Agenda Item # 3.A.

STAFF REPORT
For Meeting of September 8, 2021
Members of the Planning Commission

TITLE: Conditional Use- Hermiston School District 4N2810DD Tax Lot 300 600 S First St

Subject

A conditional use permit request for expansion of the Hermiston High School is proposed.

Summary and Background

In 2019 the voters approved a bond package for the Hermiston School District which included several large capital improvement projects. Among the projects approved by the voters were rebuilding Rocky Heights Elementary, constructing a new elementary school on E Theater Lane (Loma Vista Elementary), constructing new softball fields for Hermiston High School, and constructing a new classroom annex for Hermiston High School The softball fields and elementary school projects have been reviewed and approved by the planning commission. The final project, the new classroom annex is now ready for review by the city.

The proposed annex building will be situated in the northeast portion of the existing high school site, adjacent to the baseball field and east of the Orchard Ave parking lot. The new building will encompass approximately 22,800 square feet and contain 13 classrooms and two detached greenhouses. The annex building will utilize 11 new classrooms and two labs. The net increase in classroom space for the high school is minimal. As noted below in the parking discussion, the four modular classrooms in the S 1st Street parking lot will be removed, removing 8 classrooms from the campus. Thus, the total increase in classroom space is 5 (3 classrooms and two labs), and two additional greenhouses. The high school has one existing greenhouse near the two proposed additional greenhouses which will remain.

In addition, the four existing modular classrooms adjacent to S First St will be removed and the S First St north parking lot (designated as the east overflow parking lot in the application) will be restriped to increase parking to 145 spaces. One hundred thirty-four parking spaces will be added to the Orchard Ave parking lot (designated as the north parking lot in the application).

The overall circulation of the site will be relatively unchanged. However, several transportation enhancements are proposed which will help to reduce some of the issues surrounding traffic at the high school. The Orchard Ave parking lot will be improved with a substantial increase in parking, increasing from 120 to 254 spaces and widening the Orchard Ave driveway to three lanes, creating dedicated left and right exit movements. These expansions to the Orchard Ave lot will help facilitate additional parking and alleviate some of the pressure at the S 1st St/W Highland Ave and S 1st St/W Orchard Ave intersections, which see considerable congestion from vehicles exiting onto S 1st St during the lunch hour and after school. The east overflow parking lot which accesses S 1st Street will see expansion and improvement as well. The driveway for this lot will be moved approximately 250 feet to the north, reducing conflicts with the bus driveways to the south. The lot will also increase by approximately 20 spaces to 145 spaces. The removal of the modular

classrooms will also restore connectivity between the overflow lot and the main school parking lot at the intersection of S 1st St and W Highland Ave. Increasing parking accessed from W Orchard Ave and restoring connectivity to parking lots accessing W Highland Ave creates more opportunities for school generated trips to exit onto W Highland Ave and W Orchard Avenue rather than focusing all student traffic onto S 1st Street. Although the improvements will not entirely alleviate the congestion on S 1st St, it does provide opportunities to mitigate some of the most congested times.

The school district and city cooperated in preparing a traffic analysis for the high school. This traffic analysis was originally commissioned during the permitting for the softball field expansion in 2020 but was delayed in part due to the relatively small impact of the softball fields, but also to allow for the study to be conducted during a time of full high school operations. COVID restrictions had limited operations of the high school to an extent that it was not possible to get meaningful traffic data until April of 2021. The city's approval of the softball field expansion included a condition of approval that the full consideration of the impact of the softball fields and associated parking would be considered as part of the traffic analysis for the annex proposed here and that the planning commission would revisit the softball field approval with an review in June of 2022.

The findings of the study can be summarized as follows:

- Crash data at the Highland/S 1st St is consistent with the expected crash rate with no one movement creating the majority of crashes. The rate of crashes is higher than expected based upon comparison with similarly controlled intersections. Safety based improvements may be necessary in the future.
- Pedestrian movements through the Highland/S 1st St intersection create the bulk of delays.
- Traffic volumes at the Highland/S 1st St intersection are highest during the weekday peak hour from 4:45 to 5:45 PM. However, bubbles of increased volume occur during school morning and afternoon rushes.
- Westbound traffic on Highland Ave sees a significant backup during weekday morning, midday, and mid-afternoon peak hours. These backups cause traffic to periodically backup beyond the railroad crossing on Highland. The lack of crossing arms at the railroad crossing creates an additional safety issue.
- Vehicle queues for westbound Highland Ave generally have a short duration except during the midday peak hour. Pedestrian queues are noted as blocking both westbound and southbound movements through the intersection during weekday midday times.
- The intersection of Orchard Ave and S 1st St has fewer congestion issues than the Highland intersection and congestion is eased by the Highway 395 signal.
- Internal connections on the high school campus between all parking lots would ease congestion on S 1st St.
- Due to the time limited nature of congestion associated with S 1st Street, no signal warrants are met at this time with the exception of crash warrants. Installation of a signal will require the signal to be interconnected with the Highway 395 signal network and may also require installation of cross bars for the railroad crossing.

There are recommended actions in the traffic report. The applicant may wish to supplement or recommend alternatives to those presented in the report. The final recommendations in the report are as follows:

1. The Hermiston School District shall construct on-site design and parking management

measures to reduce school-generated trips along the S 1st Street corridor. These measures shall include the following modifications to the northernmost student parking lot surrounding the southeast side of Weber Field:

a) Relocate the existing S. 1st Street driveway to the northern most lot frontage in order to increase driveway separation along S 1st Street and eliminate an existing offsetting driveway situation.

b) Remove the modular classrooms and reestablish internal parking lot connections to the main parking lot to the south.

c) Restripe the lot to serve 40 fewer student parking stalls.

d) Establish approximately 35 new staff parking stalls and designate them solely for staff. *(Recommendations c and d are predicated on an outdated parking count prior to modular classroom placement. The current count is approximately 125 spaces in the east overflow lot and increasing to 145 as a result of this project)*

e) Establish a formal student parking management program that will designate/formally assign students to designated parking lots throughout the campus.

2. Prior to issuance of Certificate of Occupancy for the Annex building, Hermiston School District shall execute and record a waiver of the right to remonstrate against the formation of a local improvement district or other proportional share funding mechanism for transportation improvements that include signalization of the W Highland Avenue/S 1st Street intersection and related improvements, including but not limited to railroad crossing interconnect if constructed.

Public notice was provided for the proposed conditional use permit.

- Notice of public hearing published in Hermiston Herald on August 25, 2021
- Notice of proposed land use action posted on property on August 25, 2021
- Notice of public hearing provided by direct mail to all property owners within 300 feet on August 25, 2021

Included in the packet is emailed communication from a member of the community who asked the city to consider installation of a traffic signal at the Highland/S 1st St intersection. Although not received as a result of the public noticing, Mr. Bethel was informed that the planning commission would be considering the high school expansion in the next few months and his concerns would be relayed to the planning commission.

§157.208 of the Hermiston Code of Ordinances provides the method and approval criteria necessary for approving or denying a conditional use. The specific findings required by this section are:

1. The proposal is in conformance with the comprehensive plan and zoning code.
2. The property is adequate in size and shape to accommodate the proposed use, together with all other zoning requirements and any additional conditions imposed by the planning commission.
3. Public facilities are of adequate size and quality to serve the proposed use.
4. The proposed use will prove reasonably compatible with surrounding properties.

In granting a conditional use permit, the planning commission may impose, in addition to those standards and requirements expressly specified by the zoning code, any additional conditions they consider necessary to protect the best interests of the surrounding property or the city as a whole.

These conditions may include increasing the required lot size or yard dimensions; limiting the height of buildings; controlling the location and number of off-street parking and loading spaces required; limiting the number, size and location of signs; requiring screening and landscaping to protect adjacent property and any other condition deemed necessary by the commission.

It is not necessary to restate other ordinances and statutory requirements of the conditional use as part of the proceedings. The granting or denial of a conditional use will not affect the requirements of the City of Hermiston to comply with building, plumbing and electrical codes, other ordinances, statutory or regulatory compliance issues.

The school district has prepared extensive findings of fact in support of the application. The findings as prepared by the school district are attached to this report as Exhibit A. Additionally, city staff has prepared supplemental findings to address the evidence presented in the traffic report, which was not available at the time the application was prepared by the school district. These supplemental findings are attached as Exhibit B. Draft conditions of approval are attached as Exhibit C.

Tie-In to Council Goals:

N/A

Fiscal Information

The school district does not pay property taxes. There is no direct financial impact to the city as a result of this permit. The conditions of approval ask that the school district agree to participate in an eventual signalization of W Highland Ave. At this time the overall cost of a signal has not been determined. Recent signalizations on Highway 207 each totaled approximately $1 million each. At the time a signal is constructed, the city expects to pay the majority of signalization costs and the school district will be responsible for a fraction of the total as determined by the school's proportionate impact on trip generation.

Alternatives and Recommendation

Alternatives

The planning commission may choose to:

- Approve the conditional use permit as submitted
- Require modification to the plan and approve the permit
- Reject the conditional use permit
- Continue the hearing and require additional evidence be added to the record

Recommendation

Staff recommends the planning commission approve the conditional use permit as submitted and subject to the draft conditions.

Requested Action/Motion

- Motion to make the project file a part of the record
- Motion to adopt findings of fact
- Motion to adopt conditions of approval
- Motion to approve conditional use permit

Submitted By: Clinton Spencer

ATTACHMENTS:

Description	Type
Exhibit A Findings of Fact	Exhibit
Exhibit B Supplemental Findings of Fact	Exhibit
Exhibit C Conditions of Approval	Exhibit
Property Map	Exhibit
Aerial Photo	Exhibit
Application	Exhibit
Traffic Memo	Exhibit
Traffic Memo Addendum	Exhibit
Site Plan Documents	Exhibit
Setback Diagram	Exhibit
Parking Analysis	Exhibit
Emailed Testimony	Exhibit

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June 15, 2021 Project #: 24864

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City of Hermiston
180 NE 2nd Street
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Dr. Tricia Mooney, Superintendent
Hermiston School District #8B
305 SW 11th Street
Hermiston, OR 97838

RE: Hermiston High School Traffic Analysis

Dear Clint/Chas,

This letter documents our transportation-based findings associated with the existing Hermiston High School campus and potential transportation impacts associated with a proposed classroom annex. Our analysis, pertinent findings, and our recommendations are documented herein.

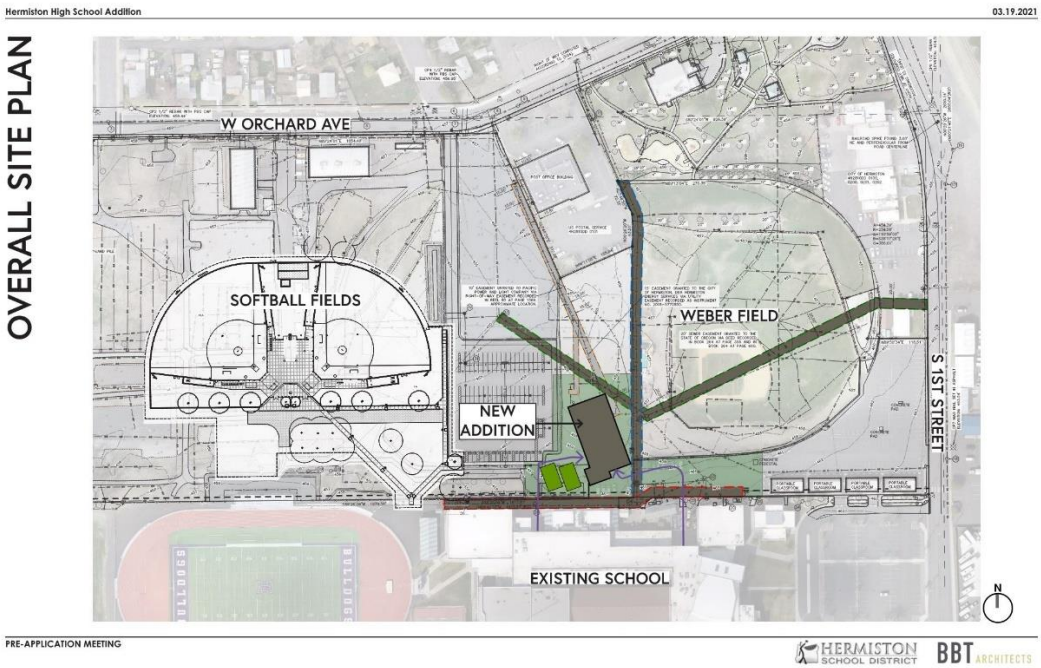
INTRODUCTION

Hermiston High School is located in the northwest quadrant of the W Highland Avenue/S 1st Street intersection. Figure 1 shows a site vicinity map. It is the only high school in the Hermiston School District and currently serves approximately 1,500 students. As part of the 2019 school bond measure, the District is proposing the construction of a new annex building on the north side of the existing building. It is anticipated that the classroom annex will be two-story, provide 11 new classrooms, and provide space for existing Career Technical Education programs that don't currently have their own dedicated rooms. Figure 2 shows a conceptual plan for the proposed annex as provided by the District. With the additional classrooms, the District plans to remove the four temporary modular buildings (providing a total of 8 classrooms) located on the east side of the campus adjacent to the study parking area. Based on information provided by District staff, the expansion is not specifically being constructed to accommodate a near-term increase in students. However, it is recognized that the City of Hermiston is growing and the campus may experience longer-term student growth.

Figure 1 – Site Vicinity Map



Figure 2 - Proposed Site Plan (Provided by BBT Architects and the Hermiston School District)



SCOPE OF THE REPORT

This report identifies the existing transportation conditions on the adjacent roadway network and the transportation-related impacts associated with the proposed classroom annex. In order to provide a basis for the assessment, weekday AM, midday, school PM, and PM peak period traffic counts were conducted at the W Highland Avenue/S 1st Street intersection as it is a key intersection for high school-related trip activity. In addition, traffic flow observations were made at several other intersections during a typical school day including all campus access driveways and the W Orchard Avenue/S 1st Street intersection.

EXISTING CONDITIONS

Site Conditions and Adjacent Land Uses

The Hermiston High School campus is generally bounded by W Highland Avenue to the south, S 1st Street to the east, W Orchard Avenue to the north, and the West Park Elementary School campus to the west. Adjacent land uses to the north of the campus include the Hermiston City Police Department and Umatilla County Fire District Station #1, a United States Postal Service building, and McKenzie Park.

Vehicular and bus access to the school campus is currently provided by driveways along the W Highland Avenue, S 1st Street, and W Orchard Avenue frontages. Along W Highland Avenue, multiple full access and directional driveways provide access to a limited number of student parking spaces and the on-site parent drop-off/pick-up lanes. Along S 1st Street, two sets of one-way/directional driveways provide access to the staff parking area as well as the on-site bus drop-off/pick-up lanes. In addition, a third full access driveway serves a student parking area on the north side of the building and adjacent to the baseball field. Lastly, a full access driveway forms the south leg of the W Orchard Avenue/SW 4th Street intersection serving a student parking area on the north side of the campus.

Adjacent Roadway Facilities

Table 1 summarizes the characteristics of the primary transportation facilities and roadways in the immediate vicinity of the school campus.

Table 1. Existing Transportation Facilities and Roadway Designations

Roadway	Functional Classification[1]	Number of Travel Lanes	Posted Speed (mph)	Sidewalks?	Bicycle Lanes?	On-Street Parking?
W Highland Avenue	Urban Minor Arterial	2-3	25[2]	Yes	Yes	Yes
S 1st Street	Urban Minor Arterial	2	25[2]	Yes	No	Yes
W Orchard Avenue	Urban Minor Arterial	2	25[2]	Yes	No	Yes

[1] Source: *City of Hermiston Transportation System Plan*
[2] 20 MPH School Speed Zone in the vicinity of Hermiston High School

Intersection Crash History

The crash history at the W Highland Avenue/S 1st Street intersection was obtained and reviewed in an effort to identify potential safety issues. Crash records for the intersection were obtained from the Oregon Department of Transportation (ODOT crash) records for the five-year period from January 1, 2015 through December 31, 2019. *Appendix A provides the ODOT crash report which provides more details on the reported crashes.* Table 2 summarizes the ODOT crash data.

Table 2 – Reported Crash History (January 1, 2015 – December 31, 2019)

Study Intersection	Crash Type				Severity			Total
	Angle	Turn	Rear-End	Ped/ Bike	PDO[1]	Injury	Fatal	
W Highland Avenue/ S 1st Street	4	4	4	1	7	6	0	13

[1]PDO = Property damage only

Critical crash rates were also calculated for the intersection following the analysis methodology presented in ODOT's *SPR 667 Assessment of Statewide Intersection Safety Performance*. SPR 667 provides average crash rates at a variety of intersection configurations in Oregon based on the number of approaches and traffic control type. The mean crash rate represents the approximate number of crashes that would be "expected" to occur at a study intersection. The intersection critical crash rate assessment for the intersection is summarized in Table 3.

Table 3 – Intersection Critical Crash Rate Assessment

Intersection	Total Crashes	Observed Crash Rate	90th Percentile Crash Rate by Land Type and Traffic Control	Observed Crash Rate>90th Percentile Crash Rate?
W Highland Avenue/ S 1st Street	13	0.72	0.408	Yes

Crash Data Implications

As shown in Table 3, the observed crash rate at the W Highland Avenue/S 1st Street intersection exceeds the critical crash rate based on intersection type and volume. A detailed review of the intersection crash data revealed the following characteristics:

- There were an equal number of rear-end, turn, and angle type crashes.
- Of the rear-end crashes reported, three occurred on the eastbound approach and one occurred on the westbound approach. All four rear-end crashes occurred at different times, however three occurred in the later afternoon/early evening time period (4:00-7:00PM). All were found to occur due to either driver inattention or careless driving.
- Of the reported turn crashes, all four involved vehicles from different directions and combinations or movements. All crashes occurred at various times outside of the peak school activity periods and were attributed to the driver failing to yield the right of way.

- The only reported pedestrian collision involved a pedestrian crossing the east leg of the intersection in the late afternoon time period (4:00 PM). In this case, the driver failed to yield the right of way to the pedestrian.
- Of the 13 crashes, six involved injuries.

Based on this crash data review, there was no predominate crash type, time period, or consistency in the directionality of the movements involved in the crashes. However, the intersection has experienced a relatively high number of crashes compared to other all-way stop-controlled intersections in Oregon. These findings suggest the intersection could benefit from safety-based improvements. The 2014 *Hermiston Transportation System Plan (TSP) Update* identified this intersection as a candidate for potential pedestrian improvements and signalization.

Existing Operations

Turning movement counts were collected at the W Highland Avenue/S 1st Street intersection in May 2021 when school was in session to quantify existing intersection operations. Traffic counts were collected during the morning (7:00-9:00 AM), midday (11:00 AM – 2:00 PM), school PM (2:00-4:00 PM) and evening (4:00-6:00 PM) peak time periods. *Appendix B contains the traffic count worksheets*.

Table 4 summarizes the corresponding traffic operations for each peak hour. As shown in Table 4 and detailed in *Appendix C* (which includes the existing conditions operations analysis worksheets), the intersection operations satisfy the City of Hermiston's Level of Service "D" operating standard during all four peak hours. However, due to a limitation in the all-way stop control analysis methodology, the operations are not fully reflective of the delay experienced by motorists when there are high levels of pedestrian crossing activity as noted in the following *Intersection Observations* section.

Table 4 – Existing Traffic Conditions

Intersection	Weekday AM Peak Hour (7:35-8:35 AM)		Weekday Midday Peak Hour (1:00-2:00 PM)		Weekday School PM Peak Hour (3:00-4:00 PM)		Weekday PM Peak Hour (4:45-5:45 PM)	
	Delay (sec)	LOS	Delay (sec)	LOS	Delay (sec)	LOS	Delay (sec)	LOS
W Highland Avenue/ S 1st Street	13.8	B	11.2	B	17.8	C	14	B

Intersection Observations

In addition to the traffic operations analysis presented in Table 4, in-person field observations were made at the W Highland Avenue/S 1st Street intersection as well as the nearby W Orchard Avenue/S 1st Street intersection and the school access driveways in an effort to understand the nuanced traffic patterns and operational performance characteristics that can't be accurately modeled in a typical operations assessment. A summary of these observations are noted below.

W Highland Avenue/S 1st Street Intersection

- Compared to all study time periods, traffic volumes were highest during the weekday PM peak hour (4:45-5:45 PM). However, the traffic demand during the weekday AM, and school PM peak hours was relatively comparable.
- During the weekday AM, midday, and school PM peak hours, westbound vehicle queues on W Highland Avenue approaching S 1st Street were observed to build back to and slightly beyond the railroad tracks that cross W Highland Avenue approximately 420 feet to the east. While equipped with active control devices including flashing lights and an audible alarm (gong), the railroad crossing does not have gated crossing arms and is located relatively close to the signalized US 395/W Highland Avenue intersection. The traffic signal on US 395 can progress high volumes of westbound traffic onto W Highland Avenue into a potential standing vehicle queue. Westbound vehicles on W Highland Avenue that queue across the railroad crossing are undesirable and there is currently no mechanism to pre-empt operations of the W Highland Avenue/S 1st Street intersection to clear the railroad tracks of westbound vehicles in the event of an approaching train[1].
    - During the AM and school PM peak hours, the noted vehicle queue extending past the railroad crossing formed due to delay attributed to increased school-related traffic volumes and moderate pedestrian crossing activity. In all observed instances, the vehicle queue formed for a relatively short period of time and dissipated as peak school-related traffic volumes decreased.
    - During the midday peak hour, the vehicle queues formed due to excessive delay directly attributable to pedestrian activity at the intersection. Hermiston High School allows students to leave the campus for their lunch period. As such, a large volume of students walk to the intersection at the start of the 11:30 AM and 1:00 PM lunch periods where they predominately cross the north and east legs of the intersection on their way to lunch opportunities located east of the intersection.
        - Pedestrians were observed to cross in large groups that would continuously stretch across multiple legs of the intersection, causing long vehicle delays for certain movements. This unconstrained pedestrian activity essentially overwhelms the existing intersection traffic control. In a couple of instances observed during both lunch periods, westbound vehicles on W Highland Avenue and southbound vehicles on S 1st Street were delayed for several minutes due to long continuous streams of pedestrians crossing the north and east legs of the intersection. In addition to intersection queuing impacts, the pedestrian crossing patterns pose potential emergency response

[1] A DO NOT STOP ON TRACKS is posted on W Highland Avenue westbound at the rail crossing.

implications given the proximity of the City of Hermiston Police Department and Umatilla County Fire Station #1 located nearby along S 1st Street.

There are limited options for further regulating traffic at the intersection to improve peak period flow. Construction of additional travel lanes does not appear appropriate and would lengthen pedestrian crossing distances. Installation of a roundabout would potentially add vehicle capacity but would not address the high volume of pedestrian activity associated with large pedestrian volumes. Provision of manual traffic control (flagging) could be considered to better regulate pedestrian crossings and could likely improve intersection operations but would require an on-going commitment of resources. Installation of a traffic signal could potentially be considered to regulate movements for all travel modes.

W Orchard Avenue/S 1st Street Intersection

- During the weekday AM, school PM, and PM peak hours when overall traffic volumes are highest, some movements were constrained due to the intersection's close proximity to the adjacent US 395/W Orchard Avenue intersection. In short, eastbound vehicles on US 395 queue up to S 1st Street and temporarily impede the northbound right-turn, southbound approach, and eastbound approach movements. The conditions eased during the traffic signal phase serving the eastbound approach at the US 395/W Orchard Avenue intersection but would then repeat during subsequent traffic signal cycles.

Hermiston High School Campus Driveways

- The triangular-shaped student parking area located adjacent to the baseball field is served by one full access driveway on S 1st Street. Due to a lack of internal cross access/connectivity between this lot and the adjacent staff lot to the south and larger student lot to the west, all students using this lot must travel through either the W Highland Avenue/S 1st Street or W Orchard Avenue/S 1st Street intersections where there are noted vehicle queuing constraints.

Signal Warrant Analysis

The potential need to signalize the W Highland Avenue/S 1st Street intersection was evaluated based on the crash history, noted vehicle queuing issues created by high midday pedestrian activity, and past planning studies that have identified potential signalization. The need for a traffic signal was prepared under the current campus conditions assuming development of the proposed school annex building[2].

[2] As previously noted, the District has indicated that the proposed annex building is not specifically being constructed to accommodate a near-term increase in students. As such, no measurable traffic increase is anticipated at the year of opening and therefore existing traffic conditions are assumed to represent near-term conditions with the annex fully occupied.

The traffic signal warrant analysis was performed in accordance with the guidelines and procedures outlined in the *2009 Manual on Uniform Traffic Control Devices* (MUTCD). The MUTCD is published by the Federal Highway Administration (FHWA) and contains national standards developed to ensure uniformity in the application and design of traffic signals, signs and pavement marking throughout the country. The MUTCD identifies nine traffic signal warrants and notes "The satisfaction of a traffic signal warrant or warrants shall not in itself require the installation of a traffic control signal." Table 5 summarizes the analysis associated with these nine warrants. Volumes for the first three volume-based signal warrants were developed based on the traffic counts collected at the W Highland Avenue/S 1st Street intersection with no adjustments made for potential future growth.

Signal Warrant Analysis Results

Table 5 – Signal Warrant Analysis Results – Existing W Highland Avenue/S 1st Street Intersection

	Warrant	Signal Warrant Met?	Assessment
#1	8-Hour Volume	No	This warrant is intended for application where a large volume of intersecting traffic is the principal reason to consider a traffic control signal. A review of the counted demand profile indicates there is an insufficient amount of intersecting traffic that exists at the intersection for the 8 highest hours of an average day.
#2	4-Hour Volume	No	This warrant is intended to be applied where the volume of intersecting traffic is the principal reason to consider installing a traffic control signal. A review of the counted demand profile indicates there is an insufficient amount of intersecting traffic demand during the four highest hours of an average day.
#3	Peak Hour	No	This warrant intended for use at a location where traffic conditions are such that for a minimum of 1 hour of an average day, the minor-street traffic suffers undue delay when entering or crossing the major street. A review of the demand profile indicates there is an insufficient amount of delay on the minor street approaches (S 1st Street) for a minimum of one hour of an average day.
#4	Pedestrian Volume	No	This warrant is designed to be applied where pedestrians experience excessive delay trying to cross a street due to heavy traffic volumes. This warrant is not applicable in this situation as pedestrians were observed crossing at the existing W Highland Avenue/S 1st Street all-way strop-controlled intersection. However, even when measuring both the pedestrian crossing demand and major street traffic volumes, there is insufficient pedestrian/vehicular demand to meet the pedestrian volume warrant for signalization.
#5	School Crossing	N/A	This warrant is designed to be applied at locations where school children are trying to cross a major street and there are not adequate gaps in the major street traffic stream. The W Highland Avenue/S 1st Street intersection is all-way stop-controlled and provides a pedestrian crossing. As such, this warrant is not applicable under these conditions.
#6	Coordinated Signal System	N/A	This warrant is intended to facilitate progressed traffic flow within a coordinated traffic signal system and allows for installation of traffic control signals at intersections where they would otherwise not be needed in order to maintain proper platooning of vehicles. Warrant 6 does not appear applicable at this time due to the lack of signals along the W Highland Avenue corridor in the vicinity of the high school campus.
#7	Crash Experience	Potentially	This warrant is intended for application where the severity and frequency of crashes are the principal reasons to consider traffic signal installation. The intersection has experienced five or more reported crashes within a calendar year (2016) over the past five years. A review of these crashes (all turn or angle-related crashes where one driver failed to yield the right of way) suggests they potentially could have been corrected by a traffic control signal. Finally, a review of the demand profile indicates that there is sufficient traffic demand on the major street and higher volume minor street approach for 8 hours of an average day. As such, the Crash Experience warrant could potentially be used to justify a traffic control signal.

	Warrant	Signal Warrant Met?	Assessment
#8	Roadway Network	No	This warrant involves installing a traffic signal at an intersection to encourage concentration and organization of traffic flow on a roadway network. The warrant requires the intersection of two or more major routes that serve as the principal roadway network for through traffic flow. While W Highland Avenue and S 1st Street both meet the criteria for major routes, the intersection does not currently meet the minimum 1,000 vehicles per hour volume criteria during the peak hour.
#9	Intersection Near a Grade Crossing	No	This warrant is intended for use at a location where the proximity to the intersection of a railroad grade crossing on an intersection approach controlled by a STOP or YIELD sign in the principal reason to consider installing a traffic signal. The warrant requires, among other criteria, an at-grade crossing that is located within 140 feet of the intersection stop line. As previously noted, there is a railroad crossing located approximately 420 feet east of the W Highland Avenue/S 1st Street intersection, so this warrant is technically not met. The MUTCD offers guidance indicating that the signal warrant should only be applied after adequate consideration has been given to other alternatives including but not limited to providing additional pavement that would enable vehicles to clear the track or that would provide space for an evasive maneuver

As shown in Table 5, reported crash patterns at W Highland Avenue/S 1st Street intersection could potentially offer a basis to install traffic control signal at the intersection using Warrant #7. *The signal warrant analysis worksheets are included in Appendix D*.

It should be noted that installation of a traffic signal at the W Highland Avenue/S 1st Street intersection would potentially require provision of traffic signal interconnect to the adjacent railroad crossing to the east and/or the traffic signal at US 395. If traffic signal interconnect (communications) to the railroad crossing were required, a Rail Order process would be triggered requiring an intergovernmental agreement between the City of Hermiston, ODOT Rail, and the railroad. The Rail Order would likely identify the need for installation of railroad crossing gates at the crossing and the traffic signal interconnect would likely require changes to the railroad crossing track detection in order to provide data for pre-emption of the new traffic signal at the W Highland Avenue/S 1st Street intersection to clear the railroad crossing of potential westbound traffic queues. The required track detection changes could have potential implications for other railroad crossings with active control devices to the north and south of a W Highland Avenue.

FINDINGS AND RECOMMENDATIONS

The analysis developed the findings and recommendations listed below.

Findings

- The W Highland Avenue/S 1st Street intersection is currently meeting the City of Hermiston's level of service D operating standard, though brief periods of the day experience long delays equivalent to level of service F.
- A field review of the W Highland Avenue/S 1st Street intersection observed long vehicle queues on the westbound approach during the weekday AM, midday, and school PM peak hours that periodically back up to and beyond the railroad crossing to the east.

  - The observed weekday AM and school PM peak hour vehicle queues are primarily caused by school traffic demand.
  - Midday vehicle queues are primarily caused by high levels of pedestrian crossing activity. This pedestrian activity essentially overwhelms the intersection traffic control during periods when large volumes of students leave the school campus walking to the south and east through the intersection. There are insufficient gaps for vehicles to traverse the intersection when the students are crossing en masse, resulting in particularly long westbound vehicle queues.

- The W Highland Avenue/S 1st Street intersection has experienced a relatively high number of reported crashes compared to other all-way stop-controlled intersections in Oregon. These findings suggest the intersection could benefit from safety-based improvements. The 2014 Hermiston Transportation System Plan Update identified the intersection as a candidate for possible pedestrian improvements and signalization.
- A detailed traffic signal warrant analysis found that there is potential justification for installation of a traffic signal at the W Highland Avenue/S 1st Street intersection today.
- Hermiston School District has stated that the proposed Annex building will not going generate a near-term increase in student enrollment size. Accordingly, there will likely not be a measurable increase in near-term traffic demand to/from the campus.
- Based on the findings of this report and particularly the current vehicle queuing and movement issues, provision of internal vehicular circulation/connectivity between S 1st Street and the W Orchard student parking lots of the High School campus is an essential mitigation measure that has the potential to reduce student vehicle trips at the constrained W Highland Avenue/S 1st Street and W Orchard Avenue/S 1st Street intersections during all peak school periods.
- Based on existing traffic conditions and westbound queueing that reaches to and past the railroad crossing on W Highland Avenue, the City should further evaluate signalization of the W Highland Avenue/S 1st Street intersection and related railroad crossing interconnect.
- The cost of signalization and potential related railroad crossing changes is expected to far exceed the proportional impact of any single development, including the proposed Annex building. The signalization project would also impact and benefit multiple other property owners as well as some regional traffic. For these reasons, the City may choose to form a local improvement district or another funding mechanism to provide the necessary resources to deliver mitigation measures. Because vehicle trips from the Hermiston High School and proposed Annex building contribute to the need for the transportation mitigation, a condition of approval is appropriate that requires the District to provide a waiver of remonstrance against the formation of a local improvement district for this purpose.

Recommendations

In light of the study findings, it is recommended that the City of Hermiston consider the following measures:

- The City of Hermiston should further evaluate signalization of the W Highland Avenue/S 1st Street intersection and related railroad crossing interconnect (including appropriate coordination with the railroad, ODOT, and ODOT Rail Division) and advance a project to construct the improvements if deemed appropriate through the evaluation process.
- Related to near-term Hermiston School District proposed Annex building:
  - The City should require the District present design alternatives for achieving internal vehicular circulation between the two north side student parking areas as part of the conditional use permit submittal.
  - Each alternative should be evaluated in the application for construction feasibility and student safety and, if practical, the selected preferred alternative should be constructed prior to occupancy of the Annex building.
  - Prior to issuance of Certificate of Occupancy for the Annex building, Hermiston School District should execute and record a waiver of the right to remonstrate against the formation of a local improvement district or other proportional share funding mechanism for transportation improvements that include signalization of the W Highland Avenue/S 1st Street intersection and related improvements, including but not limited to railroad crossing interconnect if constructed.

We trust this report adequately addresses the traffic related issues in the vicinity of the Hermiston High School campus. Please contact us if you have any questions or comments regarding the contents of this analysis.

Sincerely,
KITTELSON & ASSOCIATES, INC.



Matt Hughart, AICP
Senior Principal

Chris Brehmer, P.E.
Senior Principal Engineer

ATTACHMENTS
Appendix A: Crash Data
Appendix B: Traffic Count Worksheets
Appendix C: Existing Operations Worksheets
Appendix D: Signal Warrants

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August 24, 2021 Project #: 24864

Clint Spencer/Chas Hutchins
City of Hermiston
180 NE 2nd Street
Hermiston, OR 97838

Dr. Tricia Mooney, Superintendent
Hermiston School District #8B
305 SW 11th Street
Hermiston, OR 97838

RE: Hermiston High School Response to Revised Comments

Dear Clint/Chas/Dr. Mooney,

We have reviewed the Hermiston School District's proposed revisions to the Recommendations originally identified in our June 15, 2021 *Hermiston High School Traffic Analysis* report. Our response and recommendations to these revisions are noted below and are based on the technical findings or our June 15th traffic analysis. We would be pleased to further discuss if desired.

MODIFICATION #1

Original TIA Recommendation

- *The City should require the District present design alternatives for achieving internal vehicular circulation between the two north side student parking areas as part of the conditional use permit submittal.*

Proposed Hermiston School District Revision

- *The City should require that the District present design alternatives to alleviate the existing vehicular loads from the parking lots to South 1st Street.*

Response: The fundamental rationale behind the original recommendation was to reduce school-related traffic along the S 1st Street corridor. We acknowledge and appreciate both the District's proposed revision language and the specific site plan changes identified to address this fundamental concept. If there are no plausible options for internally connecting the two north side study parking areas, then it is recommended that the District explore and implement alternative ways to reduce school related trips along the S. 1st Street corridor. Based on the revised concept site plan submitted by the District, it appears the District and their design team are actively investigating options to achieve the goal of reducing school related trips on S 1st Street and have identified specific measures to do so. In light of the District's efforts and recognizing the potential benefits of the proposed site plan changes, suggested DRAFT condition of

approval language is presented below for City and District consideration (the language shown is simply intended to memorialize the school's proposal):

- *The Hermiston School District shall construct on-site design and parking management measures to reduce school-generated trips along the S 1st Street corridor. These measures shall include the following modifications to the northernmost student parking lot surrounding the southeast side of Weber Field:*
    - *Relocate the existing S. 1st Street driveway to the northern most lot frontage in order to increase driveway separation along S 1st Street and eliminate an existing offsetting driveway situation.*
    - *Remove the modular classrooms and reestablish internal parking lot connections to the main parking lot to the south.*
    - *Restripe the lot to serve 40 fewer student parking stalls.*
    - *Establish approximately 35 new staff parking stalls and designate them solely for staff.*
    - *Establish a formal student parking management program that will designate/formally assign students to designated parking lots throughout the campus.*

MODIFICATION #2

Original TIA Recommendation

- *Prior to issuance of Certificate of Occupancy for the Annex building, Hermiston School District should execute and record a waiver of the right to remonstrate against the formation of a local improvement district or other proportional share funding mechanism for transportation improvements that include signalization of the W Highland Avenue/S 1st Street intersection and related improvements, including but not limited to railroad crossing interconnect if constructed.*

Proposed Hermiston School District Revision

- *Proposed developments shall encourage pedestrian connections to multiple points along Right Of Way (ROW) frontage and not focus pedestrian traffic to the intersection at West Highland Avenue and South 1st Street; pedestrian connections to the ROW should be evaluated based on feasibility and student safety.*

Response: As noted in the June 15, 2021 Hermiston High School Traffic Analysis report, there is potential justification for the installation of a traffic signal at the W Highland Avenue/S 1st Street intersection under

current traffic conditions[1]. There are a number of factors that are contributing to this justification including high levels of midday school-related pedestrian activity that can and do overwhelm the intersection traffic control and result in particularly long westbound vehicle queues.

While we concur with the District that it is beneficial to not focus all school pedestrian activity directly to the W Highland Avenue/S 1st Street intersection, this intersection will continue to be the main funnel point and intersection crossing location to the many off-campus lunch opportunities regardless of how pedestrian connections to/from the school building are accommodated. Furthermore, there does not appear to be any new proposed crossing opportunities in the District's revised concept site plan that would remove pedestrian trips from the W Highland Avenue/S 1st Street intersection.

Based on these considerations, we conclude that the original recommendation that the District not oppose future financial participation in the funding of a traffic signal at the intersection is appropriate given that the school facilities contribute to the need for signalization. We note that this recommendation language does not obligate the District to financial contributions associated with the proposed Annex Building addition (assuming that there will be no measurable increases in student population).

The potential future formation of a local improvement district or other proportional share funding mechanism can be expected to impact multiple properties and would presumably be completed as part of a future City-led process. The June 15, 2021 report recommendation simply requires the District acknowledge that it would not remonstrate against formation of a local improvement district or other proportional share funding mechanism to support intersection improvements.

Suggested DRAFT condition of approval language is presented below for City and District consideration:

- *Prior to issuance of Certificate of Occupancy for the Annex building, Hermiston School District shall execute and record a waiver of the right to remonstrate against the formation of a local improvement district or other proportional share funding mechanism for transportation improvements that include signalization of the W Highland Avenue/S 1st Street intersection and related improvements, including but not limited to railroad crossing interconnect if constructed.*

[1] The June 15, 2021 report acknowledges that there is no nexus between requiring physical improvements such as signalization with the District's land use application given no increase in student enrollment is proposed. The study does not recommend physical mitigations be implemented at the W Highland Avenue/S 1st Street intersection in conjunction with the proposed land use action.

NEXT STEPS

We appreciate the steps taken by the District in an effort to address transportation impacts and hope that the suggested draft condition of approval language will assist both parties in advancing the land use review process to a beneficial conclusion for all involved.

Please contact us if you have any questions or comments.

Sincerely,
KITTELSON & ASSOCIATES, INC.

Matt Hughart, AICP
Senior Principal

Chris Brehmer, P.E.
Senior Principal Engineer

4.0 APPROVAL CRITERIA & STANDARDS

As noted previously, Hermiston School District #8R (the Applicant) requests Conditional Use Permit and Site Plan Review application approval to develop a new thirteen-classroom addition building and subsequent site improvements on the Hermiston High School campus.

As shown on Sheet C1.00 Site Plan (Exhibit A), the site design proposes a thirteen-classroom addition building, two greenhouse structures, and associated landscaping improvements, namely irrigated lawn to the north, five proposed new trees to the northwest, a lawn berm to the east along Weber Field, and stormwater treatment landscapes to the north and south of the annex. The west parking lot will be expanded to the north as part of the proposal. Currently, 120 parking stalls exist (16 ADA stalls) in the north lot. The parking lot expansion proposes 254 stalls (12 ADA).

The subject site is zoned as R-2 Duplex Residential and is in accordance with standards and procedures outlined in Title XV – Land Usage – of the municipal code and the Comprehensive Plan. The applicability of the development criteria necessary for a Conditional Use Permit per HC §157.208 is outlined below.

1. **The proposal is in conformance with the comprehensive plan and zoning ordinance. Explain fully:**

This Conditional Use Permit application is in accordance with the applicable criteria listed below from the Hermiston Comprehensive Plan. The applicable policies and implementing actions are provided in **bold** text. Findings addressing compliance with each policy are provided in plain text. The findings demonstrate that the proposal is in conformance with the applicable comprehensive plan policies and standards outlined in the R-2 zone.

POLICY 26: Schools

The City of Hermiston will support and facilitate the provision of high quality elementary and secondary education in the community.

Implementing Actions:

1) ***
2) **May engage in joint planning activities with the school district and county intermediate educational district to:**
    a. **Identify future facility needs;**
    b. **Acquire appropriate sites;**
    c. **Utilize school facilities during non-school hours for community educational and recreational activities.**

The Applicant proposes the development of a thirteen-classroom addition building, two greenhouse structures, and associated landscaping improvements located north of Hermiston High School. The proposed development enables the provision of high-quality educational facilities, which directly aligns with Policy 26. Not only does the proposed development satisfy future facility needs for the school district, but the development also serves the broader community for educational and recreational purposes. This Policy is satisfied.

POLICY 29: Local Government Services and Facilities

The City of Hermiston will promote adequate and efficient provisions of local government services and facilities.

Implementing Actions:

1) **Will continue to concentrate public facilities at fairgrounds site as this facilitates public access. Improve pedestrian and bicycle access and on-site parking, to minimize impacts on surrounding neighborhoods, through the use of the CIP planning process.**
2) ***

Policy 29 and associated implementing actions seek to provide services in an efficient manner, mainly by concentrating public facilities at the Fairgrounds site. The Applicant's proposal is in direct agreement with this policy, as the proposed development is located at the former Fairgrounds site north of Hermiston High School. To improve pedestrian and bicycle access, as well as provide on-site parking, a new parking lot addition is proposed north of the existing High School and includes a new sidewalk eight feet wide to the east to support circulation on and through the site. This Policy is satisfied.

Hermiston Zoning Code

The proposed development is also in accordance with the Hermiston Zoning Code given a school is a conditional use in the R-2 zone per §157.026(B)(1). In a R-2 zone, a use permitted as a conditional use in a R-1 zone and their accessory uses are permitted (§157.025 (B-6)). The proposed development includes a thirteen-classroom addition building, two greenhouse structures, associated landscaping improvements, and expansion of the west parking lot to the north. §157.026(C) states that in a R-2 zone, minimum lot depth shall be 80 feet, and the minimum lot width shall be 60 feet. As shown on Exhibit C, the lot exceeds these requirements. §157.210(A) of the Hermiston Code of Ordinances establishes that conditional uses must have setbacks which are at least two thirds the height of the principal structure. In this case, the principal structure is 34 feet and 8 inches at the highest point, necessitating a 23-foot setback from all lot lines. Provided setbacks are over 72 feet on all sides. §157.026(E) states that in a R-2 zone, no building shall exceed a height of 35 feet. The maximum height of the tallest building is 34 feet and 8 inches. §157.026(F) states in a R-2 zone, buildings shall not occupy more than 45% of the lot area. Tax Lot 4N2810DD 00300 is 17.95 acres (781,902 square feet). The proposed new building is 12,078 square feet, and therefore is 1.5% of the lot area.

Per §157.175 Off-Street Parking Requirements and Table 157.176, high schools require 1.5 spaces per classroom plus one space for each six students or one space per four seats or eight feet of bench length in the main auditorium, whichever is greater. In this context, 402 spaces would be required. Calculations are illustrated in Exhibit E and provided below:

- 1.5 spaces x (73 existing classrooms + 13 new classrooms in Addition) = 129 spaces
- 1637 students x (1space/6students) = 273 spaces
- Total = 402 spaces required (662 provided)

Proposed parking numbers totaling 662 spaces, as shown in Exhibit E Parking Analysis, and provided below:

- North Parking Lot: 254 space total (12 ADA)
- Overflow Parking Lot: 145 spaces total (5 ADA)
- Stadium Parking Lot: 36 spaces total (13 ADA)
- Main Parking Lot: 227 spaces total (8 ADA)

§157.179 Design Requirements outline the following design standards for Off-Street Parking:

(A) Hard surfaces required; maintenance. Areas used for standing and maneuvering of vehicles shall have a hard surface and be maintained adequately for all-weather use and so drained as to avoid flow of water across a property line.

(B) Minimal resident disturbance. Except for parking to serve single or duplex residential uses, parking and loading areas adjacent to or within residential zones or adjacent to residential uses shall be designed to minimize disturbance of residents by the erection between the uses of a sight-obscuring fence of not less than five or more than six feet in height except where vision clearance is required.

(C) Extension beyond property line prohibited. Parking spaces within a parking lot shall be designed and constructed so that no portion of a parked vehicle, including an opened door, will extend beyond the property line.

(D) Glare from lighting prohibited. Artificial lighting which may be provided shall not create or reflect substantial glare in a residential zone or on any adjacent dwelling.

(E) Access aisles. Access aisles shall be of sufficient width for all vehicle turning and maneuvering.

(F) Driveways required. All parking spaces, except single-family and duplex residential, shall be served by a driveway so that no backing movements or other maneuvering within a street other than an alley will be required.

(G) Safety for traffic and pedestrians required.

(1) Off-street parking areas. Service drives to off-street parking areas shall be designed and constructed to facilitate the flow of traffic, provide maximum safety of traffic access and egress, and maximum safety of pedestrians and vehicular traffic on the site. The number of service drives shall be limited to the minimum that will allow the property to accommodate and service the traffic to be anticipated. Service drives shall be clearly and permanently marked and defined through use of rails, fences, walls or other barriers or markers on frontage not occupied by service drives.

(2) Minimum vision clearance area. Service drives shall have a minimum vision clearance area formed by the intersection of the driveway center-line, the street right-of-way line and a straight line joining the lines through points of ten feet from their intersection.

The proposed North parking lot expansion will include lighting and associated ADA parking. This lot will be constructed with a durable asphalt surface. The parking lot expansion also includes widening the current driveway at Orchard Ave. from two lanes at 24 feet to three lanes at 36 feet. The applicant proposes increasing the size of the North parking lot in an attempt to balance parking and congestion to streets surrounding the school. In particular, the proposed design seeks to reduce traffic through the intersection at S. 1st Street and Highland Avenue.

The overflow parking lot (former fairgrounds lot) is going to be re-striped with the asphalt paving to remain. This parking lot does not provide direct access to Weber Field, the high school or the new addition project and is to be used as an overflow/staff parking lot. This lot will be reduced by 45 spaces in an attempt to reduce traffic onto S. 1st Street. The driveway will be relocated to the north in order to provide additional spacing between driveways. The design also includes a pedestrian connection along the north side of the high school that directs pedestrian traffic towards the existing mid-block crossing location and away from the congested intersection at S. 1st Street and Highland Avenue.

As such, proposed parking with include hard surfaces per criterion A, and result in minimal resident disturbance per Exhibit C Setback Diagram, as the parking is located at least 230 feet from residential properties per criterion B. Per criterion C, no parked vehicle will extend beyond the property line, and lighting will not create or reflect substantial glare per criterion D. Access aisles are of sufficient width for vehicle turning and maneuvering as shown in Exhibit A Plan Set, per criterion E. Driveways are provided, per criterion F, and safety for traffic and pedestrians is illustrated in Exhibit A Plan Set with designated pedestrian concrete, lighting, and plantings.

In sum, the proposed development is in accordance with the Hermiston Zoning Code, as summarized on Sheet C1.00 Site Plan (Exhibit A).

2. The property is adequate in size and shape to accommodate the proposed use, together with all other zoning requirements and any additional conditions imposed by the planning commission. Explain fully:

The property is owned by the Applicant. The site is fully contained within the Urban Growth Boundary (UGB). The total site area is 33.94 acres (1,478,426 square feet) and the subject site is capable of accommodating the proposed development, which is 6.14 acres. As shown on Sheet C1.00 Site Plan (Exhibit A), the proposed site design compactly a thirteen-classroom addition building, two greenhouse structures, associated landscaping improvements, and expansion of the west parking lot to the north.

The site is zoned R-2 and the proposed use is an educational addition building. This use complies with the current zoning, as specified in the Hermiston Code sections 157.026(B)(1) & 157.025 (B)(10). Given the acreage of the site, and its location adjacent to downtown to the east and residential uses to the south and west, the site is physically capable of accommodating the proposed annex building, greenhouse structures, associated landscaping improvements, and expansion of the west parking lot. Existing facilities surrounding the proposed development include Weber Field (baseball) at the eastern edge of the property, Kennison field to the west, and Hermiston High School to the south. The proposed addition and related improvements are designed to be compatible with these existing amenities. §157.026(F) states in a R-2 zone, buildings shall not occupy more than 45% of the lot area. Tax Lot 4N2810DD 00300 is 17.95 acres (781,902 square feet). The proposed new building is 12,078 square feet, and therefore is

1.5% of the lot area. §157.210(A) of the Hermiston Code of Ordinances establishes that conditional uses must have setbacks which are at least two thirds the height of the principal structure. In this case, the principal structure is approximately 34 feet and 8 inches at the highest point, necessitating a 23-foot setback from all lot lines. Provided setbacks are over 72 feet on all sides. As such, the proposed development is adequate in size and shape to accommodate the proposed use, as summarized on Sheet C1.00 Site Plan (Exhibit A).

3. **Public facilities are of adequate size and quality to serve the proposed use. Explain fully:**

As previously noted, the proposed development includes a thirteen-classroom addition building, two greenhouse structures, and associated landscaping improvements, namely irrigated lawn to the north, five proposed new trees to the northwest, a lawn berm to the east along Weber Field, and stormwater treatment landscapes to the north and south of the addition. The west parking lot will be expanded to the north as part of the proposal. Currently, 111 parking stalls exist (10 ADA stalls). The parking lot expansion proposes an additional 143 stalls (2 ADA) for a grand total of 254 parking stalls (12 ADA). The site is already serviced by municipal water and sewer lines. Additional findings pertaining to electrical and utility capacity are provided below.

Electrical

Parking and traffic areas will be illuminated by 20-25 foot poles with full cut-off LED fixtures. These poles will be mounted on above grade pole bases to help prevent incidental damage to the poles. Exterior building and pedestrian areas, walkways and paths, will be illuminated by building mounted LED fixtures and 10-15 foot pedestrian height poles with full cut-off LED fixtures. These poles, in sidewalks or grass, will be mounted on pole bases flush with the ground. The Parking Lot lighting will be illuminated in accordance with the latest IESNA recommendations, and the Oregon Energy Efficiency Specialty Code. Exterior lighting shall be controlled by an astronomical digital integrated timer with multiple timer setting functions for possible dark campus.

Sanitary Sewer
Onsite sewer will be six-inch or eight-inch PVC sewer pipe. The proposed sewer lateral will gravity flow to the existing onsite sewer main northeast of the proposed building. This existing sewer main eventually flows to Orchard Street. Current building penetrations are assumed and yet to be coordinated.

Water System
The onsite water system will connect to the existing water main in the drive aisle north of the existing high school. The new fire water main is anticipated to be a six-inch pipe that will provide fire flow to the proposed building. Assumed fire flow is 1,500 gpm at 20 psi, however, no modeling or design has occurred at this time. The water system is anticipated to be a privately owned fire main. Domestic water will be tapped directly from the onsite water main as a two-inch service line with a two-inch meter. Both the fire and domestic connections will have a backflow device in an underground vault near the point of connection.

Storm System
The onsite parking lot runoff will be captured in a series of catch basins and conveyed via pipes to the existing swale on the west border of the site for treatment and infiltration. The existing swale

will be expanded, as necessary, to accommodate the additional stormwater runoff. Building roof runoff will drain and infiltrate within drywells or swales placed in various locations around the building.

TESC Note
Onsite TESC measures will be required. The District will obtain coverage under an Oregon DEQ 1200-C Permit.

Offsite Improvements
Offsite improvements are pending further discussion with the City and District over the traffic impact analysis (TIA) completed by Kittelson & Associates dated June 2021.

In summary, public facilities are of adequate size and quality to serve the proposed use.

4. **The proposed use will prove reasonably compatible with surrounding properties. Explain fully:**

The subject site is within the Hermiston High School campus and is adjacent to West Park Elementary School and McKenzie Park. The proposed addition will have direct connection to Hermiston High School as the new development is located directly north of the existing school. The site is centrally located in between downtown to the east, and predominantly residential to the south and west making the site ideal for educational use. Existing facilities surrounding the proposed development include Weber Field (baseball) at the eastern edge of the property, Kennison Field (football) to the west, and Hermiston High School to the south. The proposed addition and related improvements are designed to be compatible with these existing facilities and will add to the portfolio of opportunities available on-site.

More specifically, the Applicant proposes an addition that will complement and align with the established character of the existing high school. As a separate building, it must also maintain an individual identity that is able to adapt to future needs of the district.

The new addition will be joining an existing campus, most of which was added in a 2000 Addition and Renovation project. Much of the existing high school's CTE, visual arts classrooms, and media centers are clad in a corrugated metal panel, a material that juxtaposes the primarily brick exterior of the school. Similar to the existing school, the new addition will feature a neutral-tone brick on the three classroom groups.

The CTE/lab portion of the addition has a footprint that protrudes from the classrooms, as well as a shed roof. It will be clad in a metal panel like that which has been used elsewhere on campus, but one easier to maintain. These choices bring emphasis to the lab block, distinguishing it from adjacent spaces and allowing it to be slightly larger. The slope of the shed roof differs from the roof line on the rest of the new addition. Visually, it creates a link to the existing high school where CTE spaces have similar roof slopes for shed light monitors. The nearest parallels to the shed roof on the new addition are found just across the planned courtyard and outdoor learning space in the sloped roof lines of the Wood Shop.

In order to highlight the main entry and stair volumes, the circulation nodes of the new addition, the building uses a transparent curtain wall system. This system is a glass wall assembly that will provide plenty of light into these areas of the addition, and also allows for transparency into and

out of the building. This transparency creates visual connection in all directions. In combination with the double doors that open from the Ag Lab toward the existing high school, every side of the new addition—in addition to windows throughout—have visual or physical openings to the larger campus. The glass at the main entry of the addition also speaks to the glass at the main entry of the existing high school creating gentle continuity.
This site therefore supports the proposed development.

4.2 Conclusion

Based on the preceding findings, and the evidence incorporated herein, this request for Conditional Use Permit and Site Plan Review approval establishes compliance with all applicable approval criteria and standards.

EXHIBIT B

Supplemental Findings of Fact for Hermiston High School Conditional Use Permit

September 8, 2021

600 S 1st Street

The proposed supplemental findings of fact reflect the information provided in the Traffic Analysis and Traffic Analysis Revised Comments prepared by Kittleson and Associates. The supplemental findings are appended to the public facilities findings in Exhibit A.

Public facilities are of adequate size and quality to serve the proposed use. Explain fully:

- The Hermiston High School is serviced by three public streets; W Highland Ave, W Orchard Ave, and S 1st St. S 1st Street is classified as an urban major collector. W Orchard Avenue is classified as an urban minor collector. W Highland Avenue is classified as an urban minor arterial.
- The high school has driveway access to each street abutting the site. Driveways onto W Highland Ave and S 1st St are access controlled and limited to entrance or exit movements. One driveway onto S 1st St is full access and one driveway onto W Orchard Ave is full access.
- Crash history for the W Highland Ave/S 1st St intersection shows a higher than expected number of crashes during the last five years (13 crashes were reported). No one type of crash is predominant. Safety improvements may improve the overall function and safety of the intersection.
- Traffic volumes at W Highland Ave/S 1st St are highest during weekday afternoon times between 4:45 and 5:45 PM. However, relatively comparable volumes are seen during weekday morning and school afternoon peak hours.
- Westbound traffic at the W Highland Ave/S 1st St intersection sees significant queues during weekday morning, midday, and school afternoon hours. Observations show that the traffic queue extends eastward across the railroad crossing approximately 420 feet east of the intersection. Traffic entering Highland from the 395/Highland intersection encounters this standing queue and increases the queue length. The intersection operates above LOS D for the bulk of the day, but brief periods fall to LOS F.
    - The westbound vehicle delay occurs for a relatively short period each day and dissipates as school related traffic volumes decrease.
    - Midday peak hour vehicle queues form due to excessive delay attributable to pedestrian activity at the intersection as students leave and return to campus for lunch.
    - Pedestrians were observed to cross in large groups that stretch across multiple legs of the intersection causing long delays.
    - One incident in the crash history involved a pedestrian incident.
- The intersection of W Orchard Ave/S 1st St sees congestion during weekday AM and PM, and school PM peak hours due to the proximity of the intersection to the Orchard/395 signal. When the signal is green for Orchard Ave movements, congestion eases but then builds again waiting for the next signal cycle.

- The driveways accessing S 1st St contribute to the congestion at the W Highland and W Orchard intersections as all vehicles using the S 1st Street parking lots must travel to either intersection to exit the facility.
- A signal warrant analysis performed for the W Highland Ave/S 1st St intersection shows that of the nine criteria meriting installation of a signal, the intersection meets only one criterion, that of crash history. The standards of the MUTCD note that "…satisfaction of a signal warrant or warrants shall not in itself require installation of a traffic signal."
- Signalization of the W Highland Ave/S 1st St intersection will require installation of communication equipment for the Highland/395 intersection and will potentially require installation of crossing arms and safety equipment for the railroad crossing.
- The Hermiston School District states that the high school annex under consideration will not generate a near-term increase in student enrollment. As a result of the expansion proposed, eight modular classrooms will be removed and 13 permanent classrooms will be constructed, resulting in a net increase of five classrooms.
- Signalization of the W Highland/S 1st St intersection is not proportional to the impact of the development proposed by the school district or any single development. Signalization will have a benefit beyond the scope of any single property and will be a regional benefit. Therefore, it is appropriate for a condition of approval which requires the school district to provide a waiver of remonstrance against the formation of a local improvement district for the construction of a future signal.
- Recommendations have been made by the traffic engineer to mitigate the deficiencies resulting from existing traffic operations at the site. Recommendations are incorporated into this report in a supplemental memo from Kittleson & Associates dated August 24, 2021.

EXHIBIT C

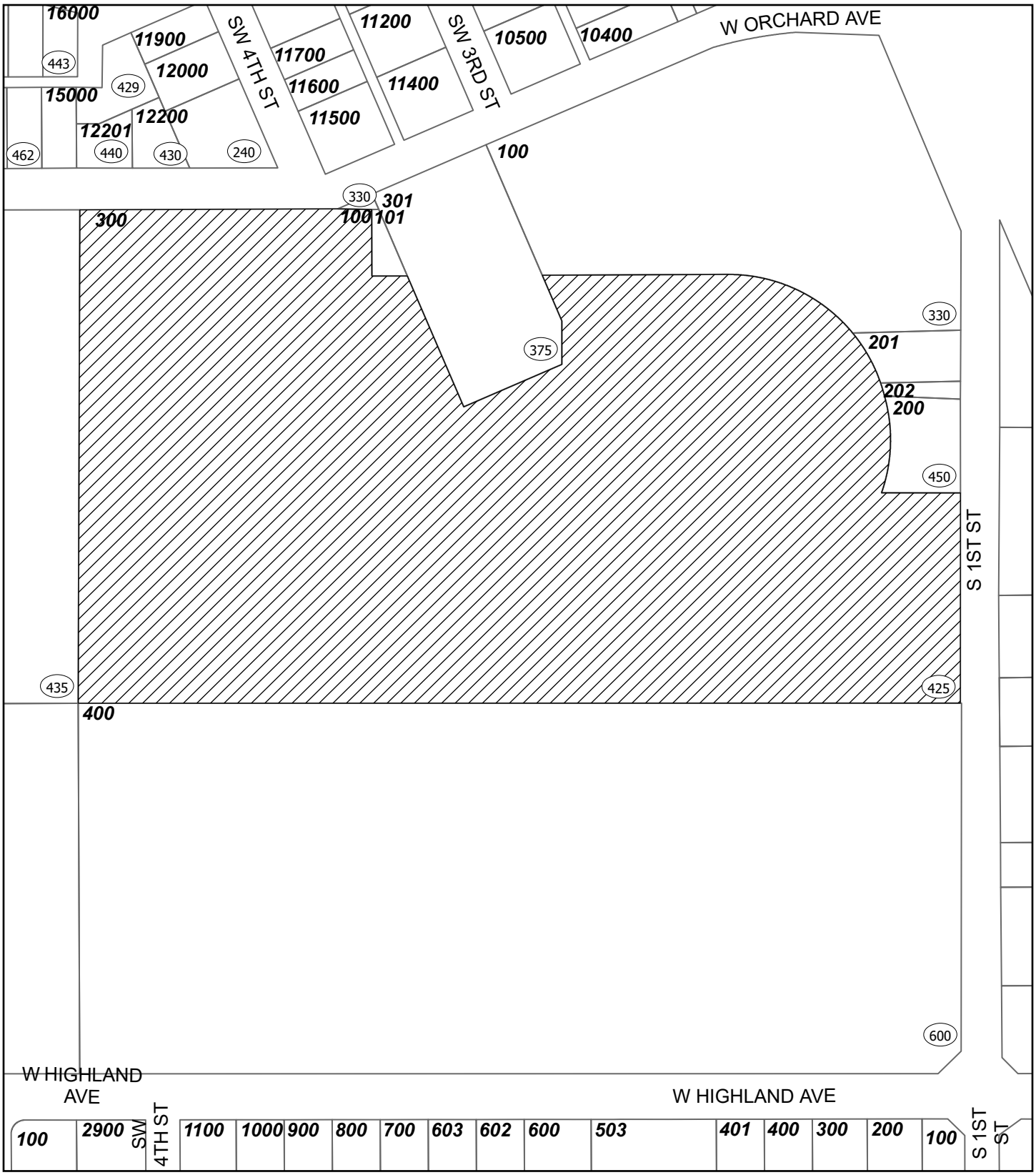
Draft Conditions of Approval for Hermiston High School Conditional Use Permit

September 8, 2021

600 S 1st Street

Subject to the testimony received and deliberations of the planning commission, the following draft conditions of approval are presented.

1. Applicant shall comply with all provisions of §92.12 of the Hermiston Code of Ordinances relating to the control of blowing dust during all phases of construction.
2. All new areas for the standing and maneuvering of vehicles as shown on Sheet L2.00 shall be paved prior to occupancy of the annex building.
3. All stormwater drainage shall be retained on site.
4. The driveway onto S 1st Street proposed for removal as part of the east overflow parking lot improvements shall be replaced with curb, gutter, and sidewalk meeting city specifications and design of improvements shall be approved by the city engineer.
5. The widened driveway from the north parking lot onto W Orchard Ave shall be designed in accordance with City of Hermiston standard plans and specifications and shall be approved by the city engineer.
6. The Hermiston School District shall construct on-site design and parking management measures to reduce school-generated trips along the S 1st Street corridor. These measures shall include the following modifications to the northernmost student parking lot surrounding the southeast side of Weber Field:
    a. Relocate the existing S. 1st Street driveway to the northern most lot frontage in order to increase driveway separation along S 1st Street and eliminate an existing offsetting driveway situation.
    b. Remove the modular classrooms and reestablish internal parking lot connections to the main parking lot to the south.
    c. Restripe the east overflow parking lot as shown on Sheet L2.00.
    d. Establish approximately 35 new staff parking stalls and designate them solely for staff.
    e. Establish a formal student parking management program that will designate/formally assign students to designated parking lots throughout the campus.
7. Prior to issuance of Certificate of Occupancy for the Annex building, Hermiston School District shall execute and record a waiver of the right to remonstrate against the formation of a local improvement district or other proportional share funding mechanism for transportation improvements that include signalization of the W Highland Avenue/S 1st Street intersection and related improvements, including but not limited to railroad crossing interconnect if constructed.
8. Parking lot lighting shall be designed in accordance with 157.179(D) and shall not reflect or project glare onto nearby residential uses on the north side of W Orchard Ave.
9. Parking improvements approved as part of the softball field construction in June of 2020 shall be completed as required by the planning commission as part of the softball approval.



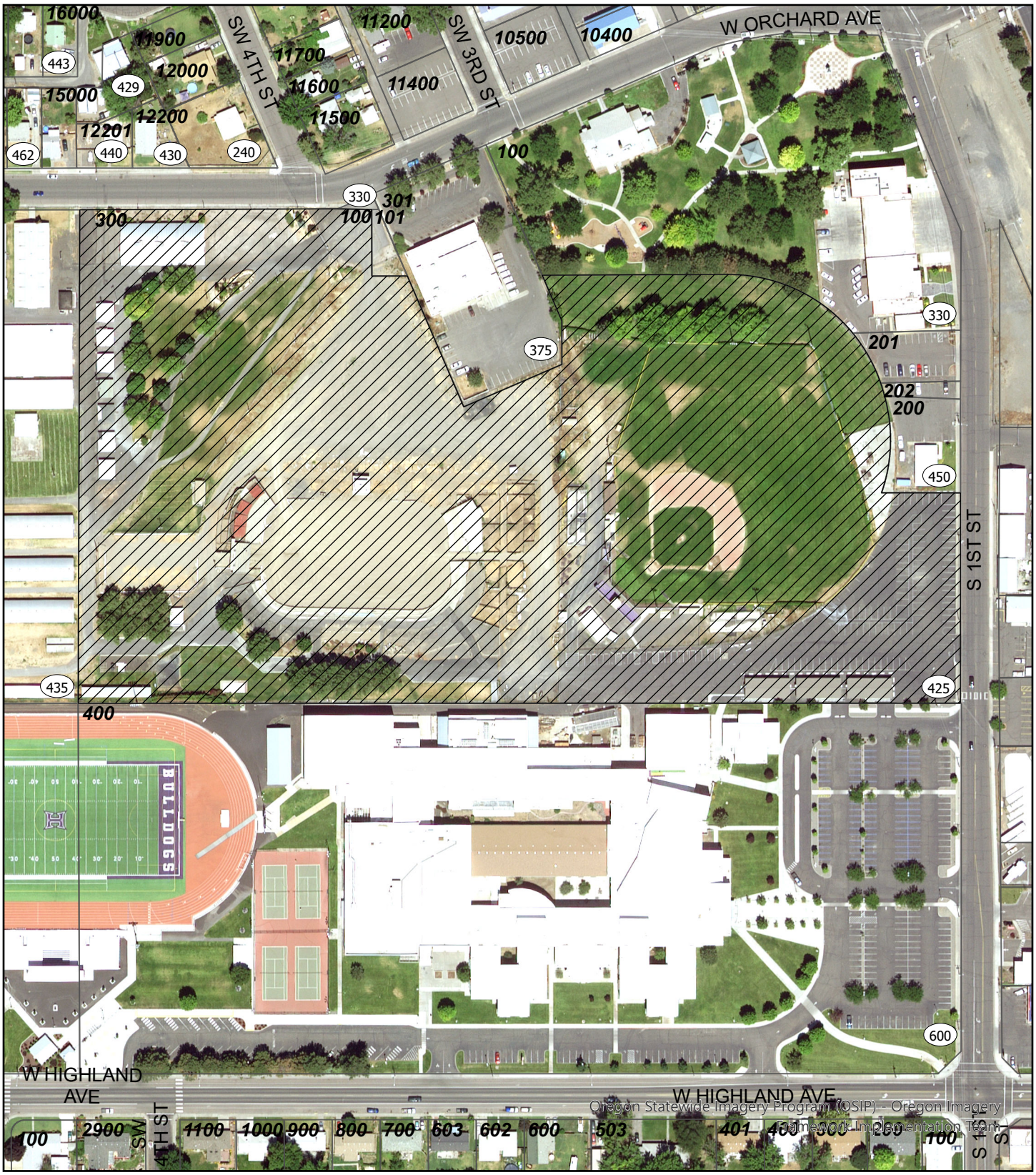
Legend

- Area of Proposed Conditional Use Permit
- Property Line
- City Limits
- Urban Growth Boundary

0 200 400

Feet

N



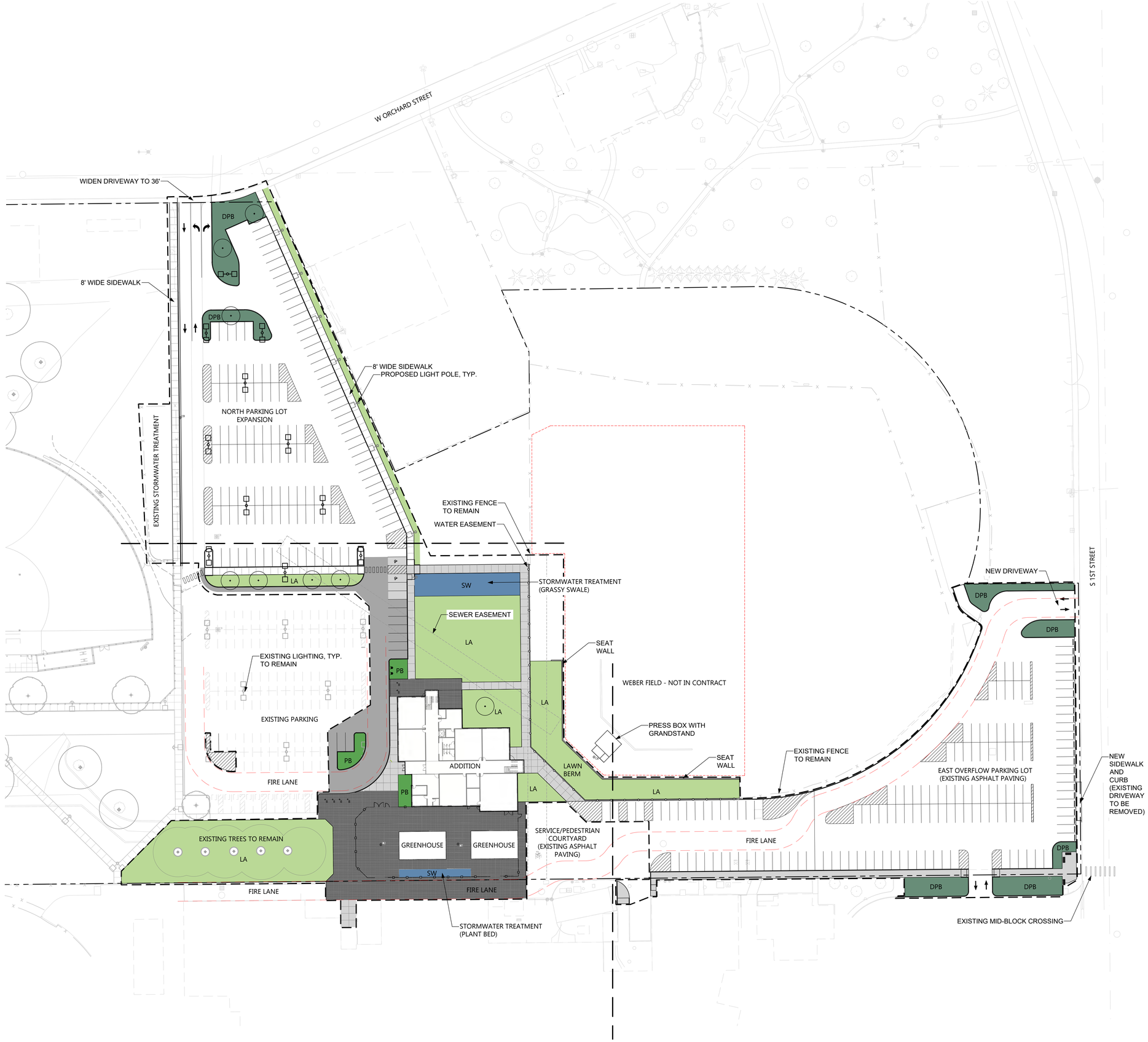
Legend

- Area of Proposed Conditional Use Permit
- Property Line
- City Limits
- Urban Growth Boundary

0 200 400

Feet

N



LEGEND

- LIMIT OF WORK
- PROPERTY LINE
- STEEL PANEL FENCE 4 FT HEIGHT
- BLACK VINYL-CLAD CHAIN LINK FENCE 6 FT HEIGHT
- FIRE LANE 20 FT WIDTH
- EXISTING TREES Protect to remain.
- PROPOSED TREE
- REMOVABLE BOLLARD
- EXISTING LIGHT
- PROPOSED LIGHT
- BENCH
- PEDESTRIAN CONCRETE
- VEHICULAR CONCRETE
- HEAVY-DUTY ASPHALT PAVING
- LA — LAWN, IRRIGATED
- PB — PLANT BED, IRRIGATED
- SW — STORMWATER TREATMENT LANDSCAPE
- DPB — DRY PLANT BED

SITE DATA TABLE

DEVELOPMENT AREA	267,684 SF (6.14 AC)
TOTAL SITE AREA	1,478,426 SF (33.94 AC)
PROPOSED BUILDING FOOTPRINT	12,078 SF
PROPOSED BUILDING GROSS AREA	22,800 SF
PROPOSED LANDSCAPE	53,989 SF
NORTH PARKING LOT	
EXISTING STALLS:	120 (16 ADA)
PROPOSED STALLS:	254 (12 ADA)
EAST OVERFLOW PARKING LOT	
EXISTING STALLS:	187 (6 ADA)
PROPOSED STALLS:	145 (5 ADA)

*DEVELOPMENT AREA WITHIN TAXLOTS 00300 AND 00400. TOTAL SITE AREA OF TAXLOTS 00300 AND 00400 IS 1,478,426 SF (33.94 AC).

0' 20' 40' 80'

1" = 40'-0"

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NOT FOR CONSTRUCTION

HERMISTON SCHOOL DISTRICT
HERMISTON HIGH SCHOOL ADDITION

600 S 1st St
Hermiston, OR 97838

No.	Description	Date

Project Number 2007.2
Date 8.11.2021

CONDITIONAL USE PERMIT SET

OVERALL SITE PLAN

L2.00

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