

6. PUBLIC TRANSIT

6.1 OVERVIEW

This chapter presents a discussion of the local and state policy related to public transportation and a review of existing services in and around the City of Pendleton. This is followed by a review of needs facing community members. The chapter concludes with a presentation of policy-level recommendations to enhance public transportation in Pendleton and an action plan based on three potential funding scenarios. Information contained in this chapter was obtained largely from; input from The City of Pendleton and ODOT staff, discussions with local providers and stakeholders representing the community.

6.2 CONSISTENCY WITH OTHER PLANS AND POLICIES

The public transit component of this TSP is intrinsically linked to the Oregon Public Transportation Plan (OPTP), the (Oregon) Transportation Planning Rule (TPR), and the City of Pendleton's Comprehensive Plan. Policies, goals and objectives in these plans and rules assure that the mobility needs of Pendleton citizens are properly planned for.

The OPTP of 1997 codifies goals, policies, strategies and service standards for public transportation systems throughout the state. Goal 1 of the OPTP defines the purpose of public transportation stating, *"The public transportation system should provide mobility alternatives to meet daily medical, employment, educational, business and leisure needs without dependence on single-occupant vehicle transportation. The system should enhance livability and economic opportunities for all Oregonians, and lessen the transportation system's impact on the environment. The public transportation system should provide services and meet transportation needs in a coordinated, integrated and efficient manner."* Goal 2 defines the components of such a system, accounting for the different needs and resources available to urban, small city and rural systems. The OPTP contains minimum service standards that each system should achieve. The TPR is part of the planning context of the OPTP and thus addresses requirements placed on local land use plans, ordinances and development codes in order to promote public transportation as a viable alternative. The TPR further mandates that all local transportation system plans contain a public transportation plan.

The OPTP states that public transportation should be provided in small cities and towns in a manner appropriate for their size, density, and locally identified needs. At a minimum, public transportation should serve the transportation disadvantaged with rideshare, volunteer programs, taxis or minibus services. Rideshare matching and transportation demand management service should be available in communities of 5,000 or more where there are large employers with a base of 500 employees who are not covered by a regional program. General public transportation with fixed route or other service may be available, and all places of 10,000 people or more should have demand responsive service, which includes Pendleton. The OPTP also proposes minimum levels of service for communities with populations between 2,500 and 25,000. These services include:

- Coordinated inter- and intra-city senior and disabled service
- Provision of at least 1.7 annual hours of public transportation service per capita by 2015 with fixed-route, dial-a-ride or other service.

The Pendleton Transportation System Plan (1996) by Kittelson & Associates assessed the entire transportation system, one component being public transit. The plan recommended the City of Pendleton look again at providing a Dial-A-Ride service for the general public, which the City tried in 1995 but discontinued due to funding issues. The plan also recommends that there be greater coordination between various providers of senior and disabled transportation in the City of Pendleton, as well as working with the County to reduce duplication of service. The 1996 TSP also suggests possible funding sources through ODOT if the City wanted to provide new service (Section 9, 9-6). The TSP recommends that the City coordinate with Umatilla County and ODOT in establishing new or expanded service.

The Comprehensive Plan for the City of Pendleton (2003) states there is a need for alternative modes of transportation and proposes a study to better understand the public's needs, as well as how to coordinate public and private efforts. The plan suggests "provide for the efficient utilization of natural resources by encouraging a diversity of available transportation modes (in city, intra-state and interstate)." The Comprehensive Plan recognizes the need for providing transportation for special need populations, such as the elderly, disabled, and persons of low income. The plan also advocates a need to provide safe pedestrian and bicycle linkages between residential, educational business and recreational areas. (p. 69.)

The Umatilla County Public Transportation Needs Assessment (1999) by Nelson\Nygaard assessed public transportation needs related to general public and special needs mobility in Umatilla County. The report identified gaps in service and proposed strategies to meet those gaps. The report recommended three services that seem relevant today:

- Communities and social service providers work together to coordinate and expand local intra-city programs. These services may expand to serve some of the rural unserved areas.
- Umatilla County should work with its jurisdictions, the Confederated Tribes of Umatilla Indian Reservation and Department of Human Resources to expand or establish general public intercity transit service.
- Umatilla County should work with employers in Hermiston and Pendleton to establish rideshare service between Hermiston and Pendleton. This includes the development of a park-and-ride lot each at the I-84 interchanges near Pendleton and Hermiston.

The Eastern Oregon Regional Airport at Pendleton - Master Plan Update (2002) was a combined project of David Evans and Associates and Mead & Hunt Inc. and looked at the growth of the area as a basis to project future aviation demand. In the past the airport in Pendleton was primarily used for military and small personal aircraft but this report looked at growth of the area and the increase in personal travel. The main transportation related concern of the report was parking at the airport, and the eases of travel to the airport by personal vehicle. The section titled "Airport Access and Parking" (1.4.4.) reviewed ground access to and from the airport as an important aspect of improving travel options for passengers. In the section on Surface Transportation and Automobile Parking Facilities (4.8) the Master Plan Update recommends three alternatives to improve airport access roads and accommodate the anticipated increase in air traffic. The report recommends expanding the current airlines serving the airport and also providing more parking to accommodate this increased passenger service. There is no discussion in the report of alternative ground transportation to the airport, rather the focus of the report is to improve passenger service at the airport through better access roads and increased parking.

6.3 EXISTING SERVICES

City of Pendleton Programs

The City of Pendleton operates the three transportation programs to serve the transportation needs of residents. The City of Pendleton owns two vehicles, a 15-passenger van with a lift for persons using mobility devices, and a minivan. Both vehicles have the City of Pendleton and name of service, LET' ER Bus, on the side of the vehicles. The City provides the contractor, Elite Taxi, with the Lift van for persons using mobility devices and the Mini-Van and to alternate as needed. Elite Taxi schedules all of the transportation for the City as well as operating the service, and rotates the vehicles based on the need for the lift as well as capacity. Table 6-1 at the end of this section details each program's attributes. In addition to the City's program, several social service providers offer limited transportation usually oriented towards the clients they serve and these are detailed in the next section.

Senior and Disabled

Taxi Tickets: The City of Pendleton provides limited taxi vouchers for elderly and disabled residents transportation needs. Those who qualify may use these tickets to defray the cost of a one-way taxi ride anywhere within their city limits for any purpose they choose. The City dispersed about 25,000 taxi vouchers last year at no charge to elderly and disabled persons who registered. These vouchers may be used anywhere within the City of Pendleton and 5 miles outside of the city. The program serves about 677 people. A person using the voucher pays \$1.75 for each trip, and the City reimburses Elite Taxi \$4.00, for a total cost of \$5.75 per ride. Elite Taxi uses the city owned LIFT van for persons using mobility devices when needed, and the contractor is reimbursed at a higher rate for this service (\$7.00 per ticket). Service is provided in the City of Pendleton and 5 miles outside of the city, and Elite Taxi is reimbursed at a higher rate (\$8.00) for service outside of Pendleton. The days and hours of the program are the same as the taxi service, which is from 5:00 to 3:00 am (22 hours) seven days a week, excluding holidays. The primary destinations for senior and disabled passenger are shopping (Wal-Mart, Safeway) and medical (St. Anthony's Clinic/Hospital, Southgate Medical Center).

Senior Citizens Meal Site Program: The City of Pendleton, through STF funds from the Umatilla County Transportation Committee, provides rides for senior's weekdays to the Senior Center for lunch using one of the city owned vehicles depending on whether the lift is needed. Rides are scheduled through the senior center and provided by Elite Taxi.

General Public

Afternoon Bus Program: The City of Pendleton provides transportation for the general public Monday through Friday in the afternoons from 1:00 pm to 5:30 pm within the city. Riders call in the morning to schedule a ride in the afternoon, and a \$1.00 donation is requested. The City of Pendleton pays a flat fee to the contractor, to provide the Afternoon Bus program.

Aquatic Center Bus Run: The City, through its contractor, provides transportation for youth three days a week during the summer months, to the Aquatic Center. The city contractor picks youth up with one of the city vehicles from seven different stops throughout Pendleton, and takes them to and from the Aquatic Center.

Parks and Recreation Transports: The City of Pendleton also provides transportation for Park and Recreation programs during the summer to take participants between parks for tournament games and to the aquatic center for programs. One of the city vans is used to provide this transportation depending on number of participants and other uses of the vans that day.

Non-Emergency Medical Transports: Medical Transports: The City offers, through the Fire and Ambulance Department, special transportation services for those citizens who need urgent medical care. Any citizen who does not have other transportation can call their doctor, medical clinic, or hospital and ask them to call a taxi for them. There is no charge to the individual. This is offered to reduce the number of ambulance calls that are used for non-emergency transports. Funding is provided within the city's ambulance operating budget, and St. Anthony's Hospital provides about half the cost of the program.²

Table 6-1. City of Pendleton Public Transportation Programs

Program	Service Days/Hours	Estimated Annual Ridership	Major Funding Source
Taxi Tickets	7 days a week 5:00-3:00 am (22 hours)	24,937	5310/ STF
Senior Citizen Meal Site Program	M-F	1,764	STF
Afternoon Bus Program	1-5:30 pm M-F	1,921	5311
Aquatic Center Bus (Summer)	3 days a week during summer	837	5311
Parks & Recreation Program (Summer)	On Demand - based on program	1,097	5311
LET'ER	Other trips on City van (GP, Senior & Disabled)	2,022	5311

Source: City of Pendleton.

Table 6-2 details planned versus actual revenues and expenditures for FY06. When comparing actual to planned expenditures, the taxi voucher program exceeded the budgeted level, but the van costs were less than one-half of planned expenses.

Table 6-2. City of Pendleton Program - FY06 Budget Versus Actual

	Item	Budget	Actual
Revenues	Small Cities/Rural (FTA Section 5311)	\$47,000	\$46,939
	STG (FTA Section 5310)	\$40,000	\$39,354
	Umatilla Co STF	\$54,000	\$54,000
	City Transfers	\$25,580	\$25,580
	Other	\$3,420	\$13,050
	Total		\$170,000
Expenses	Contracted Services Van	\$44,500	\$19,461
	Contracted Services Taxi	\$102,500	\$113,318
	Other	\$38,000	\$18,774
	Total		\$185,000

Source: City of Pendleton.

² <http://www.pendleton.or.us/Transportation%20Programs.htm>.

Table 6-3 shows the level of grant funding directly available to the City of Pendleton. If \$60,000 in local matches were available, over \$150,000 in federal grants could be used for operations. From Table 2-2 it is seen that the City provided a local match of roughly \$25,000 and utilized \$87,000 in federal funds for operations.

Table 6-3. Available Operations Grant Funding in FY06

Grant	Local Match Required	Grant Amount	Project Availability
FTA Section 5310 for Contracted Services	\$10,175	\$40,700	\$50,875
FTA Section 5311 Operations	50,995	50,995	\$101,990
Total	\$61,170	\$91,695	\$152,865

Source: ODOT.

The recently passed Safe, Accountable, Flexible, and Efficient Transportation Equity Act - A Legacy for Users (SAFETEA-LU) transportation bill significantly increased funding for the 5311 program, especially for low-density states, which are allocated 20 percent of section 5311 funds. As a result, Pendleton's FY07 allocation is estimated to be \$103,600 per ODOT. To use these new funds, the City of Pendleton will have to come up with even more local match. With the TSP update, the City has an opportunity to align budget priorities to include general purpose transit operations and the capital investments needed to establish a system.

Other Transportation Providers

Retired Senior Volunteer Programs of Eastern Oregon (RSVP) offers transportation services to senior, disabled, and low-income people who need transportation for medical and shopping needs. RSVP serves Umatilla County, which includes the City of Pendleton as well as Morrow, Gilliam, and Wheeler Counties. RSVP has a van which it schedules rides to certain destinations, and they also have a volunteer driver program where volunteers use their own vehicles and are reimbursed \$0.40 a mile. The major funding sources for RSVP are the United Way and private donations. The challenge for RSVP, like many of the other providers, is obtaining funding for transportation. The rising cost of fuel has contributed to the increasing cost of providing transportation, and created difficulties for their service. RSVP looked into providing intercity service between Pendleton and Hermiston based on the perception of a need, but when staff conducted outreach to the community, the demand was for more door-to-door service around the City of Pendleton.

Foster Grandparent and Senior Companion Programs provide transportation to local schools for Foster Grandparents to volunteer, as well for medical/shopping trips for clients in the Senior Companion program. Volunteer drivers use their own vehicles to provide trips and are reimbursed \$0.40 a mile. Funding for transportation is limited so the level of service that can be provided is also limited. The Foster Grandparent and Senior Companion Program released some volunteers due to funding issues related to transportation. Staff felt that lack of transportation is an issue for some in the community.

Salvation Army provides transportation in Umatilla County as well as the City of Pendleton for low-income clients. The Salvation Army has three vans that they use to provide service to clients for meal programs, grocery shopping, and medical needs, as well as other trips based on need. None of the Salvation Army's vehicles have lifts, so for a person using a mobility device would be referred to the City of Pendleton for service. For people that live in the City of Pendleton and do not have a disability the need may not be great, but for those that live

outside of the city and do not own a vehicle, their options are limited. Also many low-income employees at the RV manufacturing plants, and are without an automobile, have no means of public transportation to and from work. This is particularly difficult for early morning shifts that start as early as 5:30 am, and the Salvation Army has purchased bicycles to address this need. The cost of providing transportation is also an increasing issue for the Salvation Army as in FY06 they spent twice the budgeted amount for transportation, due to the unexpected rise in the price of fuel. The Salvation Army purchases tickets for clients traveling from Pendleton to Hermiston, as it is cheaper for the organization to purchase rides on Greyhound than provide the trip themselves. With the increasing cost of fuel the Salvation Army may have to reduce the number of trips it provides due to cost, although they are trying to group trips to make them as efficient as possible.

Horizon Services provides transportation for developmentally disabled clients, in addition to other services provided to support independent living. Transportation is one piece to of the many services the organization provides to help people remain independent, and most of the transportation is to work sites, medical appointments, and shopping. Most trips are scheduled but some are random, depending on the client's needs and the capacity of the vehicles. They also use the vans to support social trips and help clients interact with the community. The major challenge for Horizon Services like other providers is increasing cost of transportation, and with rising fuel prices the limitations that places on the transportation the organization can provide. Also there are some clients that live outside of the city (Mission, Reese) where there is no transportation and creates difficulties in serving them. Horizon Services sees a great need for more service for persons using mobility devices as the current city lift van is not always available, which leads to long waits or no service at all. Horizon has told clients that if they are unable to pick them up due to capacity issues and the city van is not available, than they will have to wait for service, which has on occasion been as long as three days.

Confederated Tribes of the Umatilla Indian Reservation (CTUIR) provides a fixed route general public service Monday through Saturday between the reservation and Pendleton, between the hours of 7:00 am to 9:30 pm. There is no bus service on Sundays or holidays. The CTUIR bus also provides one morning and one afternoon stop between Pendleton and Blue Mountain Community College. As well as two evening stops on Tuesday's. The CTUIR bus is open to residents of Pendleton as well as those living on the reservation, and there is no fare for service. CTUIR, like the City of Pendleton, also has a taxi program for elderly and disabled residents. The Wildhorse casino which is located on CTUIR land provides a demand response shuttle service for casino customers. Elite Taxi has a contractor with Confederated Tribes of the Umatilla to operate the CTUIR fixed route bus, as well as their taxi program and Casino Shuttle. CTUIR owns vehicles that it provides to Elite Taxi to provide the three services.

Greyhound Bus Lines provides two eastbound to Hermiston-Boise and two westbound trips to Portland-Seattle a day. Buses are scheduled to make connections with other Greyhound buses, but are not conducive for day trips away from Pendleton. The purchase of tickets, as well as loading and unloading, occur at the Double J Drive Thru, 801 SE Court Avenue.

Amtrak through Olympia Bus Lines offers one eastbound to and westbound trip a day to Pasco passengers connecting with rail service, as Pendleton no longer has service through Amtrak's Pioneer line.

Horizon Air provides a morning, afternoon, and early evening flight Monday through Friday, two afternoon flights on Saturday, and one afternoon flight on Sunday. The flights do not well-accommodate the business traveler. Current flight times are shown below in Table 6-4, with weekend days abbreviated.

Table 6-4. Current Horizon Airlines Flight Times at Pendleton Airport

Arrivals			Departures	
Flight #	Travel	Time	Travel	Time
2094	PDX	7:25 AM, no Sat	Pasco, PDX	7:40 AM
2091			Pasco, PDX	12:45 PM, no Sat or Sun
2092	PDX, Pasco (on Sat only)	12:30 PM, no Sun Pasco on sat only	PDX	12:45 PM, Sat only
2098	PDX	12:45 PM, Sat and Sun only	PDX	3:00 PM Sat only
2096	Pasco, PDX	6:05 PM, No Sat	PDX	6:20 PM, no Sat
2098	PDX	2:45 PM, Sat and Sun		

Table 6-5 summarizes other transportation service providers in Pendleton.

Table 6-5. Other Transportation Providers in the City of Pendleton

Service Provider	Service Area	Service Type	Service Days/ Hours	Estimated Annual Ridership	Major Revenue	Number Vehicles
Confederated Tribes of Umatilla	Umatilla County	DAR	M-Sat 7:05 am-9:30 pm	N/A	STF	N/A
Horizon Services	Umatilla County	DAR	M-F trips scheduled based on demand	1,000 trips year	STF	35 vans (6 Lift)
RSVP	Umatilla County (and other nearby Counties)	DAR/ Private Vehicles	M-F trips scheduled based on demand	N/A	United Way, Private Donations	3 shuttle bus, 2 lift equipped, volunteer vehicles
Foster Grandparents/ Senior Companion	Umatilla County	Private Vehicles	M-F trips scheduled based on demand	N/A	STF	None
Salvation Army	Umatilla County	DAR	M-F trips scheduled based on demand	624	Federal, Private	3 vans
Greyhound	State, serves Pendleton	Bus	2 EB/ WB trips	N/A	Fares, Package Service	N/A
Amtrak (Olympia Bus Lines)	State, serves Pendleton	Bus	1 EB/ WB trips	N/A	Fares, Federal	N/A
Horizon Air	State, serves Pendleton	Air	7 days, see further details in table 2 - 4	N/A	Fares	N/A

6.4 NEEDS

In discussing transportation service with Stakeholders in the City of Pendleton, the Taxi Ticket program is thought to be doing a good job of providing service to elderly and disabled residents. All Stakeholders interviewed recognize the funding limitations faced by the City of Pendleton for transportation, and appreciate the level of service that is provided by the City. However, many acknowledged that there are still great needs within the population served, particularly for persons using mobility devices, as the one city vehicle equipped with a lift is not always available to meet transportation requests for persons with disabilities. Stakeholders representing persons with disabilities seemed to feel the transportation needs for persons using mobility devices are not being met, and that persons with disabilities are not able to make trips based on lack of transportation. Several of these same Stakeholders mentioned the transportation needs of persons with disabilities in the smaller communities around Pendleton to travel to services in the city, which is an issue that should be studied more closely to understand the need. Although some stakeholders thought that seniors may not take all of the trips they need due to limited taxi tickets, overall they thought the program worked fairly well.

The use of taxi vouchers makes it difficult to compare the level of service offered in Pendleton to benchmarks for service specified in applicable plans or used in other cities. Looking at the number of riders provided per capita does allow a one comparison. The City of Pendleton provides a higher level of senior/disabled services (the Senior & Disabled Taxi Ticket Program with 24,937 rides last year) at 1.5 rides per capita than other Northwest peers (1.0 rides). The general public transportation service (The 2006 program with 5,877, rides last year) however provides a significantly lower level of service at 0.35 rides per capita, compared to 1.0 for similar Northwest peers (using Fixed-route ridership as comparison). And the 5,877³ number for general public rides may be overstated as the City does not separate senior and disabled rides from the total ridership on the City "LET 'ER" Bus program.

The following sections detail public transportation needs by category. Various stakeholders in the community and the Pendleton TSP update Technical Advisory Committee (TAC) provided inputs regarding these needs. A list of stakeholders contacted for this study is included in Chapter 7.

Services for Elderly and Disabled

As discussed earlier, some Stakeholders felt there may be more of a need for transportation than the current supply of taxi tickets or usage represents. Some Stakeholders indicated that some elderly and disabled tickets may forgo some trips to maintain their supply of tickets. Further, many stakeholders representing persons with disabilities indicated the current Lift service for persons using mobility devices does not meet the need. The current service provided for people with mobility device is either not available when people need it, or the wait is so long that people decide not to make the trip. People who live outside city limits have almost no transportation available and must rely on friends and family.

³ Includes all that are General Public Transportation (PETS, Aquatic, Parks & Rec, "Other")- from the City of Pendleton VANTRANS-PET.

General Public Transportation

There are very few options for non-elderly or non-disabled people in the City of Pendleton. This is where the greatest unmet need has been identified. If members of this group do not have a car at their disposal or cannot drive, they must rely on friends and family to get to work or conduct personal business. The afternoon only general public program (1-5 pm) severely limits the types of trips that can be made on public transportation. Work trips are all but impossible with this schedule. Although people who live within Pendleton may be able to ride a bike or walk to access their needs, if they live outside of Pendleton there is no transportation. Based on initial stakeholder conversations, it is difficult to fully ascertain the needs for persons of low-income status.

Those without regular access to an automobile require transportation to variety of destinations in Pendleton. These include residential, medical, government, social service, personal service, retail and employment locations. Specific destinations in Pendleton include:

- St. Anthony Hospital
- Area Medical Clinics
- Pendleton City Hall
- Pendleton Library
- Umatilla County Courthouse
- Pendleton Aquatic Center
- Wal-Mart and Safeway
- Blue Mountain Community College
- Area High Schools
- Eastern Oregon Regional Airport
- Eastern Oregon Correctional Institution
- Umatilla County Jail

Employment locations are dispersed in and around the City of Pendleton and operate varied shift times. There are many large bus, RV and trailer companies in Pendleton that employ lower wage employees that may have some transportation needs. Companies like Mid Columbia Bus Co (535), Keystone RV Company (451) and Fleetwood Travel Trailers (440) have varying shifts, and the current general public transportation service is only in the afternoons. The Salvation Army provides bicycles for clients to reach some of these employers but there may also be a need for some type of work related transportation. The Pendleton Chamber of Commerce mentioned other large employers like Wal-Mart (360) and Smith Foods (650) as possibly having employee transportation issues. The need for general public transportation for some of these major employment sites, especially for lower income employees, should be looked at further. While the City should begin, with this TSP update, to increase planning for public transit in Pendleton, additional research should be conducted to determine the respective needs for inner-city and intercity bus service. Table 6-6 shows the major employers in the City of Pendleton.

Table 6-6. Major Employers in City of Pendleton

Major Employers	Number of Employees
Confederated Tribes of the Umatilla Indian Reservation	1,138
Smith Frozen Foods (Pendleton / Weston)	650
Mid Columbia Bus Co./Pendleton Bus Co	535
Keystone RV Company	451
Fleetwood Travel Trailers of Oregon	440
Eastern Oregon Correctional Institution	438
Wal-Mart Distribution Center (Hermiston)	360
Pendleton School District 16R	338
Blue Mountain Community College	305
St. Anthony Hospital	300

Source: Pendleton Chamber of Commerce.

Blue Mountain Community College

Administrators at Blue Mountain Community College see some transportation issues between Pendleton and Hermiston, particularly for students at the Hermiston Campus that may need to come to BMCC Pendleton Campus for certain classes. A student committee was formed last year to discuss transportation needs for students between Pendleton and Hermiston and will be regrouping in the fall. It is unclear at this point what, if any, local transportation needs exist at the Pendleton campus and whether the student committee may address them.

Intercity Service

Many Stakeholders indicated a need for intercity service between the Pendleton and Walla Walla for mostly medical trips. A few stakeholders expressed a need for service between Pendleton and Hermiston, although the need seems to be greater between Hermiston and Pendleton. The biggest need expressed by Stakeholders is for some level of transportation service to nearby communities like Pilot Rock, Athena, Adams, Helix, and Stanfield that are without general public transportation. It is difficult to know how many people that work in Pendleton may live in these smaller communities, and have difficulties in traveling to work due to transportation limitations. Pilot Rock in particular came up several times during stakeholder conversations, as a place that had transportation needs connected to Pendleton.

6.5 POLICY LEVEL RECOMMENDATIONS

The following recommendations were developed as part of this transit needs assessment, and have been tested through progressively detailed discussions with the Project Management Team, the project Technical Advisory Committee, and the first public meeting on the TSP update.

1. Conduct formal outreach to the general public to detail unmet needs including destinations and travel times.
2. Explore expanded dial-a-ride service with dedicated accessible van fleet to offer more accessible rides and the opportunity for shared rides to increase efficiencies.
3. Explore shuttle or fixed-route service to further increase ridership and efficiencies in servicing major destinations and residential areas.

4. Investigate opportunities to provide or coordinate with intercity service for Pendleton residents needing (same-day) travel to other communities.
5. Explore options for an expanded and dedicated funding source for public transportation, likely employing a local option levy.

6.6 SERVICE DELIVERY STRATEGIES

The outreach and research suggested in these recommendations will allow for the generation of detailed service alternatives to address the identified needs in the community. A number of service delivery strategies may be employed to meet these needs. Some will require additional funding and the next section briefly outlines two scenarios to increase transit funding levels.

Increase Efficiency of Existing System

The City of Pendleton may be able to provide more rides by looking at ways to increase the number of shared rides. The use of taxi vouchers inherently results in primarily single destination trips. By switching to a traditional dial-a-ride paratransit approach, the number of shared rides should increase and therefore reduce the cost per ride, making more resources available for additional rides or services. The overhead to operate this system will increase slightly in order to negotiate trip requests and schedule shared rides. And community members accustomed to individual rides may object to pick-up and drop-off window times associated with paratransit service.

Further efficiencies can be gained by going to scheduled fixed-route service. The design of a route connecting higher density residential areas to popular destinations allows for the highest productivity, or riders per hour of service. A fixed-route bus can serve locations frequented by both elderly and disable residents as well as the general public, reducing the need for more expensive on-demand service. With limited funding, the frequency of service will be low and the route may be limited. Limited fixed-route service should meet the essential needs (typically medical and retail) of the community but create long wait times. These wait times may make the service unappealing to those with transportation options and limit the ridership potential for a fixed-route approach. Limited funding may also reduce the span of operation making it difficult to serve employment locations at the start and/or end of shift times.

Increase Transit Funding to Expand Services

Going beyond efficiency improvements, the City of Pendleton may seek to increase the local investment (and therefore leverage more federal funding) for public transportation. Expanded coverage and time of operation will allow for increased mobility within the city, meeting more than just essential needs. Serving more than medical, retail and social service destinations would allow for connections to Blue Mountain Community College for students and staff, the corrections facilities for released inmates, visitors and staff and additional residential neighborhoods. Serving more destinations, over longer spans and with less waits will attract more choice riders and increase ridership.

A preliminary transit route has been developed and tested as part of the TSP update. The public was asked to weigh in on the location of stops. Testing and iterative refinements have identified the potential one-hour route shown on Figure 5-6.

Expanded bus service can provide connections to other modes of transportation available in the City of Pendleton. Timed connections meeting regional air, CTUIR service and intercity bus service will address the needs of those traveling into and out of the city. However, the current schedules for the interstate carriers (Greyhound and connecting Amtrak service) are not conducive for daytime or evening connections.

Based on demand and available funding, the expanded service may be conventional fixed-route bus or flexible/deviated-route service. To avoid extending each trip of a fixed-route into low-density areas or destinations with intermittent demand, new routes can be designed with spare time built into the schedule. The spare time is then available to dispatch the bus into specified zones to pick up or drop off previously scheduled riders. Such a flexible or deviated route service can be thought of a hybrid between fixed-route and dial-a-ride service.

6.7 POTENTIAL FUNDING SCENARIOS

Current Funding Level

This scenario maintains the existing funding levels, requiring the City of Pendleton to maintain annual contributions on the order of \$28,000 (per FY07 budget). Expanded services need to come from increased efficiencies in the delivery of service. This level of service fails to meet the needs of the employee base in the community who lack a means of commuting to work by transit.

Increased Funding to Match FTA Section 5311 Increase

This scenario increases the funding levels, using both increase local match from the City of Pendleton or other local sources and the increased federal contribution from increased FTA Section 5311 allocation. Expanded services come from both increased funding and increased efficiencies in the delivery of service.

New Dedicated Funding Source

This scenario increases funding levels and sets up a dedicated source for public transportation funding. A property tax at the city level could be explored to generate enough funds to replace city contributions and fully make use of FTA Section 5311 funding opportunities. Addition funding will allow expansion of capital equipment and expanded service if recommended.

6.8 COMMUNICATIONS

In assessing the transportation needs of residents in Pendleton, Nelson Nygaard staff contacted the following individuals, to better understand the transportation needs for various populations in Pendleton.

Table 6-7. Communications Record

Organization	Representation	Contact/Title
ARC Umatilla County	Persons with Disabilities	Joyce Beemer
Blue Mountain Community College, Pendleton	Students	Valerie Fouquette, Student Services
City of Pendleton	City Public Transit Service (LET' ER Bus)	Linda Carter, Finance Chair

Organization	Representation	Contact/Title
Elite Taxi	Contractor for City of Pendleton/ CTUIR Bus	Rod Johlke
Confederated Tribes of the Umatilla (CTUIR)	Senior/Disabled/ General Public	Susan Johnson, CTUIR Bus
Eastern Oregon RSVP	Seniors and low income	Scott Jacobson, Director
Foster Grandparents/ Senior Companions	Seniors	John Brenne, Project Director
Head Start- Pendleton	Children (low-income)	Carol Vanderman, Transportation Manager
Horizon Project	Developmentally Disabled	Randy Cacka, Transportation Director
Pendleton Chamber of Commerce	Business Groups	Leslie Carnes, Executive Director
Pendleton Senior Citizen Center	Seniors and persons with disabilities	Janie Sheldon, Coordinator
Salvation Army	Low income people, persons with disabilities	Don Shepherd, Manager
Social Security Administration (SSI)	Seniors and persons with disabilities	Dale Hilding, Manager
State of Oregon DHS- Seniors and People With Disabilities	Seniors and persons with disabilities	Bob Resnor, Director
St. Anthony's Hospital	Medical	Jeff Drop, President

7. ACCESS TO INDUSTRIAL AREAS

7.1 INTRODUCTION

The movement of goods and commodities into, out of, and through the greater Pendleton area is heavily dependent on the highway system. Freight movement also occurs using rail, air, and pipeline modes. As some of the important roadways in the city are beginning to show significant traffic volume increases and capacity constraints, the impact of congestion on freight mobility needs to be addressed.

The key to developing long-range strategies and solutions for freight mobility is to have an in-depth understanding of both local and pass-through freight characteristics. It requires preparation of an inventory of freight types, routes and generators, evaluation of freight needs and deficiencies, development of freight movement forecasts, and assessment of freight mobility alternatives. A City, County, and ODOT freight transportation study would provide a broader understanding of the freight mobility and industrial access issues of the region.

Additionally, this TSP Update has focused on providing improved access to sites which have existing employers, and those that can provide new employment opportunities. The project's Technical Advisory Committee (TAC) (made up of numerous community stakeholders including those in education, city government, freight hauling businesses and more) identified industrial access as a major issue. The November 15th meeting of the TAC included a visioning exercise to identify major issues for the TSP update. More comments were provided regarding improved access to industrial sites than any other single issue. Furthermore, the City is making a considerable investment in the Barnhart Road to Airport Road connector project, UGB expansion, Goal 9 Exception, and other efforts to improve the availability of and access to shovel-ready industrial areas.

7.2 EXISTING CONDITIONS

For the purposes of this analysis the industrial areas of Pendleton were differentiated and labeled. Please refer to Figure 7-1 for the identification of each of these areas. For each area, the project team evaluated design, operational, and other elements of the transportation system. Some of the areas are completely developed; and some are benefiting from good transportation infrastructure that is and is forecasted to function well. However, there are a few citywide issues which should be addressed in order to maximize opportunities for industrial growth. These issues include the following:

- Industrial street standards need to be updated. There will be, as part of this TSP update, new design standards proposed.
- Pedestrian and bicycle facilities to serve many of the industrial areas are inadequate or entirely non-existent. The provision of these facilities, with future road improvement projects will also be codified.
- Though there are a number of transit services for citizens in Pendleton, the services are largely structured to benefit elderly, disabled, and other individuals who are unable to drive themselves. The transit system should be improved and expanded to better serve employees. This TSP update will include detailed recommendations regarding transit systems and operations.

Some of the City's industrial sites are very well served and face few transportation challenges. However, other sites have businesses that are adversely affected by transportation constraints or are vacant due to the same constraints. The City of Pendleton has many assets which suggest a promising future for economic development and job growth. It also has to overcome the impedances which include the deficient transportation connections across the river, the Union Pacific Rail Road, and the interstate highway. Additionally, steep slopes make the development of a continuing grid system expensive and nearly impossible.

Area 1

This area includes the Eastern Oregon Regional Airport as well as Haus Barhyte Mustard Company, Hill Meat Company, a National Guard Armory, Western States Equipment Company, and other firms. This area has more vacant industrial and potentially industrial land than anywhere in Pendleton. Many of these acres are currently zoned as Exclusive Farm Use (EFU). The City has engaged in a process to redesignate some of these lands. Without redesignation, there are still opportunities for business growth. However, the opportunities are more difficult and costly due to topographic constraints. The land in the northeast corner of Airport Road and Westgate is the only relatively flat ground south of the airport itself.

This area is significantly underserved by roadways. The one access, Airport Road, has a steep grade, insufficient shoulders, and narrow pavement. The area also suffers from poor road conditions, which were evident from a site visit and stated by the representative of Hill Meat Company. The City is working with numerous partners and has secured federal funding for the completion of the Barnhart Road project, which will connect this area with a new roadway built to higher standards, to the interstate. Kittleson and Associates is working with the City on an Interchange Area Management Plan (IAMP), and has produced a more in-depth analysis of these conditions. This area is also lacking any bicycle or pedestrian facilities; and these modes are entirely underdeveloped between this area and both the city center and residential areas. No general-purpose transit serves this area either, despite the presence of the regional airport.

Area 2

This area includes Pendleton Electric and Graybeal Distributing Co. There is vacant land in this area, but much of the land contains slopes that are too steep to be readily developable.

The area has rather direct interstate access. Further development would require more internal circulation. This area lacks any bicycle or pedestrian facilities, and these modes cannot access this area from the rest of the city. As is true for the other areas, there is no general-purpose transit to this site.

Area 3

This area includes Fleetwood, Inc. and McKennon Station.

The area has rather direct interstate access. Further development would require more internal circulation. This area is also challenged by the need for additional crossings of McKay Creek and/or the railroad. This area lacks any bicycle or pedestrian facilities, and these modes cannot access this area from the rest of the city. The transit analysis in this TSP update will address the identified potential of fixed route or vanpool service to this area.

Area 4

This area includes a state correctional institute, Continental Mills, Keystone RV, and a spur of the Union Pacific Railroad. The area also includes the Pendleton Industrial Park with Quality Drive-Away, Lippert Components, Inc., and Horizon Transportation. North of Westgate, this area includes the quasi-commercial Pendleton Body Shop and West's Rentals. There is room for the expansion of existing uses on a 12-acre parcel available just south of US 30 (currently used for tractor-trailer parking) and a 20-acre site north of I-84, east of Keystone.

The area does not have direct interstate access, but has an adequate network for internal circulation for large lot industrial activity; this area is very challenged. The rail line crosses the single ingress/egress point for the area. The rail crossing occurs on a roadway segment (the throat of the site) which is quite short. Trains run frequently, and sometimes are forced to stop on the tracks. When this occurs, the queues are forced to line up too close to the tracks, extend onto Westgate, and back up into the complex. This area needs to be served with an additional railroad grade separated accessway.

Bicycle or pedestrian facilities are lacking in this area, but these modes of transportation can access this area from the rest of the city.

Area 5

This area includes the Union Pacific Railroad switching and storage yard. However, the yard is seldom used for these purposes. The area also includes other businesses such as the Pendleton Flour Mills and Lapp's Auto Body Repair. This area roughly constitutes the southern boundary of the Central Business District, separating it from residential areas to the south. Because of the lack of activity in the rail yard, and the proximity to downtown, the City should consider changing the uses in this area and the zoning that is in place. The area has the potential for a higher density mixed use development. At this time, given that there is no indication that Union Pacific Railroad will abandon the property, the area is not considered to contain any vacant land.

This area is well served by the downtown grid system. However, access to the highway is not direct. The area is well served for cyclists and pedestrians.

Area 6

This area contains Lindell Auto Truck Parts, a small facility of the Bonneville Power Administration (BPA), and an approximately 7-acre piece of vacant land.

Oregon 11 is adequate and operates at an acceptable level of service (LOS). However, the grade of Oregon 11, and other local roads in this area are higher than would be best for freight mobility. Access to the interstate is not direct. This area has few bicycle or pedestrian facilities; but these modes can access this area from the rest of the city.

Area 7

This area is zoned as EFU, but also includes the recently constructed Municipal Water Treatment Plant. However, in conversations with members of the Project Management Team (PMT), this area was identified as one which may be transitioned into industrial uses. There are approximately 18 vacant acres although these are somewhat constrained by environmental and topographic issues.

Currently, this area is only accessible by Goad Road. This road is unpaved, has steep grades, is not well maintained and is inadequate to serve industrial development. This area would need to be served from the south, as will be shown on the later mapping of proposed transportation facilities.

Area 8

This area is small, includes city shops and no vacant land. While the local transportation network for vehicles, cyclists, and pedestrians is adequate, the area is rather removed from the interstate.

Almost 70 percent of the growth in non-retail jobs in the urban area is expected in the northern portion of the city. Almost half of this growth is expected in the designated industrial park to the south of US 30 and west of Eastern Oregon Correctional Institution (EOCI). Much of the rest of the growth in non-retail employment is expected in the vicinity of the airport.

The predominant zone for the industrial areas is M-1, Light Industrial. The purpose of the M-1 zone is to accommodate a broad range of manufacturing and related uses that generally require flat topography and easy access to major arterials and inter-modal shipping facilities. Some of the uses permitted outright in the M-1 zone are: air transportation facilities, automobile and vehicle dealers, repairs, services and service stations, business services, communications facilities, transportation facilities and services, and a variety of light industrial uses. Other outright and conditional uses are listed in the municipal zoning code. With the exception of dwellings for caretakers or managers, residential development is not permitted. Minimum lot sizes for industrial zones vary from a half acre (0.5) to five acres (5.0) with no maximum lot coverage regulations in place.

7.3 OPERATIONAL AND SAFETY DEFICIENCIES

Mobility Standards

Good freight mobility within the Pendleton UGB requires that the arterial and collector street system provide an adequate LOS and good connectivity to intermodal facilities and inter-regional routes, such as I-84, Oregon 11, Oregon 37, and US 395. Some guidance on the standard of performance necessary for freight movements is found in the 1999 OHP. The OHP sets mobility standards using volume-to-capacity ratios (v/c) rather than LOS letters, to identify the presence of congestion. If the v/c ratio for a highway segment exceeds the v/c ratio established in the plan, then the highway segment does not meet ODOT's minimum operating conditions. Acceptable v/c ratios are higher for urbanized areas than for sparsely settled rural areas. This means that relatively greater congestion is acceptable in urbanized areas than in rural areas. Acceptable v/c ratios for freight routes are slightly lower than for other highways. This means that freight routes should be less congested than non-freight routes. Additionally much of Pendleton has been designated as either a State Special Transportation Area or as an Urban Business Area. These designations are accompanied by specialized LOS standards. These standards, as well as the results of operational testing, are incorporated into the Existing Conditions analysis and technical memorandum. The Policy and Code Memorandum (Parametrix 2006) will recommend further improvements that can be made for access management.

Proper access management is a more effective and efficient means of maintaining mobility than road building and widening alone. The Transportation Planning Rule (TPR) (OAR 660-12-045(2)(a)) requires local governments to adopt access control measures, such as driveway and public road spacing, median control, and signal spacing standards that are consistent with the functional classification of roads. The Pendleton Subdivision Code currently addresses these issues and will be reformatted and improved upon as part of this process.

Section 10 of the 1996 TSP details a recommended Access Management Plan (AMP) for the City of Pendleton. This plan specifies street design standards, including minimum spacing for access points (e.g., driveways). The City's code will need to ensure that land use actions will meet the 1991 OHP Level of Importance and Access Management Policies and Standards. Proposed land use actions that do not comply with the designated access spacing policy will be required to apply for an access variance from City of Pendleton and/or ODOT. The proposed access management standards will aid the development of safer neighborhoods and preserve mobility on arterial and collector streets. The AMP also provides detailed guidelines for review procedures to aid staff in making determinations on land use actions that propose direct or indirect access to a state highway or arterial.

The Existing Conditions Memorandum (Parametrix 2006) should be referred to for an in-depth analysis of the major intersections, arterial and collector functionality, and more. Findings from the Existing Conditions analysis which are pertinent to Industrial Access are as follows:

1. Industrial Areas 4, 5, and 8 are directly impacted by the operation of I-84, Exit 209. The ramps are State Priority Investment Sites (SPIS) as a result of their high levels of crashes. Also, the eastbound exit ramp, left turn is operating at a LOS F. The City and State have designed an interim fix to the problem, which should raise the LOS for the next few years. A long-range improvement has also been identified but not funded. These concepts will be incorporated into the alternative future conditions analyses.
2. Area 5 is directly impacted, and Area 8 to a lesser extent, by the high crash rates which have resulted in SPIS sites on Main Street in the downtown area. Furthermore, there are operational issues in downtown resulting from delivery trucks and other large vehicles. The PMT will review the preliminary designs generated for the urban renewal area and incorporate these into the TSP. There is an emerging concept for SE 1st, SW 1st, and Main Streets, which will improve traffic mobility through downtown
3. Area 7 and Area 6 are directly impacted by the operational conditions at the intersection of US 30 and Oregon 11. Though improvements have been made in this area, the volume of traffic is difficult to accommodate.

7.4 STAKEHOLDER INTERVIEWS

In order to develop a more comprehensive understanding of industrial access issues in Pendleton, the project team conducted telephone interviews with representatives from companies with truck hauling needs. Appropriate companies were identified by City Planner, Mike Muller. Telephone interviews were conducted in early October. Representatives from Oak Harbor Freight Lines, Hill Meat Company, Larson Transfer, and Bennett Truck Transport were completed. The table below shows locations of these stakeholders.

Table 7-1. Stakeholder Information

Name	Location
Hill Meat Company	Airport Area
Larson Transfer	South/Central Downtown
Oak Harbor Freight Lines	East End Downtown
Continental Mills	Pendleton Industrial Park
Bennett Truck Transport, LLC.	West End

Representatives from these companies were asked about transportation issues that needed to be addressed in the TSP update. The potential issues were categorized as follows:

1. Issues internal to the site, including driveway geometry, parking, pedestrian circulation, etc.
2. Issues of the local street system, including turning radii, long signal delay, etc.
3. Issues of the state transportation system, including congested interchanges, highway design geometry, etc.

Interviewees were asked to share the problems identified by their own drivers, the drivers of hauling company partners, as well as delivery drivers.

Relatively few specific issues were identified. Other issues were identified by more than one interviewee. The interviewees identified the following companies as the primary haulers in Pendleton: Continental Mills, Pendleton Woolen Mills, Fleetwood, Eastern Oregon Fast Freight, and United Parcel Service (UPS).

Internal Site Issues

The only issue identified within the industrial developments was with Larson Transfer. Their site, on SW 12th Street, has poor access. Their driveway is very near to the driveway for the adjacent day care business. The driveway spacing regulations and policy of the City will be reviewed as part of the TSP Update. Though all property owners are due their own access, arrangements should be explored for shared access and shared parking. For this specific site, the problem arises when an automobile is parked between the two driveways. Parking in this location limits the turning movements for trucks entering the site. This problem may be alleviated by a sign prohibiting parking.

Through other analyses, the project team has identified other access issues, which are addressed elsewhere in this memorandum (e.g., the need to improve access to the Industrial Park without circumnavigating the state correctional institute).

Local Street System Issues

Numerous challenges exist at and near the airport. Even with the completion of the Barnhart Road project, these challenges should be addressed if the industrial lands in the area are maximized. NW 50th Street was identified as having a number of design deficiencies, as well as Airport Road which currently provides the only access to the area. Identified issues included:

1. Too steep of a grade on Airport Road.
2. Poor pavement conditions (specifically many potholes on NW 50th Street).
3. Inadequate turning radii on Airport Road, NW C Avenue, and NW 50th Street).

4. Inadequate pavement widths, worsened by inadequate weed control along the public right-of-ways.

Trains were also identified as a source of delay in the Pendleton road network. The delays are very problematic when the train stops on the tracks, thereby blocking roadways. Some of these roadways serve industrial areas, resulting in delivery delays for existing businesses and impeding the marketing efforts of the vacant industrial sites. When trains block access for drivers for Bennett Truck Transport, or their industrial neighbors, the only alternate route is the substandard road along the levy.

When asked about other access issues in town, parking for unloading in the downtown area was identified. It was stated that to be forced to park a delivery truck one block away from the delivery location was unacceptable. Double parking and leaving the delivery truck in a through-lane had been common practice, rather than waiting for the opening of an appropriate parking space. As was stated earlier, a design concept for the central downtown network will be explored as part of this process.

State Highway System Issues

More than one interviewee stated that the I-84 209 exit was problematic, and that there was enough congestion at the interchange and on Southgate (US 395) to cause drivers to take different routes, sometimes traveling out of their way. As is typical, conditions are much worse during peak hours. The particular movement identified was for eastbound highway drivers, exiting and turning left at the end of the ramp. There was also input that the traffic control signals were poorly synchronized or not synchronized at all. In fact, the signals are synchronized, but are timed to promote a smooth, constant flow of traffic, not to create gaps. The signals are timed to have as much through movement as possible, minimizing gaps in front of the off ramps.

7.5 FUTURE DEVELOPMENT

As part of the public outreach efforts associated with the development of Pendleton's 1996 TSP, freight movement stakeholder interviews identified a concern regarding an impediment to industrial development in and around the airport. In Appendix C of the 1996 TSP, two of those interviewed expressed concerns about the industrial area west of the airport. The area is growing quickly and several new companies and jobs are locating there. They asserted that another access road, in addition to the Barnhart Road access, will be needed to alleviate the anticipated congestion for both trucks and cars.

The Targeted Industry Marketing Study was completed in the fall 1998 by ELESKO, Ltd., for the City of Pendleton. It was designed to provide supporting material for a target industry market campaign for the City. The primary objective of the study was to assist the City in leasing industrial and commercial properties at the Airport Business and Industrial Park. However, the study also examined business recruitment opportunities for the whole city. Section 4 of that report consists of the marketing strategies for the targeted industries.

Business Operating Factors

Ten business operating factors were examined in Section 1, Parts 2 and 3, of the study. Each factor was ranked on a scale from 1 to 5, with 5 being the highest. Out of the 10 factors, 6 were positive, 3 were neutral, and only 1 was negative for Pendleton. The results are summarized below:

Table 7-2. Business Operating Factor Ranking

Business	Ranking
Education and Training	4
Government, Taxes, Incentive Programs	4
Market Access and Transportation Services	4
Market Size and Competition	4
Resources	4
Quality of Life	4
Labor Force	3
Utilities	3
Business Supplies and Services	3
Industrial Sites and Buildings	2

Source: Targeted Industry Marketing Study (ELESCO, Ltd. 1998).

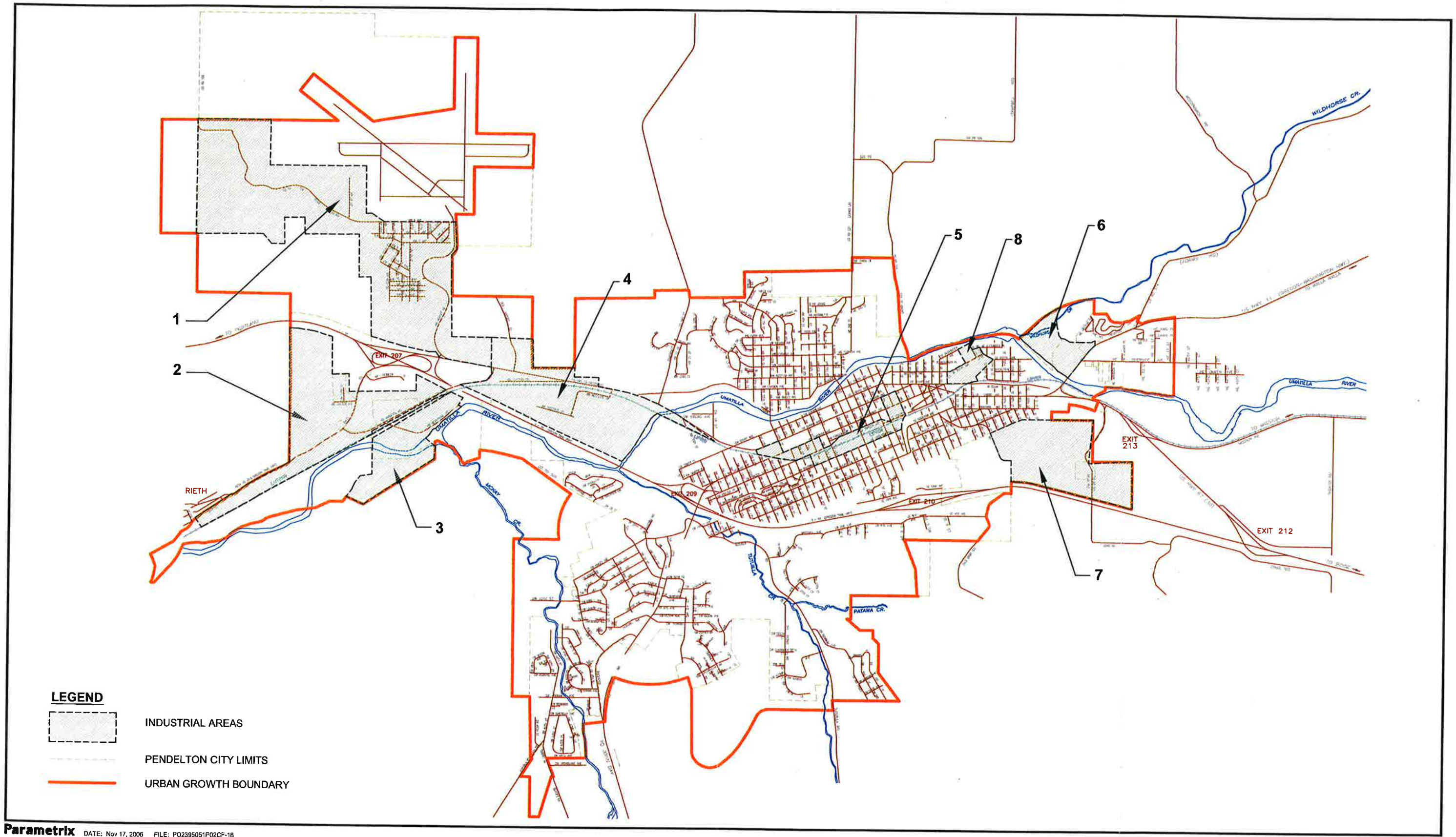
The discussion of the “industrial sites and buildings” factor provides an in-depth analysis (six pages) of potential and existing industrial sites in Pendleton. The analysis states that Pendleton has “substantial amounts of land zoned for industrial use but much of it is unusable” (p. 1-37). In addition it mentions that “most sites available for sale are relatively small, often requiring terracing relatively steep slopes. There are no business parks with speculative buildings available for sale or lease” (p. ES-4).

The “2” ranking given to Pendleton for this factor means that Pendleton is less competitive for many industries compared to other communities within its competitive region. The report states that “this is especially true for large, flat sites with good road access and municipal services” (p. 1-42). The ranking was assigned to Pendleton because of other communities in the competitive region that have “large, developed sites available for sale to distribution companies and other large users” (p. ES-4).

The report lists the primary weaknesses of Pendleton for this factor as “lease-only land, steep slopes (which) limit development, and lack of business parks and buildings” (p. 1-48). It goes on to state that “until Pendleton expands and develops its industrial land inventory, it is likely that Hermiston and other communities in the region will continue to attract the regional distribution centers and other large facilities.”

In summary, the report says that although Pendleton ranks above average in 6 out the 10 business location factors and thus has a strong competitive advantage for recruiting new industries, “its greatest need is the development of additional industrial sites, especially larger sites for distribution centers and other large industries” (p. ES-4).

The TPR [OAR 660-12-045(2)(b)] requires local governments to adopt standards to protect future operation of roads, transit ways, and major transit corridors. The City of Pendleton is encouraged to require that all development complies with adopted transportation circulation plans and with the Street Classification Map. As a product of this update, the City will have an adopted Transportation System Map, which will serve as an enforceable circulation map. During the development review process, the City will work with the development community to build identified minor streets (making the appropriate connections to the rest of the system) and will obtain the right-of-way as well as partial improvements for collectors and arterials. In combination with other code changes and targeted road improvement investments, the City can retain viable businesses and encourage others to select Pendleton as their home



Parametrix DATE: Nov 17, 2006 FILE: PO2395051P02CF-18



Figure 7-1
Industrial Site Map

8. POLICIES AND STANDARDS

8.1 INTRODUCTION

The purpose of this section is to make well-reasoned, implementable recommendations to implement the Pendleton TSP. The following policy and code amendments are partly based on a review of the previous Transportation System Planning process and the 1997 Department of Land Conservation and Development (DLCD) review of the TSP. This review process resulted in a number of amendments to the City's zoning, subdivision and redevelopment codes. Many of these amendments were adopted, however some were not and are reviewed here, and recommended for adoption by the City.

Additionally, recent amendments to the Transportation Planning Rule (TPR) and the development of the Oregon Model Code have provided new requirements and options for local jurisdictions in developing land use and transportation policies. The changes in the TPR are reflected in these recommendations and will ensure the City's planning process remains in compliance with state planning law. The Model Code offers opportunities to bring new amenities and designs to the city that will increase best use of the available land and maximize values.

Policy and code recommendations focus on three main categories: planning coordination, street standards, and development codes. The planning coordination recommendations work to bring the several transportation planning documents in to concurrence with each other. This includes aligning the TSP with the TPR and Bicycle System Master Plan. The street standards offer specific amendments to improve the quality of streets in Pendleton. These include amendments to the street widths in residential areas as well as bringing other street widths into compliance with the TPR. Several recommendations create a clear framework for variances and exceptions unique to Pendleton and its economy. Finally, the development code changes bring new requirements in to make best use of the City's resources by limiting the impact of utility use in the public right-of-way and creating a clear path for upgrading city streets as redevelopment occurs. Together this package of policy changes is expected to provide a higher quality transportation network for all users and types of land use.

8.2 COORDINATION WITH OTHER PLANNING AND POLICY DOCUMENTS

Conformance with Transportation System Plan

Recent amendments to the TPR have granted local jurisdictions greater discretion to modify performance standards in order to support more intense development. This proposed code amendment will allow the City of Pendleton to tailor land use and transportation policy to meet local goals. These recommendations come from the review of the previous TSP by the DLCD.

Action: Insert new section in Ordinance Number 3250, Article XXI as follows:

An amendment to the text of this Ordinance or to a zoning map shall comply with the provisions of the City of Pendleton Transportation System Plan. More intense development may be permitted where amendments to this Ordinance include amendments to performance standards for the facility to allow such intense development. No amendments may allow land uses or levels that are inconsistent with the functional classification of an existing or planned transportation facility.

Implementing Mechanisms

The 2001 Transportation System Plan Manual and the Transportation Planning Rule require that a jurisdiction have the appropriate mechanisms to require construction of planned facilities and to dictate the design elements of said facilities.

Action 1: Amend City Ordinances to incorporate requirements, drawings, and other design specifics. These specifics will be outlined later in this memo, under circulation planning and other sections.

Action 2: Refer to/ Adopt the Transportation System Plan Map (TSPM) in the adopting ordinance for the TSP Update project. This text can also be included on the Transportation System Plan Map.

The Transportation System Plan Map (TSPM) represents the long-range plan for the provision of a safe, efficient, inter-connected transportation network for the City of Pendleton. It provides a map showing where new streets will be constructed, how existing streets will be redesigned, bicycling infrastructure, and more. The TSPM is to be used during development review to assure the provision of the planned street system through the dedication of right-of-way, or the construction of new facilities.

Circulation Planning

The text provided below will enable the City of Pendleton to better preserve right-of-way and require appropriate transportation improvements and coordination. These amendments will enable the development review processes to have better information as well as enforcement mechanisms necessary to require cross-circulation.

Action: Amend Ordinance 3251 to include the following language in Article VI, Section 21.

G. The Transportation System Plan and Transportation System Plan Map.

Amend Ordinance 3481 to include the following language.

Amend Ordinance 3251 to include the following language (with Purpose amendment in Articles 1, Section 2, K and Submittal Requirements in Article III, Section 7, D, 5, E.

Purpose:

To Section 1, Purpose and Policy, add:

E. To ensure adequate cross-circulation in a manner which allows subsequent developments to meet these standards, and to provide a mechanism for integrating various streets into an efficient and safe transportation network.

Submittal requirements:

To Section 5. Development Requirements, in Part A, add language as shown below.

A. The developer...and drainage plan New paragraph

Applicants shall also submit a circulation plan which includes the subject site and all adjacent parcels. Proposed streets must be shown to the point of connection with the existing street system within six hundred (600) feet. The circulation plan shall demonstrate feasibility with development of adjacent properties, or may revise the off-site portion of prior approved plans. Circulation plans shall also be consistent with the Transportation System Plan Map, as amended. A circulation plan shall be submitted at application.

Circulation plans shall be schematic in nature and include sufficient off-site and on-site conditions to evaluate it against the review criteria. It shall include:

Proposed project boundary;

Existing and proposed streets (from TSPM), transit routes and facilities, and other pedestrian/bicycle destinations within six hundred (600) feet of the project boundary;

Site access points for vehicles, pedestrians, bicycles, and transit; and

Contours showing changes in elevation.

Sensitive lands (wetlands, shoreline, geologic hazard, floodplain, etc.)

Connectivity Requirements

To Section 5. Development Requirements, in Part E add language as shown below.

E. When it has been...or oversizing costs. New paragraph

Where a public or private road has been constructed, created or stubbed in such a manner as to be able to be extended or widened in accordance with adopted plans, prior approved development or this section, then:

- 1) Connection with Adjacent Areas. All residences, buildings or structures shall be constructed in such a position on the property that they will not interfere with the extension or widening of the roadway to adjacent areas and shall be so situated that such extension will make orderly and planned development for additional road installations to meet the reasonable minimum requirements of good and safe traffic circulation, consistent with applicable zoning setbacks.
- 2) Right-of-Way for Street Extensions. Right-of-way or private easements necessary for such extension or widening and falling within parcels being developed shall be granted or created as a condition of development approval.
- 3) Provisions for Future Extensions. Any street for which an extension in the future is planned shall be extended to the edge of the property being developed through the plat, short plat or site plan approval process, unless otherwise approved by the Public Works Director. The street stub shall, include sidewalks, bike lanes, planting strips etc in accordance with local code and the Transportation System Plan Map. The stub shall include a full street section unless the Public Works Director finds that only a half street or 2/3rd street width is necessary.
- 4) Use of Temporary Turnaround. If a road serving more than eighteen (18) dwelling units or more than one hundred fifty (150) feet in length

temporarily terminates at a property boundary, a temporary turnaround cul-de-sac bulb consistent with this standard shall be constructed near the plat boundary. The bulb shall be paved and shall be ninety (90) feet in diameter, which may include the width of the roadway with sidewalks, where required, terminating at the point where the bulb radius begins. Removal of the temporary turnaround and extension of the sidewalk shall be the responsibility of the developer who extends the road. The easement for a temporary turnaround may be extinguished without City approval after the temporary turnaround is determined to be no longer necessary by the City.

- 5) Barricades. A barricade shall be placed at the end of all stub streets, whether or not a temporary turnaround is constructed. Barricades must be constructed in accordance with city code, and will include a permanent sign in conformance with the Manual on Uniform Traffic Control Devices with the following or a similar message approved by the Public Works Director: *Dead End, This road will be extended in the future.*

To Complete sidewalk network

To Section 5. Development Requirements, in Part E add language as shown below.

D. If City standard public facilities do not exist at the time of development, the developer shall...The Public Works Director may waive certain requirements based on topography or other locational factors that may make provision of the improvements impractical. *New Sentence.* The Public Works Director may request that the applicant obtain two independent bids for the construction to substantiate the impracticality of the requirement.

Transportation Impact Studies

Land use plans and regulations cannot account for every possible type and level of development. Within a single commercial zoning district, for example, a building can be occupied by everything from an accountant's office to a nightclub. While city and state transportation planning can accommodate the broad patterns of growth over long periods of time, there are circumstances where private development is asked to make additional improvements to the transportation system. The following language will enable the City to requirement impact studies for major new developments, and to require mitigation to the impacts.

Submittal requirements for Traffic Impact Study:

Action: Amend Ordinance 3481, Section 5. Development Requirements, in new Part B, add language as shown below.

- A. Add following Circulation Plan requirements.

Transportation Impact Study.

- 1) A transportation impact study shall be required for all development applications in which the proposed development is projected to have an impact upon any affected transportation corridor or intersection of local significance, unless the development application is exempt from the provisions of (A) 7 this section or the requirement for a study has been waived by the Public Works Director.

- 2) A transportation impact study shall include, at a minimum, an analysis of the following elements:
 - a) Trip generation, modal split, distribution, and assignment for the proposed development; and
 - b) An analysis of the projected impact of the proposed development upon the current operating level and safety of any affected transportation corridor or intersection of regional significance.

A transportation impact study shall be prepared by and/or under the supervision of a registered professional traffic engineer in the state of Oregon.

A transportation impact study shall be based on traffic counts obtained within twelve (12) months of the date of the development application. The traffic counts shall reflect representative traffic conditions within transportation corridors and at intersections of significance. The Public Works Director may request new counts be taken or estimated when recent development renders counts from within the previous 12 month period to be no longer representative.

A transportation impact study shall analyze impacts on affected transportation corridors or intersections of significance between the subject development and the state highway system. The City staff will provide the list of these intersections for different areas of the City, based on analysis from the State Transportation Planning and Analysis Unit (TPAU). *Intersections of significance* shall include all those with an arterial or collector level roadway as defined in the TSP.

The Public Works director reserves the right to require an applicant to provide additional data and/or analysis as part of a particular transportation impact study, where the Public Works director determines that additional information or analysis is required to implement the standards and requirements contained in this section.

No traffic impact study shall be required, pursuant to the provisions of this section, where the proposed development will include fewer than 50 single family residential units, 83 multi-family units, or 50,000 square feet of non-residential space.

Upon the written request of an applicant, the Public Works Director may waive the requirement for a transportation impact study, or limit the scope of analysis and required elements of a traffic impact study where the Public Works Director determines that the potential transportation impacts upon the affected transportation corridor.

The Traffic Impact Study will be used to determine impacts, and propose mitigations. The City will negotiate with the applicant to determine the most appropriate mitigations. These mitigations shall then be provided by the applicant or an equivalent payment must be made so that the City can initiate the required transportation system improvement project. These improvements must be proportionate and directly related to the impacts of the proposed development.

Bicycle Planning

The City of Pendleton has a developed Bicycle System Master Plan that is not fully integrated into the citywide transportation planning system. This amendment incorporates the recommendations and designations made in the bicycle plan with the entire transportation planning process to provide for efficient implementation of all plans.

Action: Amend Transportation Map and Capital Improvement Plan, establish Transportation System Plan Map and revise cross sections.

When roadways are reconstructed or upgraded, the City shall include bicycle facilities as they are identified in the TSP and TSPM. Bike lanes will be required on nearly all new arterial and collector facilities and with reconstruction of existing facilities. Sidewalks will be required by proposed code requirements, and are shown in the TSP and on the TSPM.

To Ordinance 3481, Section 5. Development Requirements, add part H. Bicycle System as shown below.

H. Where Required. Bike lanes shall be included in the reconstruction or new construction of any arterial or collector street if bike lanes are indicated in the Transportation System Plan Map or as required by the Public Works Director.

- a) Signage and Markings. Bike lanes shall include signage and pavement markings in conformance with the Manual on Uniform Traffic Control Devices.
- b) Vertical Clearance. Bike facilities shall have an unobstructed vertical clearance of not less than eight (8) feet.
- c) Reference Standards. Standards for bikeways consist of the following: Manual on Uniform Traffic Control Devices, USDOT, and Federal Highway Administration. For additional reference see "Guide for Development of New Bicycle Facilities," American Association of State Highway and Transportation Officials (AASHTO), 1991.

8.3 CITY STREET STANDARDS

Street Widths

This proposed amendment was suggested by the DLCDC. Current street standards do not comply with the TPR, as they do not allow "skinny streets." Streets that are too wide reduce useable land in a development, reducing both land available and decreasing potential tax base. Based on recent studies across Oregon, specifications are recommended for adoption in the code. Please see the discussion and table below regarding the new street standards, including provisions for "skinny streets."

Bikeways in Arterial and Collector Cross Sections

In the previous transportation system planning process the city and DLCDC agreed to include bikeways where identified in the TSP. However, this amendment did not include the necessary widths with in the travel lanes in the street standards section.

Action: Amend Ordinance Number 3251, Section 31 Table 1 to add Bikeways to Cross-section (as shown below).

Arterial and Collector Street widths must include width requirements for bikeways in addition to the travel lanes. These bikeways must be no less than five (5) feet wide, with a recommended width of six (6) feet in each direction of travel. Decision on whether bikeways are to be bicycle lanes, bicycle paths or shared lanes is left to the discretion of the Planning Commission and its evaluation of bicycle use. The TSP, TSPM, and Bicycle System Master Plan identify the streets that shall be used to make a determination.

Codification of Street Standards

The TSP will include the cross sections, illustrating the street design standards. These and other discussions in the TSP, as well as details from the TSPM, may be useful in the analysis of unique circumstance. Therefore, these documents should be cross-referenced in the code to allow for enforceability.

Action Ordinance Number 3251, Section 31, Add language for referencing the TSP and TSPM

D. All streets shall be....as set forth by the Comprehensive Plan (add) the TSP, and the TSPM.

General Street Standards

Cross Sections and Functional Classifications

There is a need for consolidation and clarification of the street standards as well as other standards for municipal infrastructure. The following amendments will provide clear standards and will implement consistency between the TSPM and the code. The TSP will be adopted inclusive of cross section graphics for the major functional classifications. These are to be used with the code to implement the TSPM and TSP, which will provide the number of lanes, parking, bike facilities and other details for all proposed facilities.

Action: Amend Ordinance 3251 Article VII, Section 31 as shown.

Amend Table One with the following.

Table 8-1. Design Standards for Public Streets

ROW	Total Lanes	Travel Lanes	Width	Center Lane	Width	Bike Lanes	Width	Parking Lanes	Width	Pavement Width	Planter Width	Sidewalk	Notes
Arterial													
60	2	2	12	0	14	2	6	0	8	36	0-7	5-12	3,5
80	2	2	12	0	14	2	6	2	8	52	0-9	5-14	5
70	2	2	12	0	14	1	6	2	8	46	0-7	5-12	1,5
70	3	2	11	1	14	2	6	0	8	48	0-6	5-11	3,5
90	3	2	11	1	14	2	6	2	8	64	0-8	5-13	5
80	4	4	12	0	14	2	6	0	8	60	0-5	5-10	3,5
90	5	4	11	1	14	2	6	0	8	70	0-5	5-10	3,5
Collector													
60	2	2	12	0	14	2	6	0	8	36	0-7	5-12	3
80	2	2	12	0	14	2	6	2	8	52	0-9	5-14	
70	3	2	11	1	14	2	6	0	8	48	0-6	5-11	3
90	3	2	11	1	14	2	6	2	8	64	0-8	5-13	
Local Commercial													
60	2	2	16	0	14	0	6	0	8	32	0-9	5-14	3
60	2	2	12	0	14	2	6	0	8	36	0-7	5-12	3
80	2	2	12	0	14	2	6	2	8	52	0-9	5-14	
60	3	2	14	1	14	0	6	0	8	42	0-5	5-9	3
70	3	2	11	1	14	2	6	0	8	48	0-7	5-11	3
90	3	2	11	1	14	2	6	2	8	64	0-9	5-13	

(Table Continues)

Table 8-1. Design Standards for Public Streets (Continued)

ROW	Total Lanes	Travel Lanes	Width	Center Lane	Width	Bike Lanes	Width	Parking Lanes	Width	Pavement Width	Planter Width	Sidewalk	Notes
Industrial													
60	2	2	12	0	14	0	5	2	3	30	3-10	5-12	3
70	2	2	12	0	14	2	5	2	3	40	3-10	5-12	3
70	3	2	11	1	14	0	5	2	3	42	4-9	5-10	3
80	3	2	11	1	14	2	5	2	3	52	4-9	5-10	3
Major Residential													
50	2	2	14	0	14	0	6	0	8	28	3-6	5-8	3,4
60	2	2	12	0	14	0	6	1	8	32	6-9	5-8	3,4
60	2	2	10	0	14	0	6	2	8	36	4-7	5-8	
Minor Residential													
50	2	2	7	0	14	0	6	2	7	28	3-6	5-8	2
50	2	2	10	0	14	0	6	0	7	20	7-10	5-8	3
50	2	2	8.5	0	14	0	6	1	7	24	5-8	5-8	2,3
50	2	2	8	0	14	0	6	2	7	30	2-5	5-8	2
50	2	2	11	0	14	0	6	1	8	30	2-5	5-8	3
60	2	2	10	0	14	0	6	2	7	34	5-8	5-8	
Accessway													
8	1	1	5	NA	NA	Integrated	NA	0	0	5	NA	Integrated	
10	1	1	8	NA	NA	Integrated	NA	0	0	8	NA	Integrated	
14	2	2	6	NA	NA	Integrated	NA	0	0	12	NA	Integrated	
Alley													
18	2	2	60	NA	NA	NA	NA	0	0	12	NA	0	0

1 One-way streets only.
 2 Considered to be Queuing Streets. Allowed for streets with less than 500 ADT and shorter than 400 ft. Consideration must be given in the design to provide queuing space for yielding vehicles by restricting street parking in areas.
 3 Additional off street parking must be provided.
 4 Utilized in hillside areas to minimize grading in steep terrain.
 5 Arterial roadways in the downtown must have sidewalks 10 feet in width and consistent with all city codes.
 6 Planted Medians may be built and can be as narrow as 6 feet when not also serving as a center turn lane, or left turn lane.

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Dead-End Streets

Presently the subdivision code does not require dead-end streets to be signed or barricaded at the end. The code does require turning space, but with out signage and barricades both the developer and city maybe liable for personal or property damage or injury arising from a vehicle driving through the dead-end. Proposed amendment requires signs to warn drivers of the dead-end and barricade and barricades to prevent vehicles from leaving the roadway. This amendment will apply to all new developments and also creates a means for existing dead-ends to be brought up to these standards.

Action: Amend Ordinance Number 3251, Section 31(M) to include the following:

Dead-end streets, per fire code, shall include clear signage that the street is a dead-end and that it is barricaded. If shown as later extending (on the TSPM) the sign shall read *Dead End, This road will be extended in the future.*

This road will be extended in the future. Further the street shall include a reflective barricade (per AASHTO) constructed at the end of the street by the subdivider and shall not be removed until authorized by the City or other applicable agency with jurisdiction over the street. The cost of the barricade and signage shall be included in the street construction cost and born by the developer.

Planting Strips

This amendment is recommended based on the Model Code developed by the DLCD. Street trees provide several benefits including welcoming pedestrian use with shaded sidewalks and slowing stormwater runoff. In addition to requiring plantings, the city should develop a planting manual that can guide developers as they choose trees to use.

Action: Ordinance Number 3251, Article One Section 3 Definitions

Planting Strip: A landscaped buffer between roadways and sidewalks as is shown on the street cross section graphics of the City Transportation System Plan.

Action: Amend Ordinance Number 3251, Article VIII, Section 46 sub-section B to read as follows:

B. As a requirement for any subdivision or major partition approval, and prior to City acceptance of the street improvements, the developer shall provide a planting strip along each street with a width of no less than three (3) feet within the right-of-way. Further, developer shall plant shade trees as established by this Ordinance. Such trees are to be planted within the planting strip and abutting the land division, unless this location is altered for utility purposes. A minimum of one (1) tree shall be planted every fifty (50) feet of frontage along each street unless otherwise approved by the Planning Commission. A minimum of two trees per frontage is required. Sleeves shall be provided under the sidewalk for irrigation of the planting strip. Tree planting is required before the City will establish a Water service account. Shade trees planted in planting strips shall come from the street tree manual developed by the City. At the discretion of the Public Works Director the Plantings can be allowed behind the sidewalk or within tree wells (providing a "curb-tight" sidewalk exists).

Providing for Landscaping in Boulevard Medians

Similar to planting strips, landscaped medians slow stormwater runoff, but additionally landscaped medians prevent encroachment by vehicles into other lanes of travel and provide calming influence on traffic.

Action: Amend Ordinance Number 3251, Section 31 section to include new sub-section as follows:

R. Where directions of travel are separated by a median, such as with boulevard cross-sections with or without a left turn lane, the median shall be no less than twelve (12) feet and be provided for landscaping. Planted medians may be a minimum of six (6) feet in width when separating travel lanes for a road section without center or left turn lanes in the median. Median shall be planted with shade trees no less than every thirty (30) feet. Shade trees planted in medians shall come from the street tree manual developed by the City. Plantings shall be of an appropriate height and placement at intersections and crossing locations to ensure adequate visibility and sight distance for vehicles, pedestrians, and bicyclists.

Artifacts

It is important to preserve Pendleton's historic resources and sense of place. The following amendment will help to preserve horse rings, angle irons, and historic street stamps

Action: Amend Ordinance Number 2287, Section 27 to protect historic appurtenances.

Add to text: Any monuments ...within the City, and any horse rings, angle irons, and street stamps, should not be removed, and shall be reinstalled in the improved curb or sidewalk as is feasible.

Add at end of text: Angle irons frequently are found on curbs, especially at corners and have protected curbs from carriage wheels. Stamps are found in concrete with street names, construction company names, and years of construction. Where street improvements disturb these artifacts, they are to be installed with the new facility, as close as possible, to where they were originally found. In circumstances where this is not possible, the artifacts shall be held by the City and reused in places where these artifacts have been lost.

Sidewalks

Sidewalks provide safe and convenient routes for pedestrian circulation and provide connectivity between all areas of a community and the destinations provided there. However, there are cases where sidewalks are either impractical or unlikely to provide a benefit. This amendment to the code provides a clear policy for the Planning Commission to use in deciding whether to grant a variance for the requirement to build sidewalks.

Action: Amend Ordinance Number 3251, Section 43(B) to provide framework for Planning Commission variance.

- Variances for sidewalks on both sides may be granted by the Planning Commission if:
 - The topography of the site does not permit the reasonable use of a sidewalk; or

- Some other existing or proposed accessway, sidewalk or other facility exists that provides a safe and convenient bicycle and pedestrian route (e.g. pedestrian and bicycle pathways along the rear or side of the lot, easements, bridal paths).

Bicycle and Pedestrian Facilities

Definition of Safe and Convenient Bicycle and Pedestrian Routes

The DLCDC and City agreed on language for defining safe and convenient routes that today does not remain in the code. The definition is required by the Transportation Planning Rule and also gives developers a clear test for designing amenities in their subdivisions. This definition is also used in other proposed code amendments included in this plan and therefore this definition should be adopted.

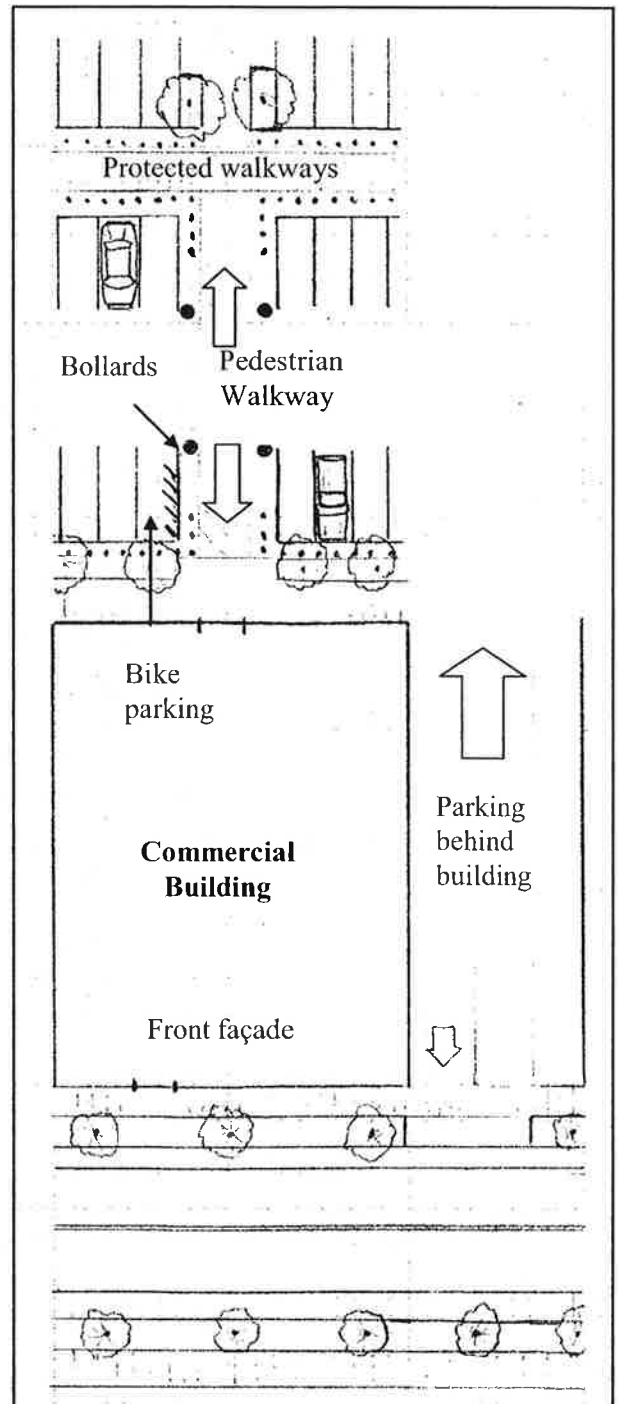
Ordinance Number 3251, Section 3

Action: Add the following definition for the phrase "Safe and Convenient Bicycle and Pedestrian Routes."

Safe and Convenient Bicycle and Pedestrian Routes: Bicycle and pedestrian routes, facilities and improvements which are reasonably free from hazards, particularly types or levels of automobile traffic which would interfere with or discourage pedestrian or cycle travel for short trips. Further these routes must provide a reasonably direct route of travel between destinations such as between a transit stop and a store, and the route must meet travel needs of cyclists and pedestrians considering destination and length of trip; and considering that the optimum trip length of pedestrians is generally 1/4 to 1/2 mile.

Designation of Accessways

The DLCDC recommended clarification of terms used in the TSP in the previous planning effort. Bikeways and accessways were not defined separately, and here a modified accessway definition is recommended. This definition conforms to the TPR and also provides clear guidance on how variances may be provided in certain cases.



Ordinance Number 3251, Section 44

Action: Rename section "Bicycle Ways" and amend section as follows:

Accessways: The dedication of accessways, (8') to ten (15') feet wide, are required by the Commission through a block or to connect to a cul-de-sac where it is deemed necessary to provide circulation or access for non-motorized traffic and potentially emergency access for vehicles. Where constraints limit access to pedestrians only, or where it can be determined that bicycle use shall be minimal or non-existent, Section 43(E) shall apply.

Pedestrian and Bicycle Access and Circulation

These two amendment recommendations were initiated by the DLCD and the City in 2001, but have since been refined. These remove unenforceable language and provide clear requirements for sidewalks. The new additions serve to separate pedestrian and vehicular movements in large parking lots. The language comes from a joint effort by the city planning director and the DLCD.

Ordinance Number 3250, Article XVIII

Action: Amend Article with new section as follows.

Pedestrian and Bicycle Access and Circulation: A sidewalk or walkway connection shall be provided between the primary entrance of each building and the adjacent or frontage street. In addition, a sidewalk or walkway providing reasonably direct connections between primary building entrances of abutting developments shall be incorporated into the design. Sidewalks or walkways at 50 feet or more in length through a parking lot area shall include raised pavement, striping, special pavers, or other similar identifying devices. Parking blocks or curbs should be used for each, non-parallel, parking stall. Bollards should be used to identify and protect these walkways.

Sidewalks or walkways should not be located behind parked vehicles requiring vehicles to back out across the walkway. Rather, the sidewalk should be in the front of the stalls (See drawing). When possible the walkway should be separated from parking stalls by a landscape buffer.

Ordinance Number 3250, Article I, Section 3

Action: Amend Article with new definition as follows.

Reasonably Direct – A route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.

8.4 DEVELOPMENT AND MAINTENANCE

Driveways

Currently the code does not provide engineering and construction guidance for driveways. The following language will provide safer designs and contribute to the livability of residential areas.

Action: Amend Ordinance Number 3250 Article IV Section 25 to include the following:

J. Driveways. In any district...required yard

Driveway surfaces shall be designed for all weather conditions (paved or compacted gravel). Vehicle driveway and storage areas will not be allowed to be dirt or vegetation. For grades over 8 percent, paved driveway surfaces are required. All portions of the driveway within the public right-of-way, and at a minimum of the first 20 feet behind the curb or sidewalk shall be paved as an apron to control gravel.

For residential driveways, including private roads, the maximum slope of any portion of the driveway shall be 20 percent, with an overall average grade of less than 15 percent along the entire length of the driveway. The maximum grade change in any given 10 feet of driveway shall be 12 percent for a crest situation and 16 percent for a sag situation. The maximum number of houses served by a driveway or private road is three.

For commercial or industrial driveways, including private roads, the maximum slope of any portion of the driveway shall be 15 percent for any point above the elevation of the roadway, and shall be 8 percent for any point below the elevation of the roadway. The overall average grade shall be less than 12 percent along the entire length of the driveway. The maximum grade change in any given 10 feet of driveway shall be 8 percent for a crest situation and 12 percent for a sag situation.

Every driveway approach or entrance to abutting property shall be maintained and kept in a safe condition by the owner of the abutting property. Any driveway approach which is not so maintained or which interferes with the drainage or safe travel of the street shall be repaired to conform with the specifications of City ordinances and the City Engineer or be removed.

When a driveway approach no longer provides necessary access for vehicles to parking areas, driveways, or doors intended and used for vehicles, such driveway approach shall be removed. Upon the removal of any such driveway approach, that portion of the street occupied by the same shall be restored as nearly as practicable to match the conditions adjacent to driveway approach or in accordance with design standards for public streets (Ord. 3251 Sect. 31). Restoration shall include curbing, sidewalk to the nearest grid section, and landscaping, all by and at the expense of the owner of the abutting property.

The current design requirements for industrial and commercial driveways would be better implemented with the attached graphics (see below).

Action: Amend Ordinance Number 3251 Article VII Section 28:

D. When a driveway approach no longer provides necessary access for vehicles to parking areas, driveways, or doors intended and used for vehicles, such driveway approach shall be removed. Upon the removal of any such driveway approach, that portion of the street occupied by the same shall be restored as nearly as practicable to match the conditions adjacent to driveway approach or in accordance with design standards for public streets (Ord. 3251 Sect. 31). Restoration shall include curbing, sidewalk to the nearest grid section, and landscaping, all by and at the expense of the owner of the abutting property.

Amend Ordinance Number 3250 Articles VII and VIII for Commercial (adding a new Section 49) and Industrial zones (adding to Section 57 adding G) to include the following:

In order to improve the access and safety of freight hauling, driveways outside of the downtown area shall be constructed in accordance with the graphic below.

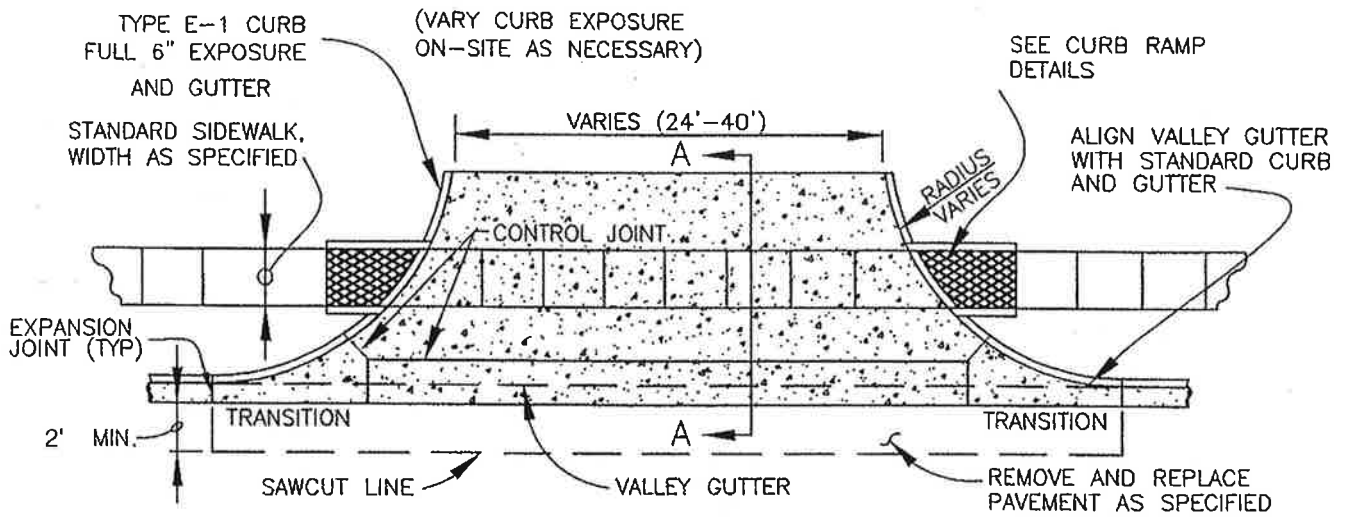
Block Size Limits

Block size limits provide efficient land use and increase access to residences, places of work and business and other local amenities. These limits are derived from those in the DLCDC model code and are recommended for adoption here.

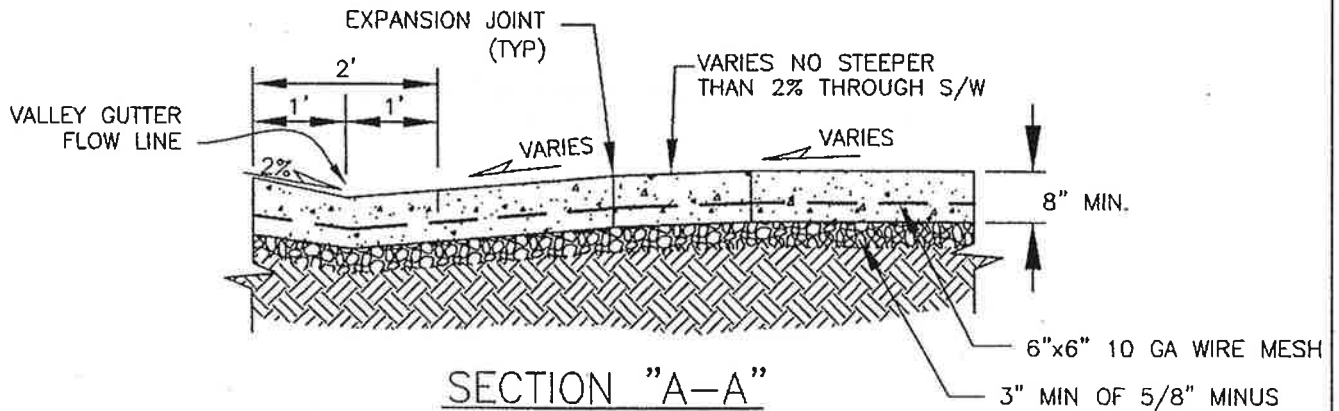
Action: Amend Ordinance Number 3251, Article VII, Section 26 section to include the following:

In order to promote efficient vehicular and pedestrian circulation throughout the city, subdivisions and site developments shall be served by a connecting network of public streets and/or accessways, in accordance with the following standards (The standards preferably represent minimum and maximum distances between two streets. But in many cases may only determine minimum and maximum distances between streets and accessways):

- a. Residential Districts: Minimum of one hundred (100) foot block length and maximum of eight hundred (800) length; maximum two thousand (2,000) feet block perimeter;
- b. Downtown: Minimum of one hundred (100) foot length and maximum of four hundred (400) foot length; maximum one thousand seven hundred (1,700) foot perimeter;
- c. General Commercial Districts: Minimum of one hundred (100) foot length and maximum of six hundred (600) foot length; maximum one thousand four hundred (1,400) foot perimeter;
- d. Masterplanned Developments: Large multi-use sites may be granted a variance from these limits if the development is developed with multiple users and owners in its final development. These developments may not include districts solely developed for retail sales establishments or other similar uses that involve high traffic; and not applicable to the Industrial Districts.



PLAN VIEW
COMMERCIAL DRIVEWAY ENTRANCE



NOTES:

1. CONCRETE SHALL BE 3300 PSI (MIN. BREAKING STRENGTH @ 28 DAYS) WITH 3" SLUMP (+/- 1"). TOTAL AIR CONTENT (% BY VOLUME OF CONCRETE) SHALL NOT BE LESS THAN 4% OR MORE THAN 7%. MEDIUM BROOM FINISH PARALLEL TO DRIVEWAY CENTERLINE.
2. ALL JOINTS SHALL BE FINISHED WITH 1/4" RADIUS EDGE UNLESS OTHERWISE NOTED.
3. DRIVEWAYS EXCEEDING 15' IN TOTAL WIDTH SHALL HAVE ADDITIONAL LONGITUDINAL JOINTS AS DIRECTED. CONTROL JOINT SPACING SHALL NOT EXCEED 15'.
4. DRIVEWAY SHALL BE CONSTRUCTED WITH REINFORCING STEEL (6x6 10 GA WIRE MESH), MIN. 3" COVER.
5. ALL EXISTING EDGES SHALL BE SAW CUT.
6. 3" DEPTH 5/8-0 CRUSHED AGGREGATE BASE COMPACTED TO 95% OF MAX. DRY DENSITY.
7. EXISTING CURB SHALL BE REMOVED TO EXISTING JOINT OR SAWCUT SUCH THAT 3' MIN. OF NEW STREET SECTION IS CONSTRUCTED ADJACENT TO NEW DRIVEWAY.
8. MAXIMUM 2% CROSS SLOPE ACROSS PEDESTRIAN CROSSING.

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Parking

The following amendments will help to stimulate economic development, minimize excess parking, better accommodate cyclists, and provide a more pleasing urban form.

Action: Amend Ordinance Number 3250, Section 119 as shown to require less parking for two uses and to limit the amount of overflow parking that can be constructed:

In the beginning paragraph:

At the time...fractional bicycle space shall not...

The following Off-street automobile and bicycle parking MINIMUMS are hereby established. PARKING MAXIMUMS ARE SET AT 125 PERCENT OF THE MINIMUMS.

F (1) One (1) space per 250 square feet...

F (5) One (1) space per 250 square feet...

B. Commercial Residential

(1) Hotel: One (1) space per guest room or suite, one (1) additional space for the owner or manager, plus one (1) space for every ten (10) units

Action: Amend Ordinance Number 3250, Section 121 to include the following:

H. Design requirements...

10. After ...Commission, add

(11) All parking areas adjacent to public sidewalks shall be buffered from the sidewalk (except at gateways and openings) with a minimum of four feet of landscape area with vegetation at least three feet in height.

(12) Bicycle parking facilities shall be provided in accordance with the provisions below:

- a. Bicycle parking facilities should either be a lockable enclosure in which the bicycle is stored, or a secure stationary rack which supports the frame so the bicycle cannot easily be pushed or fall to one (1) side. Racks that require a user-supplied lock should accommodate locking the frame and both wheels using either a cable or U-shaped lock.
- b. Bicycle parking spaces should be at least six (6) feet long and two-and-one-half (2 1/2) feet wide, and overhead clearance in covered spaces should be a minimum of seven (7) feet.
- c. A five (5) foot aisle for bicycle maneuvering should be provided and maintained beside or between each row/ rack of bicycle parking.
- d. Bicycle racks or lockers should be securely anchored.
- e. Required bicycle parking should be well lighted and secure.
- f. Bicycle parking should not obstruct walkways. A minimum five (5) foot wide aisle shall remain clear.
- g. If ten (10) or more bicycle spaces are provided for commercial development, then at least fifty percent (50%) of the bicycle spaces should be covered. A lockable enclosure shall be considered as a covered parking space.

- h. All of the required bicycle parking for residential uses should be covered. This may include space provided in a carport or garage.
- i. Bicycle parking should be located on the site within fifty (50) feet of main building entrances and not farther from the entrance than the closest standard or compact motor vehicle parking space. Bicycle parking should have direct access to both the public right-of-way and to the main entrance of the principal use.
- j. For buildings or developments with multiple entrances, bicycle parking should be distributed proportionally at the various public entrances; employee bicycle parking should be located at the employee entrance, if appropriate.
- k. Bicycle parking may be located in the public right-of-way only with the approval of the Public Works Director.
- l. Bicycle parking may be provided within a building easily accessible for bicyclists.

(13) In Commercial zones, parking areas should be, whenever possible, located behind the plane established by the front façade of the building for which the parking is being provided. The parking should be located to the rear of the building to the maximum extent possible. Locating the parking lot in front of the building (between the fronting, public right-of-way and the building) should be avoided. The required parking minimums in Section 119 may be reduced by 25% for developments with the parking located behind the building. For parking areas located beside a building, and behind the plane established by the front façade may have a 10% reduction in their required parking.

The use of the word MAY above is intentional. Development, especially infill development, is often on complex sites with oddly shaped parcel and multiple frontages. The use of the word MAY will allow the City Planning, and the Public Works Director, some discretion in the applicability of these incentives.

8.5 PENDLETON COMPREHENSIVE PLAN TRANSPORTATION ELEMENT

The purpose of the Comprehensive Plan is to provide for orderly growth and to encourage development of a community that meets the needs of its current and future residents. The Comprehensive Plan is the City's highest tier policy document, and establishes the policy framework for future growth decisions. The Transportation Plan is an element of the Comprehensive Plan. It expresses the City's policies for an orderly, efficient, and safe multimodal transportation system. The Transportation Plan is currently implemented through the 1996 TSP, Capital Facilities Plan, and city ordinances. The Transportation Plan policies were amended concurrently with adoption of the 1996 TSP.

The Comprehensive Plan Transportation Plan includes goals, policies, programs, and other direction on how the City should plan and maintain the transportation system. The guidance begins with the identification of "Needs", which are provided below. There are additional sections of the plan which address related topics such a pedestrian connectivity. There are recommended changes and additions to these Needs statements below.

Action: Amend Comprehensive Plan as shown.

1. There is a need for an efficient integrated hierarchical street system and standards thereto.
2. There is a need for a system whereby County roads inside the City can be improved to the appropriate urban standards as development occurs in an area served by a County road.
3. There is a need for a logical streets naming and numbering system within the Pendleton Urban Area.
4. There is a need for adequate off-street parking.
5. ~~There is a need for free, regulated vehicular parking in the downtown area.~~ *There is a need for adequate, and regulated vehicular parking in the downtown area.*
6. There is a need for a program and funding of street repair and maintenance.
7. There is a need for safe traffic flows in and within the existing and any future one-way couplets
8. There is a need for safe street intersections.
9. There is a need for available alternative modes of transportation to facilitate an individual's mobility.
10. There is a need for A: protective railroad crossing devices to protect through traffic at all new street grade crossings; and B: a smoother, safe, and durable surface at all existing and new street-grade railroad crossings.
11. There is a need for passenger and freight rail.
12. There is a need for an integrated bicycle system.
13. There is a need to provide pedestrian and bicycle linkage between residential, business, educational, and recreational areas.
14. There is a need for subsidized transportation for senior citizens, limited or fixed income citizens, disabled and handicapped individuals.
15. There is a need for bridle paths. *ADD – and a facility(s) for short-term equestrian boarding, loading, and unloading.*
16. There is a need for competitive truck delivery services.
17. There is a need for air service.
18. There is a need for coordination with the ODOT in the implementation of its six-year Highway Improvement Program.
19. There is a need for improved access to Pendleton's industrial sites, including the Pendleton Industrial Park and the Air Business and Industries Park.

Proposed additional policies:

20. There is a need to provide sufficient paved, impervious surface, while reducing, where appropriate street widths and parking lot size.
21. There is a need to evaluate the feasibility of a general-purpose, fixed route bus service.
22. There is a need to adopt and enforce a fair, clear Transportation System Plan Map.

8.6 PROGRAMMATIC OPPORTUNITIES

There are a number of opportunities for the businesses community to support the development of an effective and efficient transportation system. The City may enlist the aid of the business community and other leaders to supporting future funding initiatives for needed improvement projects. The following "Customer First" concept can be initiated with City support, but would be maintained by the Chamber of Commerce or similar entity.

Customer First Program

Providing good customer service includes providing customers with accessible parking. The first priority for whom parking needs to be provided is the customer. The customer can choose to frequent a different business if parking is unavailable, if parking is seemingly unsafe, or if bicycle bike racks are not provided.

A Customer First program is a pact made amongst business owners to prioritize the needs of their customers, especially in regards to parking. The program can be further refined by small groups of business leaders, employees, and perhaps a city representative. Some examples of program objectives and campaigns are provided below. Adherence to the mission can be loosely or tightly enforced. A small sticker could be inexpensively produced for the windows of participating businesses.

Goals:

- Encourage the use of alternate modes for employees.
- Prioritizing available parking (on and off street) for customers.
- Assist employees, where possible in finding different parking, or new ways to commute.

Campaigns:

1. Reducing employee parking from on-street stalls.
2. "Save the best" campaign to keep parking directly in front of each business free for customers.
3. Support of transit use through flexible scheduling, transit pass subsidies, etc.
4. Installation of bike racks.
5. Initiation of telecommuting program where possible.

9. CAPITAL FACILITIES PLAN

9.1 FINANCING TRANSPORTATION SYSTEM IMPROVEMENTS

This section summarizes transportation revenue sources and programs currently used by the City of Pendleton, the System Development Charges Program, and the STIP. This section will also provide projected revenue and a new list of needed improvements.

Current Transportation Revenue Sources

The City of Pendleton finances capital improvements, maintenance and operation for its transportation system with revenues from a variety of sources including the following:

State Gas Taxes are collected by the State based on the amount of gasoline delivered, and distributed to local jurisdictions based on the amount sold locally. While the gas tax provides needed transportation system revenue, it is unlikely to keep pace with future maintenance needs. The legislature fuel efficiency and the appearance of hybrid or mixed-fuel vehicles offset the future purchasing power of the gas tax.

System Development Charges are fees paid by land developers to cover a portion of the increased system capacity needed to accommodate new development. Development charges are calculated to include the costs of impacts on adjacent areas or services, such as increased school enrollment, parks and recreation use, or traffic congestion. The City of Pendleton's Transportation System Development Charge is currently \$110 per trip, or just over one thousand dollars for single-family houses.

Street Bonds can be of two types: Revenue Bonds and General Obligation Bonds. Revenue bonds are typically secured by local gas tax receipts, street utility fees or other transportation-related stable revenue stream. General Obligation Bonds, which must be approved by majority of the voters and which are typically secured by a property tax, also can be used to finance transportation improvements.

Local improvement districts (LIDs) levy special assessment charge on property owners within a defined area such as a neighborhood, street frontage or industrial/commercial district, with each property assessed a portion of total project cost. LIDs are commonly used for street paving, drainage, parking facilities and sewer lines. The justification for such levies is that many of these public works improvements provide a direct benefit or enhancement to the value of nearby land, thereby providing direct financial benefits to its owners. LIDs are used typically for local street projects that cannot be funded through other means. State law and city code govern the formation of LIDs, the assessment methodology, and other factors. LIDs are usually funded by the participants, but may also be combined with other funding sources to leverage all available resources. The City of Pendleton encourages LID's as the means of completing many sidewalk improvements as well.

Grant Revenue is available through a number of state and federal programs for street, bicycle/pedestrian and transit improvements. Grant programs that the City has and/ or can pursue successfully include:

- Community Development Block Grants (CDBG) from the federal Housing and Urban Development Agency (HUD);
- Transportation and Growth Management (TGM) grants administered through ODOT for planning and design of transportation facilities;
- ODOT local access street grants; and

- ODOT bicycle and pedestrian facility grants.

Other Revenue is available from a variety of smaller sources most of which are generated locally including:

- Pedestrian-scale Street Light Utility Fees (not currently used in Pendleton)
- Developer share of specific projects (for which this TSP update will provide better code language and a circulation map)
- Assessment Districts (such as the recently established Urban Renewal Area)
- Signal Maintenance Charges to ODOT
- Jurisdictional Transfers from Umatilla County
- Jurisdictional Transfers from ODOT
- Fees from Street Cuts (which are proposed to be increased with this update)

System Maintenance

While considerable focus is placed upon the financing and completion of new capital improvement projects, the City is also charged with the maintenance of the \$67 million dollar investments that have already been made in the system. However, recent analysis completed by the City clearly indicates that there is a funding shortfall. The following analysis is derived from the Pavement Conditions Inventory and data. An attempt was made in 2005 to fill the funding gap with a local gas tax. The tax failed in a referendum vote in 2005.

A detailed visual inspection of the City of Pendleton streets was completed revealing the pavement conditions shown in Table 9-1.

Table 9-1. Existing Pavement Conditions

Condition Category	PCI Range	2005 Percent of Network
Good	70 – 100	48%
Satisfactory*	50 – 69	24%
Fair	25 – 49	21%
Poor	< 25	7%

* 2005 Overall Network PCI = 64

Using a 0-100 Pavement Condition Index (PCI) scale, with 100 being most favorable, a rating of 64 places the City's street network in the mid range of the 'satisfactory' condition category. Using this estimate, an unrestricted funding level of \$12.8 million over a 6-year period is needed to achieve a PCI in the low to mid 80's. Of this total, approximately \$5.4 million is needed in the first year alone, primarily to repair streets in the 'fair' to 'poor' range, those streets with a PCI of 0-49, which is about 28 percent of Pendleton's total network. This amount exceeds Pendleton's current funding level by \$11.9 million, thus creating a backlog in deferred maintenance.

In order to achieve and sustain the current PCI of 64 over a 6-year period, an annual investment level of \$350,000 would need to be allocated over the next six years. Using this budget amount, the cost of deferred maintenance backlog in 2011 would be approximately \$11.9 million. Utilizing the same analysis period of 6 years with Pendleton's current maintenance and rehabilitation funding of \$900,000 over 6 years shows a PCI decrease to 58 in 2011 with deferred maintenance reaching \$12.7 million. Current funding allocation of \$900,000 is not sufficient to address all of the City of Pendleton's future street maintenance needs.

Additionally, long-term surface management planning at an investment level totaling \$6.0 million over a 10-year period shows that the PCI will gradually increase reaching 67 over the analysis period. This allows for 84.7% of the street network to be in the 'good' condition category with deferred maintenance in excess of \$11.8 million in the year 2015.

Although the PCI currently is in the low 60's. The PCI is not the only critical indicator of the over all health of the paved street network. Based on the current funding levels the deferred maintenance backlog will continue to increase, which will place additional financial burden on funding requirements to maintain the street system in future years. A surface management plan should be developed that will address the projected deferred maintenance backlog to avoid future exponential cost in providing an acceptable service level of the city's paved street system.

Capital Improvements

The City does not currently maintain a capital improvement program, other than tracking and facilitating the projects that will be completed by the private sector, STIP projects, and projects that can be completed with SDC's. The proposed, actual, and adopted budgets for fiscal year 2007, shown in Table 9-2 below, reveals \$0 allocated for capital improvements (Capital Outlay).

In general, eligible expenditures for these revenues (e.g., operations, maintenance and/or capital improvements) are fixed by revenue type. For example, fees collected for system maintenance cannot be used for capital expenditures without modifying the fee's enabling legislation. State gas tax revenues are able to be used for capital improvements, operations and maintenance, and bond payments. SDC's cannot be used for operations and maintenance, and street utility fees cannot be used for capital improvements.

Fees assessed to fund existing operations and maintenance costs can be enacted, increased and decreased by the City Council without a vote, provided statutory requirements are met for public comment. If statutory requirements are met for public comment and public hearing, City Council can also increase or decrease fees collected for capital expenditures, such as SDCs, without voter approval. However, these decisions have potential political and economic consequences. For example, an increase in SDCs could drive new development to nearby communities that have lower fees.

Table 9-2. 2007 Street Fund Expenditure

Expenditure Categories	Proposed Budget FY07	Approved Budget FY07	Adopted Budget FY07
Personal Services			
Salaries and Wages	\$211,650	\$211,650	\$211,650
Insurance	52,770	52,770	52,770
Public Employees Retirement	29,610	29,610	29,610
less PERS Bond Payment	(9,680)	(9,680)	(9,680)
Other Employer-paid Taxes	30,690	30,690	30,690
Total Personal Services	\$315,040	\$315,040	\$315,040
Materials and Services			
Street Lights	\$140,000	\$140,000	\$140,000
Street Supplies	45,000	45,000	45,000

Expenditure Categories	Proposed Budget FY07	Approved Budget FY07	Adopted Budget FY07
Electricity	16,000	16,000	16,000
Equipment Rental	179,064	179,064	179,064
Repairs and Maintenance	20,000	20,000	20,000
Travel and Training	3,000	3,000	3,000
Other Materials and Services	33,946	33,946	33,946
Central Services Charges	130,140	130,140	130,140
C&R Fund Personnel Charge	44,330	44,330	44,330
Total Materials and Services	\$611,480	\$611,480	\$611,480
Capital Outlay	0	0	0
Contingency	\$311,000	\$311,000	\$311,000
Transfer to General Fund – PERS	9,680	9,680	9,680
Total Fund Expenditures	\$1,247,200	\$1,247,200	\$1,247,200

The City oversees and coordinates a number of improvement projects. These are often funded by SDC's and as part of STIP projects detailed in Section 3.1 and Table 5-5. The most recently updated list of improvement projects was developed for the System Development Charges Methodology Report in 1997. The projects were derived from those identified in the 1996 TSP. This TSP update project will update the project list and update project cost estimates. Additionally, a map of proposed improvement projects will be used to catalogue all future roadway improvement projects and connectivity opportunities. This map will include facilities for which the City will have no financial obligation. The inclusion of such facilities will aid the City in the development of a circulation system and with development review-related exactions.

Potential Transportation Revenue Sources

There are several means by which the City can increase its road improvement resources. Some potential revenue sources include the following. These will be evaluated in greater detail as the TSP's recommendations are developed.

Increase the SDC Rate Incrementally over Time

The SDC base rate could be increased incrementally over time to raise additional revenue for transportation capacity improvements. Since the SDC program has already been established, the City Council can increase the fees.

Establish Street Utility Fees

Street Utility Fees are fees assessed on all businesses and households in the city and are used to pay for street maintenance projects. While fees for other utilities such as electricity, sewer and water are assessed based on the quantity consumed, street fees are often based on generic trip generation rates for particular land use categories, since actual motor vehicle travel on city streets cannot be easily monitored. There are other ways of calculating these fees, including the use of flat rates for households and businesses. Street utility fees are only used to pay for maintenance projects.

Grants

Additional grant programs for which selected city projects would be eligible include Transportation Enhancement activities for pedestrians and bicycle projects, historic preservation, landscaping and other scenic beautification, and environmental mitigation as specified under SAFETEA-LU. These grants and other programs may provide a substantial portion of the City's transportation revenue in coming years.

Local Option Gas Tax

If implemented, a local gas tax would be assessed at the pump and added to existing state and federal gasoline taxes as a revenue source for transportation capital improvements. Currently the state administers local option gas tax assessments in the City of Woodburn and Multnomah and Washington Counties while The Dalles, Sandy and Tillamook administer their own local gas taxes. Information collection from the ODOT Fuels Tax Group indicates that Woodburn collects a monthly average of about \$10,000 in local gas taxes from a \$0.01/gallon tax, equivalent to about \$6 per capita annually. The Pendleton City Council has recently approved an increase in the gas tax, though the measure was voted down in the 2005 election.

Local Vehicle Registration Fee

As only counties can enact a local vehicle registration fee in Oregon, such a program would have to be developed cooperatively with Umatilla County.

Transportation Benefit Districts (TBDs)

While not common in Oregon, TBDs are quasi-municipal corporations used in Washington and other states to fund a specific transportation improvement or facility. TBDs can impose a property tax and/or impact fees on properties within a defined boundary.

Tax-Increment Financing

Similar to urban renewal districts, a tax increment-financing district assesses an incremental increase in property taxes on parcels within a defined area to finance improvements that are expected to increase the values of properties within the district.

Special Excise Tax

Excise taxes are levied on specific types of commodities. Commodities that are relatively price insensitive (e.g., cigarettes and alcohol) are often used for this type of tax. Because of the relationship with road usage, excise taxes on automotive parts would seem to be the most logical for funding transportation services. The public would likely view this tax as a sales tax and give it limited support.

Auto Sales Tax

An auto sales tax would levy a tax on all new cars sold in the city. The City does not have the authority to levy a sales tax, so voters would have to approve a change in the city charter. A tax on the retail-selling price of autos does not parallel the use of transportation facilities. Voters would likely have a negative view of a sales tax on autos, similar to historic views of a general sales tax in Oregon.

Real Estate Transfer Tax

A real estate transfer tax is based on the selling price of real estate when property is sold. There is a very weak connection between the purchase of real estate and the cost of providing transportation services to a specific user. As such, a real estate transfer tax would probably be challenged in court.

9.2 PROJECT LISTS

The City of Pendleton, private developers, and the ODOT will work together to deliver the proposed transportation network for the City. The projects lists below began with existing lists that the City included in the Adopted Budget, the 1996 TSP, and the SDCs methodological analysis. New data has originated from recent planning efforts by the City, revised STIPs, proposed solutions to operational deficiencies, and opportunities to retrofit for bicycles. The Technical Advisory Committee has helped to refine the list and prioritize it. The prioritization was further refined in the first open house.

The projects on the following tables have been developed to improve mobility, safety, transit operations, bicycle amenities, bike and pedestrian connectivity, access, and more. Footnotes are used to provide further explanation of special issues associated with each project.

The costs associated with each project are only estimates. The intricacies of signal design could result in a final cost from \$175,000 through \$300,000 per intersection.

Table 9-3. Roadway Improvement Preliminary Capital Cost Estimates

Project Name	Facility	Priority	Beginning	End	Length	Travel Lanes	Side-walks	Bike Lanes	Parking	Pave Width	Sdwk Width	Total Width	TOTAL	Issues
20-YEAR ROADWAY CAPITAL PROJECTS														
Barnhart Road	Arterial	High	I-84 (exit 205)	Stage Gulch Road	20600	2	No	Yes	No	34	0	34	\$5,930,000	1, 2, 3
Hailey Ave Upgrade	Collector	High	SW 30th	SW 37th	2650	2	Yes	Yes	No	34	10	49	\$1,120,400	5
Hailey Ave Extension	Collector	High	SW 37th	SW 44th	4200	2	Yes	Yes	No	34	10	44	\$2,340,000	
SW Quinney Ave	Collector	High	Southgate Place	SW 44th St	1200	2	Yes	Yes	No	34	10	44	\$1,533,392	5
Perkins Ave	Collector	High	Eastern Terminus	Tutuilla	2900	3	Yes	Yes	No	46	10	56	\$900,000	
Tahoe Ave	Collector	High	Tutuilla Rd	Eastern UGB	2950	2	Yes	Yes	No	34	10	44	\$1,247,237	4
SW Nye Ave	Collector	High	SW Marshall Ave	East terminus of Nye	2200	2	Yes	No	No	24	10	34	\$749,865	
SW 44th St (phase 1)	Collector	High	Northern Terminus	SW Hailey Ave	1850	2	Yes	Yes	Yes	50	10	60	\$1,024,721	
Westgate Upgrade	Arterial	High	Oregon 37	I-84	9000	5	Yes	Yes	No	70	10	80	\$6,509,913	
NW Westgate Dr (to River)	Local	Medium	Eastern Terminus	Bridge	1200	2	Yes	Yes	No	34	10	44	\$507,351	2
NW Westgate Dr (East)	Collector	Medium	Bridge	SW Court Place	800	3	Yes	Yes	No	46	10	56	\$6,318,376	2
SW 28th Dr Upgrade	Collector	Medium	Private Drive	City Limits	2100	2	Yes	Yes	No	34	10	44	\$887,864	4, 5
SW 37th St Extension (phase 2)	Arterial	Medium	Jay	Northern Terminus	3375	3	Yes	Yes	Yes	62	10	72	\$3,800,522	2
SW 44th St (phase 2)	Collector	Medium	Sunset Ave	SW Quinney Ave	1400	2	Yes	Yes	Yes	50	10	60	\$775,465	5
Airport Road/NW A Ave	Arterial	Medium	Westgate	NW 56th St	7250	2	Yes	Yes	No	34	10	44	\$3,065,245	2, 5
NW 15th St	Local	Medium	NW 21st St	West Hills School	325	2	Yes	No	Yes	40	10	50	\$153,387	
SW 19th St	Local	Medium	Tutuilla	SW Ladow	1950	2	Yes	No	Yes	40	10	50	\$920,320	4
NW King St	Collector	Medium	Oregon 37	NW Horn Ave	1750	2	Yes	Yes	Yes	50	10	60	\$969,331	4
SW Isaac Upgrade	Collector	Medium	SW 6th	SW 13th	1500	2	Yes	No	Yes	40	10	50	\$707,939	
SW 37th St Extension (phase 1)	Arterial	Medium	Southgate Place	Southgate/US 395	750	2	Yes	Yes	No	32	10	42	\$304,803	2, 4
SW Ladow	Local	Medium	Eastern Terminus	SW Perkins Ave	2600	2	Yes	No	Yes	40	10	50	\$1,227,093	4
NE 8th St and Bridge	Arterial	Medium	Bridge	Meacham	350	2	Yes	Yes	No	34	10	44	\$10,000,000	1
SW 20th St Upgrade	Arterial	Medium	Emigrant	Court	750	5	Yes	Yes	No	70	10	80	\$542,493	5
SE Kirk Ave Extension	Collector	Low	Intercourt	Goad Road	3100	2	Yes	Yes	No	34	10	44	\$1,310,656	2, 4
NW 20th St	Local	Low	NW 23th St	NW King Ave	800	2	Yes	No	Yes	40	10	50	\$377,567	
SW 37th St - South loop (phase 3)	Arterial	Low	Southgate/US 395	Tutuilla Ave	1150	2	Yes	Yes	No	32	10	42	\$467,364	2, 4
Murrietta Rd (Clopton) Upgrade	Collector	Low	Rieth Road	Western Terminus	6900	2	Yes	Yes	No	34	10	44	\$2,917,267	5
SW 24th St	Local	Low	Southern Terminus	37th (Southern Loop)	1600	2	Yes	No	Yes	40	10	50	\$755,134	4
SE 8th St Extension	Local	Low	Existing Terminus	Prop. E Kirk Ave	750	2	Yes	No	Yes	40	10	50	\$353,969	4

Project Name	Facility	Priority	Beginning	End	Length	Travel Lanes	Side-walks	Bike Lanes	Parking	Pave Width	Sdwlk Width	Total Width	TOTAL	Issues
SE 9th St Extension	Local	Low	Existing Terminus	Prop. SE 9th Ext	1200	2	Yes	No	Yes	40	10	50	\$566,351	4
SE 10th Upgrade and 15th S.	Collector	Low	Frazer	SE Kirk	3200	2	Yes	Yes	Yes	50	10	60	\$681,000	
Patawa Creek Ave (phase 1)	Local	Low	SW Nye Ave	Eastern UGB	2800	2	Yes	No	Yes	40	10	50	\$1,321,485	1, 2
SW 28th Dr Upgrade	Collector	Low	City Limits	Prop. SW 37th St	2950	2	Yes	Yes	No	34	10	44	\$1,247,237	4, 5
SW 44th St (phase 3)	Local	Low	Sunset Ave	Southern UGB	1650	2	Yes	Yes	Yes	50	10	60	\$913,941	5
SW Rynnion Dr	Local	Low	Existing Terminus	SW 37th (South Loop)	950	2	Yes	No	Yes	40	10	50	\$448,361	
SE Goodwin Upgrade	Collector	Low	SE 8th	SE 10th	600	2	Yes	No	Yes	40	10	50	\$283,175	
Meacham Ave	Collector	Low	Eastern Terminus	Prop. NE 8th Street	900	2	Yes	Yes	Yes	50	10	60	\$498,513	2, 4, 5
20-Yr Rdwy Capital Projects Total													\$63,677,738	
LONG RANGE (POST 20-YEAR) PROJECTS														
SW 37th St Extension (phase 3)	Arterial	Low	SW Hailey	McKennon Road	3375	3	Yes	Yes	No	46	10	56	\$3,358,022	2
NE 8th St	Arterial	Low	Meacham	North UGA Boundary	2700	2	Yes	Yes	No	34	10	44	\$1,731,539	1
NE 8th St Upgrade	Arterial	Low	Bridge	SE Court Ave	775	3	Yes	No	No	34	10	44	\$919,094	
Old Airport Road	Collector	Low	Westgate	Airport Road	3100	2	Yes	Yes	No	32	10	42	\$1,259,851	1, 2
Patawa Creek Ave (phase 2)	Local	Low	Eastern UGB	Prop. SW 3rd St	1100	2	Yes	No	Yes	40	10	50	\$519,155	1
SW Perkins Ave	Local	Low	SW Nye Ave	Prop. SW 3rd St	2850	2	Yes	Yes	Yes	40	10	50	\$1,345,083	1, 4
SW 3rd St	Arterial	Low	Southern Terminus	Tutuilla Rd	4600	3	Yes	Yes	No	44	10	54	\$2,330,271	1, 3
SW 2nd St	Local	Low	Southern Terminus	Patawa	2425	2	Yes	No	Yes	50	10	60	\$1,329,803	1
NW 12th St	Collector	Low	North UGB	Prop. Northern Loop	200	2	Yes	Yes	Yes	50	10	60	\$110,781	1, 4
SE Marshall Ave	Collector	Low	SE 6th St	Goad Rd	5100	2	Yes	Yes	No	32	10	42	\$2,044,448	1, 2
NW 12th St	Collector	Low	Northern Terminus	North UGB	300	2	Yes	Yes	Yes	50	10	60	\$166,171	4
Northern Loop	Collector	Low	Oregon 37	Prop. Northern Loop	6150	3	Yes	Yes	No	46	10	56	\$3,216,262	1, 3
NW Horn St	Local	Low	NW King Ave	Prop. Northern Loop	750	2	Yes	No	Yes	28	10	38	\$280,219	4
Southern Loop	Arterial	Low	Tutuilla Rd	Goad Road	6100	3	Yes	Yes	No	46	10	56	\$3,780,114	1
Long Range Projects Total													\$92,525	
ESTIMATED GRAND TOTAL													\$66,068,551	

* = Width does not include planter strip.
 Prop. = proposed.

Issues:

- 1 Outside of UGA
- 2 Economic Development benefits
- 3 Multi-use path option
- 4 May be provided by development
- 5 Upgrade existing

Table 9-4. Intersection Improvement Preliminary Capital Cost Estimates

Project Name	Improvement Description	COST
Westgate/Airport Road	Traffic Signal	\$225,000
US 395/I-84 WB	Traffic Signal	\$225,000
Frazer/Emigrant/SW 20th	Geometric	\$75,000
Oregon 11/I-84 EB	Traffic Signal	\$225,000
Emigrant/SW 17th	Traffic Signal	\$225,000
Frazer/SW 17th	Traffic Signal	\$225,000
Emigrant/SW 20th	Traffic Signal Modification	\$75,000
Westgate/Court/Dorion	Geometric	\$800,000
Total		\$2,075,000

Table 9-5 identifies the bicycle improvements needed in the city. The highest priority, according to input from the public process is listed below. Other than these specific projects, bike and pedestrian projects will be constructed in the following order: enhancements of existing roads, River Parkway, connectivity improvements, and new roadway projects.

1. River Parkway from Reith through to Mission, with the western portion ranking higher than the eastern
2. Facilities along Perkins and Nye in the south.
3. Old Airport Roa
4. NW Carden Ave
5. Westgate

Table 9-5. Bicycle System Improvement Preliminary Capital Cost Estimates

Project/Location	Facility	Beginning	End	Capital Cost Estimate
NORTH				
NW Carden	Lane	10th St	Westgate	\$6,000
NW 15th St	Mixed Traffic	NW 21st St	West Hills School/King	*
Oregon 37	Lane	NW Gilliam	NW King	\$73,996
NW 4th	Mixed Traffic	Furnish	John's Lane	*
NW Furnish/ 8th/Gilliam	Mixed Traffic	NW 12th	NW 4th	*
NW King/Horn	Mixed Traffic	Oregon 37	NW 12th	*
NW 14th/NW 15th/Ellis	Mixed Traffic	Carden	End	*
NW 8th	Mixed Traffic	Umatilla River	UGB	*
DOWNTOWN				
SW 10th	Lane	Carden	Dorion	\$71,353
SW 7th	Mixed Traffic	Goodwin	Isaac	*
South Main Street	Lane	Frazer	Isaac	\$68,710
Oregon 11	Mixed Traffic	Nye Ave	SE 10th	*
SW Nye	Mixed Traffic	Tutuilla Creek Rd	Oregon 11	*
SE Frazer	Mixed Traffic	Oregon 11	SE Court PI	*
SE Goodwin	Mixed Traffic	Main	SE 3rd	*

Project/Location	Facility	Beginning	End	Capital Cost Estimate
EAST				
River Parkway (Umatilla)	Path	Existing Bridge on East	City Limits	\$355,000
SOUTHWEST				
River Parkway (Tutuilla)	Path	Southgate	Tutuilla Creek	\$348,073
River Parkway (Tutuilla)	Path	Tutuilla Creek	Grecian Hts Park	\$454,192
SW 37th	Lane	Southgate Place	Hailey	\$140,064
SW 31st	Mixed Traffic	Hailey Ave	SW Nye Ave	*
Hailey	Lane	SW 30th	SW 44th	**
SW Perkins	Mixed Traffic	US 395	End	**
SW Quinney	Mixed Traffic	SW 44th	Southgate Place	**
WEST				
River Parkway (Umatilla)	Path	Western Terminus	Western UGB	\$972,517
Community Corrections	Path	Facility	Murietta Rd	\$114,609
Westgate	Lane/Path	City Limits	Northgate	**
TOTAL COST ESTIMATE				\$2,604,514

* Cost associated with signage and maintenance only.

**Project to be completed and funded in conjunction with roadway improvement.

Table 9-5 identifies needed pedestrian improvements in the city. The highest priority, according to input from the public process is for the completion of the River Parkway from Reith through to Mission. The project is on the bicycle list, but will serve both cyclists and pedestrians.

Table 9-6. Pedestrian System Improvement Preliminary Capital Cost Estimates

Project/Location	Beginning	End	Included in Roadway Project	Capital Cost Estimate
NORTH				
Airport Road	Westgate	"A" Ave	No	\$652,125
Carden Ave	Westgate	Northgate	No	\$169,920
NW 12th	Carden	Despain	No	\$75,520
NW 12th	Despain	King	No	\$217,120
NW 12th	King	End	No	\$188,800
Furnish	NW 8th	NW 7th	No	\$56,640
Furnish	NW 7th	Main	No	\$122,720
Furnish	NW 11th	NW 9th	No	\$47,200
NW 7th	Ellis	Furnish	No	\$37,760
Main	Ellis	End	No	\$509,760
Horn	NW 12th	King Ave	No	\$283,200
DOWNTOWN				
Court	SE 4th	SE 10th	No	\$141,600
Frazer	SW 9th	SW 4th	No	\$132,160
Frazer	Main St	SE 10th	No	\$245,440
SW 20th	Emigrant	Dorion	No	\$37,760
SW 17th	Frazer	Court	No	\$122,720
SE 10th	Frazer	Court	No	\$132,160

Project/Location	Beginning	End	Included in Roadway Project	Capital Cost Estimate
Intercourt/Oregon11	Jay (approx)	Nye Avenue	No	\$264,320
Goodwin/SW 4th	Main Street	SE 3rd	No	\$151,040
Isaac	SW 2nd	SE 6th	No	\$245,440
SE 3rd	Hailey	Isaac	No	\$37,760
SE 6th	Goodwin	End	No	\$132,000
EAST				
US 30	SE 17th	SE 20th	No	\$94,400
Oregon 11	Private Rd	UGB	No	\$264,320
Byers	SE 11th	SE 12th	No	\$56,640
Byers	SE 12th	SE 15th	No	\$132,160
Byers	SE 15th	SE 17th	No	\$94,400
SE 12th	Court	Byers	No	\$75,520
SE 17th	Court	Byers	No	\$75,520
Court	SE 14th	SE 16th	No	\$56,640
Court	SE 17th	SE 20th	No	\$104,000
Goodwin	SE 6th	SE 8th	No	\$94,000
SOUTH				
US 395	Tutuilla Rd	proposed 37th St	No	\$510,000
SW 44th	Quinney	UGB (South)	No	\$283,000
SW 30th	SW 28th (South)	Hailey Ave	No	\$302,000
Middle School	SW Runnion Ave	School Building	No	\$55,000
TOTAL COST ESTIMATE				\$6,200,765

River Parkway projects included in Bicycle project list

The following pedestrian projects are incorporated with proposed roadway improvement projects. Refer to Table 9-3 for further details and cost estimates.

- Isaac Upgrade
- SE 44th St
- SW Nye Ave
- NW King
- SW 44th St
- SW 20th St
- SW 2nd St
- Airport Road
- Kirk Ave
- SE 8th St
- SE 46th St
- Patawa Ave
- Meacham
- NW 12th St
- Murietta
- SE 10th/15th
- Tahoe Ave
- SE 9th St
- SW 24th St
- SE 8th St
- NW 15th St
- NW 19th St
- SE Ladow Ave
- Perkins Ave
- Westgate Dr (2 projects)
- SW 28th Dr (2 projects)
- Hailey Ave Dr (2 projects)
- SW 37th St (3 projects)
- Goodwin Upgrade

Table 9-7 summarizes the revenue and expenditures for the Pendleton TSP. The project lists above represent the full list of necessary projects for fulfillment of this plan. At this time, revenue streams are insufficient to complete these projects or to well maintain the existing system. It has been assumed that the City and State will work together to remedy this funding shortfall. The revenues below represent one way in which these funds could be raised. The TSP Summary includes a very short list of implementable recommendations. Paramount among these in the recommendation that the City needs to raise these important funds.

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Table 9-7. Summary of the City of Pendleton Transportation System Needs and Revenues

	Year 1	Year 2	Year 3	Year 4	Year 5	Years 1-5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Years 1-20	
Reserves	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2006-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2006-2026	
Revenue Estimates																							
Federal Earmark	\$0	\$200,000	\$2,235,000	\$3,055,000	\$0	\$0	\$5,490,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$5,490,000
State STP fund exchange (FAU)	\$0	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$750,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$3,000,000
State Gas Tax	\$0	\$838,035	\$850,605	\$863,364	\$876,315	\$889,460	\$4,317,779	\$902,801	\$916,343	\$916,343	\$930,089	\$930,089	\$944,040	\$958,201	\$958,201	\$972,574	\$972,574	\$987,162	\$1,001,970	\$1,001,970	\$1,016,999	\$1,016,999	\$18,744,132
Safe Routes to Schools	\$0	\$50,000	\$130,000	\$0	\$0	\$0	\$180,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$180,000
Transportation SDCs	\$770,000	\$75,000	\$75,000	\$75,000	\$80,000	\$75,000	\$1,150,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$2,275,000
ODOT	\$0	\$0	\$0	\$0	\$720,000	\$0	\$720,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$720,000
County partner-projects	\$0	\$0	\$0	\$120,542	\$0	\$0	\$120,542	\$1,000,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$1,120,542
HBRR (bridges)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
OTIA (bridges)	\$0	\$0	\$0	\$0	\$0	\$4,000,000	\$4,000,000	\$8,000,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$12,000,000
LID's	\$0	\$300,000	\$0	\$125,000	\$200,000	\$200,000	\$825,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$3,075,000
Sidewalk LID's	\$0	\$100,000	\$170,000	\$200,000	\$0	\$200,000	\$670,000	\$0	\$200,000	\$0	\$200,000	\$0	\$200,000	\$0	\$200,000	\$0	\$200,000	\$0	\$200,000	\$0	\$200,000	\$0	\$2,070,000
Total	\$770,000	\$1,713,035	\$3,610,605	\$4,588,906	\$2,026,315	\$5,514,460	\$18,223,321	\$10,277,801	\$1,491,343	\$1,291,343	\$1,505,089	\$1,305,089	\$1,519,040	\$1,333,201	\$1,533,201	\$1,347,574	\$1,547,574	\$1,362,162	\$1,576,970	\$1,376,970	\$1,591,999	\$1,391,999	\$48,674,674
Cost Estimates																							
Existing Maint. & Ops	\$838,035	\$850,605	\$863,364	\$876,315	\$889,460	\$4,317,779	\$902,801	\$916,343	\$916,343	\$930,089	\$930,089	\$944,040	\$958,201	\$958,201	\$972,574	\$972,574	\$987,162	\$1,001,970	\$1,001,970	\$1,016,999	\$1,016,999	\$1,016,999	\$18,744,132
Existing Preservation	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$750,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$3,000,000
Debt Service	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Capital Outlay																							
6-Year CIP																							
Barnhart Rd	\$200,000	\$2,300,000	\$3,430,000	\$0	\$0	\$5,930,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$5,930,000
8th St ext/bridge	\$0	\$0	\$0	\$0	\$0	\$0	\$10,000,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$10,000,000
SW Hailey ext/bridge	\$0	\$0	\$2,340,000	\$0	\$0	\$2,340,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$2,340,000
SW Quinney St/bridge	\$0	\$0	\$1,533,392	\$0	\$0	\$1,533,392	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$1,533,392
SW Hailey (29th-37th)	\$0	\$0	\$0	\$0	\$900,000	\$900,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$900,000
Remaining 20-yr Road Projects							\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$2,841,317	\$42,619,759
Bike Projects	\$0	\$0	\$0	\$0	\$0	\$0	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$173,634	\$2,604,510
Pedestrian Projects	\$0	\$0	\$0	\$0	\$0	\$0	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$413,384	\$6,200,760
Total Capital Outlay	\$200,000	\$2,300,000	\$7,303,392	\$0	\$900,000	\$10,703,392	\$13,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$3,428,335	\$72,128,421
Total	\$1,188,035	\$3,300,605	\$8,316,756	\$1,026,315	\$1,939,460	\$15,771,171	\$13,894,119	\$3,907,661	\$3,907,661	\$3,921,406	\$3,921,406	\$3,935,357	\$3,949,518	\$3,949,518	\$3,963,891	\$3,963,891	\$3,978,479	\$3,993,287	\$3,993,287	\$4,008,316	\$4,008,316	\$4,008,316	\$85,067,238
Potential New Revenue																							
Utility Fees	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
City Gas Tax	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Undetermined	\$0	\$0	\$0	\$0	\$0	\$0	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$2,250,000	\$33,750,000
Increase to SDCs (triple)	\$0	\$150,000	\$150,000	\$150,000	\$150,000	\$600,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$2,850,000
Total	\$0	\$150,000	\$150,000	\$150,000	\$150,000	\$600,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$36,600,000

	Reserves	Year 1 2006- 2007	Year 2 2007- 2008	Year 3 2008- 2009	Year 4 2009- 2010	Year 5 2010- 2011	Years 1-5 2006- 2011	Year 6 2011- 2012	Year 7 2012- 2013	Year 8 2013- 2014	Year 9 2014- 2015	Year 10 2015- 2016	Year 11 2016- 2017	Year 12 2017- 2018	Year 13 2018- 2019	Year 14 2019- 2020	Year 15 2020- 2021	Year 16 2021- 2022	Year 17 2022- 2023	Year 18 2023- 2024	Year 19 2024- 2025	Year 20 2025- 2026	Years 1-20 2006- 2026	
Capital Balance	\$770,000	\$1,513,035	\$1,460,605	\$2,554,488	\$2,176,315	\$4,764,460	\$8,119,929	-\$750,534	\$463,008	\$263,008	\$476,753	\$276,753	\$490,705	\$304,865	\$504,865	\$319,238	\$519,238	\$333,827	\$548,634	\$348,634	\$563,664	\$363,664	\$13,146,253	
Balance (excluding deferred)	\$770,000	\$525,000	\$460,000	-\$3,577,850	\$1,150,000	\$3,725,000	\$3,052,150	-\$1,216,317	-\$16,317	-\$216,317	-\$3,813,317	-\$5,113,317	-\$6,317,317	-\$7,517,317	-\$8,721,317	-\$9,925,317	-\$11,129,317	-\$12,333,317	-\$13,537,317	-\$14,741,317	-\$15,945,317	-\$17,149,317	-\$18,353,317	-\$207,391
Deferred Maintenance & Ops	\$0	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$1,000,000	\$200,000	\$208,000	\$216,320	\$224,973	\$233,972	\$243,331	\$253,064	\$263,186	\$273,714	\$284,662	\$296,049	\$307,891	\$320,206	\$333,015	\$346,335	\$5,004,718	
Deferred Preservation (min)	\$0	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$6,750,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$1,350,000	\$27,000,000
Deferred Preservation (max)	\$0	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$11,238,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$2,247,750	\$44,955,000
FULL BALANCE	\$770,000	-\$2,148,875	-\$2,213,875	-\$6,251,725	-\$1,823,575	\$1,051,125	-\$10,317,225	-\$3,890,192	-\$2,698,192	-\$2,906,512	-\$2,714,512	-\$1,924,192	-\$2,733,523	-\$2,943,256	-\$2,753,379	-\$2,963,906	-\$2,774,855	-\$2,985,382	-\$3,196,033	-\$3,010,399	-\$2,823,207	-\$3,036,528	-\$54,274,827	