

Appendix A

Plan Amendment Package

- A.1** Hermiston Comprehensive Plan (HCP) Text and Map Amendments
- A.2** Hermiston Public Facilities Plan (PFP)
- A.3** Hermiston Land Utilization Ordinance (LUO) amendments – Hyperscale Data Center (HDC) Overlay

Proposed Hermiston Comprehensive Plan Text Amendments

Winterbrook Planning | February 2025

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POLICY 4: ORDERLY URBAN GROWTH

One of the primary functions of the comprehensive plan is the establishment of an urban growth boundary, the area beyond the city's corporate limits where future development is most likely to occur. To be approved by the Oregon Land Conservation and Development Commission, the city must demonstrate that its UGB contains sufficient land to accommodate development for the next 20 years and within which a full complement of urban services can be provided; at the same time, every effort must be made to exclude prime agricultural, forest and other natural resource lands. The City of Hermiston has established its UGB in 1983 based on the following findings:

- The city's population is projected to increase to 32,800 people¹ by the year 2003, a 240% increase over its current population of 9,600. An additional 4,400 acres of vacant land are necessary to accommodate the residential, commercial, industrial and community service needs of these new residents.
- The UGB includes approximately 3,600 acres of unconstrained vacant land; combined with the 1,400 acres of vacant property within the city limits, this results in a vacant land inventory of about 5,000 acres, about 600 acres more than needed to meet year 2003 demand.
- The size and location of the UGB are justified on grounds other than need, including:
 - Coincides with natural and manmade barriers including the Umatilla River and several major arterials;
 - Contains land for which a serious potential groundwater pollution threat exists;
 - Is part of the city's natural service area for the extension of water and sewer;
 - Contains existing or committed urban development;
 - Contains little economically viable farm land.²

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

2024 EOA and Related 2025 Urban Growth Boundary Amendment

PSU projects that Hermiston will grow to 32,500 by 2045, representing about one-third of the county's total population forecast.

In December of 2024, the city adopted the Hermiston Economic Opportunities Analysis (EOA. As noted in the EOA (p. 13):

“With a population of roughly 20,000 people in 2022, the City of Hermiston is the largest incorporated municipality in Umatilla County, representing nearly 25% of the county's population. The city has grown at an estimated rate of 1.5% per year since 2010, almost double that of the county's growth rate. The city grew by roughly 3,200 residents since 2010, which accounts for 72% of the entire county's growth of 4,400 residents in that period. It is projected that by 2043 Hermiston will represent over 31% of Umatilla's County population.

The EOA (p. 40) identified a specific need for large, hyperscale data center sites over the 20-year planning period:

“The data center industry has grown rapidly in the region over the past decade, with nine hyperscale data center campuses finished or under development in Umatilla County. Two campuses are currently under development in south Hermiston on E. Penney Avenue. These two campuses cover roughly 215 acres, include 8 individual data center buildings, and will house hundreds of future jobs which are reflected as future growth in the Information sector in Figure 6.3 below. [...] If appropriate large sites continue to be available, Johnson Economics concludes that this pace will be sustainable for the foreseeable future, Sufficient interest in available sites has already been expressed by multiple developers to maintain this pace for the next ten years.

This pace implies an estimated 20 new data center developments in northwest Umatilla County over the 20 year planning period of this report, of which Hermiston could reasonably expect to capture up to half if appropriate land is available.

In 2025 the city and county amended the Hermiston UGB to provide six suitable sites for hyperscale data centers, consistent with the Hermiston EOA and Oregon's Urban Growth Boundary Rule (OAR Chapter 660, Division 024).

¹ ~~Total population of about 35,000 results when the 2,100 people currently living in the unincorporated portion of the UGB are added.~~

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

¹ With a population of roughly 20,000 people in 2022, the City of Hermiston is the largest incorporated municipality in Umatilla County, representing nearly 25% of the county's population. The city grew by roughly 3,200 residents since 2010, which accounts for 72% of the entire county's growth of 4,400 residents in

that period.

² The need to provide suitable sites for hyperscale data centers will account for most of this employment land need. Based on the acknowledged EOA, Hermiston expanded the UGB in 2025 to provide five suitable hyperscale data center sites. Each of these sites will be protected for hyperscale data center use by the HDC Overlay. Ordinance 2374 includes detailed findings justifying the 2025 UGB expansion.

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

Implementing Actions

- Has negotiated an urban growth area joint management agreement with Umatilla County with the following provisions:
- Delineate urban and urbanizable areas within the unincorporated portion of the UGB;
- For property within the urban area:

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

Corresponding Designations	
Comprehensive Plan	Zoning Ordinance
Low Density Residential (LDR)	R1, R2
Medium Density Residential (MDR)	R3
Medium Density Residential (MDR/MH)	R4
Commercial (C)	C1, C2
Industrial (I)	M1
Industrial (I/HDC)	M2 with HCD overlay
Mixed Commercial/Industrial (C/I)	C2/M1 with PUD overlay
Airport (A)	A
Community Service (CS)	All zones with CS overlay
Open Space	OS

- Property owners whose property currently is zoned for exclusive farm use may retain that status if requested in writing.
- City is responsible for public facilities planning particularly with regard to extension of water, sewers and roads.
- If residential property is developed prior to annexation, county may grant zoning³ permit for the construction of a conventional single family or mobile home unit and accessory uses upon findings that:

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

- Lot is of sufficient size to qualify for a septic tank permit from DEQ;
- Property owner agrees in writing to hook up to city sewer system when available;
- Property owner presents and enters into a legally binding “shadow” plat dividing remaining portion of lot into future urban lots as permitted by underlying city zoning designations, and illustrating location of future internal roadways and easements. Properties zoned R1 shall be divided into lots of 9,000 square feet; property zoned R3 or R4 shall be divided into lots of 6,000 square feet.

For property within the urbanizable area:

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

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

- As the underlying residential density has not yet been designated, it is not possible

- to determine minimum lot size (i.e. 9,000 or 6,000 square feet);
- Newly created lots of 10 acres are of sufficient size so that construction of a single unit will not preclude future development;
- As property in the urbanizable area may not be needed for urban purposes for a number of years, the cost of preparing a shadow plat could be an onerous burden for property owners.
 - Lot is of sufficient size to qualify for a septic tank permit from DEQ;
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- As property in the urbanizable area may not be needed for urban purposes for a number

of years, the cost of preparing a shadow plat could be an onerous burden for property owners.

POLICY 20: GENERAL ECONOMIC DEVELOPMENT

Overview

Hermiston is well situated as an economic hub in Umatilla County and the surrounding region. The city enjoys some competitive advantages which can be enhanced in the future to grow employment, establish successful industry clusters, and diversify the employment base. An ample supply of buildable commercial and industrial lands, in multiple zoning classifications, will provide the flexibility to meet the needs of new and expanding businesses.

Vision

To become the center of commercial and industrial activity in northeast Oregon providing an attractive, livable community utilizing adaptive, modern policies to capture economic development opportunities.

Employment

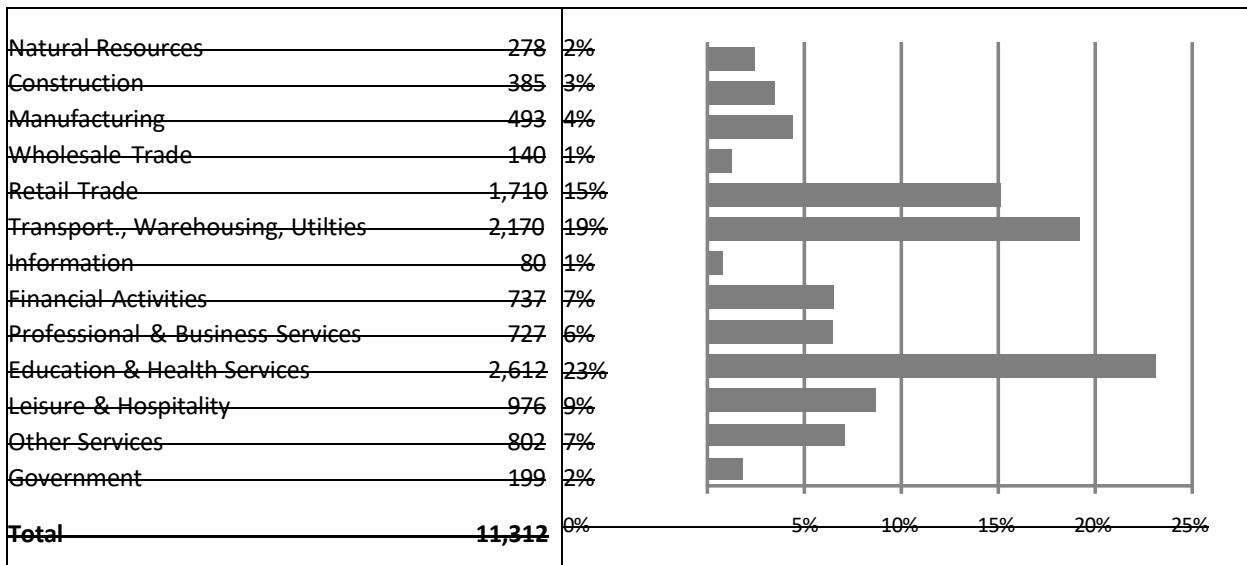
While agriculture remains a major factor in the regional economy, it tends to be concentrated outside of the city itself. Since 2004 agriculture production related commerce (excluding retail) has rarely exceeded 5% of total employment in Hermiston itself. However, the city is an important hub for providing retail and service options which do rely on surrounding agricultural activity.

In recent years, Hermiston's unique location along the Union Pacific Rail line has facilitated a diversification into warehousing, storage, and distribution industries. Other growth industries have primarily been demographically driven as Hermiston has played a larger role as a service provider in the region. In 2010 firms in Retail Trade combined with Transportation, Warehousing, and Utilities employed nearly 35% of workers in Hermiston.

However, the largest share of employment by industry classification, belongs to Education and Health Care Services, representing 23% of local employment.

Figure 9.1: Employment by Industry Sector, City of Hermiston (2010)

Employment Sector	2010 Employment	Share of Total
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TWU: Transportation, Warehousing and Utilities

Source: US Census, Johnson Reid LLC

Competitive Advantages

Sound economies are often organized around a healthy set of industry clusters—similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship.

The following target industry clusters were identified which have an existing competitive presence in Hermiston or reasonable opportunities for growth or emergence:

Agricultural Support/Food Manufacturing: Agriculture has long been a staple of both the Umatilla County and Hermiston economies. In 2010, combined crop and livestock production in Umatilla County totaled nearly \$400 million in production value. Crop production specifically represented 11% of the statewide crop production value in 2010, and 20% of statewide wheat production. This sector represents an emerging opportunity for agriculture related economic activity in the region through expansion of value-added products. Efforts to further Hermiston's agricultural reputation will facilitate opportunities for new agriculture related products and markets.

Agritourism: Rich agricultural tradition and resources make agritourism and recreation based on agriculture a natural extension of the economies in Umatilla County's cities. Agritourism can support related wine industry, agricultural support activities, and to a certain extent, leisure and hospitality services. Agritourism includes such activities as offering farming or ranch vacations, or on-site activities such as wine tasting or produce markets.

Regional Retail: As a regional economic hub, Hermiston serves a very broad geographic region. Hermiston is ideally located near the Washington/Oregon state line and within a 40 minute drive from the tri-cities, while offering the advantage of no sales tax. Hermiston has the opportunity to continue to service a broader region and provide adequate land for regionally drawing retailers to do business in Hermiston—recapturing leaking local spending while capturing a greater share of the regional market.

Warehousing and Distribution: In 2010, Transportation and Warehousing was the second largest sector of the Hermiston economy, accounting for one in five jobs in Hermiston. Hermiston is ideally

located at the confluence of two major interstates, and within a reasonable (distribution) drive time from major population centers in the Northwest, Northern California, British Columbia, and the Western Mountain States. The City is also home to the Union Pacific Railroad switching station. Other distribution & warehousing oriented infrastructure include a refrigerator cargo dock on the Columbia River, and fiber optic telecommunications.

Projected Employment Growth

Based on employment and industry trends, there is projected to be roughly 13,400 jobs in Hermiston in 2030, an increase of almost 2,100 jobs. This represents an average annual growth rate of .9%. The greatest number of additional jobs are expected in the Education and Health Services, followed by Transportation, Warehousing and Utilities, and Retail Trade. The Professional and Business sector is expected to lose some employment based on historical trends and state projections.

Figure 9.2: Projected Employment Growth, City of Hermiston (2010 – 2030)

BASELINE FORECAST NAICS	2010 Base Year	Forecast Estimates				'10-'30 Growth	
		2015	2020	2025	2030	Jobs	AAGR
Natural Resources	278	399	411	421	429	151	2.20%
Construction	385	433	443	452	459	74	0.88%
Manufacturing	493	504	511	518	523	29	0.29%
Wholesale Trade	140	178	185	191	196	56	1.68%
Retail Trade	1,710	1,766	1,864	1,951	2,020	309	0.83%
T.W.U.	2,170	2,440	2,497	2,545	2,584	413	0.88%
Information	80	92	91	89	88	8	0.45%
Financial Activities	737	816	844	870	889	153	0.95%
Professional & Business	727	750	680	626	587	(140)	-1.07%
Education & Health	2,612	2,737	2,959	3,161	3,326	714	1.22%
Leisure & Hospitality	976	1,006	1,058	1,105	1,142	166	0.79%
Other Services	802	825	865	901	929	128	0.74%
Public Administration	199	213	218	223	226	27	0.64%
Total	11,311	12,159	12,626	13,052	13,398	2,087	0.85%

SOURCE: Johnson-Reid, LLC

Buildable Lands vs. Future Land Need

The projected new jobs over the next 20 years will be housed in a mixture of existing and new businesses. Some new commercial development will be necessary to accommodate this economic growth, and therefore sufficient buildable commercial lands are required.

As Figure 9.3 shows, a 2010 inventory of buildable lands in Hermiston finds 850 vacant buildable acres in a variety of commercial and industrial zoning designations. The projected job growth presented above may require 45 to 50 acres of buildable land. Therefore there is no current identified need to add commercial or industrial acreage.

Figure 9.3: Buildable Commercial and Industrial Land, City of Hermiston (2010)

Site Type/ Zone	Sites 1/			Net Buildable Acreage			TOTAL
	Small	Medium	Large	Small	Medium	Large	
IN-CITY LIMITS							
<u>Commercial</u>							
C-1	72	5	0	19.4	7.0	-	26.3
C-2	85	40	4	32.0	68.0	61.8	161.7
<u>Industrial</u>							
M-1	25	6	6	19.9	22.4	55.1	97.5
M-2	0	0	3	-	-	57.9	57.9
C-2/M-1 C-	27	9	4	24.9	28.9	36.2	90.0

Appendix A.1

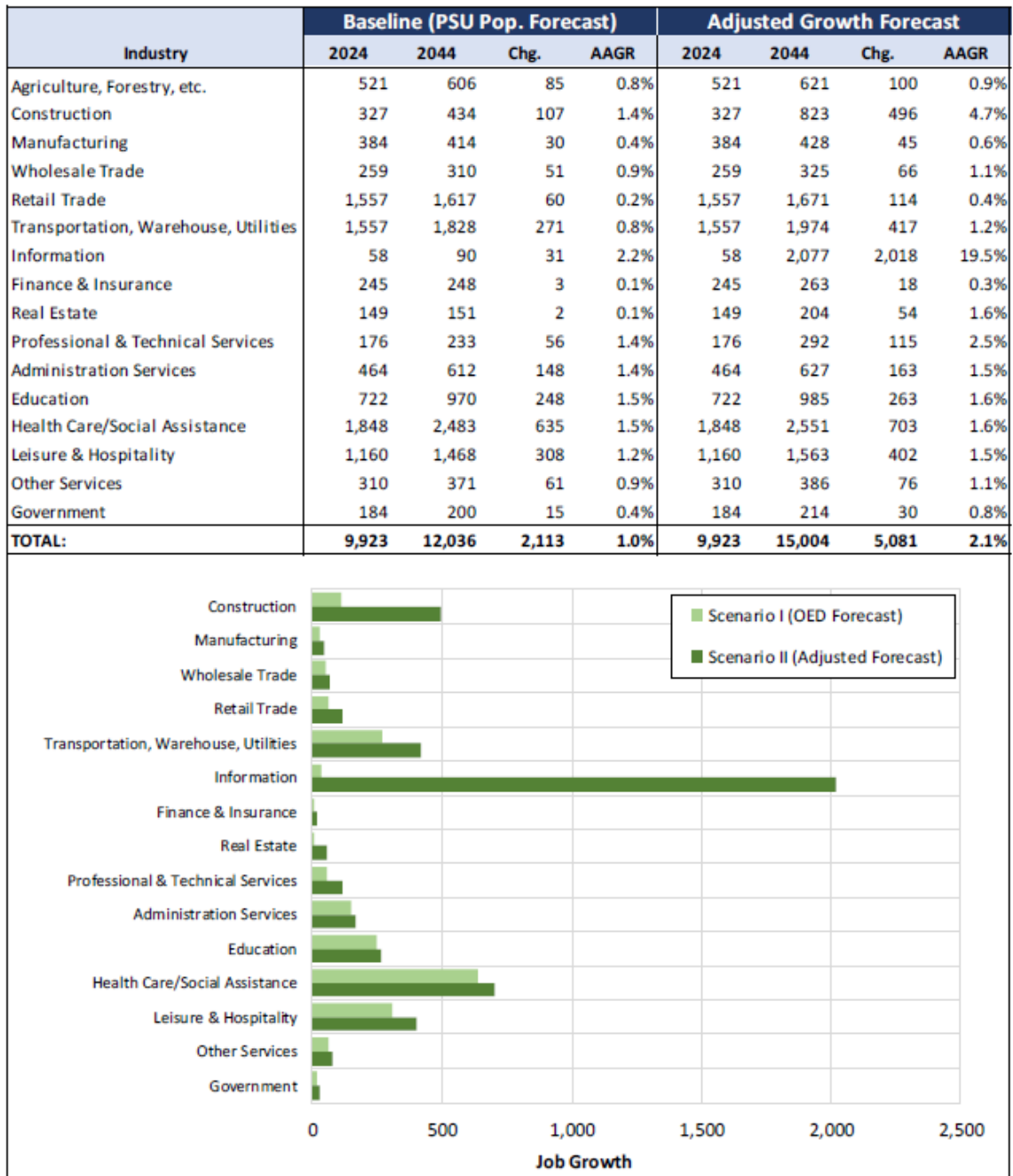
2/M-2	1	3	5	1.5	11.4	166.5	179.4
<u>Airport</u>	3	0	2	2.9	-	185.3	188.2
IN UGB							
<u>Commercial</u>							
C-2	7	15	0	4.0	29.3	-	33.4
F-2	0	1	1	-	1.2	18.6	19.7
<u>Industrial</u>							
M-1	9	1	0	8.5	2.6	-	11.1
M-2	3	1	0	5.0	3.4	-	8.4
TOTAL SITES/ACRES							
<u>Commercial:</u>	164	60	4	55.3	104.3	61.8	221.4
<u>Industrial:</u>	68	20	20	62.7	68.8	501.0	632.5

Source: ~~Real Urban Geographics, City of Hermiston, Johnson Reid LLC~~

Employment Growth

Hermiston is well situated as an economic hub in Umatilla County and the surrounding region. The city enjoys some competitive advantages which can be enhanced in the future to grow employment, establish successful industry clusters, and diversify the employment base. An ample supply of buildable commercial and industrial lands, in multiple zoning classifications, will provide the flexibility to meet the needs of new and expanding businesses.

- **The Hermiston EOA (2024) forecasts that Hermiston's employment will increase at an average annual rate of 2.1% during the 20-year planning period. Employment is projected to increase from 9,923 in 2024 to 15,004, resulting in 5,081 new jobs.**
- **The EOA (Table 6.3) forecasts population and employment growth by sector. Substantial growth is expected in the construction, retail trade, transportation and warehousing, health care and hospitality sectors.**
- **The information sector is expected to grow at almost 20% annually, with over 2,000 new employees over the 20-year planning period. This high rate of development is in keeping with the observed development of hyperscale data centers in the County over the past decade.**

FIGURE 6.3: ADJUSTED GROWTH FORECAST, CITY OF HERMISTON (2024 - 2044)

Source: Oregon Employment Department, Johnson Economics

Employment Land Need and Supply

The Hermiston EOA (pp. 49-50) compares the Buildable Land Inventory to the 20-year forecast of employment land need. Hermiston faces a deficit of employment land over the planning period, specifically in large-lot sites for hyperscale data center campuses.

The UGB has sufficient *gross* buildable land in both the Commercial and Industrial categories to accommodate the forecasted need for other commercial and industrial categories, excluding data centers. However, as shown on EOA Figure 7.4, there is a shortage of large parcels remaining for other commercial and industrial users.

FIGURE 7.4: RECONCILIATION OF LAND SUPPLY AND 20-YEAR DEMAND (HERMISTON)

EMPLOYMENT ZONING DESIGNATION	20 YR. DEMAND (Gross Acres)	BUILDABLE LAND (Acres)	Permitted Data Center Sites (Acres) ¹	SURPLUS OR (DEFICIT) (Gross Acres)
Commercial (Office, Institutional, Retail)	97.6	267.2		169.6
Industrial (Gen. Ind., Warehouse, Flex)	160.1	423.1		263.0
Data Center Campus	1,210.2	NA ²	214	(996.2)
TOTAL:	1,467.8	690.3	214.0	(563.6)

¹ Two known large-lot hyperscale data center developments have been permitted in south Hermiston. These are two sites on E. Penney Ave, that will accommodate an estimated eight total large data center building, and an estimated 240 of the forecasted data center jobs.

² While the buildable land inventory found a surplus of industrial land in gross terms, none of the remaining sites meet the specific unique requirements of hyperscale data center campuses. Most importantly, remaining buildable sites lack the size to house a new campus. Following the development of the two E Penney sites identified above, no additional appropriate large-lot sites will remain.

Source: Johnson Economics, City of Hermiston, Mackenzie

- Hermiston has sufficient gross acres of general Commercial land, and general Industrial land to accommodate the forecasted 20-year demand for land (other than for large-lot data centers).
- Some of the forecasted growth will include employers who may have specific site needs and preferences that are not reflected in the available buildable inventory. particular, there is forecasted demand for more suitable large-lot commercial and industrial sites while relatively few of these sites were found to remain in the inventory that are unconstrained.
- Based on identified proposed data center projects in the Hermiston area, and the rate of development of data centers generally in Umatilla and neighboring Morrow Counties over the past decade, there is a strong identified need for significant acreage for large-lot industrial sites appropriate for these developments. The average site size of hyperscale data center campuses in Morrow and Umatilla Counties over the past decade is 108 acres. There is an estimated need for 1,000 gross acres in the Hermiston area to accommodate multiple hyperscale data center campuses of 100 or more acres.

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

- A) The City will continually strive to strengthen the community's industry, business, financial, medical, tourism and retail activities and to capitalize on its comparative advantages in the local and regional marketplace.
- B) The City will seek to retain and support the expansion of existing businesses in Hermiston.
- C) **The City will apply the HDC Overlay to ensure that suitable hyperscale data center sites are reserved for this purpose.**

IMPLEMENTING ACTIONS

- Identify opportunities and incentives to encourage value-adding, family-wage business to expand or locate in the community.
- Support the retention and attraction of firms with high wage rates relative to all industries, or within their industry classification.
- Identify opportunities and incentives to encourage industry related to the area's competitive advantages.
- **Amend the Hermiston UGB to accommodate the short-term need for five suitable, hyperscale data center sites in 2025.**
- **Amend the Hermiston Comprehensive Plan Map and UGB to meet other large site needs identified in the EOA by 2028.**

POLICY 23: PROVISION OF PUBLIC SERVICES AND FACILITIES

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

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

Implementing Actions

- ~~Will~~ **Continue to** prepare and adopt ~~by 1986~~ a six-year capital improvements plans (CIP) which includes a list of projects to be funded through the coming fiscal year as well as those recommended for consideration during the subsequent five years. Review annually all previously unfunded projects plus new projects, and extend the CIP for an additional year.
- Has created a community service overlay zone in the zoning ordinance and apply designation to facilities which have a community governmental, educational, recreational, historical or social service function, including but not limited to schools, hospitals, major recreational facilities, governmental buildings, historic buildings and private utility installations and communications facilities. In addition to enforcing the requirements of the underlying zone, the planning commission will be required to consider the community value of such facilities when reviewing land use actions which affect these uses directly or adjacent properties.
- **Prepare and adopt a 20-year public facilities plan (PFP) for the existing urban growth area in 2025.**
- **Amend the PFP to identify planned public facilities projects necessary to serve land added to the UGB to meet 20-year growth needs.**

POLICY 24: WATER, SEWER AND STORM DRAINAGE

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

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

The source-water for cooling water in Hermiston is pumped from the Columbia River at a cost which makes it financially infeasible for irrigation, but is palatable for industrial users like data centers. Meanwhile, agricultural users in the area are dependent on mining depleting groundwater aquifers or using potentially volatile surface-water rights which can be curtailed in low water years. The discharge water from data centers can be delivered to existing irrigation canals at no cost to irrigation districts, and significantly stabilize surface water management by supplementing stored water capacity. This allows local farmers to expand acreage or have the certainty to plant higher value full-season crops without the concern for curtailment.

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

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

Implementing Actions

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

- **Will continue to pump water from the Columbia River to meet data center cooling needs. Water discharged from data centers can be delivered to irrigation districts to supplement stored water capacity and support the agricultural economy.**
- Will extend water and sewer only to areas within the UGB and only after annexation, unless documented health threat or pollution hazard exists. For more information, see

Section IV Comprehensive Plan Map

A. Plan Designation

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

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

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

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

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

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

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

Commercial (C): Areas to accommodate retail trade, service, banking, office, and



HERMISTON PUBLIC FACILITIES PLAN

July 2025

Prepared by Winterbrook Planning



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Hermiston Public Facilities Plan Appendix: Improvements Identified for the UGB Expansion Area

ACKNOWLEDGMENTS

The City of Hermiston funded this project. Winterbrook Planning and the project team recognize and appreciate the leadership and foresight shown by the following appointed and elected officials.

Umatilla County Board of Commissioners	Hermiston City Council
• John Shafer, Chair • Cindy Timmons, Vice Chair • Dan Dorran, Commissioner	• Doug Primmer, Mayor • Jackie M. Linton, Ward I • Roy N. Barron, Ward II • Jackie C. Myers, Ward III • David P. McCarthy, Ward IV • Maria E. Duron, At Large • Jeff Kelso, At Large • Josh Roberts, At Large • Allen Hayward, At Large

Umatilla County Planning Commission	Hermiston Planning Commission
• Suni Danforth, Chair • Sam Tucker, Vice Chair • Tami Green • John Standley • Emery Gentry • Kim Gillet • Ann Minton • Malcolm Millar • Andrew Morris	• Dean Fialka, Chair • Derek Caplinger, Vice-Chair • Annette Kirkpatrick • Philip Hamm • Ben Doherty • Christa Guerrero • Brian Misner • Margaret E. Saylor

The following local government staff and supporting consultants actively participated in the preparation of this consolidated Public Facilities Plan:

City of Hermiston	Umatilla County	Anderson Perry
Mark Morgan, Assistant City Manager Clinton Spencer, Planning Director Bill Schmittle, Wastewater Superintendent	Tom Fellows, Public Works Director	Chas Hutchins, Senior Engineer, President Joshua Lott, Project Engineer Tony Tirico, Senior Technician

MAPS

The Hermiston PFP includes six maps.

- **Map 1: Water System** shows water storage, treatment, and distribution facilities within the Urban Growth Boundary from the *2025 CIP Update*.
- **Map 2: Recycled Water System** shows recycled water service and major existing facilities within the Urban Growth Boundary from the *2025 CIP Update*.
- **Map 3: Street Project Locations** shows transportation project scoped within the *2025 CIP Update*.
- **Map 4: Overall Hermiston TSP Project Locations** shows the most up-to-date project locations from the *2014 TSP Update*.
- **Map 5: Hermiston TSP South Study Area Project Locations** shows a more localized project map of the South Hermiston Study Area in the *2014 TSP Update*.
- **Map 6: Hermiston TSP US 395 Study Area Project Locations** shows a more localized project map for the US 395 Study Area in the *2014 TSP Update*.

REFERENCES

In addition to information, maps, and analysis provided by Hermiston and Umatilla County Public Works Departments, Winterbrook reviewed and incorporated relevant portions of the following plans related to public facilities into the text, tables, and maps of the Urban Growth Boundary PFP:

- *Hermiston Planning Area Joint Management Agreement* (City of Hermiston and Umatilla County, 2017)
- *City of Hermiston, Oregon Capital Improvements Plan* (Anderson Perry & Associates Inc., 2018)
- *City of Hermiston, Oregon Capital Improvements Plan Update* (Anderson Perry & Associates Inc., 2025)
- *City of Hermiston, Oregon Sewer Collection Study* (Anderson Perry & Associates Inc., 2021)
- *City of Hermiston, Oregon Water System Master Plan* (Anderson Perry & Associates Inc., 2019)
- *City of Hermiston, Wastewater Treatment Plant Facility Plan* (Kennedy/Jenks Consultants, 2008)
- *Hermiston Parks, Recreation and Open Space Master Plan* (Cameron McCarthy Landscape Architecture & Planning, 2020)
- *Hermiston Municipal Airport – Airport Master Plan* (Century West Engineering, 2020)
- *City of Hermiston Transportation System Plan* (David Evans and Associates Inc, 1997)
 - *City of Hermiston 1999 Transportation System Plan Update* (Kittelson & Associates, Inc., 1999)
 - *Hermiston Transportation System Plan Amendment* (City of Hermiston, 2000)
 - *Hermiston Transportation System Plan and US 395 North Corridor Plan Amendment* (Kittelson & Associates, Inc., 2003)
 - *Transportation System Plan Update* (JRH Transportation Engineering, 2014)
 - *Hermiston TSP – Ranch and Home Development* (HDJ Design Group, 2015)

- *County TSP* (David Evans and Associates Inc, 2002)
- *City of Hermiston Downtown Urban Renewal Plan* (Johnson Reid and Stiven Planning & Development Services, 2013)
- *North Hermiston URP* (Hermiston Urban Renewal Agency, 2023)
- *Southwest URP* (Hermiston Urban Renewal Agency, 2022)

ACRONYMS

The following terms and their acronyms are used frequently in this document:

• Area of Mutual Concern	AMC
• Capital Improvements Plan	CIP
• City of Hermiston	the City
• Hermiston Economic Opportunities Analysis	EOA
• Hermiston Parks, Recreation and Open Space Master Plan	PROS
• Hermiston Public Facilities Plan	PFP
• Hermiston Sanitary Sewer Collection System Study	SSCSS
• Hermiston – Umatilla County Area Joint Management Agreement	JMA
• Hermiston Urban Growth Boundary	UGB
• Hermiston Water System Master Plan	WSMP
• Public Facilities Planning Rule (OAR Chapter 660, Division 011)	Goal 11 Rule
• Tax Increment Financing	TIF
• Transportation Planning Rule (OAR Chapter 660, Division 012)	TPR
• Transportation System Plan	TSP
• Statewide Planning Goal 11: Public Facilities and Services	Goal 11
• Statewide Planning Goal 12: Transportation	Goal 12
• System Development Charge	SDC
• Umatilla County	the County
• Urban Renewal Plan (or Study)	URP

INTRODUCTION

PURPOSE

The Hermiston Public Facilities Plan (PFP) aims to consolidate, describe, and summarize the myriad city and county facilities master plans, capital improvement plans (CIP), and urban renewal plans (URP) that apply to the City of Hermiston.

- The PFP provides the planning context for intergovernmental coordination regarding the provision of public facilities necessary to ensure the timely, orderly, and efficient provision of facilities and services to the urban area, as required by Statewide Planning Goal 11 (Public Facilities and Services).
- The PFP is also an economic development tool because it includes the timing and funding sources for public facilities necessary to develop employment sites.
- The PFP will also be useful when reviewing plan map and amendments and zone change applications – recognizing that the service levels in different subareas can affect the suitability of a site for a particular land use.

STATUTORY AND ADMINISTRATIVE RULE CONTEXT

In the early 1980s, Oregon went through a major recession. Across the state, substantial land for commercial and industrial employment had been designated within urban growth boundaries. Still, there was a concern that (a) the land designated for employment may not meet the site requirements of potential employers and (b) adequate planning for the provision of public facilities and services required for development may not have occurred.

ORS 197.712 addresses the first concern by requiring cities to prepare and adopt Economic Opportunities Analyses (EOA) and provide suitable sites to meet identified employment needs.¹ The City adopted the Hermiston EOA as part of the Hermiston Comprehensive Plan in 2024 (Ord. No. 2365). The EOA determined the need for approximately 1,200 acres of suitable employment to meet 20-year employment projections. The City is responsible for providing this land with urban public facilities to ensure its timely development. The PFP identifies sewer, water, and transportation projects necessary to serve designated employment sites in the short-term (over the next five years) and during the remainder of the 20-year planning period. The EOA is found in Appendix H of the Hermiston Comprehensive Plan.

The second issue – that of planning for key public facilities – is addressed in ORS 197.712(e), which states:

¹ This legislation was later incorporated into the Goal 9 (Economic Development) administrative rule (OAR Chapter 660, Division 009). ORS 197.717 also commits the state to provide technical assistance to local governments in preparing required economic studies and suitable land inventories.

(e) A city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The public facility plan shall include rough cost estimates for public projects needed to provide sewer, water and transportation for the land uses contemplated in the comprehensive plan and land use regulations. Project timing and financing provisions of public facility plans shall not be considered land use decisions.

Goal 11 (Public Facilities and Services) also sets forth the statutory requirement for the local public facilities plan.

Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons.

Public Facilities Plan – A public facility plan is a support document or documents to a comprehensive plan. The facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plan or plans within an urban growth boundary containing a population greater than 2,500.

The Goal 11 administrative rule (Public Facilities Planning: OAR Chapter 660, Division 011) provides further guidance on preparing PFPs. Please follow this link <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3061> for the full text of the Goal 11 rule as it applies to the local Public Facilities Plans.

WHAT IS A PUBLIC FACILITIES PLAN AND HOW SHOULD IT BE USED?

The Hermiston PFP is a background document for the *Hermiston Comprehensive Plan* and provides technical support for Goal 11 (Public Facilities and Services), Goal 12 (Transportation), and Goal 14 (Urbanization) Chapters.

As defined in OAR 660-0011-0005(1):

A public facility plan is a support document or documents to a comprehensive plan. The facility plan describes the water, sewer and transportation facilities which are to support the land uses designated in the appropriate acknowledged comprehensive plans.

The PFP identifies water, sanitary sewer, storm drainage, and transportation facilities needed to support the land uses designated for the Hermiston Urban Area during the 20-year planning period (2025-2045).² The PFP summarizes the cost and timing of identified facility projects necessary to serve planned urban development within the existing urban area. It is based on and supported by facility master planning documents prepared by consultant firms and City and County Public Works staff.

As noted in OAR 660-011-0010(3):

(3) It is not the purpose of this division to cause duplication of or to supplant existing applicable facility plans and programs. Where all or part of an acknowledged comprehensive plan, facility master plan either of the local jurisdiction or appropriate special district, capital improvement program, regional

² Package adoption is expected in 2025.

functional plan, similar plan, or any combination of such plans meets all or some of the requirements of this division, those plans, or programs may be incorporated by reference into the public facility plan required by this division. Only those referenced portions of such documents shall be considered to be a part of the public facility plan and shall be subject to the administrative procedures of this division and ORS Chapter 197.

To address this requirement, this document often cross-references applicable sections of sanitary sewer, storm drainage, water, and transportation master plans rather than repeating their contents.

It is important for future users of this PFP to understand that this document is based on the best information available to City and County staff and Winterbrook Planning at the time of the plan preparation. Winterbrook used professional judgment to summarize these facility plans, providing short-term (less than five years) and long-term (over five years) cost estimates. Plan summaries and cost estimates are *expected* to change due to future facility plan updates.³

As stated explicitly in OAR 660-011-0045(2) and (3):

(2) Certain public facility project descriptions, location or service area designations will necessarily change as a result of subsequent design studies, capital improvement programs, environmental impact studies, and changes in potential sources of funding. It is not the intent of this division to:

(a) Either prohibit projects not included in the public facility plans for which unanticipated funding has been obtained;

(b) Preclude project specification and location decisions made according to the National Environmental Policy Act or

(c) Subject administrative and technical changes to the facility plan to ORS 197.610(1) and (2) or 197.835(4).

(3) The public facility plan may allow for the following modifications to projects without amendment to the public facility plan:

(a) Administrative changes are those modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project;

(b) Technical and environmental changes are those modifications to a public facility project which are made pursuant to "final engineering" on a project or those that result from the findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 (40 CFR Parts 1500-1508) or any federal or State of Oregon agency project development regulations consistent with that Act and its regulations.

³ As noted in OAR 660-011-0015–0035, these rough cost estimates are intended to be used by City and County officials to review existing funding mechanisms and evaluate future revenue streams.

(c) Public facility project changes made pursuant to subsection (3)(b) of this rule are subject to the administrative procedures and review and appeal provisions of the regulations controlling the study (40 CFR Parts 1500-1508 or similar regulations) and are not subject to the administrative procedures or review or appeal provisions of ORS Chapter 197, or OAR Chapter 660 Division 18.

Amendments to the PFP that “significantly impact a public facility project” are considered land use decisions requiring an amendment to the *Hermiston Comprehensive Plan* and notification to the Department of Land Conservation and Development (DLCD). Such amendments include:

(4) Land use amendments are those modifications or amendments to the list, location or provider of, public facility projects, which significantly impact a public facility project identified in the comprehensive plan and which do not qualify under subsection (3)(a) or (b) of this rule. Amendments made pursuant to this subsection are subject to the administrative procedures and review and appeal provisions accorded "land use decisions" in ORS Chapter 197 and those set forth in OAR Chapter 660 Division 18.

BACKGROUND

Over the last year, Winterbrook Planning has been working with City and County planning and public works staff to evaluate existing land use and public facilities programs that should be considered in the Hermiston PFP.

This consolidated PFP applies only to land within the UGB. The Hermiston Urban Growth Boundary (UGB) has approximately 21,400 people. Roughly 18,600 people live within the city limits, and a further 2,800 people live outside the limits within the UGB.

The City anticipates expanding the UGB later this year to accommodate employment land needs identified in the 2024 Economic Opportunities Analysis (EOA). A separate public facilities study will focus on projects necessary to serve the proposed UGB Expansion Area. Upon City Council approval of the UGB expansion, this public facilities study will be incorporated into the PFP.

JOINT MANAGEMENT AGREEMENT

The City of Hermiston and Umatilla County have adopted a *Joint Management Agreement* (JMA) (2017), which guides land management in and around the City of Hermiston. The Hermiston Comprehensive Plan Policy 3: Intergovernmental Coordination and Policy 4: Orderly Urban Growth explain how this JMA will manage growth in coordination with Umatilla County.

The City and County have established an Area of Mutual Concern (AMC) which includes unincorporated area both in and outside the UGB, in which both have an interest. Within the AMC, they have agreed to coordinate on any major improvement projects, send notice of land use actions, and review their respective comprehensive plans and regulations for the area. In terms of public facilities, the JMA stipulates that the City of Hermiston provides urban services within city limits (water, sewer, and streets), and within the urban area. Proposals for extending services into the urban area require County notification and a 10-day comment period. The City will prepare detailed land use and public facilities plans for conversion of land from urbanizable to urban prior to redesignation. The City will not extend

water, sewer, or other urban services into the Urbanizable Area except in cases of proven health hazards.

Umatilla County maintains jurisdiction over the remaining unincorporated area within the UGB; namely, management of transportation facilities outside city limits until the formal transfers of the roads following annexation to the City. It is the County's policy to transfer jurisdiction in a timely manner following annexation. The City will not maintain any road within the urban area unless it meets City road standards.

METHODS

To prepare the PFP, Winterbrook worked with City and County staff and Anderson Perry engineers to:

1. Identify facility master plans within the Hermiston Urban Growth Boundary.
2. Identify scheduled updates of facility master plans. If master plan updates are in progress or scheduled to be completed within a year, the PFP uses placeholders so that the PFP can be updated on the adoption of new master plans.
3. Identify project anomalies between facility master plans and the 2025 Capital Improvement Plan Update, which serves as the base plan for Hermiston.
4. Verify planned costs and timeframes of projects identified in public facility plans.
5. Adjust project cost values across referenced plans to be in 2025 dollars.
6. Prepare summary tables for system improvement type, estimated cost, and timeframes identified in each facility master plan.
7. Incorporate maps from existing capital improvement plans to show the location of most planned public facilities projects.

The result is a Public Facility Plan that provides system improvement summary costs, timeframes, total public facility costs by timeframe, and related service area mapping for each public facility.

PLAN CONTENTS & ORGANIZATION

The PFP consolidates and summarizes all planning documents that guide service provisions for the incorporated and unincorporated land within the City for the 20-year planning horizon.

Per OAR 660-011-0010(1), this PFP must and does include the following elements:

(a) An inventory and general assessment of the condition of all the significant public facility systems which support the land uses designated in the acknowledged comprehensive plan [See also 660-11-0020];

(b) A list of the significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. Public facility project descriptions or specifications of these projects as necessary [See also 660-11-0020];

(c) Rough cost estimates of each public facility project [See also 660-11-0035];

(d) A map or written description of each public facility project's general location or service area [See also 660-11-0030];

(e) Policy statement(s) or urban growth management agreement identifying the provider of each public facility system. If there is more than one provider with the authority to provide the system within the area covered by the public facility plan, then the provider of each project shall be designated;

(f) An estimate of when each facility project will be needed [See also 660-11-0025]; and

(g) A discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system [See also 660-11-0035].

Winterbrook has prepared this information in tabular format for the main public facilities of concern: Water, Recycled Water (Sanitary Sewer), Stormwater, and Transportation. Each table includes:

- A summary of system improvements by public facility;
- Rough timing estimates for the system improvements divided into two periods: short-term (within the next five years), or long-term (five to twenty years and beyond); and
- Rough total cost estimates for each period by public facility.

The service areas, or general location of services for major public facilities, are included on Maps 1-6, corresponding to each type of public facility.

The PFP also discusses existing and proposed funding mechanisms for these projects. Comprehensive Land Use Plan and Statewide Planning Goal findings demonstrate compliance with applicable state and local law.

EXISTING URBAN AREA PUBLIC FACILITIES PLANS

Winterbrook considered the plans listed below in preparing this PFP. These public facilities master plans, capital improvement plans (CIP), urban renewal plans (URP), and other implementing plans were prepared over varying time frames and do not provide a complete picture of public facilities project needs, funding sources, timing, and jurisdictional boundaries. As noted below, ORS 197.712⁴ requires local governments to prepare a “public facilities plan” that identifies rough cost estimates and the general timing of projects within UGBs. Existing facility plans will be periodically updated; the PFP should be periodically amended to incorporate changes to facility plans.

- ***City of Hermiston, Oregon Water System Master Plan (Anderson Perry & Associates Inc., 2019)***

⁴ ORS 197.712(2)(e): “A city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The public facility plan shall include rough cost estimates for public projects needed to provide sewer, water and transportation for the land uses contemplated in the comprehensive plan and land use regulations. Project timing and financing provisions of public facility plans shall not be considered land use decisions.” Requirements for PFPs are further elaborated in OAR 660-11-0010 through 0050. Related definitions are found in 660-11-0005.

Commentary: The *WSMP* analyzes the existing systems (supply, storage, and distribution) and current performance. This analysis is the basis for identifying system needs, considering alternatives, and financial planning for necessary projects that are prioritized by need. This plan considers a 20-year planning period (to 2039) and Hermiston's continuing significant population growth. The City incorporated projects identified in the master plan into the CIP.

- ***City of Hermiston, Oregon Sewer Collection Study (Anderson Perry & Associates Inc., 2021)***

Commentary: The *SSCSS* analyzes the existing sanitary sewer collection system, including piping and pumping systems and their maintenance, and then provides recommendations based on the results. Recommendations include a prioritized list of improvements and a plan for implementing said projects over a 20-year period. The City incorporated projects identified in the study into the CIP.

- ***Wastewater Treatment Plant Facility Plan, City of Hermiston (Kennedy/Jenks Consultants, 2008)*⁵**

Commentary: This Plan reviews the existing wastewater treatment plant facility, acknowledged to be in very good condition in 2008, while identifying the need for improvement to the plant's biological treatment capacity. The plan identifies and scopes two alternative design projects for improving the plant and recommends funding opportunities for the development.

- ***City of Hermiston Transportation System Plan (David Evans and Associates Inc, 1997)***

Commentary: In accordance with the Transportation Planning Rule (TPR), the *Hermiston Transportation System Plan* (TSP) guides the management of existing transportation facilities and identifies needed projects, their location, and costs during the 20-year planning period. The City adopted updates to the TSP in 1999, 2000, 2003, 2014, and 2015. Kittelson & Associates is preparing a new Hermiston TSP, which is scheduled for adoption in the coming year.

- ***Umatilla County TSP (David Evans and Associates Inc, 2002)***

Commentary: Again, in order to satisfy the TPR, Umatilla County produced this TSP to guide the management of existing transportation facilities, as well as future facilities, for the 20-year planning period. The Hermiston PFP includes transportation projects planned within the Hermiston UGB.

- ***Hermiston Parks, Recreation and Open Space Master Plan (Cameron McCarthy Landscape Architecture & Planning, 2020)***

⁵ The *Wastewater Treatment Plant Facility Plan* (2008) is outdated, and all scoped project work within the document has been completed. No scoped projects from this plan have been brought into the PFP. However, if an updated plant facility plan is produced, it should be incorporated into the PFP.

Commentary: This PROS master plan guides the future development of Hermiston’s parks and recreation system. While many of the proposed projects are outside the scope of the PFP, proposed trail projects are incorporated into the PFP under Transportation.

- ***Hermiston Municipal Airport: Airport Master Plan (Century West, 2020)***

Commentary: FFA requires that the *Hermiston Municipal Airport Master Plan* identifies a preferred airport development option. The plan assesses existing facilities, forecasts airport activity, examines previous planning recommendations, and determines future requirements. The Airport Capital Improvement Program (ACIP) implements the 20-year plan.

- ***City of Hermiston, Oregon Capital Improvements Plan (Anderson Perry & Associates Inc., 2018)***

Commentary: The *Capital Improvements Plan* assesses facility and infrastructure improvement needs over a five-year period, beginning in fiscal year 2018-2019. The CIP outlines the framework and cost estimates for implementing such improvements. The CIP is updated periodically to accommodate changing needs while managing financial constraints. The CIP describes needed water, recycled water (sanitary sewer), and transportation improvements, as well as their location, timing and cost.

- ***City of Hermiston, Oregon Capital Improvements Plan Update (Anderson Perry & Associates Inc., 2025)***

Commentary: This five-year CIP Update is the latest and builds on the 2018 CIP, again considering water, recycled water, and streets facilities. The Update reviews the projects identified in the 2018 CIP and 2023 CIP Update, indicating completed projects, projects to carry forward, and new projects.

- ***City of Hermiston Downtown Urban Renewal Plan (Johnson Reid and Stiven Planning & Development Services, 2013)***

Commentary: The URP report assesses the downtown area's current physical, economic, and social context. Combining this context with public involvement then informs the creation of goals for said area. Downtown revitalization depends upon a series of public urban renewal projects.

- ***North Hermiston Urban Renewal Plan (Hermiston Urban Renewal Agency, 2023)***

Commentary: The *North Hermiston URP* addresses infrastructure deficiencies and parcel patterns that limit accessibility and desired development. The URP recommends specific transportation and water facility upgrades.

- ***Southwest Urban Renewal Plan (Hermiston Urban Renewal Agency, 2022)***

Commentary: The *Southwest Hermiston URP* recommends water and wastewater facility upgrades and new community amenities to facilitate future housing development in the area.

The City has two different stormwater management systems. One is a more traditional system, and the other is an injection well (drywell) system for underground injection control (UIC), which abides by a Water Pollution Control Facilities Permit. Due to relatively low annual precipitation and relatively permeable sandy soil, storm runoff is not a serious concern. There are no planned and costed stormwater projects as part of the UIC system. At this time, storm drainage projects are undertaken as needed, and are usually minor enough that they are not included in a formal plan. Storm drainage will be discussed in the Storm Drainage System section of the Utility System chapter.

UTILITY SYSTEMS

BASE PLANS

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

Hermiston uses the CIP process as its primary means of public facilities planning. The *2025 CIP Update* is the base plan document for the water, recycled water, and transportation departments. As will be discussed further below, the *WSMP* and *SSCSS* served as the basis for the *2025 CIP Update* and, as such, capture most of the same project costs.⁶ Hermiston has no stormwater master plan, but the *2025 CIP Update* captures two proposed stormwater projects. Because the *TSP* is outdated, City staff have verified that the *2025 CIP Update* is the most relevant plan for transportation projects.

The *City of Hermiston, Oregon Capital Improvements Plan (2018)* has been replaced by the *2025 CIP Update*. The *2025 CIP Update* accounts for proposed projects from the *2018 CIP*, indicating which projects have been completed or removed, and those which are carried forward to the 2025 to 2030 timeframe. Winterbrook compared the *2018 CIP* and *2023 CIP Update* with the *2025 CIP Update* to ensure that all relevant projects are considered.

The *City of Hermiston, Oregon Capital Improvements Plan Update (2025)* provides:

- An introduction to the Capital Improvement Plan, department areas, project types, goals, a funding overview, project overview, and overall project map in Section 1.
- A description of the Water Department including the existing system, plans, and proposed project programming in Section 2
- A description of the Recycled Water Department including the existing system, plans, and proposed project programming in Section 3.
- A description of the Street Department including the existing system, plans, and proposed project programming in Section 4.

⁶ Any gaps between the projects contained within the relevant master plan but not the 2025 CIP Update will be captured in summary tables.

- A Water Department Appendix including a summary of projects completed, removed, or carried forward from the previous CIP and a summary of proposed projects outside the five-year planning period that will be considered for inclusion in the next CIP in Section 5 (first appendix).
- A Recycled Water Department Appendix including a summary of projects completed, removed, or carried forward from the previous CIP and a summary of proposed projects outside the five-year planning period that will be considered for inclusion in the next CIP in Section 6 (second appendix).
- A Street Water Department Appendix including a summary of projects completed, removed, or carried forward from the previous CIP and a summary of proposed projects outside the five-year planning period that will be considered for inclusion in the next CIP in Section 7 (third appendix).

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

Winterbrook summarizes project costs from the *2025 CIP Update* in each public facility subsection below. The CIP considers a five-year planning period for projects, and as such, all proposed within the plan were allocated as short-term costs. The CIP also includes an appendix for each department (water, recycled water, and street). The projects in the appendices are outside the five-year planning window and are prioritized for the next CIP update. Accordingly, those projects were allocated as long-term costs.

Where projects were found in both the *2025 CIP Update* and public facility master plans or URPs, the CIP was generally used for project costs and timing as it has the most up-to-date information. However, for large projects identified in master facility plans that are partially planned within the *2025 CIP Update* (such as large transportation projects identified in the TSP that are broken into shorter lengths in the CIP), the more comprehensive project cost from the relevant public facilities master plan has been used.

The *2025 CIP Update* notes that 6.5% annual inflation was applied to projects forecasted beyond 2025. Winterbrook removed the applied 6.5% annual inflation rate from the relevant *2025 CIP Update* project costs to return them to a 2025-dollar value.

URBAN RENEWAL PLANS

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The reports accompanying each of the three relevant URPs also identify projects, costs, and timing. *North Hermiston* and *Southwest Hermiston* URPs provide:

- An introduction including state statutory context and urban renewal area boundary in Section 2;
- A review of proposed urban renewal projects and the relationship between them and the overall urban renewal area in Section 3;
- Estimated costs and funding sources in Section 4;
- A financial Analysis in Section 5;
- An assessment of tax revenues and when indebtedness will be repaid in Section 6;
- Anticipated completion dates for each project in Section 7;

- Revenue sharing analysis in Section 8;
- Impact of tax increment financing in Section 9;
- Compliance with statutory limits on project values compared to the size of urban renewal area in Section 10;
- Existing physical, social, and economic conditions and impact on municipal services in Section 11;
- Reasons for selection of urban renewal area in Section 12; and
- Relocation report in Section 13.

The *Downtown Hermiston URP* provides:

- An introduction in Section 1;
- Description of existing physical, social, and economic conditions, mapped urban renewal boundaries, urban renewal qualifications, and impacts on the city in Section 2;
- Reasons for selection of the urban renewal area in Section 3;
- Relationships between projects to be undertaken and the existing conditions in Section 4;
- Relocation report in Section 5;
- Project costs and timing in Section 6; and
- Financial analysis including anticipated tax increment revenues, forecast of revenue and indebtedness, anticipated year of debt payoff, and fiscal impact on other jurisdictions in Section 7.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

The estimated completion time for the *Downtown URP* funding is 2033. As such, costs have been allocated to the long term. However, City staff have noted that it is unlikely that any further scoped projects will be completed under the *Downtown URP* scheme, as the City is close to the maximum indebtedness allowed within the plan. Both the *North Hermiston URP* and the *Southwest URP* identify short-term project costs to support development in these identified urban renewal areas. Where urban renewal projects had administration and project fees as a separate line item, they were proportionally attributed to scoped project costs in the tables below.

WATER SYSTEM

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The *City of Hermiston, Oregon Water System Master Plan (2019)* provides:

- An introduction including plan purpose, review of information and existing plan, objectives, and locational context in Chapter 1;
- Water system requirements, including service area, demographics, existing land use, regulatory requirements, seismic risk, potential contamination, and demand in Chapter 2;

- A review of water supply and treatment within the system, including a review of wells, regional systems, water rights, water quality, source capacities, and water supply alternatives in Chapter 3;
- Assessment of water storage facilities, requirements, and reservoir improvement options in Chapter 4;
- Review of the distribution system, system pressures, fire protection, and water modeling to assess recommended distribution improvements in Chapter 5;
- A summary of recommended improvements in Chapter 6; and
- Project financing and implementation in Chapter 7.

The *Reports Accompanying the North Hermiston URP* (2023) and the *Southwest URP* (2022) also provide relevant water facilities project information.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

Table 1 identifies and recommends capital improvements by project for the City's water system. System improvements are sensitive to expected population growth throughout the planning period.

Winterbrook derived cost estimates from the *2025 CIP Update*, which incorporates all *WSMP* (2019) projects, along with a few additional urban renewal projects. The City identified roughly \$16.2 million in planned water capital improvement and urban renewal projects. These PFP figures should be updated when master or capital improvement plans are updated.

As the *WSMP* (2019) is the basis for the *2025 CIP Update*, costs are allocated based on more recent CIP timeframes. The main body of the CIP considers a five-year planning period for projects, and as such, all proposed within the plan were allocated as short-term costs. Appendix projects are outside the five-year planning window but will be considered for the next CIP update, and therefore are "intermediate to long-term" projects. The *North Hermiston URP* anticipates project costs to be incurred in the short-term, while the *Southwest URP* is expected to incur costs in the long-term per City guidance.

In instances where public facility plans are inconsistent with project timeframes or costs, Winterbrook used the more recent *2025 CIP Update* unless otherwise directed by City or County staff.

Table 1: Planned Water System Improvements

Water Projects	Master Plan	Master Plan Year	Short-Term Costs (0-5 years)	Intermediate-to Long-Term Costs (6+ years)
Well No. 6 Chlorination System Structure (In Progress)	2025 CIP Update	2025	\$985,400	\$ -
Well No. 4 Control System (In Progress)	2025 CIP Update	2025	\$487,000	\$ -
Chlorination Scales	2025 CIP Update	2025	\$13,100	\$ -

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Well No. 6, Reservoir No. 2 Exterior Surfaces Painting	2025 CIP Update	2025	\$100,100	\$ -
W. Orchard Avenue Water Line Replacement	2025 CIP Update	2025	\$1,252,900	\$ -
E. Highland Avenue Water Line Replacement	2025 CIP Update	2025	\$1,226,700	\$ -
View Drive Booster Pump Station Upgrades	2025 CIP Update	2025	\$887,400	\$ -
Highland Booster Pump Station and Pressure Zone Reconfiguration	2025 CIP Update	2025	\$1,038,500	\$ -
Moore Booster Station Equipment Replacement	2025 CIP Update	2025	\$362,300	\$ -
W. Highland Avenue/S 1st Asbestos Concrete Main Replacement	2025 CIP Update	2025	\$1,480,000	\$ -
Residential Water Meter Replacement	2025 CIP Update	2025	\$362,300	\$ -
Well No. 4 Reservoir Exterior Surfaces Painting	2025 CIP Update	2025	\$ -	\$200,000
Deep Basalt Well and Pump Station	2025 CIP Appendix	2025	\$ -	\$1,100,000
Southwest Storage Reservoir	2025 CIP Appendix	2025	\$ -	\$3,100,000
NW 11th Street Main Extension	2025 CIP Appendix	2025	\$ -	\$520,000
Water Line Improvements (NE Aspen Drive)	North Hermiston URP	2023	\$285,500	\$ -
Water Transmission Line ⁷	Southwest URP	2022	\$ -	\$1,953,300
Joseph Booster Pump Station Upgrades ⁷	Southwest URP	2022	\$ -	\$885,200
Total Planned Improvements (combined short and long term)			\$16,239,700	

⁷ While within the *Southwest URP* these projects are scoped in the short term, City Staff indicated they are better considered as long term projects at this time.

Table 2: Water System Improvements Summary Table

Water System Improvements	Master Plan Year	Short-Term Costs	Intermediate- to Long-Term Costs	Total Costs
2025 CIP Update Water Supply	2025	\$2,473,000	\$1,300,000	\$3,773,000
2025 CIP Update CIP Water Distribution	2025	\$5,360,400	\$520,000	\$5,880,400
2025 CIP Update CIP Water Reserve	2025	\$362,300	\$3,100,000	\$3,462,300
North Urban Renewal Projects	2023	\$285,500	\$ -	\$285,500
Southwest Urban Renewal Projects	2022	\$ -	\$2,838,500	\$2,838,500
Total Planned Improvements		\$8,481,200	\$7,758,500	\$16,239,700

MAPS AND DESCRIPTION OF PROJECTS (OAR 660-11-0010(1)(D))

Figure 1, Water Project Locations map, shows planned projects labeled in accordance with the 2025 CIP Update within the urban area, including color coding for coordinating the anticipated fiscal year of works. This map does not include projects identified in the CIP Appendix or URPs.

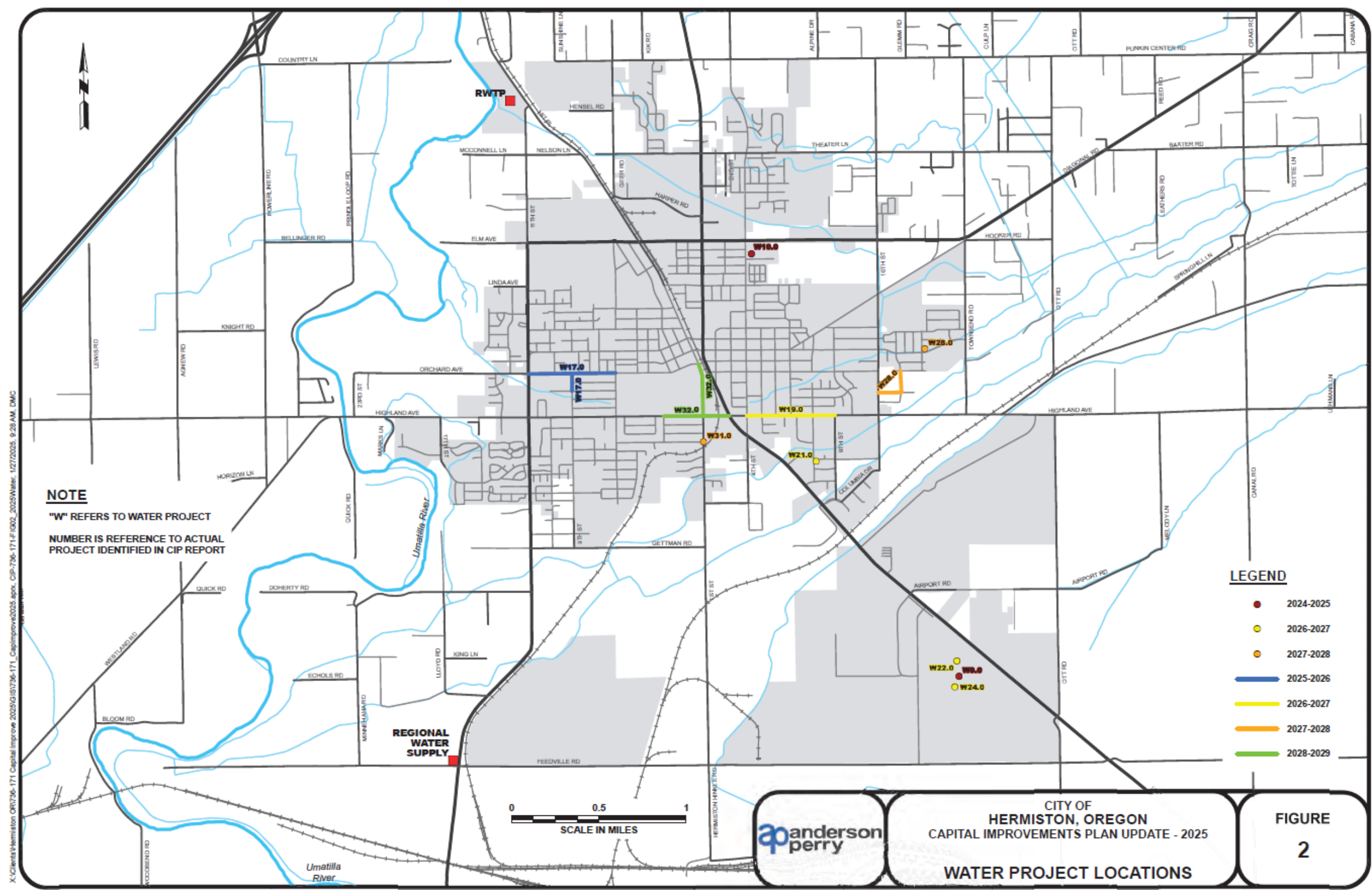


Figure 1. Water Project Locations (2025 CIP Update)

RECYCLED WATER SYSTEM (SANITARY SEWER)

City of Hermiston, Oregon Sanitary Sewer Collection Study (2021) provides:

- An introduction including Purpose and Need, Study Objectives, Project Authorization and Study Organization in Chapter 1;
- Site context, including community description, climate, topography and soils, population, service area, system history, and historic design criteria in Chapter 2;
- System overview and evaluation of the existing system in Chapter 3;
- Capacity evaluation of trunklines and lift stations in Chapter 4;
- Recommended system improvements for collection systems and lift stations in Chapter 5; and
- Project financing and implementation in Chapter 6.

The *Report Accompanying the Southwest URP (2022)* also includes relevant sewer facilities project information.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

Table 2 identifies and recommends capital improvements by subject and plan for the City's recycled water system. System improvements are sensitive to expected population growth throughout the planning period. Recommended projects are mainly from the *2025 CIP Update*, which accounts for most identified *Sanitary Sewer Collection Study (2021)* projects, along with a few additional urban renewal projects. Where urban renewal projects had administration and project fees as a separate line item, they were proportionally attributed to the overall scoped project costs for the purposes of the tables below. The City identified roughly \$9.8 million in planned wastewater capital improvement and urban renewal projects. These figures should be updated when master or capital improvement plans are updated.

As the *Sanitary Sewer Collection Study (2021)* is integrated into the *2025 CIP Update*, cost allocation is considered using CIP time frames. The main body of the CIP considers a five-year planning period for projects, and as such, all proposed within the plan were allocated as short-term costs. Appendix projects are outside the five-year planning window but are considered for the next CIP update. Accordingly, those projects were allocated as long-term costs. The *North Hermiston URP* anticipates project costs to be incurred in the short-term, while the *Southwest URP* is expected to incur costs in the long-term per City guidance.

In instances where project time frames are inconsistent between facility, urban renewal, or system plans and the *2025 CIP Update*, Winterbrook used the latter's timeframe because it is the most up-to-date.

Table 3: Planned Recycled Water System Improvements

Recycled Water Projects	Master Plan	Master Plan Year	Short-Term Costs (0-5 years)	Intermediate-to Long-Term Costs (6+ years)
Lift Station No. 5 Wetwell Upgrades	2025 CIP Update	2025	\$150,000	\$ -
E. Evelyn Avenue Gravity Sewer Line Replacement	2025 CIP Update	2025	\$515,600	\$ -
Lift Station No. 7 Reconstruction	2025 CIP Update	2025	\$888,300	\$ -
Victory Square Park Gravity Sewer Line Replacement	2025 CIP Update	2025	\$297,900	\$ -
Lift Station No. 1 Electrical Upgrades	2025 CIP Update	2025	\$148,000	\$ -
Television Van (In Progress)	2025 CIP Update	2025	\$330,000	\$ -
Recycled Water Treatment Plant Chlorination Improvements	2025 CIP Update	2025	\$1,044,000	\$ -
Recycled Water Treatment Plant Blowers/Clarifiers (In Progress)	2025 CIP Update	2025	\$75,000	\$ -
Recycled Water Treatment Plant Membrane Filter Replacement	2025 CIP Update	2025	\$348,000	\$ -
Recycled Water Treatment Plant Pump and Motor Replacement	2025 CIP Update	2025	\$307,800	\$ -
NE 7th Street Gravity Sewer Line Replacement	2025 CIP Appendix	2025	\$ -	\$475,000
Recycled Water Treatment Plant Biosolids Pond Dredging	2025 CIP Appendix	2025	\$ -	\$300,000
W Juniper/W Pine Avenue Gravity Sewer Line Replacement	2025 CIP Appendix	2025	\$ -	\$480,000
S 1st Street Gravity Sewer Line Replacement	2025 CIP Appendix	2025	\$ -	\$130,000

E Newport Avenue Gravity Sewer Line Improvements	2025 CIP Appendix	2025	\$ -	\$130,000
W Madrona/W Ridgeway Avenue Sewer Line Replacement	2025 CIP Appendix	2025	\$ -	\$270,000
NE 9th Street Gravity Sewer Line Replacement	2025 CIP Appendix	2025	\$ -	\$180,000
SE 5th Street Gravity Sewer Line Replacement	2025 CIP Appendix	2025	\$ -	\$165,000
Lift Station No. 8 Electrical and Controls	2025 CIP Appendix	2025	\$ -	\$340,000
Sewer Main Line ⁷	Southwest URP	2022	\$ -	\$3,039,500
Upgrade Lift Station Telemetry	Sewer Collection Study	2021	\$170,200	\$ -
Total Planned Improvements (combined short and long term)			\$9,784,300	

Table 4: Planned Water Recovery System Summary Table

Water Recovery System Improvements	Master Plan Year	Short-Term Costs	Intermediate- to Long-Term Costs	Total Costs
2025 CIP Update Recycled Water Collection	2025	\$2,329,800	\$2,170,000	\$4,499,800
2025 CIP Update Recycled Water Treatment	2025	\$1,774,800	\$ -	\$1,774,800
2025 CIP Update Sewer Disposal	2025	\$ -	\$300,000	\$300,000
Southwest Urban Renewal Projects	2022	\$ -	\$3,039,500	\$3,039,500
Sewer Collection Study	2021	\$170,200	\$ -	\$170,200
Total Planned Improvements		\$4,274,800	\$5,509,500	\$9,784,300

MAPS AND DESCRIPTION OF PROJECTS (OAR 660-11-0010(1)(d))

Figure 2, Sewer Project Locations map, shows planned projects labeled in accordance with the 2025 CIP Update within the urban area, including color coding for coordinating the anticipated fiscal year of works. This map does not include projects identified in the CIP Appendix or URPs.

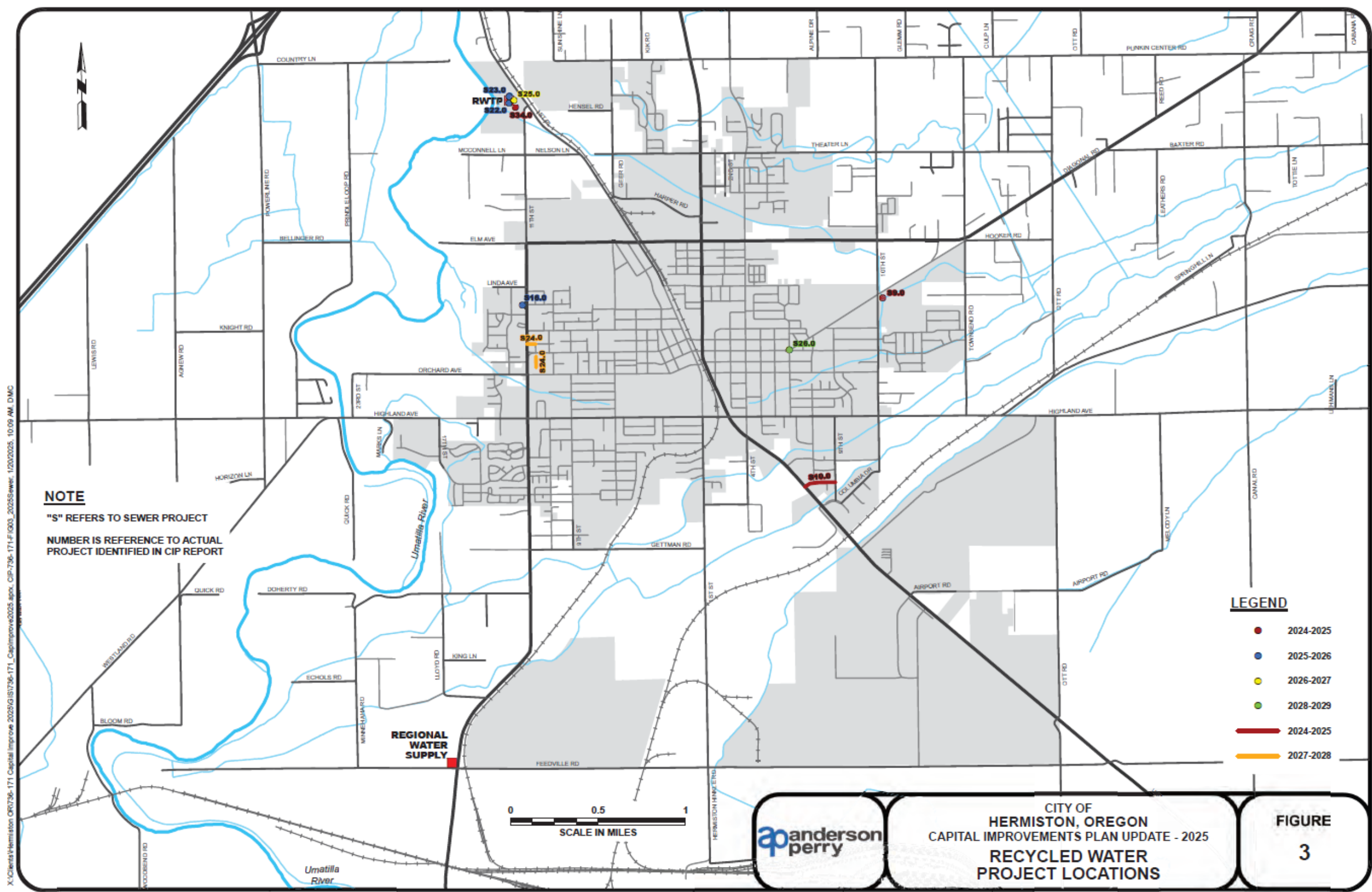


Figure 2. Sewer Project Locations (2025 CIP Update).

TRANSPORTATION SYSTEM

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The *Report Accompanying the North Hermiston URP* (2023) provides:

- An introduction including State Statue context and urban renewal area boundary in Section 2;
- A review of proposed urban renewal projects and the relationship between them and the overall urban renewal area in Section 3;
- Estimated costs and funding sources in Section 4;
- Financial Analysis in Section 5;
- Assessment of tax revenues and when indebtedness will be repaid in Section 6;
- Anticipated completion date for each project in Section 7;
- Revenue sharing in Section 8;
- Impact of tax increment financing in Section 9;
- Compliance with statutory limits on project values compared to the size of urban renewal area in Section 10;
- Existing physical, social, and economic conditions and impact on municipal services in Section 11;
- Reasons for selection of urban renewal area in Section 12; and
- Relocation report in Section 13.

The *Reports Accompanying the Southwest URP* (2022), the *North Hermiston URP*, and the *Downtown Hermiston URP* (2013) also provide relevant public facilities project information.

The *City of Hermiston Transportation System Plan* 1997, last updated in 2015, is outdated and serves as a placeholder in this document. Hermiston is working on an updated Transportation System Plan to replace the outdated TSP.⁸ Until the new TSP comes online, City staff has indicated that the *2025 CIP Update* provides the most useful information regarding planned transportation system improvements. Winterbrook also reviewed planned projects from the *2014 TSP Update*. Based on discussions with City staff, relevant outstanding 2014 projects are included in the PFP.

The *County TSP* (2002) is also outdated but there is no more up-to-date source of transportation projects at the County level. Therefore, after conferring with City and County staff, identified transportation projects within the Hermiston UGB are included in the Hermiston PFP. The County is also working on an updated TSP. When it comes online, the City should update the PFP to include with new County transportation projects within the Hermiston UGB.

As such, the 2002 *Umatilla County TSP* provides:

⁸ Like the PFP, the updated TSP will need to be adopted as part of the Hermiston Comprehensive Plan. The TSP will modify this PFP, which is also adopted within the Comprehensive Plan.

- Introduction including the planning area and process, and related transportation plans in Chapter 1;
- Goals and Objectives in Chapter 2;
- Transportation System Inventory including roadway, pedestrian, bikeway, public transportation, rail, air, pipeline, and water transportation systems in Chapter 3;
- Current Transportation Conditions discussing volumes, capacity, operations, and management in Chapter 4;
- Travel Forecasts considering land use, volumes, and capacities in Chapter 5;
- Improvement Options Analysis in Chapter 6;
- Transportation System Plan in Chapter 7;
- Funding Options and Financial Plan in Chapter 8; and
- Recommended Policies and Ordinances in Chapter 9.

The *Hermiston Parks, Recreation and Open Space Master Plan* (2020) provides:

- Introduction discussing the planning process, other relevant plans, and organization in Chapter 1;
- Parks, Recreation and Open Space System which includes context, inventorying, and assessing the level of service in Chapter 2;
- Needs Assessment reviewing community profile, recreation trends, outreach, and needs in Chapter 3;
- Vision Statement, Goals & Actions in Chapter 4;
- Recommendations for development in Chapter 5; and
- Implementation, including prioritization, planned projects, funding, and operation and maintenance in Chapter 6.

Other plans considered include the *Umatilla River Trail Plan* (2021) and the *Umatilla County Transit Plan* (2023). The *Umatilla River Trail Plan* is in its early stages and does not yet have associated costs or timelines. As such, projects from this plan were not included in the PFP. However, a *Umatilla River Trail* planned and costed project was identified within the *Hermiston TSP*. This project is included in the summary table. Winterbrook could not identify specific projects from the county-wide *Umatilla County Transit Plan* that apply solely to Hermiston – and project costs were not clearly itemized. For this reason, transit projects were not included in the Hermiston PFP. If the County updates either plan with project costs and timelines, the City should update the PFP accordingly.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

Table 3 identifies and recommends capital improvements by subject and plan for the UGB transportation system. System improvements are sensitive to expected population growth throughout the planning period. Winterbrook derived recommended projects from the *2025 CIP Update*, the *Hermiston TSP*, the *Umatilla County TSP*, the *Hermiston PROS Plan*, and a few additional urban renewal projects. At the City-level, the *2025 CIP Update* is considered to be the most up-to-date information.

However, Winterbrook incorporated *Hermiston TSP* and *Umatilla County TSP* projects into the PFP based on the guidance of City and County staff.

The *2025 CIP Update* identified \$17.7 million in planned transportation capital improvements. The City identified an additional \$6.9 million in urban renewal projects and \$4.7 million in trail projects as part of the *PROS Plan*. The *Hermiston TSP*, through its latest 2015 update, identified \$106.6 million in street projects, \$2.9 million in pedestrian projects, and \$427,900 in bicycle projects. City-level projects concern roads within the City limits and those adopted within the unincorporated Urban Area. The *Umatilla County TSP* identifies \$39.5 million for streets and bridge projects that serve the UGB and roads not accepted by the City within the Urban Area. The City should update these figures when the TSPs or other relevant plans are updated. The base plan and urban renewal plan sections previously discussed the allocation of CIP and URP timeframes to plan projects.

The *1999 TSP Update* identifies pedestrian and bicycle projects and the *2014 TSP Update* references this project list. This *2014 TSP Update* includes near-term (next 5 years), mid-term (6-10 years), and long-term (10-20 years) project cost estimates. In Table 3, mid- and long-term project summary costs are combined as long-term costs. City staff have identified projects completed since 2014.

Winterbrook identified street projects from the *2014 TSP Update*, which collated all planned TSP street projects from the original and updated versions of the TSP. Projects from the *2014 TSP Update* were reviewed to determine whether they were completed or removed. In consultation with City staff, projects were categorized as short- and longer-term projects.

The *County TSP* (2002) does not include specific project forecasting, only referencing the 20-year planning period. Winterbrook relied on City and County staff guidance regarding project timeframes in preparing the PFP. Professional judgment was also used to select the most appropriate project costs and timeframes, depending on the proportion of the project that fell within the UGB.

The *Parks, Recreation and Open Space Master Plan* (2020) forecasts projects into high priority (2021-2027), medium priority (2028-2034), and low priority (2035-2040). For the purposes of the PFP, Winterbrook allocated high-priority project costs as short-term costs, whereas medium- and low-priority project costs were combined into long- to intermediate- term costs.

Where project time frames were inconsistent between facility, urban renewal, or system plans and the *2025 CIP Update*, the more up-to-date CIP figures were used, unless City or County staff advised otherwise.

Table 5: Planned Transportation System Improvements

Transportation Projects	Master Plan	Master Plan Year	Short-Term Costs (0-5 years)	Intermediate-to Long-Term Costs (6+ years)
N.W. Geer Road, W. Harper Road, and N. 1st Place Realignment (In progress)	2025 CIP Update	2025	\$1,468,350	\$ -
W. Theater Lane Widening	2025 CIP Update	2025	\$522,000	\$ -
N. 1 st Place Roadway Improvements	2025 CIP Update	2025	\$935,000	\$ -
SE 10th Street Bridge Replacement	2025 CIP Update	2025	\$644,000	\$ -
NW 2nd Street Improvements	2025 CIP Update	2025	\$694,900	\$ -
E Hurlburt Avenue and SE 2nd Street Parking Lot Reconstruction	2025 CIP Update	2025	\$261,000	\$ -
Right-of-way Acquisition	2025 CIP Appendix	2025	\$ -	\$230,000
NW June Avenue Improvement	2025 CIP Appendix	2025	\$ -	\$190,000
E Highland Avenue and S 1st Street Intersection Improvements	2025 CIP Appendix	2025	\$ -	\$2,100,000
W Orchard Avenue and S 1st Street Intersection Improvements	2025 CIP Appendix	2025	\$ -	\$2,700,000
E Gettman Road Construction	2025 CIP Appendix	2025	\$ -	\$2,800,000
SW 17th Street Reconstruction	2025 CIP Appendix	2025	\$ -	\$470,000
SE 7th and Main Street Roundabout	2025 CIP Appendix	2025	\$ -	\$2,200,000
Pedestrian Flashers	2025 CIP Appendix	2025	\$ -	\$170,000
S 1st Street Intersection Alternatives Study	2025 CIP Appendix	2025	\$ -	\$100,000
SE 4th Street - Percy Avenue to Highway 395 Roadway Improvements	2025 CIP Appendix	2025	\$ -	\$250,000

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SE 4th Street - Highway 395 to E Main Street Roadway Improvements	2025 CIP Appendix	2025	\$ -	\$400,000
SE 4th Street - E Main Street to E Elm Avenue Roadway Improvements	2025 CIP Appendix	2025	\$ -	\$450,000
W Orchard Avenue - SW 11th Street (Highway 207) to Highway 395 Roadway Improvements	2025 CIP Appendix	2025	\$ -	\$1,040,000
Pathways	Downtown URP	2013	\$ -	\$13,700
Landscape Beautification (in ROW and planting strips and public)	Downtown URP	2013	\$ -	\$13,700
Cultural Attractions	Downtown URP	2013	\$ -	\$68,500
Administrative Costs (proportional to project costs)	Downtown URP	2013	\$ -	\$234,200
NE Aspen Drive & NE North St Street Improvements (In progress)	North URP	2023	\$1,440,800	\$ -
Traffic Signage and Signaling	North URP	2023	\$2,838,400	\$ -
Neighborhood Parks and Pathways	Southwest URP	2022	\$2,274,200	\$ -
Ped Project - Hwy. 395	Hermiston TSP	1999	\$47,900	\$ -
Ped Project - Umatilla River Trail	Hermiston TSP	1999	\$1,245,000	\$ -
Ped Project - Elm Ave	Hermiston TSP	1999	\$ -	\$235,600
Ped Project - Jennie Ave	Hermiston TSP	1999	\$ -	\$247,100
Ped Project - Pathway along Union Pacific Railroad	Hermiston TSP	1999	\$ -	\$766,100
Ped Project - Hermiston Ditch Pathway	Hermiston TSP	1999	\$ -	\$383,100
Bike Project - West 11th St	Hermiston TSP	1999	\$8,800	\$ -
Bike Project - Hurlburt Ave	Hermiston TSP	1999	\$ -	\$2,300
Bike Project - East 4th Street (Main Street to Highway 395)	Hermiston TSP	1999	\$ -	\$4,400
Bike Project - Orchard (SW 11th to SW 7th)	Hermiston TSP	1999	\$ -	\$4,400
Bike Project - Orchard (SW 7th to Highway 395)	Hermiston TSP	1999	\$ -	\$4,400

Bike Project - East 4th Street (Elm Ave to Main Street)	Hermiston TSP	1999	\$ -	\$5,600
Bike Project - Elm Ave	Hermiston TSP	1999	\$ -	\$54,800
Bike Project - Hermiston Ave	Hermiston TSP	1999	\$ -	\$8,000
Bike Project - Theater Lane	Hermiston TSP	1999	\$ -	\$335,200
Highway 395 at Main Street	Hermiston TSP	2014	\$ -	\$67,400
Highway 395 at Theater Lane	Hermiston TSP	2014	\$ -	\$644,400
Highway 395 at Elm Avenue	Hermiston TSP	2014	\$ -	\$1,944,000
Highway 395 at Highland Avenue	Hermiston TSP	2014	\$ -	\$67,400
Highway 395 and SE 4th Street	Hermiston TSP	2014	\$ -	\$ -
Highway 395 at Kelli Boulevard	Hermiston TSP	2014	\$ -	\$404,400
10th St from Columbia Dr to Elm Ave	Hermiston TSP	2014	\$ -	\$7,846,100
10th St from Elm Ave to Punkin Center Rd	Hermiston TSP	2014	\$ -	\$7,846,100
Highway 395/Port Ave Intersection	Hermiston TSP	2014	\$ -	\$420,600
Umatilla River Road from Elm Ave to Punkin Center Rd	Hermiston TSP	2014	\$ -	\$2,801,400
West 4th St/Highland Ave Intersection	Hermiston TSP	2014	\$ -	\$404,400
Extend Evelyn Ave west to New Hope Church, close New Hope access to US 395 and access the Evelyn Ave Extension	Hermiston TSP	2014	\$ -	\$400,400
Construct A-Line Canal Crossing	Hermiston TSP	2014	\$ -	\$746,900
Complete Port Drive/US 395 Intersection Improvements	Hermiston TSP	2014	\$ -	\$533,900
Extend McKinley Street to Evelyn Avenue once access has been provided via Port Drive	Hermiston TSP	2014	\$ -	\$533,900
Realign local street access 300' from US 395	Hermiston TSP	2014	\$ -	\$574,300
Provide a signalized access portal to US 395 at Wal-Mart Dist. Center.	Hermiston TSP	2014	\$ -	\$599,900
Realign the north and south approaches to Ott Road such	Hermiston TSP	2014	\$ -	\$1,468,100

that they Intersect US 395 at a complete 90 degree				
Develop a minor collector backage road that runs parallel to US 395 between Kelli Blvd and Wal-Mart Dist. Center	Hermiston TSP	2014	\$ -	\$4,671,200
Re-construct a limited access right-in/right-out driveway to US 395 near Hermiston Foods	Hermiston TSP	2014	\$ -	\$67,400
Re-construct a limited access intersection at the US 395/Kelli Boulevard Intersection	Hermiston TSP	2014	\$ -	\$67,400
Signalize the US 395/Campbell Drive/Airport Road Intersection when warranted	Hermiston TSP	2014	\$ -	\$601,300
Develop a minor collector roadway to facilitate east/west travel between Hermiston-Hinkle Road and US 395	Hermiston TSP	2014	\$ -	\$14,346,700
Develop a series of minor collector roadways to ensure circulation and connectivity upon redevelopment of the large agricultural plots w/in western study area	Hermiston TSP	2014	\$ -	\$15,547,900
Upon redevelop of Hermiston Ag Experiment Station, provide a new minor collector roadway along SE 4th St alignment. And extend Exp St Rd to.	Hermiston TSP	2014	\$ -	\$4,203,400
Develop a full access intersection at US 395 to be served by a future extension of Able Drive.	Hermiston TSP	2014	\$ -	\$600,600
Develop a signalized access intersection at the US 395/Airport Way Intersection.	Hermiston TSP	2014	\$ -	\$600,600
Complete a minor collector roadway system upon redevelopment of the vacant	Hermiston TSP	2014	\$ -	\$8,408,200

land north of the airport, irrigation canal, and rail line.				
Develop a major collector roadway to facilitate north/south travel within NE quadrant of US 395	Hermiston TSP	2014	\$ -	\$8,808,600
Develop a series of minor collector roadways to ensure circulation south of the Hermiston Airport	Hermiston TSP	2014	\$ -	\$9,008,100
Develop a major collector backage road between Kelli Blvd. and Ott Rd	Hermiston TSP	2014	\$ -	\$7,673,500
Extend Kelli Boulevard east of US 395 to connect into a minor collector roadway network.	Hermiston TSP	2014	\$ -	\$2,936,200
Develop a multi-use path along the west side of US 395.	Hermiston TSP	2014	\$ -	\$1,201,200
Signalize the US 395/Feedville Road intersection.	Hermiston TSP	2014	\$ -	\$599,900
Hermiston-Hinkle Rd.	County TSP	2002	\$ -	\$4,129,200
City acquisition/urban upgrade - OR 207 to Hermiston Hinkle Rd - Gettman Rd.	County TSP	2002	\$ -	\$3,388,700
City acquisition/urban upgrade - Townsend Rd - OR 207 to E Loop Rd	County TSP	2002	\$ -	\$3,048,800
City acquisition/urban upgrade - S Ott Rd - OR 207 to E Loop Rd	County TSP	2002	\$ -	\$2,403,700
Umatilla River Bridge - Punkin Center Rd from Hwy 395 west to Powerline Rd (Hermiston)	County TSP	2002	\$ -	\$25,666,700
SE Airport Road - Intersection with US 395	County TSP	2002	\$ -	\$749,200
9th Irrigation Ditch Bridge - SE 9th Street	County TSP	2002	\$ -	\$53,400
A Line Canal Bridge - Townsend Road	County TSP	2002	\$ -	\$81,700
Belt Trail	PROS Master Plan	2020	\$ -	\$911,400

Loop Trail	PROS Master Plan	2020	\$ -	\$616,500
Maxwell Canal Trail	PROS Master Plan	2020	\$ -	\$1,481,100
Baker's Pond Trail	PROS Master Plan	2020	\$ -	\$1,708,900
Total Planned Improvements (combined short and long term)			\$178,846,600	

Table 6: Planned Transportation System Summary Table

Transportation System Improvements	Master Plan Year	Short-Term Costs	Intermediate- to Long-Term Costs	Total Costs
2025 CIP Update Street Projects	2025	\$4,625,300	\$13,310,000	\$17,725,300
Downtown Urban Renewal Projects - Street Activation	2013	\$ -	\$330,100	\$330,100
North Urban Renewal Projects - Street Improvements	2023	\$4,279,200	\$ -	\$4,279,200
Southwest Urban Renewal Projects - Pedestrian Facilities	2022	\$2,274,200	\$ -	\$2,274,200
Hermiston TSP - Street and Bridge Projects ⁹	2014 Update	\$ -	\$106,645,800	106,645,800
Hermiston TSP - Pedestrian Projects ¹⁰	1999 Update	\$1,292,900	\$1,631,900	\$2,924,800
Hermiston TSP - Bicycle Projects ¹⁰	1999 Update	\$8,800	\$419,100	\$427,900
Umatilla TSP - Street Projects ¹⁰	2002	\$ -	\$13,719,600	\$13,719,600
Umatilla TSP - Bridge Projects ¹¹	2002	\$ -	\$25,801,800	\$25,801,800
Parks, Recreation, and Open Space Master Plan	2020	\$ -	\$4,717,900	\$4,717,900
Total Planned Improvements		\$12,480,400	\$166,366,200	\$178,846,600

MAPS AND DESCRIPTION OF PROJECTS (OAR 660-11-0010(1)(D))

Map 3, Street Project Locations, shows planned projects labeled in accordance with the 2025 CIP Update within the urban area, including color coding for coordinating the anticipated fiscal year of works. This map does not include other plan projects or the CIP appendix.

⁹ Out of date Hermiston TSP included as a placeholder.

¹⁰ Out of date Umatilla County TSP included as placeholder

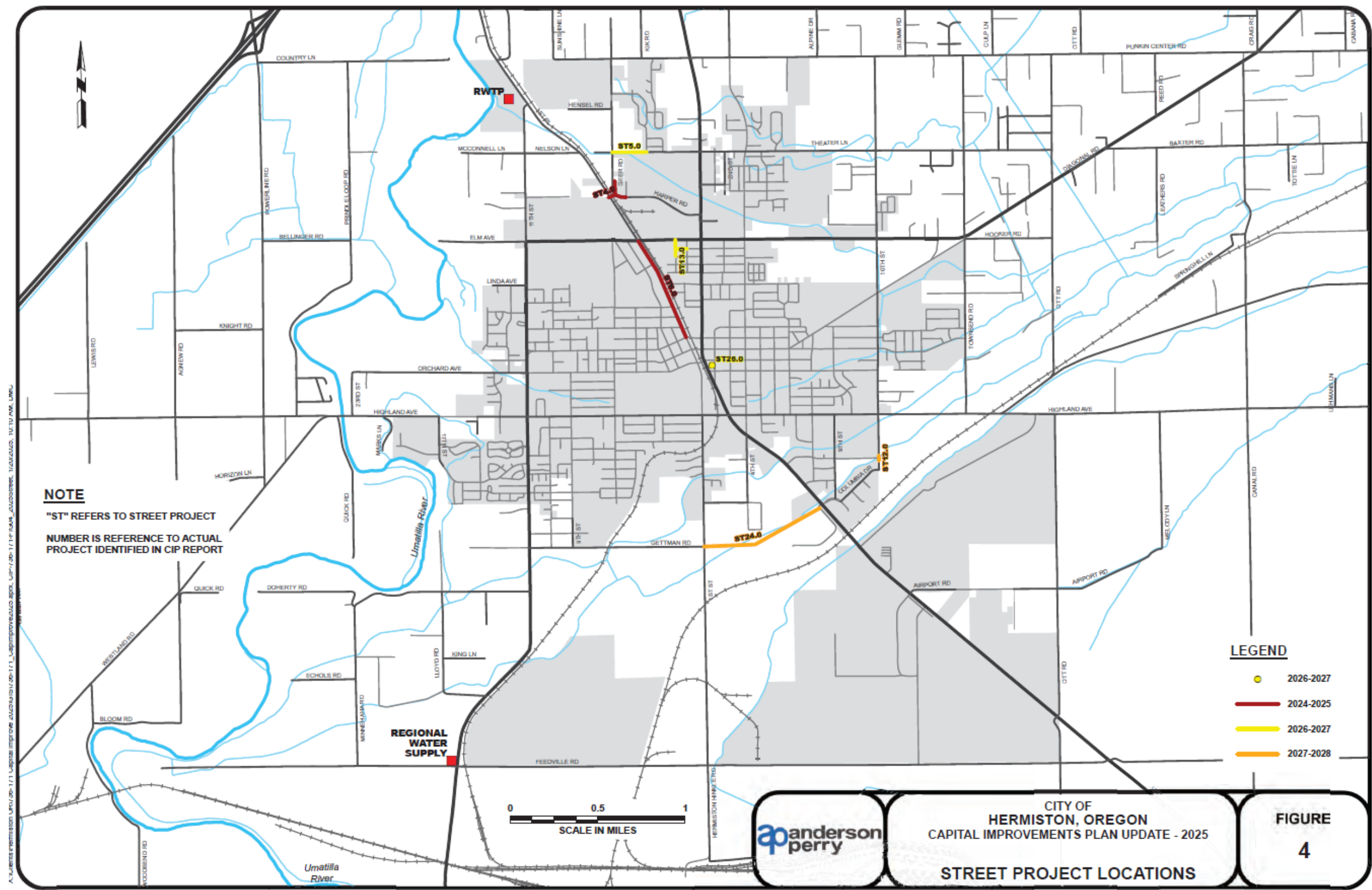


Figure 3: Street Project Locations (2025 CIP Update).

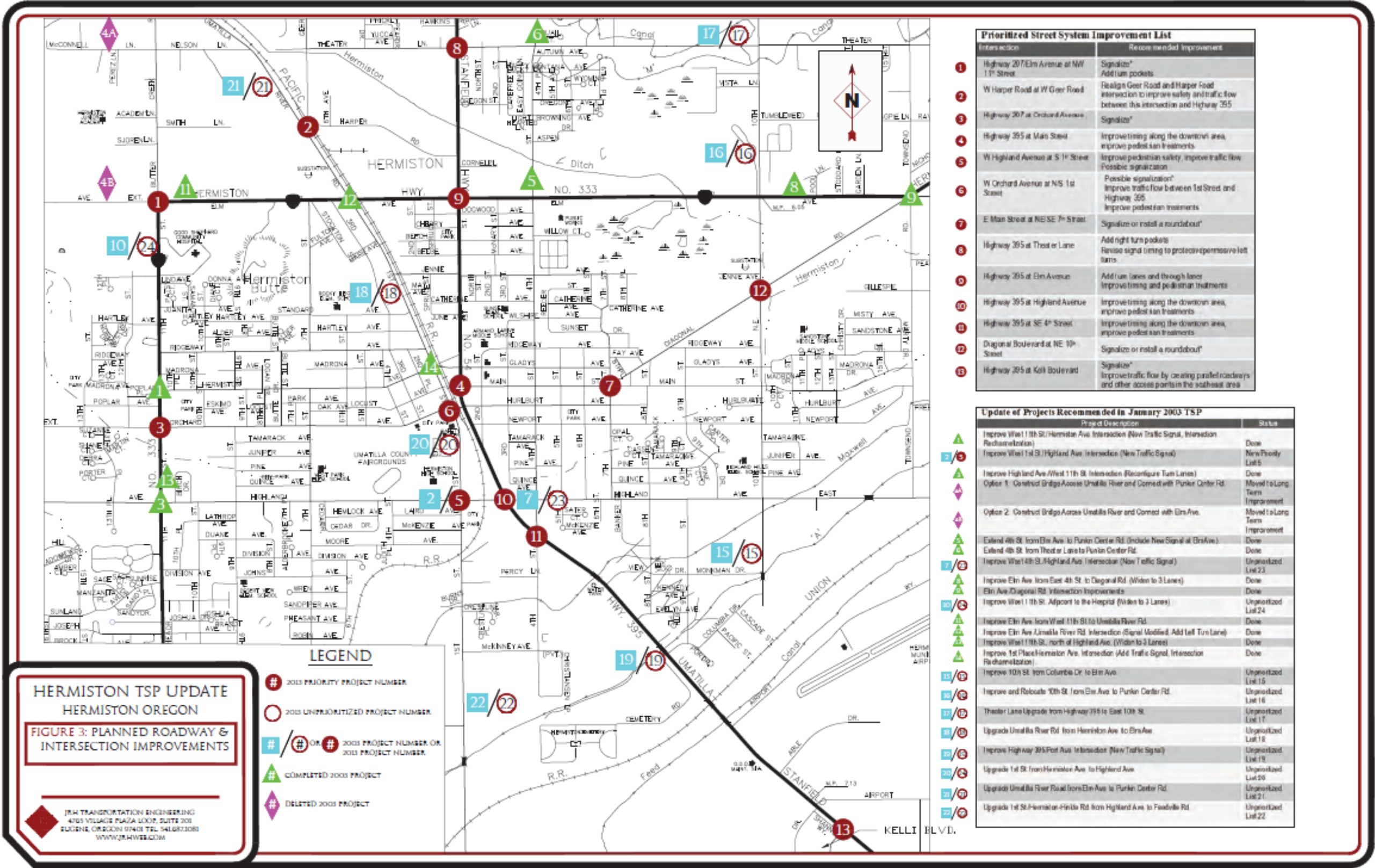


Figure 4: Overall Hermiston TSP Project Locations (TSP Update, 2014)

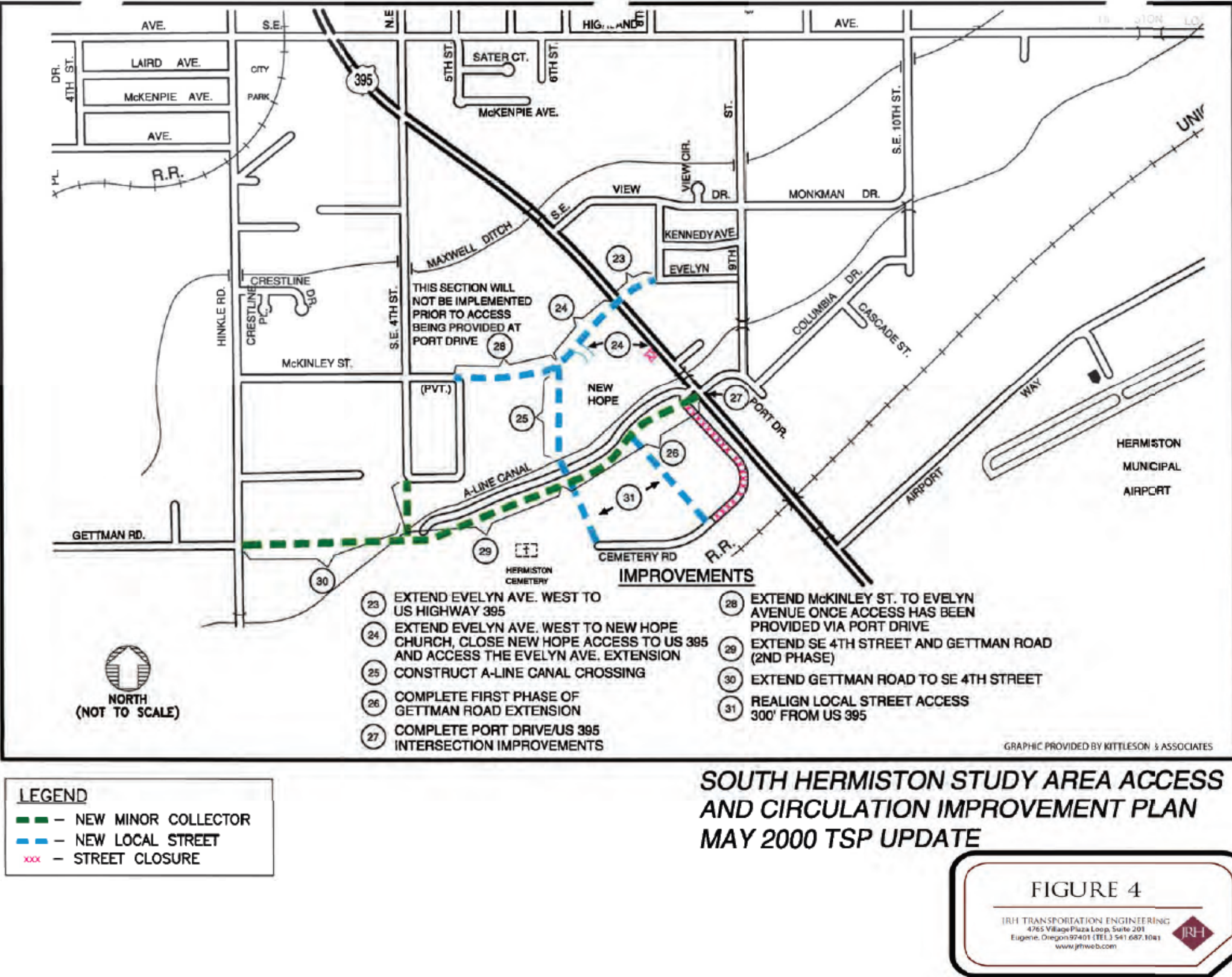


Figure 5: Hermiston TSP South Study Area Project Locations (TSP Update, 2014).

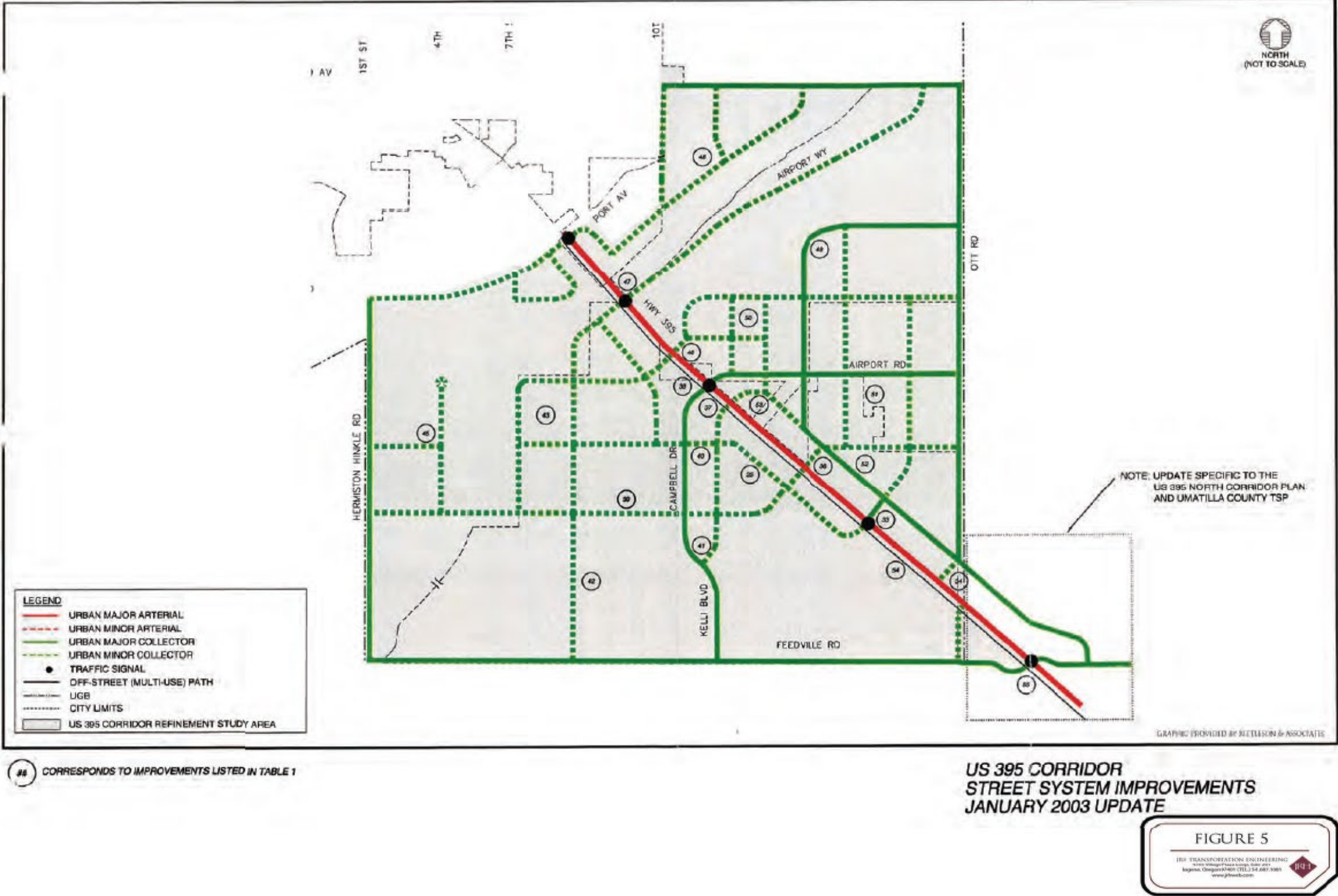


Figure 6: Hermiston TSP US 395 Study Area Project Locations (TSP Update, 2014).

HERMISTON AIRPORT

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The *Hermiston Municipal Airport - Airport Master Plan* (2020) provides:

- A master plan project overview in Chapter 1;
- An inventory of existing site and context conditions in Chapter 2;
- A forecast of aviation activity in Chapter 3;
- A review of the adequacy or inadequacy of existing airport facilities and identification of what new facilities may be needed in Chapter 4;
- A review of future development alternatives for the airport master plan in Chapter 5;
- Preferred alternative drawing set in Chapter 6;
- A summary of existing land use and applicable statutes and rules that guide planning and airport protection in Chapter 7;
- A capital improvement plan for short-, intermediate-, and long-term capital improvements and a discussion of funding sources in Chapter 8; and
- A discussion of the operation and management of Hermiston Municipal Airport as a federally obligated airport in Chapter 9.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

The *Hermiston Municipal Airport – Airport Master Plan* was developed in 2020 by Century West and identified 47 projects, 5 of which have completed and two of which have been half completed. Winterbrook adjusted project costs for the partially-completed project.

The remaining projects account for approximately \$34.8 million in airport improvements. The master plan categorized these improvements as short-term (0-5 years), intermediate-term (6-9 years), or long-term (10-20 years). Table 5 combines intermediate- and long-term project summary costs in Table 4 as one intermediate- to long-term costs. Based on discussions with City staff, most of the short-term projects identified in the 2020 Master Plan have been completed, are in progress, or are scheduled for completion.

Table 7: Planned Airport System Improvements

Airport System Improvements	Master Plan Year	Short-Term Costs	Intermediate- to Long-Term Costs	Total Costs
Hermiston Municipal Airport – Airport Master Plan	2020	\$4,773,397	\$30,005,911	\$34,779,308

STORM DRAINAGE SYSTEM

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The City has two different stormwater management systems. One is a more traditional stormwater system that collects water and moves it through a system of gutters, pipes, and lift stations to discharge into the Umatilla River. The City also abides by a *Water Pollution Control Facilities Permit* (WPCF permit) for its injection well (drywell) system for underground injection control (UIC). The UIC system collects water and infiltrates it directly into the subsurface, aiding in replenishing groundwater resources. As water is injected into the ground to replenish the aquifers that serve as Hermiston’s primary water source, the system must abide by a DEQ permit (the WPCF permit) under the *Safe Drinking Water Act*. Due to the relatively low annual precipitation and relatively pervious sandy soil, storm runoff is not a serious concern.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

There are no planned and costed stormwater projects as part of the UIC system. At this time, storm drainage projects are undertaken as needed, and are usually minor enough that they are not included in a formal plan. Should the City develop a master plan for managing this system, the PFP will need to be updated for the scoped project costs and timelines. The *2025 CIP Update* does, however, contain two projects within its Street Department Appendix, which are within the subcategory of stormwater and part of the more traditional system. As they fall within the Appendix, they are long-term costs as they are outside of the 5-year CIP period. The rough cost for these two projects is \$150,000.

Table 8: Planned Storm Drainage System Improvements

Storm Drainage Improvements	Master Plan Year	Short-Term Costs	Intermediate- to Long-Term Costs	Total Costs
2025 CIP Update Stormwater	2025	\$ -	\$150,000	\$150,000

FUNDING FOR CAPITAL PROJECTS (OAR 660-11-0010(1)(G))

Potential funding sources available to help the City meet capital needs through the planning horizon include grants, developer contributions, and capital reserves (including taxes, user fees, System Development Charge (SDC) revenues, etc). The *Code of Hermiston* includes regulations requiring developer proportional contributions towards utility construction via SDCs.

The City uses a *Capital Improvement Plan* as their base plan for public facilities. As such, the City has indicated they would like to take the approach of using prioritized projects on an implementation schedule to allow capital reserves to support funding projects. Urban renewal plans are funded primarily by Tax Increment Financing (TIF), and the *Airport Master Plan* is primarily funded by Federal Aviation Administration (FAA) grants supported by minor local funding.

The City may use other funding options, such as statewide schemes like the Clean Water State Revolving Fund or Local Improvement Districts. The City could also incur debt through general obligation and revenue bonds. However, the City does not generally incur debt (other than TIF) for capital project completion as they prefer the CIP implementation approach. Further details on outside funding opportunities can be found in the chapters below.

The following facility plans provide additional guidance for funding capital improvement projects in the following locations:

- *Capital Improvements Plan* and *Capital Improvements Plan Update* – Section 1;
- *Hermiston Downtown Urban Renewal Plan* – Section 7;
- *North and Southwest URPs* – Section 5;
- *Water System Master Plan* – Chapter 7;
- *Sewer Collection Study* – Chapter 6;
- *Hermiston Transportation System Plan* – Chapter 8;
- *County TSP* – Chapter 8;
- *Hermiston Municipal Airport – Airport Master Plan* – Chapter 8; and
- *Parks, Recreation and Open Space Master Plan* – Chapter 6.

The PFP incorporates these chapters and sections by reference.

COMPREHENSIVE LAND USE PLAN CONSISTENCY (OAR 660-11-0050(3))

The PFP is part of the *Hermiston Comprehensive Plan*. The PFP is consistent with and furthers the goals of the Comprehensive Plan – most particularly the Goal 11 (Public Facilities and Services) and Goal 12 (Transportation) chapters.

- The Public Facilities and Services chapter deals with the provision of water, sewer, and storm drainage facilities, as well as solid waste, education, fire, and police protection, and local government services and facilities. This element aims to “... plan for the timely and efficient provision of a full complement of urban services and facilities in all developed and developing areas within the community.” Timely, in this instance, refers to the 20-year planning timeframe. The Public Facility Plan consolidates the capital improvement plan and other relevant master plans for water and wastewater into one long-range capital improvement program that is coordinated with land use policies in compliance with the Comprehensive Plan.
- The TSP functions as the transportation element of the Hermiston Comprehensive Plan. As such, capital improvement recommendations, modified ordinances, street classifications, and bicycle and pedestrian plans are part of the Comprehensive Plan. Other policies contained within the Transportation chapter of the Comprehensive Plan help support the goals of the TSP.

STATEWIDE PLANNING GOAL FINDINGS

This Hermiston Public Facility Plan (PFP) is consistent with the relevant statewide planning goals as shown below.

Goal 1 – Citizen Involvement.

The PFP will be part of a larger UGB amendment package that includes amendments to the Hermiston Comprehensive Plan, the Hermiston TSP, and the Hermiston Land Usage Ordinance. Prior to adoption, public notice will be provided consistent with Hermiston and Umatilla County land use regulations. Public hearings will be held before the City and County planning commissions (which serve as the committees for public involvement) and before the City Council and County Board.

Goal 2 – Land Use Planning.

Hermiston and Umatilla County have established a land use planning process and policy framework as a basis for all decisions and actions related to the use of and to assure an adequate factual base for such decisions and actions. Development and adoption of the PFP has followed City, County, and State requirements and is compatible with the City and County Comprehensive Plan. The City-County JMA requires coordination between the City and County regarding major projects and plan amendments and major projects affecting the Area of Mutual Concern. County staff have been involved in the development of this PFP. The County Board must co-adopt the PFP in order for it to become effective.

Goal 3 – Agricultural Lands.

There are no designated agricultural lands within the UGB. Therefore, this goal does not apply.

Goal 4 – Forest Lands.

There are no designated forest lands within the UGB. Therefore, this goal does not apply.

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces.

Hermiston has not adopted a local protection program for natural resources. Some public facilities improvements may need to be located within wetland areas, which will require DSL review. Further, the water and stormwater systems respectively rely on and replenish aquifers beneath the City. Service providers will obtain any necessary permits for each project from appropriate agencies as required. Planned system improvements do not adversely affect locally adopted natural resource protection programs, so this proposal does not create an inconsistency with the goal.

Goal 6 – Air, Water and Land Resources Quality.

Facilities recommended summaries for construction in this PFP will comply with city, state and federal standards to protect air and water quality. All waste and process discharges from future development will not violate applicable state or federal environmental quality statutes, rules and standards. Public sanitary and sanitary sewer infrastructure will provide adequate service for any future development within the Urban Area.

Goal 7 – Areas Subject to Natural Hazards.

Some of the system improvements may be located within mapped floodplain areas, but their presence does not have any adverse effect on existing policies or procedures adopted by the City or County for application in floodplain areas. Facilities recommended for construction in this PFP will comply with city, state and federal standards to protect against natural hazards. Public facilities projects will meet applicable City and County floodplain standards.

Goal 8 – Recreational Needs.

The PFP includes trail projects identified in identified in the *Hermiston PROS* and therefore is consistent with and helps to carry out this plan. All of the proposed projects are intended to improve or expand current facilities, accommodate future growth in population or employment, and serve community needs for developing areas including recreational facilities.

Goal 9 – Economic Development.

Adequate public facilities are vital for economic development. Adoption of this public facility plan will formally adopt project lists for water, sewer, and transportation facilities that will ensure the City can serve proposed commercial and industrial development through 2045.

Goal 10 – Housing.

Adequate public facilities are necessary to accomplish the objectives of this goal and applicable administrative rules. The proposed plan provides capacity for future development of residential uses consistent with the Comprehensive Land Use Plan. The proposed public facility plan adequately addresses housing needs as identified by the City of Hermiston and Umatilla County Comprehensive Land Use Plan maps.

Goal 11 – Public Facilities and Services.

This plan is designed to assure that urban development is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the City and County residents, and that those facilities and services are provided in a timely, orderly and efficient arrangement, as required by Statewide Planning Goal 11.

OAR Chapter 660, Division 11, implements Goal 11. OAR 660-011-0030(1) requires that the public facility plan include system improvement summaries and identify the general location of the project on a map. The proposed plan includes tables of projects for water, sewer, transportation, airport, storm drainage facilities improvements, and three corresponding maps. OAR 660-011-035 requires the public facility plan to include a rough cost estimate for public facility projects identified in the plan. The included tables include rough cost estimates for the summaries of all projects. These costs are derived from the work performed during the preparation of the:

- 2025 *City of Hermiston, Oregon Capital Improvements Plan Update*;
- 2013 *City of Hermiston Downtown Urban Renewal Plan*;
- 2022 *Southwest URP*;
- 2023 *North Hermiston URP*;
- 2021 *City of Hermiston, Oregon Sewer Collection Study*;
- 2019 *City of Hermiston, Oregon Water System Master Plan*;

- 1997 *City of Hermiston Transportation System Plan*;
 - 1999 *Hermiston TSP*;
 - 2000 *Hermiston Transportation System Plan Amendment*;
 - 2003 *Hermiston Transportation System Plan and US 395 North Corridor Plan Amendment*;
 - 2014 *Transportation System Plan Update*;
 - 2015 *Hermiston TSP – Ranch and Home Development*;
- 2002 *County TSP*;
- 2020 *Hermiston Parks, Recreation and Open Space Master Plan*; and
- 2020 *Hermiston Municipal Airport – Airport Master Plan*.

OAR 660-011-0045 requires certain elements of the public facility plan to be adopted as part of the Comprehensive Plan. These elements include the list of public facility system improvement summaries and associated reference map.

Goal 12 – Transportation.

The 1997 *City of Hermiston TSP* and the 2002 *Umatilla County TSP* were adopted to carry out the requirements of Goal 12 and the Transportation Planning Rule (TPR). While both plans are now outdated, the County and the City are carrying out plan updates that will better reflect current systems and needs, to best meet the requirements of Goal 12 and the TPR. Jointly, the two TSPs will address transportation needs within the Urban Area to meet the unified goals of the City and the County. The outdated plans are contained within this PFP as placeholders, and once updated TSPs are completed for both the City and the County, the PFP should be updated. Therefore, the PFP is consistent with Goal 12.

Goal 13 – Energy Conservation.

All the projects are upgrades, enhancements, or capacity expansions within existing public facility systems. These projects maximize the existing systems' efficiency and provide infill and redevelopment opportunities that cannot proceed without these improvements. Hence, adopting this public facility plan is consistent with this goal.

Goal 14 – Urbanization.

The public facility plan does not affect or change the location of the UGB. It details how the city will expand existing facilities to enable the projected population and employment growth within the Urban Area.

CONCLUSION

Based on the above analysis the City concludes that applicable Statewide Planning Goals have been or will be met by this proposal.



Hermiston Public Facilities Plan Appendix 1

Improvements Identified for the UGB Expansion Area

August 2025

Prepared by Winterbrook Planning



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MAPS

The Hermiston PFP Appendix 1 includes three maps.

- **Map 1: Water Improvement Project Locations** shows water projects scoped within the *UGB Expansion Utility Report*.
- **Map 2: Sanitary Sewer Improvement Project Locations** shows sanitary sewer projects scoped within the *UGB Expansion Utility Report*.

- **Map 3: Transportation Improvement Project Locations** shows transportation projects for the proposed expansion area scoped within the *TIA*.

REFERENCES

In addition to the information that informed the PFP, Winterbrook reviewed and incorporated relevant portions of the following plans related to public facilities to serve the proposed expansion area into the text, tables, and maps:

- *Transportation Assessment: Hermiston Urban Growth Boundary Expansion* (Kittelton & Associates, Inc., 2025)
- *Urban Growth Boundary Expansion Utility Report* (Anderson Perry & Associates Inc., 2025)

ACRONYMS

The following terms and their acronyms are used frequently in this document:

• City of Hermiston	the City
• Hermiston Economic Opportunities Analysis	EOA
• Hermiston Public Facilities Plan	PFP
• Hermiston – Umatilla County Area Joint Management Agreement	JMA
• Hermiston Urban Growth Boundary	UGB
• Hyperscale Data Center	HDC
• Public Facilities Planning Rule (OAR Chapter 660, Division 011)	Goal 11 Rule
• Statewide Planning Goal 11: Public Facilities and Services	Goal 11
• Statewide Planning Goal 12: Transportation	Goal 12
• System Development Charge	SDC
• Transportation Assessment: Hermiston Urban Growth Boundary Expansion (Kittelton & Associates, 2025)	TIA
• Transportation Planning Rule (OAR Chapter 660, Division 012)	TPR
• Transportation System Plan	TSP
• Urban Growth Boundary	UGB
• Urban Growth Boundary Expansion Utility Report (Anderson Perry & Associates, 2025)	Utility Report

INTRODUCTION

PURPOSE

Appendix 1 of the Hermiston Public Facilities Plan (PFP) consolidates, describes, and summarizes the supporting public facility projects for the proposed UGB expansion area, shown in Figure 1 below. The proposed UGB expansion will supply the necessary land to meet the short-term need for hyperscale data center (HDC) sites, as identified in the Hermiston Economic Opportunities Analysis (EOA). This land will be zoned specifically for HDCs when brought into the City of Hermiston. As such, the identified supporting public facilities projects anticipate the build-out of these sites in accordance with their zoning. In general, the appendix to the PFP has the same goals as the PFP itself, but for the specified UGB expansion area.

Appendix 1 demonstrates the City's ability to serve the proposed UGB expansion area with the necessary services, including water, sanitary sewer, storm drainage, and transportation.

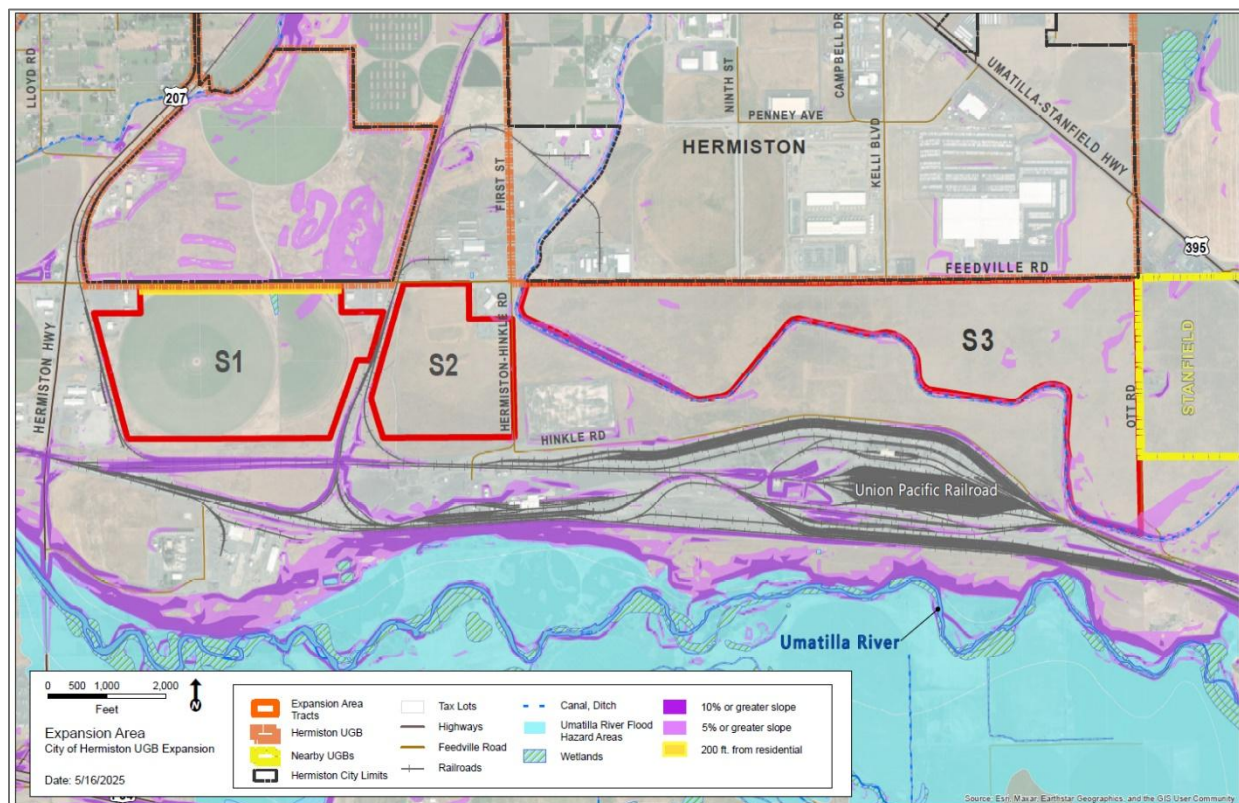


Figure 1: Proposed Expansion Area Map (Winterbrook, 2025)

BACKGROUND

Winterbrook has been working with City and County planning and public works staff over the last year to assemble the Hermiston PFP. Appendix 1 expands on the main body of the PFP to collate projects required to serve the identified UGB expansion area. Adoption of the PFP and this appendix has been coordinated with and supports the adoption of the UGB expansion. Further details on the expansion area can be found in UGB Expansion Narrative, which outlines the methodology and justification for the addition of this area to the UGB.

Appendix 1 is based on the best information available to City and County staff and Winterbrook Planning at the time of the plan preparation. Given the expansion area will be zoned specifically for HDCs, all project costs associated with this build-out are forecasted in the short-term. However, the HDC development schedule could change. Additionally, the costs of projects supporting the proposed expansion area could change in future facility plan updates.¹

METHODS

To prepare this PFP appendix, Winterbrook worked with City and County staff, and Anderson Perry and Kittelson engineers to:

1. Identify necessary improvement projects that extend from the existing public service systems to serve the proposed UGB expansion area.
2. Assess the capacity of the existing systems within the UGB to identify any upgrade works required to accommodate the expansion area.
3. Assemble extension and upgrade projects into a consolidated plan to create comprehensive documents detailing projects necessary for serving the expansion area.
4. Verify planned costs and timeframes of projects identified in expansion area plans and compare to proposed projects within wider City of Hermiston plans.
5. Prepare summary tables for system improvement type, estimated cost, and timeframes identified in each expansion area plan.
6. Incorporate maps from expansion area plans to show the location of most planned public facilities projects to support the expansion area.

The result is an appendix to the PFP that provides system improvement summary costs, timeframes, total public facility costs by timeframe, and related service area mapping for each public facility for the proposed expansion area.

¹ As noted in OAR 660-011-0015–0035, these rough cost estimates are intended to be used by City and County officials to review existing funding mechanisms and evaluate future revenue streams.

PLAN CONTENTS & ORGANIZATION

PFP Appendix 1 consolidates and summarizes all planning documents that relate to providing services to the proposed UGB expansion area for planned HDC build-out.

Per OAR 660-011-0010(1), this PFP must and does include the following elements:

- (a) An inventory and general assessment of the condition of all the significant public facility systems which support the land uses designated in the acknowledged comprehensive plan [See also 660-11-0020];***
- (b) A list of the significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. Public facility project descriptions or specifications of these projects as necessary [See also 660-11-0020];***
- (c) Rough cost estimates of each public facility project [See also 660-11-0035];***
- (d) A map or written description of each public facility project's general location or service area [See also 660-11-0030];***
- (e) Policy statement(s) or urban growth management agreement identifying the provider of each public facility system. If there is more than one provider with the authority to provide the system within the area covered by the public facility plan, then the provider of each project shall be designated;***
- (f) An estimate of when each facility project will be needed [See also 660-11-0025]; and***
- (g) A discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system [See also 660-11-0035].***

Winterbrook has prepared this information in tabular format for the main public facilities of concern: Water, Sanitary Sewer, Stormwater, and Transportation. Each table includes:

- A summary of system improvements by public facility;
- Rough timing estimates for the system improvements, which will be in the short-term; and
- Rough total cost estimates for the period by public facility.

The service areas, or general location of services for major public facilities, are included on Maps 1-2, corresponding to each type of public facility.

The PFP also discusses existing and proposed funding mechanisms for these projects. Hermiston Comprehensive Land Use Plan and Statewide Planning Goal findings demonstrate compliance with applicable state and local law.

PROPOSED EXPANSION AREA PUBLIC FACILITIES PLANS

The following plans were prepared to assess the provision of necessary public facilities in the proposed expansion areas. Winterbrook has considered these plans in preparing this appendix, and while they provide a preliminary view of the required projects to serve the expansion area, they are not necessarily a complete picture of the public facilities' needs, funding, or timing to serve the area. As noted below, ORS 197.712² requires local governments to prepare a "public facilities plan" that identifies rough cost estimates and the general timing of projects within UGBs, which is why this appendix is necessitated with the expansion of the Hermiston UGB. Facility plans will be periodically updated; the PFP should be amended to incorporate changes to facility plans.

- ***Urban Growth Boundary Expansion Utility Report (Anderson Perry & Associates Inc., 2025)***

Commentary: The *Utility Report* analyzes the existing infrastructure and necessary public water and wastewater improvements to facilitate the development of the expansion area identified for the UGB. This analysis is the basis for identifying utility needs, considering alternatives, and planning-level cost estimates to serve the future development of data centers within the expansion area, in accordance with the proposed zoning and EOA.

- ***Transportation Assessment: Hermiston Urban Growth Boundary Expansion (Kittleson & Associates Inc., 2025)***

Commentary: The *TIA* examines the potential transportation impacts of the proposed UGB Amendment area. The *TIA* assumes that Heavy Industrial zoning with an HDC overlay will be applied to the UGB expansion area, and recommends transportation improvement projects to address Transportation Planning Rule (TPR) requirements.

² ORS 197.712(2)(e): "A city or county shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The public facility plan shall include rough cost estimates for public projects needed to provide sewer, water and transportation for the land uses contemplated in the comprehensive plan and land use regulations. Project timing and financing provisions of public facility plans shall not be considered land use decisions." Requirements for PFPs are further elaborated in OAR 660-11-0010 through 0050. Related definitions are found in 660-11-0005.

UTILITY SYSTEMS

WATER SYSTEM

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The *Utility Report* (2025) provides:

- An introduction including plan purpose and development context;
- Sanitary sewer demand and assumptions;
- Potable water supply pilot project and assumptions;
- Stormwater context;
- Industrial (Cooling) wastewater demand, reuse discussion, and disposal alternatives;
- Site analysis of required improvements for the expansion area sites; and
- Cost and improvement summary.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

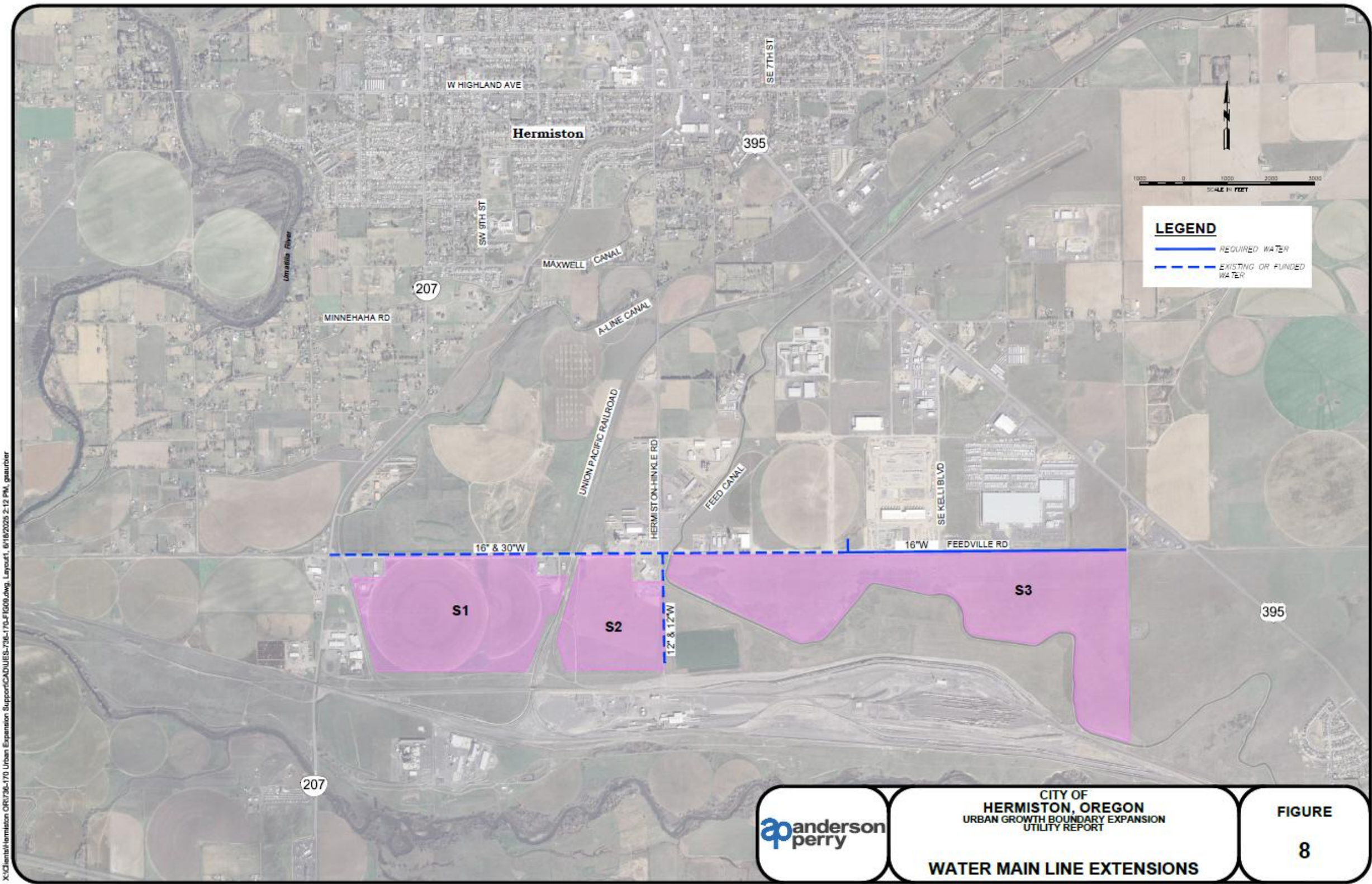
Table 1 identifies and recommends improvements by site area for the water system to serve the proposed UGB expansion area. Existing facilities can serve the expansion area with main line extensions. The City has also applied to the Oregon Water Resources Department (OWRD) for a limited license to conduct pilot testing for an aquifer storage and recovery (ASR) water well. This well will increase the resiliency of the City’s water system. System improvements are sensitive to planned development in the expansion area through the planning period. Winterbrook derived cost estimates from the *Utility Report* (2025). The City identified roughly \$22.9 million in planned water expansion area projects. The *Utility Report* considers a short-term planning period for projects, given the immediate need for data center development. However, the timeline of these projects and their incurred costs depend on the end user, as projects are proposed to be primarily developer-funded.

Table 1: Planned Expansion Area Water System Improvements

Plan	Master Plan Year	Water Project	Short-Term Costs
<i>Utility Report</i>	2025	Tract S1 Preliminary Water Cost Estimate	\$269,000
<i>Utility Report</i>	2025	Tract S2 Preliminary Water Cost Estimate	\$269,000
<i>Utility Report</i>	2025	Tract S3 Preliminary Water Cost Estimate	\$1,780,000
<i>Utility Report</i>	2025	ASR Well System Phase I (in progress)	\$7,200,000
<i>Utility Report</i>	2025	ASR Well System Phase II	\$13,400,000
Total Planned Improvements			\$22,918,000

MAPS AND DESCRIPTION OF PROJECTS (OAR 660-11-0010(1)(D))

Figure 2, Water Improvement Project Locations map, shows planned projects labeled in accordance with the *Utility Report* serving the expansion area.



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Figure 2: Water Improvement Project Locations (Utility Report, 2025)

RECYCLED WATER SYSTEM (SANITARY SEWER)

The *Utility Report* (2025) provides:

- An introduction including plan purpose and development context;
- Sanitary sewer demand and assumptions;
- Potable water supply pilot project and assumptions;
- Stormwater context;
- Industrial (Cooling) wastewater demand, reuse discussion, and disposal alternatives;
- Site analysis of water and wastewater required improvements for the four expansion area sites; and
- Cost and improvement summary.

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

Table 2 identifies and recommends improvements by site area for the sanitary sewer system to serve the expansion area. Proposed development will require the extension of sewer main lines. Lift stations may be required on site to connect to the sewer main lines, but these will be private development at the cost of the developer. System improvements are sensitive to planned development in the expansion area through the planning period. Recommended projects are from the 2025 *Utility Report* prepared by Anderson & Perry Associates. The City identified roughly \$7.4 million in planned wastewater improvement projects to serve the expansion area. However, the *Utility Report* also notes four approaches to managing industrial wastewater, three of which are private and a fourth is public. The public approach would require obtaining a WPCF Permit for discharge into irrigation canals. If the public approach is pursued, the PFP should be amended to include associated costs if they amount to public improvement. The *Utility Report* considers a short-term planning period for projects, given the nature of proposed data center development. However, the timeline of these projects and their incurred costs depend on the end user, as projects are proposed to be primarily developer-funded.

Table 2: Planned Recycled Water System Improvements

Plan	Master Plan Year	Water Project	Short-Term Costs
Utility Report	2025	Tract S1 Preliminary Wastewater Cost Estimate	\$5,000,000
Utility Report	2025	Tract S2 Preliminary Wastewater Cost Estimate	\$24,000
Utility Report	2025	Tract S3 Preliminary Wastewater Cost Estimate	\$2,410,000
Total Planned Improvements			\$7,434,000

MAPS AND DESCRIPTION OF PROJECTS (OAR 660-11-0010(1)(D))

Figure 3, Sanitary Sewer Improvement Project Locations map, shows planned projects labeled in accordance with the *Utility Report* serving the expansion area.

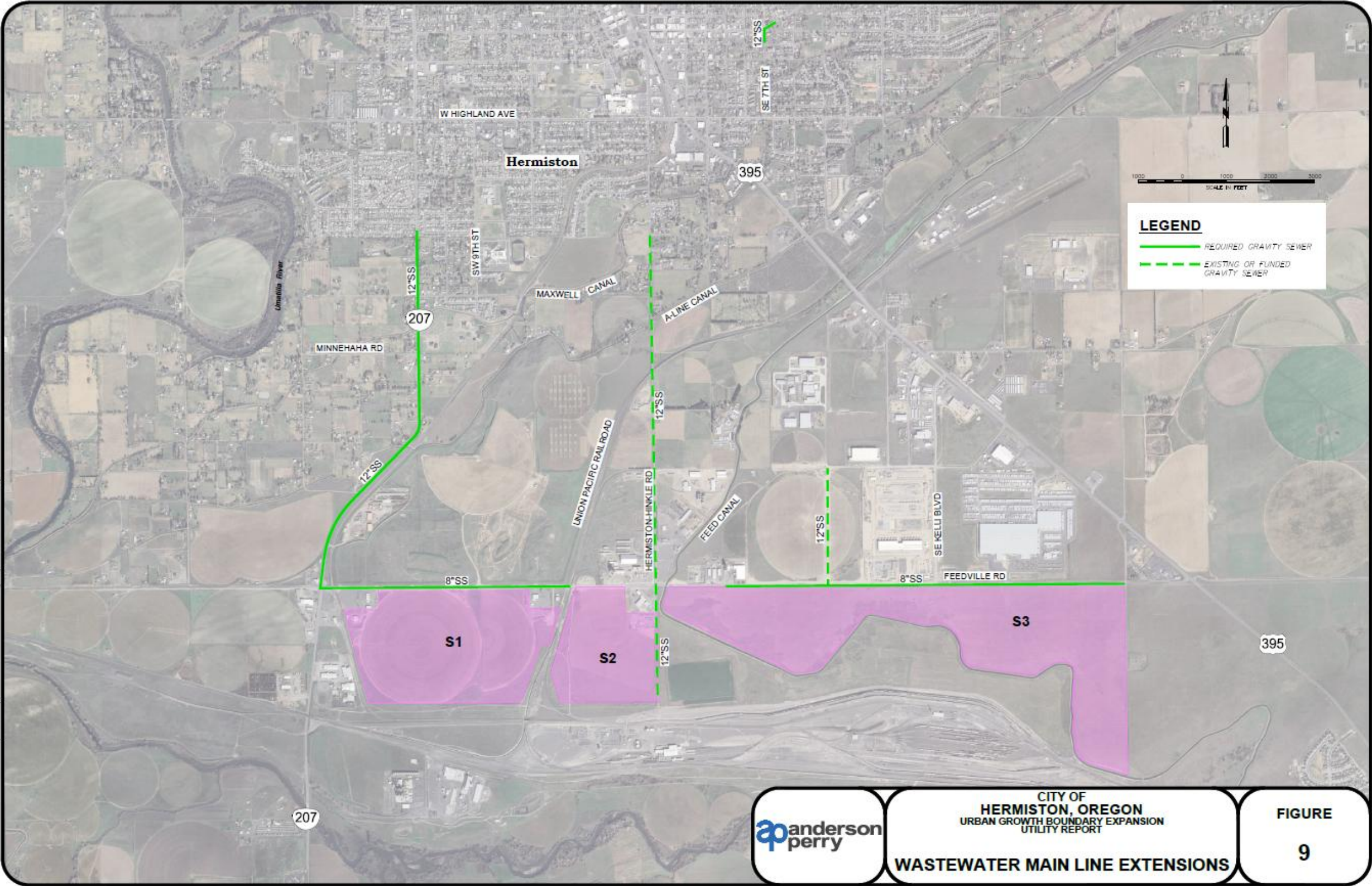


Figure 3: Recycled Water Improvement Project Locations (Utility Report, 2025)

TRANSPORTATION SYSTEM

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

The *Transportation Assessment* (2025) provides:

- An executive summary of the UGB expansion and summary findings in Section 1;
- The project background in Section 2;
- The scope of the study and analysis methodology in Section 3;
- Traffic analysis of existing conditions in Section 4;
- UGB expansion transportation analysis in Section 5;

PROJECTS, COST, AND TIMING (OAR 660-11-0010(1)(B, C, & F))

Table 3 identifies improvements for the UGB expansion area transportation system. System improvements are sensitive to expected development throughout the planning period. Winterbrook derived recommended projects from the TIA analysis provided by Kittleson and Associates regarding the facilities necessary to serve the expansion area. The primary considered facilities include Feedville Road and the following intersections:

- OR 207/Feedville Road
- Feedville Road/Hermiston-Hinkle Road
- Feedville Road/Kelli Boulevard
- US 395/Feedville Road
- US 395/Kelli Boulevard

Transportation improvements will require further analysis to determine the appropriate upgrade and cost. Cost estimates included at this time are approximate figures, intended primarily to identify the appropriate magnitude of improvement costs, which will be refined with future project development and associated design processes such as ODOT's Intersection Control Evaluation. Some project costs are given a range, representing the high- and low-end cost of the identified required improvements. The *TIA*, with support from Anderson Perry & Associates for the Feedville Corridor upgrade, identified \$37.4 to \$47.4 million in planned transportation projects to serve the expansion area. The *TIA* considers already planned TSP projects from both the County and City relevant to the UGB expansion. Both the City of Hermiston and Umatilla County TSPs are out of date and are expected to be updated in the coming years. As such, the required improvements identified within this PFP Appendix 1 should be incorporated as relevant to both TSPs.

The *TIA* considers a short-term planning period for projects, given the immediate need for data center development. However, the timeline of these projects and their incurred costs depend on the end user, as projects are proposed to be primarily developer-funded.

Table 3: Planned Transportation System Improvements

Plan	Master Plan Year	Water Project	Short-Term Costs
TIA	2025	OR 207/Feedville Road Intersection Traffic Control	\$3,000,000 to \$6,000,000
TIA	2025	Feedville Road/Hermiston-Hinkle Road Intersection Urban Upgrades and Widening	\$1,000,000 to \$2,000,000
TIA	2025	Feedville Road/Kelli Boulevard Intersection Urban Upgrades and Widening	\$1,000,000 to \$2,000,000
TIA	2025	US 395/Feedville Road and US 395/Kelli Boulevard Intersections: Turning Movement Restrictions and Indirect U-Turn Accommodations along the 395 Corridor	\$5,000,000 to \$10,000,000
TIA	2025	Feedville Road Urban Corridor Improvements (Hwy 207 to Hwy 395)	\$27,440,000
Total Planned Improvements			\$37,440,000 to \$47,440,000

MAPS AND DESCRIPTION OF PROJECTS (OAR 660-11-0010(1)(D))

Map 3, Transportation Improvement Project Locations, shows planned projects labeled in accordance with the TIA for the UGB expansion area.

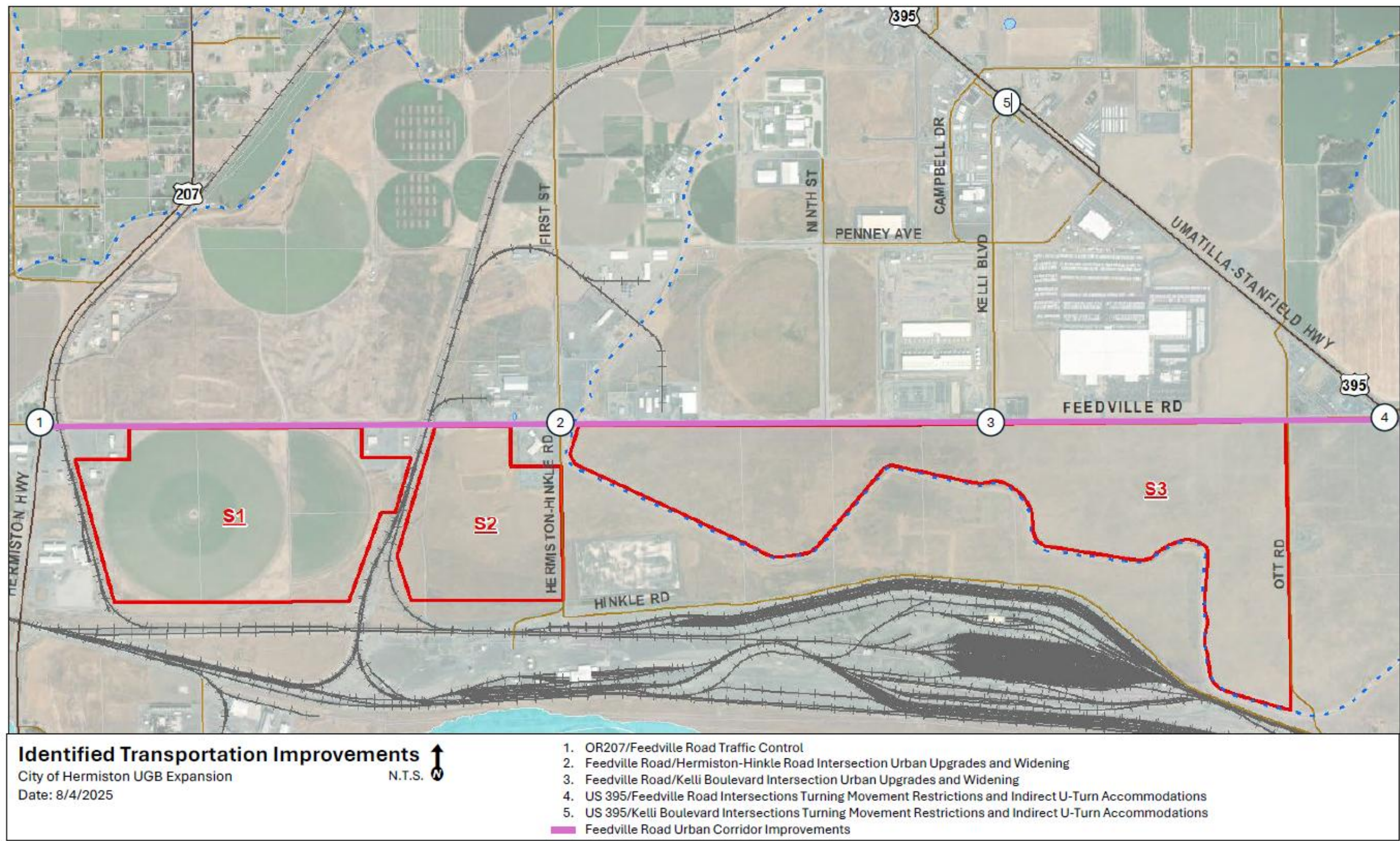


Figure 4: Transportation Improvement Project Locations (Winterbrook, 2025)

STORM DRAINAGE SYSTEM

INVENTORY AND GENERAL ASSESSMENT (OAR 660-11-0010(1)(A))

As discussed in the PFP, the City has two different stormwater management systems. One is a more traditional stormwater system that collects water through swales and gutters and discharges into the Umatilla River. The City also abides by a *Water Pollution Control Facilities Permit* (WPCF permit) for its injection well (drywell) system for underground injection control (UIC). Further details on these systems can be found in the main PFP document.

Due to the relatively low annual precipitation and relatively pervious sandy soil, storm runoff is not a serious concern. Stormwater in the expansion area will be contained on-site at the cost of the developer or will be managed by stormwater roadway improvements. Costs for stormwater facilities along the road are included within the transportation improvement section.

FUNDING FOR CAPITAL PROJECTS (OAR 660-11-0010(1)(G))

Potential funding sources available to help the City meet capital needs through the planning horizon include grants, developer contributions, and capital reserves (including taxes, user fees, System Development Charge (SDC) revenues, etc). The *Code of Hermiston* includes regulations requiring developers to make proportional contributions towards utility construction via SDCs.

The proposed expansion area's public facilities are anticipated to be largely funded by the end user, given the planned HDC overlay that limits development in the expansion area paired with the short-term need for HDC buildable land. Public improvements will be required as part of development, including the proposed water, sanitary sewer, and transportation projects.

The City may use other funding options, such as statewide schemes like the Clean Water State Revolving Fund or Local Improvement Districts. The City could also incur debt through general obligation and revenue bonds. However, the City does not generally incur debt (other than TIF) for capital project completion as they prefer the CIP implementation approach. Additionally, in this case the required public improvements will be primarily built by the end user through development.

COMPREHENSIVE LAND USE PLAN CONSISTENCY (OAR 660-11-0050(3))

Appendix 1, like the PFP itself, is part of the *Hermiston Comprehensive Plan*. The PFP is consistent with and furthers the goals of the Comprehensive Plan – most particularly the Goal 11 (Public Facilities and Services) and Goal 12 (Transportation) chapters.

- The Public Facilities and Services chapter deals with the provision of water, sewer, and storm drainage facilities, as well as solid waste, education, fire, and police protection, and local government services and facilities. This element aims to “... plan for the timely and efficient provision of a full complement of urban services and facilities in all developed and developing areas within the community.” Timely, in this instance, refers to the 20-year planning timeframe. The Public Facility Plan consolidates the capital improvement plan and other relevant master plans for water and wastewater into one long-range capital improvement program that is coordinated with land use policies in compliance with the Comprehensive Plan.
- The TSP functions as the transportation element of Hermiston Comprehensive Plan. As such, capital improvement recommendations, modified ordinances, street classifications, and bicycle and pedestrian plans are part of the Comprehensive Plan. Other policies contained within the Transportation chapter of the Comprehensive Plan help support the goals of the TSP.

STATEWIDE PLANNING GOAL FINDINGS

The findings in support of the proposed UGB amendment also support adoption of the PFP Appendix 1.

157.058 HYPERSCALE DATA CENTER (HDC) OVERLAY.

(A) *Purpose and applicability.* The hyperscale data center (HDC) overlay zone is intended to provide suitable sites for such data centers, as identified in the Hermiston Economic Opportunities Analysis (2024). This overlay zone applies to land added to the Hermiston Urban Growth Boundary to meet hyperscale data center site requirements. A conceptual master plan must be approved in conjunction with HDC overlay designation.

(B) *Uses permitted outright.*

- (1) Hyperscale data centers (*i.e.*, large structures that house a large group of networked computer servers used by organizations for the remote storage, processing, or distribution of large amounts of data).
- (2) Power substations serving one or more data centers.

(C) *Permitted accessory uses.*

- (1) Power generating and battery storage facilities serving one or more data centers.
- (2) Public facilities and private utilities serving hyperscale data center sites.
- (3) Recreational facilities serving hyperscale data center employees.
- (4) Security facilities protecting hyperscale data centers.
- (5) Parking and circulation facilities.
- (6) Administrative support facilities.

(D) *Restrictions on use.*

- (1) Hyperscale data centers must meet Heavy Industrial (M-2) development standards and the standards of this overlay zone.
- (2) Hyperscale data center computer networks and storage facilities shall be enclosed within covered structures.
- (3) The minimum data center development standards:
 - (a) The minimum data center site area shall be 100 acres.
 - (b) Primary data center buildings shall have a gross floor area of at least 50,000 square feet.
- (4) Hyperscale data center development shall substantially conform with approved conceptual master plans. The City Manager or their designee may approve deviations from the approved conceptual master plan that do not reduce the number of approved data center buildings shown on the master plan or preclude adequate provision of transportation or other public and private facilities identified in the master plan.
- (5) No hyperscale data center buildings or power substations shall be located within 200 feet of a residential zone.
- (6) Hyperscale data center lighting shall be shielded and shall not trespass into residential zones in accordance with Section 157.179 design standards.
- (7) Wind turbines shall be set back from residential zones at least two feet for each one foot of turbine height, measured from the ground to the blade rotor.
- (8) Hyperscale data center development shall provide a minimum of 1.1 parking spaces per employee on the largest shift.