

## **VII. Compliance with Goal Exceptions Criteria (Speedway and Associated Uses)**

### **Amended on Remand from Land Use Board of Appeals**

#### **A. Identification and Overview of the Exceptions Standards.**

Development of the proposed Speedway and its associated and ancillary uses at Boardman airport first requires County adoption of "reasons" exceptions to Goals 3, 11 and 14. The requirements for statewide planning goal "reasons" exceptions are set out in ORS 197.732(1)(c), LCDC Goal 2 (Land Use Planning) Part II (Exceptions), and in administrative rules adopted by LCDC to implement these statutory and goal requirements. For this application, the relevant rule provisions are found in OAR 660, Division 4 and OAR 660, Division 14.

Under ORS 197.732(1)(c) and Goal 2 Part II, a local government may adopt a "reasons" exception to a goal if the following standards are met:

"(1) Reasons justify why the state policy embodied in the applicable goals should not apply.

"(2) Areas which do not require a new exception cannot reasonably accommodate the use.

"(3) The long-term environmental, economic, social and energy consequences resulting from the use of the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and

"(4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts."

To allow urban uses on rural lands, exceptions to Goals 3, 11 and 14 are required. An exception to Goal 3 is required because this application constitutes a modification to the original exception for this site that was taken to Goal 3 and, where a previously approved Goal 3 exception is modified, a new Goal 3 exception is required to authorize the different uses not otherwise allowed under Goal 3. More specifically, the 1985 exception was adopted to authorize airport-related industrial uses, not a major speedway and associated uses. The exceptions standards require explanation why the speedway and associated uses also justify a Goal 3 exception.

An exception to Goal 14 is required because the proposed uses, by their nature, are urban in scale and intensity, and Goal 14 prohibits urban uses outside of urban growth boundaries or unincorporated communities. *Hammack, supra*. An exception to

Goal 11 is needed because the proposed urban uses require urban-scale public facilities, including urban scale sewer and water services, and Goal 11 otherwise prohibits the establishment or extension of sewer and water systems outside of urban growth boundaries.

In *DLCD v. Umatilla County*, 39 Or LUBA 715 (2001), LUBA explained how LCDC's administrative rules for exceptions, OAR 660, Divisions 4 and 14, apply to proposed urban uses and public facilities on rural lands.<sup>1</sup> LUBA stated in pertinent part:

"OAR 660-004-0020(2) implements Goal 2, Part II(c) and ORS 197.732(1)(c), and elaborates on the four ultimate criteria for adopting a reasons exception. OAR 660-003-0022 prescribes '[t]he types of reasons that may or may not be used to justify certain types of uses not allowed on resource lands,' for purposes of Goal 2, Part II(c)(A) and OAR 660-004-0020(2)(a). OAR 660-004-0022(1) provides three criteria for determining whether reasons justify uses not allowed on resource lands. These three criteria apply where adopting a reasons exception for all uses, except for those specifically provided for in subsequent sections of OAR 660-004-0022 or in OAR chapter 660, division 14. \* \*

"Under this framework, determining which criteria apply requires that the local government identify the character of the use for which a reasons exception is proposed. If the proposed exception involves circumstances or uses not governed by OAR 660-004-0022(2) through (10) or OAR chapter 660, division 14, then OAR 660-004-0022(1)(a)-(c) provides the applicable criteria for determining whether reasons justify the proposed exception. If, on the other hand, the proposed exception is intended to allow urban development, then OAR 660-004-0022(1) directs the county to OAR 660-014-0040. \* \* \*."

" \* \* \* "

"Assuming that the proposed use is for urban residential development, the county must satisfy OAR 660-004-0022(2)(a) by addressing the requirements of OAR 660-014-0040. \* \* \*. Assuming, for the sake of discussion, that the proposed development complies with OAR 660-014-0040, there would then be no need to address the requirements of either OAR 660-004-0022(1) or (2) with respect to either

<sup>1</sup> *DLCD v. Umatilla County* involved a comprehensive plan amendment to allow residential development on agricultural land next to a golf course.

Goal 3 or Goal 11. This is because reasons that justify a Goal 14 exception under OAR 660-014-0040 also must be sufficient to justify exceptions to Goals 3, 4 and 11, if exceptions to those goals are required. \* \* \*. In this context, no additional reasons for purposes of OAR 660-004-0020(2)(a) are necessary to establish exceptions to Goals 3, 4 and 11 once the local government demonstrates reasons to justify new urban development under OAR 660-014-0040." 39 Or LUBA at 719-724 (footnotes omitted; emphasis added (underlined) and in original (*italics*)).

It follows that an exception justifying urban uses and facilities under OAR 660-014-0040 is adequate to meet the requirements of OAR 660-004-0020(2)(a) and 0022 and to justify needed exceptions to Goals 3 and 11. OAR 660-014-0040 provides:

"(1) As used in this rule, 'undeveloped rural land' includes all land outside of acknowledged urban growth boundaries except for rural areas committed to urban development. This definition includes all resource and nonresource lands outside of urban growth boundaries. It also includes those lands subject to built and committed exceptions to Goals 3 or 4, but *not* developed at urban density or committed to urban level development.

"(2) A county can justify an exception to Goal 14 to allow incorporation of a new city or establishment of new urban development on undeveloped rural land. Reasons which can justify why the policies in Goals 3, 4, 11 and 14 should not apply can include but are not limited to findings that an urban population and urban levels of facilities and services are necessary to support an economic activity which is dependent upon an adjacent or nearby natural resource.

"(3) To approve an exception under this rule, a county must also show:

"(a) That Goal 2, Part II(c)(1) and (c)(2) are met by showing the proposed urban development cannot be reasonably accommodated in or through expansion of existing urban growth boundaries or by intensification of development at existing rural centers;

"(b) That Goal 2, Part II(c)(3) is met by showing the long-term environmental, economic, social and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse

impacts are not significantly more adverse than would typically result from the same proposal being located on other undeveloped rural land, considering:

"(A) Whether the amount of land included within the boundaries of the proposed urban development is appropriate; and

"(B) Whether urban development is limited by the air, water, energy and land resources at or available to the proposed site, and whether urban development at the proposed site will adversely affect the air, water, energy and land resources of the surrounding area.

"(c) That Goal 2, Part II(c)(4) is met by showing the proposed urban uses are compatible with adjacent uses or will be so rendered through measures designed to reduce adverse impacts considering:

"(A) Whether urban development at the proposed site detracts from the ability of existing cities and service districts to provide services; and

"(B) Whether the potential for continued resource management of land at present levels surrounding and nearby the site proposed for urban development is assured.

"(d) That an appropriate level of public facilities and services are likely to be provided in a timely and efficient manner;

"(e) That incorporation of a new city or establishment or new urban development of undeveloped rural land is coordinated with comprehensive plans of affected jurisdictions and consistent with plans that control the area proposed for incorporation." (Emphasis added (underlined) and in original *italics*)).

**B. Reasons to Support the Proposed Goal Exceptions (OAR 660-014-0040(2)).**

**1. Speedway Facilities.**

In 1986 LCDC acknowledged an exception to Goal 3 for the 2,700-acre Boardman airport property to allow airport related and dependent industrial and commercial uses. As stated in the exception document, the exception was intended to implement specific goals for Morrow County set out in the Morrow County Economic

Statement and the Morrow County Comprehensive Plan, including goals to "diversify local business, industries and commercial activities and to promote the economic growth and stability of the county."

In its 1986 order acknowledging this exception, LCDC found that there was a "demonstrated need" for the airport property exception based on Goal 9, Economy of the State, and Goal 12, Transportation. The order referenced the exception document's discussion of economic benefits that improvements made to the airport could bring to existing industries at the Port as well as attracting new businesses, and it noted several references to the County's Comprehensive Plan recognizing the importance of the airport for economic growth and stability of the County. LCDC Order in Response to Continuance Order of May 23, 1985, page 18.

The order also discussed reasons why industrial and commercial development at the airport would have a significant comparative advantage which would benefit the County economy and cause only minimal loss of productive resource lands. Among those reasons, it found:

- That the property, consisting of non-irrigated Class VI and VII agricultural soils, was appraised by the State of Oregon at only one quarter the valuation of nearby dryland farms.
- That proposed industrial uses would incorporate aviation, rail, river and freeway system resources.
- That development of the Boardman airport to transport standards is a logical completion of the regional transportation system.
- That aviation and industrial uses could not be located within a UGB without significant impacts related to noise, light emissions, safety and air emissions.
- That the only air industrial park serving Oregon within the subject market area is in Pendleton, approximately 45 miles away, and that park lacks large acreage sites.
- That industrial uses would have significant comparative advantages at this location due to the cumulative effects of the outstanding transportation system, the availability of large tracts, readily available utilities and energy supplies, compatibility with surrounding land uses, and the Port's favorable capability in terms of providing financing facility improvements and industrial development.
- That Morrow County needs economic development, and this proposal would cause only minimal loss of productive resource lands while opening significant opportunities for additional employment and expansion and diversification of the County's traditional resource-based economy, which has tended to fluctuate with agricultural and timber markets.
- That industrial development imposes few detrimental impacts upon the site and adjacent environs. Order at 22-23.

Since that goal exception was taken, little airport related or dependent development has occurred near the Boardman airport. Despite the availability of large

tracts, utilities and energy supplies, the 2,700 acre exception area has remained underutilized, and the economic benefits sought by the exception remain largely unrealized.

However, the reasons used to justify the 1985 exception to Goal 3 provide much of the basis for approving the exceptions to Goals 3, 11 and 14 requested herein. Many of the special features that Morrow County identified in 1985 to attract industrial users to the site attracted Racing Unlimited to this site. These include, specifically:

- The transportation network, including the airport and the interstate network, which provides four-lane highway access to the site from major Northwest metropolitan areas via Interstate 84 with connections to Interstates 5, 82, and 90.
- Reasonable separation from the urban growth area, to avoid significant impacts associated with noise, lighting and traffic.
- The availability of a large tract of land to accommodate the speedway, the grandstands, and associated and ancillary uses.
- The comparative advantages this site provides due to the availability of water, sewer, electricity and natural gas.
- The absence of incompatible development near the proposed speedway site, which reduces potential adverse impacts upon the site and the surrounding area.
- Morrow County's need for economic development, combined with only minimal loss of resource lands.

Moreover, as expressly noted in the 1985 exception and recognized in LCDC's order acknowledging the exception, the property consists of non-irrigated Class VI and VII soils that the State of Oregon has appraised at a value that is only approximately one-fourth the valuation of nearby dryland farms. This property has extensive rock outcrops and geologic formations that, according to the acknowledged 1985 Goal 3 exception, render it "not economically viable for agricultural use." These soils are subject to erosion from windstorms, and the site has only marginal value for grazing. Consequently, the loss of this site to the agricultural economy is at most minimal, just as LCDC found when it approved the 1985 exception to Goal 3.

Additionally, other features unique to the Boardman airport property but not mentioned in the previous Goal 3 exception have attracted this user to the site. These include:

- The significant comparative advantage this site offers because of its central location among major metropolitan areas in Oregon, Washington and Idaho, in a region underserved in terms of large motorsports facilities and events. The central location truly allows this facility to serve and benefit all of the State of Oregon.
- Dry and mild weather conditions, which allow for an extended racing season from February through November of the calendar year and which improve the

quality and safety of motorsport races and the conditions for viewing those races

Like the airport related commercial and industrial uses that were authorized by the 1985 exception, the proposed Speedway, with its racing and associated uses, will provide economic development and diversity that Morrow County badly needs. The Speedway will open up significant opportunities for additional employment and diversification of the County's traditional resource-based economy, not just at the airport but in Boardman and in urban communities in nearby counties. It also will bring new customers to existing businesses in Boardman and other cities and communities throughout the region. By providing new jobs and attracting visitors people to the area, the Speedway will support existing and new commercial development in Boardman and enhance the recreational and tourist industries of northcentral Oregon. And by locating the Speedway on land that has been leased or otherwise designated for nonfarm industrial and/or commercial uses for 40 years, the Speedway will help meet the recreational and entertainment needs of Oregon residents without any significant impacts to the agricultural economy of the area or to other properties zoned for exclusive farm use.

Concurrently, the Speedway will significantly increase airport flight activity and help generate funds to improve the airport. The Speedway should significantly increase the number of annual air operations at Boardman. According to Racing Unlimited, NASCAR, CART and IRL data shows that on average, 35 drivers out of 60 or 70 who attempt to qualify for events fly into major speedways from all over the country, either by private or chartered planes. Each league also brings 50 to 70 event coordinators to their events, who are always flown to the nearest airport. Moreover, team sponsors (on average, 15 to 20 per team, with over 40 teams competing), send corporate representatives to every event, sometimes sending company employees and their families. Major corporations that advertise at the track fly their representatives in for each event. And recently, Indy car race teams have starting shipping cars and equipment via FedEx air to the closest suitable airport. Consequently, a major speedway at Boardman will significantly expand the volume of air travel at the Boardman airport.<sup>2</sup> Increased air flight activity justifies airport improvements, which are good for the airport, Boardman, and Morrow County, and good for Oregon's air transportation network.

To accommodate these trips, the Port plans to expand and improve the airport runway, taxiways and hangar/tie-down areas. Runway expansion and improvements will allow the airport to accept the types of jets typically associated with racing events. These airport improvements, in turn, will make the airport much more attractive to other industrial and commercial users and help attract new airport related and dependent industrial and commercial uses to Boardman. In short, the Speedway should move the

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<sup>2</sup> The Boardman Airport 50 Year Aviation Demand Evaluation dated November, 2001 and prepared by Century West Engineering and Aron Faegri & Associates identifies a 50-year need for 93 acres to accommodate air traffic associated with Speedway events.

airport in a direction that allows it finally to achieve the same goals identified in the 1985 exception that LCDC found justified an exception to Goal 3.

On this point, it is noteworthy that while the Speedway can provide these benefits to the airport and the Boardman community, the airport will retain sufficient land in large tracts to serve airport related and airport dependent industrial uses closer to the runway. As earlier noted, the airport area consists of 2700 acres. This proposal will utilize approximately 1,400 acres. Consequently, at least 1,300 acres of airport property will remain available for customary and usual aviation-related activities and for airport related and dependent uses, including industrial and commercial uses, and the improvements to the airport supported in part by this proposal should make the airport more attractive to such uses.

OAR 660-014-0040(2) provides that one means by which a county can justify a Goal 14 exception is by showing that an urban population and urban levels of facilities and services are necessary to support an economic activity which is dependent on an adjacent or nearby natural resource. However, the rule does not make this the only basis by which a county can justify a Goal 14 exception.<sup>3</sup>

Here, urban populations and urban levels of facilities and services are required to support the Speedway, which is both an economic activity and a recreational activity encouraged by Goal 8. The primary audience of the proposed use includes residents of major population centers in Oregon, Washington and Idaho. This urban population is critical to the success of the Speedway. And urban sewer and water systems will be necessary to serve these people, who could number over 100,000 on a given day.

However, a major speedway is not dependent upon an adjacent or nearby "natural" resource. It's dependence rests, instead, on other critical locational factors, including a centralized location within its market area, an adequate road and transportation access system, a large tract of land for the proposed use and associated parking and ancillary uses, separation from noise sensitive sources, relative isolation from incompatible uses, and reliably dry and generally favorable weather conditions. A major speedway also is dependent on a market sufficiently large to sustain the facility.

It is these factors, and the availability of very low value agricultural land that for at least the last 40 years has been identified and approved for nonresource uses, that explain and justify locating the Oregon Motor Speedway near Boardman. It is these factors, together with Morrow County's continued need to improve its airport and expand and diversify its economy, that warrant exceptions to Goals 3, 11 and 14 to allow the siting of a speedway and its associated and ancillary uses at Boardman airport. It is noteworthy that since at least 1963, when the airport property was leased to Boeing, the subject property has been identified for airport improvement and economic development purposes rather than for agricultural uses. Indeed, the terms of the 1984 State of

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<sup>3</sup> This conclusion is supported by testimony provided at the April 4, 2002 Morrow County Planning Commission hearing by DLCD regional representative Jon Jinings, who stated that DLCD did not intend to make proximity to a nearby natural resource an exclusive test for justifying an exception under this rule provision.

Oregon lease of this property to the Port directed the Port to provide "sites for general commercial/industrial users" in order to "diversify and expand economic activity in the Port of Morrow". This Speedway proposal is the first serious proposal since 1984 to provide a very real opportunity for airport improvement and economic diversity and expansion at this site, consistent with the 1985 Goal 3 exception. And it is badly needed, given that as of July 1, 1998, the Oregon Economic and Community Development Department continued to identify Morrow County as "distressed".

The Speedway furthers the objectives of LCDC Goal 8, Recreational Needs. The goal directs local governments to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities. As explained below, this proposal will satisfy underserved motorsport-related recreational needs of citizens of Oregon and residents of Washington and Idaho, at a location that is virtually ideal for the use. Indeed, the centralized Boardman location allows the Oregon Motor Speedway truly to satisfy the recreational needs of the "citizens of the state", as opposed to the citizens of a locality or a region such as the Willamette Valley or northcentral Oregon.

Goal 8 also calls for recreational planning "(1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements." This exception, to allow for development of the proposed major speedway and its associated uses, is fully consistent with these standards. It is proposed in coordination with private enterprise (Racing Unlimited, Inc.). It is appropriately proportioned, based on analysis demonstrating that there is no similar facility of this nature in the Pacific Northwest and that the market area can support such a facility.<sup>4</sup> Finally, its size and quality are justified based on market analysis and can easily fit within the proposed location without creating significant adverse land use effects.

The Speedway also furthers the objectives of Goal 12, Transportation, to provide a safe, convenient and economic transportation system. Airport improvements generated in part by this proposal will help the County and City of Boardman reduce reliance on the automobile. More importantly, they will greatly improve the air transportation network serving Boardman and its surrounding community. ORS 836.600 and OAR 660, Division 13 encourage and promote the continued operation and vitality of Oregon's airports. Today, Boardman's airport is anything but "vital", with few annual operations, on average, compared to most other public use airports in Oregon. ORS 836.600(2) recognizes the link between the vitality of Oregon's airports and the vitality of the local economy and "the interdependence between transportation systems and the communities on which they depend." The Speedway would give a much needed "shot in the arm" for the Boardman airport, propelling it into the 21<sup>st</sup> century.

The Speedway also further Goal 14's objective to promote livability. For a great many people, "major league" sports venues significantly enhance the livability,

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<sup>4</sup> There are other speedways scattered throughout the Pacific Northwest, but none have the capacity to accommodate a NASCAR Winston Cup.

attractiveness and reputation of a state or a region. For example, the Portland Trail Blazers have fans throughout the state, and indeed, throughout the Pacific Northwest. While basketball is played in schools and playgrounds throughout the state, having a National Basketball Association professional team is different and special. It is an amenity unique unto itself. It instills interest and excitement. It attracts thousands of people to events. Likewise, attracting a Major League Baseball or National Hockey League team to Oregon would please many people throughout the state, even if the stadium were located near Portland. People from all over Oregon would travel to the arena or stadium to see a game, just as many Oregonians travel to Seattle to watch the Seattle Mariners play baseball at Safeco Field, and just as many people throughout Oregon travel to Portland to watch the Trail Blazers. Similarly, an Oregon Motor Speedway attracting major NASCAR, CART and similar motorsports events will please the many hundreds of thousands of Oregonians who enjoy major auto racing events but cannot practicably attend them for lack of proximity to appropriate venues. For motor racing fans, this facility, within easy driving distance of nearly all corners of the state, will make Oregon a better place to live. And the Speedway's location in Boardman will make it truly feel like the facility belongs to all Oregonians.

These reasons justify why a major speedway should be permitted to locate on undeveloped exception land at the Boardman airport. They provide reasons why the policies to preserve and maintain agricultural lands for farm use (Goal 3), to locate urban development inside urban growth boundaries (Goal 14), and to provide public facilities and services that are appropriate for and limited to the needs of the rural area being served (Goal 11) should not apply. The Speedway not only will enhance recreational opportunities and livability for very large numbers of Oregonians, but it will go far to achieve many of the economic development objectives contained in the County's comprehensive plan and recognized and approved of in the acknowledged 1985 Goal 3 exception, including economic diversification and airport improvement and expansion.<sup>5</sup> This is particularly important in a traditionally resource-based community identified as economically distressed by the state. However, the inquiry does not stop here. It is also necessary to consider whether a speedway in Boardman will attract sufficient numbers of fans to be economically feasible. Because the Oregon Motor Speedway will be able to attract attendees in numbers similar to other successful major speedways around the country, the answer is "yes."

As earlier noted, the Boardman airport is centrally located among major population centers in Oregon, Washington and Idaho upon which the Speedway primarily will rely for attendees at major and mid-sized events. Together, Portland, Seattle, Spokane, Tri-Cities and Boise had year 2000 metropolitan area populations totaling nearly 6,000,000 people. By the year 2020, their populations are projected to reach nearly 8,000,000. Within a four to six hour driving distance, the current estimated 2000 population is over 10,000,000 and should exceed 10.5 million in the first year of operation (2004). This population base is similar to population bases identified as adequate to support major speedways elsewhere in the United States.

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<sup>5</sup> Compliance with the County's economic policies is discussed below. That analysis is incorporated into this section of the exception document by reference.

Population considerations, together with proximity to major highways, are very important to the Speedway's ultimate success. The Pacific Northwest currently is unserved by a major speedway facility. Based on Hobson-Ferrarini's survey of eleven speedways nationally, there is an identified and real market for a major speedway in the Pacific Northwest that is comparable with existing major speedways in other locations. Further, based on population projections, characteristics of racing fans, and other relevant factors analyzed in conjunction with ESPN Sports Poll data (which determines the number of likely attendees), the Boardman site is favorably located to attract attendees from all directions and in sufficient numbers to make the facility economically viable. Stated another way, the Speedway's primary market areas for large and mid-sized events is sufficiently large in terms of potential and likely fan base to sustain the facility at the scale proposed, and given the lack of competition in the Pacific Northwest, together with the competitive advantages of the Speedway, it is reasonable to conclude that those fans can and will be attracted to the Speedway. The Boardman's site centralized location, and its combination of favorable features (described above and in the alternatives analysis) are ideal to meet the specific needs for a speedway in Oregon.

With two asphalt ovals, a road course, a drag strip, pit areas, plus grandstand seating for up to 145,000, the Speedway will be of a scale to accommodate any size racing event, including a NASCAR Winston Cup. With these facilities, the Speedway would be comparable in its capacity to major speedways in Michigan, Kansas, Nashville, Atlanta, Texas and elsewhere around the country.<sup>6</sup>

Initially, it is anticipated that the Speedway will hold four to eight mid-size (15,000 to 80,000) or large (over 100,000) events annually. These could include NASCAR Winston Cup, Busch Cup and Craftsman Truck series, Indy Car series, Super Sport motorcycle racing, and GT and Northwest Regional Championship races. FIA races are also a possibility, as are regional championship events like Sprint Car, Sportsman and Enduro. This estimate is supported by Hobson-Ferrarini's speedway survey, which show that major speedways annually attract four to six of the above-type races.

Additionally, Racing Unlimited proposes to establish the Semi-Racing League (SLR), which would consist of semi-truck cabs racing at speeds over 180 miles per hour. Already, semi truck racing is a popular and profitable sport in Europe, and major semi manufacturers, such as Kenworth, Peterbilt and Freightliner, have expressed interest for this proposal. The effort would increase racing activity not only at Boardman, but also at other speedways around the country.

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<sup>6</sup> The overall size of the Speedway (1,400 acres) is consistent with the sizes of other tracks surveyed, which generally range between 1,200 and 1,500 acres. For example, Sears Point contains approximately 1,500 acres. Michigan International Speedway contains between 1,200 and 1,400 acres.

<sup>7</sup> As discussed below, the Hobson Ferrarini report indicates that only one racing event, a Winston Cup race, currently has the ability to attract more than 100,000 people in a single day.

Because it would serve an underserved market and attract new fans to motorsports racing, the Oregon Motor Speedway would be an attractive expansion location for NASCAR and other sanctioning bodies. As noted, the Northwest currently has no large motorsports facilities. While this underserved status does not guarantee a prized Winston Cup race, NASCAR often tests new markets with smaller events like NASCAR Craftsman Truck or Busch Series races, which may be followed in a few years time with a Winston Cup race.

Currently, only a handful of tracks in the area host mid-sized events such as the NASCAR Craftsman Truck series, CART and NHRA Drag Racing: Portland International Raceway (PIR), Portland Speedway, Seattle International Raceway, and Evergreen Speedway. Compared to a proposed seating capacity of 145,000 for the Speedway, these facilities have permanent seating capacities ranging only from 7,500 (Evergreen Speedway) to 26,000 (Portland International Raceway). These seating capacities limit both the scope of races these tracks can attract, and the ability to combine and promote events

The proposed Oregon Motor Speedway would have significant competitive advantages over these existing speedways. Those advantages include:

- Extended season. Facilities near Portland and Seattle have short seasons due to poor racing weather conditions such as rain and cool temperatures during much of the year. Although some road races can run in the rain, it is not highly desirable and is a major detriment to attracting race fans. Boardman, in contrast, receives significantly less rain than Portland or Seattle. The average annual rainfall in Boardman over the past 20 years is 9.14 inches, compared to 37.51 in Portland.
- Expanded track use. Of the four identified speedways sized to host mid-sized events, three have only one race track, compared to three at the proposed site. Fewer tracks limits the types of racing leagues that can be accommodated at a facility. Conversely, more tracks creates more opportunities for racing.
- Age. The existing facilities are all decades old, which is reflected in relatively poor quality amenities compared to newer and larger facilities.
- Size. A larger facility can draw attendees from a larger area
- Viewing: A large oval track provides superior lines of sight that allow racing fans to view the entire race from one location. In contrast, the road courses at PIR and Seattle International have limited and less desirable viewing options for racing fans (i.e., they can see only part of the track).

Favorable weather conditions are particularly important. The NASCAR Craftsman Truck series, for example, had race dates that included both PIR and Evergreen Speedway in 2000. Both races were relatively unsuccessful in terms of attendance numbers, and as a result, were not scheduled for 2001. An overwhelming reason noted was adverse weather conditions, due to the events being scheduled during the rainy spring season in Portland and the Puget Sound area. Indeed, the 2001

Budweiser/G.I. Joes 200, held at PIR in June as part of annual Portland Rose Festival, took place under rainy conditions that reduced racing speeds and increased safety concerns. The comparative lack of rainfall at Boardman, combined with mild temperatures, makes Boardman a much more favorable locations for these races.<sup>8</sup>

The Speedway also can accommodate small events. Only two tracks within 50 miles of the site host small regional and local races: Race City USA in Hermiston, Oregon, and Tri-City Raceway in Richland, Washington. Race City can support only small, local races that typically attract 1,000 to 2,000 fans. The Tri-City Raceway attracts a few regional events that can draw up to 5,000 fans.

Typically, a major speedway will have two to four major racing weekends a year. Major racing weekends involve a series of events that can, in the aggregate, attract more than 100,000 fans over the course of the weekend. Typically a major racing weekend will include up to three large and/or medium size events and potentially several small ones. For example, the California Speedway in Fontana, California, scheduled two major racing weekends for the 2001 season, the second of which included a NASCAR Craftsman Truck event, a CART Dayton Lights Series event, and a CART Fed-Ex Series event. In Portland, the 2000 Freightliner/GI Joes CART race attracted about 130,000 total racing fans during its three day run in June, including about 65,000 racing fans for the championship race. Other weekends feature regional and local races. It also is important to note that most speedways have other uses occurring throughout the year.

For the Oregon Motor Speedway at Boardman, the only event that initially is likely to attract more than 100,000 fans on a single day is a NASCAR Winston Cup race. Indeed, across the country, this is the only auto race that consistently attracts more than 100,000 fans to a single race.<sup>9</sup> As noted, it may take several years to attract such a race. In the long run, an Indy Car event or NHRA Drag Race also might have that potential, but this is not anticipated any time soon. For events of this size, people will drive four to six hours to attend. According to International Speedway Corporation, NASCAR Winston Cup races usually attract racing fans from a 400-mile radius. For such races at Boardman, major markets would include Portland, Seattle, Spokane, Tri-Cities and Boise. Vancouver BC is also a possible market, although delay time associated with border crossings could make this a harder market to penetrate.

Other well-known auto races are considered to be mid-sized events and typically attract between 30,000 and 75,000 fans. Examples include NASCAR Craftsman Trucks (25,000 to 40,000); Indy Racing League (30,000 to 60,000); NASCAR Busch Series (50,000 to 75,000); and CART Series (40,000 to 80,000). During premier racing

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<sup>8</sup> This is not to say Boardman has perfect weather. For example, wind storms can occur in the summer, and temperatures can reach 100 degrees. However, temperatures also can reach the high 90s and 100s in western Oregon, where the humidity on a 90+ degree day can make the air feel hotter and less pleasant than 100 degrees with low humidity east of the Cascades. Overall, Boardman's weather conditions should be much more pleasant and reliable than west of the Cascade mountains over the course of 10 months.

<sup>9</sup> The Indianapolis 500 also attracts more than 100,000 fans to a single race, but it is the only IRL race that does this.

weekends not involving a Winston Cup event, the largest race typically will attract between 40,000 to 80,000 fans. On these weekends, fans typically attend many of the events, with many staying on-site in RVs or at campgrounds. Because large numbers of people arrive early for events prior to the biggest race, the number of fans arriving on the last day is a fraction of the total.<sup>10</sup>

For mid-sized events, the markets would include Portland, Pendleton, Spokane, Tri-Cities and Yakima. The estimated driving time of 2.5 to 3.0 hours respectively from Portland and Spokane to Boardman, together with an excellent freeway system, makes Boardman likely to attract attendees from these locations. Again, improved weather conditions in Boardman make it a more desirable location to visit for racing than speedways located in wet areas.

In summary, a major racing facility at Boardman will have enough racing fan support to be feasible. Based on attendance projections, the Speedway reasonably can expect to attract up to 145,000 visitors for a Winston Cup event. This proposal provides for a grandstand to accommodate that number of visitors. A facility this size, and with its identified supporting uses, also will require an urban level of supporting public facilities and services, including sewer and water service. This exception is taken to Goal 11 as well as to Goals 3 and 14 to allow the provision of urban-scale services to support urban uses.

Economically, the Speedway is expected to have a major positive economic impact on Boardman and Morrow County. Construction alone is estimated to have a direct economic impact of over \$57 million. At full buildout, the Speedway is expected to create 25 to 40 permanent jobs, apart from jobs created at the industrial park. This does not include secondary impacts. Surveys show that fans attending major sporting events will spend \$40-\$65 per fan on average in communities outside of the "ballpark" on the day of the event. The Speedway also will contribute significant tax dollars to Morrow County and local service districts.

The primary and secondary impacts of the Sears Point Raceway in Sonoma County north of the San Francisco Bay area have been estimated at \$60 million annually. As the Oregon Motor Speedway becomes more established, it could have a similar impact. As of January, 2001, Morrow County was posting an unemployment rate of approximately 14 percent. As noted, OECDD has identified the County as "economically distressed". The additional jobs created and additional tourism attracted would provide Boardman and Morrow County with a much needed stimulus for growth.

## **2. Racing-Associated Uses.**

To succeed, speedways require more than just ovals, drag strips and grandstands. They need supporting racing related land uses as well.

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<sup>10</sup> Hobson Ferrarini estimates that on a premier weekend not including a Winston Cup race, the largest event of the weekend (consisting of 2-3 mid-size events over several days) would not attract more than 17,500 to 44,000 fans on the day of the race.

To determine the identity and appropriate size and scale of racing related land uses, Hobson-Ferrarini surveyed eight comparable racing facilities throughout the United States. It identified two criteria to determine if land uses associated with speedways should be allowed to locate at the Speedway and outside the Boardman UGB. The first criterion is "need": is physical proximity to the Speedway needed to support either the operation of the land use under consideration or the Speedway itself? Areas within about 0.5 miles from the Speedway are considered adjacent. The second criterion is "practicality": would the absence of the land use cause significant adverse impacts to the development or to the larger community in which it is located.

### Racing Related Uses.

All major speedways have in common a number of **racing-related facilities** that are necessary for staging races at the track. For these facilities, the "reasons" justifying why they should be allowed are the same as those justifying the racetrack itself. These racing-related facilities, which must be located on site, include but are not limited to:

- Pit stop areas
- Garage areas for racers
- Scoring and timing facilities
- Security and maintenance office and VIP suites
- Storage
- Fueling tankers and stations
- Building with kitchen facilities for catering
- Space for concessions and vendors
- Restroom facilities
- Medical facilities
- Parking facilities

Proposed racing related facilities at Boardman include two pit areas with a total of approximately 73 spaces, two approximately 7,500 gallon fueling tankers, approximately 73 auxiliary garage spaces for racing vehicles, and scoring and timing facilities.. These facilities are needed to run the races, to fuel and service the race cars during racing events, and to store the vehicles at other times.

A two-story infield building is needed to provide space for storage, maintenance and on-track security. The building also would contain a driver's lounge, kitchen and restroom facilities, a tire storage area, an office for the sanctioning body, racing team meeting rooms, a press room and dark room, and VIP suites for sanctioning bodies and major sponsors and guests viewing the races. An appropriate size for this building is in the range of 10,000 square feet.

The VIP suites included in the infield building are important to the success of the racing facility. They are the functional equivalent of corporate luxury suites that are now

standard fare in new baseball and football stadiums and basketball and hockey arenas. These types of suites contribute heavily to the financial success of the enterprise.

Typically, concessionaires and vendors bring their own trailers to larger racing events to provide food and drink for attendees. Accordingly, this exception provides for portable hospitality and chalet tents to accommodate concessions and vendors. The amount of space needed for this purpose will vary according to the size of the event.

Restroom facilities also are necessary to serve the needs of employees, racing teams, sponsors and spectators. The facility will provide some permanent restrooms. However, these will not be adequate to accommodate premier events. For larger events, temporary restroom facilities also would be required.

Medical facilities are needed in the event of a racing accident and to serve emergency medical needs of spectators and guests. The proposed medical building would accommodate up to 10 beds. It is expected that a facility of this capacity will require between 3,000 and 5,000 square feet. Space also is needed for a helipad to accommodate emergency medical evaluations, and four first aid stations located in or around the grandstands.

Altogether, the racetracks, infield, grandstand, medical facilities and other racing related uses and facilities are expected to require approximately 400 acres of land. This acreage is identified on the conceptual site plan.

Finally, the facility must include adequate parking for visitors to the facility. While most events will attract fewer than 20,000 spectators, mid-size events may attract up to about 60,000 visitors on the day of the biggest race, and an event like a Winston Cup race could attract up to 145,000 people on race day by the year 2020. For events of this magnitude, approximately 40,000 parking spaces will be needed to accommodate cars and recreational vehicles traveling to the Speedway.<sup>11</sup>

This exception proposes to allow racing-related parking at multiple locations within the airport property. Much of this parking can and will be accommodated in the RV parks and campgrounds provided at the Speedway. Initially, approximately 3,500 recreational vehicles will be accommodated in an approximately 100 acre improved RV park identified for location between the Speedway site and Tower Road. The Speedway infield will accommodate another 1,500 RVs. An unimproved camping area for tents, campers and RVs will accommodate another 5,000 vehicles. Using a conservative 4.5 fans per vehicle estimate, the RV and tent spaces will accommodate 45,000 fans.

This leaves a remaining need for parking to accommodate approximately 55,000 additional fans (100,000 total) for the peak 2020 anticipated non-Winston Cup event, and 100,000 additional fans for a Winston Cup event in 2020. However, in the event

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<sup>11</sup> The actual need is slightly less than 40,000 parking spaces. The number has been rounded up to 40,000 to ensure adequate space for parking.

the Speedway secures a Winston Cup or Federation Internationale de l'Automobile race, this application provides for an additional combined 10,000 RV/camping spaces, which at 4.5 people per vehicle can accommodate another 45,000 fans.<sup>12</sup> Accordingly, with or without a Winston Cup race, the remaining parking need is for space to accommodate 55,000 additional vehicles. At a conservative estimate of three (3) fans per vehicle for these vehicles, approximately 20,000 parking spaces are needed.

For purposes of determining land needs, it is assumed that 100 cars will be parked on each acre designated for parking. This density of parked cars per acre is somewhat lower than one normally would find at a shopping mall or office building. However, the more generous spacing and access corridors this density provides for are justified to keep traffic flowing smoothly without creating backup onto the freeway. The need to park cars in an efficient and expeditious manner is discussed in more detail in the Goal 12 exception set out below.

At 100 cars per acre, approximately 200 acres of land will be needed for automobile parking. This acreage is separate from the land needed to accommodate the cars, campers and RVs that will park in the RV parks and campgrounds. The site plan provides approximately 235 acres for RV parking, and 150 acres for camper/tent parking. The 235 acres for RV parking and the 150 acres for camper/tent parking includes space both for the initial 3,500 RV spaces not located in the infield and the initial 5,000 tent camping sites, as well as land needed to accommodate 5,000 additional RV and 5,000 additional tent sites in the event a contract for a Winston Cup race or Federation Internationale de l'Automobile race is obtained.<sup>13</sup>

As explained in the traffic report, to promote and facilitate accessibility and efficient traffic flow to and from Interstate 84 during premier events, multiple parking areas are needed. The site plan provides for parking in multiple areas. See **Figure 1**.

Other areas located outside the airport property also could potentially provide parking for the Speedway, including parking for RVs or campers. Those potential parking areas located outside of the airport property include approximately 240 acres located north of the airport property between I-84 and the railroad right of way; another 696 acres located farther north between the railroad right of way and the Columbia River; and approximately 310 acres located west of the PGE railroad spur that is located west of the speedway site. See **Figure 7**. However, because the Port currently lacks ownership or control over these properties, they are not part of this application.

This exception application seeks authorization to locate racing-related parking areas only within the airport property. However, should NEPA analysis indicate that one or more of the potential parking areas located outside airport property would better accommodate efficient traffic movement, and if the Port can reasonably acquire

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<sup>12</sup> The additional 5,000 RV spaces may or may not be improved.

<sup>13</sup> This plan assumes 1200 square feet per RV site and 650 square feet per tent/camper site. These numbers are consistent with numbers used at the Michigan speedway. Some additional acreage is included for circulation, restrooms and open space.

ownership or use of those areas for Speedway parking, then the Port would apply to amend this exception to use those areas for parking in lieu of approximately equivalent acreage inside the airport property.

### **Accessory Speedway Related Uses.**

**Accessory speedway related uses** are uses not directly linked to the staging of races that are supported by the operation of the track or by demand from fans, track users or employees. These uses include:

- Permanent Housing
- Overnight Accommodations
- Restaurants
- Food stores and gasoline stations
- Office space
- Industrial space
- Other retail uses

For some accessory speedway related uses, a location at or very near the Speedway is necessary. For other such uses, a location at or near the Speedway might not be necessary but may be practical, desirable or important for other reasons. For these uses, the question was asked: "Does a location away from the Speedway create an inconvenience or adverse impact so significant that it warrants its location at the airport property?" Still other uses do not require a location at or near the Speedway, and should instead be located inside urban growth boundaries.

All of these types of accessory speedway related uses are identified and addressed below.

In considering accessory speedway related land uses, the Port scrutinized land uses at eight other major speedways to profile the type of development that needs to be at the track or in its immediate vicinity. The Port assumed that if these facilities did not have the specific land uses within approximately 0.5 miles of the speedway property, then barring other factors, the uses do not need to be on site and can reasonably be accommodated within Boardman's UGB. The Port also estimated demand based on the median number of annual visitors expected at the Speedway and published statistics and recognized industry methods. It felt that median averages, rather than peak events, provided a better baseline with which to judge need and demand.

Projected attendance at the Speedway was based on operations at the Sears Point and Watkin's Glen speedways located respectively in northern California and upstate New York. Attendance assumptions were based on interviews with racing schools and clubs. Figures show that, except for the 4 to 5 weeks a year when major racing events are held, well under 10,000 people visit those facilities on any given week. For Sears Point and Watkin's Glen, weekly attendance is 1,878 and 800 respectively.

Attendance at Boardman is expected to fall somewhere between these two speedways. Sears Point should perform better than Boardman because, at an approximate distance of 35 miles from San Francisco/Oakland and 78 miles from Sacramento, Sears Point is located closer to major metropolitan areas than Boardman. Watkin's Glen is expected to perform worse than Boardman because of its distance 80 miles from Syracuse and 144 miles from Buffalo.

Assumptions used to determine the need for and scale of accessory speedway related uses included a 10-month operating season at the Speedway. While the track would not operate in December and January, when temperatures average below 32 degrees, it would operate in November and February, when average temperatures are 40 and 38 degrees respectively, although premier events are not likely to be scheduled in these months. During this time, racing schools and testing are likely types of events.

The remainder of the year, Boardman has a moderate, dry climate that is more conducive to motorsports racing than the much wetter climate west of the Cascades. Portland, for example, receives nearly five times the annual amount of rainfall that Boardman receives. Indeed, for each month from February to October, Boardman receives 0.7 inches or less in average monthly rainfall. This means drier and safer track conditions, and better viewing conditions for spectators.

Based on the analysis of uses at other raceways, the following accessory speedway related uses are or are not warranted at the Speedway.

### **Office Space.**

Most comparable speedways have employment-driven office space.<sup>14</sup> Case studies indicate that tracks require approximately 6,000 to 10,000 square feet of office space to support administrative, ticketing and operations staff. One surveyed speedway (Atlanta) also provides about 6,000 square feet of leased office space for two tenants associated with the motorsport industry. The office space often is located in a one or two story, free-standing building located adjacent to the speedway or the grandstands.

Demand for office space tends to be a function of the number of full-time employees expected at the facility and the amount of space a typical office employee occupies. For this proposal, the Port's professional consultant advises that up to 10,000 square feet of office space will be needed to accommodate ticketing, operations and administrative staff. Another 2,000 square feet of office space is needed for on-site banking facilities to safely secure revenues received at events, and to accommodate the media and employees of an Internet racing service proposed to be located at the Speedway. This "virtual raceway" will allow people to simulate races at the Oregon Motor Speedway on-line.

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<sup>14</sup> To a certain extent, this use might more appropriately be deemed a racing-related use, because the ticketing, marketing and administrative aspects of office use are essential to the staging of racing events. The use is listed here as a speedway related use only because some office uses are not connected with the staging of races.

If the Speedway attracts long-term tenants such as auto manufacturers or racing schools, as expected, then the applicant anticipates that another approximately 3,000 square feet will be needed to accommodate the lessees. Accordingly, this exception seeks authorization to construct up to 15,000 square feet of office space associated with the Speedway and Speedway related uses.

The estimate of office spaces needs in the Hobson-Ferrarini report is based on an assumption that the facility will employ 16 to 28 people full-time. While this number of employees is consistent with figures for Sears Point Raceway, it is small compared to the number of full-time employees at Kentucky Speedway (50-55), Talladega Superspeedway (50-55), Michigan Motor Speedway (57), and Las Vegas Motor Speedway (45-50). Hence, the total number of full-time employees could significantly exceed the estimated 16-28 persons. While the proposed square footage for office space likely would include some room for employee growth, it could fall below what is needed if employment exceeds initial estimates and there is also leased office space for tenants. To avoid having to take another goal exception in that event, this exception requests authorization to add up to an additional 5,000 square feet of office space at such time as the number of full-time track and tenant employees exceeds 40.

This proposal does not provide for office space to serve enterprises unrelated to the Speedway. Those businesses can and should locate inside the UGB's of Boardman or other cities.

### ***Gift Shop.***

Many comparable tracks provide space for small gift shops to sell racing-related clothing, souvenirs and other paraphernalia. These gift shops support speedway operations and enhance the marketability of the facility and the sport.

Siting small gifts shops of this nature at the Speedway is appropriate. Small gift shops routinely are found at facilities like Safeco Field (selling Seattle Mariners souvenirs) and the Portland Rose Garden (selling Portland Trail Blazers and Portland Fire clothing and memorabilia). The Oregon Supreme Court has recognized the appropriateness of wineries selling wine glasses, T-shirts and similar items at wineries located on rural lands. *Craven v. Jackson County*, 308 Or 281 (1989). It makes similar good sense to allow for the siting of a gift shop at the Oregon Motor Speedway selling motorsports and Speedway-related clothing and other items.

For this facility, the Hobson-Ferrarini report recommends an on-site gift shop ranging between 3,000 to 6,000 square feet in size. Consistent with that analysis, this exception seeks authorization to provide a gift shop selling Speedway clothing, souvenirs and memorabilia that is up to 6,000 square feet in size to serve Speedway visitors and to enhance the marketability of auto racing and the Oregon Motor Speedway.

### ***Other Retail.***

Except for small convenience stores associated with the gasoline station and the RV park and campground (discussed below), other kinds of retail facilities generally are not found at speedways. Instead, such retail uses typically are sited inside urban areas, such as Boardman. As described elsewhere in this application, there is a large surplus of vacant land inside Boardman's UGB designated for commercial development. Accordingly, this exception does not propose or provide for the siting of other retail outlets at the Speedway.

### ***Industrial Space.***

While all speedways include space to accommodate the maintenance and operations needs of the speedway, several also provide space for businesses that are speedway related or dependent. For example, Michigan Motor Speedway provides land for a tire company and a catering/concession enterprise. Sears Point Raceway contains a 157,000 square foot industrial park that is leased only to racing-related businesses and is 100 percent occupied. Some of the tenants include auto repair businesses and racing teams that are based at Sears Point. Land also is provided to store cars that are tested at the racetrack and to house the racing school.

Providing land for racing-related manufacturing businesses appears to be an emerging trend in speedway development. The experiences at Michigan and Sears Point indicate there are industries that want to be next to a race track and would not otherwise locate in the town where the track is sited. The speedway-related industrial park concept is relatively new to racing facilities and appears to provide good supporting income for the track.

At Boardman, attracting companies of this nature may be feasible once the Speedway is successfully operating. Companies likely to locate at the site include racing schools, race car testing, wind tunnel testing, engine manufacturing, and similar racing-related industrial activities. Because these uses could generate noise levels significant enough to warrant separation from developed urban areas, and because the 2,700 acre Boardman site already is zoned to allow *airport*-related industrial uses in order to expand, improve and diversify the local economy, it makes sense to expand that zoning to allow a small portion of the overall airport site to be available for uses that are *racing*-related or dependent.

This proposal seeks authorization to allow the construction of manufacturing buildings containing up to 208,000 square feet of floor space, to be leased only to racing-related businesses. To avoid the need to take another goal exception, this exception provides that once that space is 80 percent occupied, then the industrial park could expand to add up to an additional 100,000 square feet of racing-related industrial floor space.

### ***Residential.***

There is no need to provide permanent housing at the Speedway. The housing needs of permanent and temporary employees can be met in Boardman and in other cities within reasonable driving distance of the facility. As described elsewhere in this application, there is a very large surplus of vacant land zoned for residential uses in Boardman. Those lands are more than adequate to meet the needs of all anticipated full-time employees at the facility.

### ***RV Park/Tent Campground***

Many racetrack facilities provide spaces for RVs, trailers, campers and tents. This is especially important for facilities that are long distances from major urban areas. Both the Talladega Superspeedway and Michigan Motor Speedway report that an estimated 25 percent of fans arrive and stay in RVs or campers or camp in tents during the large races.<sup>15</sup> This is due principally to the lack of hotels near the speedway. To accommodate the need, the Michigan speedway is licensed for up to 7,000 RV/camping sites.

Similarly, Watkin's Glen reports a large number of campers due to the absence of hotels and motels in the area. And although the Las Vegas Motor Speedway is located just 15-20 minutes from Las Vegas, which offers an abundance of overnight accommodations, an estimated 16 percent of fans still use the RV park on large event weekends.

As explained in detail in the Goal 12 exception and the supporting traffic technical reports, it is important to attract a large percentage of attendees to the site in advance of race day, in order to avoid significant adverse traffic impacts to I-84. For large events especially, the more people who come to the site prior to race day, the less congestion there will be on the roadway system.

Because Boardman is located even farther from large urban areas than speedways like Michigan and Talladega, getting people to the Speedway and off the roadway system prior to race day is particularly important. Also because of this distance, the Boardman area is likely to experience higher percentages of people camping or using RVs during major race weekends. Accordingly, it is important that adequate RV and tent/camper spaces be available for attendees.<sup>16</sup>

There are several RV campgrounds along I-84 within an hour's drive of Boardman. However, these campgrounds are not adequately sized to meet the need created by major Speedway events, and they will not take cars off the highway on race day. It is necessary to provide additional spaces at the Speedway.

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<sup>15</sup> The Michigan Motor Speedway is located approximately 73 miles from Detroit, Michigan; 65 miles from Lansing, Michigan; and 63 miles from Toledo, Ohio. The Talladega Superspeedway is located approximately 55 miles from Birmingham, Alabama and 107 miles from Atlanta, Georgia.

<sup>16</sup> Many of the people using tent sites sleep in campers and RVs.

To accommodate the need for RV spaces and to reduce race-day roadway congestion to and from the Speedway, this exception seeks initial authorization to provide approximately 5,000 RV spaces on the airport property. About 3500 improved RV spaces would be located in an RV park/campground built to meet State of Oregon RV park standards. Another 1500 unimproved RV spaces would be located in the infield.

Additionally, this exception seeks authorization to provide up to 5,000 tent/camper camping sites. Permanent bathroom and shower facilities would be provided to serve a portion of these sites. For the remainder, temporary water and toilet facilities would be made available as required to meet needs and public health requirements.

Should the Speedway obtain a contract to host a major race, like a Winston Cup race, then this application provides for an additional 5,000 improved or unimproved RV spaces and 5,000 unimproved tent/camper sites. These types of races attract the largest crowds, not only on the day of the main event but also on the days leading up to the main event. For these events, demands for accommodations are greatest. Additional space for RVs and camping is needed to reduce traffic impacts on the day of the main event, and to accommodate expected crowds arriving prior to the day of the main event. The lack of significant numbers of permanent overnight facilities near Boardman, and Boardman's distance from major population centers, makes these additional spaces particularly appropriate at this location to accommodate people attending these major speedway events.

Many RV parks around Oregon contain small convenience store/snack bar facilities. These stores are typically about 2000 to 3000 square feet in size. This exception proposes to include a similarly sized store at the improved RV park/campground to provide for the needs of park/campground users and to discourage such visitors from entering onto the roadway system during race day. While convenience store/snack bar items can be sold in Boardman, their sale also at the Speedway is needed to avoid or minimize potentially significant adverse effects to the roadway system serving the Speedway.

The applicant notes that parks and campgrounds are statutorily permitted uses on lands zoned for exclusive farm use. Consequently, the needs for an RV park and tent campground could be met, at least in part, on agricultural lands without the need for this goal exception, provided that such parks are rural in their scale. However, meeting RV and tent camping needs through an approach that results in the loss of farm land is not generally consistent with state policy to protect agricultural lands. With this Goal 11/14 exception, the need for these uses can be met on nonresource land, which helps to preserve the agricultural base of Morrow County. The protection of farm land warrants authorizing needed RV and tent camping spaces at the airport.

***Other Overnight Accommodations (Hotels, Motels, Speedway Lodging).***

A speedway holding 4 to 8 premier racing events in a year<sup>17</sup> requires convenient and easily accessible overnight accommodations to serve racing teams members, owners, sponsors, sanctioning body representatives, racing officials, the media, and other participants at speedway events. Particularly for team members and their owners, a location at the Speedway, near the equipment, and not requiring commuting into a town and dealing with traffic, works best.

A survey of speedways reveals that motel and hotel accommodations generally are not provided at speedways. Instead, they are typically available within about a 10-20 minute drive from the facility. For example, hotels and motel accommodations are located about 15-20 minutes away from the Kentucky Speedway; 2-3 miles from the Michigan Motor Speedway and the Watkins Glen International Speedway; 10 minutes away from the Sears Point Raceway; 8-10 miles away from the Atlanta Motor Speedway, and 15-20 minutes (under normal driving conditions) from the Las Vegas Motor Speedway, in Las Vegas. A 240-room hotel complex is located at Dover Downs International Speedway in conjunction with a casino.

This information indicates that hotel and motel uses generally do not require a location on-site. For the Boardman facility, it is anticipated that for major events, most hotel/motel needs can and will be met at overnight accommodation facilities located inside cities like Boardman, Pendleton, Hermiston, and Tri-Cities, all of which are within reasonable driving distances of the Speedway. For the Oregon Motor Speedway, a survey of communities within a 90 mile radius shows identifies many thousands of hotel, motel and RV spaces available in all directions from the Speedway. These facilities can expand, or new ones can be built as warranted to accommodate additional need for overnight accommodations generated by the Speedway.

A feasibility analysis was done to determine how many new hotel/motel rooms could be supported by the proposed facility at the Speedway or in Boardman. The analysis was based not on major events, but on the smaller events that are expected to occur at the Speedway for 10 months of each year, since it is these events that impact the occupancy levels of overnight accommodation facilities. The analysis identified a need for 77-185 new rooms, depending on the average median weekly attendance at the racing facility (for non-major event weekends).

While overnight hotel/motel accommodations can be located in Boardman and other urban areas, "speedway lodging" to serve race drivers, racing team members, team owners, sanctioning body representatives, the media, and others participating in Speedway events may be justifiable at the airport property. Unlike hotels and motels, speedway lodging would not be operated as a stand-alone use or to attract or serve passby motorists traveling on I-84. Nor is it intended to compete with motels and other overnight accommodations elsewhere for the business of people not attending Speedway events. Rather, it would be used only in conjunction with events and activities at the Speedway. As such, approval conditions could be imposed during site

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<sup>17</sup> The reader is reminded that a single racing weekend might include two or three premier racing events.

development review to prevent freeway advertising or signage visible from I-84 indicating the availability of overnight accommodations.

The applicant believes there are strong marketing and operational reasons that justify goal exceptions to locate speedway lodging at a facility like the Oregon Motor Speedway. Moreover, the applicant believes that an upper end facility of this nature, if located inside Boardman without any limits on who may stay there, may actually adversely affect existing hotels and motels due to already high vacancy rates at those facilities. That stated, the applicant is not prepared at this time to pursue an exception to authorize speedway lodging, and this exception does not currently seek authorization for speedway lodging.

### ***Gas Station/Convenience Store.***

A combination gas station/convenience store typically does not require a location outside of an urban growth boundary. Indeed, of the eight speedways surveyed, only the Michigan facility has a gas station/mini-mart located on site. That facility is located in the RV park, which as previously noted is licensed for up to 7,000 camping sites due to its significant distance from major population centers. On the other hand, three other tracks report the nearest gas station/convenience store within one-half mile of the speedway.

The Oregon Motor Speedway is expected to attract many thousands of people to major and mid-sized events. It is estimated that events attracting 145,000 spectators will generate over 48,000 vehicle trips to the facility, including as many as 20,000 trips by people in campers and RVs wishing to stay at the Speedway for several days. Many of these vehicles will need gasoline fill-ups while at or near the Speedway. Consequently, as with the Michigan facility, it is important to have adequate gasoline service station facilities nearby.

Currently, gas station/convenience store facilities are available in Boardman, approximately five miles east of the Speedway. To the west, however, the nearest facilities are in Arlington, about 20-25 miles west of Tower Road along I-84. Twenty to 25 miles can be a long distance to travel without service station facilities. That long distance can result in potentially serious traffic problems during large events, especially on race day, should a vehicle run out of gas before returning to Arlington.

For vehicles arriving from or leaving to westbound locations, one option is to drive easterly to Boardman, to purchase gas there. However, because I-84 already will be heavily traveled during major events, with most of the traffic coming from or leaving to the east, this option is neither desirable nor practical. Traffic management measures will be used to minimize vehicle trips between the Speedway and Boardman on race days. Those measures will be less effective if westbound traffic must head east to get gasoline. To avoid this circumstance, and to maximize a smooth and efficient traffic

flow, it is very important to provide trips having westward origins or destinations with convenient opportunities to purchase gasoline without having to travel out of direction.

Accordingly, this exception proposes the siting of a gasoline service station/convenience store with up to 8 bays (24 pumps) at the Speedway. As with other uses identified in this section of this goal exception, this service station/ convenience store is not intended to operate as a stand-alone use to serve passby traffic on I-84. Instead, it is intended to serve people attending Speedway events. Appropriate conditions of approval can be imposed addressing signage and location so that the station does not attract passby traffic.

### ***Restaurant.***

A number of speedways have restaurant facilities either at or within walking distance of the facility. For example, the Sears Point Raceway, which is open year-round, includes a snack bar also open year round. The Las Vegas Motor Speedway has a snack bar/grill at the track and a small sandwich shop in the industrial park which adjoins it. The sandwich shop is supported by employees who work in the industrial park and by racing fans on race weekends. Dover Downs International Speedway includes a fine-dining restaurant in a hotel, plus two casual restaurants and two bars. These dining facilities are also associated with the casino. Watkins Glen International Speedway has a private club that is available for renting with in-house catering. There is a Taco Bell restaurant associated with a gasoline station across from the Kentucky Speedway. The Atlanta Motor Speedway has a Wendy's and a Waffle House across the street. However, these fast food restaurants are also located right off a freeway interchange and serve drive-by traffic.

Typically, fans attending large racing events buy food inside the track, either at concession stands or at booths operated by national chains (e.g., McDonalds, Burger King, Subway). For small events, food may be brought in (brown-bag) or catered. In some instances, people will drive to restaurants typically located 2-10 miles away. On-site restaurants are more common when associated with industrial parks. As noted, both Sears Point and Las Vegas have on-site restaurant facilities to serve industrial park employees as well as racing fans.

The proposed Oregon Motor Speedway will include both racing facilities and an industrial park. While most racing spectators will rely on concessions for food, Hobson-Ferrarini has determined that the site can support up to about 7,000 square feet of restaurant space. Although it is not necessary to locate a full-service restaurant on site, some type of on-site food service will be needed and is desirable at the track on a daily basis when it is operating. Employees, racing school attendants, industrial park workers, other facility users and daily track patrons will generate demand. Accordingly, this proposal initially includes a restaurant facility not to exceed 5,000 square feet in floor space.

It is important to recognize, however, that the number of full time employees could increase with the success of the operation and Speedway-related industrial uses. If so, additional restaurant space may be needed to meet increased demand. Accordingly, this application provides for expansion of restaurant facilities by up to 5,000 more square feet if and when the number of full time track and tenant employees working at the site reaches 200.

This restaurant is not intended to compete with restaurant facilities in Boardman and elsewhere along the I-84 corridor. It is not intended to serve passby traffic. Conditions of approval addressing signage and location can be imposed to achieve that result.

***Go Cart Track, Miniature Golf Course, Arcade, Bike Track, and other Low Intensity Outdoor Recreational Facilities.***

Motorsport activities are often family affairs. It is common for families to arrive early and spend time at the grandstand or at an RV park or campground. Getting people to speedways early is also very important in order to maintain acceptable levels of traffic and minimize traffic congestion.

To encourage people to arrive early and stay late, the Speedway must provide them with activities and events that will occupy them and keep their interest during their stay. In a location lacking on-site natural amenities, this can be done by providing low intensity recreational activities. These activities also serve to occupy the interests of those family members present at the Speedway who may not enjoy motorsports activities or wish to attend racing events.

Clearly, some types of recreational uses, including higher intensity uses like a cinema or bowling alley, can and should go in Boardman. These uses serve urban needs and are generally found in cities. However, lower intensity recreational uses that require comparatively little infrastructure or investment often are found in rural areas or at camping destinations, and these types of uses would be appropriate at the Speedway.

This exception seeks authorization to provide lower intensity recreational facilities at the Speedway, including but not limited to a go-cart track, and a BMX bike track, a miniature golf course, an arcade, and a facility to accommodate rodeos, concerts, wine or beer tasting events, car shows, dances and the like. It also seeks authorization to provide small parks and/or athletic fields or basketball courts, playground-type amenities, and perhaps a swimming pool, water slide and/or spray park. These facilities would help serve the needs of visitors to the Speedway without unduly interfering with Boardman's ability or interests in providing more urban type recreational facilities like movie theaters and bowling alleys. It is anticipated that approximately 25-50 acres of land will be needed to accommodate these recreational uses. The go-cart track and BMX bike track would be considered racing related uses that are consistent with the theme of the Speedway. All other uses would be accessory uses. These other uses

are not intended to operate as stand-alone uses serving traffic not otherwise associated with Speedway events. For example, it is not intended that concerts or rodeos would be held independent of Speedway events. In the event Morrow County, the City of Boardman or the Speedway owner wishes to allow one or more of these events as freestanding events, then an amendment to this exception would be required.

The Speedway site plan provides approximately 60 acres for the industrial park and open space. It provides approximately 75 acres for the multi-purpose recreational facility, the outdoor recreational facilities, the restaurant, the gift shop, the gas station, and the other accessory uses, including space for circulation and open space. In addition, the site includes 176 acres under power lines (BPA easement), and approximately 100 additional acres for roads, open space and circulation. Together with the land needed for the racetrack (400 acres) and parking/camping (585 acres), the total Speedway acreage comes to just about 1400 acres.

### **C. Alternative Locations for Speedway and Associated Uses (OAR 660-014-0040(3)(a))**

ORS 197.732(1)(c)(B) and Goal 2, Part II(c)(2) require an explanation why areas which do not require a new exception cannot reasonably accommodate the use. OAR 660-014-0040(3)(a) interprets these provisions to require a county to show that the proposed urban development cannot be reasonably accommodated in or through expansion of existing urban growth boundaries or by intensifying development at existing rural centers.

As described in the "reasons" section of this exception statement, the locations that potentially could accommodate a major speedway of this nature are limited by a number of factors. Specifically, a major speedway serving the Pacific Northwest requires the following characteristics:

- A central location within recognized (four to six hour) driving distances of major population centers in the Pacific Northwest.
- A transportation network capable of transporting tens of thousands of vehicles to the site for a major event.
- A very large tract of flat, undeveloped land to accommodate the use.
- Separation from noise-sensitive uses.
- Surrounding compatible uses.
- Dry, reliable weather conditions.

Given these characteristics, the proposed racetrack and associated racing uses cannot "reasonably" be accommodated within existing or expanded UGBs, for the following reasons. First, few cities currently have urban growth boundaries large enough to accommodate a use requiring over 1,000 acres of land. While the Portland, Salem, Corvallis and Eugene metropolitan area UGBs might include this amount of vacant buildable acreage, they are located west of the Cascades, in areas that are too

wet to support a major, nearly year-round racing facility. For the facility to succeed, it needs climatic conditions that are reliable and favorable nearly year-round.

Second, the noise-generating aspects of auto racing renders speedways a use that generally is not compatible with intensive urban development in any event, unless it can be substantially separated from residential areas and other noise-sensitive uses by industrial or undeveloped lands. This factor eliminates virtually every urban growth boundary, including Boardman's UGB.

Third, while larger cities with large urban growth boundaries located within the Willamette Valley may have adequate transportation access via Interstate 5, the volume of non-raceway generated traffic using those roadways during race days would be much greater than the volume of non-raceway related traffic on I-84 in northcentral Oregon, to the point that the roads could not accommodate that traffic plus the speedway-generated traffic. The system would be overwhelmed. This factor further eliminates sites along the I-5 corridor.

For some of these same reasons, larger cities in eastern and central Oregon, like Hood River, The Dalles and Pendleton, cannot reasonably accommodate a major speedway within their UGBs. Both Hood River and The Dalles lack adequate vacant industrial land to accommodate a major speedway. These cities would need to expand their urban growth boundaries to accommodate the use. However, the areas around Hood River and The Dalles adjoining their UGBs are hilly. Those areas also are surrounded by valuable agricultural lands, including about 6000 acres in cherry orchards next to The Dalles.<sup>18</sup> Similarly, Pendleton lacks sufficient land inside its UGB to accommodate a speedway. The City's vacant industrial land is identified and needed for light industrial uses, and vacant lands designated for other uses (like housing or commercial) are needed for those purposes.<sup>19</sup>

The Dalles, Hood River and Pendleton also lack a transportation network sufficient to reasonably accommodate speedway-generated traffic. Visitors traveling to The Dalles or Hood River from the greater Seattle area would likely travel to the site via either Highway 97 from Yakima, which is a curvy two-lane facility in many places, or I-5, I-205 and I-84. While Highway 97 could accommodate some Speedway-related traffic, it lacks sufficient travel lanes to accommodate the amount of traffic it would receive were the facility located in The Dalles or Hood River. Similarly, while I-84 has adequate capacity to accommodate traffic from Portland, western Oregon and southwestern Washington, it does not have adequate capacity also to accommodate many thousands of additional vehicles originating from the Seattle metropolitan area. SR 14 in

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<sup>18</sup> For example, the City of Hood River has only about 25 acres of vacant buildable industrial land inside the city, and surrounding Hood River County has no buildable industrial site over 100 acres in size. The City of The Dalles has about 295 vacant buildable industrial acres inside its UGB, plus another 368 vacant acres zoned for other uses. The industrial lands could not expand to accommodate a speedway, and lands outside the UGB are too hilly for that purpose. (Telephone conversations with Cindy Walbridge, City of Hood River Planning Director; and Michael Benedict, Hood River County Planning Director, on July 11, 2001, and with Dan Durow, City of The Dalles Planning Director, on August 2, 2001.)

<sup>19</sup> Telephone conversation with Richard Ullian, City of Pendleton Planning Director, on July 16, 2001.

Washington could provide some relief, but that two-lane roadway would not provide enough relief to avoid significant traffic impacts.

Similarly, Pendleton lacks a transportation network adequate to accommodate premier racing events. Beginning at the I-84/I-82 interchange and continuing eastward to the City of Pendleton, a distance of over 20 miles, traffic from Portland, western Oregon, western Washington, Seattle and Spokane all would get merged together on I-84. This traffic would greatly overwhelm freeway capacity, causing I-84 to malfunction. Even a third travel lane would be inadequate to accommodate the traffic.

The Boardman site works well because it more evenly divides the traffic arriving from the east and from the west. With a Boardman location, traffic from Seattle, Spokane and Boise would arrive primarily via I-82 southbound and I-84 westbound,<sup>20</sup> while traffic from Portland, western Oregon and southwestern Washington would arrive primarily via I-84 eastbound. As explained in the applicant's traffic analysis, the split is approximately 40% from the west and 60% from the east. This split will require significant roadway improvements, including a new Speedway interchange and a third travel lane on I-84 between the Speedway Interchange and Highway 730 and from 1200 meters west of the Army Depot Interchange to I-82. But these improvements, combined with traffic management measures, are feasible to accommodate the use.

Two years ago, Racing Unlimited looked into siting the Oregon Motor Speedway in the Prineville area. While the Crook County Court identified several reasons why a speedway should not locate in Prineville, the biggest reason was the inadequacy of the transportation network serving Prineville and Central Oregon. Simply stated, a network relying primarily on two-lane highways, such as Highway 26 from approximately Government Camp to Redmond and Prineville, is grossly inadequate to accommodate the amount of traffic generated by a use of this proposed scale. As the traffic report indicates, a major speedway accommodating up to 145,000 visitors on a single day requires a network of predominantly four-lane roads to the site, with as many as six lanes required in some areas to avoid unacceptable congestion.

The identified transportation deficiencies associated with locating a major speedway near Prineville equally prevent other Central Oregon locations from siting a speedway. Like Prineville, the urban areas of Bend, Redmond and Madras lack transportation networks connecting those cities to large metropolitan areas that are adequately sized to accommodate the use. The costs of widening and improving roadways serving these cities, such as Highways 26 and 97, would be prohibitive. Locations farther to the south or east do not work for similar reasons and because their distance from major markets like Seattle or Portland would significantly reduce the primary market area for large or mid-sized events.<sup>21</sup>

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<sup>20</sup> A portion of this traffic would take Highway 730 from the I-82 bridge over the Columbia River to I-84. Some additional traffic would take Highway 97 from Yakima to Biggs Junction.

<sup>21</sup> Pendleton, located about 45 miles east of the Tower Road Interchange, also may be too far east to include Portland within its market for mid-size events.

In summary, only a very limited area along the I-84 corridor contains the characteristics necessary to reasonably support a major speedway. That area begins somewhere near Boardman and extends to the intersection of I-84 and I-82. No cities in that area have urban growth boundaries sufficiently large to accommodate a major speedway. There are no existing rural centers in that area that could accommodate the use through intensification of development. Moreover, because of its significant noise impacts, the proposed use is not consistent with urban or rural residential development, rendering the expansion of existing UGBs impracticable.

It should be noted that the Port of Morrow, and quite possibly the City of Boardman, would like to expand Boardman's UGB to include the airport property and speedway site. However, such a UGB expansion would not be considered "reasonable", as that term is used in OAR 660-014-0040(3)(a), because the airport, at its closest point, is located approximately three miles from the current UGB. This conclusion finds substantial support in actions previously taken by DLCD opposing efforts by the City of La Grande to expand its UGB by a distance of approximately 1.5 miles to include the La Grande airport. Given DLCD's position in that matter, it is very unlikely DLCD would approve efforts here to expand the Boardman UGB by twice that distance, particularly given the rural character of the unincorporated land. And indeed, during coordination discussions with DLCD prior to the filing of this application, DLCD Regional Representative Jon Jinings informed the Port that the agency would object to any effort to expand Boardman's UGB to include the airport.<sup>22</sup>

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<sup>22</sup> The question has been raised whether the Speedway could be located in the Port of Morrow Industrial Park property that is located northeast of Boardman, outside Boardman's urban growth boundary. This property is somewhat closer to Boardman's urban growth boundary than the airport, and it could be served by the existing Boardman and Port of Morrow Interchanges on I-84, and potentially by Highway 730. It also would have a wide range of public facilities and services available to it.

While there is undeveloped land on the Port's property that is adequately sized to accommodate a Speedway, this alternative is not desirable for a number of reasons. First, moving the Speedway location to a site east of the currently developed portion of the Port's Industrial Park would force significant volumes of traffic through the City of Boardman and the Industrial Park. Because these traffic volumes would occur at locations experiencing much higher background traffic volumes than Tower Road or a new Speedway Interchange, they can interfere with and be detrimental to businesses in Boardman; to businesses transporting raw materials to processing plants at the Industrial Park or finished products to their final destinations; and to local residents seeking to get from one place to another. These adverse traffic impacts can be avoided with a location like the Boardman airport. Second, the area north of Boardman is close to a US Fish and Wildlife Refuge. A speedway at this location would likely raise concerns from the Department of Fish and Wildlife regarding adverse impacts on fish and wildlife species. Third, the areas where a speedway potentially could locate are currently in productive farm use. Some of those areas, zoned for industrial development, are being used in conjunction with the disposal of processed wastewater pursuant to DEQ wastewater permits. These areas, irrigated and producing crops, are needed for this purpose and for future industrial development. Other Port property that is not being used for wastewater disposal is zoned agricultural, under circle irrigation, and in agricultural use. Converting these lands to speedway uses would remove agricultural land from production, which is a significantly more adverse impact than would occur at the Boardman airport site. Fourth, this location is much closer to, if not within, the response zones of the Umatilla Army Depot within which travel can be restricted in the event of chemical leakage. Consequently, there could be a greater public safety hazard. Fifth, the affected property is currently in productive economic use, while the property at the airport has not been put to such productive use for many decades. While the area north of Boardman has experienced significant industrial growth and development over the past decade, and more is anticipated, virtually no growth has occurred at the airport, despite favorable land use designations and zoning and the availability of services. With a speedway, the airport property provides not only an opportunity to make productive economic use of land that has long been in disuse, but

Similarly, the UGBs of other cities cannot reasonably be expanded to accommodate the use. The need to separate a speedway from incompatible residential and other noise-sensitive uses inside those UGBs would require too much land, far more than otherwise can be justified. The proposed site would place the racetrack approximately 2.5 miles from the nearest residence. Similar separations would be required elsewhere as well.

#### **D. Analysis of ESEE Consequences (OAR 660-014-0040(3)(b)).**

OAR 660-014-0040(3)(b) provides that "Goal 2, Part II(c)(3) is met by showing the long-term environmental, economic, social and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located on other undeveloped rural land" considering the appropriateness of the amount of land included within the boundaries of the proposed development and impacts to or limitations associated with the air, water, energy and land resources of the surrounding area.

The Boardman airport provides extremely favorable conditions that are very difficult to match elsewhere. These include:

- A central location to major Northwest metropolitan areas, including Portland, Seattle, Spokane, Tri-Cities and Boise. All of these major population centers are within recognized (four to six hour) driving distances for major events, and Portland, Spokane and Tri-Cities are within recognized driving distances for mid-sized events.
- Immediate access to Interstate 84, with direct connections to Interstates 5, 82 and 90. All of these facilities contain at least four travel lanes.
- A very large tract of flat, undeveloped land to accommodate the use.
- Isolation from other properties. There is virtually no development to the north, west and south of the site. The nearest dwelling is approximately 0.4 miles east of Tower Road and 2.4 miles from the proposed racetrack location. The Boardman urban growth boundary is about three miles from Tower Road, which itself is about two miles east of the proposed speedway site. The developed portion of the city lies about two miles east of the UGB.
- Compatible uses nearby. Immediately surrounding uses include I-84, the Columbia River, an airport, a bombing range, vacant industrial land, and unirrigated pastureland.

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also provides an opportunity for airport improvements that will enhance the viability and attractiveness of the airport for airport related and dependent uses. These results go far towards achieving long-time goals and objectives in the Morrow County Comprehensive Plan. Sixth, there may be noise sensitive uses like dwellings at closer distances than with the airport property. Finally, the areas in question remain a significant distance (several miles) from the Boardman urban growth boundary. As with the airport, expansion of the boundary this distance is very unlikely and not justified.

- Dry, reliable weather conditions that attract and facilitate racing events from February through November. The average annual rainfall in Boardman over the past 20 years is 9.14 inches, much of which falls in December and January. Daytime temperatures during the fall and late winter also tend to be cool to mild, but under dry conditions, even cool days are favorable for racing events.

The Boardman location also involves land that has been used and/or designated and zoned for nonresource uses for at least 40 years. Were this application to be denied, the subject property would not revert back to agricultural land and be rezoned EFU, but it would instead remain nonresource land available for airport related industrial uses as provided in the 1985 exception. For this reason, siting a speedway at Boardman will not remove land from the agricultural base.

As noted in Subsection C of this Section, no alternative sites not requiring goal exceptions were identified that could reasonably accommodate the use. Potentially suitable rural nonresource sites also were examined and found unable to reasonably accommodate the use. More particularly, rural nonresource sites were examined in Hood River, Wasco, Gilliam, Morrow and Umatilla counties. According to data provided by DLCDC, Hood River County has 786 acres of land zoned rural industrial and 10 acres of land zoned rural service center that might conceivably accommodate the proposed use. This acreage is insufficient to meet the identified need of the Speedway for approximately 1400 acres. Wasco County has 269 acres zoned rural industrial and 1,423 acres zoned rural service center. The total acreage zoned rural service center potentially could accommodate the speedway and its associated uses. However, those acres are not contiguous. Instead, they are spread around areas like Pine Grove (269 acres), Rowena Dell (504 acres), Tygh Valley (600 acres) and Wamic (148 acres). There is no single site sufficiently large to accommodate this use.

Umatilla County has 5,748 acres zoned rural industrial and 218 acres zoned rural service center, according to DLCDC. The 5,748 acres could potentially accommodate the Speedway and its associated uses. However, according to Umatilla County Planning Director (and former Morrow County Planning Director) Tamra Mabbott and County Planner Patty Perry, the total rural industrial inventory actually is only 3,233 acres, of which only 919 acres are vacant. Of that, 322 acres have not been acknowledged. This is not enough acreage to meet the identified need of the Speedway. Moreover, like the rural service center acreage in Wasco County, these vacant lands are spread out in different areas of the county, including the McNary area (322 acres), the Highway 395/Hermiston area (300 acres) and the Hinkle Railyard area (248 acres). Accordingly, there are no nonresource sites in Umatilla County that could reasonably accommodate the Speedway.

Morrow County has rural industrial land at the Boardman airport, at the Boardman industrial park, and at other locations in the vicinity of Boardman, including the area north of I-84 across from the Boardman airport. Unlike the Boardman airport, the area to the north is traversed by a railroad and then slopes down to the river. This

area, which contains approximately 1050 acres, would require at least two overpasses over the railroad tracks. Unlike the airport property, this site currently is not served with water, sewer or power. This site also adjoins a wildlife refuge and is under multiple ownership, including the Port of Morrow. The Port has considered using the portion of this property between I-84 and the railroad tracks for Speedway parking in conjunction with the Boardman airport site. This would require an amendment to the goal exceptions previously taken. However, by itself, the property is too small to accommodate the Speedway and its associated uses. Further, the presence of the railroad makes it less desirable than the airport property due to potential conflicts with rail usage, and the lack of utilities and the proximity to the wildlife refuge mean that this site would be more costly to develop and have greater impacts on natural resources. Overall, while the impacts of development on this site might be similar, this site could not accommodate the identified need as well as the Boardman property.

DLCD's data further indicates that Gilliam County has 2,242 acres zoned rural industrial and 146 acres zoned rural service center. According to Gilliam County Planning Director Betsy Pattee, the rural industrial land (zoned "Limited Industrial") includes acreage in the South Arlington industrial area and approximately 1756 acres in the Columbia industrial area located about 10 miles east of Arlington, where I-84 intersects Oregon Highway 74. The property is divided by Highway 74, with about 1200-1300 acres located east of Highway 74 and the remainder located west of the highway. This site potentially could accommodate the Speedway and its associated uses, although like the Boardman airport site, it too would require exceptions to Goals 11 and 14 and a new Goal 3 exception.

Upon site inspection of this property, it was determined that this site might be able to accommodate the Speedway and its associated uses, although access issues render this uncertain. However, the site could not accommodate the proposed uses as well as the Boardman site, and the net impacts of developing this site would be more adverse if not significantly more adverse than the net impacts of development of Boardman airport property, for the following reasons:

- The site has less than one mile of frontage along I-84, which is insufficient to provide for two freeway exits as needed to accommodate anticipated traffic. Moreover, constructing an additional access along I-84 would be very difficult because of a very steep and high rock ledge along I-84. Just as the Tower Road interchange is incapable of accommodating all of the Speedway associated traffic, even with widening and improvement, the I-84/Highway 74 Interchange would be inadequate by itself to accommodate the traffic associated with premier events at the Speedway.
- To be consistent with the Transportation Planning Rule, a third travel lane on I-84 in each direction would be needed between the I-84/Highway 730 Interchange to the I-84/Highway 74 Interchange. This would require approximately 24 additional freeway lane miles as compared to the Boardman site, and it would significantly increase the cost to the project.

- There are approximately six rural residences within two miles of the property, of which two are either on the property or directly adjacent to the property boundary. Unlike the Boardman property, it would not be possible to locate the Speedway on the site in a manner that avoids noise impacts to at least those two residences.
- The topography of the property makes development of a large project like the Speedway very difficult. There is a vertical elevation drop of more than 100 feet from the upper plateau of the subject property to Willow Creek and the Willow Creek Wildlife area. There is another 100 foot elevation difference on the plateau from the north end of the property to the south end. Moreover, the upper plateau consists of very rolling terrain with an abundance of rock outcroppings. Accordingly, while the total land area of this site may be adequate to accommodate a large development like the Speedway and its associated uses, the developable portion of the site is only about 750 acres and the site would be more difficult to develop.
- The property is located directly west of and adjacent to the Willow Creek Wildlife Area. A majority of the property naturally drains into the Willow Creek basin. This raises concerns regarding the environmental and wildlife impacts of a potential development on these sensitive resources.

#### **1. Economic Consequences.**

The economic consequences of the Speedway would generally be positive wherever it locates, provided the location is within a sufficiently large market area to support major and mid-sized racing events. The Speedway will attract thousands of people to its events, which will contribute substantially to the economy of the local community and region where it is located.

For the Boardman site, the economic benefits may exceed those that other undeveloped rural locations might experience, both because of the site's reasonably close proximity to Boardman and because of its location next to an airport. Because the airport is located three miles from Boardman, activities at the site will provide jobs to people in the Boardman area and increase business at stores and businesses in and near Boardman. Visitors can eat at Boardman restaurants, stay in Boardman overnight accommodations, and buy goods and supplies from Boardman businesses. Other more rural locations might not provide such benefits to nearby cities, although the Columbia Industrial Area might provide similar benefits to the City of Arlington.

Other cities in the region also will benefit from the Speedway. While Boardman can offer some overnight accommodations and services, it is too small to accommodate all of the visitors who are likely to travel to the Speedway to attend premier events. Consequently, motels, restaurants, gas stations and providers of other services catering to the motoring public located in places like Pendleton, Hermiston, Umatilla, The Dalles and Tri-Cities should benefit from business generated by Speedway events.

Because the Speedway would be located near the Boardman airport, airport improvements are being planned to accommodate racetrack-generated air travel. These improvements, including extension of the runway, in turn should attract other airport related and dependent industrial uses to the airport, further benefiting Boardman's economy and enhancing related commercial development in Boardman. These benefits would not likely occur at other locations lacking public use airports.

Economic costs associated with the Speedway include the costs of providing necessary facilities and services and the costs of transportation improvements. Generally, the farther the distance from a four-lane highway, the greater the required transportation improvement costs will be, as a minimum of four travel lanes are needed to get the anticipated numbers of attendees to major events. Because the Boardman site adjoins I-84, transportation improvement expenses can be held down. Only rural sites similarly located in reasonably close proximity to I-84 would avoid significantly more adverse transportation cost impacts. The Columbia Industrial Area site shares the benefit of being located next to I-84. However, as noted above, due to reduced frontage along I-84 and a high rock ledge along I-84, construction of a second interchange may be physically difficult. The lack of frontage also means that a second interchange would violate ODOT spacing standards. Moreover, the Columbia Industrial Area would require construction of about 24 additional freeway lane miles compared to the Boardman site. This is a significant additional expense. Without a second interchange access from I-84, the existing Highway 74 Interchange would need to be capable of handling all of the traffic volumes projected by the Traffic Study. This would require a major modification to the interchange which may not be possible given topographical constraints and a very limited area of land available at this location.

As the 1985 Boardman airport exception indicates, the Boardman site also is blessed with available public facilities and services. The site has electrical power and access to natural gas. A well on the airport property produces 2220 gallons of water per minute, which is sufficient water capacity to serve a major speedway. The Port's municipal permit allows this water to be used for Speedway events. The site can be served through a lagoon treatment system or by connection to a City of Boardman sewage treatment plant. The City currently is considering building a new sewage treatment facility on property it owns along Tower Road immediately east of the airport, and the Speedway could connect up with it at an appropriate time.

While other rural sites, including the Columbia Industrial Area, could also build on-site water and sewer facilities, it is unlikely that the costs of providing those services would be less than for the Boardman airport site, unless they are very close to other urban areas. However, they could be much more. This is because of the current availability of many services to the Boardman airport site. Perhaps more significantly, Morrow County's acknowledged 1985 goal exception for the Boardman airport already authorizes the provision of public facilities and services at the airport to serve planned airport related and dependent industrial and commercial uses. Accordingly, sooner or later, these facilities will be provided here anyway. Since already authorized airport industrial and commercial uses are intended to serve Boardman's urban population,

their supporting services likely would be deemed urban in scale. The provision of these services to the Boardman airport can serve both Speedway and airport related uses. Since these services are already anticipated at this location, duplication is avoided, and significant money is saved over other sites.

While the economic impacts associated with a Speedway at Boardman are generally positive, there are adverse impacts that would occur. Adverse economic impacts resulting from a major speedway facility at Boardman are generally access related. The Tower Road interchange and Tower Road currently support a number of farming or industrial uses. These uses, including their accesses to the local transportation network, will need to be maintained as the Speedway develops. The greatest challenge will exist when a peak event is held at the Speedway. Events attracting over 60,000 people in a weekend are expected to occur one to three times annually by the year 2020.

Facilities currently located on or near Tower Road include PGE's coal-fired power plant, dairies and other farming interests, and the Port's airport and industrial park. For the power plant, maintaining access by maintenance and operational personnel will be important. Feasible alternatives include preserving local access routes (e.g., limiting Kunze Road to local traffic only, and maintaining access to the Tower Road Interchange) and providing emergency helicopter transport on peak days. The developer and PGE can coordinate in developing an access plan to meet the needs of the coal-fired plant.

Dairies ultimately comprising a total of 28,000 cows are currently sited with access from South Tower Road. These dairies produce milk for a cheese processing factory that the Tillamook Cheese Company constructed on Port of Morrow property located northeast of Boardman. The Tillamook Creamery will be responsible for transporting milk from the dairies to the cheese plant. Conceivably, conveyance of milk to the factory will take place hourly on a daily basis. During peak events, alternative routes may be required to transport the milk to the factory. One solution would be to limit Kunze Road only to local and emergency vehicle traffic prior to, during and following premier events at the Speedway. Another would be to maintain a travel lane to the Tower Road Interchange to serve local travel.

Similarly, other farming enterprises along Tower Road may need access to I-84 or Boardman during peak events. Again, a local transportation system can be developed to ensure that local access is preserved. During peak events, traffic management will be required to keep Speedway-generated traffic off of these local roads.

The Port of Morrow airport is designated and zoned for airport uses, including airport related commercial and industrial uses. To avoid interference with airport uses, a fence can be built separating the Speedway from the remainder of the airport. As with nearby farming uses and the PGE plant, access to Boardman and to I-84 can be maintained by designating certain roads or travel lanes for local use only, and by

blocking Speedway traffic access to such roads through barriers and/or traffic management.<sup>23</sup>

The access issues posed by this proposal would not be unique to the Boardman site. At any potential speedway site, traffic generated by major events would create access problems for nearby farms, businesses and residences. In all instances, traffic management measures and plans would need to be devised to ensure adequate access for local businesses and residents during peak events.

Finally, locating the Speedway in Boardman might result in the following additional adverse economic impacts. First, the excavation of land for the racetrack will generate significant quantities of rock, since the track is expected to be built 25-30 feet below ground level. While some of the excavated material might be used on the site to construct roads and other hard surfaces, some also may require removal off-site. Any sale of this rock could adversely affect businesses in the area that are engaged in the excavation and sale of rock. On the other hand, the Speedway will require roadway improvements to I-84 that might generate additional business for rock providers in the region.

The Speedway also could impact local and regional businesses that rely on the freeway for fast transport of goods and services. However, any such impacts should be minor, because the required performance standards that the Speedway must meet to comply with the Transportation Planning Rule are intended to ensure adequate mobility. This standard includes Level of Service C on local roads and a volume to capacity ratio of 0.70 or better on state highways for the 60,000 person event. This level of service may result in some minimal reduction in speed for through traffic traveling on I-84 through the Boardman area, but it will not significantly slow that traffic or bring it to a halt. Similarly, the Speedway may require traffic generated by uses near Tower Road to detour to Boardman via Kunze Road rather than access the City via I-84, but again, the resulting delay is not significant. For events attracting 100,000 or more fans during a weekend, roadway improvements combined with event and traffic management techniques will ensure that traffic volumes along the freeway do not exceed the capacities of affected roadways.

It is unlikely that economic impacts resulting from placing the Speedway at other rural locations would be less adverse. The availability of freeways and state highways to access the Boardman airport, together with the availability of local roads to serve local traffic, means that disruptions to local traffic patterns should be minimal. While placing the racetrack 25-30 feet below ground will yield rock material that might be sold in competition with other gravel or rock producers, this could potentially happen at any rural site. Indeed, the soils in the Columbia Industrial Area are roughly the same as those found at the Boardman airport. And because no significant disruptions to local business practices are anticipated, these impacts would not be significantly (if at all) worse than at other rural locations. Finally, locating a Speedway at the Boardman

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<sup>23</sup> For example, law enforcement personnel can be placed near the Boardman Interchange and Tower Road at its intersection with Kunze Road to ensure that Speedway traffic does not use Kunze Road.

airport will not convert agricultural land to nonresource uses, fragment property, eliminate jobs, alter accepted farming or forest practices, impact irrigation or drainage, impact designated wildlife areas, or displace any dwellings. It is unlikely that other rural locations would avoid these adverse impacts to the extent this location avoids them.

## 2. Social Consequences.

A major speedway will generate adverse social consequences regardless of where it chooses to locate. Those consequences relate primarily to noise, traffic, access, visual impacts, litter, and security and safety. For some, they also might include "quality of life" concerns, since a major speedway periodically brings very large numbers of people into relatively unpopulated rural areas.

For two reasons, noise should not pose a problem at the Boardman site. First, the racetrack portion of the Speedway will be situated far enough away from any noise sensitive properties that noise impacts should be minimal at those properties. Indeed, the Speedway is exempt from the Department of Environmental Quality's noise control regulations for motor sports vehicles and facilities (OAR 340-35-040) because those regulations exempt "any motor sports facility whose racing surface is located more than 2 miles from the nearest noise sensitive property", and the racing surface for this Speedway will be located approximately 2.4 miles from the nearest residence. An RV park and tent campground are proposed for the Speedway, and such uses have at times been considered to be noise sensitive property under Department of Environmental Quality (DEQ) noise regulations (due to the fact that a campground is a location where sleeping will occur when campers are present). However, in the case of the proposed Speedway, the DEQ noise regulation allows the RV park and campground to be considered non-noise sensitive property, because the owner of the noise source is also the owner of the noise sensitive property, and also because the use of the RV site and campground is so closely connected to the use of the racetrack. Stated another way, the people who use the RV park and tent campground generally will be those people who have come to attend races at the Speedway, and they will be present at the racetrack when noise is generated there. Thus the nearest existing noise-sensitive use is a residence located about 2,100 feet (0.4 miles) away from Tower Road and 12,700 feet (2.4 miles) away from the east end of the proposed racetrack.

Second, even though there is already the large separating distance between the racetrack and the nearest noise sensitive use, the development will incorporate design measures that will further reduce noise levels reaching the noise sensitive uses. For example, the racetrack will be constructed so that cars will be running on the track approximately 25 to 30 feet below grade at the site.<sup>24</sup> This feature will provide a natural noise barrier between the cars (the noise sources) and the noise sensitive uses. In addition to the natural barrier provided by the terrain, a 10 feet high wall will be constructed along the perimeter of the track to act as a safety barrier. The wall will

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<sup>24</sup> Well logs indicate that the most common depth to reach ground water in this area is 84 feet, so building the racetrack 25-30 feet below grade is feasible.

increase the effectiveness of the natural noise barrier between the racetrack and the nearest noise sensitive uses to the east.

While alternative locations might also be able to incorporate measures to reduce noise impacts, it would be difficult to find other sites that are so well separated from incompatible noise-sensitive uses and would experience such a small level of noise impact. The lack of noise-sensitive uses near the Boardman airport site distinguishes the Boardman site from other sites and makes it an ideal location for this use.

The foregoing analysis does not mean there would never be audible noise from the Speedway. While most of the time Speedway-generated noise would not be heard at the nearest residence, there would be audible noise on occasion. However, the resulting noise levels would not rise to a level that will cause any significant adverse impact. For example, under a "worst case" scenario involving 40 Indy cars all rounding the far corner of the track at the same time and at maximum revolutions per minute (RPM); and racing under weather conditions most conducive to carrying sound, the level of noise at the nearest residence would compare to a single vehicle driving past the residence. But even this level of noise would occur very rarely if at all.<sup>25</sup> Accordingly, even if other sites could be found that are equally or better separated from noise sensitive uses, the noise impacts at this site are so minor that one reasonably could and would conclude that they would not be "significantly more adverse" than would occur at any other site.

During major events, increased traffic can create problems at any rural location, particularly with respect to local access. A major benefit of the Boardman site is that it effectively divides traffic between east and west, thus avoiding any significant overloading of I-84. Heavy traffic on race day of major events may create problems for people in the area because it may require local travel to use detours (e.g., Kunze Road) and result in some lowering of traffic speeds on I-84 and I-82. These types of problems would occur at any major speedway location during premier events. However, as described in the economic analysis and in the applicant's traffic reports, measures can be taken to ensure adequate local access to area residents in Boardman and to preserve mobility at reasonable speeds along I-84 through Boardman for drivers traveling through the area. These measures include designating certain roads for local traffic only and adding a third travel lane on I-84 between the Speedway Interchange and Highway 730 and from 1200 meters west of the Army Depot Interchange to I-82. Similar measures may not be reasonably available at other locations due to less favorable east-west traffic splits. It also merits repetition that, contrary to how some might perceive this project, Speedway generated traffic will not bring local or through travel to a standstill. Speedway traffic will operate within ODOT and Morrow County roadway performance and capacity standards, as required by the Transportation

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<sup>25</sup> As described by the applicant's noise expert, Daly Standlee & Associates, the noise generated under this worst case circumstance would be audible, but not loud. Moreover, to achieve this worst case requires weather conditions that involve cool temperatures, high humidity and west winds. These conditions are not common in Boardman in the summer.

Planning Rule. This issue is discussed in greater detail below in the analysis of compliance with the Transportation Planning Rule.

Perceived quality of life impacts are subjective and difficult to quantify. Still, it is likely that some Boardman area residents will dislike the urban-scale crowds that the Speedway will attract to this rural area. These people very much enjoy a rural way of life, and they will not want or like activities that could significantly impact that rural atmosphere. Of course, this impact would occur at other rural locations as well, so the impact here would not be not significantly more adverse than in other rural locations. But while the use is likely to attract 10,000 or more people to Boardman about four or five times each year, the facility's location along the I-84 corridor approximately five miles west of the center of Boardman, amongst industrially zoned lands that have long been undeveloped, should help to minimize perceived quality of life impacts. The site's location alongside a freeway, an airport, undeveloped industrial property and a bombing range, and its distance of approximately 2.5 miles from the closest residence, means the site is extremely well separated from other potentially incompatible uses. Given this separation from developed areas, it is unlikely that other rural locations would have better separation from residential uses or other incompatible uses.

Conversely, many people in Boardman and Morrow County may look at the Oregon Motor Speedway as a social positive, bringing a new and exciting recreational activity into the area, bolstering the area's economy, creating job opportunities, improving the local tax base, increasing property values, and generally improving the standard of living and the social well-being of community residents. Overall, it is expected that the social benefits of locating near a city like Boardman should cancel out any social adverse impacts. Again, this same result could happen at other rural locations.

Public health is another social concern. The primary threat to public health in the area is the possibility of a chemical leak from the Umatilla Army Depot, located east of Boardman approximately 18 miles from the Boardman airport. Because of its distance away from the Army Depot, and its direction away from the prevailing winds, the airport site should be safe in the event of chemical leakage. Indeed, the site is outside the response zones to the Army Depot within which travel could be restricted. See **Figure 8**. The same cannot be said for locations east of Boardman, including Hermiston, Stanfield and Echo. Those areas lie within the response zones, and thus pose potential safety dangers to inhabitants should a leak occur. For those sites, potential gas leaks from the Depot would create a more serious potential health and safety problem, as it would be difficult to evacuate everyone safely in a short time period. This safety concern renders the potential social impacts at those more easterly locations significantly more adverse than at the Boardman airport.

Security and nuisance also are social concerns. Regardless of where a speedway locates, these concerns can be mitigated through the use of security and law enforcement personnel stationed at and around the facility during racing events. For the airport, the absence of residences nearby, together with the general absence of

development in the area, should make security and nuisance less of a problem than it might be at other rural locations located nearer to housing.<sup>26</sup>

To minimize both on and off-site security and nuisance problems, management plans can be developed and implemented. These issues can be addressed during the site development review process. Typically, law enforcement and security plans involve a coordinated effort among local and state law enforcement personnel. This would include, for example, the Oregon State Police, Morrow County Sheriff, and the Boardman Police Department, as well as police and sheriff departments in nearby counties and cities. These types of agreements are used at other speedways and for events like the Pendleton Round-Up, for which officers from the surrounding area are hired to help with the event. They can and will be implemented for the Oregon Motor Speedway. With such plans and programs in place and implemented, security and nuisance impact should not rise to a level of significance. Of course, the need for such plans and implementation would arise at any rural location where a speedway is located, and it would be speculative to say that impacts would be any worse or any better at any other location.

Likewise, emergency service agreements and plans can and will be developed among emergency service providers in the region, including ambulance, fire and 911 dispatching, to ensure the safety of both local residents and persons attending Speedway events. Helicopters will be present at the Speedway, and when necessary, will be used to airlift people to hospitals or medical clinics. Local access will be provided to ensure that emergency services can be provided to persons residing or working near Tower Road and south of the Speedway. While a project the size of the Speedway creates unique emergency planning concerns for an area like Boardman, these concerns can be satisfied through careful planning, exercises and limited enhancements to existing facilities and capabilities. It may be that a speedway located on rural land closer to a larger urban population area would find it easier to develop emergency service plans, but the ability to prepare and implement the plan here means that any adverse impact associated with the Speedway in Boardman would not be significantly more adverse.

Because the Speedway will be located within the airport property, any adverse visual impacts should be minor. The Speedway will be visible from I-84, and Speedway associated uses will be visible from Tower Road, but generally, the use will be well contained within the airport property. Traffic safety can and will be handled through on and off-site security and traffic personnel and through development and implementation of traffic management plans and coordination agreements with local and state sheriff and police agencies. As part of traffic management, tow trucks and emergency vehicles can be placed along all significant routes to the event, and helicopters can be used when appropriate to contact police or emergency service providers in event of a problem. Once again, the ability to adequately manage traffic impacts here means that

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<sup>26</sup> It also is noted that major events at the Speedway are generally held on evenings and weekends, when schools are not in session. Of course, the separation of the Speedway site from residential areas means that conflicts between the Speedway and the safety of school children are minimized.

adverse traffic impacts here would not be significantly more adverse than in other rural locations, which also would require traffic management. Although the Boardman area is not heavily populated, sufficient personnel can be found to implement traffic, security and emergency services plans.

Finally, speedway visitors are likely to generate trash and litter, regardless of where a speedway locates. This impact can be controlled with fencing around the perimeter of the property and with development and implementation of a litter control plan to ensure prompt cleanup following speedway events. The trash and litter effects resulting from siting the Speedway at Boardman should be no different than siting the Speedway at any other rural location and, accordingly, not significantly more adverse.

### **3. Environmental Consequences.**

Environmental consequences include the loss of farmland or rangeland, impacts to natural resources, and air and water quality impacts.

Air and water quality impacts at the Boardman site should not be significantly different than at other rural sites in northcentral Oregon. The air is generally clean in northcentral Oregon, and most areas have safe drinking water. The airport property has a municipal well with adequate capacity to accommodate Speedway usage. The Speedway would be located within the Lower Umatilla Basin Groundwater Management Area. Within this area, water quality can and will be protected through the acquisition of storm water permits, DEQ review and approval of the proposed sanitary system design, application and compliance with DEQ regulations pertaining to hazardous waste storage and spill response, and compliance with other DEQ permitting programs. These kinds of permits would similarly be required at other sites.

Likewise, the Speedway must comply with noise permits. As noted above, the Speedway is exempt from DEQ noise regulations because of the considerable distance of over two miles between the racetrack and the closest noise sensitive use. This exemption would not appear to exist for the Columbia Industrial Area, given the closer proximity of dwellings to the areas where a Speedway might go.

While air and water quality impacts would likely be similar among different sites, the same cannot be said about impacts to resource production and management. Impacts to resource production and management would be significantly different for the airport site as compared to other rural sites (with the exception of the Columbia Industrial Area). The entire airport property consists of nonresource land that has been designated and zoned for industrial uses. Consequently, racing-related development at the airport would not diminish the agricultural land resource. In contrast, the same facility, located elsewhere except for the Columbia Industrial Area, would likely require the conversion of approximately 1400 acres of farmland for nonfarm speedway uses. This represents a significantly greater adverse impact at other properties and renders the Boardman site much more desirable from an environmental standpoint.

The airport site also contains no inventoried Goal 5 resources. There are no inventoried wetlands or significant wildlife habitats on the site. While areas in the region have been identified as containing habitat for the protected Washington ground squirrel, no squirrel habitat has been identified at the airport, and the Oregon Fish and Wildlife Department has indicated that the rocky, shallow soils present at the airport render "minimal" the chances of the squirrel occupying this area. Also according to ODFW, the airport does not have adequate habitat for the protected sage grouse, and it is highly questionable that sage grouse have ever used this tract. Consequently, it is highly unlikely that environmental impacts at this site would be more adverse than at any other site. Indeed, compared to other sites containing significant natural resources and the Columbia Industrial Area, which borders the Willow Creek Wildlife Area, the Boardman site likely has significantly fewer adverse impacts.<sup>27</sup>

#### **4. Energy Consequences.**

Motorsport racing consumes large quantities of gasoline. However, that will occur regardless of where a major speedway locates. Large quantities of gasoline also are consumed by motorists traveling to speedway events.

Locating a speedway at Boardman has positive energy consequences compared to other locations for a number of reasons. First, the roadway network connecting the Boardman airport with Portland, Seattle, Spokane, Boise and Tri-Cities provides travel opportunities for event attendees that are less likely to result in severe congestion as compared to locations farther to the east, west or south. Reducing congestion helps to conserve energy. Second, the site's close proximity to Boardman and I-84 may help reduce the distances traveled by employees working at the site. Third, developing the Boardman airport site for this use makes efficient use of land already identified, acknowledged and approved for industrial development and a network of supporting public facilities and services. This likely contrasts with other potential rural sites for which the extension of public facilities and services has not already been approved. Fourth, the Boardman site has electric, telephone and natural gas resources available at or near the site. There is no need to extend them long distances, as may be the case elsewhere.

Overall, from an energy standpoint, the Boardman location is an excellent location for a major speedway facility, just as it is an excellent site for other industrial uses. The positive features of the site are such that any adverse impacts here would not be significantly more adverse than at other rural locations. The Columbia Industrial Area shares some of these positive features in its proximity to I-84 and to Arlington. However, this site is farther away from cities like Hermiston, Pendleton and Tri-Cities, which may provide a large percentage of the employment base for major events at the Speedway.

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<sup>27</sup> Before the Port acquired the deed to the airport property, there was some clean up of a buried fuel tank and materials containing asbestos, but these were on a portion of the property outside that identified for speedway use. The site is not a brownfield site, and there is no known presence of unexploded ordnance on the site.

The positive energy consequences associated with the Boardman location do not mean there would not be negative energy consequences. Locating a speedway east of the Cascades generally requires greater travel both by visitors and employees compared to a location west of the Cascades. However, as noted above, locations west of the Cascades suffer from unreliable weather conditions for much of the year. It has been suggested that a more appropriate location might be nearer to Boise or Spokane. While the distance traveled by employees would likely be shorter at those locations, the distances traveled by visitors from Portland, Seattle, and the I-5 corridor would be substantially longer. In any event, because of their lack of a central location within the market area, both Spokane and Boise would significantly adversely affect the Speedway's ability to attract fans to premier events, and in particular, mid-sized events.

Overall, based on the analysis above, the Boardman site would appear to have fewer overall negative consequences and more positive consequences than other potentially available sites, due primarily to its location along I-84 and near Boardman, its ability to accommodate Speedway traffic, the availability of public facilities and services, the availability of an airport, the absence of significant natural resources on or adjacent to the site, the absence of dwellings within two miles of the proposed speedway location, and the absence of EFU-zoned lands at the site. The Columbia Industrial Area shares some of these characteristics, with reasonably close proximity to a city (Arlington) and access to I-84. However, this area would have greater direct noise impacts on rural residents dwelling in the area, and it would have greater adverse environmental impacts due to the immediate proximity of the Willow Creek Wildlife Area. While one might argue as to whether the net adverse impacts associated with the Columbia Industrial Area are "significantly" more adverse than those associated with the Boardman site, one cannot reasonably argue that the net impacts associated with the Boardman site would be significantly more adverse than the Columbia Industrial Area. Moreover, the Boardman site is buildable, while the ability to develop the Columbia Industrial Area for the Speedway is questionable due to its steep slopes and the difficulties the site poses in providing an adequate transportation network in terms of cost, available access and compliance with ODOT access requirements.

## **5. Amount of Land Included in Proposed Development**

The above considerations of ESEE consequences take into account the racetrack and the associated uses at their proposed scale of development, identified earlier in this exception statement. As previously stated, the scale of each proposed use, as well as the Speedway as a whole, was carefully considered to achieve compliance with applicable statewide planning goal requirements. The amount of land included in this proposal is appropriate, given the justification for the uses as set out in the reasons analysis above, and given amount of land identified as needed for racetracks, grandstands, concession areas, RV and tent spaces, parking, speedway-related industrial uses, office space, recreational activities, and the like. Overall, the proposed size of the Speedway, including its associated uses, is commensurate with the sizes of major Speedways at other locations throughout the United States.

In all, the proposal envisions a compact development, with the racetrack centrally located within the site and ancillary uses, including parking, spread around it. While this exception includes land for accessory speedway related uses, those uses are limited in size and scale to what can reasonably be justified. Economically, the Speedway should complement Boardman and other cities, rather than compete with them. Socially, the Speedway maintains an adequate land buffer from incompatible uses. The use of multiple parking areas will facilitate more efficient parking that in turn will help minimize delay and avoid energy consumption. As noted, the exception does allow for a somewhat less dense parking ratio of cars per acre, but this is justified to avoid backup onto Interstate 84.

## **6. Air, Water, Energy and Land Resource Limitations.**

The air, water, energy and land resources at the airport do not limit the proposed urban development of the site, and the proposed uses will not significantly adversely affect the air, land and water resources of the surrounding area.

The Boardman airport has a clean airshed that can accommodate a speedway facility. While automobile exhausts contain pollutants, premier racing events will not occur on a daily basis, and the volume of activity should not be such as to have any significant effect on air quality such as to limit other industrial uses. It should be noted that the Department of Environmental Quality does not regulate racing facilities under its air quality regulations.

The large quantity of vacant developable and serviceable land at the Boardman airport renders a major speedway feasible at this location without unduly sacrificing land needed and desired for airport related industrial uses. Even with the Speedway, there is more than adequate land to meet 50 year need projections for the airport and for airport related industrial and commercial uses. Moreover, converting this land from airport-related industrial uses to speedway-related uses will not impact the City of Boardman's ability to provide adequate land to meet housing and commercial development needs. As discussed below, the City's UGB contains very large surpluses of vacant developable residentially and commercially zoned lands.

The water resources at the airport do not limit development of the Speedway. Adequate amounts of drinking water can be provided through a municipal well at the airport that produces 2200 gallons of water per minute. Under the terms of the permit to appropriate water, this well water is available for Speedway usage. And while the Speedway may place significant demands on water facilities during peak events, the water supply is so substantial that water quantity impacts will be minimal. The water quality of the aquifer can and will be protected through best management practices employed to ensure that pollutants (such as fuel or motor oil) do not enter the groundwater. Such practices include, but are not limited to, oil and water separation, biofiltration, and sediment trapping. Moreover, storage will be added for fire flow demand, further reducing the impact to the aquifer, and the use of portapotties as authorized by DEQ will reduce water consumption. As noted above, DEQ storm water

and other permits can and will be obtained as required by that agency to protect water quality.

Allocating approximately 1400 acres at the Boardman airport for a racetrack and related uses should have no significant adverse economic, social, environmental or energy impacts on the airport property. Economically, it will spur airport expansion, which in turn will enhance opportunities to attract airport related and dependent development on remaining lands zoned Air/Industrial Park. Socially, the Speedway will provide more permanent and part-time jobs for Boardman residents and more business and income to businesses in Boardman and elsewhere in the region. Environmentally, the Speedway should have no more significant adverse impacts than other commercial and industrial uses that are currently permitted at the site. From an energy standpoint, the form of recreation (motor sports) does consume a lot of energy, but the site's location near Boardman requires only a short commute for persons residing in the area, and the airport has available electricity on-site.

Overall, the Boardman airport location merges a combination of features that work very well for the proposed use. The flat land, the availability of services, an adequate transportation system, ideal climate, and separation from incompatible uses make Boardman an excellent site. While there will be adverse impacts, it is unlikely that those impacts would be significantly worse than would result from locating the proposed Speedway and its associated uses at any other rural site.

#### **E. Compatibility with Adjacent Uses (OAR 660-014-0040(3)(c)).**

OAR 660-014-0040(3)(c) requires a demonstration that "the proposed urban uses are compatible with adjacent uses or will be so rendered through measures designed to reduce adverse impacts" considering (1) whether the proposed urban development will detract from the ability of existing cities and service districts to provide services; and (2) whether the potential for continued resource management of nearby land at current levels is assured.

The proposed urban uses are described in the "reasons" portion of this exception. The uses adjacent to the Speedway include the following:

- To the north and west, a freeway, railroad lines and right-of-way, and vacant industrial lands owned primarily by the State of Oregon. These lands are characterized by sagebrush and poor soils. A portion of these lands are leased to Three Mile Farms (R.D. Offset) for limited seasonal grazing, but these lands are neither irrigated nor in active farm use. Farther to the west, beyond Six Mile Canyon, there are irrigated farm lands in cultivation. There is also a private storage shed between I-84 and the railway line located near the Tower Road/I-84 interchange.
- To the south, airport uses and potato and onion storage buildings within the airport property, and farther south, farming activities on industrially and EFU-zoned lands and computer-simulated aerial bombing activities on the

bombing range. Some of the lands south of the airport runway are irrigated and planted through a lease between Inland Land Farms and the State of Oregon. Crops include wheat and possibly onions. Other lands are or will be used for dairy production. There are no residences in close proximity to the airport.

- To the east, airport and industrial uses (within the larger airport property), and vacant industrial land, some hobby farms and some rural residential development farther to the east towards the City of Boardman.

Except at its very southwestern corner, the 2,700 acre Boardman airport property is surrounded by lands that are zoned for industrial development. Adjoining lands to the north, between I-84 and the Columbia River, are zoned General Industrial. Adjoining lands to the west and south are zoned Space Age Industrial, except for one small area south of the southwest corner of the airport that is zoned EFU (160 acre minimum lot size). Adjoining lands to the east are zoned Space Age Industrial. However, farther to the east are lands zoned EFU and Farm Residential 2 acre.

The potential incompatibilities resulting from the Speedway involve primarily racing-related noise and traffic. While racing and related activities, such as engine testing and racing schools, involve sources that generate high noise levels, noise generated by those sources at the Boardman airport site should not be a problem because the property surrounding the racetrack is generally either associated with high noise levels itself or its use is not noise sensitive. For instance, to the east, the Boardman airport runway (oriented northeast/southwest) is approximately 7700 feet long (1.5 miles). Noise from aircraft taking-off and landing on the runway can often be as high as the noise generated at the racetrack. Property immediately surrounding the runway is zoned for non-noise sensitive industrial uses and thus the proposed racetrack will be compatible with the property at and around the airport.

Power transmission lines occupy land located immediately west of and north of the proposed racetrack site. The transmission lines are not sensitive to the noise that will be generated at the racetrack. Thus, there should be no noise impacts from the racetrack on that property.

I-84, a major highway connecting Portland and points to the east, lies north of the power transmission lines which are north of the proposed racetrack site. Immediately north of I-84, the Union Pacific has a major railroad that connects the west coast with points to the east. North of the railroad, the Columbia River supports tugboat and barge traffic. All of these land uses generate noise levels that influence the ambient noise levels in the area. Interstate 84 is used by a significant number of trucks that transport goods to and from the west coast, along with a significant volume of automobile traffic that changes with the seasons. The railroad is used to transport a significant volume of goods during all seasons between the west coast and the rest of the country. Tugboats can be heard traveling up and down the Columbia River at all hours of the day and night.

Noise from trucks on I-84 and trains on the Union Pacific Railroad, along with the automobile traffic on I-84, typically will be at their maximum (the summer vacation months) when racetrack related noise will be the greatest. Since traffic on I-84 and trains on the Union Pacific Railroad influence the ambient noise levels at properties located within 1,000 feet of the freeway (including those properties east and west of the racetrack), in many cases, racetrack noise should blend in with the freeway noise at noise sensitive properties located more than 3 miles from the racetrack. Thus, existing noise sources in the area will help to minimize the impacts from the proposed activities.

West of the Speedway, a spur track of the Union Pacific Railroad runs along the west side of the power transmission lines. Again, the railroad will be a source of noise and a use that is not sensitive to the noise that will be generated by activities at the racetrack. Beyond the railroad is vacant industrial land, and beyond that, extending for more than four miles, is vacant irrigated and unirrigated agricultural land that is used for growing crops or seasonally for grazing. These lands will not be impacted by racing noise from the racetrack.

South of the Speedway, the property is unoccupied land acting as a buffer between the airport property and the bombing range farther to the south. There are no noise sensitive uses in that area to be impacted by the racetrack.

In addition to the minimization of noise impacts provided by the large distances between the racetrack and noise sensitive properties, the racetrack will be constructed approximately 25 to 30 feet below grade at the racetrack site. The track will be constructed with slopes that cause the sound to be reflected up rather than out to the sides of the site. In addition, a 10 feet high wall will be constructed around the top of the sloped track and this wall will further reduce noise radiating from the track to properties around the track.

Traffic should be an issue on only a few weekends each year when major events would bring tens of thousands of spectators to the facility. Because these major events draw big crowds just on weekends, there should be very little interference with weekday business traffic. However, Speedway-generated traffic could impact efforts by dairy producers to deliver milk to the Tillamook Creamery facility in Boardman in a timely manner. As earlier noted, dairies with a combined capacity of about 20,000 cows are located south of the airport site along and west of Tower Road. It is estimated that a tanker-load of milk from these dairies to the cheese factory is possible every hour. Similarly, Speedway-generated traffic could impact the ability of maintenance and operational personnel of PGE's Coal-fired power plant to access the plant. These impacts can be mitigated by identifying local roads (such as Kunze Road) for local traffic only, and by utilizing traffic management measures on premiere event race days to ensure that such roads are used only for local trips.

Except for noise and traffic, the proposed uses should not create potential incompatibilities with adjacent uses. The racetrack and racing-related activities are not incompatible with the growing of crops on the EFU-zoned lands south of the airport.

While potato sheds at the airport will need to be relocated, this is due to their location too close to the Tower Road Interchange rather than impacts associated with racing and related events. Similarly, the racetrack and racing-related activities are not incompatible with industrial uses. While lighting during evening events may closely simulate daylight conditions, that lighting will be directed onto the racetrack only and will not affect other properties, although reflected light may be visible in the direction of the Speedway. Moreover, for safety and attendance reasons, most racing events occur during daylight hours.

A potential exists for incompatibility with airport uses, in the sense that separation is needed between speedway events, participants and spectators on the one hand and customary and usual aviation uses on the other hand. However, compatibility is or can be achieved through the location of the Speedway outside the imaginary surfaces of the airport, and through the construction of a security fence separating the Speedway from the airport. Also, security personnel can and will be used at Speedway events to ensure that members of the public do not wander on to the airport.

The proposed Speedway will not detract from the ability of the City of Boardman or service districts to provide services to its residents. The Speedway has access to a municipal well that does not infringe upon the delivery of water to the city or adjoining unincorporated areas. The City of Boardman provides its residents with sewer services using facilities that are separate from those which will be used at the Speedway as authorized by this Goal 3/11/14 exception. While the City would like to expand its sanitary sewer facilities to serve future growth and, eventually, the airport, such expansion is not necessary at this time. When the City does expand its facilities, the airport and Speedway can hook up to them.

Fire service is provided by the Boardman Rural Fire District. An on-site water storage and delivery system, including fire hydrants, can and will be developed to provide for fire flow and domestic use, and additional engines can be provided if necessary to accommodate premier events at the Speedway. Because this water storage system relies on an on-site water supply from the municipal well, the Speedway will not detract from the provision of fire service to Boardman, which derives its water supply from the Columbia River.

Regarding police and emergency services, additional security personnel can and will be hired by the facility operator to handle major events at the Speedway, and medical and helicopter service will be available on site to handle emergency situations. Management plans can and will be prepared to minimize conflicts with adjacent and nearby uses. According to emergency service providers in the area, agreements can be reached and plans developed that will ensure the availability of adequate security and emergency service personnel to the Speedway and the surrounding communities.

The Speedway also will have no adverse impact upon resource management at present levels of lands surrounding and nearby the site. As noted, the immediately surrounding lands are not in resource uses. South of the airport, there are lands in

commercial farm use that are used principally for wheat and other crops. Farther away, there are lands used for dairy production. East of the airport are other properties, predominantly hobby farms, that are being used primarily as pasture for horses, cattle or goats, or for crop production. The Speedway will not interfere with resource use on those properties, primarily because of its significant separation from those properties. But the nature of the uses at the Speedway itself are not incompatible with resource management of farm lands. Stated another way, agricultural activities can occur on lands adjoining a speedway. Here, however, the nearest resource lands are generally a mile or farther away.

**F. Compliance with OAR 660-014-0040(3)(d) and (e).**

OAR 660-014-0040(3)(d) requires a demonstration "that an appropriate level of public facilities and services are likely to be provided in a timely and efficient manner." OAR 660-014-0040(3)(e) requires in pertinent part that the "new urban development of undeveloped rural land is coordinated with the comprehensive plans of affected jurisdictions."

The Oregon Motor Speedway will require public facilities and services, including sanitary sewer and water services, storm water service, fire and police services, and electricity, natural gas and telephone service. Most of the time, the facility will require a level of service adequate to accommodate only several thousand people. However, for special events, the site will require temporary facilities and services to handle crowds that could reach as high as 145,000 by the year 2020.

These facilities can be provided as follows. Sanitary sewer can be accommodated through an on-site lagoon treatment system with land application areas located within the Port property. For the largest events, where expected crowds exceed peak loads, portapotties or alternative temporary devices will be used as authorized by the Department of Environmental Quality. Domestic and drinking water will be provided through a municipal well on the airport property that produces 2,220 gallons per minute. Storm water facilities can be provided on-site as part of the speedway development. Fire service will be provided by the Boardman Rural Fire District. An on-site water delivery system, including water storage and fire hydrants, will be developed to provide for fire flow and domestic use. Police services can and will be provided through the Morrow County sheriff's office, the Oregon State Police, and event security personnel provided by the Speedway operator. City of Boardman police also might participate in event control. This kind of service typically is handled through agreements between the developer and law enforcement agencies. Electricity, already on site, is provided by the Umatilla Electric Cooperative. Telephone service, also already on site, is provided by Century Telephone, which also can provide cable access. Cascade Natural Gas maintains natural gas lines in the Boardman area that can be extended to the site if needed.

Most of these services will be provided by the Speedway developer, at its own cost, during development of the Speedway. Necessary permits, including DEQ permits,

will be obtained during Speedway construction. Security, fire and emergency services will be provided through cooperative agreements with sheriff and police departments and with fire departments and emergency service providers. These kinds of agreements are common for facilities of this nature, and these agencies and providers have indicated that they will be able to handle the situation and accommodate the need. The Speedway can cover the costs of these services.

Additionally, an adequate transportation network will be needed, not only to transport racing event participants and attendees to the Speedway, but also to ensure that the transportation needs of persons not attending the races are met. This issue is addressed below, in the analysis of compliance with the Transportation Planning Rule.

The proposed racing-related development on undeveloped land at the airport has also been coordinated with the comprehensive plans of affected jurisdictions. The local government with planning jurisdiction over the airport is Morrow County. For reasons explained later on in this application, the plan and zoning ordinance amendments included in this proposal are consistent with the applicable Morrow County Comprehensive Plan policies. Consistency also is achieved through the County's adoption of the exceptions contained herein as part of its Comprehensive Plan. Moreover, the applicant has coordinated with other affected jurisdictions, including the City of Boardman and other cities, with regard to this application. The application will not result in inconsistencies with the comprehensive plans of those jurisdictions. It is noted, however, that a transportation system plan amendment will be required from Umatilla County to allow certain improvements to I-84 and I-82 in that County, including additional lanes on certain ramps at the I-82/I-84 Interchange. This can and will be done in conjunction with the NEPA process if Morrow County acts favorably on this application.

As noted, the Morrow County Comprehensive Plan currently designates the airport property and immediately surrounding lands for airport-related industrial uses or other industrial uses. These amendments allow a portion of the airport property to be used for racing uses and other uses directly or indirectly related to racing, including racing-related manufacturing uses. Given that the existing industrial designations were adopted primarily to stimulate, expand and diversify the local economy under the original 1985 Goal 3 exception, and further given that the Speedway proposal will have these effects, there is no loss of consistency with the County Comprehensive Plan. It is also noted that throughout the process of preparing this application, the applicant has maintained contacts with the County Planning Department to help ensure that whatever land use actions are taken would be consistent with the County's Comprehensive Plan.

Further, this proposal is consistent with the City of Boardman's Comprehensive Plan. The Speedway will generate full time and part time employment opportunities, which may help businesses in Boardman. It may stimulate more housing or commercial development in Boardman. However, Boardman can accommodate these demands, should they arise. According to a 1997 study of land needs and supply for the Boardman UGB, the City contains approximately 676 acres of vacant, undeveloped land

zoned for residential uses, and 236.8 acres of vacant, undeveloped land zoned for commercial uses. This acreage is three to four times the amount of buildable acreage identified as needed to accommodate City 20-year housing and commercial needs. Accordingly, the Speedway should in no way impede the City's ability to implement its comprehensive plan.

*filed 7-11-02  
Barbara Bloodworth  
Morrow County Clerk*

BEFORE THE MORROW COUNTY COURT  
OF MORROW COUNTY

AN ORDINANCE AMENDING THE MORROW )  
COUNTY COMPREHENSIVE PLAN, THE )  
MORROW COUNTY TRANSPORTATION )  
SYSTEM PLAN, AND THE MORROW COUNTY )  
ZONING ORDINANCE TO ALLOW FOR THE )  
SITING OF A SPEEDWAY AND RELATED )  
FACILITIES AT THE BOARDMAN AIRPORT )

ORDINANCE NUMBER MC-C-2-02

The County of Morrow does ordain as follows:

WHEREAS, the Port of Morrow has applied to Morrow County for amendments to the Morrow County Comprehensive Plan and the official Morrow County Plan/Zoning Map to authorize a speedway and related uses on approximately 1400 acres of land located at the Boardman airport; and

WHEREAS, the Port of Morrow also has applied to Morrow County for amendments to the Morrow County Transportation System Plan to authorize roadway improvements that are needed in conjunction with the proposed speedway and its related uses; and

WHEREAS, following public notice, the Port's application came before the Morrow County Planning Commission for public hearings on January 24, 2002, March 7, 2002, April 4, 2002 and May 2, 2002; and

WHEREAS, the Morrow County Planning Commission forwarded a recommendation to the Morrow County Court that the application be approved with modifications and with conditions, and forwarded findings and conclusions in support of its recommendation; and

WHEREAS, following public notice, the Morrow County Court held public hearings on the application and the Planning Commission's recommendation on May 16, 2002 and May 29, 2002; and

WHEREAS, the Morrow County Court has considered the evidence and testimony in the record and the recommendations of the Planning Commission and its staff; and

WHEREAS, the Morrow County Court, on May 29, 2002, voted to accept the recommendation of the Planning Commission and approve the application with conditions of approval;

NOW, THEREFORE, THE COUNTY COURT OF MORROW COUNTY ORDAINS AS FOLLOWS:

SECTION 1. MORROW COUNTY COMPREHENSIVE PLAN AMENDMENTS.

The exceptions to Goals 11 and 14 authorizing a speedway and speedway related uses, as set out in Section VII of the Port's application as modified to include changes recommended by the Planning Commission, are hereby incorporated within and made a part of the Morrow County Comprehensive Plan. Section VII of the application is attached.

SECTION 2. MORROW COUNTY TRANSPORTATION SYSTEM PLAN AMENDMENTS.

The Morrow County Transportation System Plan is hereby amended to include the following:

- A. The transportation improvements identified in Section IV of the Port's application as modified to include changes recommended by the Planning Commission.
- B. The exceptions to Goals 11 and 14 authorizing a new Speedway Interchange on Interstate 84 and a new four lane roadway within the airport property, as set out in Section VIII of the Port's application as modified to include changes recommended by the Planning Commission. Section VIII of the application is attached.
- C. The transportation system plan policies identified in Section IV of the Port's application as modified to include changes recommended by the Planning Commission. Section IV of the application is attached.

SECTION 3. MORROW COUNTY OFFICIAL PLAN/ZONING MAP AMENDMENTS.

The Morrow County Official Plan/Zoning Map is hereby amended to apply the Limited Use Overlay Zone to the approximately 1400 acres identified for speedway and speedway related uses at the Boardman airport, as indicated in Figure 1 of the Port's application as modified by the Planning Commission.

SECTION 4: FINDINGS OF FACT AND CONCLUSIONS OF LAW; SUBJECT CONDITIONS OF APPROVAL

The Findings of Fact and Conclusions of Law of the Morrow County Court dated June 21, 2002, are hereby incorporated into this Ordinance. Amendments contained in this Ordinance are subject to the conditions contained in the Findings of Fact and Conclusions of Law dated June 21, 2002.

SECTION 5: EFFECTIVE DATE.

This ordinance shall become effective thirty (30) days after the date of its adoption by the Morrow County Court.

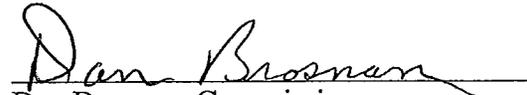
DATE OF FIRST READING: June 21, 2002

DATE OF SECOND READING July 10, 2002

DONE AND ADOPTED BY THE MORROW COUNTY COURT THIS 10th DAY OF July, 2002.

  
Terry K. Tallman, Judge

  
John E. Wenholz, Commissioner

  
Dan Brosnan, Commissioner

ATTEST:

  
County Clerk



APPROVED AS TO FORM

  
County Counsel

#### **D. Major Racing Facilities in the United States.**

The Hobson Ferrarini report divides the United States into five competitive market areas. The Northeast region, with a population exceeding 58 million people, has seven major race tracks. The South region, with a population over 61 million, has five major tracks. The Midwest region, with a population exceeding 66 million, has 5 major speedways. The Southwest region, including California, has 12 major tracks serving a population over 66 million.

Then there is the Northwest/Mountain region, consisting of Oregon, Washington, Idaho, Montana, Wyoming, Utah and Colorado. There are no major race tracks to serve this region's population of nearly 20 million people. As described in more detail in the exception statement below, this Northwest/Mountain region is clearly the most underserved in terms of large motorsports facilities and events. A major auto racing facility at Boardman would serve population centers in Oregon, Washington and Idaho, while attracting visitors from more outlying areas like northern California and British Columbia. Demographic information shows that the market area for a major speedway at Boardman would be comparable to market areas for successful major speedways located elsewhere in the United States.

### **VII. Compliance with Goal Exceptions Criteria (Speedway and Associated Uses)**

#### **A. Identification and Overview of the Exceptions Standards.**

Development of the proposed Speedway and its associated and ancillary uses at Boardman airport first requires County adoption of "reasons" exceptions to Goals 11 and 14. The requirements for statewide planning goal "reasons" exceptions are set out in ORS 197.732(1)(c), LCDC Goal 2 (Land Use Planning) Part II (Exceptions), and in administrative rules adopted by LCDC to implement these statutory and goal requirements. For this application, the relevant rule provisions are found in OAR 660, Division 4 and OAR 660, Division 14.

Under ORS 197.732(1)(c) and Goal 2 Part II, a local government may adopt a "reasons" exception to a goal if the following standards are met:

"(1) Reasons justify why the state policy embodied in the applicable goals should not apply.

"(2) Areas which do not require a new exception cannot reasonably accommodate the use.

"(3) The long-term environmental, economic, social and energy consequences resulting from the use of the proposed

site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located in areas requiring a goal exception other than the proposed site; and

"(4) The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts."

To allow urban uses on rural lands, exceptions to Goals 11 and 14 are required. An exception to Goal 14 is required because the proposed uses, by their nature, are urban in scale and intensity, and Goal 14 prohibits urban uses outside of urban growth boundaries or unincorporated communities. *Hammack, supra*. An exception to Goal 11 is needed because the proposed urban uses require urban-scale public facilities, including urban scale sewer and water services, and Goal 11 otherwise prohibits the establishment or extension of sewer and water systems outside of urban growth boundaries.

In *DLCD v. Umatilla County*, 39 Or LUBA 715 (2001), LUBA explained how LCDC's administrative rules for exceptions, OAR 660, Divisions 4 and 14, apply to proposed urban uses and public facilities on rural lands.<sup>14</sup> LUBA stated in pertinent part:

"OAR 660-004-0020(2) implements Goal 2, Part II(c) and ORS 197.732(1)(c), and elaborates on the four ultimate criteria for adopting a reasons exception. OAR 660-003-0022 prescribes '[t]he types of reasons that may or may not be used to justify certain types of uses not allowed on resource lands,' for purposes of Goal 2, Part II(c)(A) and OAR 660-004-0020(2)(a). OAR 660-004-0022(1) provides three criteria for determining whether reasons justify uses not allowed on resource lands. These three criteria apply where adopting a reasons exception for all uses, except for those specifically provided for in subsequent sections of OAR 660-004-0022 or in OAR chapter 660, division 14. \* \*

\*

"Under this framework, determining which criteria apply requires that the local government identify the character of the use for which a reasons exception is proposed. If the proposed exception involves circumstances or uses not governed by OAR 660-004-0022(2) through (10) or OAR chapter 660, division 14, then OAR 660-004-0022(1)(a)-(c) provides the applicable criteria for determining whether

<sup>14</sup> *DLCD v. Umatilla County* involved a comprehensive plan amendment to allow residential development on agricultural land next to a golf course.

reasons justify the proposed exception. If, on the other hand, the proposed exception is intended to allow urban development, then OAR 660-004-0022(1) directs the county to OAR 660-014-0040. \* \* \*."

" \* \* \* "

"Assuming that the proposed use is for urban residential development, the county must satisfy OAR 660-004-0022(2)(a) by addressing the requirements of OAR 660-014-0040. \* \* \*. Assuming, for the sake of discussion, that the proposed development complies with OAR 660-014-0040, there would then be no need to address the requirements of either OAR 660-004-0022(1) or (2) with respect to either Goal 3 or Goal 11. This is because reasons that justify a Goal 14 exception under OAR 660-014-0040 also must be sufficient to justify exceptions to Goals 3, 4 and 11, if exceptions to those goals are required. \* \* \*. In this context, no additional reasons for purposes of OAR 660-004-0020(2)(a) are necessary to establish exceptions to Goals 3, 4 and 11 once the local government demonstrates reasons to justify new urban development under OAR 660-014-0040." 39 Or LUBA at 719-724 (footnotes omitted; emphasis added (underlined) and in original (*italics*)).

It follows that an exception justifying urban uses and facilities under OAR 660-014-0040 is adequate to meet the requirements of OAR 660-004-0020(2)(a) and 0022. OAR 660-014-0040 provides:

"(1) As used in this rule, 'undeveloped rural land' includes all land outside of acknowledged urban growth boundaries except for rural areas committed to urban development. This definition includes all resource and nonresource lands outside of urban growth boundaries. It also includes those lands subject to built and committed exceptions to Goals 3 or 4, but *not* developed at urban density or committed to urban level development.

"(2) A county can justify an exception to Goal 14 to allow incorporation of a new city or establishment of new urban development on undeveloped rural land. Reasons which can justify why the policies in Goals 3, 4, 11 and 14 should not apply can include but are not limited to findings that an urban population and urban levels of facilities and services are necessary to support an economic activity which is dependent upon an adjacent or nearby natural resource.

"(3) To approve an exception under this rule, a county must also show:

"(a) That Goal 2, Part II(c)(1) and (c)(2) are met by showing the proposed urban development cannot be reasonably accommodated in or through expansion of existing urban growth boundaries or by intensification of development at existing rural centers;

"(b) That Goal 2, Part II(c)(3) is met by showing the long-term environmental, economic, social and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located on other undeveloped rural land, considering:

"(A) Whether the amount of land included within the boundaries of the proposed urban development is appropriate; and

"(B) Whether urban development is limited by the air, water, energy and land resources at or available to the proposed site, and whether urban development at the proposed site will adversely affect the air, water, energy and land resources of the surrounding area.

"(c) That Goal 2, Part II(c)(4) is met by showing the proposed urban uses are compatible with adjacent uses or will be so rendered through measures designed to reduce adverse impacts considering:

"(A) Whether urban development at the proposed site detracts from the ability of existing cities and service districts to provide services; and

"(B) Whether the potential for continued resource management of land at present levels surrounding and nearby the site proposed for urban development is assured.

"(d) That an appropriate level of public facilities and services are likely to be provided in a timely and efficient manner;

"(e) That incorporation of a new city or establishment or new urban development of undeveloped rural land is coordinated

with comprehensive plans of affected jurisdictions and consistent with plans that control the area proposed for incorporation." (Emphasis added (underlined) and in original (*italics*)).

**B. Reasons to Support the Proposed Goal Exceptions (OAR 660-014-0040(2)).**

**1. Speedway Facilities.**

In 1986 LCDC acknowledged an exception for the 2,700-acre Boardman airport property to allow airport related and dependent industrial and commercial uses. As stated in the exception document, the exception was intended to implement specific goals for Morrow County set out in the Morrow County Economic Statement and the Morrow County Comprehensive Plan, including goals to "diversify local business, industries and commercial activities and to promote the economic growth and stability of the county."

In its 1986 order acknowledging this exception, LCDC found that there was a "demonstrated need" for the airport property exception based on Goal 9, Economy of the State, and Goal 12, Transportation. The order referenced the exception document's discussion of economic benefits that improvements made to the airport could bring to existing industries at the Port as well as attracting new businesses, and it noted several references to the County's Comprehensive Plan recognizing the importance of the airport for economic growth and stability of the County. LCDC Order in Response to Continuance Order of May 23, 1985, page 18.

The order also discussed reasons why industrial and commercial development at the airport would have a significant comparative advantage which would benefit the County economy and cause only minimal loss of productive resource lands. Among those reasons, it found:

- That the property, consisting of non-irrigated Class VI and VII agricultural soils, was appraised by the State of Oregon at only one quarter the valuation of nearby dryland farms.
- That proposed industrial uses would incorporate aviation, rail, river and freeway system resources.
- That development of the Boardman airport to transport standards is a logical completion of the regional transportation system.
- That aviation and industrial uses could not be located within a UGB without significant impacts related to noise, light emissions, safety and air emissions.
- That the only air industrial park serving Oregon within the subject market area is in Pendleton, approximately 45 miles away, and that park lacks large acreage sites.

- That industrial uses would have significant comparative advantages at this location due to the cumulative effects of the outstanding transportation system, the availability of large tracts, readily available utilities and energy supplies, compatibility with surrounding land uses, and the Port's favorable capability in terms of providing financing facility improvements and industrial development.
- That Morrow County needs economic development, and this proposal would cause only minimal loss of productive resource lands while opening significant opportunities for additional employment and expansion and diversification of the County's traditional resource-based economy, which has tended to fluctuate with agricultural and timber markets.
- That industrial development imposes few detrimental impacts upon the site and adjacent environs. Order at 22-23.

Since that goal exception was taken, little airport related or dependent development has occurred near the Boardman airport. Despite the availability of large tracts, utilities and energy supplies, the 2,700 acre exception area has remained underutilized, and the economic benefits sought by the exception remain largely unrealized.

However, the reasons used to justify the 1985 exception provide much of the basis for this requested Goal 11/14 exception amendment. Many of the special features that Morrow County identified in 1985 to attract industrial users to the site attracted Racing Unlimited to this site. These include, specifically:

- The transportation network, including the airport and the interstate network, which provides four-lane highway access to the site from major Northwest metropolitan areas via Interstate 84 with connections to Interstates 5, 82, and 90.
- Reasonable separation from the urban growth area, to avoid significant impacts associated with noise, lighting and traffic.
- The availability of a large tract of land to accommodate the speedway, the grandstands, and associated and ancillary uses.
- The comparative advantages this site provides due to the availability of water, sewer, electricity and natural gas.
- The absence of incompatible development near the proposed speedway site, which reduces potential adverse impacts upon the site and the surrounding area.
- Morrow County's need for economic development, combined with only minimal loss of resource lands.

Additionally, other features unique to the Boardman airport property but not mentioned in the previous exception have attracted this user to the site. These include:

- The significant comparative advantage this site offers because of its central location among major metropolitan areas in Oregon, Washington and Idaho,

in a region underserved in terms of large motorsports facilities and events. The central location truly allows this facility to serve and benefit all of the State of Oregon.

- Dry and mild weather conditions, which allow for an extended racing season from February through November of the calendar year and which improve the quality and safety of motorsport races and the conditions for viewing those races

Like the airport related commercial and industrial uses that were authorized by the 1985 exception, the proposed Speedway, with its racing and associated uses, will provide economic development and diversity that Morrow County badly needs. The Speedway will open up significant opportunities for additional employment and diversification of the County's traditional resource-based economy, not just at the airport but in Boardman and in urban communities in nearby counties. It also will bring new customers to existing businesses in Boardman and other cities and communities throughout the region. By providing new jobs and attracting visitors people to the area, the Speedway will support existing and new commercial development in Boardman and enhance the recreational and tourist industries of northcentral Oregon. And by locating on nonresource land, the Speedway will help meet the recreational and entertainment needs of Oregon residents without any significant impacts on properties zoned for exclusive farm use.

Concurrently, the Speedway will significantly increase airport flight activity and help generate funds to improve the airport. The Speedway should significantly increase the number of annual air operations at Boardman. According to Racing Unlimited, NASCAR, CART and IRL data shows that on average, 35 drivers out of 60 or 70 who attempt to qualify for events fly into major speedways from all over the country, either by private or chartered planes. Each league also brings 50 to 70 event coordinators to their events, who are always flown to the nearest airport. Moreover, team sponsors (on average, 15 to 20 per team, with over 40 teams competing), send corporate representatives to every event, sometimes sending company employees and their families. Major corporations that advertise at the track fly their representatives in for each event. And recently, Indy car race teams have starting shipping cars and equipment via FedEx air to the closest suitable airport. Consequently, a major speedway at Boardman will significantly expand the volume of air travel at the Boardman airport.<sup>15</sup> Increased air flight activity justifies airport improvements, which are good for the airport, Boardman, and Morrow County, and good for Oregon's air transportation network.

To accommodate these trips, the Port plans to expand and improve the airport runway, taxiways and hangar/tie-down areas. Runway expansion and improvements will allow the airport to accept the types of jets typically associated with racing events. These airport improvements, in turn, will make the airport much more attractive to other

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<sup>15</sup> The Boardman Airport 50 Year Aviation Demand Evaluation dated November, 2001 and prepared by Century West Engineering and Aron Faegri & Associates identifies a 50-year need for 93 acres to accommodate air traffic associated with Speedway events.

industrial and commercial users and help attract new airport related and dependent industrial and commercial uses to Boardman. In short, the Speedway should move the airport in a direction that allows it finally to achieve the goals identified in the 1985 goal exception.

On this point, it is noteworthy that while the Speedway can provide these benefits to the airport and the Boardman community, the airport will retain sufficient land in large tracts to serve airport related and airport dependent industrial uses closer to the runway. As earlier noted, the airport area consists of 2700 acres. This proposal will utilize approximately 1,400 acres. Consequently, at least 1,300 acres of airport property will remain available for customary and usual aviation-related activities and for airport related and dependent uses, including industrial and commercial uses, and the improvements to the airport supported in part by this proposal should make the airport more attractive to such uses.

OAR 660-014-0040(2) provides that one means by which a county can justify a Goal 14 exception is by showing that an urban population and urban levels of facilities and services are necessary to support an economic activity which is dependent on an adjacent or nearby natural resource. However, the rule does not make this the only basis by which a county can justify a Goal 14 exception.<sup>16</sup>

Here, urban populations and urban levels of facilities and services are required to support the Speedway, which is both an economic activity and a recreational activity encouraged by Goal 8. The primary audience of the proposed use includes residents of major population centers in Oregon, Washington and Idaho. This urban population is critical to the success of the Speedway. And urban sewer and water systems will be necessary to serve these people, who could number over 100,000 on a given day.

However, a major speedway is not dependent upon an adjacent or nearby "natural" resource. It's dependence rests, instead, on other critical locational factors, including a centralized location within its market area, an adequate road and transportation access system, a large tract of land for the proposed use and associated parking and ancillary uses, separation from noise sensitive sources, relative isolation from incompatible uses, and reliably dry and generally favorable weather conditions. A major speedway also is dependent on a market sufficiently large to sustain the facility.

It is these factors, and the availability of nonresource land, that explain and justify locating the Oregon Motor Speedway near Boardman. It is these factors, together with Morrow County's continued need to improve its airport and expand and diversify its economy, that warrant exceptions to Goals 11 and 14 to allow the siting of a speedway and its associated and ancillary uses at Boardman airport. It is noteworthy that since at least 1963, when the airport property was leased to Boeing, the subject property has been identified for airport improvement and economic development purposes. Indeed,

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<sup>16</sup> This conclusion is supported by testimony provided at the April 4, 2002 Morrow County Planning Commission hearing by DLCD regional representative Jon Jinings, who stated that DLCD did not intend to make proximity to a nearby natural resource an exclusive test for justifying an exception under this rule provision.

the terms of the 1984 State of Oregon lease of this property to the Port directed the Port to provide "sites for general commercial/industrial users" in order to "diversify and expand economic activity in the Port of Morrow". This Speedway proposal is the first serious proposal since 1984 to provide a very real opportunity for airport improvement and economic diversity and expansion at this site. And it is badly needed, given that as of July 1, 1998, the Oregon Economic and Community Development Department continued to identify Morrow County as "distressed".

The Speedway furthers the objectives of LCDC Goal 8, Recreational Needs. The goal directs local governments to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities. As explained below, this proposal will satisfy underserved motorsport-related recreational needs of citizens of Oregon and residents of Washington and Idaho, at a location that is virtually ideal for the use. Indeed, the centralized Boardman location allows the Oregon Motor Speedway truly to satisfy the recreational needs of the "citizens of the state", as opposed to the citizens of a locality or a region such as the Willamette Valley or northcentral Oregon.

Goal 8 also calls for recreational planning "(1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements." This exception, to allow for development of the proposed major speedway and its associated uses, is fully consistent with these standards. It is proposed in coordination with private enterprise (Racing Unlimited, Inc.). It is appropriately proportioned, based on analysis demonstrating that there is no similar facility of this nature in the Pacific Northwest and that the market area can support such a facility.<sup>17</sup> Finally, its size and quality are justified based on market analysis and can easily fit within the proposed location without creating significant adverse land use effects.

The Speedway also furthers the objectives of Goal 12, Transportation, to provide a safe, convenient and economic transportation system. Airport improvements generated in part by this proposal will help the County and City of Boardman reduce reliance on the automobile. More importantly, they will greatly improve the air transportation network serving Boardman and its surrounding community. ORS 836.600 and OAR 660, Division 13 encourage and promote the continued operation and vitality of Oregon's airports. Today, Boardman's airport is anything but "vital", with few annual operations, on average, compared to most other public use airports in Oregon. ORS 836.600(2) recognizes the link between the vitality of Oregon's airports and the vitality of the local economy and "the interdependence between transportation systems and the communities on which they depend." The Speedway would give a much needed "shot in the arm" for the Boardman airport, propelling it into the 21<sup>st</sup> century.

The Speedway also further Goal 14's objective to promote livability. For a great many people, "major league" sports venues significantly enhance the livability,

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<sup>17</sup> There are other speedways scattered throughout the Pacific Northwest, but none have the capacity to accommodate a NASCAR Winston Cup.

attractiveness and reputation of a state or a region. For example, the Portland Trail Blazers have fans throughout the state, and indeed, throughout the Pacific Northwest. While basketball is played in schools and playgrounds throughout the state, having a National Basketball Association professional team is different and special. It is an amenity unique unto itself. It instills interest and excitement. It attracts thousands of people to events. Likewise, attracting a Major League Baseball or National Hockey League team to Oregon would please many people throughout the state, even if the stadium were located near Portland. People from all over Oregon would travel to the arena or stadium to see a game, just as many Oregonians travel to Seattle to watch the Seattle Mariners play baseball at Safeco Field, and just as many people throughout Oregon travel to Portland to watch the Trail Blazers. Similarly, an Oregon Motor Speedway attracting major NASCAR, CART and similar motorsports events will please the many hundreds of thousands of Oregonians who enjoy major auto racing events but cannot practicably attend them for lack of proximity to appropriate venues. For motor racing fans, this facility, within easy driving distance of nearly all corners of the state, will make Oregon a better place to live. And the Speedway's location in Boardman will make it truly feel like the facility belongs to all Oregonians.

These reasons justify why a major speedway should be permitted to locate on undeveloped exception land at the Boardman airport. The Speedway not only will enhance recreational opportunities and livability for very large numbers of Oregonians, but it will go far to achieve many of the economic development objectives contained in the County's comprehensive plan, including economic diversification and airport improvement and expansion.<sup>18</sup> This is particularly important in a traditionally resource-based community identified as economically distressed by the state. However, the inquiry does not stop here. It is also necessary to consider whether a speedway in Boardman will attract sufficient numbers of fans to be economically feasible. Because the Oregon Motor Speedway will be able to attract attendees in numbers similar to other successful major speedways around the country, the answer is "yes."

As earlier noted, the Boardman airport is centrally located among major population centers in Oregon, Washington and Idaho upon which the Speedway primarily will rely for attendees at major and mid-sized events. Together, Portland, Seattle, Spokane, Tri-Cities and Boise had year 2000 metropolitan area populations totaling nearly 6,000,000 people. By the year 2020, their populations are projected to reach nearly 8,000,000. Within a four to six hour driving distance, the current estimated 2000 population is over 10,000,000 and should exceed 10.5 million in the first year of operation (2004). This population base is similar to population bases identified as adequate to support major speedways elsewhere in the United States.

Population considerations, together with proximity to major highways, are very important to the Speedway's ultimate success. The Pacific Northwest currently is unserved by a major speedway facility. Based on Hobson-Ferrarini's survey of eleven speedways nationally, there is an identified and real market for a major speedway in the

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<sup>18</sup> Compliance with the County's economic policies is discussed below. That analysis is incorporated into this section of the exception document by reference.

Pacific Northwest that is comparable with existing major speedways in other locations. Further, based on population projections, characteristics of racing fans, and other relevant factors analyzed in conjunction with ESPN Sports Poll data (which determines the number of likely attendees), the Boardman site is favorably located to attract attendees from all directions and in sufficient numbers to make the facility economically viable. Stated another way, the Speedway's primary market areas for large and mid-sized events is sufficiently large in terms of potential and likely fan base to sustain the facility at the scale proposed, and given the lack of competition in the Pacific Northwest, together with the competitive advantages of the Speedway, it is reasonable to conclude that those fans can and will be attracted to the Speedway. The Boardman's site centralized location, and its combination of favorable features (described above and in the alternatives analysis) are ideal to meet the specific needs for a speedway in Oregon.

With two asphalt ovals, a road course, a drag strip, pit areas, plus grandstand seating for up to 145,000, the Speedway will be of a scale to accommodate any size racing event, including a NASCAR Winston Cup. With these facilities, the Speedway would be comparable in its capacity to major speedways in Michigan, Kansas, Nashville, Atlanta, Texas and elsewhere around the country.<sup>19</sup>

Initially, it is anticipated that the Speedway will hold four to eight mid-size (15,000 to 80,000) or large (over 100,000) events annually. These could include NASCAR Winston Cup, Busch Cup and Craftsman Truck series, Indy Car series, Super Sport motorcycle racing, and GT and Northwest Regional Championship races. FIA races are also a possibility, as are regional championship events like Sprint Car, Sportsman and Enduro. This estimate is supported by Hobson-Ferrarini's speedway survey, which show that major speedways annually attract four to six of the above-type races.<sup>20</sup>

Additionally, Racing Unlimited proposes to establish the Semi-Racing League (SLR), which would consist of semi-truck cabs racing at speeds over 180 miles per hour. Already, semi truck racing is a popular and profitable sport in Europe, and major semi manufacturers, such as Kenworth, Peterbuilt and Freightliner, have expressed interest for this proposal. The effort would increase racing activity not only at Boardman, but also at other speedways around the country.

Because it would serve an underserved market and attract new fans to motorsports racing, the Oregon Motor Speedway would be an attractive expansion location for NASCAR and other sanctioning bodies. As noted, the Northwest currently has no large motorsports facilities. While this underserved status does not guarantee a prized Winston Cup race, NASCAR often tests new markets with smaller events like

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<sup>19</sup> The overall size of the Speedway (1,400 acres) is consistent with the sizes of other tracks surveyed, which generally range between 1,200 and 1,500 acres. For example, Sears Point contains approximately 1,500 acres. Michigan International Speedway contains between 1,200 and 1,400 acres.

<sup>20</sup> As discussed below, the Hobson Ferrarini report indicates that only one racing event, a Winston Cup race, currently has the ability to attract more than 100,000 people in a single day.

NASCAR Craftsman Truck or Busch Series races, which may be followed in a few years time with a Winston Cup race.

Currently, only a handful of tracks in the area host mid-sized events such as the NASCAR Craftsman Truck series, CART and NHRA Drag Racing: Portland International Raceway (PIR), Portland Speedway, Seattle International Raceway, and Evergreen Speedway. Compared to a proposed seating capacity of 145,000 for the Speedway, these facilities have permanent seating capacities ranging only from 7,500 (Evergreen Speedway) to 26,000 (Portland International Raceway). These seating capacities limit both the scope of races these tracks can attract, and the ability to combine and promote events

The proposed Oregon Motor Speedway would have significant competitive advantages over these existing speedways. Those advantages include:

- **Extended season.** Facilities near Portland and Seattle have short seasons due to poor racing weather conditions such as rain and cool temperatures during much of the year. Although some road races can run in the rain, it is not highly desirable and is a major detriment to attracting race fans. Boardman, in contrast, receives significantly less rain than Portland or Seattle. The average annual rainfall in Boardman over the past 20 years is 9.14 inches, compared to 37.51 in Portland.
- **Expanded track use.** Of the four identified speedways sized to host mid-sized events, three have only one race track, compared to three at the proposed site. Fewer tracks limits the types of racing leagues that can be accommodated at a facility. Conversely, more tracks creates more opportunities for racing.
- **Age.** The existing facilities are all decades old, which is reflected in relatively poor quality amenities compared to newer and larger facilities.
- **Size.** A larger facility can draw attendees from a larger area
- **Viewing:** A large oval track provides superior lines of sight that allow racing fans to view the entire race from one location. In contrast, the road courses at PIR and Seattle International have limited and less desirable viewing options for racing fans (i.e., they can see only part of the track).

Favorable weather conditions are particularly important. The NASCAR Craftsman Truck series, for example, had race dates that included both PIR and Evergreen Speedway in 2000. Both races were relatively unsuccessful in terms of attendance numbers, and as a result, were not scheduled for 2001. An overwhelming reason noted was adverse weather conditions, due to the events being scheduled during the rainy spring season in Portland and the Puget Sound area. Indeed, the 2001 Budweiser/G.I. Joes 200, held at PIR in June as part of annual Portland Rose Festival, took place under rainy conditions that reduced racing speeds and increased safety

concerns. The comparative lack of rainfall at Boardman, combined with mild temperatures, makes Boardman a much more favorable locations for these races.<sup>21</sup>

The Speedway also can accommodate small events. Only two tracks within 50 miles of the site host small regional and local races: Race City USA in Hermiston, Oregon, and Tri-City Raceway in Richland, Washington. Race City can support only small, local races that typically attract 1,000 to 2,000 fans. The Tri-City Raceway attracts a few regional events that can draw up to 5,000 fans.

Typically, a major speedway will have two to four major racing weekends a year. Major racing weekends involve a series of events that can, in the aggregate, attract more than 100,000 fans over the course of the weekend. Typically a major racing weekend will include up to three large and/or medium size events and potentially several small ones. For example, the California Speedway in Fontana, California, scheduled two major racing weekends for the 2001 season, the second of which included a NASCAR Craftsman Truck event, a CART Dayton Lights Series event, and a CART Fed-Ex Series event. In Portland, the 2000 Freightliner/GI Joes CART race attracted about 130,000 total racing fans during its three day run in June, including about 65,000 racing fans for the championship race. Other weekends feature regional and local races. It also is important to note that most speedways have other uses occurring throughout the year.

For the Oregon Motor Speedway at Boardman, the only event that initially is likely to attract more than 100,000 fans on a single day is a NASCAR Winston Cup race. Indeed, across the country, this is the only auto race that consistently attracts more than 100,000 fans to a single race.<sup>22</sup> As noted, it may take several years to attract such a race. In the long run, an Indy Car event or NHRA Drag Race also might have that potential, but this is not anticipated any time soon. For events of this size, people will drive four to six hours to attend. According to International Speedway Corporation, NASCAR Winston Cup races usually attract racing fans from a 400-mile radius. For such races at Boardman, major markets would include Portland, Seattle, Spokane, Tri-Cities and Boise. Vancouver BC is also a possible market, although delay time associated with border crossings could make this a harder market to penetrate.

Other well-known auto races are considered to be mid-sized events and typically attract between 30,000 and 75,000 fans. Examples include NASCAR Craftsman Trucks (25,000 to 40,000); Indy Racing League (30,000 to 60,000); NASCAR Busch Series (50,000 to 75,000); and CART Series (40,000 to 80,000). During premier racing weekends not involving a Winston Cup event, the largest race typically will attract between 40,000 to 80,000 fans. On these weekends, fans typically attend many of the

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<sup>21</sup> This is not to say Boardman has perfect weather. For example, wind storms can occur in the summer, and temperatures can reach 100 degrees. However, temperatures also can reach the high 90s and 100s in western Oregon, where the humidity on a 90+ degree day can make the air feel hotter and less pleasant than 100 degrees with low humidity east of the Cascades. Overall, Boardman's weather conditions should be much more pleasant and reliable than west of the Cascade mountains over the course of 10 months.

<sup>22</sup> The Indianapolis 500 also attracts more than 100,000 fans to a single race, but it is the only IRL race that does this.

events, with many staying on-site in RVs or at campgrounds. Because large numbers of people arrive early for events prior to the biggest race, the number of fans arriving on the last day is a fraction of the total.<sup>23</sup>

For mid-sized events, the markets would include Portland, Pendleton, Spokane, Tri-Cities and Yakima. The estimated driving time of 2.5 to 3.0 hours respectively from Portland and Spokane to Boardman, together with an excellent freeway system, makes Boardman likely to attract attendees from these locations. Again, improved weather conditions in Boardman make it a more desirable location to visit for racing than speedways located in wet areas.

In summary, a major racing facility at Boardman will have enough racing fan support to be feasible. Based on attendance projections, the Speedway reasonably can expect to attract up to 145,000 visitors for a Winston Cup event. This proposal provides for a grandstand to accommodate that number of visitors. A facility this size, and with its identified supporting uses, also will require an urban level of supporting public facilities and services, including sewer and water service. This exception is taken to Goal 11 as well as Goal 14 to allow the provision of urban-scale services to support urban uses.

Economically, the Speedway is expected to have a major positive economic impact on Boardman and Morrow County. Construction alone is estimated to have a direct economic impact of over \$57 million. At full buildout, the Speedway is expected to create 25 to 40 permanent jobs, apart from jobs created at the industrial park. This does not include secondary impacts. Surveys show that fans attending major sporting events will spend \$40-\$65 per fan on average in communities outside of the "ballpark" on the day of the event. The Speedway also will contribute significant tax dollars to Morrow County and local service districts.

The primary and secondary impacts of the Sears Point Raceway in Sonoma County north of the San Francisco Bay area have been estimated at \$60 million annually. As the Oregon Motor Speedway becomes more established, it could have a similar impact. As of January, 2001, Morrow County was posting an unemployment rate of approximately 14 percent. As noted, OECDD has identified the County as "economically distressed". The additional jobs created and additional tourism attracted would provide Boardman and Morrow County with a much needed stimulus for growth.

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<sup>23</sup> Hobson Ferrarini estimates that on a premier weekend not including a Winston Cup race, the largest event of the weekend (consisting of 2-3 mid-size events over several days) would not attract more than 17,500 to 44,000 fans on the day of the race.

## 2. Racing-Associated Uses.

To succeed, speedways require more than just ovals, drag strips and grandstands. They need supporting racing related land uses as well.

To determine the identity and appropriate size and scale of racing related land uses, Hobson-Ferrarini surveyed eight comparable racing facilities throughout the United States. It identified two criteria to determine if land uses associated with speedways should be allowed to locate at the Speedway and outside the Boardman UGB. The first criterion is "need": is physical proximity to the Speedway needed to support either the operation of the land use under consideration or the Speedway itself? Areas within about 0.5 miles from the Speedway are considered adjacent. The second criterion is "practicality": would the absence of the land use cause significant adverse impacts to the development or to the larger community in which it is located.

### Racing Related Uses.

All major speedways have in common a number of **racing-related facilities** that are necessary for staging races at the track. For these facilities, the "reasons" justifying why they should be allowed are the same as those justifying the racetrack itself. These racing-related facilities, which must be located on site, include but are not limited to:

- Pit stop areas
- Garage areas for racers
- Scoring and timing facilities
- Security and maintenance office and VIP suites
- Storage
- Fueling tankers and stations
- Building with kitchen facilities for catering
- Space for concessions and vendors
- Restroom facilities
- Medical facilities
- Parking facilities

Proposed racing related facilities at Boardman include two pit areas with a total of approximately 73 spaces, two approximately 7,500 gallon fueling tankers, approximately 73 auxiliary garage spaces for racing vehicles, and scoring and timing facilities.. These facilities are needed to run the races, to fuel and service the race cars during racing events, and to store the vehicles at other times.

A two-story infield building is needed to provide space for storage, maintenance and on-track security. The building also would contain a driver's lounge, kitchen and restroom facilities, a tire storage area, an office for the sanctioning body, racing team meeting rooms, a press room and dark room, and VIP suites for sanctioning bodies and major sponsors and guests viewing the races. An appropriate size for this building is in the range of 10,000 square feet.

The VIP suites included in the infield building are important to the success of the racing facility. They are the functional equivalent of corporate luxury suites that are now standard fare in new baseball and football stadiums and basketball and hockey arenas. These types of suites contribute heavily to the financial success of the enterprise.

Typically, concessionaires and vendors bring their own trailers to larger racing events to provide food and drink for attendees. Accordingly, this exception provides for portable hospitality and chalet tents to accommodate concessions and vendors. The amount of space needed for this purpose will vary according to the size of the event.

Restroom facilities also are necessary to serve the needs of employees, racing teams, sponsors and spectators. The facility will provide some permanent restrooms. However, these will not be adequate to accommodate premier events. For larger events, temporary restroom facilities also would be required.

Medical facilities are needed in the event of a racing accident and to serve emergency medical needs of spectators and guests. The proposed medical building would accommodate up to 10 beds. It is expected that a facility of this capacity will require between 3,000 and 5,000 square feet. Space also is needed for a helipad to accommodate emergency medical evaluations, and four first aid stations located in or around the grandstands.

Altogether, the racetracks, infield, grandstand, medical facilities and other racing related uses and facilities are expected to require approximately 400 acres of land. This acreage is identified on the conceptual site plan.

Finally, the facility must include adequate parking for visitors to the facility. While most events will attract fewer than 20,000 spectators, mid-size events may attract up to about 60,000 visitors on the day of the biggest race, and an event like a Winston Cup race could attract up to 145,000 people on race day by the year 2020. For events of this magnitude, approximately 40,000 parking spaces will be needed to accommodate cars and recreational vehicles traveling to the Speedway.<sup>24</sup>

This exception proposes to allow racing-related parking at multiple locations within the airport property. Much of this parking can and will be accommodated in the RV parks and campgrounds provided at the Speedway. Initially, approximately 3,500 recreational vehicles will be accommodated in an approximately 100 acre improved RV park identified for location between the Speedway site and Tower Road. The Speedway infield will accommodate another 1,500 RVs. An unimproved camping area for tents, campers and RVs will accommodate another 5,000 vehicles. Using a conservative 4.5 fans per vehicle estimate, the RV and tent spaces will accommodate 45,000 fans.

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<sup>24</sup> The actual need is slightly less than 40,000 parking spaces. The number has been rounded up to 40,000 to ensure adequate space for parking.

This leaves a remaining need for parking to accommodate approximately 55,000 additional fans (100,000 total) for the peak 2020 anticipated non-Winston Cup event, and 100,000 additional fans for a Winston Cup event in 2020. However, in the event the Speedway secures a Winston Cup or Federation Internationale de l'Automobile race, this application provides for an additional combined 10,000 RV/camping spaces, which at 4.5 people per vehicle can accommodate another 45,000 fans.<sup>25</sup> Accordingly, with or without a Winston Cup race, the remaining parking need is for space to accommodate 55,000 additional vehicles. At a conservative estimate of three (3) fans per vehicle for these vehicles, approximately 20,000 parking spaces are needed.

For purposes of determining land needs, it is assumed that 100 cars will be parked on each acre designated for parking. This density of parked cars per acre is somewhat lower than one normally would find at a shopping mall or office building. However, the more generous spacing and access corridors this density provides for are justified to keep traffic flowing smoothly without creating backup onto the freeway. The need to park cars in an efficient and expeditious manner is discussed in more detail in the Goal 12 exception set out below.

At 100 cars per acre, approximately 200 acres of land will be needed for automobile parking. This acreage is separate from the land needed to accommodate the cars, campers and RVs that will park in the RV parks and campgrounds. The site plan provides approximately 235 acres for RV parking, and 150 acres for camper/tent parking. The 235 acres for RV parking and the 150 acres for camper/tent parking includes space both for the initial 3,500 RV spaces not located in the infield and the initial 5,000 tent camping sites, as well as land needed to accommodate 5,000 additional RV and 5,000 additional tent sites in the event a contract for a Winston Cup race or Federation Internationale de l'Automobile race is obtained.<sup>26</sup>

As explained in the traffic report, to promote and facilitate accessibility and efficient traffic flow to and from Interstate 84 during premier events, multiple parking areas are needed. The site plan provides for parking in multiple areas. See **Figure 61**.

Other areas located outside the airport property also could potentially provide parking for the Speedway, including parking for RVs or campers. Those potential parking areas located outside of the airport property include approximately 240 acres located north of the airport property between I-84 and the railroad right of way; another 696 acres located farther north between the railroad right of way and the Columbia River; and approximately 310 acres located west of the PGE railroad spur that is located west of the speedway site. See **Figure 7**. However, because the Port currently lacks ownership or control over these properties, they are not part of this application.

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<sup>25</sup> The additional 5,000 RV spaces may or may not be improved.

<sup>26</sup> This plan assumes 1200 square feet per RV site and 650 square feet per tent/camper site. These numbers are consistent with numbers used at the Michigan speedway. Some additional acreage is included for circulation, restrooms and open space.

This exception application seeks authorization to locate racing-related parking areas only within the airport property. However, should NEPA analysis indicate that one or more of the potential parking areas located outside airport property would better accommodate efficient traffic movement, and if the Port can reasonably acquire ownership or use of those areas for Speedway parking, then the Port would apply to amend this exception to use those areas for parking in lieu of approximately equivalent acreage inside the airport property.

### **Accessory Speedway Related Uses.**

**Accessory speedway related uses** are uses not directly linked to the staging of races that are supported by the operation of the track or by demand from fans, track users or employees. These uses include:

- Permanent Housing
- Overnight Accommodations
- Restaurants
- Food stores and gasoline stations
- Office space
- Industrial space
- Other retail uses

For some accessory speedway related uses, a location at or very near the Speedway is necessary. For other such uses, a location at or near the Speedway might not be necessary but may be practical, desirable or important for other reasons. For these uses, the question was asked: "Does a location away from the Speedway create an inconvenience or adverse impact so significant that it warrants its location at the airport property?" Still other uses do not require a location at or near the Speedway, and should instead be located inside urban growth boundaries.

All of these types of accessory speedway related uses are identified and addressed below.

In considering accessory speedway related land uses, the Port scrutinized land uses at eight other major speedways to profile the type of development that needs to be at the track or in its immediate vicinity. The Port assumed that if these facilities did not have the specific land uses within approximately 0.5 miles of the speedway property, then barring other factors, the uses do not need to be on site and can reasonably be accommodated within Boardman's UGB. The Port also estimated demand based on the median number of annual visitors expected at the Speedway and published statistics and recognized industry methods. It felt that median averages, rather than peak events, provided a better baseline with which to judge need and demand.

Projected attendance at the Speedway was based on operations at the Sears Point and Watkin's Glen speedways located respectively in northern California and upstate New York. Attendance assumptions were based on interviews with racing

schools and clubs. Figures show that, except for the 4 to 5 weeks a year when major racing events are held, well under 10,000 people visit those facilities on any given week. For Sears Point and Watkin's Glen, weekly attendance is 1,878 and 800 respectively.

Attendance at Boardman is expected to fall somewhere between these two speedways. Sears Point should perform better than Boardman because, at an approximate distance of 35 miles from San Francisco/Oakland and 78 miles from Sacramento, Sears Point is located closer to major metropolitan areas than Boardman. Watkin's Glen is expected to perform worse than Boardman because of its distance 80 miles from Syracuse and 144 miles from Buffalo.

Assumptions used to determine the need for and scale of accessory speedway related uses included a 10-month operating season at the Speedway. While the track would not operate in December and January, when temperatures average below 32 degrees, it would operate in November and February, when average temperatures are 40 and 38 degrees respectively, although premier events are not likely to be scheduled in these months. During this time, racing schools and testing are likely types of events.

The remainder of the year, Boardman has a moderate, dry climate that is more conducive to motorsports racing than the much wetter climate west of the Cascades. Portland, for example, receives nearly five times the annual amount of rainfall that Boardman receives. Indeed, for each month from February to October, Boardman receives 0.7 inches or less in average monthly rainfall. This means drier and safer track conditions, and better viewing conditions for spectators.

Based on the analysis of uses at other raceways, the following accessory speedway related uses are or are not warranted at the Speedway.

### **Office Space.**

Most comparable speedways have employment-driven office space.<sup>27</sup> Case studies indicate that tracks require approximately 6,000 to 10,000 square feet of office space to support administrative, ticketing and operations staff. One surveyed speedway (Atlanta) also provides about 6,000 square feet of leased office space for two tenants associated with the motorsport industry. The office space often is located in a one or two story, free-standing building located adjacent to the speedway or the grandstands.

Demand for office space tends to be a function of the number of full-time employees expected at the facility and the amount of space a typical office employee occupies. For this proposal, the Port's professional consultant advises that up to 10,000 square feet of office space will be needed to accommodate ticketing, operations and administrative staff. Another 2,000 square feet of office space is needed for on-site banking facilities to safely secure revenues received at events, and to accommodate the

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<sup>27</sup> To a certain extent, this use might more appropriately be deemed a racing-related use, because the ticketing, marketing and administrative aspects of office use are essential to the staging of racing events. The use is listed here as a speedway related use only because some office uses are not connected with the staging of races.

media and employees of an Internet racing service proposed to be located at the Speedway. This "virtual raceway" will allow people to simulate races at the Oregon Motor Speedway on-line.

If the Speedway attracts long-term tenants such as auto manufacturers or racing schools, as expected, then the applicant anticipates that another approximately 3,000 square feet will be needed to accommodate the lessees. Accordingly, this exception seeks authorization to construct up to 15,000 square feet of office space associated with the Speedway and Speedway related uses.

The estimate of office spaces needs in the Hobson-Ferrarini report is based on an assumption that the facility will employ 16 to 28 people full-time. While this number of employees is consistent with figures for Sears Point Raceway, it is small compared to the number of full-time employees at Kentucky Speedway (50-55), Talladega Superspeedway (50-55), Michigan Motor Speedway (57), and Las Vegas Motor Speedway (45-50). Hence, the total number of full-time employees could significantly exceed the estimated 16-28 persons. While the proposed square footage for office space likely would include some room for employee growth, it could fall below what is needed if employment exceeds initial estimates and there is also leased office space for tenants. To avoid having to take another goal exception in that event, this exception requests authorization to add up to an additional 5,000 square feet of office space at such time as the number of full-time track and tenant employees exceeds 40.

This proposal does not provide for office space to serve enterprises unrelated to the Speedway. Those businesses can and should locate inside the UGB's of Boardman or other cities.

### ***Gift Shop.***

Many comparable tracks provide space for small gift shops to sell racing-related clothing, souvenirs and other paraphernalia. These gift shops support speedway operations and enhance the marketability of the facility and the sport.

Siting small gifts shops of this nature at the Speedway is appropriate. Small gift shops routinely are found at facilities like Safeco Field (selling Seattle Mariners souvenirs) and the Portland Rose Garden (selling Portland Trail Blazers and Portland Fire clothing and memorabilia). The Oregon Supreme Court has recognized the appropriateness of wineries selling wine glasses, T-shirts and similar items at wineries located on rural lands. *Craven v. Jackson County*, 308 Or 281 (1989). It makes similar good sense to allow for the siting of a gift shop at the Oregon Motor Speedway selling motorsports and Speedway-related clothing and other items.

For this facility, the Hobson-Ferrarini report recommends an on-site gift shop ranging between 3,000 to 6,000 square feet in size. Consistent with that analysis, this exception seeks authorization to provide a gift shop selling Speedway clothing, souvenirs and memorabilia that is up to 6,000 square feet in size to serve Speedway

visitors and to enhance the marketability of auto racing and the Oregon Motor Speedway.

### ***Other Retail.***

Except for small convenience stores associated with the gasoline station and the RV park and campground (discussed below), other kinds of retail facilities generally are not found at speedways. Instead, such retail uses typically are sited inside urban areas, such as Boardman. As described elsewhere in this application, there is a large surplus of vacant land inside Boardman's UGB designated for commercial development. Accordingly, this exception does not propose or provide for the siting of other retail outlets at the Speedway.

### ***Industrial Space.***

While all speedways include space to accommodate the maintenance and operations needs of the speedway, several also provide space for businesses that are speedway related or dependent. For example, Michigan Motor Speedway provides land for a tire company and a catering/concession enterprise. Sears Point Raceway contains a 157,000 square foot industrial park that is leased only to racing-related businesses and is 100 percent occupied. Some of the tenants include auto repair businesses and racing teams that are based at Sears Point. Land also is provided to store cars that are tested at the racetrack and to house the racing school.

Providing land for racing-related manufacturing businesses appears to be an emerging trend in speedway development. The experiences at Michigan and Sears Point indicate there are industries that want to be next to a race track and would not otherwise locate in the town where the track is sited. The speedway-related industrial park concept is relatively new to racing facilities and appears to provide good supporting income for the track.

At Boardman, attracting companies of this nature may be feasible once the Speedway is successfully operating. Companies likely to locate at the site include racing schools, race car testing, wind tunnel testing, engine manufacturing, and similar racing-related industrial activities. Because these uses could generate noise levels significant enough to warrant separation from developed urban areas, and because the 2,700 acre Boardman site already is zoned to allow *airport*-related industrial uses in order to expand, improve and diversify the local economy, it makes sense to expand that zoning to allow a small portion of the overall airport site to be available for uses that are *racing*-related or dependent.

This proposal seeks authorization to allow the construction of manufacturing buildings containing up to 208,000 square feet of floor space, to be leased only to racing-related businesses. To avoid the need to take another goal exception, this exception provides that once that space is 80 percent occupied, then the industrial park

could expand to add up to an additional 100,000 square feet of racing-related industrial floor space.

### ***Residential.***

There is no need to provide permanent housing at the Speedway. The housing needs of permanent and temporary employees can be met in Boardman and in other cities within reasonable driving distance of the facility. As described elsewhere in this application, there is a very large surplus of vacant land zoned for residential uses in Boardman. Those lands are more than adequate to meet the needs of all anticipated full-time employees at the facility.

### ***RV Park/Tent Campground***

Many racetrack facilities provide spaces for RVs, trailers, campers and tents. This is especially important for facilities that are long distances from major urban areas. Both the Talladega Superspeedway and Michigan Motor Speedway report that an estimated 25 percent of fans arrive and stay in RVs or campers or camp in tents during the large races.<sup>28</sup> This is due principally to the lack of hotels near the speedway. To accommodate the need, the Michigan speedway is licensed for up to 7,000 RV/camping sites.

Similarly, Watkin's Glen reports a large number of campers due to the absence of hotels and motels in the area. And although the Las Vegas Motor Speedway is located just 15-20 minutes from Las Vegas, which offers an abundance of overnight accommodations, an estimated 16 percent of fans still use the RV park on large event weekends.

As explained in detail in the Goal 12 exception and the supporting traffic technical reports, it is important to attract a large percentage of attendees to the site in advance of race day, in order to avoid significant adverse traffic impacts to I-84. For large events especially, the more people who come to the site prior to race day, the less congestion there will be on the roadway system.

Because Boardman is located even farther from large urban areas than speedways like Michigan and Talladega, getting people to the Speedway and off the roadway system prior to race day is particularly important. Also because of this distance, the Boardman area is likely to experience higher percentages of people camping or using RVs during major race weekends. Accordingly, it is important that adequate RV and tent/camper spaces be available for attendees.<sup>29</sup>

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<sup>28</sup> The Michigan Motor Speedway is located approximately 73 miles from Detroit, Michigan; 65 miles from Lansing, Michigan; and 63 miles from Toledo, Ohio. The Talladega Superspeedway is located approximately 55 miles from Birmingham, Alabama and 107 miles from Atlanta, Georgia.

<sup>29</sup> Many of the people using tent sites sleep in campers and RVs.

There are several RV campgrounds along I-84 within an hour's drive of Boardman. However, these campgrounds are not adequately sized to meet the need created by major Speedway events, and they will not take cars off the highway on race day. It is necessary to provide additional spaces at the Speedway.

To accommodate the need for RV spaces and to reduce race-day roadway congestion to and from the Speedway, this exception seeks initial authorization to provide approximately 5,000 RV spaces on the airport property. About 3500 improved RV spaces would be located in an RV park/campground built to meet State of Oregon RV park standards. Another 1500 unimproved RV spaces would be located in the infield.

Additionally, this exception seeks authorization to provide up to 5,000 tent/camper camping sites. Permanent bathroom and shower facilities would be provided to serve a portion of these sites. For the remainder, temporary water and toilet facilities would be made available as required to meet needs and public health requirements.

Should the Speedway obtain a contract to host a major race, like a Winston Cup race, then this application provides for an additional 5,000 improved or unimproved RV spaces and 5,000 unimproved tent/camper sites. These types of races attract the largest crowds, not only on the day of the main event but also on the days leading up to the main event. For these events, demands for accommodations are greatest. Additional space for RVs and camping is needed to reduce traffic impacts on the day of the main event, and to accommodate expected crowds arriving prior to the day of the main event. The lack of significant numbers of permanent overnight facilities near Boardman, and Boardman's distance from major population centers, makes these additional spaces particularly appropriate at this location to accommodate people attending these major speedway events.

Many RV parks around Oregon contain small convenience store/snack bar facilities. These stores are typically about 2000 to 3000 square feet in size. This exception proposes to include a similarly sized store at the improved RV park/campground to provide for the needs of park/campground users and to discourage such visitors from entering onto the roadway system during race day. While convenience store/snack bar items can be sold in Boardman, their sale also at the Speedway is needed to avoid or minimize potentially significant adverse effects to the roadway system serving the Speedway.

The applicant notes that parks and campgrounds are statutorily permitted uses on lands zoned for exclusive farm use. Consequently, the needs for an RV park and tent campground could be met, at least in part, on agricultural lands without the need for this goal exception, provided that such parks are rural in their scale. However, meeting RV and tent camping needs through an approach that results in the loss of farm land is not generally consistent with state policy to protect agricultural lands. With this Goal 11/14 exception, the need for these uses can be met on nonresource land, which helps

to preserve the agricultural base of Morrow County. The protection of farm land warrants authorizing needed RV and tent camping spaces at the airport.

### ***Other Overnight Accommodations.***

A speedway holding 4 to 8 premier racing events in a year<sup>30</sup> requires convenient and easily accessible overnight accommodations to serve racing teams members, owners, sponsors, sanctioning body representatives, racing officials, the media, and other participants at speedway events. Particularly for team members and their owners, a location at the Speedway, near the equipment, and not requiring commuting into a town and dealing with traffic, works best.

A survey of speedways reveals that motel and hotel accommodations generally are not provided at speedways. Instead, they are typically available within about a 10-20 minute drive from the facility. For example, hotels and motel accommodations are located about 15-20 minutes away from the Kentucky Speedway; 2-3 miles from the Michigan Motor Speedway and the Watkin's Glen International Speedway; 10 minutes away from the Sears Point Raceway; 8-10 miles away from the Atlanta Motor Speedway, and 15-20 minutes (under normal driving conditions) from the Las Vegas Motor Speedway, in Las Vegas. A 240-room hotel complex is located at Dover Downs International Speedway in conjunction with a casino.

This information indicates that hotel and motel uses generally do not require a location on-site. For the Boardman facility, it is anticipated that for major events, most hotel/motel needs can and will be met at overnight accommodation facilities located inside cities like Boardman, Pendleton, Hermiston, and Tri-Cities, all of which are within reasonable driving distances of the Speedway. For the Oregon Motor Speedway, a survey of communities within a 90 mile radius shows identifies many thousands of hotel, motel and RV spaces available in all directions from the Speedway. These facilities can expand, or new ones can be built as warranted to accommodate additional need for overnight accommodations generated by the Speedway.

A feasibility analysis was done to determine how many new hotel/motel rooms could be supported by the proposed facility at the Speedway or in Boardman. The analysis was based not on major events, but on the smaller events that are expected to occur at the Speedway for 10 months of each year, since it is these events that impact the occupancy levels of overnight accommodation facilities. The analysis identified a need for 77-185 new rooms, depending on the average median weekly attendance at the racing facility (for non-major event weekends).

While overnight hotel/motel accommodations can be located in Boardman and other urban areas, this exception seeks authorization to locate "speedway lodging" containing up to 250 rooms on the airport property to serve race drivers, racing team members, team owners, sanctioning body representatives, the media, and others participating in Speedway events. This Speedway lodging is not intended to operate as

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<sup>30</sup> The reader is reminded that a single racing weekend might include two or three premier racing events.

a stand-alone use or to attract or serve passby motorists traveling on I-84. It is not intended to compete with motels and other overnight accommodations elsewhere for the business of people not attending Speedway events. Rather, it is intended for use only in conjunction with events and activities at the Speedway. As such, approval conditions could be imposed during site development review to prevent freeway advertising or signage visible from I-84 indicating the availability of overnight accommodations.

Typically, 82 racing teams comprised of 30 members arrive on a Wednesday to begin qualifying for the Sunday racing event. Of those 30 team members, usually five per team would seek rooms, while the remainder stay in RVs. This yields a total of 410 team members seeking lodging for at least Wednesday through Friday of race week. For the main event on Sunday, 42 teams would qualify and seek lodging on Saturday night, utilizing up to 210 rooms. Additionally, team owners and members of the press would use this lodging. Owner participation averages 1.5 per team, or about 123 for 82 teams. The press for these events runs from 15 to 20 persons. Neither owners nor press typically utilize RV facilities. In short, during the first three nights, upwards of 550 people would normally seek overnight accommodations at this type of facility. At two people per room, 275 rooms would be needed. This application seeks approval only for 250 rooms.

### ***Gas Station/Convenience Store.***

A combination gas station/convenience store typically does not require a location outside of an urban growth boundary. Indeed, of the eight speedways surveyed, only the Michigan facility has a gas station/mini-mart located on site. That facility is located in the RV park, which as previously noted is licensed for up to 7,000 camping sites due to its significant distance from major population centers. On the other hand, three other tracks report the nearest gas station/convenience store within one-half mile of the speedway.

The Oregon Motor Speedway is expected to attract many thousands of people to major and mid-sized events. It is estimated that events attracting 145,000 spectators will generate over 48,000 vehicle trips to the facility, including as many as 20,000 trips by people in campers and RVs wishing to stay at the Speedway for several days. Many of these vehicles will need gasoline fill-ups while at or near the Speedway. Consequently, as with the Michigan facility, it is important to have adequate gasoline service station facilities nearby.

Currently, gas station/convenience store facilities are available in Boardman, approximately five miles east of the Speedway. To the west, however, the nearest facilities are in Arlington, about 20-25 miles west of Tower Road along I-84. Twenty to 25 miles can be a long distance to travel without service station facilities. That long distance can result in potentially serious traffic problems during large events, especially on race day, should a vehicle run out of gas before returning to Arlington.

For vehicles arriving from or leaving to westbound locations, one option is to drive easterly to Boardman, to purchase gas there. However, because I-84 already will be heavily traveled during major events, with most of the traffic coming from or leaving to the east, this option is neither desirable nor practical. Traffic management measures will be used to minimize vehicle trips between the Speedway and Boardman on race days. Those measures will be less effective if westbound traffic must head east to get gasoline. To avoid this circumstance, and to maximize a smooth and efficient traffic flow, it is very important to provide trips having westward origins or destinations with convenient opportunities to purchase gasoline without having to travel out of direction.

Accordingly, this exception proposes the siting of a gasoline service station/convenience store with up to 8 bays (24 pumps) at the Speedway. As with other uses identified in this section of this goal exception, this service station/ convenience store is not intended to operate as a stand-alone use to serve passby traffic on I-84. Instead, it is intended to serve people attending Speedway events. Appropriate conditions of approval can be imposed addressing signage and location so that the station does not attract passby traffic.

### ***Restaurant.***

A number of speedways have restaurant facilities either at or within walking distance of the facility. For example, the Sears Point Raceway, which is open year-round, includes a snack bar also open year round. The Las Vegas Motor Speedway has a snack bar/grill at the track and a small sandwich shop in the industrial park which adjoins it. The sandwich shop is supported by employees who work in the industrial park and by racing fans on race weekends. Dover Downs International Speedway includes a fine-dining restaurant in a hotel, plus two casual restaurants and two bars. These dining facilities are also associated with the casino. Watkins Glen International Speedway has a private club that is available for renting with in-house catering. There is a Taco Bell restaurant associated with a gasoline station across from the Kentucky Speedway. The Atlanta Motor Speedway has a Wendy's and a Waffle House across the street. However, these fast food restaurants are also located right off a freeway interchange and serve drive-by traffic.

Typically, fans attending large racing events buy food inside the track, either at concession stands or at booths operated by national chains (e.g., McDonalds, Burger King, Subway). For small events, food may be brought in (brown-bag) or catered. In some instances, people will drive to restaurants typically located 2-10 miles away. On-site restaurants are more common when associated with industrial parks. As noted, both Sears Point and Las Vegas have on-site restaurant facilities to serve industrial park employees as well as racing fans.

The proposed Oregon Motor Speedway will include both racing facilities and an industrial park. While most racing spectators will rely on concessions for food, Hobson-Ferrarini has determined that the site can support up to about 7,000 square feet of restaurant space. Although it is not necessary to locate a full-service restaurant on site, some type of on-site food service will be needed and is desirable at the track on a daily basis when it is operating. Employees, racing school attendants, industrial park workers, other facility users and daily track patrons will generate demand. Accordingly, this proposal initially includes a restaurant facility not to exceed 5,000 square feet in floor space.

It is important to recognize, however, that the number of full time employees could increase with the success of the operation and Speedway-related industrial uses. If so, additional restaurant space may be needed to meet increased demand. Accordingly, this application provides for expansion of restaurant facilities by up to 5,000 more square feet if and when the number of full time track and tenant employees working at the site reaches 200.

This restaurant is not intended to compete with restaurant facilities in Boardman and elsewhere along the I-84 corridor. It is not intended to serve passby traffic. Conditions of approval addressing signage and location can be imposed to achieve that result.

***Go Cart Track, Miniature Golf Course, Arcade, Bike Track, and other Low Intensity Outdoor Recreational Facilities.***

Motorsport activities are often family affairs. It is common for families to arrive early and spend time at the grandstand or at an RV park or campground. Getting people to speedways early is also very important in order to maintain acceptable levels of traffic and minimize traffic congestion.

To encourage people to arrive early and stay late, the Speedway must provide them with activities and events that will occupy them and keep their interest during their stay. In a location lacking on-site natural amenities, this can be done by providing low intensity recreational activities. These activities also serve to occupy the interests of those family members present at the Speedway who may not enjoy motorsports activities or wish to attend racing events.

Clearly, some types of recreational uses, including higher intensity uses like a cinema or bowling alley, can and should go in Boardman. These uses serve urban needs and are generally found in cities. However, lower intensity recreational uses that require comparatively little infrastructure or investment often are found in rural areas or at camping destinations, and these types of uses would be appropriate at the Speedway.

This exception seeks authorization to provide lower intensity recreational facilities at the Speedway, including but not limited to a go-cart track, and a BMX bike track, a miniature golf course, an arcade, and a facility to accommodate rodeos, concerts, wine or beer tasting events, car shows, dances and the like. It also seeks authorization to provide small parks and/or athletic fields or basketball courts, playground-type amenities, and perhaps a swimming pool, water slide and/or spray park. These facilities would help serve the needs of visitors to the Speedway without unduly interfering with Boardman's ability or interests in providing more urban type recreational facilities like movie theaters and bowling alleys. It is anticipated that approximately 25-50 acres of land will be needed to accommodate these recreational uses. The go-cart track and BMX bike track would be considered racing related uses that are consistent with the theme of the Speedway. All other uses would be accessory uses. These other uses are not intended to operate as stand-alone uses serving traffic not otherwise associated with Speedway events. For example, it is not intended that concerts or rodeos would be held independent of Speedway events. In the event Morrow County, the City of Boardman or the Speedway owner wishes to allow one or more of these events as freestanding events, then an amendment to this exception would be required.

The Speedway site plan provides approximately 60 acres for the industrial park and open space. It provides approximately 75 acres for the multi-purpose recreational facility, the outdoor recreational facilities, speedway lodging, the restaurant, the gift shop, the gas station, and the other accessory uses, including space for circulation and open space. In addition, the site includes 176 acres under power lines (BPA easement), and approximately 100 additional acres for roads, open space and circulation. Together with the land needed for the racetrack (400 acres) and

parking/camping (585 acres), the total Speedway acreage comes to just about 1400 acres.

**C. Alternative Locations for Speedway and Associated Uses (OAR 660-014-0040(3)(a))**

ORS 197.732(1)(c)(B) and Goal 2, Part II(c)(2) require an explanation why areas which do not require a new exception cannot reasonably accommodate the use. OAR 660-014-0040(3)(a) interprets these provisions to require a county to show that the proposed urban development cannot be reasonably accommodated in or through expansion of existing urban growth boundaries or by intensifying development at existing rural centers.

As described in the "reasons" section of this exception statement, the locations that potentially could accommodate a major speedway of this nature are limited by a number of factors. Specifically, a major speedway serving the Pacific Northwest requires the following characteristics:

- A central location within recognized (four to six hour) driving distances of major population centers in the Pacific Northwest.
- A transportation network capable of transporting tens of thousands of vehicles to the site for a major event.
- A very large tract of flat, undeveloped land to accommodate the use.
- Separation from noise-sensitive uses.
- Surrounding compatible uses.
- Dry, reliable weather conditions.

Given these characteristics, the proposed racetrack and associated racing uses cannot "reasonably" be accommodated within existing or expanded UGBs, for the following reasons. First, few cities currently have urban growth boundaries large enough to accommodate a use requiring over 1,000 acres of land. While the Portland, Salem, Corvallis and Eugene metropolitan area UGBs might include this amount of vacant buildable acreage, they are located west of the Cascades, in areas that are too wet to support a major, nearly year-round racing facility. For the facility to succeed, it needs climatic conditions that are reliable and favorable nearly year-round.

Second, the noise-generating aspects of auto racing renders speedways a use that generally is not compatible with intensive urban development in any event, unless it can be substantially separated from residential areas and other noise-sensitive uses by industrial or undeveloped lands. This factor eliminates virtually every urban growth boundary, including Boardman's UGB.

Third, while larger cities with large urban growth boundaries located within the Willamette Valley may have adequate transportation access via Interstate 5, the volume of non-raceway generated traffic using those roadways during race days would be much greater than the volume of non-raceway related traffic on I-84 in northcentral Oregon, to

the point that the roads could not accommodate that traffic plus the speedway-generated traffic. The system would be overwhelmed. This factor further eliminates sites along the I-5 corridor.

For some of these same reasons, larger cities in eastern and central Oregon, like Hood River, The Dalles and Pendleton, cannot reasonably accommodate a major speedway within their UGBs. Both Hood River and The Dalles lack adequate vacant industrial land to accommodate a major speedway. These cities would need to expand their urban growth boundaries to accommodate the use. However, the areas around Hood River and The Dalles adjoining their UGBs are hilly. Those areas also are surrounded by valuable agricultural lands, including about 6000 acres in cherry orchards next to The Dalles.<sup>31</sup> Similarly, Pendleton lacks sufficient land inside its UGB to accommodate a speedway. The City's vacant industrial land is identified and needed for light industrial uses, and vacant lands designated for other uses (like housing or commercial) are needed for those purposes.<sup>32</sup>

The Dalles, Hood River and Pendleton also lack a transportation network sufficient to reasonably accommodate speedway-generated traffic. Visitors traveling to The Dalles or Hood River from the greater Seattle area would likely travel to the site via either Highway 97 from Yakima, which is a curvy two-lane facility in many places, or I-5, I-205 and I-84. While Highway 97 could accommodate some Speedway-related traffic, it lacks sufficient travel lanes to accommodate the amount of traffic it would receive were the facility located in The Dalles or Hood River. Similarly, while I-84 has adequate capacity to accommodate traffic from Portland, western Oregon and southwestern Washington, it does not have adequate capacity also to accommodate many thousands of additional vehicles originating from the Seattle metropolitan area. SR 14 in Washington could provide some relief, but that two-lane roadway would not provide enough relief to avoid significant traffic impacts.

Similarly, Pendleton lacks a transportation network adequate to accommodate premier racing events. Beginning at the I-84/I-82 interchange and continuing eastward to the City of Pendleton, a distance of over 20 miles, traffic from Portland, western Oregon, western Washington, Seattle and Spokane all would get merged together on I-84. This traffic would greatly overwhelm freeway capacity, causing I-84 to malfunction. Even a third travel lane would be inadequate to accommodate the traffic.

The Boardman site works well because it more evenly divides the traffic arriving from the east and from the west. With a Boardman location, traffic from Seattle,

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<sup>31</sup> For example, the City of Hood River has only about 25 acres of vacant buildable industrial land inside the city, and surrounding Hood River County has no buildable industrial site over 100 acres in size. The City of The Dalles has about 295 vacant buildable industrial acres inside its UGB, plus another 368 vacant acres zoned for other uses. The industrial lands could not expand to accommodate a speedway, and lands outside the UGB are too hilly for that purpose. (Telephone conversations with Cindy Walbridge, City of Hood River Planning Director; and Michael Benedict, Hood River County Planning Director, on July 11, 2001, and with Dan Durow, City of The Dalles Planning Director, on August 2, 2001.)

<sup>32</sup> Telephone conversation with Richard Ullian, City of Pendleton Planning Director, on July 16, 2001.

Spokane and Boise would arrive primarily via I-82 southbound and I-84 westbound,<sup>33</sup> while traffic from Portland, western Oregon and southwestern Washington would arrive primarily via I-84 eastbound. As explained in the applicant's traffic analysis, the split is approximately 40% from the west and 60% from the east. This split will require significant roadway improvements, including a new Speedway interchange and a third travel lane on I-84 between the Speedway Interchange and Highway 730 and from 1200 meters west of the Army Depot Interchange to I-82. But these improvements, combined with traffic management measures, are feasible to accommodate the use.

Two years ago, Racing Unlimited looked into siting the Oregon Motor Speedway in the Prineville area. While the Crook County Court identified several reasons why a speedway should not locate in Prineville, the biggest reason was the inadequacy of the transportation network serving Prineville and Central Oregon. Simply stated, a network relying primarily on two-lane highways, such as Highway 26 from approximately Government Camp to Redmond and Prineville, is grossly inadequate to accommodate the amount of traffic generated by a use of this proposed scale. As the traffic report indicates, a major speedway accommodating up to 145,000 visitors on a single day requires a network of predominantly four-lane roads to the site, with as many as six lanes required in some areas to avoid unacceptable congestion.

The identified transportation deficiencies associated with locating a major speedway near Prineville equally prevent other Central Oregon locations from siting a speedway. Like Prineville, the urban areas of Bend, Redmond and Madras lack transportation networks connecting those cities to large metropolitan areas that are adequately sized to accommodate the use. The costs of widening and improving roadways serving these cities, such as Highways 26 and 97, would be prohibitive. Locations farther to the south or east do not work for similar reasons and because their distance from major markets like Seattle or Portland would significantly reduce the primary market area for large or mid-sized events.<sup>34</sup>

In summary, only a very limited area along the I-84 corridor contains the characteristics necessary to reasonably support a major speedway. That area begins somewhere near Boardman and extends to the intersection of I-84 and I-82. No cities in that area have urban growth boundaries sufficiently large to accommodate a major speedway. There are no existing rural centers in that area that could accommodate the use through intensification of development. Moreover, because of its significant noise impacts, the proposed use is not consistent with urban or rural residential development, rendering the expansion of existing UGBs impracticable.

It should be noted that the Port of Morrow, and quite possibly the City of Boardman, would like to expand Boardman's UGB to include the airport property and speedway site. However, such a UGB expansion would not be considered

<sup>33</sup> A portion of this traffic would take Highway 730 from the I-82 bridge over the Columbia River to I-84. Some additional traffic would take Highway 97 from Yakima to Biggs Junction.

<sup>34</sup> Pendleton, located about 45 miles east of the Tower Road Interchange, also may be too far east to include Portland within its market for mid-size events.

"reasonable", as that term is used in OAR 660-014-0040(3)(a), because the airport, at its closest point, is located approximately three miles from the current UGB. This conclusion finds substantial support in actions previously taken by DLCD opposing efforts by the City of La Grande to expand its UGB by a distance of approximately 1.5 miles to include the La Grande airport. Given DLCD's position in that matter, it is very unlikely DLCD would approve efforts here to expand the Boardman UGB by twice that distance, particularly given the rural character of the unincorporated land. And indeed, during coordination discussions with DLCD prior to the filing of this application, DLCD Regional Representative Jon Jinings informed the Port that the agency would object to any effort to expand Boardman's UGB to include the airport.<sup>35</sup>

Similarly, the UGBs of other cities cannot reasonably be expanded to accommodate the use. The need to separate a speedway from incompatible residential and other noise-sensitive uses inside those UGBs would require too much land, far more than otherwise can be justified. The proposed site would place the racetrack approximately 2.5 miles from the nearest residence. Similar separations would be required elsewhere as well.

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<sup>35</sup> The question has been raised whether the Speedway could be located in the Port of Morrow Industrial Park property that is located northeast of Boardman, outside Boardman's urban growth boundary. This property is somewhat closer to Boardman's urban growth boundary than the airport, and it could be served by the existing Boardman and Port of Morrow Interchanges on I-84, and potentially by Highway 730. It also would have a wide range of public facilities and services available to it.

While there is undeveloped land on the Port's property that is adequately sized to accommodate a Speedway, this alternative is not desirable for a number of reasons. First, moving the Speedway location to a site east of the currently developed portion of the Port's Industrial Park would force significant volumes of traffic through the City of Boardman and the Industrial Park. Because these traffic volumes would occur at locations experiencing much higher background traffic volumes than Tower Road or a new Speedway Interchange, they can interfere with and be detrimental to businesses in Boardman; to businesses transporting raw materials to processing plants at the Industrial Park or finished products to their final destinations; and to local residents seeking to get from one place to another. These adverse traffic impacts can be avoided with a location like the Boardman airport. Second, the area north of Boardman is close to a US Fish and Wildlife Refuge. A speedway at this location would likely raise concerns from the Department of Fish and Wildlife regarding adverse impacts on fish and wildlife species. Third, the areas where a speedway potentially could locate are currently in productive farm use. Some of those areas, zoned for industrial development, are being used in conjunction with the disposal of processed wastewater pursuant to DEQ wastewater permits. These areas, irrigated and producing crops, are needed for this purpose and for future industrial development. Other Port property that is not being used for wastewater disposal is zoned agricultural, under circle irrigation, and in agricultural use. Converting these lands to speedway uses would remove agricultural land from production, which is a significantly more adverse impact than would occur at the Boardman airport site. Fourth, this location is much closer to, if not within, the response zones of the Umatilla Army Depot within which travel can be restricted in the event of chemical leakage. Consequently, there could be a greater public safety hazard. Fifth, the affected property is currently in productive economic use, while the property at the airport has not been put to such productive use for many decades. While the area north of Boardman has experienced significant industrial growth and development over the past decade, and more is anticipated, virtually no growth has occurred at the airport, despite favorable land use designations and zoning and the availability of services. With a speedway, the airport property provides not only an opportunity to make productive economic use of land that has long been in disuse, but also provides an opportunity for airport improvements that will enhance the viability and attractiveness of the airport for airport related and dependent uses. These results go far towards achieving long-time goals and objectives in the Morrow County Comprehensive Plan. Sixth, there may be noise sensitive uses like dwellings at closer distances than with the airport property. Finally, the areas in question remain a significant distance (several miles) from the Boardman urban growth boundary. As with the airport, expansion of the boundary this distance is very unlikely and not justified.

#### **D. Analysis of ESEE Consequences (OAR 660-014-0040(3)(b)).**

OAR 660-014-0040(3)(b) provides that "Goal 2, Part II(c)(3) is met by showing the long-term environmental, economic, social and energy consequences resulting from urban development at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse than would typically result from the same proposal being located on other undeveloped rural land" considering the appropriateness of the amount of land included within the boundaries of the proposed development and impacts to or limitations associated with the air, water, energy and land resources of the surrounding area.

The Boardman airport provides extremely favorable conditions that are very difficult to match elsewhere. These include:

- A central location to major Northwest metropolitan areas, including Portland, Seattle, Spokane, Tri-Cities and Boise. All of these major population centers are within recognized (four to six hour) driving distances for major events, and Portland, Spokane and Tri-Cities are within recognized driving distances for mid-sized events.
- Immediate access to Interstate 84, with direct connections to Interstates 5, 82 and 90. All of these facilities contain at least four travel lanes.
- A very large tract of flat, undeveloped land to accommodate the use.
- Isolation from other properties. There is virtually no development to the north, west and south of the site. The nearest dwelling is approximately 0.4 miles east of Tower Road and 2.4 miles from the proposed racetrack location. The Boardman urban growth boundary is about three miles from Tower Road, which itself is about two miles east of the proposed speedway site. The developed portion of the city lies about two miles east of the UGB.
- Compatible uses nearby. Immediately surrounding uses include I-84, the Columbia River, an airport, a bombing range, vacant industrial land, and unirrigated pastureland.
- Dry, reliable weather conditions that attract and facilitate racing events from February through November. The average annual rainfall in Boardman over the past 20 years is 9.14 inches, much of which falls in December and January. Daytime temperatures during the fall and late winter also tend to be cool to mild, but under dry conditions, even cool days are favorable for racing events.

The Boardman location also involves land that is nonresource land. Hence, siting a speedway at Boardman will not remove land from the agricultural base.