



Where Life is Sweet

Mayor and City Council

STAFF REPORT

For the Meeting of January 26, 2026

Title/Subject

Comprehensive Plan Map & Zoning Map Amendment & Annexation 4N2813 TL 1300 - Farm City Pro Rodeo 1835 E Airport Rd

Summary and Background

The City of Hermiston has prepared an application to amend the comprehensive plan map designation, the zoning map designation, and to annex approximately 20 acres of land located at 1835 E Airport Road. The City of Hermiston and Farm City Pro Rodeo are working towards development of two RV parks to service the Eastern Oregon Trade and Event Center (EOTEC) and the local community. One RV park is planned for the EOTEC grounds and is not part of this application. A second RV park is planned for this site at 1835 E Airport Road and will occupy approximately one-third of the site. There is no current development plan for the balance of the site. It is likely that the northern portion of the site will develop with parking and/or athletic fields. The property is described as 4N 28 13 Tax Lot 1300.

The city proposes to annex the site in order to connect the proposed RV park to city services. It is necessary to comply with city policies to be within city limits prior to connecting to sewer or water services. The site is currently within the urbanizable portion of the urban growth boundary. The site has a Future Commercial/Industrial comprehensive plan map designation and is zoned F-1 Exclusive Farm Use. The city proposes to amend the comprehensive plan map designation to "Commercial" and amend the zoning map designation to Outlying Commercial and apply the Fairgrounds Overlay designation. The property is then proposed for annexation with the Outlying Commercial/Fairgrounds Overlay designations. A map illustrating the existing and proposed map designations on the property is attached to this report.

The property currently contains an existing single-family dwelling, outbuildings, and irrigated agricultural land. After annexation, the City of Hermiston will acquire ownership of the property and pursue development of an RV park using grant funding. Under the grant terms, the RV park shall be completed by December 31, 2026.

This area in south Hermiston is a mix of commercial, light industrial, and residential uses. To the north and west lies the Eastern Oregon Trade and Event Center. Further to the north is the Hermiston Municipal Airport and further to the west are commercial and light industrial businesses, residential uses, and vacant commercial and industrial land. To the east are several rural residential home sites, all of which share the same Future Commercial/Industrial

comprehensive plan map designation. To the south are rural residential and light industrial uses. The site topography is flat.

Conversion of the property from Future Commercial/Industrial to Commercial is considered an implementation of the existing comprehensive plan map designation and analysis of the acreage change in employment land versus the city's economic opportunities analysis is not necessary. The EOA assumes urbanizable land will develop with an urban commercial or industrial designation within the planning horizon.

In compliance with the Oregon Transportation Planning Rule, a trip generation letter was prepared by Kittelson and Associates. This trip generation analysis notes that the existing F-1 zoning designation allows a government owned RV park as a permitted use. The property after conversion and annexation will still permit a government owned RV park. The trip generation letter recommends that the city impose a condition of approval on the development that the site is limited to RV park development to limit trip generation to existing uses permitted in the F-1 zone. A copy of the letter from Kittelson and Associates is attached to this report. A condition of approval implementing the engineer's recommendation is attached to this report as part of the recommended conditions of approval.

Amendment of the comprehensive plan map designations and annexation does not automatically approve the use of the site as an RV park. An RV park is a use permitted in the C-2 and FO zones. However, approval of that use is subject to a separate land use review which will be prepared following approval of the map changes.

Access to the site is provided by E Airport Road and the EOTEC access road (a private street owned and maintained by the City of Hermiston). It is likely that the proposed RV park will receive access from both roads. E Airport Road is an urban major collector street. The road has been improved to major collector status from the intersection with Highway 395 to the west boundary of the site. Improvement of the site will necessitate continuation of these improvements to the east property line.

§150.05 of the Hermiston Code of Ordinances provides the requirements for annexations. The requirements for annexation are as follows:

1. The proposal is in conformance with all applicable state annexation requirements.
2. The property is contained within the urban portion of the urban growth boundary as identified on the comprehensive plan.
3. The proposed zoning is consistent with the underlying comprehensive plan designation.
4. Findings of fact are developed in support or denial of the annexation.
5. All city services can be readily extended, and the property owner is willing to bear costs associated with sewer, water, and roads.

Chapter 156 of the Hermiston Code of Ordinances provides the procedures for amendments to the comprehensive plan. Specific criteria are not detailed within the code, but all amendments to the comprehensive plan and implementing ordinances are required to demonstrate compliance with the statewide planning goals and the Hermiston Comprehensive Plan policies.

Findings of fact demonstrating compliance with the requirements for amending the comprehensive plan map are attached as Exhibit A. Findings of fact demonstrating compliance with the annexation requirements are attached as Exhibit B. Recommended conditions of approval are attached as Exhibit C. Other evidence is also attached.

The planning commission held a public hearing on this issue on January 14, 2026. Following the conclusion of the public hearing, the planning commission unanimously recommended that the city council approve the map amendments and annexation as proposed.

If the city council approves the map amendments, they will be forwarded to Umatilla County for co-adoption.

Tie-In to Council Goals

The City Council has entered into an agreement to fund and construct an RV park on this site and a second RV park on the EOTEC property.

Fiscal Information

The agreement for the construction of two RV parks anticipates a total project cost of \$8 million.

Alternatives and Recommendation

Alternatives

The city council may choose to:

- Approve the map amendments
- Deny the map amendments
- Recommend amendment of the map changes to different zoning and direct staff to amend the application
- Annex the property as proposed
- Deny the annexation as proposed
- Continue the hearing to allow additional evidence and testimony

Recommended Action/Motion

- Motion to adopt Comprehensive Plan Map & Zoning Map Amendment Findings of Fact
- Motion to adopt the Annexation Findings of Fact
- Motion to impose conditions of approval
- Motion to approve Ordinance 2378 amending the comprehensive plan map and zoning map
- Motion to approve Ordinance 2379 annexing the property with Fairgrounds Overlay zoning

Submitted By:

C.F. Spencer, Planning Director