response to ISTEA. The OTP provides a general context for transportation planning in Oregon with a philosophy, vision, and broad policies which balances highways with other means of transportation, and transportation with other resources and community values. The OTP guides ODOT in developing statewide plans for various means or modes of transportation, as well as connections between modes or intermodal facilities and transportation safety enhancements.

ODOT is currently developing statewide management systems and modal plans for transportation facilities and services including highways, airports, passenger and freight rail service, public transit, and intermodal facilities. While many modes of transportation and specific transportation facilities are not owned or operated by the state (railroads, bus systems, port facilities), the state has a special interest in the performance of these facilities given their interaction with ODOT facilities and their collective importance to the entire transportation system.

Through corridor planning, general policies are translated into specific plans for future improvements and management activities within each corridor. Corridor planning provides a mechanism for state and local jurisdictions to cooperatively and responsibly meet existing state and federal planning requirements. As such, corridor planning will guide the development of the Statewide Transportation Improvement Program (STIP) which is the basis for distributing the State's limited transportation resources.

Corridor plans will be developed to implement the general policies and planning directions of new federal and state planning directives and guidance documents, including:

- ***Federal Intermodal Surface Transportation Efficiency Act (ISTEA)*** — ISTEA sets standards and guidelines for transportation planning nationwide. To qualify for federal funding, states must show state and local plans that balance automobiles with other transportation modes, show cooperation among various units of government, and provide meaningful public input.
- ***Oregon Transportation Plan (OTP)*** — The OTP provides a general context for transportation planning in Oregon with a philosophy, vision, and broad policies.
- ***Oregon Transportation Planning Rule (TPR)*** — The TPR requires stronger ties between transportation and land use planning.
- ***State Agency Coordination Program (SAC)*** — The SAC Agreement between ODOT and the Department of Land Conservation and Development defines how these agencies will coordinate their efforts.
- ***Modal Plans*** — These plans include the Oregon Highway Plan, Oregon Rail Freight Plan, Oregon Rail Passenger Policy and Plan, Transportation Safety Action Plan, Intermodal Facilities and Connections Plan, Oregon Bicycle/Pedestrian Plan, Oregon Public Transportation Plan, and the Oregon Aviation Systems Plan.

Corridor planning will build upon and balance the policies identified in the previously mentioned documents. General State policies are summarized in Appendix A. These policies will be translated into more specific plans for future improvements and management actions within the corridor. Corridor planning will become the means to implement the broad policies of the OTP and the individual modal plans, and to identify and prioritize projects in the Statewide Transportation Improvement Program (STIP).

Corridor Planning Process and Products

Corridor planning is being carried out in three phases that progress from general to specific recommendations. The corridor planning process is illustrated in Figure 1.

Phase 1 involves the development of a corridor strategy that identifies a set of general transportation objectives for each corridor. During Phase 2, a *transportation improvement and management element* (TIME) is developed to test interim corridor strategy objectives, analyze alternatives, provide general cost estimates, and establish implementation priorities.

In conformance with the TPR, *transportation systems plans* (TSPs) developed for cities and counties will link corridor strategy objectives to city and county comprehensive plans. Because of its relatively small population, the city of Stanfield may be eligible for exemption from some or all of the TPR requirements. In order to meet remaining TPR requirements for these types of jurisdictions and complete corridor plans, ODOT is assisting exempt local jurisdictions through a process called *general planning*.

At the conclusion of Phase 2 corridor planning, implementation decisions reached through transportation systems planning or general planning are combined in the transportation improvement and management element. The interim corridor strategy is then refined to reflect these implementation decisions. The transportation improvement and management element, together with the corridor strategy, is adopted by OTC as the corridor plan.

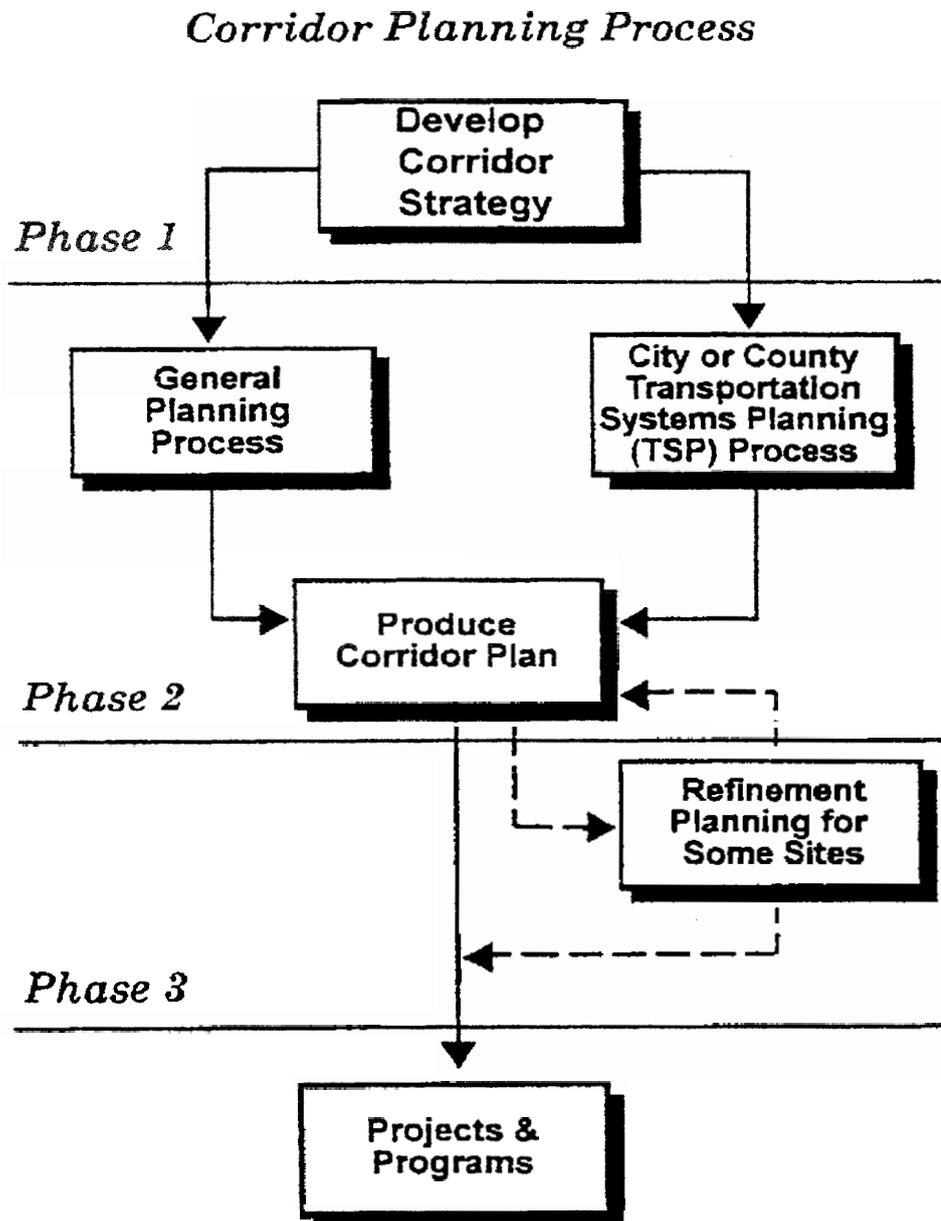
Some corridors may require refinement plans to be developed during Phase 3 of corridor planning. Refinement plans will be used to resolve particular environmental, land use or access management issues that require more detailed information and analysis.

The corridor planning process for US 395 North involved significant public agency and private input. A public review process was established that organized state and local stakeholders into interrelated "stakeholder groups." These groups consisted of:

- Corridor Management Team (CMT), including planning and public works officials from each jurisdiction, as well as regional/local representatives of state and federal agencies;
- ODOT Region 5 Internal Review Team; and
- ODOT Modal Planners, and Regional and Technical Services members.

The record of comments, concerns, and issues raised by corridor planning participants is summarized in Appendix B.

Figure 1
Corridor Planning Process



Section 3 — Corridor Overview

Corridor Overview

Role of the Corridor in the Region

The role of transportation within the US 395 North corridor has historically centered on the distribution of food and goods. The main mode of transportation was by foot or water until the early 1700s when the horse was introduced to the Cayuse Tribe by Shoshonian speaking people from the south. In 1859, the winter fishing camp of a Columbia River Indian Tribe became the thriving river port known as Umatilla Landing, within already established Umatilla County.

Umatilla Landing became a stop-over and Umatilla County became home to many pioneers traveling along the "Old Oregon Trail" which passed over the Blue Mountains to Deadman's Pass, down the ridge to the bottom of "Old Emigrant Hill" near North Powder (Figure 2). The early ruts of the trail crossed the Umatilla River then climbed Reith Ridge and wound west across the wheat fields to Echo and Butler Creek, at the south edge of the US 395 North corridor.

~~to Pendleton~~
to Pendleton

The stagecoach was the most civilized means of travel at this time. In 1853 Umatilla County's first stage line was started. It ran from Umatilla Landing on the Columbia River to Echo and Pendleton, and on through the Blue Mountains to the gold mines near Boise. Stage runs were treacherous, uncomfortable, and sometimes the subject of robberies.



Figure 2

The coming of the "iron horse" and the railroads of Northeast Oregon made Umatilla County the hub of commodity shipments within the region. The Oregon Railway and Navigation Company was formed in late 1870s and completed a line up the south bank of the Columbia River from Umatilla Landing to Wallula, with direct connection to the Northern Pacific Railroad with ties to the Washington Territory and east to St. Paul, Minnesota. Later, the Union Pacific Railroad mainline was constructed through Eastern Oregon to Hermiston and Portland.

In the early 1900s the Umatilla Irrigated Land Co. provided irrigation to previously barren lands in the Hermiston area. The Hermiston Irrigation Project offered "water guaranteed by the United States Government," which allowed the area "a quick and profitable market certain for all products — rail and water transportation to the mining centers, the cities of the Northwest, and the great markets of the Orient and Alaska."

With irrigated land, adequate land for settlement and water transportation, the US 395 North corridor began to attract new residents and spur agricultural shipments. Many pioneer trails and stagecoach lines were improved for use by automobiles by

World War I. The northern route for US 395 currently follows early pioneer trails through Umatilla County, and has served as the primary north-south roadway through the County until construction of Interstate 82 in 1980.

Today, US 395 serves as an alternative trucking route to Interstate 82 and provides important regional and local access within Umatilla County. Rail and water shipping activities remain important modes of transport within the corridor. The corridor's economic base has expanded to include agricultural production, food processing, wood and paper production, chemical and petroleum products, and service industries. The diverse mix of industry and services within the corridor has made the US 395 North Corridor a major regional truck and rail freight distribution center, and has further increased the need for all modes of transportation.

General Corridor Description

US 395 North has been designated by the US Congress as a high priority route on the National Highway System, and is one of six north-south highways located between the Pacific Ocean and the Rocky Mountains. Shown on Map 2, the two primary north-south interstate routes are Interstate 5, which is approximately 200 miles to the west of the US 395 North corridor, and Interstate 15, which is almost 300 miles to the east.

US 395 North is located within Umatilla County and stretches 12.9 miles from its junction with US 730 in the city of Umatilla through the cities of Hermiston and Stanfield, to the US 395/Interstate 84 interchange south of Stanfield (see Map 3). Interstate 82 (of which 10.7 miles are located in Oregon) which parallels US 395 North to the west, was opened in 1980 as a north-south interstate connection between Interstate 84 and Interstate 90, the two east-west interstate routes in the northwestern United States. At the north end of the corridor, US 730 connects the corridor to Interstate 82 one mile west of the US 395 junction. Interstate 82, and US 395, follow the same route across the Columbia River into Washington and serves the Tri-Cities area.

Other transportation facilities and services within the corridor include: two Union Pacific (UP) railroad main lines and a branch line; the UP Hinkle Railyard; Amtrak's *Empire Builder* which provides daily service between Portland and Spokane via Pasco, Washington; Greyhound, which provides intercity bus service between Hermiston and Portland, Boise, and Spokane; limited local paratransit services; a general aviation airport south of Hermiston; commercial airports in Pendleton and Pasco; and the Port of Umatilla on the Columbia River.

The following plans and studies related to US 395 North contributed to this corridor strategy:

US 395 Corridor Study, April 1995, WSDOT/ODOT

The goal of this study was to define a US 395 corridor to serve both inter-regional and regional traffic needs that best met the criteria of being cost effective, environmentally and socially feasible, and acceptable to local governments. The study, which encompassed the area between Pasco and Pendleton, examined the transportation needs, identified alternative routes, and analyzed the impacts of each alternative. The results of the evaluation process indicated that at this time, based on current and projected use and the physical requirements for the US 395 facility, the current highway location provides the best route for US 395. The conclusion was that a new highway alignment would not be cost effective and that long-range improvements should focus on maximizing the effectiveness of existing transportation facilities.

Hermiston-Umatilla Highway 395 Corridor Land Use/Transportation Plan, June 1995

This study was a cooperative effort of ODOT, the cities of Hermiston and Umatilla, and Umatilla County to help guide the development of land use and transportation policies, and transportation system improvements **between US 730 and Ott Road** (Hermiston's southern urban growth boundary); this study was developed to identify the needs of existing and future development in the corridor while maintaining the integrity of US 395.

The study identified a US 395 Traffic Corridor Overlay Zone and recommended that the jurisdictions adopt consistent land use and access management policies, compatible roadway design standards and functional roadway classifications, and a coordinated local/state roadway circulation system. In addition, the study proposed that US 395 be upgraded from District to Regional Level of Importance (LOI) to ensure the proper operation and management of the facility. Specific recommended projects include:

- Future signalization of the US 395 intersections with Punkin Center Road, Theater Lane, Joy Lane, Bagget Lane, Bensel Road Airport Way, and Feedville Road;
- Local street improvements to maintain an acceptable level of service on US 395; and
- Completion of the north-south "gaps" on East Fourth Street and realignment of 10th Street with Glemm Road to provide an alternative north-south corridor.

Hermiston Transportation System Plan Draft Report, December 1996

The *Hermiston TSP*, *Umatilla TSP*, and *Umatilla County TSP* will provide transportation analyses and recommendations which will have a major impact on the future of the US 395 North corridor. Included in the scope of TSPs are 20-year travel demand forecasting, development, and evaluation of transportation system alternatives, and preparation of a recommended transportation plan. These plans will recommend policy, capital, and management and service improvement actions to be carried out by a number of jurisdictions and agencies. Specific

Corridor Overview

Continued

recommendations in the draft Hermiston TSP that pertain to US 395 North are summarized in Table 3.

Table 3			
Hermiston Transportation System Plan			
Draft Project List for US 395 North			
Project Name	Description	Priority	Costs
US 395 (Theater Lane to SE Port Drive)	Sidewalk repair, curb ramps, driveway management and refuge islands (four lane)	Near term	\$23,100
Signalize intersection of US 395 and Theater Lane	Signalization	Near term	\$200,000
Signalize intersection of US 395 and Punkin Center Road	Signalization	Near term	\$200,000

Local officials are now considering adoption of the *Hermiston-Umatilla Land Use/Transportation Study* (June 1995), the *City of Hermiston TSP* (to be completed in spring 1997), and this *US 395 North Corridor Strategy* together. In the Hermiston-Umatilla study and the City of Hermiston TSP, specific policy and capital expenditure recommendations are proposed. The US 395 North Corridor Strategy supports the other above studies' recommendations, provides additional information on corridor facilities and public/agency issues, and serves as the comprehensive reference document on the US 395 North corridor.

Section 4 — Affected Environment

Affected Environment

In order to provide a basis for evaluating transportation issues and future needs, an environmental audit was conducted. The affected environment of the corridor identifies topography, environmental, socioeconomic, land use, and transportation infrastructure conditions. Detailed information provided by the Oregon Department of Fish and Wildlife is included in Appendix C and summarized below.

Topography

The corridor is relatively flat with the Deschutes-Umatilla plateau as the dominant topographic feature. The plateau stretches south of the Umatilla River, and is marked by a few small bluffs.

A bluff located one half mile north of the Hermiston city limits results in a southern downhill grade to the Hermiston city limits at Theater Lane. Another small ridge at the northern city limit of Stanfield results in a downhill grade from Stanfield High School south to Harding Avenue where a crosswalk with a flashing yellow light is provided, primarily for students. These two grades contribute to identified problems in the corridor concerning pedestrian safety, cross-street auto access, and speeding (particularly by large commercial trucks).

The Umatilla River provides the water necessary to turn the barren upland into productive wheat land, fruit orchards, and melon patches. Although this is a semi-arid area, a number of small streams drain into surrounding terrain. The highway crosses a major canal near East Highland Avenue in Hermiston. A slough north of Coe Street in Stanfield has been modified and incorporated for use in a city park.

Environmental Features

According to the ODF&W Environmental Audit (Appendix C), the most environmentally sensitive areas in the US 395 North corridor are at the extreme ends of the corridor, in the least developed areas. The sensitive areas decrease closer to downtown Hermiston and Stanfield.

The Umatilla River is located to the west of the corridor between US 395 and Interstate 82. It contains all species of native salmon which is atypical for the Columbia basin. The river holds spring and fall runs of Chinook salmon, Coho salmon, summer steelhead trout, red-band trout, and margined sculpin. The trout and sculpin are listed as sensitive species in the state of Oregon.

Water quality is poor in the Umatilla River due to the influence of algae, nutrients, flow modifications, fecal coliform, and high temperature, particularly in summer months. Several wetland areas are found along the corridor and most are associated with the Umatilla River and the Power City Wildlife Management Area.

Sensitive species have been found adjacent to the highway and include the painted turtle, grasshopper sparrow, and long-billed curlew. Additionally, bald eagles overwinter in areas near the highway.

Northeast of the US 395 North corridor is the Cold Springs National Wildlife Refuge.

Socio-economics

According to the Oregon Office of Economic Analysis, Umatilla County ranks twelfth in population out of Oregon's 36 counties, with 23,600 inhabitants in 1995.

Approximately one-fourth of this population was located in the three incorporated cities of Umatilla (3,046), Hermiston (10,047), and Stanfield (1,568) (1990 population figures). Another one-fourth of the County's population resided within the city limits of Pendleton (15,142).

Recent population and employment forecasts prepared by the Oregon Office of Economic Analysis are described below in Table 4.

Table 4			
Population and Employment Projections			
Umatilla County and State of Oregon (1995-2020)			
<i>Population</i>			
	<i>1995</i>	<i>2020</i>	<i>% Change</i>
Umatilla County	65,200	81,964	25.7%
State of Oregon	3,132,000	4,326,000	38.1%

<i>Employment</i>			
	<i>1995</i>	<i>2020</i>	<i>% Change</i>
Umatilla County	23,600	29,766	26.1%
State of Oregon	1,416,900	1,947,702	37.5%
<i>Source: Oregon Office of Economic Analysis, Long-term Population and Employment Forecasts, January 1997.</i>			

Total employment within the Hermiston Urban Growth Boundary (UGB) was estimated at 7,163 in 1993. This includes all employment adjacent to the corridor except for the cities of Umatilla and Stanfield. There are currently less than 1,000 jobs within the Umatilla UGB (including the Port of Umatilla) and 200 jobs in Stanfield.

Affected Environment

Continued

The Hermiston area is a major contributor of agricultural commodities such as potatoes, wheat, and hay. Agricultural processing began in the mid-1970s with improvements in agricultural production, giving rise to the Hermiston processing plants. Food and related products are the largest source of both cargo tonnage and economic value among commodities shipped from communities along the corridor. Between 1979 and 1994 agriculture employment in Umatilla County increased by approximately 56 percent.

A majority of the employment in the Hermiston area is outside of the Hermiston city limits but within its UGB, primarily to the southwest of the city in the Hinkle area. The largest employers within the city of Hermiston are Hermiston Foods and Marlee Manufactured Homes. Other employers located near the corridor include Simplot, Lamb-Weston, and UPS.

Robust job growth is occurring within the Hermiston UGB. The proposed new state correctional facility which will be located northeast of the corridor along the Columbia River near the McNary Dam will initially create construction employment, to be followed by approximately 500 permanent positions by the year 2000. The new Wal-Mart regional distribution center to be located at the intersection of Feedville Road and US 395 will employ an estimated 1,000 workers and introduce up to 600 additional trucks per day into the US 395 North corridor.

Union Pacific has moved their La Grande and Albina yard operations to Hinkle adding 250 jobs, and there are plans for developing an engine house which could lead to another 500 employment positions. In addition, the expanded Umatilla US Army Depot incinerator project is projected to increase its employment by 500 percent to 750 jobs. Employment at the US Department of Energy (DOE) Hanford Reservation has increased in recent years with the introduction of new DOE hazardous materials handling and cleanup programs; many of these workers reside in the Hermiston area.

The commercial trucking and commuting activities associated with these employment generators, when combined with residential concentrations north and northeast of central Hermiston, create the dominant traffic patterns observed in the greater Hermiston area, and impact transportation within the US 395 North corridor.

As indicated in Table 4, both population and employment is projected to increase moderately in Umatilla County between 1995 and 2020, albeit at a lower rate than statewide.

Job growth is projected to increase faster than the population in the US 395 North corridor over the next 20 years according to the demographic forecasts prepared by Portland State University in Oregon. This work force expansion will include new workers relocating to the area (in some cases seasonal migrant agricultural workers)

and the emergence of new wage earners within existing households. Total employment in Umatilla County is projected to increase by 35.2 percent of 7,422 workers (lower than the statewide projection of 43.3 percent) over the 1990 to 2012 period.

Land Use

There is currently a mix of commercial, agricultural, light industrial uses, and vacant land between Hermiston and Stanfield. Map 3 indicates zoning classifications for the greater Hermiston area.

North Segment — Umatilla to Punkin Center Road

The US 395 North/US 730 junction is located at the southern Umatilla city limit. Southbound, the highway passes through the unincorporated community of Power City and crosses the southern limit of the city of Umatilla UGB at Bensel Road. Continuing south the highway passes through the unincorporated community of Charlestown before crossing the city of Hermiston UGB at Punkin Center Road. There are scattered residential areas interspersed with commercial businesses along this northern portion of the corridor. A rodeo arena is located east of the highway just south of Power City.

Central Segment — Punkin Center Road to Hermiston Airport

From Punkin Center Road south through central Hermiston to the Highland Avenue/Southeast Fourth Street area, the land adjacent to the highway is zoned exclusively commercial and industrial, and is moderately to highly developed. Located in this section are the county fairgrounds and the Greyhound station. Hermiston Plaza, the city's largest shopping center, is west of the highway between Highland Avenue and Southeast Fourth Street.

The majority of the land area between Southeast Fourth Street and the Hermiston Airport is vacant and is identified in the Hermiston Comprehensive Plan for future residential development with some mixed commercial/industrial development. South of the airport to the Hermiston UGB at Ott Road, the primarily vacant land is zoned for mixed commercial and industrial use. Lamb-Weston, one of the major employers in the area, has two access points at Kelli Avenue.

The Umatilla County Comprehensive Plan Transportation Element designates the Hinkle-Feedville area south of Hermiston and west of US 395 as an industrial and agribusiness zone in order to take advantage of its access to the railroad, Interstate 84, the airport, and agricultural market roads.

South Segment — Hermiston Airport to Interstate 84

US 395 North crosses the Stanfield northern UGB south of Ott Road at Feedville Road, where the new Wal-Mart regional distribution center will access the highway and generate in excess of 600 truck trips per day onto the highway.

US 395 Corridor Umatilla - Stanfield

W A S H



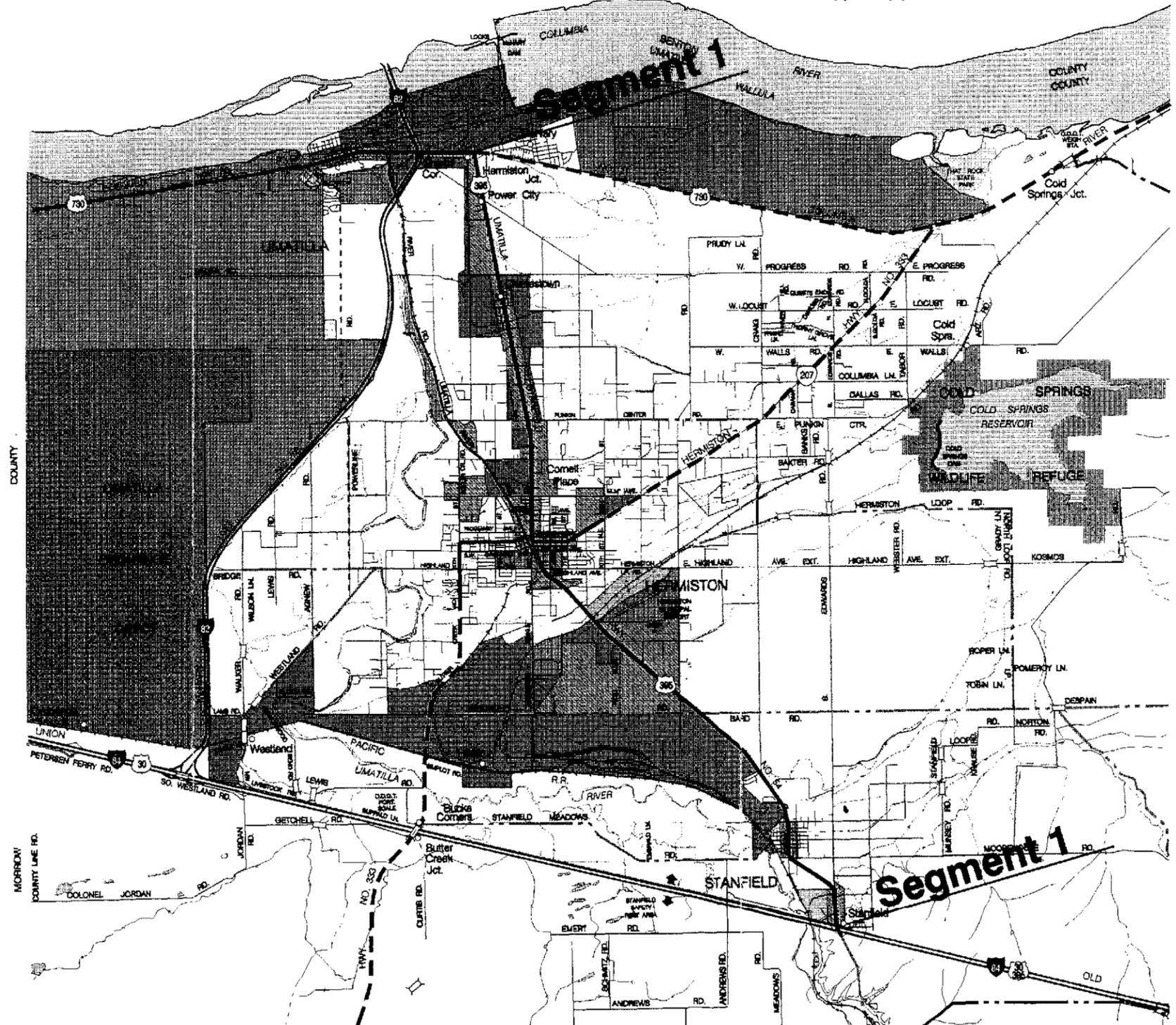
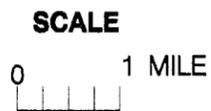
Segment 1



FEBRUARY 1997

LEGEND

- | | | | |
|---------------------------------|---------------------------------|-------------------------------|------------------------------|
| Low Density Residential (R1) | Local / Limited Commercial (C1) | Limited Light Industrial (I1) | Agricultural Holding (A1) |
| Medium Density Residential (R2) | Travel Commercial (C2) | Light Industrial (I2) | Commercial Agriculture (A2) |
| High Density Residential (R4) | General Commercial (C3) | General Industrial (I3) | Public Use / Open Space (A4) |
| | Government Business (C4) | Heavy Industrial (I4) | |



Affected Environment

Continued

From Feedville Road south, the land is zoned for industrial/service/commercial uses. Continuing south to Roslyn Drive, the land is zoned as an urban holding, which is a residential zone committed to a minimum ten-acre lot development. This area is planned to be serviced by frontage roads on both sides of US 395. Continuing south, the existing high school and a residential area is on the west side, and land zoned for neighborhood commercial is on the east. The corridor passes through the Stanfield city center which is zoned community commercial and points to the south UGB, where land is vacant and zoned general residential (minimum 7,500 square-foot lots), urban holding, and exclusive farm use.

Potential Development Impact Areas

ODOT has identified Potential Development Impact Areas (PDIA) along the state highway corridors to assist in planning for highway performance, identifying bottlenecks, and providing/improving parallel routes and additional modes. PDIA's are limited to unincorporated areas within UGBs or incorporated areas with populations of less than 5,000. Two PDIA's have been identified in the immediate vicinity of this corridor: the area between Punkin Center Road and Progress Road (city of Umatilla southern UGB); and the area along OR 207 northeast of central Hermiston. These areas of high development potential must be carefully evaluated for their impact on transportation facilities.

Transportation Infrastructure

Existing transportation infrastructure is summarized below. A more detailed description of existing transportation facilities is provided in the following Existing Conditions section.

Highway

US 395 is the primary transportation facility in the 12.9 mile corridor. The highway is classified as a high priority route on the National Highway System and a District Level of Importance in the ODOT classification system. The primary function of highways in this level is to serve local traffic and land access. The management objective is to provide for safe and efficient moderate to high-speed continuous-flow operation in rural areas and moderate to low-speed operation in urban and urbanizing areas with moderate to high level of interruptions to flow. US 395 is primarily a five-lane facility (two lanes in each direction with a continuous center two-way turn lane) with a four-lane section in the first four-tenths of a mile at the north end of the corridor, another seven-tenths of a mile section between milepoint 1.0 and 1.7, and a one-mile four-lane section between milepoint 11.7 and 12.7, about

note
to existing
cond.

Show on map

Speed Limit	35 MPH in central Hermiston and Stanfield, 45 MPH in the fringe areas within the two cities, and 55 MPH in the unincorporated areas of Umatilla County.
Traffic Volume	15,000 Average Daily Traffic.
Traffic Signals	US 730 intersection, Elm Avenue, Jennie Avenue, Gladys Avenue, Main Street, Orchard Avenue, Highland Avenue, Southeast Fourth Street, Harding Avenue (flashing yellow), Coe Avenue.
Parking	None on US 395 North.
Shoulders/ Curbs	Four foot shoulders exist throughout the corridor. Shoulders with curbs begin 600 feet north of Bintrand Street (MP 2.1) and continue south through Hermiston to Port Drive (just north of the railroad overcrossing north of the airport). Curbs begin again in the vicinity of Stanfield High School (Locust Street) and continue through Stanfield to South Main Street.

Map 4 provides specific milepoint reference.

Freight Rail

The Union Pacific (UP) Railroad Umatilla branch line out of the Hinkle Railyard runs north-south and parallels US 395 (on the west side) through downtown Hermiston, starting at Highland Avenue, and terminates at the Port of Umatilla on the Columbia River. The UP main line to Spokane leaves the Hinkle Railyard and crosses the highway south of central Hermiston just north of the Hermiston Airport heading northeast. The UP mainline between Boise and Portland parallels Interstate 84. The Hinkle Railyard is located approximately three miles west of US 395 south of Feedville Road.

Passenger Rail

Amtrak *Pioneer* line (Portland-Chicago) was discontinued in May 1997. Nearest service is provided by *Empire Builder* line (Portland - Spokane) in Pasco, Washington.

Air Service

Regularly scheduled commercial passenger air service is provided in Pendleton and Pasco, Washington. Hermiston Municipal Airport provides general aviation services to the corridor.

Waterborne Transportation

The Port of Umatilla is located at the north end of the US 395 North corridor on the Columbia River between the Interstate 82 bridge and the McNary Dam.

Intercity Bus Transit

Greyhound service between Portland - Boise is provided to the city of Hermiston. In addition there is one private bus operation that serves the migrant worker population with one-way trips to Tijuana, Mexico.

Public Transportation

There is currently a private taxi company which operates out of Hermiston and several paratransit providers based in Umatilla and Hermiston that serve the senior citizen and disabled population of the corridor.

Bicycle

Four foot shoulders are provided throughout the corridor except on the three overpass sections of the highway. A separated path exists between Stanfield High School and Locust Street (1,200 ft).

Pedestrians

Sidewalks are present on both sides of US 395 between Theater Lane and Port Drive in Hermiston and between Locust Street and South Main Street in Stanfield.

Pipelines

Natural gas is provided along the US 395 North corridor by Northwest Pipeline Corporation. CalNev Pipeline has an oil pipeline and Union Pacific has a diesel fuel pipeline in the corridor. Port of Umatilla and city of Hermiston have a regional water system for industrial and municipal users.

Section 5 — Existing Conditions

Existing Conditions

A. Highway System

This section describes existing highway performance and rail, air, water, bicycle, pedestrian and public transportation, and pipeline transport facilities. The corridor's existing transportation facilities are illustrated on Map 5.

Volumes

1995 average daily traffic (ADT) on US 395 ranges from 7,900 at the south end of the corridor at Interstate 84 to 20,500 in central Hermiston at Jennie Avenue. ADT on the parallel facility Interstate 82 ranges from 4,400 at the midpoint of the segment west of Hermiston to 10,300 at the north end where the freeway meets US 730.

Two-thirds of passenger traffic on US 395 North originates or terminates within the corridor.

Truck Freight

There is extensive through-truck traffic between Interstate 84 and US 730, primarily carrying wheat, potatoes, or lumber; these regional trips are assimilated into national travel between the Midwest and the Seattle area. A significant amount of local commercial truck activity is generated from the food processing plants, the Port of Umatilla, and Hinkle Railyard activities.

An estimated two thirds of the truck freight traffic on US 395 North is pass-through non-local traffic.

The estimated 1996 weight-mile tax revenue attributable to truck traffic on US 395 North is \$257,000 versus \$606,000 for the Oregon portion of Interstate 82.

Congestion

Figure 3 illustrates congestion by percent distribution of highway miles. According to ODOT, current congestion levels for the entire corridor are low.

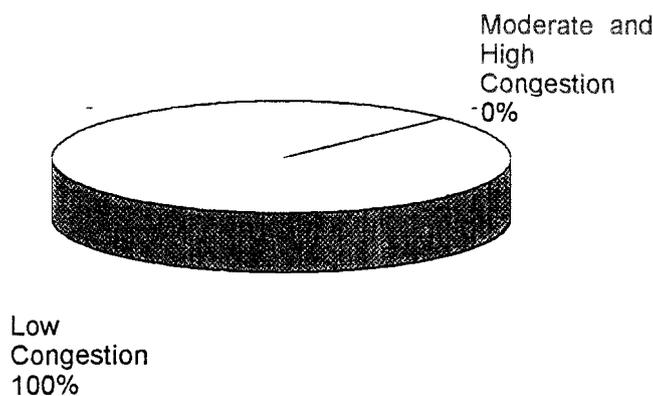
Signalized Intersections

The *1995 US 395 Corridor Study* reported that US 395 between Umatilla and Stanfield operates at LOS B. However, OR 207 which crosses the US 395 North corridor in Hermiston currently operates at LOS D. According to the *Oregon Highway Plan*, LOS C is acceptable for signalized intersections and LOS E is acceptable for unsignalized intersections. The *Hermiston-Umatilla Land Use/Transportation Plan* found that all seven of the signalized intersections in Hermiston operate at an acceptable LOS. Unsignalized intersections along US 395 which operate at LOS D or worse include Bagget Lane, Joy Lane, and Punkin Center Road.

Figure 3
US 395 North
Umatilla - Stanfield

Present Highway Congestion

Year 1996 - Existing Condition



Access

ODOT Region 5 has established Access Management Category Five (5) as its goal for US 395 North. Highways in this category provide for efficient and safe medium speed and medium-to-high volume traffic movements on intercity, intracity, and intercommunity routes. There is a reasonable balance between direct access and mobility needs within this category. Access management spacing standards for Category 5 are described in Table 6.

Table 6 Access Management Standards For Oregon Highway 395 North									
Category	Access Treatment	LOI (1)	Urban/ Rural	Intersection				Signal Spacing (4)	Median Control
				Public Road		Private Drive (3)			
				Type (2)	Spacing	Type	Spacing		
5	Partial Control	Regional/ District	U	At grade	1/4 mile	L/R Turns	300'	1/4 Mi.	None
			R	At grade	1/2 mile	L/R Turns	500'	1/2 Mi.	None

Source: Oregon Highway Plan, 1991.

- Notes: 1) The Level of Importance (LOI) to which the Access Category will generally correspond.
 2) The basic intersection design options are as listed. The decision on design should be based on function of the highway, traffic engineering, cost effectiveness, and the need to protect the highway.

US 395 Corridor Umatilla - Stanfield

PREPARED BY



Segment 1

NORTH

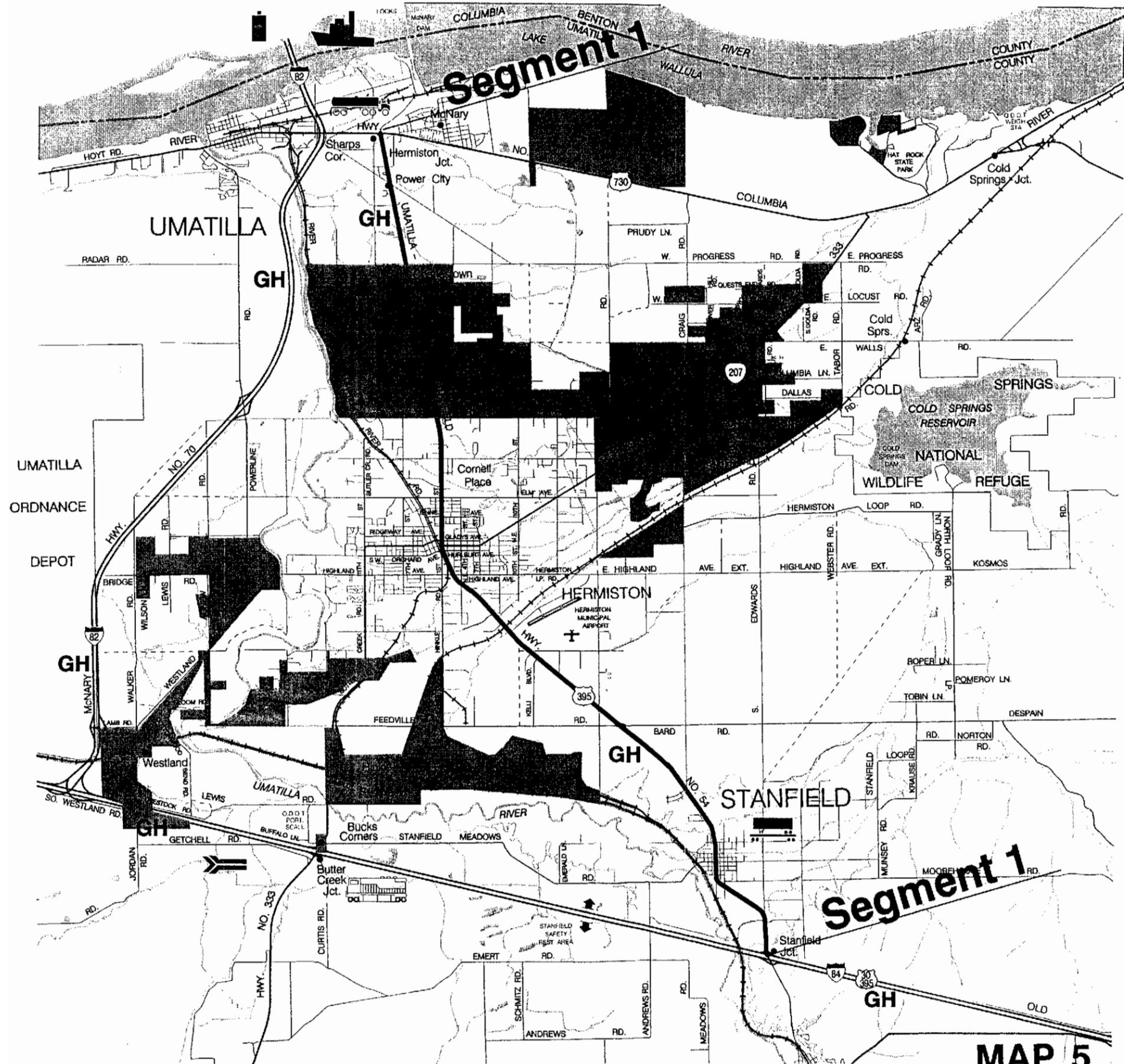


NOVEMBER 1996

LEGEND

-  AIRPORT
-  AMTRAK DEPOT
-  AMTRAK ROUTE
-  DIESEL FUEL TERMINAL
(Union Pacific Railyard)
-  GRAIN FACILITY
-  INTERMODAL YARD
-  PETROLEUM PRODUCTS TERMINAL
-  SHALLOW DRAFT MARINE FACILITY
- GH** GREYHOUND SERVICE ROUTE

SCALE



Existing Conditions

Continued

There are segments within central Hermiston and Stanfield that do not currently achieve these spacing standards. However, it is expected that access management standards will be brought into compliance as vacant land develops and existing parcels redevelop.

Travel Time

Travel time takes into account speed limits, congestion levels, development types, pavement conditions, curves, grades, speed change, traffic signal cycles, and vehicle idling times. According to ODOT analysis, current travel time through the corridor is 20 minutes for automobiles and 28 minutes for trucks.

A trip from Umatilla to Stanfield is comparable in travel time whether one chooses the Interstate 82 to Interstate 84 route, or the US 395 North route. Using Interstate 82 to Interstate 84 is a longer distance at a higher speed on an interstate facility (approximately 19 miles taking 20 minutes) as opposed to US 395 North (12.9 miles taking approximately 20 minutes). Trucks traveling between Interstate 84 east of Stanfield and US 730 predominantly use US 395 instead of Interstate 82 because of the shorter distance which results in less weight-mile tax. The weight-mile tax is 13.65 cents per mile for a 80,000 ton truck.

Safety

The Safety Priority Index System (SPIS) is a method used by ODOT for identifying and prioritizing sites in need of safety improvements. The SPIS index has three parameters: accident frequency, accident rate, and accident severity. For corridor planning, a location with an SPIS number in the top 10 percent of statewide SPIS values is considered to be a "High Accident" location.

Table 7 indicates that while the accident rate for this corridor is similar to other highways, there are an unusually high number of locations with a high frequency of incidents or severity of injuries. For the period 1991-1993, there were 15 "High Accident" locations along US 395 North clustered in the vicinity of West Punkin Center Road, OR 207, and Highland Avenue. These accidents were primarily intersection turning-related.

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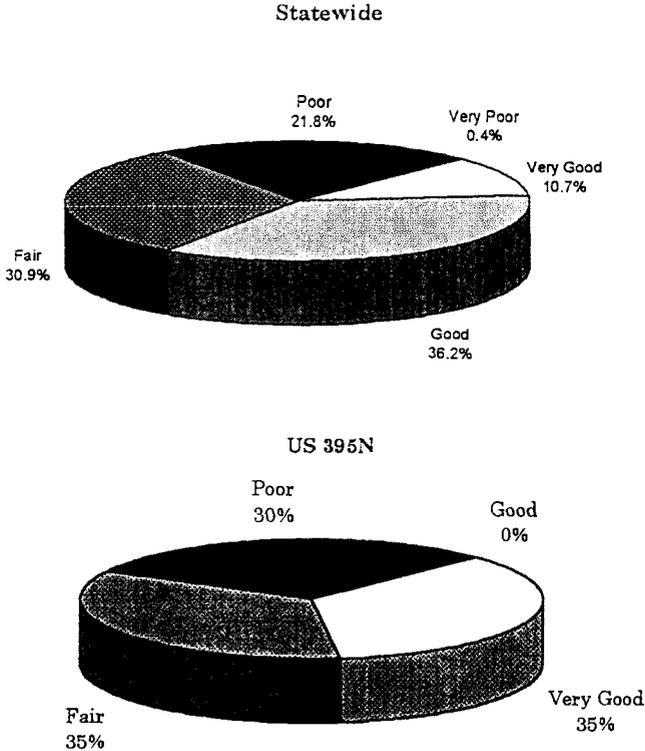
Table 7	
Safety Analysis of the US 395 North (Umatilla to Stanfield) Corridor	
"High Accident" Locations*	Locations per Mile
US 395 North	1.16
Statewide Average	0.54
Urban Highway Accident Rates**	
US 395 North	3.60
Statewide Average	3.69
<i>* A "High Accident" location is a site which ranks in the top 10 percent statewide in accident frequency, severity, and rate.</i>	
<i>**Accidents per million vehicle miles of travel for period 1991-1993.</i>	
<i>Source: Safety Priority Index System database, Oregon Department of Transportation; Compiled by Otak, Inc.</i>	

Pavement Condition

Pavement condition measures the extent of rutting, cracking, potholes, patches, and other features of the pavement of a highway. Pavement condition surveys of the Oregon State highway system were completed by ODOT in 1996. Over three quarters of all state highway pavement was in fair or better condition as indicated in Figure 4. This includes the freeway system, which in general has better pavement condition than the remainder of the highway network. The breakdown of pavement condition for the US 395 North corridor is also illustrated in Figure 4. As indicated, the corridor is below the state average for fair or better pavement at 70 percent (versus 78 percent). The six-mile section from US 730 to Southeast Fourth Street currently has poor pavement condition.

Figure 4
US 395 North
Umatilla - Stanfield

Pavement Condition



B. Freight Rail

The US 395 corridor is a major railroad hub at the confluence of two Union Pacific (UP) mainlines and a Umatilla branch line.

The UP Hinkle Railyard, south of Hermiston, is the largest railyard west of Omaha, Nebraska. There are two UP main lines and a branch line providing freight service in the area. The UP mainline between Portland/Seattle and the eastern United States runs southeast from Hinkle Railyard south of Stanfield to the Ontario/Boise area and beyond, and handles over 40 million gross tons of freight traffic annually.

Another UP railroad mainline provides service between the Hinkle Railyard and Spokane. This mainline carries over 10 million gross tons of freight traffic annually. This line heads northeast from the Hinkle Railyard and passes under US 395 immediately north of the Hermiston Airport, and parallels OR 207 and US 730 on its way to Spokane. In addition to general freight operations, UP maintains a container-on-freight-car/truck-on-freight-car intermodal facility and a petroleum fuel terminal at Hinkle Railyard.

The Umatilla branch line runs ten miles between the Hinkle Railyard and the Port of Umatilla providing intermodal transfer service to the barges. This line runs north out of the Hinkle yard and parallels US 395 (on the west side) through downtown Hermiston, north of Highland Avenue. North of Hermiston, the branch line is located west of US 395 and parallels Umatilla River Road to the city of Umatilla, where it turns east and goes under Interstate 82 to the Port of Umatilla.

The industrial users at the Port of Umatilla generate less than one million gross tons of freight traffic annually resulting in only one train trip per day on this line. Most of the crossings along the branch line are gated and therefore considered safe

C. Passenger Rail

The Amtrak *Pioneer* line between Portland and Denver on the Union Pacific mainline (with a stop in Hinkle) was discontinued in May 1997. The Amtrak *Empire Builder* line currently provides service between Portland and Spokane (with a stop in Pasco) on the Washington side of the Columbia River on the Burlington Northern-Santa Fe Railroad mainline.

D. Air Service

There are 99 airports in Oregon which together form an integrated aviation network system. Each airport has a designated role in the system. The closest commercial air service to the US 395 North corridor is Eastern Oregon Regional Airport in Pendleton, 24 miles southeast of Hermiston via Interstate 84. Pasco Airport is also in the vicinity of the corridor, located approximately 36 miles north of Hermiston, in Washington. Annual originating and transferring passenger boardings from Pendleton have increased 16 percent over the last four years from 10,448 in 1992 to an estimated 12,161 in 1995.

Horizon Air provides regularly scheduled commercial air passenger service from Eastern Oregon Regional Airport with five daily non-stop round trips to and from Portland and two daily non-stop round trips to and from Pasco.

From Pasco there are three daily nonstop flights to Portland, seven to Seattle, and one to Pendleton. These flights provide connections to a variety of other Pacific Northwest and Northern California airports.

Hermiston Municipal Airport is situated on 267 acres, two miles south of the city. Hermiston Airport has one runway oriented in a northeast-southwest direction. The runway, Runway 4/22, measures 4,500 feet long by 75 feet wide. This runway is equipped with runway lights and a nonprecision instrument approach for landings in inclement weather. The Hermiston Airport contributes to the state's airport system by providing local access and support for the predominate agricultural economy. Aircraft operations at the Hermiston airport is shown below in Table 8.

Table 8	
Hermiston Airport Operations (Takeoffs and Landings)	
1986, 1994, and Projected 2004 and 2014	
<i>Year</i>	<i>Total Operations</i>
1986	9,978
1994	8,927
2004 (projected)	9,830
2014 (projected)	11,160

Source: Hermiston Municipal Airport

Vehicle access to the airport is provided along Airport Way, a paved 22 feet wide city street with direct connection to US 395. The intersection of Airport Way and US 395 has a right turn refuge for north bound traffic on US 395 and center left turn refuge for south bound traffic. Airport Way serves the airport terminal. Connection to Highland Avenue east of the terminal building is closed to public use with a locked gate. The section of Airport Way east of the terminal building is unpaved. Courtesy cars are provided by the city for incoming aircraft passengers.

Airport property is zoned for future airport, light industrial and commercial development according to the "Hermiston Municipal Airport Hazard Zoning Ordinance."

E. Waterborne Transportation

The Port of Umatilla is located at the north end of the US 395 North corridor on the Columbia River between the Interstate 82 bridge and the McNary Dam. The Port area is served by the Umatilla Branch of the UP Railroad out of the Hinkle Railyard. Facilities and services at the Port of Umatilla include a container terminal (a shallow draft/barge marine facility) which is served by truck, ship, and barge; the Pendleton Grain Growers, Inc. grain elevator which is served by intermodal truck transfer facility and barge; and Tidewater Pipeline Terminal (petroleum products), which is served by truck, barge, and pipeline.

The primary commodities shipped on the Columbia River to Portland are agricultural products—predominantly wheat and potato products. According to the Pendleton Grain Growers, 80 percent of the grain grown in Umatilla County goes out by barge. Barge transit is the least expensive and most efficient method of shipping at this time. Most of this grain is grown south and east of Stanfield. Two-thirds of this grain is trucked to the port via US 395, while the remainder arrives via US 730 and OR 207.

The primary upstream-shipped commodities are diesel fuel oil products. Union Pacific has a fuel terminal at the port facility where diesel fuel oil is transferred to a pipeline. The pipeline runs to the Hinkle Railyard to provide fuel for Union Pacific rail operations, as well as for bulk transport.

F. Intercity Bus Transit

Intercity bus service is currently provided within the corridor by Greyhound. Table 9 shows the existing Greyhound service to the Hermiston area.

<i>Portland to Hermiston</i>	<i>Hermiston to Portland</i>	<i>Hermiston to Boise</i>	<i>Boise to Hermiston</i>	<i>Hermiston to Tri-Cities</i>	<i>Tri-Cities to Hermiston</i>
12:45 am	2:00 am	4:35 pm	5:55 am	4:00 am	5:10 am
10:35 am	6:00 am		8:50 pm	2:30 pm	2:10 pm
12:50 pm	11:15 am				
	3:00 pm				

In addition to Greyhound, there is one private bus operation catering to the migrant agricultural worker market, which provides one-way trips to Tijuana, Mexico for approximately \$100.

G. Public Transportation

There is currently a private taxi company which operates out of Hermiston. There is no fixed route public transit service in the US 395 North corridor. Several community paratransit providers are based in Umatilla and Hermiston and provide services to selected residents in the corridor:

- The City of Hermiston provides rides via a taxi-ticket program for senior, disabled and low income residents of the city. (26,300 riders in fiscal year 1994-95)
- The City of Umatilla provides dial-a-ride services in the northeastern area of Umatilla County

Existing Conditions

Continued

- The Umatilla County Mental Health Program provides client-only transportation throughout the county
- Betah Enterprises provides client-only transportation
- Foster Grandparents/Senior Companions provides dial-a-ride and a volunteer driver program throughout the county
- RSVP of Eastern Oregon provides dial-a-ride services throughout Umatilla County

H. Bicycle

ODOT has developed a new system for classifying bicycle facilities on state highways based on the existence of shoulders and level of average daily traffic (ADT). The new scale identifies as “generally suitable for bicycling” any portion of a rural state highway that has at least a four foot shoulder, and less than 1,000 ADT; at an ADT of 1,000 - 3,000 highways are “marginally suitable for bicycling.” Rural sections of highway with shoulders less than four feet and an ADT higher than 3,000 are generally not suitable for bicycling. The Oregon Bicycle Plan identifies the US 395 North corridor as having four foot or wider shoulders throughout the corridor, except on the three US 395 overpass sections.

The only separated bikeway on US 395 is between Stanfield High School and Locust Street to the south. Although too narrow to be designated as bikeways by ODOT, the sidewalks in central Hermiston and from Locust Street south through central Stanfield to South Main Street are also used by bicyclists.

I. Pedestrians

The existing pedestrian facilities (sidewalks) within the US 395 North corridor are limited to the area between Theater Lane and Port Drive in Hermiston and Locust Street (south of the high school) to South Main Street in Stanfield. US 395 North at Southeast Fourth Street in Hermiston and Coe Avenue in Stanfield provide the only pedestrian-actuated signals in the corridor. There are other pedestrian crosswalks in Hermiston and four crosswalks in Stanfield at Harding Avenue (plus a flashing yellow light), Coe Avenue which is signalized, Furnish Avenue, and Page Avenue.

J. Pipelines

Currently, Hermiston serves as a major natural gas transmission hub, with connections between Washington and southern California for Cascade Gas, Portland General Electric, and Pacific Gas Transmission Company. Natural gas is provided along the US 395 North corridor by Northwest Pipeline Corporation. CalNev Pipeline has an oil product pipeline within the corridor and Union Pacific has a diesel fuel pipeline which runs from the Port of Umatilla to the Hinkle Railyard.

In addition, the Port of Umatilla and the city of Hermiston have developed a regional water system to distribute water to industrial and municipal users in western Umatilla County.

*Section 6 — Future Corridor Facility
& Services Characteristics*

Future Corridor Facility and Services Characteristics

A. Highway System

This section describes future characteristics of highway performance, and rail, air, water, bus, pedestrian, bicycle, and pipeline facilities.

Volumes

According to the *US 395 North Corridor Study* (April 1995), US 395 North is projected to increase to between 20,500-28,000 ADT north of OR 207 and between 19,000-26,500 ADT south of OR 207 by the year 2015.

A separate plan, the *Hermiston-Umatilla Land Use/Transportation Plan*, stated that ADT is projected to increase by 60 percent in the next twenty years to approximately 30,000 ADT in central Hermiston, 18,000 in the vicinity of US 730 and 14,000 near Feedville Road south of Hermiston. Afternoon peak hour volumes are projected to be in excess of 2,600 in central Hermiston.

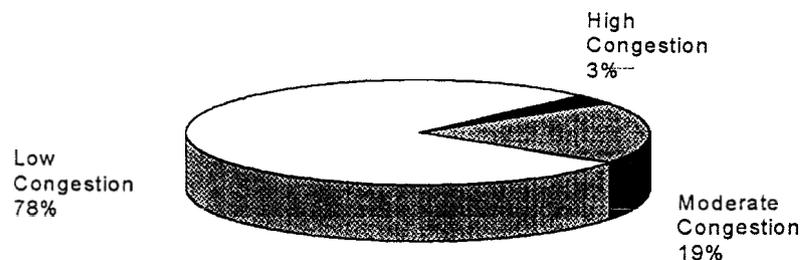
Congestion

Increasing traffic along US 395 is expected to result in moderate congestion within the corridor by year 2016. As indicated in Figure 5, a high level of congestion (LOS E or F) is projected to occur along three percent of the US 395 North corridor, and a moderate level of congestion (LOS D) is projected to occur in 19 percent of the corridor by the year 2016, assuming no improvements. High congestion is projected in the vicinity of OR 207 in downtown Hermiston. Moderate congestion is projected to occur in two distinct locations: from milepoint 3.0 to 6.0 in Hermiston, and through the last 0.2 miles at the southern end of the corridor. The roadway narrows to two lanes in this southern section which may contribute to the projected moderate congestion.

Figure 5
US 395 North
Umatilla - Stanfield

Future Year 2016 Highway Congestion

Year 2016 - Without Improvements



Signalization

By the year 2016, the US 395 intersections with Bensel Road and Punkin Center Road are projected to exceed capacity with the Bagget Lane, Joy Lane, Theater Lane, Airport Way, Airport Road, and Feedville Road intersections approaching capacity. Traffic analysis from the *Hermiston-Umatilla Land Use/Transportation Study* shows that LOS C could be achieved at these intersections with signalization; however, only Punkin Center Road and potentially Bensel Road will have traffic volumes which would justify installation of signals by 2016.

ODOT has programmed funding for two projects which are anticipated to have a positive impact on the projected levels of congestion on the highway. A traffic signal is scheduled to be installed at US 395 and Punkin Center Road in fiscal year 1997-98. A synchronization upgrade of the controllers on the seven existing signals in the Hermiston area is a related project that will help regulate the flow of traffic through central Hermiston. Controlled platooning of traffic along US 395 should allow easier and safer access to the highway from cross streets.

Travel Time

ODOT has developed scenarios to describe the level of improvements and management on statewide highways for the purpose of projecting future travel times, illustrated in Figure 6. The “*do nothing*” scenario assumes that pavements will be maintained, but that neither roadway geometry (width, curvature, grades) or roadway capacity (number of traffic lanes) will be improved. The *High Management* scenarios estimate the possible effects of various access management techniques and good land use planning.

The *High Management* scenarios assume that despite changes in land use, the general operating characteristics of the highway will not change. This might be accomplished through effective land use planning, local road construction, and access management. Access management strategies could include: 1) consolidating existing driveways; 2) limiting new driveway access points to the highway; and 3) establishing non-transversible medians and signalization of problem intersections which either contribute to the deterioration of travel time or are developing a pattern of accidents.

The *Low Management* scenario assumes that highway operating characteristics will change as a result of future changes in land use. Specifically, it is assumed that the fringe areas within urban growth boundaries will become increasingly urban in character and that lower speed zones would be imposed in these areas for safety purposes.

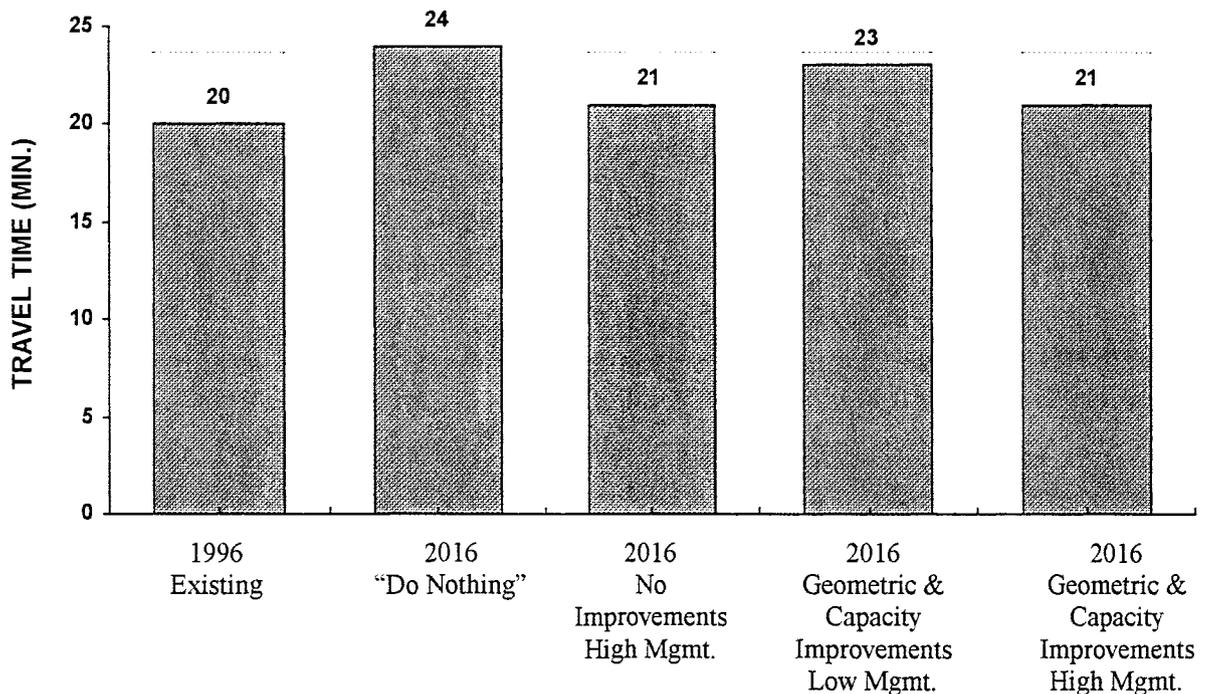
The *High Management* scenarios do not necessarily result in greater potential time savings than other, less intensive scenario types.

Future Corridor Facility and Services Characteristics

Continued

Figure 6
US 395 North
Umatilla - Stanfield

Effects of Management on Travel Time



As indicated in Figure 6, with the absence of transportation improvements or management, travel time along US 395 between US 730 and Interstate 84 is projected to increase from the current 20 minutes to 24 minutes (cars and trucks combined), by the year 2016. Using the *Do Nothing* scenario as a base, the *Improvement/Low Management* scenario is projected to reduce 2016 travel time by one minute, and the *No Improvement/High Management* scenario is projected to reduce it by three minutes. It is interesting to note, finally, that implementing *both* highway improvements and high management activities results in the same projected travel time savings as the *No Improvement/High Management* scenario. This indicates that management techniques along US 395 would have the same or better effects on reducing travel time as geometric and capacity improvements.

There are two locations in the US 395 North corridor where travel time savings could be achieved with facility management efforts:

- in the vicinity of currently unsignalized West Punkin Center Road, which is scheduled to be signalized in fiscal year 1997-98; and
- in the segment 1,000 feet north of Interstate 84 where the road tapers to two lanes with inadequate road width.

Safety

In a related analysis by ODOT, under a “do nothing” scenario, the number of accidents is projected to increase by 17 percent over existing conditions by the year 2017. Geometric improvements are not expected to significantly reduce the number of accidents within the corridor.

Pavement Condition

Between 1984 and 1995, the amount of pavement in fair or better condition for all state highways in Oregon steadily improved from 42 percent to a 20-year high of 83 percent in 1993. Since then, pavement in fair or better condition has declined to 78 percent in 1996. Revenue limitations suggest that progress toward the ODOT statewide goal of 90 percent fair or better pavement conditions by year 2010 will be difficult to achieve.

Oregon’s pavement management system estimates that the northernmost 4.8 miles of the US 395 North corridor is beyond its useful pavement life. Funds have been allocated for resurfacing this section by 1998. The section from milepost 4.8 to 6.0 has two years of useful pavement life remaining. The 6.9 miles from Southeast Fourth Street south to Interstate 84, which was resurfaced in 1996, has seven years of useful pavement life remaining.

B. Freight Rail

Union Pacific has plans to build a new shop at the Hinkle site which should add approximately 250 employees. There is also discussion of building a railcar manufacturing facility on the extensive vacant land owned by Union Pacific in the area of the Hinkle Railyard.

The Union Pacific-Southern Pacific Railroad merger is expected to result in increased freight traffic along the Union Pacific mainline.

C. Passenger Rail

The Amtrak *Pioneer* line, which provided passenger rail service three days per week between Portland and Denver on the Union Pacific mainline with a stop in Hinkle, was discontinued in May, 1997. Historically, there were limited boardings in Hermiston. Service on the Amtrak *Empire Builder* line, which provides passenger rail service between Portland and Spokane (with a stop in Pasco) on the Washington side of the Columbia River on the Burlington Northern mainline, was increased from four days per week to daily service when the *Pioneer* was discontinued. There are tentative plans to establish an *Empire Builder* stop in Plymouth, Washington across the Columbia River from Umatilla.

Future Corridor Facility and Services Characteristics

Continued

D. Air Service

According to the *Oregon Aviation System Plan*, Hermiston Airport's classification is projected to change from "General Utility" to "Transport," accommodating business jet and transport-type aircraft in the future. However, it is anticipated that it would be difficult to lengthen the current 4,500-foot runway to the 5,500 feet required for "Transport" airports. In addition, both the current runway or a new north-south runway would have restricted glide paths. Railroad tracks and a road west, plus a river east of the runway, limit the expansion capabilities of the runway.

According to the Inventory and Forecast Section of the 1995 *ODOT Aviation System Plan*, aircraft operations are projected to increase by slightly more than 1 percent per year. With the limited potential for a longer runway, only the introduction of significant new industries in need of aviation services would lead to any strong gains in operations. Part of the city-owned Hermiston Airport property is industrial-zoned land; however, there is an extensive amount of industrial-zoned land in the UGB. Access to Highland Avenue and improvements to Airport Way east of the terminal should be considered if development occurs on airport property.

The Pasco and Pendleton airports should continue to be the focus of commercial air services, but increased hanger space at the Hermiston Airport could attract private general aviation clients unable to find sufficient services at either of the other two airports.

E. Waterborne Transportation

There is concern that the proposed lowering of the water level in the Columbia River for the purpose of protecting fish species will limit barge operations to the Port of Umatilla, and therefore will lead to increased trucking operations in the US 395 North corridor. A potential channel-deepening mitigation program has been discussed but has not yet been programmed.

F. Intercity Bus Transit

Current Greyhound bus service westbound from Pendleton (or points east) is heavily utilized resulting in limited seat availability when buses finally arrive in Hermiston. Further reducing the caliber of the local bus transit experience, the Hermiston bus station is in poor condition and ticket service hours are limited. In addition, there is no bus stop in Stanfield. Future changes to existing intercity bus transit have not yet been determined.

Migrant laborers who work seasonally in the local agricultural industry and account for much of the population growth projected for the corridor are often transit dependent.

G. Public Transportation

There is currently no fixed route public transit service in the US 395 North corridor, and the City of Hermiston's taxi subsidy program is facing cuts at the end of fiscal year 1996-97. Limited public transit service is planned despite an increasing proportion of elderly transit-dependent households; approximately 10 percent of the population in the US 395 North corridor area is projected to be age 60 or older during the next twenty years, approximately the same percentage as the state as a whole.

H. Bicycle

It is noted in the ODOT Bicycle Program that bicycle use on state highways increases at approximately the same rate as population. This fact coupled with the lack of local fixed-route public transit service is anticipated to result in increased bicycle activity in the US 395 North corridor.

Future bicycle improvements in conjunction with roadway improvements are intended to provide cyclist with full accessibility and a convenient alternative to the automobile for short trips. Every arterial and collector street in urbanized areas of the corridor should have a designated bikeway (typically bike lanes unless traffic volume is below 3,000 cars per day in which case a wide outside lane is usually adequate). Shoulders of at least four feet are usually adequate on rural portions of the corridor that lack a significant destination (school, park, residential subdivision, etc.). Wider shoulders are desirable on truck routes where traffic volumes are over 1,000 cars per day and near pedestrian destinations.

I. Pedestrians

Pedestrian activity along and across the US 395 North corridor will increase as development occurs north and south of Hermiston. However, at this time there are no additional sidewalk facilities programmed by any jurisdictions within the corridor. In addition to sidewalks, designated pedestrian crossings of US 395 North with crosswalks and signals will also be warranted in the future.

J. Pipelines

There are plans for construction of an oil pipeline from the Seattle area to the Tri-Cities area, north of the US 395 corridor.

Future Corridor Facility and Services Characteristics

Continued

Summary of Findings

Key findings which have been identified during strategy development are described in Table 10.

Table 10 Summary of Key Findings	
Highway Traffic	ADT projected to increase by 60 percent over next 20 years.
Highway Condition	Poor pavement condition in 6-mile section from US 730 to SE Fourth Street. Proposed for improvement in 1997-99.
Highway Congestion	None currently. By the year 2016, 3 percent of the corridor will likely have high congestion and 19 percent will have moderate congestion.
Highway Classification	US 395 is currently a <u>district</u> level of importance highway; it is recommended to become a <u>regional</u> facility.
Safety	Accident rates are equal to statewide average. The three most significant accident locations are the US 395 intersections with West Punkin Center Road, OR 207, and Highland Avenue. The majority of these accidents are turning-related.
Economy	Major job growth is occurring in the near term. Long-term local employment and population is not expected to increase as fast as statewide growth rates.
Freight	Projected lowering of Columbia River water levels could limit barge traffic, increasing the dependence on truck freight operations. Freight traffic along Union Pacific Mainline is expected to increase.
Transportation Options	Limited options to the private automobile. There is Greyhound service to Hermiston. Amtrak service is available only in Pasco, Washington. Client-only social service vans operate, but there is no fixed-route bus public transit service. Accommodating business jet and transport-type aircraft at the Hermiston Airport is limited.

*Section 7 — Issues, Opportunities &
Constraints*

Issues, Opportunities, and Constraints

The Umatilla to Stanfield corridor serves as a hub for regional highway, rail, and water borne freight distribution and provides a diverse network of transportation services. Issues of concern have been identified through a public involvement program and consultation with state agencies and local jurisdictions. Based on physical and service inventories of the corridor, opportunities for future improvements were identified along with potential constraints related to their implementation.

Issues, opportunities, and constraints are grouped according to categories corresponding to the policies and objectives of the Oregon Transportation Plan. The OTP includes 36 policies that guide transportation planning toward goals of desirable system characteristics, livability, economic development, and implementation.

A. Transportation Balance

The OTP strives to achieve a balanced transportation system that provides alternatives to auto and truck transportation, particularly in urban areas where diverse travel options can be made available. The OTP attempts to take advantage of the inherent efficiencies of each mode.

Stated plainly in the OTP, *"It is the policy of the State of Oregon to provide a balanced transportation system."*

A1 — Public Transit

Findings and Issues

The private automobile is the primary mode of personal travel in the corridor. The public transportation options available within the corridor consist of demand response independent "client" providers for local trips. This includes dial-a-ride services to seniors and special needs residents and a taxi-voucher program recently offered by the city of Hermiston. These public transit bus services currently conform to the objectives of the OTP, and generally provide convenient connections and service frequencies to meet user demand. However, as local population increases and the percent of senior citizens and migrant laborers increase, expansion and improvement of public transit services should be encouraged.

Opportunities and Constraints

The population density and commute travel patterns do not justify establishing a local fixed-route transit service at this time. However, with the growth in both Umatilla and Hermiston, long range planning should consider the timing for implementing such a service.

The city of Hermiston provides a taxi-ticket program for residents within the city, but funding is limiting the ability to serve these constituents.

With a projected 60 percent increase in traffic in the next 20 years, measures such as rideshare programs, staggered work hours or flexible schedules should be evaluated to reduce single occupant vehicles.

A2 — Bicycle and Pedestrian Facilities

Findings and Issues

US 395 North functions as a shared roadway with four foot paved shoulders for bicycles and limited sidewalks. Existing sidewalks are concentrated in portions of urbanized Hermiston and Stanfield. There are only two pedestrian activated crossings on US 395 North, one in Hermiston and one in Stanfield.

Opportunities and Constraints

The *Umatilla-Hermiston Land Use/Transportation Plan* proposes the development of a local street bicycle network originally proposed in the 1988 Hermiston Bicycle Master Plan. This local street network is designed to accommodate local bicycle travel in lieu of using US 395 North. The Transportation Advisory Committee (TAC) for the *City of Hermiston Transportation System Plan* made a determination that bicycle lanes along US 395 would not be designated because of heavy truck traffic and narrow right-of-way. Instead the TAC recommended that bicyclists be encouraged to use East Fourth Street. It is also recommended that sidewalks be provided along both sides of US 395 North, particularly within urban areas.

Measures to improve bicycle and pedestrian facilities should be provided over time as properties develop or redevelop.

Bicycle and pedestrian safety should be considered in the prioritization of roadway reconstruction. The poor condition of many local street surface is perceived as a safety issue for bicyclists in urban areas. Intersections which were identified by accident statistics and by stakeholders as unsafe for pedestrians are: Highland Avenue, Elm Avenue, Punkin Center Road, Theater Lane, and the street crossings near schools.

B. Regional Connectivity

Regional connectivity is a measure of how well the corridor is functionally connected with major state and interstate transportation facilities. This is usually measured in terms of travel times and the available level of transportation facilities.

According to the OTP, *“It is the policy of the State of Oregon to identify and develop a statewide transportation system of corridors and facilities that ensure appropriate access to all areas of the state, nation and world.”*

B1 — Intercity Bus Service

Findings and Issues

Intercity bus service is currently provided by Greyhound to the city of Hermiston. Greyhound service through Hermiston has limited seats available. The Hermiston

Issues, Opportunities, and Constraints

Continued

bus station is in poor condition and ticket service hours are limited. There is no bus stop in Stanfield.

Intercity bus services currently conform to the objectives of the OTP, and generally provide convenient connections and service frequencies to meet user demand. However, as local population increases and migrant laborers increase, expansion and improvement of intercity bus services should be encouraged.

Opportunities and Constraints

Intercity bus connections to the Tri-Cities area should be encouraged in light of the discontinuation of Amtrak's *Pioneer* service. The Amtrak *Empire Builder* route though Pasco now provides daily service to/from Portland and continues east.

B2 — Truck Freight

Findings and Issues

The US 395 North corridor functions as a major truck route that connects Interstate 84 with Interstate 82. The mix of autos and trucks, and volume of traffic necessitates the need for access management and traffic signalization enhancements within the corridor.

Trucks traveling between Interstate 84 east of Stanfield and US 730 predominately use US 395 instead of Interstate 82 because of the shorter distance which results in less weight-mile tax. Another reason many trucks use US 395 as opposed to Interstate 82 is to access commercial services and overnight accommodations. A new truck stop on US 395 at the Interstate 84 interchange in Stanfield is expected to provide roadside services, which may keep trucks on Interstate 84, thereby reducing truck traffic on US 395.

In addition, poor signage on Interstate 82 may be leading trucks to exit the Interstate and use US 395 unnecessarily.

It was reported that trucks have difficulty making the westbound OR 207 to US 395 northbound turning movement. There is an increasing level of traffic and occasional congestion on the OR 207 truck route at the intersection of Hermiston Avenue and Eleventh Street.

Given the amount of development planned and currently under construction within the corridor, traffic is expected to increase significantly over the next few years, particularly near the south end of the corridor near the new Wal-Mart regional distribution center.

The Port of Umatilla staff also expressed concern that the potential lowering of Columbia River levels would limit barge traffic unless a channel-deepening program was pursued, and therefore the amount of truck traffic to and from the port could increase dramatically. The ports at Morrow and Umatilla currently keep more than 30,000 trucks per year off the road each year.

Opportunities and Constraints

Increased use of the intermodal transfer facilities at the Port of Umatilla could help reduce the level of truck freight in the US 395 North corridor. However, this would require channel dredging to accommodate large river barges.

Reclassification of the highway level of importance category from District to Regional would more accurately reflect the nature of highway travel along this route, and would be more consistent with the corridor's federal designation as a High Priority Route on the National Highway System.

B3 — Rail Freight

Findings and Issues

Cost-effective and efficient freight movement is vital to the agriculture and food processing industries, and therefore to the local economy. Future operations at the Port of Umatilla may be limited if river levels are lowered in the absence of channel-deepening mitigation.

Opportunities and Constraints

Desire was expressed by the city of Hermiston for road improvements in the vicinity of the Hinkle Railyard.

Policy from the *City of Stanfield Comprehensive Plan Transportation Element* calls for working with Union Pacific to develop alternate road access into the Hinkle Railyard and railroad industrial lands to accommodate development.

B4 — Waterborne Transportation

Findings and Issues

The primary commodities shipped on the Columbia River to Portland are agricultural products — predominately wheat and potato products. Eighty percent of the grain grown in Umatilla County goes by barge. Two-thirds of this grain is trucked to the port via US 395. The primary upstream-shipped commodities are diesel fuel oil products.

Opportunities and Constraints

There is concerns that the proposed lowering of the water level in the Columbia River for the purpose of protecting fish species will limit barge operations to the Port of Umatilla. A potential channel-deepening mitigation program has been discussed but has not yet been programmed.

Issues, Opportunities, and Constraints

Continued

B5 — Air Service

Findings and Issues

Regularly scheduled commercial air passenger service is provided at the Eastern Oregon Regional Airport in Pendleton southeast of the corridor and northeast in Pasco, Washington. Potential for a longer runway to accommodate business jet and transport-type aircraft in the future at the Hermiston Airport is limited.

Opportunities and Constraints

The introduction of significant new industries in need of aviation services could lead to increase in aircraft operations at the Hermiston Airport. Part of the city-owned Hermiston Airport property is industrial-zoned, however, there is an extensive amount of industrial-zoned land in the UGB. State legislation was recently passed to establish rules to zone and protect public use airports from incompatible land uses.

An update of the Hermiston Airport Layout Plan is programmed for federal funding in 1998-1999.

C. Highway Congestion and Facility Management

As indicated in the previous chapter, geometric improvements such as roadway widening are not expected to improve travel time within the corridor, nor are such improvements needed to address congestion. New traffic signals and access management techniques such as consolidating driveways and improvements to the local road network are expected to adequately address travel time and safety issues within the corridor.

C1 — Access Management and Signalization

Findings and Issues

The prior highway performance analysis concluded that access management can have a more beneficial impact on corridor travel time than geometric improvements. Furthermore, congestion within the corridor is virtually nonexistent today and will likely be concentrated at selected unsignalized intersections and driveways in the future. For example, the new Wal-Mart regional distribution facility is expected to add 600 trucks per day to the highway at Feedville Road.

The most frequently mentioned issue by respondents to stakeholder interviews was the difficulty in safely accessing US 395 North in Hermiston from unsignalized side streets and driveways. Specifically, they stated that Theater Lane, Punkin Center Road, Elm Street, Gladys Street, Highland Avenue, and Orchard Avenue were most congested. Signalization was requested for Punkin Center Road and Theater Lane.

Access management in combination with synchronized signalization has been identified by the *Hermiston-Umatilla Land Use/Transportation Plan* and the *Hermiston Transportation System Plan* as recommended corridor improvements.

Opportunities and Constraints

An improved road network, featuring access control, additional and synchronized signalization, and improved local routes around the city (for non-local regional trips) such as East Fourth Street and Umatilla River Road, could help reduce intersection congestion and improve safety.

The *Hermiston-Umatilla Land Use/Transportation Plan's* intersection analysis suggested that ODOT install traffic signals outside central Hermiston to complement the synchronized system of seven signals in the central core of the city. The proposed intersections are: Theater Lane, Punkin Center Road, Joy Lane, Bagget Lane, Bensel Road, Airport Way, and Feedville Road. ODOT is planning on interconnecting the existing seven traffic lights in Hermiston during 1997.

The *Hermiston-Umatilla Land Use/Transportation Plan* also recommended that the cities of Hermiston and Umatilla and Umatilla County adopt consistent land use and access management review policies to guide development and access along the corridor. The portion of US 395 North from Feedville Road south through Stanfield presents the best opportunity for a strategic and coordinated access management approach given that a limited amount of highway fronting property is developed with highway access.

The *City of Stanfield Comprehensive Plan Transportation Element* established policies to limit access to US 395 north of Harding Avenue and south of Ball Avenue. Modifications or reductions in access to US 395 North from adjacent properties in the developed portion of Hermiston will be politically, legally, and financially difficult. Although the city of Hermiston has identified missing sections in its local street network to complete and therefore improve overall roadway system continuity, funding is limited.

C2 — Local Road Network

Findings and Issues

Historically, development and travel patterns have centered on the US 395 route. Limited Umatilla River crossings and discontinuous north-south local streets have led to significant levels of local trips on the state highway route. Future land development patterns, local street connections, and access control measures will be needed to mitigate congestion and maintain adequate travel time on US 395 North.

Potential local street connections include the extension of Fourth Street from Elm Avenue to Punkin Center Road. This connection would provide a five-mile parallel north-south route east of US 395 from Bowdin Lane to the new signalized Fourth Street/US 395 intersection.

Currently a number of the major north-south local streets including East Fourth Street and Tenth Street are not continuous, thereby placing added local traffic on US 395 North. The Umatilla River acts as a barrier where there is no local connection, i.e., between Hermiston and Interstate 82. There is only one access (West Punkin Center Road) to Interstate 82 between Interstate 84 and US 730.

Issues, Opportunities, and Constraints

Continued

Opportunities and Constraints

Improvements to the local road network should be provided to support the development of the land north and south of central Hermiston (within ODOT's Potential Development Impact Areas). In addition, north-south local connections should be provided to serve as a local alternative to US 395. Major constraints include Umatilla River crossing options and interspersed development patterns.

C3 — Roadway Conditions

Findings and Issues

As indicated in the prior section, 30 percent of the pavement in the US 395 North corridor (US 730 to East Fourth Avenue in Hermiston) is in poor condition. The six mile section from US 730 to Southeast Fourth Street is in need of resurfacing.

Opportunities and Constraints

Funding for highway preservation and improvements takes into account roadway level of importance (LOI) classifications. The current District LOI for US 395 North is the lowest LOI given to state transportation facilities. Reclassification of the LOI for US 395 North would improve the funding priority for this corridor.

D. Safety

Safety improvement is a consistent goal of all agencies involved in the provision of transportation services and maintenance of facilities.

It is the policy of the State of Oregon to continually improve the safety of all facets of statewide transportation for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners (OTP, p. 43).

D1 — Accident Locations

Findings and Issues

Although US 395 North has a lower accident rate than the statewide average, there were 15 High Accident locations within the corridor between 1991 and 1993; these included separate clusters of High Accident locations in the vicinity of West Punkin Center Road, OR 207, and Highland Avenue. There were 238 total accidents through this segment during the same three-year period. Of these accidents, 119 occurred at intersections and 86 were turning-related. It was reported during stakeholder interviews that there have recently been a number of accidents in the area of the new truck stop at the southernmost section of the US 395 North approaching Interstate 84.

Opportunities and Constraints

Poor pavement conditions, combined with minimal four foot shoulders impact the safety of bicycle operations, especially between Theater Lane and Fourth Street in Hermiston. Pedestrian, bicyclist, and automobile safety could be improved through driveway consolidation and improved access management.

E. Environmental Impacts

Transportation systems impact the environment in many ways. Impacts from surface water run-off, noise pollution, air pollution or physical disruption to the environment caused by construction or maintenance activities are common. The potential for hazardous material spills must also be recognized and mitigated.

It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation of natural resources (OTP, p. 40).

Findings and Issues

The environmentally sensitive areas within the corridor are concentrated near the corridor termini in the less developed areas. The Umatilla River parallels the corridor and contains all species of native salmon, red-band trout, and margined sculpin, which are sensitive species in the state of Oregon.

Proximity to the Umatilla Army Depot Weapons Storage Facility, and the transport of hazardous materials on Interstate 84 and via the Port of Umatilla, are of concern to the communities along the US 395 North corridor. Response time to hazardous spills and the level of preparedness of local emergency services providers was an additional concern.

Opportunities and Constraints

It was reported that 82 percent of all of the hazardous materials which are transported through Oregon go through Umatilla County. Transport of these materials should be limited to the Interstate system. In addition, the current hazardous materials spill response plan should be continually tested and communicated to all appropriate agencies and branches.

F. Social and Land Use

Transportation systems have always affected growth and development patterns. In Oregon, transportation facility planning must be consistent with local land use plans, and must include a balance of modal alternatives. *It is the policy of the State of Oregon to develop transportation plans and policies that implement Oregon's Statewide Planning Goals, as adopted by the Land Conservation and Development Commission.*

Findings and Issues

There is concern that the incinerator at the Umatilla Army Depot is an inappropriate land use at that location. Increased commercial development between Stanfield to Hermiston and north of Hermiston, and trucking related to increased agricultural production, will contribute to traffic congestion.

Issues, Opportunities, and Constraints

Continued

Opportunities and Constraints

The *Hermiston Transportation System Plan* (to be adopted in 1997) will update the city of Hermiston's Transportation Element of their Comprehensive Plan. The improvements and multimodal services identified in that plan are consistent with local land use plans and growth projections.

Because the *Oregon Transportation Planning Rule* requires stronger ties between transportation and land use planning, additional future planning efforts along the US 395 North corridor should mirror the *Hermiston Transportation System Plan* in identifying and improving facilities and services that take into consideration local land use plans and population trends.

G. Energy

Transportation systems and modal choices directly impact energy consumption.

It is a policy of the OTP to: "*Minimize transportation-related energy consumption through improved vehicle efficiencies, use of clean burning motor fuels, and increased use of fuel efficient modes which may include railroads, transit, car pools, vanpools, bicycles, and walking.*"

Findings and Issues

It was suggested that as the area grows in population, developing fixed route transit service between Umatilla and Hermiston and transportation demand management measures such as rideshare programs, staggered work hours or flexible schedules should be considered to help reduce fuel consumption. Further expansion of existing port and rail freight distribution facilities will result in lower fuel consumption by truck traffic.

Opportunities and Constraints

There are opportunities to build upon the current transportation modes which serve public travel in the region: passenger rail, intercity bus transit, and commercial air service. However, it has been determined that the region's current population is too small to support a fixed route transit system.

H. Economic Development

Transportation is the critical link between markets for goods, services, and workforce population centers.

Goal 3 of the OTP reads, *“Promote the expansion and diversity of Oregon’s economy through the efficient and effective management of goods, services, and passengers in a safe, energy efficient, and environmentally sound manner.”*

Findings and Issues

The area’s strongest economic sectors are food processing, distribution of agriculture and processed food, and the service industries which support them. Economic development strategies can include development of infrastructure and services which support these industries, including US 395 North, the Port of Umatilla, Hinkle Railyard, Amtrak service, the Hermiston Airport, and associated intermodal facilities.

Opportunities and Constraints

There is extensive vacant land located between Hermiston and Stanfield which is zoned for major industrial development. In the last 15 years 100,000 acres have been brought into agricultural production. Development is limited in Stanfield because of the flood plain which could be mitigated by improved channelization of the Umatilla River.

Section 8 — Corridor Objectives

Corridor Objectives

The findings provided in the previous sections serve as the basis for the formation of specific corridor objectives that are identified in this Interim Corridor Strategy document. The Interim Corridor Strategy is consistent with federal and state policies, planning requirements and transportation issues.

The overall strategy for the US 395 North Corridor Strategy is:

To accommodate efficient through travel while enhancing travel safety, supporting economic development and promoting alternative modes.

This strategy recognizes the regional importance of the corridor as an alternative trucking route to Interstate 82 and the role it plays in the local economy by respecting the function of the highway as a main street for communities along the corridor. The strategy further emphasizes the importance of rail and water shipping activities in the corridor for supporting economic development.

This strategy and the following objectives will be further refined during the preparation of city and county Transportation System Plans and ~~General Plan~~ ^{Corridor} development, the next phase in Corridor Planning.

At this stage in the transportation planning process, corridor objectives are intended to focus on needed facility and service improvements. This focus will assist ODOT and local jurisdictions in planning for their transportation systems in a consistent manner.

Key Themes of the Strategy

After analysis and review of the numerous policies, issues, opportunities, and constraints pertaining to transportation in the US 395 North corridor, three key themes have evolved:

Access Management

Preserving capacity, level of service, and travel time to accommodate through traffic and enhancing vehicle, bicycle, and pedestrian safety through signal synchronization, driveway consolidation, and other traffic management techniques.

Land Use and Transportation System Development

Preserving the highway facility and maintaining roadway capacity through enhancements to the local road network and land use planning. ?

Alternative Modes

Promoting rail and barge transport facilities and services to support the local economy and providing transportation choices to the transportation disadvantaged and alternatives to single occupant vehicles.

The objectives which make up the corridor strategy are divided into major categories including transportation balance, regional connectivity, highway congestion/facility management, safety, environmental impacts, social and land use impacts, energy impacts, and economic development impacts.

A. Transportation Balance

The Oregon Transportation Plan states that a balanced transportation system is one that provides transportation options and reduces reliance on single occupant vehicles.

Objective A1 — Public Transportation Service

Public transportation services in the area is limited to client-only medical and social service rides. However, the local demographics do not merit a fixed-route transit service at this time.

- Address the paratransit funding limitations of the city of Hermiston.
- Coordinate the existing social service agency providers to maximize service provided to the transit dependent community.
- Begin long range planning for fixed-route local area transit services.
- Explore rideshare, park and ride; and other transportation demand management measures to reduce reliance on single occupant vehicles.

Objective A2 — Bicycle and Pedestrian Facilities

Sidewalks do not exist along portions of the corridor and the poor condition of many local streets are problematic for bicyclists. These modes of travel are becoming more common as development continues and employment increases.

- During the resurfacing/restriping of the section of US 395 north of Southeast Fourth Street scheduled for fiscal year 1997-98 and other programmed highway projects, improve sidewalks, and curbs on both sides of the highway.
- Encourage bicycle use of East Fourth Street through Hermiston by striping bicycle lanes and installing signing per the city of Hermiston Transportation System Plan.
Stripe US 395 North overpass sections to provide at least four foot paved shoulders as part of planned highway projects.
- Improve the safety of pedestrian crossings at intersections including Highland Avenue, Elm Avenue, Punkin Center Road, and Theater Lane.

B. Regional Connectivity

Appropriate improvements to highway, rail, water, air and intercity bus connections will ensure the corridor's ability to serve regional, national, and international markets.

Objective B1 — Intercity Bus Service

Greyhound service through Hermiston has limited seats available. Discontinuation of Amtrak service has impacted seating capacity. In addition there is no bus stop in Stanfield.

- Improve the bus station facility in Hermiston and request an additional bus stop in Stanfield.
- Request additional intercity bus service be made available to Hermiston boarding passengers.
Encourage intercity bus connections to the Tri-cities area that connect with the Amtrak *Empire Builder* route through Pasco, Washington.

Objective B2 — Truck Freight

Truck freight is vital to the local economy, however, the operating features of large trucks contribute to congestion and road wear on streets in the urban area. There is also the concern that any lowering of the Columbia River level could limit barge traffic and therefore increase large truck activity in the corridor. With the projected industrial and commercial development in the area, limited access to Interstate 82 could cause trucks to contribute to increased urban area congestion.

Manage the safe and efficient operations of trucks on US 395 North (speeds, access, services).

Analyze design alternatives to address the truck turning problem from OR 207 westbound to US 395 northbound.

Analyze the cause of the congestion at Hermiston Avenue and Eleventh Street, on the OR 207 truck route.

- Consider Punkin Center Road as an alternative OR 207 truck route to Elm Avenue.
~~Analyze and develop a plan to~~ Encourage through truck traffic to use Interstate 82. ^{Restrict} ~~hazardous waste?~~
Develop a Umatilla County road development strategy to focus truck access to Interstate 84 and Interstate 82 rather than US 395.
Implement the recommendation of the *Hermiston-Umatilla Land Use/Transportation Plan* to upgrade US 395 North from a District LOI highway to a Regional LOI highway during the next update of the Oregon Highway Plan.

Objective B3 — Rail Freight

There is industrial development potential in Hermiston and the Hinkle Railyard has capacity potential which could be used, especially if future agricultural barge traffic is limited.

- Work with Union Pacific to develop alternate road access into the Hinkle Railyard and railroad industrial lands to accommodate development.

Objective B4 — Waterborne Transportation

Projected lowering of Columbia River water levels could limit barge traffic, increasing dependence of truck freight operations.

- Support channel deepening mitigation to continue barge operations at the Port of Umatilla if river levels are lowered to protect fish species.

Objective B5 — Air Service

The Pasco and Pendleton airports should continue to be the focus of commercial air services. The potential for a longer runway at the Hermiston Airport to accommodate business jet and transport type aircraft is limited.

- Address expansion capabilities of the runway in the update of the Hermiston Airport Layout Plan.
- In response to state directives, develop and implement land use ordinances to protect the safety and operation of airports in the corridor.

C. Highway Congestion and Facility Management

It is the policy of the State of Oregon to assure provision of an efficient transportation system. The system is efficient when 1) it is fast and economic for the user, 2) users face prices that reflect the full costs of transportation choices, and 3) transportation investment decisions maximize the net full benefits of the system.

Objective C1 — Access Management and Signalization

Although there is currently no area of regular congestion in the corridor, within the next twenty years it is expected that over one-fifth of the corridor will experience some congestion, particularly at a number of intersections. Additional local street connections and an improved signalization system would help preserve the function and safety of US 395.

As proposed by the *Umatilla/Hermiston Land Use/Transportation Plan*, develop a long range synchronized signalization plan for the intersections of US 395 with Bensel Road, Bagget Lane, Joy Lane, Punkin Center Road, Theater Lane, Airport Way, and Feedville Road.

Apply soon-to-be-adopted ODOT statewide access management policy and implement it via participation in the local land development review process, specifically in the currently undeveloped industrially and residentially zoned areas north and south of central Hermiston.

During the scheduled resurfacing/restriping project north of Southeast Fourth Street to US 730, consider access management strategies such as left turn refuges at various locations.

- Institute a program to consolidate, relocate, or alter existing private driveway accesses in the US 395 North corridor to minimize their effect on travel efficiency.

local plans & ordinances?

?

Objective C2 — Local Road Network

There is industrial development projected for the unincorporated areas adjacent to the corridor. Completing “missing links” in the local street system parallel to US 395 North and providing additional access to Interstate 82 and Interstate 84 would help preserve the functional capacity of US 395.

To provide a more complete local circulation system, ODOT should develop a ~~strategy~~ ^{program} for participating in the construction of missing sections of East Fourth Street, aligning Tenth Street and Glemm Avenue, and other local street system improvements which decrease the need for local trips on US 395.

- ODOT should consider opportunities to fund local street improvements which can be considered investments in the long-term maintenance of US 395 North, if increased use of improved local roads reduce state highway traffic.
- Complete development of the local street system as proposed in the *Umatilla/Hermiston Land Use/Transportation Plan*.
- Establish long term policy regarding additional Interstate 82 access from US 395 (Elm Street or Punkin Center Road). why?

Objective C3 — Roadway Conditions

Almost 30 percent of the pavement in the corridor is in poor condition.

Consider ODOT participation in the improvement of the pavement condition on the north-south local arterial.

- Implement proposed pavement project in section of US 395 from US 730 to Southeast Fourth Street and conduct preventative maintenance on the newly paved portion.

D. Safety

The improvement of safety of all facets of transportation is imperative. There are specific accident locations within the corridor that can be improved with modest investment in signalization and access management.

Objective D1 — Accident Locations

Although the accident rate along the corridor is similar to other highways, the number of high accident locations is high and clustered in three specific locations, at West Punkin Center Road, OR 207, and Highland Avenue. These accidents are predominantly related to turning movements to and from side streets.

- Provide signalization and/or other access management strategies at Punkin Center Road and Theater Lane.
Analyze the intersections of US 395 and OR 207 and Southeast Fourth Street and Highland Avenue, to identify measures to reduce accidents.
Consider dedicated left turn refuges at intersections where warranted, instead of a two-way continuous center turn lane.

- Analyze alternatives to the current mid-block access to Stanfield Post Office because of limited sight distance and high vehicle speeds approaching from the south.
- Analyze signage options at Feedville Road which approaches US 395 at an angle with no warning devices.
- To improve truck safety, analyze the effectiveness of longer yellow signal phases in traffic signals.
- Monitor traffic movements and accident patterns in the area of the recent restriping of the southernmost section of the US 395 North corridor approaching Interstate 84.

E. Environmental Impacts

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

Objective E1 — Emergency Response, Hazardous Materials Accident and Spill Management

Eighty-two percent of all the hazardous materials transported through Oregon travel through Umatilla County. In addition, the Hermiston area will be experiencing major environmental clean-up efforts associated with disposition of surplus chemical weapons at the Umatilla Army Depot adjacent to the corridor.

- Work in cooperation with local governments and federal/state agencies to review and consistently update and test regional emergency response and hazardous materials accident and spill management programs for the corridor, including anticipation of freight transport needs.
- *Prohibit Hazardous waste on 395*

F. Social and Land Use

It is an OTP goal to develop a multimodal transportation system that supports acknowledged comprehensive land use plans, is sensitive to regional differences, and supports livability in urban and rural areas.

Objective F1 — Transportation and Land Use Coordination

As development evolves north and south of Hermiston, access management strategies will be necessary to mitigate increased traffic impacts on the highway.

There are a number of planning documents, including the *Umatilla-Hermiston Land Use/Transportation Plan*, the *Hermiston Transportation System Plan* and the comprehensive plans of Hermiston and Stanfield which call for development patterns and circulation systems which will support the development projected for the area.

- Increase geographic limits of the *Umatilla-Hermiston Land Use/Transportation Plan* to include Stanfield by having the city of Stanfield consider the proposed policies and circulation network in development of the local Transportation System Plan.

Corridor Objectives *Continued*

- Coordinate the adoption and implementation of the *Umatilla-Hermiston Land Use/Transportation Plan* and the *Transportation System Plans* for Hermiston, Stanfield, and Umatilla County.

G. Energy

Energy consumption should be minimized in the corridor through the use of fuel-efficient modes of travel, enhanced vehicle efficiencies, and improved design, construction, and operation.

Objective G1 — Reduce Vehicle Fuel Consumption

Projected local congestion will increase fuel consumption as well as limit public transportation options to the private automobile.

- Implement coordinated land use / transportation planning strategies discussed in Objective F1.
- Develop a long-range transit plan referenced in Objective A3 to provide alternatives to the automobile.

H. Economic Development

Transportation facilities and services in the corridor should promote the expansion and diversity of the regional economy through the efficient and effective movement of goods, services, and passengers in a safe, energy efficient, and environmentally-sound manner.

Objective H1 — Support Existing Local Economy Profile

The strongest economic sectors are food processing, distribution of agriculture and processed food, and the service industries which support them. These all require extensive freight truck support networks. Traffic congestion and travel delay contribute to increased prices for consumer goods. There are opportunities to develop vacant industrial property west of US 395 which wouldn't necessarily contribute traffic to US 395 North, but rather to Interstates 82 and 84.

- Manage access to the highway to balance the economic viability of adjacent commercial properties and undeveloped parcels with the operational integrity of the highway as a regional facility.
Analyze the proposed reduction in Columbia River water level to understand the potential impacts of reduced barge traffic on the remainder of the transportation system.

Glossary

Glossary

OTP: Oregon Transportation Plan, September 15, 1992

OB/PP: Oregon Bicycle Plan, 1992

Oregon Bicycle/Pedestrian Plan (Public Review Draft), December 1994

OHP: Oregon Highway Plan, June 1991

ORPP&P: Oregon Rail Passenger Policy and Plan, 1992

OFRP: Oregon Freight Rail Plan, August 17, 1994

OTSAP: Oregon Transportation Safety Action Plan, June 1995