



PLANNING COMMISSION MEETING

July 18, 2024 at 6:00 PM

Boardman City Hall Council Chambers
AGENDA

1. CALL TO ORDER

2. FLAG SALUTE

3. ROLL CALL

4. APPROVAL OF MINUTES

A. Planning Commission Meeting Minutes May 15, 2024 - Timestamp 1:42

5. PUBLIC HEARINGS

A. Conditional Use Permit, CUP24-000002: City of Boardman, applicant. This request is to approve barbed wire fencing at several city owned facilities. Properties include the city hall, city water tower, city shop along Marine Drive, and the city's collector wells. Zoning of the respective properties is Commercial, Residential – Multifamily, and Open Space. Criteria for approval is found in the Boardman Development Code Chapter 4.4 Conditional Use Permits. This is being processed as a Type III decision.

B. Transportation System Plan (TSP) Amendment, LND24-000004: City of Boardman, applicant. This request is to adopt the 1) Morrow County/Umatilla County Transit Development Strategy (2018), 2) Hermiston - Boardman Connector/Boardman - Port of Morrow Circular (2021), and 3) Morrow County Coordinated Human Services Transportation Plan (2022) all in support of a pending update to the City of Boardman TSP to provide input and guidance to better inform the transit/public transportation portion as well as to assist in setting standards for development of transit support systems provided by the Loop and Kayak within the city. This is the first of at least two public hearings with the final hearing before the City Council.

C. Downtown Development Plan Amendment, LND24-000005: City of Boardman, applicant. This request is to update the MainStreet "Downtown" Development Plan to remove reference to and drawings of "Arterial – City Developed Alternative" as shown on Page 61 and update Appendix A to reflect the current Chapter 2.2 Commercial District of the Boardman Development Code in preparation of a project to redesign and reconstruct S. Main Street. This is the first of at least two public hearings with the final hearing before the City Council.

D. Boardman Development Code (BDC) Amendment LND24-000007: City of Boardman, applicant. This request is to update Chapter 2.2 Commercial of the BDC to remove standards related to Bed and Breakfast Inns, to add language to the use tables for both the Commercial and Tourist Commercial/Highway Subdistrict, and to address minor housekeeping items. The applicable criteria for amendment of the BDC is found in Chapter 4.1.600 Type IV Procedures. This is the first of at least two public hearings with the final hearing before the City Council.

6. DISCUSSION ITEMS

A. Planning Official Report

B. City of Boardman Municipal Code Chapter 2.16 Planning Commission

7. PUBLIC COMMENT

INVITATION FOR PUBLIC COMMENT – The commission chair will announce that any interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at some future date. The commission chair may limit comments to 3 minutes per person for a total of 30 minutes. Please complete a request to speak card prior to the meeting. Speakers may not yield their time to others.

8. COMMISSION COMMENTS

9. ADJOURNMENT

A. Future Meetings:

August 15, 2024

September 19, 2024

Meeting was adjourned at 8:01pm

Zoom Meeting Link: <https://us02web.zoom.us/j/2860039400?omn=89202237716>

This meeting is being conducted with public access in-person and virtually in accordance with Oregon Public Meeting Law. If remote access to this meeting experiences technical difficulties or is disconnected and there continues to be a quorum of the council present, the meeting will continue.

The meeting location is accessible to persons with disabilities. Individuals needing special accommodations such as sign language, foreign language interpreters or equipment for the hearing impaired must request such services at least 48 hours prior to the meeting. To make your request, please contact a city clerk at 541-481-9252 (voice), or by e-mail at city.clerk@cityofboardman.com.



PLANNING COMMISSION MEETING

May 15, 2024 at 7:00 PM

Boardman City Hall Council Chambers

MINUTES

1. CALL TO ORDER

Commission Chair Barresse called the meeting to order at 7:00 PM.

2. FLAG SALUTE

3. ROLL CALL

Commissioners Present: Commissioner Jami Carbray, Commissioner Mike Connell, Commissioner Ragna TenEyck, Commissioner Zack Barresse, Commissioner Sam Irons (arrived at 8:07 PM), Commissioner David Jones

4. APPROVAL OF MINUTES

Motion made by Commissioner Jones, Seconded by Commissioner Connell.
Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Jones

A. Planning Commission Meeting Minutes April 17, 2024

Motion to approve Planning Commission Meeting Minutes, April 17, 2024.

Motion made by Commissioner Jones, Seconded by Commissioner Connell.
Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Jones
Voting Abstaining: Commissioner Irons

The motion passes 6-0

5. PUBLIC HEARINGS

A. CONTINUED - Conditional Use Permit CUP24-000001: City of Boardman, owner and applicant. Property is described as portions of the right-of-way for N Main Street and Boardman Avenue and is zoned Commercial, Tourist Commercial, and Residential. The request is to install a traffic signal meeting required warrants and improvements to Boardman Avenue between NE and NW 1st Streets to consist of full road - reconstruction, sidewalk, curb and gutter, storm drainage improvements, and on-street

parking. Criteria for approval are found at the BDC Chapter 2.2 Commercial and Chapter 4.4 Conditional Use Permits. It is being processed as a Type III decision.

Commission Chair Barresse opened the public hearing at 7:04pm.

Commission Chair Barresse read the rules of conduct of the hearing and asked the commissioners if they wished to abstain from this hearing. There were none.

Commission Chair Barresse asked if anyone in the audience wished to challenge any of the commissioners' impartiality. There were none.

Staff Report:

Planning Official McLane presented her staff report from the findings of fact and provided guidance on the changes to the staff report. The original proposal was for a streetlight at the corner of Boardman Ave and Main St. Changes to Boardman Ave. one block west and one block and a half to the east. Front Streets intersections with Main would also be converted to right-in, right-out configuration. What has changed is the light will be delayed and replaced with a Traffic Hawk (High-Intensity Activated Crosswalk Beacon). The Hawk is not much different from the Rectangular Rapid Flashing Beacons (RRFB), but the Hawk is a smarter device that will stop flashing to allow traffic to move. It will stop the pedestrians and allow traffic to move. The RRFB only responds to the person pushing the button to flash and allow pedestrians to move. The City is maintaining the right-in, right-out at Front St. There are a couple of items that the planning department has done in red text and some in italics. The red text is a change to the current text and the italics is new text. Planning Official McLane explained that the infrastructure that will be installed for the HAWK will also serve as infrastructure for a future streetlight.

Planning Official McLane explained the Level Service Standard Grading from A through F. The Level of Standard for Front Street is C, which is not failing, but the delay is noticeable. D is working, but the delay is frustrating.

Testimony in Opposition:

Alex Hattenhauer, 122 W. 17th St The Dalles, OR.

Mr. Hattenhauer is the owner of the Sinclair gas station and convenience store. Mr. Hattenhauer is in opposition to the median that will significantly impact his business and wants to make a few comments, the 1320 feet, ODOT does make exceptions, it is not something that cannot be worked with. The City of Boardman is an older City, and the Loves gas station is closer than 1320 feet to the intersection. Sinclair was built in the 60's. Mr. Hattenhauer said that Sinclair was closed for 6 weeks for repairs. Freeway customers make up about 60-65 percent of his customers. Mr. Hattenhauer says that the plan for Front Streets is to close them completely and turn them into cul-de-sacs. He said that the City will ask for an easement to put the light in his property and he is not a fan of it. He is not opposed to the stop light, but he is opposed to the median. He is not a fan of granting an easement which the city can take if they want because they need it to do the footing to erect the footing of the support posts. He has budgeted \$1,000,000 and spent almost every cent of it on the infrastructure. He is invested in the community. Commissioner Connell asked Mr. Hattenhauer if he is aware that a left-hand turn has been made available into his business. With the HAWK system, the barrier will not be as long, and the left-hand turn will be available from Main St. The turn that will not be available is the turn to Front St. When the light does go in, the barrier will go the whole way in. By then, hopefully everyone will be used to

it, and it will be easier. Mr. Hattenhauer responded that it doesn't make him feel good not knowing that the language states "for now" which for him can mean 6 months or 5 years so it weighs heavy that it's coming sooner, and he doesn't like it. Commissioner Jones responded that he thinks that what Mr. Hattenhauer is trying to say is that what he is concerned about is that if the Planning Commission moves forward with this decision, at some point, it will be right-in, right-out and the infrastructure has already been put in to make it easier for the City to do that. Commissioner Connell responded that if not approved, they are limiting growth. Commissioner Jones responded that he recently saw the traffic in person for about 30-45 minutes and commuters were entering Sinclair through Front Street. Commissioner Jones stated that he is not sure what type of dangers it causes to the public.

Karen Purcell, 77298 Rippie Rd Boardman, OR 97818

Ms. Purcell stated that she agrees with Sinclair and says that until an improvement is seen, her business is killed. Customers are not going to be going around the block to go to the businesses. Sometimes it is hard to see changes, and this is just one of them.

Commissioner Carbray stated that she has been in Boardman for 3 years and she just found out today that there was a restaurant called The Village. She thinks they should have more visible signs.

Commissioners discussed signage options at the intersection to inform commuters of nearing businesses. Planning Official McLane responded that it is not a city function, but an ODOT function, and the business owners would have to apply to ODOT and pay the fee.

Neutral public testimony: There was none.

Rebuttal:

Planning Official McLane stated that based on what was heard at the last Planning Commission Meeting, the City made changes to the staff report. The City has also addressed the concerns about the left-hand turns into the Sinclair and Chevron stations. Accommodations were made based on the comments that were heard.

Public Hearing closed at 8:01pm

*****Planning Commissioners discussed their opinions on the Hawk.

Commissioner Connell said that he feels small businesses will be affected and although that saddens him, he does believe it is necessary to install the Hawk. Commissioner Connell asked Ms. Purcell if she knew the percentage of local vs freeway traffic going into her business. Ms. Purcell responded that the percentage is about 50% local traffic and 50% freeway traffic.

Commissioner Carbray shared that during the previous meeting, she had a lot of reservations about this request like not being able to make the left turn into the gas station, because of the impacts to the businesses. She isn't very happy about not being able to make left-hand turns onto Front Streets, but currently, left-hand turns at Front Street can be dangerous. The left-hand turn at Boardman instead of Front Street is not very far and could potentially help the businesses that are located near 1st St. Commissioner Carbray stated that most of her reservations have been resolved with the changes to the request.

Commissioner Connell stated that he would like to make sure that the City is doing their due diligence in helping the small businesses with directional signs to help customers navigate the right-in, right-out turns. Planning Official McLane stated that signs on the freeway are ODOT functions and individual businesses would have to pay to have their business on ODOT signs.

Commissioner Irons arrived at 8:07pm

Commissioner Jones stated that he has a hard time allowing someone that is from out of the town, speaking of ODOT, forcing the City to do something that is damaging to the residents and businesses. Commissioner Connell pointed out that ODOT has their own set of trigger points and standards that must be followed. Commissioner Jones responded that the Planning Commission has a responsibility as well and would like to be able to ask ODOT to complete some tasks since they are asking the City to complete some tasks. Commissioner Conell responded that what ODOT is not doing is closing Front St. He stated that he was unsure of where Mr. Hattenhauer got the idea that ODOT wanted to close Front St. Commissioner Jones said that since the Main Street IAMP was created in 2009, it would be nice to look over it since Boardman has changed quite a bit since then. Planning Official McLane responded that there is a provision that envision Front St becoming right-in, right-out. In the IAMP, a level of Service C is identified as the trigger. Both north and south Front streets are a service level D, so based on the adopted plan, the requirement has been triggered to make Front streets right-in, right-out. Commissioner Jones stated that the City made the decision to sign the Main Street IAMP because they were trying to appease ODOT. He asked if it were true that the City signed the Main Street IAMP because ODOT said they would threaten to close Front Streets if it was not done. Planning Official McLane responded that there were two versions of the IAMP, the 2007 version which envisioned the closing of Front Streets. The community did not like the idea of Front Streets closing, so it was not adopted. The community worked with ODOT, the conversation was re-engaged, and the 2009 version of the Main Street IAMP was adopted which has the first alternative to turn Front Streets into right-in, right-out. The discussion of the closure of Front Streets is still in the Main Street IAMP, but the hope is that ODOT forgets about it. Commission Chair Barresse stated that he is a fan of the right-in, right-out because he drives through Main St. and said that driving is difficult around the interchange. He believes that Front Streets are a hazard and could be worse if the City does not do something about it soon. Commission Chair Barresse is concerned with cars backing up near the median but thinks that the changes from a traffic light to a HAWK will help.

Motion made by Commissioner Connell, Seconded by Commissioner Carbray.

Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner Barresse

Voting Nay: Commissioner TenEyck, Commissioner Jones

Voting Abstaining: Commissioner Irons

The motion passes 4 - 2 with one Commissioner abstaining

- B. Site Design Review, RVW24-000020: Van Voorhees, applicant and Joe Kumar, owner. Property is described as tax lots 100 and 200 of Assessor's Map 4N 25E 09CC and is zoned Commercial – Service Center. The request is to approve a hotel. Criteria for approval are found at the Boardman Development Code (BDC) Chapter 4.2 Development Review and Site Design Review along with standards in Chapter 2.2.180

Tourist Commercial Sub-District and Chapter 3 Design Standards. It is being processed as a Type III decision.

Commission Chair Barresse opened the public hearing at 8:18 pm.

Commission Chair Barresse asked if anyone in the audience wished to challenge any of the commissioners' impartiality. There were none.

Staff Report:

Associate Planner Orellana presented her staff report from the findings of fact. Although many of the conditions listed in the staff report will have to be addressed at the time of Development Review, there is one condition that is important to address before Development Review Application and will affect the type of hotel that is developed. Planning Official McLane shared more about the condition that was to be addressed. The applicant did provide a Trip Generation Letter that identified the type of hotel that would be developed. According to the Trip Generation Letter, the proposed hotel is a business hotel. The number of trips being assessed for the number of rooms identified would not require further traffic study. This development is located within the Main Street IAMP so the City has the same document and the same requirements to coordinate with ODOT. The City reached out to ODOT and the red flag that both ODOT and the City agreed to was that they identified the hotel as a business hotel. The difference between a standard hotel and a business hotel is usually a business hotel will allow longer stay and there would be less trips generated per overnight guests on a regular basis. Hopefully, the applicant will share why a business hotel as a part of their testimony. The City is not saying that they cannot do a business hotel, but because they are not doing a full impact study, there are impacts that will need them to mitigate based on those trips that their proposal will trigger. The City placed a condition and a trip cap. They cannot generate more trips than allowed for the type of hotel that will be developed. That does not mean that the City will ding them after one trip over the allowed trips, but if they are regularly having more trips than they said they would generate, the condition would allow us to go to them and they will either have to modify or have a traffic impact analysis. The manner in which the City would know if they were generating more trips than allowed is by visually seeing them. Customers will still have to go to the light located on Boardman Ave to make a left turn and get to the hotel.

Planning Official McLane explained how the process for notification to adjoining Landowner works.

Commissioner Leighton asked if Second Street will continue. Planning Official McLane explained that Second Street will not continue because it has Army Corps property to the west and The Village to the east. There is no additional road that will connect.

Commission Chair Barresse asked if the applicant would like to speak about the application.

Applicant:

Van Voorhies, 46 MEADOWLARK LN, TOUCHET WA 99360

Mr. Voorhies spoke about the different hotel types and what led to the decision to develop a business hotel. The proposed hotel will not have a restaurant.

Planning Official McLane asked Mr. Voorhees if he was comfortable with the trip cap. Mr. Voorhies responded that he is comfortable with it.

Mr. Voorhees asked questions about frontages and other development issues. Commission Chair Barresse responded that the questions asked are not a part of the public hearing, but Mr. Voorhees should follow up with the Planning Department.

Planning Official McLane went over the conditions of approval and explained what each condition meant and what was needed from the applicant.

Testimony in Opposition

There were none

Neutral Testimony

There were none

Hearing closed at 8:50pm

Commissioner Connell stated that the hotel development will help other local businesses including the Sunrise Café because the hotel will not have a restaurant.

Motion made by Commissioner Leighton, Seconded by Commissioner Jones. Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Irons, Commissioner Jones

The motion passes 7 - 0

- C. Site Design Review, RVW24-000023: Angie Sullivan, applicant and Double T Farming LLC, owner. Property is described as tax lot 300 of Assessor’s Map 4N 25E 11C and is zoned Commercial – Service Center. The request is to approve a flex building. Criteria for approval are found at the Boardman Development Code (BDC) Chapter 4.2 Development Review and Site Design Review along with standards in Chapter 2.2.200 Service Center Sub District and Chapter 3 Design Standards. It is being processed as a Type III decision.

Commission Chair Barresse opened the public hearing at 8:52pm

Commission Chair Barresse asked if anyone in the audience wished to challenge any of the commissioners’ impartiality. There were none.

Staff Report

Planning Official McLane presented her staff report from the findings of fact. She also shared that a Flex Building is in high demand in our area and will do well. There are conditions of approval listed in the findings of fact that will have to be resolved at the time of development.

Applicant

Angie Sullivan, 2947 Blue Jay Street Umatilla, OR 97882

Ms. Sullivan talked about the application and shared the maps that were submitted with the application. Ms. Sullivan also stated that she is aware of the conditions of approval placed on the application and does not have any concerns.

Joe Taylor, 78597 Paul Smith Rd Boardman, OR 97818

Mr. Taylor shared information about his project and said that he is excited to get this project done.

Testimony in Opposition:

There were none.

Neutral Testimony:

There were none.

The hearing was closed at 9:03pm

Motion made by Commissioner Irons, Seconded by Commissioner Leighton.

Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Irons, Commissioner Jones

The motion passes 7 - 0

6. DISCUSSION ITEMS

A. Planning Official Report

Planning Official McLane presented the change to future Planning Commission Meetings starting July 2024 to 3rd Thursday in the month at 6:00pm. There was a consensus to make the presented changes to the day and time of the Planning Commission Meetings starting July 2024.

Planning Official McLane presented the document "Land Use Decisions: Who makes them, what is the process, and what is the role of each decision maker." and spoke about each process.

7. ADJOURNMENT

Meeting was adjourned at 9:24pm

A. Future Meetings

July 18, 2024

August 15, 2024

**PRELIMINARY FINDINGS OF FACT
CUP24-000002
TYPE III DECISION PROCESS**

REQUEST: To approve barbed wire fencing located on multiple properties either owned or leased by the City of Boardman.

APPLICANT: City of Boardman
200 City Center Circle
P.O. BOX 229
Boardman, OR 97818

PROPERTY DESCRIPTION: City Hall, Tax Lot 404 of Assessor’s Map 04N 25E 16B
City Water Tower, Tax Lot 2500 of Assessor’s Map 04N 25E 09CB
City Shop and Well Heads, Tax Lot 102 of Assessor’s Map 04N 25E 09

GENERAL LOCATION: City Hall is located south of Interstate 84 west of Main Street at the intersection of Tatone and City Center Circle
City Water Tower is located north of Boardman Avenue on the west side of Main Street
City Shop is located north Interstate 84 east of Main Street along Marine Drive

ZONING OF THE PROPERTY: Commercial and Open Space

EXISTING DEVELOPMENT: City Facilities

PROPOSED USE: Barbed Wire on Fence

- I. **BACKGROUND:** The City of Boardman has multiple properties within city limits that have installed barbed wire on top of fences. Although the fences meet the City of Boardman Development Code Standards, barbed wire is not allowed in Commercial Zones and Open Space.
- II. **APPROVAL CRITERIA:** The application has been filed under the City of Boardman Development Code Chapter 4.4 Conditional Use Permits as a Type III Decision Process based on the requirements of Chapter 4.4 Conditional Use Permits. Applicable criteria include 4.4.200 Approval Criteria which requires evaluation under the applicable provisions for Commercial Development in Chapter 2 and other chapters or sections as deemed appropriate. The applicable criteria are included below in **bold** type with responses in standard type.

4.4.400 Criteria, Standards and Conditions of Approval

The City shall approve, approve with conditions, or deny an application for a conditional use or to enlarge or alter a conditional use based on findings of fact with respect to each of the following standards and criteria:

A. Use Criteria.

- 1. **The site size, dimensions, location, topography and access are adequate for the needs of the proposed use, considering the proposed building mass, parking, traffic, noise, vibration, exhaust/emissions, light, glare, erosion, odor, dust, visibility, safety, and aesthetic considerations;**

- 2. **The negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other Code standards, or other reasonable conditions of approval; and**

- 3. **All required public facilities have adequate capacity to serve the proposal.**

This request is not reviewing the entire site, but the barbed wire atop the fences. These criteria have been deemed not applicable.

- B. Site Design Standards. The criteria for Site Design Review approval (Section 4.2.600) shall be met.**

Site Design Standards do not apply to this development because the buildings are predominately built. For this Conditional Use Permit, the City is not focusing on the fences, but the barbed wire that sits atop. The above criteria have been deemed not applicable.

- C. Conditions of Approval. The City may impose conditions that are found necessary to ensure that the use is compatible with other uses in the vicinity, and that the negative impact of the proposed use on the surrounding uses and public facilities is minimized. These conditions include, but are not limited to, the following:**

- 1. **Limiting the hours, days, place and/or manner of operation;**
- 2. **Review for compatibility with Boardman City Council established Minor Child Safety Areas.**
- 3. **Requiring site or architectural design features which minimize environmental impacts such as noise, vibration, exhaust/emissions, light, glare, erosion, odor and/or dust;**
- 4. **Requiring larger setback areas, lot area, and/or lot depth or width;**
- 5. **Limiting the building height, size or lot coverage, and/or location on the site;**
- 6. **Designating the size, number, location and/or design of vehicle access points or parking areas;**
- 7. **Requiring street right-of-way to be dedicated and street(s), sidewalks, curbs, planting strips, pathways, or trails to be improved;**
- 8. **Requiring landscaping, screening, drainage, water quality facilities, and/or improvement of parking and loading areas;**
- 8. **Limiting the number, size, location, height and/or lighting of signs**
- 9. **Limiting or setting standards for the location, design, and/or intensity of outdoor lighting;**
- 10. **Requiring berms, screening or landscaping and the establishment of standards for their installation and maintenance;**

The review for this request is limited to the barbed wire that sits atop of the fences, therefore, the above criteria have been deemed not applicable.

- 11. **Requiring and designating the size, height, location and/or materials for fences**

The properties identified in this application have chain link fencing and barbed wire installed atop the fence. The property known as City Hall currently has a fence, barbed wire, and razor wire due to the delicate nature of the information being stored inside of the sally port, the transportation of inmates, and movement of personnel. The property known as City Water Tower currently has a fence and barbed wire for security of the Water Tower, and to ensure public safety being at close proximity to Riverside Jr/High School. The property known as City Shop currently has a fence and barbed wire. It houses heavy machinery for the Public Works Department and access to machinery, equipment, and other items should be limited to Public Works employees.

- 12. **Requiring the protection and preservation of existing trees, soils, vegetation, watercourses, habitat areas, drainage areas, historic resources, cultural resources, and/or sensitive lands (Chapter 3.7);**

- 13. **Requiring the dedication of sufficient land to the public, and/or construction of a pedestrian/bicycle pathways in accordance with the adopted plans. Dedication of land and construction shall conform to the provisions of Chapter 3.1, Access and Circulation.**

The review for this request is limited to the barbed wire atop of the identified fences, therefore criteria listed.

******D. Transportation System Facilities and Improvements**

...

The properties identified in this application are not Transportation System Facilities, therefore, the criteria in this section have been deemed not applicable.

E. Medical Marijuana Dispensaries and Medical Marijuana Grow Facilities

...

The properties identified in this application are neither Medical Marijuana dispensaries or Medical Marijuana Grow Facilities, therefore the criteria in this section have been deemed not applicable.

3.2.400 - Fences and Walls

The following standards shall apply to all fences and walls:

- A. **General Requirements. All fences and walls shall comply with the standards of this Section. The City may require installation of walls and/or fences as a condition of development approval, in accordance with Chapter 4.4 - Conditional Use Permits or Chapter 4.2 - Site Design Review.**
 - 1. **All private fences constructed in the public right-of-way shall require a zoning approval by the City of Boardman to construct the fence within the right-of-way. This approval will be through a Type I ministerial procedure consistent with 4.1.300.**

The fences located in the identified properties are not built on the Right of Way.

B. Dimensions.

- 1. **The maximum allowable height of fences and walls is six (6) feet, as measured from the lowest grade at the base of the wall or fence, except that retaining walls and terraced walls may exceed six (6) feet when permitted as part of a site development approval, or as necessary to construct streets and sidewalks. A building permit is required for walls exceeding 6 feet in height, in conformance with the Uniform Building Code.**
- 2. **The height of fences and walls within a front yard setback shall not exceed four (4) feet, in Residential or Commercial districts (except decorative arbors, gates, etc.) or six (6) feet in Industrial and Light Industrial Districts as measured from the grade closest to the street right-of-way.**
- 3. **Landscaping walls to be built for required buffers shall comply with Section 3.2.200.**
- 4. **Fences and walls shall comply with the vision clearance standards of Section 3.1.200.**

All fences related to this request are chain link and 6'- 8' tall on City owned or leased property. The focus of this review is the barbed wire that is atop of the fences.

C. Materials. All fences shall be constructed of materials suited to provide fences of standard and acceptable visual characteristics of the surrounding neighborhood.

- 1. **Acceptable materials shall include; chain link fencing, redwood or cedar fencing, composite fencing materials, formed plastic fencing, split rail fencing, painted picket fencing, concrete or plaster filled PVC fencing, decorative**

wrought iron or metal fencing, masonry block or brick or a combination of decorative masonry block or brick and decorative wrought iron or metal.

All fences are chain link material. This standard has been met.

- 2. **Unacceptable materials shall include; pallet panels, steel farm fencepost, chicken wire, rabbit wire or other farm related fencing, undecorated plywood, undecorated pressboard, undecorated chipboard, scrap iron, two or three wire barbed wire fencing, electric fencing materials of any type, or materials inconsistent with the acceptable list of materials in 3.2.400 (C)(1).**

All fences are chain link material. This standard has been met.

- 3. **Use of Barbed Wire: the use of barbed wire in fencing materials may be allowed for security purposes within the Industrial and Light Industrial zones and will be subject to Conditional Use approval in all other land use districts within the City. The Conditional Use Permit shall follow the Type III procedure identified in 4.1.500 and be required to submit the information consistent with the provisions in Chapter 4.4.**

This conditional use permit addresses this criterion. See above narrative.

- D. **Vision Clearance. All fencing shall meet the requirements of vision clearance at any street intersection in accordance with Figure 3.1.200(N).**

All fences meet this criterion.

- E. **Maintenance. For safety and for compliance with the purpose of this Chapter, walls and fences shall be maintained in good condition, or otherwise replaced by the owner.**

The City of Boardman is responsible for the maintenance of the fences identified in this request.

III. **PROPERTY OWNERS NOTIFIED:** June 25, 2024
 List of landowners notified is retained as part of the file.

IV. **PUBLISHED NOTICE:** June 25, 2024
 Eastern Oregonian

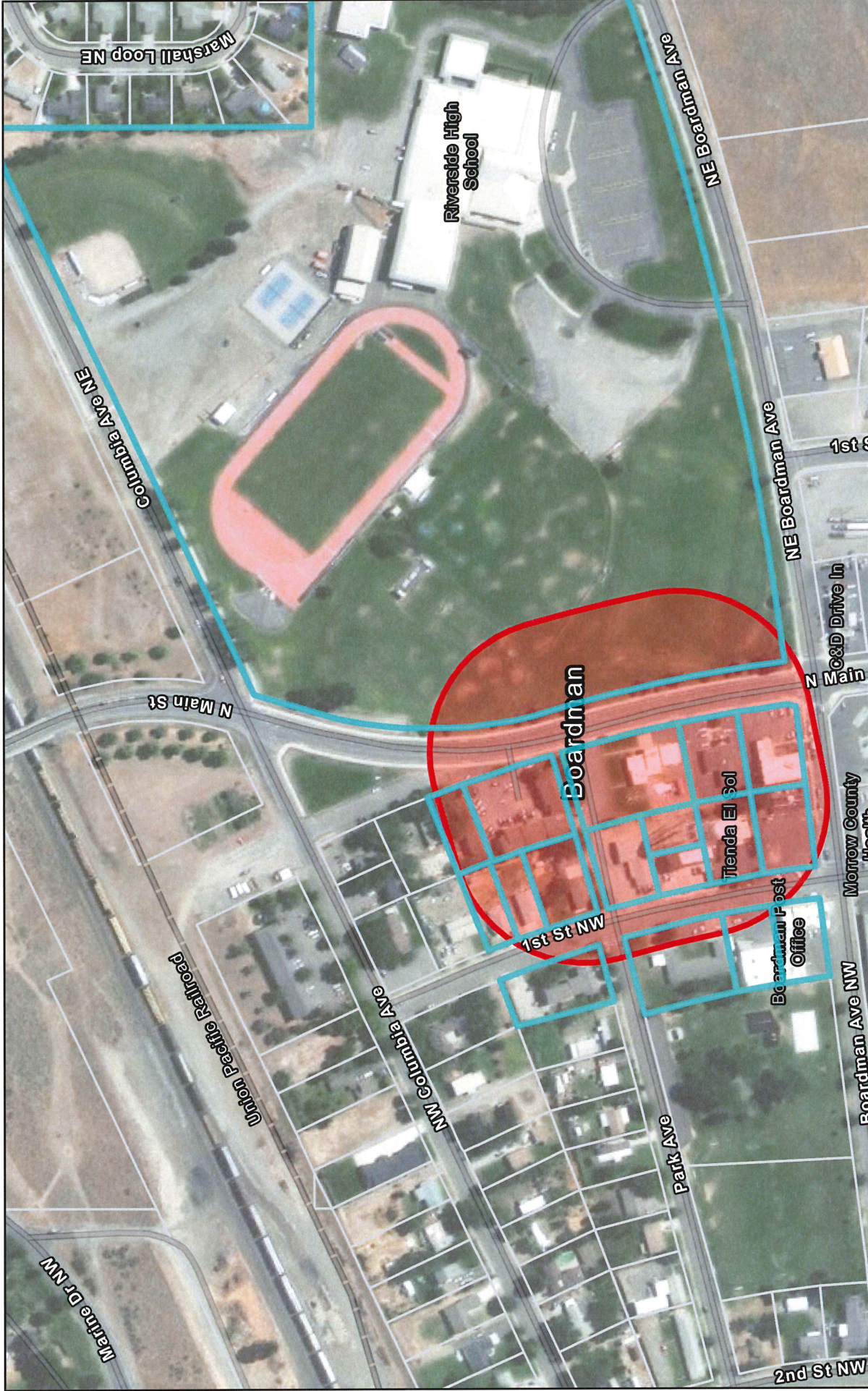
V. **AGENCIES NOTIFIED:** July 9, 2024
 Mike Lees, City Engineer; Marty Broadbent, Boardman Fire Protection District; Richard Stokoe, Chief of Police; Rolf Prog, City of Boardman Public Works Director

VI. **PLANNING OFFICIAL RECOMMENDATION:** The Planning Official recommends approval of this request.

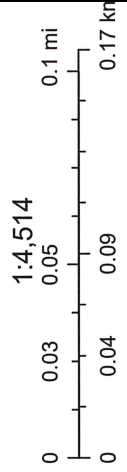
Zack Barresse, Chair _____ Date
 Planning Commission

ATTACHMENTS:
 Vicinity Maps

Vicinity Map



Section 5, Item A.



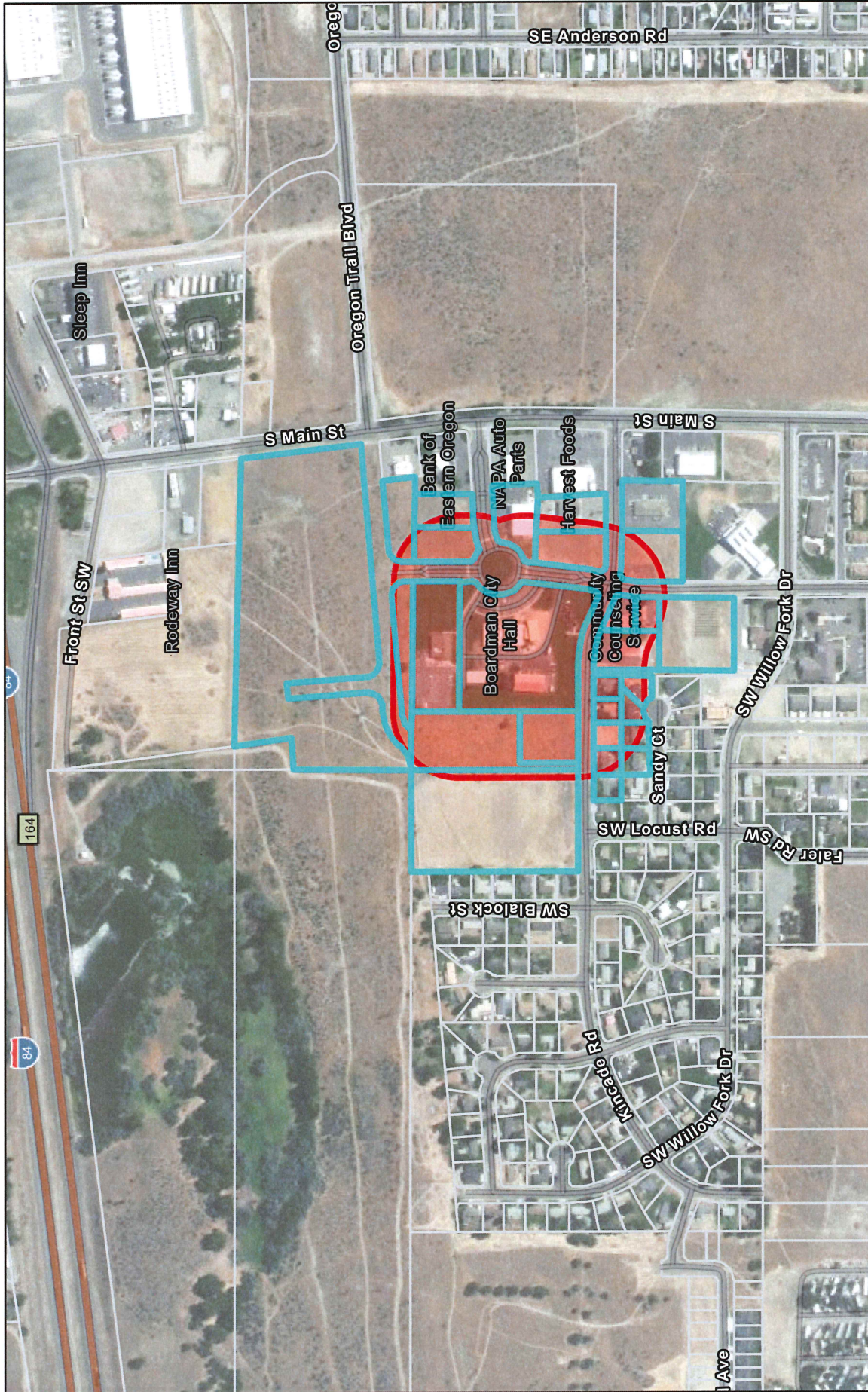
6/7/2024, 4:46:41 PM

CityLimits

Taxlots

Geophex Surveys Ltd., Maxar | Esri Community Maps Contributors, WSU Facilities Services GIS, Oregon State Parks, State of Oregon GEO, WA State Parks GIS, © OpenStreetMap, Microsoft, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, ArcGIS Web AppBuilder

Vicinity Map

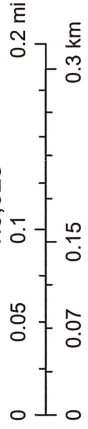


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CityLimits

Taxlots

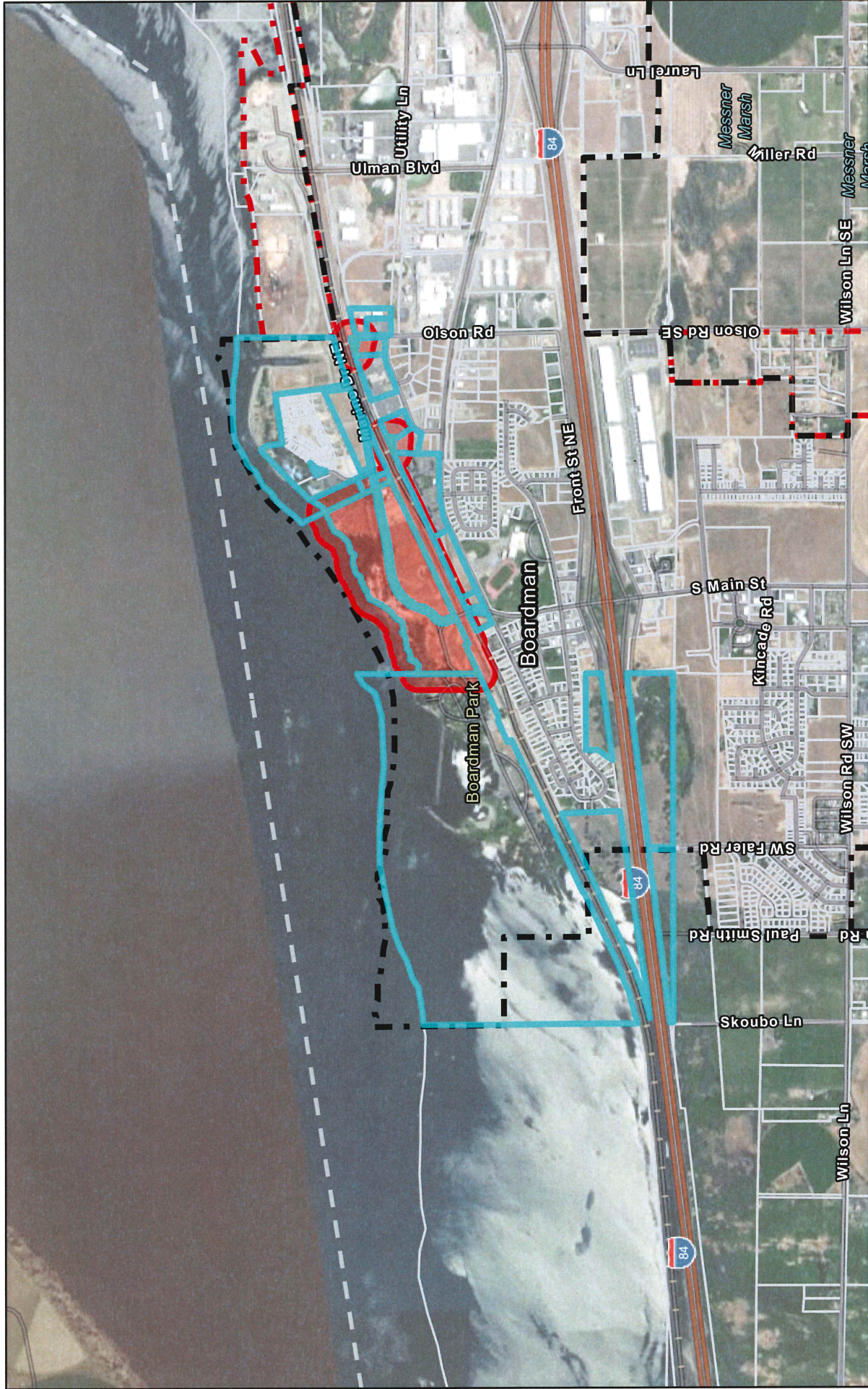
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Section 5, Item A.

Vicinity Map



Section 5, Item A.

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**PRELIMINARY FINDINGS OF FACT
PLANNING COMMISSION
AMENDMENT LND24-000004**

REQUEST: To adopt The Morrow County Coordinated Human Services Transportation Plan August 2022, the Hermiston – Boardman Connector/Boardman – Port of Morrow Circular June 2021, and the Morrow County/Umatilla County Transit Development Strategy 2018 all as input or guidance documents to support the pending update of the Boardman Transportation System Plan (TSP) with a specific focus on the transit elements of that update.

APPLICANT: City of Boardman
Planning Official
Post Office Box 229
200 City Center Circle
Boardman, Oregon 97818

I. GENERAL INFORMATION: The current Boardman TSP is all but silent on the need for transit services in and around the City of Boardman. In 2001 when the current Boardman TSP was adopted the Morrow County program now known as the LOOP only provided door-to-door service for the elderly and disabled. That program has seen significant growth over the past 20 years and is now implementing fixed route services throughout Morrow County. As part of the Boardman TSP update we want to allow for this type of service to be delivered in and around Boardman but also want to develop well thought out standards for how the needed routes and infrastructure will be designed, installed, and maintained.

The Boardman TSP Update has been funded through a Transportation and Growth Management grant, which is a program of both the Oregon Department of Transportation and the Department of Land Conservation and Development. It is anticipated that the city will receive a Notice to Proceed within the next month and should be kicking off the update project by late summer.

II. PROCEDURE: This adoption of identified TSP update inputs relative to the delivery of transit services is being processed using Type IV procedures found within the Boardman Development Code. The Type IV process requires a hearing before the Planning Commission with a recommendation to the City Council. The final hearing will occur before the City Council.

III. APPROVAL CRITERIA: The request has been filed under the BDC Chapter 4.1 Types of Applications and Review Procedures, more specifically 4.1.600 Type VI Procedures (Legislative). The criteria are identified below in **bold** type with responses in regular type.

G. Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. Approval of the request is consistent with the Statewide Planning Goals.

The Statewide Planning Goals applicable to this request are Goal 1, Citizen Involvement; Goal 2, Coordination; and Goal 12, Transportation.

Goal 1 requires the City to “develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” Because the proposed legislative amendment will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the proposed change. This is consistent with the City’s acknowledged citizen involvement program. (Goal 1, Policy 4: The Planning Commission is officially designated as the Citizen Involvement Committee.)

Goal 2 requires the City to adopt a comprehensive plan and implement the plan through its development code and by extension other planning level documents. The proposed adoption of support or guidance documents is consistent with and will support the comprehensive plan, particularly Goal 12, as described in these findings. (Goal 2, Policy 3: The City has adopted the City of Boardman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.)

Goal 12 requires the City to plan for transportation facilities and is implemented through the City’s Transportation System Plan. The proposed adoption of the three documents for support and guidance to the Boardman TSP update will assist in understanding current and future transit needs and options within the greater Boardman area resulting in a better TSP. There is not a specific Policy in the current version of Goal 12 that can be cited here further exemplifying the need for an update to the Boardman TSP.

For these reasons, the criterion is met.

2. Approval of the request is consistent with the Comprehensive Plan.

The Boardman Comprehensive Plan (BCP) has a variety of policies that support the proposed amendment and the process used to achieve it. Goal 1 policies support citizen involvement and the public hearing process. Goal 1, Policy 4, designates the Planning Commission as the City’s official Citizen Involvement Committee. Therefore, review by the Planning Commission ensures compliance with the comprehensive plan.

While none of the Goal 2 Policies are specifically applicable to this action, staff assert that the land use planning process required through Goal 2 is supported with the update of the Boardman TSP and that the adoption of these guidance documents further supports that action. The desired end result is a Boardman TSP that addresses transit needs for the residents of the City of Boardman and this is a good start.

Goal 12, Policy 1, designates the Transportation System Plan (TSP) as part of the comprehensive plan, and the pending update of the Boardman TSP to include transit activities will benefit the residents and workers within and adjacent to the City of Boardman. Thus, because the amendment advances transit opportunities, it is consistent with Goal 12, Policy 1.

For these reasons, the criterion is met.

3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

No specific property is affected by the proposed amendment. The intent is to adopt three reference or guidance documents to support the update to the Boardman TSP with a focus on transit considerations for the community and employers within the greater Boardman area.

For these reasons, the criterion is met.

- IV. LEGAL NOTICE PUBLISHED:** June 25, 2024
East Oregonian
- V. DLCD 35-DAY NOTICE:** April 5, 2024
- VI. AGENCIES NOTIFIED:** Dawn Hert, Department of Land Conservation and Development; Teresa Penninger and Cheryl Jarvis-Smith, Oregon Department of Transportation
- VII. HEARING DATES:**
 - Planning Commission
 - July 18, 2024
 - Council Chambers
 - Boardman City Hall
 - 200 City Center Circle
 - Boardman, Oregon 97818

 - City Council
 - August 6, 2024
 - Council Chambers
 - Boardman City Hall
 - 200 City Center Circle
 - Boardman, Oregon 97818
- VIII. PLANNING OFFICIAL RECOMMENDATION:** The Planning Official recommends the Planning Commission forward the request to the City Council with a ‘do adopt’ recommendation.

Zack Barresse, Chair _____ Date
 Planning Commission

ATTACHMENTS:

- April 2, 2024, Letter from Matthew Jensen, Morrow County Administrator
- Morrow County Coordinated Human Services Transportation Plan August 2022
- Hermiston – Boardman Connector/Boardman – Port of Morrow Circular June 2021
- Morrow County/Umatilla County Transit Development Strategy 2018



Hermiston – Boardman Connector/ Boardman – Port of Morrow Circular

Confederated Tribes of the Umatilla Indian Reservation,
Morrow County, and Umatilla County

June 2021

Confederated Tribes of the Umatilla Indian Reservation,
Morrow County, and Umatilla County

Hermiston – Boardman Connector/ Boardman – Port of Morrow Circular

Prepared for:

Confederated Tribes of the Umatilla Indian Reservation, Morrow County, and
Umatilla County

Prepared by:

Kittelsohn & Associates, Inc.
851 SW 6th Avenue, Suite 600
(503) 228-5230

June 2021

ACKNOWLEDGEMENTS

The development of the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular plans was guided by the Project Management Team (PMT) and Stakeholder Group participants. Each individual devoted their time and effort to provide valuable input and feedback and their participation was instrumental in the development of the plan.

Project Management Team

- J.D. Tovey, Confederated Tribes of the Umatilla Indian Reservation
- Susan Johnson, Confederated Tribes of the Umatilla Indian Reservation
- Staci Kunz, Umatilla County
- Katie Imes, Morrow County
- Darrell Green, Morrow County
- Tamra Mabbott, Morrow County
- Kalie Davis, Port of Morrow
- Frank Thomas, Oregon Department of Transportation

Stakeholder Group

The Stakeholder Group included over 50 representations of local cities and other government bodies, employers within the Port of Morrow and across the region, and representatives from health, education, and community organizations. Stakeholders provided insight throughout the project and dedicated personal time to the commitment.

Consultant Team – Kittelson & Associates, Inc.

- Paul Ryus, PE
- Krista Purser, PE
- Bincy Koshy
- Matt Hughart, AICP
- Susan Wright, PE, PMP

TABLE OF CONTENTS

Acknowledgements 3
 Introduction 7
 Operations Plan 13
 Financial Plan 45
 Management Plan 59
 Capital Plan 67
 Next Steps and References 81

FIGURES

Figure 1. Project Process 8
 Figure 2. Activity Centers and Employers – Overall 14
 Figure 3. Activity Centers and Employers – Boardman 15
 Figure 4. Activity Centers and Employers – Hermiston 16
 Figure 5. Transit Routes, Major Stops, Schedules, and Travel Time between Stops 19
 Figure 6. Hermiston–Boardman Connector Early AM Counterclockwise Route 23
 Figure 7. Hermiston–Boardman Connector Early AM Clockwise Route 23
 Figure 8. Hermiston – Boardman Connector Regular Counterclockwise Route 24
 Figure 9. Hermiston – Boardman Connector Regular Clockwise Route 24
 Figure 10. Boardman – Port of Morrow Circular Early AM Route 27
 Figure 11. Boardman – Port of Morrow Circular Regular Route 28
 Figure 12. Early AM Hermiston – Boardman Connector Network, Travel Times, and Transfers 33
 Figure 13. Regular Hermiston – Boardman Connector Network, Travel Times, and Transfers 34
 Figure 14. Early AM Hermiston – Boardman Connector: Hermiston Detail 35
 Figure 15. Regular Hermiston – Boardman Connector: Hermiston Detail 36
 Figure 16. Early AM Port of Morrow Circular 40
 Figure 17. Regular Port of Morrow Circular 41
 Figure 18. Ridership Estimates of Similar Commuter Bus Services 42
 Figure 19. Projected Operating Budget and Funding Scenarios 57
 Figure 20. Rides per hour for CTUIR and comparable systems 63
 Figure 21. Rides per Hour for Boardman – Port of Morrow Circular Comparable Services 64
 Figure 22. Hermiston–Boardman Connector Route Limited Early AM Route 84
 Figure 23. Hermiston–Boardman Connector Limited Regular Route 85

TABLES

Table 1. Public Involvement Process	7
Table 2. City Population and Employment	9
Table 3. Top Three Cities Where Workers Live Who are Employed in Morrow County and Umatilla County	10
Table 4. Title VI and Underrepresented Populations	11
Table 5. Hermiston–Boardman Connector Counterclockwise Schedule	29
Table 6. Hermiston–Boardman Connector Clockwise Schedule	30
Table 7. SW 3rd Street/Orchard Avenue Connection Opportunities	32
Table 8. Amenities and Infrastructure at Stops	37
Table 9. Port of Morrow Circular Schedule	38
Table 10. Amenities and Infrastructure at Stops	39
Table 11. TCRP Report 161 Ridership Estimates.....	43
Table 12. STIF Formula Fund Projections for CTUIR, Morrow County and Umatilla County	49
Table 13. Cost Assumptions.....	52
Table 14. Year 2023 Operating and Fleet Replacement Costs	53
Table 15. Projected Five-Year Operating and Fleet Replacement Costs.....	53
Table 16. Projected Long-Term Operating and Fleet Replacement Costs.....	54
Table 17. Funding Growth Assumptions	55
Table 18. Projected Five-Year Revenues	55
Table 19. Projected Long-Term Revenues	56
Table 20. Transit Provider Comparison (2018) for CTUIR	62
Table 21. Transit Provider Comparison (2018) for Boardman – Port of Morrow Circular ...	63
Table 22. Amenities at Stops	69
Table 23. Pedestrian and Bicycle Infrastructure at Stops	71
Table 24. Fleet Replacement.....	75
Table 25. Improvement Timeline within 3 Years.....	76
Table 26. Pedestrian and Bicycle Infrastructure at Stops	76
Table 27. Bus Stop Improvement Costs	78
Table 28. Bus Stop Improvement Costs – First 3 Years	79
Table 29. Funding Eligibility for Improvements.....	79
Table 30. Employer Shift Times	82
Table 31. Employer Home Locations.....	83
Table 32. Hermiston–Boardman Connector Limited Schedule	86
Table 33. Transportation Options Strategy	87



SAGE Center – Boardman
Potential Transit Stop

1. INTRODUCTION

INTRODUCTION

Project Purpose

The Hermiston–Boardman Connector and Boardman–Port of Morrow Circular aim to make connections that will enable people to travel regionally and locally for employment, education, healthcare, and more. These transit services will help improve accessibility to major employment clusters in the area — in particular, the I-84/I-82/Westland Road area and the Port of Morrow — and will enable critical last-mile connections from regional transit services. This project is developing a strategic plan for service to meet these needs, identifying travel needs, a preferred service model, and routing alternatives.

This project is being led by the Confederated Tribes of the Umatilla Indian Reservation's (CTUIR's) public transportation branch, Kayak Public Transit, and Morrow County's transit service The Loop, in partnership with Morrow County, Umatilla County, and the Port of Morrow. This document details the project's process, findings, and recommendations for a realistic, implementable service offering opportunities for the region's residents, employees, and visitors.

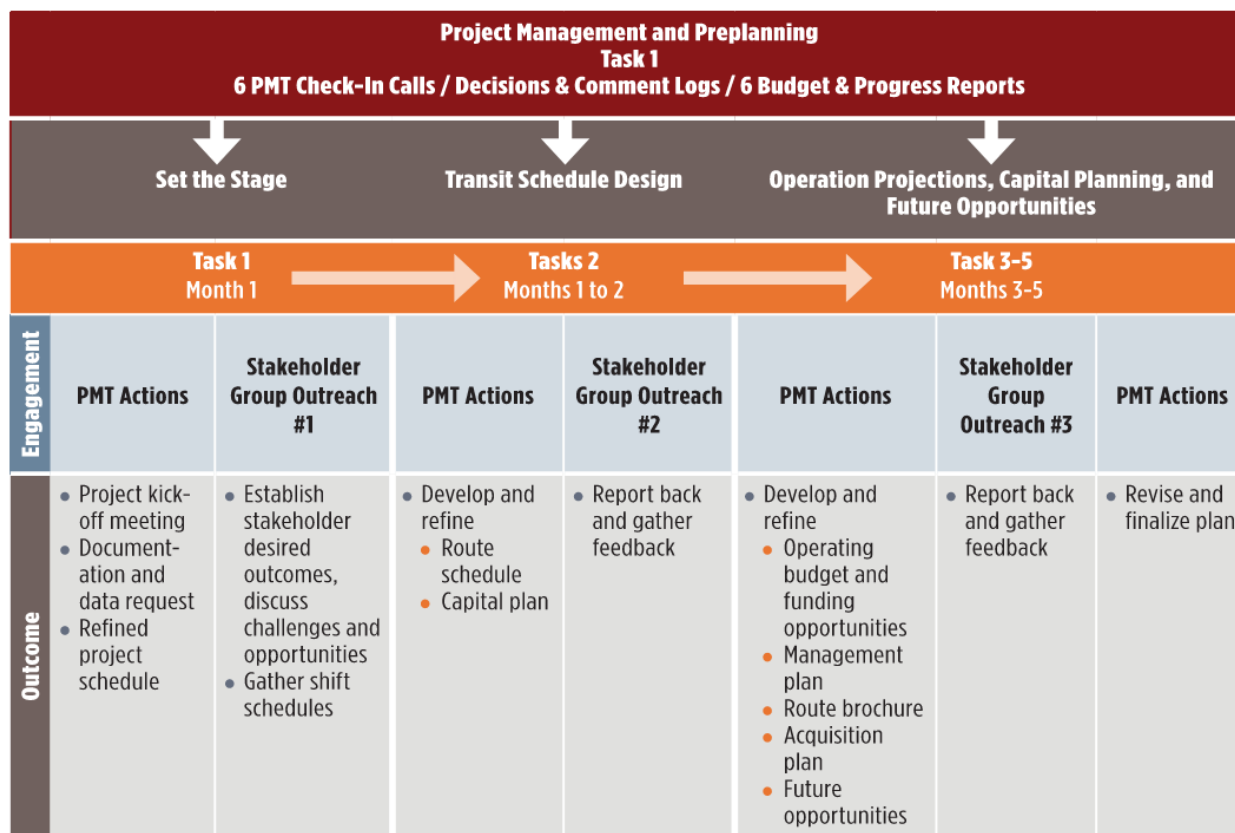
Project and Public Involvement Process

This project followed a process that gained consensus among CTUIR, Morrow County, Umatilla County, the Port of Morrow, and various stakeholders and community members. Table 1 and Figure 1 summarize the project process and public involvement activities. Regular checkpoints between the project management team and public ensured interim and end products that were achievable and fit the needs of the community.

Table 1. Public Involvement Process

Type of Activity	Activity Details and Purpose
Stakeholder Outreach #1 February 9th, 2021 February 11th, 2021 February 17th, 2021	Discuss and collect information by conducting three listening sessions with stakeholders, including a dedicated Port of Morrow employer session to understand operations, shift times and days, and employee needs. Understand opportunities identified by respondents in their community for bus connections and issues or concerns related to the development of the services.
Stakeholder Outreach #2 March 30th, 2021	Present the draft routes and schedules developed for the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular and solicit feedback from stakeholders.
Stakeholder Outreach #3 June 22 nd , 2021	Present the Draft Report to the stakeholders and conduct a 1-hour listening session

Figure 1. Project Process



Project Background

The need to increase the areas and connections served by transit within Morrow and Umatilla counties, particularly major rural employment clusters in the region, has been identified in several previous planning efforts. The potential transit solutions in the 2018 *Morrow County/Umatilla County Transit Development Strategy* include a solution to “significantly improve the accessibility to a major employment cluster.” No fixed-route transit service is currently provided to Boardman and the Port of Morrow, although Morrow County does operate a demand-response service, The Loop, on weekdays.

Two high priority near-term transit service projects are identified in the transit development strategy:

- The **Hermiston – Boardman Connector** would directly link Umatilla County to Morrow County and the major employment clusters along portions of the US 730, US 395, and I-84 corridors. This service would provide better connectivity between the cities of Irrigon, Umatilla, Hermiston, Stanfield, and Echo and the regional employment base. Kayak Public Transit was identified as the potential implementation agency.
- The **Boardman – Port of Morrow Circular** would provide localized service within the Port of Morrow and would connect to the Hermiston – Boardman Connector. This service would improve access to businesses that are not centrally located within the Port of Morrow.

Port of Morrow, The Loop (Morrow County), or another service provider (unidentified, open to others) were identified as potential implementation agencies.

The transit development strategy also identified future connections between Heppner and Boardman, which would connect to both the Hermiston – Boardman Connector and the Boardman – Port of Morrow Circular, as well as long-term service needs connecting Arlington to Boardman and Pendleton to Kennewick.

Other local plans also identify the need for these services. The *City of Boardman Transportation System Plan (TSP)* identifies commute demands, in particular to Hermiston and the Tri-Cities area (Kennewick, Pasco, Richland) in Washington. The *City of Umatilla TSP* supports development of transit districts and increased transit services and facilities. The *City of Hermiston TSP* also supports increased transit services and highlights the need for regional travel. The *Morrow County, Umatilla County, and CTUIR Coordinated Human Services – Public Transportation Plans* also include project goals to increase job access for commuters between Boardman, Hermiston, Stanfield, and Tri-Cities. Data from Hermiston's employment taxi program shows high demands for low-income employees, in particular to grocery, retail, and restaurant employment in Hermiston.

Service Area Demographics

This section summarizes the existing general population characteristics, employment characteristics, and underrepresented populations of the cities of Boardman, Echo, Hermiston, Irrigon, Stanfield, and Umatilla.

Table 2 summarizes the current populations of cities in northern Morrow County and western Umatilla County that potentially could be served by one of the new transit services, based on the American Community Survey's 2019 5-year estimates. The 2017 *Port of Morrow Economic Impact Analysis* identified 8,452 permanent jobs at the Port of Morrow and Port-related businesses, which encompasses all Port sites (not just Boardman and the unincorporated areas nearby).

Table 2. City Population and Employment

City	Existing Population	Existing Employment
Boardman	3,439	1,673
Echo	735	339
Hermiston	17,423	7,735
Irrigon	2,053	865
Stanfield	2,722	1,215
Umatilla	7,162	2,137

The 2018 *Morrow County/Umatilla County Transit Development Strategy* provides pre-COVID-19 pandemic commute data. Table 3 illustrates the top three home cities of workers employed in northern Morrow and western Umatilla counties. Most workers who work in Boardman and Irrigon live in Boardman, followed by Hermiston and Irrigon. Most

workers who work in Hermiston and Umatilla live in Hermiston, followed by Umatilla and Pendleton. These data suggest that the Hermiston – Boardman Connector should prioritize connections between Boardman, Irrigon, and Hermiston. The Hermiston Hopper (Hopper) route currently provides a direct connection between Pendleton and Umatilla.

Approximately 63% of Morrow County's employees live outside the county, with the highest proportion in Umatilla County. In comparison, only 34% of Umatilla County's employees live outside the county. Most workers who work in Morrow County live in the City of Hermiston (11.5%) and most workers who work in Umatilla County live in the City of Pendleton (18%).

Table 3. Top Three Cities Where Workers Live Who are Employed in Morrow County and Umatilla County

Workers in:	Live in:
Boardman	1. Boardman
	2. Hermiston
	3. Irrigon
Irrigon	1. Boardman
	2. Hermiston
	3. Irrigon
Hermiston	1. Hermiston
	2. Umatilla
	3. Pendleton
Umatilla	1. Hermiston
	2. Umatilla
	3. Pendleton

Title VI and Underrepresented Populations

Title VI of the Civil Rights Act of 1964 prohibits discrimination in the provision of federally supported benefits and services, including public transportation service. The Title VI analysis presents information about the study area population's poverty status, age, racial/ethnic composition, English proficiency, and proportion of people with disabilities. Table 4 breaks down these Title VI metrics for each study area city and both counties and provides the state's average for comparison. This analysis provides information regarding populations who are typically more reliant on transit or have been historically underrepresented in planning processes.

Compared to Oregon as a whole, all study area cities have a higher percentage of households with incomes below 100% and 200% of the poverty level and a higher percentage of youth. The City of Umatilla ranks highest in all three metrics. All cities except Echo have a higher number of Hispanic/Latino residents than the State of Oregon as a whole. The cities of Boardman, Irrigon, and Stanfield have a higher number of American Indians or Alaskan Natives, and some other race alone, compared to the state

average. The percentage of people with limited English proficiency is higher than the state average in all cities except Echo, with the City of Umatilla having the highest percentage. Echo and Irrigon have a higher percentage of people with disabilities compared to Oregon as a whole.

Table 4. Title VI and Underrepresented Populations

		Oregon	Morrow County	Umatilla County	Boardman	Echo	Hermiston	Irrigon	Stanfield	Umatilla
Total Surveyed Population Estimate		4,052,019	11,273	72,376	3,439	729	17,229	2,042	2,702	4,979
Total Households		1,611,982	4,108	26,908	1,157	286	6,207	709	924	1,748
Income	Below 100% Poverty	13.2%	14.5%	17.9%	16.2%	19.6%	19.3%	16.1%	15.5%	26.1%
	Below 200% Poverty	30.8%	41.4%	41.0%	44.1%	41.3%	42.9%	45.5%	34.8%	62.7%
Age	Youth	21.0%	27.4%	26.6%	30.9%	24.4%	30.5%	29.0%	23.3%	35.4%
	Older Adults	17.2%	15.6%	15.6%	6.2%	11.0%	11.6%	14.2%	14.2%	7.3%
Race or Ethnicity	White	84.4%	89.6%	86.7%	87.7%	89.7%	87.9%	75.9%	82.6%	92.4%
	Black	1.9%	0.3%	0.6%	0.0%	1.0%	0.3%	0.8%	0.0%	2.9%
	American Indian or Alaskan Native	1.1%	1.4%	3.2%	1.7%	0.0%	0.8%	3.1%	1.3%	0.0%
	Asian	4.4%	0.6%	1.1%	1.0%	2.1%	0.4%	1.6%	0.0%	0.0%
	Hawaiian or Pacific Islander	0.4%	0.5%	0.3%	0.0%	0.4%	0.3%	1.4%	0.3%	0.0%
	Some other race alone	3.1%	4.5%	4.6%	7.6%	2.2%	7.4%	9.4%	10.5%	2.7%
	Two or more races	4.7%	3.1%	3.6%	2.0%	4.7%	3.0%	7.9%	5.3%	2.0%
Hispanic or Latino of any race	13.0%	36.5%	27.2%	65.5%	5.6%	47.0%	45.3%	37.8%	50.6%	
Persons with Limited English Proficiency		2.5%	6.2%	4.1%	13.1%	0.0%	6.3%	7.9%	7.6%	17.7%
Persons with Disability		14.4%	15.8%	16.2%	9.3%	15.0%	13.3%	16.1%	12.2%	12.9%

American Community Survey 2014–2019 5-Year Estimates; Tables S1602, S1810, S1701. Note that the City of Umatilla's census survey estimates are substantially lower than its estimated population.



SW 3rd/Orchard in Hermiston –
Current Transit Stop

2. OPERATIONS PLAN

OPERATIONS PLAN

The operations plan section summarizes travel needs to be served, service model and routing alternatives, service span and frequency, and ridership estimates.

Travel Needs

This section presents the process used to develop alternatives for transit service for the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular, considering locations of employment centers, commute demands, connecting transit services, and health-supporting, education, and other community resources that riders may access via transit.

Employment Centers

In general, key employment centers in the region are concentrated in or near the cities of Hermiston, Boardman, and Umatilla and in small areas near Irrigon, Stanfield, and Echo. Employment centers, as well as other community resources, are mapped in Figure 2, Figure 3, and Figure 4.

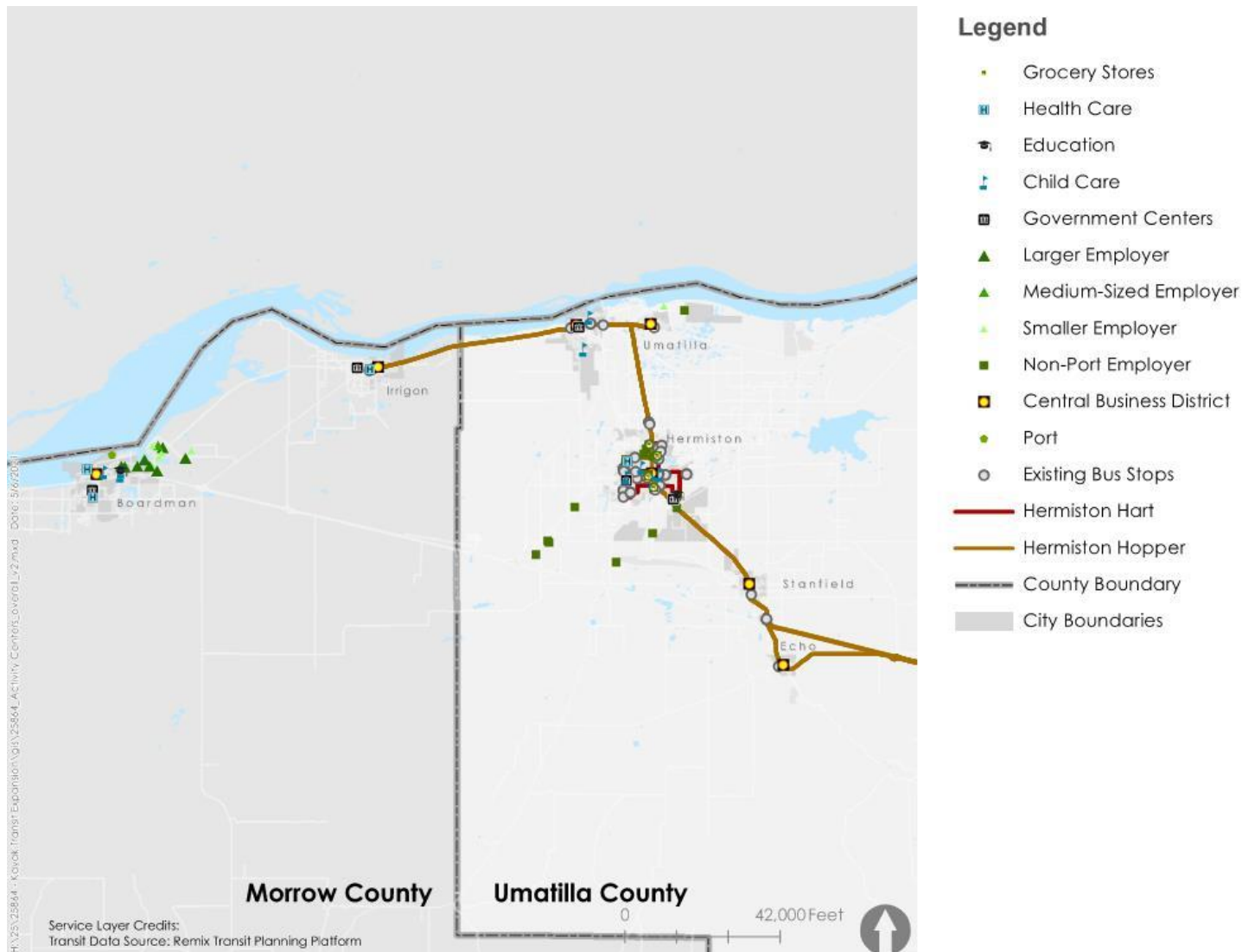
Hermiston – Boardman Connector

The Hermiston – Boardman Connector aims to bring people to jobs and employment opportunities near the Port of Morrow, but also provide opportunities to serve the South Hermiston Industrial area, I-84/I-82/Westland Road, and other employers in the region. Note that the City of Hermiston WORC program provides employees with service between Hermiston, Stanfield, Echo, and the Westland Road employment areas. Major employers that the Connector could serve include:

- Central Business Districts of the cities
- Port of Morrow (Connect to the Circular)
- Lamb Weston (Westland Road)
- Two Rivers Correctional Institution
- Columbia Basin Onion
- Home Depot
- Lamb Weston (Hermiston)
- Marlette Homes
- McDonalds
- MJs Labor Services
- Pacific Ag
- River Point Farms
- Shearer's Food
- Blue Mountain Community College
- Columbia River Health
- Good Shepherd Health Care System
- Hermiston BiMart
- Hermiston Grocery Outlet
- Hermiston Plaza (Safeway, DMV, Rite Aid)
- Walmart Distribution Center

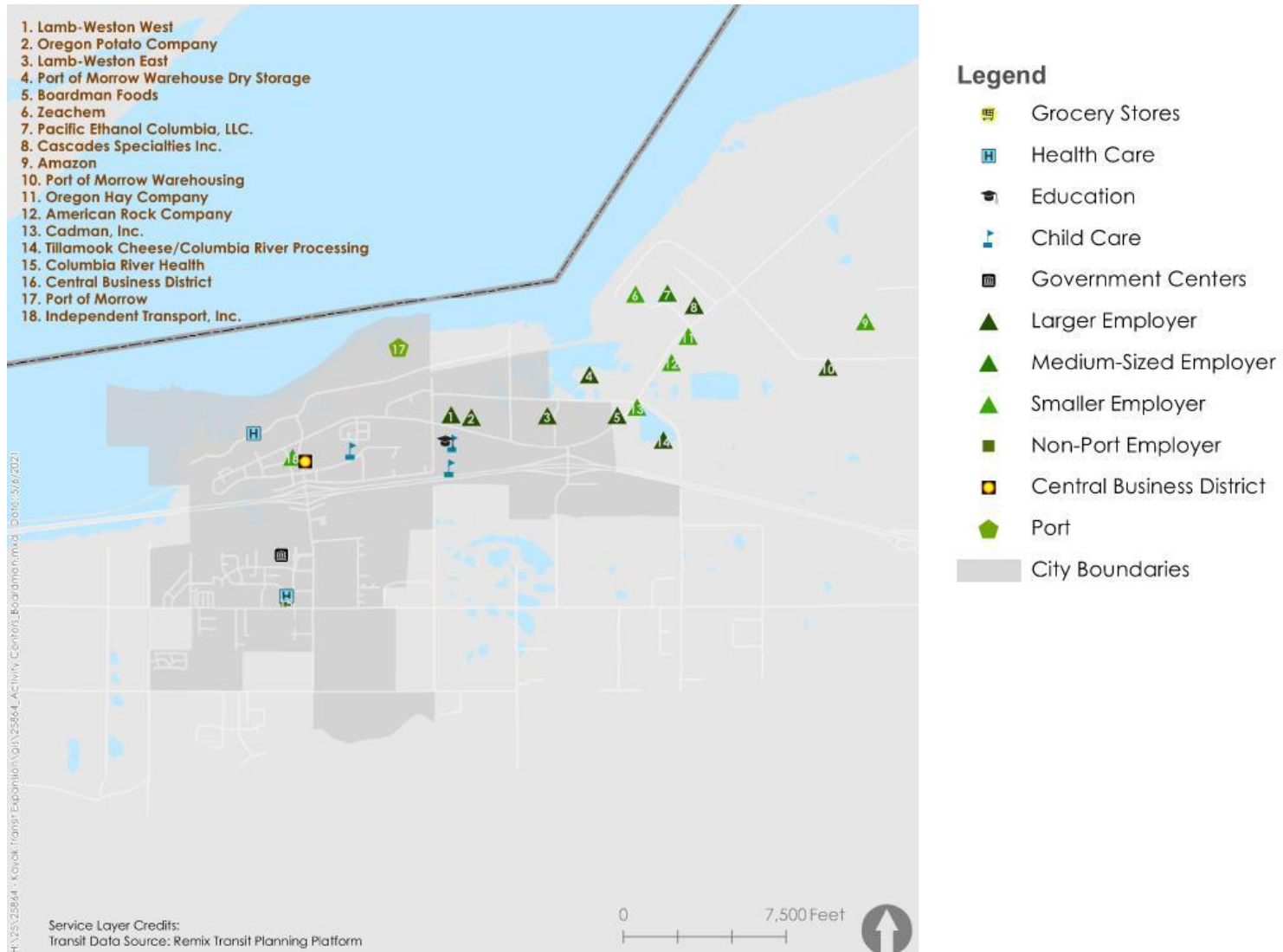
**HERMISTON – BOARDMAN CONNECTOR/
BOARDMAN – PORT OF MORROW CIRCULAR**

Figure 2. Activity Centers and Employers – Overall



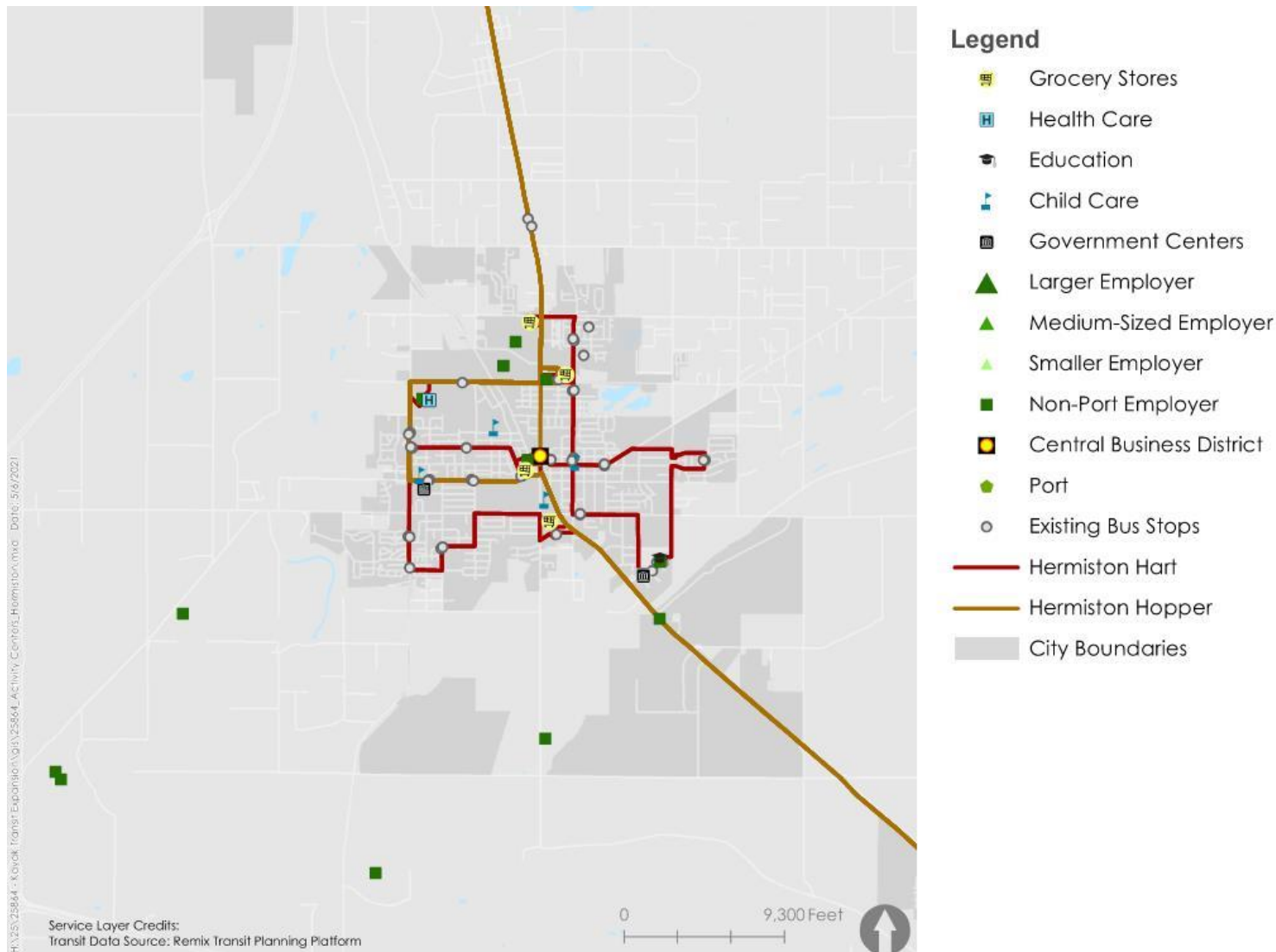
HERMISTON – BOARDMAN CONNECTOR/ BOARDMAN – PORT OF MORROW CIRCULAR

Figure 3. Activity Centers and Employers – Boardman



**HERMISTON – BOARDMAN CONNECTOR/
BOARDMAN – PORT OF MORROW CIRCULAR**

Figure 4. Activity Centers and Employers – Hermiston



Boardman – Port of Morrow Circular

The Boardman – Port of Morrow Circular aims to provide service within Boardman and the Port to facilitate transit connectivity and access during peak employer shift times. The Circular will also connect with the Hermiston – Boardman Connector to facilitate easy transfer opportunities to other cities. Large employers (bolded) and smaller employers that the Circular could serve include:

- Amazon
- American Rock
- Barenbrug USA
- Boardman Chip Company
- **Boardman Foods**
- Cadman Sand
- **Cascade Specialties, Inc.**
- **Columbia River Dairy***
- Independent Transport
- **Lamb-Weston**
- LTI, Inc.
- Morrow County Grain Growers
- **Oregon Potato Company**
- Oregon Hay Company
- Pacific Ethanol
- **Port of Morrow Warehouse**
- Tidewater
- **Tillamook – Columbia River Processing**
- **Threemile Canyon Farms***
- Zeachem

**Far from Boardman and Port of Morrow, off-map.*

Commute Demands

This section summarizes the commute patterns for the Hermiston – Boardman Connector and details the Port of Morrow shift data collected as part of Stakeholder Outreach #1.

Hermiston – Boardman Connector

As noted in the review of the 2018 Morrow County/Umatilla County Transit Development Strategy in the Project Background section, connections between Boardman, Hermiston, and Irrigon should be prioritized for the Hermiston – Boardman Connector. In considering impacts to the Hopper, the service should consider impacts of a transfer or direct connection to Umatilla, given the commute demand to Pendleton. Umatilla could also potentially serve as a transfer point for the return of transit service to the Tri-Cities, serving bi-directional commute demands between Oregon and Washington. The Tri-Cities connection to Umatilla and Hermiston was discontinued in 2014 due to budgetary limitations and is a highly requested route from the public.

Boardman – Port of Morrow Circular

Several employers provided information about where their employees live and what shift times they operated. Confirming census data, key home locations of employees were Boardman, Hermiston, Umatilla/McNary, Irrigon, Stanfield, and Kennewick, listed in order of the highest number of employees to lowest. Major shift times generally begin in the 5 AM to 8 AM range and end in the 4 PM to 7 PM range, though most employers

operate overnight shifts. Shifts are generally all days of the week. *More details on this information are included in Appendix A.*

Connecting Transit Services

Kayak Public Transit

Kayak Public Transit currently operates two routes within the service area.

The **HART** loops forwards and backwards on a fixed route through Hermiston five times in each direction every weekday. Demand-responsive ADA paratransit service is provided between locations within ¼ mile of the fixed route for persons with disabilities that prevent them from accessing the fixed route.

The **Hopper** is a commuter bus connecting the Umatilla Indian Reservation and Pendleton with Umatilla via Stanfield, Hermiston, and McNary. The Hopper operates four weekday round trips per day in the early morning, mid-morning, mid-afternoon, and early evening, with the two midday trips also serving Echo and Irrigon. Two round trips are provided on Saturday in the mid-morning and late afternoon. Timed connections to the HART are provided in Hermiston. Connections to other Kayak Public Transit routes can be made in Pendleton, Mission, the Wildhorse Resort & Casino, and the Arrowhead Travel Plaza.

Figure 5 shows the Hopper and HART's major stops, scheduled stop times, and travel times between stops.

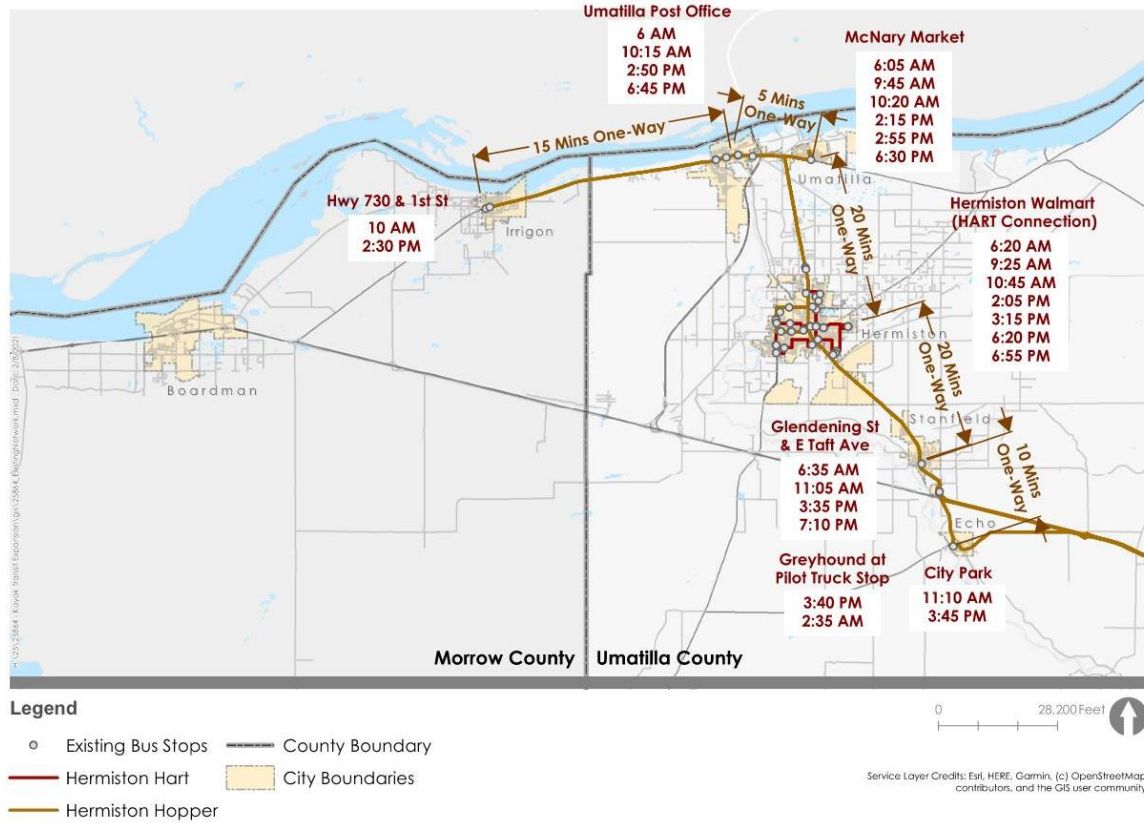
The Loop

Morrow County operates The Loop, demand-response service for residents of and visitors to Morrow County. Service is provided on weekdays between 8 a.m. and noon and between 1 and 5 p.m. At present, due to the COVID-19 pandemic, service is limited to serving medical appointments and grocery shopping trips.

Greyhound

Greyhound intercity buses stop at the Pilot Travel Center south of Stanfield. The stop is served by a Greyhound route connecting Portland and Denver via Boise and Salt Lake City. The stop is also the end point of a connecting route to Pasco, Yakima, and Seattle.

Figure 5. Transit Routes, Major Stops, Schedules, and Travel Time between Stops



Health Supporting, Education and Other Community Resources

Entities to be considered for routing of the Hermiston – Boardman Connector and the Boardman – Port of Morrow Circular also include health-supporting destinations, education and community resources. Although employment destinations are a focus of both services, these resources are common draws to intercity and local bus services. In the region, these include:

- Blue Mountain Community College*
- Columbia River Health
- Community Health Improvement Partnership of Morrow County (CHIPOMC)
- Desert Sage Manor
- Good Shepherd Health Care System*
- Hermiston BiMart
- Hermiston Grocery Outlet
- Hermiston Plaza (Safeway, DMV)*
- Irrigon Medical Clinic
- Morrow County VA Clinic
- Morrow County School District
- Morrow County Planning Department
- Neal Early Learning Center
- SAGE Center
- Umatilla County Court
- Walmart Store*
- WIC Hermiston – Umatilla/Morrow Head Start

*Also a substantial employment center

Service Model and Routing

This section introduces the service model and presents the process used to develop recommended alternatives for the Hermiston – Boardman Connector and the Port of Morrow Circular considering potential key stops, and routing. The development of the recommended alternatives for both services was informed by key employment centers and shift times, routing information, other existing and planned transit services, and stakeholder engagement.

Hermiston – Boardman Connector

Given the long distances between cities, employment centers, and other developed areas, the Hermiston – Boardman Connector is likely to be classified as an intercity or commuter bus service. The FTA defines routes that are classified as “commuter bus” routes using one of the definitions provided in 49 CFR §37.3:

- “Commuter bus service means fixed route bus service, characterized by service predominantly in one direction during peak periods, limited stops, use of multi-ride tickets, and routes of extended length, usually between the central business district and outlying suburbs.”
- “Commuter bus service may also include other service, characterized by a limited route structure, limited stops, and a coordinated relationship to another mode of transportation.”

Because the Hermiston – Boardman Connector is likely to serve multiple commute pairs with consistent travel in peak periods, the second definition of commuter bus is most applicable. It is also possible for different portions of a route to be classified in different ways. For example, a long, non-stop portion of a route along a freeway could be considered commuter bus service and not require complementary paratransit service, while a local portion of the route off the freeway that provides stops at regular intervals would require complementary paratransit service. As another example, deviated-route service can be provided for one part of a route, along with fixed-route plus complementary paratransit service for another part of the route. The Hermiston – Boardman Connector is likely to be a traditional fixed-route service, without deviation zones due to funding source classification and the long-distance service focus.

The Hermiston – Boardman Connector will likely have 3 stops or fewer in each community and riders may experience long wait times if the service operates with long headways. As such, stops desirably should have relatively high levels of passenger activity, amenities to make waiting comfortable and to attract ridership, and minimal distance from the main roads to minimize overall travel time. Additionally, these points should connect to other existing or planned transit services. These stops may include:

- Boardman
 - SAGE Center, located along Olson Road. The SAGE Center shares a location with the Boardman Chamber of Commerce and provides well-lit, shaded space to wait. In addition, the SAGE Center is close to many employers, Blue Mountain

Community College, and Boardman Rec Center. The proximity to the Port of Morrow would also make timed transfers for employee shifts easier; with connections to the Boardman – Port of Morrow Circular closer to the ultimate destination. This location has potential for a park-and-ride partnership. In addition, employers identified that many of their employees use a childcare facility at this location, which would make this an ideal transfer point between the services, though it requires coordination for quick drop-off/pick-up time. Additionally, the Hermiston – Boardman Connector may be able to stop at a few large employers on its way to and from the SAGE Center, depending on shift times.

- Boardman City Hall, located at City Center Drive. Boardman City Hall includes community space and resources, proximity to other businesses such as banks, grocery stores, and a DHS office, and proximity to residential areas. However, this destination would increase travel times for intercity commuters to Port of Morrow jobs. This location has potential for a park-and-ride partnership.
- Employers, throughout the Port of Morrow. The Hermiston – Boardman Connector could stop at 1-2 large employers or employers far from the SAGE Center on its way into the Boardman area. Doing so would provide a direct connection for those traveling via the Connector and decrease the demand on the Circular.
- Hermiston
 - Walmart, located along N 1st Avenue. The Walmart stop would provide a connection to both the Hopper and HART routes and access to the shopping center. In addition to grocery trips, the Walmart is a key employer in the region. This location has potential for a park-and-ride partnership.
 - SW 3rd Street & Orchard Avenue. This stop provides a connection to both the Hopper and HART routes and access to the Bi-Mart shopping center. Other nearby resources include the USPS office and Hermiston Municipal Court. This location may be challenging to provide a park-and-ride partnership, as large nearby parking lots are primarily schools with similarly-timed parking needs.
 - Hermiston Plaza, located along the Umatilla-Stanfield Highway. The Hermiston Plaza stop would provide a connection to the HART. Currently, the Hopper does not stop at the Plaza but passes by it. Providing a key stop on the Hopper route at the Hermiston Plaza will provide transfer opportunities as well as access to grocery stores, pharmacies and other activities.
- Other Stops
 - Echo, Irrigon, McNary, Stanfield, and Umatilla – Stops in these communities should be at the existing Hopper stops, both for connection purposes and as these stops are already centrally located to the communities and their resources. These stops include City Park in Echo, Highway 730/First Street in Irrigon, McNary Market in McNary, Glendening & E Taft in Stanfield, and City Hall in Umatilla. The Port of Entry in Umatilla has also been considered for relocation, and its site could be used as a park-and-ride location in the future.
 - Other – Depending on the recommended route, stops could be located in the South Hermiston Industrial area, Westland Road employment area, or elsewhere.

Remix transit planning software was used to develop routing alternatives. The PMT then recommended specific alternatives based on the evaluation of the initial alternatives. Remix provided estimated run times (based on an assumed 35 miles-per-hour average speed) and estimated mileage. A minimum layover buffer of 10% of the runtime was included in the total trip time for each route to account for breaks for the driver, recovery from delays, and/or time to change drivers.

Route and Stops

The following section provides information about the Early AM Route and Regular Route versions of the Preferred Routes. Each Preferred Route will serve the region for 12–18 hours per day, 6 days per week. As some of the first shifts at the Port of Morrow start at 5:00 AM, the Early AM Route would need to start at 4:00 AM in Hermiston to connect to the Boardman–Port of Morrow Circular at the SAGE Center at 4:40 AM. All Early AM and Regular Hermiston–Boardman Connector trips will provide a timed connection with the Early AM and Regular Boardman–Port of Morrow Circular, respectively.

Hermiston – Boardman Connector Early AM Route

Ridership on the Early AM Routes is expected to be driven primarily by Port of Morrow employees. Therefore, Early AM Routes are designed to focus on the shortest and quickest travel paths between Hermiston and Boardman – Port of Morrow. As indicated later in this report, the Hopper route would stay the same in the AM, providing service to McNary.

Based on the employment data provided, employer shifts at the Port of Morrow start as early as 5:00 AM and continue through 7:00 AM. Therefore, Clockwise and Counterclockwise routes have been developed to maximize service times during this important morning period. The Counterclockwise route begins in Hermiston and uses Umatilla River Road, US 730, and Lewis and Clark Drive in the Port of Morrow before stopping at the Sage Center. It returns to Hermiston via I-84, County 1232 Road to minimize left-turns at interchanges, Westland Road, and Highland Avenue. The Clockwise route runs nearly the same route, but in the opposite direction. Both the Counterclockwise and Clockwise routes have 90-minute headways, with Counterclockwise runs arriving at the Sage Center at 4:40 AM, 6:10 AM, and 7:40 AM and Clockwise runs arriving at the SAGE Center near 5:25 AM, 6:55 AM, and 8:25 AM. While some of these runs do not provide perfectly timed arrivals with every Port of Morrow shift, coordination with employers may lead to changes in shift times to align with Connector timing. The Preferred Early AM Counterclockwise and Clockwise Routes are shown in Figure 6 and Figure 7. Estimated travel times for both routes are:

- Runtime – 75 minutes
- Recovery/Layover Buffer – 15 minutes
- Total Trip Time – 90 minutes

Figure 6. Hermiston–Boardman Connector Early AM Counterclockwise Route



Figure 7. Hermiston–Boardman Connector Early AM Clockwise Route



Hermiston – Boardman Connector Regular Route

The Regular Route is designed with similar Counterclockwise and Clockwise runs operating after the Early AM Route between 8:30 AM and the end of the service day around 9:20 PM. Both routes travel routings similar to the Early AM routes; however, they travel between Hermiston, McNary, and Umatilla via US 395. The regular Counterclockwise route has a 2-hour headway, with runs arriving at the SAGE Center at 9:22 AM, 11:22 AM, 1:22 PM, 3:22 PM, 5:22 PM, and 7:22 PM. The regular Clockwise route would operate at 2-hour headways with runs arriving at the SAGE Center at 10:20 AM,

12:20 PM, 2:20 PM, 4:20 PM, 6:20 PM, and 8:20 PM. The Preferred Regular Counterclockwise and Clockwise Routes are shown in Figure 8 and Figure 9. Estimated travel times for this route are:

- Runtime – 88 minutes
- Recovery/Layover Buffer – 32 minutes
- Total Trip Time – 120 minutes

Figure 8. Hermiston – Boardman Connector Regular Counterclockwise Route



Figure 9. Hermiston – Boardman Connector Regular Clockwise Route



Long-Term Route Improvements

If more funding is available in the long term, Sunday trips can be added to the schedule to provide 7-days-a-week service. Kayak Public Transit currently does not provide Sunday service on any route, and would need to obtain additional dispatch, supervisory, maintenance, and other staff to support this service expansion. In addition, Umatilla/McNary and Stanfield/Echo are interested in obtaining local demand-response services. A future version of the Hermiston – Boardman Connector could look to connect to these services and operate the Early AM version of the route throughout the day, improving headways and relying on connections to demand-response for those not directly served by the route. *If funding is limited in the near- or long terms, a reduced funding option is shown in Appendix B.*

Boardman – Port of Morrow Circular

The Boardman – Port of Morrow Circular is intended to provide first/last-mile connections, in particular to Port of Morrow employers. This service will also provide transit options to the wider Boardman community. Given the varying shift needs of employers, and the dispersed and low-density land uses of both the Port of Morrow and Boardman, a deviated fixed-route service is recommended to provide the necessary scheduling and routing flexibility.

Under the requirements of the Americans with Disabilities Act (ADA), transit agencies that provide fixed-route transit service (not including intercity service) must also provide origin-to-destination “complementary paratransit” (demand-response) service for persons with disabilities that prevent them from accessing or using the fixed-route service. Among other conditions, this service must be available within ¼ mile of the fixed route during the same hours that fixed-route service operates. The service must either fill the gap from a person's origin or destination to a connecting transit service or provide the full trip of service. As noted previously, Morrow County operates the demand-response service The Loop, which could serve as the complementary demand-response for fixed-route transit during The Loop's hours of operation. However, if the Circular operates early in the morning to provide Port of Morrow shift service, the whole Circular route would need to be deviated fixed-route to satisfy complementary paratransit requirements.

If deviation is implemented, several best practices for service design should be followed. Deviated-route service works best when the typical number of deviation requests is relatively low (e.g., one or two per one-way trip), such that the schedule has time built in to accommodate deviations, but neither provides too much slack time that goes unused on most trips, nor experiences so many requests that buses cannot start their next trip on time. Desirable conditions for deviated-route service include the following:

- **Streamlined route patterns.** Direct and straight routes, as opposed to ones with more turns for coverage, provide extra time in the schedule that can be used to accommodate deviations, without necessarily requiring changes to the route headway

or endpoints. As ridership patterns stabilize, stops that have passenger activity on most trips continue to be served by the fixed route. At the same time, little-used stops that require out-of-direction travel can be eliminated from the fixed route. These former stops can continue to be served on an as-needed basis via a request for a route deviation, as well as by walking a little farther from the next-closest fixed-route stop.

- **Longer distances between stops.** Stops are desirably close enough to each other so as not shrink the area within walking distance of the route by too much, but far enough apart to minimize the amount of out-of-direction travel required when making a deviation. An average ¼-mile spacing provides a reasonable compromise.
- **Reduced/eliminated use of flag stops.** Small-city transit agencies with relatively low ridership demand often allow passengers to board or alight the bus at any safe location along the fixed route as a convenience to shorten walking distances. However, this policy is more difficult to maintain with deviated-route service, as the bus is only required to serve the fixed stops along the route, and may deviate from the fixed route between those stops as needed. As a result, a potential passenger waiting along the route between two designated stops may be bypassed if a deviation occurs along that section of the route. It is possible to avoid this issue by requiring the bus to turn around after deviating to rejoin the fixed route at the point it left it, but this approach is less-efficient time-wise and tends to reduce the number of deviations that can be made per trip. In addition, flag stops eventually become unsustainable as ridership increases, as the extra stops made along the route slow buses down too much.
- **Prioritizing ADA passengers for deviations.** Under the ADA, requests for complementary paratransit must be allowed to be made until the end of the day before the trip. Requiring other passengers to wait until the day of their trip to confirm a deviation request maximizes the capacity of deviated-route service to serve ADA passengers and thus minimizes the need for supplemental dial-a-ride service to avoid service denials to ADA passengers. When general passengers are allowed to request deviations, the agency may set a deadline for when the request can be made (e.g., no later than one hour in advance for pick-ups). Drivers may be allowed to make drop-offs on request, if the schedule permits.

The Boardman – Port of Morrow Circular should provide timed connections to the Hermiston – Boardman Connector.

Remix transit planning software was used to develop routing alternatives. The PMT then recommended specific alternatives based on the evaluation of the initial alternatives. Remix provided estimated run times (based on an assumed 12 miles-per-hour average speed) and estimated mileage. A minimum layover buffer of 10% of the runtime was included in the total trip time for each route to account for breaks for the driver, recovery from delays, and/or time to change drivers. All routes are assumed to deviate within the Port of Morrow.

Route and Stops

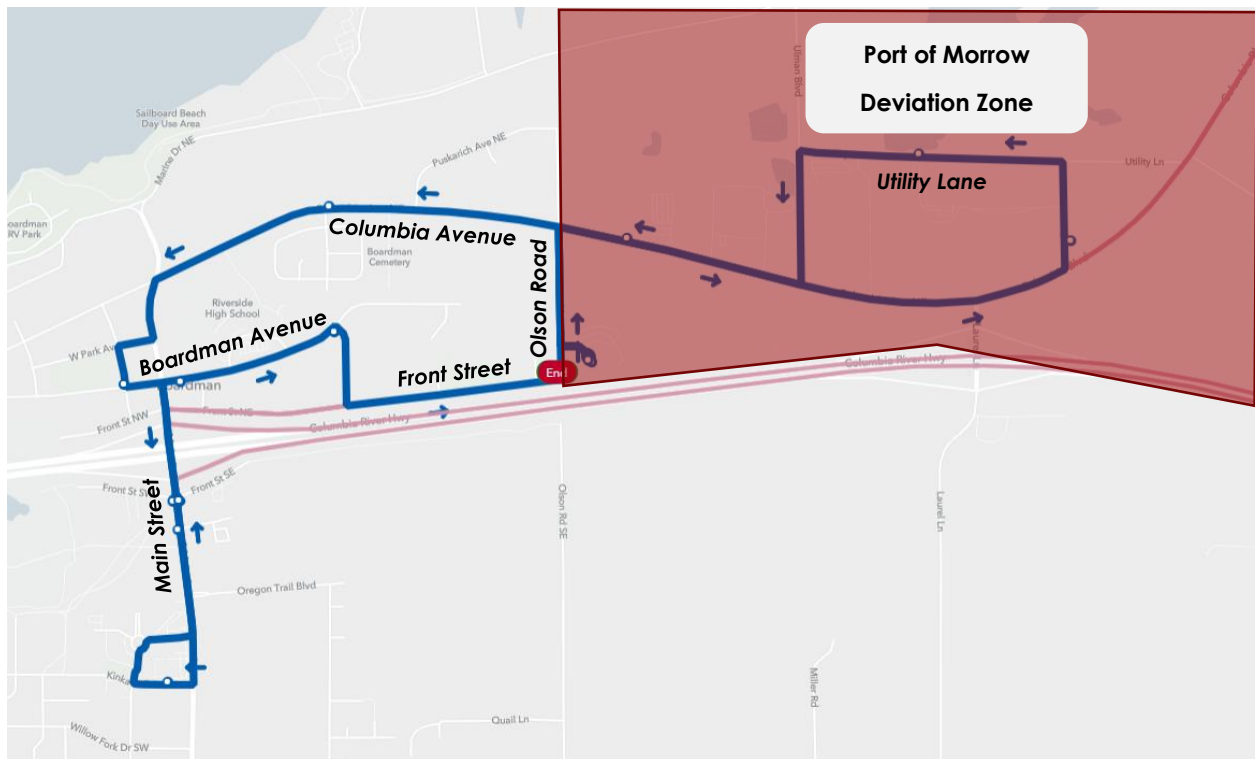
The following section provides information about the Early AM Route and Regular Route versions of the Preferred Circular. The routes will serve the region for 12–18 hours per day. Every trip will connect with the Hermiston–Boardman Connector.

Boardman–Port of Morrow Circular Early AM Route

The route would start at 4:22 AM, travel to south Boardman, and then back to the SAGE Center to connect to the Hermiston–Boardman Connector, allowing riders to either transfer between the Hermiston–Boardman Connector if needed or stay on the Boardman – Port of Morrow Circular to travel to the employment centers in the Port of Morrow for the first shifts of the day. The route's schedule includes time to deviate for 7 minutes in the Port of Morrow. The route deviates up to ¼ mile outside of the Port of Morrow, when The Loop isn't operating, as well. The Early AM Route runs for a total of 45 minutes starting at the SAGE Center arriving at 4:40 AM, 5:25 AM, 6:10 AM, 6:55 AM, 7:40 AM, and 8:25 AM, and departing again 5 minutes after arrival. The exception is the trip at 9:10 AM, which waits 15 minutes and then becomes the Regular Route. The Preferred Early AM Route is shown in Figure 10. Estimates for this alternative include:

- Runtime – 33 minutes
- Layover and Deviation Buffer – 12 minutes
- Total Trip Time – 45 minutes

Figure 10. Boardman – Port of Morrow Circular Early AM Route

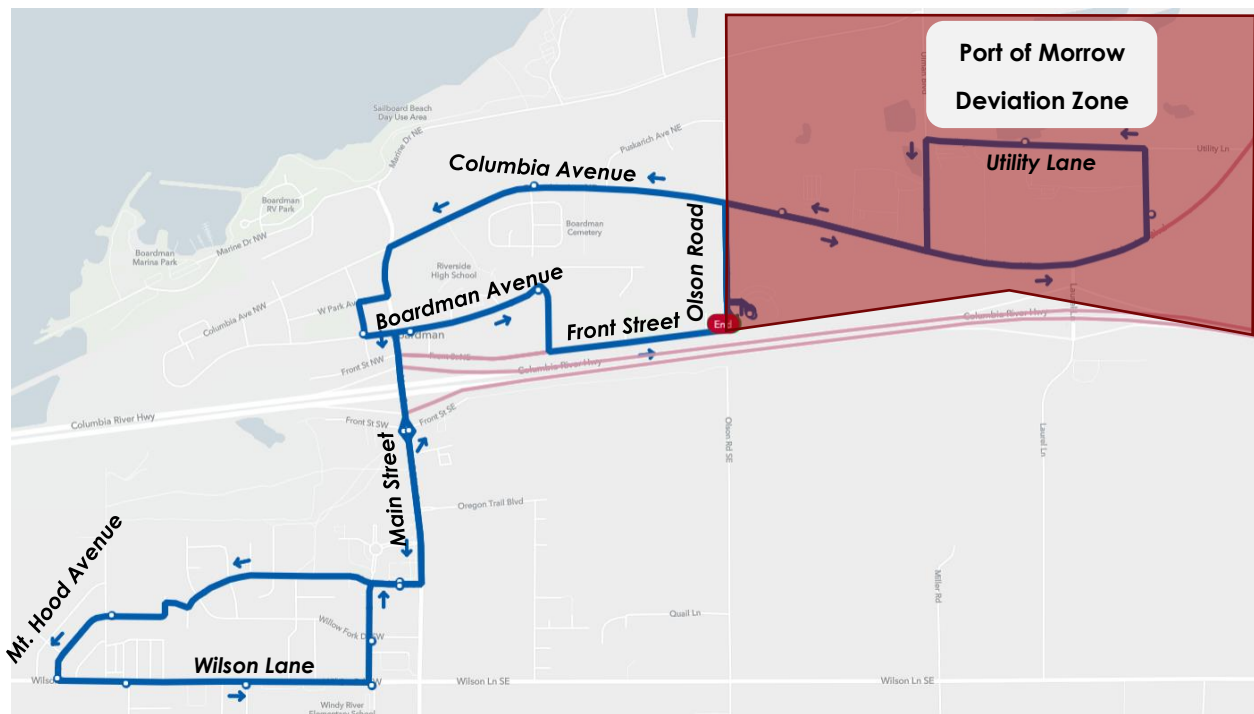


Boardman – Port of Morrow Circular Regular Route

The Regular Route is designed to operate after the early route, from 9:25 AM until the end of the service day around 8:15 PM. This route departs the SAGE Center, serves the Port of Morrow employment area, returns to the SAGE Center, and then continues through parts of the residential areas before returning to the SAGE Center. The route deviates for 12 minutes in the Port of Morrow. The regular route runs for a total of headways of 60 minutes (1 hour). It arrives at the SAGE Center in the end of every trip and departs after 5 minutes from the SAGE Center at the beginning of every trip at 9:25 AM, 10:25 AM, 11:25 AM, 12:25 PM, 1:25 PM, 2:25 PM, 3:25 PM, 4:25 PM, 5:25 PM, 6:25 PM, and 7:25 PM. The Preferred Regular Route is shown in Figure 11. Estimates for this alternative include:

- Runtime – 43 minutes
- Layover and Deviation Buffer – 17 minutes
- Total Trip Time – 60 minutes

Figure 11. Boardman – Port of Morrow Circular Regular Route



Service Span and Frequency

This section presents the service characteristics (e.g., days and hours of service, service frequency, schedule), network characteristics and evaluation of access of the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular.

Hermiston – Boardman Connector

Table 5 and Table 6 show the near-term route schedules for weekday and Saturday service on the Preferred Early AM and Regular Routes. As shown in the table, if funding is limited, the 5:30 AM to 6:05 PM service is higher priority, as it captures both ends of many employers’ shifts and allows connections to other transit services.

Table 5. Hermiston–Boardman Connector Counterclockwise Schedule

Stop		Early AM Route				Regular Route				
		+1.5 hr	Higher Priority Runs – 13 Service Hours			+2.5 hr				
Hermiston	SW 3 rd St. / W Orchard Ave.	4:00	5:30	7:00	8:30	10:30	12:30	2:30	4:30	6:30
	Walmart	–	–	–	8:40	10:40	12:40	2:40	4:40	6:40
	Northwest Farm Supply	–	–	–	8:44	10:44	12:44	2:44	4:44	6:44
N/A	McNary Market	–	–	–	8:51	10:51	12:51	2:51	4:51	6:51
Umatilla	Post Office	–	–	–	8:55	10:55	12:55	2:55	4:55	6:55
	Recycling Depot	–	–	–	8:56	10:56	12:56	2:56	4:56	6:56
	6 th Street/B Street	4:14	5:44	7:14	8:57	10:57	12:57	2:57	4:57	6:57
Irrigon	US 730 /First Street	4:22	5:52	7:22	9:06	11:06	1:06	3:06	5:06	7:06
N/A	Cascade Specialties	4:34	6:04	7:34	9:17	11:17	1:17	3:17	5:17	7:17
Boardman	Lamb Weston West or Boardman Foods	4:37	6:08	7:38	9:20	11:20	1:20	3:20	5:20	7:20
	SAGE Center (arrive)	4:40	6:10	7:40	9:22	11:22	1:22	3:22	5:22	7:22
	SAGE Center (depart)	4:47	6:17	7:47	9:30	11:30	1:30	3:30	5:30	7:30
	Boardman Ave/Main St	4:52	6:22	7:52	9:35	11:35	1:35	3:35	5:35	7:35
N/A	Lamb Weston (Westland Road)	5:10	6:40	8:10	9:53	11:53	1:53	3:53	5:53	7:53
Hermiston	SW 3 rd St. / W Orchard Ave.	5:22	6:52	8:22	10:05	12:05	2:05	4:05	6:05	8:05

Bold times indicate PM.

Table 6. Hermiston–Boardman Connector Clockwise Schedule

Stop		Early AM Route			Regular Route					
Priority		+1.5 hr	Higher Priority Runs – 13 Service Hours						+2.5 hr	
Hermiston	SW 3 rd St. / W Orchard Ave.	4:50	6:20	7:50	9:45	11:45	1:45	3:45	5:45	7:45
N/A	Lamb Weston (Westland Road)	5:02	6:32	8:02	9:57	11:57	1:57	3:57	5:57	7:57
Boardman	Boardman Ave/Main St	5:20	6:50	8:20	10:15	12:15	2:15	4:15	6:15	8:15
	SAGE Center (arrive)	5:25	6:55	8:25	10:20	12:20	2:20	4:20	6:20	8:20
	SAGE Center (depart)	5:32	7:02	8:32	10:27	12:27	2:27	4:27	6:27	8:27
	Columbia River Processing	5:35	7:05	8:35	10:30	12:30	2:30	4:30	6:30	8:30
N/A	Port of Morrow Warehouse	5:38	7:08	8:38	10:33	12:33	2:33	4:33	6:33	8:33
Irrigon	US 730 / First Street	5:50	7:20	8:50	10:45	12:45	2:45	4:45	6:45	8:45
Umatilla	City Hall Village Square	5:59	7:29	8:59	10:54	12:54	2:54	4:54	6:54	8:54
	6 th Street/Yrexa Avenue	6:00	7:30	9:00	10:55	12:55	2:55	4:55	6:55	8:55
N/A	McNary Market	–	–	–	11:00	1:00	3:00	5:00	7:00	9:00
N/A	KIE Supply Corporation	–	–	–	11:07	1:07	3:07	5:07	7:07	9:07
Hermiston	Walmart	–	–	–	11:11	1:11	3:11	5:11	7:11	9:11
	SW 3 rd St./ W Orchard Ave.	6:12	7:42	9:12	11:20	1:20	3:20	5:20	7:20	9:20

Bold times indicate PM.

Hopper and HART Recommendations

In order to decrease transfer times and improve connections, Hopper and HART schedule modifications were considered. Table 7 shows the connection opportunities at SW 3rd Street/Orchard Avenue in Hermiston.

Hopper Schedule Modifications

- AM Trip:** Begin the AM trip 30 minutes later to provide a timed transfer with the Hermiston–Boardman Connector on its way to Pendleton as the Connector goes to Boardman. No modifications to the route alignment are recommended for this trip. Maintaining the Umatilla connection has the additional benefit of reducing the need to transfer between buses, especially as there is a relatively high commute demand between Umatilla and Pendleton. The Hopper would start from SW 3rd Street/Orchard Avenue at 6:16 AM instead of 5:46 to head north (McNary/ Umatilla) and at 6:54 AM instead of 6:24 AM to head south (Pendleton).
- Mid-AM trip:** Remove service between Umatilla and Irrigon, resulting in 30 minutes of travel time savings. This changes the route's return time to stop by SW 3rd Street/W Orchard

Avenue at 10:21 AM instead of 10:51 AM, allowing for transfers between the Hermiston-Boardman Connector on the Hopper's way to Pendleton. This change to the schedule also allows Boardman-to-Pendleton travelers to have a timed transfer. Alternatively, to avoid having the Hopper and Connector buses follow shortly after each other on the way back from Umatilla, the Hopper could return directly to Hermiston from Umatilla via the Umatilla River Road and have its layover in Hermiston instead of at the McNary Market.

- **Mid-PM trip:** Begin this run 20 minutes later and remove the Hermiston-to-Irrigon segment of the service, making SW 3rd Street/Orchard Avenue the terminus for this Hopper run. This change would schedule the Hopper to arrive at 2:18 PM instead of 1:58 PM to allow transfers between the Hermiston-Boardman Connector (arrives at 2:18 PM and departs at 2:30 PM). The timed transfer also maintains low transfer times for riders.
- **PM trip:** Remove the Hermiston-to-Irrigon segment, making SW 3rd Street/Orchard Avenue the terminus for this Hopper run. If the Hopper continued north from Hermiston, it would duplicate service with the Hermiston-Boardman Connector. The timed transfer also maintains low transfer times for riders.

HART Schedule Modifications

Wait times for transfers in both directions between the Connector and HART are generally 30 minutes or less. The HART schedule could be adjusted to time connections with the Hermiston-Boardman Connector (particularly the 10:16 am HART departure), but the transfer times that would result under the existing HART schedule are reasonable. Therefore, no significant HART schedule changes are recommended at this time.

Network, Travel Times, and Transfers

Figure 12 and Figure 13 show the approximate travel times and transfer times to connecting services of the Early AM and Regular Hermiston–Boardman Connector, respectively. As shown in Figure 12, it takes 14 minutes between Hermiston and Umatilla, 8 minutes between Umatilla and Irrigon, 18 minutes between Irrigon and Boardman (SAGE Center), and 35 minutes between Boardman and Hermiston on the Preferred Early AM Clockwise and Counterclockwise Hermiston – Boardman Connector. As shown in Figure 13, it takes 27 minutes one-way to travel between Hermiston and Umatilla, 9 minutes between Umatilla and Irrigon, 16 minutes between Irrigon and Boardman (SAGE Center), 18 minutes between Boardman (SAGE Center) to Irrigon; and 35 minutes between Boardman and Hermiston on the Preferred Regular Clockwise and Counterclockwise Hermiston – Boardman Connector. Timed connections to the Hopper are provided at SW 3rd Street/Orchard Ave for both versions of the Connector route.

Figure 14 and Figure 15 show the route taken by the Early AM and Regular Hermiston – Boardman Connector, respectively, within Hermiston. A focused view of the Boardman end of the routes is included with the Boardman – Port of Morrow Circular section later in this report.

Table 7. SW 3rd Street/Orchard Avenue Connection Opportunities

SW 3rd Street/W Orchard Ave (Hermiston)																					
Hermiston– Boardman Connector		CC	CW	CC	CW	CC	CW	CC	CW	CC	CW	CC	CW	CC	CW	CC	CW	CC	CW	CC	CW
	Arrive	–	–	5:22	6:12	6:52	7:42	8:22	9:12	10:05	11:20	12:05	1:20	2:05	3:20	4:05	5:20	6:05	7:20	8:05	9:20
	Depart	4:00	4:50	5:30	6:20	7:00	7:50	8:30	9:45	10:30	11:45	12:30	1:45	2:30	3:45	4:30	5:45	6:30	7:45	–	–
Existing Hopper	To Umatilla	–	–	–	5:46	–	–	–	9:26	–	–	–	–	1:58	–	–	–	6:15	–	–	–
	To Pendleton	–	–	–	6:24	–	–	–	10:51	–	–	–	–	3:23	–	–	–	6:59	–	–	–
Proposed Hopper Modification	Depart to McNary/ Umatilla	–	–	–	6:16	–	–	–	9:26	–	–	–	–	–	–	–	–	–	–	–	–
	Arrive from Pendleton	–	–	–	–	–	–	–	–	–	–	–	–	2:18	–	–	–	6:15	–	–	–
	Depart to Pendleton	–	–	–	–	6:54	–	–	–	10:21	–	–	–	2:30	–	–	–	6:29	–	–	–
Existing HART		–	–	–	–	7:14	7:57	8:04 8:47	9:26	10:09 10:16	10:59	12:19 1:02	1:09	1:52 3:09	3:52 3:58	4:42	5:19	6:03 6:08	6:52	–	–

Bold times indicate PM.

Red italic times indicate opportunity for timed transfer to and from the Connector.

CC = counterclockwise, CW = clockwise.

Figure 12. Early AM Hermiston – Boardman Connector Network, Travel Times, and Transfers

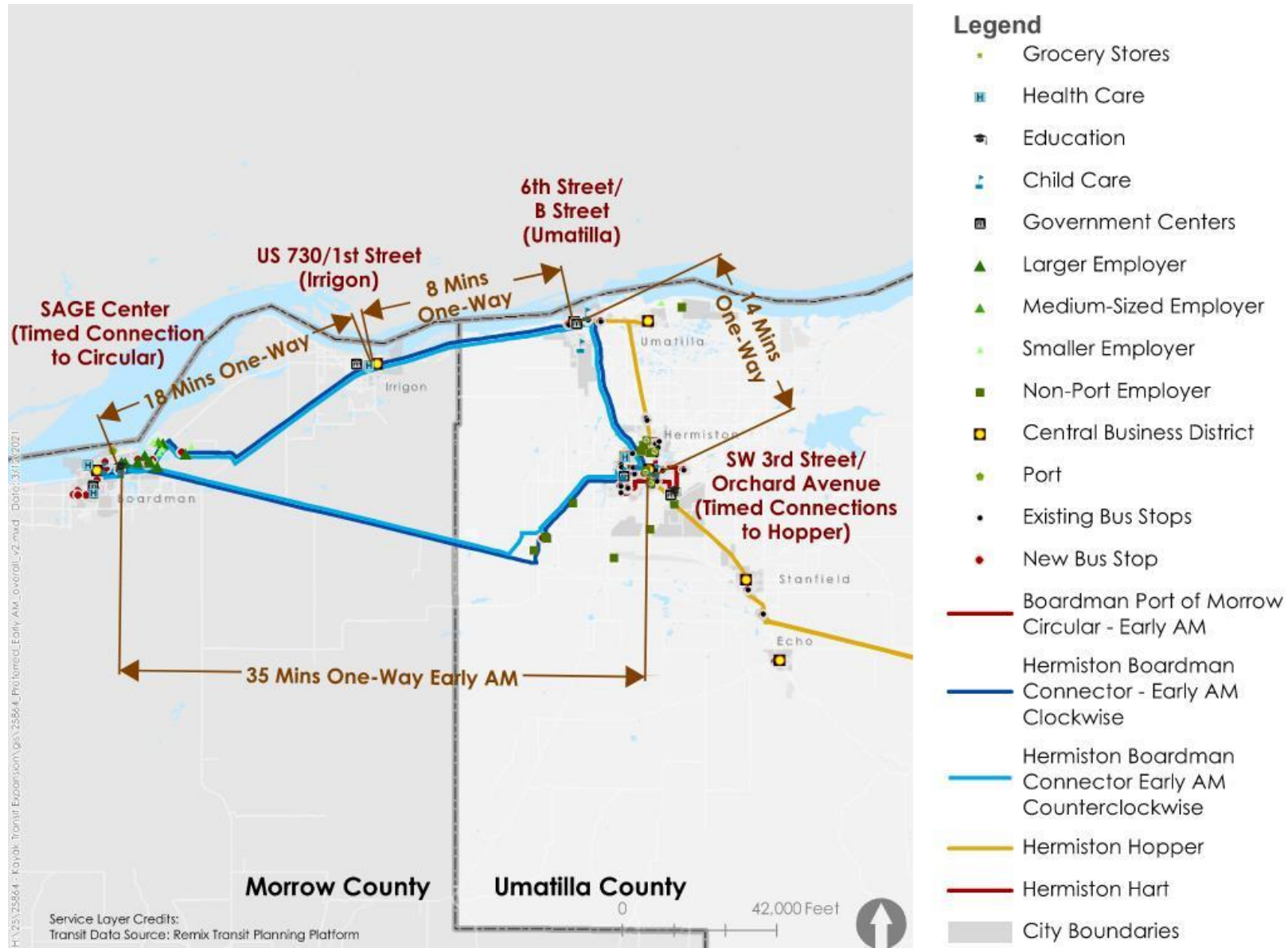


Figure 13. Regular Hermiston – Boardman Connector Network, Travel Times, and Transfers

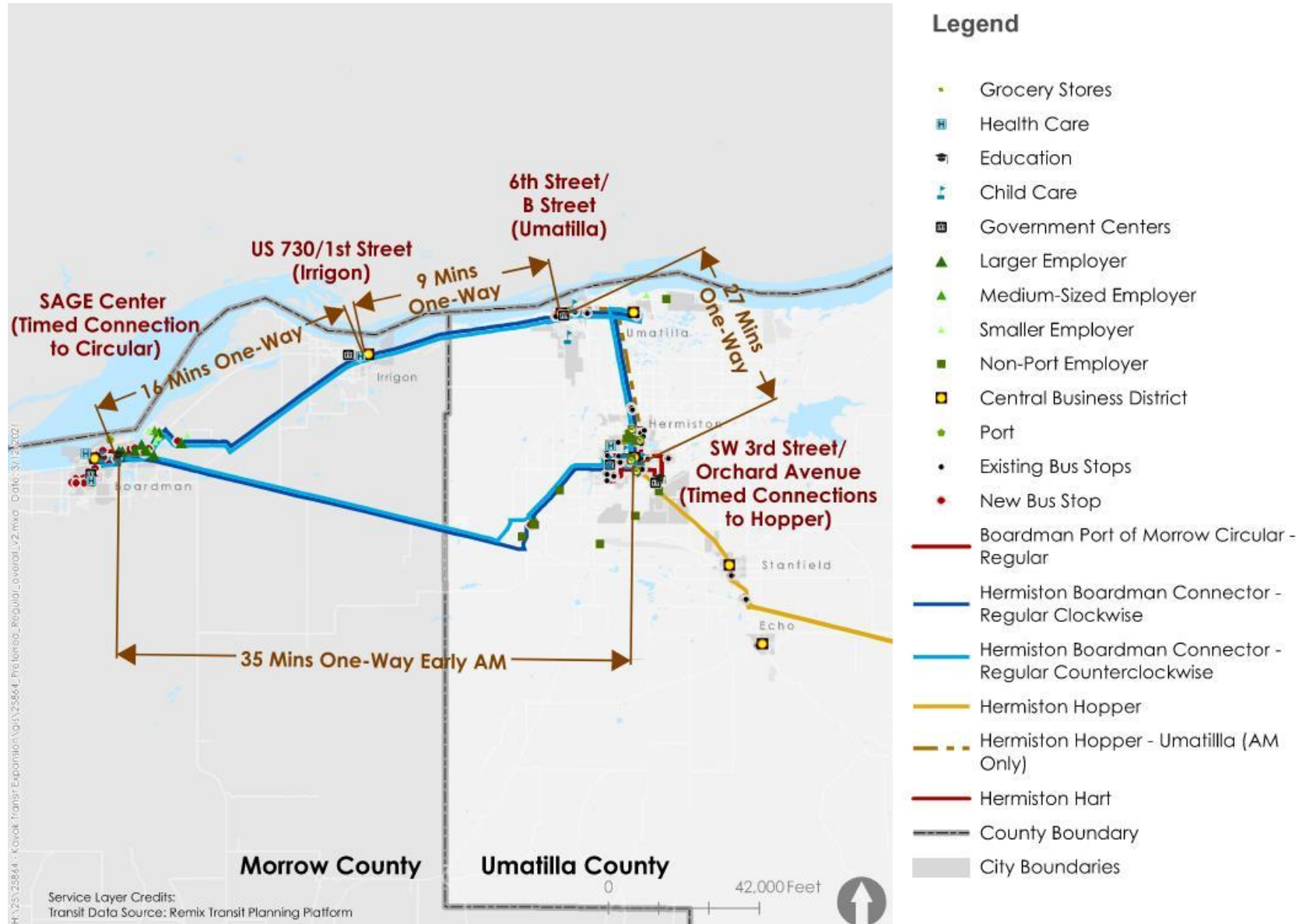


Figure 14. Early AM Hermiston – Boardman Connector: Hermiston Detail

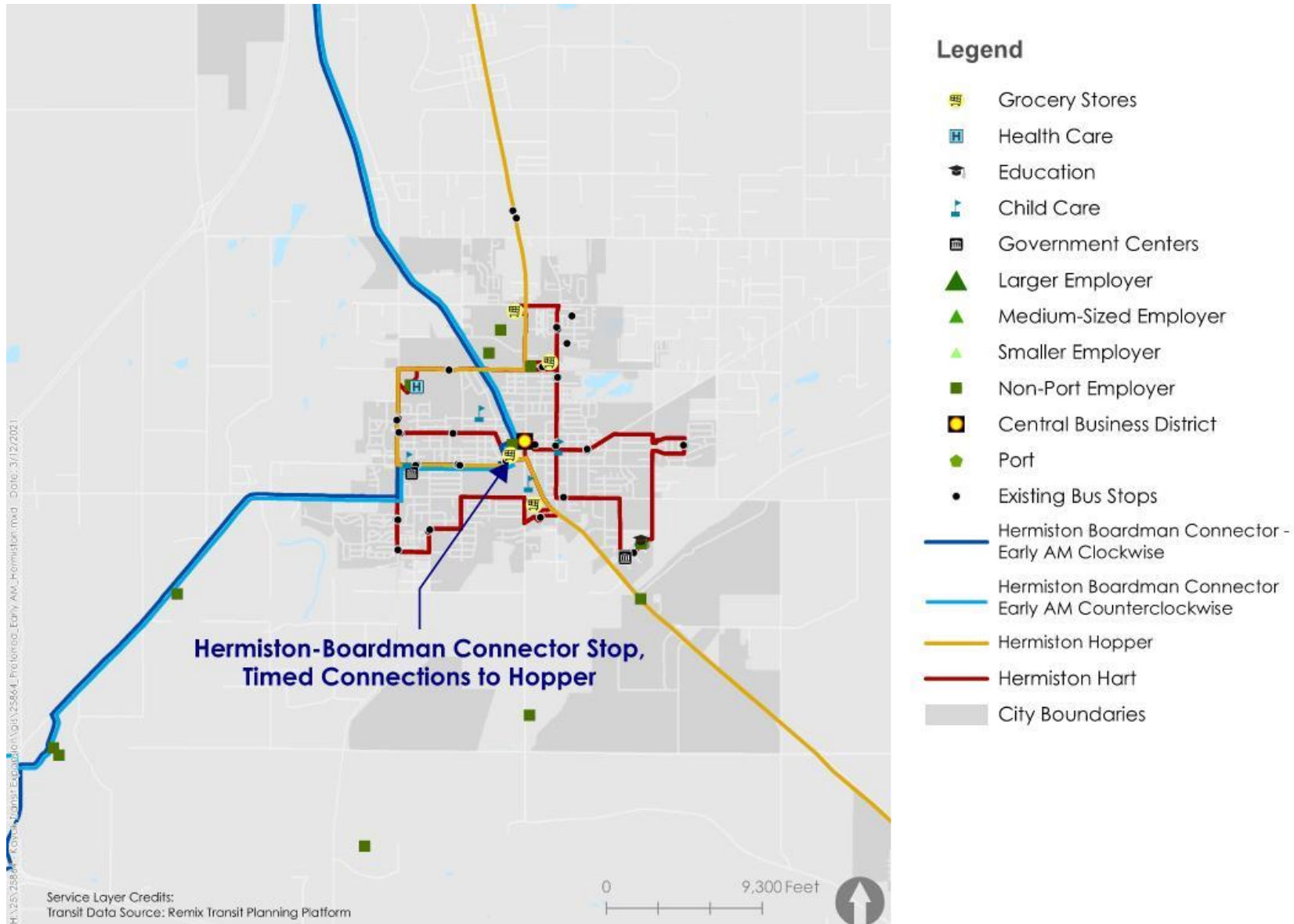
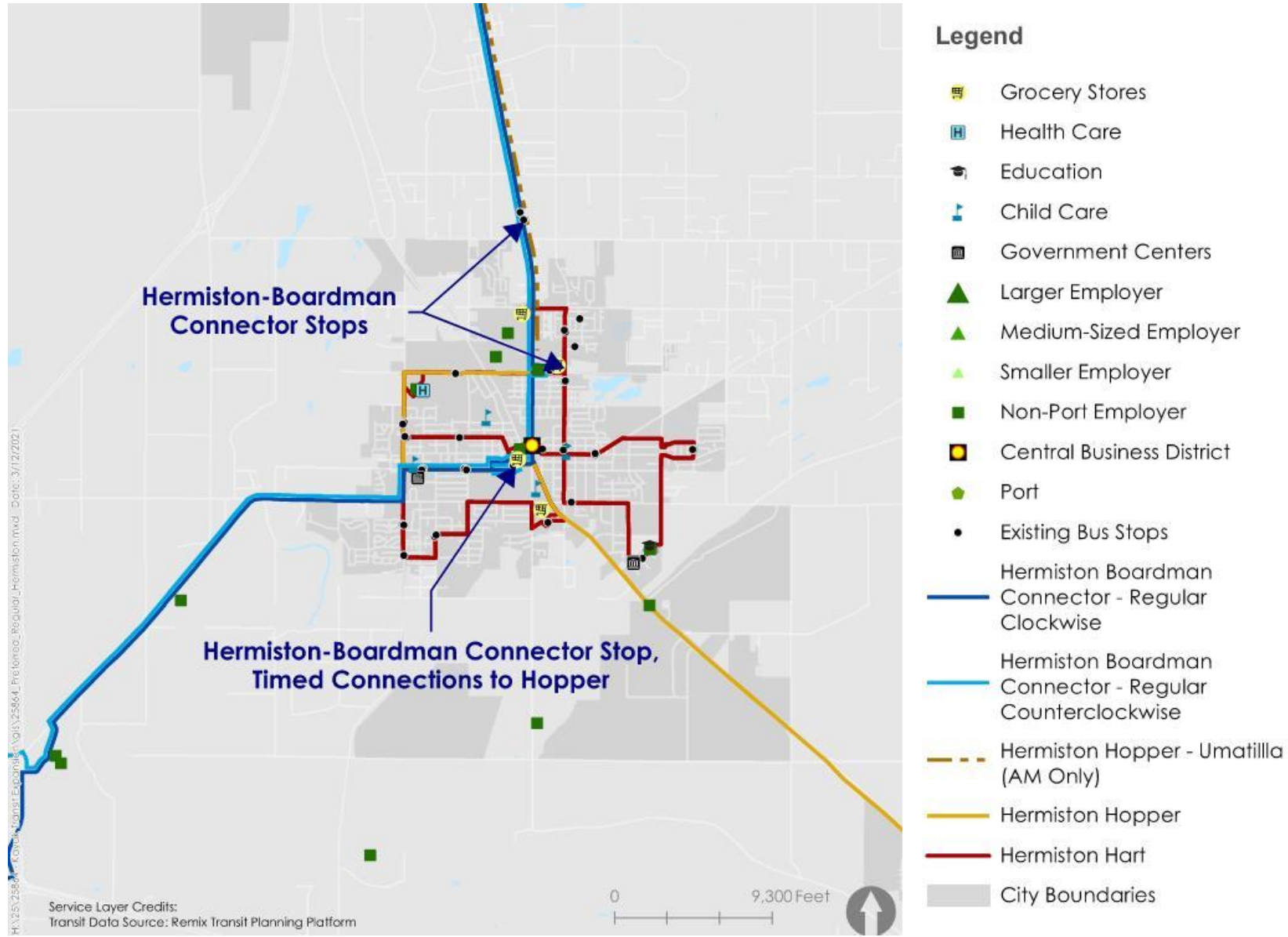


Figure 15. Regular Hermiston – Boardman Connector: Hermiston Detail



Evaluation of Access

Table 8 shows the existing amenities and infrastructure, including walking facility availability, biking facility availability, park-and-ride availability, and stop amenities at the proposed stops. As shown, many stops lack biking facilities, park-and-ride feasibility, and stop amenities. Improvements within communities could be prioritized near stops to make accessing transit more comfortable and convenient.

Table 8. Amenities and Infrastructure at Stops

	Stop	Walking Availability	Biking Availability	Park-and-Ride Availability	Stop Amenities
Hermiston	SW 3rd Street/W Orchard Ave	Good	Poor	Potential Future	Shelter; Trash Cans; Seating
	Walmart	Good	Good	Potential Future	Shelter; Restrooms; Trash Cans
	Northwest Farm Supply	Fair	Poor	None	Trash Cans
	KIE Supply Corporation	Fair	Poor	None	None
N/A	Lamb Weston (Westland Road)	Poor	Poor	Potential Future	None
	McNary Market	Fair	Poor	None	Shelter; Trash Cans
Umatilla	Post Office	Fair	Poor	None	None
	Recycling Depot	Good	Poor	None	Trash Cans
	6th Street/B Street	Good	Poor	None	Trash Cans
	City Hall Village Square	Good	Poor	None	Seating
	6th Street/Yrexa Avenue	Good	Poor	None	None
Irrigon	Highway 730 and First Street	Good	Poor	None	None
Boardman	Employment stops	Poor	Poor	Undesirable	None
	SAGE Center	Fair	Poor	None	Shelter; Restrooms; Trash Cans; Bike Racks; Seating
	Boardman Ave/Main St	Good	Fair	Potential Future	Trash Cans

Walking and Biking Rating: Good = sidewalks and crosswalks; bicycle lanes or sharrows; Fair = some sidewalks; adequate shoulder for biking; Poor = no facilities

Boardman – Port of Morrow Circular

Table 9 shows the near-term route schedule for weekday and Saturday service. As identified, the 5:25 AM to 7:15 PM service is higher priority, if funding is limited, to provide first/last-mile connections to the Port of Morrow employers. If more funding is available, additional early and late service could be added to provide more connectivity within the Boardman and Port of Morrow region.

Table 9. Port of Morrow Circular Schedule

Stop	Early AM Route							Regular Route											
	+1 hr		Higher Priority Runs – 13 Service Hours															+2 hr	
SAGE Center (Arrives)	–	4:40	5:25	6:10	6:55	7:40	8:25	9:10	10:20	11:20	12:20	1:20	2:20	3:20	4:20	5:20	6:20	7:20	8:20
SAGE Center (Departs)	–	4:45	5:30	6:15	7:00	7:45	8:30	9:25	10:25	11:25	12:25	1:25	2:25	3:25	4:25	5:25	6:25	7:25	8:25
Boardman Foods EB	–	4:52	5:37	6:22	7:07	7:52	8:37	9:31	10:31	11:31	12:31	1:31	2:31	3:31	4:31	5:31	6:31	7:31	8:31
Lamb-Weston East	–	4:54	5:39	6:24	7:09	7:54	8:39	9:33	10:33	11:33	12:33	1:33	2:33	3:33	4:33	5:33	6:33	7:33	8:33
Lamb Weston West	–	4:58	5:43	6:28	7:13	7:58	8:43	9:37	10:37	11:37	12:37	1:37	2:37	3:37	4:37	5:37	6:37	7:37	8:37
SAGE Center	4:22	5:07	5:52	6:37	7:22	8:07	8:52	9:52	10:52	11:52	12:52	1:52	2:52	3:52	4:52	5:52	6:52	7:52	8:52
Columbia Ave/2nd St	4:26	5:11	5:56	6:41	7:26	8:11	8:56	9:56	10:56	11:56	12:56	1:56	2:56	3:56	4:56	5:56	6:56	7:56	8:56
Boardman Post Office	4:29	5:14	5:59	6:44	7:29	8:14	8:59	9:59	10:59	11:59	12:59	1:59	2:59	3:59	4:59	5:59	6:59	7:59	8:59
Main St/Front St SB	4:30	5:15	6:00	6:45	7:30	8:15	9:00	10:00	11:00	12:00	1:00	2:00	3:00	4:00	5:00	6:00	7:00	8:00	9:00
Select Market/DHS	4:32	5:17	6:02	6:47	7:32	8:17	9:02	10:02	11:02	12:02	1:02	2:02	3:02	4:02	5:02	6:02	7:02	8:02	9:02
Faler Rd/Mt. Hood Ave	–	–	–	–	–	–	–	10:06	11:06	12:06	1:06	2:06	3:06	4:06	5:06	6:06	7:06	8:06	9:06
Mt. Hood Ave/Wilson Ln	–	–	–	–	–	–	–	10:07	11:07	12:07	1:07	2:07	3:07	4:07	5:07	6:07	7:07	8:07	9:07
Wilson Rd/River Ridge Dr	–	–	–	–	–	–	–	10:08	11:08	12:08	1:08	2:08	3:08	4:08	5:08	6:08	7:08	8:08	9:08
Wilson Rd/Anthony Rd	–	–	–	–	–	–	–	10:09	11:09	12:09	1:09	2:09	3:09	4:09	5:09	6:09	7:09	8:09	9:09
Tatone St/Wilson Rd	–	–	–	–	–	–	–	10:10	11:10	12:10	1:10	2:10	3:10	4:10	5:10	6:10	7:10	8:10	9:10
Tatone St/Willow Fork Dr	–	–	–	–	–	–	–	10:11	11:11	12:11	1:11	2:11	3:11	4:11	5:11	6:11	7:11	8:11	9:11
Select Market/DHS	4:32	5:17	6:02	6:47	7:32	8:17	9:02	10:12	11:12	12:12	1:12	2:12	3:12	4:12	5:12	6:12	7:12	8:12	9:12
Main St/Front St NB	4:34	5:19	6:04	6:49	7:34	8:19	9:04	10:14	11:14	12:14	1:14	2:14	3:14	4:14	5:14	6:14	7:14	8:14	9:14
C&D Drive-In	4:36	5:21	6:06	6:51	7:36	8:21	9:06	10:15	11:15	12:15	1:15	2:15	3:15	4:15	5:15	6:15	7:15	8:15	9:15
Boardman Ave/2 nd Ave	4:37	5:22	6:07	6:52	7:37	8:22	9:07	10:16	11:16	12:16	1:16	2:16	3:16	4:16	5:16	6:16	7:16	8:16	9:16

Evaluation of Access

Table 10 shows the existing amenities and infrastructure, including walking facility availability, biking facility availability, park-and-ride potential, and stop amenities at the proposed stops. Walking and biking availability at stops are fair along Wilson Road in Boardman and good at Main Street/Boardman Avenue. As shown, many stops lack amenities given they'd be established through this service. Park-and-ride is not as critical of a criterion due to this route's local service purpose, although it could be provided at the SAGE Center for the Connector. Walking and biking improvements could be prioritized near stops and amenities could be improved to make accessing transit comfortable and convenient.

Table 10. Amenities and Infrastructure at Stops

Stop	Walking	Biking	Park-and-Ride	Stop Amenities
SAGE Center	Fair	Poor	Potential Future	Shelter; Restrooms; Trash Cans; Bike Racks; Seating
Employment Stops	Poor	Poor	Undesirable	None
Columbia Ave/2 nd St	Fair	Poor	None	Shelter
Boardman Post Office	Fair	Fair	None	Trash Cans
Main St/Front St	Fair	Fair	None	Restrooms; Trash Cans
Select Market/DHS	Fair	Poor	None	Trash Cans
Faler Rd/Mt. Hood Ave	Poor	Poor	None	None
Mt. Hood Ave/Wilson Ln	Poor	Poor	None	None
Wilson Rd/River Ridge Dr	Fair	Fair	None	None
Wilson Rd/Anthony Rd	Fair	Fair	None	None
Tatone St/Wilson Rd	Fair	Fair	None	None
Tatone St/Willow Fork Dr	Poor	Poor	None	None
C&D Drive-In	Poor	Poor	None	Shelter; Restrooms; Trash Cans; Seating
Boardman Ave/2 nd Ave	Poor	Poor	None	None

Walking and Biking Rating: Good = sidewalks and crosswalks; bicycle lanes or sharrows; Fair = some sidewalks; adequate shoulder for biking; Poor = no facilities

Network, Travel Times, and Transfers

Figure 16 and Figure 17 show the travel times and transfer times of the Early AM and Regular Boardman – Port of Morrow Circular. As shown, employees can generally travel between SAGE and the Port employers in 10 minutes or less and from SAGE to residential areas in 15 minutes with the Early AM Route and Regular Route. There are timed connections at the SAGE Center to the Connector for both routes, allowing riders to transfer between the services with little wait time.

Figure 16. Early AM Port of Morrow Circular

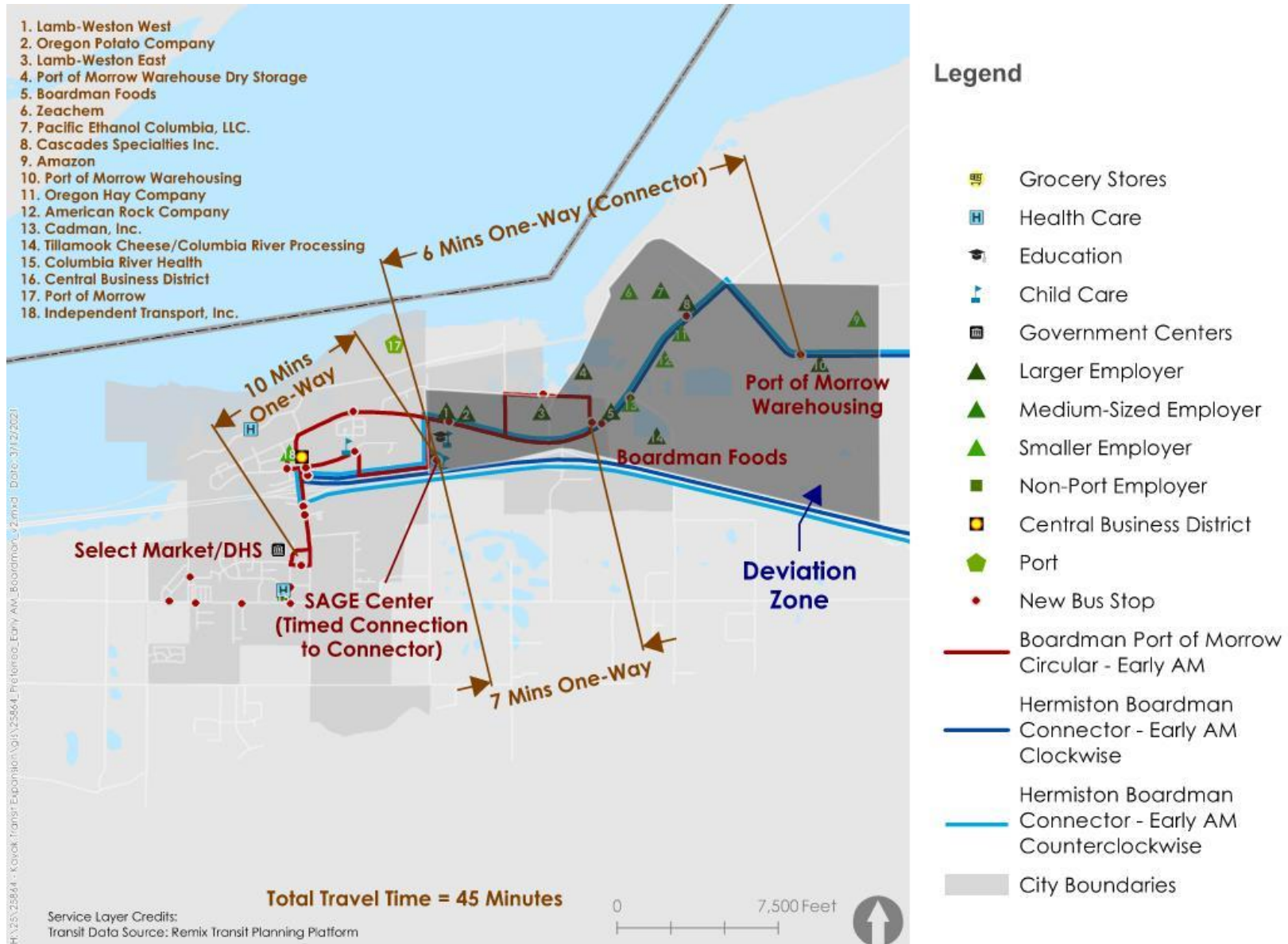
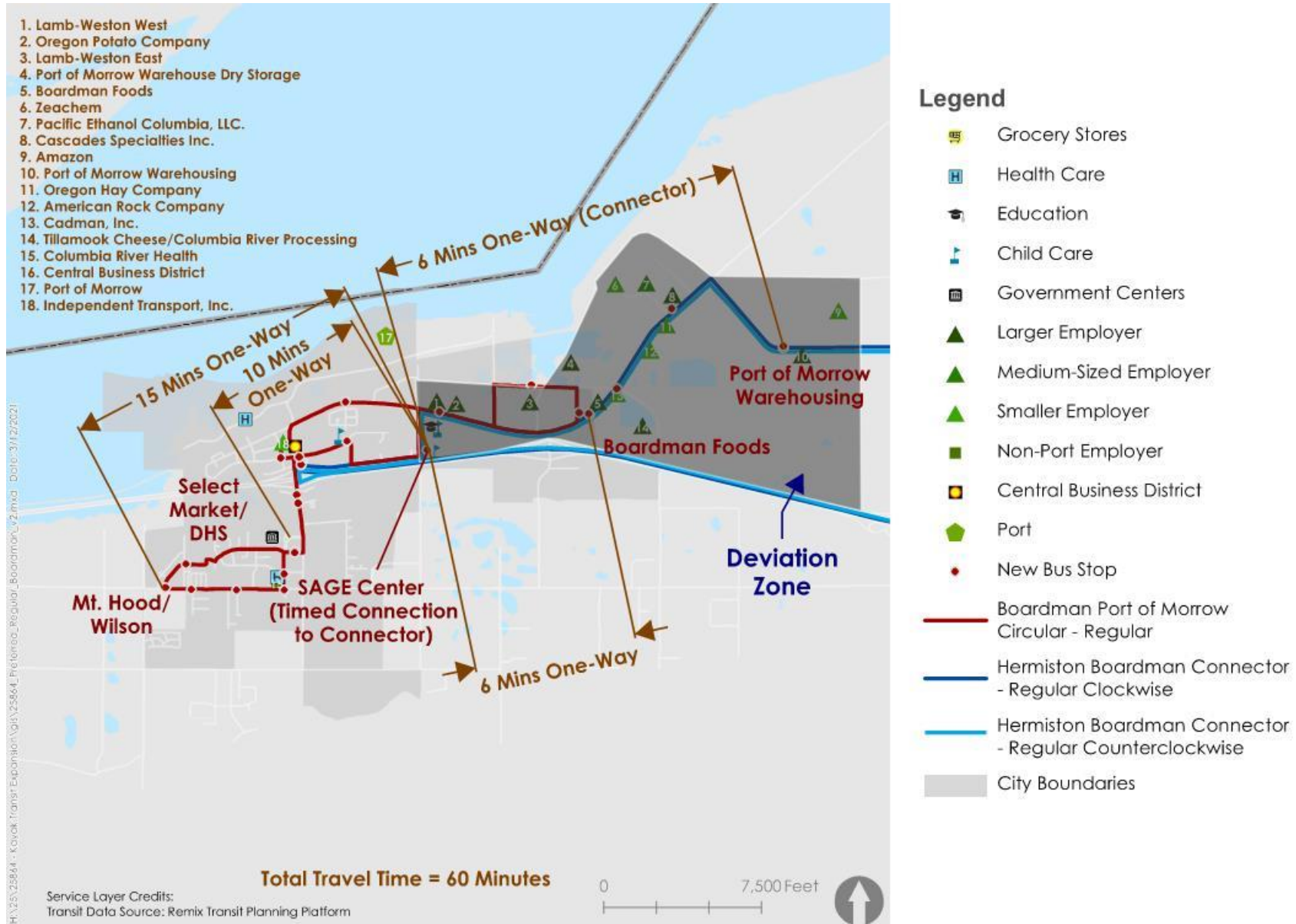


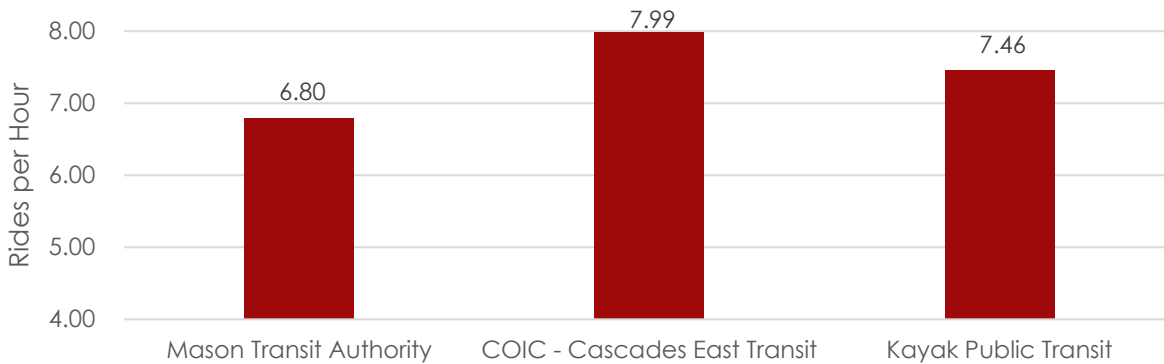
Figure 17. Regular Port of Morrow Circular



Ridership Estimates

To determine estimated ridership, the Hermiston – Boardman Connector characteristics were compared to similar services elsewhere in Oregon and Washington. Figure 18 shows ridership of the following commuter bus services: Mason Transit Authority's intercommunity services (Route 1 - Shelton/Belfair, Route 3 - Belfair/Bremerton and Route 6 - Shelton/Olympia) in Washington, Central Oregon Intergovernmental Council's (COIC's) Cascades East Transit intercommunity service, and Kayak Public Transit's intercommunity service. These routes generally operate during daytime hours (8 AM – 6 PM is typical). Late night and early morning service for Port of Morrow shifts may result in lower ridership, as those riding the service for non-commute purposes will likely be lower. As shown in the figure, rides per hour for COIC is 7.99, Kayak Public Transit is 7.46, and Mason Transit Authority is 6.80. The Hermiston – Boardman Connector will likely attract 6-8 rides per hour, depending on the service alternative and service hours.

Figure 18. Ridership Estimates of Similar Commuter Bus Services



For the Boardman – Port of Morrow Circular, potential transit demand was estimated using TCRP Report 161. In 2012, the Transportation Research Board (TRB) published a methodology to estimate small-city fixed-route transit demand through Transit Cooperative Research Program (TCRP) Web-Only Document 58 and Report 161. TCRP Report 161 is a workbook providing step-by-step procedures for quantifying the need for passenger transportation services and to quantify the demand that is likely to be generated given the service hours provided.

The purpose of this evaluation is to understand expected demand for a fixed-route system. It is important to note that the demand reported by this analysis is only a rough estimate based on the demographic makeup of Boardman. It is a very broad-brush analysis based on typical demographics factors that would indicate a propensity to use transit. It doesn't contain any specific land use variables and is generic for all small cities.

As shown in Table 11, the initial 12 to 18 hours of service is generally predicted to provide 6-6.5 rides per hour. The demand forecast increases non-linearly as more hours of service are provided, and does not take into consideration shift times or the higher employment in Boardman compared to other similarly sized cities.

Table 11. TCRP Report 161 Ridership Estimates

Hours per Day	Annual Revenue Hours ¹	TCRP 161 Estimated Ridership	Rides per Hour	Annual Operating Cost
12	4,368	28,900	6.62	\$150,000
15	5,460	35,200	6.45	\$200,000
18	6,552	41,500	6.33	\$250,000

¹ All buses assumed to operate daily.



Hermiston City Hall Reconstruction
Potential Transit Stop

3. FINANCIAL PLAN

FINANCIAL PLAN

This section provides an overview of potential funding sources, projected operating budget, and potential funding scenarios to meet the operating budget. This section provides a rough estimate of capital funding for improvements such as bus stops, sidewalk facility, and bicycle facility improvements; an in-depth evaluation is included in the *Capital Plan* section.

Potential Funding Sources

Potential funding sources that CTUIR, Morrow County, and Umatilla County can tap include federal, state, and local sources. Some funding sources have already been identified and secured, such as Statewide Transportation Improvement Fund (STIF) formula funding. Other sources are being actively pursued, such as Morrow County seeking Federal Transit Administration (FTA) Section 5311 qualification and funding. These funding sources, as well as others not currently being pursued, can be used to support initial services and expand future service.

Federal Funding Opportunities

This section describes several federal funding opportunities. The primary federal operating funding sources are the Enhanced Mobility of Seniors & Individuals with Disabilities Formula Grant (Section 5310) and the Rural Area Formula Grant (Section 5311).

Section 5304/5305 – Statewide Planning and Planning Programs Grants

The 5304 and 5305 grant programs provides funding and procedural requirements for the following types of projects:

- Studies related to management, planning, operations, capital requirements, and economic feasibility of new services;
- Evaluation of previously financed projects;
- Peer reviews and exchanges of technical data in support of planning analyses;
- Planning activities preliminary to and in preparation for constructing, acquiring, or improving the operation of facilities and equipment.

The FTA apportions funds to states using a formula that considers the state's urbanized area population. ODOT expects to receive approximately \$1,000,000 through this program during the FY21–23 biennium. ODOT accepts applications for these funds from eligible providers, which can include counties, cities, rural transit districts, and tribal governments, among others. A 20% local match is required, which can include the value of staff time devoted to the project. These funds could be used, for example, to evaluate the outcomes of the initial service; to plan future service changes or expansions; and to evaluate pedestrian access needs to bus stops.

Section 5310 – Enhanced Mobility of Seniors & Individuals with Disabilities Formula Grant

The 5310 operating grant provides formula funding to states and metropolitan areas for the purpose of meeting the transportation needs of seniors and people with disabilities. Funds are apportioned based on each state's share of the population for these two groups and funds. ODOT receives the portion of the funds set aside for small urban and rural areas and distributes these funds to transit providers through a competitive grant process. For FY20–22, ODOT received approximately \$2.25 million. Morrow County received \$13,500 to support operations, while the City of Pendleton received \$23,200 for preventative maintenance and mobility management.

The purpose of the Section 5310 program is to improve mobility for seniors and people with disabilities by removing barriers to transportation service and expanding transportation mobility options. Eligible projects include both “traditional” capital investment and “nontraditional” investment beyond the requirements for Americans with Disabilities Act (ADA) complementary paratransit services. From the FTA, eligible activities include:

“Traditional Section 5310 project examples include:

- buses and vans
- wheelchair lifts, ramps, and securement devices
- transit-related information technology systems, including scheduling/routing/one-call systems
- mobility management programs
- acquisition of transportation services under a contract, lease, or other arrangement

Nontraditional Section 5310 project examples include:

- travel training
- volunteer driver programs
- building an accessible path to a bus stop, including curb-cuts, sidewalks, accessible pedestrian signals or other accessible features
- improving signage, or way-finding technology
- incremental cost of providing same day service or door-to-door service
- purchasing vehicles to support new accessible taxi, rides sharing and/or vanpooling programs
- mobility management programs”

Operations projects require a 50% local match, while other types of projects require a 20% local match.

Section 5311 – Rural Area Formula Grant

The Section 5311 grant program provides funding to small cities and rural areas with populations of less than 50,000 for transit capital, planning, and operations, including job access and reverse commute projects. Funds are apportioned to states based on a formula that includes land area, population, revenue vehicle miles, and low-income individuals in rural areas. ODOT receives the funds and distributes them to prequalified providers, which can include local and tribal governments and non-profit organizations. To be prequalified, providers must have a Drug and Alcohol Policy compliant with FTA 49CFR Part 655 and seek qualification through an application to the Public Transportation Advisory Committee (PTAC). Providers receive a \$100,000 base allocation, which is then increased using a formula based on miles of rural service operated (60%) and number of rides provided (40%). For FY21–23, ODOT expects to distribute approximately \$20.1 million statewide, with CTUIR receiving \$674,369. Morrow County is currently pursuing general 5311 qualification and funding. The required local match is 43.92% for operations projects and 10.27% for all other project types.

In addition to the formula grant program, Section 5311 includes, among others, an Intercity Bus Program under Section 5311(f) and a Tribal Transit Program under Section 5311(c)(1)(b). ODOT combines FTA's intercity funding with Oregon's Statewide Transit Network Program, discussed in the State Funding Opportunities section below. The Tribal Transit Program is discussed in the next section.

Section 5311(c)(1)(b) – Tribal Transit Program

As a federally recognized tribe, CTUIR is eligible for formula funding under the Tribal Transit Program. The formula component of the program is funded nationally at \$30 million annually; CTUIR's share in FY2019 was \$455,203. Formula funds can be used for "capital, operating, planning, and administrative expenses for public transit projects that meet the growing needs of rural tribal communities," along with any other activity eligible under the main Section 5311 program, including purchasing transit services from other providers. No local match is required for formula funds.

The Tribal Transit Program also includes a competitive grant program funded at \$5 million annually, which can be used for the same types of projects eligible for tribal formula funds. A 10% local match is required for competitive grants. In FY2019, CTUIR received a \$36,593 competitive grant to purchase and install security infrastructure at several facilities.

Section 5339 – Bus and Bus Facilities

The 5339 grant provides funding for small city and rural transit providers to replace vehicles, expand the vehicle fleet, purchase bus-related equipment, construct or modify bus-related facilities, and install signs and shelters. This program provides funding for major capital improvements to rural transit systems that would not be achievable through formula allocations. Each state receives a base \$1.75 million allocation per year, which is then increased based on population and service factors. ODOT then distributes its share of the funds to transit providers through a competitive grant process;

a total of \$10.3 million was available during the FY20–22 biennium. The required local match is 15% for vehicles and 20% for all other types of eligible projects.

Surface Transportation Block Grant (STBG)

The STBG program provides flexible federal funding to best address state and local transportation needs, including Federal-aid highways, bridge and tunnel projects on public roads, pedestrian and bicycle infrastructure, and transit capital projects, such as fleet replacement. ODOT provides a STBG Fund Exchange program in which cities with populations between 5,000 and 200,000, and all counties, can exchange their federal funds for state funds at a rate of 90 cents in state funds for each dollar of federal funds (this rate applies to FY22 and beyond). Recipients can then use the state funds they receive to (1) provide local match for other federal grants or (2) implement their projects without being constrained by federal requirements that would accompany the use of federal funds. ODOT also transfers funds it receives from the STBG program into the state's STP Discretionary Bus Replacement Program, described in the State Funding Opportunities section below.

Other Federal Funding

The FTA periodically releases additional funding opportunities. In 2019, the FTA released the Integrated Mobility Innovation opportunity, providing \$15 million for demonstration projects focused on Mobility on Demand, Strategic Transit Automation Research, and Mobility Payment Integration. For FY20, the FTA also announced the Mobility for All Pilot Program to invest in mobility options for older adults, individuals with disabilities, and people with low incomes, aimed to enable connections to jobs, education, and health services. The FTA also provides Section 5314 Technical Assistance and Workforce Development grants, which support technical assistance and educational activities that enable more effective and efficient delivery of transportation services, foster compliance with federal laws (including the ADA). These types of funding opportunities can help providers invest in innovative and effective practices and partnerships.

State Funding Opportunities

This section describes the various funding opportunities provided by the state of Oregon.

Special Transportation Fund (STF)

The STF was created in 1985 by the Oregon Legislature. Funds are allocated to 42 jurisdictions around the state based on population. The STF is funded by cigarette tax revenue, excess revenue earned from sales of photo ID cards, and other funds from ODOT. The STF Program provides a flexible, coordinated, reliable, and continuing source of revenue to support transportation services for seniors and people with disabilities of any age. The Oregon Legislature intended that STF funds be used to provide transportation services needed to access health, education, work, and social/recreational opportunities so that seniors and people with disabilities may live as independently and productively as possible. The funds may be used for any purpose directly related to transportation services, including transit operations, capital

equipment, planning, travel training, and other transit-related purposes. No local match is required.

In the 2019–2021 biennium, CTUIR and Morrow County received \$135,400 each and Umatilla County received \$384,991. The awards for the 2021–2023 biennium will be the final separate STF distribution, as the Oregon Legislature has directed that the STF be merged into the Statewide Transportation Improvement Fund (STIF) by July 1, 2023.

Statewide Transportation Improvement Fund (STIF)

Section 122 of Keep Oregon Moving (Oregon House Bill 2017) established the STIF, a new dedicated funding source for expanding public transportation service, funded through an 0.1 percent employee payroll tax in Oregon. HB 2017's goals included expanding access to jobs, improving mobility, relieving congestion, and reducing greenhouse gas emissions, while providing a special focus on low-income populations. STIF funds may be used for public transportation purposes that support the operations, planning, and administration of public transportation programs and may also be used as the local match for state and federal grants for public transportation service.

Most (90%) of STIF funds are distributed to Qualified Entities based on a formula, with CTUIR, Morrow County, and Umatilla County all receiving direct formula funds. Five percent of STIF funds are available via discretionary grants for flexible funding, while four percent are available via discretionary grants for projects enhancing intercommunity service and the statewide transit network. One percent of the funds are allocated for program administration and a technical resource center.

Table 12 shows the projected growth of STIF formula funding for CTUIR, Morrow County and Umatilla County. As shown, STIF funding for CTUIR is a fixed amount and is not projected to grow through 2023, whereas STIF funding for Morrow County and Umatilla County are projected to grow by 5.38% per year through 2023. These amounts do not include discretionary and intercommunity funds.

Table 12. STIF Formula Fund Projections for CTUIR, Morrow County and Umatilla County

STIF	2020	2021	2022	2023	Projected Growth 2022–2023
CTUIR	\$100,000	\$100,000	\$100,000	\$100,000	0.00%
Morrow County	\$252,176	\$282,687	\$269,786	\$284,300	5.38%
Umatilla County	\$1,007,761	\$1,153,532	\$1,114,300	\$1,174,250	5.38%

Source: <https://www.oregon.gov/odot/RPTD/RPTD%20Committee%20Meeting%20Documents/STIF-Allocation-Estimates-Oct2020.pdf>

The discretionary element of the STIF awarded over \$10.5 million in grants during the 2019–2021 biennium. Eligible recipients include “Qualified Entities” as defined in OAR 732-040-0005(26) that provide public transportation services, as well as other “Public Transportation Service Providers” as defined in OAR 732-040-0005(24). CTUIR, Morrow County, and Umatilla County are Qualified Entities that provide public transportation services. The local match is typically a minimum of 20%, although certain projects may qualify for a 10% local match (e.g., providing access to rural communities, providing

service outside a provider's geographic jurisdiction, filling significant gaps in the Statewide Transit Network, benefitting multiple providers). Eligible projects include capital, planning, management, and transit-adjacent projects (e.g., infrastructure projects to improve transit user safety). Pilot operations projects are also eligible, but discretionary funds are not intended to be a source of ongoing operations funding, and applicants must provide a feasible financial plan for continued operations as part of their application for a pilot project.

STP Discretionary Bus Replacement Program

Oregon transfers federal STBG funds into Section 5310, Section 5311, and Section 5307 (Mass Transit Vehicle Program, used by large urban areas) and allocates funds to transit providers throughout Oregon through a competitive grant process. Funds must be used to replace existing vehicles that were purchased through ODOT and that have ODOT on the vehicle title as the first security interest holder. A local match of 10.27% is required. In the 2020–2022 biennium, ODOT allocated \$5 million to the program; CTUIR received \$236,761 to replace two vehicles. The Oregon Transportation Commission has committed to continuing this program for one more grant cycle.

Statewide Transit Network Program

This program is designed to support intercommunity and intercity transit services. It is funded partially by the STIF Intercommunity Discretionary Fund (\$7.3 million in the 2019–2021 biennium) and partially by federal Section 5311(f) intercity funds (\$1.3 million).

All entities that are eligible for STIF funding and provide intercommunity/intercity service are eligible to apply to the STIF Intercommunity Discretionary Fund. The required local match is the same as for STIF Discretionary grants: 20%, or 10% for specified project types; intercity service typically has characteristics that qualify for the 10% local match. CTUIR received \$1,035,268 in the 2019–2021 biennium for its various intercity services.

Eligibility for 5311(f) funds is broader than for STIF funds, as eligible entities also include non-profit and private for-profit providers of intercity service. However, these funds also require a greater local match: 50% for operations projects and 20% for capital projects and project administration.

Local Funding Opportunities

This section describes several local funding opportunities. CTUIR, Morrow County, and Umatilla County should consider these funding sources as well as continue to work with employers, local organizations, communities, and stakeholders in the region to identify their travel needs and form partnerships that could aid in securing local funds to develop solutions for services.

Partnership Programs

Potential partnerships include cities prioritizing sidewalk and bicycle improvements near bus stops, incorporating the transit providers in development review to ensure bus facilities are planned for, and partnering with Port employers to facilitate connections from bus stops to building entrances. Such connections could include on-site sidewalks,

bikeshare or scootershare programs, or company vans picking up and dropping off at the SAGE Center or near the driveways. The Funding Scenarios section of this memorandum focuses primarily on these partnerships for local support. These partnerships would also count toward local match, which can be leveraged for state and federal funding programs. Partnerships with private companies are also referred to as Public-Private Partnerships.

Local Taxes and Fees

Many operators, particularly districts providing transit service, generate local funding through dedicated taxes for transit service. Cities and counties can also support transit through dedicated fees and taxes, or through general fund revenue. The following is a list of typical funding sources used throughout the state of Oregon:

- Property Taxes: Most municipalities collect property taxes assessed on the value of an owned property, a portion of which may be used to fund transit. Providers such as Basin Transit Service and Lincoln County Transportation Service District implement these taxes. The counties could consider pursuing a property tax.
- Business Taxes: These tax the net income of nearby businesses. Businesses benefit from their employees receiving consistent and reliable transportation and their customers receiving viable means to travel to the establishment.
- Tax Increment Financing: This method is used to capture additional property taxes generated in the vicinity of transit-specific improvements or areas. This type of funding can also be used to capture a portion of the increase in property value created by a particular transit investment.
- Tax Incentive Zones: Provide an indirect avenue for transit funding by potentially increasing sponsorship revenue by providing tax incentives for businesses and residents residing near transit oriented or transit friendly developments.
- Multimodal Impact Fees: These fees are similar to auto-focused Transportation Impact Fees (TIFs) but are dedicated to improvements to multimodal transportation options. Transit providers can also benefit from projects funded by auto-focused TIFs that improve roadway operations for all roadway users.
- Parking Fees/Fines: Provide incentives for users to use transit to reach desirable areas, such as downtown areas. The implementation of a parking strategy can increase transit ridership, as well as increase parking revenue.

Other Transit Provider Revenue

Other, usually relatively minor, funding sources include advertising/sponsorships and investment income. Advertising typically provides a consistent, small stream of revenue. Some transit providers sell sponsorships for facility names, individual transit vehicles, etc. Many transit providers receive small amounts of investment income from the Local Government Investment Pool (LGIP) on some of their long-term savings.

Operating Budget

The operating budget for the Hermiston – Boardman Connector includes driver costs, fuel, vehicle maintenance and insurance, and administrative and management staff that are typically rolled into a per-hour operating cost. The Boardman – Port of Morrow Circular includes hourly driver costs, fuel, vehicle maintenance and insurance, but not administrative costs. In addition, vehicles typically need to be replaced every several years, depending on the amount of mileage the vehicle accrues each year. This section presents operating cost projections at different levels of service.

Table 13 lists the cost assumptions factored into the operating budget. These costs include an hourly operating cost for regional (Connector) and local (Circular) services; estimated costs for non-fleet capital improvements; expected useful life (EUL) of the fleet vehicles; fleet local match estimate; the number of weekdays, Saturdays, and Sundays operated per year; and an annual growth rate for service operating and capital costs, per year. These assumptions were derived from CTUIR's and Morrow County's existing costs when available and estimated from similar systems otherwise.

Table 13. Cost Assumptions

Costs	2023
Regional Operating	\$100
Local Operating	\$35
Other Capital	\$50,000
Regional Vehicle EUL (miles)	450,000
Regional Vehicle Match	\$17,000
Local Vehicle EUL (miles)	200,000
Local Vehicle Match	\$28,000
Weekdays	255
Saturdays	55
Sundays	55

Ordering vehicles for the new services will take several years. For planning purposes, 2023 is assumed to be the first feasible year of service. Table 14 shows the Year 2023 operating and fleet replacement cost based on different levels of service. The *Revised Draft Route Schedules* identified higher-priority service hours as 5:30 AM to 7:30 PM, with additional service that could be provided as early as 4 AM and late as 9:30 PM. In the longer term, Sunday service could be added. Generally, the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular should operate the same hours.

As shown, weekday and Saturday, 5:30 AM to 7:00 PM service, would cost about \$868,000 annually to operate for the Hermiston – Boardman Connector and \$141,000 for the Boardman – Port of Morrow Circular. The Hermiston – Boardman Connector would operate about 228,000 annual service miles, or just over a vehicle's EUL if all miles were on the same vehicle. Therefore, the service would need to replace an average of one

vehicle per year, although these vehicles would typically be purchased in multiples every 2–3 years. CTUIR would need to save about \$9,000 and Morrow County about \$6,000 on average, annually, to meet the local match for fleet replacement. Vehicle replacement costs are assumed to increase in proportion to the increasing service hours and costs of other scenarios.

Table 14. Year 2023 Operating and Fleet Replacement Costs

Service	Operating Hours Scenario	Annual Service Hours	Operating Costs	Annual Service Miles	Annual Vehicle Local Match	Total 2023 Costs
Hermiston-Boardman Connector	Weekdays + Saturday; 5:30 AM to 7:30 PM	8,680	\$868,000	228,656	\$9,000	\$877,000
	Weekdays + Saturday; 4:00 AM to 9:30 PM	10,850	\$1,085,000	292,392	\$11,000	\$1,096,000
	All Days; 4:00 AM to 9:30 PM	12,775	\$1,278,000	344,268	\$13,000	\$1,291,000
Boardman-Port of Morrow Circular	Weekdays + Saturday; 5:30 AM to 7:30 PM	4,030	\$141,000	39,525	\$6,000	\$147,000
	Weekdays + Saturday; 4:20 AM to 9:20 PM	4,650	\$163,000	49,631	\$7,000	\$170,000
	All Days; 4:20 AM to 9:20 PM	5,475	\$192,000	58,437	\$8,000	\$200,000
Other Capital			\$50,000	-	-	\$50,000

Costs for operating services are anticipated to increase over time. Table 15 shows the projected five-year operating costs and Table 16 shows the long-term operating costs, with future years projected using a 3.5% annual cost increase.

Table 15. Projected Five-Year Operating and Fleet Replacement Costs

Service	Scenario	2023	2024	2025	2026	2027
Hermiston-Boardman Connector	Weekdays + Saturday; 5:30 AM to 7:30 PM	\$877,000	\$908,000	\$941,000	\$974,000	\$1,009,000
	Weekdays + Saturday; 4:00 AM to 9:30 PM	\$1,096,000	\$1,135,000	\$1,175,000	\$1,217,000	\$1,260,000
	All Days; 4:00 AM to 9:30 PM	\$1,291,000	\$1,336,000	\$1,383,000	\$1,432,000	\$1,483,000
Boardman-Port of Morrow Circular	Weekdays + Saturday; 5:30 AM to 7:30 PM	\$147,000	\$153,000	\$159,000	\$165,000	\$172,000
	Weekdays + Saturday; 4:20 AM to 9:20 PM	\$170,000	\$176,000	\$183,000	\$190,000	\$198,000
	All Days; 4:20 AM to 9:20 PM	\$200,000	\$207,000	\$215,000	\$223,000	\$232,000
Other Capital		\$50,000	\$50,000	\$52,000	\$54,000	\$56,000
Weekdays + Saturday; Shorter Service Hours		\$706,000	\$1,074,000	\$1,113,000	\$1,154,000	\$1,195,000
Weekdays + Saturday; Longer Service Hours		\$858,000	\$1,316,000	\$1,363,000	\$1,412,000	\$1,463,000
All Days; Longer Service Hours		\$1,001,000	\$1,541,000	\$1,595,000	\$1,652,000	\$1,711,000

Table 16. Projected Long-Term Operating and Fleet Replacement Costs

Service	Scenario	2023	2028	2033	2038	2043
Hermiston-Boardman Connector	Weekdays + Saturday; 5:30 AM to 7:30 PM	\$877,000	\$1,045,000	\$1,243,000	\$1,478,000	\$1,756,000
	Weekdays + Saturday; 4:00 AM to 9:30 PM	\$1,096,000	\$1,305,000	\$1,551,000	\$1,844,000	\$2,192,000
	All Days; 4:00 AM to 9:30 PM	\$1,291,000	\$1,535,000	\$1,825,000	\$2,168,000	\$2,579,000
Boardman-Port of Morrow Circular	Weekdays + Saturday; 5:30 AM to 7:30 PM	\$147,000	\$179,000	\$215,000	\$257,000	\$307,000
	Weekdays + Saturday; 4:20 AM to 9:20 PM	\$170,000	\$205,000	\$247,000	\$295,000	\$351,000
	All Days; 4:20 AM to 9:20 PM	\$200,000	\$241,000	\$288,000	\$344,000	\$409,000
Other Capital		\$50,000	\$50,000	\$61,000	\$76,000	\$92,000
Weekdays + Saturday; Shorter Service Hours		\$706,000	\$1,074,000	\$1,285,000	\$1,534,000	\$1,827,000
Weekdays + Saturday; Longer Service Hours		\$858,000	\$1,316,000	\$1,571,000	\$1,874,000	\$2,231,000
All Days; Longer Service Hours		\$1,001,000	\$1,541,000	\$1,837,000	\$2,189,000	\$2,604,000

Funding Scenarios

Primary funding sources for the first several years of service include FTA Section 5311 funding; STIF formula, discretionary, and intercommunity funds; and local and employer support. The following section describes the amounts and scenarios from the different funding sources and compares these to the operating budgets.

Table 17 shows the funding growth assumptions that factored into the operating budget. As shown in the *Potential Funding Sources* section, STIF Formula Funds are projected to grow over the next several years at a 5.38% annual rate. A conservative 4% growth rate was assumed for STIF funding sources. CTUIR currently receives FTA Section 5311 funds, and Morrow County is pursuing FTA Section 5311 qualification and funding, which is projected to grow nearly 2% annually, the historic growth rate for Section 5311 rural program funding. Per Oregon's formula for 5311 distribution, the increase in amount of service provided and ridership from the initial start of these services would also provide an upfront funding increase for CTUIR's 5311 distribution.

Local and employer contribution growth is estimated to grow near 3.5%. These contributions can include sidewalk and bicycle improvements near bus stops, improvements to bus stops themselves, or partnership rideshare, carpool, and vanpool programs. Cities, the counties, and employers implement many of these improvements and programs already and are not expected to contribute funding directly to the transit service providers. *Additional information on cooperative programs is included in Appendix C.*

Table 17. Funding Growth Assumptions

Growth Rates	
STIF Employment/Wage Growth	4.00%
5311 Growth	2.00%
Local and Employer Growth	3.50%

Table 18 shows the projected five-year revenue and Table 19 shows projected long-term revenue by source, as well as the sums by funding scenario. CTUIR, Morrow County, and Umatilla County provided their estimated 2023 contributions, which were increased based on the funding growth assumptions.

Funding Scenario 1 includes STIF Formula and local and employer support. These funding sources are considered highly stable and serve as a minimum level of funding that could be dedicated. Funding Scenario 2 adds 5311 funds from Morrow County, which is likely but not finalized as a funding source. Funding Scenario 3 adds STIF Discretionary Funding, including Intercommunity funds. The intercommunity funding can be granted continuously through the STIF program. However, the discretionary grants are likely in the short-term to get services started, but generally are not intended to provide long-term funding support.

Table 18. Projected Five-Year Revenues

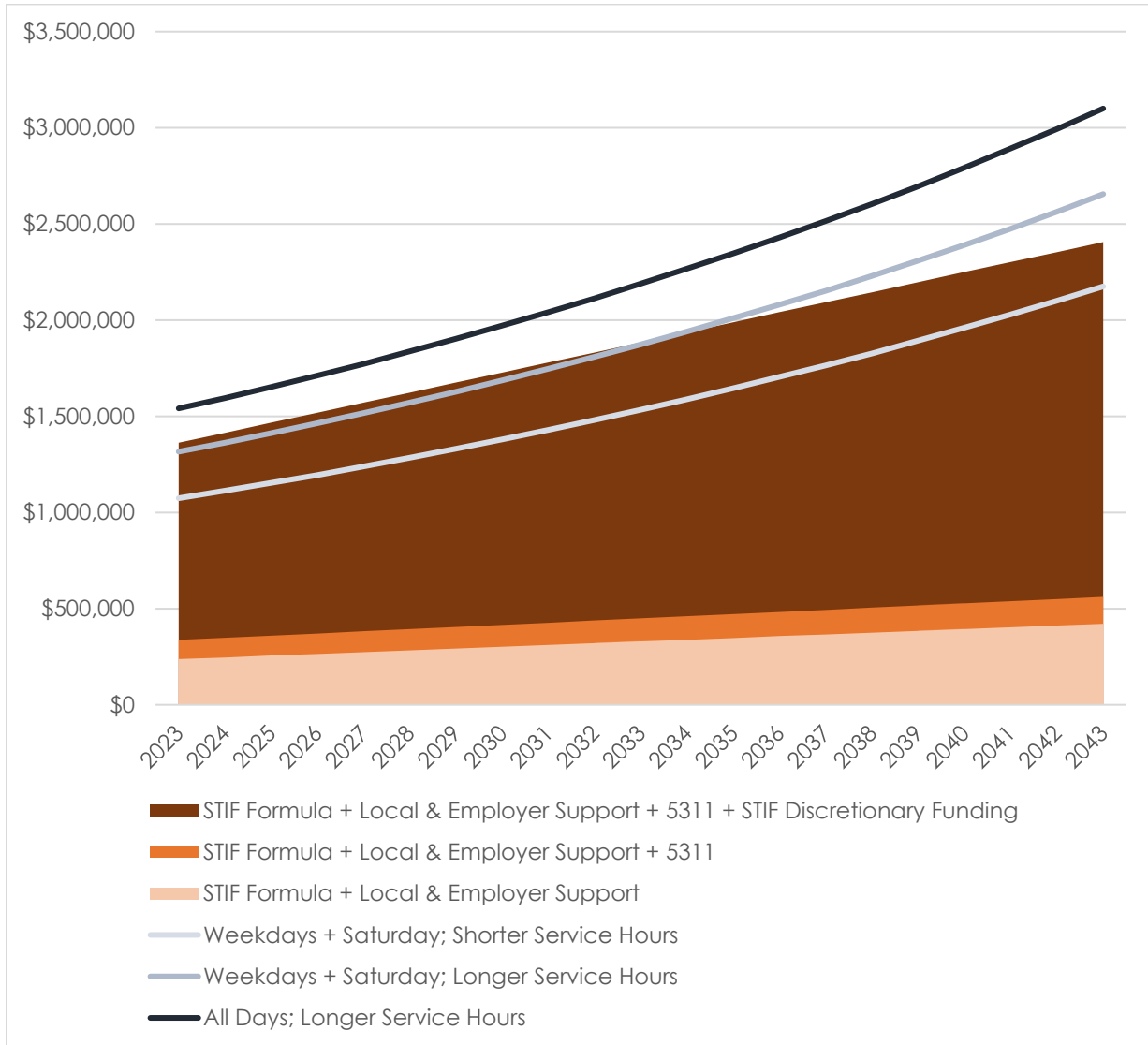
Year		2023	2024	2025	2026	2027
Local & Employer Support		\$50,000	\$52,000	\$54,000	\$55,000	\$57,000
5311 Funds - Morrow - Circular		\$100,000	\$102,000	\$104,000	\$106,000	\$108,000
STIF Formula - Morrow - Circular		\$50,000	\$60,000	\$70,000	\$80,000	\$90,000
STIF Formula - Morrow - Connector		\$50,000	\$52,000	\$54,000	\$56,000	\$58,000
STIF Formula - Umatilla - Connector		\$86,755	\$90,000	\$94,000	\$97,000	\$101,000
STIF Discretionary - Morrow - Circular		\$75,000	\$78,000	\$81,000	\$84,000	\$87,000
STIF Discretionary/Intercommunity Fund		\$950,000	\$988,000	\$1,026,000	\$1,064,000	\$1,102,000
Scenario 1	STIF Formula + Local & Employer Support	\$237,000	\$246,000	\$256,000	\$264,000	\$274,000
Scenario 2	STIF Formula + Local & Employer Support + 5311	\$337,000	\$348,000	\$360,000	\$370,000	\$382,000
Scenario 3	STIF Formula + Local & Employer Support + 5311 + STIF Discretionary Funding	\$1,362,000	\$1,414,000	\$1,467,000	\$1,518,000	\$1,571,000

Table 19. Projected Long-Term Revenues

Source		2023	2028	2033	2038	2043
Local & Employer Support		\$50,000	\$59,000	\$68,000	\$76,000	\$85,000
5311 Funds - Morrow - Circular		\$100,000	\$110,000	\$120,000	\$130,000	\$140,000
STIF Formula - Morrow - Circular		\$50,000	\$60,000	\$70,000	\$80,000	\$90,000
STIF Formula - Morrow - Connector		\$50,000	\$60,000	\$70,000	\$80,000	\$90,000
STIF Formula - Umatilla - Connector		\$86,755	\$104,000	\$121,000	\$139,000	\$156,000
STIF Discretionary - Morrow - Circular		\$950,000	\$1,140,000	\$1,330,000	\$1,520,000	\$1,710,000
STIF Discretionary/Intercommunity Fund		\$50,000	\$60,000	\$70,000	\$80,000	\$90,000
Scenario 1	STIF Formula + Local & Employer Support	\$237,000	\$283,000	\$329,000	\$375,000	\$421,000
Scenario 2	STIF Formula + Local & Employer Support + 5311	\$337,000	\$393,000	\$449,000	\$505,000	\$561,000
Scenario 3	STIF Formula + Local & Employer Support + 5311 + STIF Discretionary Funding	\$1,362,000	\$1,623,000	\$1,884,000	\$2,145,000	\$2,406,000

Figure 19 shows the projected operating budgets (lines) and funding scenarios (shaded areas) over time. As shown, the weekday and Saturday service options with both shorter and longer service hours could be supported by Funding Scenario 3 initially, but the costs of the longer service hours are expected to outpace available funding near 2034. Expanding service to Sunday would require additional funding in any year, especially as additional dispatch, supervisory, maintenance, and other staff would be needed to expand CTUIR and Morrow County service to days they do not currently operate on.

Figure 19. Projected Operating Budget and Funding Scenarios





Stafford Hansell Government Center
Potential Transit Center Area

4. MANAGEMENT PLAN

MANAGEMENT PLAN

A coordinated, targeted, and effective public information and marketing campaign would help publicize and encourage people to use transit. The following sections describe management, marketing, and customer information strategies for successful shuttle implementation.

Management Strategies

Management strategies are those that CTUIR and the counties can conduct behind-the-scenes for effective implementation.

- **Partner with Employers.** Continue to work with employers to identify shift times for employee travel needs to develop solutions for services. Market existing services through employers to encourage information sharing not only to employees but feedback from transit users as well.
- **Explore Creating a Transportation Management Association (TMA) and/or Regional Transit Association (RTA).** A TMA is a public-private partnership between government entities and businesses and organizations within a location to establish transportation-related policies and programs for the location. An RTA is a partnership primarily comprised of public entities such as neighboring transit service providers and local jurisdictions, such as cities and counties. Entities use TMAs and RTAs to better coordinate and manage their transportation challenges.
- **Collaborate with Community-Based Organizations (CBOs) and health and human services organizations.** Collaborate with stakeholders and CBOs, including but not limited to Columbia River Health, Community Health Improvement Partnership of Morrow County (CHIPOMC), Good Shepherd Health Care System, SAGE Center, VA Clinics, DHS locations, WIC and Head Start programs, and Desert Sage Manor, to identify changing travel needs and develop solutions for services.
- **Promote Coordination between CTUIR, Morrow County, Umatilla County, Local and Regional Partners, and other Transit Providers.** Coordination between local partners, including adjacent transit districts, local and regional transportation providers, and local jurisdictions, will lead to a comprehensive and efficient system in which users can travel seamlessly inter- and intra-regionally.
- **Create Measurable Outcomes for Services to Promote Effective Monitoring and Increase Customer Satisfaction.** The *Monitoring System Performance* section of this memo identifies ways to monitor performance over time to better evaluate service outcomes. Engage community members to improve customer satisfaction, retain existing riders, and attract new riders.

Monitoring System Performance

The following section provides a program to track transit service performance and the success of the plan's recommendations. The program is data-driven and is founded on performance measures that can be tracked on a regular basis through set benchmarks. In most cases, these performance measures are already tracked as part of Federal Transit Administration (FTA) reporting requirements. This program enables a dynamic system where service adjustments can be implemented and justified following performance evaluations.

Performance measures are divided into monitoring on an annual and a less-frequent (e.g., biennial) basis. Most of the recommended performance measures should be reviewed each year; the performance measures identified for less-frequent review are less likely to fluctuate meaningfully on an annual basis. As these performance measures are applied in the future, Morrow County, Umatilla County, and CTUIR may adjust how often specific performance measures are examined. Benchmarks also consider existing and future data availability.

Annual Review of Performance Measures

The following performance measures are recommended to be evaluated at least annually to understand how the new services are being used. All but one of these measures are typically already monitored for National Transit Database (NTD) reporting purposes.

- **Capital costs:** Examine annual capital costs directly to the service operator (CTUIR, Morrow County) and improvements by facility owners (Umatilla County, Morrow County, local cities, employers, other property owners). This information is useful for budgeting for vehicle replacements and additional transit-supportive infrastructure such as shelters, based on actual agency cost experience.
- **Operating costs:** Tracks annual operating costs for the services, tracked separately for the Connector and Circular. This information is useful for evaluating cost trends for future budgeting purposes, and for calculating other performance measures, such as cost per hour, that can be compared with other CTUIR routes and with peer agencies.
- **Annual rides:** Tracks total number of rides per year, tracked separately for the Connector and Circular. This information is useful for evaluating ridership trends, and for calculating other performance measures, such as rides per hour or cost per ride, that can be compared with other CTUIR routes and with peer agencies. Transit providers typically also track ridership more frequently (e.g., by month, by day of week) to help identify ridership patterns and trends.

- **Revenue service hours:** Tracks total number of hours of revenue service provided, tracked separately for the Connector and Circular. This measure is used to calculate rides and cost per hour.
- **Rides per hour:** Tracks average annual rides per hour (productivity), tracked separately for the Connector and Circular. Staff resources permitting, tracking annual productivity by scheduled trip is useful for identifying and supporting the need for schedule changes (e.g., addressing consistently over- or under-utilized trips), for identifying the need to purchase higher-capacity vehicles, and for targeting marketing efforts to increase ridership, among other uses.
- **Cost per hour:** Tracks average annual operating cost per revenue hour, tracked separately for the Connector and Circular. Cost per hour is a useful measure to compare to peer agencies, to check whether one's costs and cost trends are in line with, greater than, or less than one's peers.
- **Number of Deviation Request Denials (Circular Only):** Tracks the total number of deviation requests denied on the Boardman – Port of Morrow Circular, to help identify the need for schedule and/or route changes to maintain service reliability and attractiveness. In addition, although more labor-intensive, tracking where and how frequently deviation requests are made can be useful for making route adjustments to serve high-demand trip origins and destinations.

Less-Frequent Review of Performance Measures

The following performance measures are either (1) less likely to change in a significant way on an annual basis and do not need to be tracked each year, or (2) are time-intensive to evaluate on an annual basis.

- **System ease of use:** Tracks improvements made to travel between communities or transit providers, such as technology improvements (trip-planning, real-time tracking apps) and timed transfers between different transit providers.
- **Walking and bicycling access:** Tracks the percentage of stops having a sidewalk/path, bicycle lane/path, and/or crossings connecting to the stop.

Peer Comparison

While every transit provider has unique service area and operating characteristics, comparing a provider's performance to that of similar providers can help managers and decision-makers gauge whether changes in performance match the experience of similar agencies, or may be due to actions on the provider's part (either something to correct or something to continue, depending on how performance changed). Transit agencies that receive federal funding are required to report information about service miles, service hours, and ridership, among others, to the NTD. Peer comparisons were conducted for CTUIR and Morrow County to understand existing and potential

performance using the most-recent year of available data, 2018. Peers were primarily identified using the process described in *TCRP Report 141: A Guidebook on Performance Measurement and Peer Comparison in the Transit Industry*, which uses factors such as type of service provided, amount of service provided, geographic characteristics, and more.

Hermiston – Boardman Connector (CTUIR)

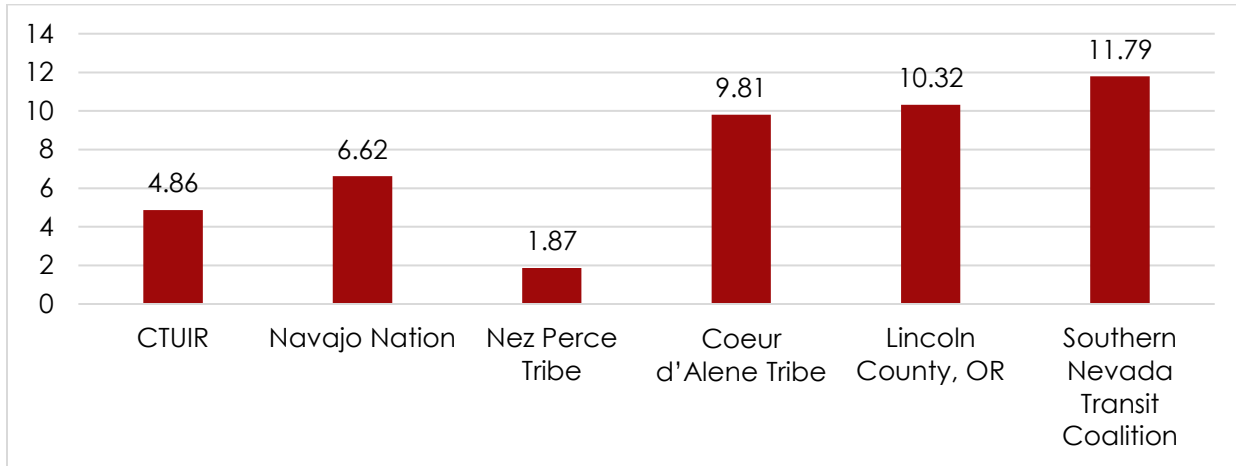
Peers for CTUIR were identified using the rural transit peer-identification method developed by the National Rural Transit Assistance Program and implemented in the online Rural Integrated NTD tool. This tool applies a peer-matching process similar to that described for urban systems in *TCRP Report 141: A Guidebook on Performance Measurement and Peer Comparison in the Transit Industry*. It considers such factors as provider type (e.g., tribal, county, transit district), annual vehicle miles operated, percent local funding, and more. The tool was used to identify three similar tribal operators (neglecting the factor that considers the population of the provider's headquarters, as Pendleton is considerably larger than most tribal provider headquarter cities). The tool was also used to identify two similar non-tribal operators.

The selected tribal providers are the Navajo Nation, the Nez Perce Tribe, and the Coeur d'Alene Tribe. The selected non-tribal providers are the Lincoln County Transportation Service District (Newport, OR) and the Southern Nevada Transit Coalition (Laughlin, NV). Table 20 provides the peer comparison evaluation and Figure 20 shows rides per hour for the peer providers. As shown, CTUIR serves fewer rides per hour than all of its peers except for the Nez Perce Tribe.

Table 20. Transit Provider Comparison (2018) for CTUIR

Data	CTUIR	Navajo Nation	Nez Perce Tribe	Coeur d'Alene Tribe	Lincoln County, OR	Southern Nevada Transit Coalition
Operates Commuter Bus?	Yes	Yes	No	No	Yes	Yes
% Local Funding	23.4%	24.7%	15.1%	30.6%	32.4%	21.7%
% Fixed Route	100%	100%	93.1%	92.5%	77.9%	79.4%
Annual Vehicle Miles	418,955	690,252	300,488	675,469	504,181	409,997
Annual Revenue Hours	15,018	19,486	8,679	25,861	31,198	24,917
Annual Rides	72,971	129,000	16,230	253,721	321,833	293,783
Rides per Hour	4.86	6.62	1.87	9.81	10.32	11.79
Cost per Hour	\$94.24	\$118.36	\$118.85	\$51.91	\$60.09	\$88.99

Figure 20. Rides per hour for CTUIR and comparable systems



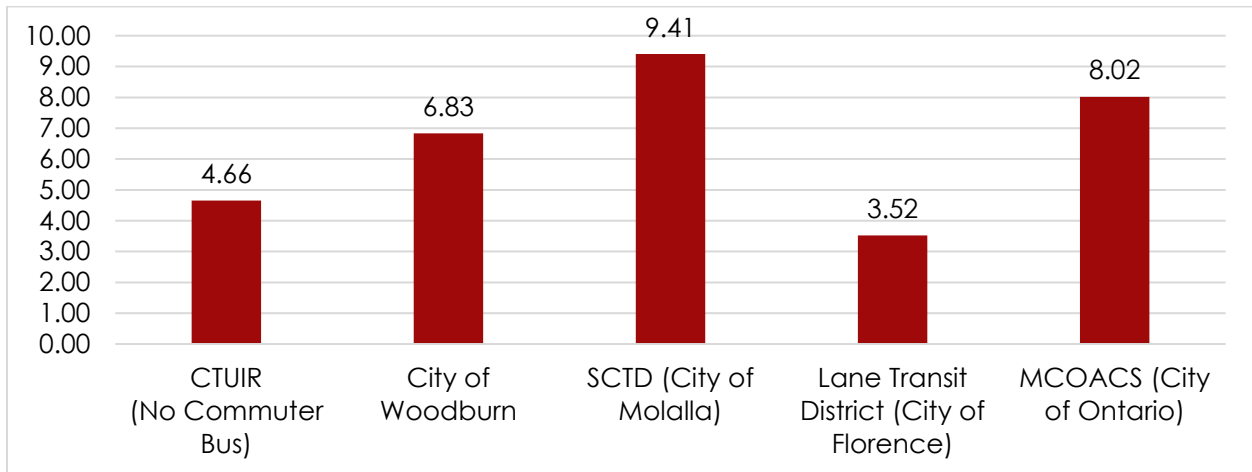
Boardman – Port of Morrow Circular (Morrow County)

Morrow County does not currently report data to NTD, given that it has not historically received federal funding that requires NTD reporting. Therefore, several providers who provide service similar to the proposed service were selected. These peers were matched based on an estimated 5,000 service hours and about 50,000 annual service miles for the Port of Morrow Circular. This analysis only looked at local bus service (i.e., not commuter bus or demand-response as reported to NTD). Similar providers include CTUIR's local services, the City of Woodburn, South Clackamas Transportation District's (SCTD's) Molalla service, Lane Transit District's Florence service, and Malheur Council on Aging and Community Service's (MCOACS's) Ontario service. All of these services connect to regional transit service. Table 21 provides the peer comparison evaluation and Figure 21 shows rides per hour for the peer providers. Table 21 also shows city populations and employments for each jurisdiction, with the Boardman numbers not including unincorporated Port of Morrow employment. As shown, similar-sized providers typically generate 4-10 rides per hour. Ridership is generally higher in communities with high employment such as Boardman.

Table 21. Transit Provider Comparison (2018) for Boardman – Port of Morrow Circular

Data	Boardman/Port of Morrow	CTUIR (No Commuter Bus)	City of Woodburn	SCTD (City of Molalla)	Lane Transit District (City of Florence)	MCOACS (City of Ontario)
Population	3,439	Hermiston - 17,423 Mission - 850	25,738	9,155	8,921	10,966
Employment	6,283+	Hermiston - 7,305 Mission - 2,101	9,517	2,570	3,112	8,542
Annual Service Miles	50,000	92,832	45,023	17,104	27,177	65,023
Annual Service Hours	5,000	5,256	3,048	2,547	2,173	3,012
Annual Rides	—	24,485	20,831	23,968	7,651	24,150
Rides per Hour	—	4.66	6.83	9.41	3.52	8.02

Figure 21. Rides per Hour for Boardman – Port of Morrow Circular Comparable Services



Marketing, Information, and Customer Feedback Strategy

The following describes actions to improve customer service and information that can be implemented in the short term and that should be maintained on a long-term basis:

- Develop Transit Service Branding.** Branding is the foundation of the marketing strategy and provides an identity and image to potential customers. It helps create immediate recognition of all aspects of the service. Key elements of visible marketing tools include the name, logo, vehicle colors and graphics, and bus stop signage and facilities. For maximum effort, it is important to consistently use colors and graphics. A distinctive base color used consistently on transit vehicles and facilities becomes the “color of the bus” in the community. Vehicle graphics, bus stop signage, shelters, and benches create visibility throughout the community and their style, color, and quality should be consistent. Bus stops and shelters are a convenient place to provide additional information about routes, schedules, and deviation zones. While CTUIR and Morrow County have existing branding for some of their services, highlighting these services at new bus stops and facilities will be helpful in marketing services.
- Provide Maps and Brochures in a Single User-Friendly Brochure.** Printed brochures and pamphlets can be designed and distributed to various target audiences to promote the transit services. The main element of this kind of promotion is the different style of communication depending on distinct target groups while encouraging all to use the same transit service. A printed brochure or pamphlet should include a route map or maps showing all routes with deviation zones, bus stop locations, landmarks, and key destinations clearly depicted. How-to-ride information, including how to request a deviation, should be included. Contact information, including website, telephone number, and reference to a trip planning app (if available) should be provided. Providing information in other

languages spoken in the community (e.g., Spanish) helps reach members of the community who speak English as a second language.

- **Provide Real-Time Information, Trip-Planning Technologies, and Support Mobile Application Technologies.** Real-time information, including real-time bus arrival and route information, helps improve the ridership experience by reducing passenger wait times at the stop (passengers know when they should leave for the stop) and provides confidence that a bus has not been missed. With the introduction of deviated-route service, bus arrival times at stops become more approximate, depending on whether or not a deviation was made earlier in the trip. With 45-60 minute headways creating long waits if a bus is missed, real-time information helps reassure riders that their bus is on the way. A mobile/smartphone presence has become increasingly important. As automatic vehicle location (AVL) technology is installed on buses, providing real-time AVL data feeds could make real-time bus locations available on applications such as Google Maps and Transit, and could potentially be integrated into Morrow County, Umatilla County, and CTUIR's websites. Information on all routes can be provided via the websites or smartphones through "push" technologies such as text messages and through telephone support. Oregon Department of Transportation (ODOT) provides support in converting real-time bus arrival information for compatibility with applications such as Google Maps and Transit.
- **Invest in Training Programs.** The faces of the transit operator are the bus operators and customer service staff. Ongoing investment in training resources will help staff continue to contribute to the region's positive image.
- **Advertise.** Advertising via different medias can help attract a range of riders. Newspaper display advertising of the services is a great tool to introduce and promote the service that can lead to high ridership. Securing a Transportation Options Innovation Grant from ODOT could help with advertising efforts. Other ways of promoting the service includes radio communication, television advertising, social media like Facebook and Next Door, and email blasts.



Boardman Pool & Rec Center
Potential Transit Center Area

5. CAPITAL PLAN

CAPITAL PLAN

This section provides an overview of the capital needs for the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular, including bus stop improvements and fleet considerations. Safe and comfortable facilities can improve the rider experience and increase ridership by improving stop visibility, providing protection from poor weather, and improving access to transit.

The information in this section also considers other future transit services. The 2018 Morrow County/Umatilla County Transit Development Strategy includes Heppner–Boardman and Pendleton–Kennewick (potentially via I-82 and/or US 395) as high-priority transit needs and Arlington–Boardman as a medium priority. These other services may increase demands at transit stops established through the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular and/or trigger the need for major transit centers, park-and-rides, and vehicle storage and maintenance facilities.

Capital Needs Plan

This section provides the short-term and long-term capital needs, with a detailed breakdown for the first 3 years of operation in the *Capital Acquisitions Plan* section.

Bus Stops

Waiting at a bus stop is generally the first part of a rider's journey on a transit system, and a visible, safe, and comfortable stop is critical. Bus stops can be as large as transit centers and as small as a stop with signage. Bicycle and pedestrian access needs can include facilities along roadways, crossings, and bicycle storage. Park-and-rides can provide a useful location for riders to transfer to regional services. The following describes the types of facilities that may be applicable for the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular.

Bus Stops Amenities

The following summarizes potential bus stop amenities, cost ranges¹, and uses:

- **Signage:** The cost for new bus stop signage and a pole, installed, can range from \$300 to \$1,000, depending on the material and the installation conditions. Generally, every stop should have signage identifying it.
- **Benches:** Benches should be considered for stops with at least three boardings per day, although other factors, such as the proximity to senior housing and nearby businesses willing to contribute to the costs, should be factored into the decision as well. Installed benches vary in price from \$500 to \$1,500.

¹Cost estimates are sourced from *Transit in Small Cities: A Primer for Planning, Siting, and Designing Transit Facilities in Oregon* <https://digital.osl.state.or.us/islandora/object/osl:10551>

- **Trash Cans:** The cost for a trash can averages about \$750 in materials, not including installation. Trash cans are often installed alongside shelters, providing cost savings. Installation should also consider maintenance and the need to regularly empty cans.
- **Bike Racks:** Bike racks are typically most beneficial at regional transfer locations, such as the Hermiston – Boardman Connector. Bike racks typically cost \$1,000 in materials. Bicycle accommodation should also consider the demand to load bicycles onto transit vehicles for first/last-mile connections.
- **Shelters:** Passenger shelters add to the comfort of using transit and are generally popular with riders. An “off the shelf” passenger shelter costs about \$6,000 plus installation. In addition to initial capital costs, passenger shelters will incur maintenance costs for cleaning, repair, and replacement. The cost estimate does not include the concrete pad, if needed. Given their higher cost, shelters may be less feasible to implement, and may be reserved for stops with ten or more boardings per day.
- **Transit Centers and Major Transit Stops:** Transit centers provide a transfer point for bus routes, while major transit stops are typically provided at major activity centers. In addition to providing greater passenger amenities that improve rider comfort, transit centers and major transit stops provide visibility for the transit service, reminding residents and visitors of the availability of the service within their community. They can include higher-level amenities such as restrooms and indoor waiting areas, large covered waiting zones, and more. While no transit centers are present in the study areas, the 3rd/Orchard Stop and Walmart Stop, served by both the existing Hopper and HART services, could be considered major transit stops.

Table 22 summarizes existing, recommended short-term (within the first 3 years), long-term (beyond 3 years), and not recommended (N/A) improvements at identified stops. The recommendations seek to establish at least one stop with higher levels of amenities in each community, often at an existing public facility or major activity center. As services and ridership patterns stabilize, the service providers and local jurisdictions can further refine and prioritize the long-term improvements. Shelters are considered existing if they are immediately adjacent to the stop; restrooms are considered existing if they are publicly available, or in the case of employment stops, available to the employees. Some amenities, such as restrooms at the Recycling Depot and 6th Street/B Street stops, are intended to be one restroom servicing both stops, which are across the street from each other.

Table 22. Amenities at Stops

Stop	Benches	Shelters	Trash Cans	Bike Racks	Restrooms
SW 3rd Street/W Orchard Ave	Ex	Ex	Ex	Short-Term	Short-Term
Walmart	Short-Term	Short-Term	Ex	Short-Term	Long-Term
Northwest Farm Supply	Long-Term	Long-Term	Ex	Long-Term	N/A
KIE Supply Corporation	Long-Term	Long-Term	Long-Term	Long-Term	N/A
Lamb Weston (Westland Road)	Short-Term	Long-Term	Long-Term	Long-Term	N/A
McNary Market	Short-Term	Ex	Ex	Short-Term	Long-Term
Post Office	Long-Term	Long-Term	Long-Term	Long-Term	N/A
Recycling Depot	Short-Term	Short-Term	Ex	Short-Term	Long-Term
6th Street/B Street	Short-Term	Short-Term	Ex	Short-Term	Long-Term
City Hall Village Square	Ex	Long-Term	Long-Term	Long-Term	N/A
6th Street/Yrexa Avenue	Short-Term	Long-Term	Long-Term	Long-Term	N/A
Highway 730 and First Street	Short-Term	Short-Term	Short-Term	Short-Term	Long-Term
Employment stops	Short-Term	Long-Term	Long-Term	Long-Term	Ex
SAGE Center	Ex	Ex	Ex	Ex	Ex
Boardman Ave/Main St	Short-Term	Short-Term	Ex	Short-Term	N/A
Columbia Ave/2 nd St	Short-Term	Ex	Short-Term	Short-Term	N/A
Boardman Post Office	Short-Term	Short-Term	Ex	Short-Term	Long-Term
Main St/Front St	Short-Term	Short-Term	Ex	Short-Term	N/A
Select Market/DHS	Short-Term	Short-Term	Ex	Short-Term	Long-Term
Faler Rd/Mt. Hood Ave	Long-Term	Long-Term	Long-Term	Long-Term	N/A
Mt. Hood Ave/Wilson Ln	Short-Term	Short-Term	Short-Term	Short-Term	N/A
Wilson Rd/River Ridge Dr	Long-Term	Long-Term	Long-Term	Long-Term	N/A
Wilson Rd/Anthony Rd	Short-Term	Long-Term	Long-Term	Long-Term	N/A
Tatone St/Wilson Rd	Short-Term	Long-Term	Long-Term	Long-Term	N/A
Tatone St/Willow Fork Dr	Long-Term	Long-Term	Long-Term	Long-Term	N/A
C&D Drive-In	Ex	Ex	Ex	Short-Term	N/A
Boardman Ave/2 nd Ave	Short-Term	Long-Term	Long-Term	Long-Term	N/A

Ex: Existing amenity
 Short-Term: Within the next 3 years
 Long-Term: Beyond 3 years, preferably within 20 years, dependent on demand as transit service stabilizes.
 N/A: Not recommended for future improvement.

These stops represent general locations and can shift based on service needs and discussions with property and business owners. For example, the 3rd/Orchard stop represents a major activity center in Hermiston, and ongoing conversations with City of Hermiston staff may identify a different location for a future transit center in Hermiston. For example, a future option may include Hermiston City Hall, which is planned for reconstruction and has the potential to include elements such as bus bays and sheltered waiting areas. A transit center could also be developed in the open areas near Port Drive and SE 9th Street, providing a connection to Blue Mountain Community College, DHS, and Umatilla County Circuit Court – Hermiston Branch, with a smaller stop still providing service to central Hermiston. Other vacant land, such as near Good

Shepherd Health Care System and Walmart, could also be developed as a transit center. The Umatilla Port of Entry has also been discussed as a potential future transit center and/or vehicle storage and maintenance location, if the Port of Entry is relocated in the future. Morrow County is actively seeking a location for a new maintenance facility, which could potentially serve as a transit center as well. This site is to be determined in partnership with the City of Boardman and businesses.

Bicycle and Pedestrian Access

Virtually every bus rider is also a pedestrian, and bicycles provide an important "last mile" option for transit, particularly for regional riders who may be fairly dispersed. CTUIR and Morrow County can work with local public works authorities to prioritize pedestrian and bicycle improvements that serve transit stops and encourage cities to modify their plans, if-needed.

It is of particular importance and a legal requirement to provide for access by persons with disabilities. Transit centers, shelters, and new or relocated bus stops should be designed to meet the requirements of the Americans with Disabilities Act (ADA). It is recommended that cities, the County, and Oregon Department of Transportation (ODOT) prioritize street corners near transit centers and shelters for ADA ramps.

Locations identified for improvements near recommended bus stops in previous planning efforts include:

- Morrow County TSP – calls for an overpass over I-84 at Olson Road, which could include pedestrian and bicycle facilities.
- City of Irrigon TSP – recommends sidewalks and/or paths on US 730 between First Street and 11th Street, and along First Street, Division Road, 7th Street, and 11th Street.
- City of Boardman TSP – recommends extending NE Boardman Avenue to Olson Road, and extending Third Street, Second Street, Chaperell Drive, Kinkade Road, and Anderson Road, which could include pedestrian and bicycle facilities. The City of Boardman is also planning a footbridge crossing the railroad near the Port Offices.
- City of Boardman Multi-Use Path Plans – recommends a new multi-use path on Columbia Avenue between Main Street and Olson Road and to the south of Wilson Lane, as an extension of Faler Road.
- Heritage Trail Map – The Heritage Trail includes existing and proposed trails extending east-west from Boardman to Irrigon and Umatilla, primarily along the river. The existing path follows the riverfront in Boardman and then continues on the north side of Marine Drive about to Olson Road (on the north side of the railroad). The proposed alignment would continue along Marine Drive, to Ullman Boulevard, Columbia Avenue, US 730, and River Lane, then along a riverfront path leading to the north end of Pleasant View Road and on into Umatilla County.
- Umatilla County TSP – identifies sidewalk improvements for Bensel Road, Bud Draper Road, Roxury Lane, Beach Access Road, Powerline Road, Umatilla River Road, Ford Road, 3rd Street, Scapelhorn Road, and Power City Road in the City of Umatilla. Identifies bicycle pathways for Bud Draper, McNary Beach Recreation Area, Powerline Road to "F" Street, and Powerline Road.

- City of Umatilla TSP – recommends that US 730’s cross-section include 6’ sidewalks, 5’ planter strips, and 6’ bike lanes with 8’ parking lanes throughout the corridor. Collector street cross-sections also include sidewalks and bicycle lanes; intersecting collector streets include Powerline Drive, B Street, F Street, Switzler Drive, County 1275 Road, Brownell Boulevard, Power City Road, Devore Road, Wildwood Lane, Pomoro Drive, and Willamette Street.
- City of Hermiston TSP – identifies the need for sidewalks on all urban streets, bikeways on urban major collectors and arterials, and wide shoulders on rural collectors and arterials.

Table 23 summarizes local planning efforts and recommends stop-by-stop improvements for pedestrian and bicycle access. Stops are categorized by short-term priorities, consistent with the stops identified for higher-level amenities, and long-term priorities.

Table 23. Pedestrian and Bicycle Infrastructure at Stops

Stop	Walking Availability	Biking Availability	Priority	Recommended Improvements
SW 3rd Street/ W Orchard Ave	Good	Poor	Short-Term	Provide bicycle facilities, such as bike lanes, along local and arterial roadways.
Walmart	Good	Good	Short-Term	None
Northwest Farm Supply	Fair	Poor	Long-Term	Widen US 395 shoulders for bicycle use and/or provide parallel path.
KIE Supply Corporation	Fair	Poor	Long-Term	Widen US 395 shoulders for bicycle use and/or provide parallel path. Improve sidewalks on west side of US 395.
Lamb Weston (Westland Road)	Poor	Poor	Long-Term	Provide pedestrian and bicycle facilities between designated stops and other employment in the area.
McNary Market	Fair	Poor	Short-Term	Provide sidewalks and bicycle lanes along Willamette Avenue, extending to such connecting roadways as Walla Walla Street and Lewis Street.
Post Office	Fair	Poor	Long-Term	Widen US 730 shoulders for bicycle use and/or provide parallel path.
6th Street/ Yrexa Avenue	Good	Poor	Short-Term	Widen US 730 shoulders for bicycle use and/or provide parallel path. Provide sidewalks along Yrexa Avenue, connecting to nearby residential and commercial properties.
Recycling Depot	Good	Poor	Short-Term	
City Hall Village Square	Good	Poor	Long-Term	Widen US 730 shoulders for bicycle use and/or provide parallel path.
6th Street/ B Street	Good	Poor	Short-Term	Widen US 730 shoulders for bicycle use and/or provide parallel path. Provide sidewalks along cross streets, connecting to nearby residential and commercial properties, Nugent Park Trails.

Stop	Walking Availability	Biking Availability	Priority	Recommended Improvements
Highway 730 and First Street	Good	Poor	Short-Term	Widen US 730 shoulders for bicycle use and/or provide parallel path to the west, connect to existing bicycle lane off Columbia Lane to the east. Provide sidewalks along US 730.
Employment stops	Poor	Poor	Long-Term	Provide improved connections from driveways to building entries.
SAGE Center	Fair	Poor	Short-Term	Extend sidewalk and bicycle facilities to Columbia Avenue, along Columbia Avenue.
Boardman Ave/ Main St	Good	Fair	Short-Term	Extend sidewalks along Boardman Avenue, improve bicycle facilities as-needed.
C&D Drive-In	Good	Fair	Short-Term	
Columbia Ave/ 2nd St	Fair	Poor	Long-Term	Extend sidewalks along Columbia Avenue and 2nd Street, improve bicycle facilities along Columbia Avenue.
Boardman Post Office	Fair	Fair	Short-Term	Extend sidewalks along Boardman Avenue and NW 1st Street, improve bicycle facilities as-needed.
Main St/ Front St	Fair	Fair	Short-Term	Extend sidewalks along Front Street.
Select Market/ DHS	Fair	Poor	Short-Term	Extend sidewalks along Kinkade Road, sidewalks and bicycle lanes along Tatone Street.
Faler Rd/ Mt. Hood Ave	Poor	Poor	Long-Term	Construct sidewalks and crosswalks, starting at the intersection and extending to residential properties.
Mt. Hood Ave/ Wilson Ln	Poor	Poor	Short-Term	Construct sidewalks and crosswalks, starting at the intersection and extending to residential properties.
Wilson Rd/ River Ridge Dr	Fair	Fair	Long-Term	Construct sidewalks and crosswalks, starting at the intersection and extending to residential properties.
Wilson Rd/ Anthony Rd	Fair	Fair	Long-Term	Construct crosswalks.
Tatone St/ Wilson Rd	Fair	Fair	Long-Term	Install curb ramps on northeast intersection corner.
Tatone St/ Willow Fork Dr	Poor	Poor	Long-Term	Construct sidewalks along Tatone Street.
Boardman Ave/ 2nd Ave	Good	Poor	Long-Term	Improve bicycle facilities along Boardman Avenue.

Walking and Biking Rating: Good = sidewalks and crosswalks; bicycle lanes or sharrows; Fair = some sidewalks; adequate shoulder for biking; Poor = no facilities

Park-and-Ride Lots

Park-and-ride lots are typically feasible in situations where there is either a parking charge or parking shortages at the rider's destination, or if there is a substantial savings in travel cost or time by using transit. As parking is typically free throughout the area, an interest in using all-day parking to save cost or time, or for short-term parking for pick-up/drop-off, are the more likely drivers for park-and-ride demands. Park-and-ride locations could include:

- **Hermiston** – New park-and-ride locations could include a new facility near Port Drive and SE 9th Street, Good Shepherd Health Care System, Walmart, and/or another location as identified in partnership with the City of Hermiston. Existing parking lots could be used as pick-up/drop-off locations, while partnerships with businesses with underused weekday parking has potential to support all-day parking. These locations could also serve as park-and-ride(s) for future Pendleton – Kennewick service. Port Drive and SE 9th Street are particularly opportunistic, already zoned for light industrial/outlying commercial and positioned near the Gettman Road/Railway Alternative Transportation Enhancement (GRATE) Project, improving access and efficiency for buses in the area. Additionally, the new Hermiston City Hall will have public amenities available and can be considered for a pick-up/drop-off transit center.
- **Umatilla** – In the short-term, parking occupancy near City Hall could be evaluated for potential use for park-and-ride. The Umatilla Port of Entry potentially could be modified to provide pick-up/drop-off or all-day parking space. This location could also serve as park-and-ride for future Pendleton – Kennewick service.
- **Irrigon** – The properties near US 730 and First Avenue have large, undefined paved and gravel areas. Repaving and striping these lots could make them feasible park-and-ride or pick-up/drop-off areas. Parking could also be coordinated outside of city limits for all-day parking.
- **Boardman** – The SAGE Center or other nearby properties are recommended as the transfer point for the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular, and could also be promising park-and-ride sites for these and future Heppner – Boardman and Arlington – Boardman services. Within central Boardman, space near Boardman Avenue/1st Street or City Center Drive/Main Street could be developed for transit facilities.

Vehicle Fleet

Maintaining an operational fleet with the amenities and sizing to meet the area's needs will help to improve ridership and the existing rider experience, improve system performance, and maintain service reliability. This section describes the vehicle types, fleet size and replacement rate, and storage and maintenance needs for the services.

Vehicle Types

The types of vehicles operated for service should consider the passenger load, amenities such as bike racks, fueling types, and low-floor/kneeling models. All vehicles should be ADA accessible. Considerations include:

- **Passenger Load** – The vehicle fleet will need to provide capacity for peak ridership times and consider the fuel cost savings of a smaller vehicle. The *Strategic Plan* estimated Hermiston – Boardman Connector ridership near 6–8 rides per hour and the Boardman – Port of Morrow Circular at 6-7 rides per hour. These estimates were averages, and the services are likely to see periods of higher ridership, such as those that may occur during shift changes. The service providers could monitor time-of-day ridership to assess future vehicle sizing needs.
- **Bike Racks** – Riders will need bike racks on vehicles if they need to bike on both the first- and last-mile of their journey or if secure bicycle storage is not available at bus stops. It is recommended that buses be equipped with front racks accommodating 2 bicycles to start, with rack usage monitored to assess future needs.
- **Fuel Type** – A bus with hybrid-electric propulsion costs \$150,000 to \$200,000 more than a similar bus with diesel propulsion but will generally reduce fuel costs by approximately 25 to 30 percent. A bus with compressed natural gas (CNG) costs \$25,000 to \$50,000 more than a similar bus with diesel propulsion but will generally reduce fuel costs by approximately 25 to 45 percent. Challenges in using hybrid-electric and CNG are the additional cost of purchasing new vehicles relative to diesel vehicles and the need for charging/dual fueling facilities.
- **Low Floor** – Low-floor buses eliminate the steps in the vehicle, provide easier access for riders, speed boarding and alighting, and are much easier for drivers to operate than traditional lifts. Eventually, as part of the normal bus replacement schedule and as sidewalk infrastructure improves, CTUIR and Morrow County can replace high-floor buses with low-floor models.

Fleet Size and Replacement

Properly-maintained and replaced vehicles reduce the likelihood of vehicle breakdowns and/or disruptions to service.

For determining fleet size, a 20 percent spare ratio is recommended. CTUIR will have three vehicles for the Hermiston – Boardman Connector. The Hermiston – Boardman Connector will only require two vehicles at a time to operate, and thus the third provides a spare for CTUIR. Additionally, as CTUIR already operates a fleet, vehicles could be shared across these services. Morrow County will need to consider its spare ratio needs and how vehicles could or could not be shared with existing The Loop services. As the services expand, CTUIR and Morrow County should obtain additional vehicles as needed to maintain this spare ratio.

Table 24 shows the fleet replacement needs based on the annual service miles. The Hermiston – Boardman Connector operates vehicles with an expected useful life (EUL) of 450,000 miles. Depending on the amounts of service, CTUIR will need to replace 2–3 vehicles every several years. For example, CTUIR will need to replace 2 vehicles in 2026 if operating fewer hours of service or 3 vehicles in 2026 if operating more hours of service. The Boardman – Port of Morrow Circular operated vehicles with an EUL of 200,000 miles and will need to replace a vehicle about every 4 years, depending on the amount of service provided.

Table 24. Fleet Replacement

Service	Operating Hours Scenarios	Annual Service Miles	2023	2024	2025	2026	2027
Hermiston-Boardman Connector	Weekdays + Saturday; 5:30 AM to 7:30 PM	228,656	0.51	1.02	1.52	2.03	2.54
	Weekdays + Saturday; 4:00 AM to 9:30 PM	292,392	0.65	1.30	1.95	2.60	3.25
	All Days; 4:00 AM to 9:30 PM	344,268	0.77	1.53	2.30	3.06	3.83
Boardman-Port of Morrow Circular	Weekdays + Saturday; 5:30 AM to 7:30 PM	39,525	0.20	0.40	0.59	0.79	0.99
	Weekdays + Saturday; 4:20 AM to 9:20 PM	49,631	0.25	0.50	0.74	0.99	1.24
	All Days; 4:20 AM to 9:20 PM	58,437	0.29	0.58	0.88	1.17	1.46

Note: Values represent the equivalent useful life of one vehicle accumulated in a given year. For example, for the “all days” scenario for the Hermiston–Boardman Connector, all 3 vehicles would need be replaced in 2026 if used equally.

Storage and Maintenance Needs

Locating vehicle storage and maintenance facilities near the area(s) where vehicles are used can help reduce “deadhead” miles and hours. Deadheading occurs when a vehicle travels without passengers between its storage location and the start/end of its route. Reducing deadheading reduces costs due to vehicle wear and tear, fuel, and driver time. Locating maintenance facilities near service areas also helps reduce response time if a vehicle breaks down. CTUIR currently conducts their vehicle maintenance and storage in Mission, while Morrow County stores their vehicles at the Boardman Senior Center and Irrigon Senior Center, which are both at capacity. Constructing new storage and maintenance facilities, or partnering with local jurisdictions to share existing space, such as at the Hermiston Public Works yard, would help reduce deadheading. Routine planned vehicle maintenance at CTUIR’s facility can also be accommodated by swapping vehicles between the Hermiston – Boardman Connector and Hopper routes, allowing the vehicle undergoing maintenance to travel in service to and from Mission, rather than deadheading. Given the amount of future service planned, a future vehicle storage and possible vehicle maintenance location in Boardman with partnership between Morrow County and CTUIR would serve the area well. This partnership could also include the ports, cities, or other partners that would benefit from these facilities.

Capital Acquisitions Plan

This section provides the detailed capital acquisitions breakdown for the first 3 years of operation.

Bus Stop and Access Improvements

This section summarizes the timing for stop and pedestrian and bicycle recommendations. Table 25 summarizes the other recommended stop improvements by year and improvement type, in addition to signage at all stops. Table 26 summarizes stop-by-stop improvements for pedestrian and bicycle access, consistent in priority with Table 25 recommendations. Stops were prioritized based on anticipated ridership, with at least one stop prioritized in each community. In the case of 3rd/Orchard, the

improvements are anticipated to occur when the stop is relocated and a new major stop is identified in Hermiston. Overall, these stops represent general locations and can shift based on service needs and discussions with nearby property and business owners.

Table 25. Improvement Timeline within 3 Years

Stop	Benches	Shelters	Trash Cans	Bike Racks	Restrooms
SW 3rd Street/W Orchard Ave	Ex	Ex	Ex	3	3
Walmart	1	1	Ex	1	-
Lamb Weston (Westland Road)	2	-	-	-	-
McNary Market	2	Ex	Ex	2	-
Recycling Depot	1	1	Ex	1	-
6th Street/B Street	1	1	Ex	1	-
6th Street/Yrexa Avenue	3	-	-	-	-
Highway 730 and First Street	1	1	3	1	-
Employment Stops	2	-	-	-	-
Boardman Ave/Main St	1	1	Ex	1	-
Columbia Ave/2nd St	3	Ex	3	3	-
Boardman Post Office	2	2	Ex	2	-
Main St/Front St	3	3	Ex	3	-
Select Market/DHS	1	1	Ex	1	-
Mt. Hood Ave/Wilson Ln	2	2	3	2	-
Wilson Rd/Anthony Rd	3	-	-	-	-
Tatone St/Wilson Rd	2	-	-	-	-
C&D Drive-In	Ex	Ex	Ex	1	-
Boardman Ave/2nd Ave	2	-	-	-	-

Ex: Existing amenity

Table 26. Pedestrian and Bicycle Infrastructure at Stops

Stop	Year	Recommended Improvements
SW 3rd Street/ W Orchard Ave	3	Provide bicycle facilities, such as bike lanes, along local and arterial roadways.
Walmart	1	None
McNary Market	2	Provide sidewalks and bicycle lanes along Willamette Avenue, extending to connecting roadways such as Walla Walla Street and Lewis Street.
6th Street/ Yrexa Avenue	1	Widen US 730 shoulders for bicycle use and/or provide parallel path. Provide sidewalks along Yrexa Avenue, connecting to nearby residential and commercial properties.
Recycling Depot		
6th Street/ B Street	1	Widen US 730 shoulders for bicycle use and/or provide parallel path. Provide sidewalks along cross streets, connecting to nearby residential and commercial properties, Nugent Park Trails.
Highway 730 and First Street	1	Widen US 730 shoulders for bicycle use and/or provide parallel path to the west, connect to existing bicycle lane off Columbia Lane to the east. Provide sidewalks along US 730.

Stop	Year	Recommended Improvements
SAGE Center	1	Extend sidewalk and bicycle facilities to Columbia Avenue, and provide along Columbia Avenue.
Boardman Ave/ Main St C&D Drive-In	1	Extend sidewalks along Boardman Avenue, improve bicycle facilities as-needed.
Boardman Post Office	2	Extend sidewalks along Boardman Avenue and NW 1 st Street, improve bicycle facilities as-needed.
Main St/ Front St	3	Extend sidewalks along Front Street.
Select Market/ DHS	1	Extend sidewalks along Kinkade Road, sidewalks and bicycle lanes along Tatone Street.
Mt. Hood Ave/ Wilson Ln	2	Construct sidewalks and crosswalks, starting at the intersection and extending to residential properties.

Transit Centers and Park-and-Rides

Major infrastructure changes, beyond a potential new Hermiston transit center, are not anticipated to occur in the first three years. However, CTUIR and Morrow County can partner with jurisdictions to identify locations for future facilities and begin planning, property acquisition, and partnership agreements. As noted in the *Capital Needs Plan* section, existing parking occupancy near SW 3rd Street/ Orchard Avenue, Walmart, Umatilla City Hall, US 730 and First Street, and SAGE Center can be evaluated for consideration for pick-up/drop-off and all-day parking availability. Morrow County is planning for major transit infrastructure investment projects in the Boardman area. Morrow County will be applying for Section 5339 funding and other sources to fund the construction of the facility.

Vehicle Fleet

The *Capital Needs Plan* section identified that batch vehicle replacement is likely not needed in the first 3 years of service for both the Hermiston – Boardman Connector and Boardman – Port of Morrow Circular. However, the agencies should still plan to save funds for local match for vehicle replacement near year 4. Similar to transit centers and park-and-rides, new vehicle maintenance and storage facilities are not anticipated in the first 3 years, but partnerships to use existing facilities could be established.

Capital Financial Plan

This section provides cost estimates for smaller bus stop improvements and identifies funding sources for all improvements identified in this memorandum. The costs for larger improvements, such as transit centers and storage and maintenance facilities, can vary depending on land needs, existing utilities, and desired facility size, and thus were not estimated. Pedestrian and bicycle improvements would typically be completed by local jurisdictions; these were prioritized, but costs are not quantified in this report.

Cost Estimates

Table 27 shows itemized bus stop improvement costs, the number of units recommended in the short-term (less than 3 years) and the number of units recommended in the long-term (beyond 3 years), as identified in the *Bus Stop Amenities* section. As shown, costs are estimated to be near \$120,000 in the short term and \$125,500 in the long term. These costs are for initial installation and do not include maintenance and replacement. Costs include materials and installation estimates. Cost savings can be found by coordinating the installation of these improvements alongside other public works projects, such as sidewalk repairs.

Table 27. Bus Stop Improvement Costs

Hermiston – Boardman Connector	Unit Cost	Short-Term Units	Short-Term Cost	Long-Term Units	Long-Term Cost
Signage	\$750	14	\$10,500	0	\$0
Bench	\$1,000	8	\$8,000	3	\$3,000
Shelter	\$7,500	4	\$30,000	7	\$52,500
Trash Can	\$750	1	\$750	6	\$4,500
Bike Racks (at Stops)	\$1,000	6	\$6,000	7	\$7,000
		Total	\$55,250	Total	\$67,000
Boardman – Port of Morrow Circular	Unit Cost	Short-Term Units	Short-Term Cost	Long-Term Units	Long-Term Cost
Signage	\$750	13	\$9,750	0	\$0
Bench	\$1,000	9	\$9,000	3	\$3,000
Shelter	\$7,500	5	\$37,500	6	\$45,000
Trash Can	\$750	2	\$1,500	6	\$4,500
Bike Racks (at Stops)	\$1,000	7	\$7,000	6	\$6,000
		Total	\$64,750	Total	\$58,500

Table 28 shows itemized bus stop improvement costs for the first 3 years of service. As shown, costs are highest in the first year in order to establish attractive and comfortable bus stops. These costs are for initial installation and do not include maintenance and replacement. Costs include materials and installation estimates. Cost savings can be found by coordinating the installation of these improvements alongside other public works projects, such as sidewalk repairs.

Table 28. Bus Stop Improvement Costs – First 3 Years

Hermiston – Boardman Connector	Unit Cost	Year 1 Units	Year 1 Cost	Year 2 Units	Year 2 Cost	Year 3 Units	Year 3 Cost
Signage	\$750	27	\$12,750	0	\$0	0	\$0
Bench	\$1,000	4	\$4,000	3	\$3,000	1	\$1,000
Shelter	\$7,500	4	\$30,000	0	\$0	0	\$0
Trash Can	\$750	0	\$0	0	\$0	1	\$750
Bike Racks (at Stops)	\$1,000	4	\$4,000	1	\$1,000	1	\$1,000
		Total	\$50,750	-	\$4,000	-	\$2,750

Boardman – Port of Morrow Circular	Unit Cost	Year 1 Units	Year 1 Cost	Year 2 Units	Year 2 Cost	Year 3 Units	Year 3 Cost
Signage	\$750	10	\$7,500	0	\$0	0	\$0
Bench	\$1,000	2	\$2,000	4	\$4,000	3	\$3,000
Shelter	\$7,500	2	\$15,000	2	\$15,000	1	\$7,500
Trash Can	\$750	0	\$0	0	\$0	2	\$1,500
Bike Racks (at Stops)	\$1,000	3	\$3,000	2	\$2,000	2	\$2,000
		Total	\$27,500	-	\$21,000	-	\$14,000

Potential Funding Sources

As described in the *Financial Plan* section, several federal, state, and local funding sources are available for capital improvements. Table 29 summarizes which funding sources are applicable to which improvements.

Table 29. Funding Eligibility for Improvements

Item	5310	5311	5339	STBG	STF/ STIF	STP	Statewide Transit Network	Local Jurisdictions/ Partnerships	Public- Private Partnerships
Signage	X	X	X	X	X			X	X
Bench	X	X	X	X	X			X	X
Shelter	X	X	X	X	X			X	X
Trash Can		X		X	X			X	X
Bike Racks (at Stops)		X		X	X			X	X
Transit Centers		X	X	X	X		X	X	X
Pedestrian Facilities	X	X		X	X			X	X
Bicycle Facilities		X		X	X			X	X
Park-and-Ride Lots		X		X	X		X	X	X
Fleet Replacement		X	X		X	X			
Vehicle Maintenance and Storage		X	X		X		X	X	X



Columbia Avenue South Side
Pedestrian Path

6. NEXT STEPS AND REFERENCES

NEXT STEPS AND REFERENCES

This Draft Report will be reviewed with the Project Management Team, revised, and presented to the Stakeholder Group for feedback. Their feedback will inform the Final Report, which will guide the process to establish and monitor service. Immediate implementation steps for service include:

- **Pursue** funding through the identified funding sources or others that arise to support operating and capital costs.
- **Coordinate** with local jurisdictions, businesses, and property owners to establish stops and seek bus stop and access improvements.
- **Develop** marketing and advertising materials in conjunction with partners.
- **Improve** local coordination, potentially through dedicated staff at transit agencies and/or designated liaisons at the local agencies.
- **Plan** for property acquisitions and/or capital improvement of existing properties for regional facilities such as transit centers, park-and-rides, and vehicle maintenance and storage facilities as described in this Report.
- **Refine** the transit schedules through ground-truthing prior to implementation.
- **Monitor** system performance and demand over time and consider adjustments to service.

Content developed in this report was based on the following interim deliverables:

- Reference A – Strategic Plan
- Reference B – Detailed Route Schedules
- Reference C – Operating Budget and Funding Opportunities
- Reference D – Management Plan
- Reference E – Capital Needs Plan
- Reference F – Capital Acquisitions Plan

Appendix A. Employee Data

Table 30. Employer Shift Times

Employer	Shift Start	Shift End	Days of Week	Number of Employees	Comments
ALTO Columbia (Pacific Ethanol)	6-7 AM	6-7 PM	All Days	30-35	This site runs 24/7
Lamb Weston	7:00 AM	7:00 PM			East and West Plants
	7:00 PM	7:00 AM			
	5:45 AM	4:00 PM			Lamb Weston Center Packaging
	3:45 PM	2:00 AM			
	6:00 AM	6:00 PM			
	7:45 PM	6:00 AM			Lamb Weston Center Warehouse
	6:30 AM	4:30 PM			
	3:00 PM	1:30 AM			
Port of Morrow Warehousing	11:00 PM	9:30 AM			
	5:00 AM	3:30 PM			
	7:00 AM	5:30 PM			
	2:00 PM	12:30 AM			
	3:00 PM	1:30 AM			
	9:00 PM	7:30 AM			
Oregon Potato	10:00 PM	8:30 AM			
	8:00 AM	4:00 PM	All Days	160-185	Most employees in day shift, least in grave shift.
	4:00 PM	12:00 AM			
12:00 AM	8:00 AM				
Threemile Canyon Farm	4:00 AM	4:00 PM	All Days	350	Dairy Farm
	5:00 AM	4:00 PM		250	Calf Farm
	7:00 AM	5:00 PM		600	Other Farm – Winter
	5:00 AM	7:00 PM			Other Farm – Other Seasons
Tillamook – Columbia River Processing	5:00 AM	5:30 PM	All Days	25-75	
	5:30 AM	6:00 PM		10-20	
	6:00 AM	6:00 PM			
	5:00 PM	5:30 AM		25-75	
	5:30 PM	5:00 AM		10-20	
	6:00 PM	6:00 AM			

Table 31. Employer Home Locations

Zip Code	General Location	Boardman Foods	Threemile Canyon Farms
35244		1	
90277		1	
97006		1	
97035		1	
97301		1	
97741		1	
97756		1	
97801	Pendleton	1	5
97818	Boardman	132	300
97836	Heppner	2	3
97838	Hermiston	48	150
97843		1	
97844	Irrigon	27	50
97875	Stanfield	5	20
97882	Umatilla, McNary	20	75
98944		1	
99301		1	
99336	Kennewick	2	10
99337	Kennewick, Finley	2	
99352		1	
Totals		250	Approx. 600

Appendix B. Limited Funding Alternative

The following section provides information about a reduced-funding Early AM Route and Regular Route.

Hermiston-Boardman Connector Limited Early AM Route

If service is provided early in the morning, ridership is expected to be driven by Port of Morrow employees. Therefore, Early AM Routes skips KIE Supply/NW Farm Supply, Walmart, McNary Market, and Umatilla-Stanfield Highway, instead using Umatilla River Road between Hermiston and Umatilla. As indicated later in this report, the Hopper route would stay the same in the AM, providing service to McNary.

Based on the employment data provided, some of the first employer shifts at the Port of Morrow start at 5:00 AM. This route would start at 4:00 AM and connect to the Boardman–Port of Morrow Circular at the SAGE Center at 4:40 AM, allowing riders to get off at the employment stops or transfer to the Circular in time for a 5:00 AM shift. The early route has a 90-minute headway, arriving at the SAGE Center at 4:40 AM, 6:10 AM, and 7:40 AM. Some of these times do not provide a perfectly-timed arrival to Port shifts, but coordination with employers may lead to changes in shift times to align with Connector timing. The Limited Early AM Route is shown in Figure 22 and its schedule is shown in Table 32. Estimated travel times for this route are:

- Runtime – 80 minutes
- Recovery/Layover Buffer – 10 minutes
- Total Trip Time – 90 minutes

Figure 22. Hermiston–Boardman Connector Route Limited Early AM Route



Hermiston-Boardman Connector Limited Route

The Regular Route is designed to operate between 8:30 AM, after the Early AM Route until the end of the service day around 8:15 PM. This route travels from Hermiston to McNary and Umatilla via US 395 and continues on to Irrigon and Boardman via US 730. The regular route would operate at 2-hour headways and would arrive at the SAGE Center at 9:22 AM, 11:22 AM, 1:22 PM, 3:22 PM, 5:22 PM and 7:22 PM. The Limited Regular Route is shown in Figure 23 and its schedule is shown in Table 32. Estimated travel times for this route are:

- Runtime – 105 minutes
- Recovery/Layover Buffer – 15 minutes
- Total Trip Time – 120 minutes

Figure 23. Hermiston-Boardman Connector Limited Regular Route



Table 32 shows the near-term route schedule for weekday and Saturday service on the Limited Early AM and Regular Routes. As shown in the table, if funding is limited, the 5:30 AM to 6:15 PM service is higher priority, as it would capture both sides of many employers' shifts and it allows connections to other transit services. If more funding is available, one earlier and later trip could be added to the schedule to provide more shift coverage.

Table 32. Hermiston–Boardman Connector Limited Schedule

Stop		Early AM Route			Regular Route					
		+1.5 hr	Higher Priority Runs – 13 Service Hours							+2.5 hr
Hermiston	SW 3 rd St. / W Orchard Ave.	4:00	5:30	7:00	8:30	10:30	12:30	2:30	4:30	6:30
	Walmart	–	–	–	8:40	10:40	12:40	2:40	4:40	6:40
N/A	Northwest Farm Supply	–	–	–	8:44	10:44	12:44	2:44	4:44	6:44
N/A	McNary Market	–	–	–	8:51	10:51	12:51	2:51	4:51	6:51
Umatilla	Post Office	–	–	–	8:55	10:55	12:55	2:55	4:55	6:55
	Recycling Depot	–	–	–	8:56	10:56	12:56	2:56	4:56	6:56
	6 th Street/B Street	4:14	5:44	7:14	8:57	10:57	12:57	2:57	4:57	6:57
Irrigon	US 730 / First Street	4:22	5:52	7:22	9:06	11:06	1:06	3:06	5:06	7:06
N/A	Cascade Specialties	4:34	6:04	7:34	9:17	11:17	1:17	3:17	5:17	7:17
Boardman	Lamb Weston West or Boardman Foods	4:37	6:08	7:38	9:20	11:20	1:20	3:20	5:20	7:20
	SAGE Center (arrive)	4:40	6:10	7:40	9:22	11:22	1:22	3:22	5:22	7:22
	SAGE Center (depart)	4:42	6:12	7:42	9:25	11:25	1:25	3:25	5:25	7:25
	Columbia River Processing	4:45	6:15	7:45	9:28	11:28	1:28	3:28	5:28	7:28
N/A	Port of Morrow Warehouse	4:48	6:18	7:48	9:31	11:31	1:31	3:31	5:31	7:31
Irrigon	US 730 / First Street	5:00	6:30	8:00	9:43	11:43	1:43	3:43	5:43	7:43
Umatilla	City Hall Village Square	5:09	6:39	8:09	9:52	11:52	1:52	3:52	5:52	7:52
	6 th Street/Yrexa Avenue	5:10	6:40	8:10	9:53	11:53	1:53	3:53	5:53	7:53
N/A	McNary Market	–	–	–	9:57	11:57	1:57	3:57	5:57	7:57
N/A	KIE Supply Corporation	–	–	–	10:04	12:04	2:04	4:04	6:04	8:04
Hermiston	Walmart	–	–	–	10:08	12:08	2:08	4:08	6:08	8:08
	SW 3 rd St./ W Orchard Ave.	5:22	6:52	8:22	10:18	12:18	2:18	4:18	6:18	8:18

Bold times indicate PM.

Appendix C. Transportation Options

As part of Umatilla County Coordinated Human Service Plan, the following strategy was identified to promote transportation options in the region:

Table 33. Transportation Options Strategy

Development of rideshare, carpool, and vanpool or workforce on-demand ride cooperative programs			
Target Need			
<p>Due to the geographically size of Morrow and Umatilla Counties, resident workers must travel a substantial distance to reach employment/industry clusters located in Hermiston, Pendleton and the Port of Morrow. In addition, there are industry clusters in isolated locations outside the core industry area at the Port of Morrow. There may be a variety of situations where a fixed route bus is probably not the best way to serve residents workers due to irregular shifts, overtime requirements or family situations. When industry employers identify transportation issues or need from their workers, they can pick a transit option program. A manual with rules and restrictions on utilizing and maintaining the service may need to be developed. The program could provide a sustainable, reliable and cost-effective form of transportation to resident workers throughout the two counties.</p>			
Rideshare, carpool and vanpool program		WORC Program	
<p>Rideshare, carpool and vanpool programs can help ease transit need to Morrow or Umatilla Counties resident workers by working directly with employers to develop the program. A rideshare, carpool and vanpool program can be arranged by the employers to serve resident workers. The program would be arranged between the employer and employees and the rider costs paid through payroll deductions to off-set the cost of the service. Suggest development of manual with rules and restrictions on utilizing the service. Operating hours and service areas may be defined and not serve all shifts.</p>		<p>Workforce On-Demand Ride Cooperative (WORC) program is a transit option to help ease transit needs to Morrow or Umatilla Counties resident workers. The WORC program would be developed as a company program to serve resident workers. The service can be operated by a local taxi company or a hired transportation company. The program would be arranged between the employer and employees and the rider costs paid through payroll deductions to off-set the cost of the service. Suggest development of manual with rules and restrictions on utilizing the service. Operating hours and service areas may be defined and not serve all shifts.</p>	
Suggested Strategy			
<ol style="list-style-type: none"> 1. When industry leaders identify a transit need for resident workers and seek to launch a program to assist with transportation to/from workers home. 2. Develop a transit option program that works in collaboration with employees identifying shifts schedules, costs for the program (capital purchases and maintenance) and cost allocations between the employers/employees. 3. Startup assistance may be needed through county transit funding. 4. Monitor process and repeat throughout the county as needed. 			
Responsible Party		Timeframe	Level of Effort
Morrow or Umatilla Counties Public Transit		1-3 years or on-going	Medium
			Cost
			\$

MORROW COUNTY COORDINATED HUMAN SERVICES TRANSPORTATION PLAN



August 2022



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- Debbie Radie – Vice Chair, Port of Morrow Employers/Employees
- Karen Pettigrew, Boardman/Low Income
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- Stephanie Case, County Staff/Local Planner
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Morrow County Public Transit Project Management Team

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- Ann Morter, BMCC Training Center
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TABLE OF CONTENTS

Introduction.....	4
Demographics.....	7
Existing Services and Resources.....	22
Summary of Relevant Plans.....	27
Stakeholder Involvement.....	34
Goals and Objectives.....	39
Needs and Strategies.....	42
Implementation and Monitoring Plan.....	43
Conclusion.....	60

TABLE OF FIGURES

Figure 1. People Below 100% Poverty.....	12
Figure 2. People Below 200% Poverty.....	13
Figure 3. People with Disabilities.....	14
Figure 4. Youth Population.....	15
Figure 5. Senior (Age 65 and Over) Population.....	16
Figure 6. People of a Racial Minority.....	17
Figure 7. Zero Vehicle Households.....	18
Figure 8. Low English Proficiency (LEP) Households.....	19
Figure 9. Veterans.....	20

ACRONYMS

- ACS - American Community Survey
- CTP – Coordinated Human Services Public Transportation Plan/Coordinated Transportation Plan
- CTUIR - Confederated Tribes of Umatilla Indian Reservation
- DLCD - Department of Land Conservation and Development
- FTA – Federal Transit Administration
- IAMP - Interchange Area Master Plan
- HRTG – Highly Rural Transportation Grant
- ICU - Intensive Care Unit
- LEP - Low English Proficiency
- MCPT - Morrow County Public Transit
- PMT - Project Management Team
- PTAC - Public Transit Advisory Committee
- ODOT – Oregon Department of Transportation
- RVHT - Rural Veteran Healthcare Transportation Grant
- STF – Special Transportation Fund
- STIF - Statewide Transportation Improvement Fund
- TSP - Transportation System Plan
- WORC - Workforce On-Demand Ride Cooperative



INTRODUCTION



INTRODUCTION

Morrow County is undertaking an update to its Coordinated Human Services Public Transportation Plan (the Coordinated Transportation Plan, or CTP) to address a combination of regulatory and community goals.

The Federal Transit Administration's (FTA's) Section 5310 program and Oregon's Special Transportation Fund (STF) both fund projects and services that enhance the mobility of seniors and persons with disabilities. To be eligible for funding, projects and services are required to be "included in a locally developed, coordinated public transit human services transportation plan." While §5310 funds are directed solely toward services open to the general public, STF funds can also be used for client-only services and programs enhancing the mobility of low-income individuals. As the recipient of Morrow County's STF funds, Morrow County Public Transit (MCPT) implements projects and services funded by §5310.

The STF is being merged into Oregon's Statewide Transportation Improvement Fund (STIF) effective July 2023. Administrative rulemaking related to this merger will not be finalized until late 2022. However, if ODOT's initial recommendations are implemented, client-only projects and services will need to be included in the CTP to be eligible to receive STIF funding. As the designated STIF Qualified Entity, Morrow County has the ability to distribute federal and state funds to itself and to eligible subrecipients to support the mobility of seniors and persons with disabilities. An update to Morrow County's CTP should capture existing STIF plan projects and inform future STIF planning.

The intent of the CTP is to be a "living" document identifying needs and investment priorities. Transit providers and partners in Morrow County will use the plan to allocate funding and develop and enhance transit services. Since the plan must be updated every five years, it has been written in a way that can incorporate ongoing updates and revisions.

Coordinated Transportation Plan Requirements

ODOT provides the following requirements for Coordinated Transportation Plans:

- » (1) An assessment of available services that identifies current transportation providers (public, private, and non-profit);
- » (2) An assessment of transportation needs for individuals with disabilities, older adults, and people with low incomes. This assessment can be based on the experiences and perceptions of the planning partners or on more sophisticated data collection efforts, and gaps in service (Note: If a community does not intend to seek funding for a particular program (Section 5310, 5311), then the community is not required to include an assessment of the targeted population in its coordinated plan);
- » (3) Strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery; and
- » (4) Priorities for implementation based on resources (from multiple program sources), time, and feasibility for implementing specific strategies and/or activities identified.



Assessing Need and Identifying Proposed Service and Capital Improvements

Reflecting legislative priorities identified in the Keep Oregon Moving act, the CTP addresses the transportation needs of people residing and traveling within the region, especially those residents in low-income communities. Key project and program provisions of the CTP include the following STIF Criteria:

- » Increased frequency of bus service to areas with a high percentage of Low-Income Households.
- » Expansion of bus routes and bus services to serve areas with a high percentage of Low-Income Households.
- » Fund the implementation of programs to reduce fares for public transportation in communities with a high percentage of Low-Income Households.
- » Procurement of low or no emission buses.
- » The improvement in the frequency and reliability of service between communities inside and outside of the Qualified Entity's service area.
- » Coordination between Public Transportation Service Providers to reduce fragmentation in the provision of transportation services.
- » Implementation of programs to provide student transit service for students in grades 9-12.



DEMOGRAPHICS



DEMOGRAPHICS

Understanding specific demographic distributions and needs is vital to evaluating the quality of a transit system. This section discusses the composition of Morrow County and its communities, and the considerations for needs for different transit dependent populations. It should be noted that census block groups in Morrow County are large, and dilute the density of populations. As such, maps provide the total population within each transit dependent population group in addition to density.

Transit riders are typically generalized into two categories:

- » **Choice riders** have adequate resources and abilities to own, operate, and maintain a vehicle but choose to use transit. Choice riders are more likely to use public transportation for commuting or when transit offers an advantage over driving (i.e., roads are congested, convenience, high parking fees, passenger amenities, etc.)
- » **Captive riders**, also referred to as transit dependent riders, use public transportation because they lack access or resources to own or operate a vehicle. These riders use public transportation for most of their trips, including to get to work, medical appointments, shops, and social activities.

Choice riders can be located anywhere in a community, with the strongest market areas typically being areas with high population or employment density. Market areas for captive riders, however, is more complex, as an understanding of population distributions and considerations for special concerns is needed. For example, older adults tend to travel during the daytime and require shorter walks to/from a bus stop. The following outlines seven demographic groups typically associated with higher use of transit:

- » **People Experiencing Poverty** – individuals who live within a set of income thresholds established by the US Census Bureau, which vary by family size and composition. Low-income households tend to rely on public transportation as it is less expensive than owning and operating a vehicle.
- » **People with Disabilities** – people with a disability often have difficulty operating a vehicle and require access to public transportation.
- » **Youth** – individuals under 18 years old have limited access or ability to drive a vehicle.
- » **Elderly Adults** – individuals aged 65 and older may become less comfortable driving as they age or are no longer physically able to drive.
- » **People of a Racial Minority** – often live in neighborhoods that have suffered systemic disinvestment and other barriers to transportation.
- » **Zero Vehicle Households** – persons residing in households without access to a vehicle typically rely on walking, biking, public transportation, or carpooling to meet their mobility needs.
- » **Low English Proficiency Households** – low English proficiency (LEP) can be a barrier for interacting with the transportation system, particularly in terms of owning and operating a vehicle. Typically, households with low English proficiency rely on other modes to meet their mobility needs.



- » **Veterans** - have devoted years of their lives into their respective field of expertise, with many impacted by limited mobility and high medical needs.

Title VI of the Civil Rights Act of 1964 prohibits discrimination in the provision of federally supported benefits and services, including public transportation service. In addition to Title VI populations, this analysis presents information about the study area population's transit reliant populations, including poverty status, age, racial/ethnic composition, and English proficiency, and proportion of people with disabilities.

Table 1 breaks down these metrics for Morrow County and its communities. This analysis provides information regarding populations who are typically more reliant on transit or have been historically underrepresented in planning processes. Values higher than the state average are in **bold**. As shown, cities throughout Morrow County have high percentages of people below the poverty line, people with a disability, youth, older adults, zero vehicle households, households with low English proficiency, and veterans.

Table 1. Title VI and Underrepresented Populations

	2020 Census Population	Total Population (ACS)	Total Households (ACS)	Below 100% Poverty	Below 200% Poverty	People with Disability	Youth (Under 18)	Older Adults (65 and older)	Racial/Ethnic Minority	Zero Vehicle Households	Households with LEP	Veteran
Oregon	4,246,155	4,096,744	1,642,579	12.4%	29.3%	14.3%	20.7%	17.7%	25.0%	7.2%	2.4%	8.3%
Morrow County	12,303	11,384	4,093	15.1%	42.5%	17.3%	27.5%	22.4%	41.3%	2.0%	6.7%	10.6%
Boardman	NA	3,527	1,086	20.6%	51.3%	11.1%	33.7%	12.5%	74.7%	2.5%	20.3%	4.2%
Heppner	NA	1,264	556	10.9%	39.9%	27.9%	25.9%	29.5%	12.3%	2.0%	0.0%	12.1%
Ione	NA	410	178	16.6%	29.3%	32.7%	19.5%	32.9%	24.6%	0.0%	10.1%	12.1%
Irrigon	NA	1,896	668	16.2%	44.6%	16.4%	25.9%	16.6%	51.3%	0.7%	4.5%	11.2%
Lexington	NA	160	85	8.8%	51.3%	44.4%	21.9%	40.0%	12.5%	15.3%	0.0%	20.0%

Source: 2020 Census and American Community Survey 2016-2020 5-Year Estimates; Tables S1602, S1701, S1810, B25044. NA = Not Available.

People Experiencing Poverty

Low-income populations are individuals that live within a set of income thresholds established by the US Census Bureau, which vary by family size and composition. Historically, people experiencing poverty may rely on active and public transportation more than the general population; therefore, recognition of this group's concentration centers is needed to determine transportation needs. Figure 1 and Figure 2 illustrate areas with high percentages of people living below the poverty level. Densities of individuals residing below 100% poverty exist in the following areas:



- » Northern part of Irrigon and the surrounding areas
- » Most parts of Boardman with a higher concentration south of I-84 and north of Wilson Lane

Densities of individuals residing below 200% poverty exist in the following areas:

- » Throughout Irrigon
- » Parts of Boardman south of I-84 and north of Wilson Lane

The federal poverty level is defined by household size. The 2022 federal poverty level for a family of 4 is \$27,750 of income. 200% of federal poverty level for a family of 4 would be \$55,500. The state of Oregon uses 200% poverty level for Statewide Transportation Improvement Fund criteria.

People with Disabilities

People with a disability often have difficulty operating a vehicle and require access to public transportation. Figure 3 illustrates areas with high percentages of households with disabilities. Densities of people with disabilities exist in the following areas:

- » All of Irrigon, but mostly concentrated in the northern part and surrounding areas
- » Most parts of Boardman, with a higher concentration south of I-84
- » Western half of Lone
- » Western portion of Heppner

Youth & Seniors

Analyzing an area's age composition helps decision-makers understand the potential need for increased transit options. As people age, they typically begin to drive less and require alternative modes of transportation for medical appointments, shopping, and visiting family and friends. Children are unable to operate a vehicle and must rely on family, friends, walking, biking, or public transportation to travel. Figure 4 and Figure 5 illustrate areas with concentrations of youth and older adults, respectively. As illustrated in both the figures, densities of youth and older adults existing in the following areas:

- » All of Irrigon, but mostly concentrated in the northern part and surrounding areas
- » Most parts of Boardman, with a higher concentration south of I-84 and north of Wilson Lane

People of a Racial Minority

People of a racial minority, defined by the US Census Bureau as non-white and/or Hispanic populations, typically live in neighborhoods that have suffered systemic disinvestment and other barriers to transportation. Understanding where people of color live is a step towards equitably implementing transit service that serves their needs. Figure 6 illustrates areas with high percentages of people of a racial minority. Densities of racial minorities existing in the following areas:

- » All of Irrigon, but mostly concentrated in the northern part and surrounding areas
- » All of Boardman, with a higher concentration south of I-84 and north of Wilson Lane
- » Most of Lone
- » Western portion of Heppner



Zero Vehicle Households

Vehicle availability may limit a person's ability to commute to work or get to an activity center. Depending on the number of people living in each household, a certain number of vehicles may not be able to provide everyone with a means of transportation. Figure 7 illustrates areas with concentrations of households with no vehicles available. Densities of zero car households existing in the following areas:

- » Northern part of Irrigon and the surrounding areas
- » Most parts of Boardman with a higher concentration north of I-84
- » Eastern part of Lone
- » Southeastern portion of Heppner

Low English Proficiency Households

Low English proficiency can be a barrier for interacting with the transportation system, particularly in terms of owning and operating a vehicle. Typically, households with low English proficiency rely on other modes to meet their mobility needs. Figure 8 illustrates areas with high percentages of households with low English proficiency. Densities of households with low English proficiency exist in the following areas:

- » Northern part Irrigon and the surrounding areas
- » All of Boardman, with a higher concentration south of I-84 and north of Wilson Lane
- » Most of Lone
- » Portion of the northern Heppner

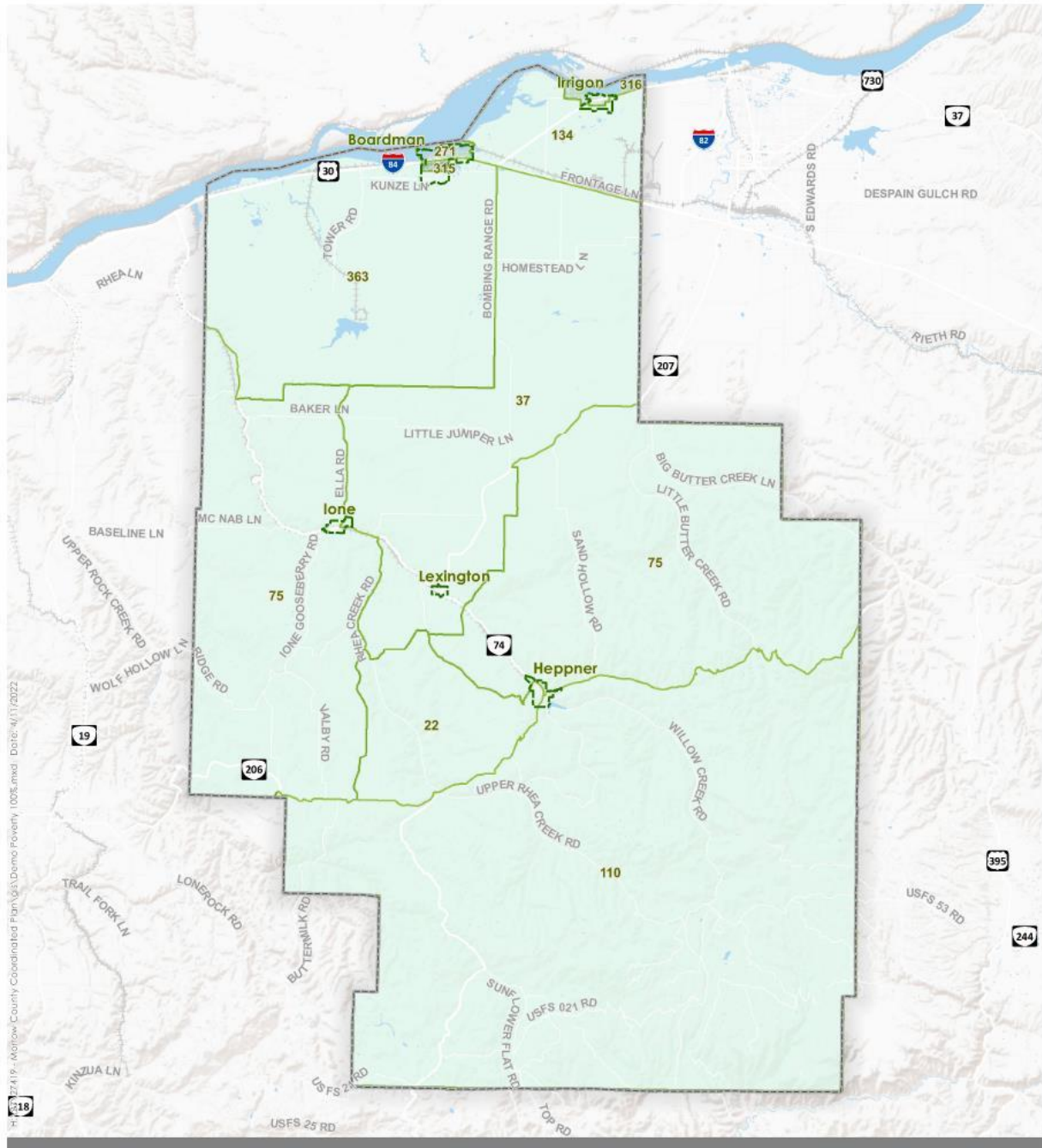
Veterans

Veterans typically have an increased need for transit options given mobility impairments and higher medical travel needs. Figure 9 illustrates areas with high percentages of veterans. Densities of households with veterans exist in the following areas:

- » All of Irrigon, but mostly concentrated in the northern part and surrounding areas
- » All of Boardman, with a higher concentration south of I-84 and north of Wilson Lane
- » Western portion of Heppner



Figure 1. People Below 100% Poverty



People below 100% Poverty per Acre by Block Group

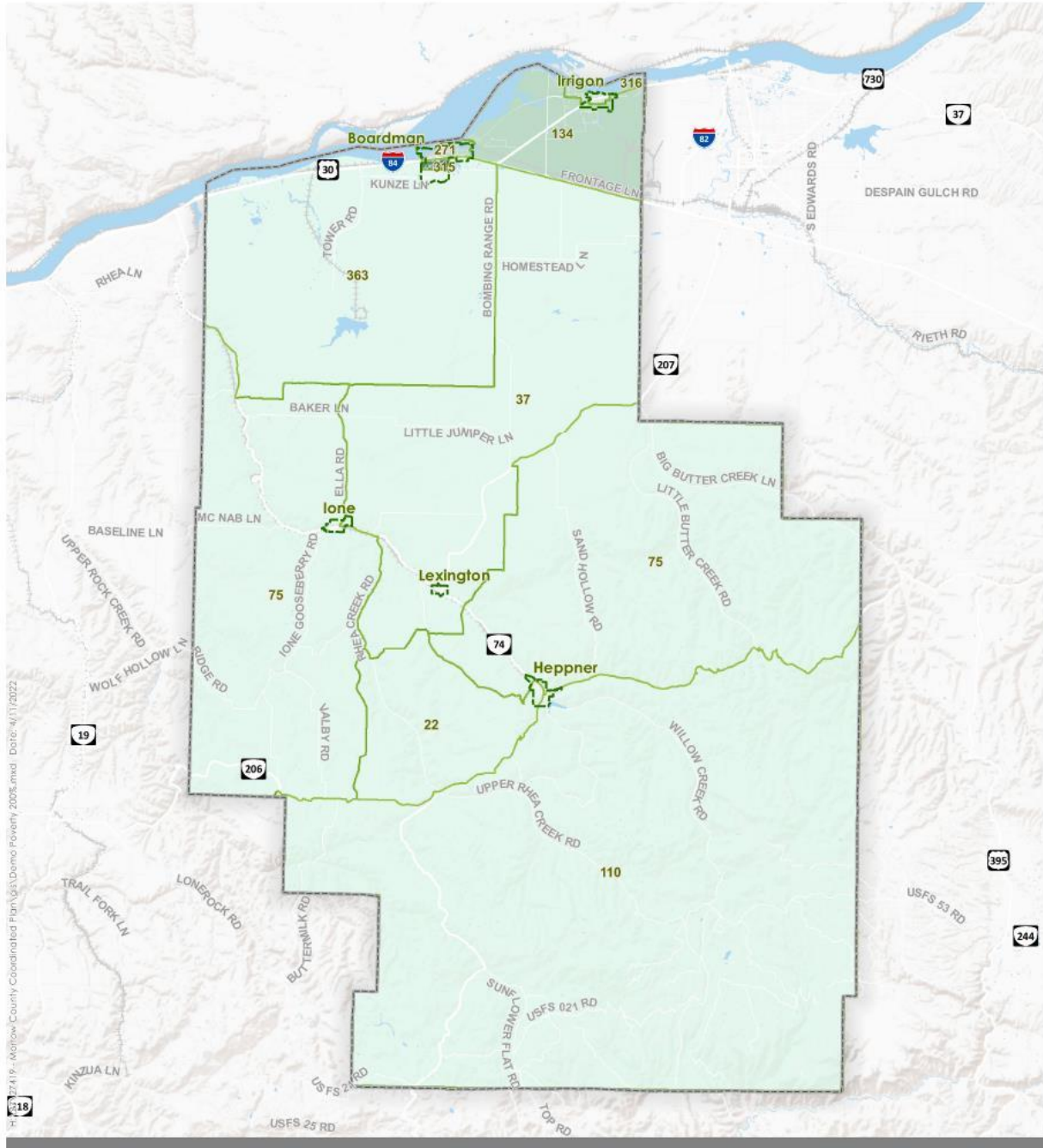
- 0.00
- 0.01 - 0.25
- 0.25 - 0.50
- UGB
- County Boundary



Source: American Community Survey 5yr 2020 Table C21007



Figure 2. People Below 200% Poverty



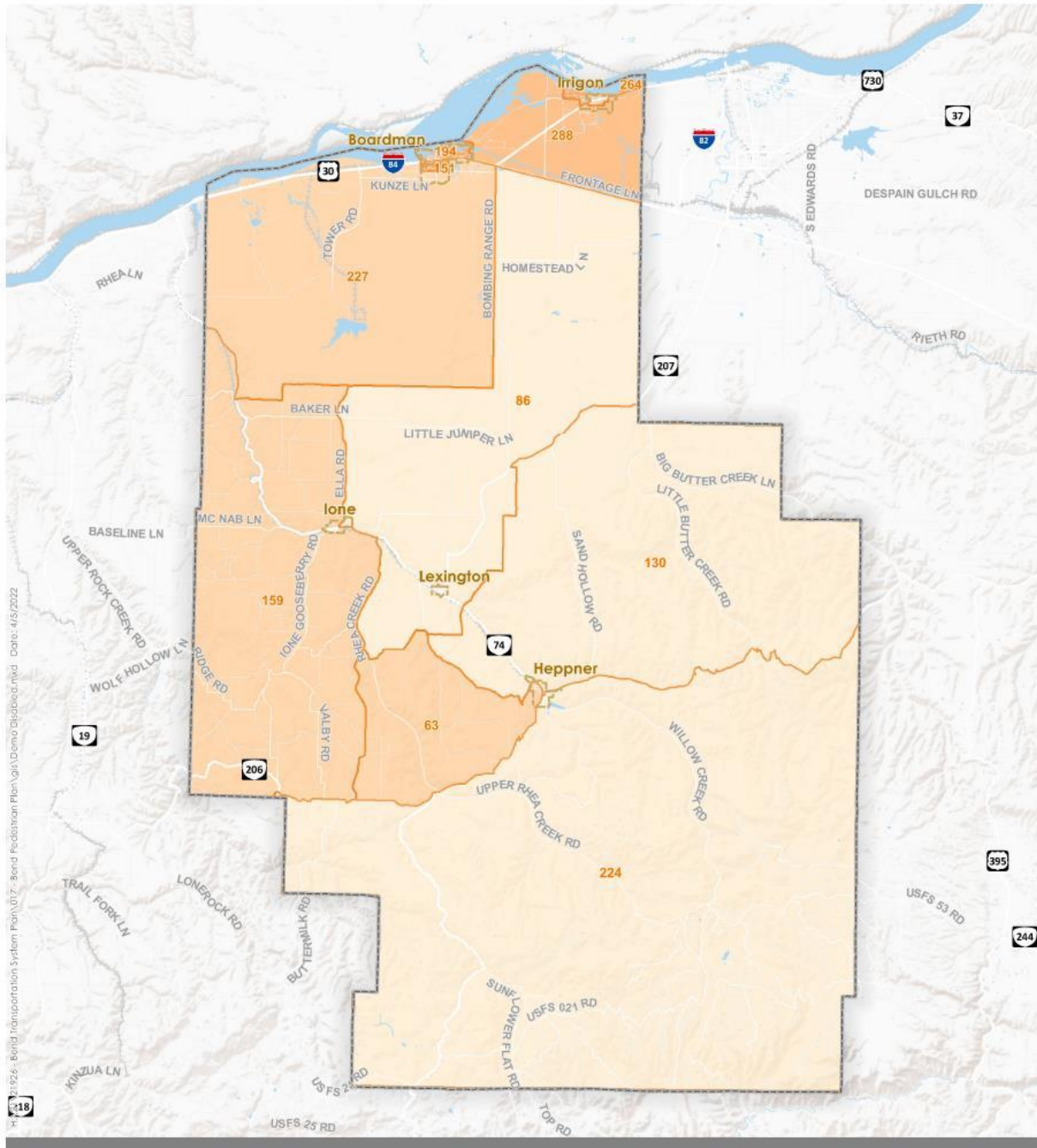
People below 200% Poverty per Acre by Block Group

- 0.00
- 0.01 - 0.25
- 1 - 1.5
- UGB
- County Boundary

Source: American Community Survey 5yr 2020 Table C21007



Figure 3. People with Disabilities



People with Disabilities per Acre by Block Group

- 0.00
- 0.01 - 0.00
- 0.01
- 0.02 - 0.08
- 0.09 - 0.20

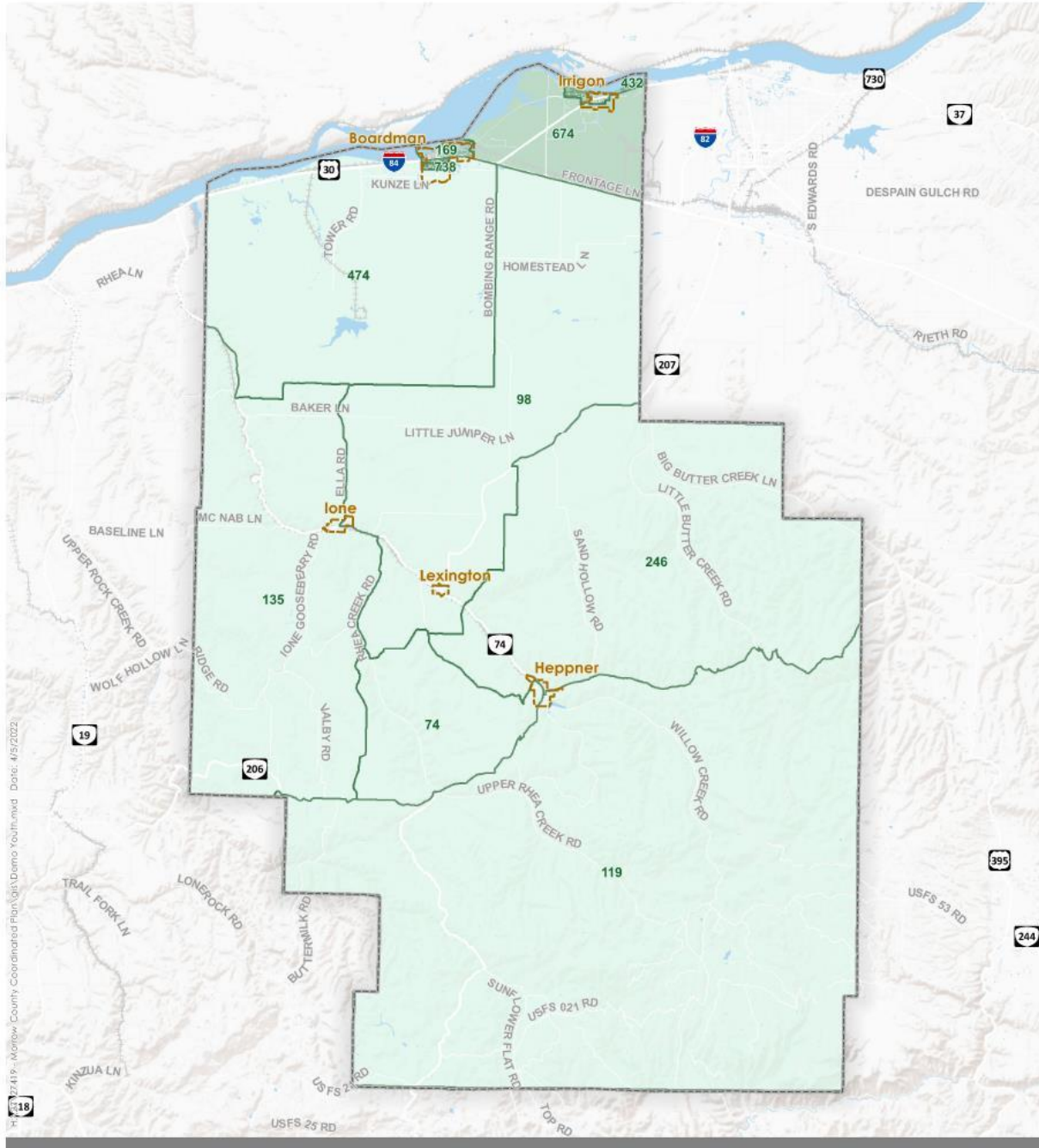
- UGB
- County Boundary



Source: American Community Survey 5yr 2020 Table C21007



Figure 4. Youth Population



People Under Age 18 per Acre by Block Group

- 0.00
- 0.01 - 0.02
- 0.03 - 0.07
- 0.08 - 0.14
- 0.15 - 1.00

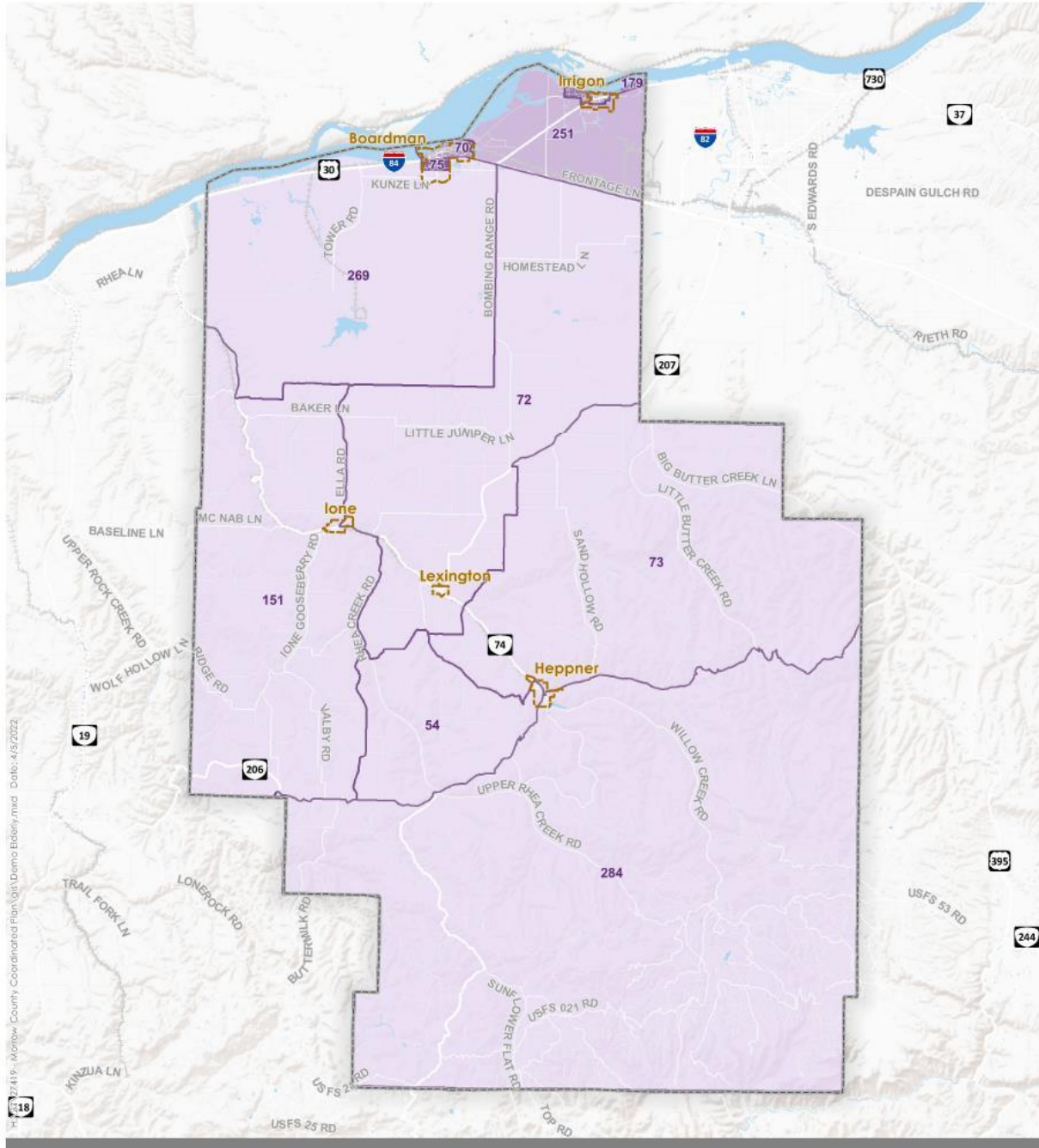
- UGB
- County Boundary



Source: American Community Survey 5yr 2020 Table B01001



Figure 5. Senior (Age 65 and Over) Population



People Age 65 and Over per Acre by Block Group

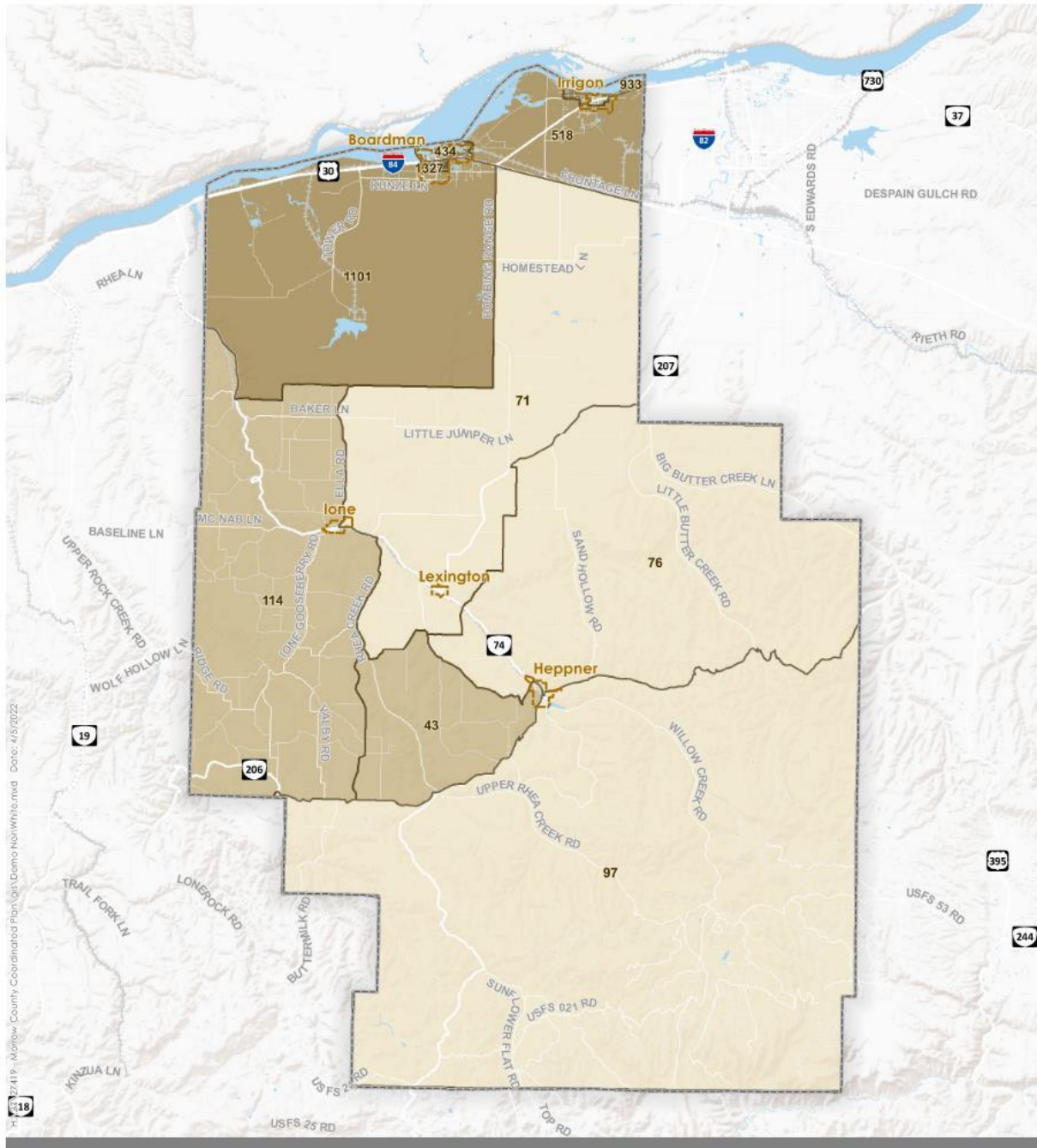
- 0.00
- 0.01
- 0.02 - 0.03
- 0.04 - 0.06
- 0.07 - 0.10

- UGB
- County Boundary

Source: American Community Survey 5yr 2020 Table B01001



Figure 6. People of a Racial Minority



Non-White Population per Acre by Block Group

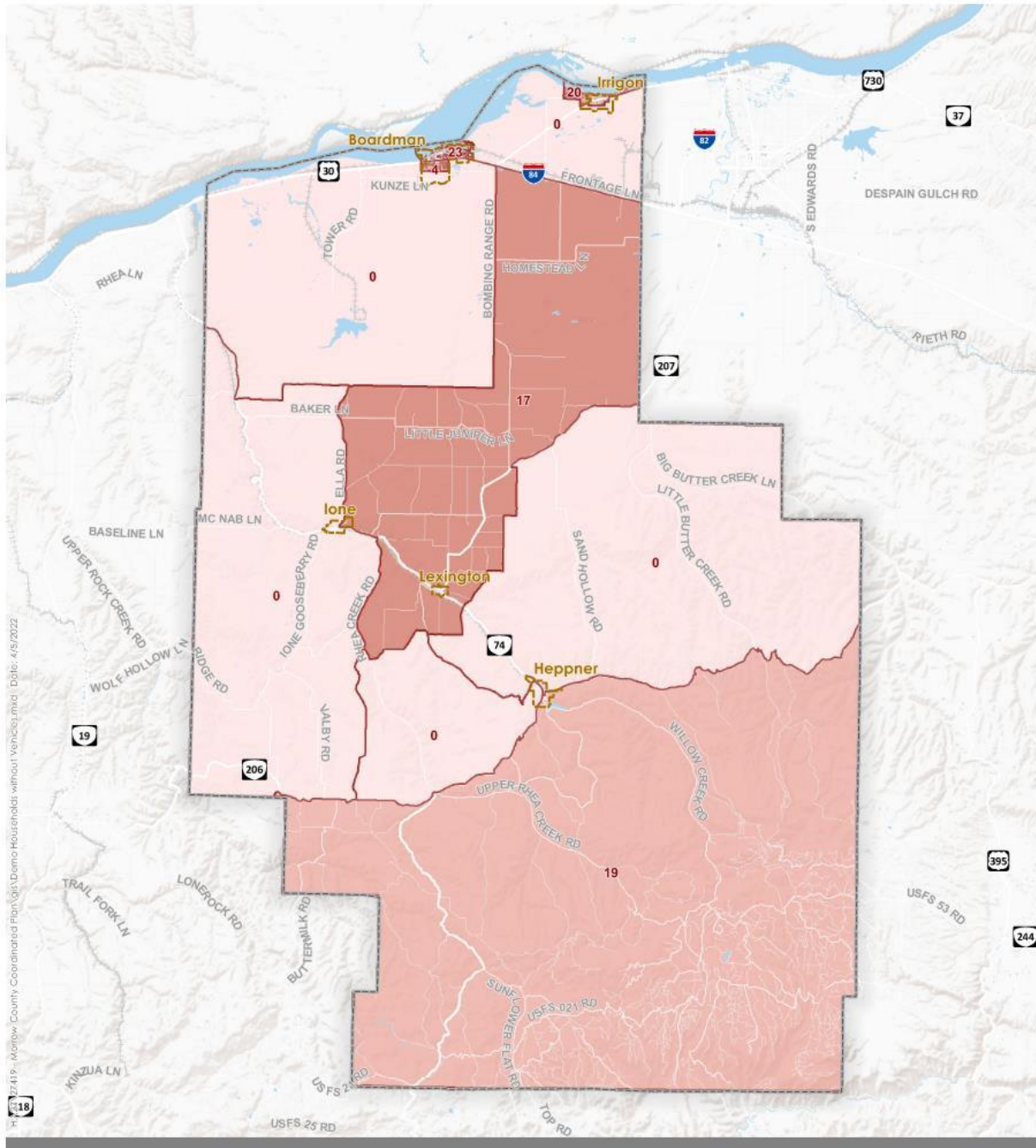
- 0.00
- 0.01 - 0.00
- 0.01
- 0.02 - 0.30
- 0.31 - 1.79
- UGB
- County Boundary

Source: Census 2020 Table P1





Figure 7. Zero Vehicle Households



Households without Vehicles per Acre by Block Group

- 0.00
- 0.01 - 0.00
- 0.01 - 0.00
- 0.01
- 0.02 - 0.01

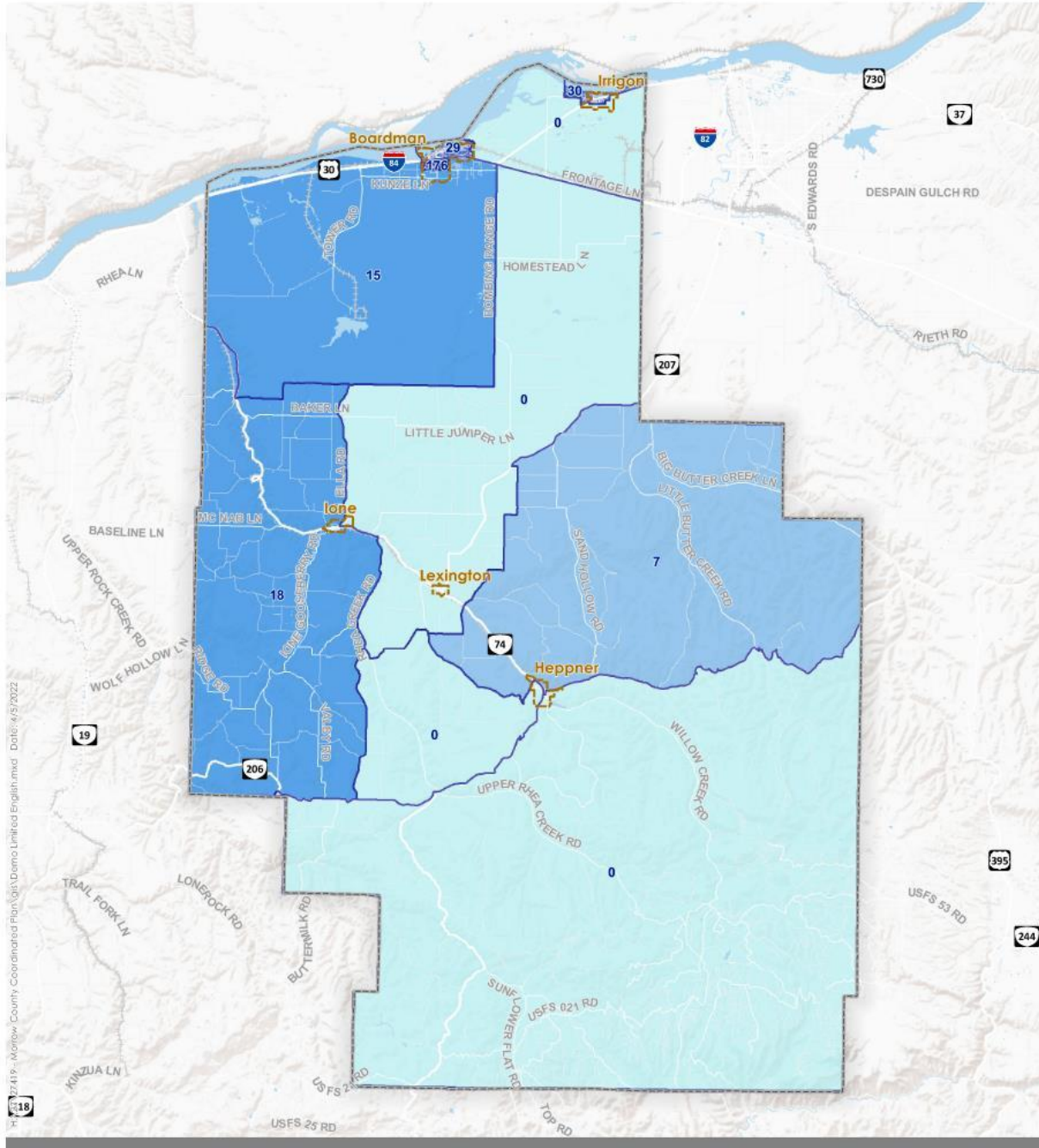
- UGB
- County Boundary



Source: American Community Survey 5yr 2020 Table B25044



Figure 8. Low English Proficiency (LEP) Households



Households with Limited English Spoken per Acre by Block Group

- 0.00
- 0.01 - 0.00
- 0.01 - 0.00
- 0.01
- 0.02 - 0.24

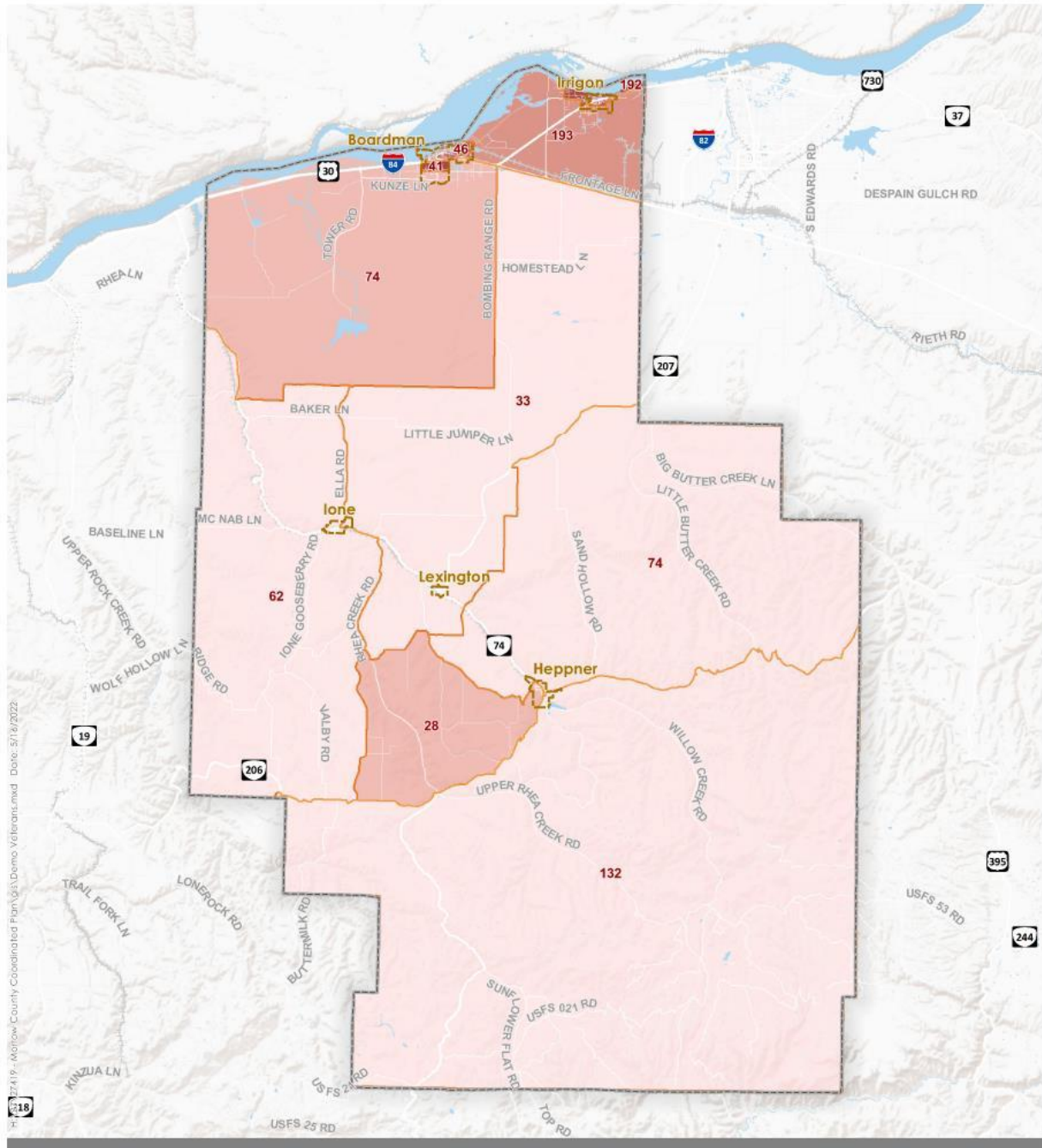
- UGB
- County Boundary



Source: American Community Survey 5yr 2020 Table C16002



Figure 9. Veterans



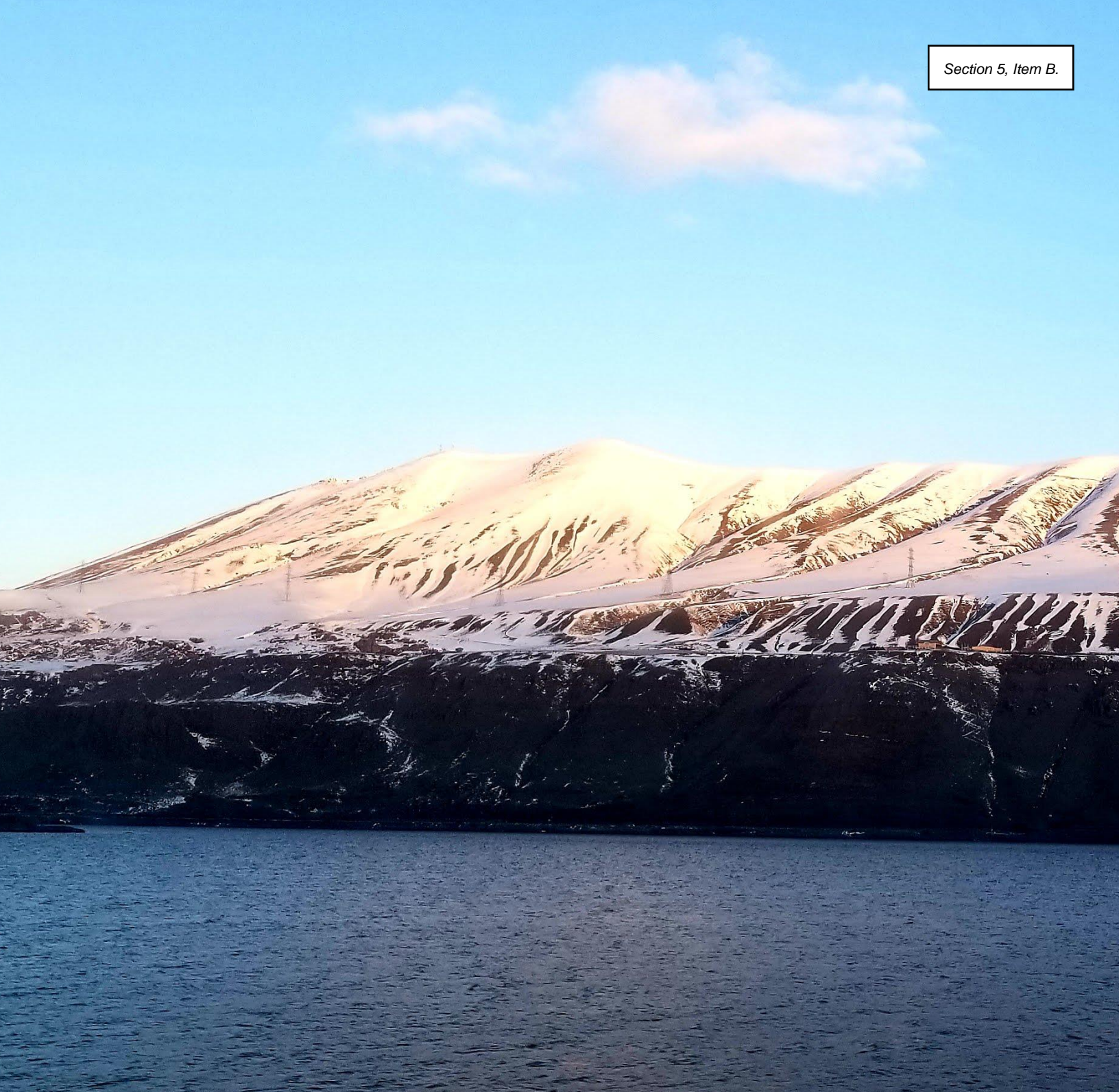
Veterans per Acre by Block Group

- 0.00
- 0.01 - 0.00
- 0.01 - 0.00
- 0.01 - 0.02
- 0.03 - 0.06

- UGB
- County Boundary

0 45,000 Feet

Source: American Community Survey 5yr 2020 Table C21001



EXISTING SERVICES AND RESOURCES



EXISTING SERVICES AND RESOURCES

Taking inventory of the existing transportation services and resources within the county helps identify any unmet transit needs and gaps in transportation service. Available services include one fixed-route (buses running on a set schedule with set pick-up and drop-off points) operated by Kayak Public Transit serving Irrigon. The second main public transportation operator is Morrow County, which operates a dial-a-ride service (called The Loop) in which passengers can get picked up at their home and taken to their destination. Other privately provided transportation services in the region are also described.

Public Transportation Service within Morrow County

Transportation services provided in Morrow County by public entities are summarized below.

THE LOOP

Morrow County Public Transit operates The Loop, a demand-response service (also known as dial-a-ride service) for residents of Morrow County. Service is provided on weekdays between 8 a.m. and 5 p.m. Trip times can be adjusted to meet earlier or later appointments or activities. Weekend trips can also be requested. Request for service is made through the dispatch office, those hours are weekdays 8-12 am and 1-5 pm.

KAYAK PUBLIC TRANSIT

Kayak Public Transit provides public transportation serving southeastern Washington and northeastern Oregon via fixed-route, ADA Paratransit⁶, and a voucher-based taxi system. The service is operated by the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), which is headquartered in Mission in Umatilla County. The goal of service lies in connecting towns and transporting people to employment and school. Kayak Public Transit's Hermiston Hopper route services Irrigon Monday-Saturday, providing two stop times daily. Morrow County funds the service to Irrigon.

TRANSIT FACILITIES

Morrow County Public Transit has three bus storage locations in the cities of Heppner, Boardman and Irrigon. These facilities are at capacity. Morrow County is planning to expand its transit facility infrastructure to meet its current and future operating demands. This could include but is not limited to, storage and maintenance facilities, transit centers, and park and ride areas.

Neighboring Public Transportation Services

Neighboring transportation services are provided by local city, county, and private providers.

GREYHOUND

Regional transportation services available near Morrow County are provided by Greyhound. Greyhound operates private transit bus lines throughout the United States. Greyhound has a daily route that travels through Morrow County but does not have a scheduled stop within the County. The nearest scheduled Greyhound stop is in Stanfield, 25 miles east of Boardman on I-84,



in Umatilla County at the Pilot Travel Center. The stop is served by a Greyhound route connecting Portland and Denver via Boise and Salt Lake City. The stop is also the end point of a connecting route to Pasco, Yakima, and Seattle. Morrow County residents feel strongly that Greyhound should schedule stops in the northern portion of Morrow County.

GRANT COUNTY

Grant County People Mover also provides service near Morrow County, with a Prairie City to Walla Walla route providing stops in John Day, Mt. Vernon, Long Creek, Dale, Ukiah, Pilot Rock, Pendleton, and Milton-Freewater on Tuesdays.

CITY OF HERMISTON

The City of Hermiston provides workforce and senior transportation services seven days a week, typically between 6 AM and 6 PM. The workforce program (WORC) serves approximately 30 riders per month and senior transportation serves 100 riders per month.

GILLIAM COUNTY

Gilliam County provides dial-a-ride services Monday through Thursday, 8 a.m. to 5 p.m., and Fridays, 8 a.m. to 4 p.m., providing roughly 75 to 100 trips per month. Riders are typically accessing services such as grocery stores, medical, social services, elder/senior services, banking, and community events.

WHEELER COUNTY

Wheeler County provides dial-a-ride services, primarily for seniors and people with disabilities but open to the general public when space allows. The service is operated by both volunteer and paid drivers. Trips are typically for non-emergency medical, and passengers access facilities as far as The Dalles and Portland.

Client-Based Transportation Service

Several transportation services in Morrow County are privately provided to specific clients.

CAREVAN (GOOD SHEPARD HEALTH CARE SYSTEM)

In addition to The Loop's demand-response service for all populations, CareVan Medical Transportation provides services for residents living in Boardman and Irrigon that have appointments at Good Shepherd Medical facilities in Hermiston. Service operates from 7:30 a.m. to 5:30 p.m. on weekdays. Rides are dispatched by a volunteer at Good Shepherd and are only available for clients of Good Shepherd. Transportation is currently provided for approximately 400 to 700 clients per month.

COLUMBIA RIVER COMMUNITY HEALTH SERVICES

Columbia River Community Health Services is a clinic located in Boardman providing medical services to the greater Boardman area population, migrant/seasonal farm workers, refugees, and low-income populations. Clients without access to other transportation are provided nonemergent rides to/from appointments. Rides must be scheduled with the clinic on a case-by-case basis. Transportation is currently provided for approximately 50 clients per month.



CAPECO

CAPECO is a non-profit who provides service to a mix of clients including Medicaid recipients, older adults, and the general public. The agency provides Dial-a-Ride transportation in Umatilla County and community services in Morrow County. CAPECO services include eight drivers, four of whom are paid.

TRANSPORTATION SOLUTIONS

Transportation Solutions provides non-emergency medical transport in Walla Walla, The Dalles, La Grande, Pendleton, Hermiston, Baker City, Clarkston/Lewiston, Boise, and the Coeur d'Alene areas for Medicaid patients. They typically serve into Irrigon about once per day and occasionally other communities in Morrow County. Vehicles include ambulatory and wheelchair-accessible vans.

EMPLOYMENT TRANSPORTATION

Workforce transportation is provided by some employers, such as Independent Transport, Atkinson Staffing, MJ's Labor, and others.

Other Transportation Service

TAXIS

Limited taxi service exists in the northern region of Morrow County provided by taxi companies based in Umatilla County (e.g., Umatilla Cab Company, Elite Taxi). There is no consistent taxi service in eastern or southern Morrow County.

UMATILLA-MORROW COUNTY HEADSTART

Umatilla-Morrow County Headstart provides bus services for children enrolled at the Boardman Center and Irrigon Headstart. The Oregon Child Development Coalition provides bus services for children enrolled in the Migrant Education Program.

MID COLUMBIA BUS COMPANY

Mid Columbia Bus Company provides school transportation services, though buses can be contracted as charter bus transportation if fleet and drivers are available. Should Mid Columbia Bus Company not provide charter services, public entities in the region can contract to serve these trips.

Rail Facilities

Rail services within Morrow County includes only freight service. Rail transportation has historically been, and continues to be, an important avenue for moving goods within the region. Passenger service had previously been provided via a stop at the Hinkle Railyard in Hermiston and is desired by Morrow County residents to return. Future transit services should connect to passenger rail service.



RAIL FREIGHT FACILITIES

Rail freight services are provided to businesses in Morrow County by the Union Pacific Railroad: from their main line, which parallels I-84. Multiple spurs extend from this line: one serving the coal-fired gas plant and another serving the Umatilla Ordinance Depot.

In fact, The Union Pacific main line running east-west through the Columbia River Gorge runs through the Boardman Industrial Park, owned by the Port of Morrow. Through this connection, the Port is able to transport its goods either to the Port of Portland or east into the continental United States.

The Hinkle Classification Yard, located 20 miles east of the Port of Morrow (near Hermiston, Oregon), is the largest hump yard west of St. Louis. Through use of this facility, the Port is able to access rail lines leading north into Canada and south into California. The Port is effectively able to use rail service because of the Hinkle hump yard to send its products in many different directions.

Historically, there were freight rail lines in place at the former Umatilla Chemical Depot (previously known as the Umatilla Army Depot). There are no spurs currently active on the depot land. The Union Pacific Mainline runs east and west adjacent to the southern border of the depot property. Future development plans are to reconnect a spur off the UP mainline to the depot property with connectivity to serve future industrial sites that will be located at the depot.

PASSENGER RAIL FACILITIES

There has been no passenger rail service in Morrow County since the mid-1990s, when the Amtrak Pioneer line between Salt Lake City, Utah and Portland, Oregon stopped operating. Loss of this line not only removed service from Morrow County, but also from a regional perspective, deleted service east to Salt Lake City. Amtrak does provide service between Portland and Spokane on its Empire Builder line. Morrow County residents must go to the Tri-Cities, the closest stop, to use this service.

Airport Facilities

Two public airports exist in Morrow County currently limited to private aircraft. They include the Lexington-Morrow County airport and the Port of Morrow airport west of Boardman. The closest public air service is located in Pendleton, Oregon. Depending on the growth of Morrow County, opportunities exist to expand the Port of Morrow's airport facility to provide public air transportation service. In addition to airport facilities, medical flight service is available in the County.

LEXINGTON-MORROW COUNTY AIRPORT

Morrow County Airport in Lexington is owned and operated by Morrow County. There is an Automated Weather Observation System and a 4,300-foot main runway that will accommodate most intermediate size aircraft.

Lexington is located one-half mile north of the Town of Lexington city center, just west of Highway 207. The airport access road is located approximately one-half mile north of the



intersection of Highway 207 and Highway 74. The paved airport access road travels approximately ¼ mile from Highway 207 to the vehicle parking area.

The airport has been a base for agricultural spraying operators for many years, in addition to accommodating general aviation, business, medical and charter activities. The airport currently accommodates locally based single engine aircraft, including two turbine powered agricultural aircraft. In addition to local aircraft, the airport accommodates intermediate general aviation, business aviation, including turboprop, business jet and helicopter operations. Morrow County has been the owner of the airport since 1960.

Location Identifier 9S9, FAA site Number 19500.5*A, Latitude 45-27-14.9000N, Longitude 119-41-25.0000, Elevation 1634

The Airport Layout Plan for the Lexington-Morrow County Airport, acknowledged by DLCD in 2002, defines how the airport is planned to be used over the next two decades. The Air Industrial Zone identified in the Airport Layout Plan has been applied as an overlay zone in the Morrow County Zoning Ordinance. Copies of the Airport Layout Plan are available at the County Public Works Department.

PORT OF MORROW AIRPORT FACILITY

The Port of Morrow purchased what was previously known as the Boardman airport. This facility offers a 4,200-foot-long paved runway. This runway was designed to offer takeoff and landing capability for heavy bombers and commercial passenger/cargo jets, but current use is corporate jets and light general aviation aircraft.

After acquiring the airport, the Port of Morrow developed an Airport Industrial Park centering on the 100-foot wide, 4,200-foot-long landing strip. Industrial sites are available for facilities that would benefit from the capabilities of the airport as well as the general services provided by the Port of Morrow. Sufficient land exists at the Port's Airport Industrial Park to extend the runway and to offer a full range of aviation services depending on the need of future industrial, commercial, or public clientele.

Future Port of Morrow improvements to the Airport Industrial Park focus on improved access for ground transportation services. Also to be considered are the actions approving a major motor speedway and related uses at the Boardman Airport.

LIFE FLIGHT SERVICES

Air Ambulance World provides life flight services to Pioneer Memorial Hospital in Heppner. These services provide Intensive Care Unit (ICU)-equipped aircraft to transport patients between medical facilities.



**SUMMARY OF
RELEVANT PLANS**



SUMMARY OF RELEVANT PLANS

The Morrow County Coordinated Human Services Transportation Plan (Morrow County CTP) Update will identify public transportation needs for people with disabilities, seniors, individuals with lower incomes, individuals with limited English proficiency, and others who depend on public transportation services. The Morrow County CTP will seek to minimize duplication of services, identify gaps in services, identify unmet needs, and prioritize strategies for better public transportation services. This section lists the relevant plans conducted since the 2016 Morrow County CTP and identifies elements critical to this Morrow County CTP update. Reviewed documents include:

- » Morrow County Coordinated Human Services Public Transportation Plan (2016)
- » Port of Morrow Interchange Area Master Plan (IAMP, 2012 with ongoing update)
- » City of Heppner Transportation System Plan (2018)
- » Morrow County/Umatilla County Transit Development Strategies (2018)
- » Hermiston – Boardman Connector / Boardman – Port of Morrow Circular Report (2021)

In addition to these plans, the project team notes that the following documents were completed prior to and incorporated in the 2016 Morrow County CTP:

- » Morrow County Heritage Trail Concept Plan (2000)
- » Boardman Main Street IAMP (2009)
- » City of Lone Transportation System Plan (1999)
- » City of Lexington Transportation System Plan (2003)
- » Irrigon Downtown Development Plan and Highway 730 Streetscape Plan (2009)
- » Irrigon to Umatilla Highway 730 Corridor Plan (2008)

Morrow County Coordinated Human Services Public Transportation Plan (2016)

The 2016 Coordinated Human Services Public Transportation Plan developed and documented transportation needs, opportunities, and challenges for Morrow County for key target populations, including older adults, people with disabilities, and people with low incomes. In addition to intra-city, commuters, the plan aims for better coordination with health and human services providers. This document will be further evaluated in *Task 3: Evaluation of Former Plan Recommendations* for relevancy and updates. Table 2 summarizes the documented transit-related needs and opportunities from the 2016 Morrow County CTP.



Table 2: 2016 Morrow County CTP Needs/Opportunities

Need	Opportunity	Keep and Update?
Information and Marketing		
Market The Loop to the general public	Focus marketing so that all individuals know they can use The Loop, and it is not only for “special transportation.”	Yes
Bilingual information and marketing	Morrow County's large Spanish-speaking population may not be aware of transit service availability.	Yes
Geographic		
Service to medical facilities	Central/southern Morrow County residents need access to Pioneer Memorial Hospital in Heppner while those in northern Morrow County generally need to get to Tri-Cities or Umatilla County hospitals.	Yes
Connections to Port of Morrow	Dense employment clusters at Port of Morrow could support transit, carpools, or vanpools.	Yes
Inter-county service	Morrow County residents must often travel to Tri-Cities, Umatilla County, or farther destinations for services.	Yes
Kayak service to Boardman	Kayak currently links Pendleton through Hermiston to Irrigon. The agency has thought about extending service to Boardman. The county and Boardman can work with Kayak to assess service viability and support expansion, if warranted.	Modify – Implement service to Boardman
Long-distance trips	Current volunteer and veteran's programs transport passengers 100 miles or more to services on a regular basis, including destinations such as Portland or Walla Walla.	Yes
Regional transportation network	Many providers serve the greater region, but service lacks coordination. A system with a mix of regional intercity routes supported with demand-response services and vanpools/carpools would provide all-day mobility options serving multiple markets.	Yes
Temporal		
Late night/very early morning service	Employees working 2nd and 3rd shifts (late night and early morning) do not have transit options available.	Yes
Organization		
Employer coordination	So far one employer has shown interest in providing transportation options to employees at the Port of Morrow. The Loop can reach out to this employer and others to educate employers about existing service and find out transportation needs.	Yes
Funding silos dictate service eligibility requirements	Special Transportation Funds, Highly Rural Transportation Grants, Title IIIB, and Medicaid are some of the funding sources being used to provide transportation in Morrow County and its neighbors. Comingling clients funded by separate sources on one vehicle is often either disallowed outright or is not encouraged, resulting in low passenger productivity per vehicle or hour.	Yes



Need	Opportunity	Keep and Update?
Technology		
Scheduling software	The county plans to purchase scheduling software, which will enable The Loop to potentially increase service productivity and also coordinate with other providers.	Modify – Monitor purchased software
Operations		
Lack of volunteers	The Loop relies upon volunteers, which are often in short supply.	No
Lack of regular service	Residents do not have access to regularly scheduled service offerings that do not require a reservation, making transit inconvenient.	Yes
Door-through-door assistance	Some passengers are not able to board vehicles at the curb without assistance, meaning the volunteer must be able to provide assistance.	Yes
Underserved Markets		
Medicaid recipients	There is no public transportation Medicaid authorized provider in the county.	Yes
Hispanic community	Hispanic populations in Morrow County (Boardman, Irrigon) do not have access to or know of how to use available public transit	Yes
Veterans	The VA clinic in Boardman can provide some services and has capacity to serve more people, but funding is limited and its continued operation is in question. Continued outreach needed to alert veterans about Veteran's Choice program providers in Morrow County.	Yes

Port of Morrow Interchange Area Master Plan (IAMP, 2012 with ongoing update)

The Port of Morrow IAMP was prepared for the I-84/Laurel Lane interchange to preserve the capacity of the interchange while providing safe and efficient operations between connecting roadways. The IAMP establishes near-term and long-term recommendations for the interchange and surrounding roadway network. The ongoing update currently proposes refined interchange area designs with walking and biking facilities, but does not include mention of transit needs.

Morrow County/Umatilla County Transit Development Strategies (2018)

The 2018 *Morrow County/Umatilla County Transit Development Strategy* evaluates needs and identifies strategies and solutions that address these needs. The transit-related needs identified in this plan are summarized below.

TRANSIT SERVICE

- » Add transit service not just to major population centers, but to the various rural employment clusters that exist throughout Morrow and Umatilla County. Major employment clusters that should be a focus of this study include:
 - Port of Morrow



- I-84/I-82/Westland Road interchange area
 - US 395 (south of Hermiston) industrial area
 - McNary/Port of Umatilla area
- » Increase the geographic scope of fixed route transit service. Areas for consideration include:
- City of Boardman/Port of Morrow
 - City of Arlington
 - City of Heppner/City of Lexington
 - Tri-Cities in Washington State
 - OR 11 corridor between Pendleton and Milton-Freewater/Walla Walla, WA.
- » Consider the special needs of providing transit service to industrial areas and rural employment clusters.
- Take into account employee shift patterns when considering transit service to industrial areas and employment clusters.
 - Broad service spans that accommodate the variety of work shifts that exist at many large-scale employment centers.
- » Some employment clusters such as the Port of Morrow and Port of Umatilla/McNary area have a large geographic footprint. Transit service to these areas may necessitate smaller shuttle service to more efficiently serve the various businesses that are located too far from transit stops or lack adequate pedestrian facilities.

INFRASTRUCTURE NEEDS

- » Construct and integrate Park-and-Ride facilities along the I-84 corridor. Planning for Park-and-Ride facilities has already been included in the recent City of Pendleton Transportation System Plan and Mission Area Community Plan.
- » Construct new pedestrian improvements to accommodate transit service in employment clusters.

COORDINATION AND ORGANIZATIONAL NEEDS

- » Coordinate services that cross jurisdictional and transit provider service area boundaries.
- » Coordinate services among social service agencies, senior centers, medical facilities, employers, and other organizations to share information about local transportation options, training opportunities, and other information.
- » Apply technological solutions to facilitate coordination efforts.

CAPITAL AND FUNDING NEEDS

- » Sustainable funding to maintain and provide for service additions and route enhancements.
- » Fare subsidies for several population groups (fixed incomes, those with medical plans that don't cover transportation, for medical trips, for accompanying caregivers).



City of Heppner Transportation System Plan (2018)

The City of Heppner TSP highlighted issues and opportunities related to transit, including those related to information and marketing, technology, operations, and the market for transit service. With regards to physical improvements, the City of Heppner TSP highlights the need for a larger long-term facility for fleet storage, maintenance and operations, vehicle upgrades, shuttles/vanpools, fixed-route feasibility in Heppner, and continued demand-response service. Table 3 summarizes the identified transit-related issues and opportunities in the City of Heppner TSP.



Table 3: City of Heppner TSP Transit Plan - Issues and Opportunities

Topic Area	Issue	Opportunity
Information and Marketing	General public may not be aware of The Loop Service	Continue marketing service to all Morrow County residents
	Potential to appeal to younger generation who is interest in transit	Increase marketing and social media presence
Technology	Dispatching and schedule done manually	Staff currently receiving training on new scheduling software. Pursue a contract with software provider to automatically handle scheduling and dispatch.
	Limited vehicle amenities; long trip distances	Study the possibility of offering wi-fi on vehicles to increase appeal to broader range of riders.
Operations	Fleet has outgrown existing Heppner bus barn	Explore options for building or renting larger long-term facility in Heppner, Lexington, or the surrounding area.
	Not all The Loop vehicles are equipped with wheelchair lifts or ramps.	Upgrade vehicles when funding becomes available.
	Long-term staffing for The Loop uncertain	Form a succession plan to account for current staff retirement, and hire new staff with specific transit planning experience.
	Lack of volunteers/unmet demand – 17 denials in the month of September	Identify additional volunteer drivers to expand the volunteer pool beyond the existing nine. Explore ways to incentivize additional volunteers, such as by increasing the daily reimbursement rate.
	Limited funding for system expansion	Oregon HB 2017 will allocate additional funding for Morrow County transportation – possibly \$100,000 - \$200,000 annually beginning in FY 2020.
Market for Transit Service	Difficult to serve agricultural sector workers and Port of Morrow; destinations not on main roads and demand for employees ebbs and flows.	Shuttles or vanpools may best serve employment market
	Trip distances on The Loop are very long. People must travel far from Heppner to major destinations, which is difficult to address with regular transit service.	Consider connecting people via Morrow County transit to locations served by other providers, like Kayak. Transit to Hermiston, for example, would allow a person to travel via Kayak to Pendleton, Tri-Cities, or La Grande, for example.
	Desire to expand public transportation both within Heppner as well as connecting to regional destinations.	Study feasibility of establishing fixed route service in the near future. Look to Grant County People Mover as a potential example.
	Although Heppner is compact, topography and consideration of those with limited mobility may indicate demand for intra-Heppner transit	Continue providing demand-response service within Heppner



Hermiston – Boardman Connector / Boardman – Port of Morrow Circular Report (2021)

The Hermiston – Boardman Connector / Boardman – Port of Morrow Circular Report identified the preferred operations of two new services:

- » The Hermiston- Boardman Connector, a clockwise and counterclockwise fixed-route loop between Hermiston, Umatilla, Irrigon, and Boardman utilizing the I-84, Westland Road, US 395, and US 730 corridors. Service would be provided by Kayak Public Transit.
- » Boardman – Port of Morrow Circular, a deviated fixed-route service covering the Port of Morrow with a flexible deviation zone and the City of Boardman along Columbia Avenue, Main Street, Wilson Lane, Boardman Avenue, and other local roadways. Morrow County's the Loop would operate the Circular.

In addition to the services, key outcomes for Morrow County include bus stop improvements in the County, bicycle and pedestrian connections to those stops, and the need for a Morrow County transit center, storage and maintenance, and/or park-and-ride facilities, likely in Boardman and/or Irrigon.

Near-term implementation needs (verbatim from the Final Report) include:

- » **Pursue** funding through the identified funding sources or others that arise to support operating and capital costs.
- » **Coordinate** with local jurisdictions, businesses, and property owners to establish stops and seek bus stop and access improvements.
- » **Develop** marketing and advertising materials in conjunction with partners.
- » **Improve** local coordination, potentially through dedicated staff at transit agencies and/or designated liaisons at the local agencies.
- » **Plan** for property acquisitions and/or capital improvement of existing properties for regional facilities such as transit centers, park-and-rides, and vehicle maintenance and storage facilities as described in this Report.
- » **Refine** the transit schedules through ground-truthing prior to implementation.
- » **Monitor** system performance and demand over time and consider adjustments to service.

Morrow County Transportation System Plan

The Morrow County Transportation System Plan (TSP) was recently updated to incorporate recent transit planning efforts. The TSP reiterates many of the needs discussed above, and also describes the desire for improved long-distance rail and bus transportation in the County. The TSP identifies other roadway, biking, and walking facility improvements that can support and promote transit use.



STAKEHOLDER INVOLVEMENT



STAKEHOLDER INVOLVEMENT

Stakeholder involvement is essential for a successful Coordinated Transportation Plan. Engaging the appropriate organizations and individuals in this planning efforts is critical to identifying the needs of the target populations, the public transportation resources available, local context, and prioritization of strategies.

This section summarizes responses to a provider survey to inventory transportation services in Morrow County, provider interview summary, stakeholder workshop feedback, and Morrow County Public Transportation Advisory Committee (PTAC) feedback.

Inventory Survey

The inventory survey asked questions regarding existing services provided, rider use of the system, COVID-19 pandemic impacts, funding, and needs identified by each agency and/or its clients. Responses from the inventory survey were received from the following providers:

- » City of Hermiston's Hermiston WORC program
- » Columbia River Health
- » Confederated Tribes of the Umatilla Indian Reservation (CTUIR)'s Kayak Public Transit
- » Gilliam County Transportation
- » Good Shepherd Health Care System's CareVan
- » Greyhound (via Isaacs & Associates)
- » Morrow County

Responses from these providers helped to revise and supplement the pre-populated inventory of existing services. In addition, responses were used to understand needs and potential strategies. Key findings related to goals and needs from the responses are as follows:

- » All respondents serve the general public, and most noted that they serve tribal members, low-income households, people with disabilities, older adults, homeless populations, veterans, people with limited English proficiency, people with chronic medical needs, and people in recovery from substance abuse.
- » The most common trip purpose includes medical/dental appointments, social service appointments, grocery shopping, and recreation.
- » Key transportation challenges faced by clients include:
 - Local routine trips such as appointments, work, and grocery shopping aren't accessible by transit
 - Lack of understanding on how to use the transit system
 - Transit trips take longer than a client's capacity for travel
 - Lack of resources to pay for transportation services
 - Public transit service does not operate late enough in the evening
 - An accessible vehicle isn't always available
 - Bus stops are not close enough to residences and/or destinations like work
 - Eligible trip purposes are limited (e.g., for medical, senior nutrition, day program, or work trips only)
 - Difficulty making reservations for demand response services



- » Several providers don't have ADA accessible vehicles
- » Most respondents require reservations to be made in-advance (typically 24 hours), rather than within an hour or two
- » Average ridership is at about 40-50% of pre-COVID levels for Greyhound, Columbia River Health, senior services, and Kayak Public Transit. Gilliam County and the WORC program are near their pre-COVID levels.
- » Providers responded to COVID by reducing service when-needed (either frequency, service type, or stopping service altogether), using vehicles for food transportation, limiting trip purposes, reducing the number of passengers per vehicle, and implementing disinfecting procedures
- » Key funding includes federal, state, county, and city-level funding, as well as grants, private donations, and fares.
 - Morrow County has secured the DLCDC Rural Transportation Equity Fund grant and is looking to incorporate it into the CTP.
- » Columbia River Health added that a stop near their clinic on future services would be helpful for clients.

Other feedback, that doesn't necessarily impact goals and needs, include:

- » Most respondents directly provide transportation services and own their own fleet (rather than lease), except for the City of Hermiston

Full details are included in Appendix A.

Interview Summary

Interviews were conducted to further expand on survey responses and explore other topics stemming from initial questions. Interviews were conducted with the following providers:

- » Gilliam County
- » Grant County
- » Greyhound
- » Kayak Public Transit
- » Morrow County
- » Wheeler County

Detailed notes are provided in Appendix B. Key themes from these discussions include:

- » Obtaining drivers is challenging for all agencies.
- » Dial-a-ride services are generally back to their pre-COVID demand, with several agencies not seeing changes to demand during COVID.
- » Greyhound services are down in ridership, and the provider will need to see ridership return more before returning to 2 roundtrips per day for service, which is currently at 1 roundtrip per day.
- » Most public providers primarily serve elderly, people with disabilities, and low-income populations, and typically for medical and grocery shopping trips.



- » Marketing and education is challenging, many members of the public don't know that the services exist. Leveraging local organizations and agencies to market services could be helpful.

Stakeholder Workshop

The summary of relevant plans, demographics, inventory of existing services and resources, and draft goals and objectives were presented to stakeholders during a workshop. Key comments and needs from the discussion are as follows:

- » In addition to the STF/highly rural funds, note that STIF and other funding sources should be used efficiently and allow for passengers sharing vehicles and rides, regardless of funding source.
- » It's important to have parking availability for the workforce, and also consider how working parents get to and from childcare. Can buses provide car seats? Bike parking?
- » Look at wheelchair charging stations at more stop locations.
- » ODOT has a micromobility pilot program, looking at this for electric scooters, golf carts, etc. for first/last-mile connections in the Port would be helpful.
- » Explicitly state that providers with both paid and unpaid drivers were surveyed and are present in the area.
- » Improve services goal should discuss workforce, connecting people with disabilities, low-income populations, and access like parking, scooters and other micromobility
- » Think more regionally, provide linkages between other areas and plans. How do these plans work together?
- » For funding, include partnerships with employers
- » For staff, seek other training opportunities, increases to driver pay to be competitive, bilingual staff
- » Focus the plan on "Human" – what are all the needs? Making sure to integrate into other plans.

Morrow County Public Transportation Advisory Committee (PTAC) Presentation

This draft CTP was presented to the Morrow County Public Transportation Advisory Committee on July 19th, 2022, for review and feedback. The PTAC was in agreement with the CTP's identified needs, strategies, and priorities. The PTAC noted that obtaining resources, such as funding and vehicles, can be challenging in Morrow County. A statement was added to the *Implementation and Monitoring Program* section to highlight that the identified timeframes are outlined by need, and that resources must be obtained to be able to implement the strategies.



GOALS AND OBJECTIVES



GOALS AND OBJECTIVES

Goals and objectives were developed based on statewide and regional plans, local needs, and survey and stakeholder feedback. These were refined based on input from the Project Management Team (PMT), Morrow County PTAC, and further stakeholder input.

- » Goal 1. Provide improved service to meet the needs of all community members, with a focus on those reliant on public transportation.
 - Objective 1A. Prioritize improvements, with the help of the DLCD transit equity grant and similar efforts, for transit-dependent people, including low-income populations, people with disabilities, zero-vehicle households, racial and ethnic minorities, older adults, youth, people with limited English proficiency, and veterans.
 - Objective 1B. Improve access to education and work opportunities, in particular at the Port of Morrow, via new and improved transportation services and coordination with private transportation providers.
 - Objective 1C. Determine customer needs through direct outreach, consultation with service providers, and findings from other planning efforts.
 - Objective 1D. Improve convenience through mobile tools and apps that integrate regional and neighboring transportation services.
 - Objective 1E. As services are implemented and improved, promote safe and comfortable transit facilities and low-stress walking and biking connections, especially at transit centers and major transit stops.
 - Objective 1F. Collaborate with local governments and connecting transit providers to ensure transit service meets the needs of riders.

- » Goal 2. Provide reliable transportation options for health-supporting destinations.
 - Objective 2A. Enhance service to connect to grocery stores, pharmacies, recreational centers, social service agencies, and other community resources.
 - Objective 2B. Collaborate with all transportation service providers, pairing traditional fixed-route and demand-response services with first-/last-mile connection options such as shuttles, transportation network companies (TNCs), sharing of bikes and other mobility devices, and cooperative programs such as those within assisted living communities.
 - Objective 2C. Support enhancements to long-distance services, such as passenger rail, Greyhound service within Morrow County, and transportation by private providers, for access to medical, employment training, and other opportunities not available in Morrow County.

- » Goal 3. Provide reliable transportation options for economic opportunities.
 - Objective 3A. Enhance service to connect to educational centers, government centers, job centers, and other community resources.
 - Objective 3B. Collaborate with large employers to help meet the transportation needs of employees, especially for those who are working non-traditional business hours (early morning/late night shifts).
 - Objective 3C. Coordinate with other public agencies and divisions, such as those responsible for land use planning, housing, and development review, to strengthen transit effectiveness and include transit considerations in growth and development.



- » Goal 4. Improve marketing of services and education across transportation service areas.
 - Objective 4A. Improve transit education and marketing, particularly through outreach to transportation-disadvantaged and underserved groups that focuses on bilingual marketing and outreach and travel training.
 - Objective 4B. Collaborate with transit agencies to share public transit information in a variety of formats and media to inform and attract new transit users, such as improving availability of route and schedule information as well as access to real-time arrivals and other data.
 - Objective 4C. Promote transit-supportive measures that make bus stop availability clear, including trip planning services, wayfinding signage, stop amenities (e.g., bike racks), and more.

- » Goal 5. Pursue stable funding sources to maintain and lower transportation costs to the public.
 - Objective 5A. Foster new and innovative partnerships to share and leverage resources, improve services, and further create awareness of transportation services in and nearby Morrow County.
 - Objective 5B. Pursue clean fuel for transit vehicles, such as electrification of the future vehicle fleet and infrastructure, to reduce gas and maintenance costs.
 - Objective 5C. Identify a range of needs, opportunities, and strategies that can be ready to take advantage of grant funding opportunities, such as those focused on employment, capital improvements, service reliability, and/or geographic coverage.
 - Objective 5D. Identify vehicle storage and maintenance and public-friendly transit center sites to reduce “deadhead” mileage and costs.

- » Goal 6. Recruit and retain staff to be able to provide reliable services.
 - Objective 6A. Partner with Oregon Employment Department and neighboring transit providers to promote and access Commercial Driver’s License (CDL) training centers and reduce costs to agencies and/or potential drivers.
 - Objective 6B. Consider ways to provide transportation for driver or staff training opportunities or market existing services for job access opportunities.
 - Objective 6C. Conduct regular feedback with staff to ensure workplace satisfaction and identify opportunities to improve working conditions.
 - Objective 6D. Monitor salaries, incentives, and benefits of peer agencies to promote fair living wages to transportation provider staff.



NEED AND STRATEGIES



NEEDS AND STRATEGIES

Based on the above analysis, the needs and corresponding strategies are summarized below. Many strategies meet multiple needs. While displayed as tied to each individual need here, the strategies are expanded and prioritized individually in the next section.

- » **Need:** Provide local and regional connectivity for transit-dependent groups, especially in Heppner, Boardman, and Lexington, which have high percentages of people with disabilities, people experiencing poverty, racially diverse populations, and zero vehicle households
 - Implement and continue to monitor the Boardman – Port of Morrow Circular and Hermiston – Boardman Connector
 - Begin on-demand shuttles to communities such as Heppner, Lexington, Lone, and other communities not connected to the fixed-route system.
 - Enhance service hours and/or number of vehicles operating at a time dial-a-ride services
 - Promote and/or subsidize vanpools
 - Expand bilingual information and marketing program
- » **Need:** Enhance services for populations in unincorporated areas and communities not connected to the existing system, in particular for elderly populations
 - Begin on-demand shuttles to communities such as Heppner, Lexington, Lone, and other communities not connected to the fixed-route system.
 - Enhance service hours and/or number of vehicles operating at a time dial-a-ride services
 - Coordinate with public and private providers to ensure access and eligibility
 - Promote rideshares
- » **Need:** Ensure reliable transportation for employment-based trips, especially for low-income populations
 - Implement and continue to monitor the Boardman – Port of Morrow Circular and Hermiston – Boardman Connector
 - Refine, implement, and continue to monitor the Heppner – Boardman Connector
 - Refine, implement, and continue to monitor the Arlington – Boardman Connector
 - Promote and/or subsidize vanpools
 - Expand marketing and partnerships via employers
- » **Need:** Maintain and enhance connections with other transportation providers
 - Establish regular coordination meetings with connecting providers
 - Enhance bus amenities throughout Boardman, Hermiston, and other locations that currently exist or are planned to connect with The Loop and Kayak Public Transit.
- » **Need:** Better serve ridership on existing services
 - Enhance weekend dial-a-ride and/or future fixed-route service and later night/earlier morning service
 - Improve fare payment options for transportation services that aren't free, including affordable options for low-income populations and students
 - Provide real-time vehicle arrival information



- » **Need:** Enhance transit facilities
 - Enhance bus amenities throughout Boardman, Hermiston, and other locations that currently exist or are planned to connect with The Loop and Kayak Public Transit.
 - Implement transit centers and major bus stops with higher levels of amenities
 - Build bus storage and maintenance facilities to accommodate existing and future buses
 - Provide bilingual marketing materials at stops
 - Consider the installation of wheelchair charging stations at transit stops
 - Provide parking near stops

- » **Need:** Maintain and grow vehicle fleet to meet service needs
 - Obtain new vehicles
 - Establish capital replacement plan
 - Investigate and pursue transition to alternative fuels
 - Ensure adequate storage and maintenance capabilities, such as the planning effort in Boardman

- » **Need:** Stabilize costs and grow funding streams
 - Continue to leverage local funds to obtain state and federal funds, such as the Rural Transportation Equity Program
 - Seek ways to share trips across funding pools (5310, 5311, RVHT, HRTG, etc.) while maintaining separate ride records
 - Investigate and pursue transition to alternative fuels

- » **Need:** Attract and retain staff, including drivers, maintenance, supervisors, and administration
 - Partner with local colleges to communicate availability of job openings
 - Seek peer review to ensure competitive wages and benefits
 - Conduct regular feedback sessions with staff
 - Provide professional development/continuing education opportunities
 - Provide an employee recruitment/retainment incentive program

The following section brings forward the strategies discussed above, establishes evaluation criteria, and presents the prioritized strategies.

Evaluation Criteria

The evaluation criteria for the strategies focus on the costs and benefits, ease of implementation, and group(s) served or needs met. These criteria are established at the following scales:

- » Costs – Roughly estimated costs considering the scale of implementation.
 - \$: Less than \$25,000 Annually
 - \$\$: \$25,000 to \$75,000 Annually
 - \$\$\$: Greater than \$75,000 Annually

- » Benefits – Qualitative measure identifying expected outcome of the recommendation.
 - +: Allows for services to continue operating as-is, such as retaining a fleet and staff
 - ++: Enhances services slightly to moderately, such as adding slight geographic area or service hours



- +++: Enhances services substantially, such as adding new connections regionally
- » Difficulty of Implementation – Considers whether the strategy can be implemented quickly and with little complication, beyond costs to implement.
 - Low: Infrastructure, staff, and other resources are already in-place
 - Medium: Some infrastructure, staff, and other resources are in-place, but more will need to be obtained
 - High: No infrastructure, staff, or other resources are in-place
- » Group(s) Served/Needs Met – Considers how many of the following groups benefit from this strategy: Low-income populations, people with disabilities, youth, older adults, racial/ethnic minority, zero vehicle households, households with Limited English Proficiency, veterans, and employees.
 - ①: Fewer groups served/needs met
 - ●: Many groups served/needs met

Results and Prioritization

Using the above evaluation criteria, the strategies were evaluated and prioritized in Table 4. High priority strategies are generally lower cost, provide greater benefits, have lower difficulty to implement, and serve the needs of more groups.



Table 4. Strategies and Priorities

Strategy	Cost	Benefit	Difficulty of Implementation	Group(s) Served/ Needs Met	Resulting Priority
Routes and Services					
Implement and continue to monitor the Boardman – Port of Morrow Circular and Hermiston – Boardman Connector	\$\$\$	+++	Low	●	High
Refine, implement, and continue to monitor the Heppner – Boardman Connector	\$\$\$	+++	High	●	High
Refine, implement, and continue to monitor the Arlington – Boardman Connector	\$\$\$	+++	High	●	Medium
Begin on-demand shuttles to communities such as Heppner, Lexington, Lone, and other communities not connected to the fixed-route system.	\$\$	+++	Medium	●	Medium
Enhance service hours and/or number of vehicles operating at a time dial-a-ride services	\$\$	++	Medium	●	Medium
Promote and/or subsidize vanpools	\$	++	Medium	◐	High
Enhance weekend dial-a-ride and/or future fixed-route service and later night/earlier morning service	\$\$	++	High	●	Low
Transit Stops and Rider Facilities					
Enhance bus amenities throughout Boardman, Hermiston, and other locations that currently exist or are planned to connect with The Loop and Kayak Public Transit.	\$	++	Low	◐	High
Implement transit centers and major bus stops with higher levels of amenities	\$\$\$	++	Medium	●	Medium
Consider the installation of wheelchair charging stations at transit stops	\$	+	Medium	◐	Medium
Provide parking near stops	\$\$\$	+	Medium	◐	Low
Internal and Inter-Agency Coordination					
Establish regular coordination meetings with connecting providers	\$	+	Low	●	High
Conduct regular feedback sessions with staff	\$	+	Low	●	High



Strategy	Cost	Benefit	Difficulty of Implementation	Group(s) Served/ Needs Met	Resulting Priority
Coordinate with public and private providers to ensure access and eligibility	\$	+	Low	●	High
Continue to leverage local funds to obtain state and federal funds, such as the Rural Transportation Equity Program	\$	+	Low	●	High
Seek peer review to ensure competitive wages and benefits	\$\$	+	Low	●	Medium
Provide professional development/continuing education opportunities	\$	+	Low	●	High
Provide an employee recruitment/retainment incentive program	\$\$	+	Low	●	High
Marketing and External Information					
Expand marketing and partnerships via employers	\$	+	Low	⦿	High
Provide bilingual marketing materials at stops	\$\$	+	Low	⦿	High
Expand bilingual information and marketing program	\$\$	+	Low	⦿	High
Partner with local colleges to communicate availability of job openings	\$	+	Low	⦿	High
Promote rideshares	\$	++	Medium	●	Medium
Technology					
Provide real-time vehicle arrival information	\$\$	++	Low	●	High
Seek ways to share trips across funding pools (5310, 5311, RVHT, HRTG, etc.) while maintaining separate ride records	\$	+	Medium	⦿	High
Improve fare payment options for transportation services that aren't free, including affordable options for low-income populations and students	\$\$	++	Medium	⦿	Medium
Fleet and Facilities					
Obtain new vehicles	\$\$	++	Medium	●	High
Establish capital replacement plan	\$	+	Low	⦿	High
Investigate and pursue transition to alternative fuels	\$\$\$	++	High	⦿	Medium
Build bus storage and maintenance facilities to accommodate existing and future buses, such as the planning effort in Boardman	\$\$\$	+	Medium	⦿	High



IMPLEMENTATION AND MONITORING PLAN



IMPLEMENTATION AND MONITORING PLAN

This section identifies funding opportunities and timeline for the high-priority strategies and describes the considerations and partners to get recommendations on-the-ground.

Funding Sources and Timeline

Table 5 shows the funding sources that were assessed for each strategy and their primary area of eligibility for operating, capital, city/county facilities (primarily walking and biking connections), and marketing and outreach.

Table 5. Funding Sources

Funding Source	Description	Eligibility			
		Operating	Capital	City/County Facilities	Marketing/Outreach
Federal Transit Administration (FTA) Grants	Section 5304: Non-Metropolitan Transportation Planning Grant. Funds are allocated to states, which then distribute them to regional and local agencies for transit planning. Planning needs to be cooperative, continuous, and comprehensive, resulting in long-range plans and short-range programs reflecting transportation investment priorities.				X
	Section 5310: Enhanced Mobility of Seniors & Individuals with Disabilities . Formula funding to states and metropolitan regions for the purpose of meeting the transportation needs of seniors and people with disabilities. ODOT allocates state 5310 funds to rural areas via local STF agency and may reserve for discretionary programs.	X	X		X
	Section 5311: Rural Area. Formula funding to small cities and rural areas with populations of less than 50,000 for transit capital, planning, and operations, including job access and reverse commute projects. Funds are apportioned to states based on a formula that includes land area, population, revenue vehicle miles, and low-income individuals in rural areas and funds are distributed to providers through ODOT. Additionally, no less than 15 percent of funds must be spent on the development and support of intercity bus transportation, unless the intercity bus needs of the state are being adequately met.	X	X		X
	Section 5339: funding through an allocation process to states for small urban and rural areas, and transit agencies in large urban areas, to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities.		X		
	Other: The FTA periodically releases additional funding opportunities. In 2019, the FTA released the Integrated Mobility Innovation opportunity, providing \$15 million for demonstration projects focused on Mobility on Demand, Strategic Transit Automation Research, and Mobility Payment Integration. For FY20, the FTA also announced the Mobility for All Pilot Program to invest in mobility options for older adults, individuals with disabilities, and people with low incomes, aimed to enable connections to jobs, education, and health services. The FTA also provides Section 5314 – Technical Assistance and Workforce Development grants, which support technical assistance and educational activities that enable more effective and efficient delivery of transportation services, foster compliance with federal laws (including the ADA). These types of funding opportunities can help ODOT and providers invest in innovative and effective practices and partnerships.				



State Special Transportation Funds (STF)	Allocated by the Oregon Legislature every two years. Funds may be used for any purpose directly related to public transportation services for seniors and people with disabilities.	X			X
Statewide Transportation Improvement Fund (STIF)	Formula funds for expanding access to jobs, improving mobility, relieving congestion, and reducing greenhouse gas emissions, while providing a special focus on low-income populations. STIF funds may be used for public transportation purposes that support the operations, planning, and administration of public transportation programs and may also be used as the local match for state and federal grants for public transportation service. <ul style="list-style-type: none"> ● 90% of STIF funds are distributed to Qualified Entities (Morrow County). ● 5% of STIF funds are available via discretionary grants for flexible funding. ● 4% of funds are available via discretionary grants for projects enhancing intercommunity service and the statewide transit network. ● 1% of the funds are allocated for program administration and a technical resource center. 	X	X		X
Highly Rural Transportation Grant (HRTG)	This grant-based federal program, under Veteran Affairs, provides demand-response services. It transports Veterans in highly rural areas to VA-authorized health care facilities. There is no cost fee, as long as the program is available in the area the Veteran lives in.	X			
Rural Veteran Healthcare Transportation Grant (RVHT)	This program, under ODOT, provides demand-response services, providing Veterans access to physical, mental, and/or behavioral healthcare. Access is not limited to VA-authorized health care facilities; access to services that contribute to a veteran's well-being may be accommodated as well. This program aims to focus its services to veterans but is open to shared rides with civilians.	X			
Private/Public Sponsorships	Private/public sponsorships involve a private entity, such as a local business owner, working with the public agency to fund a project (e.g., bus stop shelter and sidewalk connection maintenance). In return for their investment in the community, these business owners often have recognition for their role, providing a marketing venue for the business.	X	X	X	X
STIP Enhance	Funds allocated to projects through a competitive grant application process. Eligible projects include public transit capital improvements.		X	X	
Multimodal Impact Fees	Similar to transportation system development charges (SDC), but focused on improvements to multimodal transportation options. In the event a TIF is established, the fixed-route service could work to allocate a portion of funds towards transit-enhancing improvements.			X	
ODOT Safe Routes to School Grant Program	Eligible projects include safety improvements that positively affect the ability of children to walk and bicycle to school. Projects must be within a public road right-of-way, consistent with jurisdictional plans, supported by the school or school district, within a one-mile radius of a school, and able to be constructed within five years of the application. Project examples include sidewalks, median refuge islands, rapid flashing beacons, etc. The minimum funding request is \$60,000, and the maximum is \$2 million.		X	X	
Transportation Options Program	Discretionary grant program including initiatives such as Innovative Mobility Grants, which ODOT is currently determining a framework for, and Immediate Opportunity Grants of \$5,000 or less for qualified activities. Examples of eligible activities include: <ul style="list-style-type: none"> ● Transportation focused community events such as Open Streets, Bike Rodeos, etc. ● Activities to engage historically underserved communities in active or multimodal transportation outreach or education ● Purchase of bike racks, helmets, locks, etc. associated with bike and pedestrian safety outreach 				X
Rural Transportation	This one-off ODOT funding opportunity seeks to support rural communities in:				



<p>Equity Program</p>	<ul style="list-style-type: none"> • Identifying and engaging underserved communities in rural areas to provide transportation options like biking, walking, and public transportation in order to access to critical services and destinations; • Building capacity within local governments to maintain relationships and connections to underserved communities, with a focus on including underserved groups in future planning efforts; and/or • Matching communities' needs with outside funding opportunities (i.e. Federal, State programs and resources) through strategic investment planning. <p>Morrow County received this grant and will conduct outreach in the coming year. Should this grant become a regularly provided fund, Morrow County could continue to pursue this in the future.</p>				
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In addition to these, roadway facility owners (cities, Morrow County, ODOT) can pursue walking and biking facility improvements through the following funds:

- | | |
|---------------------------------------|--|
| » Surface Transportation Block Grants | » All Roads Transportation Safety (ARTS) |
| » State Highway Fund | » General Fund |
| » Road Fund Serial Levy | » Transportation Development Tax |
| » Road Utility Fee | » System Development Charges (SDC) |
| » Vehicle Registration Fee | » Local Improvement District (LID) |
| » Local-Option Fuel Tax | » Tax Increment Financing |
| » Immediate Opportunity Funds | » Urban Renewal Districts |

Table 6 aligns the high-priority strategies to the relevant funding sources and identifies a timeline. The timeline is based on considerations such as securing staff, vehicles, or other resources to implement the recommendation, whether an activity is ongoing or a discrete task, and what other strategies need to be in-place before the strategy itself should be implemented. These timeframes represent the ideal implementation timeline and are subject to the availability of resources such as funding, staff availability, vehicles and facilities, and other factors.



Table 6. High Priority Strategies and Available Funding Pools

Strategy	Section 5304	Section 5310	Section 5311	Section 5339	STF	STIF	HRTG	RVHT	Private/Public Sponsorships	STIP Enhance	ODOT Safe Routes to School Grant	Transportation Options Program	Rural Transportation Equity Program	Timeline
Routes and Services														
Implement and continue to monitor the Boardman – Port of Morrow Circular and Hermiston – Boardman Connector		X	X		X	X	X	X	X					<2 yrs
Refine, implement, and continue to monitor the Heppner – Boardman Connector		X	X		X	X	X	X	X					3-5 yrs
Promote and/or subsidize vanpools		X	X		X	X			X			X		<2 yrs
Transit Stops and Rider Facilities														
Enhance bus amenities throughout Boardman, Hermiston, and other locations that currently exist or are planned to connect with The Loop and Kayak Public Transit.		X	X	X		X			X	X	X			0-5 yrs
Internal and Inter-Agency Coordination														
Establish regular coordination meetings with connecting providers		X	X		X	X			X					<2 yrs
Conduct regular feedback sessions with staff		X	X		X	X								0-5 yrs
Coordinate with public and private providers to ensure access and eligibility		X	X		X	X			X					0-5 yrs
Continue to leverage local funds to obtain state and federal funds, such as the Transit Equity Fund	-	-	-	-	-	-	-	-	-	-	-	-	-	0-5 yrs



Strategy	Section 5304	Section 5310	Section 5311	Section 5339	STF	STIF	HRTG	RVHT	Private/Public Sponsorships	STIP Enhance	ODOT Safe Routes to School Grant	Transportation Options Program	Rural Transportation Equity Program	Timeline
Provide professional development/continuing education opportunities		X	X		X	X								0-5 yrs
Provide an employee recruitment/retainment incentive program		X	X		X	X								0-5 yrs
Marketing and External Information														
Expand marketing and partnerships via employers		X	X		X	X			X			X	X	0-5 yrs
Provide bilingual marketing materials at stops			X			X			X		X			0-5 yrs
Expand bilingual information and marketing program	X		X			X			X			X	X	<2 yrs
Partner with local colleges to communicate availability of job openings		X	X		X	X			X			X	X	0-5 yrs
Technology														
Provide real-time vehicle arrival information		X	X		X	X	X	X	X					<2 yrs
Seek ways to share trips across funding pools (5310, 5311, RVHT, HRTG, etc.) while maintaining separate ride records		X	X		X	X	X	X	X					0-5 yrs
Fleet and Facilities														
Obtain new vehicles		X	X	X	X	X	X	X		X				0-5 yrs
Establish capital replacement plan	X	X	X		X	X								<2 yrs
Build bus storage and maintenance facilities to accommodate existing and future buses, such as the planning effort in Boardman		X	X	X	X	X			X	X				3-5 yrs



Considerations and Partners

The following section describes additional considerations and partners to implement the high-priority strategies.

ROUTES AND SERVICES

- » **Implement and continue to monitor the Boardman – Port of Morrow Circular and Hermiston – Boardman Connector:** Morrow County has procured a vehicle and identified a preferred operating plan for the Circular alongside Umatilla County, Kayak Public Transit, cities, and stakeholder such as employers and healthcare representatives. As this strategy moves forward, continuing to refine its stop locations and amenities, route schedule, and marketing will be crucial to its success.
- » **Refine, implement, and continue to monitor the Heppner – Boardman Connector:** Morrow County will need to procure a vehicle, hire a driver, and refine a preferred operating plan for the Heppner – Boardman Connector. While entirely within Morrow County and intended to be operated by MCPT, this service would still need coordination with partners such as city staff, employers, health and social service agencies, and other organizations.
- » **Promote and/or subsidize vanpools:** Morrow County could implement this recommendation by promoting programs such as Commute with Enterprise¹ or further supporting vanpools by subsidizing this service, similar to Cascades East Transit's program which subsidizes \$500 per van per month².

TRANSIT STOPS AND RIDER FACILITIES

- » **Enhance bus amenities throughout Boardman, Hermiston, and other locations that currently exist or are planned to connect with The Loop and Kayak Public Transit:** While establishing new bus stops in Morrow County, MCPT could start with basic amenities such as signage at stops as ridership patterns become apparent. Higher-level stops may warrant the need for benches, shelters, trash cans, bike racks, and more. Partners for this strategy include land owners, primarily private property owners, cities, ODOT, and Morrow County itself.

INTERNAL AND INTER-AGENCY COORDINATION

- » **Establish regular coordination meetings with connecting providers:** Partners for this strategy include staff from connecting agencies such as Kayak Public Transit and the Hermiston WORC program. These regular coordination meetings can help to identify further opportunities to enhance services and reduce duplication of efforts.
- » **Conduct regular feedback sessions with staff:** Gathering feedback from MCPT staff can help to not only improve staff morale and retention, but can also help to highlight rider concerns and institutional challenges that may otherwise not be passed along to MCPT administration staff.
- » **Coordinate with public and private providers to ensure access and eligibility:** Working with both the public agencies previously identified and private providers, such as employers

¹ www.commutewithenterprise.com

² <https://www.commuteoptions.org/vanpool/>



and non-emergency medical transportation brokerages, can improve public access to affordable transportation services. This coordination can also support updating the inventory of existing services and marketing services to the public.

- » **Continue to leverage local funds to obtain state and federal funds, such as the Transit Equity Fund:** MCPT can leverage local funds, such as those provided by city improvements and private property owner development, to access state and federal funds. In addition to property owners and infrastructure improvements as local match, services such as vanpool programs offered by employers may be able to be used as local match.
- » **Provide professional development/continuing education opportunities:** Professional development and education helps to keep staff up-to-date on industry trends in addition to basic training requirements, bringing fresh ideas to improve service back to Morrow County. Beyond MCPT staff, MCPT could look to provide training and education to other agency staff (ODOT, cities, etc.) through partnerships.
- » **Provide an employee recruitment/retention incentive program:** Attracting and retaining staff is a challenge in providing reliable services. Establishing an incentive program can help to expand the staffing pool and promote staff morale and retention.

MARKETING AND EXTERNAL INFORMATION

- » **Expand marketing and partnerships via employers:** MCPT has strong connections to many employers throughout the County, and continuing these partnerships can help to market services to existing and potential employees. In addition to employers, MCPT can work with neighboring transportation providers to educate the public on all available services.
- » **Provide bilingual marketing materials at stops:** As bus stops are implemented, providing information in both English and Spanish will be crucial to serving Limited English Proficiency populations. MCPT can work with local organizations and community members to refine the messaging and communication.
- » **Expand bilingual information and marketing program:** Similar to the previous strategy, expanding the bilingual information and marketing program can promote transportation use for populations who often lack reliable options. This strategy could be implemented imminently through the Rural Transportation Equity Program in partnership with community groups. This program should be reviewed and revised as-needed following implementation.
- » **Partner with local colleges to communicate availability of job openings:** Promoting job openings through local colleges not only attracts staff to MCPT, but also provides job opportunities to younger populations who tend to be lower-income. In addition to the colleges, Oregon Employment Department and workforce organizations such as New Horizons would be helpful partners in implementing this strategy.

TECHNOLOGY

- » **Provide real-time vehicle arrival information:** MCPT is participating in iTransitNW, a trip planning and bus tracking tool which several providers in the northeast Oregon and southeast Washington markets use to present transit information in one place. Real-time vehicle tracking is an aspect of iTransitNW, and allows for MCPT vehicles to be tracked both in this application and in other tools such as Google Maps. While typically implemented for fixed-route systems, real-time vehicle arrival information could also be



helpful for dial-a-ride services and giving better estimated arrival times to these passengers.

- » **Seek ways to share trips across funding pools (5310, 5311, RVHT, HRTG, etc.) while maintaining separate ride records:** Institutional barriers can prohibit or limit the sharing of trips when different funding pools are involved. Resolving these barriers can help to efficiently use transportation services and meet the needs of the community. MCPT can work with other public and private transportation providers to share trips and identify technologies for tracking these data. They can also work with ODOT to identify where barriers remain and work to resolve these at the state and federal levels.

FLEET AND FACILITIES

- » **Obtain new vehicles:** To continue providing services and ultimately expand their system, MCPT needs to regularly obtain new vehicles to replace aging fleets. An up-to-date fleet is also less likely to breakdown, increasing reliability of the system and reducing maintenance costs.
- » **Establish capital replacement plan:** In addition to the activity of obtaining new vehicles, a capital replacement plan can help MCPT to plan ahead for vehicle replacement and additions. A capital replacement plan should also consider alternative fuel technologies, specifically which service(s) could feasibly operate using alternative fuels based on existing mileage limitations. Partners for this strategy may include utility companies and other agencies and neighboring providers who may wish or need to charge their fleet within Morrow County.
- » **Build bus storage and maintenance facilities to accommodate existing and future buses, such as the planning effort in Boardman:** MCPT's bus storage facilities are currently at capacity. In addition to currently planning efforts for a storage and maintenance/public-facing transit center near Boardman, MCPT will continue to monitor the need for additional facilities. Partners include property owners, and where the facility is public-facing, the riders and any connecting transit providers.



MONITORING PROGRAM

The following section provides a program to track transit service performance and the success of the plan's recommendations. The program is data-driven and is founded on performance measures that can be tracked on a regular basis through set benchmarks. In most cases, these performance measures are already tracked as part of Federal Transit Administration (FTA) reporting requirements. This program enables a dynamic system where service adjustments can be implemented and justified following performance evaluations.

Performance measures are divided into monitoring on an annual and a less-frequent (e.g., biennial) basis. Most of the recommended performance measures should be reviewed each year; the performance measures identified for less-frequent review are less likely to fluctuate meaningfully on an annual basis. As these performance measures are applied in the future, Morrow County may adjust how often specific performance measures are examined. Benchmarks also consider existing and future data availability.

Annual Review of Performance Measures

The following performance measures are recommended to be evaluated at least annually to understand how the new services are being used. All but one of these measures are typically already monitored for National Transit Database (NTD) reporting purposes.

- » **Capital costs:** Examine annual capital costs directly to the service operator (Morrow County) and improvements by facility owners (Morrow County, local cities, employers, other property owners). This information is useful for budgeting for vehicle replacements and additional transit-supportive infrastructure such as shelters, based on actual agency cost experience.
- » **Operating costs:** Tracks annual operating costs for the services. This information is useful for evaluating cost trends for future budgeting purposes, and for calculating other performance measures, such as cost per hour, that can be compared with peer agencies.
- » **Annual rides:** Tracks total number of rides per year. This information is useful for evaluating ridership trends, and for calculating other performance measures, such as rides per hour or cost per ride, that can be compared with peer agencies. Transit providers typically also track ridership more frequently (e.g., by month, by day of week) to help identify ridership patterns and trends.
- » **Revenue service hours:** Tracks total number of hours of revenue service provided. This measure is used to calculate rides and cost per hour.
- » **Rides per hour:** Tracks average annual rides per hour (productivity). Staff resources permitting, tracking annual productivity by scheduled trip is useful for identifying and supporting the need for schedule changes (e.g., addressing consistently over- or under-utilized trips), for identifying the need to purchase higher-capacity vehicles, and for targeting marketing efforts to increase ridership, among other uses.
- » **Cost per hour:** Tracks average annual operating cost per revenue hour. Cost per hour is a useful measure to compare to peer agencies, to check whether one's costs and cost trends are in line with, greater than, or less than one's peers.



- » **Number of Deviation Request Denials (Circular service):** Tracks the total number of deviation requests denied on the Boardman – Port of Morrow Circular, to help identify the need for schedule and/or route changes to maintain service reliability and attractiveness. In addition, although more labor-intensive, tracking where and how frequently deviation requests are made can be useful for making route adjustments to serve high-demand trip origins and destinations.

Less-Frequent Review of Performance Measures

The following performance measures are either (1) less likely to change in a significant way on an annual basis and do not need to be tracked each year, or (2) are time-intensive to evaluate on an annual basis.

- » **System ease of use:** Tracks improvements made to travel between communities or transit providers, such as technology improvements (trip-planning, real-time tracking apps) and timed transfers between different transit providers.
- » **Walking and bicycling access:** Tracks the percentage of stops having a sidewalk/path, bicycle lane/path, and/or crossings connecting to the stop.

Peer Comparison

While every transit provider has unique service area and operating characteristics, comparing a provider's performance to that of similar providers can help managers and decision-makers gauge whether changes in performance match the experience of similar agencies, or may be due to actions on the provider's part (either something to correct or something to continue, depending on how performance changed). Transit agencies that receive federal funding are required to report information about service miles, service hours, and ridership, among others, to the NTD. Peer comparisons were conducted for Morrow County to understand existing and potential performance using the most-recent year of available data, 2018. Peers were primarily identified using the process described in *TCRP Report 141: A Guidebook on Performance Measurement and Peer Comparison in the Transit Industry*, which uses factors such as type of service provided, amount of service provided, geographic characteristics, and more.

Morrow County does not currently report data to NTD, given that it has not historically received federal funding that requires NTD reporting. Therefore, several providers who provide service similar to the proposed service were selected. These peers were matched based on an estimated 5,000 service hours and about 50,000 annual service miles for the Port of Morrow Circular and accompanying countywide dial-a-ride. This analysis only looked at local bus service (i.e., not commuter bus or demand-response as reported to NTD). Similar providers include CTUIR's local services, the City of Woodburn, South Clackamas Transportation District's (SCTD's) Molalla service, Lane Transit District's Florence service, and Malheur Council on Aging and Community Service's (MCOACS's) Ontario service. All of these services connect to regional transit service. Table 7 provides the peer comparison evaluation and

Figure 10 shows rides per hour for the peer providers. Table 7 also shows city populations and employments for each jurisdiction, with the Boardman numbers not including unincorporated

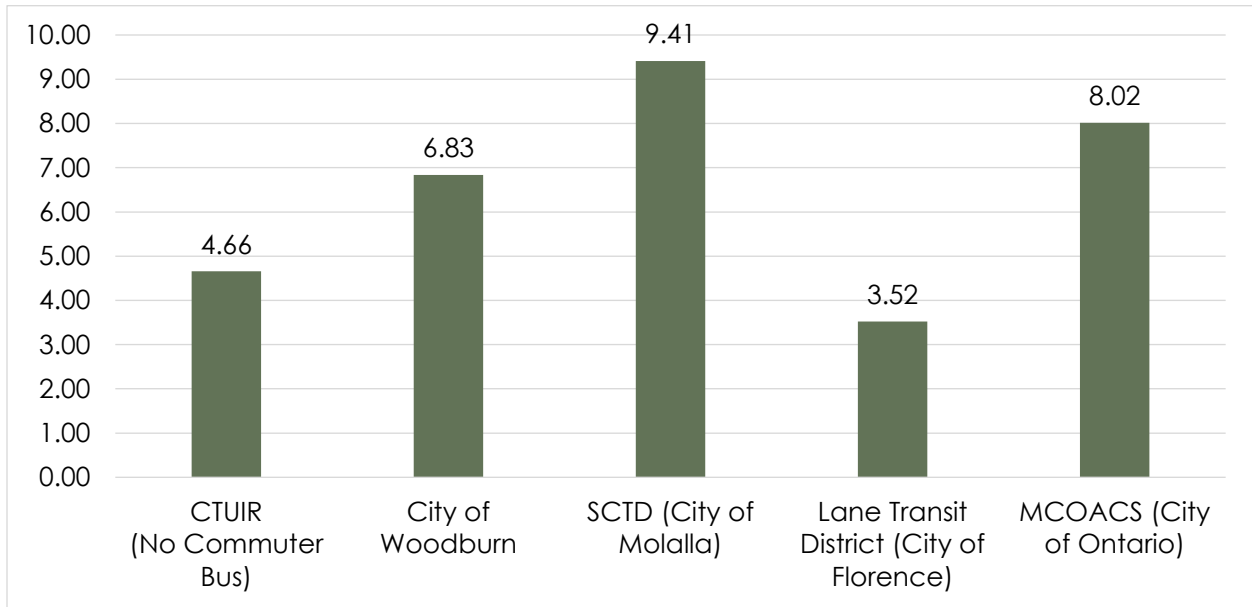


Port of Morrow employment. As shown, similar-sized providers typically generate 4-10 rides per hour. Ridership is generally higher in communities with high employment such as Boardman.

Table 7. Transit Provider Comparison (2018) for Boardman - Port of Morrow Circular

Data	Boardman/Port of Morrow	CTUIR (No Commuter Bus)	City of Woodburn	SCTD (City of Molalla)	Lane Transit District (City of Florence)	MCOACS (City of Ontario)
Population	3,439	Hermiston - 17,423 Mission - 850	25,738	9,155	8,921	10,966
Employment	6,283+	Hermiston - 7,305 Mission - 2,101	9,517	2,570	3,112	8,542
Annual Service Miles	50,000	92,832	45,023	17,104	27,177	65,023
Annual Service Hours	5,000	5,256	3,048	2,547	2,173	3,012
Annual Rides	—	24,485	20,831	23,968	7,651	24,150
Rides per Hour	—	4.66	6.83	9.41	3.52	8.02

Figure 10. Rides per Hour for Boardman - Port of Morrow Circular Comparable Services





CONCLUSION



CONCLUSION

Transportation services play a key role in Morrow County, connecting its residents and visitors to the places they need to go locally and regionally. Most imminently, this document can serve as preparation for funding cycles, including STF and STIF plans, to begin implementing recommendations and enhancing transportation services. Beyond that, the recommendations are intended to provide conceptual guidance to be refined by MCPT and its partners as funding and partnership opportunities become available.

While this document provides prioritized strategies and examples of how these would specifically be implemented, the recommendations are a snapshot in time and may adjust to meet the changing needs of the region.



Morrow County/Umatilla County Transit Development Strategy

Morrow County and Umatilla County

2018

Morrow County/Umatilla County Transit Development Strategy

Morrow County/Umatilla County

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2018





TABLE OF CONTENTS

Table of Contents.....	i
Introduction	2
Demographic Context.....	9
Commuting Patterns.....	17
Overview of Existing Public Transportation Services.....	27
Transit Solutions Assessment	31
Transit Development Strategies	45



LIST OF EXHIBITS

Exhibit 1 – Morrow County and Umatilla County Study Area.....9

Exhibit 2 - Survey Form of Morrow County and Umatilla County Businesses17

Exhibit 3 – Morrow County Commuting Flow.....19

Exhibit 4 – Umatilla County Commuting Flow19

Exhibit 5 – Where Workers Live Who Are Employed in the City of Pendleton.....22

Exhibit 6 – Where Workers Live Who are Employed In the City of Hermiston.....23

Exhibit 7 - Where Workers Live Who Are Employed in the City of Boardman24

Exhibit 8 – Modifications to Existing Fixed-Route Service Concept.....33

Exhibit 9 – Fixed-Route Connection to Boardman/Port of Morrow (Option #1).....34

Exhibit 10 - Fixed-Route Connection to Boardman/Port of Morrow (Option #2).....35

Exhibit 11 – Small Modifications to The Loop Concept36

Exhibit 12 – Modifications to Grant County People Mover Concept.....37

Exhibit 13 – Arlington to Boardman/Port of Morrow Connection Concept38

Exhibit 14 – Heppner-Boardman Connector Concept39

Exhibit 15 – Pendleton – Kennewick Connector Concept.....40

Exhibit 16 – Park-n-Ride Locations Concept41



LIST OF TABLES

Table 1 – Population Summary for Morrow and Umatilla County10

Table 2 – County Transit Supportive Demographic Snapshot11

Table 3 – Adults Aged 65+ by City11

Table 4 – Disabled Population by City12

Table 5 – Persons Living in Poverty by City13

Table 6 – Workers per Household and Auto Insufficiency14

Table 7 – List of Survey Participants Providing Employee Zip Code Data18

Table 8 – Where Workers Live (by County) Who Are Employed in the Selected County18

Table 9 - Where Workers Live (by City) Who Are Employed in the Selected County19

Table 10: Where Workers Live Who Are Employed in the Selected Morrow County City20

Table 11 – Where Workers Live Who Are Employed in the Selected Umatilla County City21

Table 12 – Assessment of Modifications to Existing Fixed-Route Service33

Table 13 – Assessment of Fixed-Route Conneciton to Boardman/Port of Morrow (Option #1)34

Table 14 - Assessment of Fixed-Route Conneciton to Boardman/Port of Morrow (Option #2).....35

Table 15 – Assessment of Small Modifications to The Loop36

Table 16 – Assessment of Modifications to Grant County People Mover37

Table 17 – Assessment of Boardman/Port of Morrow Connection38

Table 18 – Assessment of Heppner-Boardman Connector39

Table 19 – Assessment of Pendleton – Kennewick Connector40

Table 20 – Assessment of Park-n-Ride Locations.....41

Table 21 – Transit Development Strategy Summary46



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Chapter 1

Introduction



INTRODUCTION

In 2016, Morrow County and Umatilla County adopted separate Coordinated Human Services Transportation Plans. These coordinated plans are guiding documents that outline strategies for grant distributions funded by the State of Oregon's Special Transportation Fund (STF) and the Federal Transit Administration (FTA) Section 5310 program. The goal of each coordinated plan is to improve transportation programs and services for key target populations (older adults, people with disabilities, and people with low incomes) through the identification of new transit service, enhancements to existing transit programs, improvements to the marketing of transit programs, and new technology.

While each of the coordinated plans have been prepared specific to the various needs of the individual counties, it has been noted through the planning process as well as other transportation planning efforts carried out by the Oregon Department of Transportation (ODOT) that Morrow and Umatilla County are closely integrated from a transportation perspective. With a large number of jobs located in an around the Port of Morrow and a relatively low population base, Morrow County tends to import workers from Umatilla County and beyond creating a fairly significant employment-based commuting profile. With more geographically dispersed employment centers and a larger population base, Umatilla County not only imports jobs from neighboring counties, but experiences a significant amount of intra-county employment commuting to the various employment centers.

Building upon the efforts outlined in the two Coordinated Human Services Transportation Plans, the Morrow County/Umatilla County Transit Development Strategy seeks to develop a broader range of transit solutions that will better address the larger inter- and intra-county transportation needs of workforce participants, seniors, people with disabilities, and lower incomes.

The Morrow County/Umatilla County Transit Development Strategy is divided into six chapters, as outlined below:

- Chapter 1 - Introduction
- Chapter 2 - Summarizes the transit supportive demographic profiles of Morrow County and Umatilla County.
- Chapter 3 – Summarizes the employment-based commuting profiles of Morrow County and Umatilla County
- Chapter 4 - Briefly summarizes the public and private transit providers that operate in Morrow and Umatilla County.
- Chapter 5 – Identifies and evaluates the potential transit service strategies.
- Chapter 6 - Presents a set of prioritized strategies for Morrow County, Umatilla County, and the various transit service providers to improve transit accessibility within and between the two counties.



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Chapter 2 Demographic Context

Morrow
County



Umatilla
County

DEMOGRAPHIC CONTEXT

This chapter provides a demographic profile of Morrow and Umatilla County’s key target populations for transit usage.

Exhibit 1 – Morrow County and Umatilla County Study Area





MORROW COUNTY/UMATILLA COUNTY POPULATION

Table 1 documents the share of population in each of the major Morrow County and Umatilla County cities relative to the total county population. As shown, Boardman is the most populous city in Morrow County while Hermiston is the most populous city in Umatilla County. As large predominately rural counties, both have a relatively high percentage of their population living in unincorporated areas.

Table 1 – Population Summary for Morrow and Umatilla County

Morrow County			Umatilla County		
City	2015 Population Estimate	%	City	2015 Population Estimate	%
Boardman	3,320	30%	Athena	1,069	1%
Heppner	1,151	10%	Echo	734	1%
Ione	255	2%	Hermiston	17,121	22%
Irrigon	2,217	20%	Milton-Freewater	7,089	9%
Lexington	189	2%	Mission	970	1%
Unincorporated	4,072	36%	Pendleton	16,882	22%
Total Morrow County	11,204	100%	Pilot Rock	1,476	2%
			Stanfield	2,241	3%
			Umatilla	6,999	9%
			Weston	723	1%
			Unincorporated	21,434	28%
			Total Umatilla County	76,738	100%

Source: 2015 American Community Survey 5-year Population Estimates

TRANSIT SUPPORTIVE DEMOGRAPHIC PROFILE

This section provides an overview of the transit supportive demographic characteristics of both counties based on data from the 2010-2015 American Community Survey (ACS) 5-year estimate dataset. This data is useful to illustrate geographic areas with concentrations of population groups that face particular mobility challenges.

Table 2 provides a “snapshot” of the presence of the four population groups of interest for Morrow County and Umatilla County: older adults (persons over 65 years old), persons with disabilities, persons in poverty, and zero car households. Compared to the entire State of Oregon, both Morrow and Umatilla County have a higher percentage of persons with some sort of disability while the percentage of zero car households is slightly lower than the state overall. Additional data for each of the major cities within the two counties are documented in the following sections.



Table 2 – County Transit Supportive Demographic Snapshot

	Total Population	% Persons Aged 65+	% Persons w/ Disabilities	% Persons in Poverty	% Zero Car Households
Oregon	3,939,233	15%	7%	10%	8%
Morrow County	11,204	14%	7%	8%	3%
Umatilla County	76,738	14%	7%	8%	8%

Source: American Community Survey 2010-2015 American Community Survey 5-year Estimates

Older Adults

Table 3 lists the percentage of the population aged 65 years and older for individual cities in both Morrow and Umatilla County. Compared to Umatilla County, Morrow County has considerably fewer adults aged 65+, but the percentage of the total population is roughly equal. Within Umatilla County, the City of Pendleton has the highest number of adults aged 65+, accounting for approximately 3% of the total county population.

Table 3 – Adults Aged 65+ by City

Morrow County				Umatilla County			
City	2015 Population Estimate Aged 65+	% of City Population	% of Morrow County Population	City	2015 Population Estimate Aged 65+	% of City Population	% of Umatilla County Population
Boardman	229	7%	2.04%	Athena	185	17%	0.24%
Heppler	247	21%	2.20%	Echo	121	16%	0.16%
Ione	63	25%	0.56%	Hermiston	1,975	12%	2.57%
Irrigon	234	11%	2.09%	Milton-Freewater	800	11%	1.04%
Lexington	45	24%	0.40%	Mission	78	8%	0.10%
Unincorporated	711	17%	6.35%	Pendleton	2,221	13%	2.89%
Total Morrow County	1,529		13.65%	Pilot Rock	189	13%	0.25%
				Stanfield	278	12%	0.36%
				Umatilla	440	6%	0.57%
				Weston	113	16%	0.15%
				Unincorporated	4,024	19%	5.24%
				Total Umatilla County	10,424		13.58%

Source: American Community Survey 2010-2015 American Community Survey 5-year Estimates



Persons with Disabilities

The definition of “disability” varies; for this project, information cited is consistent with definitions reported in the 2015 American Community Survey (ACS). The questions regarding disability on the 2015 American Community Survey remain unchanged from the 2008 ACS and include three questions with a total of six subparts with which to identify people with disabilities. The questions are as follows:

- 16a. Is this person deaf or does he/she have serious difficulty breathing? (yes/no)
- 16b. Is this person blind or does he/she have serious difficulty seeing even when wearing glasses? (yes/no)
- 17a. Because of a physical, mental, or emotional condition, does this person have serious difficulty concentrating, remembering, or making decisions? (yes/no)
- 17b. Does this person have serious difficulty walking or climbing stairs? (yes/no)
- 17c. Does this person have difficulty dressing or bathing? (yes/no)
- 18. Because of a physical, mental, or emotional condition, does this person have difficulty doing errands along such as visiting a doctor’s office or shopping? (yes/no)

Table 4 lists the number of persons who are classified as disabled for individual cities in both Morrow and Umatilla County. Within Morrow County, 14 percent of the City of Heppner’s population is classified as having some sort of disability. The City of Boardman has the highest disabled population accounting for approximately 1.5 percent of the total county population. Within Umatilla County, the City of Pendleton has the highest disabled population accounting for approximately 1.6 percent of the total county population.

Table 4 – Disabled Population by City

Morrow County				Umatilla County			
City	2015 Disabled Population Estimate	% of City Population	% of Morrow County Population	City	2015 Disabled Population Estimate	% of City Population	% of Umatilla County Population
Boardman	168	5.06%	1.50%	Athena	104	10%	0.14%
Heppner	161	13.99%	1.44%	Echo	76	10%	0.10%
Ione	20	7.84%	0.18%	Hermiston	879	5%	1.15%
Irrigon	115	5.19%	1.03%	Milton-Freewater	524	7%	0.68%
Lexington	3	1.59%	0.03%	Mission	90	9%	0.12%
Unincorporated	358	8.79%	3.20%	Pendleton	1,243	7%	1.62%
Total Morrow County	825		7.36%	Pilot Rock	142	10%	0.19%
				Stanfield	222	10%	0.29%
				Umatilla	435	6%	0.57%
				Weston	53	7%	0.07%
				Unincorporated	1,723	8%	2.25%
				Total Umatilla County	5,491		7.16%

Source: American Community Survey 2010-2015 American Community Survey 5-year Estimates



Persons in Poverty

The U.S. Census defines residents according to the Poverty Status Index, which is based on income and household size. Table 5 lists the percentages of the population in poverty for individual cities in Morrow and Umatilla County. Within Morrow County, the City of Boardman has the highest number of persons in poverty accounting for approximately 3.5 percent of the total county population. Within Umatilla County, the City of Hermiston has the highest number of persons in poverty accounting for approximately 2 percent of the total county population.

Table 5 – Persons Living in Poverty by City

Morrow County				Umatilla County			
City	2015 Population Estimate for Persons in Poverty	% of City Population	% of Morrow County Population	City	2015 Population Estimate for Persons in Poverty	% of City Population	% of Umatilla County Population
Boardman	396	12%	3.53%	Athena	125	12%	0.16%
Heppner	102	9%	0.91%	Echo	63	9%	0.08%
Ione	15	6%	0.13%	Hermiston	1,591	9%	2.07%
Irrigon	135	6%	1.20%	Milton-Freewater	1,052	15%	1.37%
Lexington	0	0%	0.00%	Mission	151	16%	0.20%
Unincorporated	239	6%	2.13%	Pendleton	1,345	8%	1.75%
Total Morrow County	887		7.92%	Pilot Rock	113	8%	0.15%
				Stanfield	151	7%	0.20%
				Umatilla	384	5%	0.50%
				Weston	28	4%	0.04%
				Unincorporated	1,196	6%	1.56%
				Total Umatilla County	6,199		8.08%

Source: American Community Survey 2010-2015 American Community Survey 5-year Estimates



Vehicle Ownership

Vehicle ownership is an indicator of mobility, as access to a vehicle is a necessity in most rural communities due to relatively limited transportation options. Approximately five and seven percent of households do not have access to a vehicle in Morrow and Umatilla Counties, respectively.

A common metric that is used to evaluate the likelihood of residents using transit is “auto insufficiency”; that is, whether there is more than one worker per vehicle available. Table 6 shows households by the number of vehicles available and by the auto insufficiency based on the reported number of workers in the household. Compared to Umatilla County, the rate of auto insufficiency is lower in Morrow County among the 0-1 worker households, but considerably higher in the 3+ worker households.

Table 6 – Workers per Household and Auto Insufficiency

Morrow County			Umatilla County		
Number of Workers	Percent of Total Households	Percent Auto Insufficient	Number of Workers	Percent of Total Households	Percent Auto Insufficient
0-1 workers	67%	6%	0-1 workers	65%	10%
2 workers	27%	10%	2 workers	30%	11%
3+ workers	6%	36%	3+ workers	6%	26%

Chapter 3 Commuting Patterns



COMMUTING PATTERNS

COMMUTING PROFILES

In addition to the transit supportive demographic profiles, it is also important to look at the employment-based commuting travel characteristics for each county. This information can be useful for identifying the number of workers who are traveling within and between the two counties to reach places of employment. Two sources of information were used to determine the employment commuting profiles for each county. The first source is the US Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD) program which provides job flow data that can be used to determine employment-based commuting profiles. The second source is a survey of major employers in Morrow and Umatilla Counties (see Table X for a list of participating employers) that was conducted as part of this project. This survey (see Exhibit 2 for a copy of the survey form) was conducted to supplement the LEHD data and provide more specific data associated with the various employment clusters that exist throughout Morrow and Umatilla County.

Exhibit 2 - Survey Form of Morrow County and Umatilla County Businesses



MORROW COUNTY/UMATILLA COUNTY TRAVEL SHED ANALYSIS BUSINESS SURVEY

Please answer the following questions to the best of your ability

- Total number of full time employees at your company: _____
- Hours of operation: _____
(If you operate in multiple shifts, provide hours and number of employees during each shift)

3. Please provide number of employees residing in each city or zip code listed below. If the city or zip code is not listed below, please write in using one of the blank cells.

HOME CITY	HOME ZIP CODE	# OF EMPLOYEES	HOME CITY	HOME ZIP CODE	# OF EMPLOYEES
Adams	97810		North Powder	97867	
Arlington	97812		Pendleton	97801	
Athens	97813		Pilot Rock	97868	
Baker City	97814		Stanfield	97875	
Boardman	97818		The Dalles	97058	
Cove	97824		Ukiah	97880	
Echo	97826		Umatilla	97882	
Helix	97835		Union	97883	
Heppner	97836		Weston	97886	
Hermiston	97838		College Place, WA	97324	
Hood River	97031		Kennewick, WA	99336	
Ione	97843		Pasco, WA	99301	
Irrigon	97844		Richland, WA	99352	
La Grande	97850		Walla Walla, WA	99362	
Lexington	97839				
Milton-Freewater	97862				
Mission	97801				
Mosier	97040				

4. Does your company currently offer or organize any formal ridesharing or carpooling program for employee use? If so, please identify the program and list the number of employees who participate in the program.

5. If transit or ridesharing service could be expanded to Umatilla and Morrow Counties, would your company be interested in participating with future planning of these services?

Name: _____ Business: _____
Email: _____ Phone: _____

Please send your responses directly to the following individual. Thank you.

Anna Harris
Oregon Regional Solutions
541-310-0339
anna.j.harris@oregon.gov
Eastern Oregon University
233 Badgley Hall, One University Boulevard
La Grande, OR 97850

FILENAME: H:\181879 - MORROW_UMATILLA COUNTY TRANSIT STRATEGY\TASK 3\SURVEY LETTER_MC.DOCX



Table 7 – List of Survey Participants Providing Employee Zip Code Data

Mission Area Cluster	Hermiston Area Cluster
CTUIR	DuPont Pioneer Seed
Wildhorse Resort & Casino	City of Hermiston
Cayuse Technologies	River Point Farms
Pendleton Area Cluster	Hermiston School District
Keystone RV	Simmons Insurance Agency
City of Pendleton	Smitty's Ace Hardware
St Anthony Hospital	Good Shepherd Medical Center
BMCC	McNary Place
Umatilla County	Boardman Area Cluster
Pendleton School District	Boardman Foods
Interpath Laboratories	Umatilla Electric Coop
Milton-Freewater Area Cluster	Pacific Ethanol-Columbia
City of Milton-Freewater	Port of Morrow Warehousing
Les Schwab Milton-Freewater	City of Boardman
I-84/I-82/Westland Road Area Cluster	
Conagra Foods	
Hermiston Foods	

Where Workers Live

Table 8 summarizes the home county of the workers that are employed in Morrow and Umatilla County. From the LEHD data, approximately 63 percent of Morrow County’s workforce lives outside the county with the highest proportion living in Umatilla County. This data suggests that there are more jobs in Morrow County than there are workers. For Umatilla County, only 34 percent of its workforce is imported from outside the county. Table 8 also summarizes the home county of the workers employed at the surveyed businesses. While this data is less comprehensive than the LEHD, it also points out that there is a significant amount of workforce importing going on in Morrow County with the majority of that workforce living in Umatilla County.

Table 8 – Where Workers Live (by County) Who Are Employed in the Selected County

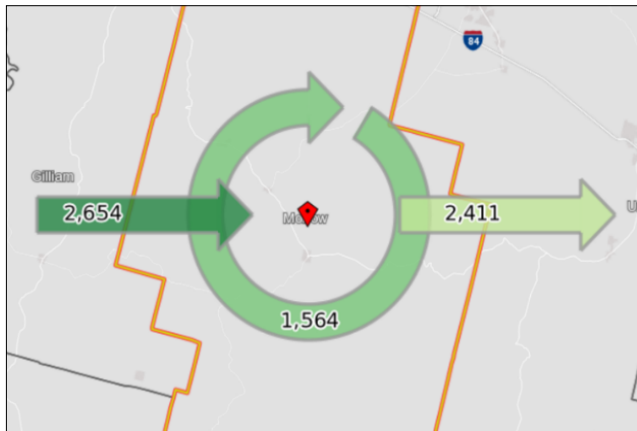
Morrow County			Umatilla County		
Home County	LEHD %	Business Survey %	Home County	LEHD %	Business Survey %
Morrow County, OR	37.1%	51.72%	Umatilla County, OR	66.4%	83.4%
Umatilla County, OR	28.8%	45.38%	Walla Walla County, WA	3.7%	5.8%
Benton County, WA	5.3%	0.53%	Benton County, WA	3.7%	3.4%
Grant County, OR	4.1%	-	Morrow County, OR	3.5%	3.9%
Gilliam County, OR	2.8%	-	Union County, OR	2.7%	2.3%
Franklin County, WA	1.7%	0.5%	Multnomah County, OR	1.6%	-
Union County, OR	1.5%	-	Grant County, OR	1.5%	-
Multnomah County, OR	1.3%	-	Franklin County, WA	1.3%	0.5%
Baker County, OR	1.0%	-	Baker County, OR	1.0%	0.1%
Washington County, OR	1.0%	-	Washington County, OR	1.0%	-
All Other Locations	15.5%	2.4%	All Other Locations	13.6%	0.7%
Total All Jobs	100.0%	100.0%	Total All Jobs	100.0%	100.0%

Morrow County



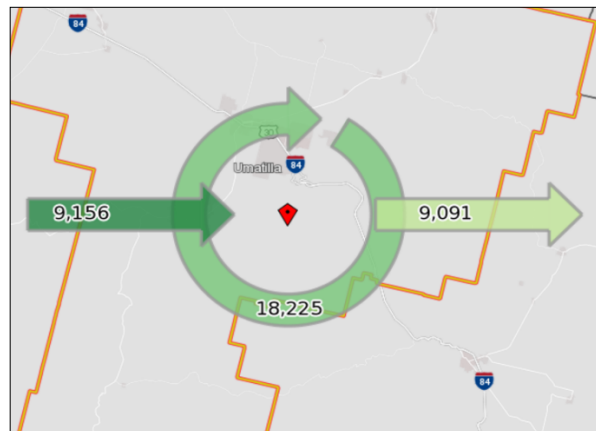
Umatilla County

Exhibit 3 – Morrow County Commuting Flow



Source: Census on the Map LEHD

Exhibit 4 – Umatilla County Commuting Flow



Source: Census on the Map LEHD

Similar data for select cities in each county are provided in the following Tables 9 through 11.

Table 9 - Where Workers Live (by City) Who Are Employed in the Selected County

Morrow County			Umatilla County		
Home City	LEHD %		Home City	LEHD %	
Hermiston, OR	11.5%		Pendleton, OR	18.0%	
Boardman, OR	11.0%		Hermiston, OR	15.8%	
Irrigon, OR	6.2%		Umatilla, OR	4.9%	
Umatilla, OR	5.8%		Milton-Freewater, OR	4.5%	
Heppner, OR	3.9%		Walla Walla, WA	2.1%	
Kennewick, WA	2.7%		Kennewick, WA	1.7%	
Pendleton, OR	1.6%		La Grande, OR	1.4%	
Pasco, WA	1.5%		Stanfield, OR	1.4%	
Richland, WA	1.5%		Portland, OR	1.3%	
Ione, OR	1.2%		Pilot Rock, OR	1.2%	
Lexington, OR	0.66%		Ukiah, OR	0.17%	
Unincorporated Morrow County	14.10%		Athena, OR	0.82%	
All Other Locations	38.3%		Helix, OR	0.19%	
Total All Jobs	100.0%		Echo, OR	0.57%	
			Weston, OR	0.32%	
			Adams, OR	0.19%	
			Unincorporated Umatilla County	18.32%	
			All Other Locations	27%	
			Total All Jobs	100.0%	

Source: LEHD and Survey Data



Table 10: Where Workers Live Who Are Employed in the Selected Morrow County City

City of Boardman			City of Irrigon			City of Heppner		
Home City	LEHD%	Business Survey %	Home City	LEHD %	Business Survey %	Home City	LEHD %	Business Survey %
Boardman, OR	15.7%	39.6%	Boardman, OR	10.7%	-	Heppner, OR	12.7%	-
Hermiston, OR	10.3%	33.5%	Hermiston, OR	10.7%	-	Hermiston, OR	5.7%	-
Irrigon, OR	8.5%	10.8%	Irrigon, OR	7.2%	-	Ione, OR	4.7%	-
Umatilla, OR	6.1%	8.2%	Umatilla, OR	6.4%	-	Boardman, OR	3.8%	-
Kennewick, WA	2.2%	1.3%	Kennewick, WA	4.2%	-	John Day, OR	3.0%	-
Portland, OR	1.9%	-	Richland, WA	2.2%	-	Pilot Rock, OR	2.7%	-
Pendleton, OR	1.6%	-	Heppner, OR	2.0%	-	Lexington, OR	2.5%	-
Heppner, OR	1.2%	-	Pendleton, OR	1.7%	-	Arlington, OR	2.3%	-
Richland, WA	1.2%	0.5%	Portland, OR	1.3%	-	Irrigon, OR	2.3%	-
Arlington, OR	1.0%	-	Arlington, OR	1.2%	-	Pendleton, OR	1.9%	-
All Other Locations	50.3%	6%	All Other Locations	52.5%	-	All Other Locations	58.5%	-
Total All Jobs	100.0%	100.0%	Total All Jobs	100.0 %	-	Total All Jobs	100.0 %	-
Home County	LEHD%	Business Survey %	Home County	LEHD %	Business Survey %	Home County	LEHD %	Business Survey %
Morrow County, OR	39.7%	51.72%	Morrow County, OR	35.6%	-	Morrow County, OR	43.0%	-
Umatilla County, OR	28.7%	45.38	Umatilla County, OR	28.3%	-	Umatilla County, OR	17.6%	-
Benton County, WA	4.4%	0.53%	Benton County, WA	8.4%	-	Grant County, OR	10.4%	-
Grant County, OR	3.1%	-	Grant County, OR	3.0%	-	Gilliam County, OR	5.5%	-
Gilliam County, OR	2.7%	-	Washington County, OR	3.0%	-	Wallowa County, OR	2.1%	-
Multnomah County, OR	2.7%	-	Gilliam County, OR	2.7%	-	Baker County, OR	1.9%	-
Union County, OR	1.7%	-	Multnomah County, OR	1.7%	-	Union County, OR	1.9%	-
Baker County, OR	1.2%	-	Baker County, OR	1.5%	-	Marion County, OR	1.7%	-
Clackamas County, OR	1.1%	-	Union County, OR	1.5%	-	Wasco County, OR	1.7%	-
Cowlitz County, WA	1.0%	-	Marion County, OR	1.2%	-	Wheeler County, OR	1.3%	-
All Other Locations	14.0%	2.9%	All Other Locations	13.2%	-	All Other Locations	12.9%	-
Total All Jobs	100.0%	100.0%	Total All Jobs	100.0 %	-	Total All Jobs	100.0 %	-

Source: LEHD and Survey Data



Table 11 – Where Workers Live Who Are Employed in the Selected Umatilla County City

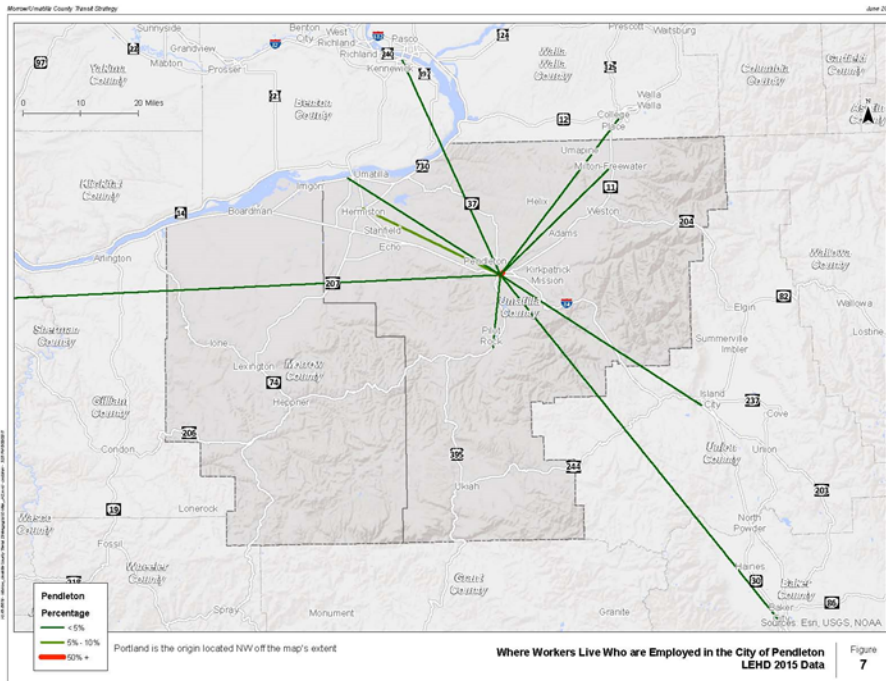
Hermiston			Pendleton			Milton-Freewater			Umatilla		
Home City	LEHD%	Survey %	Home City	LEHD%	Survey %	Home City	LEHD%	Survey %	Home City	LEHD%	Survey %
Hermiston, OR	33.2%	76.9%	Pendleton, OR	42.7%	-	Milton-Freewater, OR	33.0%	73.9%	Hermiston, OR	21.2%	28.1%
Umatilla, OR	8.3%	8.5%	Hermiston, OR	4.5%	23.71%	Walla Walla, WA	12.1%	13.6%	Umatilla, OR	12.4%	45.0%
Pendleton, OR	3.9%	-	La Grande, OR	2.3%	4.34%	College Place, WA	4.2%	2.2%	Pendleton, OR	6.2%	2.9%
Stanfield, OR	2.0%	5.3%	Pilot Rock, OR	1.9%	16.9%	Pendleton, OR	3.3%	-	Kennewick, WA	3.5%	8.2%
Portland, OR	1.9%	-	Milton-Freewater, OR	1.6%	13.38%	Athena, OR	2.1%	-	Boardman, OR	1.7%	.6%
Kennewick, WA	1.8%	1.0%	Umatilla, OR	1.4%	3.05%	Hermiston, OR	1.4%	-	Irrigon, OR	1.6%	5.9%
Boardman, OR	1.6%	2.3%	Portland, OR	1.3%	-	Eugene, OR	1.1%	-	Pasco, WA	1.6%	.6%
La Grande, OR	1.2%	.1%	Baker City, OR	1.0%	.23%	Weston, OR	1.0%	5.7%	Stanfield, OR	1.3%	1.8%
Pasco, WA	1.1%	.6%	Kennewick, WA	0.9%	2%	Umatilla, OR	0.8%	-	Richland, WA	1.3%	1.2%
Richland, WA	1.0%	.5%	Walla Walla, WA	0.8%	6.1%	Pasco, WA	0.8%	-	Pilot Rock, OR	1.2%	-
All Other Locations	44.1%	5.5%	All Other Locations	41.5%	30.28%	All Other Locations	40.3%	4.6%	All Other Locations	48.1%	5.8%
Total All Jobs	100.0%	100.0%	Total All Jobs	100.0%	100%	Total All Jobs	100.0%	100.0%	Total All Jobs	100.0%	100.0%
Home County	LEHD%	Survey %	Home County	LEHD%	Survey %	Home County	LEHD%	Survey %	Home County	LEHD%	Survey %
Umatilla County, OR	66.5%	92.4%	Umatilla County, OR	71.2%	79.6%	Umatilla County, OR	58.1%	79.5%	Umatilla County, OR	64.0%	82.0%
Morrow County, OR	5.0%	5.6%	Union County, OR	4.2%	5.6%	Walla Walla County, WA	20.9%	15.9%	Benton County, WA	6.8%	9.4%
Benton County, WA	4.1%	1.2%	Benton County, WA	2.0%	2.9%	Lane County, OR	1.8%	-	Morrow County, OR	5.9%	6.4%
Union County, OR	2.5%	.02%	Baker County, OR	1.7%	.2%	Grant County, OR	1.6%	-	Franklin County, WA	2.0%	.6%
Multnomah County, OR	2.3%	-	Multnomah County, OR	1.7%	-	Benton County, WA	1.3%	-	Baker County, OR	1.5%	-
Franklin County, WA	1.4%	.4%	Grant County, OR	1.7%	-	Union County, OR	1.1%	-	Union County, OR	1.4%	1.2%
Washington County, OR	1.3%	-	Morrow County, OR	1.5%	3.5%	Franklin County, WA	1.1%	-	Multnomah County, OR	1.3%	-
Grant County, OR	1.3%	-	Walla Walla County, WA	1.3%	7.4%	Wasco County, OR	0.9%	-	Grant County, OR	1.3%	-
Clackamas County, OR	1.2%	-	Washington County, OR	1.1%	-	Multnomah County, OR	0.8%	-	Jefferson County, OR	1.0%	-
Marion County, OR	1.2%	-	Clackamas County, OR	1.1%	-	Baker County, OR	0.8%	-	Washington County, OR	1.0%	-
All Other Locations	13.2%	.4%	All Other Locations	12.5%	.5%	All Other Locations	11.6%	4.6%	All Other Locations	13.8%	.6%
Total All Jobs	100.0%	100.0%	Total All Jobs	100.0%	100%	Total All Jobs	100.0%	100.0%	Total All Jobs	100.0%	100.0%

Source: LEHD and Survey Data

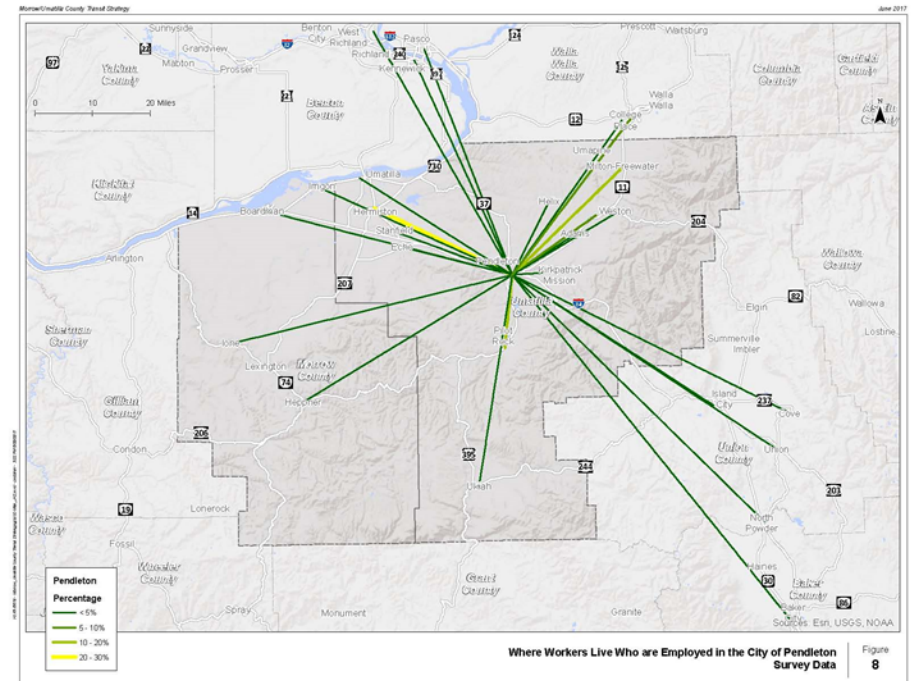


Exhibits 5 through 7 graphically illustrate where workers live who are employed in the selected City. This data is illustrated according to the LEHD data and the business survey data.

Exhibit 5 – Where Workers Live Who Are Employed in the City of Pendleton



Source: Census on the Map LEHD



Source: Business Survey

Morrow
County



Umatilla
County

Exhibit 6 – Where Workers Live Who are Employed In the City of Hermiston

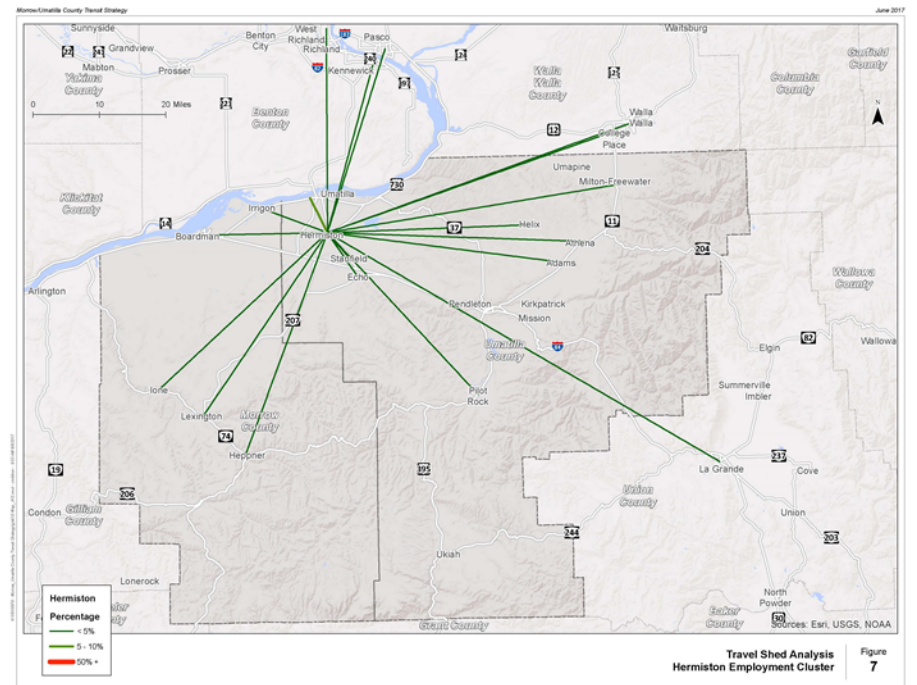
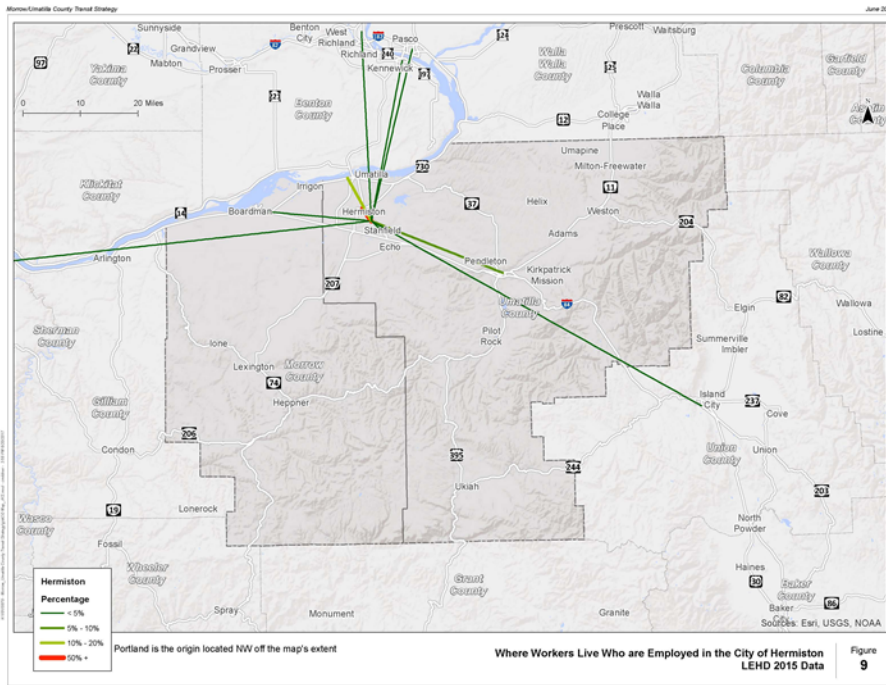
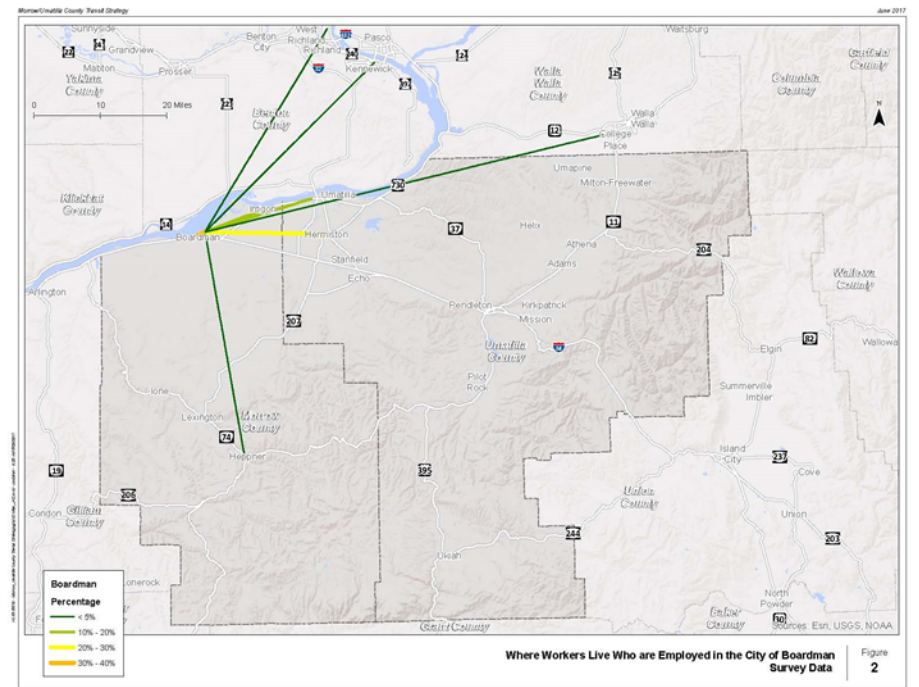
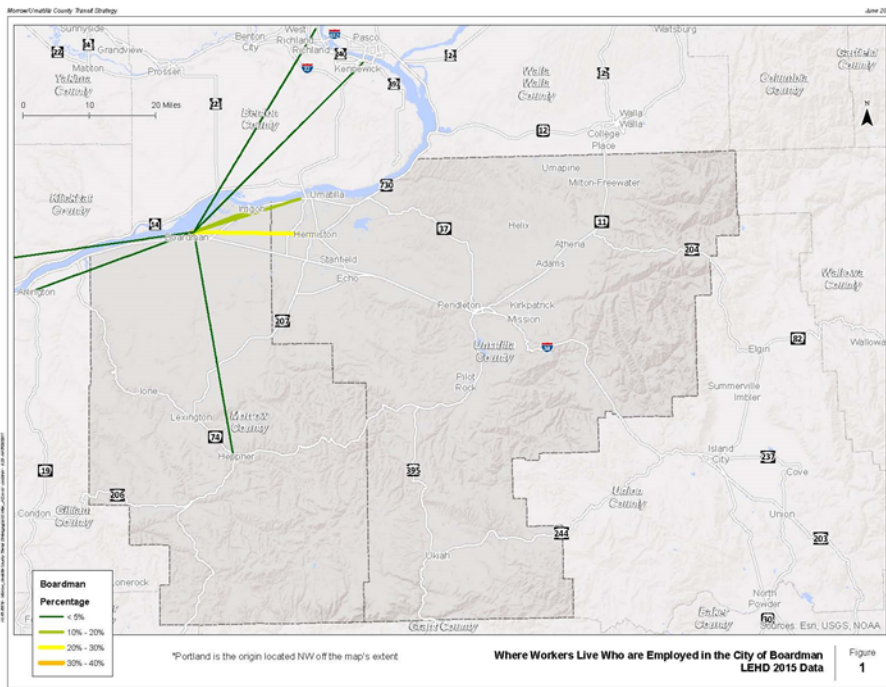




Exhibit 7 - Where Workers Live Who Are Employed in the City of Boardman



Chapter 4 Overview of Existing Public Transportation Services



OVERVIEW OF EXISTING PUBLIC TRANSPORTATION SERVICES

The section presents an overview of existing transit service in Morrow and Umatilla County. A detailed summary has been prepared as part of their respective Coordinated Human Service Public Transportation Plans. Given the level of detail and recent publication of these documents, only a short summary of transit service is provided in the following sections.

Morrow County Transit Service Overview

- The Loop
 - Free dial-a-ride service for Morrow County residents
 - Volunteer drivers
 - Coordinated by Morrow County Transportation Coordinator
- Kayak Public Transit
 - Free transit fixed route transit service
 - Operated by Confederate Tribes of the Umatilla Indian Reservation (CTUIR)
 - Serves Irrigon within Morrow County. Other service areas include Pendleton, Hermiston, Umatilla, Mission, Pilot Rock, La Grande and Walla Walls, WA.
- Client Based Service
 - Good Shepherd Health Care System
 - Medical transport to/from Good Shepherd's Hermiston medial campus
 - Serves Boardman and Irrigon (Echo, Stanfield, and Umatilla)
 - CAPECO
 - Dial a ride service for select Medicaid recipients and other individuals
 - Safe T Transport
 - For profit service select clientele in Boardman and Irrigon

Umatilla County Transit Service Overview

- Milton-Freewater Transit Service
 - Fixed route bus service and dial-a-ride service
 - Operates between Milton-Freewater and Walla Walla, WA
- Kayak Public Transit
 - Free transit fixed route transit service
 - Operated by CTUIR

Morrow County



Umatilla County

- Service areas in Umatilla County include Pendleton, Hermiston, Umatilla, Mission, Pilot Rock, La Grande and Walla Walla, WA.
- Hermiston Taxi Voucher Program
 - Available to Hermiston residents who are seniors or have qualifying disabilities
- Pendleton Let'er Bus
 - Programs include senior taxi, daily van service, Elite Transit tickets, Aquatic Center transportation, Parks and Rec Interpark Transportation, Care-Ride
- Grant County People Mover
 - Fixed route bus service.
 - Two routes serve Umatilla County locations (Ukiah, Pilot Rock, Pendleton, Milton-Freewater) on their way to Walla Walla, WA
- Pilot Rock medical transport
- Ukiah medical transport
- Weston medical transport
- Client-Based Service
 - CAPECO
 - Dial a ride service for select Medicaid recipients and other individuals
 - Clearview Mediation and Disability Resource
 - Good Shepherd Health Care System
 - CareVan provides medical transportation for appointments at any affiliated medical provided with offices in Hermiston. Travels to Echo, Umatilla, Irrigon, and Boardman
 - Safe T Transport
 - Dial-a-ride service for medical and private appointments
 - Various Taxi services (Umatilla Cab and Elite Taxi)

Chapter 5 Transit Solutions Analysis

**Morrow
County**



**Umatilla
County**

Section 5, Item B.



TRANSIT SOLUTIONS ASSESSMENT

This chapter identifies potential transit improvements to address the existing transit and employment commuting needs.

TRANSIT NEEDS

The following list of transit needs was generated based on a review of the Morrow County and Umatilla County Coordinated Human Services Public Transportation Plans, feedback obtained from advisory committee meetings, and a review of the employment-based commuting patterns.

Transit Service

- Add transit service not just to major population centers, but to the various rural employment clusters that exist throughout Morrow and Umatilla County. Major employment clusters that should be a focus of this study include:
 - Port of Morrow
 - I-84/I-82/Westland Road interchange area
 - US 395 (south of Hermiston) industrial area
 - McNary/Port of Umatilla area
- Increase the geographic scope of fixed route transit service. Areas for consideration include:
 - City of Boardman/Port of Morrow
 - City of Arlington
 - City of Heppner/City of Lexington
 - Tri-Cities in Washington State
 - OR 11 corridor between Pendleton and Milton-Freewater/Walla Walla, WA.
- Consider the special needs of providing transit service to industrial areas and rural employment clusters.
 - Take into account employee shift patterns when considering transit service to industrial areas and employment clusters.
 - Broad service spans that accommodate the variety of work shifts that exist at many large-scale employment centers.
- Some employment clusters such as the Port of Morrow and Port of Umatilla/McNary area have a large geographic footprint. Transit service to these areas may necessitate smaller shuttle service to more efficiently serve the various businesses that are located too far from transit stops or lack adequate pedestrian facilities.



Infrastructure Needs

- Construct and integrate Park-and-Ride facilities along the I-84 corridor. Planning for Park-and-Ride facilities has already been included in the recent City of Pendleton Transportation System Plan and Mission Area Community Plan.
- Construct new pedestrian improvements to accommodate transit service in employment clusters.

Coordination and Organizational Needs

- Coordinate services that cross jurisdictional and transit provider service area boundaries.
- Coordinate services among social service agencies, senior centers, medical facilities, employers, and other organizations to share information about local transportation options, training opportunities, and other information.
- Apply technological solutions to facilitate coordination efforts.

Capital and Funding Needs

- Sustainable funding to maintain and provide for service additions and route enhancements.
- Fare subsidies for several population groups (fixed incomes, those with medical plans that don't cover transportation, for medical trips, for accompanying caregivers).

POTENTIAL TRANSIT SOLUTIONS

Projects have been developed to begin to address these transit service, infrastructure, and coordination/organizational needs. To assist in this effort, the ODOT staff used the transit planning software Remix to generate and test potential transit solutions. The following pages summarize and assess these potential solutions.



Modifications to Existing Fixed-Route Service

Several potential modifications could be considered for existing fixed-route transit service lines. The activation of additional stops along lines provided by Kayak Public Transit could significantly increase the population and jobs exposure and illustrated and summarized in Exhibit 8 and Table 12.

Exhibit 8 – Modifications to Existing Fixed-Route Service Concept

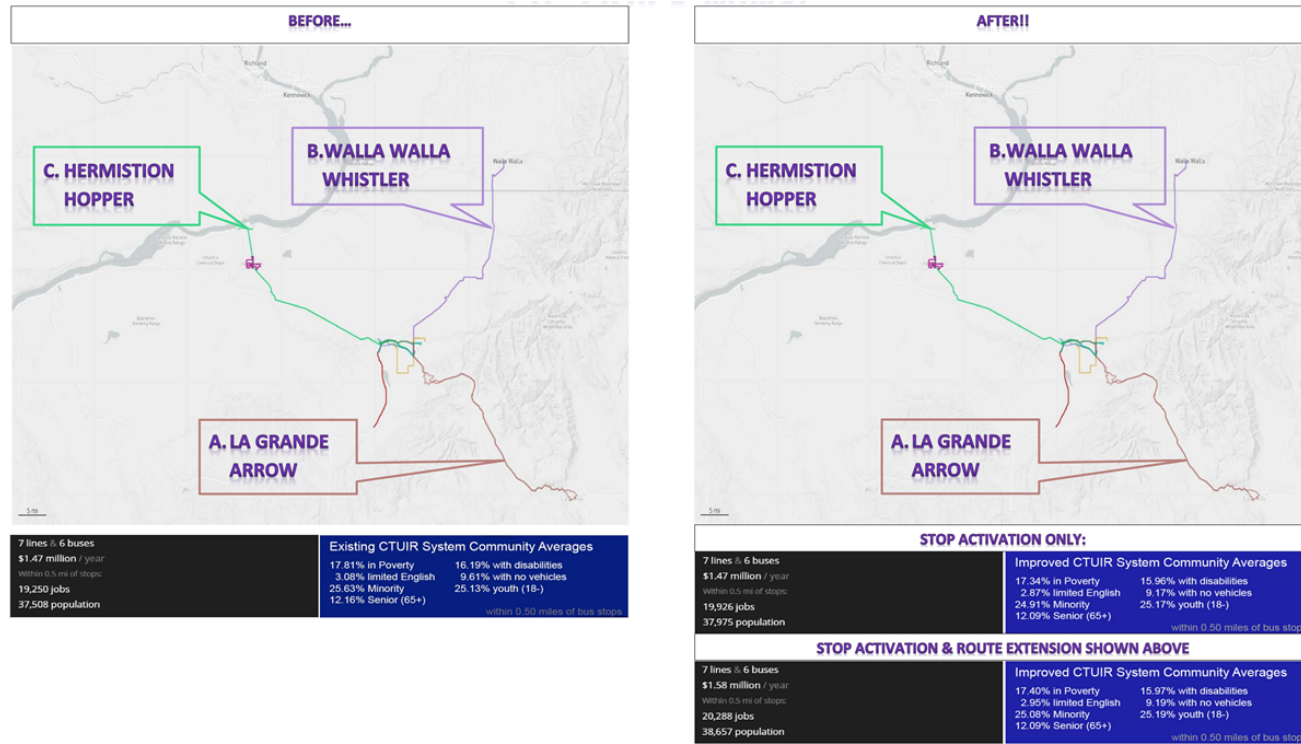


Table 12 – Assessment of Modifications to Existing Fixed-Route Service

Project	Benefit	Implementing Agency	Considerations
Activate/Increase stops along existing fixed-transit routes.	<ul style="list-style-type: none"> La Grande Arrow: Population Exposure Increase 8.3%, Jobs Exposure Increase – 2.2% Walla Walla Whistler: Population Exposure Increase 8.6%, Jobs Exposure Increase 4.1% Hermiston Hopper: Population Exposure Increase 28.9%, Jobs Exposure Increase 23.6% 	Kayak Public Transit	<ul style="list-style-type: none"> Transit lines receiving Section 53.11F funds limit the number of stops in each community to two stops which would lower the jobs and population exposure.

Morrow County



Umatilla County

Develop a Fixed-Route Connection to Boardman/Port of Morrow (Option #1)

Establishing a fixed-route connection to Boardman/Port of Morrow would significantly improve the accessibility to a major employment cluster. One potential option involves the modification of Kayak’s existing Hermiston Hopper line as illustrated in Exhibit 9 and Table 13.

Exhibit 9 – Fixed-Route Connection to Boardman/Port of Morrow (Option #1)

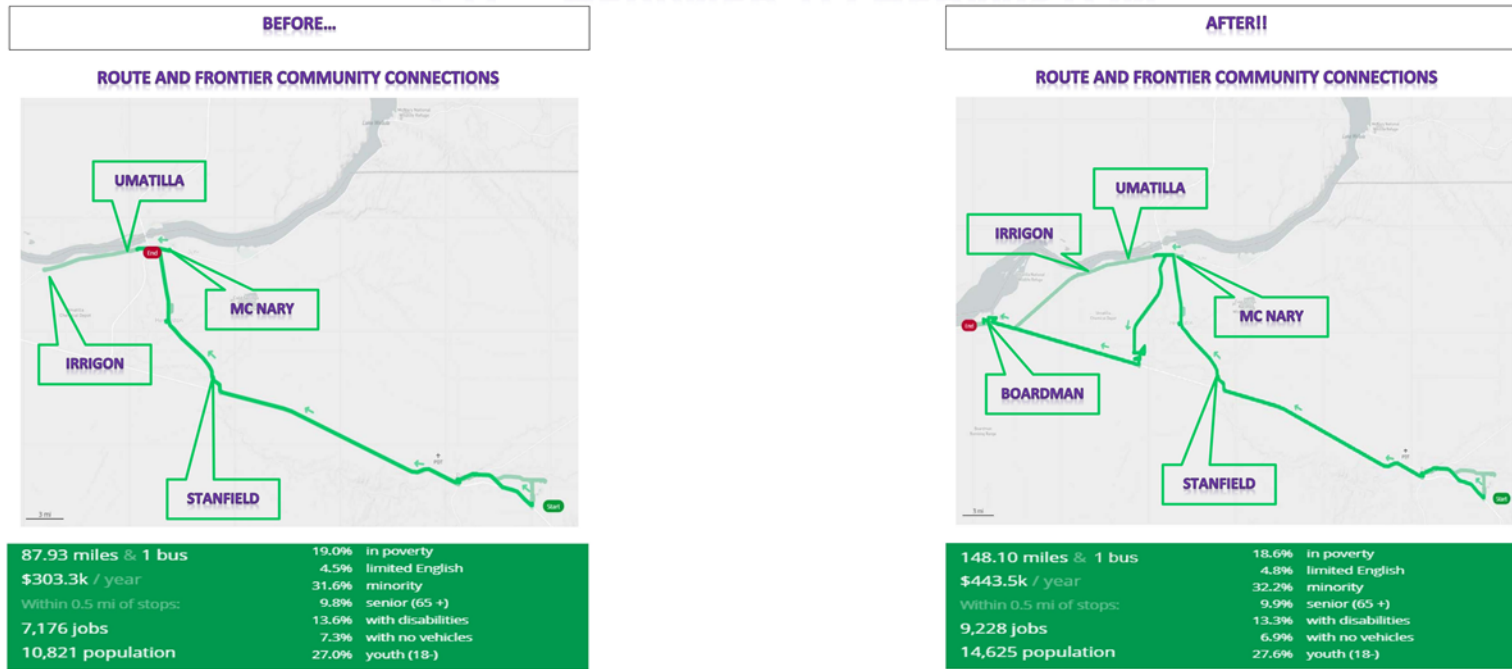


Table 13 – Assessment of Fixed-Route Connection to Boardman/Port of Morrow (Option #1)

Project	Benefit	Implementing Agency	Considerations
Develop a fixed-route connection to Boardman/Port of Morrow	<ul style="list-style-type: none"> Increases population exposure by 35% and job access by approximately 29% Route modifications could include employment clusters such as the I-84/I-82/Westland Road area. 	Kayak Public Transit	<ul style="list-style-type: none"> Would require a complete overhaul of the Hermiston Hopper. Increases the travel distance for the bus line from approximately 88 miles to 148 miles. Given this distance, a separate route may be more efficient.



Develop a Fixed-Route Connection to Boardman/Port of Morrow (Option #2)

A second option for establishing a fixed-route Boardman/Port of Morrow Connection would involve a completely new route that would loop along the I-84, US 730, and US 395 corridors. This option is illustrated in Exhibit 10 and summarized in Table 13.

Exhibit 10 - Fixed-Route Connection to Boardman/Port of Morrow (Option #2)

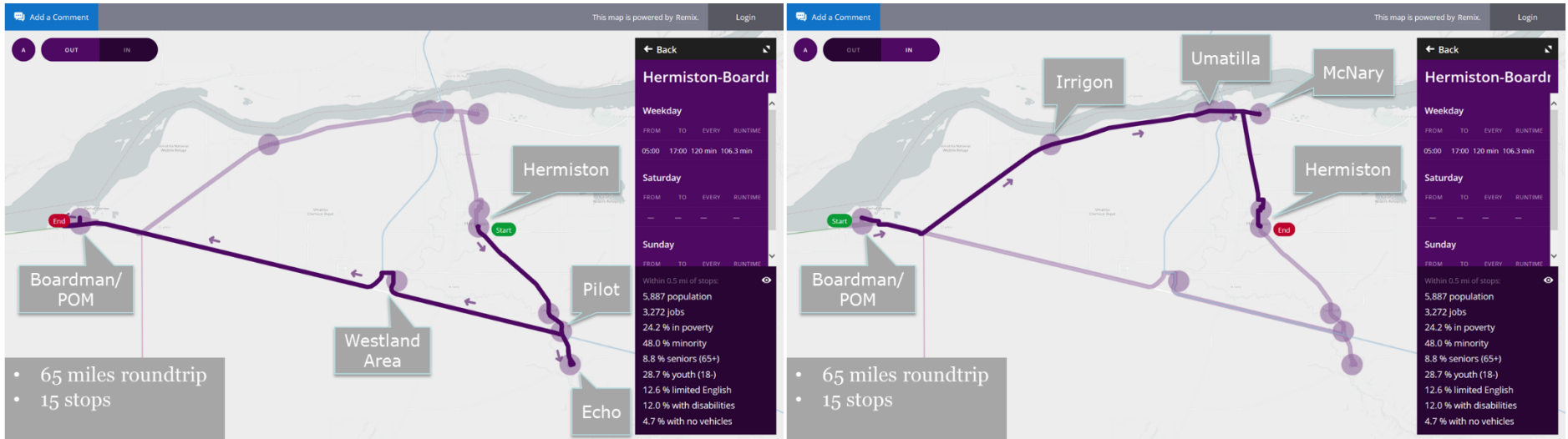


Table 14 - Assessment of Fixed-Route Connection to Boardman/Port of Morrow (Option #2)

Project	Benefit	Implementing Agency	Considerations
Develop a fixed-route connection to Boardman/Port of Morrow	<ul style="list-style-type: none"> Does not require modification of established routes (Hermiston Hopper) Route would hit three major employment clusters (South Hermiston Industrial area, I-84/I-82/Westland Road, Port of Morrow) 	Kayak Public Transit Port of Morrow	<ul style="list-style-type: none"> Would require new bus infrastructure 65-mile loop. Not as easy/convenient to get from Irrigon to Port of Morrow.



Small Modifications to The Loop

Establishing a fixed-route connection to Boardman/Port of Morrow would significantly improve the accessibility to a major employment cluster. One potential option involves the modification of the existing Kayak Hermiston Hopper line as illustrated in Exhibit 11 and Table 15.

Exhibit 11 – Small Modifications to The Loop Concept

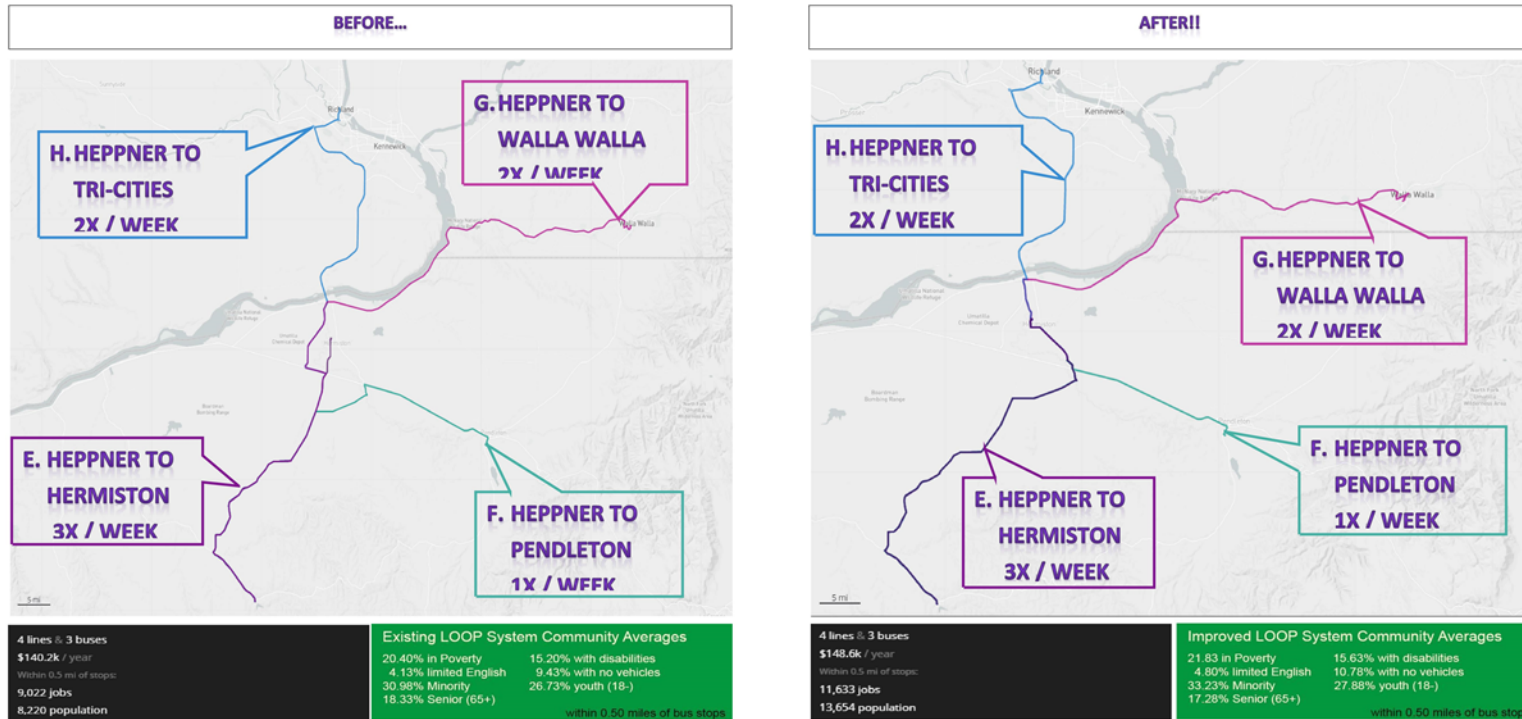


Table 15 – Assessment of Small Modifications to The Loop

Project	Benefit	Implementing Agency	Considerations
<p>Modifications to existing weekly The Loop medical commitment runs that incorporate other communities</p>	<ul style="list-style-type: none"> Takes advantage of existing weekly medical appointment trips by incorporating other communities along the way such as Echo, Stanfield and Good Shepherd Medical Center in Hermiston. 	<p>The Loop</p>	<ul style="list-style-type: none"> Would increase the cost by approximately \$8,000 per year. Dependent upon weekly medical appointments by others.

Morrow County



Umatilla County

Modifications to Grant County People Mover

East Umatilla County could also benefit from expanded transit coverage. The activation of additional stops along the Prairie City to Walla Walla line by the Grand County People Mover could significantly increase the population and jobs exposure and illustrated and summarized in Exhibit 12 and Table 16.

Exhibit 12 – Modifications to Grant County People Mover Concept

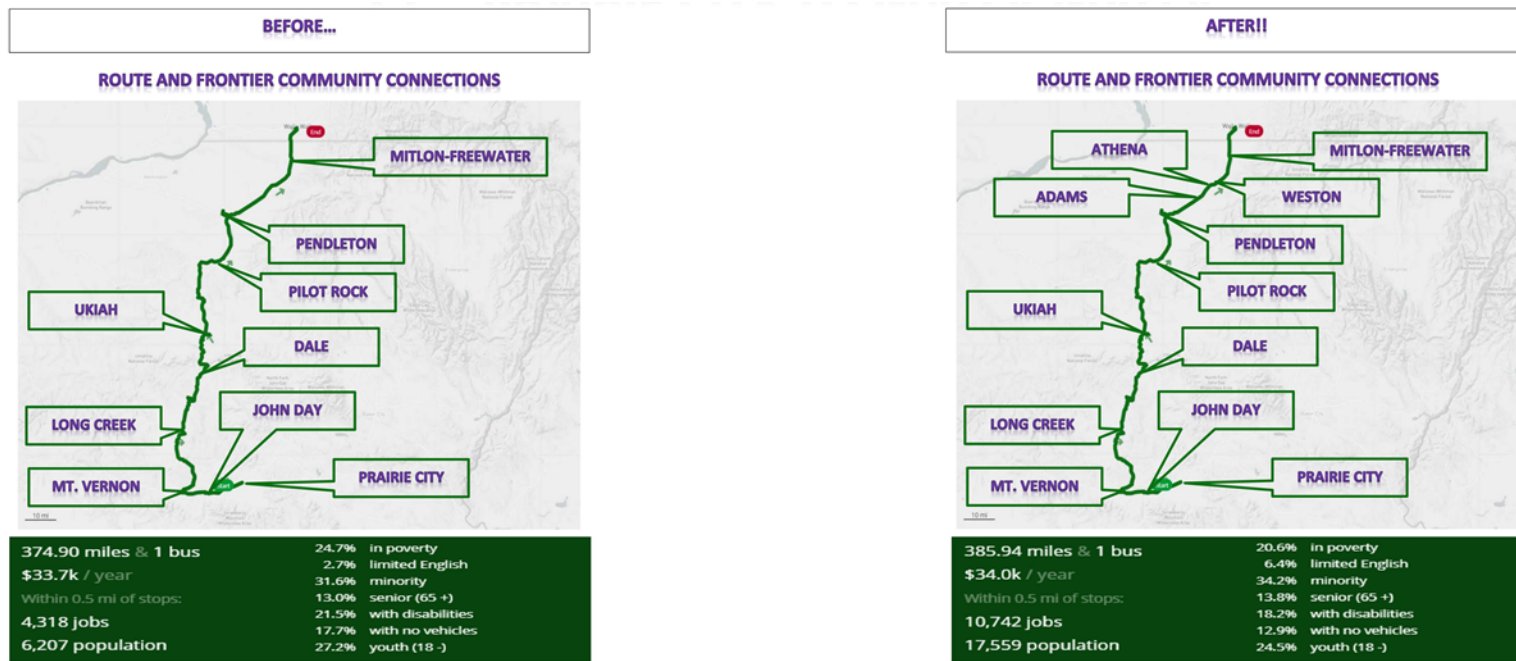


Table 16 – Assessment of Modifications to Grant County People Mover

Project	Benefit	Implementing Agency	Considerations
Activate/increase stops along existing route	<ul style="list-style-type: none"> New stops could be provided in Pendleton (various locations, Adams, Athena, and Weston). 	Grant County People Mover	<ul style="list-style-type: none"> Route only runs once a week and is not a local priority for expansion under HB 2017. Could be seen as a feeder service that supplies passengers to other fixed route lines to Walla Walla.



Arlington to Boardman/Port of Morrow Connection

Morrow County lacks any kind of transit service east of Boardman along the I-84 corridor. A new transit line connecting the City of Arlington to Boardman/Port of Morrow would significantly improve access to the employment cluster at the Port of Morrow as summarized in Exhibit 13 and Table 17.

Exhibit 13 – Arlington to Boardman/Port of Morrow Connection Concept



Table 17 – Assessment of Boardman/Port of Morrow Connection

Project	Benefit	Implementing Agency	Considerations
New transit service between Arlington and Boardman/Port of Morrow	<ul style="list-style-type: none"> Regional transit connection. Increases access to jobs for an area that has been auto dependent. Reduces commuting costs and environmental impacts. 	The Loop	<ul style="list-style-type: none"> Will need to work with Port of Morrow employers to identify optimal service times based on employment shift hours.



Heppner – Boardman Connector

A new transit line connecting the City of Heppner and City of Lexington to Boardman/Port of Morrow would significantly improve access to the employment cluster at the Port of Morrow as summarized in Exhibit 14 and Table 18.

Exhibit 14 – Heppner-Boardman Connector Concept

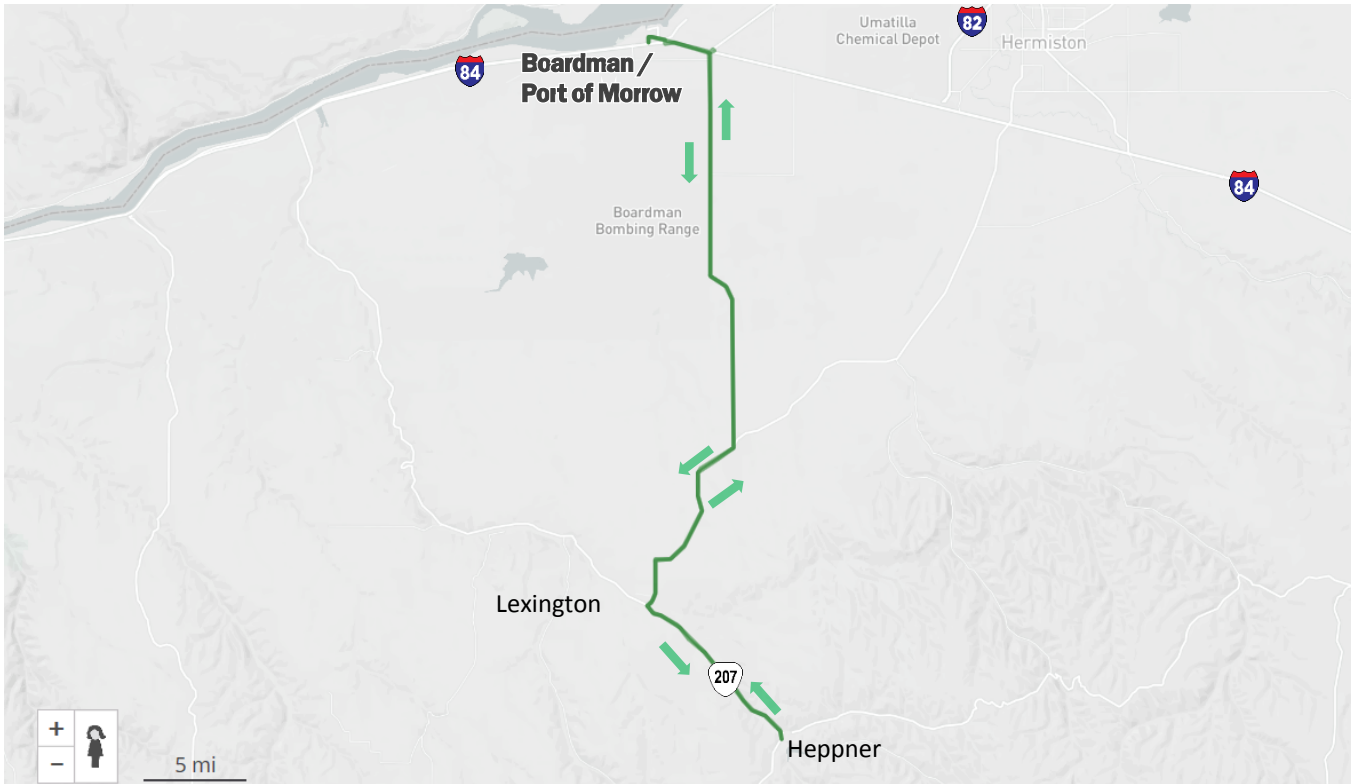


Table 18 – Assessment of Heppner-Boardman Connector

Project	Benefit	Implementing Agency	Considerations
New transit service between Heppner and Boardman/Port of Morrow	<ul style="list-style-type: none"> Regional transit connection. Increases access to jobs for an area that has been auto dependent. Reduces commuting costs and environmental impacts. 	The Loop	<ul style="list-style-type: none"> Will need to work with Port of Morrow employers to identify optimal service times based on employment shift hours.



Pendleton – Kennewick Connector

Reestablishing a connection to the Tri-Cities area in Washington State will significantly improve regional mobility and accessibility to jobs and services. One potential concept is illustrated in Exhibit 15 and Table 19.

Exhibit 15 – Pendleton – Kennewick Connector Concept

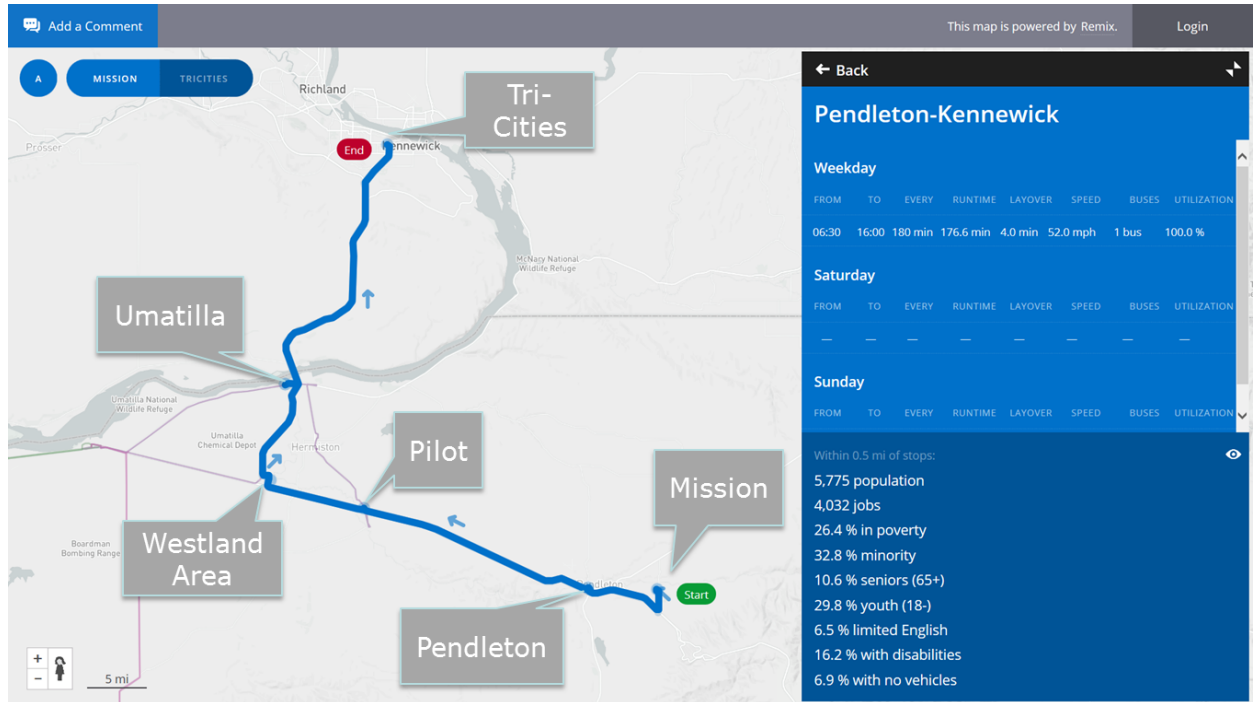


Table 19 – Assessment of Pendleton – Kennewick Connector

Project	Benefit	Implementing Agency	Considerations
Reestablishment of fixed-route transit service between Kennewick and Pendleton/Mission area	<ul style="list-style-type: none"> Reestablishes an inter-state transit connection. Links the two largest metropolitan areas in eastern Washington and eastern Oregon. Coupled with the Hermiston-Boardman Connector, increases access to jobs and services. 	Kayak Public Transit	<ul style="list-style-type: none"> Work with CTUIR, City of Pendleton, City of Stanfield, City of Umatilla, and City of Kennewick to identify specific local route and stop locations that will maximize rider convenience. Coordinate service with proposed Hermiston-Boardman Connector and existing Kayak routes.



Park-n-Ride Locations

The establishment of a network of Park-n-Ride locations along the major freeway corridors as summarized in Exhibit 16 and Table 20 could provide a more formal and structured opportunity for commuters to use regional fixed transit lines.

Exhibit 16 – Park-n-Ride Locations Concept



Table 20 – Assessment of Park-n-Ride Locations

Project	Benefit	Implementing Agency	Considerations
Establish formal Park-n-Ride locations	<ul style="list-style-type: none"> Provides a more formal and structured opportunity for commuters to use regional fixed route transit lines for employment commuting. Reduces commuting costs, congestion, and environmental impacts 	Arlington, Heppner, Umatilla, Mission/CTUIR, Pendleton, Umatilla County	<ul style="list-style-type: none"> Park-n-Ride facilities are currently identified in the CTUIR, Pendleton, and Heppner Transportation System Plans. Work with these jurisdictions to accelerate the design/implementation of the park-n-ride facilities.



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Chapter 6

Priorities and Strategies

**Morrow
County**



**Umatilla
County**

TRANSIT DEVELOPMENT STRATEGIES

This chapter presents an overview of new transit development strategies to improve transit-based circulation within and amongst both Morrow County and Umatilla County. The strategies were generated with input from the technical advisory committee, the existing Morrow and Umatilla County Coordinated Plans, and analysis generated by the project team to address the regional transit needs.

The strategies presented below are intended to address transit needs for the larger region’s employment-based commuters as well as the transit-dependent population. This is an important element of the Plan as it provides an opportunity to document regional service priorities as well as to identify lead entities responsible to implement them. Table 21 summarizes the specific transit development strategies while the following project sheets provide a detailed overview and graphical summary.



Table 21 – Transit Development Strategy Summary

Project	Benefit	Potential Implementing Agency ¹	Time Frame	Priority	Annual Operating Cost
New Transit Service Strategies					
Arlington-Boardman-Port of Morrow Connector	<ul style="list-style-type: none"> Regional transit connection. Increases access to jobs for an area that has been auto dependent. Reduces commuting costs and environmental impacts. 	Morrow County / The Loop, or other service provider	Long-Term	Medium	\$100k-\$150k
Heppler-Boardman Connector	<ul style="list-style-type: none"> Provides fixed-route transit service to auto-dependent southern Morrow County. Increases access to jobs. Reduces commuting costs and environmental impacts. 	Morrow County, The Loop, or other service provider	Near-Term	High	\$150k-\$200k
Hermiston-Boardman Connector	<ul style="list-style-type: none"> Directly links the Umatilla County to Morrow County and the major employment clusters that exist along portions of the US 730, US 395, and I-84 corridors. Better integrates the Cities of Irrigon, Umatilla, Hermiston, Stanfield, and Echo to the regional employment base. Improves regional commuting for jobs and services. 	Kayak or other service provider	Near-Term	High	\$250-\$350k
Port of Morrow Circulator	<ul style="list-style-type: none"> Provides localized service within the Port of Morrow. Improves access to businesses that are not centrally located within the Port of Morrow. 	The Loop / Port of Morrow or other service provider	Near-Term	High	\$150k-\$200k
Pendleton-Kennewick Connector	<ul style="list-style-type: none"> Reestablishes an inter-state transit connection. Links the two largest metropolitan areas in eastern Washington and eastern Oregon. Coupled with the Hermiston-Boardman Connector, increases access to jobs and services. 	Kayak or other service provider	Near-Term	High	\$300k-\$350k
Expanded Transit Service Strategies					
The Loop – Route Modification	<ul style="list-style-type: none"> With increased frequency, can be used for jobs access. 	The Loop	Mid-Term	Medium	\$150k-\$200k
Grant County People Mover – Increased Frequency	<ul style="list-style-type: none"> Would provide access to existing regional fixed transit routes in Walla Walla and Pendleton 	Grant County People Mover	Mid-Term	Medium	\$300
Infrastructure Strategies					
Park-N-Ride	<ul style="list-style-type: none"> Reduces commuting costs, congestion, and environmental impacts for some commuters. Provides a formal and structured opportunity to use regional fixed-route transit. 	Various City Partners	Long-Term	Low	<\$50k per Park-N-Ride
Coordination Strategies					
Create and/or maintain a Transit Coordinator Position	<ul style="list-style-type: none"> Identifies transit funding opportunities. Writes grants for new transit funding opportunities. Ensures better regional transit coordination. 	Morrow County and Umatilla County	Near-Term	High	<\$100k
Form and maintain appropriate Advisory Committees	<ul style="list-style-type: none"> Assesses and disperses transit funding. Ensures better County-wide participation in transit decision making. 	Morrow County and Umatilla County	Near-Term	High	<\$50k

¹ Transit providers listed are preliminary and based on current service characteristics/trends. Formal implementation details would be determined based on the interests of local transit service providers and funding availability.



Arlington-Boardman-Port of Morrow Connector

Description:	Add a weekday fixed-route bus line connecting the City of Arlington to the City of Boardman/Port of Morrow (POM). Route would be 57-miles roundtrip and would travel along the I-84 corridor.
Benefit:	Provides a regional transit connection for work-based commutes to/from the City of Arlington to a major employment cluster at the Port of Morrow. Reduces commuting costs and environmental impacts.

Transit Dependent Population Within ½ Mile of Route Stops

Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
525	396	30%	54.9%	7.6%	14.2%	2.5%	30.8%

Action Items:	<ul style="list-style-type: none"> • Secure funding and infrastructure needed to begin a new fixed route transit line. • Work with the Cities of Arlington, Boardman, and Port of Morrow to identify specific route and stop locations that will maximize rider convenience. • Work with Port of Morrow employers to identify optimal service times based on employment shift hours.
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Cost: \$100-\$150k	Time Frame: Long-Term	Priority: Medium	Consistent with Morrow County Coordinated Human Services Plan?: Yes
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Implementing Agency:	Morrow County / The Loop or other service provider
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Project Partners:	Morrow County, City of Arlington, City of Boardman, Port of Morrow
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Conceptual Route Details:





Heppner-Boardman Connector

Description:	Add a weekday fixed-route bus line connecting the Cities of Heppner and Lexington to the City of Boardman/Port of Morrow (POM). Route would be 87-miles roundtrip and would travel along Highway 207, Bombing Range Road, and I-84.
Benefit:	Provides a regional transit connection that better links the major population centers of south Morrow County to the major employment clusters in north Morrow County.

Transit Dependent Population Within ½ Mile of Route Stops

Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
527	396	29.9%	54.7%	7.6%	14.2%	2.5%	30.8%

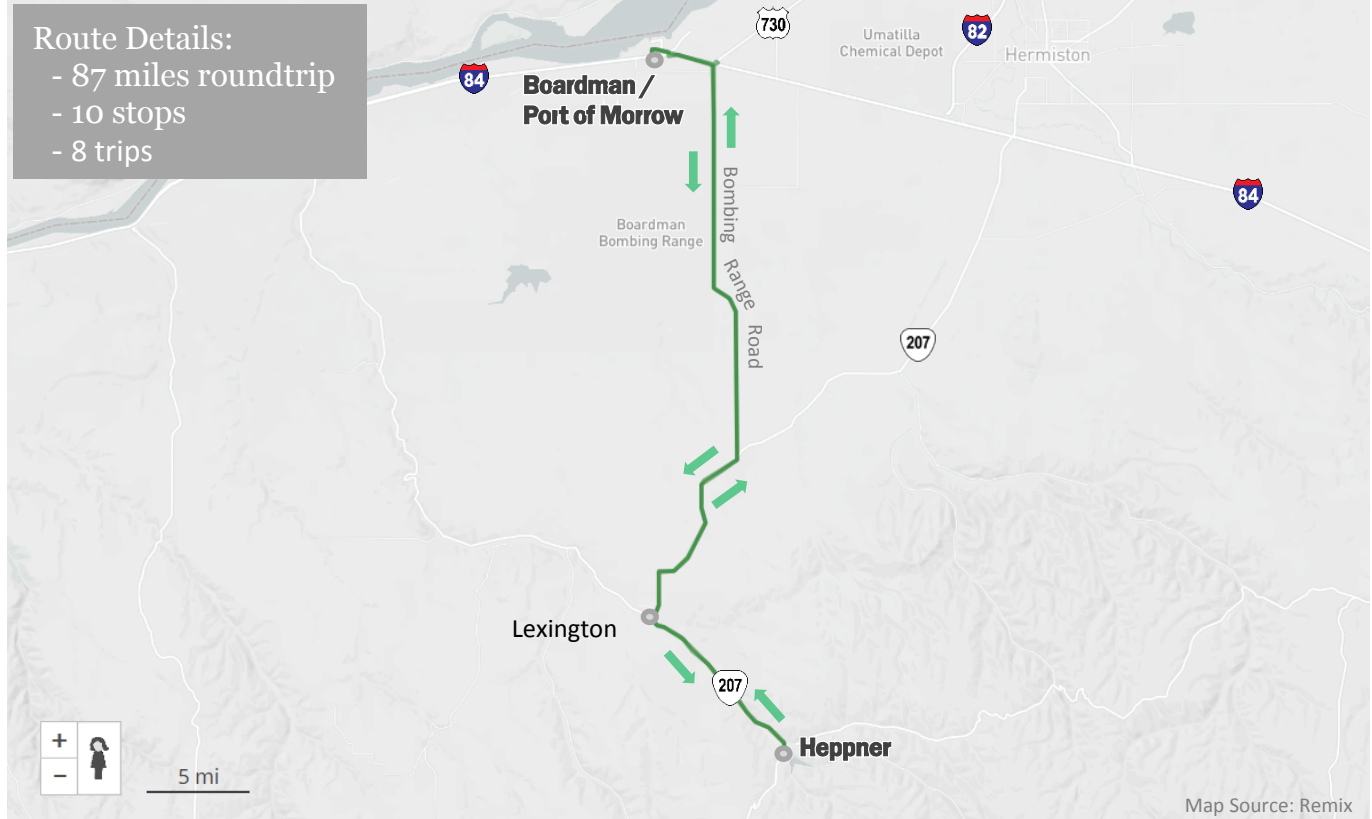
Action Items:	<ul style="list-style-type: none"> Secure funding and infrastructure needed to begin a new fixed route transit line. Work with the Cities of Heppner, Lexington, Boardman, and Port of Morrow to identify specific route and stop locations that will maximize rider convenience. Work with Port of Morrow employers to identify optimal service times based on employment shift hours.
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Cost: \$150-\$200k	Time Frame: Near-Term	Priority: High	Consistent with Morrow County Coordinated Human Services Plan?: Yes
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Implementing Agency:	Morrow County / The Loop or other service provider
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Project Partners:	Morrow County, City of Heppner, City of Lexington, Port of Morrow, City of Boardman
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Conceptual Route Details:





Hermiston-Boardman Connector

Description:	Add weekday fixed-route bus lines connecting the Cities of Hermiston, Stanfield, Echo, the Westland Road employment cluster, Port of Morrow, Boardman, Irrigon, Umatilla, and McNary. Route A would connect Hermiston to Boardman via the US 395/US 730 corridors. Route B would connect Hermiston to Boardman via the US 395/I-84 corridors.
Benefit:	Links the Cities of Boardman, Irrigon, Umatilla, Hermiston, Stanfield, and Echo to employment clusters at the Port of Morrow and other employment clusters near the cities of Hermiston and Umatilla.

Transit Dependent Population Within 1/2 Mile of Route Stops

Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
5,887	3,272	24.2%	48%	8.8%	12%	4.7%	28.7%

Action Items:	<ul style="list-style-type: none"> Integrate with or phase out existing fixed-route service in Hermiston such as the Hermiston Hopper. Work with the Cities of Hermiston, Stanfield, Echo, Port of Morrow, Boardman, Irrigon, and Umatilla to identify specific stop locations that will maximize rider convenience and provide the pedestrian accessibility. Work with Port of Morrow employers and other major employers to identify optimal service times based on employment shift hours. Explore the possibility of a companion shuttle route within the Port of Morrow to provide localized service to major employers. Incorporate planned regional park-n-ride locations as they are implemented.
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Cost: \$250-\$350k	Time Frame: Near-Term	Priority: High	Consistent with Morrow/Umatilla County Coordinated Human Services Plans?: Yes
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Implementing Agency:	Kayak or other service provider
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Project Partners:	The Loop, City of Hermiston, City of Stanfield City of Echo, Port of Morrow, City of Boardman, City of Irrigon, City of Umatilla, McNary/Port of Umatilla
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Conceptual Route Details:





Port of Morrow Circulator

Description:	Add a shuttle van that will circulate amongst the various business located throughout the Port of Morrow. The shuttle van will complement the regional fixed route transit lines from Arlington, Heppner, and Hermiston/Umatilla County.
Benefit:	Will provide more localized service to the various Port of Morrow businesses not located within a close or safe walking distance from the regional fixed route transit stop(s).

Transit Dependent Population Within ½ Mile of Route Stops

Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
-	2,000+	-	-	-	-	-	-

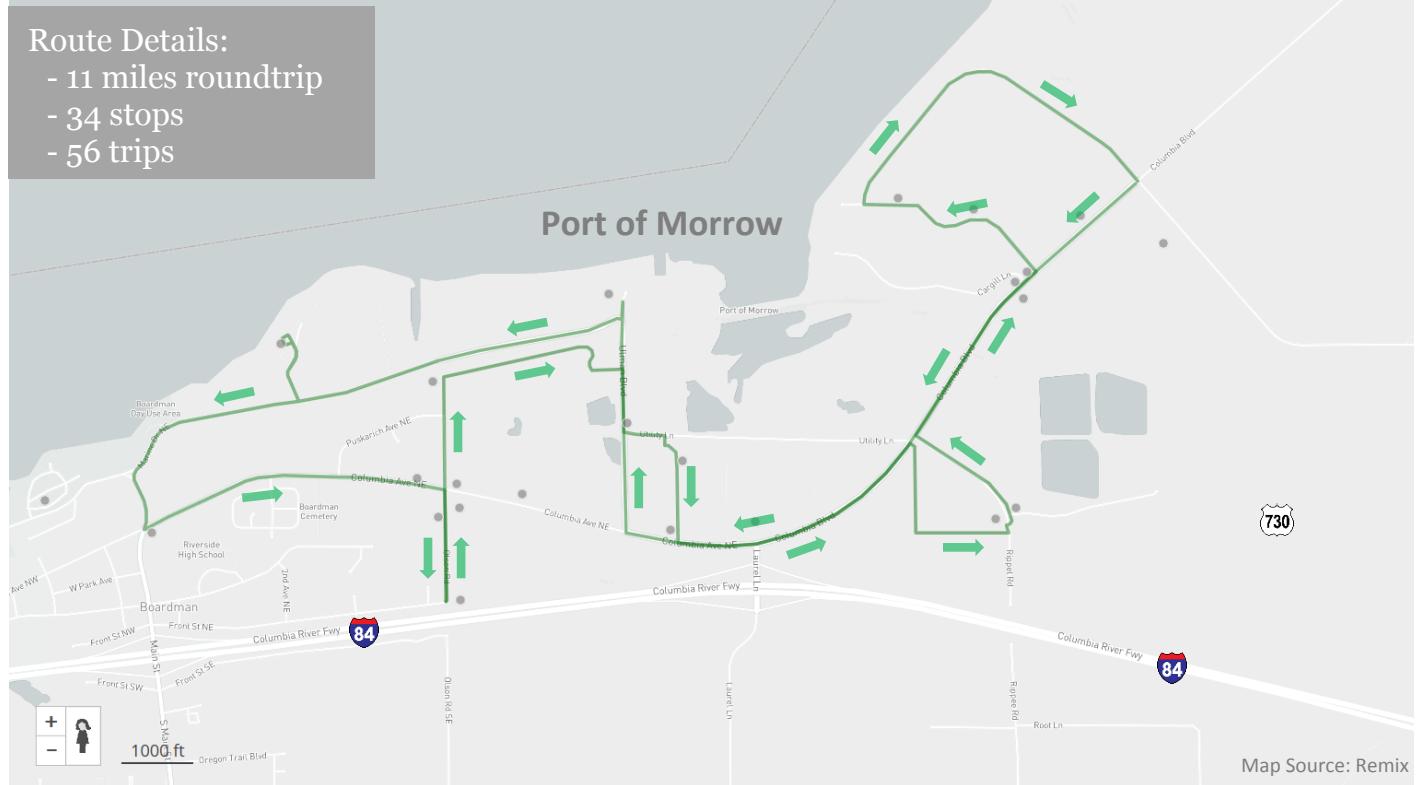
Action Items:	<ul style="list-style-type: none"> Secure funding and infrastructure to accommodate a shuttle van. Work with the Port of Morrow to investigate the need for expanded pedestrian infrastructure. Work interested employers to develop on-site transit stops that are convenient and accessible to business entrances/security gates.
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Cost: \$150-\$200k	Time Frame: Long-Term	Priority: Low	Consistent with Umatilla County Coordinated Human Services Plan?: Yes
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Implementing Agency:	The Loop, Port of Morrow, or other service provider
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Project Partners:	Morrow County and Port of Morrow Businesses
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Conceptual Route Details:





Pendleton-Kennewick Connector

Description:	Add a weekday fixed-route bus line connecting Mission, City of Pendleton, City of Umatilla, and City of Kennewick. Route would be 153-miles roundtrip and would primarily travel along I-84 and I-82. Stops would include Mission, Pendleton, Stanfield, Westland Road employment cluster, Umatilla, Kennewick
Benefit:	Provides an inter-state transit connection that addresses a significant gap in the regional transit coverage between the Tri-Cities area in Washington and the two largest population centers in eastern Oregon.

Transit Dependent Population Within 1/2 Mile of Route Stops

Population Served 5,775	Jobs 4,032	% in Poverty 26.4%	% Minority 32.8%	% Aged 65+ 10.6%	% with Disability 16.2%	% with No Vehicle 6.9%	% Youth <18 29.8%
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Action Items:	<ul style="list-style-type: none"> • Work with CTUIR, City of Pendleton, City of Stanfield, City of Umatilla, and City of Kennewick to identify specific local route and stop locations that will maximize rider convenience. • Coordinate service with proposed Hermiston-Boardman Connector and existing Kayak routes. • Work with major employers in the Westland Road employment cluster to identify optimal service times based on employment shift hours.
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Cost: \$300-\$350k	Time Frame: Near-Term	Priority: High	Consistent with Umatilla County Coordinated Human Services Plan?: Yes
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Implementing Agency:	Kayak or other service provider
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Project Partners:	CTUIR, City of Pendleton, City of Umatilla, City of Kennewick
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Conceptual Route Details:





The Loop – Route Modification and Increased Frequency

Description:	Modify the travel routes of existing demand-responsive trips to incorporate nearby population centers such as the Cities of Echo, Stanfield, Umatilla/McNary. Increase the frequency of trips from Heppner to Hermiston from three times per week to five times per week.
Benefit:	Takes advantage of existing and consistent weekly medical appointments. Shared capacity along with increased frequency can then be used for potential jobs access and reverse commuting.

Increased Transit Dependent Population Within ½ Mile of Route Stops

Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
+5,434	+2,611	+1.43%	2.25%	1.05%	0.43%	1.35%	1.15%

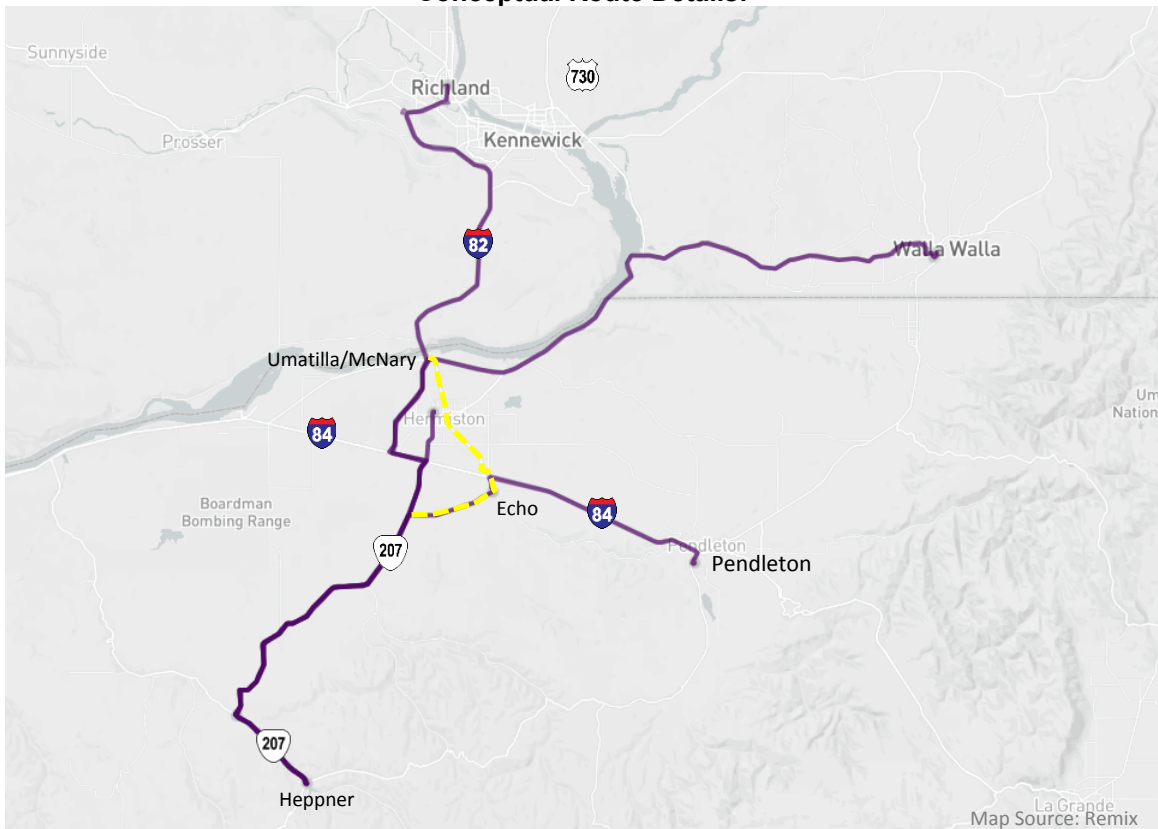
Action Items:	<ul style="list-style-type: none"> Secure funding to formally staff and develop modified route plans.
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Cost: \$150-\$200k	Time Frame: Mid-Term	Priority: Medium	Consistent with Morrow/Umatilla County Coordinated Human Services Plan?: Yes
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Implementing Agency: Morrow County / The Loop

Project Partners: Morrow County, City of Echo, City of Stanfield

Conceptual Route Details:

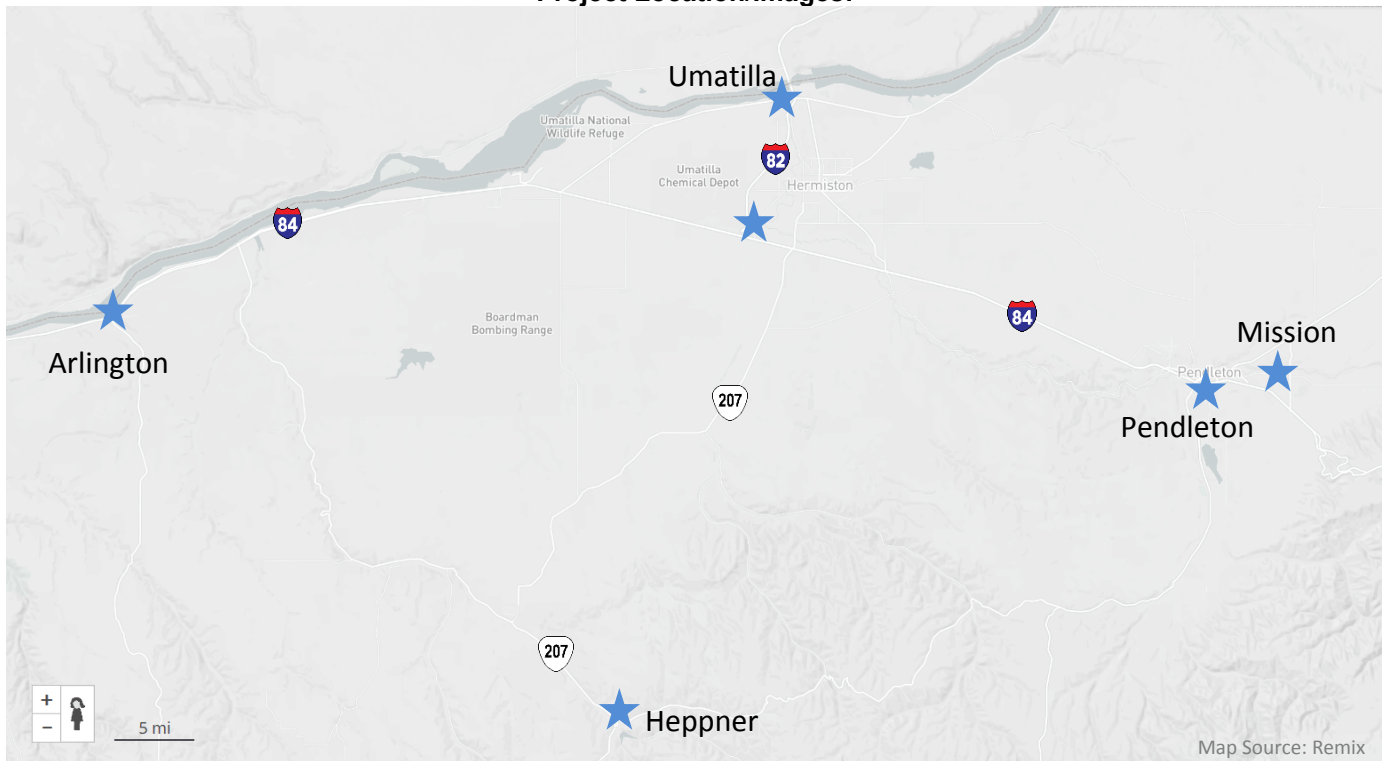




Regional Park-n-Ride

Description:	Formally develop and incorporate regional park-n-ride facilities.						
Benefit:	Provides a more formal and structured opportunity for commuters to use regional fixed route transit lines for employment commuting. Reduces commuting costs, congestion, and environmental impacts.						
Increased Transit Dependent Population Within ½ Mile of Route Stops							
Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
-	-	-	-	-	-	-	-
Action Items:	<ul style="list-style-type: none"> • Park-n-Ride facilities are currently identified in the CTUIR, Pendleton, and Heppner Transportation System Plans. Work with these jurisdictions to accelerate the design/implementation of the park-n-ride facilities • Work with the City of Arlington, City of Umatilla, and Umatilla County to acquire land or agreements with land owners for the development of formal park-n-ride facilities. • Work with transit providers to incorporate park-n-ride locations into fixed bus routes. 						
Cost: Varies	Time Frame: Mid-Term	Priority: Medium		Consistent with Morrow/Umatilla County Coordinated Human Services Plan?: No			
Implementing Agency:	CTUIR, City of Pendleton, City of Heppner, City of Arlington, City of Umatilla, Umatilla County						
Project Partners:	The Loop, Kayak, other service providers						

Project Location/Images:



★ Potential Park-n-Ride Locations



Grant County People Mover Increased Frequency

Description:	Modify the route to include the inclusion of communities/major attractions already in route such as Pendleton (Saint Anthony Hospital, Safeway), Adams Post Office, Athena Post Office, Weston Post Office, and Walla Walla (Walmart, Andy’s Market, Walla Walla Transfer Center, Saint Mary’s Hospital)
Benefit:	Since this route only runs one day per week, these improvements do not represent a viable line for daily job access. It would be better suited to feeder access supplying access to existing fixed-service.

Increased Transit Dependent Population Within ½ Mile of Route Stops

Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
+11,352	+6,424	+4.1%	2.6%	0.8%	3.3%	4.8%	2.7%

Action Items:

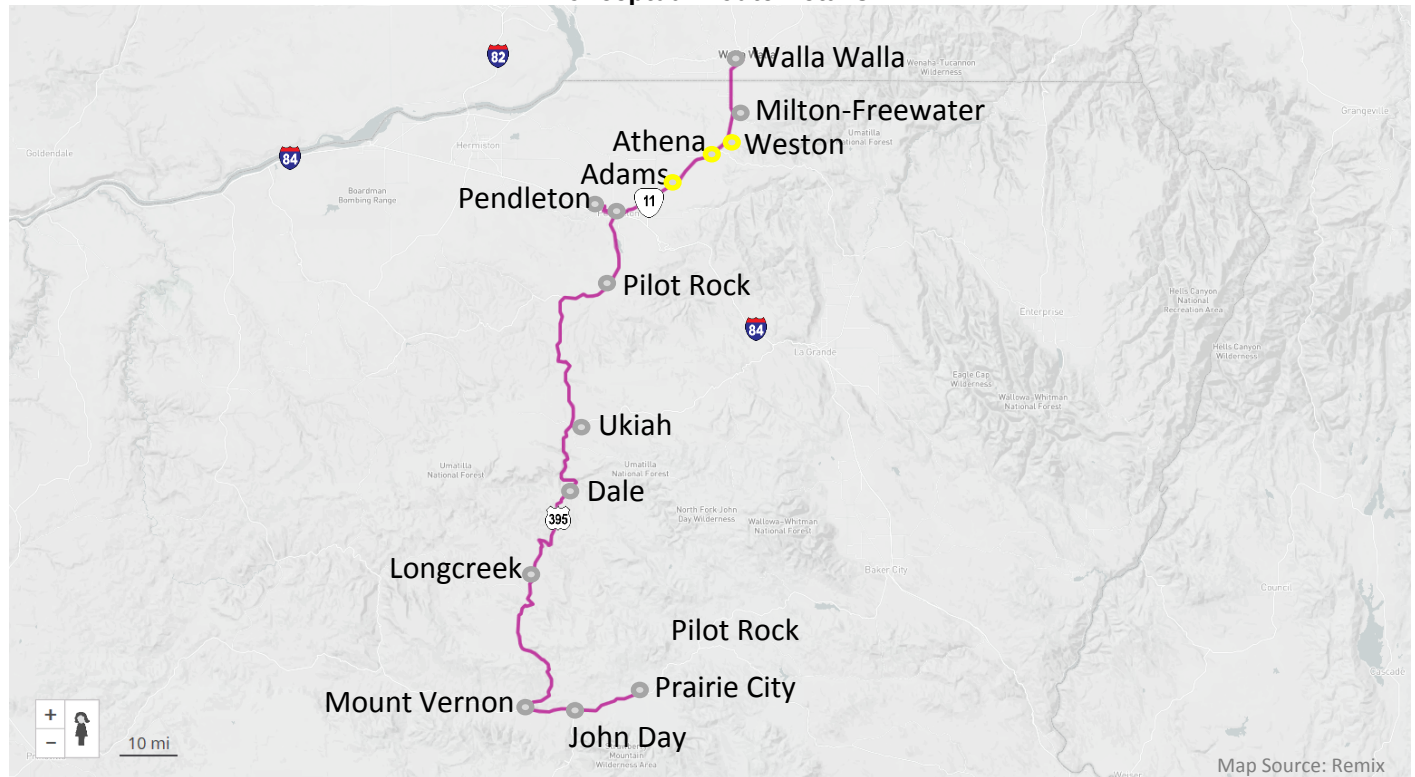
- Secure funding to formally staff and develop modified route plans.

Cost: \$300k	Time Frame: Mid-Term	Priority: Medium	Consistent with Umatilla County Coordinated Human Services Plan?: Yes
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Implementing Agency: Grant County People Mover

Project Partners: Kayak, City of Pendleton, City of Athena, City of Weston, City of Walla Walla

Conceptual Route Details:





Create or Maintain a Transportation Coordinator Position

Description:	Create or maintain a county-wide transportation coordinator position that will be responsible for identifying transit funding opportunities, writing funding grants, and coordinating opportunities to enhance regional transit connections.						
Benefit:	Ensures better local and regional transit coordination.						
Increased Transit Dependent Population Within ½ Mile of Route Stops							
Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
-	-	-	-	-	-	-	-
Action Items:	<ul style="list-style-type: none"> Maintain or secure funding to staff the transportation coordinator position. 						
Cost: <\$100k	Time Frame: Near-Term	Priority: High		Consistent with Umatilla County Coordinated Human Services Plan?: Yes			
Implementing Agency:	Morrow County and Umatilla County						
Project Partners:	-						

Form or Maintain Appropriate Advisory Committees

Description:	Assesses and disperses transit funding.						
Benefit:	Ensures better County-wide participation in transit decision making.						
Increased Transit Dependent Population Within ½ Mile of Route Stops							
Population Served	Jobs	% in Poverty	% Minority	% Aged 65+	% with Disability	% with No Vehicle	% Youth <18
-	-	-	-	-	-	-	-
Action Items:	<ul style="list-style-type: none"> Form or maintain appropriate advisory committees 						
Cost: <\$50k	Time Frame: Near-Term	Priority: High		Consistent with Umatilla County Coordinated Human Services Plan?: Yes			
Implementing Agency:	Morrow County and Umatilla County						
Project Partners:	-						

**PRELIMINARY FINDINGS OF FACT
PLANNING COMMISSION
AMENDMENT LND24-000005**

REQUEST: To amend the Main Street “Downtown” Development Plan (MSDDP) to remove the City Developed Alternative street design standards, replace the Downtown District with the Commercial District, and accomplish other minor housekeeping changes.

APPLICANT: City of Boardman
Planning Official
Post Office Box 229
200 City Center Circle
Boardman, Oregon 97818

I. GENERAL INFORMATION: The proposed amendment is specifically designed to facilitate pending improvements to South Main Street. The current version of the MSDDP has as a City Developed Alternative street design standard that incorporates a walking path down the center of the street. This design standard is not only a safety concern but also doesn’t meet current design standards allowable in the State of Oregon. Without this change the proposed design of South Main Street could be compelled to comply with this standard, something that is not the current desire of Planning, Public Works, or Engineering staff. The other changes that are included is replacing Dillabaugh with Tatone, replacing the Downtown District with the Commercial District in Appendix A, and some other minor housekeeping items.

There is also a lack of clarity as to which version of the MSDDP that was adopted in 2001 so staff are working from the version that is on the website as it has been the one publicly available for the past couple of years. The difference between that version and others that have been located are minor and will be called out in the redlined version.

II. PROCEDURE: This amendment to the MSDDP is being processed using Type IV procedures found within the Boardman Development Code. The Type IV process requires a hearing before the Planning Commission with a recommendation to the City Council. The final hearing will occur before the City Council.

III. APPROVAL CRITERIA: The request has been filed under the BDC Chapter 4.1 Types of Applications and Review Procedures, more specifically 4.1.600 Type VI Procedures (Legislative). The criteria are identified below in **bold** type with responses in regular type.

G. Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. Approval of the request is consistent with the Statewide Planning Goals.

The Statewide Planning Goals applicable to this request are Goal 1, Citizen Involvement; Goal 2, Coordination; Goal 9, Economic Needs; Goal 11, Public Facilities; and Goal 12, Transportation.

Goal 1 requires the City to “develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” Because the proposed

legislative amendment will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the proposed change. This is consistent with the City's acknowledged citizen involvement program. (Goal 1, Policy 4: The Planning Commission is officially designated as the Citizen Involvement Committee.)

Goal 2 requires the City to adopt a comprehensive plan and implement the plan through its development code and by extension other planning level documents. The proposed amendment is consistent with the comprehensive plan as described in these findings. (Goal 2, Policy 3: The City has adopted the City of Broadman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.) Staff would assert that the MSDDP would function similarly to provide guidance to the land use development process.

Goal 9 requires the City to provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of its citizens. The proposed amendment is consistent with this Goal as it further clarifies how South Main Street will be developed and staff find that improvements to South Main Street can have the effect of facilitating development in the areas zoned for commercial purposes south of Interstate 84. Goal 11, Policy 4: Promote cooperation among the city, the Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.)

Goal 11 requires the City to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development. While the Comprehensive Plan Public Facilities chapter does not discuss transportation at length, it does discuss transportation as part of the overall infrastructure that needs to be planned for and developed for the City to grow and prosper. The proposed amendment facilitates the development of public transportation infrastructure by providing design standards and the South Main Street project will include other public facility improvements. (Goal 11, Policy 6: The City shall prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB. Goal 11, Policy 15: The City shall maintain an eight (8) year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.)

Goal 12 requires the City to plan for transportation facilities and is implemented through the City's Transportation System Plan, including the MSDDP. The proposed amendment implements the MSDDP by facilitating the improvements to South Main Street as well as other streets in the planning area. (Goal 12, TSP Policy: Dedication of right-of-way, authorization of construction and the construction of facilities and improvements for improvements designated in the Transportation System Plan, the classification of the roadway and approved road standards shall be allowed without land use review.)

For these reasons, the criterion is met.

2. Approval of the request is consistent with the Comprehensive Plan.

The Boardman Comprehensive Plan (BCP) has a variety of policies that support the proposed amendment and the process used to achieve it. Goal 1 policies support citizen involvement and the public hearing process. Goal 1, Policy 4, designates the Planning Commission as the City's official Citizen Involvement Committee. Therefore, review by the Planning Commission ensures compliance with the comprehensive plan.

Goal 2, Policies 4 through 6, requires the City to acknowledge the city center and the MSDDP as the mechanism to facilitate commercial development. The proposed amendment clarifies street design standards and will facilitate the development of South Main Street with a focus on both vehicular and pedestrian safety.

Goal 9 requires the City to provide adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of its citizens. The proposed amendment is consistent with the Comprehensive Plan as it would allow the City to develop the necessary infrastructure in support of employment lands. (Goal 11, Policy 4: Promote cooperation among the city, the Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.)

Goal 11 supports public facilities planning including assuring that urban services, which includes streets, are available to lands available for development. Goal 11, Policy 1, requires the City ensure that urban services, including water, sewer and storm drainage services and transportation infrastructure, are available to serve industrial lands within the City. The proposed amendment allows for the safe installation of public infrastructure that provides for these urban services. To that end, the improvement of South Main Street can have the effect of encouraging other improvement and development in the commercial areas south of Interstate 84.

Further, Goal 11, Policy 12 provides that the City shall monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities. This amendment to the MSDDP will allow the City to develop South Main Street utilizing a street design standard that is allowable and safe.

Finally, Goal 12, Policy 1, designates the Transportation System Plan (TSP) as part of the comprehensive plan, and the MSDDPs street design standards can be considered an extension of the TSP. Thus, because the amendment advances the MSDDP, it is consistent with Goal 12, Policy 1. In addition, Goal 12 requires the City plan and develop a network of streets to provide circulation within the community, which will be enhanced by the reconstruction of South Main Street.

For these reasons, the criterion is met.

- 3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property.**

No specific property is affected by the proposed amendment. The intent is to amend the MSDDP with a focus on the street design standards to allow South Main Street, and other streets affected by the Plan, to be built to a standard that is allowable and safe. Other public facilities such as water, wastewater, and certain utilities will be addressed as part of the design of South Main Street as that project moves from design to construction meeting the requirements of this criterion.

For these reasons, the criterion is met.

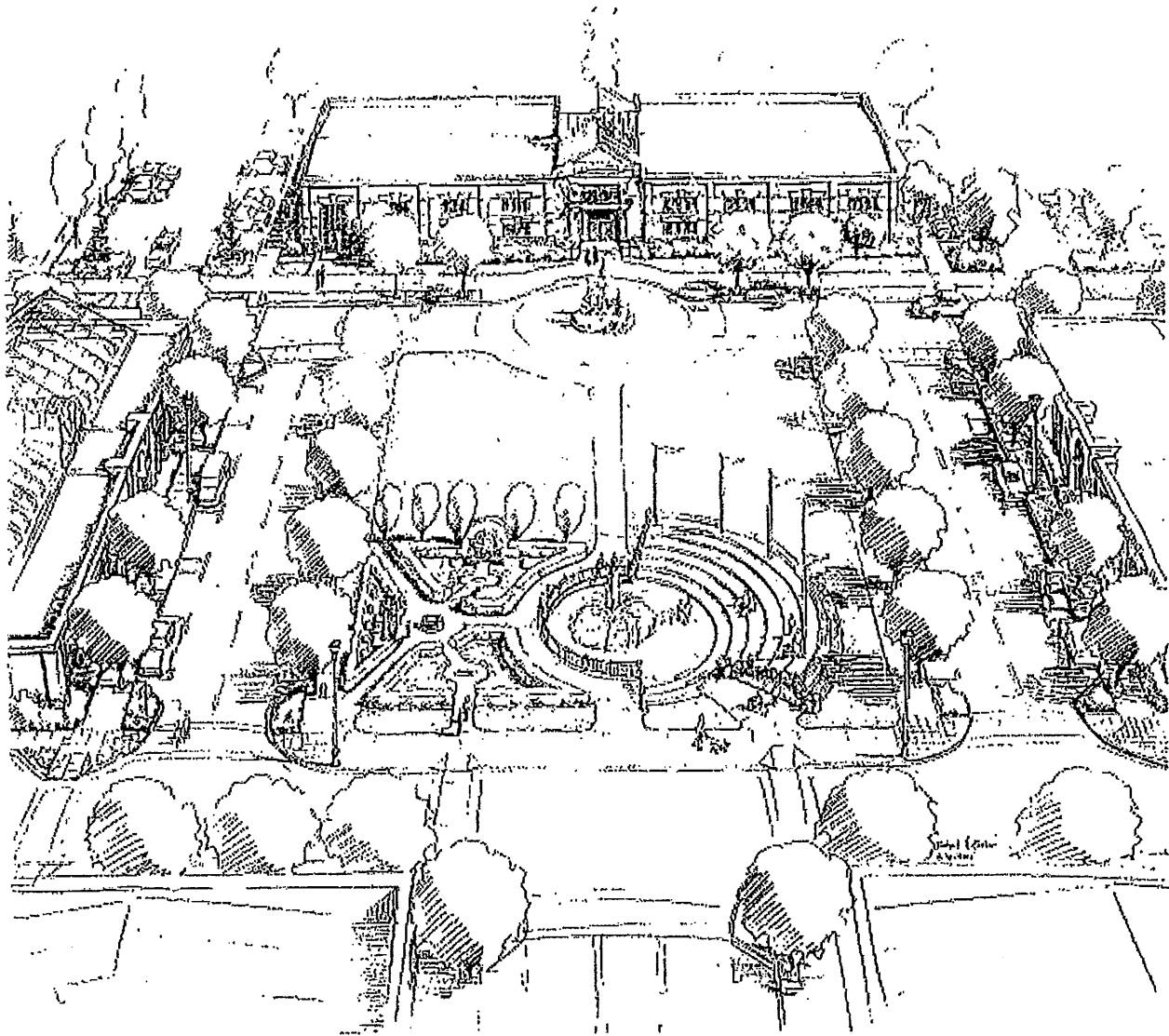
- IV. LEGAL NOTICE PUBLISHED:** June 25, 2024
East Oregonian
- V. DLCD 35-DAY NOTICE:** April 5, 2024
- VI. AGENCIES NOTIFIED:** Dawn Hert, Department of Land Conservation and Development; Teresa Penninger, Oregon Department of Transportation
- VII. HEARING DATES:**
 - Planning Commission
 - July 18, 2024
 - Council Chambers
 - Boardman City Hall
 - 200 City Center Circle
 - Boardman, Oregon 97818

 - City Council
 - August 6, 2024
 - Council Chambers
 - Boardman City Hall
 - 200 City Center Circle
 - Boardman, Oregon 97818
- VIII. PLANNING OFFICIAL RECOMMENDATION:** The Planning Official recommends the Planning Commission forward the request to the City Council with a 'do adopt' recommendation.

Zack Barresse, Chair _____ Date
 Planning Commission

- ATTACHMENTS:**
- Redline Version of the MSDDP.

CITY OF BOARDMAN MAIN STREET "DOWNTOWN" DEVELOPMENT PLAN



2000-2001

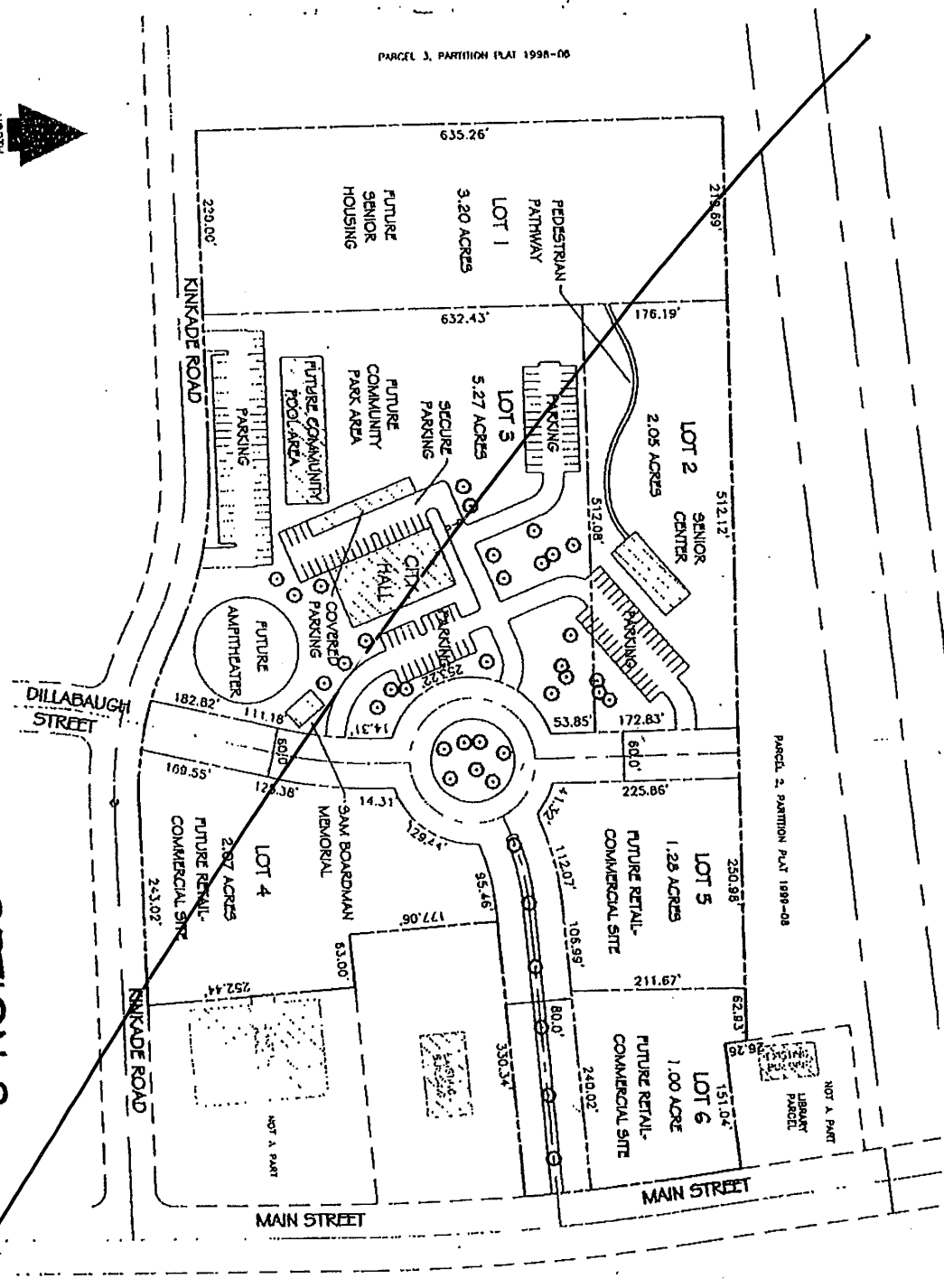
TRILAND DESIGN GROUP, INC. / FOSTER CONSULTANTS / CTS ENGINEERS

— EDITED WEB VERSION —

SCALE 1"=100'



OPTION 2



Date	7/11/02	# of pages	1
From	City of Boardman		
To	Loren W.		
Co.	D.L.D.		
Phone #	903-15174		
Fax #	388-6480		

SHEET NUMBER	PROJECT NUMBER	VIC004
1	DATE:	5-14-01
	DRAWN BY:	J. STORMO
	DESIGNED BY:	J. STORMO

CITY OF BOARDMAN
DOWNTOWN DEVELOPMENT PLAN

OPTION #2

CONTENTS

	<u>Page</u>
I. PROJECT OVERVIEW & EXISTING CONDITIONS	1
Project Description and Background	1
Project Objectives and Transportation Relationship/Benefits	2
Existing Conditions	3
Existing Conditions Base Map & Photographs	5
Conceptual Street Cross Sections	6
II. OPPORTUNITIES & CONSTRAINTS	7
Existing Context and Physical Features	7
Opportunities & Constraints Diagram & Photographs	11
Existing Traffic and Roadway Conditions	12
Market Analysis and Draft Development Program.....	22
III. PUBLIC MEETINGS & DESIGN CHARRETTES	24
Youth Design Charrette	24
Schematic Diagrams	26
Community Kick-Off Meeting/Design Charrette	33
Linear Concept Diagram	35
Nodal Concept Diagram	36
Perpendicular Concept Diagram	37
Linear/Perpendicular Concept Diagram	38
IV. CONCEPTUAL DESIGNS/SITE PLANS	39
Land Use Plan Description	39
Land Use Plan Diagram	40
Key Plan Components	41
Alternative Designs/Site Plans	42
The Grid Concept Land Use & Circulation Plan and Site Plan	43-44
The Crescent Concept Land Use & Circulation Plan and Site Plan	45-46
The Amphitheater Concept Land Use & Circulation Plan and Site Plan	47-48
Urban Concept Diagrams	49
V. SITE PLAN WORKSHOP	51
VI. PREFERRED MAIN STREET "DOWNTOWN" DEVELOPMENT PLAN	53
A Flexible Plan	53
Flexible Land Use Diagram	55
Land Use Development Program.....	56
Land Use Diagram	58
Final Development Plan	59
Public Plaza Birds-Eye Rendering	60
Street Design Standards	61

**Main Street "Downtown" Development Plan
2000-2001**

Main Street Birds-Eye Rendering	62
Streetscape Elements	64
Retail Street Perspective	65
Conceptual Infrastructure Plans	66
Analysis of Future Traffic Volumes and Alternatives Along Main Street	68
Cost Estimates and Potential Implementation Mechanisms	95
Review of Original Project Objectives & Transportation Relationship/Benefits	103
APPENDICES	105
Appendices A Recommended Downtown (D) Zoning District	
Appendices B Street Furniture Examples	
Summaries of Meetings	

I. PROJECT OVERVIEW & EXISTING CONDITIONS

PROJECT DESCRIPTION AND BACKGROUND

Boardman was incorporated in 1927. With construction of the John Day Dam in the early 1960's, the town was moved to its current location on higher ground. Interstate 84 runs east-west through the town, dividing the city roughly one-third to the north, along the Columbia River, and two-thirds south. The Port of Morrow, one of the nation's largest inland ports, has a significant amount of industrial land along the Columbia River in Boardman, and uses the Columbia River, rail lines, and the Interstate for it's shipping.

Historically, most of the City's development has occurred on the north side of the I-84/Main Street interchange. However, in the past 10 years, the residential land on the north side has been building out and more residential development has been occurring on the south side. The north and south sides of the City of Boardman are served by two interchanges – one at the west end of town, which serves most of the commercial and residential development, and one at the east end of town that primarily serves the Port of Morrow and the industrial area. These State facilities pose unique issues for transportation and land use in the City.

During development of the TSP, the west interchange (Main Street) and local streets that are in the vicinity of on- and off ramps were identified as a major point of current traffic conflict and a constraint to future development. Land use and transportation solutions were examined that could mitigate current problems and prevent having to rebuild/expand the interchange or redesign the interchange. There are several potential improvements that might improve current and future operations of the I-84/Main Street interchange. These will be assessed to develop appropriate mitigation for the interchange; current and future operations of Main Street must be assessed to determine what might be improved.

One of the solutions identified was to focus future commercial development in a downtown area south of the freeway on 75 acres of privately owned, for-sale land which is zoned for commercial use, and which is currently undeveloped and completely

vacant. The Preferred downtown area is within the influence area I-84/Main Street interchange. The interchange might be impacted by solutions or projects identified in the downtown development plan. The project will address these issues and assist the community in developing a traditional compact, mixed use downtown with a park or plaza and a grid system pattern of blocks and streets with sidewalks and multi-use paths.

The downtown design will be integrated with the Governor's Community Development Objectives and ensure connectivity to future community facilities. The Contractor shall produce a coordinated and cohesive downtown development plan to guide infrastructure improvement. The downtown development study area must include enough of the adjacent area to understand the context of the site, existing commercial development, and potential pedestrian destinations, activity centers, and schools. The interchange is part of the downtown development study area and must also include existing parallel roadways and potential connecting roadways.

The downtown development plan must provide accessibility to all modes of travel, accommodate and facilitate business development, intensify land uses, and enhance circulation. The downtown development plan must identify focus areas in the downtown and provide a vision for a future downtown consistent with the scale of the community.

The project is timely in many respects. Boardman is one of the fastest growing cities in the state with 102% population increase since the 1990 census. The City currently has two new subdivisions under construction, with four additional subdivisions in the planning stages of development. All of these are on the South side. The Port of Morrow is very active in attracting new Industry. Construction is currently underway for the new Tillamook Cheese Plant and the Blue Mountain Community College Boardman Campus.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

With continued growth will come demands for increased commercial development. The City will be achieving a size and scale to attract retail and service uses that the local residents now have to drive to other cities to obtain. The current zoning permits a scattered pattern of commercial development that, if not addressed, will contribute

to a lack of community focus and disconnected, auto-oriented development, as well as traffic conflicts centered around the freeway interchanges. The momentum has been established – it is critical to follow through to develop a specific downtown master plan and implementation strategy.

PROJECT OBJECTIVES AND TRANSPORTATION RELATIONSHIPS/BENEFITS

The following project objectives and transportation relationships/benefits were identified by the City of Boardman and ODOT during development of the initial project description and statement of work.

- Strengthen the capability of Boardman to effectively manage growth and comply with the Transportation Planning Rule (TPR), integrate transportation and land use planning, and encourage transportation-efficient land uses.
- Address the 1999 Oregon Highway Plan (OHP) and access management standards, Policy 3C Interchange Access Management Areas, and Policy 1G Major Improvements Policy.
- Make more efficient use of the transportation infrastructure by separating local traffic from freeway-related traffic, thereby preventing or postponing reconstruction of the current interchange/overpass and on and off-ramps.
- Reduce reliance on the automobile by developing the City's commercial/retail focal point in the area of future residential development and connecting it with a grid system of streets, bikeways and pedestrian paths.
- Reduce traffic around the freeway interchange and the local street system that immediately serves and connects with the freeway system by encouraging future locally oriented commercial uses to develop away from the areas of conflict and by creating alternate travel routes.
- Improve transportation safety by separating local and freeway-oriented traffic, which also includes a large proportion of trucks that are accessing the Port of Morrow or utilizing traveler services at the interchange on Main Street.
- Improve local transportation network connectivity by developing a plan that includes a grid system pattern of streets in the south Boardman area, and links current and future community facilities and the Port of Morrow.
- Direct commercial development in a concentrated, localized, mutually beneficial, and aesthetically pleasing pattern.
- Establish a stronger community identity.
- Increase the overall livability in Boardman, thereby making it a more attractive place to reside.
- Reduce commuter-related traffic.
- Adoption and implementation of the City of Boardman TSP in compliance with OAR 660-012-0015(3) and 660-012-045.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

EXISTING CONDITIONS

The existing conditions base map (page 7) identifies primary elements that form the city of Boardman. This includes identification of the following features and elements:

- **The Columbia River** – The Columbia River, the impetus behind the origination of Boardman, forms Boardman's strong northern boundary. The river dictated development of Boardman to occur in a southerly direction from the river. The southerly direction for growth and development was further advanced by the construction of the John Day Dam in the early 1960's which forced the town to move south to higher grounds.

occupies a large area and has significant area employment in the northeast section of Boardman.

The riverfront includes a large park with boat launch, camping, RV, and bicycle/pedestrian pathway.
- **Interstate 84** – The east-west oriented Interstate 84 bisects Boardman, dividing it geographically with one-third located north of I-84 between the interstate and the river, and two-thirds located south of I-84. The interstate is the primary access in and out of Boardman. It is inevitable that future growth and development in Boardman must occur south of I-84 due to the fact that "north" Boardman is largely developed and the larger "south" Boardman is largely undeveloped.
- **North Boardman** – The city, north of I-84 is largely developed with a mix of residential, commercial, public and institutional, and industrial uses. This area comprises approximately one-third of the geographical area of Boardman and the Urban Growth Boundary (UGB). The north-south oriented Main Street is the center of commercial activity with commercial uses expanding one-to-two blocks west of Main Street. The area west of the Main Street commercial area (and north of I-84) is primarily residential that consists of older single family housing stock with an established neighborhood character.

East of Main Street (north of I-84) consists of a mix of residential, institutional, public, and industrial uses including single family and multi-family (apartments) residential, the Riverside High School, I-84 frontage road use including Blue Mountain Community College Campus which recently constructed an initial building, a soccer field and undeveloped property, and the Port of Morrow which
- **I-84/Main Street Interchange** – The interchange is the primary traffic generator and access to both the north and south sides of Boardman. This is one of two I-84 interchanges in Boardman with the other interchange located at the east end of the city and providing primary access to the Port of Morrow. As future growth and development occurs in Boardman this interchange will incur additional traffic. Future interchange capacity and safety issues will need to be address as growth occurs including the potential need to close frontage roads that intersect with Main Street in close proximity to the interchange ramps. A more detailed description of the I-84/Main Street interchange and traffic conditions is provided in the Opportunities & Constraints section of this report.
- **Olson Road Future Interstate Overpass** – Olson Road is a north-south oriented street on both the north and south sides of I-84. Currently there is no connection between the north and south sides of the interstate. Previous discussions and plans, including the city's Transportation System Plan identify a future I-84 overpass on Olson road.
- **Main Street** – As identified above, Main Street is the primary north-south oriented street that provides access throughout Boardman from I-84, access to existing commercial uses, and the primary local street providing access to residential areas. This is true on the developing south side of I-84 as well as the north side. South of I-84, Main Street currently includes freeway-oriented commercial uses in close proximity to the freeway, and residential serving uses further south of I-84, i.e. grocery store,

**Boardman Main Street "Downtown" Development Plan
2000-2001**

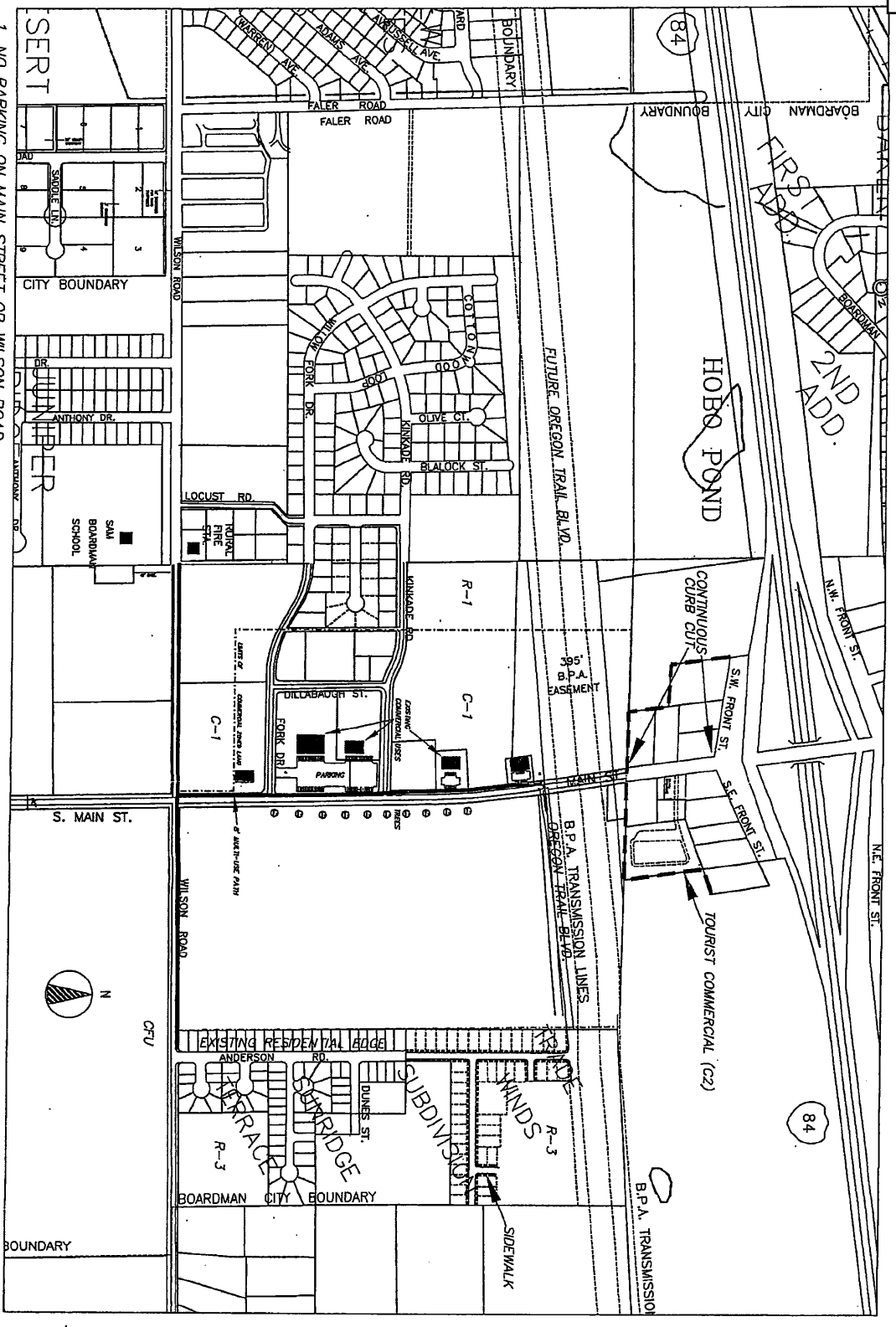
library, and auto-parts store. The majority of the Main Street frontage, south of I-84 is currently undeveloped.

- **BPA Power Line Easement** – The BPA easement is a primary physical element that includes a major transmission line and approximately 150-feet wide. The easement generally parallels the interstate approximately 600 feet south of the interstate through Boardman. Development is restricted within the BPA easement.
- **South Boardman** – South of I-84 is the developing part of Boardman, primarily due to the northern part of Boardman being mostly developed. The large area of the city, south of I-84, is largely undeveloped and will incur a significant amount of development in the future. The City, through previous planning efforts, has zoned the south Boardman area with

commercial zoning on both the east and west sides of Main Street and surrounded by residential zoning. Single family residential development has occurred and the elementary school is located in this area on Wilson Road west of Main Street.

- **Two Potential New Downtown Sites** – Previous community visioning and planning efforts identified an undeveloped 75-acre site, located south of I-84 and east of Main Street as a future focus for commercial development. Based on the results of the initial project meetings with the Project Management Team and the Advisory Committee, an undeveloped commercial-zoned area located on the west side of Main Street (south of I-84) was also identified as a potential, future commercial development site. The Existing Conditions Base Map (following page) identifies both of these potential downtown development sites.

Following the initial meetings and preparation of the existing conditions base map, Advisory Committee members followed up with the potential for downtown and public use development west of Main Street. It was determined, at that time, that it was more feasible for new downtown/public development to occur east of Main Street. Therefore, following the completion of the Existing Conditions Base Map and Opportunities & Constraints, the focus of the Alternative Design Concepts shows downtown-commercial-public development along Main Street and east of Main Street.

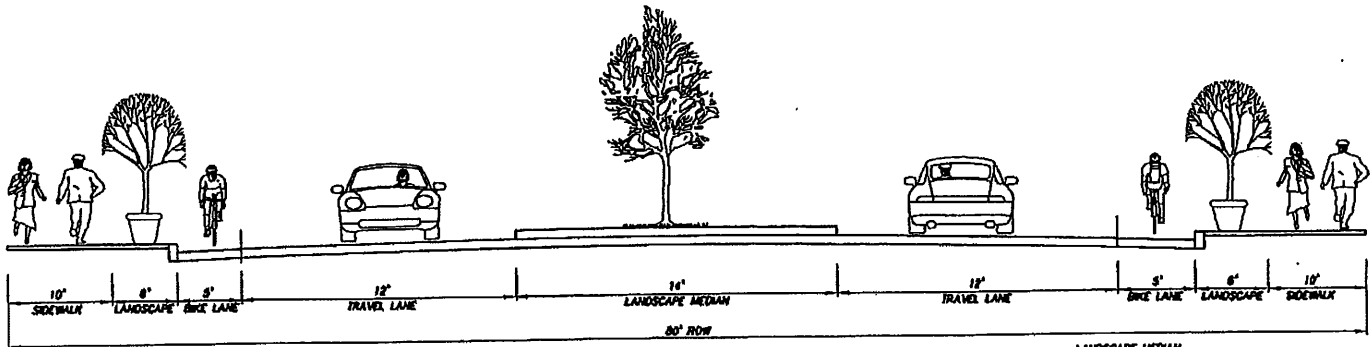


- 1. NO PARKING ON MAIN STREET OR WILSON ROAD PARALLEL PARKING PERMITTED ON OTHER STREETS.
- 2. STORM WATER DRAINAGE FACILITIES EXISTING ON MAIN STREET, WILSON ROAD, KINKADEE ROAD AND WILLOW FORK DRIVE.

BASE MAP

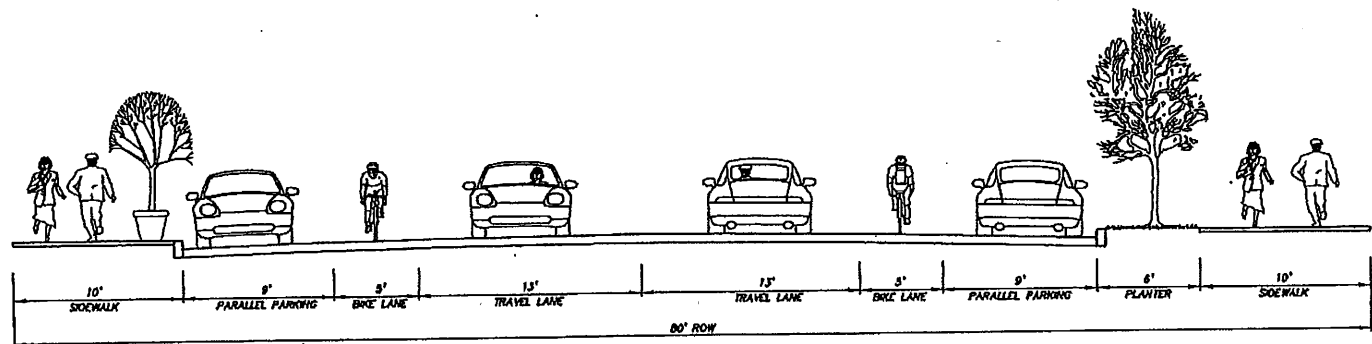


MISSING FROM WEB VERSION



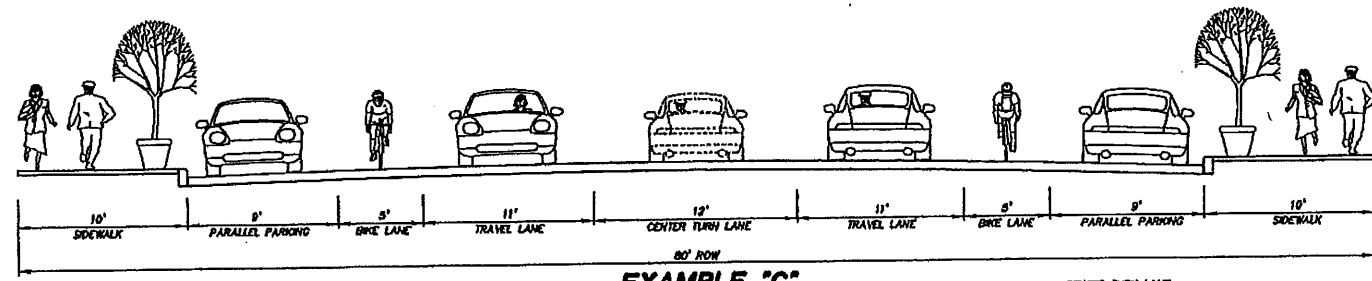
EXAMPLE "A"

LANDSCAPE MEDIAN
NO ON-STREET PARKING



EXAMPLE "B"

ON-STREET PARKING



EXAMPLE "C"

CENTER TURN LANE
ON-STREET PARKING

10260 S.W. Nimbus Ave.
Suite M-4
Tigard, Oregon 97223
(503) 968-6589
FAX (503) 968-7439



TriLAND DESIGN GROUP, INC.
PLANNING • CIVIL ENGINEERING • LAND SURVEYING

**EXAMPLE MAIN STREET
CROSS SECTION
BOARDMAN, OREGON**

PREPARED FOR:
CITY OF BOARDMAN

Project:	00015
Designed:	
Drawn:	SAE
Scale:	NTS
Date:	11/13/00
Sheet:	1 of 1

II. OPPORTUNITIES & CONSTRAINTS

EXISTING CONTEXT AND PHYSICAL FEATURES

This subsection provides a focus and more detailed description of the general area identified as the location of for the new Main Street "Downtown" development. This area is generally described as being south of I-84 to Wilson Road, both east and west of Main Street. The following table identifies key physical and regulatory features. Constraints and opportunities of each featured is described. The Opportunities & Constraints Diagram, enclosed at the end of this section, provides identification of these features.

Existing Features	Constraints	Opportunities
BPA Easement/Transmission Line	<ul style="list-style-type: none"> • Restricted development – no buildings, permission required from BPA for any use • Caution/potential adverse impacts of being near transmission lines 	<ul style="list-style-type: none"> • Potential usage as linear park with multi-modal pathways for pedestrians, bicyclists, skaters, scooters, etc. • Potential play fields, skate board park, BMX track, and other active recreation facilities • Potential parking although be cautious of "shock" when touching car after if has been parked under the transmission lines for 2+ hours.
Main Street – I-84 south to Wilson Road		<ul style="list-style-type: none"> • Primary north-south access for autos, bicyclists, and pedestrians. • Opportunity for access to adjacent properties (with appropriate access spacing standards. • Adequate right-of-way width or opportunity to expand ROW if needed.
Commercial Zoned Land	<ul style="list-style-type: none"> • Surplus of undeveloped commercial zoned land restricts development of other uses, i.e. residential. Rezoning of some property will likely be required in the future to "fit" with market conditions. Property owners may be resistant to perceived "downzoning" from commercial to other zoning districts. 	<ul style="list-style-type: none"> • Large undeveloped commercial zoned land provides ample opportunity for future commercial development. • Ample undeveloped commercial zoned land on both sides of Main Street allows flexibility for location and varied types of commercial development.
Undeveloped Land East of Main Street	<ul style="list-style-type: none"> • Current lack of infrastructure, i.e. streets, water, sewer, stormwater drainage. • Privately owned lessens probability of land being developed as planned by the City. • Land acquisition for public uses dependent upon property owners willingness to sell, trade, etc. 	<ul style="list-style-type: none"> • Totally undeveloped provides opportunity for master plan with limited restrictions. • Single ownership • Access (through existing streets) provided on north, south, and west sides. • Limited natural features restrict design/development potential.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

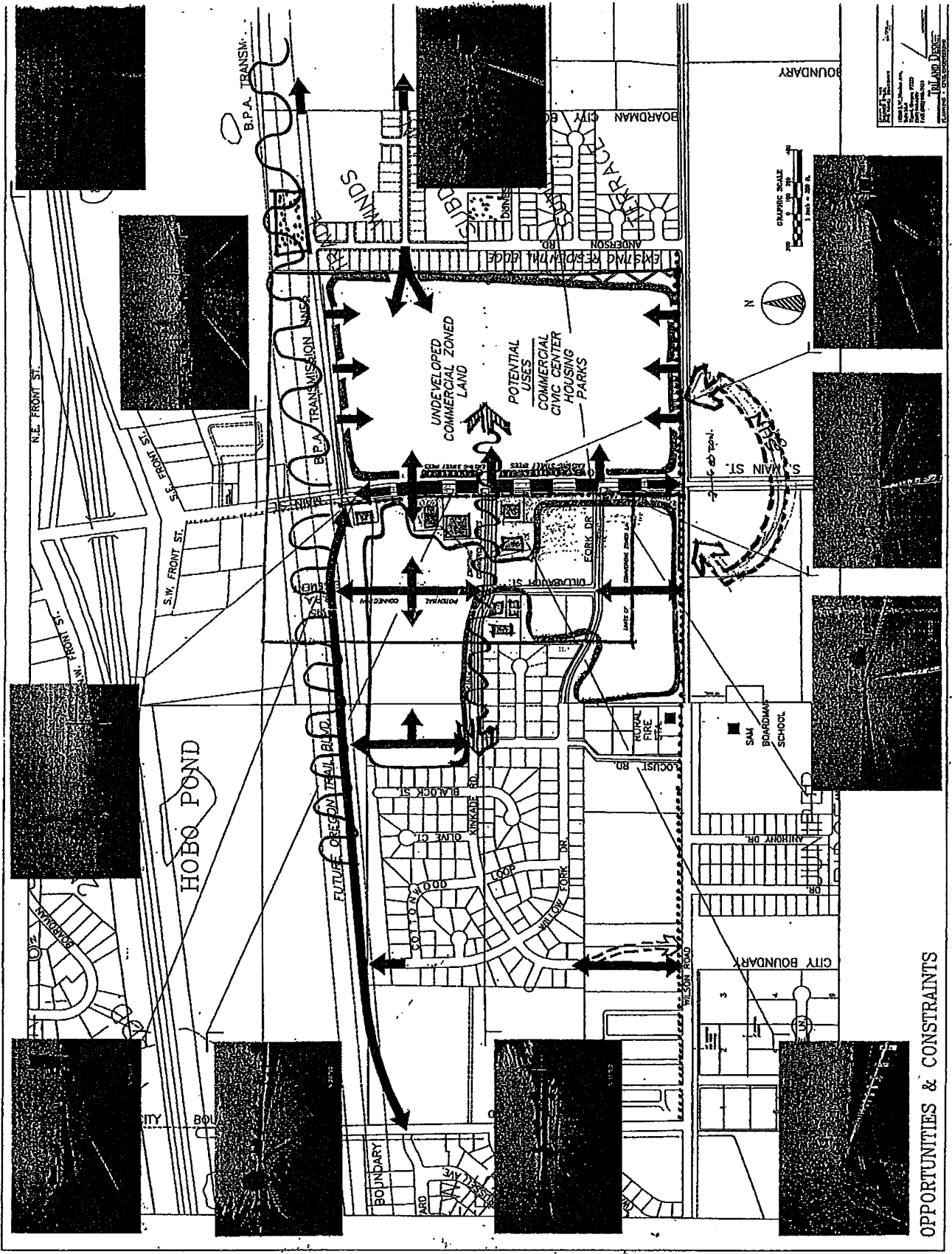
Existing Features	Constraints	Opportunities
Existing Main Street Buildings	<ul style="list-style-type: none"> Grocery store, auto parts store, library, etc. buildings limit opportunity for completely new design/master plan. 	<ul style="list-style-type: none"> Established retail and public uses in place. Provides opportunity to develop additional commercial and public uses around existing uses – creating commercial village and/or public use focus.
Existing and Planned Public Facilities	<p>The 395' wide BPA easement extends east-west along the north side of the proposed downtown area. Development of most structures, i.e. buildings, is prohibited in this easement. There are potential safety concerns associated with human activity under and near the transmission lines.</p> <p>The public library is the other existing public facility. The library site is adjacent to the BPA easement and may impact the extension of Oregon Trail Blvd.</p>	<p>The BPA easement will be maintained as open space. There are opportunities to provide additional public facilities within the easement, i.e. extending Oregon Trail Blvd., providing park and recreation facilities such as play fields, multi-use path, and parking.</p> <p>The fire station is currently located in this general area on the north side of Wilson Road, east of Locust Rd.</p> <p>New and relocated public facilities can be incorporated into the new downtown area, i.e. city hall, community center, swimming pool, police/fire station, post office, park/public plaza, etc.</p>
Community Features	Currently, there are no significant and identifiable community features in this area.	As noted above, there are opportunities to incorporate community features in the new downtown area. Community features could become the focal point and a central attraction of the new downtown area, i.e. a civic/public plaza surrounded by public, commercial, and residential uses.
Streets and Accessways	<p>Main Street is a collector street. Development of this area needs to recognize that Main Street will continue to function as a collector street and not adversely impact through-traffic needs.</p> <p>The 75-acre parcel east of Main St. is currently "landlocked" on the east side, prohibiting access to Anderson Rd. unless property acquisition or easement(s) occur.</p>	<p>The limited number of existing streets, especially on the east side of Main Street provides flexibility in street design and access.</p> <p>The establishing grid system west of Main Street (Kinkade, Willow Fork, Dillabaugh, Locust, and STADNE Wilson streets) makes it logical to further develop this area with a street grid system.</p>

**Boardman Main Street "Downtown" Development Plan
2000-2001**

		The large parcels of land and limited number of existing access points on Main, Wilson, and Oregon Trail Blvd. enables the City to establish and implement access management in this area.
Neighborhood Boundaries	The Trade Winds and Sunridge Terrace Subdivisions, located on the east side of the 75-acre parcel (east of Main St.) currently does not provide any public connections between Oregon Trail Blvd. and Wilson Rd.	Opportunity to develop the 75-acre site east of Main Street with compatible uses on the east side adjacent to the two subdivisions. This may include public access (vehicular and/or pedestrian/ bicycle) connecting the new development to Anderson Rd.
Pedestrian Generators		Existing pedestrian generators located west of Main Street include the elementary school and commercial uses on Main Street, i.e. Sentry Market. The library can be considered a pedestrian generator – located on Main Street and connected to the elementary school and residential areas by the existing multi-use pathway on Main Street and Wilson Road.
Schools		The existing elementary school is located on the south side of Wilson Road near residential areas and in proximity to the commercial zoned area.
Walking distance to nearby destinations		There is approximately .6 mile between the library and elementary school via the existing multi-use pathway with the market located between these two destinations. Residential areas are within ½ mile of the market and library.
Logical Block and Building Placement Configurations		The west side of Main Street is developing with a street grid system. This should be continued as development occurs, creating logical and easily accessible streets and parcels of land. The generally level topography does not restrict street layout.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Existing Features	Constraints	Opportunities
Drainage Features	There are limited drainage features. As development in this area occurs, a comprehensive drainage system needs to be developed to serve this entire area.	
Significant Vegetation	Significant vegetation is missing in this area.	Street trees have been planted along the east side of Main Street.
Parking	Existing parking is located between Main Street and buildings along the west side of Main Street. This creates an "auto-dominated" character.	The large undeveloped area enables adequate capacity and location of parking to occur with development. Parking should generally be located behind and to the sides of building in order to create a pedestrian friendly environment.
Traffic Control Facilities		Traffic control facilities in this area are currently limited to stop signs at Main St./Wilson Rd. and local street connecting to Main St.
Multi-use Pathway		Opportunity to expand the existing multi-use pathway located on Main St. and Wilson Rd. throughout this area including the BPA easement.
Infrastructure	The generally flat area requires consideration and design of a comprehensive storm drainage system concurrent with development.	
Land Use Concerns		<p>The existing zoning presents a logical and compatible land use system. Commercial zoned land is generally surrounded by residential land, providing an opportunity for commercial development to occur in proximity to residential areas.</p> <p>Opportunity to provide downtown mixed use development which will create a walkable, pedestrian friendly environment, and reduce automobile dependency.</p>
Urban Design Issues and Redevelopment Opportunities	Currently, there are no significant urban design features.	The largely undeveloped land in this area presents the opportunity to establish a cohesive development pattern with design standards. The limited number of existing structures (west side of Main St.) can be redeveloped to "fit" in with the new downtown area.



OPPORTUNITIES & CONSTRAINTS

**Boardman Main Street "Downtown" Development Plan
2000-2001**

EXISTING TRAFFIC AND ROADWAY CONDITIONS

This section summarizes our assessment of existing traffic and roadway conditions along Main Street. The study area for this project is along Main Street from south of the interchange with I-84 to Wilson Road. The objective of this task is to establish baseline traffic conditions and operational issues that will be used to assess future traffic volumes and needs throughout the study area. Major findings of this assessment include:

1. The Boardman Transportation System Plan (June 1999) reported that volumes along Main Street tend to peak on weekday afternoons from 4-5 PM. However, our observations and comments from City staff indicate another peak period earlier between 2-3 PM when the schools lets out. To quantify these concerns, traffic operations were observed during the traditional 4-6 PM peak hours as well as near the schools during these earlier times for both schools. Capacity analyses at these intersections found that they operate at LOS B or better during the 4-5 PM Peak Hour.
2. An extensive multi-use pedestrian and bicycle path runs along Main Street (west side) and Wilson Road (north side) throughout the study area.
3. Most streets in the study area do not have on-street parking. The only major obvious off-street parking area is the lot for the supermarket along Main Street.
4. During the last three years, 2 accidents were reported near the intersection of Main Street and Kinkade Road and another accident was reported near the Main Street and Wilson Road intersection. To improve traffic safety, the intersection of Main Street and Wilson Road was recently converted to all-way stop control.
5. Key traffic operational issues appear to be capacity at the Main Street/I-84 Interchange at projected future traffic volumes.

The following paragraphs document the information reviewed, analyses, results, and major findings.

STUDY AREA

The project's study area is along Main Street from south of the I-84 Interchange to Wilson Road. Attached are photos of the key study area roadways. Figure II-2 shows existing traffic control configurations at key intersections throughout the study area.

Area Land Uses

The project's study area encompasses the proposed Boardman downtown area. All the land in this area is zoned for residential or commercial uses. Along Main Street are freeway commercial uses just south of the interchange, a commercial area containing a Sentry Supermarket and professional offices near Kinkade Road, and residential areas to the west. Most the land east of Main Street is vacant and a new subdivision is under construction. Other main

traffic generators include the City Hall, Police Station, High School and other freeway commercial uses just north of the interchange, and the elementary schools and daycare along Wilson Road, west of Main Street. It should also be noted that Boardman has a public park/recreation area along the Columbia River to the north, which includes a boat launch.

Roadway Characteristics

Table 1 presents the characteristics of Main Street and key minor streets through the study area. Main Street contains two lanes (one in each direction) and is 28 feet wide and does not contain any marked turn lanes at the minor streets. Parking is not permitted along Main Street or Wilson Road.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Pedestrian and Bicycling Facilities

Boardman has a multi-use path (for pedestrians and bicyclists) along the west side of Main Street and the north side of Wilson Road throughout the study area as shown on Figure II-3 and the attached pictures. Most the minor streets have sidewalks along both sides. Most of the street corners along these streets also have handicap ramp treatments. No bicycle lanes are marked in the study area. Few pedestrians and/or bicyclists observed during our site visits, except in the immediate areas of the schools.

Other Features

The City of Boardman has one main route to/from I-84. This access is along Main Street to the interchange with I-84 at the north part of the study area. Interstate 84 is also accessible about 6 miles to the east along Wilson Road and about 4 miles to the west along Kunze Road south of the study area.

Existing Traffic Volumes and Peak Hour Operations

Traffic Volumes

This study will rely on several sources of traffic volume data that include ODOT daily traffic counts at the I-84 ramps, PM peak hour counts from the original Transportation Systems Plan(TSP) performed in 1998 and PM peak hour counts conducted by CTS Engineers during 2000. Daily traffic volumes were estimated from the PM peak hour counts. All of these volumes are summarized on Figure II-3. CTS also conducted peak 15-minute counts when the schools let out in an effort to quantify observed volumes during the 2-3 PM hour. Figure II-3 also summarizes these data. Comparing the 1998 volumes to more recent 2000 volumes indicates that they are similar, although overall the more recent counts are generally higher. The most of the 2000 traffic volume counts were taken in May, which is considered a peak month for this

area. These volumes will be used as the basis for future volume estimates as they represent typical peak hour peak month traffic volumes. Traffic volumes during the school release times appear to be very intense for about 15 minutes, but dissipate afterwards. While these may represent a peak 15 minutes, the basis of the analysis should be for a peak hour that occurs thought the year. Finally, along Main Street, less than 3 percent of vehicles were large trucks, although some recreational vehicles and horses were observed. However, at the interchange a higher percent of trucks (approximately 5%) was counted.

Peak Hour Traffic Operations

Traffic conditions at key intersections were analyzed during the critical PM peak hours based on the volumes shown in Figure II-3. Intersection operational analyses were conducted using the procedures in the 1997 Highway Capacity Manual (HCM) for evaluating signalized and unsignalized intersections, which describe the traffic operations of an intersection in terms of its Level of Service (LOS). The Level of Service (LOS) criteria range from "A", which indicates little, if any, delay, to "F", which indicates that vehicles experience long delays. Tables 2 and 2A show the results of the intersection capacity analyses for both the 1998 and 2000 traffic volumes. These analyses indicate that these intersections operate at LOS B or better during the PM peak periods. The 1999 Oregon Highway Plan uses volume to capacity ratios (v/c) to evaluate mobility deficiencies and needs. V/C is the ratio of peak hour traffic volume to maximum hourly volume of vehicles that a roadway section can pass. In other words, v/c measures the percentage of the capacity of the roadway section that is utilized during the peak hour. The maximum acceptable v/c ratio for District/Local Interest Roads outside the Portland Metro is 0.80.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 1: 1998 Levels of Service

Intersection	Weekday PM Peak Hour		
	Unsignalized Intersection		
	Avg Vehicle Delay (Sec/Veh)	LOS	v/c
Main Street/I-84 Westbound Ramp WB Approach	8.4	B	0.23
Main Street/I-84 Eastbound Ramp EB Approach	8.7	B	0.05
South Main Street/Front Street EB Approach	7.5	B	0.07
South Main Street/Wilson Road SB Approach	4.8	A	0.24

Table 2A: 2000 Levels of Service

Intersection	Weekday PM Peak Hour		
	Unsignalized Intersection		
	Avg Vehicle Delay (Sec/Veh)	LOS	v/c
Main Street/I-84 Westbound Ramp WB Approach	12.4	B	0.16
Main Street/I-84 Eastbound Ramp EB Approach	12.6	B	0.14
South Main Street/Kinkade Road EB Approach	10.6	B	0.11

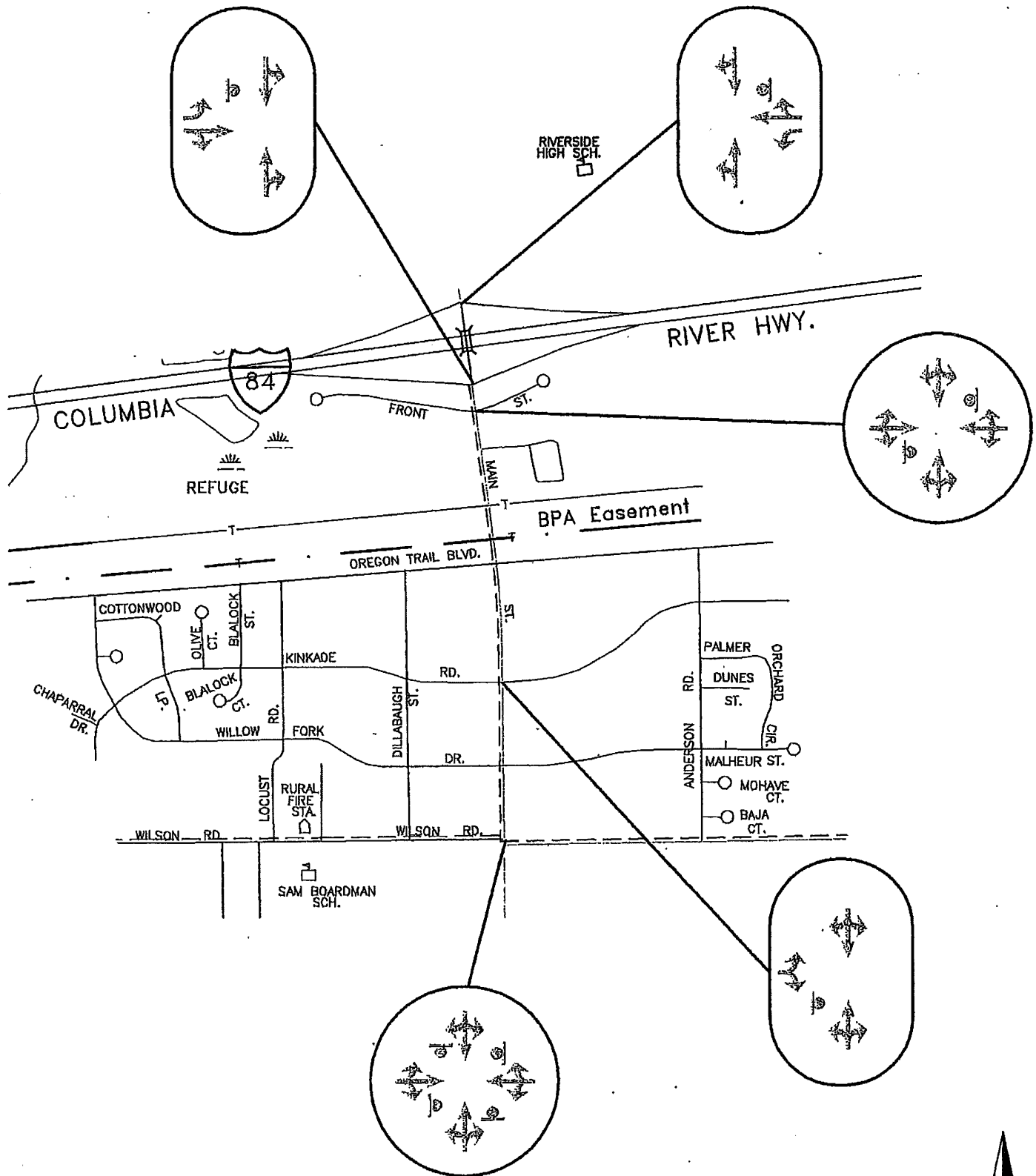
Traffic Safety

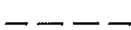
Accident records for the most recent three years of available data (January 1997 to December 1999) were obtained from ODOT files for Main Street. These data are summarized on Figure II-4. During this period, only three accidents were reported. Of these, 2 occurred at the intersection of Main Street and Kinkade Road. The other accident reported occurred at the intersection of Main Street and Wilson Road. According to the 1999 TSP, this was a problem intersection. It should be noted that the TSP recommended that a safety improvement occur at this intersection. Specifically, it should be converted to all way stop controlled intersection. This improvement was in place by the spring of 2000. For reference, the past traffic safety analysis from the TSP is attached to this memorandum.


Transportation Issues

In reviewing the TSP and in our discussion with City officials and members of the technical advisory committee (TAC) transportation issues through the study area are limited. One issue is the future capacity of the interchange and at what level of future traffic will traffic signal be needed at the ramp intersections. The future traffic analysis in the TSP reveal that the westbound I-84 ramp is more critical than the eastbound ramp. People also commented about traffic congestion when the schools let out. Our observations found that traffic volumes are relatively high for about 15 minutes during these periods, but dissipate shortly afterwards.

Figure II-2: Existing Traffic Controls And Lane Configurations at Study Area Intersections



Multi-Use Path 

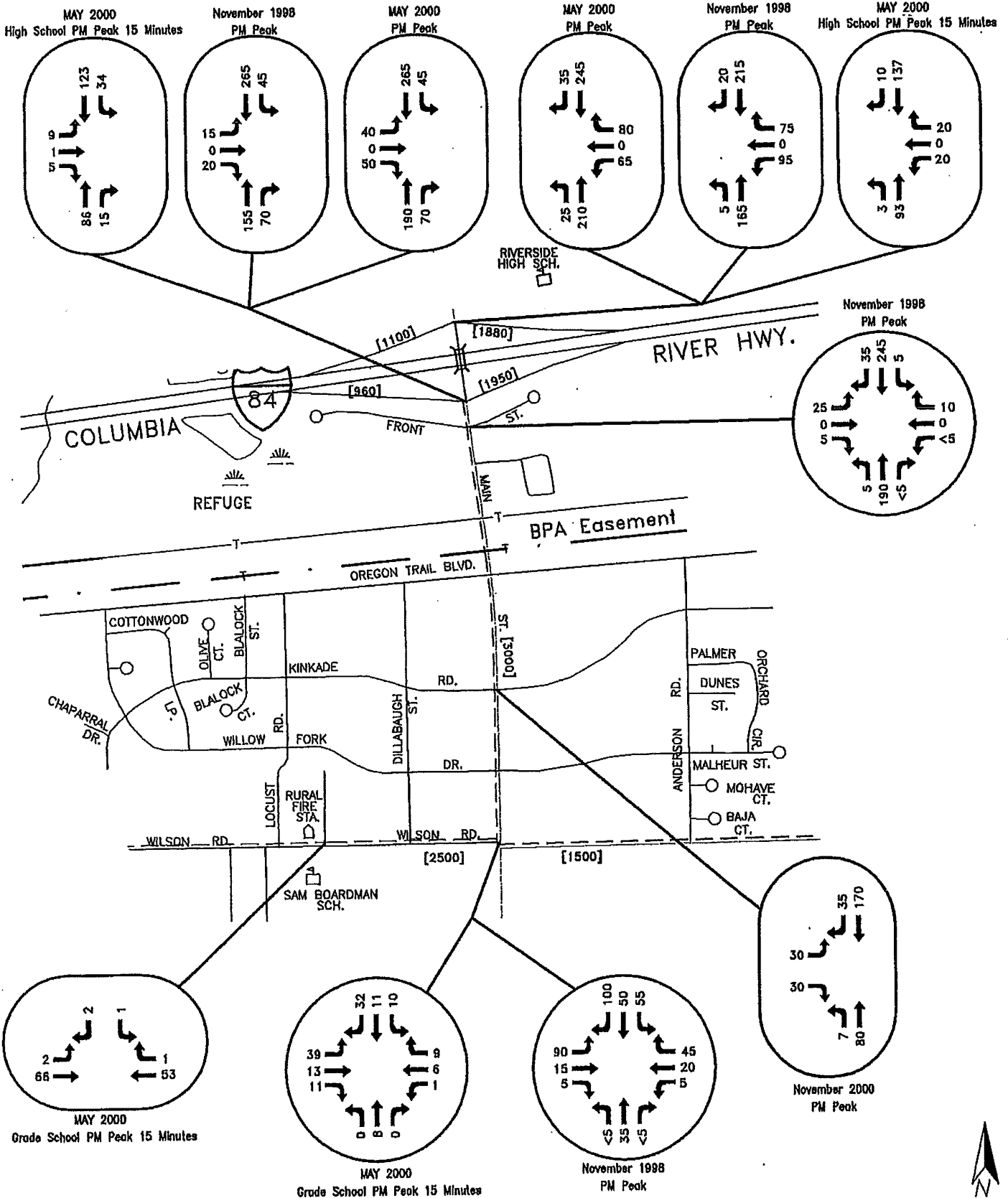
Stop Sign 

Boardman TSP



Drawing not to scale.
cts Engineers, Inc.

Figure II-3: Recent Peak Hour Traffic Volumes



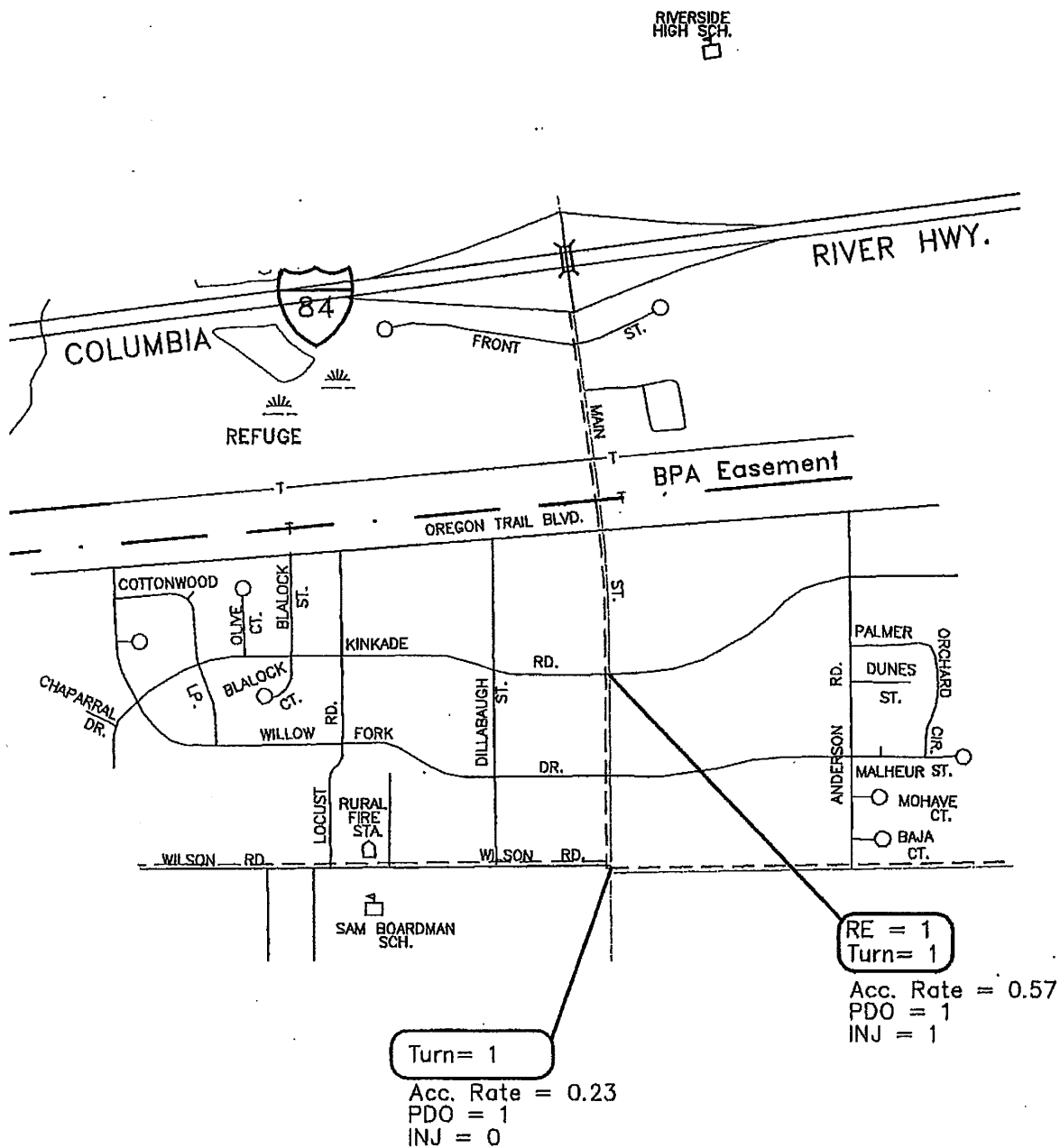
Annual Daily Traffic [ADT]

Boardman TSP

Drawing not to scale.

cts Engineers, Inc.

Figure II-4: Recent Accidents (January 1997 to December 1999)



KEY: RE = Rear-end
 S/S = Sideswipe
 Fix Obj = Fixed Object
 PDO = Property Damage
 INJ = Injury

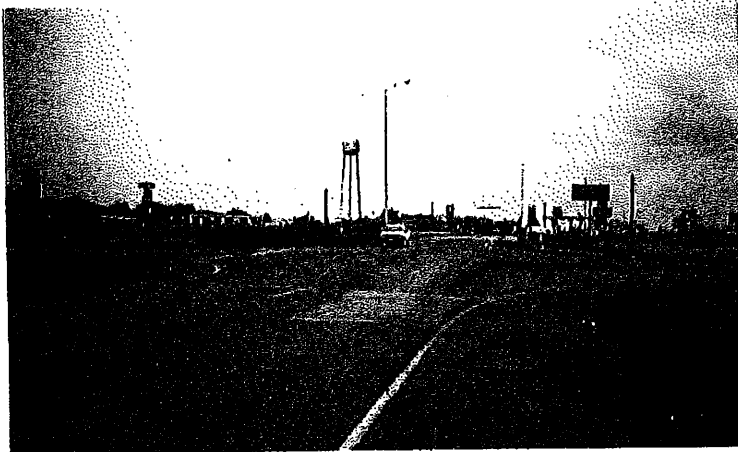
ACC. Rate = Average Accident Rate Per Million Entering Vehicles

Boardman TSP

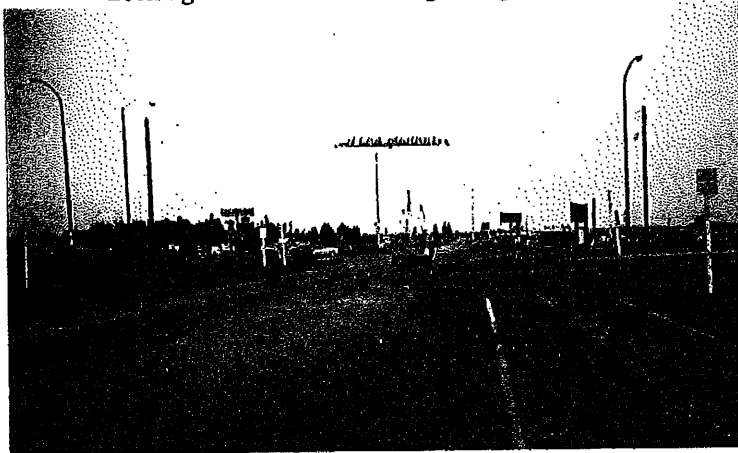


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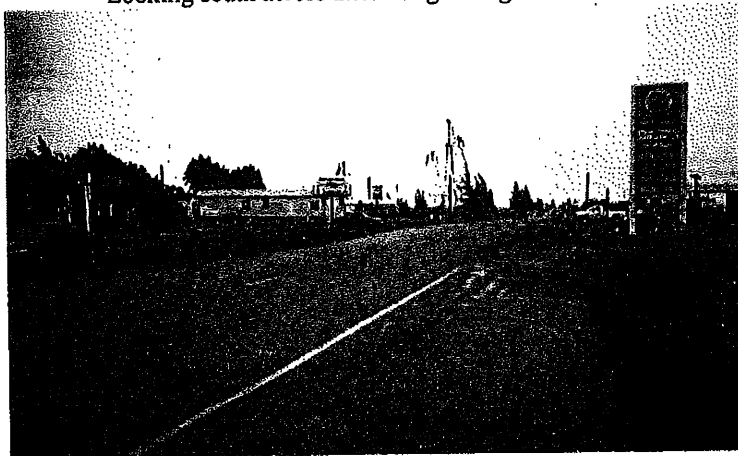
cts Engineers, Inc.



Looking north across interchange along Main Street



Looking south across interchange along Main Street



Looking south along Main Street from just south of interchange north of SW/SE Front Street



Looking EB along SW/SE Front Street across Main Street



Looking south along Main Street from just north of shopping center



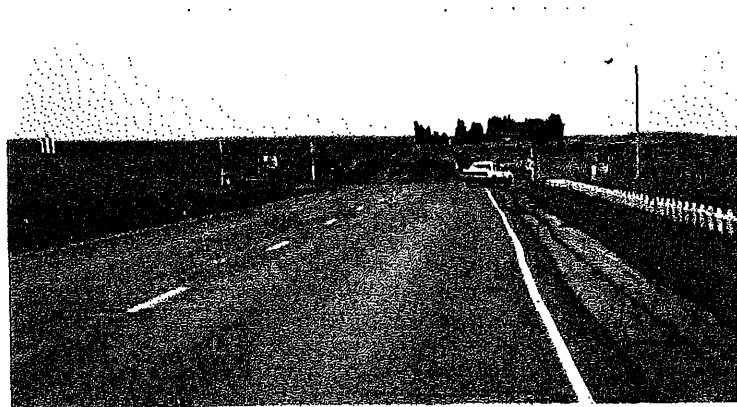
Looking north along Maon Street from just north of shopping center



Looking EB along KinKade at Main Street



Looking along the multi-use path on the west side of Main Street from south of shopping center



Looking SB along Main Street at Wilson Road



Looking WB along Wilson Road at Main Street (note school at far left)

**Boardman Main Street "Downtown" Development Plan
2000-2001**

MARKET ANALYSIS AND DRAFT DEVELOPMENT PROGRAM

Boardman is somewhat unique in that the number of people employed in Boardman exceeds the population. This is primarily due to the large employment base of the Port of Morrow located within Boardman, and the limited housing that is currently available for employees and their families. Existing commercial uses are limited to those areas just north and south I-84 on Main Street. Commercial uses generally consists of restaurants, gas stations, motels, and other tourist related retail uses. A grocery store, auto parts, library and a few other service oriented uses are located along the west side of Main Street, south of I-84.

The subject site, located south of I-84 has a significant amount of undeveloped land including the 75-acre site east of Main Street between Oregon Trail Blvd. and Wilson Road that is zoned commercial, and commercially zoned land west of Main Street between existing uses and immediate west of the existing uses, i.e. grocery store, auto parts, library, etc. In addition, there is considerable residential zoned land east, west, and south of the commercial zoned land that is undeveloped.

The following summary is based on a preliminary review and recommendations of a market analyst, John Ingle of Palmer, Groth, and Pietka. These observations and conclusions should not be based on statistical analysis, but should be viewed based on Mr. Ingle's professional expertise and familiarity with Boardman and the surrounding area.

A general land use concept and development program for the 75-acre commercial zoned site located east of Main Street was described and reviewed with Mr. Ingle. The land use plan, enclosed in the Concept Plan Section, includes a mix of public, retail, office, multi-family, and single family uses. The concept land use plan generally shows the potential for approximately 30,000 square feet of retail space, 23,000 square feet of office, 225 single family dwellings on 40-acres, and 125 multi-family dwelling units. The market analysts preliminary comments are provided below.

Generally, the distribution of land uses appears appropriate.

Housing

Show as big a variety as possible for housing. The more diverse types of multi-family housing we can show, the more opportunities there will be, and therefore, the more realistic the market conditions will be.

The amount of housing (dwelling units) shown on the plan indicates that it will likely take about 20 years for that absorption to occur.

±16 units per apartment complex is appropriate.

Consider an assisted living facility, preferably near the public uses and retail uses.

If residential rents are about \$100 cheaper than comparable residential dwellings in Hermiston, people that work in Boardman will likely live in Boardman. Because Hermiston is more service oriented, people will likely live in Hermiston and commute to Boardman if rents are similar.

Show 20-30 townhouse units. This is attractive because it addresses affordability (less expensive than buying a single family dwelling) and attractive for investment.

Add as much open space in the residential areas as possible (to make the housing more realistic from a market standpoint).

Retail/Office

Orient offices closer to public offices, i.e. title company, attorneys, etc. near public offices.

Consider flipping the grocery store to the east side of Main Street as a retail anchor with accompanying neighborhood villages uses or, flip retail uses to west side creating neighborhood village near/around the existing grocery store.

There are limited retail opportunities. Do not show specific retail uses that would just replace (displace) an existing retail use. Consider retail uses that are in Boardman now, but would attract people, i.e.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

farm supply, hardware, outlet mall, bars, rifle range,
bass fishing, etc.

Offices sizes shown on the plan make sense.

Landmarks/Special Events

Attract visitors by providing landmark, i.e. this is a
hot stretch, possibly a Boardman Waterpark/Pioneer
Park – a waterslide visible from the freeway at the

community swimming pool. Combine with a park,
i.e. Pioneer Park.

Consider special events that would attract people,
i.e. didn't Dodge City Restaurant once have a small
arena for rodeo events at one time?

Other

Isn't there a petroglyph in Boardman?

**Boardman Main Street "Downtown" Development Plan
2000-2001**

III. NOVEMBER 16, 2000 PUBLIC MEETINGS & DESIGN CHARRETTES

On November 16 2000, a Project Management Team Meeting, Youth Charrette, and Community Kick-Off Meeting/Charrette were conducted. Summaries of the Youth Design Charrette and Community Kick-off Meeting/Design Charrette are provided below.

YOUTH DESIGN CHARRETTE



The 4th grade class list of desired uses and elements for Boardman's New Downtown:

What would you like to do in a new downtown?

- Skateboard Park
- Radio Shack
- Park
- 4-wheeler monster track
- Macy's Store
- Chuck Cheese
- Silverwood
- Scotts - Bike Store
- BMX/Go Cart Track
- Soccer Field
- Zoo Museum
- Bicycle/Skate Repair Shop
- Mall
- Bowling
- Six Flags
- Toy-R-U's
- Hotels
- Sears
- Block Buster Video Store
- Water Park
- Disney Store
- Train Stops
- Gift Shop
- Comic Shop
- Skating Rink
- Skiing and Snowboarding
- Stop Lights
- Doughnut Shop
- Candy Store
- McDonalds
- Ice Skating
- Football Team
- Movie Theater
- Skate Shop
- Wal-Mart
- Chinese Restaurant
- Airport
- Pokemon Store
- 99 Cent Store
- Pet Shop
- Community Theater - Plays
- Community Center
- Indoor Swimming Pool
- King Supers
- More Streets
- Arcade
- Bigger School
- Mexican Restaurant
- Hockey Rink
- Cookie Store - Tree

**Boardman Main Street "Downtown" Development Plan
2000-2001**

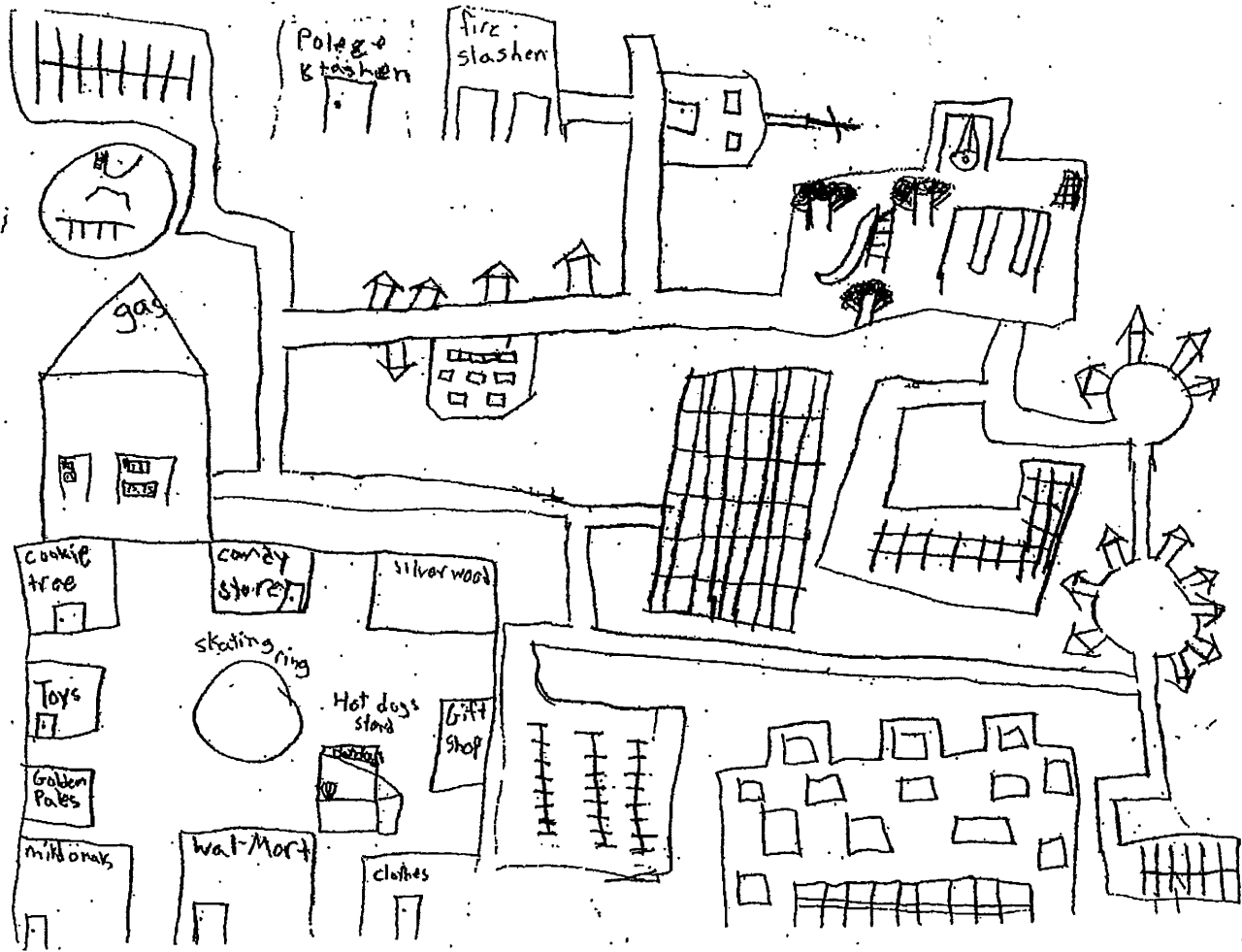
What would you like to see?

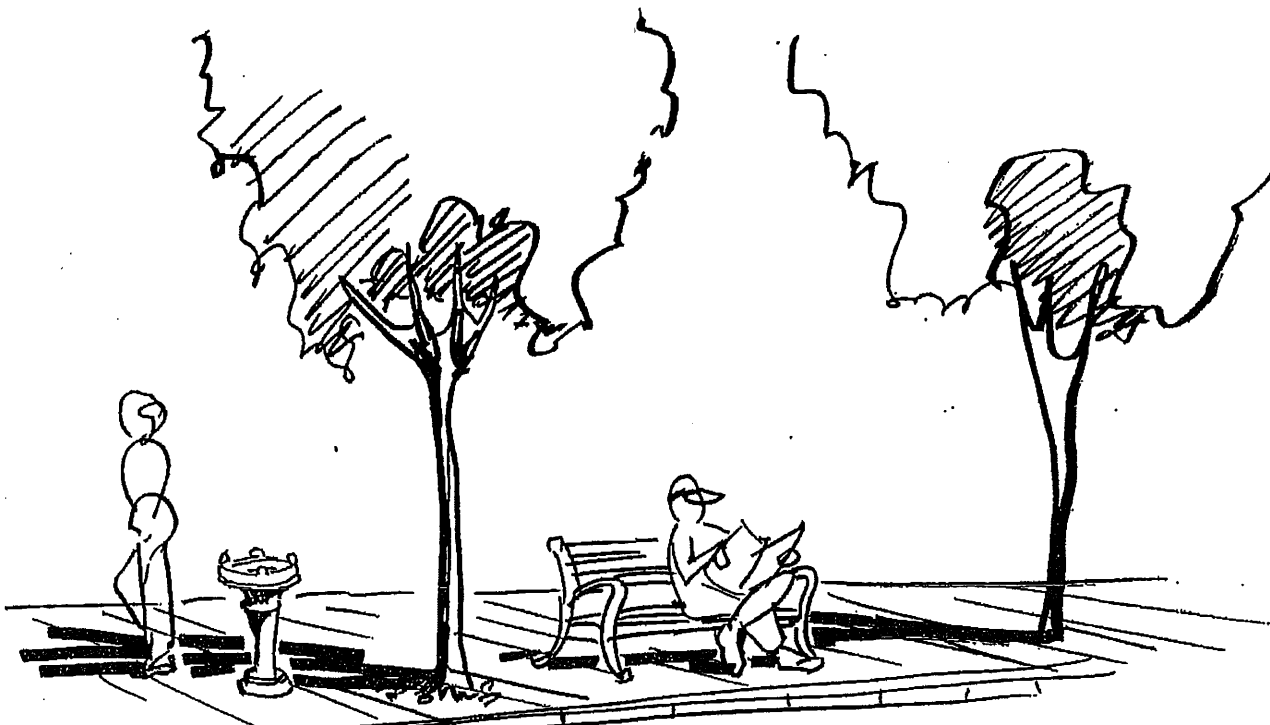
- Park
- Skateboard Park
- Bigger Slide (Tall, Huge-Huge)
- Merry-Go-Round
- Bike Path
- Basketball Court & Supplies
- Bears-Animals-Zoo
- Ice Cream Shop
- Public Football Field
- Bars for flips
- Tetherball
- Pyramid
- Monkey Cages – Bars
- Pyramid
- Tire Swings
- Cotton Candy Shop

How do you want to get to the new downtown?

- Community Bus
- Subway Car
- Go-Cart
- Scooter
- Bike
- Rollerblades
- Parents drive
- Walk
- Skateboard
- Jogging-Run

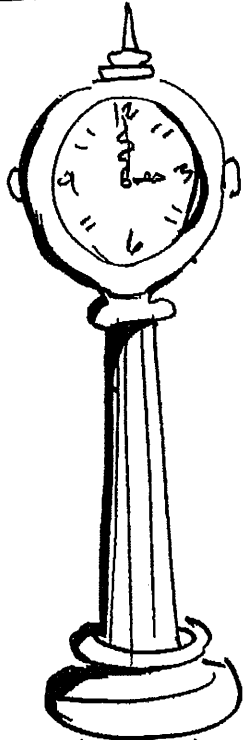
The 4th grade class also prepared sketches of their "new downtown". One example is provided below.





Fountain

Benches
Shade



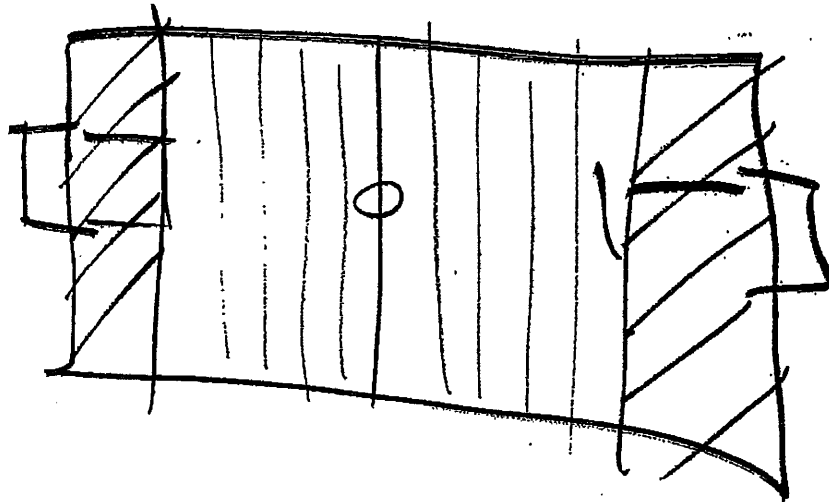
clock

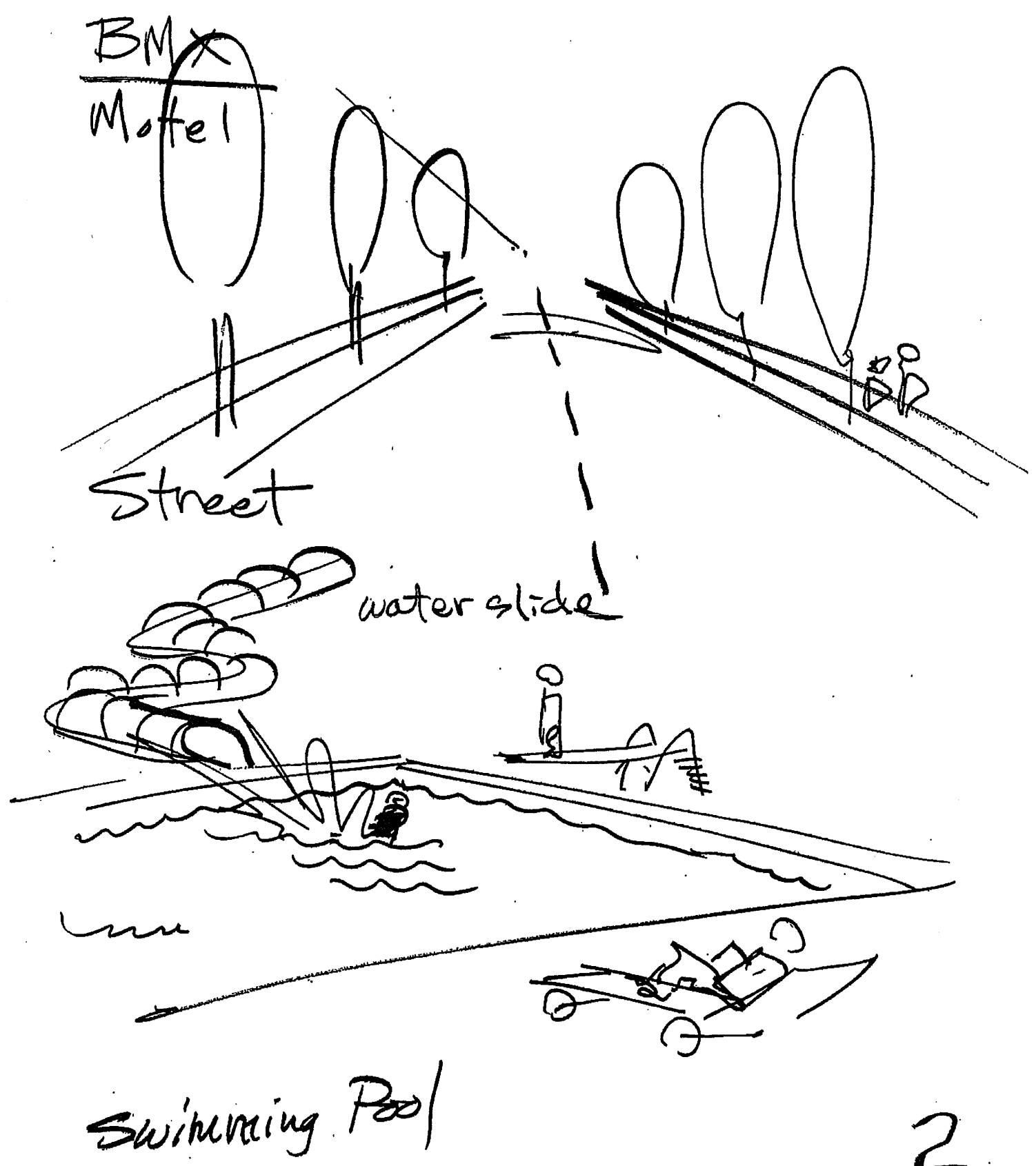
Furniture
Diagrams

Boardman Skate Park



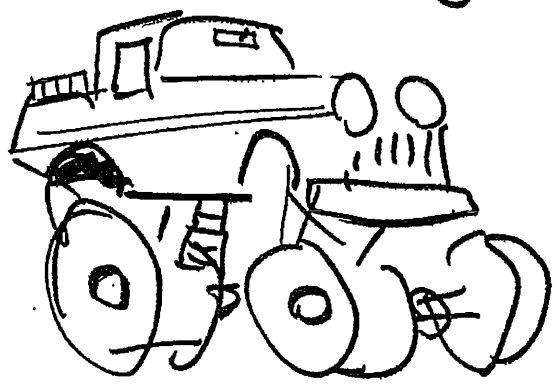
Football



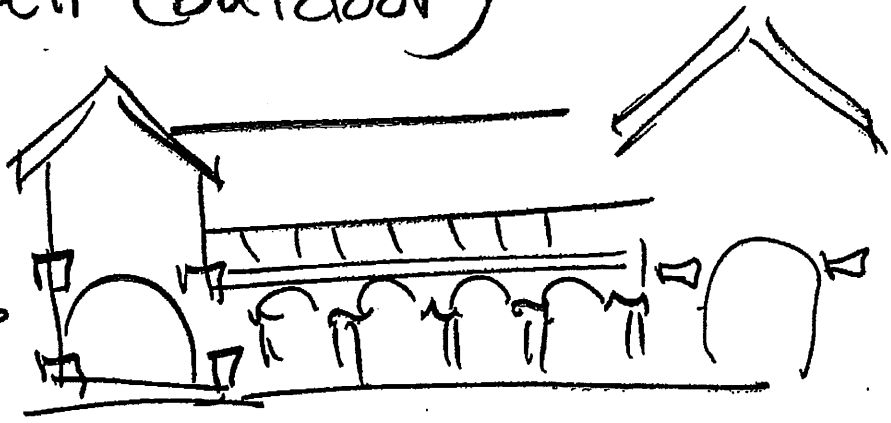
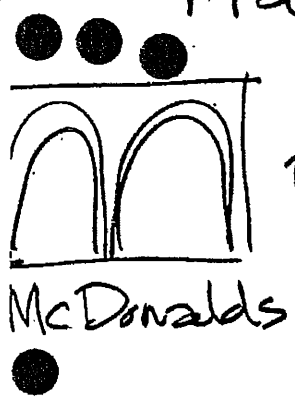


2

Monster trucks
Museum (not downtown)
Snow boarding

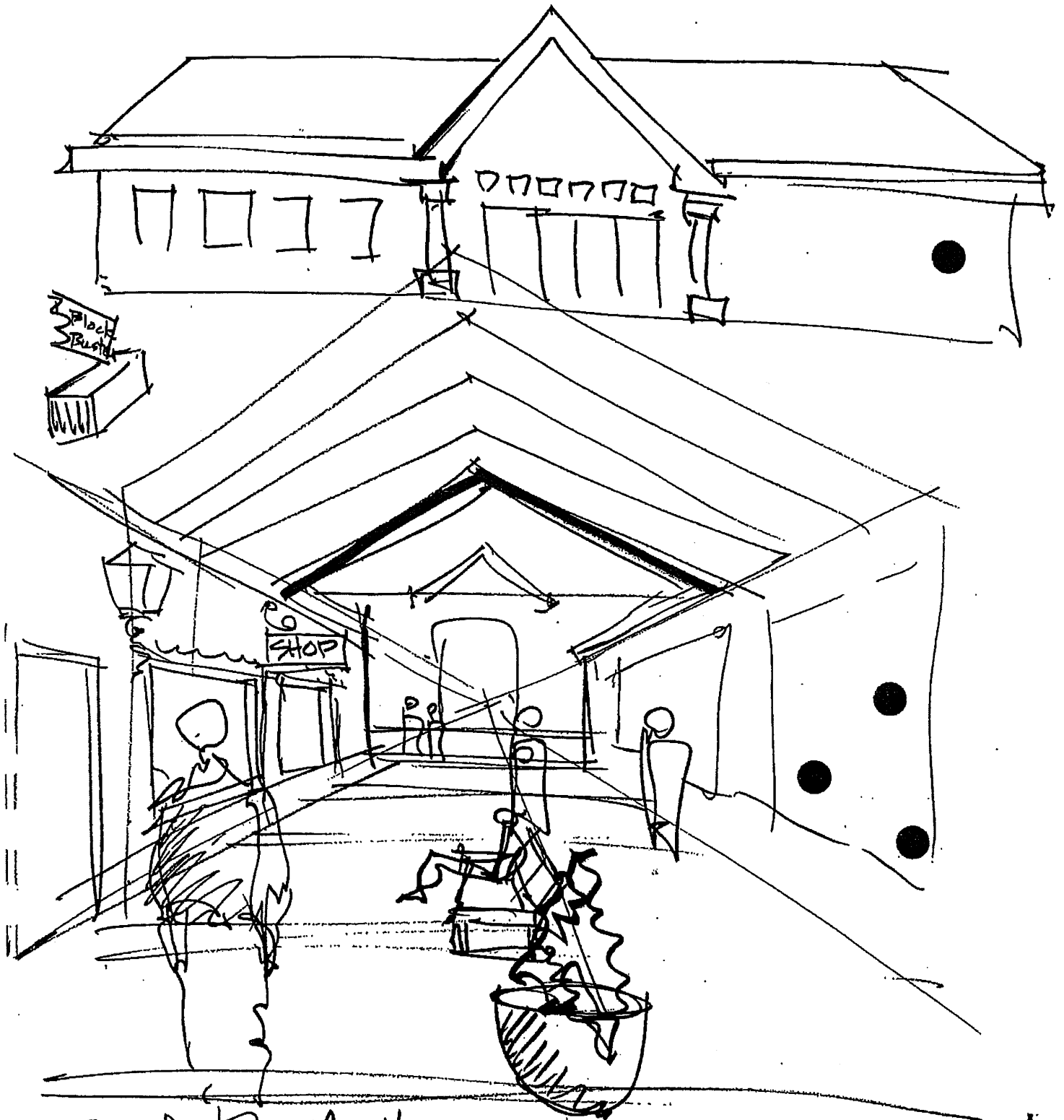


Mall (outdoor)



3

Community Center (downtown)



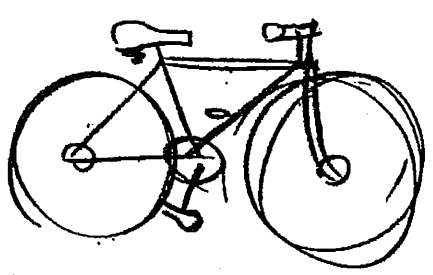
Indoor Mall

A

- 99¢ store ✓
- Comic books ✓
- Restaurants ✓
- Bike Shop
- Donut shop ✓
- New Bank
- Ice Cream ✓
- Power Plant
- Bike racks



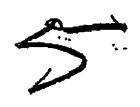
Ice Cream



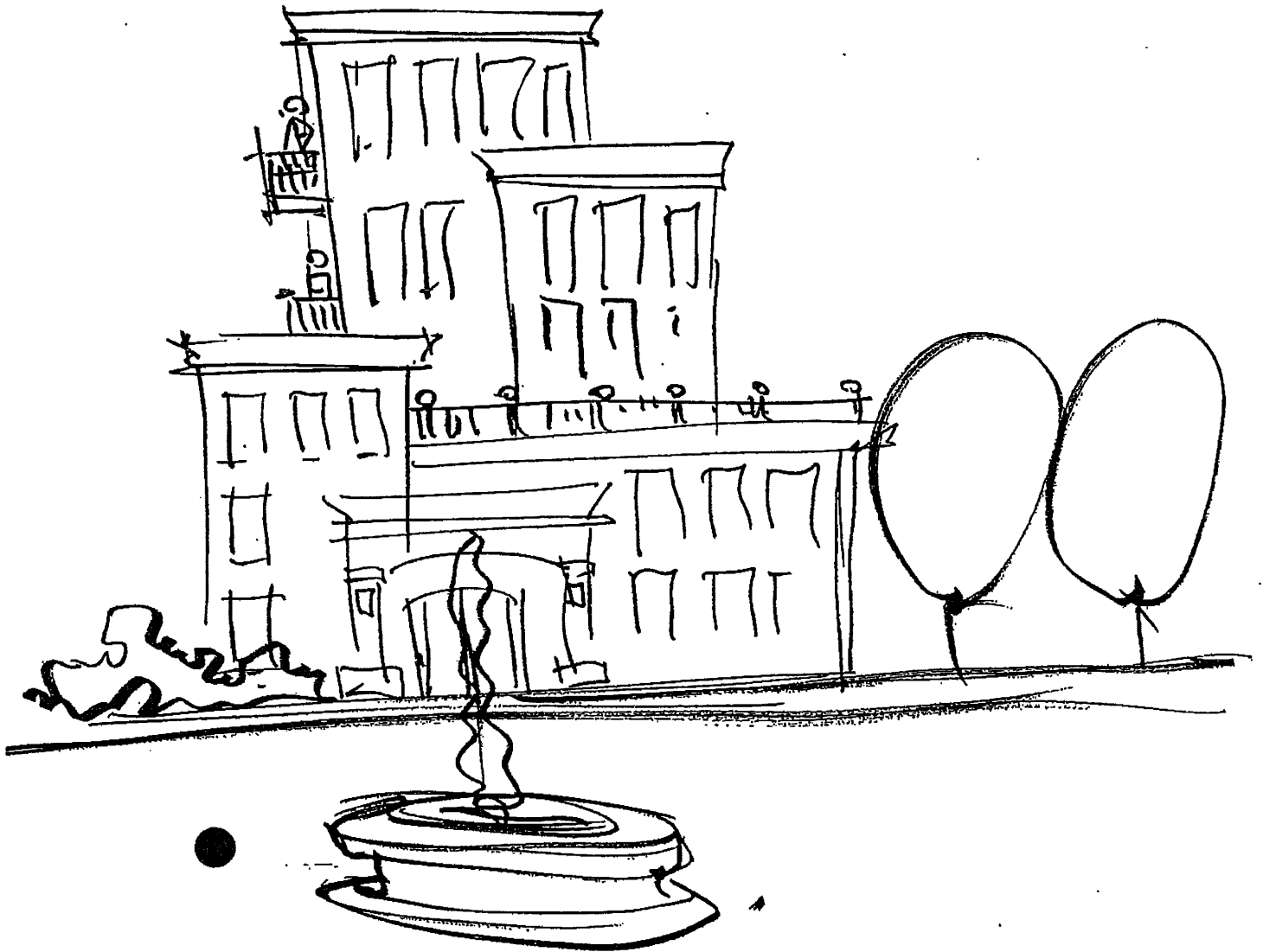
Bike



Donut



High rise building Hotel



6

**Boardman Main Street "Downtown" Development Plan
2000-2001**

COMMUNITY KICK-OFF MEETING/DESIGN CHARRETTE

The Existing Conditions Base Map, Opportunities and Constraints Analysis Diagram, Photographs of Existing Conditions, and Youth Design Charrette Sketches were displayed and discussed. The Kick-Off Meeting/Community Design Charrette included a presentation that showed participants several examples of downtown designs. The presentation was a collection of slides taken from the ODOT Patterns Book and from TriLand Design Group and Foster Consultants slide collections.

At the Community Kick-Off Meeting/Charrette there was considerable discussion on whether or not future commercial/downtown uses should develop south of I-84 or occur along the north I-84 frontage. Near the end of the meeting/charrette, participants were asked to place a "dot" on a map of Boardman where they preferred the downtown develop. Eight of the nine participants identified the preferred location for the future downtown to be south of I-84 near Main Street.

Four alternative concept diagrams were described which showed how the downtown could develop south of Main Street. This included:

- #1 Linear Concept Diagram with development focusing on the both sides of the Main Street frontage;

- #2 Nodal Concept Diagram with development focusing around a central public space located on the east side of Main Street across from Kinkade Street;

- #3 Perpendicular Concept Diagram with development occurring along a new east-west oriented street, east of Main Street.

- #4 Linear/Perpendicular Concept Diagram that has development occurring along the existing Main Street frontage and on a new east-west oriented street perpendicular to and east of Main Street.

Preferred Concept Diagram

Discussion resulted in participants placing "dots" on their preferred diagram. Participants concluded that they preferred an alteration to the #4 Linear/Perpendicular Concept. This preferred concept has development occurring along the existing Main Street frontage and on a new east-west oriented street perpendicular to Main Street on both the east and west sides. The east-west street would be along Kinkade Road which would extend east of Main Street.

Comparative Analysis Of Concept Diagrams

Descriptions are prefaced with one of four symbols:

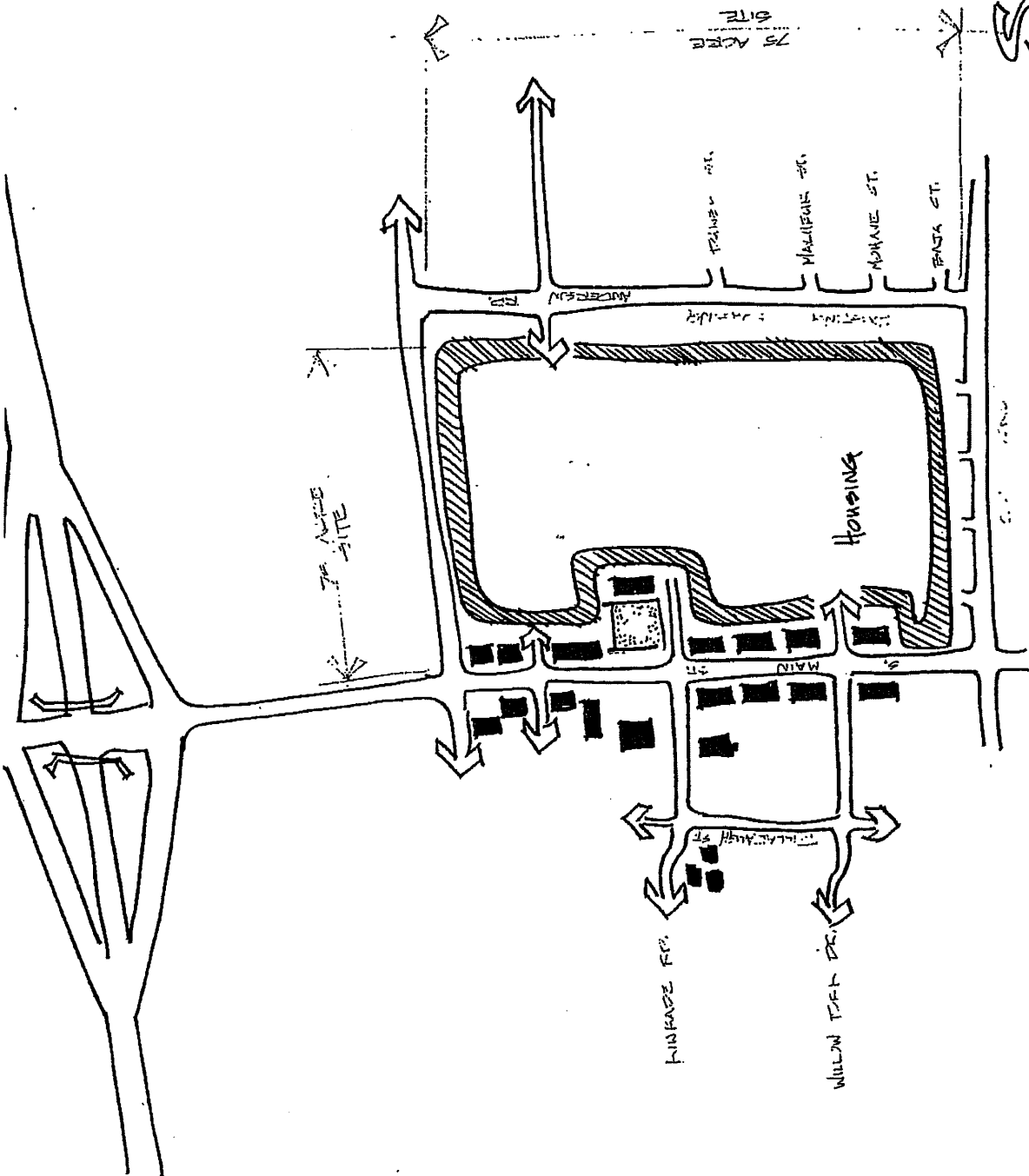
- ++ This indicates the Concept is very conducive and compatible with the identified Element
- + The Concept is somewhat conducive and compatible with the identified Element.
- The Concept is not conducive and compatible with the identified Element.
- The Concept is definitely not conducive and compatible with the identified Element.

Element	Linear Concept	Nodal Concept	Perpendicular Concept	Linear/ Perpendicular Concept
The need for Main Street to be a collector street and accommodate through-traffic.	-- Focuses development along Main Street frontage, competing with the needs of through traffic.	- Provides some development off Main Street however the focus of development is along Main Street.	++ Focuses development perpendicular to Main Street thereby enabling Main Street to function as a collector street.	+ Distributes development along both Main Street and perpendicular to Main Street.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

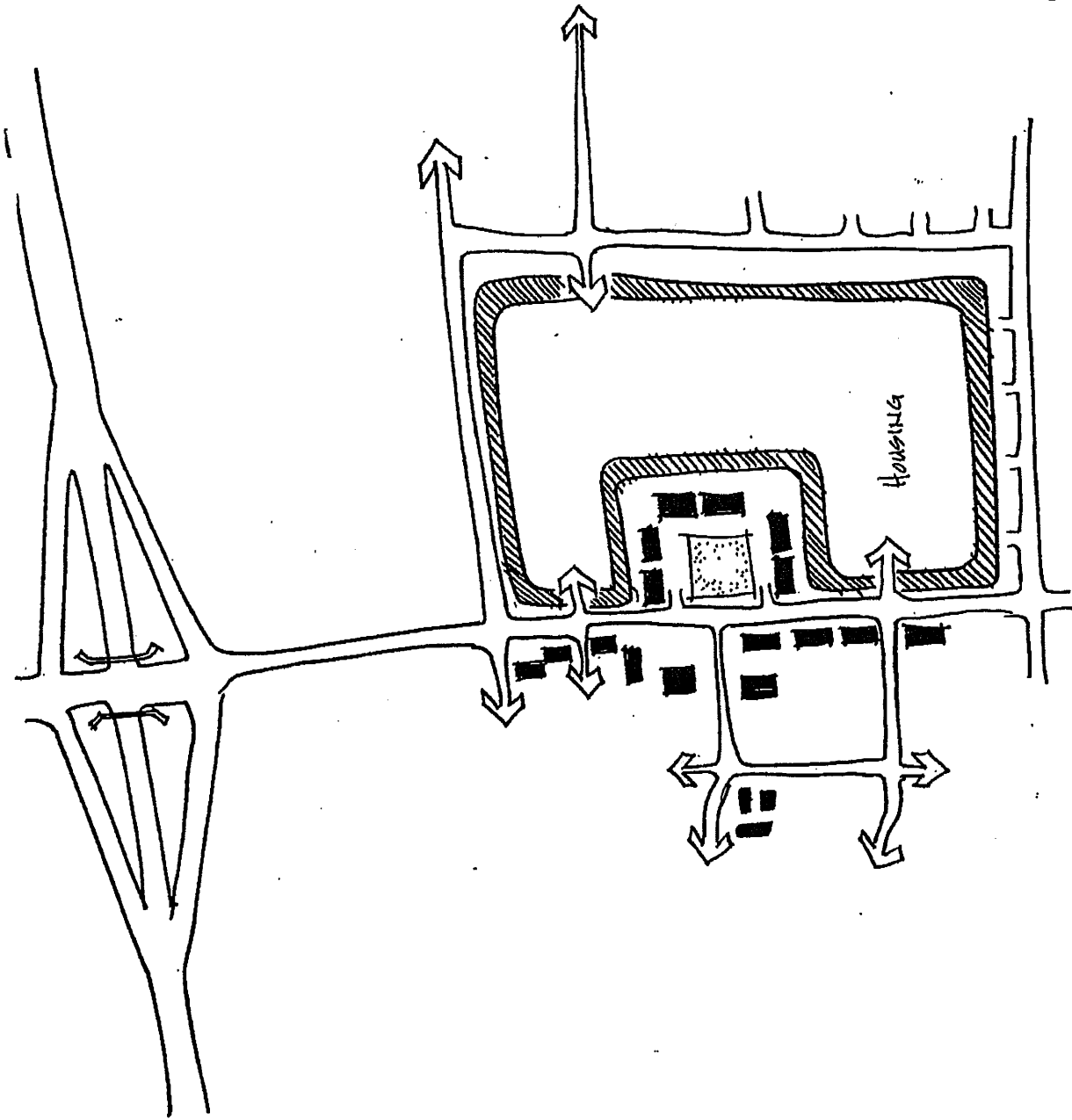
Element	Linear Concept	Nodal Concept	Perpendicular Concept	Linear/Perpendicular Concept
Provides a mix of land uses and compatible land use pattern	-- Provides downtown development in a linear pattern along Main Street with housing separated from the downtown.	- Although some "downtown" uses shown off Main Street, still concentrates commercial development on Main Street.	++ Clearly demonstrates commercial uses in the middle and surrounded by residential development in proximity to commercial uses.	++ Clearly demonstrates commercial uses in the middle and surrounded by residential development in proximity to commercial uses.
Multi-modal	+/- Development is focused on Main St. resulting in autos, bicyclists, and pedestrians concentrating on Main St. This is positive toward creating a multi-modal area if adequate facilities are provided, i.e. wide sidewalks buffered from autos. It could create conflicts amongst different transportation modes if adequate facilities are not provided.	+ Similar to Linear Concept although a central square will likely attract more pedestrians and bicyclists.	++ Multi-modal opportunities increase by locating a new "Main Street" in proximity to housing.	++ Multi-modal opportunities increase by locating a new "Main Street" in proximity to housing.
Parking	Each concept promotes parking located behind buildings in order to prohibit parking lots between streets and buildings, and create a pedestrian-friendly environment.			
Infrastructure	++ Main St. is the "central artery" for transportation, water, sewer, storm drainage, and other utilities	+ Infrastructure costs increase slightly (from the Linear Concept) due to the creation of the square.	- Major infrastructure must be constructed perpendicular to Main Street.	-- Infrastructure must be provided along both Main Street and the new perpendicular street.

In conclusion, the Perpendicular Concept and Linear/Perpendicular Concept have more positive attributes and the Linear Concept and Nodal Concept regarding accommodation of Main Street as a collector street, providing a mix of land uses and compatible land use pattern, and providing a multi-modal environment. Infrastructure costs may be less expensive with the Linear Concept. In each Concept, commercial and residential uses are fairly equal therefore not creating more or less population or employment in one Concept over another. The resulting development program needs to assure that excessive commercial development is not allowed given the existing commercial zoning. Excessive commercial zoning could result in "piece-meal" commercial development and therefore preclude the desire to create a compact, identifiable downtown.



SCHEME 1

LINEAR CONCEPT
 BOARDMAN DOWNTOWN DEVELOPMENT PLAN
 TRILAND DESIGN GROUP, INC. • FOSTER CONSULTANTS 11-16-2000



SCHEMATIC

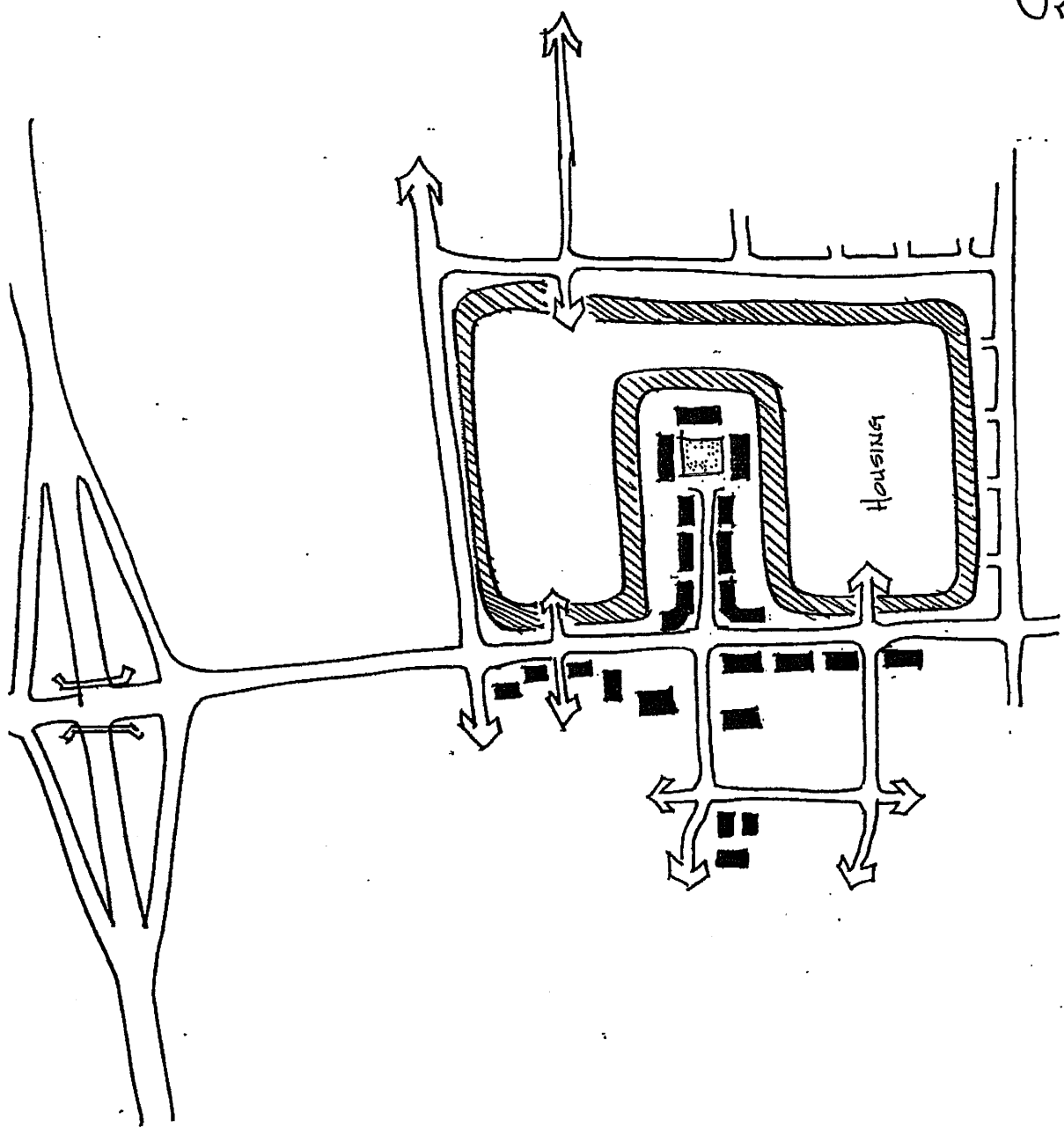
2

NODAL CONCEPT

PLAN

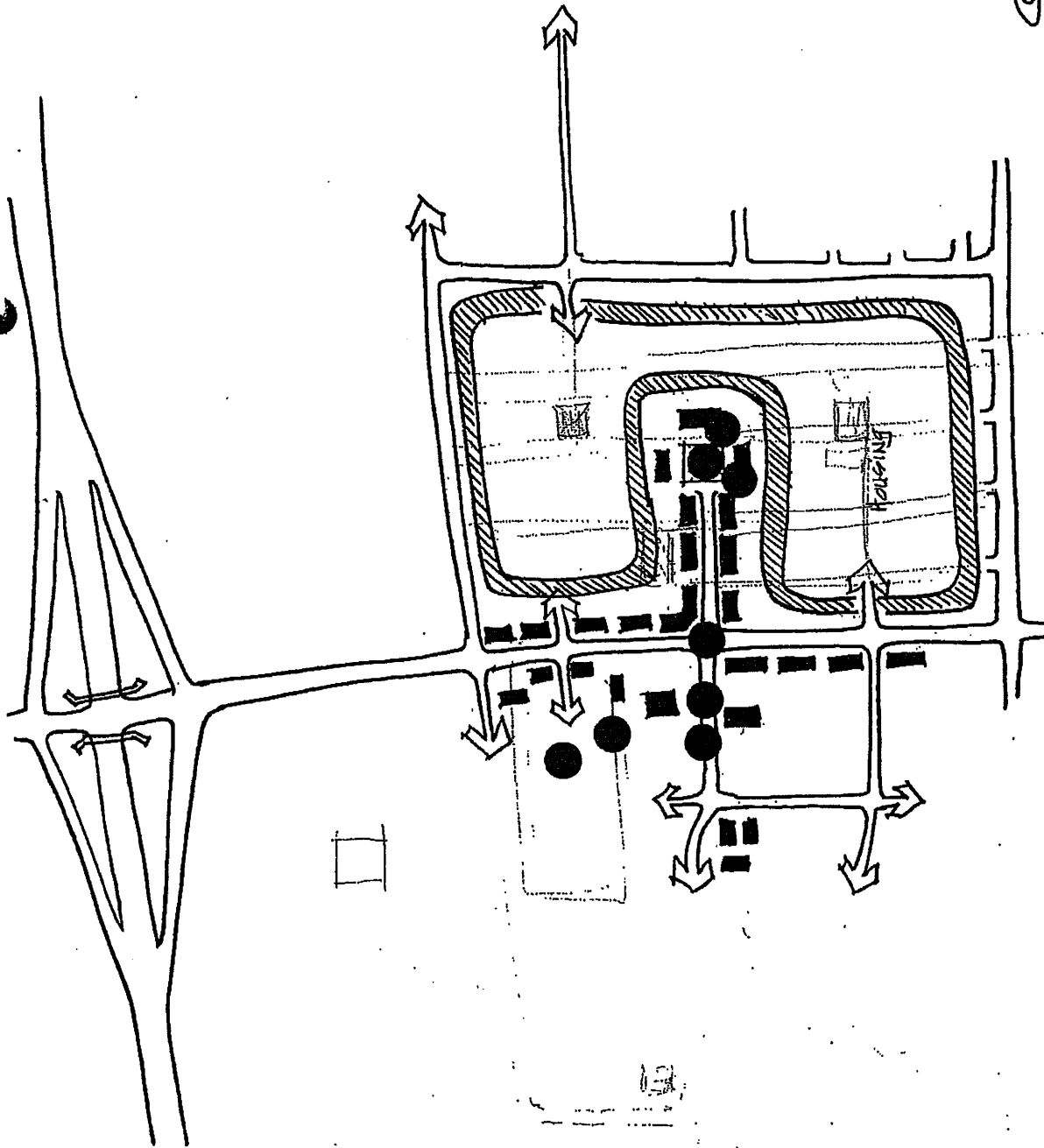
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BOARDMAN DOWNTOWN DEVELOPMENT
TRILAND DESIGN GROUP, INC. CO. FOSTER CONSULTANTS



SCHHEME 3

PERPENDICULAR CONCEPT
 BOARDMAN DOWNTOWN DEVELOPMENT PLAN
 11-16-2000
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SCHEME
 4

LINEAR / PERPENDICULAR CONCEPT
 BOARDMAN DOWNTOWN DEVELOPMENT PLAN

11-16-2000

FOSTER CONSULTANTS

TRILAND DESIGN GROUP, INC.

IV. CONCEPTUAL DESIGNS/SITE PLANS

LAND USE PLAN DESCRIPTION

Based on the results of the public meetings and design charrettes, three alternative conceptual designs/site plans were developed. The alternative concepts, described below, focus on:

- potential development of existing Main Street,
- the 75-acre site located east of Main Street,
- a new "main street" perpendicular to the existing Main Street that can be either east, west, or both east-west of Main Street.

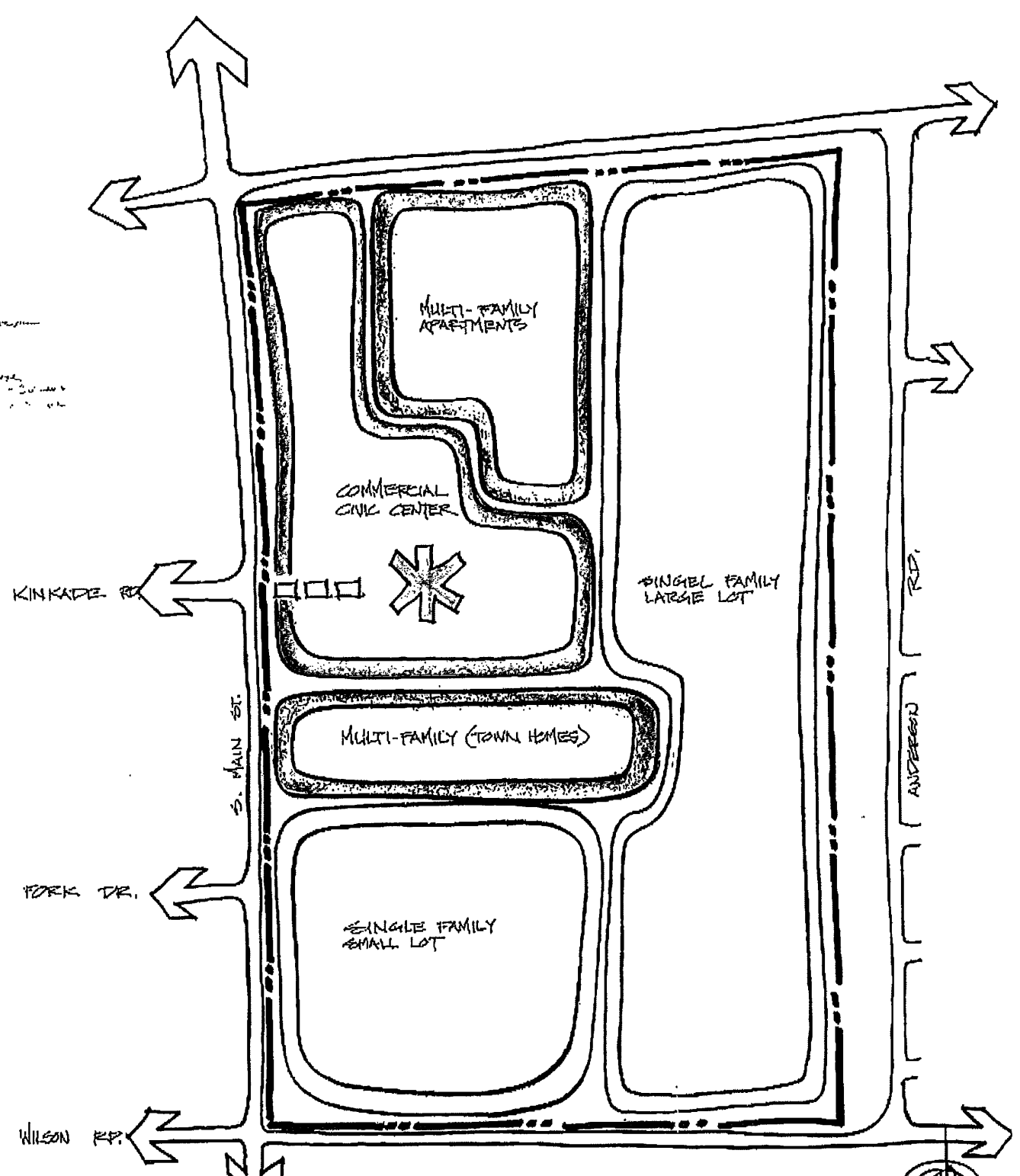
The location, development program, and physical framework used to prepare the alternative concepts was based on:

- the development program established by the TriLand Team including review and input from a market analyst,
- Incorporating the 75-acre preferred site established in the Transportation System Plan for the downtown location;
- The citizen's preferred Linear/Perpendicular Concept Diagram identified in the public meeting/design charrette that has development occurring along the existing Main Street frontage and on a new east-west oriented street perpendicular to Main Street on both the east and west sides.

Prior to developing the alternative concepts, a land use plan was prepared that identifies the general location, development program, and physical framework used to prepare the alternative concepts. The Land Use Plan includes the following components:

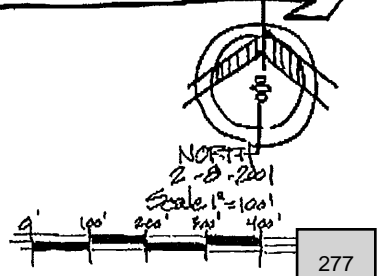
Land Use	Location	Size ±	Density/Sq. Ft.
Commercial/Civic Center	Along the east side of Main Street from Oregon Trail Blvd. to just south of Kinkade Road. The Commercial/Civic Center then extends up to 750 feet east, into the 75-acre site. It can also extend west along Kinkade Road.	15-20 acres	Retail: 30,000 – 35,000 sq. ft. Office: 20,000 – 25,000 sq. ft. Civic: 6-8 acres
Multi-Family (Apartments)	North-central part of site, south of Oregon Trail Blvd. East and north of the commercial/civic ctr.	7-12 acres	70-90 units
Multi-Family (Townhomes)	South of the commercial/civic ctr. East of Main St. between Kinkade Rd. and Willow Fork Dr.	5-10 acres	50-60 units
Single Family – Large Lot	Along the east side of the 75-acre site from Oregon Trail Blvd. to Wilson Road.	13-18 acres	70-80 lots 6,500 sq. ft. lots
Single Family – Small Lot	Southwest portion of the 75-acre site adjacent to Main St. and Wilson Rd.	12-15 acres	80-90 lots 5,000 sq. ft. lots

Handwritten notes in the top left corner, including a list of items and a date.



LAND USE PLAN

BOARDMAN, OREGON
TRILAND DESIGN GROUP INC.
FOSTER CONSULTANTS



***Bourman Main Street "Downtown" Development Plan
2000-2001***

KEY PLAN COMPONENTS

Key plan components that are consistent in each alternative are described below and illustrated in the enclosed birds-eye renderings and a perspective that illustrate the civic center, improvements to existing Main Street, and the new commercial "main street".

The Civic Center

In each alternative concept, the Civic Center is located one-block east of Main Street via an extended Kinkade Road. From Main Street, one sees the new City Hall/Library building with a Civic Square in the foreground. The Civic Square is a village green with gardens, amphitheater/fountain, and skateboard park. Civic buildings are located north and south of the Civic Square and include a community center/swimming pool, police station, and post office. The Civic Square is bordered by a loop street that provides access to the square and the civic buildings. The loop street can be either a one-way or two-way loop with parking. Off-street parking is provided behind the civic buildings.

Commercial Uses

Retail and office uses front Main Street and along the extended Kinkade Road which provides a new "main street" between existing Main Street and the Civic Center. The retail uses along Kinkade Road can also extend west of Main Street along the existing street. Retail uses are located at the street level with office or residential uses located on the second level. Buildings are located adjacent to sidewalks with parking located behind the buildings.

Streetscape elements are recommended along the new "main street" (extension and development of Kinkade Road). Streetscape elements includes building facades adjacent to the sidewalk. Wide sidewalks (10-14 feet) with "furniture zone" located adjacent to the curb with planters, street trees, benches, street lights, trash receptacles.

Office and service-related uses are located in the northwest part of the site, adjacent to Main Street and Oregon Trail Blvd.

Residential Uses

The multi-family areas can have a range of uses, i.e. apartments, townhouses, condominiums, assisted living, and other types of multi-family housing. The single family area located along the east side has 6,500 to 7,000 square foot lots with no alleys. The small lot tract located at the south end of the site show 5,000 square foot lots than can be single family, duplex, and zero lot line units. Dwelling would be located near the street creating a pedestrian friendly atmosphere with alleys provided for accessing garages located at the back of lots. Both multi-family and single family areas include parks, green spaces, and pedestrian connections.

Main Street

The existing Main Street, in each alternative concept, has street level retail uses occurring along the street frontage. Buildings, along the east side, are to be located close to the street, adjacent to the sidewalks with off-street parking provided behind the buildings. This concept is also recommended on the west side of Main Street, as infill of vacant parcels and redevelopment of developed properties occurs. Main Street is recommended to have four travel lanes with a tree-lined median and center turn-lanes at intersections. Curb extensions (bulb-outs) are to be provided at intersections providing a safer and enhanced pedestrian friendly atmosphere. Main Street could have parallel parking and bus pull-outs which could become additional travel lanes in the future if traffic volumes justify increasing capacity. A landscaped planter with street trees is located adjacent to the curb on both sides of Main Street. (Refer to the enclosed birds-eye rendering of Main Street.)

**Boardman Main Street "Downtown" Development Plan
2000-2001**

ALTERNATIVE CONCEPT DESIGNS/SITE PLANS

The three alternative concepts are described on the following pages. Each alternative includes:

- Brief description of the circulation system;
- Land Use & Circulation Diagram which identifies the different land uses and primary street system;
- Site Plan that illustrates specific land uses, building footprints, lots, parks, and circulation.

The Grid Concept

The Grid Concept is based on a street grid that has streets oriented north-south and east-west. The Grid extends existing Kinkade Road and Willow Fork Drive, the east-west oriented streets, located west of Main Street to the east, into the 75-acre site. New streets are incorporated into the Grid and connecting to the existing Main Street, Oregon Trail Blvd., and

Wilson Road. The Grid also has one street connecting east to Anderson Road through the new subdivision. The Grid provides an easy-to-understand circulation system with multiple connections for motorists, bicyclists, and pedestrians.

The Crescent Concept

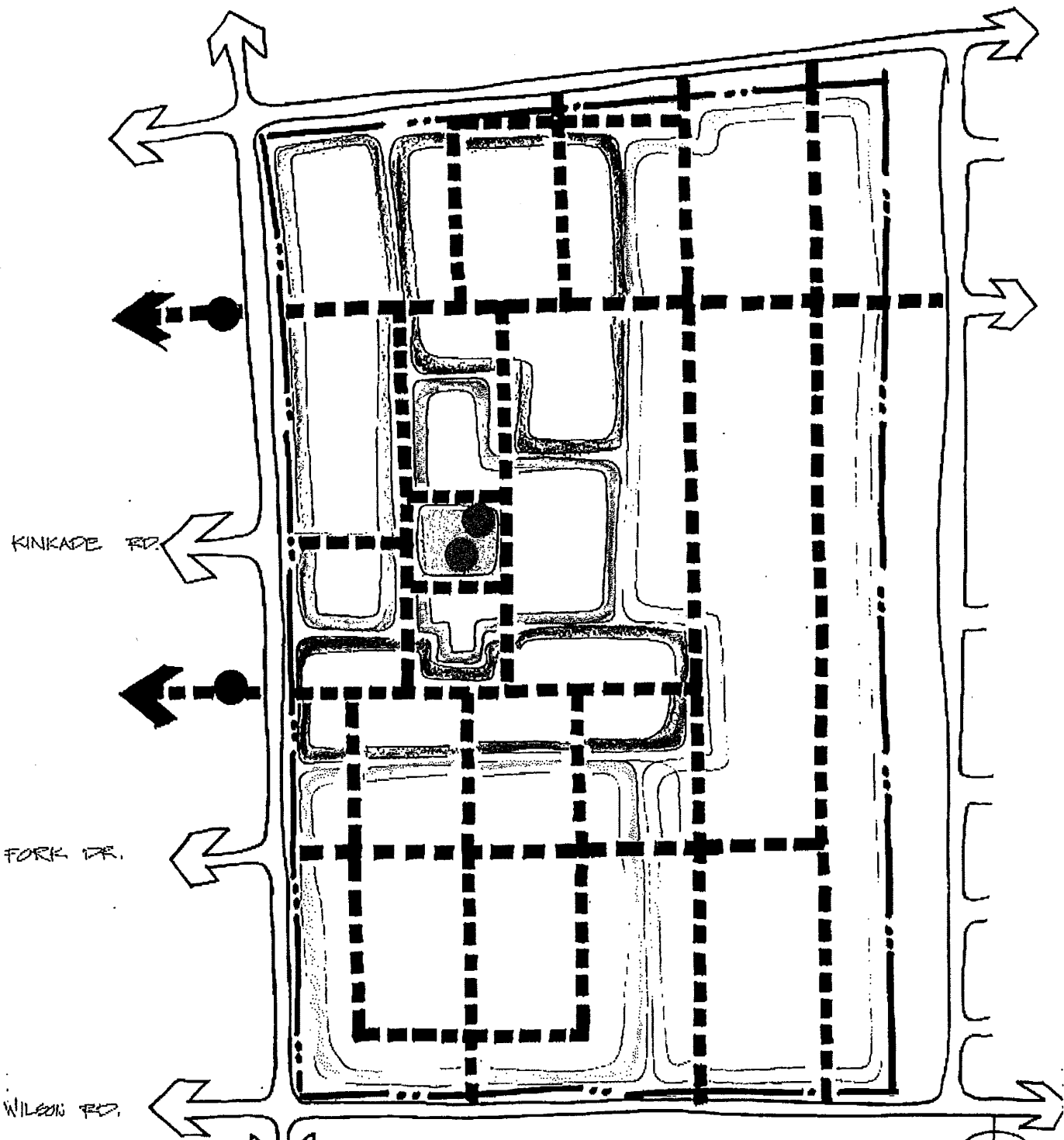
The Crescent creates a long, sweeping semi-circle street through the site that provides primary access to residential uses. The Crescent street connects Main Street at the north end of the site near the existing library site, and aligns with Willow Fork Drive near the south end of the site. Angled streets, with a northeast-southwest and northwest-southeast orientations, bisect the Crescent street. The angled streets connect to a grid street system or north-south/east-west oriented streets.

The Crescent street system creates irregular-shaped parcels which is beneficial in providing green spaces and pocket parks. The irregular-shaped parcels can make it more difficult to develop standard rectangular buildings and off-street parking. The Crescent street system likely increases infrastructure costs, i.e. construction of water and sewer lines due to the curving street.

The Amphitheater Concept

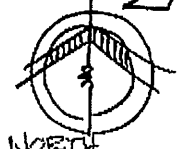
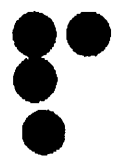
The Amphitheater Concept is named because the street system, from a plan view, creates an amphitheater-look with "V" shaped streets. Kinkade Road extends one block east of Main Street and terminates into the Civic Square. Two street

angle off the end of Kinkade in a northeast and southeast direction. These streets connect to north-south/east-west oriented streets. The Amphitheater Concept creates several irregularly shaped parcels.

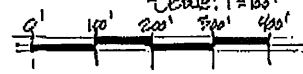


GRID CONCEPT

BOARDMAN, OREGON
TRILAND DESIGN GROUP INC.
EOSTER, CONSULTANTS



Scale: 1" = 100'



COMMERCIAL
OFFICE
SERVICE RELATED

MULTI-FAMILY
APARTMENTS

LARGE LOT TRACT
• 7,000 SF (+/-)
• NO ALLEYS

CITY HALL / LIBRARY

CIVIC BUILDING
SWIMMING POOL

COMMERCIAL
RETAIL
MAIN VILLAGE CENTER STREET

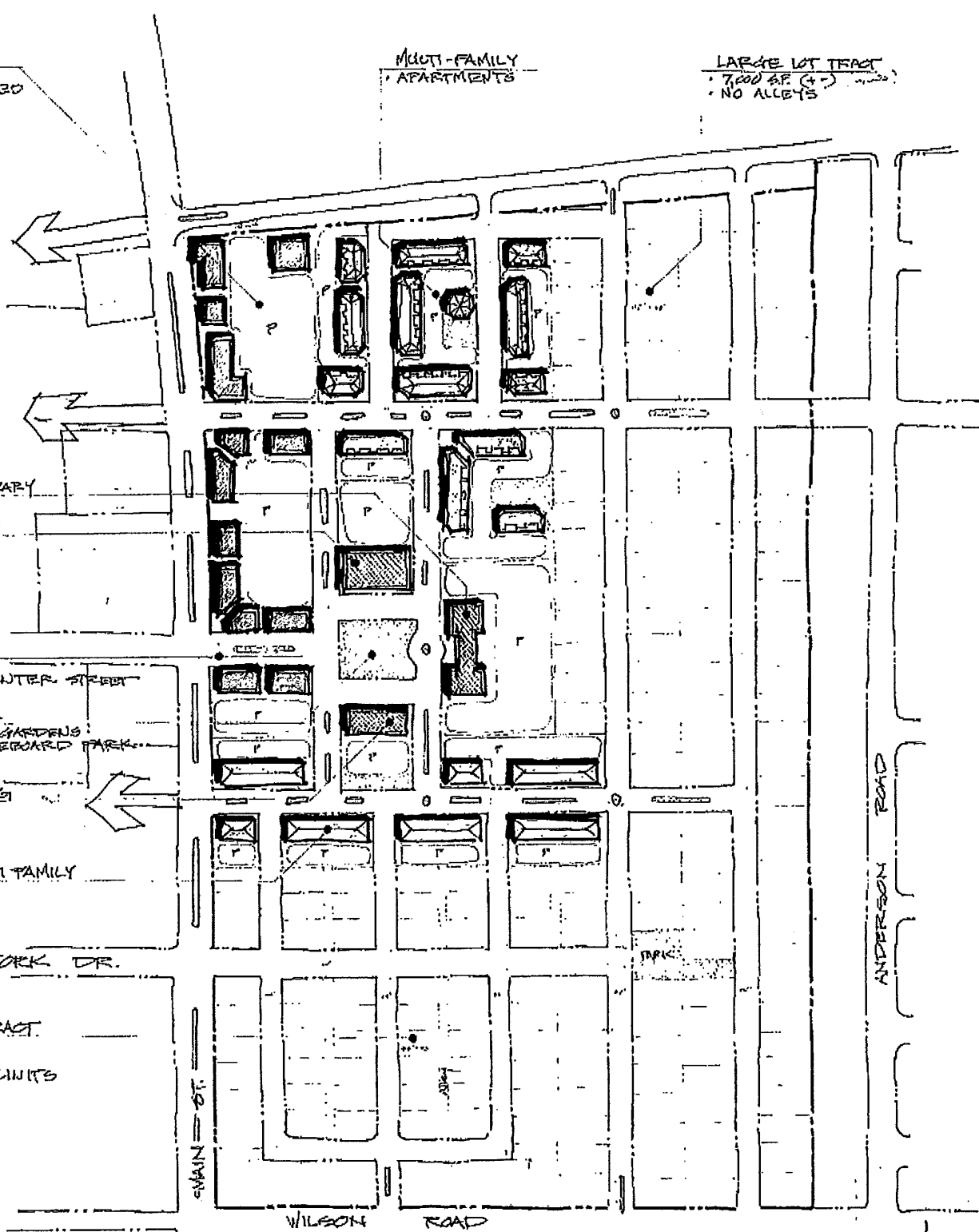
CIVIC SQUARE
VILLAGE GREEN / GARDENS
AMPHITHEATER - SKATEBOARD PARK

CIVIC BUILDINGS
POLICE
POST OFFICE

TOWN HOMES MULTI FAMILY

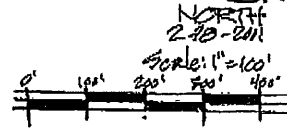
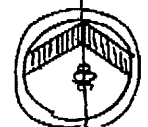
FORK DR.

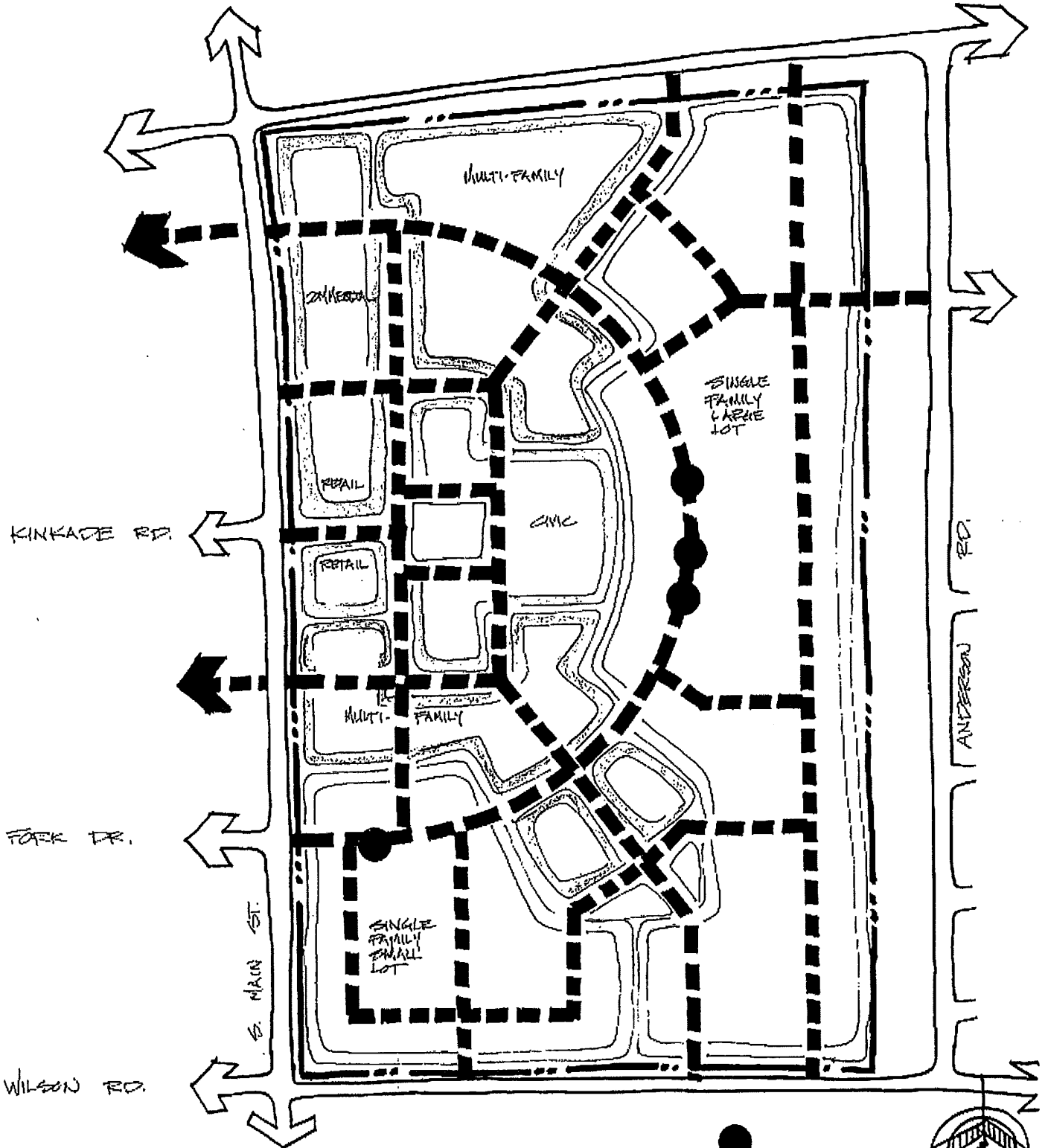
SMALL LOT TRACT
• 2,000 SF (+/-)
• DUPLEX UNITS
• ZERO LOT LINE UNITS
• ALLEYS



GRID CONCEPT

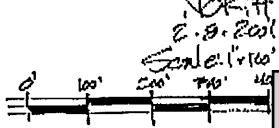
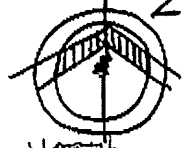
BOARDMAN, OREGON
TRILAND DESIGN GROUP INC.
FOSTER CONSULTANTS

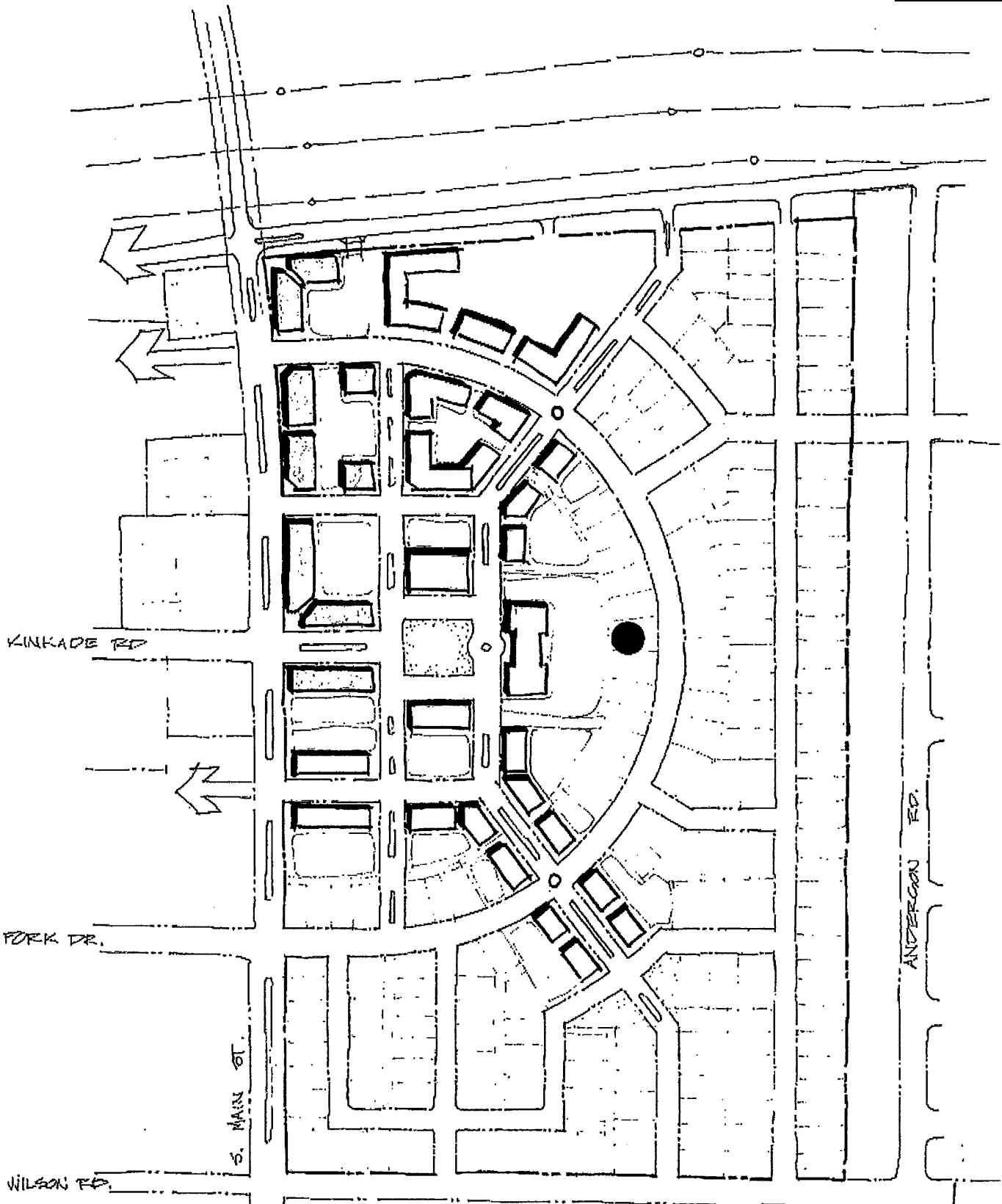




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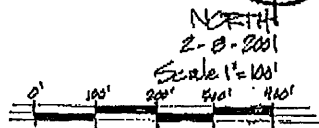
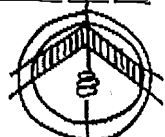
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TRILAND DESIGN GROUP INC.
FOOTER CONSULTANTS

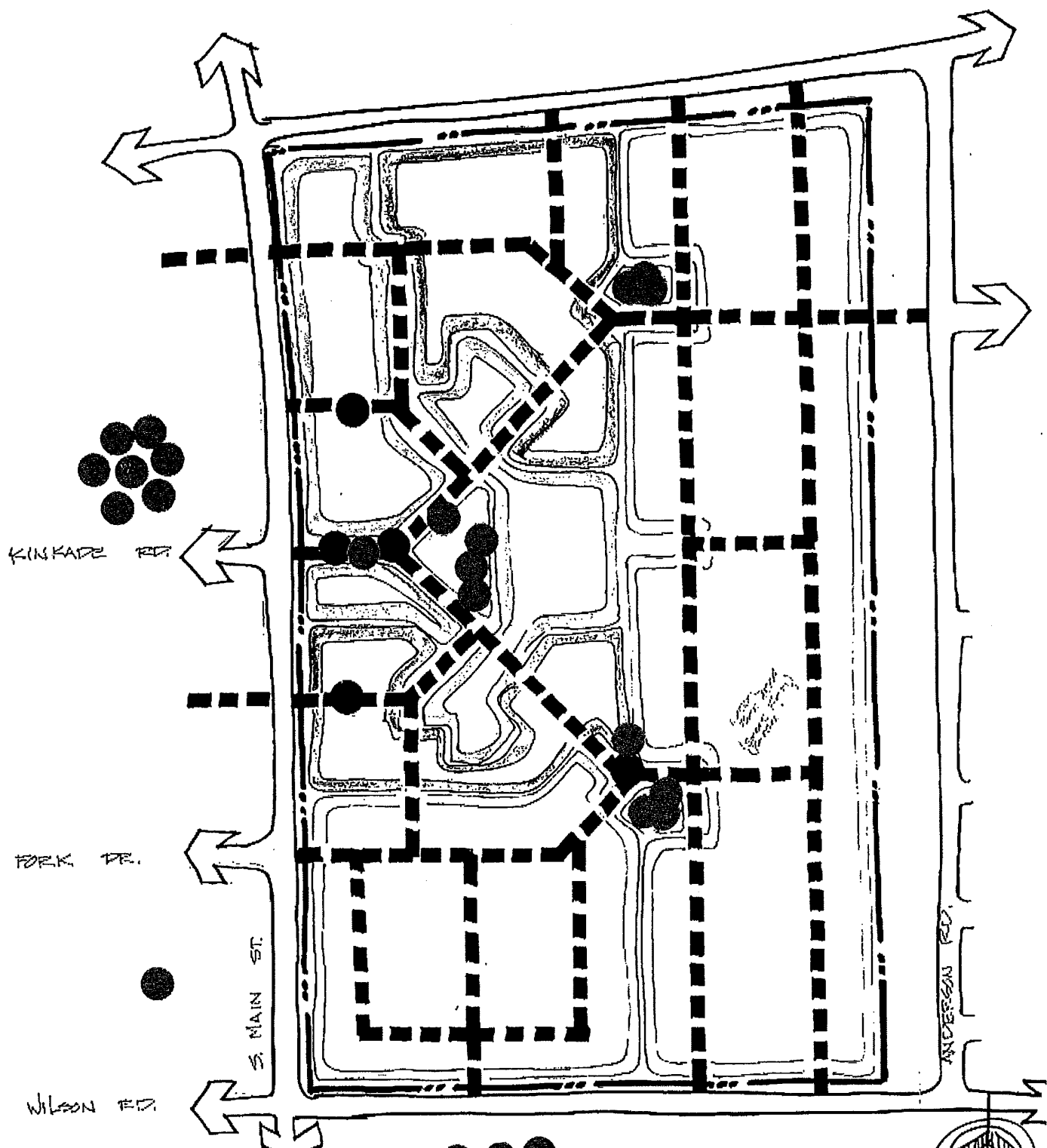




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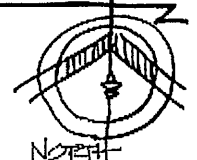
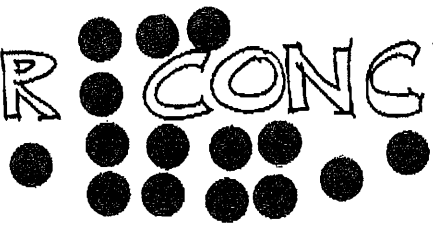
SCARDMAN, OREGON
RILAND DESIGN GROUP INC.
COTER CONSULTANTS



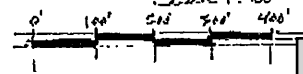


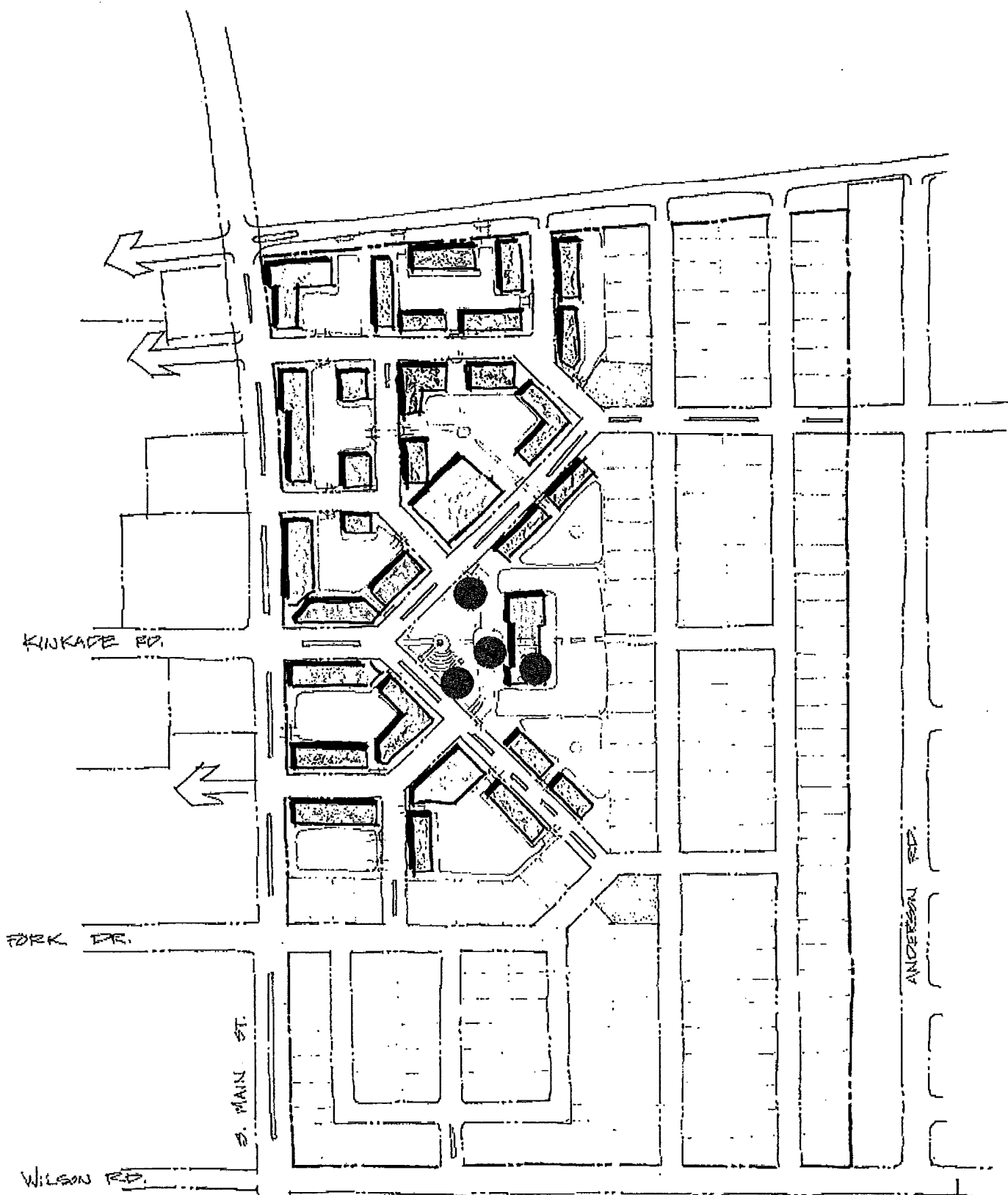
AMPHITHEATER CONCEPT

BOARDMAN, OREGON
 TRILAND DESIGN GROUP INC.,
 FOSTER CONSULTANTS



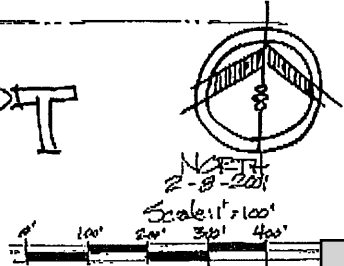
North
 2-B 2001
 Scale 1" = 100'

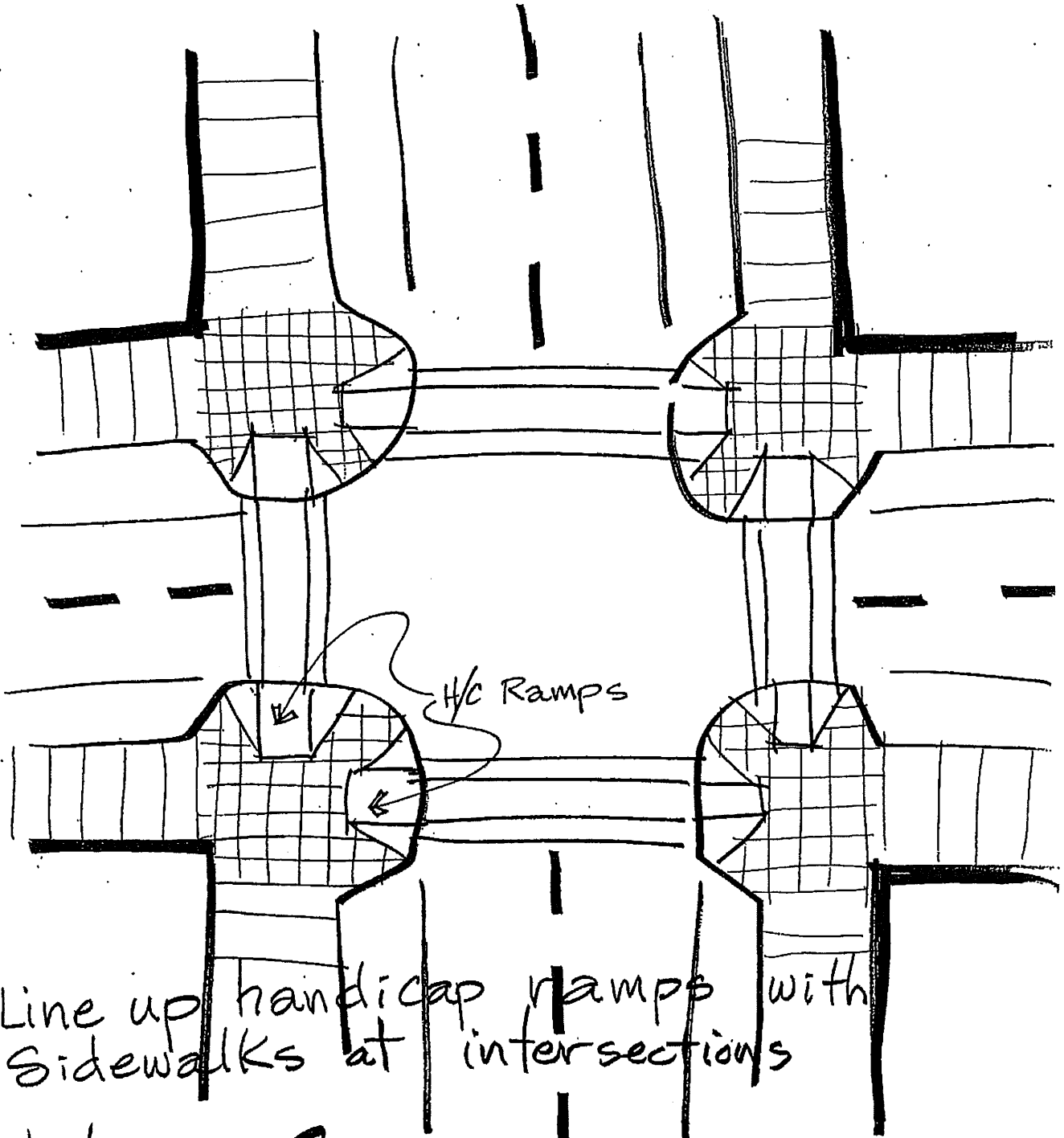




AMPHITHEATER CONCEPT

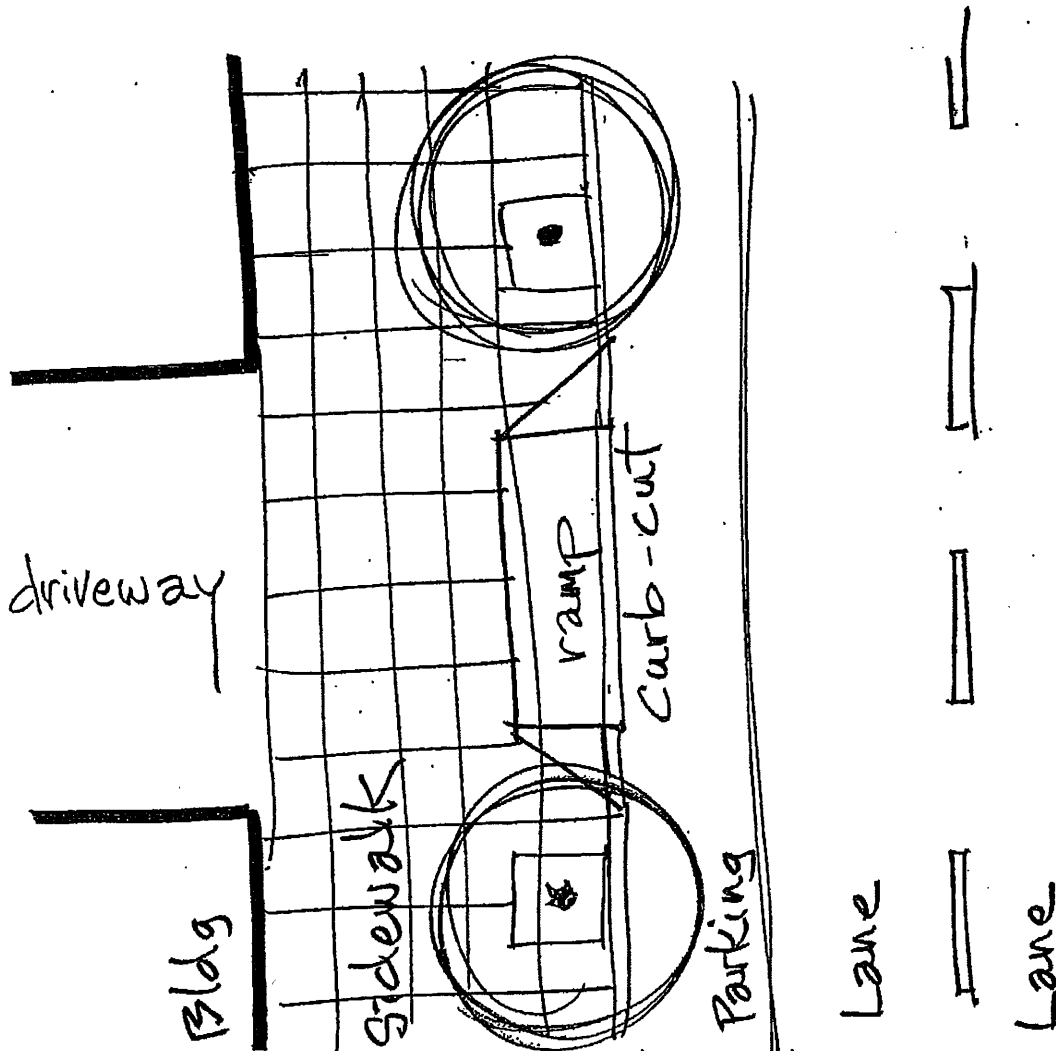
BOARDMAN, OREGON
TRILAND DESIGN GROUP INC.
EGSTER CONSULTANTS





- Line up handicap ramps with sidewalks at intersections

Urban Concepts
Diagrams



- Sidewalk Priority At Driveways
- Curb cuts/ramps in Furniture Zone
- Non striped parallel parking for more cars per lineal bay

Urban Concept Diagrams

V. SITE PLAN WORKSHOP

February 8, 2001, 4:00 p.m.
Boardman City Hall

A project status report was described that included a summary of previous public meetings, development of alternative concept diagrams, and selection, by the public, of a preferred concept diagram that was used to develop the conceptual designs/site plans described above in Section IV. The Conceptual Designs/Site Plans were described. The Conceptual Designs/Site Plans illustrate the streets system, buildings, landscape treatments, streetscape design, and pedestrian and bicycle facilities in plan view and perspectives/sketch vignettes. A primary purpose for the Site Plan Workshop was to solicit input from the public and reach consensus on a preferred conceptual design that will be used to prepare the final recommended plan. A summary of comments, questions, and identification of the preferred conceptual design is provided below.

- The plan must have the ability to expand retail uses if something "big" occurs, e.g. the race track. Retail uses could be extended along Main Street, as well as within the commercial zoned land. There is also opportunity to provide mixed uses where retail establishments would be on the first level of buildings with residential use on the upper level(s). There may be funds (grants) available for development of buildings with "joint uses".
- The Grid Concept is better from the standpoint of a developer purchasing land because development parcels are rectangular and the developer has a better sense of available parcels (than the Crescent Plan or Amphitheater Plan). The Grid Concept provides better flexibility for dividing land and, therefore, may be more salable.
- Parks need to be incorporated in neighborhood development.
- The plan needs to be flexible to adapt to market conditions.
- The Grid Concept provides limited opportunity for building design other than rectangular shaped buildings.
- The Amphitheater Concept provides the opportunity for creative shaped parcels and building design.
- The Crescent Concept would be more expensive to construct infrastructure, i.e. water and sewer.
- The Grid Concept likely has the most pavement.
- There was informal consensus that the Amphitheater Concept was the preferred concept, primarily due to the ability to have creative-shaped parcels to be used for development as well as for open space.
- There was discussion on limiting access on/off Main Street. Maybe side street access off Main Street should be limited to the existing streets (intersections), i.e. Oregon Trail Blvd., Kinkade Road, and Willow Fork Drive. Property accessing Main Street may be limited to right-in/right-out only. There was also discussion that more intersections may be better for providing adequate circulation. These issues will be discussed with the traffic engineer.
- No parking is preferred on Main Street. People generally believe that Main Street will remain the primary north-south access and through traffic will flow better if parking is prohibited or limited on Main Street. There is also an option to initially provide parallel parking on Main Street with the option to eliminate the parking for additional travel lanes is required due to traffic conditions in the future.
- Circulation around the "Civic Loop" needs to be evaluated. Are turning radii adequate for large vehicles, i.e. trucks and buses? The loop could be a one-way loop.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

- Ensure adequate traffic patterns will be maintained as development occurs. The preliminary development program identifies the potential for approximately 1200 additional residents, which is one-third of the existing Boardman area population.
- There was discussion whether or not the Concept Plans ignored the possibility that the new downtown could be developed on the west side of Main Street. It was explained that consensus

achieved at the previous public meeting was to look at Kinkade Road, the new "main street", having the flexibility to develop on either or both sides of Main Street. Kinkade Road, west of Main Street, could be developed as the new main street and downtown site. The civic uses could be developed on the west side of Main Street as well as the east side. There are approximately 18-acres available for commercial development given the existing zoning and developable land.

Participants were asked to place "red and black dots" on the plans and renderings. "Red dots" indicated the plan or elements of the plans that the public liked while "black dots" indicated a negative feeling. The results gave a strong indication that the Amphitheater Concept is the preferred plan to follow when developing the final plan. Please refer to the Site Plans and renderings to see where the dots were placed.

A question to be determined is whether the final plan should be developed for the east or west side of Main Street. While flexibility is good, some specific direction regarding location of the final plan is needed from the community. This will provide community direction for pursuing acquisition of land for the civic uses. Following the Site Plan Workshop City staff held discussions with the Project Management Team and with members of the community to identify the preferred location for the new downtown and the civic center. This resulted in the preferred location for the civic center being a seven acre parcel located west of Main Street near Wilson Road, and the new downtown being developed, primarily, west of Main Street. The TriLand Team will now work with the City and ODOT to determine if this preferred location accommodates the civic center and the Amphitheater Concept.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

VI. PREFERRED MAIN STREET "DOWNTOWN" DEVELOPMENT PLAN

This section provides a description of the preferred Boardman Main Street "Downtown" Development Plan. The preferred plan is a result of a planning process that included an inventory of existing conditions, identification of opportunities and constraints, development of alternative conceptual designs and site plans, and public involvement.

Public input was instrumental in development of the preferred plan. Technical and community input was provided through Project Management Team meetings, Advisory Committee (Boardman Downtown Development Association) meetings, a youth design charrette, a community design charrette, and public workshops.

A description of the preferred plan is provided below and includes the following descriptions and diagrams:

- **A Flexible Plan**
- **Flexible Land Use Diagram**
- **Land Use Development Program**
- **Land Use Plan**
- **Land Use Plan Diagram**
- **Final Development Site Plan**
- **Public Plaza Birds-Eye Rendering**
- **Street Design Standards**
- **Main Street Birds-Eye Rendering**
- **Streetscape Elements**
- **Retail Street Perspective**
- **Traffic Projections And Analysis**
- **Conceptual Infrastructure Plans**
- **Cost Estimates and Implementation Strategies**
- **Review of Original Project Objectives & Transportation Relationships/Benefits**

A FLEXIBLE PLAN

Developing a flexible plan that can be adjusted to market conditions and development opportunities is the key to implementing a successful plan. The Boardman community identified the need to create a flexible plan. The preferred plan is a flexible plan. In order to adequately describe and illustrate the preferred plan it is necessary to develop a site specific plan. Therefore, the preferred plan is developed for the existing area located west of Main Street, south of (future) Oregon Trail Blvd., north of Wilson Road, and east of Locust Road.

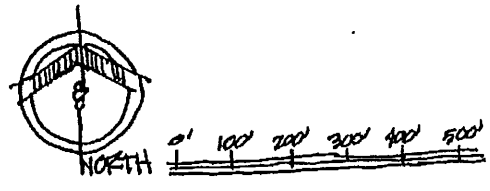
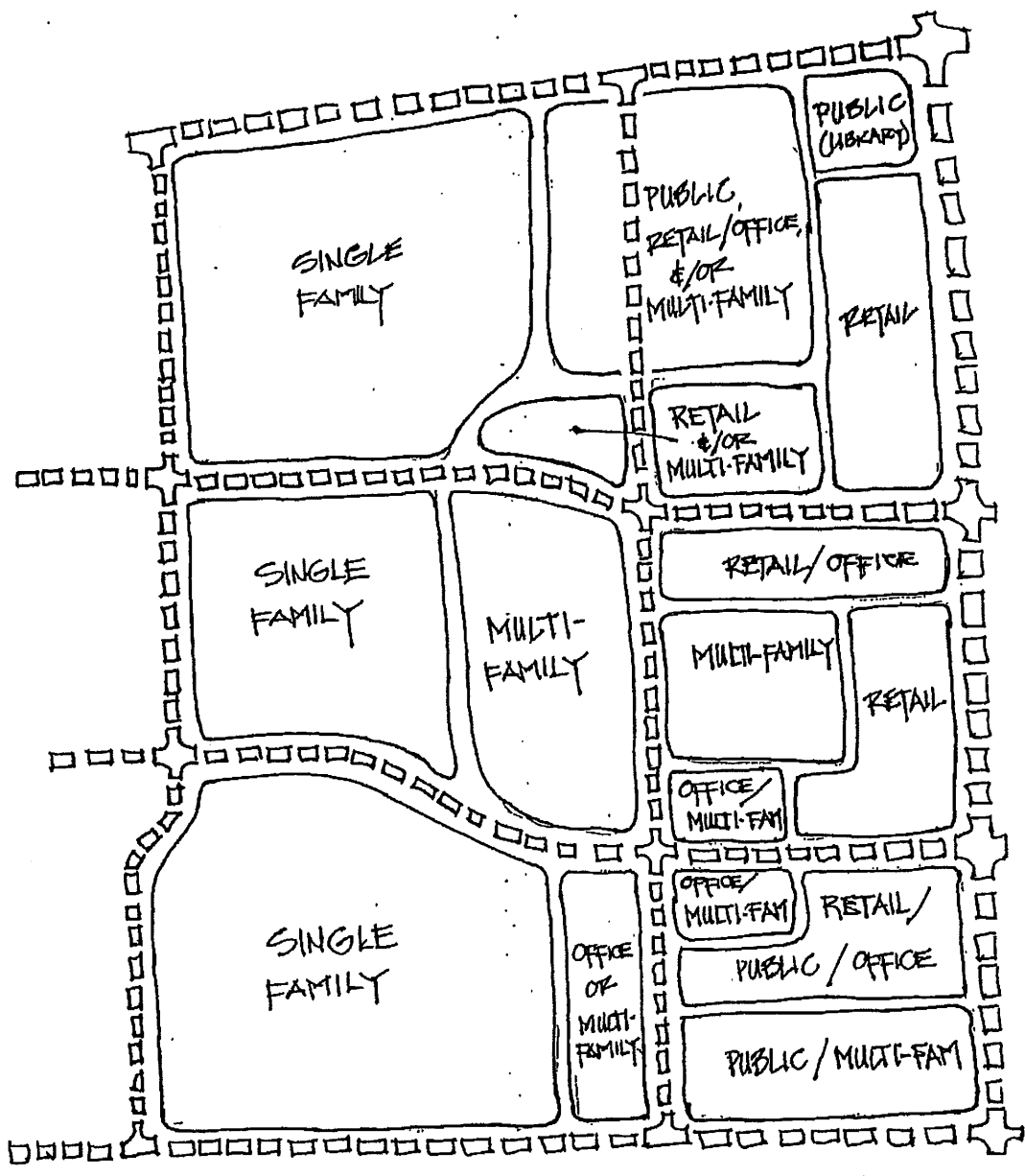
However, the intent of this plan is to provide the flexibility to relocate various land uses throughout the downtown district while maintaining the mix of uses described in the land use development program. Therefore, the downtown plan could be relocated to the east side of Main Street as shown in the alternative conceptual site plans; or the mix of land uses can be relocated on the west side of Main Street.

Key components that create flexibility in the preferred plan are identified below:

- The plan is developed on a grid street concept that capitalizes upon the existing street framework. The grid street framework creates several land parcels that are conducive to development because of the typical rectangular shape;
- A land use development program is established that provides an appropriate mix of retail, office, residential, and public uses. The land use mix can be adjusted to reflect current market conditions and development opportunities.
- A locational relationship amongst the mix of land uses is established. In other words, there are appropriate locations for the different land uses:
 - Retail and office uses are appropriately located along Main Street and on Kinkade Road and Willow Fork Road between Main Street and ~~Dillabaugh~~ Street. **STATONE**
 - Residential dwellings are allowed on the second level of ground level retail and office uses.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

- Multi-family residential uses, i.e. apartments, townhouses, condominiums, are permitted adjacent to retail and office uses;
- Transitional areas, shown as office and retail uses on the preferred plan, would also be appropriate for residential use.
- Residential uses are appropriately located near existing and developing residential uses located west of Locust Road.
- Public uses, i.e. city hall, public plaza, community center, parks, etc., can be appropriately located within the commercial uses, between the commercial and residential uses, or within the residential uses.



FLEXIBLE LAND USE DIAGRAM
CITY of BOARDMAN, OREGON
TRIANG DESIGN GROUP
FOSTER CONSULTANTS
(503) 968-6589
(503) 635-6190

**Boardman Main Street "Downtown" Development Plan
2000-2001**

LAND USE DEVELOPMENT PROGRAM

The preferred plan encompasses approximately 75 acres between Main Street and Locust Road, and (future) Oregon Trail Blvd. and Wilson Road. The following table identifies the land use development program including a range of total square footage for retail, office, public/civic buildings, and park space; and number of dwelling units for multi-family and single family uses.

Land Use	Square Footage	Dwelling Units
Retail	50,000-80,000	
Office	32,000-80,000	
Public/Civic Buildings*	68,000-83,000	
Multi-Family Residential		160-280 units
Single Family Residential		130-150 units
Open Space	100,000	
Off-Street Parking	900-1,000 spaces	

* Public/Civic Buildings includes a city hall (14,000-28,000 SF), community center (46,000 SF), and one other building for public use (8,000-9,000 SF).

There are several transitional development areas identified on the Flexible Land Use Diagram (above) that are appropriate for more than one land use, depending on market conditions and development opportunities.

LAND USE PLAN

As described and illustrated above, the preferred Main Street "Downtown" Development Plan provides flexibility in that the mix of land uses can be arranged in several different configurations while providing a compatible arrangement of uses. In order to better describe the preferred plan, one specific arrangement of land uses is shown on the following Land Use Diagram and Final Development Plan. A description of key elements of the preferred plan is provided below and followed by the Land Use Diagram.

The "Downtown" Location

There was considerable discussion in the public workshops regarding the location of the new "downtown". The alternatives focused on locating the downtown on the east side of Main Street however the community expressed the desire and need to extend or relocate the downtown on the west side of Main Street. For the preferred plan, the decision was made to locate the downtown on the west side of Main Street.

The Grid Concept

Based on the decision to located downtown on the west side of Main Street, the grid street concept was selected due to the existing grid street framework formed by existing Main Street, Kinkade Road, Willow Fork Road, ~~Dillabaugh Street~~, Locust Road, and planned Oregon Trail Blvd. extension. The preferred plan maintains and extends this grid system.

*ATTORNEY

Commercial Uses

The following Land Use Diagram identifies a logical land use order by providing commercial uses along the Main Street frontage and adjacent to existing commercial development along Main Street. Retail and office uses continue along the Kinkade Road and Willow Fork Road frontages which are the collector streets that are perpendicular and connect to Main Street.

Civic Center

The plan identifies a civic center that generally consists of a public plaza/village square, city hall, community center, and additional uses combined with the new city hall and/or in a new adjacent building. Additional civic uses could include a post office, police station, library, or other related facilities.

The Civic Center is shown west of Main Street between Willow Fork Road and Wilson Road. This

**Boardman Main Street "Downtown" Development Plan
2000-2001**

is a particular land use that has flexibility in its location. The Civic Center could be located in practically any location between Main Street and east of ~~Dillabaugh~~ Street because it is appropriate to surround it with retail, office, and multi-family housing. All of these uses are compatible with the civic uses.

TATONE

Multi-Family Residential

The land use plan generally locates multi-family residential uses just west of and integrated with the retail uses. The ~~Dillabaugh~~ Street corridor, the first collector street west and perpendicular to Main Street, shows multi-family uses on both sides. The close proximity of the multi-family uses with the retail uses provides a convenient and short trip, via walking, bicycling, or driving between the higher density housing and retail uses. Additionally, second level residential dwellings are encourage to be located above ground level retail and office uses.

TATONE

Development of multi-family housing will likely occur at a faster rate if a range of housing opportunities are allowed. Therefore, the plan recommends that permitted multi-family uses include apartments, townhouses, condominiums, assisted living facilities, and other types of housing.

Single Family Residential

Single family residential uses are provided in the western portion of the site. This is consistent with the existing and developing single family development located along both sides of Locust Road.

Open Space

In addition to the civic plaza/village square, the preferred plan identifies smaller parks to be located in each major land use group. This provides nearby outdoor recreation opportunities (active or leisure) for residents, workers, and visitors, and also provides views of open space from buildings. The open spaces should be connected to the overall pedestrian system via sidewalks and pathways.

Parking Behind Buildings

A consistent theme provided in the preferred plan is to located buildings adjacent to street frontages with parking located behind buildings. This will provide a pedestrian friendly street system that is not so dominated by automobiles.

Pedestrian/Bicycle System

The plan provides a connected pedestrian and bicycle system that links residential, commercial, and public/open spaces uses. This is primarily accomplished by providing sidewalks along streets, bicycle lanes on Main Street and shared bicycle/travel lanes on collector streets, i.e. Kinkade Road, Willow Fork Road, ~~Dillabaugh~~ Street, Locust Road, and the future Oregon Trail Blvd. Each development parcel is recommended to have an internal pedestrian system that connects buildings, parking, and the external pedestrian sidewalk system. In additional crosswalks and curb extensions are recommended on streets between and including Main Street and ~~Dillabaugh~~ Street.

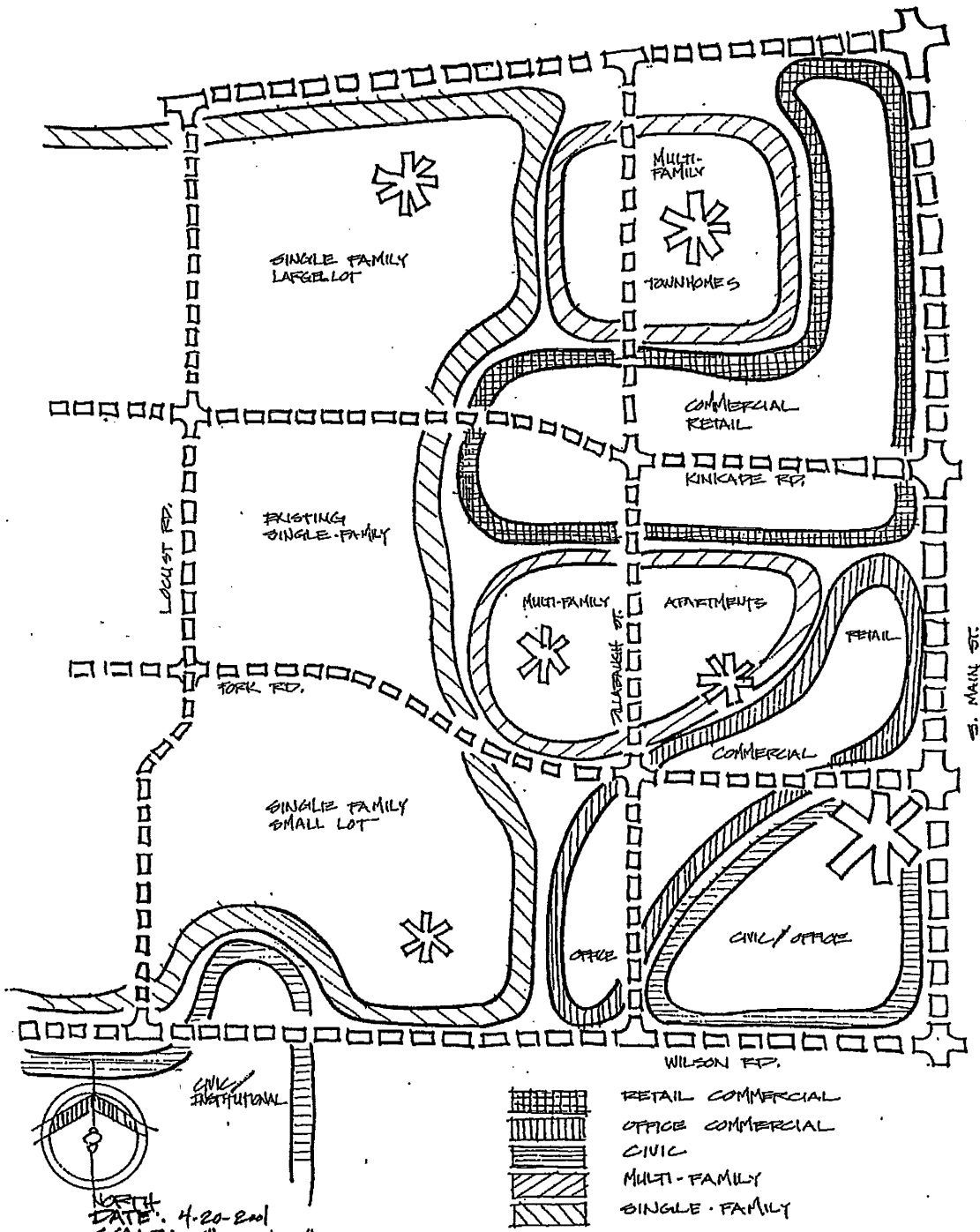
TATONE

TATONE

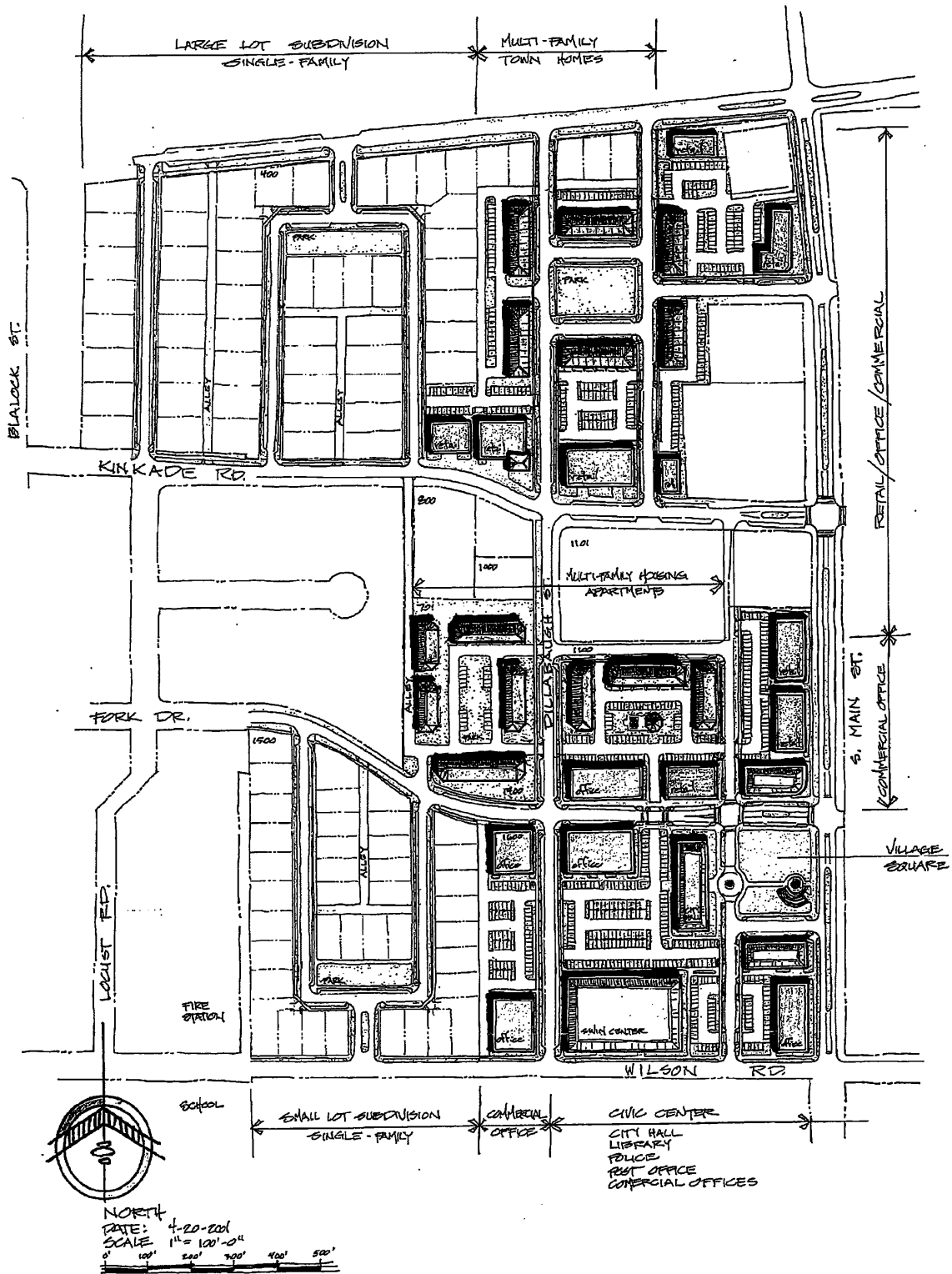
The plan also recommends that an extended pedestrian/bicycle system be incorporated along the entire length of the Oregon Trail Blvd./BPA Easement with connections to residential, commercial, and open space uses.

The Village Square

The village square is to be located in front of the new civic building(s) and provide an open space and community gathering place. The village square is envisioned to include an amphitheater, fountain, lawn and gardens. The amphitheater can be used for performances, i.e. music and plays, speaking, outdoor classroom, arts and crafts shows, and other special events. The fountain is envisioned to be incorporated with the amphitheater and turned on and off as appropriate with the current event and usage. The fountain provides an attractive visual and listening attraction as well as providing an opportunity to play and cool during warm weather. The lawn and gardens provide a leisure area and attraction for residents and visitors.



LAND USE DIAGRAM
 CITY OF BOARDMAN, OREGON
 TRILAND DESIGN GROUP
 FOSTER CONSULTANTS
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 (503) 635-6190



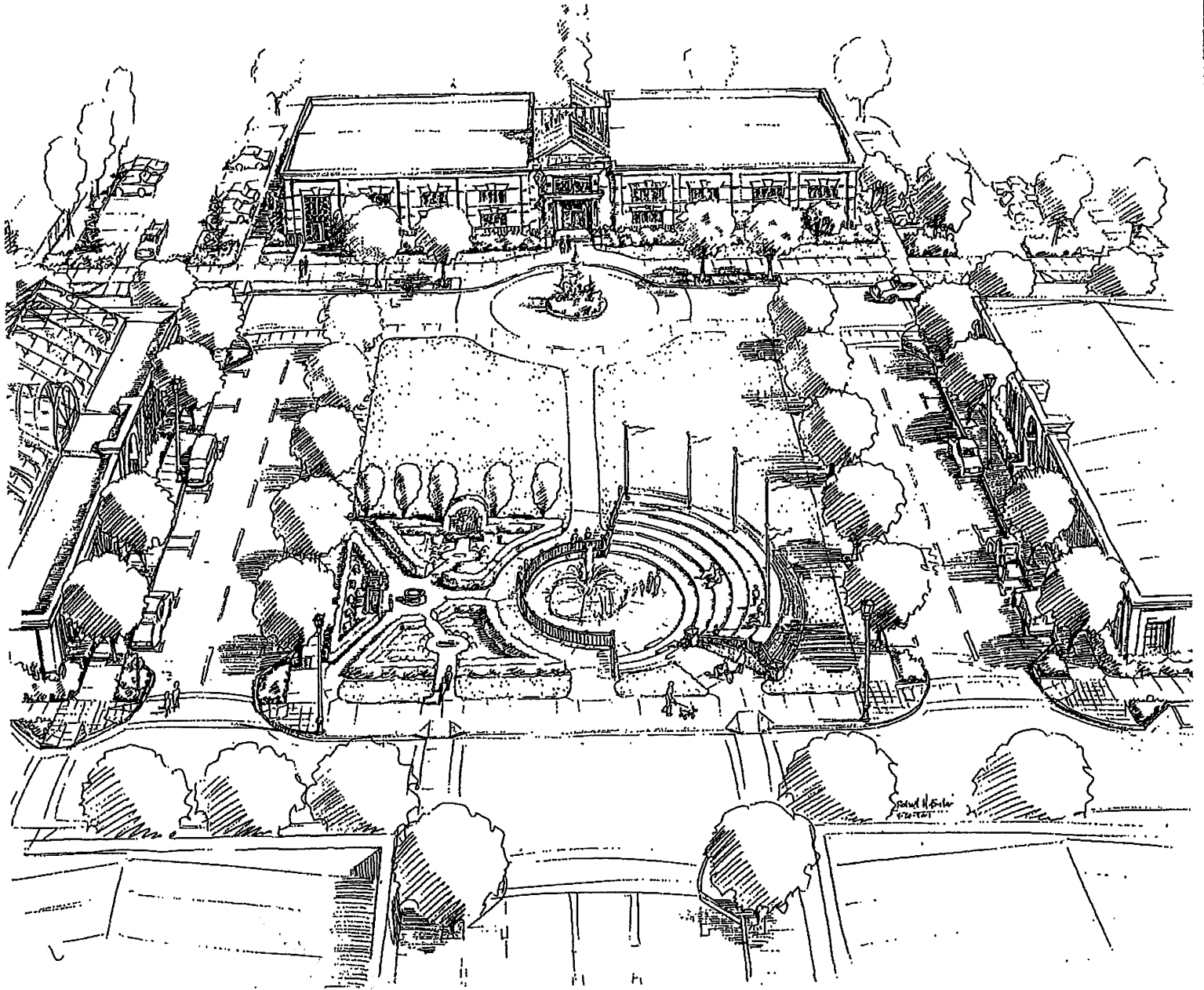
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 SCALE: 1" = 100'-0"
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FINAL DEVELOPMENT PLAN

CITY OF BOARDMAN, OREGON

TELLAND DESIGN GROUP
 FOSTER CONSULTANTS

(503) 968-6589
 (503) 695-6190



**Boardman Main Street "Downtown" Development Plan
2000-2001**

STREET DESIGN STANDARDS

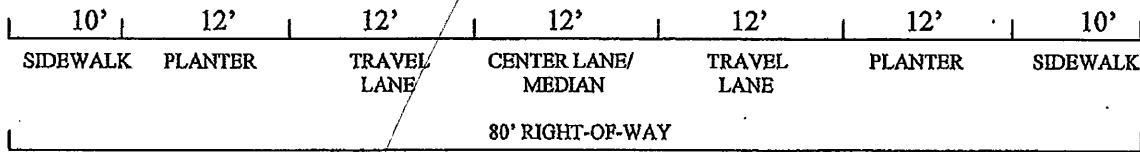
Alternative downtown street design standards includes standards for arterial and collector streets.

The arterial and collector streets each include two alternative street design standards:

- Typical standards
- Standards developed by and being considered by the City;

Arterial – Main Street Standard

Main Street is recommended to have an 80 foot right-of-way that will include two travel lanes with a tree-lined median and center turn-lanes at intersections. Sidewalks and planter strip will be located on both sides of the street. Curb extensions (bulb-outs) are to be provided at intersections which will provide a safer and enhanced pedestrian friendly atmosphere.

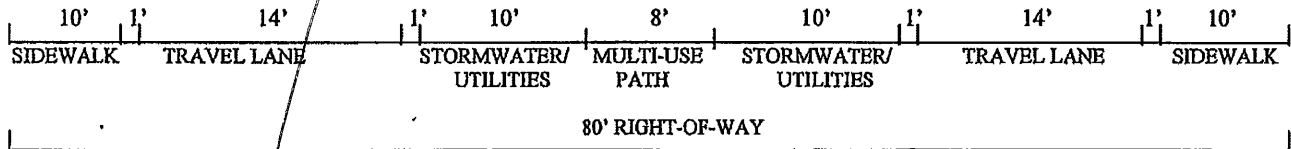


MAIN STREET – OREGON TRAIL BLVD. TO WILSON ROAD

If traffic volumes justify increasing capacity in the future, the 80 foot right-of-way will allow for additional travel lanes (4 lanes). The landscaped planter strip could be reduced to allow the additional travel lanes however, it is recommend to maintain a limited planter strip with street trees should this occur.

Arterial – City Developed Alternative

The City-developed arterial standard includes two travel lanes separated by a 28' curbed median that includes an 8' multi-use path and 10' stormwater/utility strips on both sides of the multi-use path. Sidewalks are provided on both sides.



See next page

**Boardman Main Street "Downtown" Development Plan
2000-2001**

STREET DESIGN STANDARDS

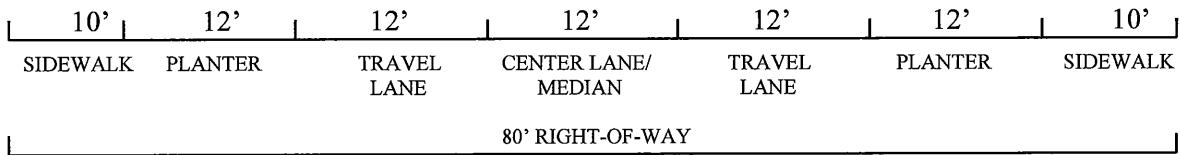
Alternative downtown street design standards ~~includes~~include standards for arterial and collector streets.

The arterial and collector streets each include two alternative street design standards:

- ~~Typical standards~~
- ~~Standards developed by and being considered by the City;~~

Arterial – Main Street Standard

Main Street is recommended to have an ~~80-foot~~80-foot right-of-way that will include two travel lanes with a tree-lined median and center turn-lanes at intersections. Sidewalks and planter strip will be located on both sides of the street. Curb extensions (bulb-outs) are to be provided at intersections which will provide a safer and enhanced pedestrian friendly atmosphere.

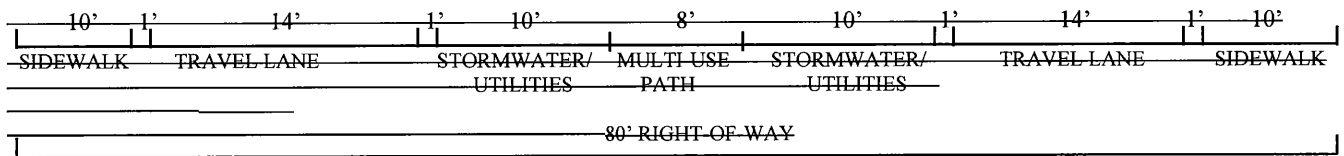


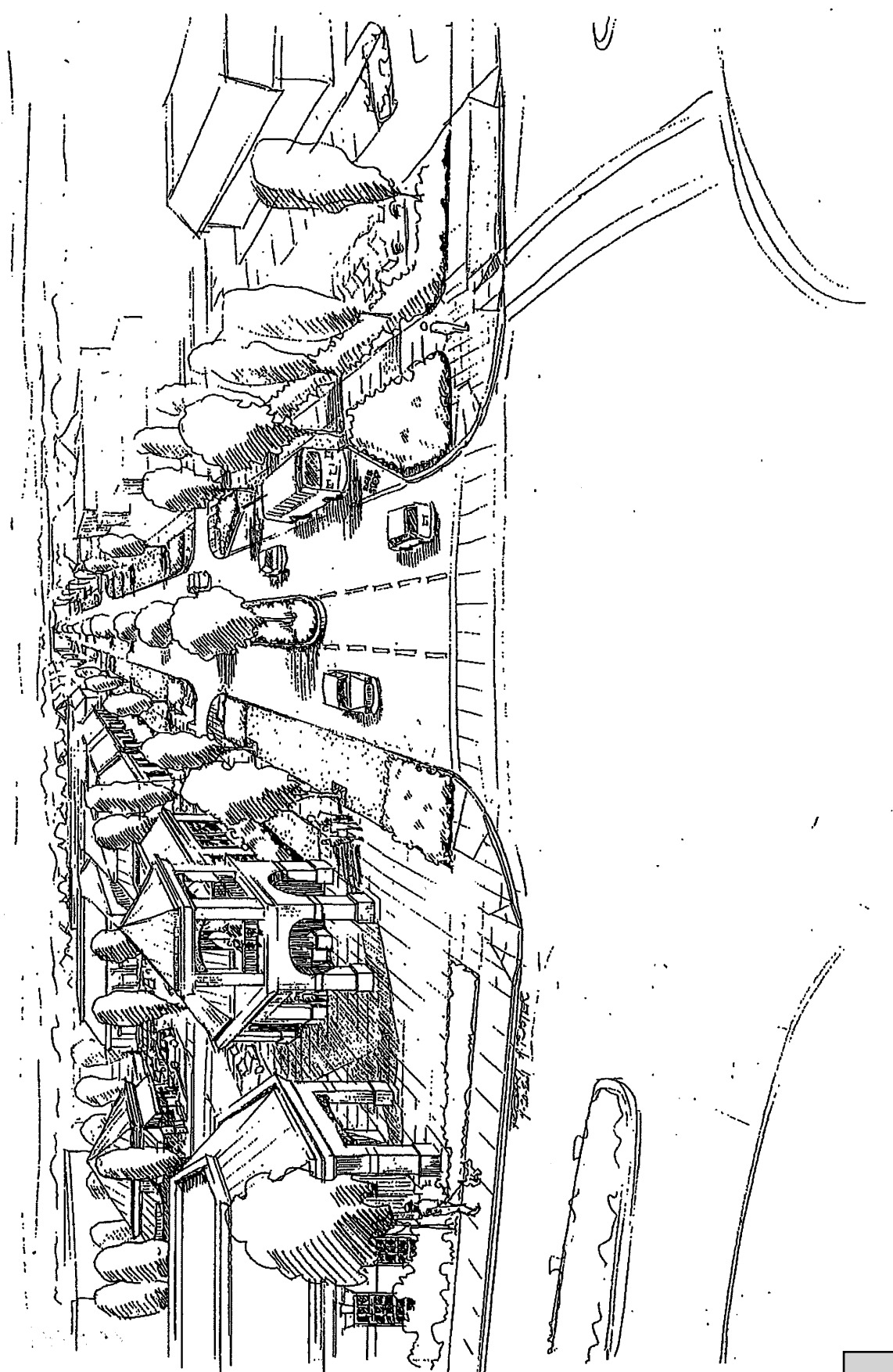
MAIN STREET – OREGON TRAIL BLVD. TO WILSON ROAD

If traffic volumes justify increasing capacity in the future, the ~~80-foot~~80-foot right-of-way will allow for additional travel lanes (4 lanes). The landscaped planter strip could be reduced to allow ~~the~~ additional travel lanes however, it is recommended to maintain a limited planter strip with street trees should this occur.

Arterial – City Developed Alternative

The ~~City developed~~ arterial standard includes two travel lanes separated by a 28' curbed median that includes an 8' multi-use path and 10' stormwater/utility strips on both sides of the multi-use path. Sidewalks are provided on both sides.



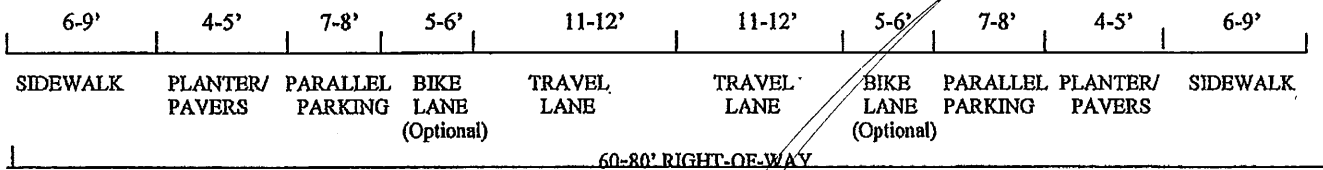


**Boardman Main Street "Downtown" Development Plan
2000-2001**

Downtown Collectors – Kinkade Road, Willow Fork Road, Dillabaugh Street, Locust Road, Oregon Trail Blvd.

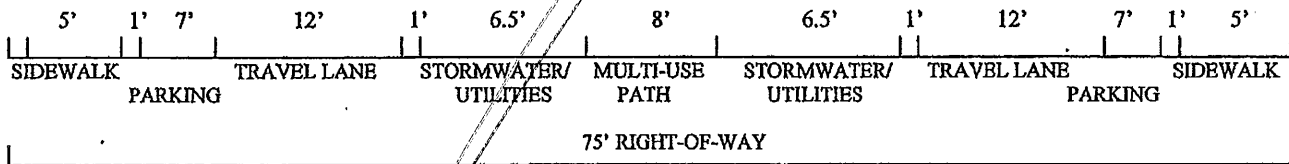
Collector streets should have a minimum 60 foot right-of-way and are recommended to have two travel lanes with parallel parking, landscape strip with street trees, and sidewalk. The travel lanes should include a shared bicycle lane. (Oregon Trail Blvd. may have a different cross section that includes a landscaped median similar to that constructed east of Main Street.)

The typical collector street design standard for downtown includes two travel lanes, bicycle lanes, parallel parking, planter/paver strip, and sidewalks.



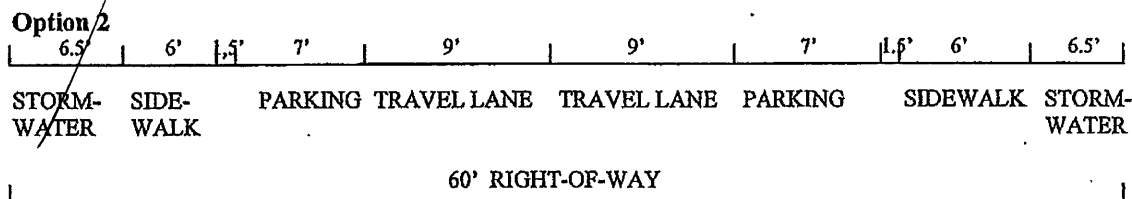
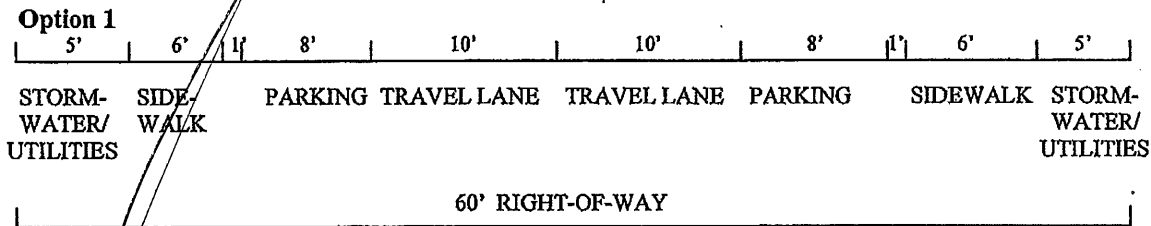
Collector – City Developed Alternative

The City-developed collector standard includes two travel lanes separated by a 21' curbed median that includes an 8' multi-use path and 10' stormwater/utility strips on both sides of the multi-use path. Parking and sidewalks are provided on both sides.



Local Commercial and Residential Streets

Local streets are recommended to have a 60 foot right-of-way with two travel lanes for automobiles and bicycles, parallel parking, landscape strip with street trees, and sidewalk. Two options are recommended.



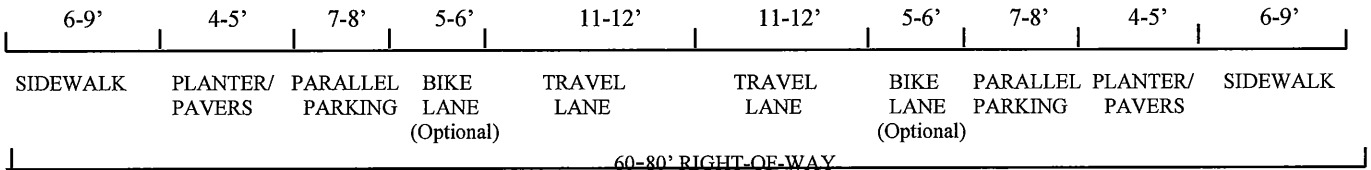
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**Boardman Main Street "Downtown" Development Plan
2000-2001**

Downtown Collectors – Kinkade Road, Willow Fork Road, Dillabaugh–Tatone Street, Locust Road, Oregon Trail Blvd.

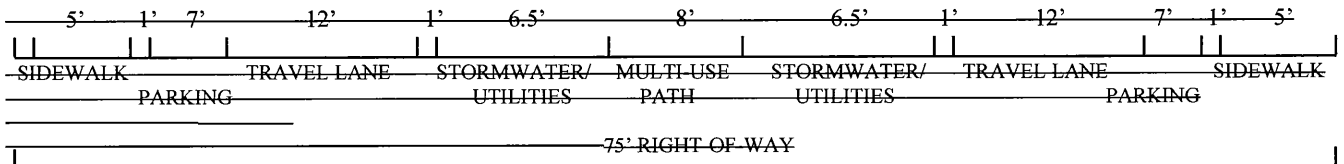
Collector streets should have a minimum of 60-foot right-of-way and are recommended to have two travel lanes with parallel parking, landscape strip with street trees, and sidewalk. The travel lanes should include a shared bicycle lane. (Oregon Trail Blvd. may have a different cross section that includes a landscaped median similar to that constructed east of Main Street.)

The typical collector street design standard for downtown includes two travel lanes, bicycle lanes, parallel parking, planter/paver strip, and sidewalks.



Collector – City Developed Alternative

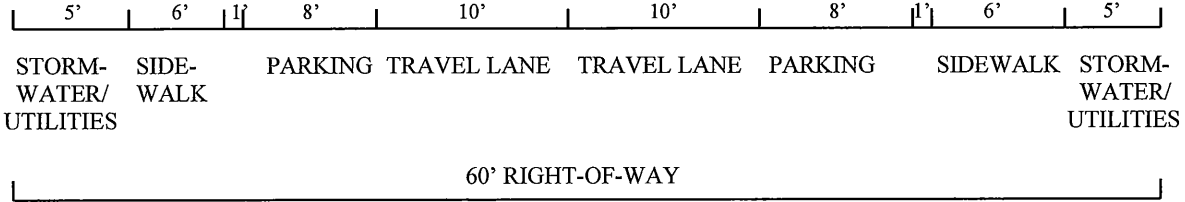
The City developed collector standard includes two travel lanes separated by a 21' curbed median that includes an 8' multi-use path and 10' stormwater/utility strips on both sides of the multi-use path. Parking and sidewalks are provided on both sides.



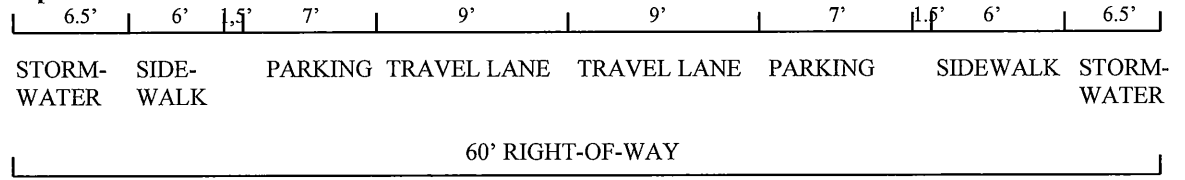
Local Commercial and Residential Streets

Local streets are recommended to have a 60-foot right-of-way with two travel lanes for automobiles and bicycles, parallel parking, landscape strip with street trees, and sidewalk. Two options are recommended.

Option 1



Option 2



**Boardman Main Street "Downtown" Development Plan
2000-2001**

Alleys

Alleys in single family residential areas should be 20 feet wide and provide rear access to dwellings.

Pedestrian/Bicycle Pathways

Off-street pedestrian/bicycle pathways are recommended to be 10 feet wide.

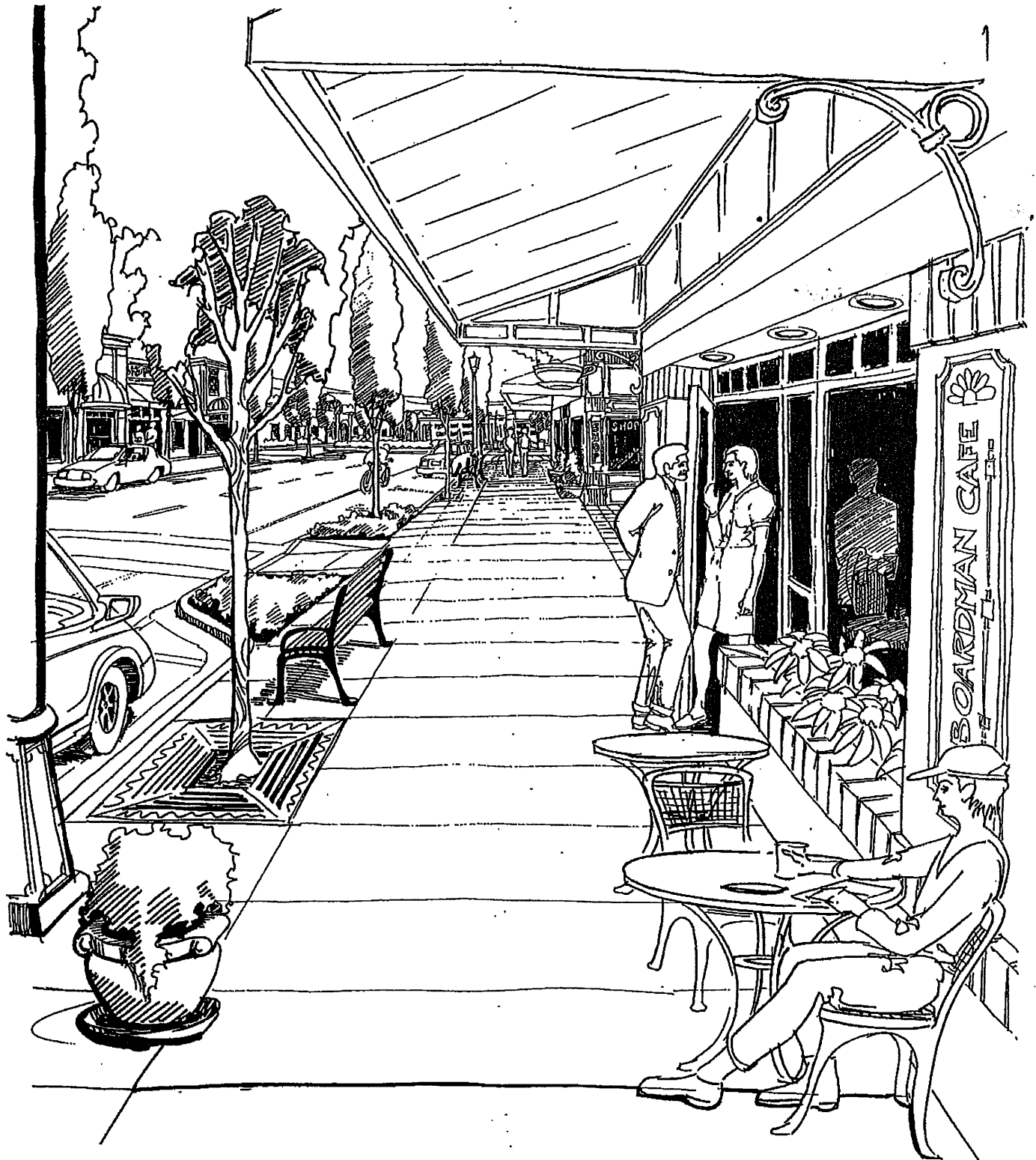
STREETSCAPE ELEMENTS

As described above, the arterial, collector, and local street standards include a landscape strip between the curb and sidewalk to be planted with street trees and additional landscaping. Additional streetscape elements are recommended for retail street frontages. Main Street as well as Kinkade Road and Willow Fork Road between Main Street and Dillabaugh Street are recommended to have street furniture that will complement the retail uses. The landscape strip along portions of these frontages could be paved and include placement of street trees with grates, ~~street lights~~, benches, flowering pots, and other amenities.

TATONE

~~street lights~~
streetlights

Buildings are encouraged to have awnings to provide shade and cooler conditions needed in the summer.



**Boardman Main Street "Downtown" Development Plan
2000-2001**

CONCEPTUAL INFRASTRUCTURE PLANS

The selection of the west side of Main Street for the new downtown location dictates that new infrastructure needs should be accommodated through the existing and expanded street system. The infrastructure framework for this area is in place with the existing grid street system consisting of Main Street, ~~Dillabaugh~~ Street, Locust Road, Kinkade Road, and Willow Fork Drive. TATONE

The downtown plan recommends maintaining the established street grid system and expanding these streets as development occurs. This will not only provide a well-connected and efficient street system, it also provides for the logical expansion of water, sanitary sewer, and stormwater services and facilities.

The street design standards address stormwater collection and distribution. This includes the option for stormwater facilities to be located adjacent on both sides of the street or if the median standard is constructed, for stormwater to be within the median. In both street design standards, curbs are proposed that will have "curb weeps" that will allow stormwater to collect and drain off the street into drainage swales.

In conclusion, the downtown area will be serviced by water, sanitary sewer, and stormwater facilities through the existing and expanded street grid system. More specifically, in order to provide adequate infrastructure services for the new downtown area, primary water, sanitary sewer, and stormwater facilities are existing and proposed in the following streets:

Existing

- Main Street (Oregon Trail Blvd. to Wilson Road)
- Kinkade Road (Main Street to Locust Road)
- Willow Fork Drive (Main Street to Locust Road)
- Wilson Road (Main Street to Locust Road)
- Locust Road (Kinkade Road to Wilson Road)

Proposed

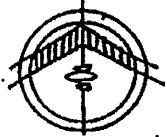
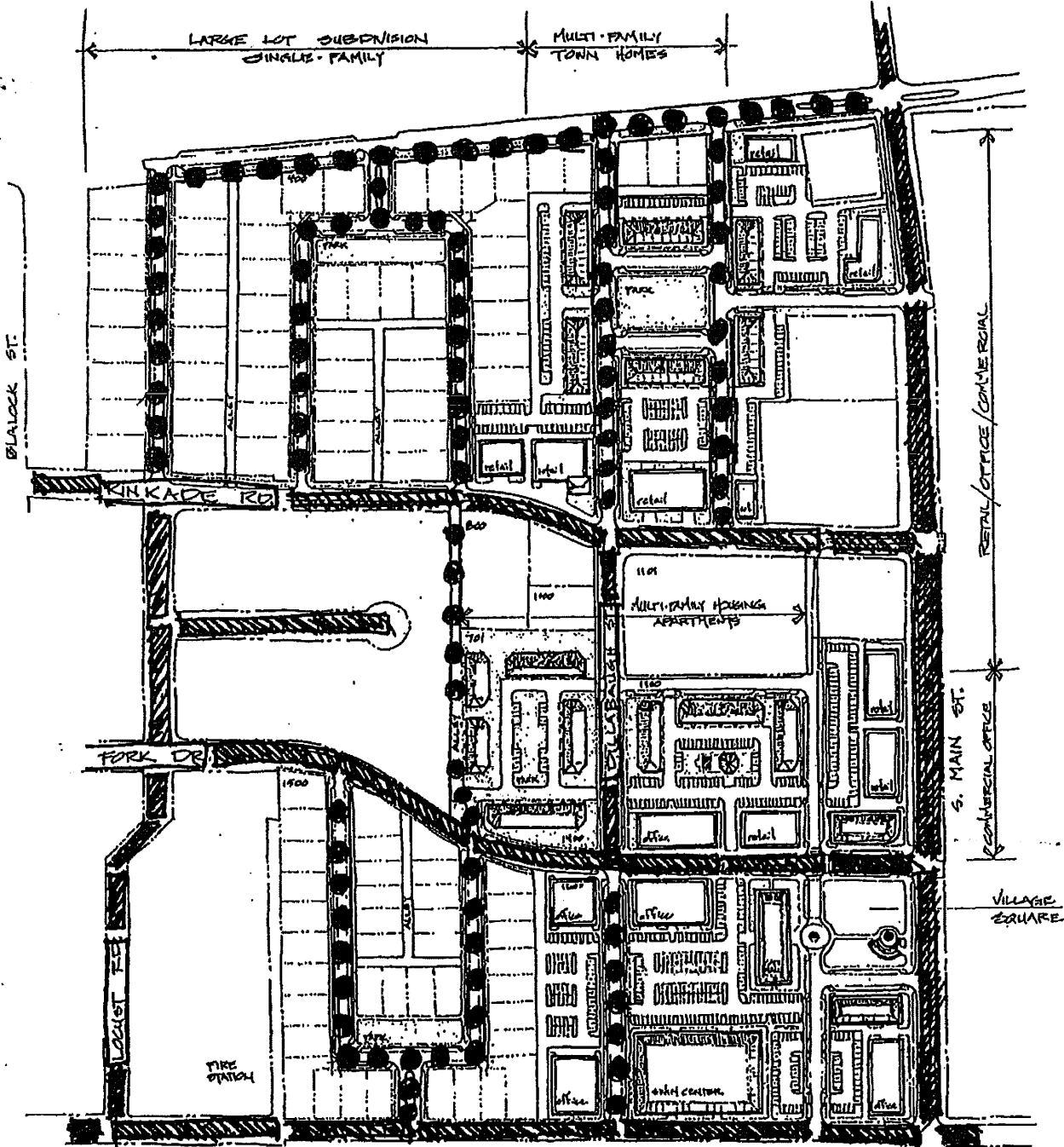
- (Planned) Oregon Trail Blvd. (Main Street to Locust Road)
- New north-south street between Main Street and ~~Dillabaugh~~ Street (from Oregon Trail Blvd. to Kinkade Road) TATONE
- ~~Dillabaugh~~ Street (from Oregon Trail Blvd. to Kinkade Road and from Willow Fork Drive to Wilson Road) TATONE
- New north-south streets (from Oregon Trail Blvd. to Kinkade Road and from Kinkade Road to Willow Fork Drive)
- Locust Road (from Oregon Trail Blvd. to Kinkade Road)
- New north-south streets between ~~Dillabaugh~~ Street and Locust Road (from Willow Fork Drive to Wilson Road) TATONE



EXISTING WATER, SANITARY SEWER, & STORM WATER SERVICES & FACILITIES



PROPOSED SERVICES & FACILITIES



NORTH
DATE: 4-20-2011
SCALE: 1/4" = 100'-0"

School
 SMALL LOT SUBDIVISION SINGLE-FAMILY
 COMMON OFFICE
 CIVIC CENTER
 CITY HALL
 LIBRARY
 POLICE
 POST OFFICE
 COMMERCIAL OFFICES

FINAL DEVELOPMENT PLAN

CITY OF BOARDMAN, OREGON

TELLAND DESIGN GROUP
FOSTER CONSULTANTS

(501) 968-6989
(503) 635-6190

**Boardman Main Street "Downtown" Development Plan
2000-2001**

ANALYSIS OF FUTURE TRAFFIC VOLUMES AND ALTERNATIVES ALONG MAIN STREET

The purpose of this document is to present an evaluation of future 2020 traffic volumes along Main Street in Boardman. These 2020 traffic volumes were based on the annual 30th highest traffic volumes estimated for 2000 adjusted for future growth along this corridor as well as new developments throughout Boardman including the proposed new "Downtown" area to be located south of I-84 and north of Wilson Road. The main finding of this work is that the proposed three-lane section of Main Street (from TSP) is adequate to accommodate future traffic volumes. Also, analysis found that although traffic signals will be warranted at the I-84 ramp intersections at Main Street, the two lane section across the bridge should be adequate to accommodate most, if not all, the planned future growth. However, right turn lanes should be provided both north and south of the interchange onto both eastbound and westbound I-84 on-ramps.

Estimate of 30th Highest Traffic Volumes for 2000

The primary route through Boardman is Main Street. Past traffic data collected along highways in this area (see Tables 1 and 1A) revealed that the yearly peak hours occurs in the May when the existing traffic counts were taken (See Figures VI-8 and VI-8A). Based on past traffic trends from these other highways, May volumes tend to be the highest (represent about 112-113 percent of the ADT), and would also equate to annual 30th highest hourly volumes (which are also estimated to be about 11-13 percent of the annual average ADT). Thus, the traffic count data from the May 2000 counts will be used for the 30th highest volumes. Three intersections on Figure VI-8 were not counted in May during the PM peak hour. However, the I-84 ramp intersection were counted both in May and November. Comparing these two sets of counts reveals that the May volumes were approximately 15 percent higher than the November counts. Based on this, the November volumes were increased by 15 percent and balanced for traffic flow along Main Street. Finally, using traffic flows along Main Street at Wilson Road and Kinkade, the traffic volumes at Willow Fork Drive as estimated. Based on these assumptions, Figure VI-9 presents the estimated 30th highest hourly traffic volumes for 2000. Table 1 presents the results of intersection capacity analyses of these 30th highest hourly volumes and indicates that all intersections operate at acceptable Levels of Service and V/C ratios.

Table 1 Historical Traffic data from SHUTLER, 11-007 Automatic Traffic Recorder

Location: ORE19, JOHN DAY HIGHWAY, NO. 5, 4.2 miles south of Arlington
Installed: April, 1957

HISTORICAL TRAFFIC DATA

Year	Average Daily Traffic	Percent of ADT				
		Max Day	Max Hour	10TH Hour	20TH Hour	30TH Hour
1991	886	149	18.3	14.6	13.4	12.9
1992	911	174	15.8	13.9	13.4	13.1
1993	929	193	27.0	18.7	16.8	15.3
1994	962	174	15.0	12.4	11.9	11.3
1995	862	***	****	****	****	****
1996	820	165	14.3	12.8	12.3	12.0
1997	866	167	17.3	12.8	12.4	12.0
1998	822	146	14.4	12.4	11.8	11.6
1999	855	155	13.6	12.3	11.9	11.6
2000	788	161	14.3	12.8	12.2	11.9

**Boardman Main Street "Downtown" Development Plan
2000-2001**

2000 TRAFFIC DATA

	Average Weekday Traffic	Percent of ADT	Average Daily Traffic	Percent of ADT
January	910	115	737	94
February	989	126	801	102
March	998	127	809	103
April	1027	130	839	106
May	1051	133	887	113
June	998	127	820	104
July	1001	127	829	105
August	967	123	782	99
September	929	118	778	99
October	956	121	810	103
November	853	108	703	89
December	808	103	659	84

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 1A Historical Traffic Data from Umatilla Bridge (30-025) Automatic Traffic Recorder

Location: I82, McNARY HIGHWAY, NO. 70
0.58 mile south of Oregon-Washington State Line
Installed: April, 1977

Year	Average Daily Traffic	Percent of ADT				
		Max Day	Max Hour	10TH Hour	20TH Hour	30TH Hour
1990	9887	160	16.9	12.7	11.9	11.2
1991	10292	***	****	****	****	****
1992	10924	159	17.3	12.4	11.6	11.3
1993	11120	168	13.9	12.8	12.1	11.8
1994	11874	168	13.9	12.0	11.7	11.1
1995	12655	154	13.9	11.6	11.2	10.9
1996	12675	149	12.4	11.0	10.6	10.3
1997	13355	157	13.9	11.6	11.0	10.7
1998	14514	148	13.4	11.5	10.9	10.7
1999	15438	154	13.2	11.6	11.2	10.9

	1999 TRAFFIC DATA			
	Average Weekday Traffic	Percent of ADT	Average Daily Traffic	Percent of ADT
January	11956	77	11690	76
February	12359	80	12557	81
March	14167	92	14588	94
April	14932	97	15142	98
May	15244	99	15567	101
June	17055	110	17345	112
July	18119	117	18302	119
August	18032	117	18519	120
September	16859	109	16921	110
October	16414	106	16597	108
November	14761	96	14880	96
December	13189	85	13152	85

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 2: 2000 Levels of Service for 30th Highest Annual Volumes

<i>Intersection</i>	30th Highest Peak Hour Volumes		
	Unsignalized Intersections+		
	Avg Vehicle Delay (Sec/Veh)	LOS	V/C Ratio
I-84 Westbound Ramp/Main Street (Critical Movement: WB Approach)	12.4	B	0.16
I-84 Eastbound Ramp/Main Street (Critical Movement: EB Approach)	12.6	B	0.14
Front Street/Main Street (Critical Movement: EB Approach)	13.1	B	0.06
Kinkade Road/Main Street (Critical Movement: EB Approach)	10.2	B	0.05
Willow Fork Drive/Main Street (Critical Movement: EB Approach)	10.2	B	0.02
Wilson Road/Main Street (Critical Movement: EB Approach)	10.6	B	0.11

+ All intersections have stop sign control for east/west movements, except for Wilson Road/Main Street that has stop control on all approaches

Estimate of Future 2020 Traffic Volumes

Future 2020 traffic volumes through the study area were estimated from several sources:

- 1) **Past Traffic Trends:** The data in Figure VI-8 and Tables 1 and 1A indicate that traffic in this region has not increased substantially unless it is directly related to new developments. The Transportation System Plan (TSP) for Boardman assumed a 2.9 percent per year general growth rate, but did not include any specific developments. Figure VI-10 presents the estimated 2020 traffic volumes from the TSP. This resulted in an increase of approximately 450 peak hour trips along Main Street south of I-84, which would equate to about 450 new single family homes. As discussed below, this analyses will include several new residential developments plus the mixed retail, office and residential uses in the new Downtown. Thus, it is assumed that the general growth rate will be only 1 percent per year. That is, existing 30th highest hourly volumes were multiplied by 1.2.
- 2) **Recent Residential Developments:** Discussions with City staff revealed that three major residential developments are approved and should be built out over the next 5-7 years. Table 3 presents the trip generation estimate for these developments and their locations and assignment of vehicle trips is presented on Figure VI-11. The distribution was based on existing traffic volumes and discussion among the planning staff/consultants.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 3: Estimate of Weekday Trip Generation for Recently Approved/Proposed Developments

Name/Access (ITE Code 210)	Units/ Homes	Daily Trips	PM Peak Hour		
			Total	In	Out
35 SF Homes West Of Main Street	35 SF	335	35	22	13
200 SF Homes West Along Wilson Rd	200 SF	1,914	202	129	73
70 SF Homes East of Main Street	70 SF	670	71	45	26
Total	370	3,302	349	223	126

- 3) **New Downtown Plan.** The main focus of the Boardman Main Street "Downtown" Development Plan study has been to select an area for the new Downtown and develop a set of land uses that could occur based on area growth trends and market analysis. The impetus for this plan is that most of the residents of Boardman live south of I-84, but most of the retail and jobs in Boardman are north of I-84. To direct future growth in Boardman and not overload the interchange, this project evaluated several sites along Main Street (most of this land is zoned C-1, which permits a wide range of commercial and residential uses) and design options for a new Downtown on a parcel(s) along Main Street from Oregon Trail Blvd. to Wilson Road. A full consensus has not been reached on this plan or its location. Consequently, this traffic analysis will evaluate the last version of the Downtown Plan. This latest version is presented in Figure VI-12 and described in Table 4. The latest plan encompasses approximately 75 acres between Main Street and Locust Road, and (future) Oregon Trail Blvd. and Wilson Road. The following table identifies the land use development program including a range of total square footage for retail, office, public/civic buildings, and park space; and number of dwelling units for multi-family and single family uses. Table 5 presents the trip generation associated with these land uses.

Table 4: Development Plan for Boardman Main Street "Downtown"

Land Use	Square Footage	Dwelling Units
Retail	50,000-80,000	
Office	32,000-80,000	
Public/Civic Buildings*	68,000-83,000	
Multi-Family Residential		160-280 units
Single Family Residential		130-150 units
Open Space	100,000	
Parking		900-1,000 spaces

* Public/Civic Buildings includes a city hall (14,000-28,000 SF), community center (46,000 SF), and one other building for public use (8,000-9,000 SF).

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 5: Estimated Trip Generation For Boardman Main Street Downtown Plan

Land Use	Daily Trips	AM Peak Hour			PM Peak Hour		
		Total	In	Out	Total	In	Out
Retail (80,000 GSF) (ITE Code 820)	5,906	140	85	55	542	260	282
Pass-By Trips		30% 42	21	21	30% 163	82	81
Internal Trips		10% 14	9	5	10% 54	26	28
New Trips		60% 84	51	33	60% 325	156	169
General Office Building (80,000 GSF) (ITE Code 710)	881	125	110	15	119	20	99
Recreational Community Center (46,000 GSF) (ITE Code 495)	1,052	61	40	21	81	28	53
Government Office Complex (37,000 GSF) (ITE Code 733)	925	83	74	9	106	33	73
Single-Family Homes (150 Homes) (ITE Code 210)	1,436	113	28	85	152	97	55
Apartments (280 Units) (ITE Code 220)	1856	143	23	120	174	117	57
Subtotal of Office/Residential	6,150	525	275	250	632	295	337
Total Pass-By Trips		42	21	21	163	82	81
Total Internal Trips		14	9	5	54	26	28
Total New Vehicle Trips		609	326	283	957	451	506

Finally, with the buildout of the Downtown Plan on the west side of Main Street, it is assumed that residential uses would then develop on the east side of Main Street. This parcel contains about 55 acres and based on the existing residential development patterns, was assumed to have a buildout of 330 single-family homes. Trip generation for this area is presented in Table 6.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 6: Estimate of Weekday Trip Generation for Future Residences East of Main Street

Name/Access (ITE Code 210)	Units/ Homes	Daily Trips	PM Peak Hour		
			Total	In	Out
55 Acres East of Main Street	330	3,158	333	213	120

Figure VI-13 presents the directional trip distributions for the different types of land uses in the Downtown Development Plan. To assign all these volumes onto the roadway network, a Traffix Model was developed. This model assumed that the entire street network in this plan as well as the basic improvements in the TSP (discussed below) was constructed. This model is shown in Figure VI-14. It should be noted that the assignment of trips to each of these land uses was via the most direct route and trips between the residential and commercial uses were performed via direct assignments of trips. To be conservative and due to the lack of consensus about the plan, localized adjustments for pass-by trips was not performed. Figure VI-15 presents traffic generated by all proposed future developments by 2020 throughout the study area.

Based on the above, two scenarios were evaluated:

Scenario 1: Future traffic volumes including 20 percent background growth and three planned residential developments. Resulting total future 2020 traffic volumes for this scenario are presented in Figure VI-16.

Scenario 2: Future traffic volumes including 20 percent background growth and all planned developments including new Downtown Plan. Resulting total future 2020 traffic volumes for this scenario are presented in Figure VI-17.

Future Roadway Improvement Plans

This section discussed future roadway improvement plans proposed in the TSP. First, Figure VI-18 presents the typical cross sections for roadway in Boardman. Main Street is classified as an arterial street and by 2020 we assumed that it was buildout to its ultimate 3-lane section with left turn lanes at all major intersections and right turn lanes as needed. Figure VI-19 presents the initial proposed lane configurations assumed to be in place by 2020.

Below is a discussion of other roadway improvement issues from the TSP:

Front Street Interstate 84 Interchange Operational Issues

Analysis of year 2020 future forecast volumes revealed that the Interstate 84 Westbound Ramp/Main Street intersection would require capacity improvements to restore intersection operations to an acceptable level of service. As a result of the close spacing between the Interstate 84 ramps and the two respective frontage roads (North Front Street and South Front Street), it is expected that several geometric changes will be required to accommodate future traffic volume growth. There are several interrelated factors that will determine whether, and how, the capacity of the Interstate 84 interchange and Main Street can be ensured. These issues include:

- **Intersection Spacing.** The existing intersections of Main Street/North Front Street, Main Street/Interstate 84 Westbound Ramp, Main Street/interstate 84 Eastbound Ramp, Main Street/South Front Street are too closely spaced and will not function efficiently as traffic volumes grow. Overlapping functional areas of intersections make it especially difficult for drivers on side streets (such

**Boardman Main Street "Downtown" Development Plan
2000-2001**

as Front Street) to safely enter Main Street because of the numerous conflicting vehicle movements that must be simultaneously monitored. For example, a driver trying to turn left from North Front Street onto Main Street must find an adequate gap in the Main Street traffic stream while also coordinating with vehicles entering Main Street from the Westbound Interstate 84 ramp, Boardman Avenue, and any number of adjacent commercial properties.

- **Circulation Patterns.** Ill-defined circulation patterns along North and South Front Streets, in conjunction closely spaced intersections, make minor street turning operations at intersections difficult for drivers.
- **Access Management.** The lack of access management along Main Street complicates intersection operations as drivers are able to make turns onto and off of Main Street at virtually any location. The lack of access management results in a multitude of cut-through trips that create safety issues in parking lots. The situation is especially evident when Riverside High School students are released and drivers cut through local commercial parking lots to avoid queuing at the North Main Street/ Boardman Avenue intersection.
- **North-South Connectivity.** The lack of alternative north-south connections across Interstate 84, which focuses the majority of north-south travel through the city via Main Street and the Interstate 84 interchange, further complicates intersection/interchange operations. The lack of continuity is further exacerbated by the existing development pattern in Boardman that funnels many of the residences across the interstate at Main Street on a daily basis to access employment and service centers.

In addition to these issues, the existing pedestrian and bicycle facilities in this area are inadequate. Given the large demand for north-south pedestrian facilities, especially along Main Street, any improvement project(s) should incorporate improved pedestrian/bicycle facilities.

Front Street/Interstate 84 Interchange Improvement Needs

There are several potential improvements that could be made to the Interstate 84 interchange to increase capacity as identified below:

- signalize the north leg of the interchange;
- provide a left-turn lane across the Interstate 84 Interchange;
- widen the eastbound and westbound Interstate 84 ramps to accommodate separate left- and right-turn lanes;
or,
- enhance circulation on the north and south sides of the interchange.

The decision to implement one or more of the improvements identified above is subject to several considerations. It is especially important to consider a system perspective in evaluating these alternatives. For example, signalization alone will not fully address the capacity needs of the interchange and adjacent intersections. Further, development of left-turn lanes at the interchange would require widening of the existing bridge deck, potentially necessitating a new interchange altogether. The effect of signalizing the Interstate 84 Westbound Ramp/Main Street intersection must also consider the impact signalization will have on adjacent intersections.

Considering a more global system perspective, if alternative links across Interstate 84 can be implemented in conjunction with access management and circulation improvements along Main Street, it is conceivable that future traffic volume demands at the existing interchange can be accommodated. There are also issues as to how the interchange will operate in the future with respect to the frontage roads located on either side of the interchange. The following paragraphs highlight some of the other issues that need to be considered.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Circulation Improvements

The City of Boardman's roadway system is comprised of a number of streets that collectively feed the two Interstate 84 interchanges. The east-west orientation of the Columbia River, Interstate 84, the Union Pacific Railroad right-of-way, and the Bonneville Power Administration's right-of-way all limit the number and extent of north-south connections through the city and have shaped the local roadway network.

As more properties develop in the southern and northeast quadrants of the city, the city needs to ensure that adequate facilities are provided such that the city does not become entirely dependent on any one roadway to facilitate local trips. As properties develop in these parts of the city, careful consideration should be given to the type and locations of connections to the existing street system, and to connectivity and access issues within any new subdivisions. It is essential to provide pedestrian, bicycle, and vehicular access both to and within new developments and to provide a sense of linkage to and continuity with the existing developments in town. Care should also be taken to avoid "cul-de-sac" developments in these and other residential areas that may be developed in town.

North-South Connectivity

There are several potential opportunities to strengthen north-south connectivity within the City of Boardman. Ideally, roadway circulation alternatives should provide routes for local trips while accommodating industrial/heavy vehicle traffic destined to the Port and other locations on separate facilities. Opportunities to strengthen north-south connectivity include:

- provision of a new interchange or overpass on the west side of Boardman; and/or ,
- extension of Olson Road across Interstate 84.

East-West Connectivity

In addition to improving north-south connectivity, there is also a need to ensure that the city develops adequate east-west facilities parallel to Interstate 84 such that these facilities provide access to local commercial and residential properties in a safe and efficient manner. It will be especially important to ensure that convenient east-west connectivity is preserved such that the city does not become entirely dependent on interstate access to facilitate local east-west trips. In addition, with the large amount of development occurring on the south side of the city, there is a need to ensure that the city's east-west roads are connected in a logical manner. Potential opportunities to strengthen east-west connectivity within the City of Boardman include:

- extension of South Front Street between South Main Street and Olson Road; and/or ,
- construction of Oregon Trail Boulevard, a proposed east-west roadway along the BPA easement, to provide additional east-west connectivity south of the Interstate 84.

In addition to connectivity enhancements, the city should also consider development of access management techniques to further circulation needs. These techniques should provide for the consolidation of access points along collector and arterial level roadways as property develops or redevelops and allow for more focused crossings of roadways in areas outside of the downtown.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Future 2020 Traffic Conditions

This section presents the results of the intersection capacity analysis for future 2020 traffic volumes. The 1999 OHP requires that the maximum acceptable v/c ration for district and local interest roads be 0.80 or lower. The minimum acceptable v/c ratio for both I-84/Main Street ramp intersections is 0.70.

Scenario 1: 20 Percent General Growth and Three Residential Developments

As discussed above, the 2020 traffic volumes for this scenario (in Figure VI-16) are slightly lower than the volumes in the TSP (Figure VI-10). The results of intersection capacity analyses for this scenario are presented in Table 7. The results in this table reveal that all intersections will operate at acceptable V/C ratios. Tables 8 and 9 present the results of warrant analyses for providing separate right and left turn lane from Main Street onto the minor streets. From these analyses warrants are not met for separate turn lanes at any of these intersections except for a separate right turn lane southbound along Main Street at Oregon Trail.

Table 7: Scenario 1 2020 Levels of Service

<i>Intersection</i>	<i>30th Highest Peak Hour Volumes</i>		
	<i>Unsignalized Intersections+</i>		
	<i>Avg Vehicle Delay (Sec/Veh)</i>	<i>LOS</i>	<i>V/C Ratio</i>
I-84 Westbound Ramp/Main Street <i>(Critical Movement: WB Approach)</i>	13.9	B	0.23
I-84 Eastbound Ramp/Main Street <i>(Critical Movement: EB Approach)</i>	16.3	C	0.31
Front Street/Main Street <i>(Critical Movement: EB Approach)</i>	19	C	0.13
Oregon Trail/Main Street <i>(Critical Movement: WB Approach)</i>	15.4	C	0.12
Kinkade Road/Main Street <i>(Critical Movement: WB Approach)</i>	13.9	B	0.03
Willow Fork Drive/Main Street <i>(Critical Movement: EB Approach)</i>	11.1	B	0.04
Wilson Road/Main Street <i>(Critical Movement: EB Approach)</i>	9.2	A	0.27

+ All intersections have stop sign control for east/west movements, except for Wilson Road/Main Street that has stop control on all approaches

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 8: Scenario 1: Results of Left Turn Warrant Analyses for Intersections along Main Street

<i>Intersection</i>	Future 2020 PM Peak Hour		ODOT Design Manual	
	Left Turns (vph)	Combined Volume Criteria (vph/Lane)	Minimum Criteria (Left-Turns-vph)	Warrant Met?
NB Main Street at Front Street	10	448	30	NO
SB Main Street at Front Street	10	448	30	NO
NB Main Street at Oregon Trail	25	315	46	NO
NB Main Street at Kinkade Road	12	255	56	NO
SB Main Street at Kinkade Road	10	255	56	NO
NB Main Street at Fork Drive	6	220	62	NO

Table 9: Scenario 1 Results of Right Turn Warrant Analysis for Intersections along Main Street

<i>Intersection</i>	Future 2020 PM Peak Hour		ODOT Design Manual	
	Right Turns (vph)	Design Hour Volume (vph per Lane)	Minimum Criteria (Right Turns-vph)	Warrant Met?
NB Main Street at Front Street	10	371	64	No
SB Main Street at Front Street	42	525	43	No
NB Main Street at Oregon Trail	5	188	88	No
SB Main Street at Oregon Trail	82	443	54	Yes
NB Main Street at Kinkade Road	10	163	92	No
SB Main Street at Kinkade Road	54	346	67	No
NB Main Street at Fork Drive	21	294	74	No

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Scenario 2: 20 Percent General Growth and All Proposed/Planned Developments

As discussed above, the 2020 traffic volumes for this scenario (in Figure VI-17) are significantly higher than the volumes in the TSP (Figure VI-10), particularly at the I-84 interchange area. The results of intersection capacity analyses for this scenario are presented in Table 10. The only intersection with a high V/C ratio was at Main Street and Oregon Trail. Front Street is estimated to have significant delays, but the v/c ratio is acceptable. Preliminary traffic signal warrants were evaluated at the I-84 ramp intersections, at Front Street, and at Oregon Trail. These analyses are presented in Tables 11A-11D and found that warrants for a traffic signal are met at the I-84 ramps, but not at the other two intersections. The results in this table reveal that all other intersections will operate at acceptable V/C ratios. Tables 12 and 13 present the results of warrant analyses for providing separate right and left turn lane from Main Street onto the minor streets. Results of these analyses indicate that all intersections need separate left turn lanes and most meet warrants for separate right turn lanes. It should be noted that separate left turn lanes were not assumed along Main Street at the I-84 ramps due to the two lane ramp, but separate right turn lanes were assumed off of each ramp, northbound onto the EB on-ramp and southbound onto the WB on-ramp.

Table 10: Scenario 2 2020 Levels of Service

Intersection	Signalized Intersections		
	Avg Vehicle Delay (Sec/Veh)	V/C Ratio	LOS
I-84 Westbound Ramp/Main Street <i>(Critical Movement: WB Approach)</i>		0.66	C
I-84 Eastbound Ramp/Main Street <i>(Critical Movement: EB Approach)</i>		0.62	C
	Minor Street Stop Control+		
Front Street/Main Street <i>(Critical Movement: EB Approach)</i>	>45	0.52	F
Oregon Trail/Main Street <i>(Critical Movement: EB Approach)</i>	>45	1.15	F
Kinkade Road/Main Street <i>(Critical Movement: EB Approach)</i>	30.9	0.46	D
Willow Fork Drive/Main Street <i>(Critical Movement: EB Approach)</i>	21.3	0.22	C
Wilson Road/Main Street <i>(Critical Movement: EB Approach)</i>	10.4	0.41	B

+ All intersections have stop sign control for east/west movements, except for Wilson Road/Main Street that has stop control on all approaches

[HCS Estimate of Delays and V/C]

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Table 11A: Summary of Signal Warrant Analysis at I-84 WB off-Ramp/Main Street

Traffic Signal Warrant	ODOT Criteria ADT Volumes		Estimated Future ADT Volumes*		Warrant Met?
	Major Street	Minor Street	Major Street	Minor Street	
1. Minimum Volume	7,400	2,500	9,785	2,820	Yes
2. Interruption of Continuous Flow	11,100	1,250	9,785	2,820	No

* For Warrants 1 and 2, the 30th highest volumes shown in Figure VI-17 were assumed to be 11 percent of the ADT volumes.

Table 11B: Summary of Signal Warrant Analysis at I-84 EB off-Ramp/Main Street

Traffic Signal Warrant	ODOT Criteria ADT Volumes		Estimated Future ADT Volumes*		Warrant Met?
	Major Street	Minor Street	Major Street	Minor Street	
1. Minimum Volume (without discounting RT)	7,400	2,500	14,630	440 (2,210)	No (Almost)
2. Interruption of Continuous Flow (without discounting RT)	11,100	1,250	14,630	440 (2,210)	No (Yes)

* For Warrants 1 and 2, the 30th highest volumes shown in Figure VI-17 were assumed to be 11 percent of the ADT volumes.

Table 11C: Summary of Signal Warrant Analysis at Oregon Trail/Main Street

Traffic Signal Warrant	ODOT Criteria ADT Volumes		Estimated Future ADT Volumes*		Warrant Met?
	Major Street	Minor Street	Major Street	Minor Street	
1. Minimum Volume	7,400	2,500	12,090	975	No
2. Interruption of Continuous Flow	11,100	1,250	12,090	975	No

* For Warrants 1 and 2, the 30th highest volumes shown in Figure VI-17 were assumed to be 11 percent of the ADT volumes.

Table 11D: Summary of Signal Warrant Analysis at South Front Street/Main Street

Traffic Signal Warrant	ODOT Criteria ADT Volumes		Estimated Future ADT Volumes*		Warrant Met?
	Major Street	Minor Street	Major Street	Minor Street	
1. Minimum Volume	7,400	1,850	15,745	400	No
2. Interruption of Continuous Flow	11,100	950	15,745	400	No

* For Warrants 1 and 2, the 30th highest volumes shown in Figure VI-17 were assumed to be 11 percent of the ADT volumes.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

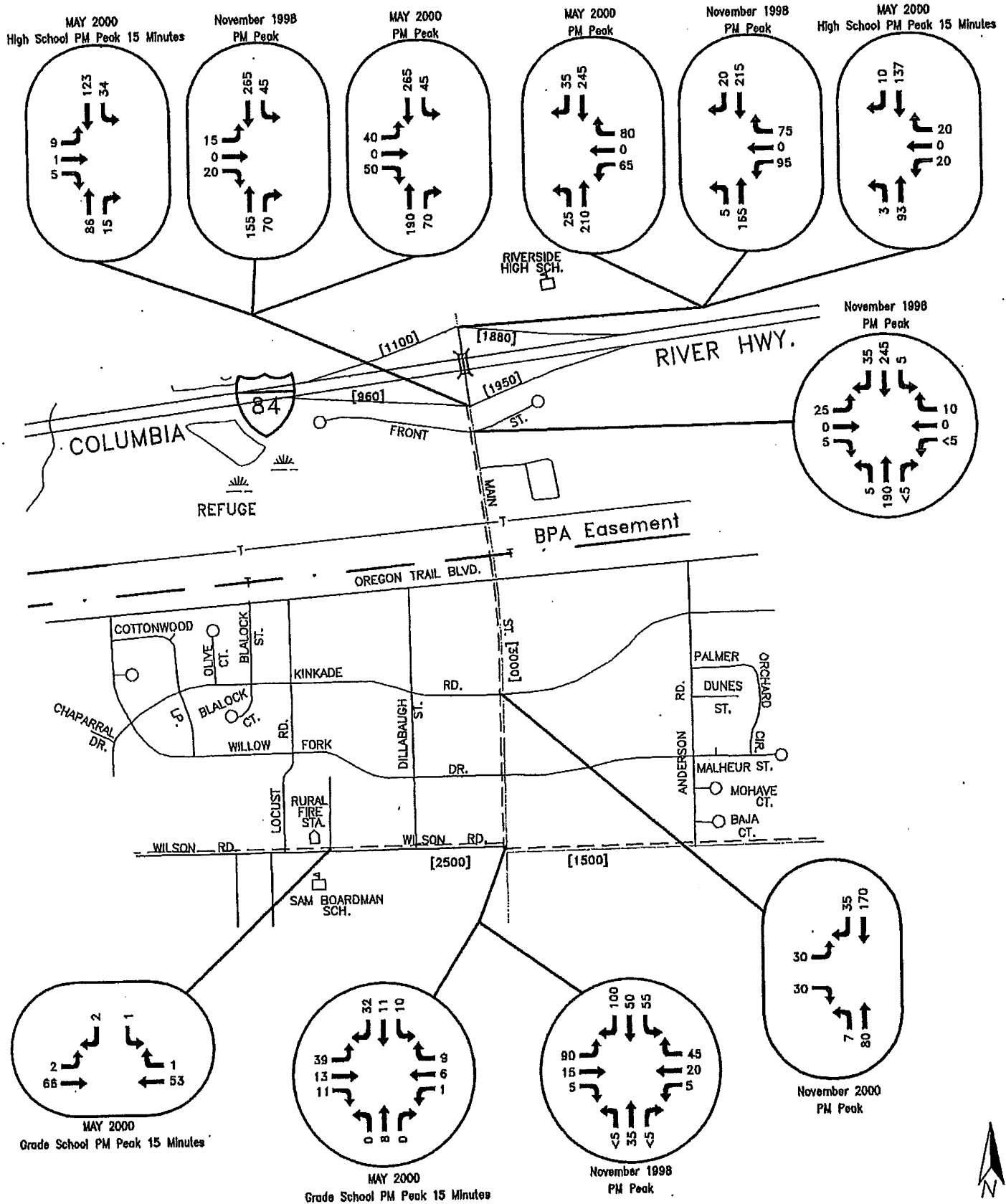
Table 12: Scenario 2 Results of Left Turn Warrant Analyses for Intersections along Main Street

<i>Intersection</i>	Future 2020 PM Peak Hour		ODOT Design Manual	
	Left Turns (vph)	Combined Volume Criteria (vph/Lane)	Minimum Criteria (Left-Turns-vph)	Warrant Met?
NB Main Street at Front Street	10	866	6	Marginal
SB Main Street at Front Street	10	866	6	Marginal
NB Main Street at Oregon Trail	20	665	15	Yes
SB Main Street at Oregon Trail	105	665	15	Yes
NB Main Street at Kinkade Road	53	465	28	Yes
SB Main Street at Kinkade Road	40	465	28	Yes
NB Main St. at Willow Fork Dr.	20	336	43	No
SB Main St. at Willow Fork Dr.	61	336	43	Yes

Table 13: Scenario 2 Results of Right Turn Warrant Analysis for Intersections along Main Street

<i>Intersection</i>	Future 2020 PM Peak Hour		ODOT Design Manual	
	Right Turns (vph)	Design Hour Volume (vph per Lane)	Minimum Criteria (Right Turns-vph)	Warrant Met?
NB Main Street at Front Street	10	830	15	Yes
SB Main Street at Front Street	42	902	15	Yes
NB Main Street at Oregon Trail	27	509	45	No
SB Main Street at Oregon Trail	177	821	15	Yes
NB Main Street at Kinkade Road	23	392	61	No
SB Main Street at Kinkade Road	112	539	41	Yes
NB Main St. at Willow Fork Dr.	23	241	81	No
SB Main St. at Willow Fork Dr.	58	432	56	Yes

Figure VI-8: Recent Peak Hour Traffic Volumes



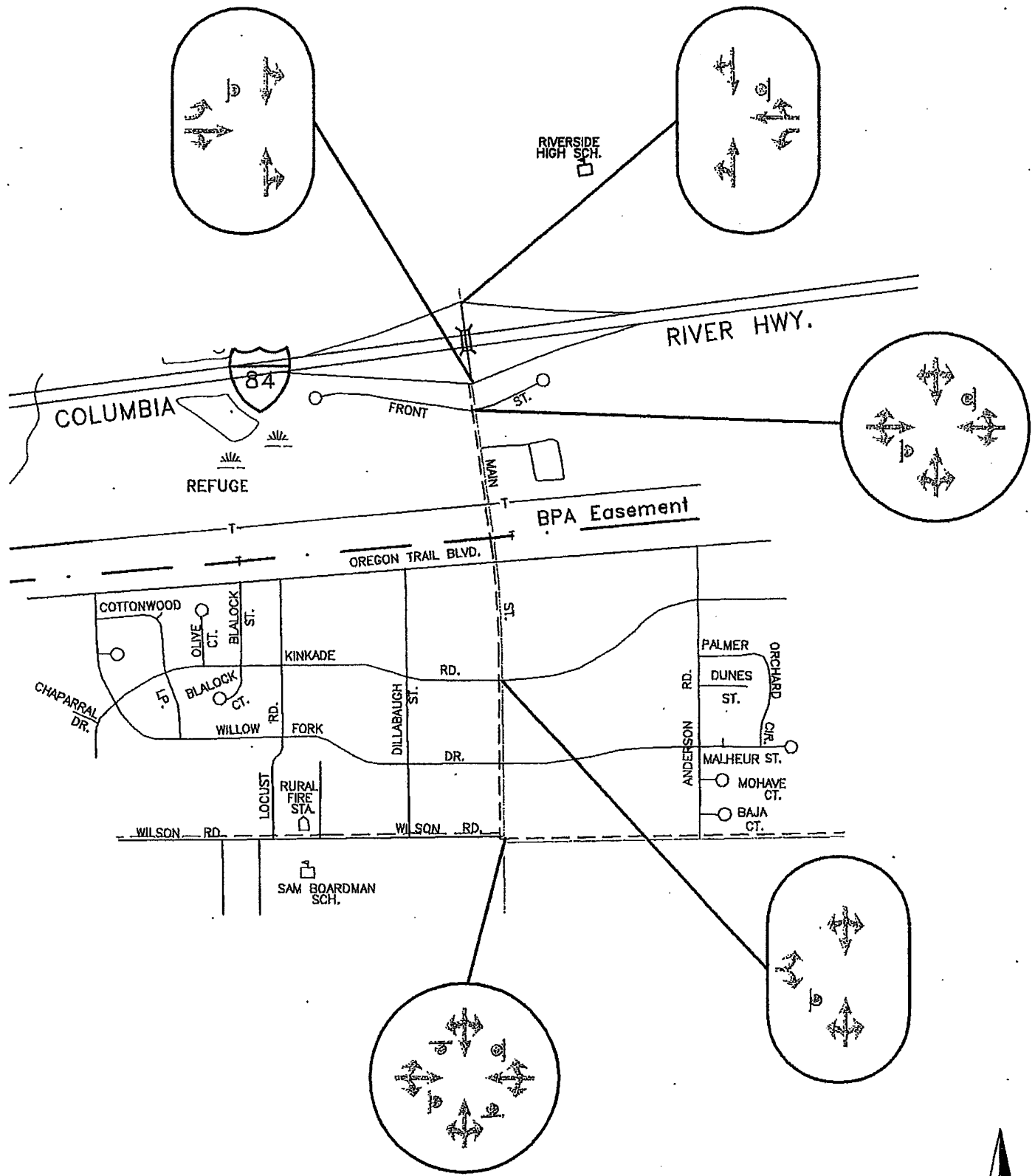
Annual Daily Traffic [ADT]

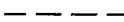
Boardman TSP


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Figure VI-8A: Existing Traffic Controls And Lane Configurations at Study Area Intersections



Multi-Use Path 

Stop Sign 

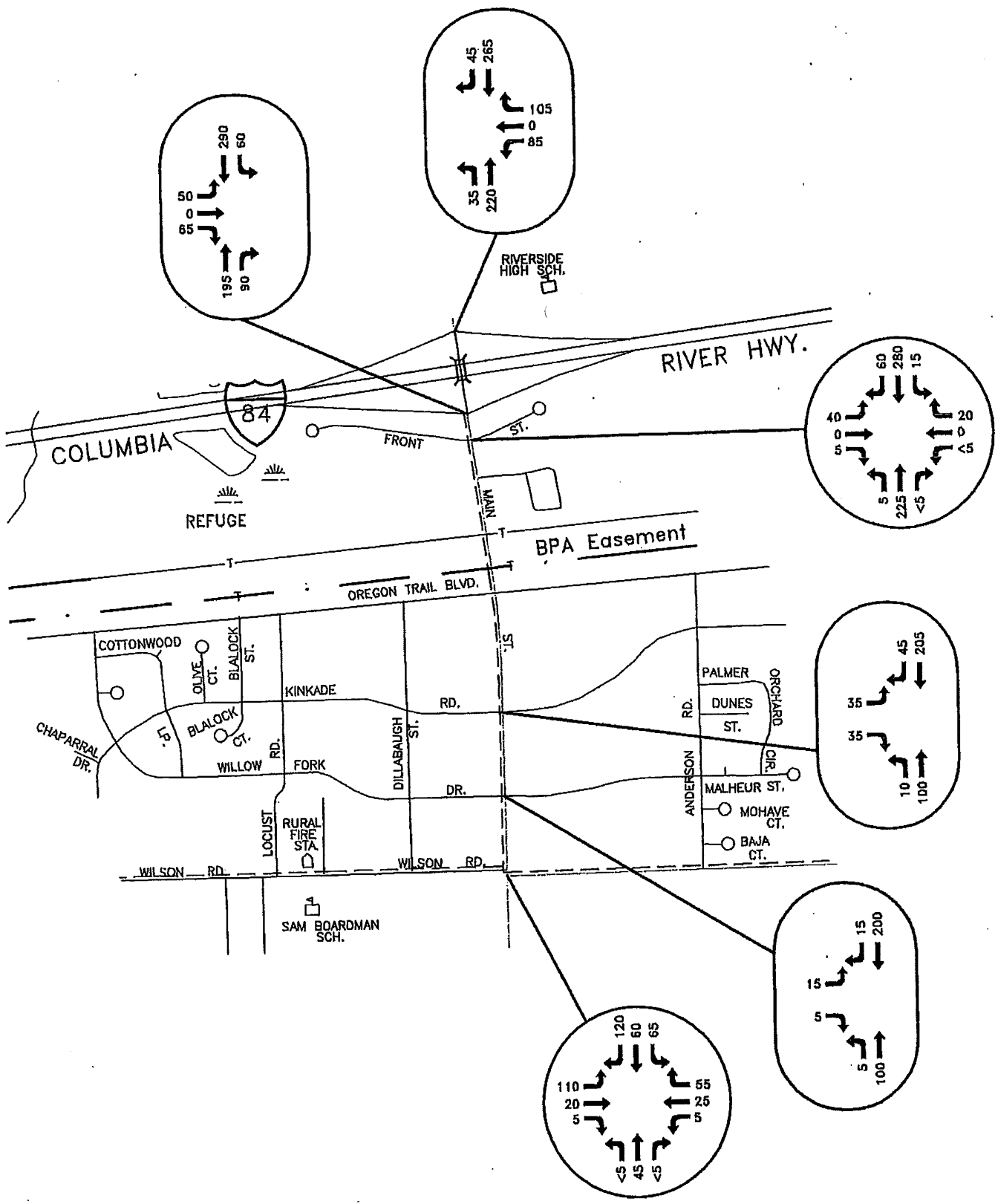
Boardman TSP



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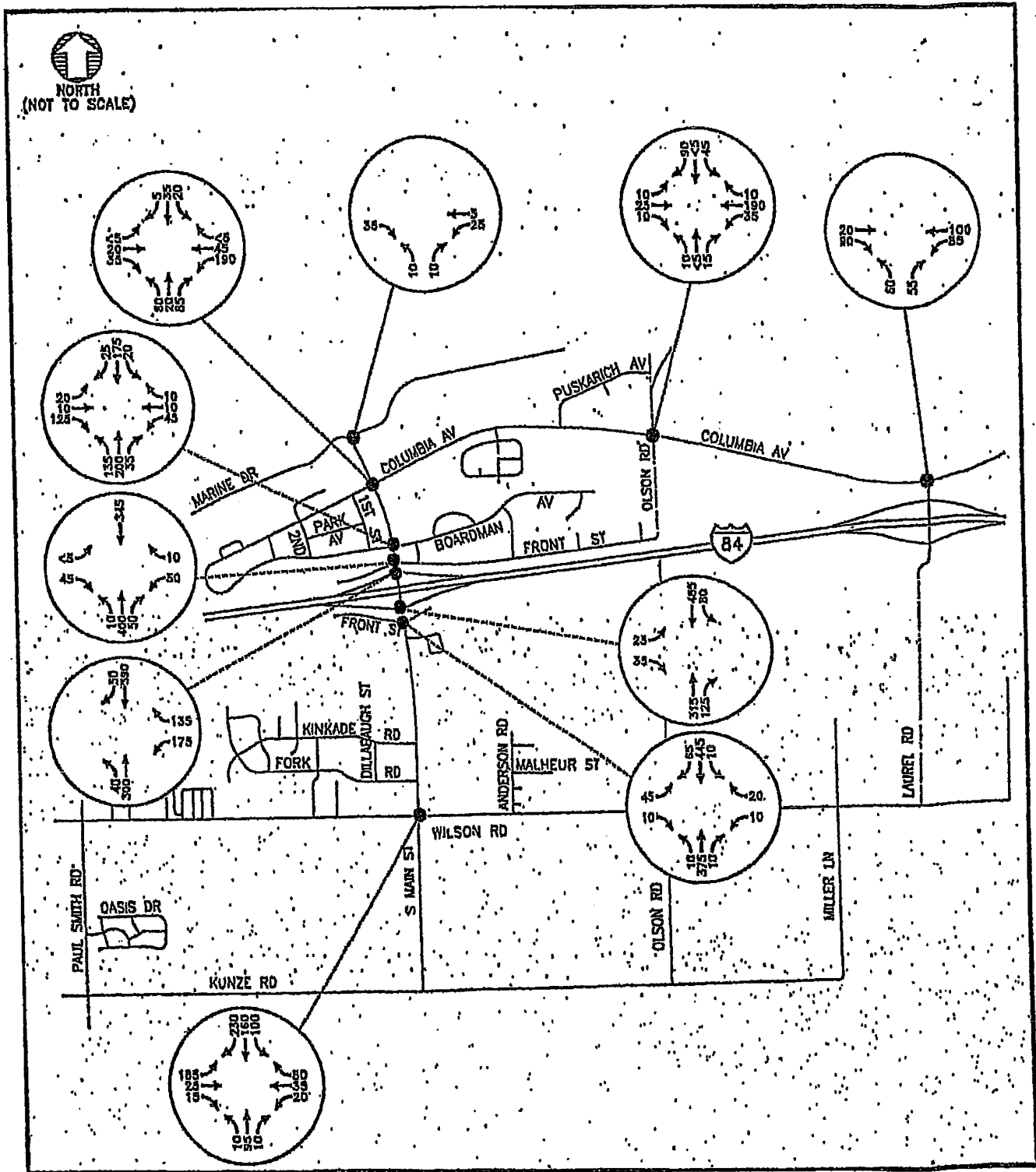
Figure VI-9: Estimated 30th Highest Peak Hour Traffic Volumes



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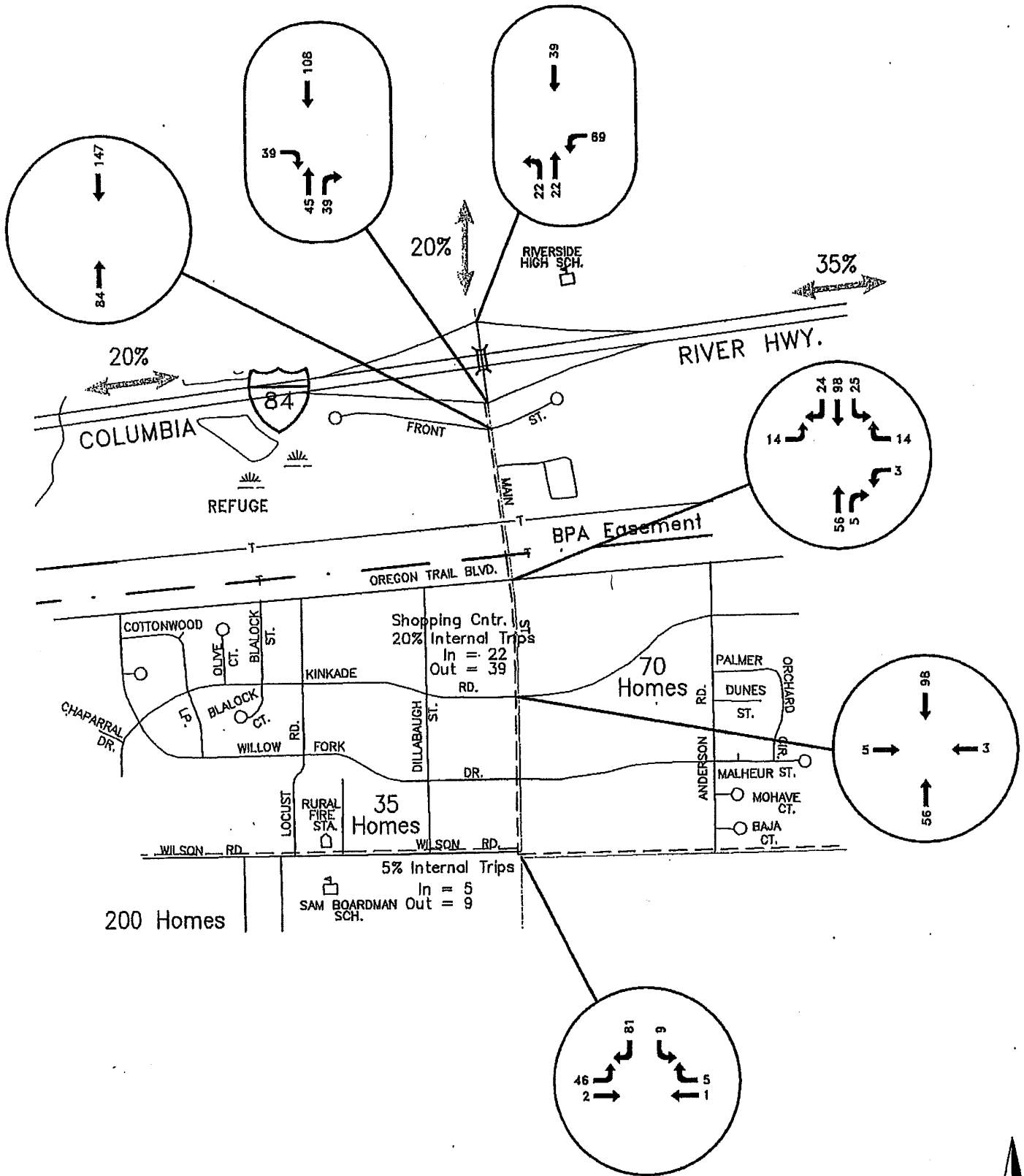
Figure VI-10: Estimated 2020 Traffic Volumes from the TSP



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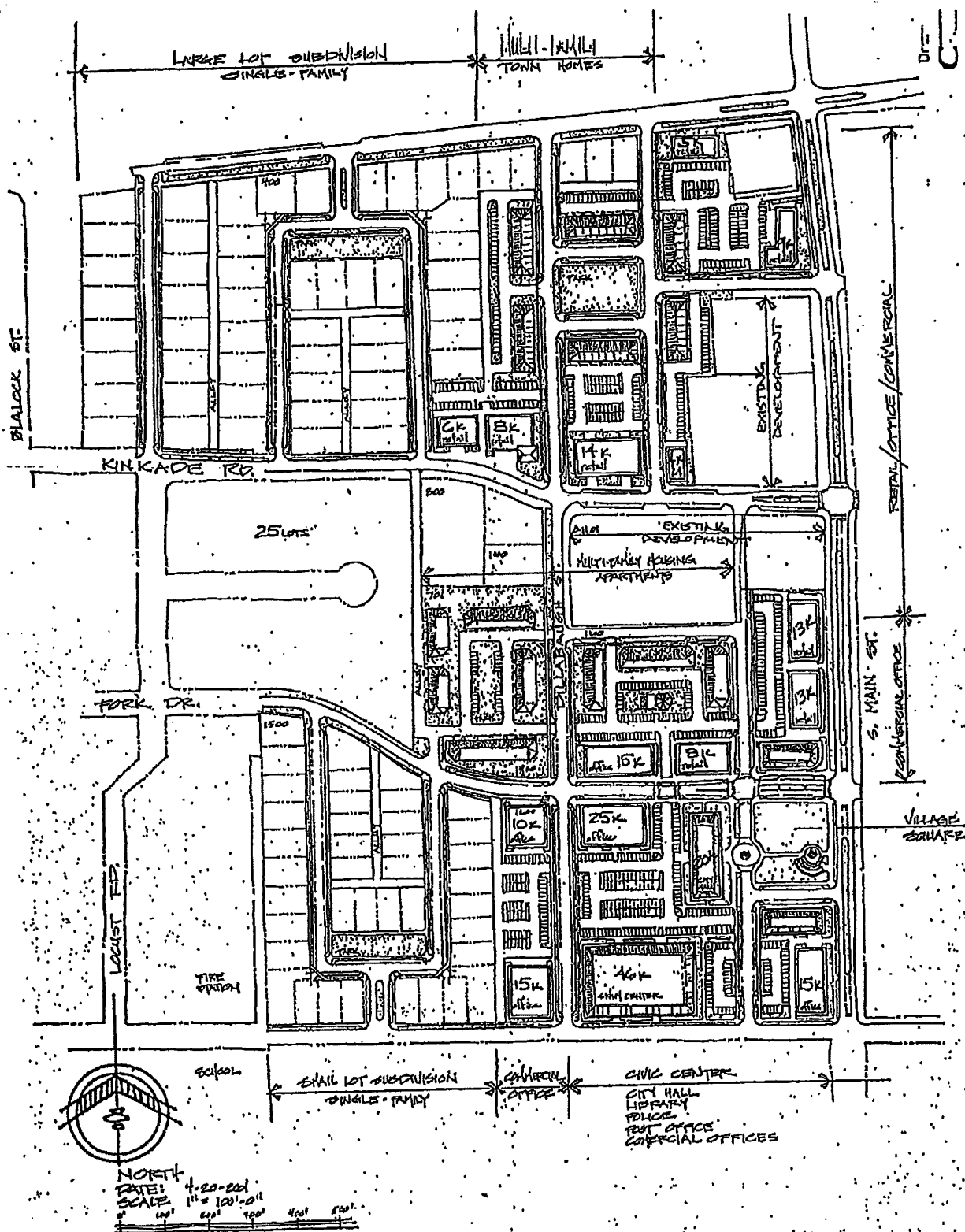
Figure VI-11: PM Peak Hour Trips Generated By The 3 Single-Family Developments



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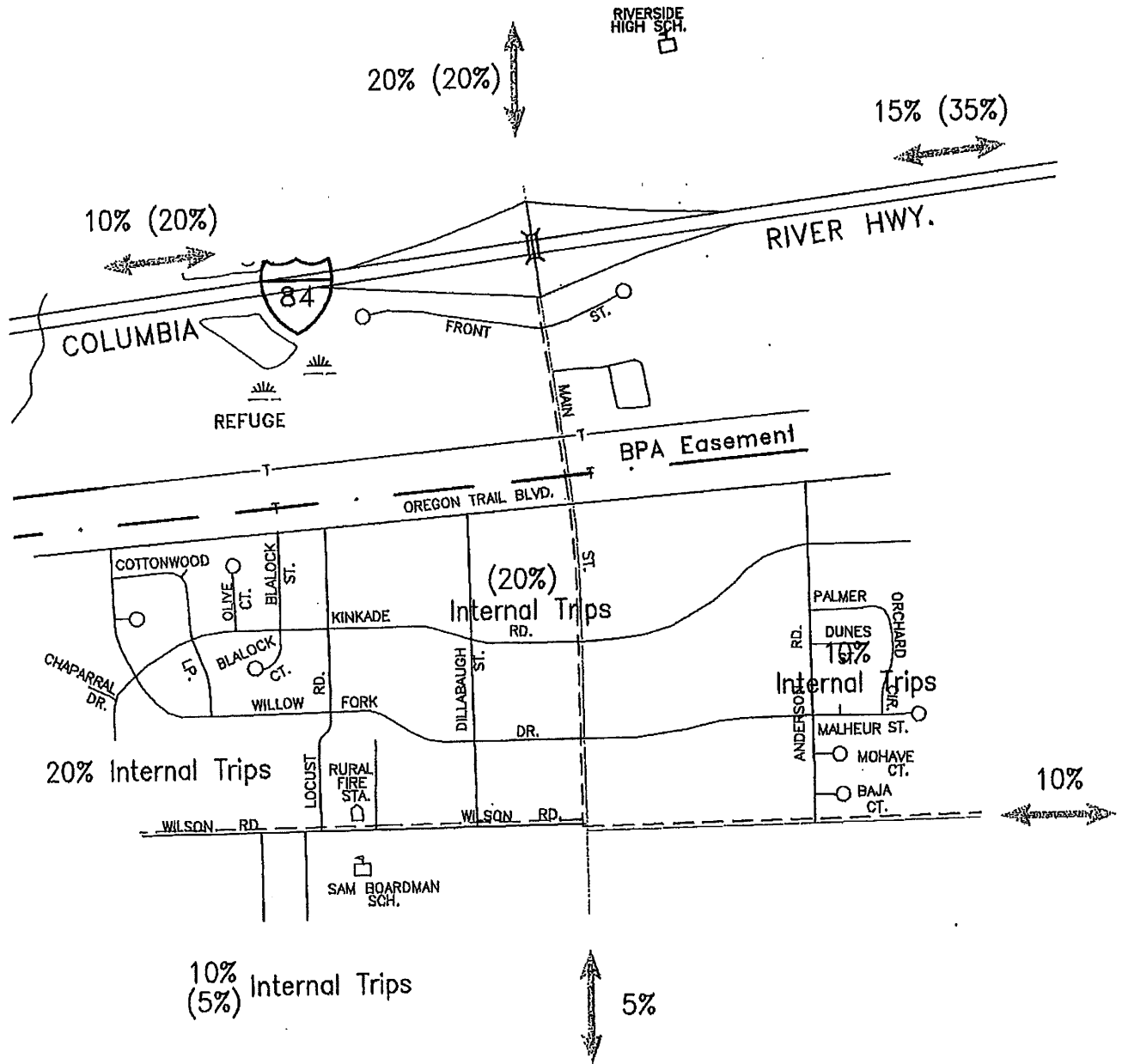
Figure VI-12: Latest Boardman Main Street "Downtown" Development Plan




FINAL DEVELOPMENT PLAN
 CITY OF BOARDMAN, OREGON
 TELAND DESIGN GROUP
 FOSTER CONSULTANTS

(503) 968-6589
 (503) 635-6190

Figure VI-13: Directional Trip Distributions For Land Uses In Boardman Downtown Plan



(Residential) Commercial
 Multi-Use Path - - - -
 Stop Sign 
 Boardman TSP


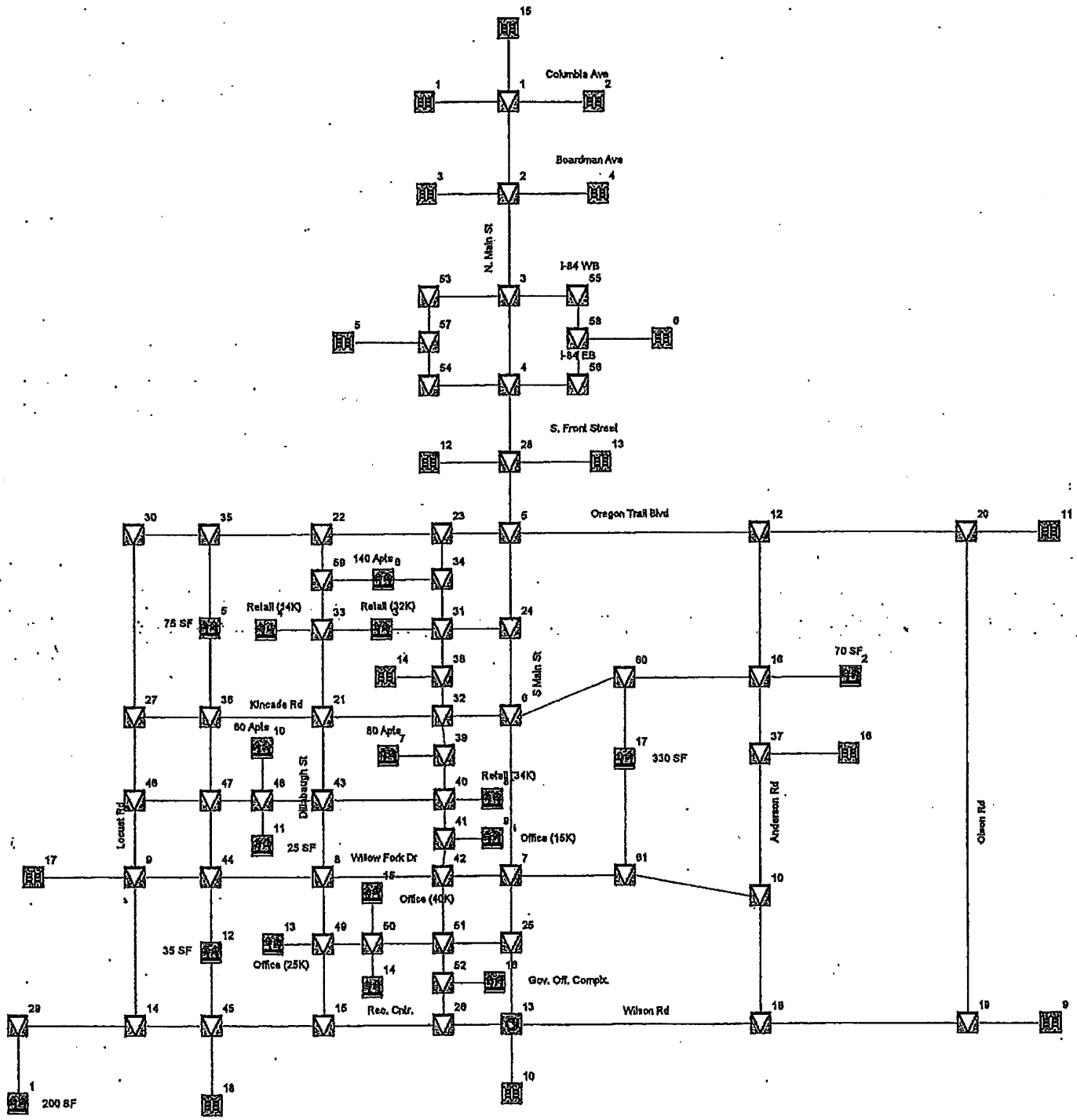
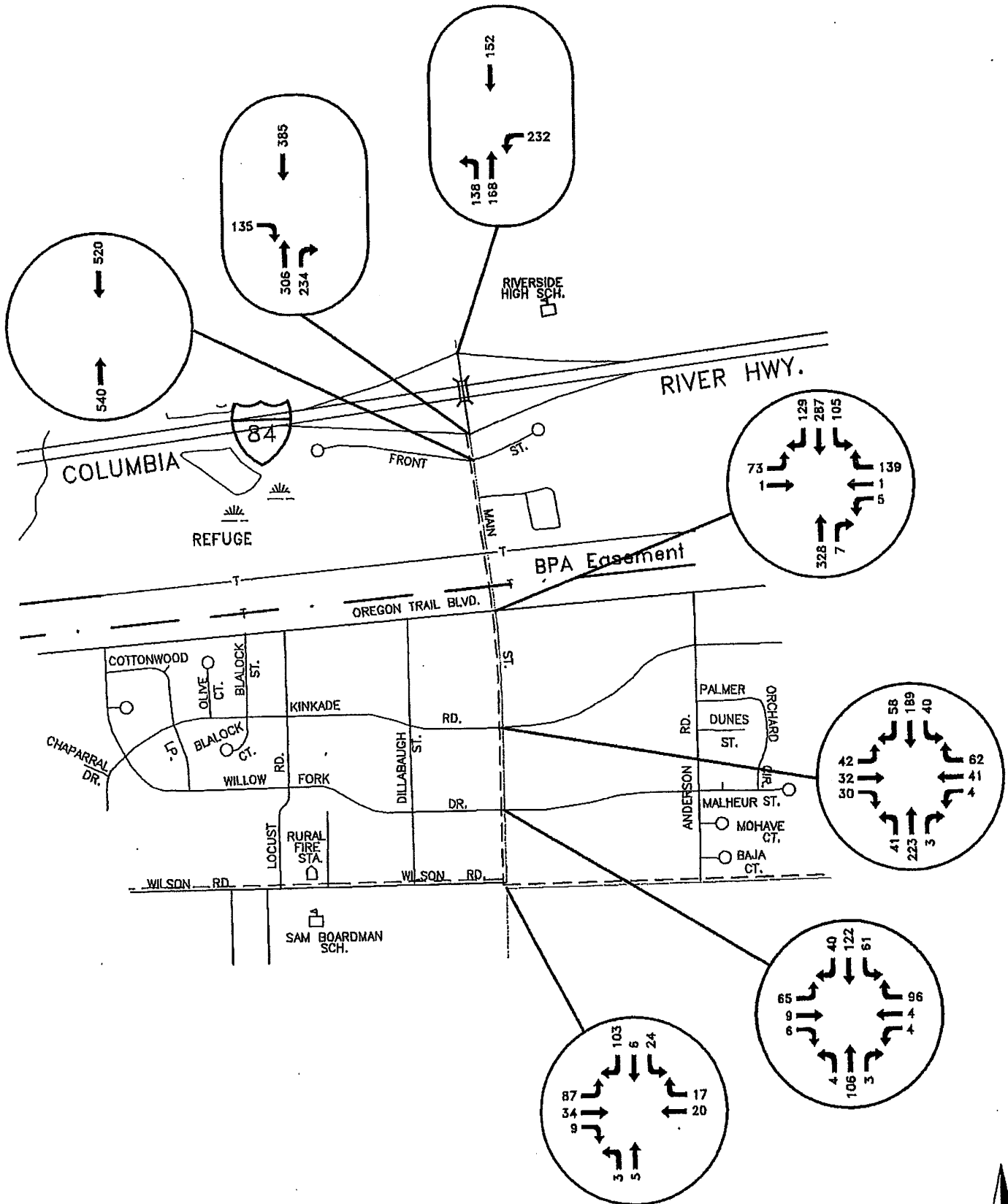

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Figure VI-14: Traffic Model of Future 2020 Roadway Network for Boardman



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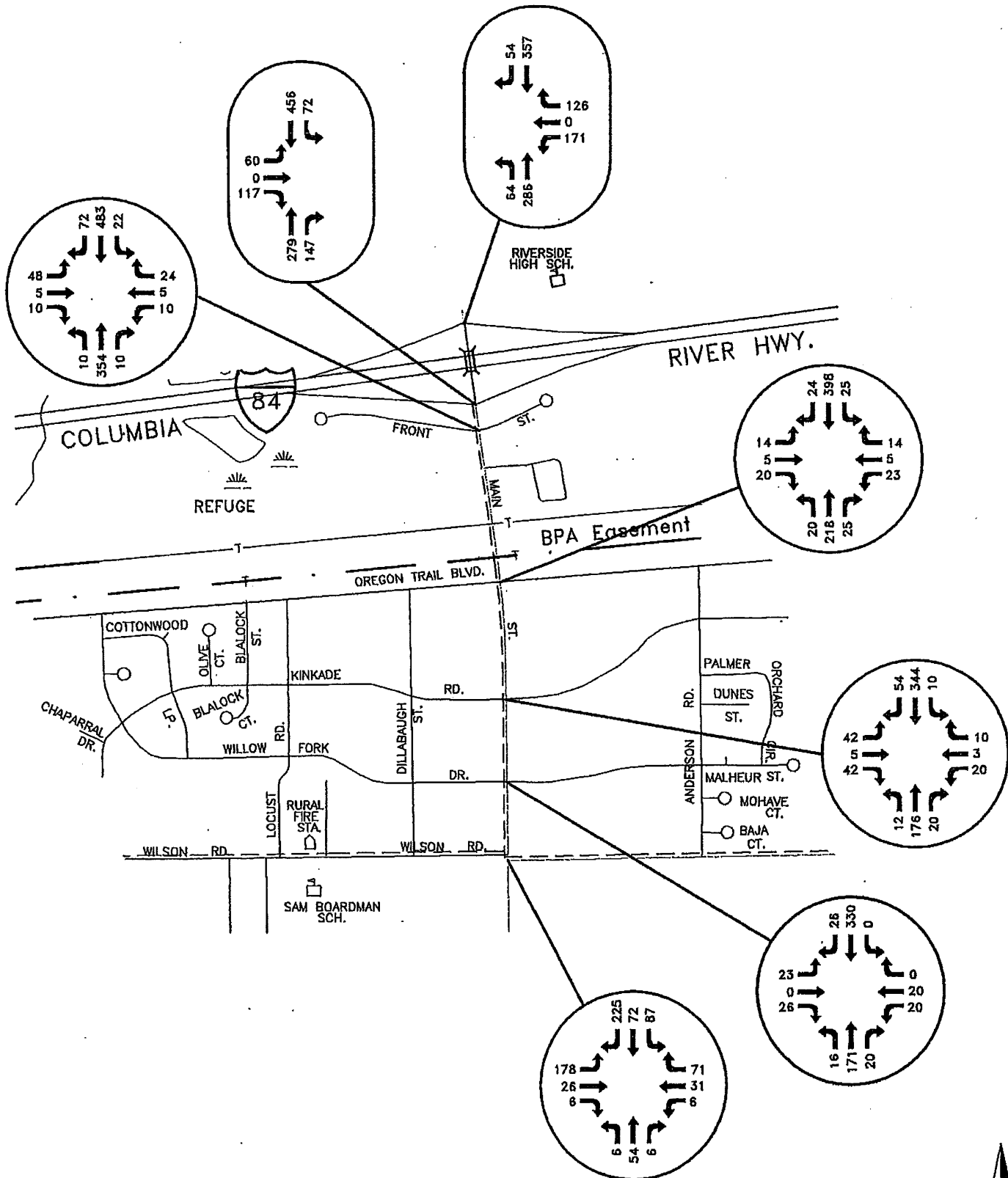
Figure VI-15: Trips Generated by ALL Developments



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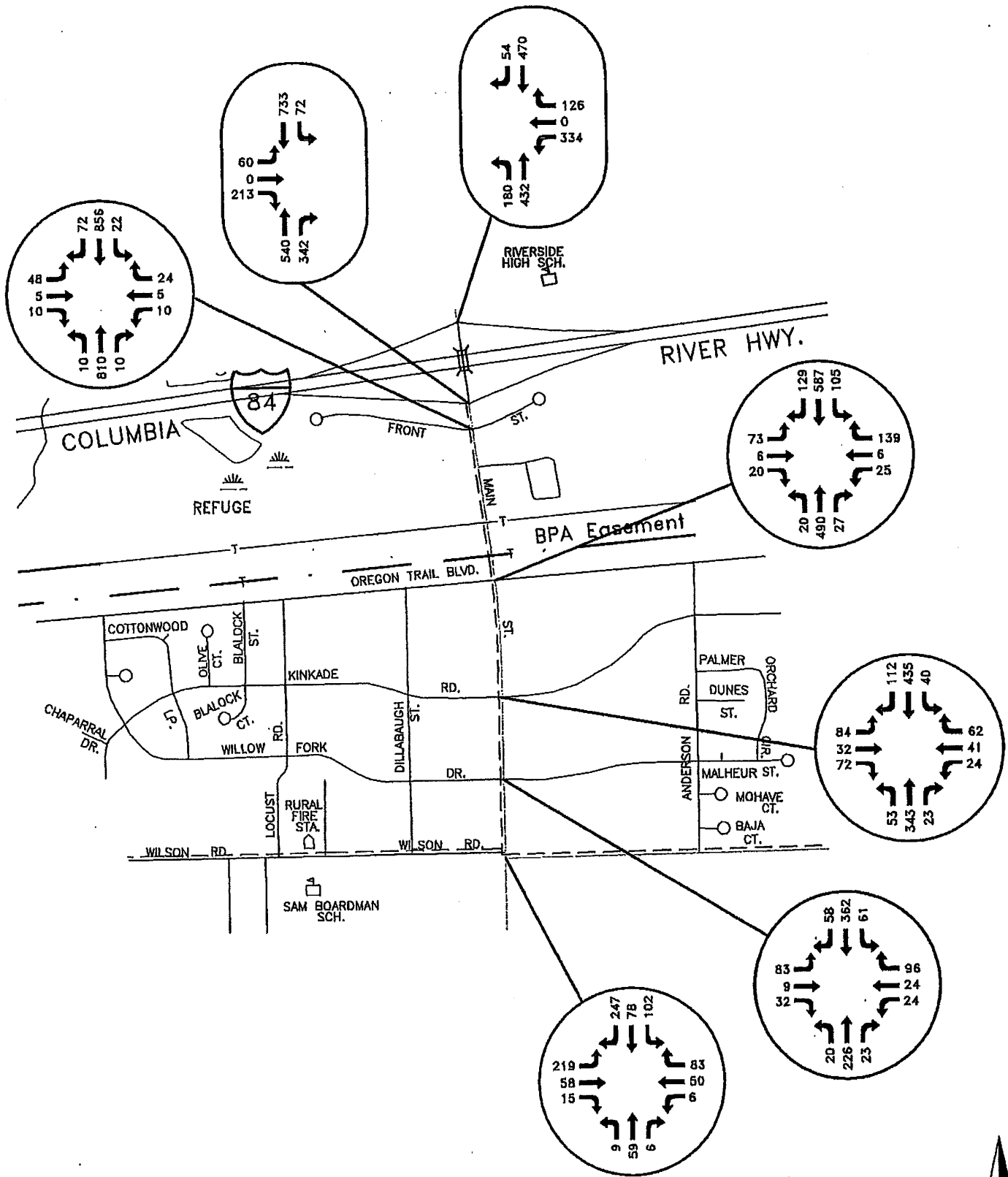
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Figure VI-16: 2020 Projected Peak Hour Traffic Volumes With 20 Percent Growth And 3 Single-Family Developments (Scenerio I)



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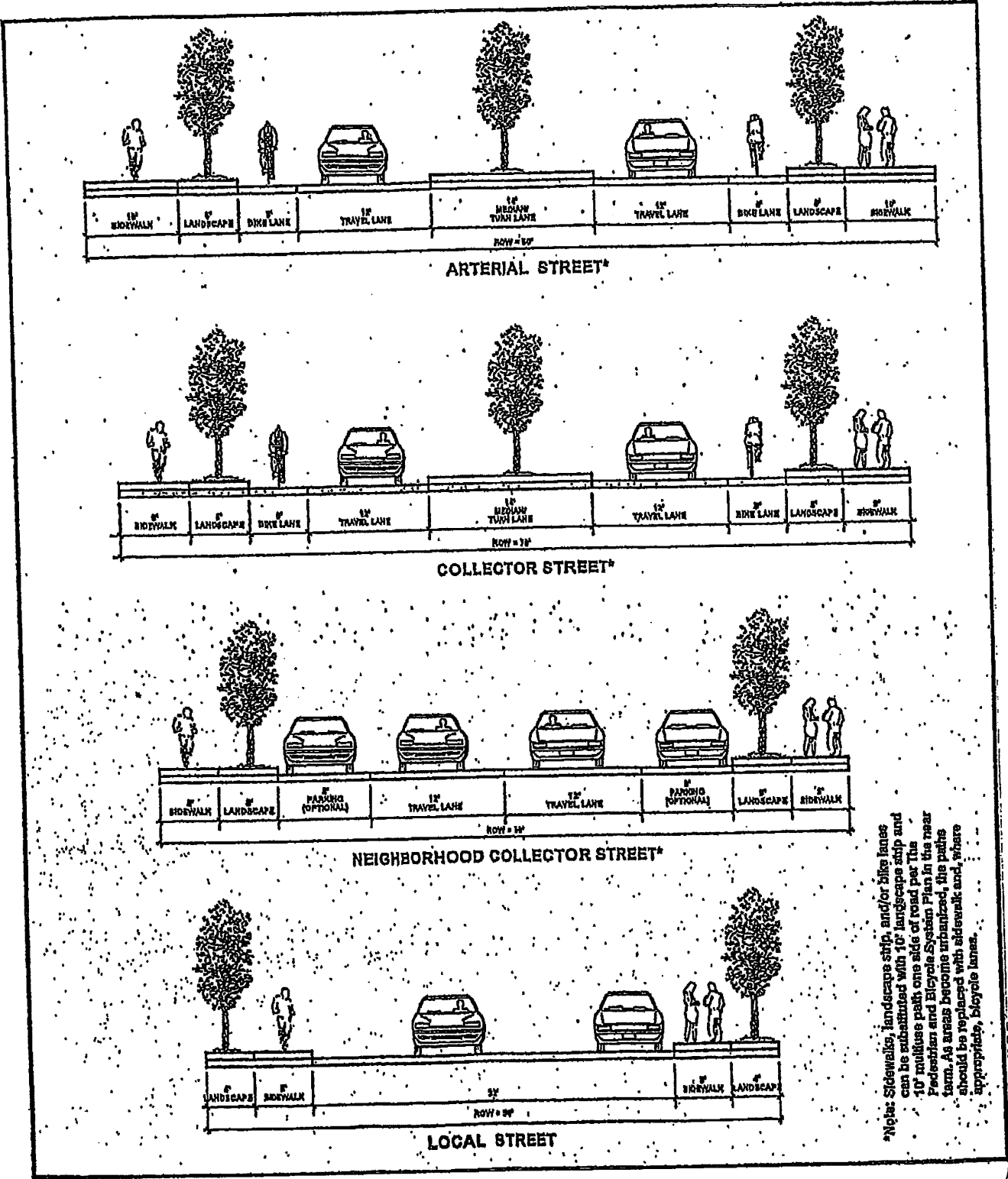
Figure VI-17: 2020 Projected Peak Hour Traffic Volumes With 20 Percent Growth And ALL Developments (Scenerio II)



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Figure VI-18: Standard Roadway Sections from TSP



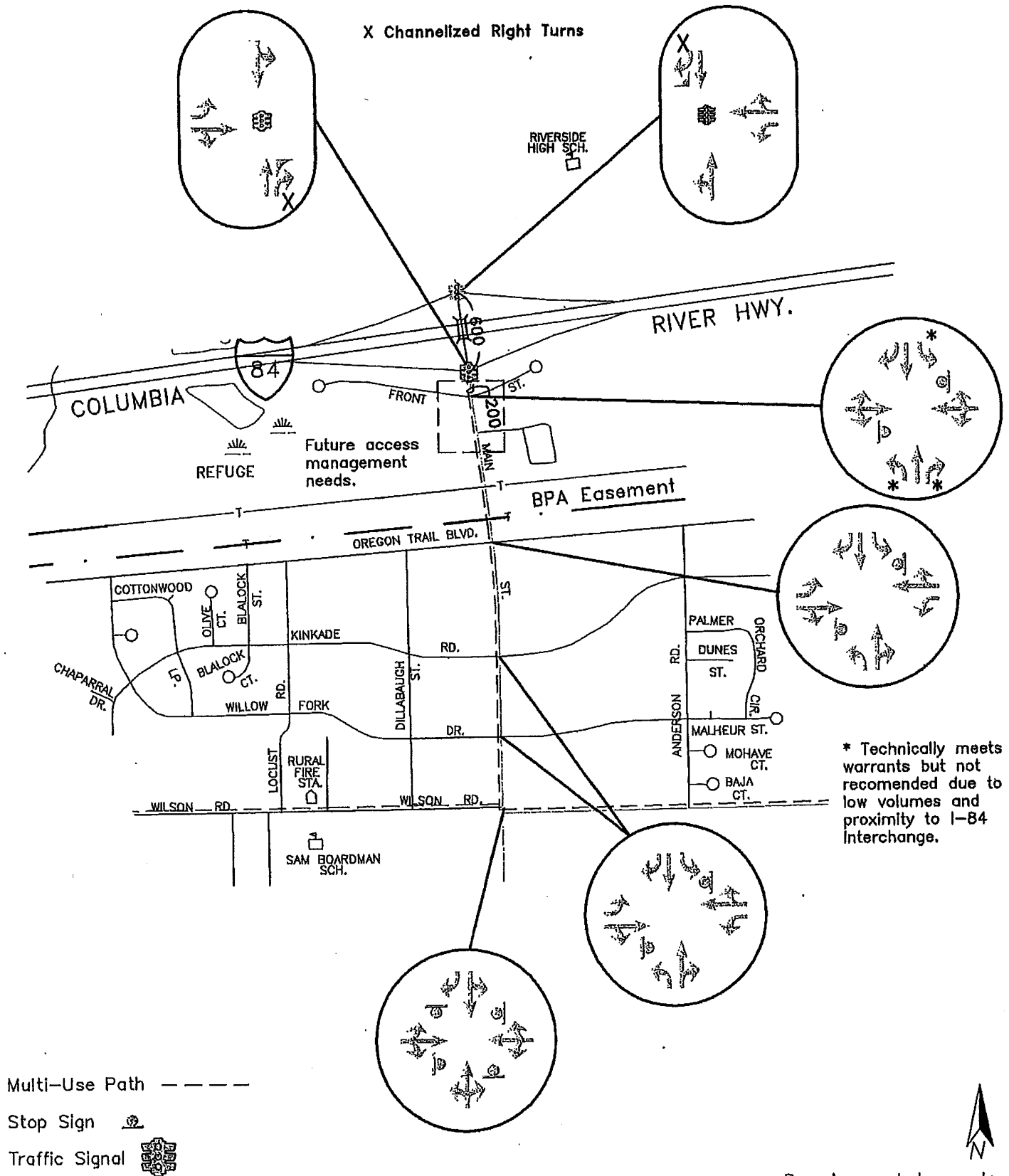
*Notes: Sidewalks, landscape strip, and/or bike lanes can be substituted with 10' landscape strip and 10' multiuse path one side of road per the Pedestrian and Bicycle System Plan in the near term. As areas become urbanized, the paths should be replaced with sidewalk and, where appropriate, bicycle lanes.



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Figure VI-19: Proposed 2020 Traffic Controls and Lane Configurations at Study Area Intersections



Boardman TSP

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**Boardman Main Street "Downtown" Development Plan
2000-2001**

COST ESTIMATES AND POTENTIAL IMPLEMENTATION MECHANISMS

Preliminary cost estimates are provided for arterial, collector, and local streets. These are rough cost estimates to be used as a guide to facilitate identification of costs for specific projects and in identifying funding priorities. As preliminary and final design of specific projects occur, more detailed and accurate cost estimates should be prepared.

Street Cost Estimate

Street Type	Street \$ ¹	Water/Sewer \$	Street Amenities	Design ²	Total
Arterial	\$625/LF	\$140/LF	\$220/LF ³	\$100/LF	\$1,085/LF
Collector	\$575/LF	\$140/LF	\$175/LF ⁴	\$90/LF	\$980/LF
Local Street	\$450/LF	\$140/LF	\$55/LF ⁵	\$65/LF	\$710/LF

Streetscape Amenities

Description	Unit Price	Unit
Street Trees & Grates (\$80/tree, \$250/grate)	\$330	Each
Bulbouts (w/ colored, stamped pattern)	\$2,250	Each
Street Lights (non-historic)	\$1,100	Each
Historic Street Lights	\$1,500	Each
Benches	\$800	Each
Drinking Fountain	\$1,000	Each
Trash Receptacle	\$250	Each
Irrigation	\$15	Lineal Foot
Plant Materials	\$18	Lineal Foot
Electrical Conduit	\$14	Lineal Foot
Total	--	--

¹ Includes elements identified in the street design standards, i.e. pavement width, curbs, sidewalks, storm drainage.

² Estimated to be approximately 10% of construction costs.

³ Includes street trees and grates, bulbouts, historic street lights, irrigation, plant materials, electrical conduit, benches, drinking fountain, trash receptacles.

⁴ Includes street trees and grates, bulbouts, historic street lights, irrigation, plant materials, and electrical conduit.

⁵ Includes street trees, street lights, and irrigation.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

POTENTIAL IMPLEMENTATION MECHANISMS

This section identifies potential implementation mechanisms according to the following categories:

- **Revenue Resources**
- **Grants and Loans**
- **ODOT Funding Sources**
- **Volunteer Labor and Material Donation**

Revenue Resources

In order to finance the recommended transportation system improvements it will require the expenditure of substantial capital resources. More importantly, the City of Boardman needs to consider a range of funding sources implement the identified improvements. Although property taxes have traditionally served as the primary revenue source for local governments, property tax revenue accrues to general fund operations, and is typically not available for dedicated street improvements or maintenance. Despite this limitation, the use of alternative revenue funding has been a trend throughout Oregon as the full implementation of Measure 5 and 47 has significantly reduced property tax revenues (see below). *The alternative revenue sources described in this section may not all be appropriate in Boardman; however, this overview is being provided to illustrate the range of options currently available to finance transportation improvements during the next 20 years.*

Property Taxes

Property taxes have historically been the primary revenue source for local governments. However, property tax revenue accrues to the general operating fund for the City. This revenue source is not typically available for street improvements or maintenance. The dependence of local governments on this revenue source is due, in large part, to the fact that property taxes are easy to implement and enforce. Property taxes are based on real property (i.e. land and buildings), which has a predictable value and appreciation to base taxes upon. This is as opposed to income or sales taxes, which can fluctuate with economic trends or unforeseen events.

Property taxes can be levied through: 1) tax base levies, 2) serial levies, and 3) bond levies. The most common method uses tax base levies, which do not expire and are allowed to increase by six percent per annum. Serial levies are limited by amount and time they can be imposed. Bond levies are for specific projects and are limited by time based on the debt load of the local government on the project.

The historic dependence on property taxes in Oregon is changing with the passage of Ballot Measure 5 in the early 1990s. Ballot Measure 5 limits the property tax rate for purposes other than payment of certain voter-approved general obligation indebtedness. Under full implementation, the tax rate for all local taxing authorities is limited to \$15 per \$1,000 of assessed valuation. As a group, all non-school taxing authorities are limited to \$10 per \$1,000 of assessed valuation. All tax base, serial, and special levies are subject to the tax rate limitation. Ballot Measure 5 requires that all non-school taxing districts' property tax rate be reduced if together they exceed \$10 per \$1,000 of assessed valuation; then all of the taxing districts' tax rates are reduced on a proportional basis. The proportional reduction in the tax rate is commonly referred to as compression of the tax rate.

Measure 47, another ballot initiative passed by Oregon voters in November 1996, is a constitutional amendment that reduces and limits property taxes, which in turn limits local revenues and replacement fees. The measure limits 1997-98 property taxes to the lesser of the 1995-96 tax, minus 10 percent, or the 1994-95 tax. It limits future annual property tax increases to three percent, with exceptions. Local governments' lost revenue may be replaced only with state income tax, unless voters approve replacement fees or charges. Tax levy approvals in certain elections require a "double majority" of 50 percent voter participation and approval.

Subsequent to Measure 47, the state legislature created Measure 50, which retains the tax relief of Measure 47, but clarifies some legal issues. Oregon voters approved this revised tax measure in May 1997.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

The League of Oregon Cities (LOC) estimated that direct revenue losses to local governments, including school districts, may total \$467 million in fiscal year 1998, \$553 million in 1999, and increase thereafter. The actual revenue losses to local governments will depend on actions of the Oregon legislature. LOC also estimates that the state will have revenue gains of \$23 million in 1998, \$27 million in 1999, and increase thereafter because of increased personal and corporate tax receipts due to lower property tax deduction.

Measure 50 adds another layer of restrictions to those which govern the adoption of tax bases and levies outside the tax base, as well as Measure 5's tax rate limits for schools and non-schools, and tax rate exceptions for voter approved debt. Each new levy, and the imposition of a property tax, must be tested against a longer series of criteria before the collectible tax amount on a parcel of property can be determined.

State Highway Fund

The State of Oregon disburses gas tax revenue to all counties and cities to fund street improvements, road construction, and maintenance. In Oregon, the State collects gas taxes, vehicle registration fees, overweight/overheight fines and weight/mile taxes, and returns a portion of the total revenue to cities and counties through an allocation formula. The revenue share allocated to cities is divided among all incorporated cities based on population. A majority of Oregon cities use state gas tax allocations to fund street construction and maintenance.

Local Gas Taxes

The Oregon Constitution permits counties and incorporated cities to levy additional local gas taxes with the stipulation that the revenue generated from the taxes will be dedicated to street-related improvements and maintenance within the jurisdiction. At present, only a few local governments (including the cities of Woodburn and The Dalles, and Multnomah and Washington Counties) levy a local gas tax. The City of Boardman may consider raising its local gas tax as a way to generate additional street improvement funds. However, with relatively few jurisdictions exercising this tax, an increase in the cost differential between gas purchased in Boardman and gas purchased in neighboring communities may encourage drivers to seek less expensive fuel elsewhere. Any action will need to be supported by careful analysis to minimize the unintended consequences of such an action.

Vehicle Registration Fees

The Oregon Vehicle Registration Fee is allocated to state, counties and cities for road funding. Oregon counties are granted authority to impose a vehicle registration fee covering the entire county. The Oregon Revised Statutes would allow Jackson County to impose a biannual registration fee for all passenger cars licensed within the County. Although both counties and special districts have this legal authority, vehicle registration fees have not been imposed by local jurisdictions. A disincentive to employing such a fee may be the cost of collection and administration. In order for a local vehicle registration fee program to be viable in Jackson County, all incorporated cities and the county would need to formulate an agreement which would detail how the fees would be spent on future street construction and maintenance.

Local Improvement Districts

The Oregon Revised Statutes allow local governments to form Local Improvement Districts (LIDs) to construct public improvements. LIDs are most often used by cities to construct local projects such as streets, sidewalks, bikeways, or public facilities. The statutes allow formation of a district by either the city government or property owners. Cities that use LIDs are required to have a local LID ordinance that provides a process for district formation and payback property owners within a specified area. The cost can be allocated based on property frontage or other methods such as traffic trip generation. The types of allocation methods are only limited by the scope of the Local Improvement Ordinance. The cost of LID participation is considered an assessment against the property, which is a lien equivalent to a tax lien. Individual property owners typically have the option of paying the assessment in cash or applying for assessment financing through the city. Since the passage of Ballot

**Boardman Main Street "Downtown" Development Plan
2000-2001**

Measure 5, cities have most often funded local improvement districts through the sale of special assessment bonds.

Local Trust Funds and Fees

Although not commonly implemented, local trust funds and local fees can be assessed by a local jurisdiction to generate revenue. In Boardman, this could be a method for generating revenue for additional parking. A parking trust fund would be an alternative for meeting parking requirements, i.e. in lieu of providing parking spaces, a fee could be charged for parking spaces. The fees generated in the trust fund would then be used to assist in the financing of a public parking lot or structure.

Businesses could be assessed an annual public parking fee. The parking fee could be based on square footage of the business or by seating capacity for restaurants and charter boats. This would provide the City with an ongoing income that could be used to provide additional parking and to retire any debt incurred to provide additional parking.

System Development Charges (SDCs)

System Development Charges (SDCs), or impact fees, are becoming increasingly popular in funding public works infrastructure needed for new local development. Generally, the objective of systems development charges is to allocate portions of the costs associated with capital improvements on land development projects, which increase demand on transportation, water, sewer, other infrastructure systems, and public services.

Local governments have the legal authority to charge property owners and/or developers fees for improving the local public works infrastructure based on projected demand resulting from their development. The charges are most often targeted towards improving community water, sewer, or transportation systems. Cities and counties must have specific infrastructure plans in place that comply with state guidelines in order to collect SDCs.

Typically, the fee is collected when new building permits are issued. Transportation SDCs are based on trip generation of the proposed development. Residential calculations would be based on the assumption that a typical household will generate a given number of vehicle trips per day.

Nonresidential use calculations are based on employee ratios for the type of business or industrial uses. The SDC revenues help fund the construction of transportation facilities necessitated by new development.

GRANTS AND LOANS

There are a variety of grant and loan programs available, most with specific requirements relating to economic development or specific transportation issues, rather than for the general construction of new streets. Many programs require a match from the local jurisdiction as a condition of approval. Because grant and loan programs are subject to change, as well as statewide competition, they should not be considered a secure long-term funding source for Boardman. Most of the programs available for transportation projects are funded and administered through ODOT and/or the Oregon Economic Development Department (OEDD).

Bike-Pedestrian Grants

By law (ORS 366.514), all road or highway construction or reconstruction projects must include facilities for pedestrians and bicyclists, with some exceptions. ODOT's Bike and Pedestrian Program administers two programs to assist in the development of walking and bicycling improvements: local grants, and Small-Scale Urban Projects. Cities and counties with projects on local streets are eligible for local grant funds. An 80 percent state/20 percent local match ratio is required. Eligible projects include curb extensions, pedestrian crossings and intersection improvements, shoulder widening, and re-striping for bike lanes. Projects on urban state highways with little or no right-of-way acquisition and few environmental impacts are eligible for Small-Scale Urban Project Funds. Both programs are limited to projects costing up to \$100,000. Projects that cost

***Boardman Main Street "Downtown" Development Plan
2000-2001***

more than \$100,000, require right-of-way acquisition, or have environmental impacts should be submitted to ODOT for inclusion in the STIP.

Enhancement Program

This federally funded program earmarks \$8 million annually for projects in Oregon. Projects must demonstrate a link to the intermodal transportation system, compatibility with approved plans, and local financial support. A 10.27 percent local match is required for eligibility. Each proposed project is evaluated against all other proposed projects in the region. Within the five Oregon regions, the funds are distributed on a formula based on population, vehicle miles traveled, number of vehicles registered, and other transportation-related criteria. The initial solicitation for applications was mailed to cities and counties October 1998. Local jurisdictions had until January 1999 to complete and file applications for funding available during the 2000-2003 fiscal years, which began October 1999.

Highway Bridge Rehabilitation or Replacement Program

The Highway Bridge Rehabilitation Program (HBRR) provides federal funding for the replacement and rehabilitation of bridges of all functional classifications. A portion of the HBRR funding is allocated for the improvement of bridges under local jurisdiction. A quantitative ranking system is applied to the proposed projects based on sufficiency rating, cost factor, and load capacity. They are ranked against other projects statewide, and require state and local matches of 10 percent each. It includes the Local Bridge Inspection Program and the Bridge Load Rating Program.

Transportation Safety Grant Program

Managed by ODOT's Transportation Safety Section (TSS), this program's objective is to reduce the number of transportation-related accidents and fatalities by coordinating a number of statewide programs. Program funds are intended as seed money, funding a program for three years. Eligible programs include programs in impaired driving, occupant protection, youth, pedestrian, speed enforcement, bicycle and motorcycle safety. Every year, TSS produces a Highway Safety Plan that identifies the major safety programs, suggests counter measures to existing safety problems, and lists successful projects selected for funding, rather than granting funds through an application process.

Special Transportation Fund

The Special Transportation Fund (STF) awards funds to maintain, develop, and improve transportation services for people with disabilities and people over 60 years of age. Financed by a two-cent tax on each pack of cigarettes sold in the state, the annual distribution is approximately \$5 million. Three-quarters of these funds are distributed to mass transit districts, transportation districts, and where such districts do not exist, counties, or a per-capita formula. The remaining funds are distributed on a discretionary basis.

Special Small City Allotment Program

The Special Small City Allotment Program (SCA) is restricted to cities with populations under 5,000 residents. Unlike some other grant programs, no locally funded match is required for participation. Grant amounts are limited to \$25,000 and must be earmarked for surface projects (drainage, curbs, sidewalks, etc.) However, the program does allow jurisdictions to use the grants to leverage local funds on non-surface projects if the grant is used specifically to repair the affected area. Criteria for the \$1 million in total annual grant funds include traffic volume, the five-year rate of population growth, surface wear of the road, and the amount of time since the last SCA grant.

Immediate Opportunity Grant Program

The Oregon Economic Development Department (OEDD) and ODOT collaborate to administer a grant program designed to assist local and regional economic development efforts. The program is funded to a level of approximately \$7 million per year through state gas tax revenues. The following are primary factors in determining eligible projects:

**Boardman Main Street "Downtown" Development Plan
2000-2001**

- Improvement of public roads;
- Inclusion of an economic development-related project of regional significance;
- Creation of retention of primary employment; and
- Ability to provide local funds (50/50) to match grant.

The maximum amount of any grant under the program is \$500,000. Local governments which have received grants under the program include: Washington County, Multnomah County, Douglas County, the City of Hermiston, Port of St. Helens, and the City of Newport.

Oregon Special Public Works Fund

The Special Public Works Fund (SPWF) program was created by the 1995 State Legislature as one of several primarily for the construction of public infrastructure, which support commercial and/or industrial development programs for the distribution of funds from the Oregon Lottery to economic development projects in communities throughout the state. The program provides grant and loan assistance to eligible municipalities and result in permanent job creation or job retention. To be awarded funds, each infrastructure project must support businesses wishing to locate, expand, or remain in Oregon. SPWF awards can be used for improvement, expansion, and new construction of public sewage treatment plants, water supply works, public roads, and transportation facilities.

While SPWF program assistance is provided in the form of loans and grants, the program emphasizes loans in order to assure that funds will return to the state over time for reinvestment in local economic development infrastructure projects. Jurisdictions that have received SPWF funding for projects that include some type of transportation-related improvement include the cities of Baker City, Bend, Cornelius, Forest Grove, Madras, Portland, Redmond, Reedsport, Toledo, Wilsonville, Woodburn, and Douglas County.

Oregon Transportation Infrastructure Bank

The Oregon Transportation Infrastructure Bank (OTIB) program is a revolving loan fund administered by ODOT to provide loans to local jurisdictions (including cities, counties, special districts, transit districts, tribal governments, ports, and state agencies). Eligible projects include construction of federal-aid highways, bridges, roads, streets, bikeways, pedestrian facilities, and right-of-way costs. Capital outlays such as buses, light-rail cars and lines, maintenance yards, and passenger facilities are also eligible.

ODOT FUNDING OPTIONS

The State of Oregon provides funding for all highway related transportation projects through the Statewide Transportation Improvement Program (STIP) administered by the Oregon Department of Transportation. The STIP outlines the schedule for ODOT projects throughout the State. The STIP, which identifies projects for a three-year funding cycle, is updated on an annual basis. Starting with the 1998 budget year, ODOT will then identify projects for a four-year funding cycle. In developing this funding program, ODOT must verify that the identified projects comply with the Oregon Transportation Plan (OTP), ODOT Modal Plans, Corridor Plans, local comprehensive plans, and TEA-21 planning requirements. The STIP must fulfill federal planning requirements for staged, multi-year, statewide, intermodal program of transportation projects. Specific transportation projects are prioritized based on federal planning requirements and the different State plans. ODOT consults with local jurisdictions before highway related projects are added to the STIP.

The highway-related projects identified in Boardman's TSP will be considered for future inclusion on the STIP. The timing of including specific projects will be determined by ODOT based on an analysis of all the project needs within Region 2. The City of Boardman, Jackson County, and ODOT will need to communicate on an annual basis to review the status of the STIP and the prioritization of individual projects within the project

**Boardman Main Street "Downtown" Development Plan
2000-2001**

area. Ongoing communication will be important for the city, county, and ODOT to coordinate the construction of both local and state transportation projects.

ODOT also has the option of making small highway improvements as part of their ongoing highway maintenance program. Types of road construction projects that can be included within the ODOT maintenance programs are intersection realignments, additional turn lanes, and striping for bike lanes. Usually, ODOT field crews, using state equipment, complete maintenance related construction projects. The maintenance crews do not have the staff or specialized road equipment needed for large construction projects.

An ODOT funding technique that may have future application to Boardman's TSP is the use of state and federal transportation dollars for off-system improvements. ODOT has the authority and ability to fund transportation projects that are located outside the boundaries of the highway corridors. It is expected that this funding technique will be used to finance local system improvements that reduce traffic on state highways or reduce the number of access points for future development along state highways.

Financing Tools

In addition to funding options, the recommended improvements listed in this plan may benefit from a variety of financing options. Although often used interchangeably, the words financing and funding are not the same. Funding is the actual generation of revenue by which a jurisdiction pays for improvements, some examples include the sources discussed above: property taxes, SDCs, fuel taxes, vehicle registration fees, LIDs, and various grant programs. In contrast, financing refers to the collecting of funds through debt obligations.

The City of Boardman has a number of available debt financing options. The use of debt to finance capital improvements must be balanced with the ability to make future debt service payments and to deal with the impact on its overall debt capacity and underlying credit rating. Again, debt financing should be viewed not as a source of funding, but as a time shifting of funds. The use of debt to finance these transportation-system improvements is appropriate since the benefits from the transportation improvements will extend over the period of years. If such improvements were to be tax financed immediately, a large short-term increase in the tax rate would be required. By utilizing debt financing, local governments are essential, spreading the burden of the costs of these improvements to more of the people who are likely to benefit from the improvements and lowering immediate payments.

General Obligation Bonds

General obligation (GO) bonds are voter-approved bond issues, which represent the least expensive borrowing mechanism available to municipalities. GO bonds are typically supported by a separate property tax levy specifically approved for the purposes of retiring debt. The levy does not terminate until all debt is paid off. The property tax levy is distributed equally throughout the taxing jurisdiction according to assessed value of property. GO debts typically are used to make public improvement projects that will benefit the entire community.

State statutes require that the GO indebtedness of a city not exceed three percent (3%) of the real market value of all taxable property in the city. Since GO bonds would be issued subsequent to voter approval, they would not be restricted to the limitations set forth in Ballot Measures 5, 47, and 50. Although new bonds must be specifically voter approved, Measure 47 and 50 provisions are not applicable to outstanding bonds, unissued voter-approved bonds, or refunding bonds.

Limited Tax General Obligation Bonds

Limited tax general obligation (LTGO) bonds are similar to general obligation bonds in that they represent an obligation of the municipality. However, a municipality's obligation is limited to its current revenue sources and is not secured by the public entity's ability to raise taxes. As a result, LTGO bonds do not require voter approval. However, since the LTGO bonds are not secured by the full taxing power of the issuer, the limited tax bond represents a higher borrowing cost than GO bonds. The municipality must pledge to levy the maximum amount

***Boardman Main Street "Downtown" Development Plan
2000-2001***

under constitutional and statutory limits, but are not the unlimited taxing authority pledged with GO bonds. Because LTGO bonds are not voter approved, they are subject to the limitations of Ballot Measures 5, 47, and 50.

Bancroft Bonds

Under Oregon Statute, municipalities are allowed to issue Bancroft bonds, which pledge the city's full faith and credit to assessment bonds. As a result, the bonds become general obligations of the city, but are paid with assessments. Historically, these bonds provided a city with the ability to pledge its full faith and credit in order to obtain a lower borrowing cost without requiring voter approval. However, since Bancroft bonds are not voter approved, taxes levied to pay debt service on them are subject to the limitations of Ballot Measures 5, 47, and 50. As a result, since 1991, Bancroft bonds have not been used by Oregon municipalities, which were required to compress their tax rates.

VOLUNTEER LABOR AND MATERIAL DONATION

Volunteer labor and material donation is a potential mechanism for implementing transportation related improvements. However, this type of implementation mechanism typically should not be viewed as an ongoing long-term solution for making improvements.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

**REVIEW OF ORIGINAL PROJECT OBJECTIVES & TRANSPORTATION
RELATIONSHIP/BENEFITS**

- 1. Strengthen the capability of Boardman to effectively manage growth and comply with the Transportation Planning Rule (TPR), integrate transportation and land use planning, and encourage transportation-efficient land uses.**

The plan provides for a mix of commercial, residential, and public uses within a defined, compact area. Multiple land uses are located within close proximity allowing people to conveniently move between uses via walking, bicycling, or driving.

- 2. Address the 1999 Oregon Highway Plan (OHP) and access management standards, Policy 3C Interchange Access Management Areas, and Policy 1G Major Improvements Policy.**

The plan, including the traffic projections and analysis, addresses the OHP access management standards, interchange access management areas, and major improvements policies.

- 3. Make more efficient use of the transportation infrastructure by separating local traffic from freeway-related traffic, thereby preventing or postponing reconstruction of the current interchange/overpass and on and off-ramps.**

The plan provides separation of local traffic from freeway-related traffic by providing a mix of uses within a compact area. The plan also provides retail and employment opportunities on the south side of the freeway where the primary residential development is occurring and will continue to occur.

- 4. Reduce reliance on the automobile by developing the City's commercial/retail focal point in the area of future residential development and connecting it with a grid system of streets, bikeways and pedestrian paths.**

The plan reduces reliance on the automobile by providing commercial/retail uses in the area of future residential development and connecting it to the existing grid street system, i.e. Main Street, Wilson Road, Kinkade Road, Willow Fork Road, Dillabaugh Street, Locust Road, and planned Oregon Trail Blvd.

- 5. Reduce traffic around the freeway interchange and the local street system that immediately serves and connects with the freeway system by encouraging future locally oriented commercial uses to develop away from the areas of conflict and by creating alternate travel routes.**

The location of the downtown reduces the need for local residents to travel to the north side of the freeway for goods and services.

- 6. Improve transportation safety by separating local and freeway-oriented traffic, which also includes a large proportion of trucks that are accessing the Port of Morrow or utilizing traveler services at the interchange on Main Street.**

The plan separates local traffic from freeway-oriented traffic by providing a range of services and goods on the south side of the freeway where the primary residential development is occurring.

- 7. Improve local transportation network connectivity by developing a plan that includes a grid system pattern of streets in the south Boardman area, and links current and future community facilities and the Port of Morrow.**

**Boardman Main Street "Downtown" Development Plan
2000-2001**

The plan capitalizes upon the existing and developing street grid system south of the freeway. The plan recommends future community facilities, i.e. civic use and retail uses, in close proximity to residential uses therefore providing shorter trips and multi-modal transportation opportunities between civic, commercial, and residential uses.

8. Direct commercial development in a concentrated, localized, mutually beneficial, and aesthetically pleasing pattern.

The plan establishes commercial development in a concentrated mixed use area by capitalizing and expanding the existing street grid system and by providing amenities, i.e. pedestrian/bicycle system, street amenities, parks, and open spaces.

9. Establish a stronger community identity.

The mixed use plan and civic uses, including a village square, provide a strong community identity.

10. Increase the overall livability in Boardman, thereby making it a more attractive place to reside.

The plan provides increased livability through a mix of uses within close proximity, multi-modal transportation opportunities and reduced reliance on the automobile, public facilities and open spaces, and an attractive street environment.

11. Reduce commuter-related traffic.

Commuter-related traffic is reduced by locating commercial uses and public facilities within close proximity to the primary developing residential area.

12. Adoption and implementation of the City of Boardman TSP in compliance with OAR 660-012-0015(3) and 660-012-045.

The plan includes update, adoption, and implementation of the Boardman Transportation System Plan.

**Boardman Main Street "Downtown" Development Plan
2000-2001**

APPENDICES

- Appendix A. Recommended Downtown (D) Zoning District
- Appendix B. Street Furniture Examples
- Appendix C. Summaries of Meetings
 - Summary of September 13, 2000 Meetings & September 29, 2000 Telephone Conversation
 - Boardman Looks At Plans To Develop A "Downtown" Main Street Area (February 2001)
 - Article by Heidi Soderstrom, Eastern Oregonian
 - Summary of May 24, 2001 Meetings
 - Summary of June 14, 2001 Meetings

APPENDIX A. RECOMMENDED DOWNTOWN (D) ZONING DISTRICT

Chapter 2.2 — Downtown (D) District

Sections:
2.2.100 Purpose
2.2.110 Permitted Land Uses
2.2.120 Building Setbacks
2.2.130 Lot Coverage
2.2.140 Block Layout and Building Orientation
2.2.150 Building Height
2.2.160 Design Standards
2.2.170 Pedestrian Amenities
2.2.180 Special Standards for Certain Uses

2.2.100 Purpose

A city goal is to strengthen the Boardman Downtown district as the “heart” of the community and as the logical place for people to gather and create a business center. The District is intended to support this goal through elements of design and appropriate mixed use development. This chapter provides standards for the orderly improvement and expansion of the Boardman Downtown District based on the following principles:

- Efficient use of land and urban services;
- Direct commercial development in a concentrated, localized, mutually beneficial, and aesthetically pleasing pattern;
- Reduce reliance on the automobile by developing the City’s commercial/retail focal point in the area of future residential development and connecting it with a grid system of streets, bikeways and pedestrian paths.
- A mixture of land uses to encourage walking as an alternative to driving, and provide more employment and housing options;
- Downtown Boardman provides both formal and informal community gathering places;
- There is a distinct storefront character which identifies downtown Boardman;
- The Boardman Downtown District is connected to neighborhoods and other employment areas;

2.2.110 Permitted Land Uses

A. Permitted Uses. The land uses listed in Table 2.2.110.A are permitted in the Boardman Downtown District, subject to the provisions of this Chapter. Only land uses which are specifically listed in Table 2.2.110.A, and land uses which are approved as “similar” to those in Table 2.2.110, may be permitted *[The land uses identified with a “CU” in Table 2.2.110.A require Conditional Use Permit approval prior to development or a change in use, in accordance with Chapter 4.4.]*

B. Determination of Similar Land Use. Similar use determinations shall be made in conformance with the procedures in Chapter 4.8 - Interpretations.

**Table 2.2.110.A
Land Uses and Building Types Permitted in the Boardman Downtown District**

<p>1. Residential*:</p> <p>a. Single-family attached townhome</p> <p><i>Two- and Three-Family</i></p> <p>b. Two- and three-family housing (duplex and triplex)</p> <p><i>Multi-family</i></p> <p>c. Multi-family housing</p> <p><i>Residential care</i></p> <p>d. Residential care homes and facilities</p> <p>e. Family daycare (12 or fewer children)</p> <p>2. Home occupations</p> <p>3. Bed & breakfast inns and vacation rentals [(CU)]*</p>	<p>4. Public and Institutional*:</p> <p>a. Churches and places of worship</p> <p>b. Clubs, lodges, similar uses</p> <p>c. Government offices and facilities (administration, public safety, transportation, utilities, and similar uses)</p> <p>d. Libraries, museums, community centers, concert halls and similar uses</p> <p>e. Public parking lots and garages</p> <p>f. Private utilities</p> <p>g. Public parks and recreational facilities</p> <p>h. Schools (public and private)</p> <p>i. Special district facilities</p> <p>j. Telecommunications equipment (including wireless) [- CU]</p> <p>k. Uses similar to those listed above [subject to CU requirements, as applicable]</p> <p>5. Accessory Uses and Structures*</p>	<p>6. Commercial:</p> <p>a. Entertainment (e.g., theaters, clubs, amusement uses)</p> <p>b. Hotels/motels</p> <p>c. Medical and dental offices, clinics and laboratories</p> <p>d. Mixed use development (housing & other permitted use)*</p> <p>e. Office uses (i.e., those not otherwise listed)</p> <p>f. Personal and professional services (e.g., child care center, catering/food services, restaurants, laundromats and dry cleaners, barber shops and salons, banks and financial institutions, and similar uses)</p> <p>g. Repair services (must be enclosed within building)</p> <p>h. Retail trade and services, except auto-oriented uses</p> <p>i. Uses similar to those listed above [subject to CU requirements, as applicable]</p> <p>7. Industrial*: Light manufacture (e.g., small-scale crafts, electronic equipment, bakery, furniture, similar goods when in conjunction with retail)</p>
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Uses marked with an asterisk (*) are subject to the standards in Section 2.2.180, "Special Standards for Certain Uses." Home occupations and temporary uses are subject to the standards in Section 4.9.

2.2.120 Building Setbacks

In the Boardman Downtown District, buildings are placed close to the street to create a vibrant pedestrian environment, to slow traffic down, provide a storefront character to the street, and encourage walking. The setback standards are flexible to encourage public spaces between sidewalks and building entrances (e.g., extra-wide sidewalks, plazas, squares, outdoor dining areas, and pocket parks). The standards also encourage the formation of solid blocks of commercial and mixed use buildings for a walkable Boardman Downtown.

Building setbacks are measured from the respective property line. Setbacks for porches are measured from the edge of the deck or porch to the property line. The setback standards, as listed on the following page, apply to primary structures as well as accessory structures. The standards may be modified only by approval of a Variance, in accordance with Chapter 5.1.

A. Front Yard Setbacks.

1. Minimum Setback. There is no minimum front yard setback required.
2. Maximum Setback. The maximum allowable front yard setback is 0 feet. On parcels with more than one building, this standard applies to the largest building. The setback standard may be increased when a usable public space with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park, outdoor dining area or town square with seating) is provided between the building and front property line. (See also, Pedestrian Amenities Standards in Section 2.2.170, and Design Standards in Section 2.2.160 for related building entrance standards.)

B. Rear Yard Setbacks.

1. Minimum Setback. The minimum rear yard setback for all structures shall be 0 feet for street-access lots, and 8 feet for alley-access lots (distance from building to rear property line or alley easement) in order to provide space for parallel parking.
2. Through-Lots. For buildings on through-lots (lots with front and rear frontage onto a street), the front yard setbacks in "A" shall apply.

C. Side Yard Setbacks. There is no minimum side yard setback required, except that buildings shall conform to the vision clearance standards in Chapter 3.1 and the applicable fire and building codes for attached structures, fire walls, and related requirements.

2.2.130 Lot Coverage [and Floor Area Ratio]

- A. Lot Coverage. There is no maximum lot coverage requirement, except that compliance with other sections of this code may preclude full (100 percent) lot coverage for some land uses.
- B. Floor Area Ratio. There is no maximum floor area ratio, except that compliance with other sections of this code may limit floor area ratios.

2.2.140 Block Layout and Building Orientation

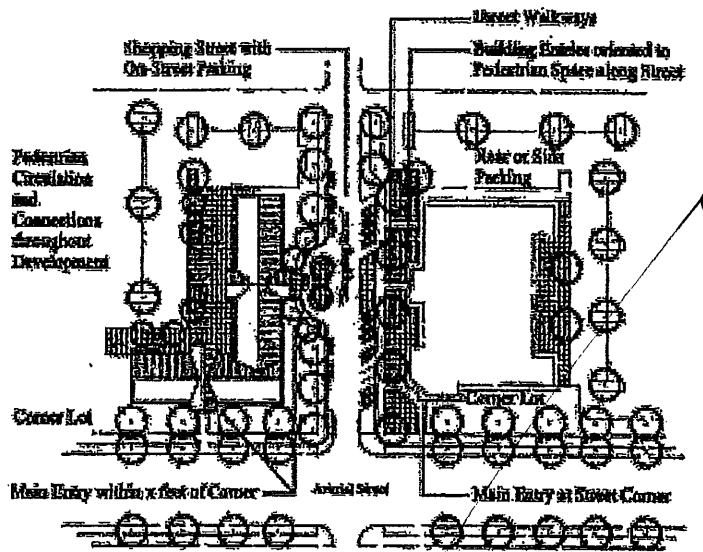
This section is intended to promote the walkable, storefront character of Boardman Downtown by forming short blocks and orienting (placing or locating) buildings close to streets. Placing buildings close to the street also slows traffic down and provides more "eyes on the street", increasing the safety of public spaces. The standards, as listed on the following page and illustrated above, compliment the front yard setback standards in Section 2.2.120.

A. Applicability. This Section applies to new Land Divisions and all of the following types of development (i.e., subject to Site Design Review):

1. Three or more single family attached townhomes on their own lots (i.e., townhomes subject to Site Design Review);
2. Duplex and tri-plex developments with more than one building (i.e., duplex and tri-plex developments subject to Site Design Review);
3. Multi-family housing;
4. Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
5. Commercial and mixed use buildings subject to site design review.

Compliance with all of the provisions of subsections B through E, below, shall be required.

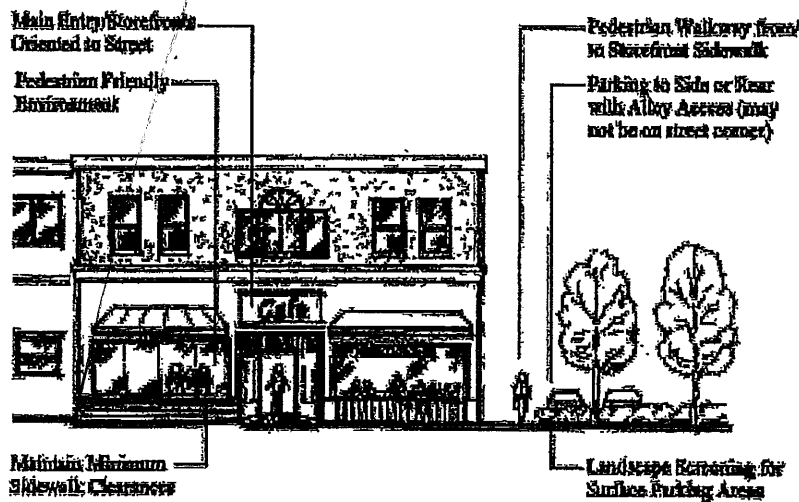
B. Block Layout Standard. New land divisions and developments which are subject to Site Design Review shall be configured to provide an alley or interior parking court, as shown above. Blocks (areas bound by public street right-of-way) shall have a length not exceeding 200 feet, and a depth not exceeding 200 feet. Pedestrian pathways shall be provided from the street right-of-way to interior parking courts between buildings, as necessary to ensure reasonably safe, direct, and convenient access to building entrances and off-street parking. Exceptions to this standard may be approved when all of the provisions of subsection 'C' (Superblock Development) below are met.



C. Superblock Developments. “Superblock developments” shall conform to all of the standards in 1-2 below (See figure):

1. Create a “shopping street”. Each development has at least one street or drive designed with the basic elements of a good pedestrian-oriented shopping street: buildings oriented (placed) close to both sides of a “main street”, which may be public or private; on-street parking; wide sidewalks (e.g., 8-12 feet typical), street trees; pedestrian-scale lighting and other similar enhancements.
2. Provide usable pedestrian space. Pedestrian space means a plaza or extra-wide pathway/sidewalk near one or more building entrances. Each development provides street trees or planters, space for outdoor seating, canopies or awnings, and on-street parking (in selected areas) to improve the pedestrian environment along internal private drives.

Figure 2.2.140F - Building Orientation (Typical)



D. Building Orientation Standard. All of the developments listed in Section A shall be oriented to a street. The building orientation standard is met when all of the following criteria are met:

1. The minimum and maximum setback standards in Section 2.2.120 are met;
2. Buildings have their primary entrance(s) oriented to (facing) the street. Building entrances may include entrances to individual units, lobby entrances, entrances oriented to pedestrian plazas, or breezeway/courtyard entrances (i.e., to a cluster of units or commercial spaces). Alternatively, a building may have its entrance facing a side yard when a direct pedestrian walkway not exceeding 10 feet in length is provided between the building entrance and the street right-of-way.
3. Off-street parking, driveways or other vehicular circulation shall not be placed between a building and the street which is used to comply with subsection 'b', above. On corner lots, buildings and their entrances shall be oriented to the street corner, as shown above; parking, driveways and other vehicle areas shall be prohibited between buildings and street corners.

E. Variances. The standards of this Section shall not be changed through a Class A Variance. The standard may be varied to address physical constraints, in accordance with the provisions for Class B or C variances in Chapter 5.

2.2.150 Building Height

All buildings in the Boardman Downtown District shall comply with the following building height standards. The standards are intended to allow for development of appropriately-scaled buildings with a storefront character:

- A. Maximum Height.** Buildings shall be no more than four (4) stories or 50 feet in height, whichever is greater. The maximum height may be increased by 10 feet when housing is provided above the ground floor ("vertical mixed use"), as shown above. The building height increase for housing shall apply only to that portion of the building that contains housing.
- B. Method of Measurement.** "Building height" is measured as the vertical distance above a reference datum measured to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the average height of the highest gable of a pitched or hipped roof (See Figure 2.1.170 for examples of measurement). The reference datum shall be selected by either of the following, whichever yields a greater height of building:
 1. The elevation of the highest adjoining sidewalk or ground surface within a five-foot horizontal distance of an exterior wall of the building when such sidewalk or ground surface is not more than 10 feet above the lowest grade;
 2. An elevation 10 feet higher than the lowest grade when the sidewalk or ground surface described in subsection 'A' is more than 10 feet above the lowest grade. The height of a stepped or terraced building is the maximum height of any segment of the building. Not included in the maximum height are: chimneys, bell towers, steeples, roof equipment, flag poles, and similar features which are not for human occupancy.

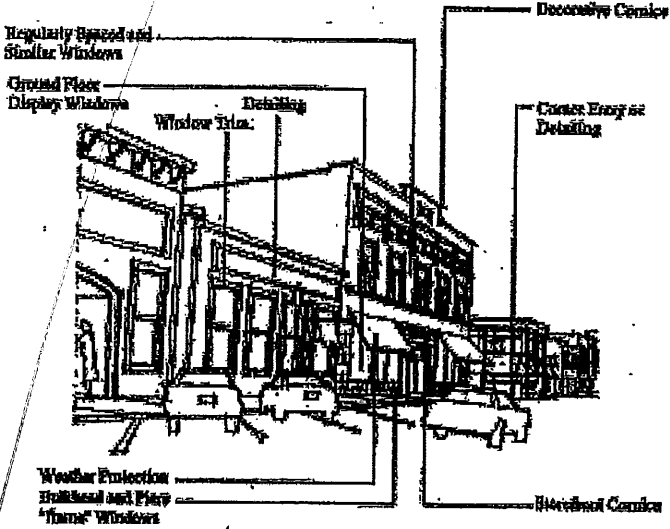
2.2.160 Design Standards

A. Purpose and Applicability. The Boardman Downtown design standards are intended to provide detailed, human-scale design, while affording flexibility to use a variety of building styles. This section applies to all of the following types of buildings:

- 1. Three or more single family attached townhomes on their own lots (i.e., townhomes subject to Site Design Review);
- 2. Duplex and tri-plex developments with more than one building (i.e., duplex and tri-plex developments subject to Site Design Review);
- 3. Multi-family housing;
- 4. Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
- 5. Commercial and mixed use buildings subject to site design review.

B. Guidelines and Standards. Each of the following standards shall be met. An architectural feature used to comply with one standard may be used to comply with another standard.

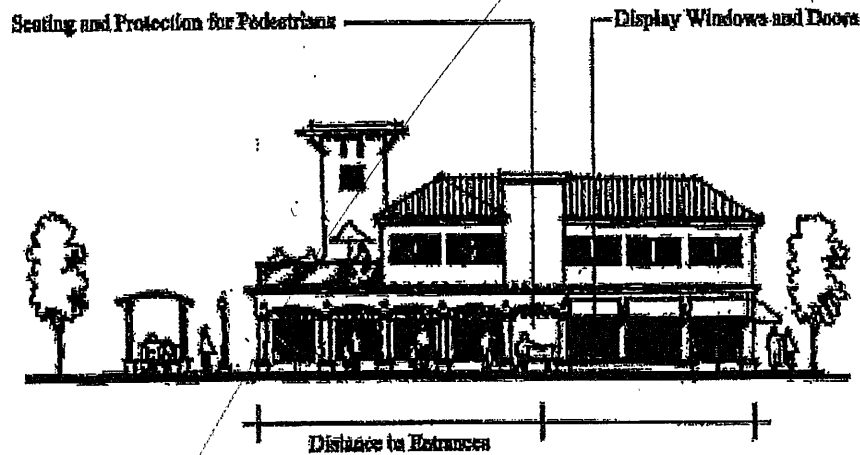
Figure 2.2.160B(1) - (Downtown / Main Street) Building Design Elements (Typical)



- 1. **Detailed Storefront Design.** All buildings shall contribute to the storefront character and visual relatedness of Downtown buildings. This criterion is met by providing all of the architectural features listed in a-e, below, along the front building elevation (i.e., facing the street), as applicable. *[Note: the example shown above is meant to illustrate required building design elements, and should not be interpreted as a required architectural style.]*

- a. Corner building entrances on corner lots. Alternatively, a building entrance may be located away from the corner when the building corner is beveled or incorporates other detailing to reduce the angular appearance of the building at the street corner.
- b. Regularly spaced and similar-shaped windows with window hoods or trim (all building stories).
- c. Large display windows on the ground-floor (non-residential uses only). Display windows shall be framed by bulkheads, piers and a storefront cornice (e.g., separates ground-floor from second story, as shown above).
- d. Decorative cornice at top of building (flat roof); or eaves provided with pitched roof.
- e. All residential buildings subject to design review shall comply with the Residential District design standards, as listed in Chapter 2.1, Section 190.

Figure 2.2.100B(2) - Design of Large-Scale Buildings and Developments (Typical)



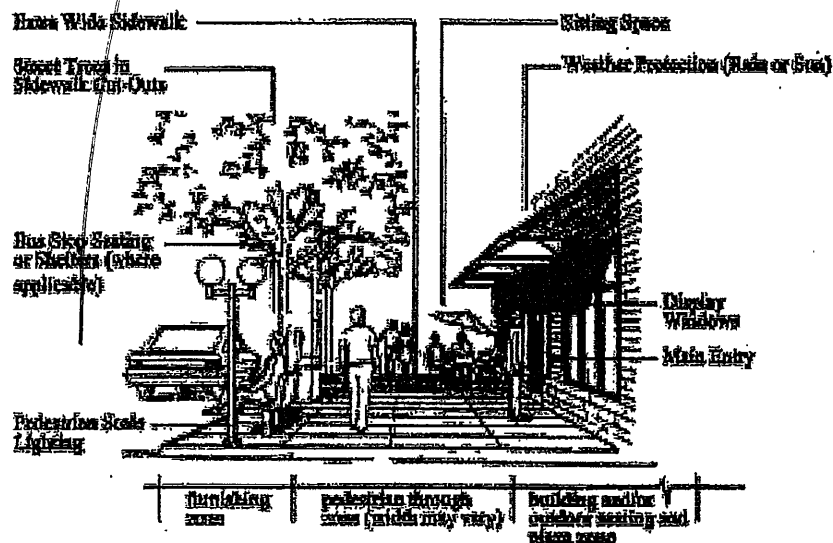
- 2. Design of Large-Scale Buildings and Developments. The standards in subsection "c", below, shall apply to "Large-Scale Buildings and Developments", as defined in a-b:
 - a. Buildings with greater than 20,000 square feet of enclosed ground-floor space (i.e., "large-scale"). Multi-tenant buildings shall be counted as the sum of all tenant spaces within the same building shell; and
 - b. Multiple-building developments with a combined ground-floor space (enclosed) greater than 40,000 square feet (e.g., shopping centers, public/institutional campuses, and similar developments).
 - c. All large-scale buildings and developments, as defined in a-b, shall provide human-scale design by conforming to all of the following criteria:
 - (1) Incorporate changes in building direction (i.e., articulation), and divide large masses into varying heights and sizes, as shown above. Such changes may include building offsets; projections; changes in elevation or horizontal direction; sheltering roofs; terraces; a distinct pattern of divisions in surface materials; and use of windows, screening trees; small-scale lighting (e.g., wall-mounted lighting, or up-lighting); and similar features. *[Note: the example shown above is meant to illustrate examples of these building design elements, and should not be interpreted as a required architectural style.]*

- (2) Every building elevation adjacent to a street with a horizontal dimension of more than 100 feet, as measured from end-wall to end-wall, shall have a building entrance; except that buildings elevations that are unable to provide an entrance due to the internal function of the building space (e.g., mechanical equipment, areas where the public or employees are not received, etc.) may not be required to meet this standard. Pathways shall connect all entrances to the street right-of-way, in conformance with Chapter 3.1 - Access and Circulation.

2.2.170 Pedestrian Amenities

- A. Purpose and Applicability. This section is intended to complement the building orientation standards in Section 2.2.140, and the street standards in Chapter 3.1, by providing comfortable and inviting pedestrian spaces within the Boardman Downtown District. Pedestrian amenities serve as informal gathering places for socializing, resting, and enjoyment of the City's Downtown, and contribute to a walkable district. This section applies to all of the following types of buildings:
1. Three or more single family attached townhomes on their own lots (i.e., townhomes subject to Site Design Review);
 2. Duplex and tri-plex developments with more than one building (i.e., duplex and tri-plex developments subject to Site Design Review);
 3. Multi-family housing;
 4. Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
 5. Commercial and mixed use buildings subject to site design review.

Figure 2.2.170 - Pedestrian Amenities (Typical)



B. Guidelines and Standards. Every development shall provide one or more of the “pedestrian amenities” listed in 1-4, below, and illustrated above. *[Note: the example shown above is meant to illustrate examples of pedestrian amenities. Other types of amenities and designs may be used.]* Pedestrian amenities may be provided within a public right-of-way when approved by the applicable jurisdiction.

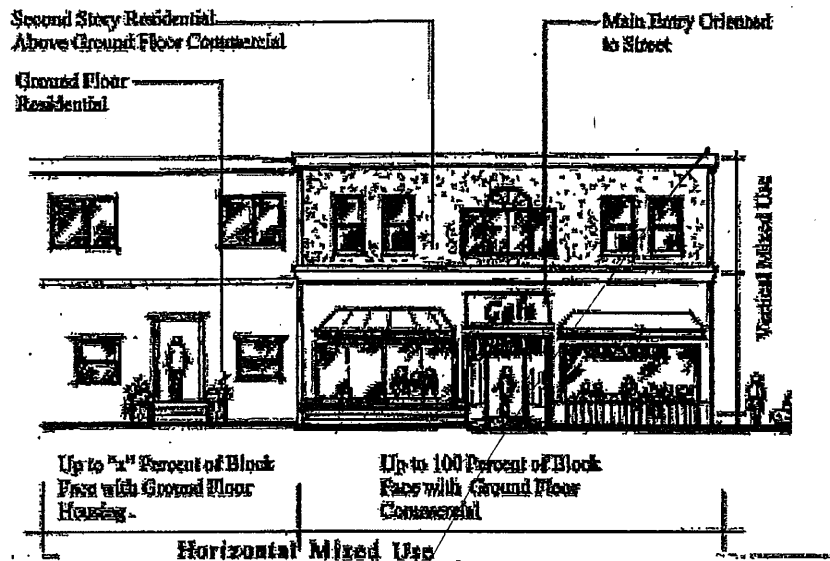
1. A plaza, courtyard, square or extra-wide sidewalk next to the building entrance (minimum width of 15 feet);
2. Sitting space (i.e., dining area, benches or ledges between the building entrance and sidewalk (minimum of 16 inches in height and 30 inches in width);
3. Building canopy, awning, pergola, or similar weather protection (minimum projection of 4 feet over a sidewalk or other pedestrian space).
4. Public art which incorporates seating (e.g., fountain, sculpture, etc.).

2.2.180 Special Standards for Certain Uses

This section supplements the standards contained Sections 2.2.100 through 2.2.170. It provides standards for the following land uses in order to control the scale and compatibility of those uses within the Residential District:

- **Residential Uses**
- **Bed and Breakfast Inns and Vacation Rentals**
- **Public and Institutional Uses**
- **Accessory Uses and Structures**
- **Automobile-Oriented Uses and Facilities**
- **Outdoor Storage and Display**
- **Light Manufacture**

A. Residential Uses. Higher density residential uses, such as multi-family buildings and attached townhomes, are permitted to encourage housing near employment, shopping and services. All residential developments shall comply with the standards in 1-6, below, which are intended to require mixed use development; conserve the community’s supply of commercial land for commercial uses; provide for designs which are compatible with a storefront character; avoid or minimize impacts associated with traffic and parking; and ensure proper management and maintenance of common areas. Residential uses which existed prior to the effective date of this code are exempt from this Section.



1. Mixed Use Development Required. Residential uses shall be permitted only when part of a mixed use development (residential with commercial or public/institutional use). Both “vertical” mixed use (housing above the ground floor), and “horizontal” mixed use (housing on the ground floor) developments are allowed, subject to the standards in 2-6.
2. Limitation on street-level housing. No more than 50 percent of a single street frontage may be occupied by residential uses. This standard is intended to reserve storefront space for commercial uses and public/institutional uses; it does not limit residential uses above the street level on upper stories, or behind street-level storefronts.
3. Density. There is no minimum or maximum residential density standard. Density shall be controlled by the applicable lot coverage, floor area, and building height standards.
4. Parking, Garages, and Driveways. All off-street vehicle parking, including surface lots and garages, shall be oriented to alleys, placed underground, placed in structures above the ground floor, or located in parking areas located behind or to the side of the building; except that side-yards facing a street (i.e., corner yards) shall not be used for surface parking. All garage entrances facing a street (e.g., underground or structured parking) shall be recessed behind the front building elevation by a minimum of 6 feet. On corner lots, garage entrances shall be oriented to a side-street (i.e., away from Main Street when access cannot be provided from an alley).
5. Creation of Alleys. When a subdivision (e.g., four or more townhome lots) is proposed, a public or private alley shall be created for the purpose of vehicle access. Alleys are not required when existing development patterns make construction of an alley impracticable. As part of a subdivision, the City may require dedication of right-of-way or easements, and construction of pathways between townhome lots (e.g., between building breaks) to provide pedestrian connections through a development site, in conformance with Chapter 3.1- Access and Circulation.
6. Common Areas. All common areas (e.g., walkways, drives, courtyards, private alleys, parking courts, etc.) and building exteriors shall be maintained by a homeowners association or other

legal entity. Copies of any applicable covenants, restrictions and conditions shall be recorded and provided to the city prior to building permit approval.

B. Public and Institutional Uses. Public and institutional uses (as listed in Table 2.2.110.A) are allowed in the Boardman Downtown District, except that automobile-oriented uses shall comply with the standards in "E", below.

C. Accessory Uses and Structures. Accessory uses and structures are of a nature customarily incidental and subordinate to the principal use or structure on the same lot. Typical accessory structures in the Boardman Downtown District include small workshops, greenhouses, studios, storage sheds, and similar structures. Accessory uses and structures are allowed for all permitted land uses within the Boardman Downtown District, as identified in Table 2.2.2.A. Accessory structures shall comply with the following standards:

1. **Primary use required.** An accessory structure shall not be allowed before or without a primary use, as identified in Table 2.2.110.A.
2. **Setback standards.** Accessory structures shall comply with the setback standards in Section 2.2.120.
3. **Design guidelines.** Accessory structures shall comply with the Boardman Downtown design guidelines, as provided in Section 2.2.160.
4. **Restrictions.** A structure shall not be placed over an easement that prohibits such placement. No structure shall encroach into the public right-of-way.
5. **Compliance with subdivision standards.** The owner may be required to remove an accessory structure as a condition of land division approval when removal of the structure is necessary to comply with setback standards.

E. Automobile-Oriented Uses and Facilities. Automobile-oriented uses and facilities, as defined below, shall conform to all of the following standards in the Boardman Downtown District. The standards are intended to provide a vibrant storefront character, slow traffic down, and encourage walking.

1. **Parking, Garages, and Driveways.** All off-street vehicle parking, including surface lots and garages, shall be accessed from alleys, placed underground, placed in structures above the ground floor, or located in parking areas located behind or to the side of a building; except that side-yards on corner lots shall not be used for surface parking. All garage entrances facing a street (e.g., underground or structured parking) shall be recessed behind the front elevation by a minimum of 6 feet. On corner lots, garage entrances shall be oriented to a side-street (i.e., away from Main Street when vehicle access cannot be provided from an alley. Individual surface parking lots shall not exceed a total of 50 parking spaces, or one-half city block, whichever is smaller; larger parking areas shall be in multiple story garages.

2. **Automobile-Oriented Uses.** “Automobile-oriented use” means automobiles and/or other motor vehicles are an integral part of the use. These uses are restricted because, when unrestricted, they detract from the pedestrian-friendly, storefront character of the district and can consume large amounts of land relative to other permitted uses. Automobile-oriented uses shall comply with the following standards:

- a. **Drive-up, drive-in, and drive-through facilities.** Drive-up, drive-in, and drive-through facilities (e.g., associated with restaurants, banks, car washes, and similar uses) are permitted only when accessory to a primary commercial “walk-in” use, and shall conform to all of the following standards:
1. The facility receives access from an alley or driveway, and not a street;
 2. None of the drive-up, drive-in or drive-through facilities (e.g., driveway queuing areas, windows, teller machines, service windows, drop-boxes, and similar facilities) are located within 20 feet of a street and shall not be oriented to a street corner. (Walk-up only teller machines and kiosks may be oriented to a corner);
 3. The facility is subordinate to a primary permitted use. “Subordinate” means all components of the facility, in total, occupy less street frontage than the primary commercial or public/institutional building; and
 4. No more than one drive-up, drive-in, or drive-through facility shall be permitted on one block, or for a distance of 400 linear feet along the same street frontage, whichever is less.

F. Sidewalk Displays. Sidewalk display of merchandise and vendors shall be limited to cards, plants, gardening/floral products, food, books, newspapers, bicycles, and similar small items for sale or rental to pedestrians (i.e., non-automobile oriented). A minimum clearance of 6 feet shall be maintain. Display of larger items, such as automobiles, trucks, motorcycles, buses, recreational vehicles/boats, construction equipment, building materials, and similar vehicles and equipment, is prohibited.

G. Light Manufacture. Light manufacture uses are allowed in the Downtown. “Light manufacture” means production or manufacturing of small-scale goods, such as crafts, electronic equipment, bakery products, printing and binderies, furniture, and similar goods. Light manufacture uses shall conform to all of the following standards which are intended to protect the pedestrian-friendly, storefront character of Boardman Downtown:

1. **Retail or Service Use Required.** Light manufacture is allowed only when it is in conjunction with a permitted retail or service use and does not exceed 50 percent of the gross floor area.
2. **Location.** The light manufacture use shall be enclosed within a building, or shall be located within a rear yard not adjacent to a street.

To be included as amended...

Chapter 2.2 – Commercial (C) District

Sections:

- 2.2.100 – Purpose**
- 2.2.110 – Permitted Land Uses**
- 2.2.120 – Building Setbacks**
- 2.2.130 – Lot Coverage**
- 2.2.140 – Building Height**
- 2.2.150 – Design Standards**
- 2.2.160 – Pedestrian Amenities**
- 2.2.170 – Special Standards for Certain Uses**
- 2.2.180 – Tourist Commercial or Highway Sub District**
- 2.2.190 – City Center Sub District**
- 2.2.200 – Service Center Sub District**
- 2.2.210 – BPA Transmission Easement Sub District**

2.2.100 Purpose

The primary purpose of the Commercial District is to create standards that allow for a variety of commercial uses in the Commercial areas of the City of Boardman. This Chapter also creates three Sub Districts---Tourist Commercial or Highway, City Center, and Service Center. The Tourist Commercial or Highway Sub District provides additional standards for the areas of the City adjacent to Interstate 84. The Service Center Sub District provides standards for commercial and light industrial uses located west of the City. The City Center Sub District provides additional standards to create a concentrated and centralized commercial center to serve as the "heart" of the community. The City Center Sub District is created as an optional Sub District that may apply to certain geographic areas within the Commercial District. This geographic area has been designated to form the "center" of Boardman's commercial activities. This chapter provides standards for the orderly creation and expansion of the Commercial District by adherence to the following principles:

- Effective and efficient use of land and urban services;
- Direct commercial and retail development to a concentrated and localized area;
- Provide a mix of uses which provides a destination within the community and encourages walking over driving;
- Create connection with the balance of the community by directing connected transportation routes to commercial areas of the city;
- Provide for additional service employment opportunities.

2.2.110 Permitted Land Uses

A. **Permitted Uses.** The land uses listed in Table 2.2.110.A are permitted in the Commercial District, subject to the provisions contained within this Chapter. Only land uses specifically listed in Table 2.2.110.A and those approved as "similar" uses are permitted. Land uses identified with a "CU" in the table will require a Conditional Use Permit approval prior to development or change in use, in accordance with Chapter 4.4 of this code

City of Boardman

May 1, 2015

B. Determination of Similar Land Use. Similar use determinations shall be made in conformance with the procedures set in Chapter 4.8 – Interpretations.

Table 2.2.110.A Land Uses and Building Types Permitted in the Commercial District		
<p>1. Residential* (CU)</p> <p><i>Single-family</i></p> <p>a. Single-family attached townhomes</p> <p>b. Two and Three family housing (duplex and triplex townhomes)</p> <p>c. Multi-family housing</p> <p>d. Residential care homes and facilities</p> <p>2. Home occupations (CU)</p> <p>3. Bed & breakfast inns (CU)</p>	<p>4. Public and Institutional *:</p> <p>a. Churches and other places of worship</p> <p>b. Clubs, lodges, similar uses</p> <p>c. Government offices and facilities (administration, public safety, utilities, and similar uses)</p> <p>d. Libraries, museums, community centers, concert halls and similar uses</p> <p>e. Public parking lots and garages</p> <p>f. Private utilities (office/administration)</p> <p>g. Public parks and recreational facilities</p> <p>h. Schools (public and private) (CU)</p> <p>i. Transportation Facilities and Improvements.</p> <p>1. Normal operation, maintenance;</p> <p>2. Installation of improvements within the existing right-of-way;</p> <p>3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval;</p> <p>4. Landscaping as part of a transportation facility;</p> <p>5. Emergency Measures;</p> <p>6. Street or road construction as part of an approved subdivision or partition;</p> <p>7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and</p> <p>8. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU)</p>	<p>5. Accessory Uses and Structures*</p> <p>6. Commercial:</p> <p>a. Auto-dependent and auto-oriented uses and facilities (Prohibited in City Center Sub District) *</p> <p>b. Entertainment (e.g., theaters, clubs, amusement uses)</p> <p>c. Hotels/motels</p> <p>d. Hospitals, medical and dental offices, clinics and laboratories</p> <p>e. Mixed use development (housing with other permitted use) *</p> <p>f. Office uses (i.e., those not otherwise listed)</p> <p>g. Family daycare (12 or fewer children)</p> <p>h. Personal and professional services (e.g., child care center, catering/food services, restaurants, laundromats and dry cleaners, barber shops and salons, banks and financial institutions, and similar uses)</p> <p>i. Repair services (must be enclosed within building if located in City Center)</p> <p>j. Retail trade and services, except auto-dependent and auto-oriented uses</p> <p>k. Telecommunications equipment (including wireless) (CU) (Prohibited in City Center).</p> <p>l. Uses similar to those listed above (subject to CU requirements, if applicable)</p> <p>7. Light Manufacture* (see 2.2.170 C)</p>

Uses marked with an asterisk (*) are subject to the standards in Section 2.2.170 - Special Standards for Certain Uses. Uses marked with two asterisks (**) are subject to the standards in Section 4.4.400.D. Temporary uses are subject to the standards in Chapter 4.9. CUs are subject to Conditional Use permit standards in Chapter 4.4

2.2.120 Building Setbacks

In the Commercial District, buildings are placed to encourage pedestrian traffic. The setback standards are to encourage public spaces between sidewalks and buildings. The standards are also to encourage the formation of solid blocks of commercial and retail use to encourage a walkable commercial area.

Building setbacks are measured from the respective property line to the nearest vertical wall or foundation line, whichever is closer, of any building or structure. Setbacks for porches are measured from the edge of the deck or porch to the property line. The setback standards, as listed, apply to primary structures and accessory structures. The standards may be modified only by approval of a Variance, in accordance with Chapter 5.1.

A. Front Yard Setbacks.

1. Minimum Setback. There is no minimum front yard setback required except to provide for vision clearance standards set in Chapter 3.1.
2. Maximum Setback. There is no required maximum setback except in the City Center Sub District, which has a 5-foot maximum setback. This standard is met for City Center Sub District development when 50 percent of the front building elevation is placed no more than 5 feet back from the front property line. On parcels with more than one building, this standard applies to the largest building. The setback standard may be increased when a usable public space with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park, outdoor dining area or town square with seating) is provided between the building and front property line. (See also, Pedestrian Amenities Standards in Section 2.2.160, and Design Standards in Section 2.2.150 for related building entrance standards.)

B. Rear Yard Setbacks.

1. Minimum Setback. The minimum rear yard setback for all structures shall be zero (0) feet for street access lots, and eight (8) feet for alley-access lots (distance from nearest vertical wall or foundation line of any building to rear property line or alley easement) in order to provide space for parallel parking, unless to provide for vision clearance standards set in Chapter 3.1.
2. Through-Lots. For buildings on through-lots (lots with front and rear frontage onto a street), the front yard setbacks in "A" will apply except to provide for vision clearance standards set in Chapter 3.1.

C. Side Yard Setbacks.

1. There is no minimum side yard setback required, except that buildings shall conform to the vision clearance standards in Chapter 3.1 and the applicable fire and building codes for attached structures, fire walls and related requirements.

2.2.130 Lot Coverage

- A. **Lot Coverage.** There is no maximum lot coverage requirement, except that compliance with other sections of the zoning codes may preclude full (100%) lot coverage for some land uses. Lot coverage in the Service Center and Tourist Commercial Sub District is limited to 85%.

2.2.140 Building Height

All buildings in the Commercial District shall comply with the following building height standards. The standards are intended to allow for development of appropriately scaled buildings.

- A. **Maximum Height.** Buildings shall be no more ~~that~~ than four (4) stories or fifty (50) feet in height, whichever is greater. The maximum height may be increased by ten (10) feet when conditionally approved housing is provided above the ground floor. The building height increase for housing shall apply only to that portion of the building that contains housing. Maximum height in the Tourist Commercial and Service Center Sub Districts are limited to four (4) stories or thirty-five (35) feet in height.
- B. **Method of Measurement.** Building height is measured as the vertical distance above a reference datum measured to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the average height of the highest gable of a pitched or hipped roof. The reference datum shall be selected by either 2.2.140(B)(1 or 2), whichever yields a greater building height:
1. The elevation of the highest adjoining sidewalk or ground surface within a five (5) foot horizontal distance of an exterior wall of the building when such sidewalk or ground surface is not more ~~that~~ than ten (10) feet above the lowest grade;
 2. An elevation ten (10) feet higher than the lowest grade when the sidewalk or ground surface described in subsection A is more than ten (10) feet above the lowest grade. The height of a stepped or terraced building is the maximum height of any segment of the building. Not included in the maximum height are: chimneys, bell towers, steeples, roof equipment, flag-poles, and similar features which are not for human occupancy. These features will be no more than 25 feet measured from the highest point of the building.

2.2.150 Design Standards

- A. **Purpose and Applicability.** The Commercial District design standards are intended to provide similar and human scale design, while affording flexibility to use a variety of building styles. Conditional Use approval is required for those uses listed as a Conditional Use in Table 2.2.110.A. Residential development shall follow standards for residential development contained in Chapter 2.1. This section applies to all of the following types of buildings:

City of Boardman

May 1, 2015

1. Commercial buildings intended for use as professional, retail or other similar uses and services;
2. Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public; and
3. Mixed use buildings (buildings containing commercial and residential uses).

B. Guidelines and Standards. The purpose of these standards is to provide that all buildings are to contribute to the appeal of the Commercial District and Sub Districts.

1. Design of Buildings and Developments. The standards in the following section shall apply to buildings and developments listed in Section 2.2.150. Buildings shall be appealing and compatible with balance of the Commercial District and Sub Districts.
 - a) Buildings under 20,000 square feet (enclosed ground floor area) shall incorporate at least five (5) of the architectural features as follows:
 - i) Decorative cornice or facade (for a flat roof) or provision of eaves or other similar decorative feature for pitched roofs;
 - ii) Decorative display windows on ground floor;
 - iii) Entrance canopy, breezeway or kiosk;
 - iv) Changes in building color or texture;
 - v) Building articulation on street frontages;
 - vi) Decorative wall or security lighting;
 - vii) Regularly spaced and similarly shaped windows;
 - viii) Decorative window hoods or trim;
 - ix) Changes in building height along street frontages;
 - x) Decorative screening of roof mounted equipment;
 - b) Buildings with greater than 20,000 square feet of enclosed ground floor space are considered "large scale buildings".
 - i.) Measurement for these buildings shall be as follows:
 - a. Multi-tenant buildings shall be counted as the sum of all tenant spaces within the same building shell; and
 - b. Multiple building developments with a combined ground floor space (enclosed) greater than 40,000 square feet (e.g., shopping centers, public and institutional campuses, and similar developments).
 - ii.) Building and Site design for large scale buildings shall include at least two (2) of the following to provide human scale design:
 - a. Incorporating changes in building direction (i.e., articulation);
 - b. Dividing large masses into varying heights and sizes;
 - c. Include building offsets projections;
 - d. Changes in elevation or horizontal direction;
 - e. Sheltering roofs or terraces;
 - f. Providing a distinct pattern of divisions in surface materials;
 - g. Use of windows, screening trees; small scale lighting (e.g., wall mounted lighting, or up-lighting).

2.2.160 Pedestrian Amenities

- A. **Purpose and Applicability.** This section is intended to provide comfortable and inviting pedestrian spaces within the Commercial District and Sub Districts. Pedestrian amenities serve as informal gathering places for socializing and resting and contribute to the enjoyment of the City’s Commercial area. This section applies to all of the following types of buildings:
- 1) Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
 - 2) Three or more single family attached townhomes on their own lots (i.e., townhomes subject to Site Design Review);
 - 3) Duplex and tri-plex developments with more than one building (i.e., duplex and tri-plex developments subject to Site Design Review);
 - 4) Multi-family housing;
 - 5) Commercial and mixed-use buildings subject to Site Design review.
- B. **Guidelines and Standards.** Every commercial development listed above shall provide at least one of the following amenities listed below. Pedestrian amenities may be provided within a public right-of-way when approved by the applicable jurisdiction.
1. A plaza, courtyard, square or extra-wide sidewalk next to the building entrance (minimum width of 6 feet);
 2. A sitting space, dining area, benches or ledges between the building entrance and sidewalk at a minimum of 16 inches height and 30 inches width;
 3. Building canopy, awning, pergola or similar weather protection (minimum projection of 4 feet over a sidewalk or other pedestrian space);
 4. Public art which incorporates seating (e.g., fountain, sculpture, etc.) or wall decoration.

2.2.170 Special Standards for Certain Uses

This section supplements the uses and standards contained in Sections 2.2.100 through 2.2.160. Conditional Use approval is required for those uses listed as Conditional Use in Table 2.2.110.A. It is to provide standards for the following land uses in order to control the scale and compatibility of those uses within the Commercial District:

- ~~Bed and Breakfast Inns~~
- Accessory Uses and Structures
- Light Manufacturing Uses
- Auto Orientated Uses and Development

2.2.170 Special Standards for Certain Uses (continued)

1. ~~Bed and Breakfast Inns~~

- ~~1. **Purpose.** The purpose of this section is to provide standards for the development of a bed and breakfast inn.~~
- ~~2. **Accessory Use.** A bed and breakfast inn must be accessory to a household already occupying the structure as a residence.~~
- ~~3. **Maximum size.** The bed and breakfast structure is limited to a maximum of 3 bedrooms for guests and a maximum of 6 guests per night.~~
- ~~4. **Employees.** The bed and breakfast facility may have up to 2 non-resident employees for the facility.~~
- ~~5. **Food Service.** Food services may only be provided to overnight guests of the bed and breakfast inn.~~
- ~~6. **Owner-occupied.** The bed and breakfast inn shall be owner-occupied and shall maintain the exterior physical characteristics of a single family dwelling. No separate structures shall be allowed (except for usual residential accessory buildings such as sheds, or detached garages).~~
- ~~7. **Monitoring.** All bed and breakfast inns must maintain a guest logbook. It must include the names and home addresses of guests, guests' license plate numbers if travelling by motor vehicle, dates of stay and the room number of each guest. The log must be available for inspection by City staff upon request.~~

A. **Accessory Uses and Structures.** Accessory uses and structures are of a nature customarily incidental and subordinate to the principal use or structure on the same lot. Typical accessory structures in the Boardman Commercial District include small workshops, greenhouses, studios, and similar structures. Accessory uses and structures are allowed for all permitted land uses within the Boardman Commercial District, as identified in Table 2.2.110.A. Accessory structures shall comply with the following standards:

1. **Primary use required.** An accessory structure shall not be allowed before or without a primary use, as identified in Table 2.2.110.A.
2. **Setback standards.** Accessory structures shall comply with the setback standards in Section 2.2.120.
3. **Design guidelines.** Accessory structures shall comply with the Boardman Commercial District design guidelines, as provided in Section 2.2.150, and shall contribute to the visual relatedness of the district.
4. **Restrictions.** A structure shall not be placed over or under an easement that prohibits such placement. No structure shall encroach into the public right-of-way.

City of Boardman

May 1, 2015

2.2.170 Special Standards for Certain Uses *(continued)*

5. Compliance with subdivision standards. The owner may be required to remove an accessory structure as a condition of land division approval when removal of the structure is necessary to comply with setback standards.
- B. **Light Manufacture.** Light manufacturing uses shall conform to the standards listed in 2.2.170(D), which are intended to protect the pedestrian-friendly character of the Commercial District. "Light manufacture" means production or manufacturing of small-scale goods, such as crafts, electronic equipment, bakery products, printing and binderies, furniture, and similar goods.
1. Retail or Service Use Required. Light manufacture is allowed only when it is in conjunction with a permitted retail or service use and does not exceed 60% of the gross floor area.
 2. Location. The light manufacture use shall be enclosed within a building, or shall be located within a rear yard not adjacent to a street and screened from public view.
 3. Other Requirements. Any allowed light manufacture shall be conducted to minimize impacts to surrounding business and services. These shall include the conditions set as follows:
 - a. Deliveries shall not interfere with normal transportation circulation (vehicular, pedestrian, etc.);
 - b. Operations shall not produce solid waste volumes in excess of 200% of the average of surrounding business' and services;
 - c. Operations shall not qualify as a hazardous waste generator or small quantity generator as defined by state and federal environmental regulations;
 - d. Operations shall not create conditions which would qualify as a nuisance or otherwise not be in compliance under other Boardman Municipal Codes; and
 - e. Shall be compatible with other Commercial area activities and operations.
- C. **Automobile Dependent and Auto-Oriented Uses and Facilities.**
1. "Automobile-dependent use" means that the use serves automobiles and/or other motor vehicles and the use cannot function without them. These uses are prohibited in the City Center Sub District, permitted as a conditional use in the Commercial District and allowed outright in the Service Center and Tourist Commercial Sub Districts because when unrestricted, they detract from the pedestrian-friendly character of the District and can consume large amounts of land compared to other permitted uses.
 2. "Automobile-Orientated Uses" means that automobiles and/or other motor vehicles are an integral part of the use.
 3. Standards: Automobile-dependent and Automobile-oriented uses shall comply with the following standards:

2.2.170 Special Standards for Certain Uses (continued)

- a. Parking, Garages, and Driveways. All off-street parking, including surface lots and garages, shall be accessed from alleys or common driveways, placed underground, placed in structures above the ground floor, or in parking areas located behind or to the side of a building. All underground or structured parking garage entrances facing a street shall be recessed behind the front elevation by a minimum of six (6) feet and have minimum queuing areas of thirty (30) feet. On corner lots, garage entrances shall be oriented to a side-street (i.e., away from a main street) when vehicle access ~~can not~~cannot be provided from an alley or a common driveway.
- b. Drive-up, drive-in, and drive-through facilities. Drive-up, drive-in, and drive-through facilities (e.g., associated with restaurants, banks, and similar uses) are permitted only when accessory to a primary commercial "walk-in" use, and shall conform to all of the standards listed below:
 - i The facility receives access from an alley or common driveway, and not a street;
 - ii None of the drive-up, drive-in or drive-through facilities (e.g., driveway ~~queuing~~ queuing areas, teller machines, service windows, drop boxes and similar facilities) are located within twenty (20) feet of a street and shall not be oriented to a street corner;
 - iii The facility is subordinate to a primary permitted use. "Subordinate" means all components of the facility, in total, occupy less street frontage than the primary commercial or public/institutional building.

D. Variances.

The standards of this section may be modified by a Class B or C variance, as detailed in Chapter 5.

2.2.180 Tourist Commercial Sub District

A. Purpose. The purpose of the Tourist Commercial Sub District is to accommodate development of commercial facilities catering to the traveling public at the I-84 interchange. Retail services shall be limited to that necessary to serve travelers, in order to avoid competition with the Commercial District; Service Center Sub District and City Center Sub District businesses. The base standards of the Commercial District apply, except as modified by the standards of this Sub District.

2.2.180 Tourist Commercial Sub District (continued)

**Table 2.2.180 A
Land Uses and Building Types Permitted in the Tourist Commercial Sub District**

<p>1. Residential* (CU):</p> <p><i>Single-family</i></p> <p>a. Single-family attached townhomes</p> <p>b. Two and Three family housing (duplex and triplex townhomes)</p> <p>c. Multi-family housing</p> <p>d. Residential care homes and facilities</p> <p>2. Home occupations (CU)</p> <p>3. Bed & breakfast inns (CU)</p>	<p>4. 3Public and Institutional *:</p> <p>a. Churches and other places of worship</p> <p>b. Clubs, lodges, similar uses</p> <p>c. Government offices and facilities (administration, public safety, transportation, utilities, and similar uses)</p> <p>d. Libraries, museums, community centers, concert halls and similar uses</p> <p>e. Public parking lots and garages</p> <p>f. Private utilities (office/administration)</p> <p>g. Public parks and recreational facilities</p> <p>h. Schools (public and private) (CU)</p> <p>i. Transportation Facilities and Improvements.</p> <ol style="list-style-type: none"> 1. Normal operation, maintenance; 2. Installation of improvements within the existing right-of-way; 3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval; 4. Landscaping as part of a transportation facility; 5. Emergency Measures; 6. Street or road construction as part of an approved subdivision or partition; 7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and 8. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU) 	<p>5. 4Commercial:</p> <p>a. Auto-oriented and auto dependent uses and facilities, including <u>excluding</u> truck stops*</p> <p>b. Vehicle sales and repair services, including automotive, truck, RV and boat;</p> <p><u>c. Retail sales</u></p> <p><u>d. Personal and professional services such as laundromats, dry cleaners, barber shops and salons, banks and financial institutions, and similar uses</u></p> <p><u>e. Veterinarian clinics, animal clinics, laboratory*</u></p> <p><u>e.f. Medical and other health related clinics or emergency service facilities</u></p> <p><u>e.g. Office uses</u></p> <p><u>e.h. Mixed-Use Development (housing and other permitted development)</u></p> <p><u>f.i. Motels/Restaurants/Food service</u></p> <p><u>g.j. Medical Marijuana dispensary under Oregon Health Authority license *** (CU)</u></p> <p><u>h.k. Uses similar to those listed above</u></p> <p>6. 5 Industrial:</p> <p>a. Light manufacture (e.g., small-scale crafts, electronic equipment, bakery, furniture, similar goods) when in conjunction with retail</p> <p>b. Machinery or heavy equipment sales and service</p>
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Uses marked with an asterisk (*) are subject to the standards in Section 2.2.180 - Special Standards for Certain Uses. Temporary uses are subject to the standards in Chapter 4.9. ** Uses marked with two asterisks are subject to the standards in Section 4.4.400.D. *** Uses subject to Section 4.4.400.E.

B. Special Standards [This section reserved for future use.]

City of Boardman

May 1, 2015

2.2.190 City Center Sub District

A. Purpose and Applicability.

The City Center Sub District provides design standards for detailed, human-scaled design, while affording flexibility to use a variety of architectural styles. The City Center Sub District may be applied by a property owner and the City to a site, which meets the following locational criteria:

- The site shall be located within the Commercial District;
- The site shall be located within a radius of ¼-mile of (but not necessarily adjacent to) Main Street;
- The site shall be adjacent to Kinkade Road, ~~Dillabaugh Boulevard~~ Tatone Street, or City Center Drive.

In order for this Sub District to apply, the property owner and the City shall describe how the site meets the above locational criteria. The application for the Sub District to apply is a Type III, quasi-judicial land use application described in Chapter 4. If the Sub District were applied, the following development would adhere to the Sub District standards:

1. Public and institutional buildings, except that the standards shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
2. Commercial and mixed-use buildings subject to Site Design review.

B. Design Standards.

All of the following standards in the following section shall be met.

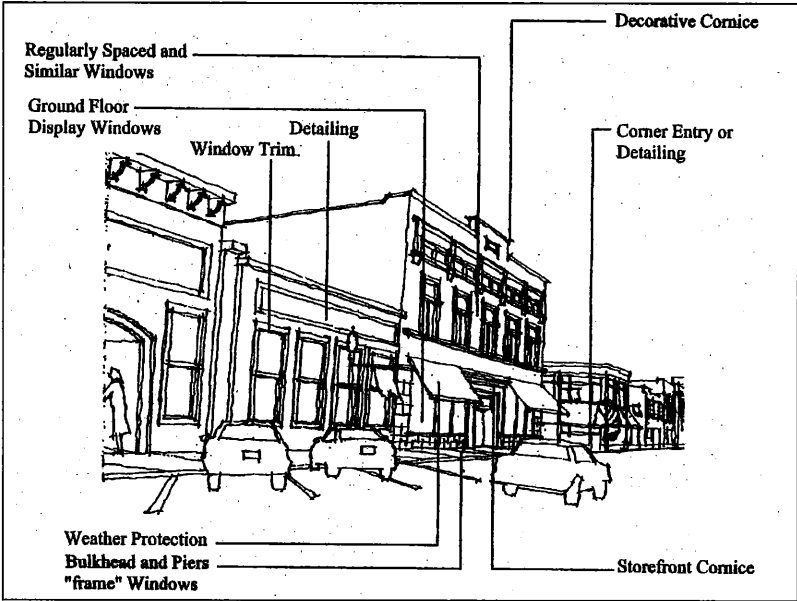
C. Detailed Storefront Design.

All buildings shall contribute to the storefront character and visual relatedness of downtown buildings. This criterion is met by providing all of the following design features listed in 1-4, below, along front building elevations (i.e., facing a street).

1. Corner building entrances on corner lots. Alternatively, a building entrance may be located away from the corner when the building corner is beveled or incorporates other detailing to reduce the angular appearance of the building at the street corner.
2. Regularly spaced and similar-shaped windows with window hoods or trim (all building stories).
3. Large display windows on the ground floor (non-residential uses only). Display windows shall be framed by bulkheads, piers and a storefront cornice (e.g., separates ground floor from second story, as shown above).
4. Decorative cornice at top of building (flat roof) or eaves provided with pitched roof.

2.2.190 City Center Sub District. (continued)

Figure 2.2.190C – City Center Building Design Elements (Typical)



Note: the example shown above is meant to illustrate required building design elements, and should not be interpreted as a required design style.

City of Boardman

May 1, 2015

2.2.190 City Center Sub District *(continued)*

E. Building Orientation. This section is intended to promote the walkable, storefront character of the City Center by placing buildings close to the street. Placing buildings close to the street slows traffic down and provides more “eyes on the street”, increasing the safety of public spaces. The standards, as listed on the following page and illustrated above, complement the maximum front yard setback standards in Section 2.2.120.

1. **Applicability.** This Section applies to new land divisions and all of the following types of development within the City Center Sub District:
 - a. Commercial and mixed-use buildings subject to site design review. (Chapter 4.2).
 - b. Public and institutional buildings subject to site design review. (Chapter 4.2) except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses).
 - c. Residential buildings subject to Site Design review shall comply with the Residential District design guidelines, as listed in Section 2.1.180, in addition to this section. Where conflicts occur, the more restrictive standard shall apply.

Compliance with all of the provisions of Sections 2.2.190.E.2-4, below, shall be required.

2. **Building Orientation Standard.** All of the developments listed in Section 2.2.190.E shall be oriented to a street. The building orientation standard is met when all of the following criteria are met:
 - a. The minimum and maximum setback standards in Section 2.2.120 are met.
 - b. Buildings have their primary entrance(s) oriented to (facing) the street. Building entrances may include entrances to individual units, lobby entrances, entrances oriented to pedestrian plazas, or breezeway/courtyard entrances (i.e., to a cluster of units or commercial spaces). Alternatively, a building may have its entrance facing a side yard when a direct pedestrian walkway is provided between the building entrance and the street right-of-way.
 - c. Off-street parking, driveways or other vehicular circulation shall not be placed between a building and the street that is used to comply with subsection ‘2’, above. On corner lots, buildings and their entrances shall be oriented to the street corner, as shown above; parking, driveways and other vehicle areas shall be prohibited between buildings and street corners.
3. **Active Ground Floor Standard.** The streetside portions of the lower floors of all buildings shall contain shops, offices, lobbies, and other activities oriented toward the passerby. Display windows for viewing the activity inside the building shall be provided.
4. **Continuous Building Frontage.** Buildings should be built to the property lines on either side so as to create a continuous line of storefronts. Access may be provided to the rear parking areas of the shops, offices etc. by an internal walkway.

2.2.190 City Center Sub District. (continued)

- E. **Residential Uses.** Higher density residential uses, such as multi-family buildings and attached townhomes, are permitted to encourage housing near employment, shopping and services. All residential developments shall comply with the following standards which are intended to require mixed-use development; conserve the community's supply of commercial land for commercial uses; provide for designs which are compatible with the balance of the City Center Sub District; avoid or minimize impacts associated with traffic and parking; and ensure proper management and maintenance of common areas. Residential uses that existed prior to the effective date of this code are exempt from this section.
1. **Mixed-Use Development.** Residential uses may be permitted when part of a mixed-use development (residential with commercial or public/institutional use). Both "vertical" mixed-use (housing above the ground floor), and "horizontal" mixed-use (housing on the ground floor) developments are allowed, subject to the standards in 2.2.190(A)(2-6).
 2. **Limitation on street-level housing.** Ground floor street frontage will be limited to upper floor residential access only. This standard is intended to reserve commercial space for commercial uses and public/institutional uses; it does not limit residential uses above the street level on upper stories.
 3. **Density.** There is no minimum or maximum residential density standard. Density shall be controlled by building design, fire/life/safety design, the applicable lot coverage, floor area, building height standards and off-street parking requirements.
 4. **Parking, Garages, and Driveways.** All off-street vehicle parking, including surface lots and garages, shall be oriented for reasonable access. Parking may be placed underground, placed in structures above the ground floor, or located in parking areas located behind or to the side of the building. All garage entrances facing a street (e.g., underground or structured parking) shall be recessed behind the front building elevation by a minimum of six (6) feet and have minimum queing/queuing areas of thirty (30) feet. On corner lots, garage entrances shall be oriented to a side street (i.e., away from a main street).
 5. **Creation of Alleys.** When a subdivision (e.g., four or more townhome lots) is proposed, a public or private alley may be created for the purpose of vehicle access. Alleys are not required when existing development patterns make construction of an alley impractical. As part of a subdivision, the City may require dedication of right-of-way or easements, and construction pathways between townhome lots (e.g., between building breaks) to provide pedestrian connections through a development site, in conformance with Chapter 3.1 – Access and Circulation.
 6. **Common Areas.** All common areas (e.g., walkways, drives, courtyards, private alleys, parking courts, etc.) and building exteriors shall be maintained by a home owners association or other legal entity. Copies of any applicable covenants, restrictions and conditions shall be recorded and provided to the city prior to building permit approval.

2.2.190 City Center Sub District. (continued)

- F. **Sidewalk Displays.** Sidewalk display of merchandise and vendors shall be limited to stationary, crafts, plants, gardening/floral products, food, books, newspapers, bicycles, and similar small items for sale or rental to the public. A minimum clearance of five (5) feet shall be maintained. Display of larger items, such as automobiles, trucks, motorcycles, buses recreational vehicles/boats construction equipment, building materials, or similar items are prohibited.

2.2.200 Service Center Sub District

- A. **Purpose.** The Service Center Sub District is designed to accommodate heavy commercial uses and light industrial uses along portions of the I-84 corridor. The base standards of the Commercial District apply, except as modified by the standards of this Sub District.
- B. **Uses Permitted.** The land uses listed in Table 2.2.200B are permitted in the Service Center Sub District, subject to the provisions of this Chapter. Only land uses that are specifically listed in Table 2.2.200B and land uses that are approved as “similar” to those in Table 2.2.200B, may be permitted. The land uses identified with a “CU” in Table 2.2.200B require Conditional use Permit approval prior to development or a change in use, in accordance with Chapter 4.4.

2.2.200 Service Center Sub District (continued)

Table 2.2.200B Land Uses and Building Types Permitted in the Service Center Sub District		
<p>1. Residential:</p> <p>a. One caretaker unit shall be permitted for each development, subject to the standard in Section 2.2.200D.</p> <p>b. RV Parks (CU)</p> <p>2. Public and Institutional:</p> <p>a. Government facilities (e.g. public safety, utilities, school district bus facilities, public works yards, transit and transportation and similar facilities) where the public is generally not received.</p> <p>b. Private utilities (e.g. natural gas, electricity, telephone, cable and similar facilities)</p> <p>c. Water supply and treatment facility (CU)</p> <p>d. Sewage disposal and treatment facility (CU)</p>	<p>e. Transportation Facilities and Improvements.</p> <ol style="list-style-type: none"> 1. Normal operation, maintenance; 2. Installation of improvements within the existing right-of-way; 3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval; 4. Landscaping as part of a transportation facility; 5. Emergency Measures; 6. Street or road construction as part of an approved subdivision or partition; 7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and 38. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU) 	<p>4. 3Commercial:</p> <ol style="list-style-type: none"> a. Retail store, office or service establishment b. Commercial / industrial full service trucking and automotive facilities, to include automobile service stations and vehicle refueling. c. Commercial residential use, to include tourist or travelers' accommodations. d. Commercial amusement or recreation establishment. Medical Marijuana dispensary, Medical Marijuana Grow Facility (not on same parcel) *** (CU) <p>5. 4Industrial:</p> <ol style="list-style-type: none"> a. Manufacturing or warehousing. <p>5. Agricultural:</p> <ol style="list-style-type: none"> a. Farming excluding commercial livestock feedlot, livestock sales yard hog farms and mink farms. b. Agriculturally-oriented commercial use.(CU) c. Medical Marijuana Grow Facility *** (CU) <p>6. Services:</p> <ol style="list-style-type: none"> a. Kennel or animal hospital. <p>57. Wireless Communication Equipment - subject to the standards in Chapter 3.6.200.</p>

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Uses marked with an asterisk (*) are subject to the standards in Section 2.2.180 - Special Standards for Certain Uses. Temporary uses are subject to the standards in Chapter 4.9. ** Uses marked with two asterisks are subject to the standards in Section 4.4.400.D. *** Uses subject to Section 4.4.400.E.

City of Boardman

May 1, 2015

2.2.200 Service Center Sub District *(continued)*

B. Other Yard Requirements.

1. **Buffering.** The City may require landscaping, walls or other buffering in setback yards to mitigate adverse noise, light, glare, and aesthetic impacts to adjacent properties.
2. **Neighborhood Access.** Construction of pathway(s) within setback yards may be required to provide pedestrian connections to adjacent neighborhoods or other districts, in accordance with Chapter 3.1 - Access and Circulation Standards.
3. **Building and Fire Codes.** All developments shall meet applicable fire and building code standards, which may require setbacks different from those listed above (e.g., combustible materials, etc.).

- C. Determination of Similar Land Use.** Similar use determinations shall be made in conformance with the procedures in Chapter 4.8 – Interpretations.

2.2.200 Service Center Sub District (continued)

- C. **Residential Caretakers.** One residential caretaker unit shall be permitted for each primary industrial use, subject to the following conditions:
 1. The unit shall be served with public water and sanitary sewerage disposal, in conformance with City engineering requirements.
 2. Caretaker units shall be required to meet applicable fire safety and building code requirements, in addition to the applicable setback standards of this chapter.

- D. **Wireless communication equipment.** Wireless communication equipment includes radio (i.e., cellular), television and similar types of transmission and receiving facilities. The requirements for wireless communication equipment are provided in Chapter 3.6.200. Wireless communication equipment shall also comply with required setbacks, lot coverage and other applicable standards of the Commercial District.

2.2.210 - BPA Transmission Easement Sub District

- A. **Purpose:** The purpose of this sub district is to identify the limitations, opportunities and process to be followed on properties, within the Commercial District, directly affected by the Three Hundred Ninety foot (390') wide Bonneville Power Administration (BPA) Transmission Line Easement. The language contained within this section is to identify flexibility in possible uses of the land under the BPA transmission lines, within the land use agreements stipulated by the BPA for the easement. All uses within the easement shall be approved by agreement with BPA prior to approval for development by the City.

- B. **Building Restrictions:** No permanent structures will be allowed within the easement area. However, buildings may go on the portions of the property outside of the easement as part of the overall development which may include land within the easement.

- C. **Height Restrictions:** No foliage or other item will be allowed to exceed twelve feet (12') in height.

- D. **Utility and Transportation Infrastructure:** Utility and transportation infrastructure shall be allowed within guidelines approved by the BPA in writing. This includes, streets, electrical, water, sewer, telephone, gas, TV, and other essential services infrastructure to provide for any allowed commercial activities.

- E. **Transmission Line Tower Setbacks:** The minimum setback from any transmission line tower shall be fifty feet (50') for all activities. Towers shall be protected from any traffic or other possible disturbance to the structural integrity of the towers.

2.2.210 - BPA Transmission Easement Sub District (continued)

F. Allowable Uses: The uses identified in 2.2.210 (F) (1-13) shall be considered for approval under a Conditional Use Permit process, as identified in Boardman Development Code Chapter 4.4. All submission requirements of Chapter 4.4 will be reviewed and will be forwarded, by the applicant, to the BPA for an approved and signed Land Use Agreement prior to any Conditional Use Hearing by the Planning Commission.

1. Single family townhomes
2. Residential duplexes or triplexes
3. Multi-family apartments
4. Residential Caretaker Unit
5. Parking lot
6. Vehicle storage
7. Vehicle sales lot
8. Vineyard operation, with retail/wholesale component*
9. Garden center/Nursery, with retail/wholesale component*
10. Mobile vendor station lease space
11. Retail sales operations with an outdoor component which are compatible with surrounding neighborhood.
12. Utility infrastructure including water lines, sewer lines, stormwater management, electrical service lines, gas lines, television cable, telephone lines, communications lines, transportation routes, and other necessary infrastructure to service the sub district.
13. Other uses considered compatible by the Boardman Planning Commission through Conditional Use Permitting process.

* = Structures necessary for retail/wholesale offices, storage, etc. must be located outside of BPA easement.

G. Safety Precautions:

1. Vehicular activities where vehicles are stored or parked for periods over two (2) hours shall have grounding mechanisms to prevent static electricity build up to prevent shock hazards.
2. Utility facilities shall be protected from shock hazards associated with static electricity discharge.
3. No combustible materials shall be stored within the easement unless approved in the Land Use Agreement from BPA.

H. Driveways and Parking Areas: Driveways and parking areas may be compacted and maintained gravel if approved by the BPA and Boardman Planning Commission to meet safety requirements in the BPA Land Use Agreement. Driveway approaches and all areas abutting a public street shall be hard surface to prevent gravel encroachment onto the street.

I. Residential Caretakers: One residential caretaker unit may be permitted for each primary commercial use, subject to the following conditions.

1. The unit shall be served with public water and sanitary sewerage disposal, in conformance with City engineering requirements.

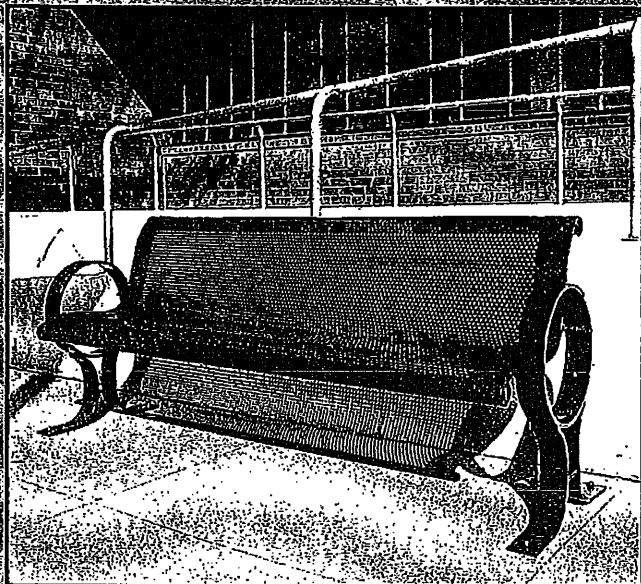
2.2.210 - BPA Transmission Easement Sub District (continued)

2. Caretaker units shall be required to meet applicable fire safety and building code requirements, in addition to the applicable setback standards of this chapter (chapter 2.2) and sub district.
3. Other conditions identified by the Bonneville Power Administration or the Boardman Planning Commission:

J. Yard Requirements:

1. Buffering; The City may require landscaping, walls, or other buffering in setbacks areas to mitigate adverse noise, light, glare and aesthetic impacts to adjacent properties.
2. Neighborhood Access; Construction of pathway(s) within setbacks may be required to provide pedestrian connection to neighborhoods or other districts, in accordance with Chapter 3.1 of this Code and requirements of the Bonneville Power Administration.
3. Building and Fire Codes; All developments shall meet applicable fire, building and Bonneville Power Administration code standards, which may require setback different from those listed above.

APPENDIX B. STREET FURNITURE EXAMPLES



MODEL 59 BENCH

Ten gauge perforated steel gently contoured into a comfortable seating surface is the heart of this bench.

Materials

Seating Surface: 10 gauge perforated steel
Supports and End Straps: 1/2" x 3" steel bar
Fasteners: 3/8" diameter plated
Finish: Baked on polyester powder in choice of black, blue-bronze green (shown), or deep red.

59-60 6' long bench, 2 supports, wt. 199 lbs.
59-60 8' long bench, 2 supports, wt. 222 lbs.

Specify color:

Support Options

- S-1 Embedment
- S-2 Surface Plate
- S-3 Curb/Wind
- S-4 Sub-Floor

MODEL 89 RECEPTACLE

The 14-gauge steel of this receptacle is perforated in the same pattern as our 59 Series benches. It's furnished complete with the No. 16-00 polyethylene liner and a 22-gallon plastic liner. End flange for anchoring are included.

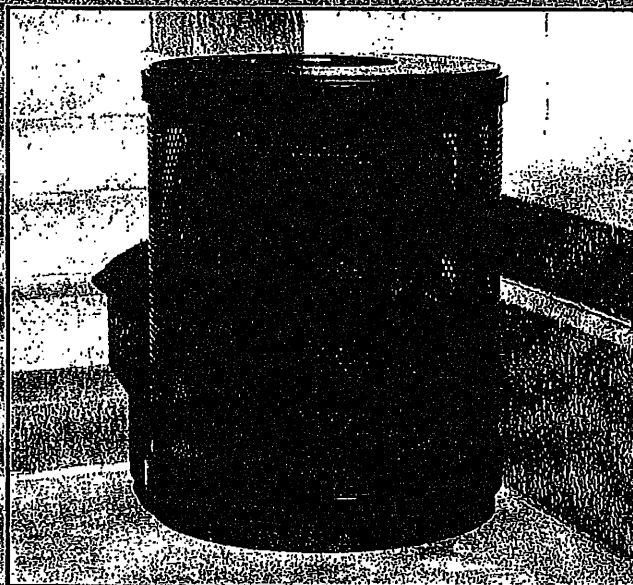
Materials

Body: 14-gauge perforated steel
Frame: 1/2" x 2" x 1/2" x 2" angle (6" x 1" steel)
Flange: 1/2" x 3" steel bar
Liner: 22-gallon plastic
Top: Polyethylene with plastic-coated cable

Finish: Baked on polyester powder in choice of black, blue-bronze green (shown), or deep red.

89-00 11" tall receptacle, wt. 116 lbs.

Specify color:



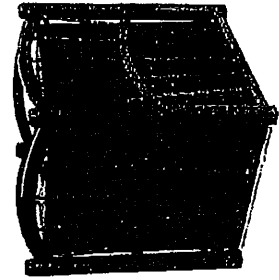
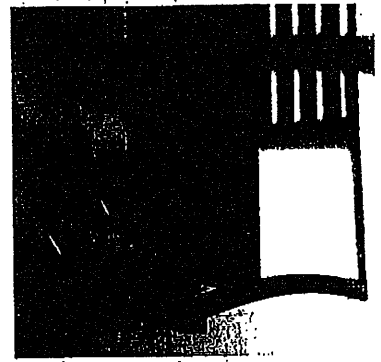
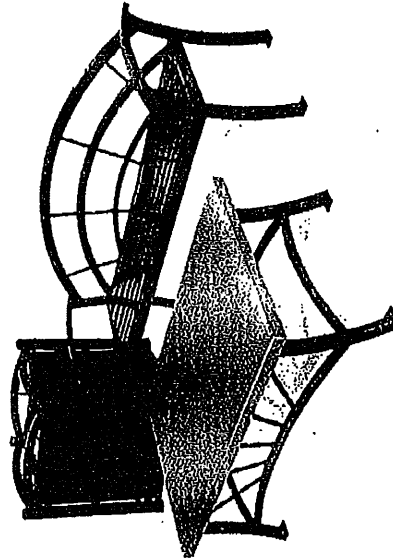
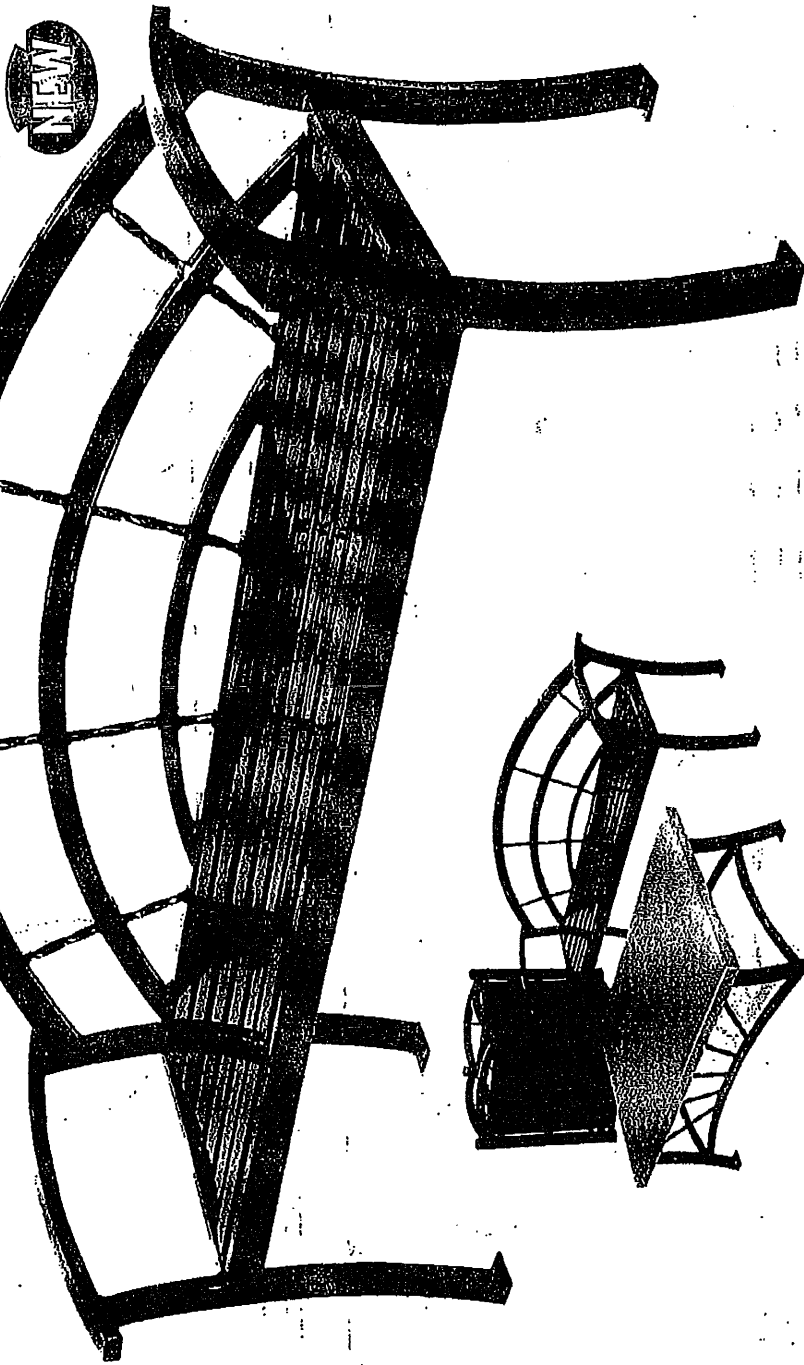
KERRINGTON SERIES

(Patent Pending)

With flowing curves and a cottage-like appeal, the Kerrington embodies the English garden persona, bringing charm and grace to commercial site furniture.

An appropriate selection for creating interactive space, we completed this series with a table to create an outdoor sitting room.

- Spiraled steel accents the back design to add a lively touch
- Table is available with stainless or powder coated steel top
- Bench available with back or flat in any length, mounting or standard color
- Litter receptacle includes powder coated steel liner, flat lid, anti-theft lanyard in either 22- or 32-gallon capacity with any mounting or standard color, optional lid and liners (see page 22)
- Exclusive KEYSHIELD™ polyester powder coating finish—our stamp of armored excellence that is foremost in the industry



KE24	Kerrington bench w/back 4'	\$795
KE26	Kerrington bench w/back 6'	\$895
KE28	Kerrington bench w/back 8'	\$1095
KE14	Kerrington flat bench 4'	\$630
KE16	Kerrington flat bench 6'	\$690
KE18	Kerrington flat bench 8'	\$790
KE3-22	Kerrington litter 22 gal.	\$825
KE3-32	Kerrington litter 32 gal.	\$880
KERT	Kerrington table with powder coated top	\$775
KERTS	Kerrington table with stainless steel top	\$1250

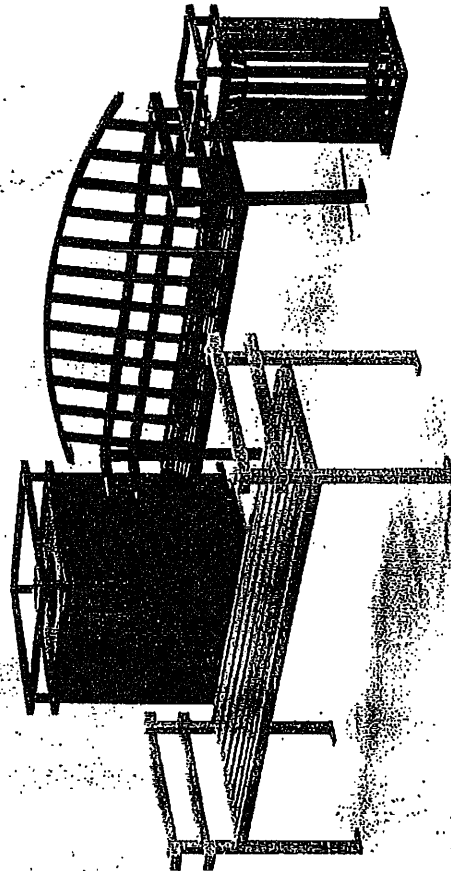
To order or for more information, call 1-800-284-8208

McCONNELL SERIES

(Patent No. Des. 413,449)

In the style of the Arts and Crafts movement, the McConnell bench focuses attention on the creation of the heart and hand. A regal appearance is dramatized by the arm design with evidence of horizontal lines and artistic engineering. The back is crowned with an arc, completing this period recreation.

- Double steel reinforcement in the arms of the bench
- Curved rectangular tubing accents top of bench
- Bench available with back or flat in any length, mounting or standard color
- Litter receptacle includes liner, flat lid, anti-theft lanyard in either 22- or 32-gallon capacity with any mounting or standard color; optional lid and liners (see page 22)
- Exclusive KEY-SHIELD™ polyester powder coating finish—our stamp of armored excellence that is foremost in the industry



MC24	McConnell bench w/back 4'	\$785
MC26	McConnell bench w/back 6'	\$860
MC28	McConnell bench w/back 8'	\$960
MC14	McConnell flat bench 4'	\$585
MC16	McConnell flat bench 6'	\$640
MC18	McConnell flat bench 8'	\$740
MC3-22	McConnell litter 22 gal.	\$855
MC3-32	McConnell litter 32 gal.	\$905
MC5	McConnell ash urn	\$425
MCA5	McConnell ash/trash combo	\$525

To order or for more information, call: 1-800-284-8208-7

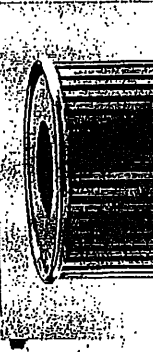
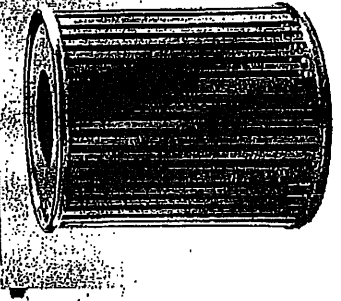
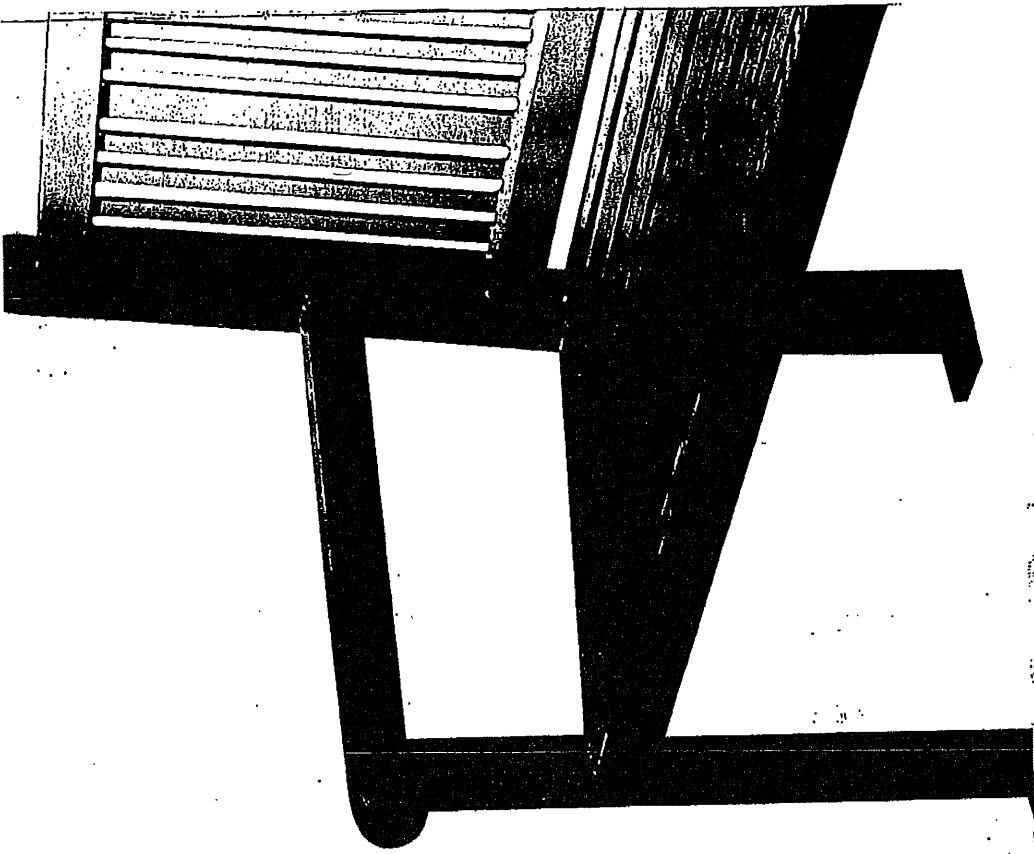
READING SERIES

(Patent No. Des. 376,270)

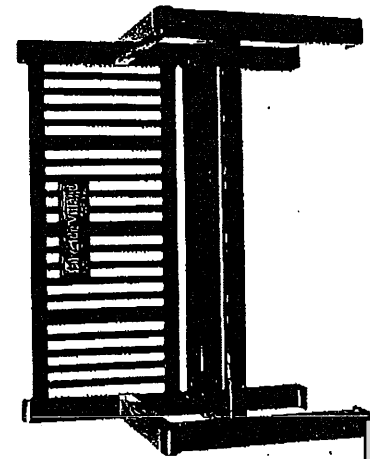
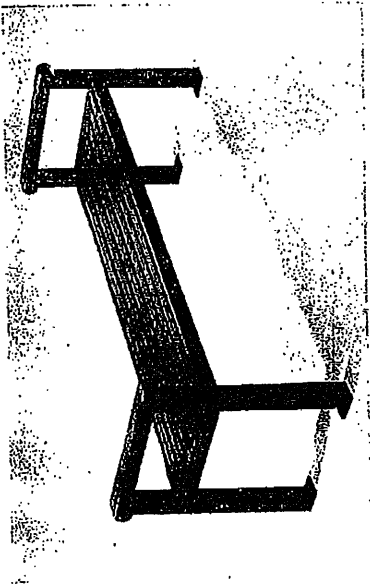
Designed in the style of a wooden garden bench, this patented sturdy metal bench is equally at home in a train station or an exclusive mall.

- Bench available with back or flat in any length, mounting or standard color
- Litter receptacle includes plastic liner, flat lid, anti-theft lanyard in either 22- or 32-gallon capacity with any mounting or standard color; optional lid and liners (see page 22)
- Exclusive KEYSHIELD™ polyester powder coating finish—our stamp of armored excellence that is foremost in the industry

RE22	Reading chair	\$745
RE24	Reading bench w/back 4'	\$795
RE26	Reading bench w/back 6'	\$895
RE28	Reading bench w/back 8'	\$1095
RE14	Reading flat bench 4'	\$630
RE16	Reading flat bench 6'	\$690
RE18	Reading flat bench 8'	\$790
RE2C6	Curved Reading w/back 6'	\$1200

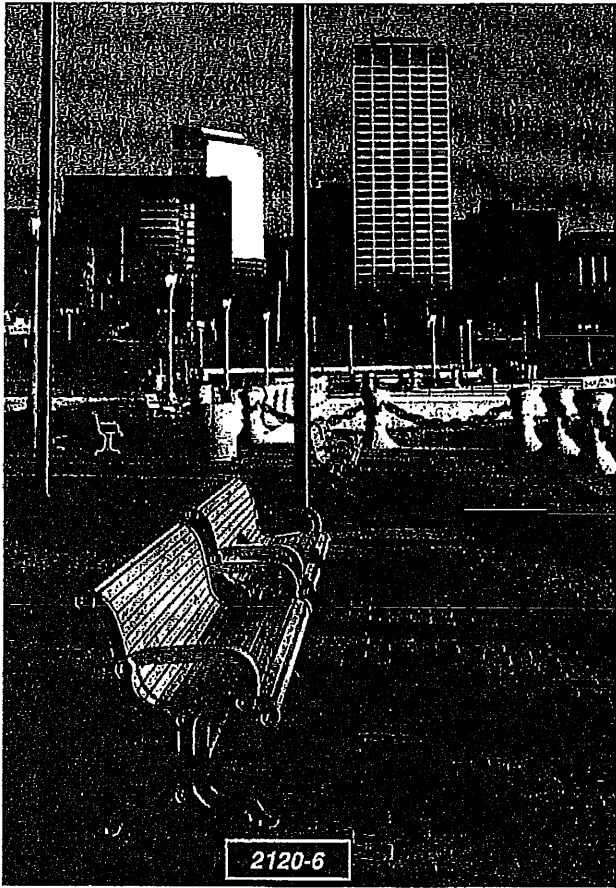


Section 5, Item C.

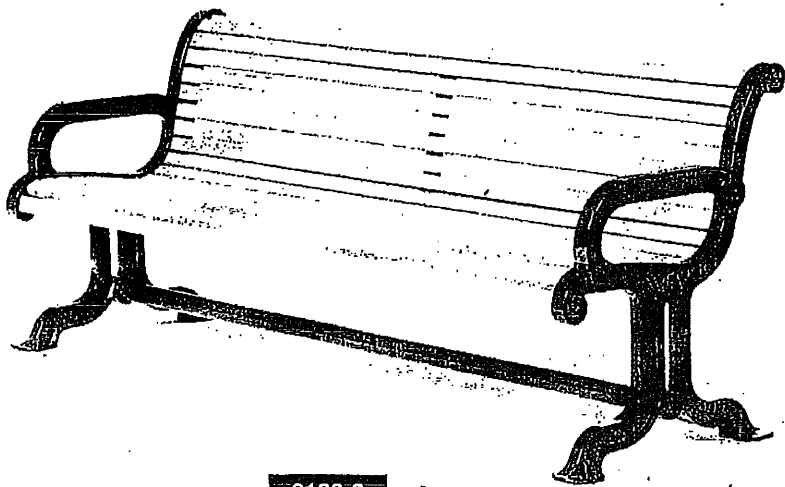




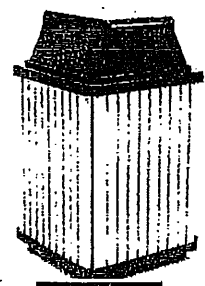
TimberForm® Restoration™



2120-6



2120-6



2126-HT

TimberForm Restoration

The TimberForm Restoration series is a twin family of site furnishings featuring benches and seats with cast iron frames and wood slats. Matching wood surrounds appear on the litter container, ash receptacle and planter.

Two design series are offered. One, the 2118 style (facing page), features wide sweeping armrests with a rose relief cast in the bench and seat ends. It was the recipient of the prestigious "G-Mark" of design excellence from the Japanese government. The other, the 2120 style (this page), is a classical civic furniture design with simplified elements. Each style has been successfully used for interior and exterior applications throughout the world.

Symbols and Logos

Custom symbols and graphics can be included in relief on seat and bench ends replacing the existing motifs.

Seating Surfaces

Wood seating surfaces are offered in kiln-dried Alaska yellow cedar, Marine Teak or Purpleheart.

Seating Options

Long lengths, intermediate support frames and armrests are offered.

Litter Containers

Matching wood surrounds a metal 21- or 36-gallon steel liner. Top options: Open Top; Flat Top; Domed Top; Ash/Dome Top; Hamper Top; Hamper Top with ash tray; or Hamper Top with covered ash tray.

Complementary Accessories

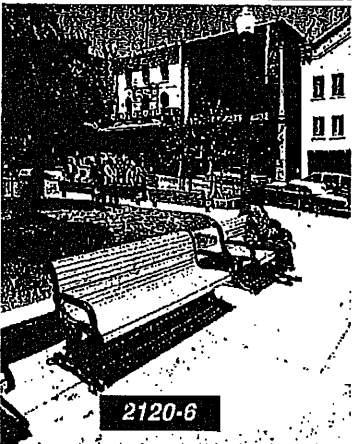
Matching ash receptacles and planters.

Colors

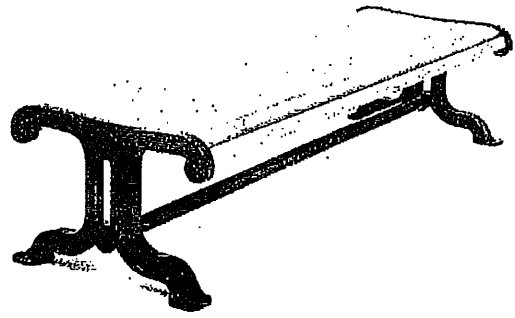
Choose from ten standard and over 170 special CASPAX-7 designer colors.

Mounting

Permanent surface mounting or movable applications.



2120-6



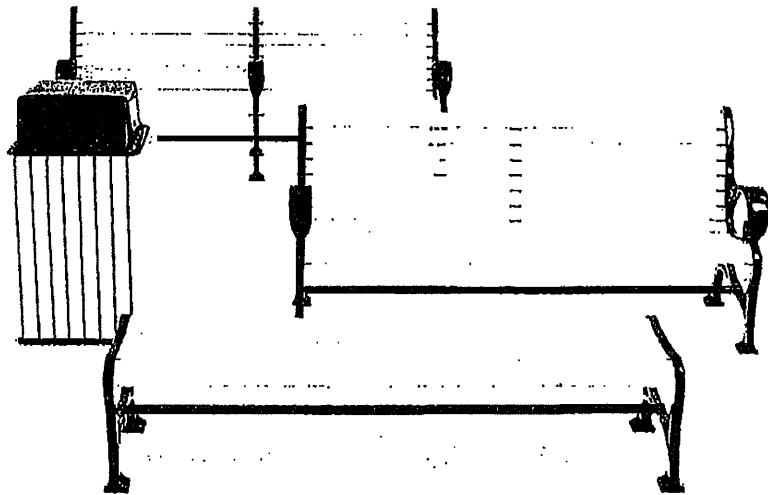
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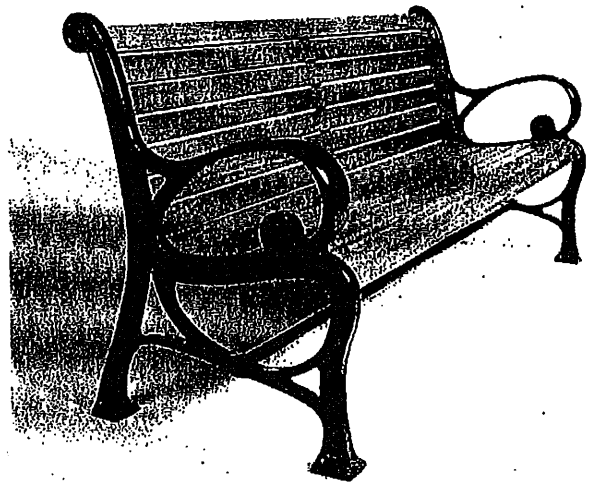
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TimberForm® Restoration

Buy Unit 5166



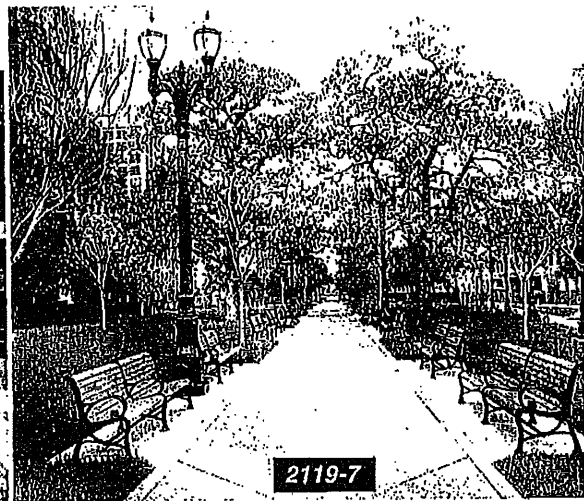
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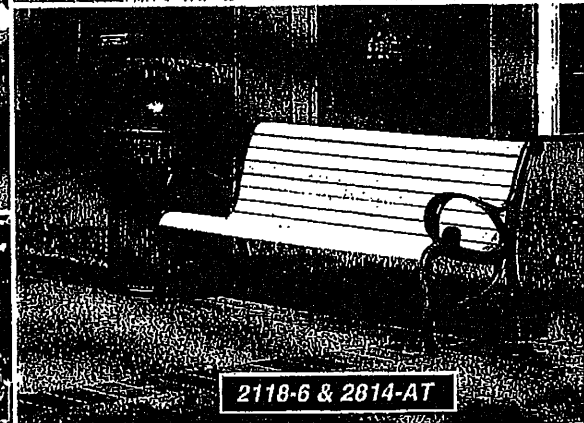
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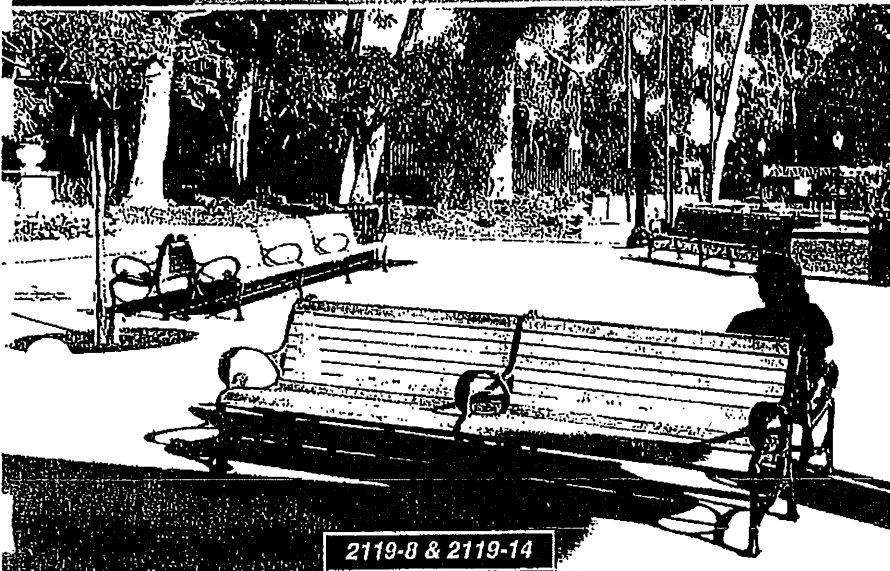
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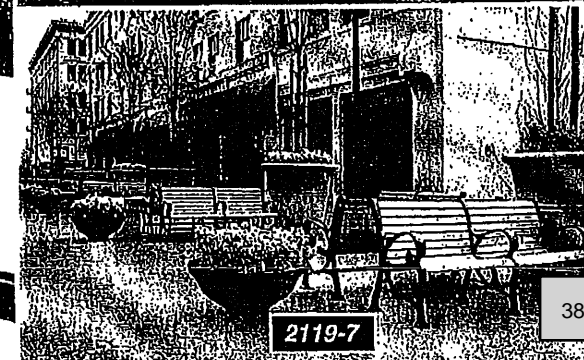
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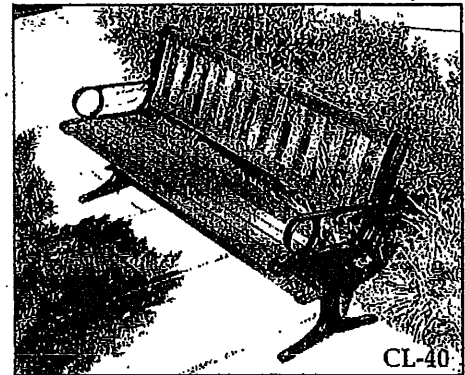
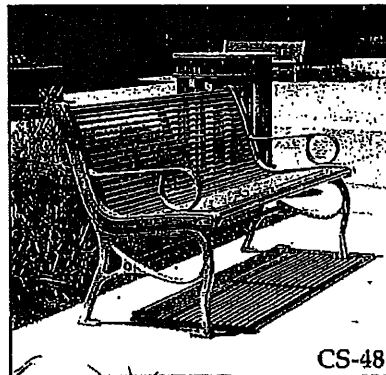
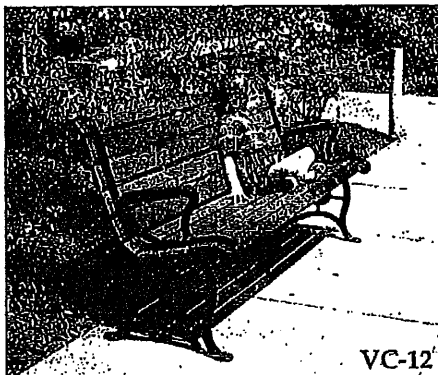
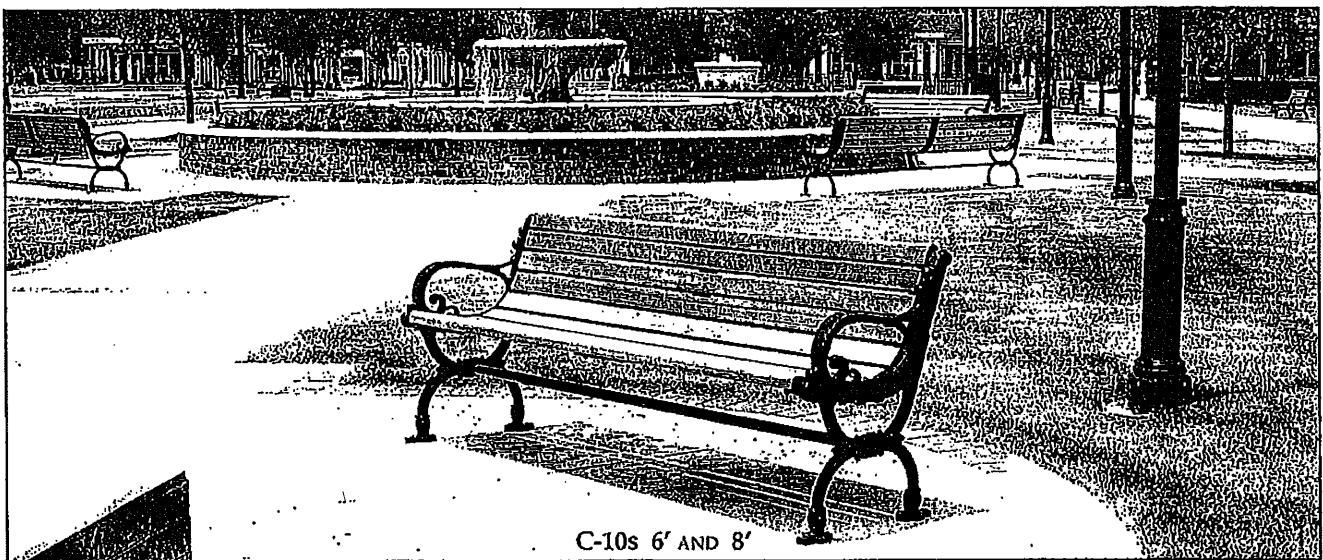
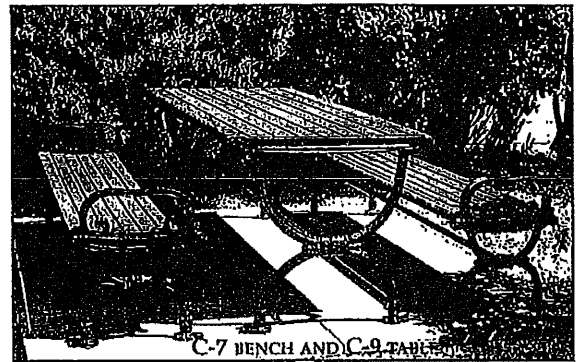
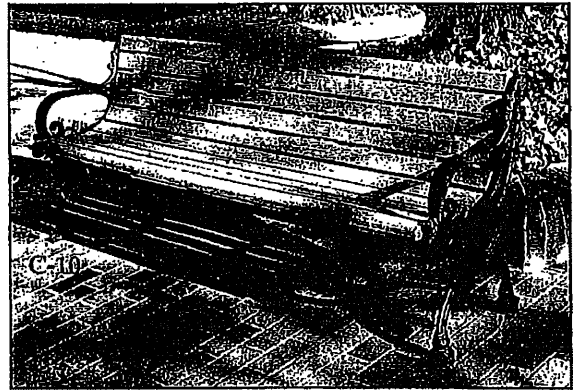
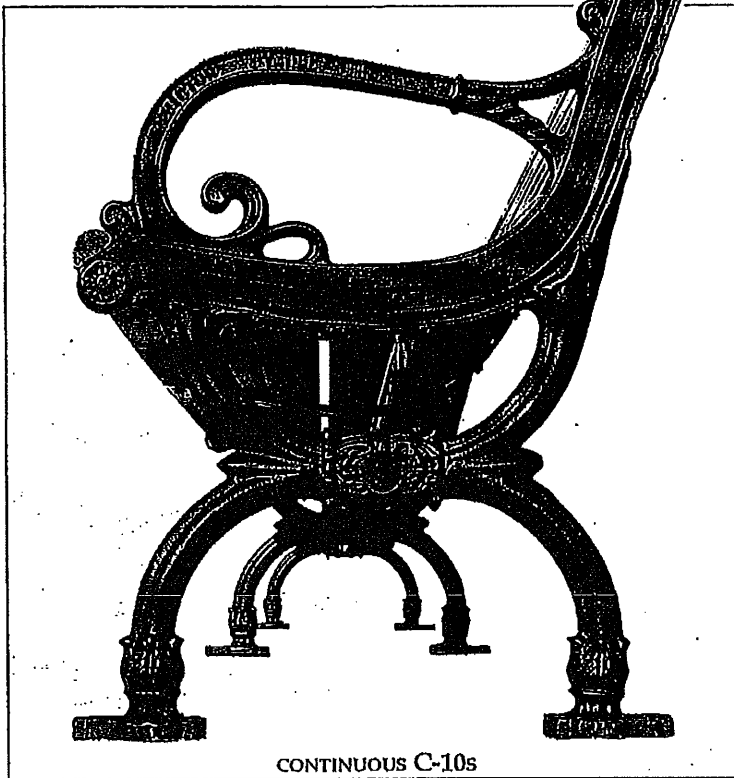
2118-6 & 2614-AT



2119-8 & 2119-14



2119-7



N O - M O R E - C O M P R O M I S E S

NOW YOU CAN USE RECYCLED PLASTIC PRODUCTS WITHOUT COMPROMISING DESIGN, DURABILITY, APPEARANCE OR COMFORT...

The remarkable 2nd Sites Systems® materials combine recycled plastic and steel in a system designed to be "plug-compatible" with the best wood slats available. They are durable and attractive, with molded-through color and UV-resistance. They shed water and resist rot. They are easily cleaned and highly stain resistant.

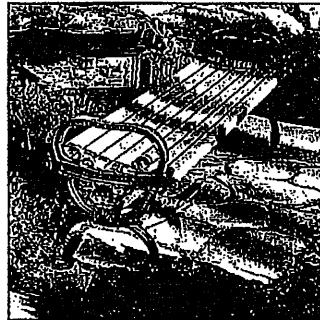
Colors include tan, brown, reddish-brown and weathered gray. From a distance, they look like the wood that they replace. Up close, they are comfortable to sit on and incredibly strong. They truly serve the dual roles of creatively using recyclable resources and providing superb design options.



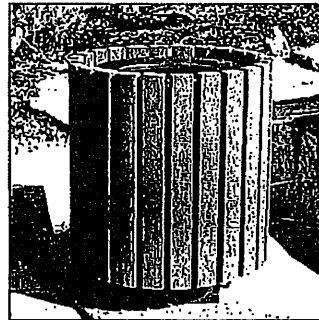
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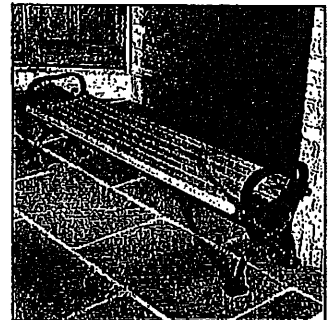
MODEL 8 WITH GULLWING LEGS



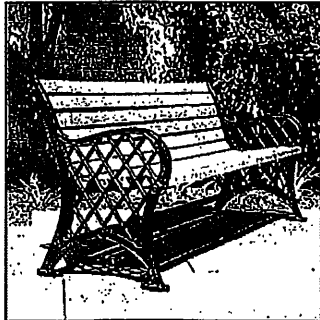
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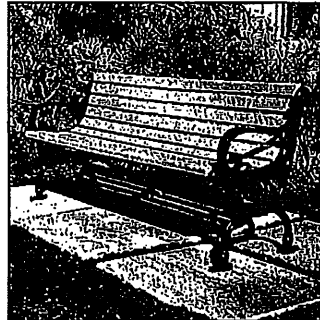
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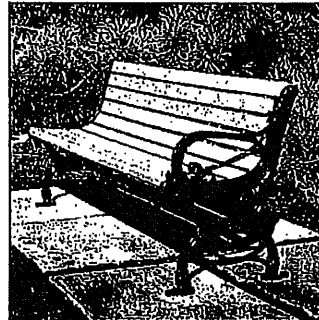
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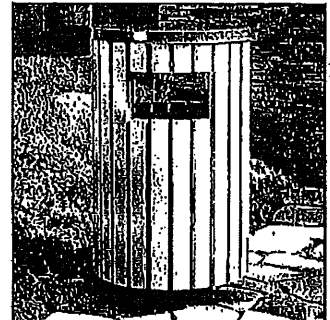
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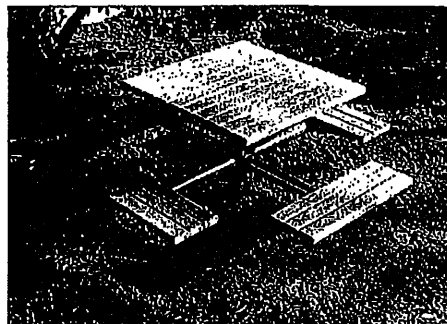
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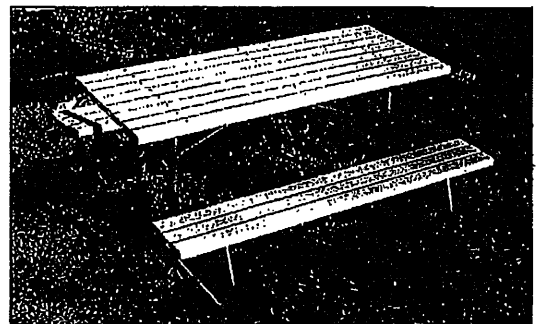
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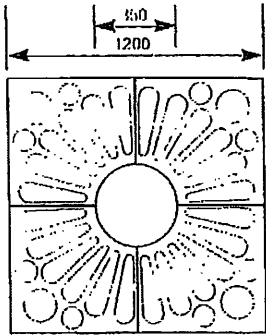


ST-5

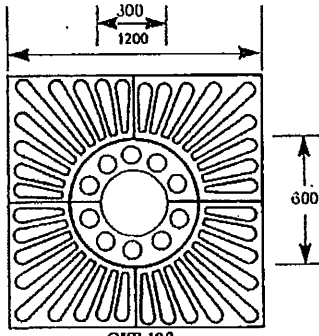


OUR TREE GRILL SYSTEMS ARE DESIGNED TO PROTECT THE TRUNK OF TREES PLANTED WITHIN 500MM OF THE CURB. STEEL SUPPORT FRAMES AS STANDARD AND LOCKING DEVICES CAN BE SUPPLIED TO PREVENT UN-AUTHORISED REMOVAL. ALL TREE GRILLES CAN BE INTEGRATED WITH OUR TREE GUARD RANGE.

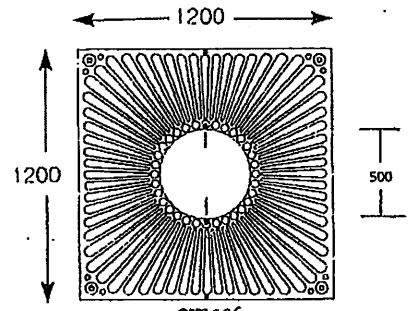
Tree grilles can be supplied in either natural finish or fully painted with a rust preventative paint.



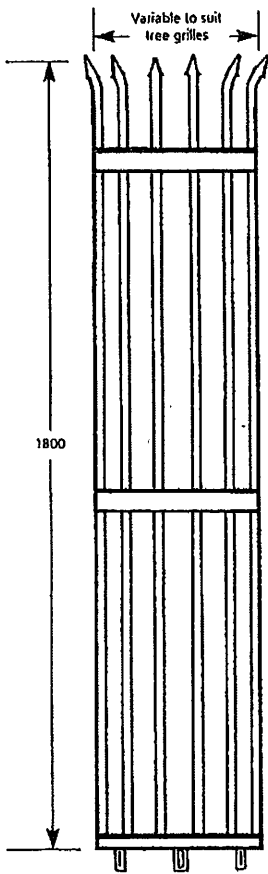
CIT 101
Square Tree Grille in 4 pieces.



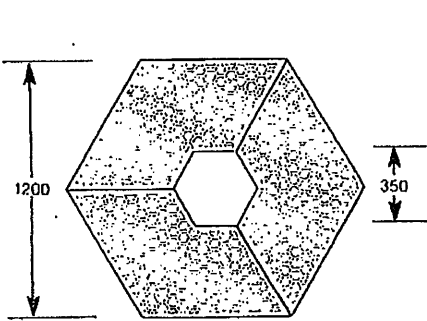
CIT 103
Square Tree Grille in 6 pieces.



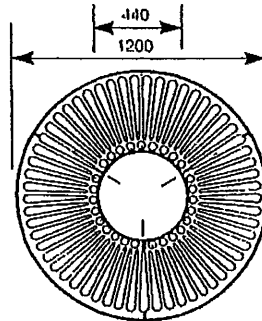
CIT 106
Square Tree Grille in 2 pieces.
Also available 900 x 900



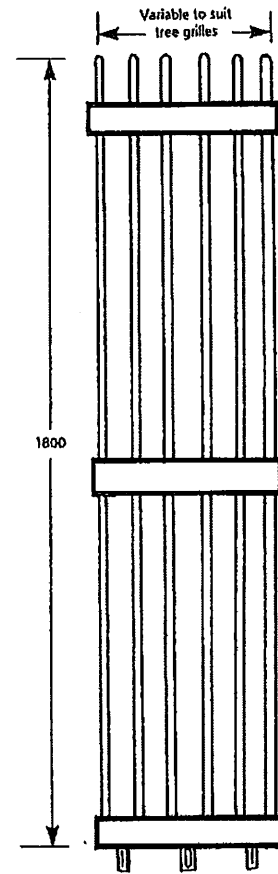
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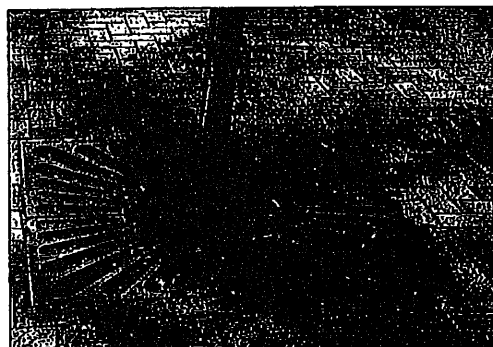
CIT 102
Hexagonal Tree Grille in 3 pieces. Thickness 22mm.



CIT 105
Also available in 2m diameter.



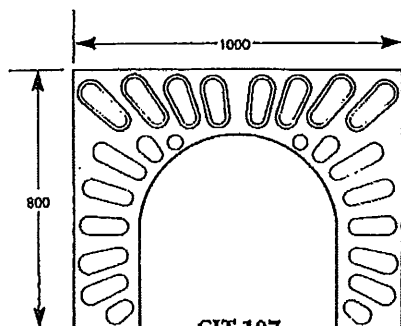
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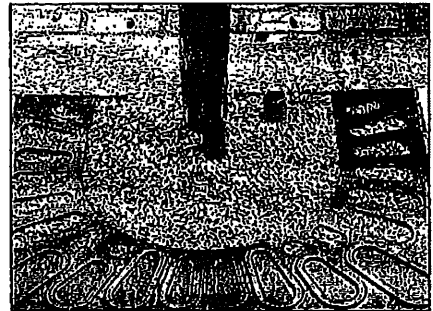
CIT 103



THE PROBLEM



CIT 107

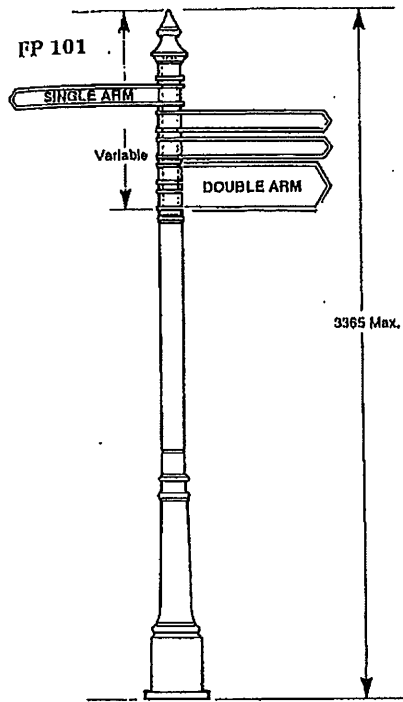


THE SOLUTION

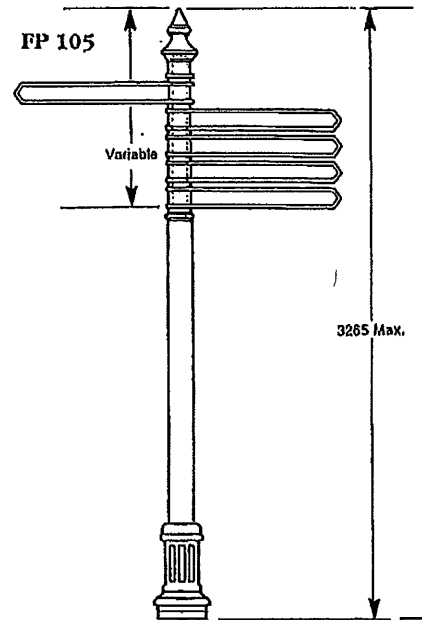
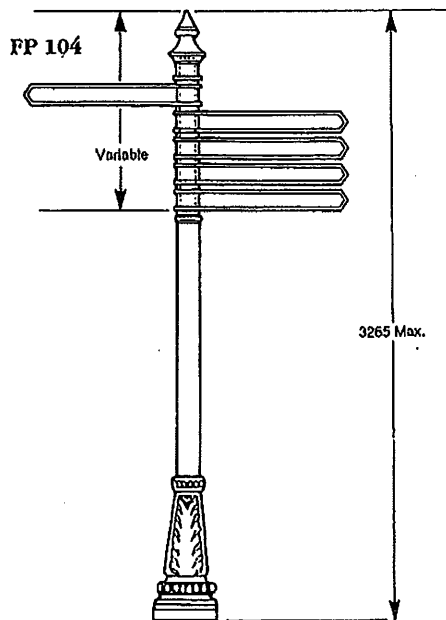
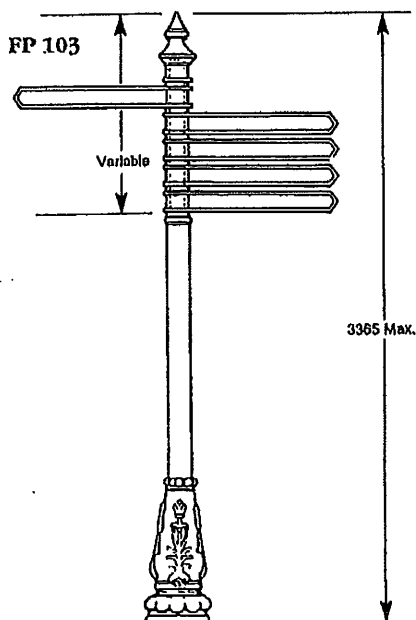
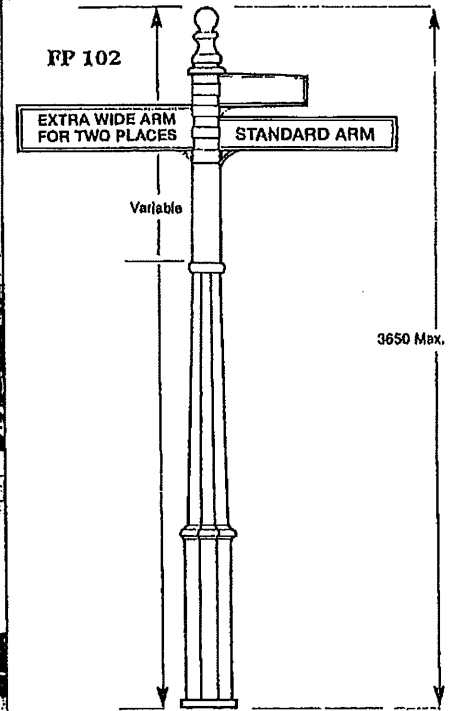
In conjunction with the London Borough of Wandsworth, the CIT 107 has been designed for use where trees are planted within 500mm of the kerb or where pedestrian access may be restricted. As illustrated above the CIT 107 protects the trunk of the tree as

pieces give clear directional and public/tourist information.

finger post are constructed using a cast iron decorative base and a mild steel mounting tube for the fingers, surmounted with a cast finial. Arms can be either single or double width and are cast in aluminium.



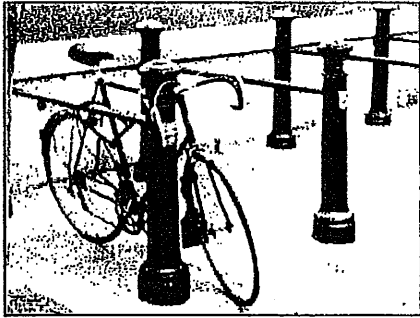
FP 101



Posts can be bolted directly to a concrete pad-stone using the base flange plate or alternatively supplied with a mild steel root.

THE CAST IRON CO

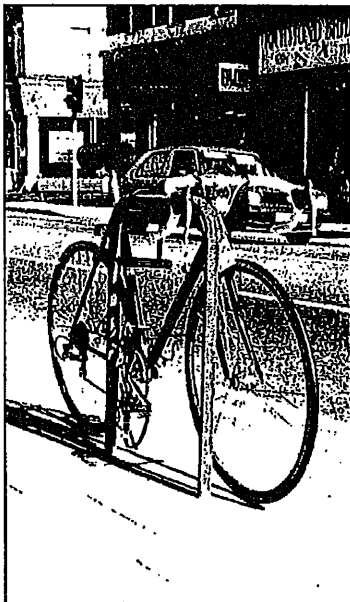
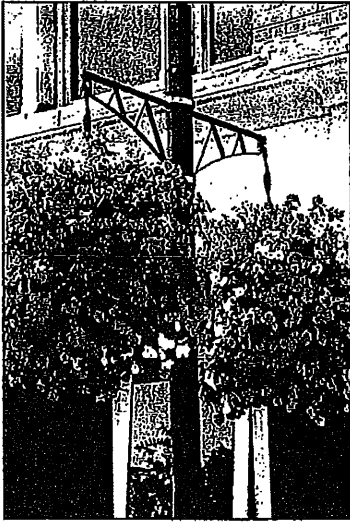
COMMEMORATIVE PLAQUES AND ROAD NAMEPLATES can be cast in either iron, aluminium or bronze from our standard range or to your own particular design.



CI 109 Modified for use as a cycle stand

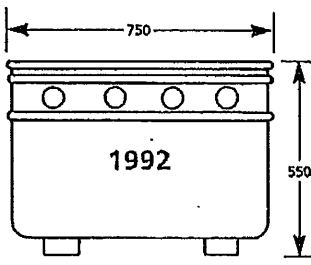
CYCLE STANDS can be constructed using two bollards from our bollard range with a 1200mm length of tubular steel mounted between them. Alternatively they can be fabricated using tubular steel 'croquet hoops' for ground fixing.

HANGING BRACKETS can be fabricated in a wide range of designs and can be post or wall mounted.



CS 202

PLANTERS can be cast or fabricated and allow small trees and shrubs to be planted where it is not possible or practical to plant directly into the ground.



HANGING BASKETS are fabricated items constructed to the designers own specifications and can be suspended from lamp posts, finger posts and wall brackets. Filled with an array of plants, these items add interest and colour.

The Cast Iron Company design and produce traditional and modern street furniture. Cast and fabricated items can be manufactured and our range includes ornate lighting, bollards and finger posts; litter bins and seats; posts and rails; tree grilles and guards; ornate gates and railings; bandstands and covered walk-ways.

Copies of The Cast Iron Co's trade literature for all products are available by contacting the sales office.

The Cast Iron Co. is constantly improving and developing its products and reserves the right to amend specifications without notice

APPENDIX C. SUMMARIES OF MEETINGS

Summary of September 13, 2000 Meetings & September 29, 2000 Telephone Conversation

Summary of Project Management Meeting #2, November 16, 2000

Summary of Project Management Meeting #3, February 8, 2001

Boardman Looks At Plans To Develop A "Downtown" Main Street Area (February 2001) Article by Heidi Soderstrom, Eastern Oregonian

Summary of May 24, 2001 Meetings

Summary of June 14, 2001 Meetings

**SUMMARY OF SEPTEMBER 13, 2000 MEETINGS
& SEPTEMBER 29, 2000 TELEPHONE CONVERSATION**

This summary of initial meetings includes:

- September 13, 2000 Project Management Team Meeting
- September 13, 2000 Advisory Committee Meeting
- September 13, 2000 Site Tour
- September 13, 2000 Post-Site Tour Meeting
- September 29, 2000 Telephone Conversation

PROJECT MANAGEMENT TEAM MEETING

September 13, 2000

2:00-3:30 p.m.

Boardman City Hall

Attendees:

Debi Watson, Advisory Committee/Planning Commission/Downtown Development Association

Rex Mather, City Manager, City of Boardman

Barry Beyeler, Utilities/Natural Resources Manager, City of Boardman

Cheryl Jarvis-Smith, ODOT Region 5

Bob Foster, Foster Consultants

Larry Lewis, TriLand Design Group

Summary

The itinerary of the day was discussed including:

- The Project Management Team Meeting: 2:00-3:30 pm
- The Advisory Committee Meetings: 3:30-4:30 pm
- Site Tour: 4:30-5:00 pm

The Project Management Team discussed the plans for the NASCAR racetrack and associated uses and how it would impact Boardman and the downtown area if developed. Summary statements included:

- If developed, the race track and associated uses would likely be located off of Tower Road which intersects with I-84 approximately six miles west of Boardman;
- DLCD will not likely allow a state goal exception to allow retail/urban uses since it is located outside the Urban Growth Boundary (UGB);
- DLCD does not believe the race track should influence the Boardman "Downtown" Main Street project;
- The race track developer has indicated he would participate with the City in the development of the Boardman "Downtown" Main Street project, if requested. It was recommended that the race track developer be invited to an AC meeting at some point in the planning process.

There was discussion regarding interstate-related uses along the I-84 frontage in Boardman. A comment was made that if interstate uses developed on the north side of I-84, traffic congestion may occur due to the close proximity of the high school and the retail uses.

Potential mapping sources include Anderson Perry (541) 963-8309 and Morrow County who has a Boardman Zoning Map. The City has an aerial photograph that is 5-6 years old. Gary Neil of the Port of Morrow may also have mapping.

Art Kegler is the realtor representing the property owner of the 75-acre downtown area site.

Cheryl will provide TriLand with the Boardman Lands Needs and Supply.

ADVISORY COMMITTEE MEETING

September 13, 2000

3:30-4:30 p.m.

Umatilla Electric Conference Room

The meeting began with introductions, description of the Advisory Committee's (AC) project role, and a review of the planning process and project schedule.

An initial question (and focus of the meeting) was how committed should the City and this project be on focusing on the 75-acre site located south of I-84 and east of Main Street. The question was raised because the 75-acre site is privately owned which may make it difficult or infeasible for the new downtown area to be developed as the community desires, i.e. public plaza and public uses. A previous study evaluated three alternative sites and, through a strenuous process, it was agreed that the 75-acres was the recommended site. The Tum-A-Lum property, located west of Main Street was identified as another potential site for the downtown area.

Other issues and comments included:

- Debi stated she believes the city can grow to a population of 10,000 to 12,000 without building up, i.e. multi-story structures;
- Idea of the City providing parking so business owners do not have to;
- Property ownership should be evaluated in the evaluation of alternatives downtown concepts;
- Keep Main Street the main street.
- Consider alternative ownership locations for public space;
- Provide "green" development, i.e. move away from the "endless pavement", provide an open space system;
- Provide a planned street system/street connectivity.
- Is reuse of existing buildings viable?
- In addition to transportation facilities, plan for utilities, i.e. water, sewer, and storm drainage.

SITE TOUR

September 13, 2000

4:30-5:30 p.m.

Library Parking Lot

The AC gathered at the library parking lot located on the west side of Main Street, south of I-84.

Discussion included:

- The "Oregon Trail Blvd." will be constructed along the BPA easement from Main Street west to (what is currently known as) "Future Blvd." Timing of construction depends on development;
- The Tum-A-Lum property is an "L" shaped parcel located between the library and Napa Store and behind the Napa Store. It was recommended that someone from the AC should contact the Tum-A-Lum owners to discuss their plans for the property.
- Is it possible to develop the new downtown, or a portion of it, through a public/private partnership or joint venture?
- Identify alternative locations/ownership for the "center" of the new downtown;
- AC members generally do not think parking on the street is a good idea;
- Currently, all residential development is occurring on the southwest side of Boardman with traffic funneling along Wilson Road and Main Street.

POST-SITE TOUR MEETING

September 13, 2000

5:30-8:00 p.m.

Umatilla Electric Conference Room

Following the site tour, Debi Wilson, Kathy Moore, Cheryl Jarvis-Smith, Bob Foster, and Larry Lewis continued the discussion of issues and potential uses for the downtown area including:

- The planned Oregon Trail Blvd. is one component that the community got excited about so it would be beneficial to tie the "downtown" public space with Oregon Trail Blvd;
- Potential ownership of the public plaza could include the City, Urban Renewal Agency, and/or the Port of Morrow;
- The Boardman Downtown Development Association could become land owners because they are a non-profit agency. This may be considered if it would be a benefit to the community;
- Hobo Pond is a wetland area located the I-84 south frontage, west of Main Street.
- Boardman has the highest per capita population under 18 years old in the state with 33% in 1995. The average age in Boardman in 1995 was 23.5.
- There is a 50-60% Hispanic population.
- The grade school may be the best source for the youth charrette since all the elementary students that live in Boardman also go to school in Boardman. The high school includes 50% Boardman students and 50% Irrigon students;
- The Catholic Church has a large Hispanic population and is a good community participant (Dan Deltoso is the contact);
- Public uses that the community will likely buy into include:
 - amphitheater,
 - fountain,
 - public plaza,

- City Hall,
- skate board park,
- senior center/community center
- The Post Office is planning to acquire land within two years and move into a new building in three years.
- There was discussion on how large the public/civic space should be. The initial thought was 12-acres would be an ideal size. Looking at how much space the above noted public uses would require, the total area needed for public uses may be reduced to approximately 8 acres.

SUMMARY OF SEPTEMBER 29, 2000 TELEPHONE CONVERSATION

Debi Watson

Larry Lewis

Debi talked to the Tum-A-Lum people. It appears we need to focus on the original 75-acre site (as described in the contract). The Tum-A-Lum people appear intent on developing their hardware/home improvement-related business in the downtown area and are not interested in other areas in Boardman, i.e. the Port.

Debi is optimistic about a land swap with the 75-acre property owner for the public/civic space. The property owner has previously said he would be interested in a land swap. Debi shared this information with the City Council. City Council believes the appropriate time to talk to the property owner is once we decide how much land we need for the "town square". The City will want two additional acres for a new senior citizens/community center.

SUMMARY OF PROJECT MANAGEMENT TEAM MEETING #2

Thursday, November 16, 2000, 9:30-10:30 am

Boardman City Hall

Attendees

Rex Mather, City of Boardman

Barry Beyeler, City of Boardman

Cheryl Jarvis-Smith, ODOT Region 5

Bob Foster, Foster Consultants

Larry Lewis, TriLand Design Group

Discussion Items

I. Review November 16, 2000 Agenda

9:30-10:30 am	Project Management Team Meeting	City Hall
10:40-11:40 am	Youth Charrette	Boardman Elementary School
4:00-6:00 pm	Community Meeting/Charrette	City Hall

II. Review Base Map, Opportunities & Constraints Analysis, and Discuss the "Downtown" Site

A citywide/UGB map was presented and discussed. Key features identified on this map include two potential downtown sites south of I-84: 1) the 75-acre parcel located east of Main Street and, 2) the undeveloped commercial-zoned land located west of Main Street. The Opportunities & Constraints Map provides more detail about existing conditions of these two sites including existing and potential access. Discussion primarily focused on the potential of the different sites developing as a downtown area given current property ownership. Although the 75-acre site on the east side of Main Street has previously been identified as the new downtown site, there is now discussion amongst members of the community that the west side of Main Street is more feasible as the new downtown site, from a land acquisition or from the standpoint of negotiating with property owners.

III. Youth Charrette Process

The agenda for the youth charrette was discussed briefly including the primary purpose to solicit ideas from the students on what physical elements (i.e. streets, trees, etc.) and what types of land uses they would like to see in the new downtown.

IV. Community Meeting/Charrette Process

The Kick-Off Meeting and Community Charrette agenda was identified including:

- Introduction
- Review Base Maps, Opportunities & Constraints
- Slide Show
- "Downtown" Preference Diagrams
- Public Preference - Desired Downtown Land Uses & Elements

V. Upcoming Meetings (tentative)

The following meetings were tentatively scheduled:

Site Plan Workshop

Thurs. February 8, 2001

Final Plans Workshop/Presentation

Thurs. April 12, 2001

City Council/Planning Commission Work Session

Thurs. May 10, 2001

City Council/Planning Commission Public Hearings (2)

May/June 2001

SUMMARY OF PROJECT MANAGEMENT TEAM MEETING #3

Thursday, February 8, 2001 4:00 p.m.
Boardman City Hall

Attendees

Rex Mather, City of Boardman
Barry Beyeler, City of Boardman
Cheryl Jarvis-Smith, ODOT Region 5
Bob Foster, Foster Consultants
Larry Lewis, TriLand Design Group

Discussion Items

The civic center was discussed as a key element of the new downtown master plan. The City needs to have a good idea of how much land the civic center will require in order to consider specific parcels of land that may be appropriate and feasible. The following civic center "breakdown" was identified:

• City Hall/Library	250' x 350'	2.0 acres
• Park/Plaza	120 x 170'	0.5 acres
• Community Center/Swimming Pool	160 x 240'	1.0 acre
• Police Station and/or Post Office	180 x 150'	<u>0.6 acres</u>
Subtotal:		4.1 acres
Subtotal plus 20%		5.0 acres

Next steps in the planning process will include identification of street standards for the existing Main Street, for a new Main Street (i.e. perpendicular to existing Main Street), and for local streets.

In the Crescent Alternatives Site Plan, pedestrian connections need to be shown going east from the 75-acre site.

An overview of the market component and land development program was reviewed.

Discussion included the need to identify how the proposed section of Main Street south of I-84 works with the proposed standard and improvement for Main Street north of I-84.

BOARDMAN LOOKS AT PLANS TO DEVELOP A "DOWNTOWN" MAIN STREET AREA

By HEIDI SODERSTROM

of the East Oregonian

BOARDMAN — Residents crowded into the city hall's conference room Thursday night (February 8, 2001) to discuss design concepts plastered on the walls, drawings defining development of a "downtown" Main Street area south of the freeway on land zoned for commercial use.

Bob Foster, urban designer, and Larry Lewis, planner, explained to the audience the three different designs, each pictured on the east side of Main Street but with capabilities to flip over to the west side if the town so desires.

The conceptual designs show alternative ways to develop the Downtown Main Street site and have been prepared for the preferred diagram that was selected at the community meeting in November, Lewis said. Whichever design is chosen by the city will be implemented over a 20-year time period.

A Transportation Growth Management grant through the Oregon Department of Transportation made it possible for the city of Boardman to hire Lewis and Foster to come up with the concepts.

Specific design features include a potential plaza and other public spaces, location of buildings, building setbacks, parking, streetscape elements, urban design concepts, existing and planned streets, access, potential improvements to intersections and pedestrian/bicycle facilities.

The crowd favorite is the "Amphitheater concept," with its unique use of angles creating park areas. The "Crescent concept" was also lauded for its use of a sweeping curve and interconnecting roadways. The "Grid concept" looked boring to most, but was thought to maybe be the most practical.

"The fact is, it's going to be developed a spot here, a spot here, so from that stand point the grid concept is the easiest," Mayor Tom Meyers said.

However, it was the amphitheater design that won most of the votes at the end of the meeting, Foster said.

"Most people wanted more green parks, which is why they chose the amphitheater concept. It just feels more loose," he said, relating back to the issue of flexibility being the key to whichever design is approved as was brought up by several people.

Along with flexibility, residents looked at how traffic, water issues and growth would be effected by each of the concepts.

"We give them our ideas, what we know and what we have experienced," Foster said. "But it is their town, so they have to make the decisions."

Lewis said no total cost has been developed yet, it is part of the next step.

The next development meeting is scheduled tentatively for April 12.

"It gets more and more focused as we go," Foster said, with more details likely be ironed out at the next meeting.

Reporter Heidi Soderstrom can be reached at 1-800-522-0255 (ext. 1-304 after hours) or e-mail: hsoderstrom@eastoregonian.com.

SUMMARY OF MAY 24, 2001 MEETINGS

PROJECT MANAGEMENT TEAM MEETING (6:00 p.m.)

Attendees:

- Rex Mather, City Manager
- Barry Beyeler, City Utilities and Natural Resources Manager
- Cheryl Jarvis-Smith, ODOT
- Larry Lewis, TriLand Design Group

Discussion Items:

- Discussion primarily focused on the recent opportunity the City has to negotiate with a developer that may result in the civic center/city hall being constructed. The location is west of Main Street, between (planned) Oregon Trail Blvd. and Kinkade Street from Main Street to east of Dillabaugh Street.

The agreed upon final plan identifies flexibility so that land uses can be relocated and still provide a street grid system with a compatible land use arrangement(s).

- Ongoing and planned subdivision development was identified.
- The status of the proposed NASCAR race track and potential impacts to Boardman were discussed.

FINAL PLAN PRESENTATION (7:00 p.m.)

The agenda included review of the planning process, the flexible land use plan, the land use development program, street design standards, and street furniture. The focus of the presentation and discussion was on the flexible land use plan. The final development plan was prepared prior to the latest opportunity the City is pursuing to construct a civic center/city hall west of Main Street, south of the planned Oregon Trail Blvd. A land use diagram was presented that illustrates how the different land uses can be relocated while still maintaining the grid street system and providing compatible land use relationships.

Draft street design standards were presented and discussed. City staff is working on draft street design standards that incorporate a wide median on arterial and collector streets with a multi-use path and stormwater facilities and utilities.

DOWNTOWN (D) ZONING DISTRICT SUMMARY AND TSP AMENDMENTS (+8:30 p.m.)

An overview of the Downtown Zoning District was provided including the purpose and key elements of the new zoning district.

A summary of recommended amendments to the Transportation System Plan was identified including the need to incorporate the Downtown Plan, revise the street classification system, revise the street design standards, incorporate the infill and redevelopment alternative, determine other changes needed to comply with the TPR, and any other changes required to comply with the 1999 Oregon Highway Plan.

SUMMARY OF JUNE 14, 2001 MEETINGS

PROJECT MANAGEMENT TEAM MEETING (5:00 p.m.)

Attendees:

- Rex Mather, City Manager
- Barry Beyeler, City Utilities and Natural Resources Manager
- Cheryl Jarvis-Smith, ODOT
- Larry Lewis, TriLand Design Group

Key Discussion Items:

- Street design standards: review of draft street design standards prepared by Barry including arterial and collector standards that have wide medians with an 8' wide multi-use path and stormwater/utility strip on both sides of the multi-use path. There was considerable discussion about bicycle use and safety of bicyclists accessing the multi-use path across travel lanes and through intersections.
- Downtown zone: The project includes establishing a downtown zone however, due to the flexibility and changing opportunities that have occurred, it has been unrealistic to define appropriate boundaries for the downtown zone.

CITY COUNCIL/PLANNING COMMISSION WORK SESSION (7:00 p.m.)

The intent of the work session was to review and discuss the following items:

- Draft Street Design Standards
- Downtown Zoning Boundary
- Downtown Zoning Ordinance
- TSP Project Update
- TSP Implementing Policies and Ordinances

Draft Street Design Standards

Barry presented the draft standards that include the arterial and collector standards with the wide median for the multi-use path and stormwater/utility facilities. There was considerable discussion about bicycle access and intersection conflicts.

Downtown Zoning Boundary

Following considerable discussion, it was generally determined that the downtown district should include the existing commercial zoned land west of Main Street and a 200-foot depth along the east side of Main Street from Oregon Trail Blvd. to north of Wilson Road. There are some concerns that this area is too large to accommodate a compact pedestrian friendly downtown and that commercial development could occur in a piece-meal fashion, therefore never creating a concentrated downtown area and leaving a lot of land vacant for a long time.

Downtown Zoning District

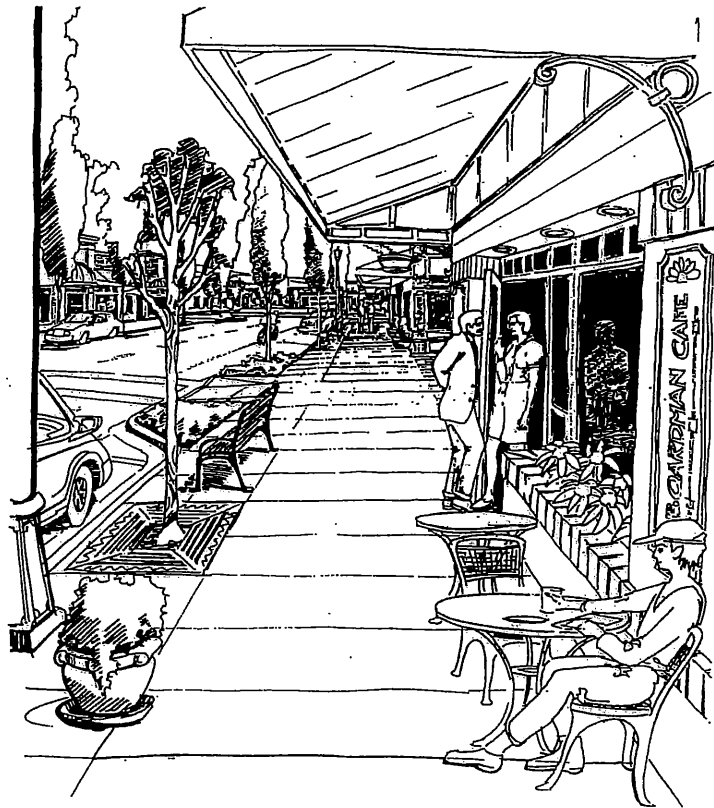
Review of the draft downtown district resulted in the decision for the City Council/Planning Commission to take time to review the draft and have another work session to discuss and revise the draft. There were concerns that some of the ordinances were too detailed and costly, and therefore would not make it attractive or economically feasible for downtown development to occur.

TSP Project Update

Review of the TSP and updates focused on Main Street and the street design standards. Discussion resulted in the need for three Main Street standards including:

- South Main with two 12-foot travel lanes, one 12-foot center turn lane/median, two 12-foot planter strips, and 10-foot sidewalks;
- North Main (Enhancement Project) with two 12-foot travel lanes, one 12-foot center turn lane, 6-foot bicycle lanes, and 6-foot sidewalks;
- Main Street Railroad Overpass with two 12-foot travel lanes and two 6-foot bicycle lanes.

There was also discussion of the potential frontage road closures and the need to identify access management in the TSP to comply with the 1999 Oregon Highway Plan. Generally, new access will be prohibited within ¼ mile of the interchange and ongoing evaluation will be needed to determine if existing access points can be consolidated or eliminated.



**PRELIMINARY FINDINGS OF FACT
PLANNING COMMISSION
AMENDMENT LND24-000007**

REQUEST: To accomplish minor amendments to the City of Boardman Development Code Chapter 2.2 Commercial District to remove standards related to Bed and Breakfast Inns, to add and remove language to the use tables for both the Commercial and Tourist Commercial/Highway Subdistrict, and to address minor housekeeping items.

APPLICANT: City of Boardman
Planning Official
Post Office Box 229
200 City Center Circle
Boardman, Oregon 97818

- I. **GENERAL INFORMATION:** The current Boardman Development Code (BDC) is, for the most part, over 20 years old and in significant need of an update. While that update process is being planned there are some minor amendments that city Planning staff are going to initiate starting with this short look at the Commercial District. While more work could be done this minor amendment addresses a couple of items that have proven problematic recently and incorporates some other minor changes.
- II. **PROCEDURE:** This amendment is being processed using Type IV procedures found within the Boardman Development Code. The Type IV process requires a hearing before the Planning Commission with a recommendation to the City Council. The final hearing will occur before the City Council.
- III. **APPROVAL CRITERIA:** The request has been filed under the BDC Chapter 4.1 Types of Applications and Review Procedures, more specifically 4.1.600 Type VI Procedures (Legislative). The criteria are identified below in **bold** type with responses in regular type.

G. Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. Approval of the request is consistent with the Statewide Planning Goals.

The Statewide Planning Goals applicable to this request are Goal 1, Citizen Involvement and Goal 2, Coordination.

Goal 1 requires the City to “develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” Because the proposed legislative amendment will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the proposed change. Additionally, owners of Commercially zoned property have received notice of this proposed action. This is consistent with the City’s acknowledged citizen involvement program. (Goal 1, Policy 4: The Planning Commission is officially designated as the Citizen Involvement Committee.)

Goal 2 requires the City to adopt a comprehensive plan and implement the plan through its development code and by extension other planning level documents. The proposed amendment is consistent with and will support the comprehensive plan relative to employments lands. (Goal 2, Policy 3: The City has adopted the City of Broadman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.)

For these reasons, the criterion is met.

2. Approval of the request is consistent with the Comprehensive Plan.

The Boardman Comprehensive Plan (BCP) has a variety of policies that support the proposed amendment and the process used to achieve it. Goal 1 policies support citizen involvement and the public hearing process. Goal 1, Policy 4, designates the Planning Commission as the City’s official Citizen Involvement Committee. Therefore, review by the Planning Commission ensures compliance with the comprehensive plan.

While none of the Goal 2 Policies are specifically applicable to this action, staff assert that the land use planning process required through Goal 2 is supported with the update of the BDC and that the adoption of these changes further supports that action. The desired result is a BDC that provides for reasonable uses that are beneficial to the community and can be achieved in the respective use zones.

For these reasons, the criterion is met.

3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

Most if not all the Commercially zoned property in Boardman is or can be serviced with public facilities, services, and transportation networks to support the uses that are identified in the Commercial District currently as proposed to be amended.

For these reasons, the criterion is met.

- IV. **LEGAL NOTICE PUBLISHED:** June 25, 2024
East Oregonian
- V. **AFFECTED LANDOWNER NOTICE:** June 27, 2024
List of recipients on file at City Hall.
- VI. **DLCD 35-DAY NOTICE:** April 5, 2024

VII. AGENCIES NOTIFIED: Dawn Hert, Department of Land Conservation and Development; Teresa Penninger and Cheryl Jarvis-Smith, Oregon Department of Transportation.

VIII. HEARING DATES:

Planning Commission
July 18, 2024
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

City Council
August 6, 2024
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

IX. PLANNING OFFICIAL RECOMMENDATION: The Planning Official recommends the Planning Commission forward the request to the City Council with a ‘do adopt’ recommendation.

Zack Barresse, Chair
Planning Commission

Date

ATTACHMENTS:

- Redline of Chapter 2.2 Commercial District

Chapter 2.2 – Commercial (C) District

Sections:

- 2.2.100 – Purpose
- 2.2.110 – Permitted Land Uses
- 2.2.120 – Building Setbacks
- 2.2.130 – Lot Coverage
- 2.2.140 – Building Height
- 2.2.150 – Design Standards
- 2.2.160 – Pedestrian Amenities
- 2.2.170 – Special Standards for Certain Uses
- 2.2.180 – Tourist Commercial or Highway Sub District
- 2.2.190 – City Center Sub District
- 2.2.200 – Service Center Sub District
- 2.2.210 – BPA Transmission Easement Sub District

2.2.100 Purpose

The primary purpose of the Commercial District is to create standards that allow for a variety of commercial uses in the Commercial areas of the City of Boardman. This Chapter also creates three Sub Districts---Tourist Commercial or Highway, City Center, and Service Center. The Tourist Commercial or Highway Sub District provides additional standards for the areas of the City adjacent to Interstate 84. The Service Center Sub District provides standards for commercial and light industrial uses located west of the City. The City Center Sub District provides additional standards to create a concentrated and centralized commercial center to serve as the “heart” of the community. The City Center Sub District is created as an optional Sub District that may apply to certain geographic areas within the Commercial District. This geographic area has been designated to form the “center” of Boardman’s commercial activities. This chapter provides standards for the orderly creation and expansion of the Commercial District by adherence to the following principles:

- Effective and efficient use of land and urban services;
- Direct commercial and retail development to a concentrated and localized area;
- Provide a mix of uses which provides a destination within the community and encourages walking over driving;
- Create connection with the balance of the community by directing connected transportation routes to commercial areas of the city;
- Provide for additional service employment opportunities.

2.2.110 Permitted Land Uses

A. **Permitted Uses.** The land uses listed in Table 2.2.110.A are permitted in the Commercial District, subject to the provisions contained within this Chapter. Only land uses specifically listed in Table 2.2.110.A and those approved as “similar” uses are permitted. Land uses identified with a “CU” in the table will require a Conditional Use Permit approval prior to development or change in use, in accordance with Chapter 4.4 of this code

B. Determination of Similar Land Use. Similar use determinations shall be made in conformance with the procedures set in Chapter 4.8 – Interpretations.

Table 2.2.110.A Land Uses and Building Types Permitted in the Commercial District		
<p>1. Residential* (CU)</p> <p><i>Single-family</i></p> <p>a. Single-family attached townhomes</p> <p>b. Two and Three family housing (duplex and triplex townhomes)</p> <p>c. Multi-family housing</p> <p>d. Residential care homes and facilities</p> <p>2. Home occupations (CU)</p> <p>3. Bed & breakfast inns (CU)</p>	<p>4. Public and Institutional *:</p> <p>a. Churches and other places of worship</p> <p>b. Clubs, lodges, similar uses</p> <p>c. Government offices and facilities (administration, public safety, utilities, and similar uses)</p> <p>d. Libraries, museums, community centers, concert halls and similar uses</p> <p>e. Public parking lots and garages</p> <p>f. Private utilities (office/administration)</p> <p>g. Public parks and recreational facilities</p> <p>h. Schools (public and private) (CU)</p> <p>i. Transportation Facilities and Improvements.</p> <ol style="list-style-type: none"> 1. Normal operation, maintenance; 2. Installation of improvements within the existing right-of-way; 3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval; 4. Landscaping as part of a transportation facility; 5. Emergency Measures; 6. Street or road construction as part of an approved subdivision or partition; 7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and 8. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU) 	<p>5. Accessory Uses and Structures*</p> <p>6. Commercial:</p> <p>a. Auto-dependent and auto-oriented uses and facilities (Prohibited in City Center Sub District) *</p> <p>b. Entertainment (e.g., theaters, clubs, amusement uses)</p> <p>c. Hotels/motels</p> <p>d. Hospitals, medical and dental offices, clinics and laboratories</p> <p>e. Mixed use development (housing with other permitted use) *</p> <p>f. Office uses (i.e., those not otherwise listed)</p> <p>g. Family daycare (12 or fewer children)</p> <p>h. Personal and professional services (e.g., child care center, catering/food services, restaurants, laundromats and dry cleaners, barber shops and salons, banks and financial institutions, and similar uses)</p> <p>i. Repair services (must be enclosed within building if located in City Center)</p> <p>j. Retail trade and services, except auto- dependent and auto-oriented uses</p> <p>k. Telecommunications equipment (including wireless) (CU) (Prohibited in City Center).</p> <p>l. Uses similar to those listed above (subject to CU requirements, if applicable)</p> <p>7. Light Manufacture* (see 2.2.170 C)</p>

Uses marked with an asterisk (*) are subject to the standards in Section 2.2.170 - Special Standards for Certain Uses. Uses marked with two asterisks (**) are subject to the standards in Section 4.4.400.D. Temporary uses are subject to the standards in Chapter 4.9. CUs are subject to Conditional Use permit standards in Chapter 4.4

2.2.120 Building Setbacks

In the Commercial District, buildings are placed to encourage pedestrian traffic. The setback standards are to encourage public spaces between sidewalks and buildings. The standards are also to encourage the formation of solid blocks of commercial and retail use to encourage a walkable commercial area.

Building setbacks are measured from the respective property line to the nearest vertical wall or foundation line, whichever is closer, of any building or structure. Setbacks for porches are measured from the edge of the deck or porch to the property line. The setback standards, as listed, apply to primary structures and accessory structures. The standards may be modified only by approval of a Variance, in accordance with Chapter 5.1.

A. Front Yard Setbacks.

1. Minimum Setback. There is no minimum front yard setback required except to provide for vision clearance standards set in Chapter 3.1.
2. Maximum Setback. There is no required maximum setback except in the City Center Sub District, which has a 5-foot maximum setback. This standard is met for City Center Sub District development when 50 percent of the front building elevation is placed no more than 5 feet back from the front property line. On parcels with more than one building, this standard applies to the largest building. The setback standard may be increased when a usable public space with pedestrian amenities (e.g., extra-wide sidewalk, plaza, pocket park, outdoor dining area or town square with seating) is provided between the building and front property line. (See also, Pedestrian Amenities Standards in Section 2.2.160, and Design Standards in Section 2.2.150 for related building entrance standards.)

B. Rear Yard Setbacks.

1. Minimum Setback. The minimum rear yard setback for all structures shall be zero (0) feet for street access lots, and eight (8) feet for alley-access lots (distance from nearest vertical wall or foundation line of any building to rear property line or alley easement) in order to provide space for parallel parking, unless to provide for vision clearance standards set in Chapter 3.1.
2. Through-Lots. For buildings on through-lots (lots with front and rear frontage onto a street), the front yard setbacks in "A" will apply except to provide for vision clearance standards set in Chapter 3.1.

C. Side Yard Setbacks.

1. There is no minimum side yard setback required, except that buildings shall conform to the vision clearance standards in Chapter 3.1 and the applicable fire and building codes for attached structures, fire walls and related requirements.

2.2.130 Lot Coverage

A. **Lot Coverage.** There is no maximum lot coverage requirement, except that compliance with other sections of the zoning codes may preclude full (100%) lot coverage for some land uses. Lot coverage in the Service Center and Tourist Commercial Sub District is limited to 85%.

2.2.140 Building Height

All buildings in the Commercial District shall comply with the following building height standards. The standards are intended to allow for development of appropriately scaled buildings.

- A. **Maximum Height.** Buildings shall be no more ~~that~~than four (4) stories or fifty (50) feet in height, whichever is greater. The maximum height may be increased by ten (10) feet when conditionally approved housing is provided above the ground floor. The building height increase for housing shall apply only to that portion of the building that contains housing. Maximum height in the Tourist Commercial and Service Center Sub Districts are limited to four (4) stories or thirty-five (35) feet in height.
- B. **Method of Measurement.** Building height is measured as the vertical distance above a reference datum measured to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the average height of the highest gable of a pitched or hipped roof. The reference datum shall be selected by either 2.2.140(B)(1 or 2), whichever yields a greater building height:
1. The elevation of the highest adjoining sidewalk or ground surface within a five (5) foot horizontal distance of an exterior wall of the building when such sidewalk or ground surface is not more ~~that~~than ten (10) feet above the lowest grade;
 2. An elevation ten (10) feet higher than the lowest grade when the sidewalk or ground surface described in subsection A is more than ten (10) feet above the lowest grade. The height of a stepped or terraced building is the maximum height of any segment of the building. Not included in the maximum height are: chimneys, bell towers, steeples, roof equipment, flag-poles, and similar features which are not for human occupancy. These features will be no more than 25 feet measured from the highest point of the building.

2.2.150 Design Standards

A. **Purpose and Applicability.** The Commercial District design standards are intended to provide similar and human scale design, while affording flexibility to use a variety of building styles. Conditional Use approval is required for those uses listed as a Conditional Use in Table 2.2.110.A. Residential development shall follow standards for residential development contained in Chapter 2.1. This section applies to all of the following types of buildings:

City of Boardman

May 1, 2015

1. Commercial buildings intended for use as professional, retail or other similar uses and services;
2. Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public; and
3. Mixed use buildings (buildings containing commercial and residential uses).

B. Guidelines and Standards. The purpose of these standards is to provide that all buildings are to contribute to the appeal of the Commercial District and Sub Districts.

1. Design of Buildings and Developments. The standards in the following section shall apply to buildings and developments listed in Section 2.2.150. Buildings shall be appealing and compatible with balance of the Commercial District and Sub Districts.
 - a) Buildings under 20,000 square feet (enclosed ground floor area) shall incorporate at least five (5) of the architectural features as follows:
 - i) Decorative cornice or facade (for a flat roof) or provision of eaves or other similar decorative feature for pitched roofs;
 - ii) Decorative display windows on ground floor;
 - iii) Entrance canopy, breezeway or kiosk;
 - iv) Changes in building color or texture;
 - v) Building articulation on street frontages;
 - vi) Decorative wall or security lighting;
 - vii) Regularly spaced and similarly shaped windows;
 - viii) Decorative window hoods or trim;
 - ix) Changes in building height along street frontages;
 - x) Decorative screening of roof mounted equipment;
 - b) Buildings with greater than 20,000 square feet of enclosed ground floor space are considered "large scale buildings".
 - i.) Measurement for these buildings shall be as follows:
 - a. Multi-tenant buildings shall be counted as the sum of all tenant spaces within the same building shell; and
 - b. Multiple building developments with a combined ground floor space (enclosed) greater than 40,000 square feet (e.g., shopping centers, public and institutional campuses, and similar developments).
 - ii.) Building and Site design for large scale buildings shall include at least two (2) of the following to provide human scale design:
 - a. Incorporating changes in building direction (i.e., articulation);
 - b. Dividing large masses into varying heights and sizes;
 - c. Include building offsets projections;
 - d. Changes in elevation or horizontal direction;
 - e. Sheltering roofs or terraces;
 - f. Providing a distinct pattern of divisions in surface materials;
 - g. Use of windows, screening trees; small scale lighting (e.g., wall mounted lighting, or up-lighting).

City of Boardman

May 1, 2015

2.2.160 Pedestrian Amenities

- A. **Purpose and Applicability.** This section is intended to provide comfortable and inviting pedestrian spaces within the Commercial District and Sub Districts. Pedestrian amenities serve as informal gathering places for socializing and resting and contribute to the enjoyment of the City's Commercial area. This section applies to all of the following types of buildings:
- 1) Public and institutional buildings, except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
 - 2) Three or more single family attached townhomes on their own lots (i.e., townhomes subject to Site Design Review);
 - 3) Duplex and tri-plex developments with more than one building (i.e., duplex and tri-plex developments subject to Site Design Review);
 - 4) Multi-family housing;
 - 5) Commercial and mixed-use buildings subject to Site Design review.
- B. **Guidelines and Standards.** Every commercial development listed above shall provide at least one of the following amenities listed below. Pedestrian amenities may be provided within a public right-of-way when approved by the applicable jurisdiction.
1. A plaza, courtyard, square or extra-wide sidewalk next to the building entrance (minimum width of 6 feet);
 2. A sitting space, dining area, benches or ledges between the building entrance and sidewalk at a minimum of 16 inches height and 30 inches width;
 3. Building canopy, awning, pergola or similar weather protection (minimum projection of 4 feet over a sidewalk or other pedestrian space);
 4. Public art which incorporates seating (e.g., fountain, sculpture, etc.) or wall decoration.

2.2.170 Special Standards for Certain Uses

This section supplements the uses and standards contained in Sections 2.2.100 through 2.2.160. Conditional Use approval is required for those uses listed as Conditional Use in Table 2.2.110.A. It is to provide standards for the following land uses in order to control the scale and compatibility of those uses within the Commercial District:

- ~~Bed and Breakfast Inns~~
- Accessory Uses and Structures
- Light Manufacturing Uses
- Auto Orientated Uses and Development

2.2.170 Special Standards for Certain Uses (continued)

1. Bed and Breakfast Inns

- ~~1. Purpose. The purpose of this section is to provide standards for the development of a bed and breakfast inn.~~
- ~~2. Accessory Use. A bed and breakfast inn must be accessory to a household already occupying the structure as a residence.~~
- ~~3. Maximum size. The bed and breakfast structure is limited to a maximum of 3 bedrooms for guests and a maximum of 6 guests per night.~~
- ~~4. Employees. The bed and breakfast facility may have up to 2 non-resident employees for the facility.~~
- ~~5. Food Service. Food services may only be provided to overnight guests of the bed and breakfast inn.~~
- ~~6. Owner occupied. The bed and breakfast inn shall be owner occupied and shall maintain the exterior physical characteristics of a single family dwelling. No separate structures shall be allowed (except for usual residential accessory buildings such as sheds, or detached garages).~~
- ~~7. Monitoring. All bed and breakfast inns must maintain a guest logbook. It must include the names and home addresses of guests, guests' license plate numbers if travelling by motor vehicle, dates of stay and the room number of each guest. The log must be available for inspection by City staff upon request.~~

A. **Accessory Uses and Structures.** Accessory uses and structures are of a nature customarily incidental and subordinate to the principal use or structure on the same lot. Typical accessory structures in the Boardman Commercial District include small workshops, greenhouses, studios, and similar structures. Accessory uses and structures are allowed for all permitted land uses within the Boardman Commercial District, as identified in Table 2.2.110.A. Accessory structures shall comply with the following standards:

1. **Primary use required.** An accessory structure shall not be allowed before or without a primary use, as identified in Table 2.2.110.A.
2. **Setback standards.** Accessory structures shall comply with the setback standards in Section 2.2.120.
3. **Design guidelines.** Accessory structures shall comply with the Boardman Commercial District design guidelines, as provided in Section 2.2.150, and shall contribute to the visual relatedness of the district.
4. **Restrictions.** A structure shall not be placed over or under an easement that prohibits such placement. No structure shall encroach into the public right-of-way.

2.2.170 Special Standards for Certain Uses *(continued)*

5. Compliance with subdivision standards. The owner may be required to remove an accessory structure as a condition of land division approval when removal of the structure is necessary to comply with setback standards.
- B. Light Manufacture.** Light manufacturing uses shall conform to the standards listed in 2.2.170(D), which are intended to protect the pedestrian-friendly character of the Commercial District. “Light manufacture” means production or manufacturing of small-scale goods, such as crafts, electronic equipment, bakery products, printing and binderies, furniture, and similar goods.
1. Retail or Service Use Required. Light manufacture is allowed only when it is in conjunction with a permitted retail or service use and does not exceed 60% of the gross floor area.
 2. Location. The light manufacture use shall be enclosed within a building, or shall be located within a rear yard not adjacent to a street and screened from public view.
 3. Other Requirements. Any allowed light manufacture shall be conducted to minimize impacts to surrounding business and services. These shall include the conditions set as follows:
 - a. Deliveries shall not interfere with normal transportation circulation (vehicular, pedestrian, etc.);
 - b. Operations shall not produce solid waste volumes in excess of 200% of the average of surrounding business’ and services;
 - c. Operations shall not qualify as a hazardous waste generator or small quantity generator as defined by state and federal environmental regulations;
 - d. Operations shall not create conditions which would qualify as a nuisance or otherwise not be in compliance under other Boardman Municipal Codes; and
 - e. Shall be compatible with other Commercial area activities and operations.
- C. Automobile Dependent and Auto-Oriented Uses and Facilities.**
1. “Automobile-dependent use” means that the use serves automobiles and/or other motor vehicles and the use cannot function without them. These uses are prohibited in the City Center Sub District, permitted as a conditional use in the Commercial District and allowed outright in the Service Center and Tourist Commercial Sub Districts because when unrestricted, they detract from the pedestrian-friendly character of the District and can consume large amounts of land compared to other permitted uses.
 2. “Automobile-Orientated Uses” means that automobiles and/or other motor vehicles are an integral part of the use.
 3. Standards: Automobile-dependent and Automobile-oriented uses shall comply with the following standards:

2.2.170 Special Standards for Certain Uses *(continued)*

- a. **Parking, Garages, and Driveways.** All off-street parking, including surface lots and garages, shall be accessed from alleys or common driveways, placed underground, placed in structures above the ground floor, or in parking areas located behind or to the side of a building. All underground or structured parking garage entrances facing a street shall be recessed behind the front elevation by a minimum of six (6) feet and have minimum queuing areas of thirty (30) feet. On corner lots, garage entrances shall be oriented to a side-street (i.e., away from a main street) when vehicle access ~~can not~~cannot be provided from an alley or a common driveway.
- b. **Drive-up, drive-in, and drive-through facilities.** Drive-up, drive-in, and drive-through facilities (e.g., associated with restaurants, banks, and similar uses) are permitted only when accessory to a primary commercial “walk-in” use, and shall conform to all of the standards listed below:
 - i The facility receives access from an alley or common driveway, and not a street;
 - ii None of the drive-up, drive-in or drive-through facilities (e.g., driveway ~~queing~~queuing areas, teller machines, service windows, drop boxes and similar facilities) are located within twenty (20) feet of a street and shall not be oriented to a street corner;
 - iii The facility is subordinate to a primary permitted use. “Subordinate” means all components of the facility, in total, occupy less street frontage than the primary commercial or public/institutional building.

D. Variances.

The standards of this section may be modified by a Class B or C variance, as detailed in Chapter 5.

2.2.180 Tourist Commercial Sub District

- A. **Purpose.** The purpose of the Tourist Commercial Sub District is to accommodate development of commercial facilities catering to the traveling public at the I-84 interchange. Retail services shall be limited to that necessary to serve travelers, in order to avoid competition with the Commercial District; Service Center Sub District and City Center Sub District businesses. The base standards of the Commercial District apply, except as modified by the standards of this Sub District.

2.2.180 Tourist Commercial Sub District (continued)

Table 2.2.180 A Land Uses and Building Types Permitted in the Tourist Commercial Sub District		
<p>1. Residential* (CU):</p> <p><i>Single-family</i></p> <p>a. Single-family attached townhomes</p> <p>b. Two and Three family housing (duplex and triplex townhomes)</p> <p>c. Multi-family housing</p> <p>d. Residential care homes and facilities</p> <p>2. Home occupations (CU)</p> <p>3. Bed & breakfast inns (CU)</p>	<p>4. 3Public and Institutional *:</p> <p>a. Churches and other places of worship</p> <p>b. Clubs, lodges, similar uses</p> <p>c. Government offices and facilities (administration, public safety, transportation, utilities, and similar uses)</p> <p>d. Libraries, museums, community centers, concert halls and similar uses</p> <p>e. Public parking lots and garages</p> <p>f. Private utilities (office/administration)</p> <p>g. Public parks and recreational facilities</p> <p>h. Schools (public and private) (CU)</p> <p>i. Transportation Facilities and Improvements.</p> <ol style="list-style-type: none"> 1. Normal operation, maintenance; 2. Installation of improvements within the existing right-of-way; 3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval; 4. Landscaping as part of a transportation facility; 5. Emergency Measures; 6. Street or road construction as part of an approved subdivision or partition; 7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and 8. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU) 	<p>5. 4Commercial:</p> <p>a. Auto-oriented and auto dependent uses and facilities, including-excluding truck stops*</p> <p>b. Vehicle sales and repair services, including automotive, truck, RV and boat;</p> <p>c. Retail sales</p> <p><u>d. Personal and professional services such as laundromats, dry cleaners, barber shops and salons, banks and financial institutions, and similar uses</u></p> <p><u>e. Veterinarian clinics, animal clinics, laboratory;</u></p> <p><u>e-f. Medical and other health related clinics or emergency service facilities</u></p> <p><u>d-g. Office uses</u></p> <p><u>e-h. Mixed-Use Development (housing and other permitted development)</u></p> <p><u>f-i. Motels/Restaurants/Food service</u></p> <p><u>g-j. Medical Marijuana dispensary under Oregon Health Authority license ***(CU)</u></p> <p><u>h-k. Uses similar to those listed above</u></p> <p>6. 5 Industrial:</p> <p>a. Light manufacture (e.g., small-scale crafts, electronic equipment, bakery, furniture, similar goods) when in conjunction with retail</p> <p>b. Machinery or heavy equipment sales and service</p>

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Uses marked with an asterisk (*) are subject to the standards in Section 2.2.180 - Special Standards for Certain Uses. Temporary uses are subject to the standards in Chapter 4.9. ** Uses marked with two asterisks are subject to the standards in Section 4.4.400.D. *** Uses subject to Section 4.4.400.E.

B. Special Standards [This section reserved for future use.]

2.2.190 City Center Sub District

A. Purpose and Applicability.

The City Center Sub District provides design standards for detailed, human-scaled design, while affording flexibility to use a variety of architectural styles. The City Center Sub District may be applied by a property owner and the City to a site, which meets the following locational criteria:

- The site shall be located within the Commercial District;
- The site shall be located within a radius of ¼-mile of (but not necessarily adjacent to) Main Street;
- The site shall be adjacent to Kinkade Road, ~~Dillabaugh Boulevard~~ Tatone Street, or City Center Drive.

In order for this Sub District to apply, the property owner and the City shall describe how the site meets the above locational criteria. The application for the Sub District to apply is a Type III, quasi-judicial land use application described in Chapter 4. If the Sub District were applied, the following development would adhere to the Sub District standards:

1. Public and institutional buildings, except that the standards shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses); and
2. Commercial and mixed-use buildings subject to Site Design review.

B. Design Standards.

All of the following standards in the following section shall be met.

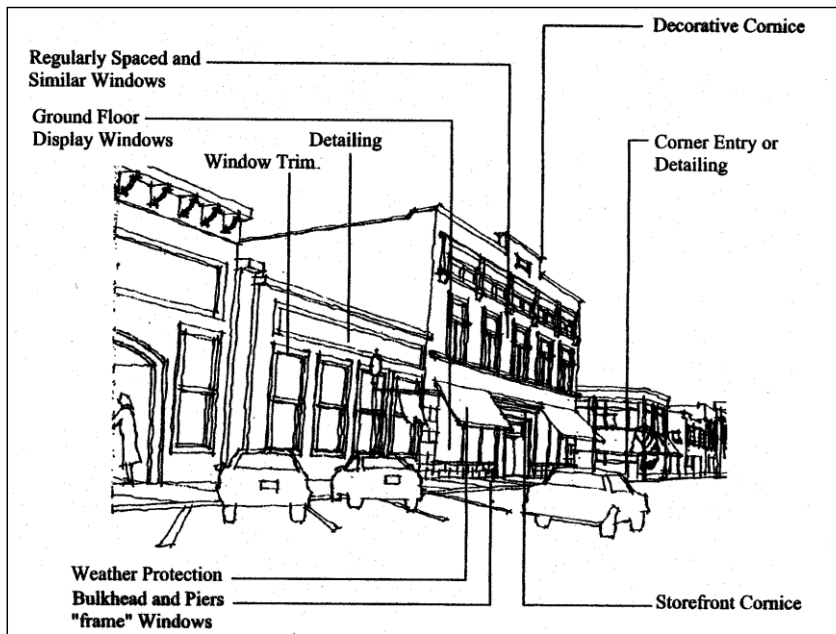
C. Detailed Storefront Design.

All buildings shall contribute to the storefront character and visual relatedness of downtown buildings. This criterion is met by providing all of the following design features listed in 1-4, below, along front building elevations (i.e., facing a street).

1. Corner building entrances on corner lots. Alternatively, a building entrance may be located away from the corner when the building corner is beveled or incorporates other detailing to reduce the angular appearance of the building at the street corner.
2. Regularly spaced and similar-shaped windows with window hoods or trim (all building stories).
3. Large display windows on the ground floor (non-residential uses only). Display windows shall be framed by bulkheads, piers and a storefront cornice (e.g., separates ground floor from second story, as shown above).
4. Decorative cornice at top of building (flat roof) or eaves provided with pitched roof.

2.2.190 City Center Sub District. (continued)

Figure 2.2.190C – City Center Building Design Elements (Typical)



Note: the example shown above is meant to illustrate required building design elements, and should not be interpreted as a required design style.

2.2.190 City Center Sub District *(continued)*

E. Building Orientation. This section is intended to promote the walkable, storefront character of the City Center by placing buildings close to the street. Placing buildings close to the street slows traffic down and provides more “eyes on the street”, increasing the safety of public spaces. The standards, as listed on the following page and illustrated above, complement the maximum front yard setback standards in Section 2.2.120.

1. **Applicability.** This Section applies to new land divisions and all of the following types of development within the City Center Sub District:
 - a. Commercial and mixed-use buildings subject to site design review. (Chapter 4.2).
 - b. Public and institutional buildings subject to site design review. (Chapter 4.2) except that the standard shall not apply to buildings which are not subject to site design review or those that do not receive the public (e.g., buildings used solely to house mechanical equipment, and similar uses).
 - c. Residential buildings subject to Site Design review shall comply with the Residential District design guidelines, as listed in Section 2.1.180, in addition to this section. Where conflicts occur, the more restrictive standard shall apply.

Compliance with all of the provisions of Sections 2.2.190.E.2-4, below, shall be required.

2. **Building Orientation Standard.** All of the developments listed in Section 2.2.190.E shall be oriented to a street. The building orientation standard is met when all of the following criteria are met:
 - a. The minimum and maximum setback standards in Section 2.2.120 are met.
 - b. Buildings have their primary entrance(s) oriented to (facing) the street. Building entrances may include entrances to individual units, lobby entrances, entrances oriented to pedestrian plazas, or breezeway/courtyard entrances (i.e., to a cluster of units or commercial spaces). Alternatively, a building may have its entrance facing a side yard when a direct pedestrian walkway is provided between the building entrance and the street right-of-way.
 - c. Off-street parking, driveways or other vehicular circulation shall not be placed between a building and the street that is used to comply with subsection ‘2’, above. On corner lots, buildings and their entrances shall be oriented to the street corner, as shown above; parking, driveways and other vehicle areas shall be prohibited between buildings and street corners.
3. **Active Ground Floor Standard.** The streetside portions of the lower floors of all buildings shall contain shops, offices, lobbies, and other activities oriented toward the passerby. Display windows for viewing the activity inside the building shall be provided.
4. **Continuous Building Frontage.** Buildings should be built to the property lines on either side so as to create a continuous line of storefronts. Access may be provided to the rear parking areas of the shops, offices etc. by an internal walkway.

2.2.190 City Center Sub District. (continued)

- E. **Residential Uses.** Higher density residential uses, such as multi-family buildings and attached townhomes, are permitted to encourage housing near employment, shopping and services. All residential developments shall comply with the following standards which are intended to require mixed-use development; conserve the community's supply of commercial land for commercial uses; provide for designs which are compatible with the balance of the City Center Sub District; avoid or minimize impacts associated with traffic and parking; and ensure proper management and maintenance of common areas. Residential uses that existed prior to the effective date of this code are exempt from this section.
1. **Mixed-Use Development.** Residential uses may be permitted when part of a mixed-use development (residential with commercial or public/institutional use). Both "vertical" mixed-use (housing above the ground floor), and "horizontal" mixed-use (housing on the ground floor) developments are allowed, subject to the standards in 2.2.190(A)(2-6).
 2. **Limitation on street-level housing.** Ground floor street frontage will be limited to upper floor residential access only. This standard is intended to reserve commercial space for commercial uses and public/institutional uses; it does not limit residential uses above the street level on upper stories.
 3. **Density.** There is no minimum or maximum residential density standard. Density shall be controlled by building design, fire/life/safety design, the applicable lot coverage, floor area, building height standards and off-street parking requirements.
 4. **Parking, Garages, and Driveways.** All off-street vehicle parking, including surface lots and garages, shall be oriented for reasonable access. Parking may be placed underground, placed in structures above the ground floor, or located in parking areas located behind or to the side of the building. All garage entrances facing a street (e.g., underground or structured parking) shall be recessed behind the front building elevation by a minimum of six (6) feet and have minimum ~~queing~~ ~~queuing~~ areas of thirty (30) feet. On corner lots, garage entrances shall be oriented to a side street (i.e., away from a main street).
 5. **Creation of Alleys.** When a subdivision (e.g., four or more townhome lots) is proposed, a public or private alley may be created for the purpose of vehicle access. Alleys are not required when existing development patterns make construction of an alley impractical. As part of a subdivision, the City may require dedication of right-of-way or easements, and construction pathways between townhome lots (e.g., between building breaks) to provide pedestrian connections through a development site, in conformance with Chapter 3.1 – Access and Circulation.
 6. **Common Areas.** All common areas (e.g., walkways, drives, courtyards, private alleys, parking courts, etc.) and building exteriors shall be maintained by a home owners association or other legal entity. Copies of any applicable covenants, restrictions and conditions shall be recorded and provided to the city prior to building permit approval.

2.2.190 City Center Sub District. *(continued)*

- F. **Sidewalk Displays.** Sidewalk display of merchandise and vendors shall be limited to stationary, crafts, plants, gardening/floral products, food, books, newspapers, bicycles, and similar small items for sale or rental to the public. A minimum clearance of five (5) feet shall be maintained. Display of larger items, such as automobiles, trucks, motorcycles, buses recreational vehicles/boats construction equipment, building materials, or similar items are prohibited.

2.2.200 Service Center Sub District

- A. **Purpose.** The Service Center Sub District is designed to accommodate heavy commercial uses and light industrial uses along portions of the I-84 corridor. The base standards of the Commercial District apply, except as modified by the standards of this Sub District.
- B. **Uses Permitted.** The land uses listed in Table 2.2.200B are permitted in the Service Center Sub District, subject to the provisions of this Chapter. Only land uses that are specifically listed in Table 2.2.200B and land uses that are approved as “similar” to those in Table 2.2.200B, may be permitted. The land uses identified with a “CU” in Table 2.2.200B require Conditional use Permit approval prior to development or a change in use, in accordance with Chapter 4.4.

2.2.200 Service Center Sub District (continued)

Table 2.2.200B Land Uses and Building Types Permitted in the Service Center Sub District		
<p>1. Residential:</p> <p>a. One caretaker unit shall be permitted for each development, subject to the standard in Section 2.2.200D.</p> <p>b. RV Parks (CU)</p> <p>2. Public and Institutional:</p> <p>a. Government facilities (e.g. public safety, utilities, school district bus facilities, public works yards, transit and transportation and similar facilities) where the public is generally not received.</p> <p>b. Private utilities (e.g. natural gas, electricity, telephone, cable and similar facilities)</p> <p>c. Water supply and treatment facility (CU)</p> <p>d. Sewage disposal and treatment facility (CU)</p>	<p>e. Transportation Facilities and Improvements.</p> <p>1. Normal operation, maintenance;</p> <p>2. Installation of improvements within the existing right-of-way;</p> <p>3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval;</p> <p>4. Landscaping as part of a transportation facility;</p> <p>5. Emergency Measures;</p> <p>6. Street or road construction as part of an approved subdivision or partition;</p> <p>7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and</p> <p>38. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU)</p>	<p>4. 3Commercial:</p> <p>a. Retail store, office or service establishment</p> <p>b. Commercial / industrial full service trucking and automotive facilities, to include automobile service stations and vehicle refueling.</p> <p>c. Commercial residential use, to include tourist or travelers' accommodations.</p> <p>d. Commercial amusement or recreation establishment. Medical Marijuana dispensary, Medical Marijuana Grow Facility (not on same parcel) *** (CU)</p> <p>5. 4Industrial:</p> <p>a. Manufacturing or warehousing.</p> <p>5. Agricultural:</p> <p>a. Farming excluding commercial livestock feedlot, livestock sales yard hog farms and mink farms.</p> <p>b. Agriculturally-oriented commercial use.(CU)</p> <p>c. Medical Marijuana Grow Facility *** (CU)</p> <p>6. Services:</p> <p>a. Kennel or animal hospital.</p> <p>57. Wireless Communication Equipment - subject to the standards in Chapter 3.6.200.</p>

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2.2.200 Service Center Sub District *(continued)*

B. Other Yard Requirements.

1. Buffering. The City may require landscaping, walls or other buffering in setback yards to mitigate adverse noise, light, glare, and aesthetic impacts to adjacent properties.
2. Neighborhood Access. Construction of pathway(s) within setback yards may be required to provide pedestrian connections to adjacent neighborhoods or other districts, in accordance with Chapter 3.1 - Access and Circulation Standards.
3. Building and Fire Codes. All developments shall meet applicable fire and building code standards, which may require setbacks different from those listed above (e.g., combustible materials, etc.).

- C. Determination of Similar Land Use.** Similar use determinations shall be made in conformance with the procedures in Chapter 4.8 – Interpretations.

2.2.200 Service Center Sub District *(continued)*

- C. **Residential Caretakers.** One residential caretaker unit shall be permitted for each primary industrial use, subject to the following conditions:
1. The unit shall be served with public water and sanitary sewerage disposal, in conformance with City engineering requirements.
 2. Caretaker units shall be required to meet applicable fire safety and building code requirements, in addition to the applicable setback standards of this chapter.
- D. **Wireless communication equipment.** Wireless communication equipment includes radio (i.e., cellular), television and similar types of transmission and receiving facilities. The requirements for wireless communication equipment are provided in Chapter 3.6.200. Wireless communication equipment shall also comply with required setbacks, lot coverage and other applicable standards of the Commercial District.

2.2.210 - BPA Transmission Easement Sub District

- A. **Purpose:** The purpose of this sub district is to identify the limitations, opportunities and process to be followed on properties, within the Commercial District, directly affected by the Three Hundred Ninety foot (390') wide Bonneville Power Administration (BPA) Transmission Line Easement. The language contained within this section is to identify flexibility in possible uses of the land under the BPA transmission lines, within the land use agreements stipulated by the BPA for the easement. All uses within the easement shall be approved by agreement with BPA prior to approval for development by the City.
- B. **Building Restrictions:** No permanent structures will be allowed within the easement area. However, buildings may go on the portions of the property outside of the easement as part of the overall development which may include land within the easement.
- C. **Height Restrictions:** No foliage or other item will be allowed to exceed twelve feet (12') in height.
- D. **Utility and Transportation Infrastructure:** Utility and transportation infrastructure shall be allowed within guidelines approved by the BPA in writing. This includes, streets, electrical, water, sewer, telephone, gas, TV, and other essential services infrastructure to provide for any allowed commercial activities.
- E. **Transmission Line Tower Setbacks:** The minimum setback from any transmission line tower shall be fifty feet (50') for all activities. Towers shall be protected from any traffic or other possible disturbance to the structural integrity of the towers.

2.2.210 - BPA Transmission Easement Sub District (continued)

F. Allowable Uses: The uses identified in 2.2.210 (F) (1-13) shall be considered for approval under a Conditional Use Permit process, as identified in Boardman Development Code Chapter 4.4. All submission requirements of Chapter 4.4 will be reviewed and will be forwarded, by the applicant, to the BPA for an approved and signed Land Use Agreement prior to any Conditional Use Hearing by the Planning Commission.

1. Single family townhomes
2. Residential duplexes or triplexes
3. Multi-family apartments
4. Residential Caretaker Unit
5. Parking lot
6. Vehicle storage
7. Vehicle sales lot
8. Vineyard operation, with retail/wholesale component*
9. Garden center/Nursery, with retail/wholesale component*
10. Mobile vendor station lease space
11. Retail sales operations with an outdoor component which are compatible with surrounding neighborhood.
12. Utility infrastructure including water lines, sewer lines, stormwater management, electrical service lines, gas lines, television cable, telephone lines, communications lines, transportation routes, and other necessary infrastructure to service the sub district.
13. Other uses considered compatible by the Boardman Planning Commission through Conditional Use Permitting process.

* = Structures necessary for retail/wholesale offices, storage, etc. must be located outside of BPA easement.

G. Safety Precautions:

1. Vehicular activities where vehicles are stored or parked for periods over two (2) hours shall have grounding mechanisms to prevent static electricity build up to prevent shock hazards.
2. Utility facilities shall be protected from shock hazards associated with static electricity discharge.
3. No combustible materials shall be stored within the easement unless approved in the Land Use Agreement from BPA.

H. Driveways and Parking Areas: Driveways and parking areas may be compacted and maintained gravel if approved by the BPA and Boardman Planning Commission to meet safety requirements in the BPA Land Use Agreement. Driveway approaches and all areas abutting a public street shall be hard surface to prevent gravel encroachment onto the street.

I. Residential Caretakers: One residential caretaker unit may be permitted for each primary commercial use, subject to the following conditions.

1. The unit shall be served with public water and sanitary sewerage disposal, in conformance with City engineering requirements.

2.2.210 - BPA Transmission Easement Sub District (continued)

2. Caretaker units shall be required to meet applicable fire safety and building code requirements, in addition to the applicable setback standards of this chapter (chapter 2.2) and sub district.
3. Other conditions identified by the Bonneville Power Administration or the Boardman Planning Commission:

J. Yard Requirements:

1. Buffering; The City may require landscaping, walls, or other buffering in setbacks areas to mitigate adverse noise, light, glare and aesthetic impacts to adjacent properties.
2. Neighborhood Access; Construction of pathway(s) within setbacks may be required to provide pedestrian connection to neighborhoods or other districts, in accordance with Chapter 3.1 of this Code and requirements of the Bonneville Power Administration.
3. Building and Fire Codes; All developments shall meet applicable fire, building and Bonneville Power Administration code standards, which may require setback different from those listed above.

Planning Department Report

Reporting Month: January 2024 – June 2024

<u>Permit Type</u>	<u>Number of Permits Issued</u>	<u>Appealed</u>
Access	17	N/A
Address	2	N/A
Amendments	0	0
Conditional Use	1	1
Fence	10	0
Land Division Partition	1	0
Land Division Subdivision	1	0
Land Use LUCS	2	0
Planning Review Development Review	22	0
Planning Review Type II	2	0
Planning Review Type III	3	0
Sign	3	N/A

Chapter 2.16 PLANNING COMMISSION

Sections:

2.16.010 Established.

There is reestablished a city planning commission for the city.

(Prior code § 1-3.1)

2.16.020 Members.

The commission shall consist of seven members to be appointed by the council ~~and the mayor and city engineer as ex officio nonvoting members~~. Commission members shall receive no compensation. Individual positions on the commission are not geographically designated. The members presently serving shall continue until the expiration of their regular term.

(Ord. 4-2004 § A: prior code § 1-3.2)

2.16.030 Terms of office.

A. The terms of the seven appointed members of the commission shall expire as follows:

1. Position 1 expires December 31, 2004;
2. Position 2 expires December 31, 2004;
3. Position 3 expires December 31, 2004;
4. Position 4 expires December 31, 2005;
5. Position 5 expires December 31, 2005;
6. Position 6 expires December 31, 2006;
7. Position 7 expires December 31, 2006.

B. Successors shall hold office for three years, commencing on January 1st following expiration of the previous term. Any vacancy shall be filled by the council for the unexpired portion of the term.

(Ord. 4-2004 § B: prior code § 1-3.3)

2.16.040 Election of officers.

The commission, at its first meeting each year, shall elect a ~~president chair~~ and vice ~~president chair~~, who shall be members appointed by the ~~mayor council~~ and who shall hold office during that year at the pleasure of the commission.

(Prior code § 1-3.4)

~~2.16.050 Election of secretary.~~

~~The commission shall elect a secretary who need not be a member of the commission. The secretary shall keep an accurate record of all commission proceedings. The commission shall on the first day of October of each year make and file a report of all its transactions with the city council.~~

(Prior code § 1-3.5)

2.16.060 Quorum—Rules and regulations—Meeting times.

A majority of the voting members of the commission shall constitute a quorum. The commission may make and alter rules and regulations for its government governance and procedures consistent with laws of this state and with the city charter and ordinances. It shall meet at least once a month as needed, at such times and places as may be fixed by the commission. ~~Special meetings may be called at any time by the president or by five members by written notice served upon each member of the commission at least three hours before the time specified for the proposed meeting.~~

(Prior code § 1-3.6)

2.16.070 Removal of members.

~~Members of the commission may be removed by the city council subsequent to a hearing for misconduct or nonperformance of duty. A commission member may be removed following a hearing before the city council for good cause. Good cause shall include absence from three (3) consecutive meetings or fifty percent (50%) of meetings in any six (6) month period, failure to divulge a conflict or bias or other action or deed not deemed to reflect the best interest of the community.~~

(Prior code § 1-3.7)

2.16.080 Membership restrictions.

Not fewer than six of the commission shall reside within the city limits of the city of Boardman. No more than two voting members shall be engaged in the buying, selling or developing of real estate for profit as individuals, or be members of any partnership, or officers or employees of any corporation, that is engaged principally therein. No more than two voting members shall be engaged in the same kind of business, trade, profession or occupation.

(Ord. 4-2004 § C: prior code § 1-3.8)

2.16.090 Employment of staff.

The commission may employ consulting advice on municipal problems, a secretary and such clerks planner or planning department as may be necessary, and pay for their services, and for such other expenses as the commission may lawfully incur, including the necessary disbursements incurred by its members in the performance of their duties as members of the commission, out of funds at the disposal of the commission, as authorized by the city council. ~~The commission may set reasonable charges and fees for services to defray its expenses.~~

(Prior code § 1-3.9)

2.16.100 Powers of the commission.

The commission shall have all the powers which are now or hereafter granted to it by ordinances of this city or by general laws of the state of Oregon. ~~The commission shall control the subdivision of land and may make recommendations to the city council, to public officials and to individuals regarding land use; location of thoroughfares, public buildings, parks and other public facilities; and, regarding any other matter relating to the planning and development of the city and the surrounding area.~~ The commission may make studies, hold hearings and prepare reports and recommendations on its own initiative or at the request of the city council. The commission may recommend the city council enter into planning agreements with other public planning authorities. The commission shall make, or cause to be made, all studies which may be necessary to determine the feasibility and costs for any land use program which may be proposed to the commission or for programs related to land use planning which the commission on its own motion may choose to study or participate in. Said programs are without limit as to their origin or nature, that is, they may arise locally, or they may be programs arising from county, state, or federal planning groups or from projects proposed to the city for its participation with county, state, or federal groups or authorities. It is expected that the commission's activities will involve the Comprehensive Plan, Development Code, Transportation System Plan, and other plans or programs related to land use planning.

(Prior code § 1-3.10)

2.16.110 Recommendations in writing.

All recommendations and suggestions made to the city council by the commission shall be in writing.

(Prior code § 1-3.11)

2.16.120 Expenditure restrictions.

The commission shall have no authority to make expenditures on behalf of the city, or to obligate the city for the payment of any sums of money, except as provided in this chapter, and then only after the city council shall have first authorized such expenditures by appropriate ordinance (or resolution), which ordinance (or resolution) shall provide the administrative method by which such funds shall be drawn and expended.

(Prior code § 1-3.12)