

4 CORNERS MASTER PLAN

Confederated Tribes of the Umatilla Indian Reservation



Draft September 30, 1999

**Berryman & Henigar
Property Counselors**

Convenience Market

The demand for a convenience store has already been established, and the CTUIR is committed to beginning construction this year. The questions addressed in the master planning process were:

- which quadrant of the 4 Corners would be preferable, and
- what additional uses would be mutually beneficial.

The market should be sited to provide maximum convenience to patrons. In particular, it should be sited to minimize the need to make left turns into or out of the site. Traffic volume data were reported for the intersection on January 20 and 21, 1998. Key volumes were:

Highway 331

North of Mission	1,730 ADT
South of Mission	2,424

Mission Road

East of 331	3,757
West of 331	2,908

As shown, the highest volumes are on Mission Road. Further, volumes are highest east of 331 and south of Mission. Given the preponderance of traffic movements, the northeast quadrant would be the preferred site for a convenience market.

Other than vehicular traffic, the strongest source of demand would be the employees at the proposed national capital. If the capital can be located within easy walking distance of the market, food sales can be enhanced. One-quarter mile is the practical maximum walking distance.

Mini Storage

Mini storage provides secured storage of business property, household goods, autos, boats and recreational vehicles. Mini storage is in particular demand in metropolitan areas where there are multifamily dwelling units and small single family lots.

There are 11 businesses listed for Household and Commercial Storage in the Pendleton Yellow Pages. Most of those businesses are located downtown or near the airport. There are four located to the east of downtown. Three of the businesses advertise RV parking.

There are few mini storage businesses in the Pendleton area near the 4 Corners site. As noted above, the strongest demand for such a use is by households in apartments. Without a concentration of such units in the Mission area, the 4 Corners area would not be a preferred site for this use. If higher density housing were developed in the area, mini storage would become a more logical use. Such a use does not require high visibility or commercial frontage and could be located at the back portion of sites with other principal uses in the area.

Incubator Space

Incubator buildings are multi-tenant buildings for small or start-up businesses. In addition to rental space, incubators provide shared business services. Incubator spaces provide an ideal setting for home based businesses that need to expand. Given the number of home-based businesses on the reservation, an incubator could be an important stimulus to economic expansion. While some incubators primarily accommodate service businesses or light industrial activities, incubators can serve as retail outlets as well. In particular, an incubator could serve a group of local arts and crafts businesses, providing them a place to work as well as a place to market their products. The latter type of incubator would benefit from a location with highway frontage and visibility. Such a use would complement the market in creating a commercial center, and also provide a strong image for such a center.

Housing

As described in the Mission Community Plan, projected population growth will create the need for 312 housing units within the Mission area. 20% of the housing stock in Umatilla County is multi-family or attached single family. While the future share of such units on the reservation may differ, this factor does provide a starting point for estimating demand for such units. With that assumption, the need would be 62 by the year 2020, or roughly 30 by the year 2010. This figure provides a good basis for master planning at the 4 Corners site.

More specifically, a market for market-rate housing is being created on the Reservation. With the level of strong employment opportunities and good wages, people are having difficulty finding lots to build new homes, or homes or apartments to rent. While there is and will continue to be a need for subsidized housing, the Tribes should also work to develop opportunities for families to purchase their own homes through conventional means.

Recent data show that the overall income distribution of tribal members is skewed by the high proportions of low income households and even more higher income households.

Mean household income 1997:	\$24,100
Household incomes less than \$12,800:	22.9%
Household incomes greater than \$38,600:	29.1%

These income figures are supported by recent experience with the Mission Subdivision tax credit housing units. Many prospective tenants cannot qualify for the units because their incomes are greater than the program limits. This is a strong indication that demand exists for additional non-subsided but affordable units.

The general reaction to the tax credit units is that the density is too high. The preferred housing types for development within the 4 Corners are thus single family detached or moderate density multifamily units in small groupings such as duplexes or fourplexes.

The 20-year housing need of 312 units in the Mission area might be distributed approximately as 60% single family and 40% multifamily.

Higher density housing could be clustered around a commercial center at 4 Corners. This can provide additional market support by the proximity of resident-consumers close to the retail services.

Manufacturing, Distribution and Assembly

There have been several major new employers recently locating in Umatilla County:

- Two Rivers Correctional Institution
- Umatilla Chemical Agent Disposal Facility
- Hinkle Locomotive Shop
- Wal-Mart Distribution Center

The latter three uses are manufacturing or distribution uses. A fifth major employer in the general area is Sykes Enterprises, a call center in Milton-Freewater. The local area obviously has the ability to attract such uses. There are two factors which make the Reservation generally-, and the 4 Corners specifically-, an attractive location. These are availability of water rights and proximity to the Union Pacific Railroad.

A major industrial user with need for rail might find the 4 Corners area attractive. However, location on a main line does not guarantee direct rail access. In order to secure direct rail access, the business would have to generate large volumes of rail activity. Further, site area would have to be devoted to rail staging. With these kinds of requirements, the available site area at 4 Corners may not be adequate. Finally, such activity may not be compatible with residential and commercial development.

Tribal Credit Union

A tribal credit union would be a strong component of a commercial concentration at 4 Corners. It would be well located to serve vehicular traffic, high density residential on-site, and the nearby national capital.

Other Supportive Uses

Additional uses which support the site as a community and commercial center would be:

- Food service - perhaps as a deli within the market
- Recreation - perhaps a video arcade as part of the market

4 CORNERS MASTER PLAN: MARKET POTENTIAL – 2.8

- Farmers Market on a seasonal basis using portable structures.
- Various tribal sponsored services, such as child or adult day care.

Market/Siting Evaluation

Based on the analysis described above, the market potential for development of residential, office, retail and industrial uses within each of the 4 Corners site quadrants is as follows:

MARKET POTENTIAL BY QUADRANT

	NW	NE	SE	SW
Residential				
Apartments	High	High	High	Moderate
Townhouse	High	High	High	Moderate
4-Plex	High	High	High	Moderate
Manufactured Home	High	High	High	Moderate
Single-family	High	High	High	Moderate
Office				
Incubator	Moderate	High	High	Moderate
Local Service	Moderate	High	High	Moderate
Regional Headquarters	High	High	High	High
Industrial				
Mini-Storage	High	High	Moderate	Moderate
Warehouse/Distribution	High	High	Moderate	Low
Manufacturing	High	High	Moderate	Low
Retail				
Convenience Market	Moderate	High	High	Moderate
Misc. Retail	Moderate	High	High	Moderate

The relative demand for each of the uses over the next 20 years is shown in the following:

STRENGTH OF DEMAND BY PHASE

	Near-term 0 to 5 years	Intermediate 5 to 10 Years	Long-term 10 to 20 Years
Residential			
Apartments		15 to 25 units	15 to 25 units
Townhouse		15 to 25 units	15 to 25 units
4-Plex	5 to 10 units	10 to 15 units	15 to 25 units
Manufactured Home	10 to 15 Units	10 to 15 Units	30 to 40 Units

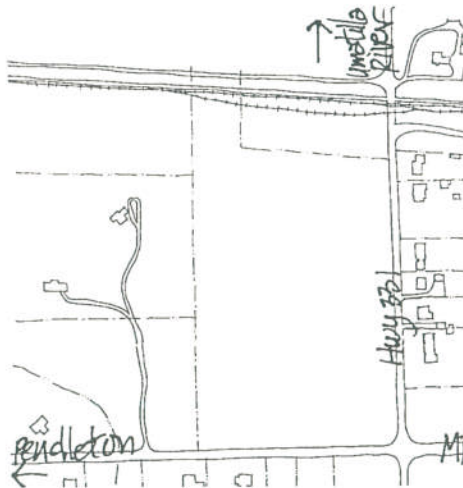
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	20 to 25 Units	20 to 25 Units	70 to 90 Units
Single-family			
Office			
Incubator	Moderate	High	High
Local Service	Moderate	Moderate	Moderate
Regional Headquarters	Low	Moderate	Moderate
Industrial			
Mini-Storage	Moderate	Moderate	Moderate
Warehouse/Distribution	Low	Moderate	Moderate
Manufacturing	Low	Moderate	Moderate
Retail			
Convenience Market	Moderate	High	High
Misc. Retail	Low	Moderate	Moderate

Implementation

The following summarizes the recommended market strategies for development of each of the 4 Corners quadrants within the next 10 years.

Northwest Quadrant



Uses:

Single Family Residential
 Multifamily Residential
 Office
 Industrial
 Misc. Retail

Timing:

Near-term/Intermediate-term: Next 5 to 10 years

Tribal Role:

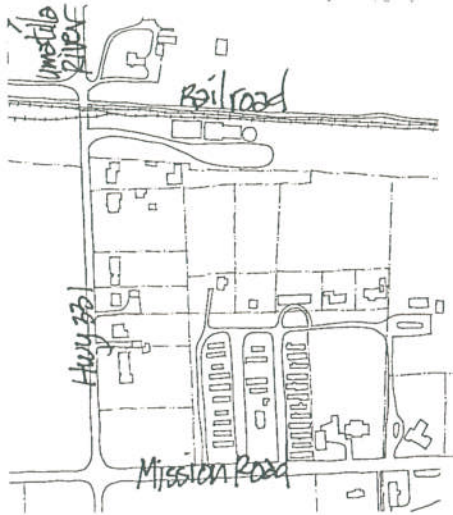
Zoning for appropriate uses

Comments:

Will benefit from catalyst project at Northeast quadrant.

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Northeast Quadrant - Corner Parcel



Uses:

Convenience Market

Timing:

Immediate: Next year

Tribal Role:

Zoning for appropriate uses
Land Assembly-already Tribal ownership
Development and operation by Tribes

Comments:

Could be joint venture with chain store operator

Lucky 7

Uses:

Single Family Residential-including manufactured homes
Multifamily Residential-low density

Timing:

Near-term: Next 5 years

Tribal Role:

Zoning for appropriate uses
Land Assembly-already Tribal ownership
Development and operation by Tribes

Comments:

Requires relocation of trailer court to new site

Other Parcels

Uses:

Multifamily Residential
Office
Industrial
Misc. Retail

Timing:

Intermediate-term: Next 5 to 10 years

Tribal Role:

Zoning for appropriate uses
Land Assembly
Make available for sale or joint venture

Comments:

Benefit from catalyst project on corner

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Southeast Quadrant



Uses:
Single Family Residential
Multifamily Residential
Office
Misc. Retail

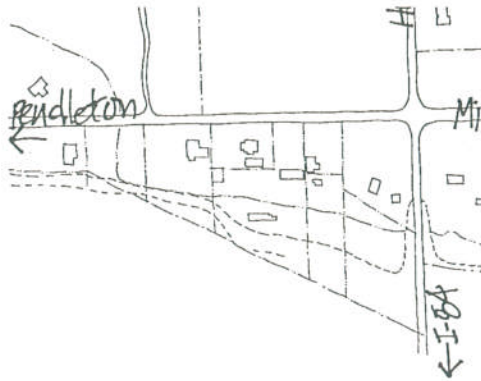
Timing:
Intermediate-term: Next 5 to 10 years

Tribal Role:
Zoning for appropriate uses

Comments:
Will benefit from catalyst project at
Northeast quadrant.

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Southwest Quadrant - Corner Parcel



Comments:

Interim use to establish identity of long term use in conjunction with Nation Capitol

Other Parcels

Uses:

Office
Misc. Retail

Timing:

Intermediate-term: Next 5 to 10 years

Tribal Role:

Zoning for appropriate uses
Land Assembly
Make available for sale or joint venture

Uses:

Park or public use as interim use
Misc. retail or service later

Timing:

Near-term for interim: Next 5 years

Tribal Role:

Zoning for appropriate uses
Land Assembly-already Tribal ownership
Develop and operate public uses

Comments:

Develop in conjunction with Tribal Capitol

LAND DEVELOPMENT

Introduction

This section of the 4 Corners Master Plan describes the study area, its physical characteristics, and its development potential. Recommendations for zoning changes and design standards are proposed for further Tribal discussion and adoption.

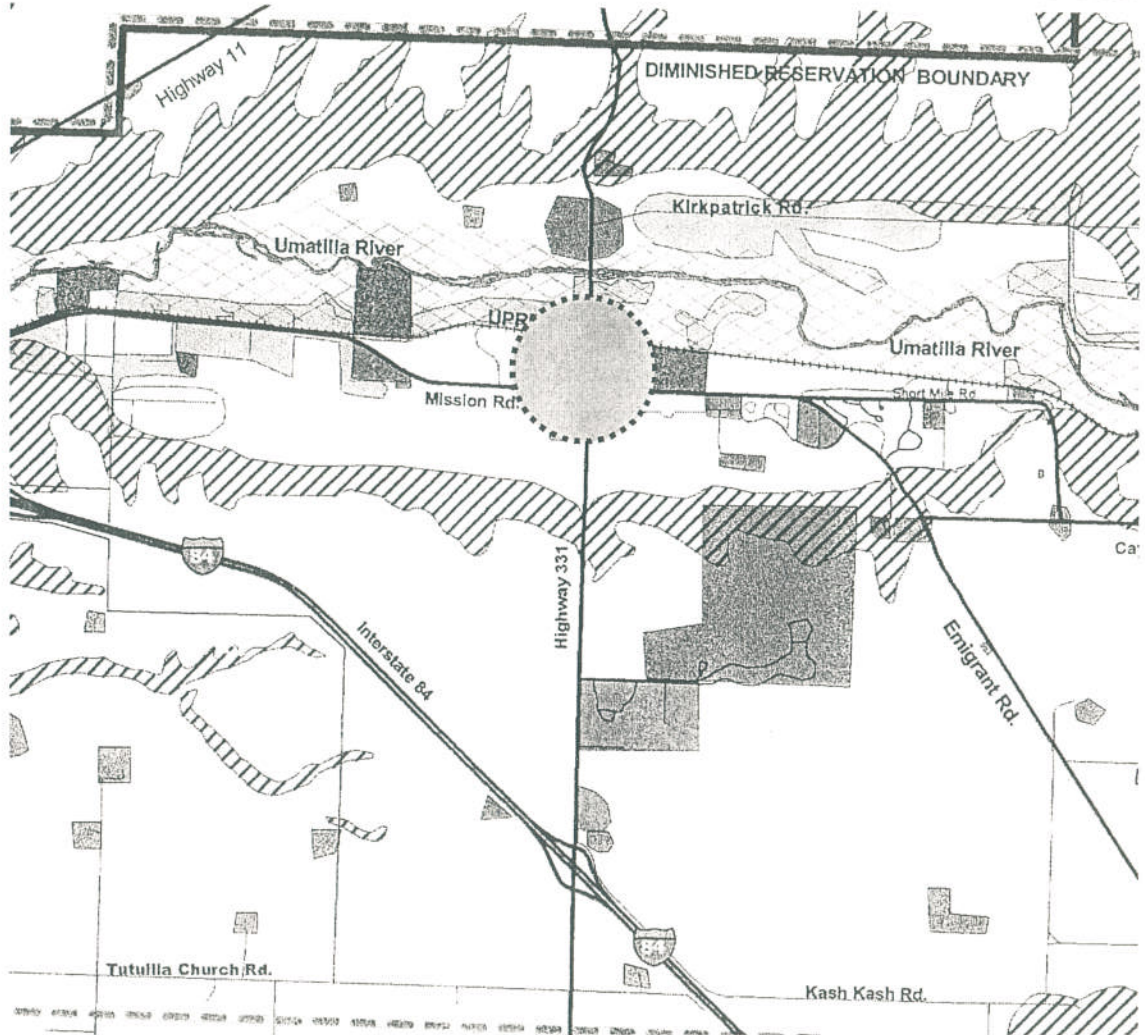
Existing Conditions

The 4 Corners area covered by this master plan contains about 40 acres located around the intersection of Mission Road and Highway 331. Figure 3.1 shows the location of the area (large circle). It is on the Umatilla River Valley (Mission Basin) floor just west of the Mission Community and north of the Wildhorse Resort and Tamustalik Cultural Institute complex. The general boundaries of the area are:

- North – Union Pacific Railroad, power lines, grain elevator
- East – Residential and community uses
- South – Edge of the plateau bluff
- West – Residential and agricultural uses

The study area is broken into 16 parcels ranging in size from less than one acre to more than 16 acres. Figure 3.2 shows the distribution of the parcels. The study area has been broken down into quadrants for analysis purposes. Ownership includes Tribal trust, allotments, Tribal fee and fee holdings. The CTUIR owns the key parcels on the northeast and southwest sides of the intersection. Table 3.1 shows the characteristics of the parcels and the quadrants.

Figure 3.1 - Vicinity Map



The cross-hatched areas are the bluffs between the Umatilla River valley floor (Mission Community) and the upper plateaus. The large shaded areas south of the valley are the Tamustalik Cultural Institute and the Wildhorse Resort Complex.

October 12, 1999

30126

Jim Beard, Planning Director
Confederated Tribes of the
Umatilla Reservation
P.O. Box 638
Pendleton, Oregon 97801

Subject: Draft 4 Corners Master Plan

Dear Jim:

This transmits the complete draft 4 Corners Master Plan report. The differences between this and the version faxed and e-mailed to you on October 4 are as follows:

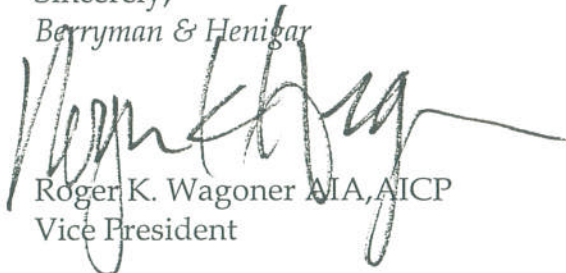
- This version contains maps and other illustrations;
- This version contains the appendix; and
- This version contains some further description of the recommended concept for the convenience market project.

This "camera-ready" copy has all of the illustrations in black-and-white format for copying. We can produce a colored version when we produce the final.

Let me know if you have questions. When we receive your comments, we will make the necessary revisions and produce the final.

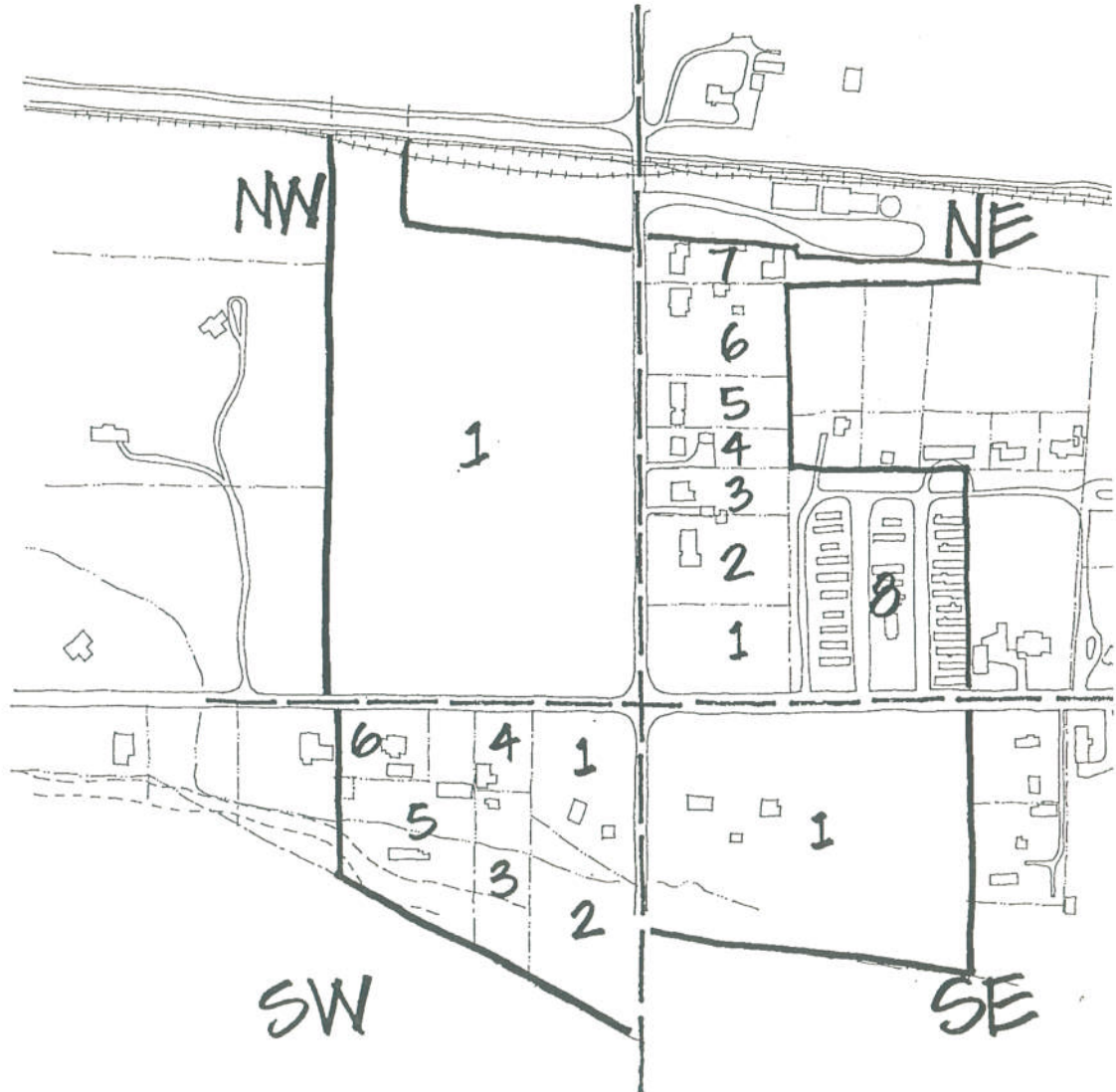
Thanks for the opportunity to serve you.

Sincerely,
Berryman & Henigar



Roger K. Wagoner AIA, AICP
Vice President

Figure 3.2 - Study Area



4 CORNERS MASTER PLAN: LAND DEVELOPMENT – 3.4

Table 3.1 Parcel Characteristics

PARCEL	AREA (Acres)	OWNERSHIP	USE	PLAN	ZONE	OTHER
NW 1	16.7	Allotment	Vacant	Com.Commercial (CC)	Industrial/ Rural Resid.	1050' frontage @ 331 650' frontage @ Mission
	Total NW: 16.7					
NE 1	1.10	Tribal Trust	Vacant	(CC)	Commercial	180' frontage @ 331 280' frontage @ Mission
NE 2	1.49	Fee	Single Family	(CC)	Rural Resid.	230' frontage @ 331
NE 3	0.67	Fee	Single Family	(CC)	Rural Resid.	100' frontage @ 331
NE 4	0.69	Fee	Single Family	(CC)	Rural Resid.	100' frontage @ 331
NE 5	0.70	Fee	Single Family	(CC)	Rural Resid.	100' frontage @ 331
NE 6	1.28	Fee	Single Family	(CC)	Rural Resid.	200' frontage @ 331
NE 7	2.91	Fee	Single Family	(CC)	Rural Resid.	70' frontage @ 331 odd-shaped
NE 8	4.12	Tribal Fee	Mobile Home Park	Community Resid. (CR)	Rural Resid.	360' frontage @ Mission
	Total NE: 8.84					
SE 1	7.42*	Fee & Allotment*	Single Family	(CC)	Commercial	*Land-locked Allotment parcel surrounded by Fee parcel 480' frontage @ 331 (south portion is steep slope) 650' frontage @ Mission South portion contains wet area and drainage channel
	Total SE: 7.42					
SW 1	1.80	Tribal Fee	Vacant / Well	(CC)	Commercial	380' frontage @ 331 (south portion is steep slope) 260' frontage @ Mission
SW 2	1.95	Fee	Vacant	(CR)	Rural Resid.	330' frontage @ 331 (steep slope) wet area and drainage channel
SW 3	0.90	Fee	Agriculture	(CR)	Rural Resid.	Land-locked
SW 4	0.43	Fee	Single Family	(CR)	Rural Resid.	110' frontage @ Mission
SW 5	1.98	Fee & Allotment*	Single Family	(CR)	Rural Resid.	*small Allotment parcel in NW corner 70' frontage @ Mission
SW 6	0.80	Fee	Single Family	(CR)	Rural Resid.	210' frontage @ Mission
	Total SW: 7.86					

Development Potential

The area has strong potential for development due to its visibility, flatness, and good soils. The surrounding plateaus help to shelter it from winds. The surrounding Mission Basin development is a good indication that foundation bearing is adequate for a wide range of building types and that landscaping can be maintained with proper irrigation.

Development Controls

The future development of the area is controlled by adopted Tribal policies contained in the CTUIR Comprehensive Plan, the Mission Community Plan and the Land Development Code and Subdivision Manual. The following policies provide the framework for the 4 Corners Plan.

1. Provide neighborhood convenience shopping for those living, working and passing through the Mission Community.
2. Link residential areas and community facilities with parks, trails and open spaces.
3. Promote and create recreational opportunities to improve the health and welfare of the community members.
4. New and existing developments and transportation corridors will be well landscaped with low maintenance plantings.
5. Assure development opportunities that accommodate the goal of providing housing options for all Tribal members on the Reservation.
6. Redevelop the Lucky Seven Trailer Park to create a modern mobile home park with improved infrastructure and amenities.
7. Provide residential areas with safe bicycle/pedestrian connections to Tribal employment, shopping and community facilities.
8. Attempt to minimize the amount of continuous asphalt and concrete in new residential developments to soften their texture.
9. Provide for community commercial opportunities at all four corners of the Mission Intersection.
10. Encourage designs for commercial developments that give a unique character and cultural identity complimenting the Indian community.
11. Provide common open areas in commercial developments that can be used for cultural displays, events, and interaction.
12. Create affordable marketing spaces in commercial developments that provide opportunities for temporary and permanent Tribal entrepreneur businesses.

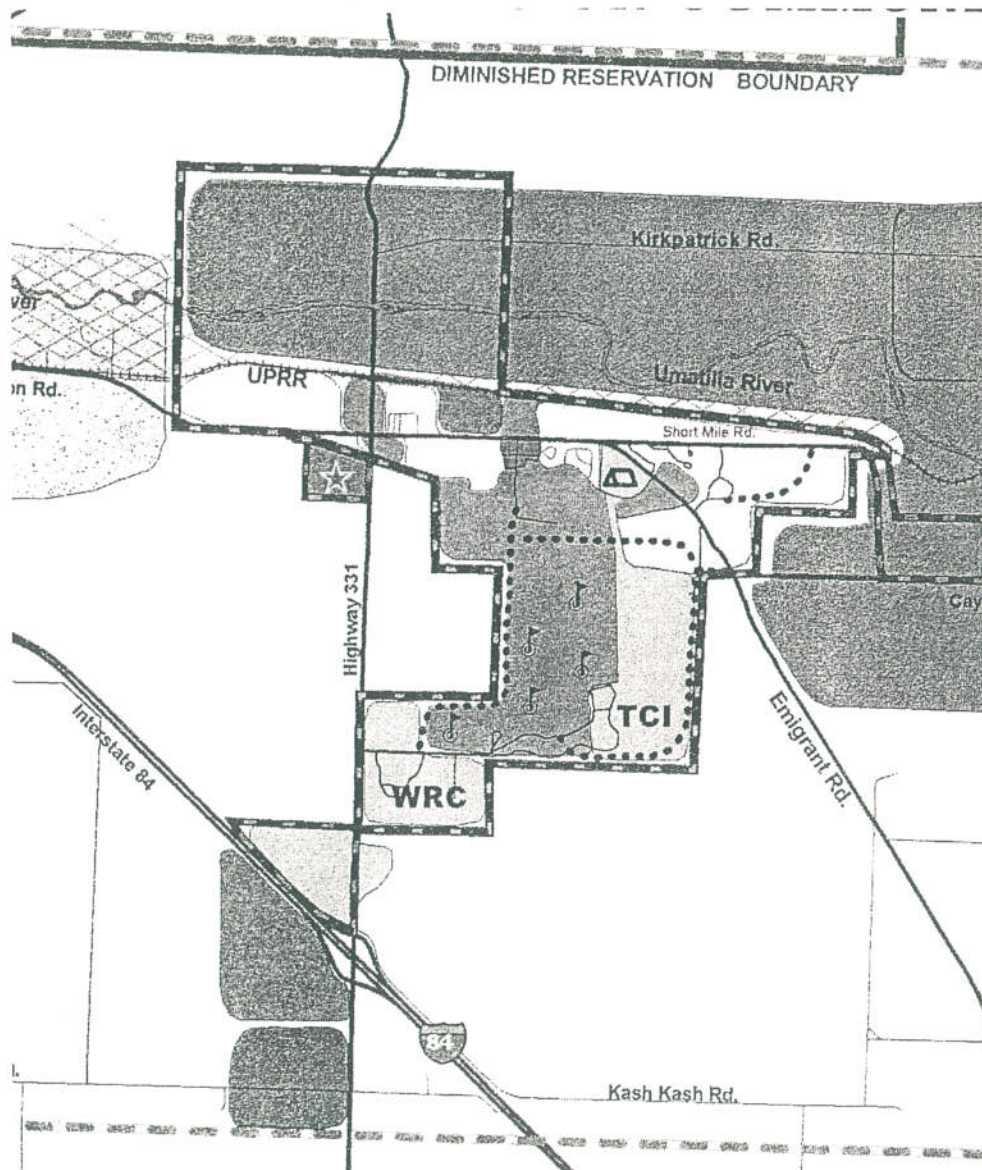
13. The wetland area along the Mission Creek bluff should be protected in permanent open space and pedestrian trail system should be developed to provide an effective and attractive transportation link throughout the community.
14. Develop standards for roads, public and private utilities and pedestrian and bicycle paths.
15. The southwest corner of the Mission intersection should be cleaned up to provide a user-friendly open space until needed for commercial development.
16. Investigate the feasibility and identify suitable sites for increasing the Tribal recreation complexes in the Mission Community (i.e. sports fields, athletic facilities, health, exercise and cultural spaces.)

In preparing the master plan, these policies were used to address issues and questions described below:

Influences

Several recent economic and organizational milestones have increased tribal interest in the 4 Corners area. The Mission Community Plan identifies the area for commercial and possibly industrial development that would create more job opportunities on the Reservation. A site above the area to the southwest has been identified for a new tribal national capital. Figure 3.3 shows the Future Land Use Map for the Mission Community. Tribal employment has nearly doubled since 1996 stimulated by the resort and cultural institute projects as well as by increased BIA 638 service contracts and demand for governmental services created by tribal enrollment growth which put more Reservation operations directly into the hands of the tribes. Reservation population has increased and new residential opportunities have been created within the Mission Creek Subdivision.

Figure 3.3 - Future Land Use Map, Mission Community



The Mission Community Plan designates the area north of the railroad “Rural Residential”. South of the railroad and along Mission Road and Shortmile Road, the designated uses are:

- “Community Residential”,
- “Community Commercial” (along Highway 331 between Mission Road and the railroad and on the southeast corner of the 4 Corners intersection, and
- “Government” for the proposed Tribal National Capital on the plateau above the southwest corner.

4 CORNERS MASTER PLAN: LAND DEVELOPMENT – 3.8

The expanded Cultural Institute, Resort Complex, and future highway-oriented business areas are shown between the Mission Basin and Interstate 84. The unshaded areas of the plan are designated "Agriculture".

Issues

The Tribes have committed to developing a new market at 4 Corners to replace the store that has been demolished. This facility is intended primarily to serve Reservation residents as a convenience and gathering place although the potential of it also serving tourists traveling through the intersection on Highway 331 and customers outside the Reservation should be considered.

The northeast and southwest quadrants of the intersection are tribally-owned. The northeastern parcel is where the former store was located. It is relative small, but large enough for the initial market development. The issue with this site is whether or not the market should be part of a larger retail center or should include other features such as a park or Saturday produce and crafts outdoor market.

The southwest quadrant contains a tribal water well and an old farmhouse which some consider to have historic value. The house is in poor condition and would likely be very expensive to rehabilitate. Its reuse for commercial applications would be difficult.

The northwest quadrant is privately owned and leased by a tribal member. This site is much larger than any of the other corners and could accommodate a wide variety of uses. The issue with this site is tribal development of leased land. An initial step towards this approach will be to secure a BIA appraisal of the land value.

The southeast quadrant is also privately owned and occupied with a single family residence.

Other considerations in the area include the value of the existing single family uses on lots along the east side of Highway 331 north of Mission Road versus alternative uses, the Lucky 7 mobile home park (possible re-development or alternative uses), and the railroad and grain terminal at the north and activities compatible with them.

Opportunities

The Tribe's interests in the 4 Corners area includes both income-related and social-related objectives. The increased traffic at the intersection stimulated by the Resort and Cultural Institute, future highway-oriented business development on Highway 331 near the I-84 Interchange as well as general economic prosperity in the region signal the importance of this property.

During meetings with Tribal leadership, the following uses were mentioned for further consideration in the analysis.

- :
- 2,000 – 3,000 convenience market/deli/gathering place;
 - Carwash and other auto services;

- Mini-storage or other warehousing;
- Arts and crafts galleries and sales;
- Produce market sales;
- Credit union or bank;
- Tribal government center “Umatilla National Capital”;
- Tribal corporation maintenance yard;
- Day care;
- Higher density housing;
- “Incubator” office or shop space for start-up businesses;
- Community park
- Recreation/entertainment video “arcade”
- Manufacturing/distribution/product assembly

There is also interest in making sure that any development for these or other uses is designed sensitively to promote the 4 Corners as the gateway to the Mission Community. Buildings, landscaping, signage, and other design elements should be controlled by guidelines that will promote this theme.

Questions

The analysis and site development planning leading to the recommendations contained in this master plan were further defined by the following questions:

- What should the design image of the intersection convey to tribal members, Reservation residents, the surrounding community, and travelers?
- How should development be phased to ensure progress without foreclosing future opportunities?
- What are the preferred uses that should be accommodated at 4 Corners?
- Which uses best fit the individual sites at 4 Corners?
- What should be the Tribes’ level of investment in promoting social and financial objectives?
- How much direct development responsibility should the Tribes’ assume for development within the 4 Corners area?
- How should the access and traffic control characteristics of Mission Road and Highway 331 be changed to improve development opportunities?
- How should 4 Corners be linked by trails to surrounding areas such the proposed national capital, Cultural Institute, Mission Community, etc.
- What are the characteristics of demand-generators such as the tribal national capital, reservation residents, other drive-by traffic, and other 4 Corner uses?
- What siting factors maximize the potential capture rate for each of these generators?

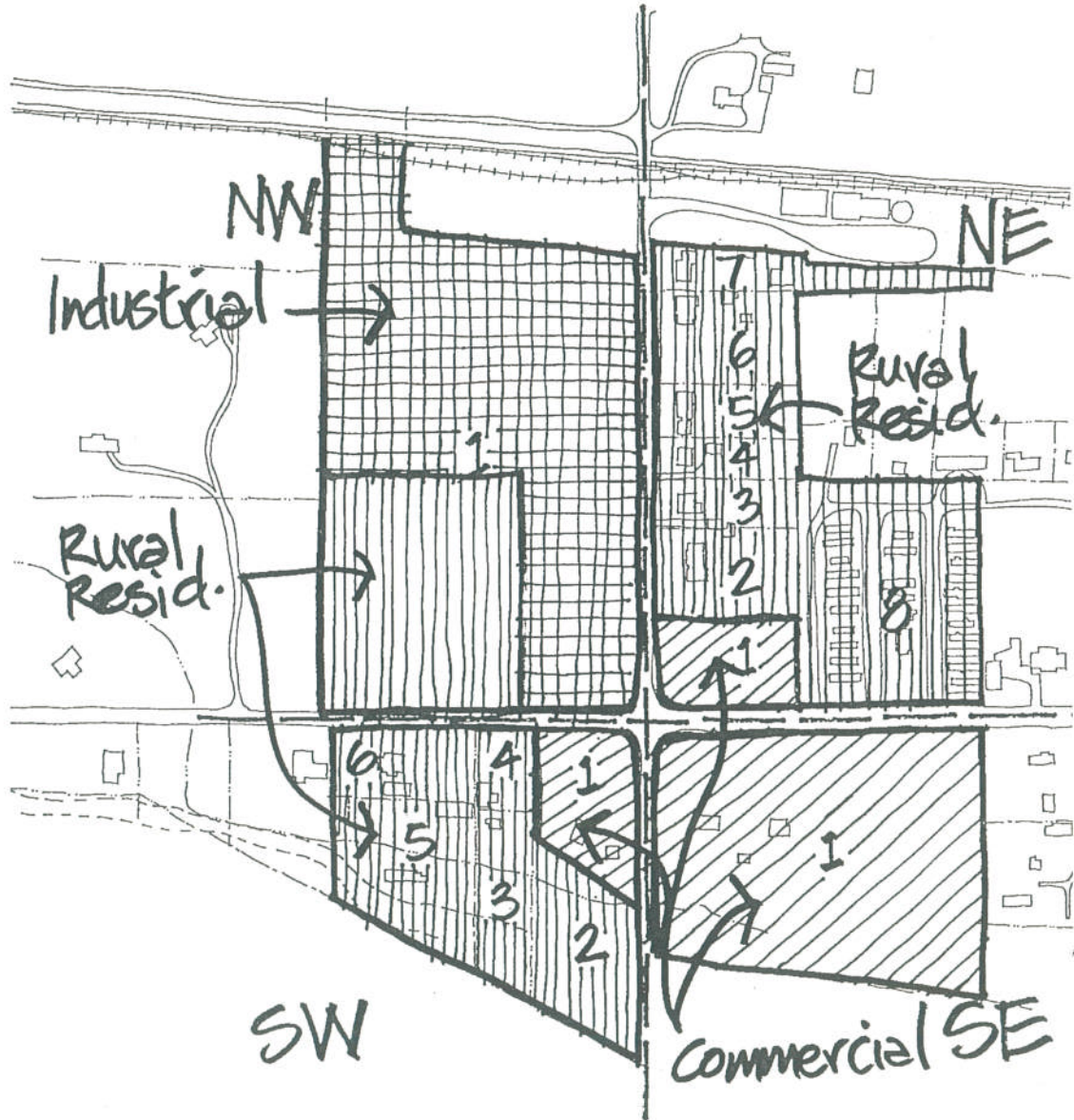
- How should conflicting uses be buffered from each other?
- Should the Tribes partner with private land owners to develop projects?

While this master plan will not answer all of these questions, it does establish directions for future tribal decisions about land use management, investment, and design control.

Zoning

Selected changes to the *Tribal Zoning Map* and *Land Development Code* should be made to enable future development to be consistent with the policy framework and to also provide more flexibility for the Tribes and property owners to be responsive to market opportunities. Figure 3.4 shows the present zoning for the area. The northeast, southwest and southeast corners of the intersection are zoned for commercial development. Table 3.1 contains a listing of the zoning designations for each of the parcels. Table 3.2 shows the range of permitted and conditional uses which apply to the zones.

Figure 3.4 - Current Zoning



4 CORNERS MASTER PLAN: LAND DEVELOPMENT – 3.13

INDUSTRIAL	COMMERCIAL	PUBLIC FACILITIES	PUBLIC USE
<p>Conditional Uses</p> <ul style="list-style-type: none"> • Food products manufacturing • Flour milling • Animal hospitals & veterinarian clinics • Concrete block & pipe manufacturing • Concrete plants • Major manufacturing • Foundries over 2,500 s.f. • Alternative energy 	<p>Conditional Uses</p> <ul style="list-style-type: none"> • CTUIR utility facilities • Roadside produce stands • Caretaker residences • Bowling alleys • Malls & department stores • Theaters • Alternative energy 	<p>Conditional Uses</p> <ul style="list-style-type: none"> • Cemeteries • Fairgrounds • Solid waste disposal • Sewage treatment • Water treatment • Arenas and stadiums • Schools • Electric generation plants • Radio & television stations 	<p>Conditional Uses</p> <ul style="list-style-type: none"> • Road side produce stands • Cemeteries • Greenhouses over 300 s.f. • Sanitary landfills • Alternative energy

INTRODUCTION & SUMMARY

The Confederated Tribes of the Umatilla Reservation (CTUIR) have established a strong policy direction for the development of the 4 Corners area. The future potential of the area is strong. The existing level of development does not reflect this potential, and the Tribes are committed to a phased plan of action that will eventually transform the area into an economic asset for the Reservation community and the property owners.

Objective

This master plan is the result of the *Mission Community Plan* policy to: “Conduct a commercial needs study of the entire Mission Intersection to determine which types and mix of uses are most appropriate and developable.”

Project Team

The Tribes engaged a team of consultants from *Berryman & Henigar* and *Property Counselors* to conduct the work necessary to produce this plan. The team included professional planners, architects and real estate market experts working under the direction of the Tribal Planning Office.

Process

The team met with Tribal Board representatives, the Economic Development Commission and the Natural Resource Commission as well as key Tribal Staff. Information from prior studies was reviewed; site investigations were conducted; and outside information sources were consulted. Two site visits were conducted during which progress reports were made and interim findings and conclusions were presented. This report contains all of the materials generated during the process.

Key Findings: Market

- Demand for a Tribal convenience market was verified
- Other near-term development over the next five years should focus on market-rate housing, and possibly some “incubator” space for small service or manufacturing businesses.
- Intermediate-term development (5-10 years) potential is strongest for additional housing and incubator space, and possibly more retail.
- Long-term development (10-20 years) potential is strong for housing. Other demand over the long term will be driven by Tribal policy, economic development actions, and the location of the Tribal Headquarters facility.
- Generally, the northeast and southeast quadrants of the intersection have the strongest development potential due to access and circulation characteristics.

While none of the 4 Corners area is zoned “Public Facilities” or “Public Use”, some of the permitted uses included within these zones should be allowed in the area. These include government facilities, recreational facilities, cultural facilities, greenhouses and roadside produce stands, daycare and churches. Residential uses should be allowed in commercial areas to encourage a mix of development types so long as suitable development design standards are used to ensure compatibility.

Recommended Zoning

Figure 3.5 shows the recommended zoning map for the 4 Corners area.

Northeast Quadrant

The northern four parcels should be zoned “Industrial”. While this would create non-conforming uses for the current residents, it would enable this area to be developed for more intensive manufacturing or warehousing uses over time. This would be more compatible with the existing railroad and grain elevator uses to the north and to the future industrial uses across Highway 331 to the west.

The two parcels between the convenience market parcel and industrial area should be zoned “Commercial”. The provisions of this commercial zoning should be modified as described in the next section.

The Lucky 7 parcel should be zoned “Community Residential”, a new residential zone described in the next section.

Southeast Quadrant

This single parcel should be split into two zones: “Community Residential” and “Public Use”. The eastern residential portion would allow for future residential development as a transition between the more intensive intersection uses and the established residential uses to the east.

The area adjacent to the intersection should be zoned “Public Use” which would enable development ranging from planned residential uses to cultural, recreational and educational uses.

Southwest Quadrant

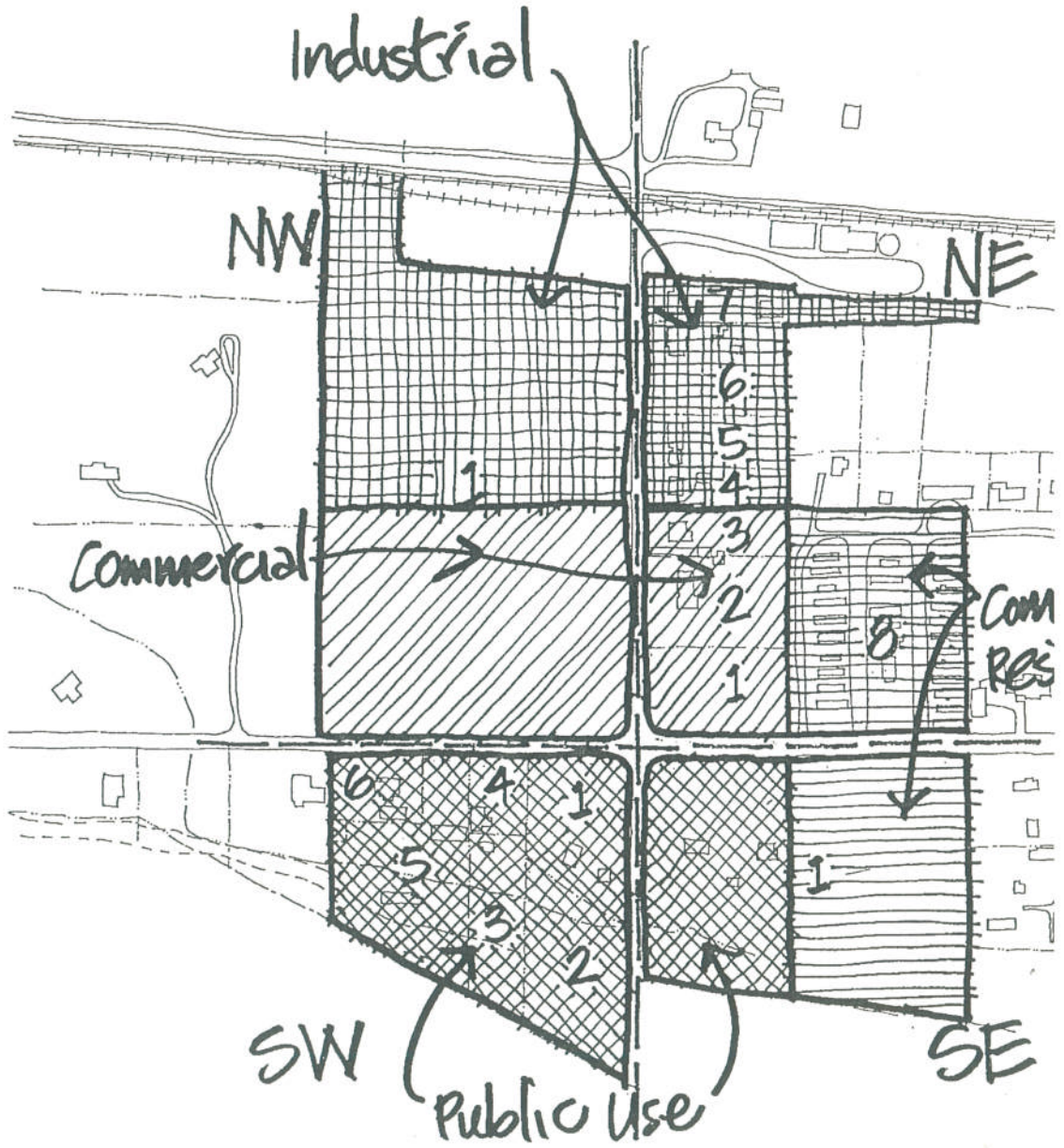
This area should also be zoned “Public Use”. Its proximity to the future Tribal headquarters would be enhanced by the flexibility provided by this zone. The “government buildings” permitted use in this zone should be further defined to include provisions which could enable the development of a Tribal credit union.

Northwest Quadrant

The southern half of this parcel should be zoned “Commercial” to capture the value of its intersection proximity and relationship to the convenience market and Tribal uses to the east and south.

The northern portion of the parcel should remain “Industrial”.

Figure 3.5 - Proposed Zoning



Recommended Zoning Code Changes

Community Residential (CR)

This new zone should allow mixed residential uses in densities ranging from four to 10 units per acre. Due to the value of this land, minimum density limits should be considered to discourage large-lot subdivisions. Single-family detached, single-family attached (townhouses), and duplexes would be permitted outright. Minimum lot sizes for single-family detached homes would be 10,000 square feet. There should also be consideration for maximum single family lot sizes of 14,000 square feet. Projects (including subdivisions) on sites greater than one acre or involving attached housing, mobile/manufactured housing, or multifamily units should be subject to Planned Unit Development review and approval. The PUD approach would allow flexibility in site design and possible mixed uses (day care, etc.) depending upon proper site planning and design.

Commercial Development (CD)

The existing CD zone should be modified to allow residential development as a conditional use. PUDs should be the preferred method for “stand-alone” residential projects but mixed use projects involving residential units as part of retail or office projects should also be allowed subject to design review.

Public Use (PU)

The existing PU zone should be modified to allow office and service business uses as conditional uses. This would set the stage for development of a Tribal credit union on the southwest corner of the intersection. By making these uses conditional, the amount, scale and design of development could be controlled through the review process.

Industrial Development (ID)

The existing ID zone should be further evaluated by the Tribes in terms of market realities, parcel characteristics, and location. Some of the current conditional uses such as concrete plants and foundries might be too intensive for this area, particularly if the Tribes’ intent is achieve the long term vision of a neighborhood with residential, retail shops, and offices with lighter industrial uses such as warehousing and small manufacturing businesses. Any industrial development should be subject to binding site plan approval which can be used to ensure appropriate building locations, vehicular access, control of lighting and noise, and perimeter buffering.

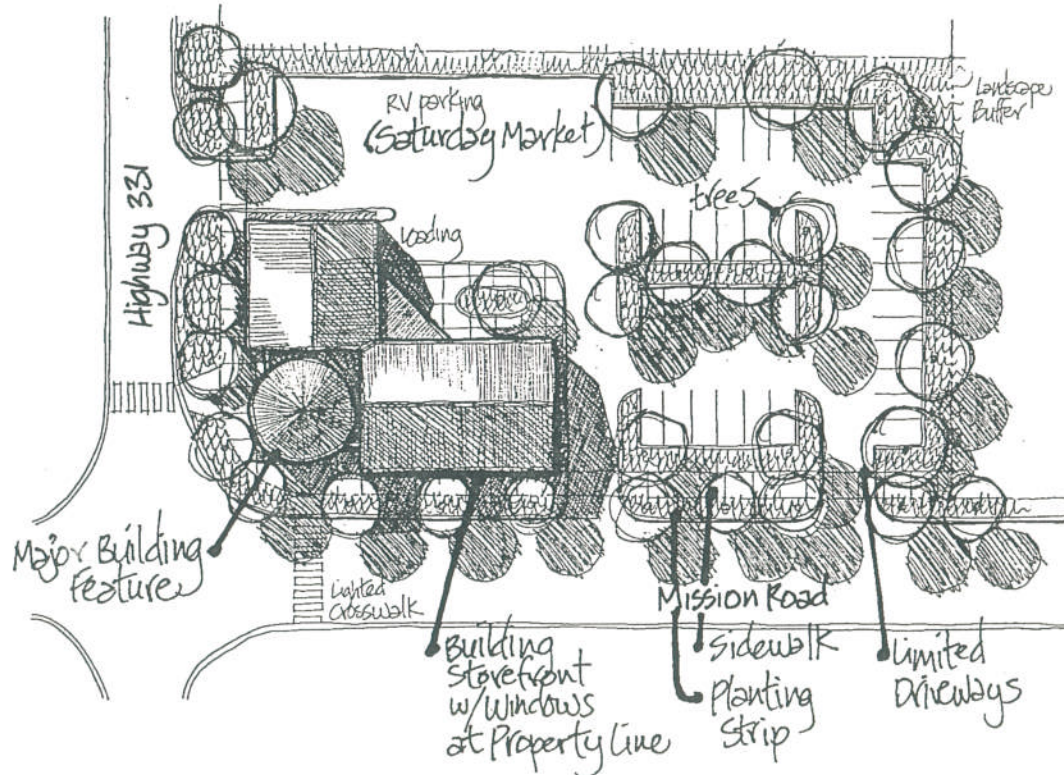
Design Review

All development within the 4 Corners area except construction of new single family houses on existing legal lots and “minor” renovation of existing buildings should be subject to design review as part of subdivision, PUD, binding site plan, or building permit approvals. The design review process should be conducted by the Tribal planning staff on an administrative basis. Recommendations for approval conditions

4 CORNERS MASTER PLAN: LAND DEVELOPMENT – 3.17

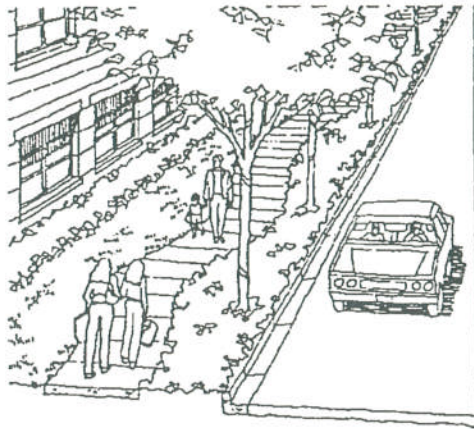
coming out of the review process would be included as permit approval conditions, subject to existing public hearing and appeal procedures.

The following are guidelines that are recommended to use in the design review process. They can also be used to show potential developers what the Tribes are looking for in the way of site development and design.

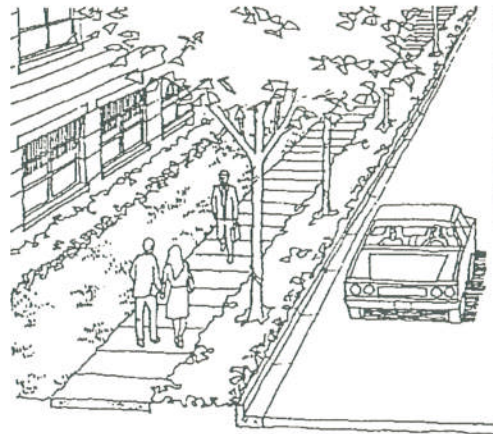


- Frontage improvements to Highway 331 and Mission Road should include curbs, gutters (or properly designed drainage swales), sidewalks/trails, and landscaping.

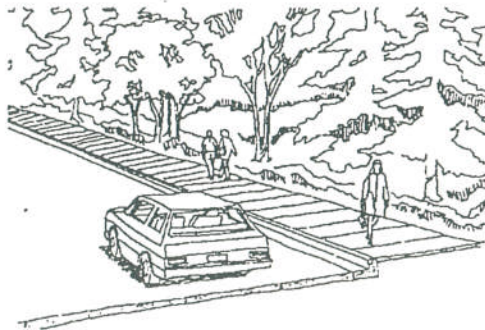
Walkway With Slight Meander



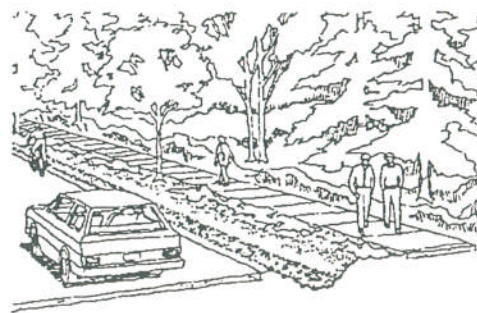
Straight Walkway



Sidewalk Adjacent to Curb and Gutter



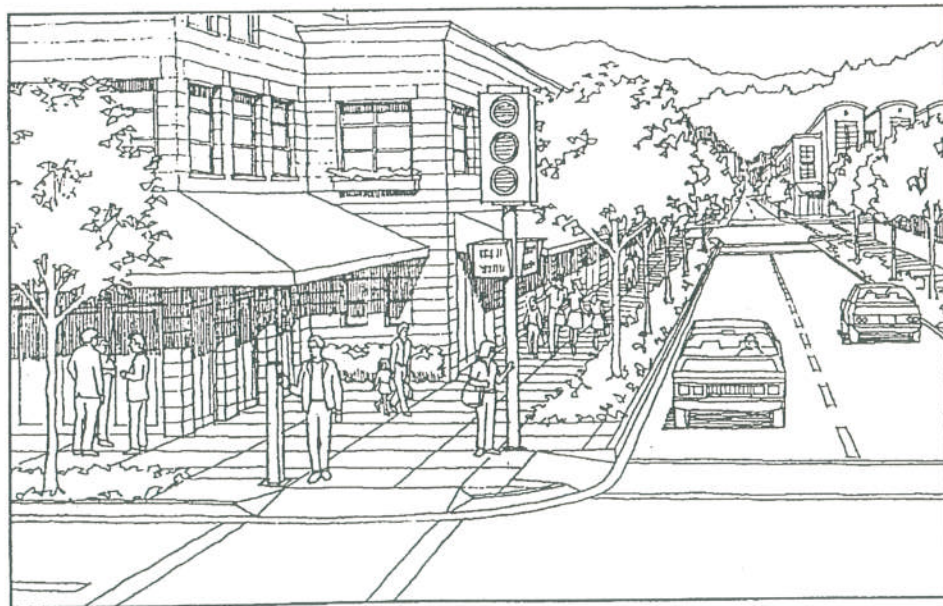
Sidewalk Separated by a Ditch

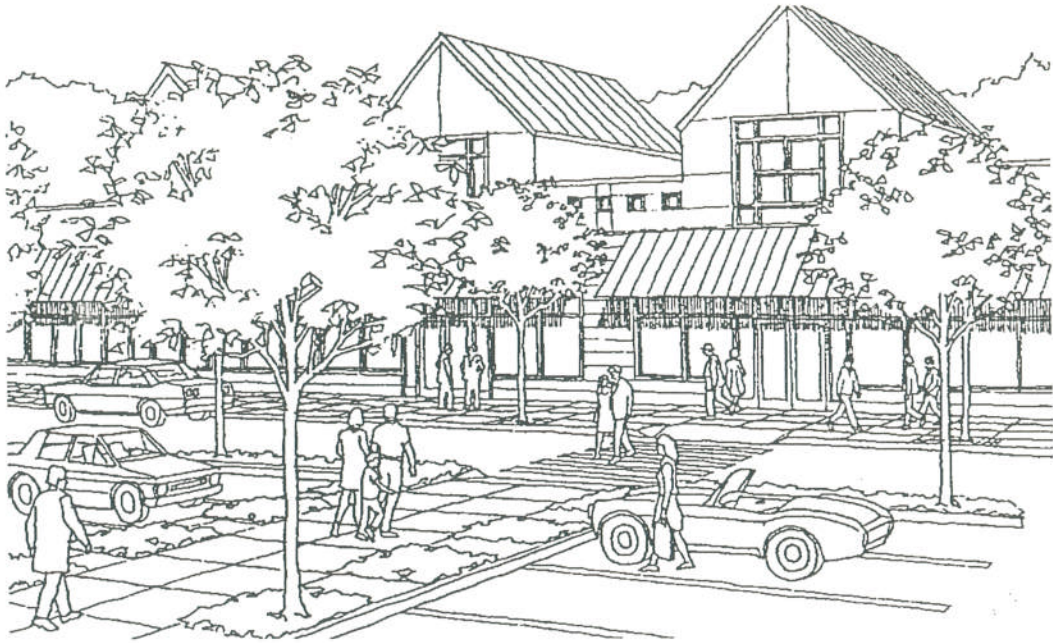


- Pedestrian-scale lighting should be located along all sidewalks and paths.



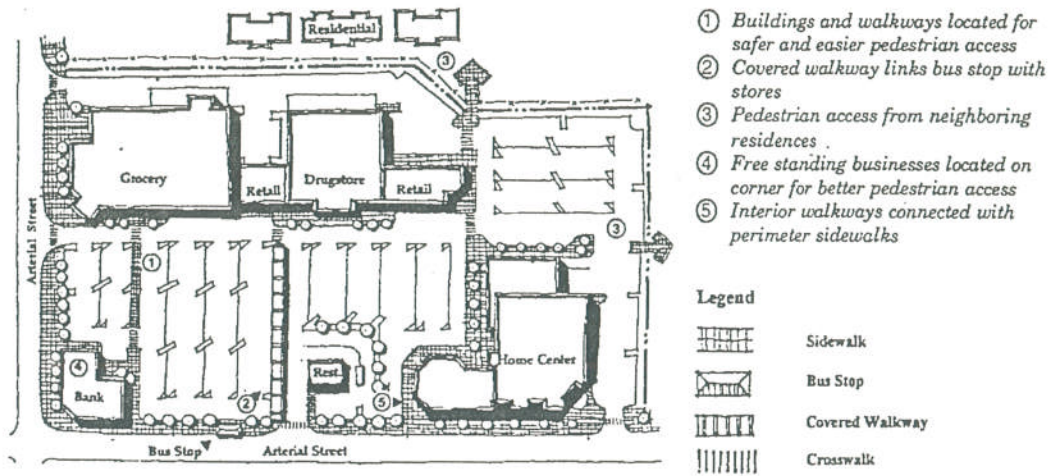
- Cross-walks should be marked with pavement treatment or paint and lighted and should have ADA ramps.





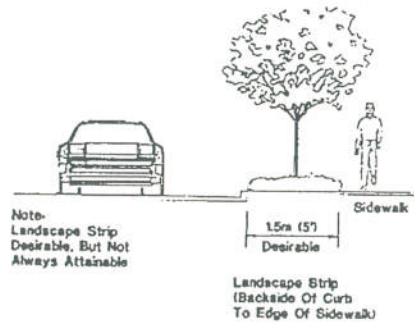
- Signage and lighting for uses adjacent to public rights-of-way should be subject to design review. Business signage is encouraged to be mounted on building faces rather than free-standing.
- Access driveways from public rights-of-way to adjoining uses should be spaced enough to minimize turning movement conflicts and congestion. Where possible, adjacent projects should share common driveways.
- Commercial buildings should be located close to right-of-way property lines with parking adjacent to, or behind the buildings. Joint-use parking shared by adjacent projects is encouraged.

Pedestrian Friendly Shopping Center

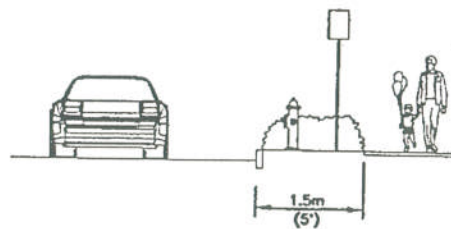


- All parking lots should be screened by landscaping or fences and should include planting areas within them.

Planting Buffer Between Sidewalk and Street



Planting Strips Provided as Area for Signs, Utilities, and Street Furnishings

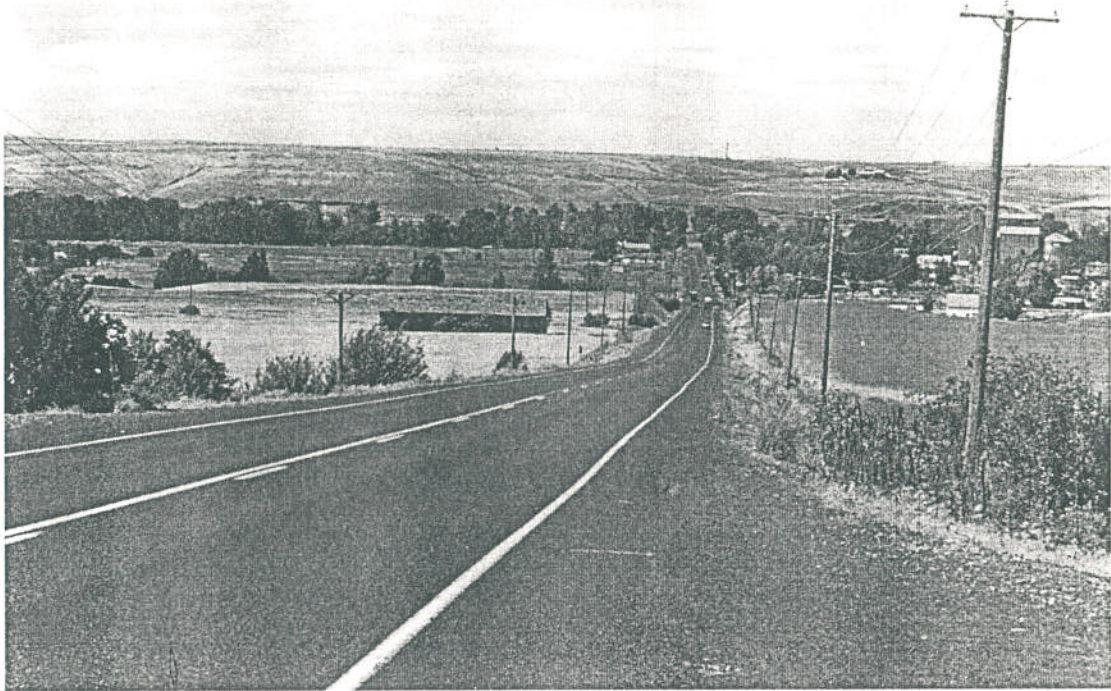


- Projects involving multiple buildings should contain accessible, usable open space areas.
- All planting areas should be irrigated.
- All impervious surfaces should be drained to stormwater detention facilities and related biofiltration devices such as swales.
- Building design should use materials, motifs and detailing reflecting Indian art and/or the American west.

Convenience Market Action Plan

As the Tribes' proceed with the planning and design for the convenience market, the above design guidelines should be used to direct the project. This will be the first phase of improvements to the 4 Corners area and should therefore signal the quality of development and sensitivity to the area that the Mission Community Plan has established. The following drawings are intended to illustrate this. While the final outcome of the project may look much different, attention to the guidelines will result in a project that can be a real world example for future Tribal and private developments in the area.

The next step is to prepare a business plan and project design based on the market and site analysis provide the initial direction for the project.



Key Findings: Land Use

- The study area is suitable for most land uses.
- Some of the ownerships are small parcels that may be difficult to develop for intensive uses such as office or industrial buildings.
- Access from Mission Road and Highway 331 is a precious commodity that affects the desirability of the parcels.
- The railroad and grain elevator at the northern end of the area suggest that industrial uses should be developed there with a transition of intensity towards housing, retail, and offices at the south.
- Adjacent residential uses to the east and west suggest that any new intensive uses such as offices or industry should be buffered.

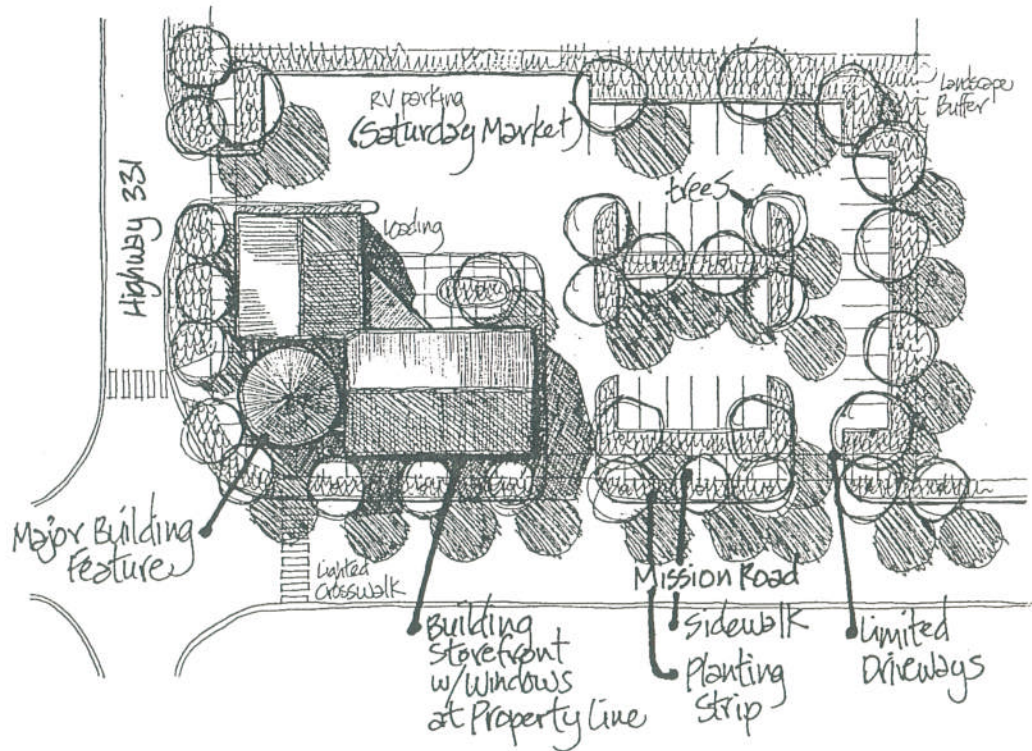
Recommendations

The Tribes should proceed with the development of a convenience market on the northeast corner of the intersection. The market should provide prepared food, non-perishable items, and other goods typically needed within the Community. The market should include a “gathering place” which could be a coffee shop or deli, and possibly, a video arcade. Space for the exhibit and consignment sales of locally produced arts and crafts should be provided. The site should also be developed to provide space for an outdoor “Saturday Market” where individuals can market fresh produce and crafts. The project should be developed as a “model” demonstrating the Tribes’ commitment to making 4 Corners the gateway to the Mission Community.

4 CORNERS MASTER PLAN: LAND DEVELOPMENT – 3.24

Site Development

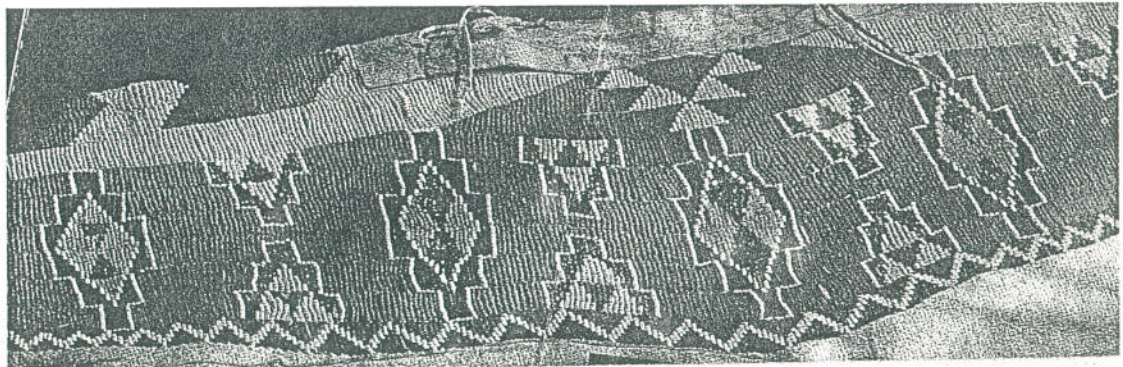
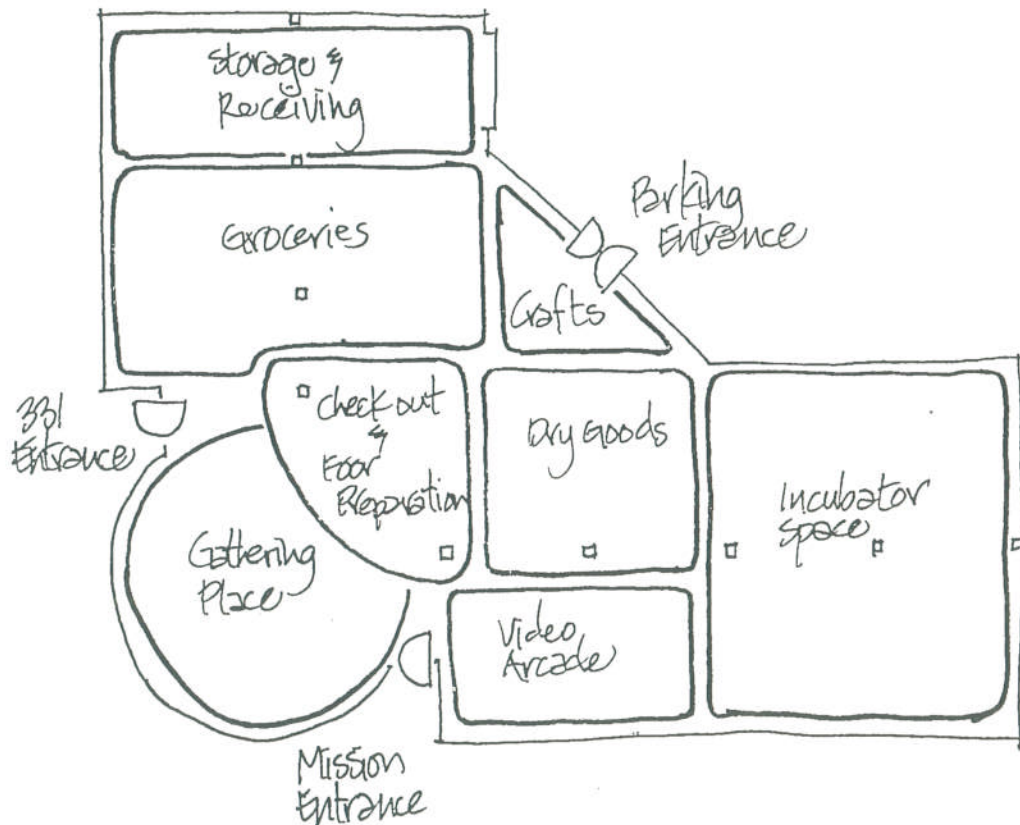
The building should be located close to the intersection. A major architectural feature should be used to signal the Reservation gateway. This could also be the location of the “gathering place” providing visibility to and from the intersection, and with proper lighting, would help to provide night-time safety and security for pedestrians. The building is shown wrapping around both directions from the intersection. This would enable there to be separate store fronts for several businesses such as the deli, convenience market, video store, video arcade, etc. The parking lot is shown on the north and east sides of the building with spaces for recreational vehicles along the north property line. This area could also be used for a “Saturday Market” during appropriate seasons until such time as a more permanent facility is developed elsewhere. Not counting the RV spaces, nearly 40 parking spaces can be provided with ample room for landscaping. Driveway entrances from Mission Road and Highway 331 are shown.



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Building

A general building space diagram is shown in the following. This is intended to indicate one approach to the organization of the interior of the market based on the analysis conducted to date. There are many different approaches to this depending upon the actual uses and necessary floor areas necessary to accommodate the uses. This layout could be developed using standard prefabricated metal building components for framing and corrugated metal siding and roofing. Such a treatment would be economical and would reflect the agricultural character of the area. Paint, graphic designs, and signage could be used to reflect the rich art motifs of the Tribes.



APPENDIX
Potential 4 Corners Area "build-out"

The appendix contains illustrations showing possible land development options for each of the four quadrants described in the Master Plan. These illustrations were used to describe the range of uses and development intensity that could occur over the next 20 years. A brief written description for the illustrations pertaining to each quadrant is included. In addition, two overall development plans for the entire 4 Corners study area are included to indicate the full build-out potentials using some of these options.

NORTHWEST QUADRANT

This large tract has the most potential for a wide range of uses. However, the sheer size of the parcel will require careful planning to guide long-term phased development, particularly with respect to intensive development that requires internal circulation and utility systems.

NW - A

- Mission Road frontage developed as a commercial center. Drawing shows a retail complex wrapping around the corner with an office building on the western end. This area (10 Acres \pm) could accommodate a wide variety of commercial development configurations.
- The center portion is shown as a riding club, tack shop, and boarding stables. Part of this area shown as pasture land and riding trails could be considered a "holding zone" for more intensive development at a later date.
- The northern portion is shown as a warehousing/storage/distribution center. This could be a combination Tribal/private venture providing facilities for Tribal "corporation yard" functions as well as mini-storage and/or small scale shops for start-up manufacturing or assembly businesses.

NW - B

- Southern two-thirds of the site shown as an office complex similar to that described in NE - C. In this case, the same configuration (three story buildings) could ultimately yield 230,000+ square feet of space.
- Northern portion shown as development for multifamily housing. Residential uses here would require sensitive design with fencing and heavy landscaping to screen the housing from the railroad and substation to the north.

NW - C

- Southern two-thirds developed as a mixed-use community featuring retail uses along Mission Road, apartments on the interior, and a mobile/manufactured housing subdivision on the northern edge. An internal road network provides for vehicular access and project phasing. A daycare center or other community service use is shown as well.
- Northern portion developed for warehousing/storage/distribution as described in NW - A above.

5A. Warehousing / storage / Distribution

7A. Riding Club / stables

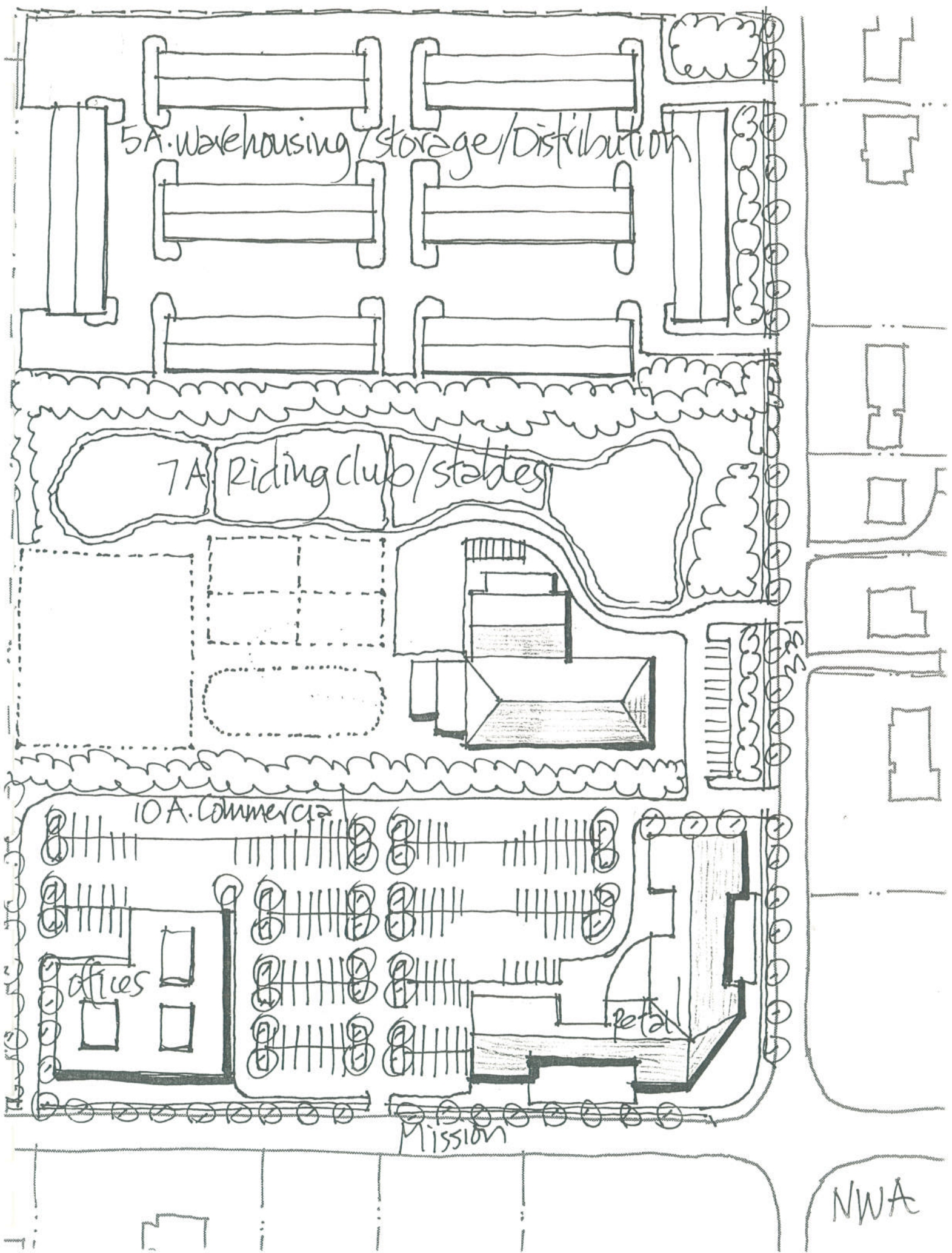
10A. Commercial

offices

petal

Mission

NWA



4 CORNERS MASTER PLAN: INTRODUCTION & SUMMARY – 1.3

Development on the other sides of the intersection should be carefully planned and designed to reinforce the gateway image. Uses on these key parcels could include retail, residential, or offices depending upon the timing of the Tribes' business strategy and the interests of the owners. The southwestern corner should be improved to provide a park-like atmosphere with landscaping, benches, picnic shelters, and possibly, recreation areas. The long term development of this area should be included in further master planning for the Tribal Headquarters so that a strong linkage is created to encourage Tribal employees to walk down to the 4 Corners to eat and shop. A prominent site should be protected for the future development of a Tribal credit union. This corner (southwest) is recommended for that use.

The Tribes should initiate discussions with the property owners within the area to explore how to take advantage of mutual development opportunities.

The Tribes should also work with the Oregon Department of Transportation to prepare plans for improvements to Mission Road and Highway 331 to accommodate future frontage improvements, pedestrian crosswalks, lighting, and landscaping.

This plan should be used as the basis for initiating changes to the Reservation zoning map and development regulations and standards.

Report Organization

The rest of this report is organized in four sections:

- Market Potential – the findings and conclusions of the market analysis.
- Land Development – a description of the 4 Corners area addressed in this master plan and the findings and conclusions of the site analysis.
- Appendix – supporting materials generated during the process.

MARKET POTENTIAL

Introduction

The intersection of Mission Road and Highway 331 is a key location on the Umatilla Reservation and provides a variety of opportunities to accommodate businesses offering jobs, to provide commercial goods and services, and to create a focus for community facilities and services. The tribes are committed to developing a market at the site as well a national capital to house tribal offices and services. A master plan for the area is intended to guide the location and phasing of uses over time. The purpose of this market assessment is to consider the potential market support for various uses, and to determine what siting factors will maximize that support.

The scope of the market analysis includes a review of previous market studies prepared for the tribes and an evaluation of alternative uses. This analysis was also refined following review and consultation with Tribal officials.

REVIEW OF PREVIOUS STUDIES

Each of several previous studies was reviewed and evaluated according to the validity of the methodology and conclusions, and the applicability of the results to the 4 Corners area.

Hebert Studies

Hebert Research Inc. prepared two studies in February 1998: CTUIR Business Park Research and Market Feasibility Research. Together, the two studies addressed the market support for: industrial/manufacturing, business park, residential, and commercial/retail uses. The research considered two areas:

- “Area 1” on Highway. 331 near I-84, and
- “Area 2”, the 4 Corners.

The research considered the success of industrial land marketing in the Tri-Cities area of Washington State, and in the City of Pendleton. The conclusion was that demand was not strong enough to make the return on investment justify the risk. The analysis did not address specific advantages of CTUIR sites such as water availability. Such a factor might increase the marketability of sites on the Reservation.

The research documented the expressed interest in a business park by a variety of businesses contacted during a telephone survey. While 60% of respondents had plans to move, expand or open a new facility, only 8% indicated a high likelihood of locating in eastern Oregon. None of those respondents identifies CTUIR sites specifically. The results do indicate a significant demand. Area 2 was not even considered for this use. The report suggested that Area 1 be considered for a horse

training and boarding facility, but the demand for such a facility was not explored in any detail.

The study reviewed county-wide population growth projections and projections for tribal housing needs and concluded that Area 2 would provide the opportunity for single-family and duplex development. While not supported by detailed analysis, the conclusion appears logical.

The study calculated the amount of supportable retail and commercial space by estimating potential grocery spending, a capture rate, and a sales efficiency measure. The assumed capture rate of 40% of grocery expenditures was not critically evaluated. The overall conclusion of support for a 2,000 to 3,000 square foot facility is logical, particularly in light of the fact that a store existed at 4 Corners previously.

Trottier Study

Trottier Research Group prepared a report *Mixed Use Exploratory Research* in October 1998. The study addressed the demand for a travel/truck plaza, warehousing, and exhibition facility uses. The analyses addressed the area at Highway 331 at I-84. Conclusions are specific to that area, but some information is relevant to the 4 Corners site.

The study identified potential interests in a warehouse facility to serve a regional distribution function. The interstate highway is a major location factor, but the availability of rail was also seen as a benefit. The closest rail is located just north of 4 Corners.

The study concluded that the Pendleton area would grow in population over the next decade to a level which could support additional exhibition space. This conclusion is based on a trade area definition which includes the Tri-Cities area of Washington State. Pendleton itself will be a secondary center within this trade area, and is not likely to be competitive with the Washington cities as a site for exhibition facilities. Demand for this use is limited on reservation sites.

Mission Community Plan

The CTUIR has adopted a community plan for the Mission area. The plan documents the need for land to accommodate residential, commercial, industrial and institutional land needs. Some of these needs can be met at the 4 Corners site.

The plan projections are based on a CTUIR study *The Population of the Umatilla Reservation and Umatilla County* by Donald Walker and Lawrence Pritchard of June, 1997. The CTUIR population is projected to grow from 1,125 in 1997 to 1,970 by 2020, with a need for 272 housing units. The population of all Indians in the area is projected to grow from 2,675 to 4,125 with a need for 504 total housing units. 312 of those units are identified for the Mission area and the balance on scattered sites. The 4 Corners area would be a logical location for a portion of the 312 units.

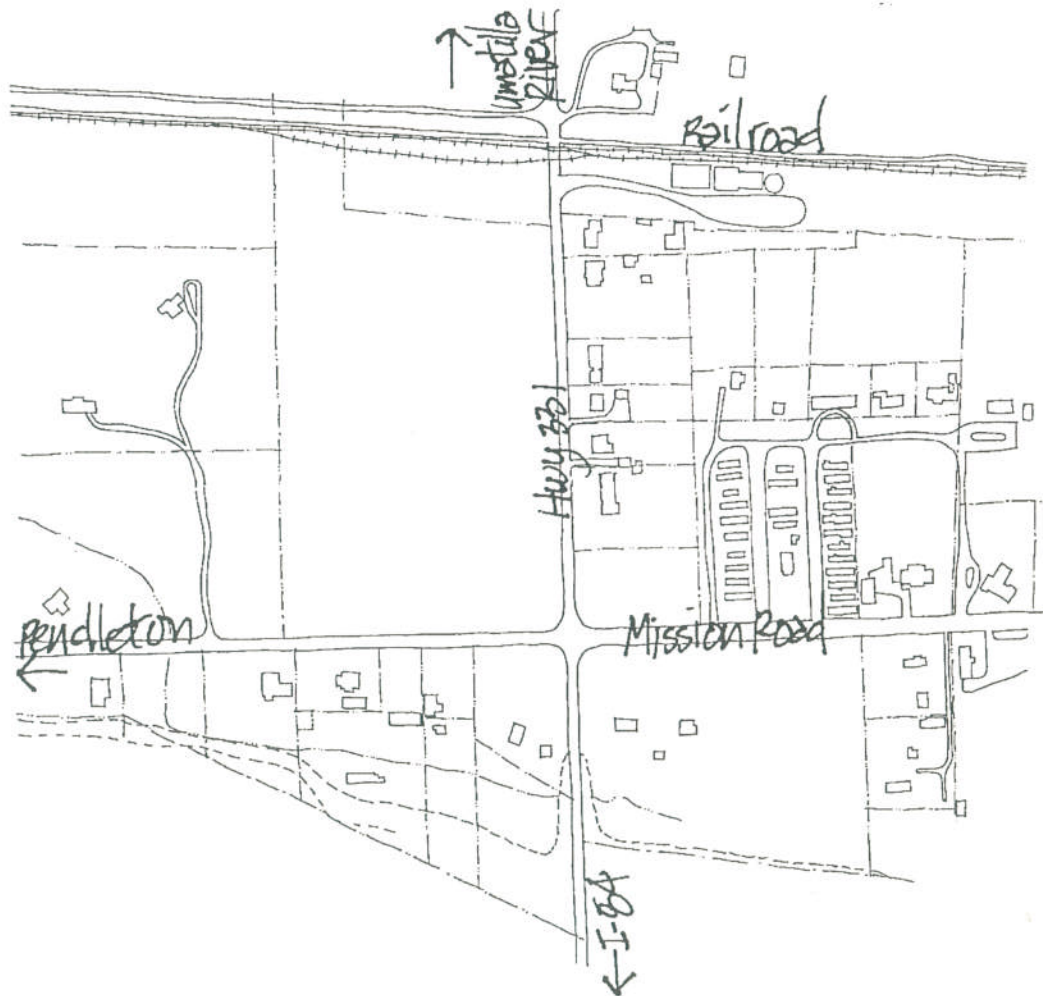
Institutional land needs include a 20 acre site for a 100,000 square foot national capital building. Such a facility could accommodate many of the 475 total

4 CORNERS MASTER PLAN: MARKET POTENTIAL – 2.3

employees who do not work at the resort/casino. The 4 Corners area is identified as the site for this facility.

A 1997 study recommended setting aside 100 acres for industrial development over the next 20 years. While this amount is somewhat speculative, particularly in the short run, it may be very realistic over 20 years. A portion of this demand could be accommodated in the 4 Corners area.

The plan refers to a need for commercial facilities to serve the local community. A 7 to 10 acre site is identified as the need. A site of this size would normally accommodate a neighborhood shopping center serving a population of 10,000 or more.



Economic Development Planning Survey

A Tribal survey was conducted to determine members' attitudes and desires regarding economic development. The following economic strategies were identified in priority order:

- Shopping Complex
- Strengthening of Existing Businesses
- Automotive and Trade Services
- Tribal Owned Bus Company
- Agriculture Business
- Visitor and Tourism Businesses
- Forest Enterprises
- Tribal Owned Bank
- Home-Based Businesses
- Indoor Arena
- Rental Housing
- Business and Industrial Park
- Warehouse and Distribution

While these results do not in themselves indicate demand for any of the uses, the following survey results can be used for that purpose.

- 13% of survey respondents currently have a home-based business. Such businesses may outgrow the home and require commercial or warehouse space.
- 13% of survey respondents currently produce arts and crafts for sale. Two-thirds of them would like assistance marketing their work.

An incubator building providing rental space and business services could meet the needs of both these categories.

EVALUATION OF USES

Several potential uses for the sites in the 4 Corners area have been identified through past planning efforts and this current master plan. These potential uses were evaluated to determine their level of market support and market factors which affect their siting within the 4 Corners area.