

FROM (DEPT/ DIVISION): Community Development Department

SUBJECT: Adoption of Transit Development Plan

<p>Background: Umatilla County received 5304 grant funds to contract with a consultant to develop a Transit Development Plan (TDP) for the County's and region's transit needs. Additionally, the County Commissioners previously allotted matching funds for this planning effort in the 2021-2023 STIF formula fund.</p> <p>In Spring of 2022, Kittelson & Associates (consultant) and the Transit Coordinator created a TDP Advisory Committee. The Committee was comprised of local transit agencies, Umatilla County Transportation Advisory Committee (UCTAC) members, city representatives and other interested individuals. The advisory committee met 5 times over the last year and reviewed 5 Technical Memos, the Draft Plan and the Executive Summary.</p> <p>On May 17, 2023, the UCTAC recommended approval of the Transit Development Plan with some minor rewording on Page 17.</p> <p>The TDP will guide transit and transportation projects over the next 20 years in Umatilla County and identifies potential funding sources and explores transit governance options.</p>	<p>Requested Action:</p> <p>Adopt Order No. BCC2023-025</p>
--	---

ATTACHMENTS: Draft Executive Summary, Proposed Order with draft plan

Date (5/17/2023)

*****For Internal Use Only*****

Checkoffs:

- () Dept. Head (copy)
- () Human Resources (copy)
- () Fiscal
- (X) Legal (copy)
- () (Other - List:)

To be notified of Meeting:
Megan Davchevski

Needed at Meeting:

Scheduled for meeting on: June 7, 2023

Action taken:

Follow-up:



Umatilla County TRANSIT DEVELOPMENT PLAN



April 2023 Draft

Introduction

Umatilla County transit providers have operated demand-response services for seniors and people with disabilities as far back as the 1960's, with these services expanding through to the 1990's. Demand for transit services expanded countywide, with further interest in fixed-route and other transportation options for the general population, increased access for meal delivery and medical trips, and regional travel options. The early 2000's saw the advent of the first fixed-route service, with regional services entering the mix in the later 2000's. The 2010's brought along expanded services, especially as Oregon Legislature passed Keep Oregon Moving (HB 2017), which created a new source of funds for transit projects via employee payroll taxes, among other funding sources. Today, local fixed-route and demand-response services are available in the Hermiston, Milton-Freewater, Mission, and Pendleton areas, with regional services connecting Umatilla cities and beyond to Morrow, Walla Walla, Union, and Grant counties.

With the advent of HB 2017, the County's responsibilities have expanded, and projects must be identified within a plan to be eligible for HB 2017's Statewide Transportation Improvement Fund (STIF). As the Qualified Entity (QE), Umatilla County must coordinate distribution of these funds to transit providers. These funds supported new and existing efforts, such as:

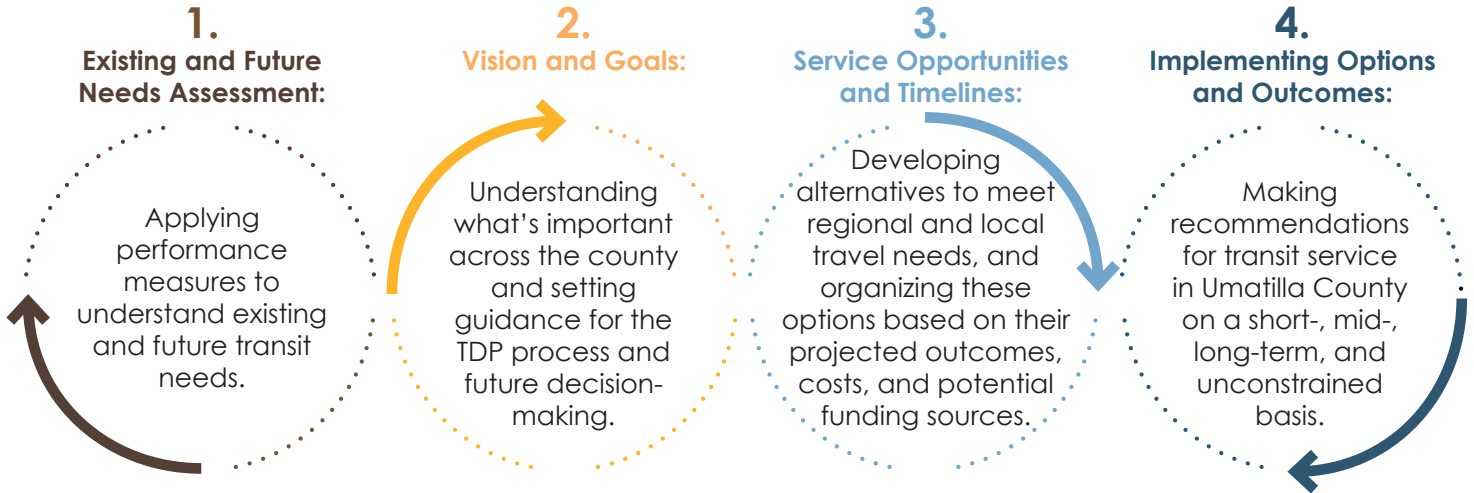
- Support for existing services, such as the City of Hermiston Senior and Disabled Taxi Program, City of Milton-Freewater fixed-route and taxi services, City of Pendleton Let'er Bus and taxi services, and intercity routes.
- In 2019, establishment of the Hermiston WORC program, which aims to serve low-income employees within western Umatilla County. Since the funding for the program came from a statewide payroll tax, the purpose of this program was to allow people employed within the zip codes of western Umatilla County to get to and from work.
- Capital improvements, such as bus stop amenities and a new bus barn in northwest Pendleton.
- Discretionary grants for intercity routes, including expansion of existing services and establishment of new intercity routes, such as the Hermiston-Boardman Connector.

Projects funded by STIF must be tracked and reported by each involved entity, leading to redundancies across agencies. To continue their success in providing a range of transportation options for a range of needs, Umatilla County and the transit providers will need to not only continue collaborating and enhancing their partnering abilities, but also consider new means of administering transit services. Of particular need for the County is an evaluation of governance options that resolve jurisdictional barriers and reporting redundancies and bolster economies of scale while maintaining local decision-making autonomy.



PROJECT PROCESS

The Umatilla County TDP came together in four broad steps:



PUBLIC INVOLVEMENT PROCESS

The project process included several touchpoints where stakeholders and the public could provide input.



Project Webpage: provides information about the project, schedule, and technical memoranda



Stakeholder Outreach Events: includes discussions with key stakeholders in the project area to better understand the needs of the public



Online/On-board Survey: used to determine how and where people use transit services, gather thoughts about proposed modifications to existing and proposed transit routes, and gain and understanding of the public's transportation priorities and preferences



Advisory Committee: reviews and provides feedback on technical memoranda and the draft TDP and represents ODOT, local cities, and community members



Board of Commissioners and Umatilla County Transportation Advisory Committee (UCTAC): reviews and provides recommendations before adopting the final TDP

Existing Services

This section discusses baseline conditions of the transit system as reviewed in Memo #1: Existing and Future Transit Needs. **Figure 2** shows the fixed-route services and Table 1 summarizes dial-a-ride service options in and near Umatilla County.

Figure 1. Ridership in Umatilla County

Transit ridership continues to recover in Umatilla County. Local transportation options serve many day-to-day needs, while regional services provide critical connections across and beyond the county. Maintaining existing services for these riders, in addition to service enhancements described here, is critical for Umatilla County.

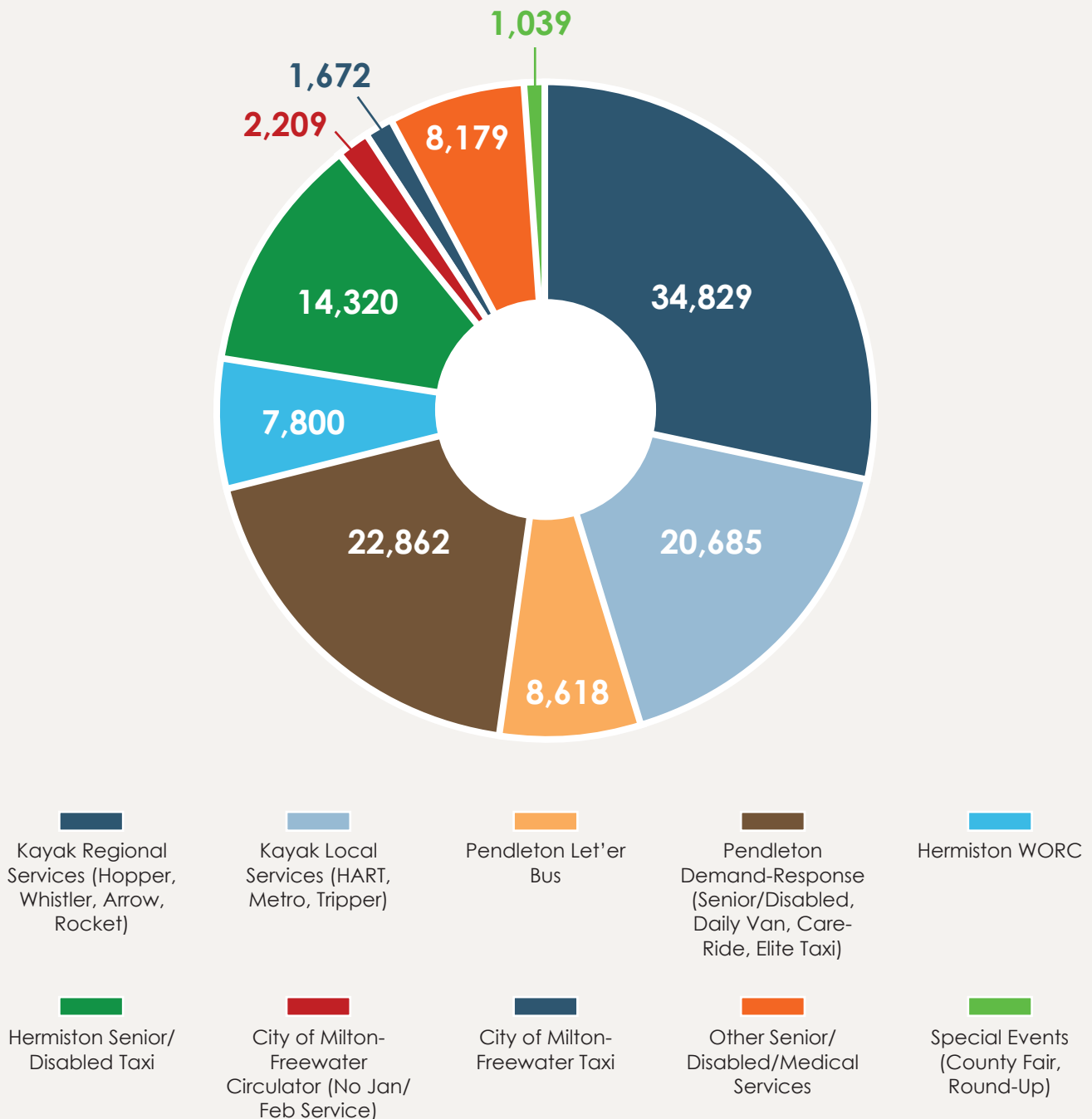
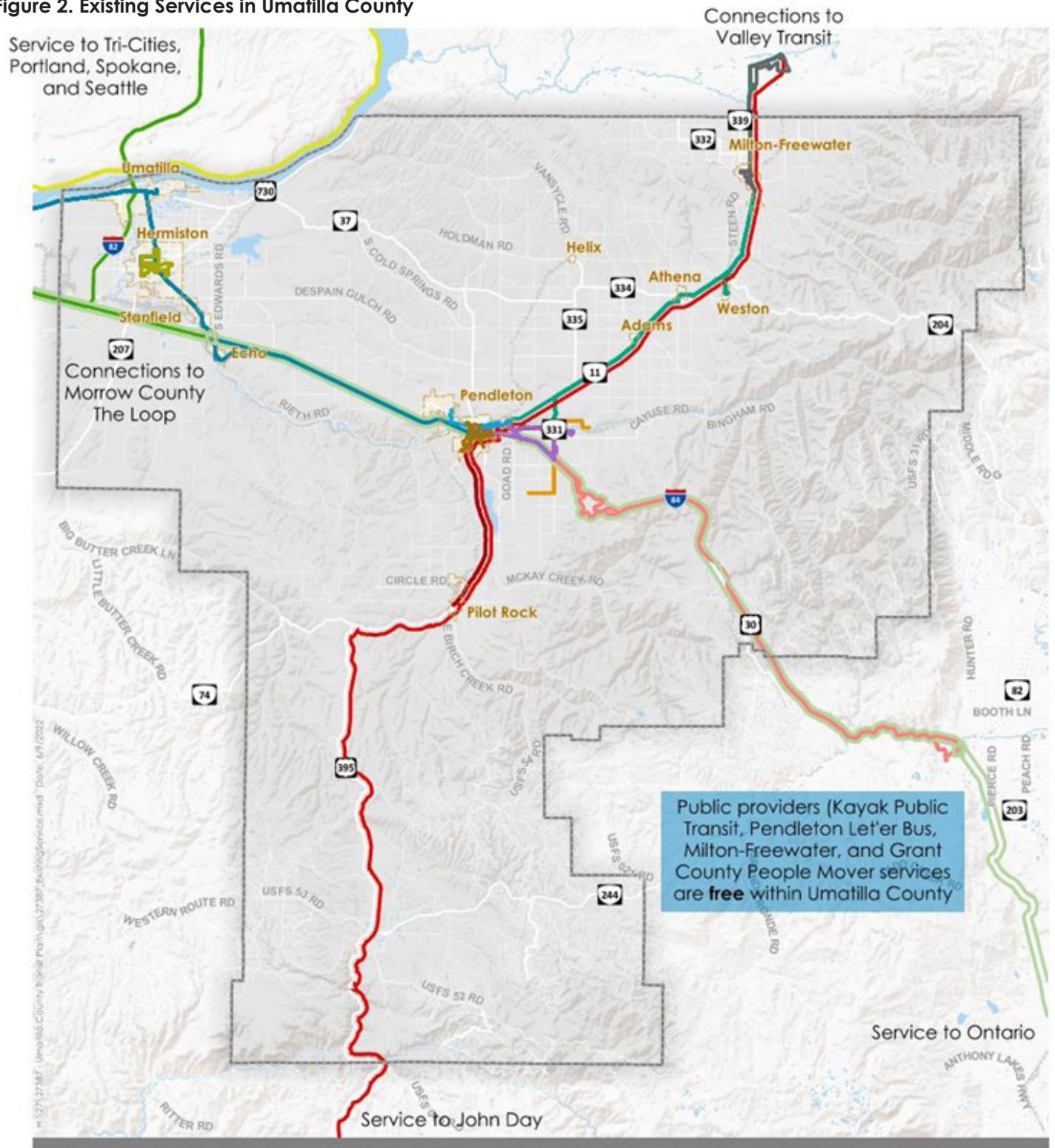


Figure 2. Existing Services in Umatilla County



- | | |
|----------------------------|--|
| CTUIR Hermiston Hart | Pendleton Let'er Bus North East Route |
| CTUIR Hermiston Hopper | Pendleton Let'er Bus South West Route |
| CTUIR La Grande Arrow | Milton-Freewater / Walla Walla |
| CTUIR Mission Metro | People Mover Prairie City to Walla Walla |
| CTUIR Pilot Rocket | Amtrak Empire Builder |
| CTUIR Tutuilla Tripper | Amtrak Salt Lake City - Boise - Portland |
| CTUIR Walla Walla Whistler | Amtrak Spokane - Portland |



Table 1. Dial-a-Ride Transportation Service Options within Umatilla County

TRANSPORTATION PROVIDER	SERVICE TYPE	OPERATING HOURS	SERVICE AREA
CTUIR – Kayak Public Transit	ADA Paratransit	Weekdays from 7:30am – 4pm	Mission
City of Pendleton Senior/Disabled Services and Daily Van	Dial-A-Ride (Taxi Voucher for seniors/people with disabilities; general public as space allows)	Every day: 7am – 7pm minimum, potential earlier/ morning/late evening services (except for holidays)	Pendleton, within Urban Growth Boundary, and within seven driving miles of Pendleton
City of Pendleton Parks and Rec	Summer Service (Geared toward children, open to public)	Summer (prearranged recreation schedule)	Pendleton Community Parks
Pendleton Care-Ride	Dial-a-Ride (Non-Emergency Medical Transportation)	N/A	Pendleton
City of Milton-Freewater	Dial-a-Ride (Paratransit taxi)	Monday through Saturday, 7am – 4pm	5-mile radius of Milton-Freewater City Center
City of Hermiston Taxi Programs	Employment Dial-a-Ride	Operates when taxi provider is operating: 18 hours a day for seven days a week (unless otherwise stated by the taxi provider)	Hermiston, western Umatilla County
	Senior & Disabled Dial-a-Ride		Hermiston City Limits
Morrow County The Loop	Dial-A-Ride	Weekdays from 8am – 12pm and 1pm – 5pm	Heppner, Boardman, Irrigon, Lone, Lexington
Valley Transit/ Valley Transit Plus	Job Access	Job Access (reservation-based): Daily from 5:00am – 11:30pm	Walla Walla, College Place, and fringes of Garrett and Walla Walla East
Clearview Mediation and Disability Resource	Medicaid Rides	Weekdays from 7am – 6pm; Weekends and nights by appointment	Primarily trips originating in Umatilla and Morrow Counties, Morrow County limited to Boardman, Irrigon, sometimes Heppner.
Good Shephard Health Care System CareVan	Dial-A-Ride	Weekdays from 7:30am – 6pm	Hermiston, Echo, Stanfield, Umatilla, Irrigon, Boardman
Hermiston Senior Center	Dial-A-Ride		Hermiston

Vision and Goals

This section highlights the transit vision and goals that informed the TDP process and will continue to provide guidance as Umatilla County implements this plan. On a state and local level, they focus on equity, health and safety, sustainability, mobility and convenience, and coordination. The vision is as follows:

Provide an equitable, safe, convenient, and coordinated transit network throughout Umatilla County that will support the health and well-being of individuals, communities, the economy, and the environment.

The goals are presented below.



GOAL 1.

EQUITY

Build a transit system that meets the needs of users of all backgrounds, including a range of age, ability, income, and more.



GOAL 2.

HEALTH AND SAFETY

Foster public health by increasing use of active travel and improving safe access to the outdoors, health care, healthy food, and similar healthy places.



GOAL 3.

MOBILITY, CONNECTIVITY, AND CONVENIENCE

Improve service coverage throughout the County, increase frequency and hours of service, and provide connections within and beyond the county to access the places riders need to go.



GOAL 4.

SUSTAINABILITY

Foster environmental, economic, and fiscal sustainability through transit investments.



GOAL 5.

COORDINATION

Collaborate with public and private partners to maximize services.



GOAL 6.

INFORMATION, MARKETING, AND TECHNOLOGY

Improve awareness of and ease of access to transit facilities.

Prioritization and Projects

Future routing service opportunities were prioritized by timeframe based on their evaluation results, funding availability, public and stakeholder feedback, and other factors influencing decision-making, including other services and capital purchases. Most notably, transit services in Umatilla County will be financially constrained unless additional funding or reduced operating costs are achieved. In addition to maintaining existing services and programs, **Table 2** shows the preliminary prioritization recommendations by timeframe.

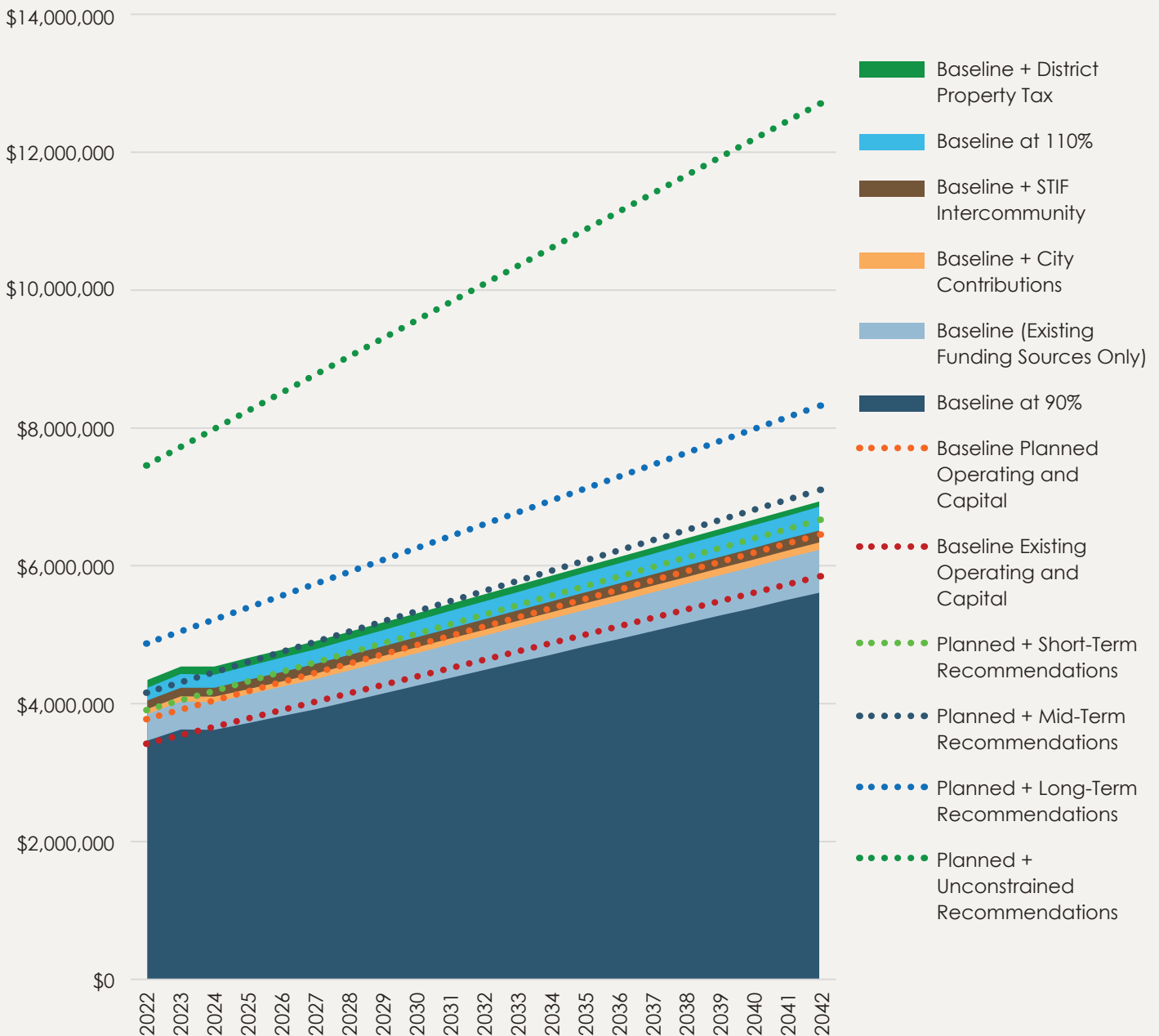
Table 2. Service Opportunity Prioritization

IMPROVEMENT	SHORT-TERM	MID-TERM	LONG-TERM	UNCONSTRAINED
Routes	<ul style="list-style-type: none"> Implement Hermiston – Boardman Connector and Boardman – Port of Morrow Circular (included in planned baseline costs/ vehicles) and consider local circulation connections Implement Tri-Cities route Adjust stops for Milton-Freewater route and connecting stop for regional services 	<ul style="list-style-type: none"> Add one weekday trip for Hermiston HART, La Grande Arrow, and Pilot Rocket Implement Mission Metro Alternative A 	<ul style="list-style-type: none"> Increase weekend service on all fixed-routes and demand-response services 	<ul style="list-style-type: none"> Increase frequency for weekday and weekend service on all fixed-routes and demand-response services
Information, Technology, & Facilities	<ul style="list-style-type: none"> Real-time vehicle arrival information and passenger counters Rider tools and information via website and mobile app Bus stop improvements, in particular for: <ul style="list-style-type: none"> Pendleton Walmart Hermiston Walmart Til Taylor Park Hermiston transit center Nixyaawi Governance Center/Tribal Health Center Monitor the need for vehicle storage in northwest Umatilla County 	<ul style="list-style-type: none"> Develop centralized Pendleton transit center Pursue low/ no-emission vehicles and infrastructure Continue bus stop improvements 	<ul style="list-style-type: none"> Continue bus stop improvements 	
Additional Operating Costs	+\$127,500	+\$255,000 (\$383,000 total)	+\$718,000 (\$1,101,000 total)	+\$2.6M (\$3.7M total)
Total New Buses	+2 buses (Tri-Cities Route)	+2 buses (increased frequency)	0 net new (use same fleet as weekday service)	+10 buses (doubled frequency)

Funding

There are several federal, state, and local funding sources that can be utilized for funding transit service improvements in Umatilla County. Many state and federal funding sources require a 10-20% local match to receive funding. Therefore, small increases in local funding can be leveraged to make substantial increases in state and federal funding. The importance of different funding sources should be noted, as they focus on different priorities, making specific services eligible. With growing cities, different funding sources should be pursued to accommodate growth. **Figure 3** shows the project packages compared to the projected funding scenarios. As noted previously, increased funding would be needed to make the short-term, mid-term, and long-term project packages considered constrained. Further, costs for operating service have historically outpaced federal and state funding growth rates, and providers will need to invest in innovative solutions to stabilize costs.

Figure 3. Projected Funding Scenarios and Project Packages



Implementation Plan

The implementation plan includes a discussion on the following topics: (1) capital and infrastructure plan, (2) staffing considerations, (3) management, marketing and information plan, (4) governance and agency coordination, (5) system performance monitoring, and (6) transit-supportive land use codes and policies to successfully prepare for, implement, and track performance of the recommendations. This section provides an overview of the implementation steps.

CAPITAL PLAN

The capital and infrastructure plan provides a programmatic approach to support transit operations in Umatilla County with rider amenities and infrastructure that provide for the safe use and enjoyment of the transit system. It includes the following:

- **Bus stop Improvements.** Bus stop improvements increase rider comfort while waiting to board. Amenities can include stop signage, bus shelters, benches, timetables, trash cans, bike racks, and more.
- **Vehicle Fleet.** A well-maintained and right-sized fleet allows services to operate reliably and accommodate rider demand.
- **Maintenance and Storage.** Locating maintenance and storage facilities strategically and planning for adequate space decreases "deadheading" of the fleet and helps to quickly access maintenance services.
- **Technology.** Technologies facilitate a more efficient and convenient user experience and have the potential to better serve riders in the future.

A sampling of the capital plan is shown in Figure 4, providing guidance on bus stop locations and amenities.

STAFFING

Additional transit service requires additional staff. This includes driver staff, supervisors, maintenance staff, administration staff, and other staff that would be needed as (regular or specialized) service increases. Driver skills should be considered, including whether a driver needs a Commercial Driver's License (CDL) for the larger regional vehicles, compared to a regular driver's license for demand-response services. The need for staff in-house versus contracted (like the taxi programs) should also be considered. Additional considerations include:

- **Collaborating** with workplace training organizations to attract and train new staff.
- **Conducting** staff feedback sessions to understand staff perspectives, including challenging components of operating a route or serving a stop, feedback passed on from riders, and other potential issues. Collecting this feedback can help to boost operations and improve the work environment for staff.
- **Assessing** staff compensation and benefit packages to promote livable wages.
- **Monitoring** staffing needs based on changes to governance and agency coordination, as discussed previously.



Figure 4.

DESIGNING BUS STOPS



Safe and comfortable facilities can improve the experience of riding transit and increase ridership by improving stop visibility, providing protection from poor weather, and improving access to transit. The following table shows typical stop amenities, describes their typical costs, and provides the activity levels that typically prompt inclusion of them. Scenarios that may trigger higher levels of amenities include:

- **Land use** – assisted living homes, medical facilities, veteran's resources, and other land uses may increase the need for benches or shelters at stops; low-density areas may see higher bike rack/locker demands due to the longer distance to travel to stops
- **Customer use** – amenities such as trash cans or information cases may be triggered by trash accumulating at stops, bus drivers receiving information requests from riders, or riders directly requesting these improvements
- **Coordination opportunities** – if a local jurisdiction is looking to provide lighting, repaving, etc. on a transit route, installing higher-level bus amenities may be advantageous to reduce cost even if a stop hasn't reached higher activity levels yet

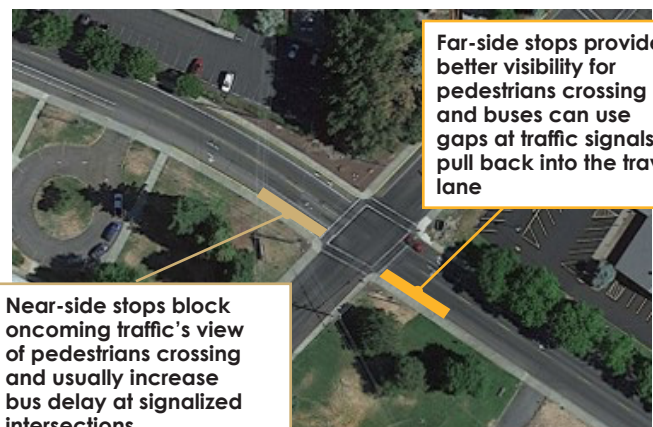
AMENITY	TYPICAL COST	STOP LEVEL
Signage & route information	\$300 to \$1,000	All stops
Lighting	\$5,000 to \$10,000	All stops
Bench	\$500 to \$1,500	3+ boardings per day
Shelter (small)	\$6,000	20+ boardings per day
Trash can	\$1,000 to \$1,500	Major bus stops/transit centers, as-needed
Bike racks	\$150 to \$300 (two-bike rack)	Major bus stops/transit centers, near bike routes
Information cases (systemwide route information; advertising)	\$1,000 to \$10,000	Major bus stops/transit centers
Bike lockers	\$2,000 to \$3,000 per locker	Major bus stops/transit centers, near bike routes
Shelter/covered area (large)	Varies	Major bus stops/transit centers

PLACEMENT AND PULLOUTS:

Transit stops should be coordinated with roadway agencies to ensure stops are ADA-accessible and connect to low-stress walking and biking facilities and crossings. This coordination should include maintenance considerations, such as emptying trash cans and snowplow operations.

On major roadways with speeds of 35 mph or more, such as state highways, transit agencies may consider bus stops that allow buses to stop out of the traffic lane, to avoid rear-end collisions and discourage unsafe passing of the bus by motorists.

NEAR-SIDE VS. FAR-SIDE?



Far-side stops provide better visibility for pedestrians crossing and buses can use gaps at traffic signals to pull back into the travel lane

Near-side stops block oncoming traffic's view of pedestrians crossing and usually increase bus delay at signalized intersections

MANAGEMENT, MARKETING, AND INFORMATION

Management, marketing, and information planning would help publicize and encourage people to use transit.

- **Management Strategies.** Behind-the-scenes processes for effective staff operations and improved rider experience. Collaboration and coordination with employers, medical-related service organizations, tribal agencies, etc. lead to a comprehensive and efficient transit system for inter-and intra-regional travel.
- **Marketing and Information Strategy.** Actions related to marketing and information can be implemented in the short-term and maintained on a long-term basis. User-friendly brochures, real-time trip-planning technologies, transit education, and advertising are ways to improve customer service, retain existing and attract new riders, and create immediate recognition.

GOVERNANCE

Different governance scenarios present a range of coordination opportunities, staff commitments, costs (both increased and decreased depending on alternative), and benefits. The level of governance varies depending on the following concepts: communication, coordination, collaboration, and consolidation.

- **Communication.** Partners act independently while exchanging information.
- **Coordination.** Partners act jointly on an informal basis (by non-binding action).
- **Collaboration.** Partners act jointly on a formal basis (by binding action).
- **Consolidation.** Partners integrate a more regionalized decision-making framework.

As the interaction between partners becomes less individually focused, the overall decision-making process becomes more structured, where resources must be devoted to. Additionally, there are principal considerations that shape different governing scenarios. These considerations include the following:

- **Elected Oversight and Policymaking:** transparent communication on any public issue and consistent contracting standards and requirements,
- **Operational Efficiency:** factors, including day-to-day routes, fleet management, staff training, etc., that can improve regional operations,
- **Funding:** the ability to preserve access to existing revenue streams and outline opportunities for additional funding,

- **Service Delivery:** the ability to provide multiple service models, such as continued operations by existing service providers, and
- **Fixed-Route Focus:** an initial focus on fixed-route service with the potential to expand service models. Many demand-response services are locally-based and contracted to taxi companies, and could continue to be operated as such regardless of governance scenario.

The plan describes several governance scenarios, as well as their trade-offs and considerations for further exploring and/or pursuing them.

The next steps to determine the most appropriate governance structure for Umatilla County transit providers include:

- Adopt or develop a Memorandum of Understanding (MOU) accepting the Transit Development Plan not only with Umatilla County, but with local cities and CTUIR.
- Establish a focus group of transit providers and elected officials to determine which governance scenario best meets each entity's needs and select a preferred scenario to pursue. As part of this process, discuss representation and voting weighting for different entities.
- If a transportation district scenario (Scenario 3) is selected, public vote will be required. Initiate public education campaign on the costs and benefits of creating a transportation district.

SYSTEM PERFORMANCE

System performance monitoring helps regularly track and evaluate service outcomes against set benchmarks, allowing implementable service adjustments. Two types of performance measures (annual and less-frequent) are considered and may be adjusted based on the monitored performance.

- **Annual Review of Performance Measures** are used to understand how new services are being used. Factors that are reviewed include capital costs, operating costs, revenue services hours, rides per hour, etc. These measures are typically already monitored for National Transit Database (NTD) reporting purposes.
 - Capital costs
 - Operating costs
 - Annual rides
 - Revenue service hours
 - Rides per hour
 - Cost per hour
 - Number of dial-a-ride/deviation request denials (demand-response and services that deviate)
- **Less-Frequent Review of Performance Measures** are either (1) less likely to change in a significant way on an annual basis and do not need to be tracked each year, or (2) are time-intensive to evaluate on an annual basis.
 - System ease of use
 - Bicycle and pedestrian access

LAND USE AND POLICY

Land uses, development density, transportation system connectivity and access, parking requirements, and urban form (e.g., building setbacks) are all regulatory elements and code strategies related to development that affect how supportive an area is for transit service. Example transit-supportive code strategies were identified for:

- **Coordination** – Coordination between jurisdictions and transit service providers regarding proposed development is critical to ensuring transit-supportive development occurs.
- **Uses** – The general idea behind use-related transit-supportive strategies is: (a) to encourage uses that support a high number and density of potential transit riders; and (b) to discourage uses that do not provide many riders or that do not promote a pedestrian-oriented environment that supports safe, convenient, and attractive transit access.
- **Development Standards** – Development standards address the intensity and form that development takes. Like use regulations, development standards can be used to promote higher densities of riders near transit, establish a pedestrian-friendly environment, and support transit.
- **Access** – Providing safe and convenient access to transit is critical to its robust use. In addition to requiring access directly from buildings on a site to an existing or planned transit stop, transit-supportive access ensures that transportation network connectivity is high enough to easily reach transit stops by walking and rolling (e.g., biking, scooting, mobility devices).
- **Parking** – Parking affects the transit orientation of development in several ways. Capping the amount of vehicle parking permitted can help make alternatives to driving more attractive. Providing sufficient and well-designed bicycle parking supports bike connections from transit to destinations. The location and design of parking lots – e.g., restricting parking between buildings and the street, and requiring landscaping and walkways – play a significant role in making pedestrian access to transit attractive and convenient. Parking areas also provide potential locations for transit stops, park-and-rides, and ridesharing.

Looking Forward

Transit plays an important role in Umatilla County, connecting its residents and visitors to the places they need and want to go. The recommendations shown here include conceptual guidance to be refined by Umatilla County and its partners moving forward. With this plan, Umatilla County seeks to enhance transit service to meet the needs of the community, improve the transit experience, and prepare for future regional growth and travel.



THE BOARD OF COMMISSIONERS OF UMATILLA COUNTY

STATE OF OREGON

In the Matter of Adoption of)
Umatilla County Transportation) Order No. BCC2023-025
Development Plan)

WHEREAS since the 1960s local government has been providing transit services within Umatilla County;

WHEREAS these limited services have expanded over the years, and with the addition of statewide transportation improvement fund and its funding, transit services have expanded throughout the county;

WHEREAS with expansion of transit service and funding, a transit development plan is needed to guide future transit investments and communicate a coordinated vision for transit service and access to transit across all of Umatilla County;

WHEREAS Umatilla County received 5304 grant funds to contract with a consultant to develop a transit development plan for the County's and region's transit needs, with additional funding allotted in the 2021-2023 STIF formula fund;

WHEREAS Kittelson & Associates was contracted to draft a Transit Development Plan for Umatilla County;

WHEREAS Kittelson & Associates and the Transit Coordinator created a Transit Development Plan Advisory Committee, comprised of local transit agencies, Umatilla County Transportation Advisory Committee (UCTAC) members, city representatives and other interested individuals, which met five times over the last year and reviewed five Technical memorandums, a draft plan and an executive summary;

WHEREAS on May 17, 2023, the UCTAC reviewed and approved the draft Transit Development Plan, with some minor rewording;

WHEREAS the Transit Development Plan will guide transit and transportation projects over the next 20 years in Umatilla County and identifies potential funding sources and explores transit governance options.

NOW THEREFORE, the Board of Commissioners approves and adopts the Umatilla County Transit Development Plan, which is attached to this order and incorporated by this reference.

DATED this 7th day of June, 2023.

UMATILLA COUNTY BOARD OF COMMISSIONERS

Daniel N. Dorran, Chair

John M. Shafer, Commissioner

Celinda A. Timmons, Commissioner

ATTEST:
OFFICE OF COUNTY RECORDS

Records Officer



Umatilla County TRANSIT DEVELOPMENT PLAN



April 2023 Draft

Acknowledgements

The development of this plan was guided by the Project Management Team (PMT), Advisory Committee (AC), and members of the public. Each individual devoted their time and effort to provide valuable input and feedback and their participation was instrumental in the development of the plan.

Project Management Team (PMT) Members

- » Megan Davchevski, Umatilla County
- » Bob Waldher, Umatilla County

Advisory Committee Members

- » Staci Kunz, Transit Consultant
- » Kris Boler, GOBHI
- » Rod Harwood, GOBHI
- » Laurel Sweeney, City of Milton-Freewater
- » Teresa Dutcher, City of Milton-Freewater
- » Heidi Zeigler, ODHS
- » Timothy Barrett, Walla Walla Valley MPO
- » Katie Imes, Morrow County
- » Tamra Mabbott, Morrow County
- » Karen Kendall, City of Pendleton
- » Linda Carter, City of Pendleton
- » Mark Morgan, City of Hermiston
- » J.D. Tovey, CTUIR Planning
- » Teresa Penninger, ODOT
- » Cheryl Jarvis-Smith, ODOT
- » Sunshine Mason, Umatilla County Veteran Services

Consultant Team

- » Krista Purser, Kittelson & Associates, Inc.
- » Desly Amurao, Kittelson & Associates, Inc.
- » Amy Griffiths, Kittelson & Associates, Inc.
- » Paul Ryus, PE, Kittelson & Associates, Inc.
- » Matt Hughart, Kittelson & Associates, Inc.

Table of Contents

Acknowledgements	2
Table of Contents	3
Introduction	4
Vision and Goals	8
Baseline Conditions	8
Transit Needs and Markets.....	17
Future Service Opportunities	19
Funding Forecast	19
Prioritization	23
Implementation Plan	27
Looking Forward	35
References.....	35



Introduction

The Umatilla County Transit Development Plan (TDP) is intended to guide future transit investments and communicate a coordinated vision for transit service and access to transit across all of Umatilla County. The TDP includes information on transit services today, the process and outcomes from the system evaluation, prioritized project packages, and an implementation plan to get services on the ground. The TDP relies on historic, existing, and projected information and, while it provides guidance, the priorities can change based on needs of Umatilla County residents, employees, and visitors, as well as funding opportunities and other factors.

History and Future of Transit in Umatilla County

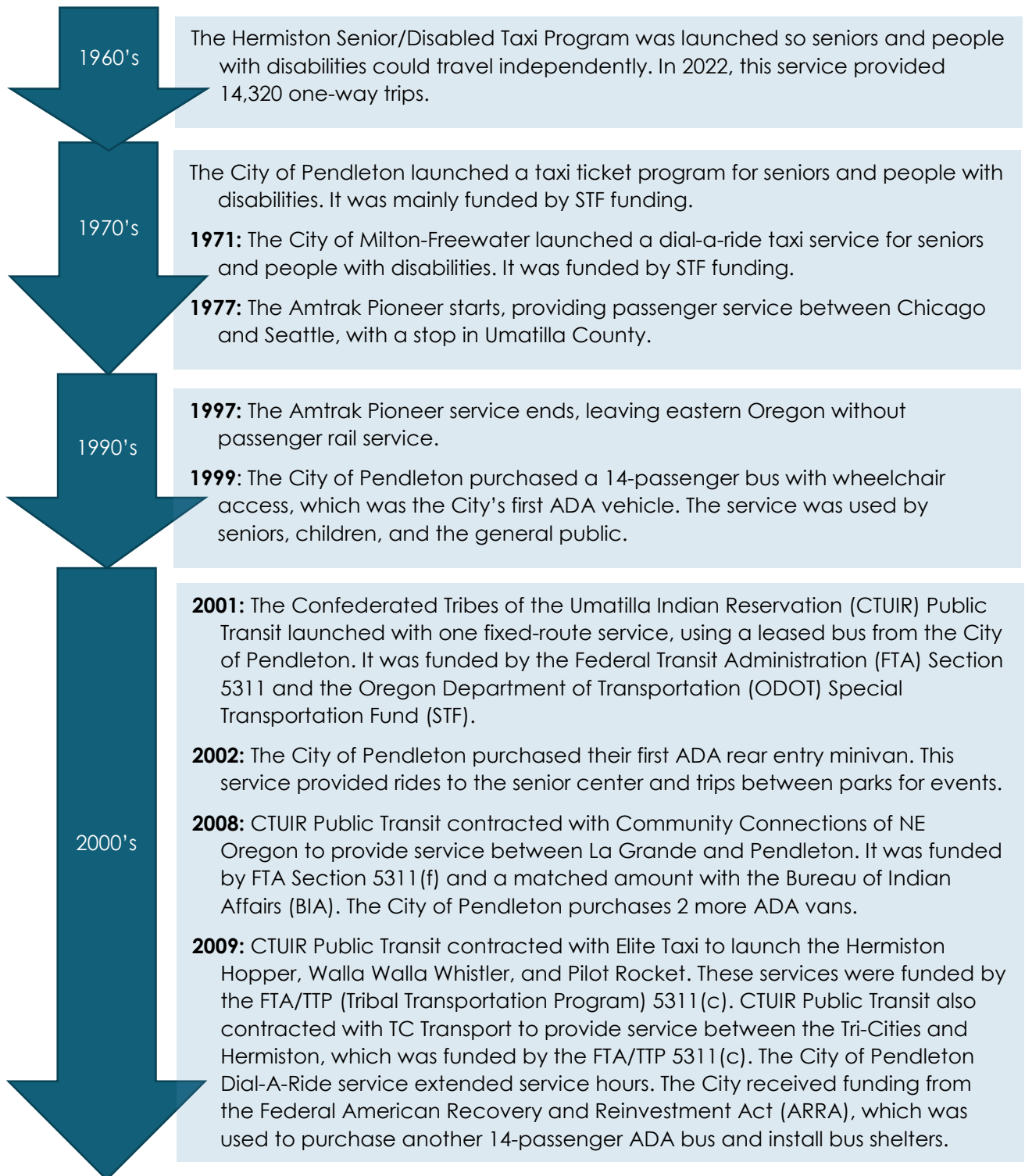
Umatilla County transit providers have operated demand-response services for seniors and people with disabilities as far back as the 1960's, with these services expanding through to the 1990's. Demand for transit services expanded countywide, with further interest in fixed-route and other transportation options for the general population, increased access for meal delivery and medical trips, and regional travel options. The early 2000's saw the advent of the first fixed-route service, with regional services entering the mix in the later 2000's. The 2010's brought along expanded services, especially as Oregon Legislature passed Keep Oregon Moving (HB 2017), which created a new source of funds for transit projects via employee payroll taxes, among other funding sources. Today, local fixed-route and demand-response services are available in the Hermiston, Milton-Freewater, Mission, and Pendleton areas, with regional services connecting Umatilla cities and beyond to Morrow, Walla Walla, Union, and Grant counties.

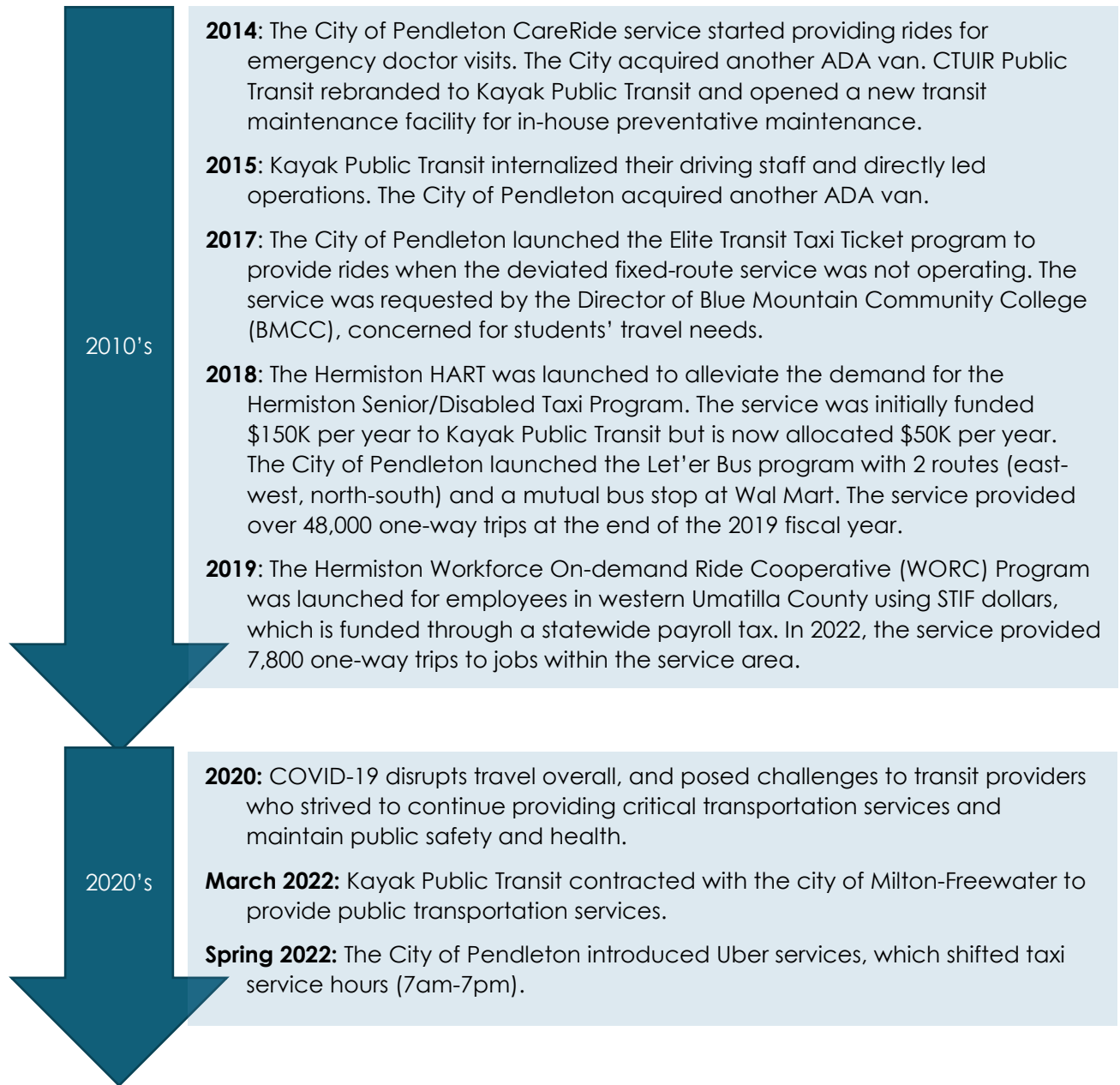
With the advent of HB 2017, the County's responsibilities have expanded, and projects must be identified within a plan to be eligible for HB 2017's Statewide Transportation Improvement Fund (STIF). As the Qualified Entity (QE), Umatilla County must coordinate distribution of these funds to transit providers. These funds supported new and existing efforts, such as:

- » Support for existing services, such as the City of Hermiston Senior and Disabled Taxi Program, City of Milton-Freewater fixed-route and taxi services, City of Pendleton Let'er Bus and taxi services, and intercity routes.
- » In 2019, establishment of the Hermiston WORC program, which aims to serve low-income employees within western Umatilla County. Since the funding for the program came from a statewide payroll tax, the purpose of this program was to allow people employed within the zip codes of western Umatilla County to get to and from work.
- » Capital improvements, such as bus stop amenities and a new bus barn in northwest Pendleton.
- » Discretionary grants for intercity routes, including expansion of existing services and establishment of new intercity routes, such as the Hermiston-Boardman Connector.

Projects funded by STIF must be tracked and reported by each involved entity, leading to redundancies across agencies. To continue their success in providing a range of transportation options for a range of needs, Umatilla County and the transit providers will need to not only continue collaborating and enhancing their partnering abilities, but also consider new means of administering transit services. Of particular need for the County is an evaluation of governance options that resolve jurisdictional barriers and reporting redundancies and bolster economies of scale while maintaining local decision-making autonomy.

Transit Over Time





Project Purpose & Processes

A series of technical memoranda was developed during the development of the TDP. The initial technical memoranda provided the building blocks for the project, addressing existing conditions and performance. As work progressed, future conditions were evaluated, and mobility needs and opportunities were identified. The Project Management Team (PMT) guided the preparation of these technical memoranda in coordination with the Advisory Committee (AC). These interactions helped guide the development of the Transit Master Plan as well as build the necessary consensus and support. Members of these groups are listed in the Acknowledgements section. The memoranda and documents developed during the process are provided in *References* and include:

- A. Public Involvement Summary
- B. Memo #1: Existing and Future Transit Needs
- C. Memo #2: Vision and Goals
- D. Memo #3: Future Service Opportunities
- E. Memo #4: Future Funding and Preferred Projects
- F. Memo #5: Implementation Plan

Public Involvement Process

The project process included several touchpoints where stakeholders and public could provide input. A full summary of these activities is included in the *References*.

Project Webpage

Umatilla County created and maintained a project webpage on the Umatilla County website that provided information about the project, schedule, technical memoranda, and opportunities to provide input.

Stakeholder Outreach Events

Discussions with key stakeholders from local counties, cities, and organizations in the project area were conducted to better understand the needs of the public.

Online/On-board Survey

A questionnaire was provided both online and on-board during the summer of 2022. It asked about peoples' origins and destinations, reasons why they take transit, and ideas for improvement. The results provided an important picture of how and where people use the system.

A second online and on-board survey was conducted during the fall of 2022. The purpose of this survey was to determine public sentiment about proposed modifications to the existing transit system and proposed new transit routes, and to further understand the public's transportation priorities and preferences. The results of the survey informed the development of this TDP.

Advisory Committee

Technical memoranda and the draft TDP were also provided for review to the AC, which provided insights and feedback on the materials. AC members represented ODOT, local cities, and community members.

Umatilla County Transportation Advisory Council and Board of Commissioners

Prior to adoption, the draft Transit Development Plan and its executive summary will be presented to the UCTAC and Board of Commissioners for feedback.

Vision and Goals

The TDP transit vision and goals were developed to inform the TDP process and provide guidance for future implementation of the plan. On a state and local level, they focus on equity, health and safety, sustainability, mobility and convenience, and coordination.

Vision:

Provide an equitable, safe, convenient, and coordinated transit network throughout Umatilla County that will support the health and well-being of individuals, communities, the economy, and the environment.

- » **Goal 1. Equity** – Build a transit system that meets the needs of users of all backgrounds, including a range of age, ability, income, and more.
- » **Goal 2. Health and Safety** – Foster public health by increasing use of active travel and improving safe access to the outdoors, health care, healthy food, and similar healthy places.
- » **Goal 3. Mobility, Connectivity, and Convenience** – Improve service coverage throughout the County, increase frequency and hours of service, and provide connections within and beyond the county to access the places riders need to go.
- » **Goal 4. Sustainability** – Foster environmental, economic, and fiscal sustainability through transit investments.
- » **Goal 5. Coordination** – Collaborate with public and private partners to maximize services.
- » **Goal 6. Information, Marketing, and Technology** – Improve awareness of and ease of access to transit facilities.

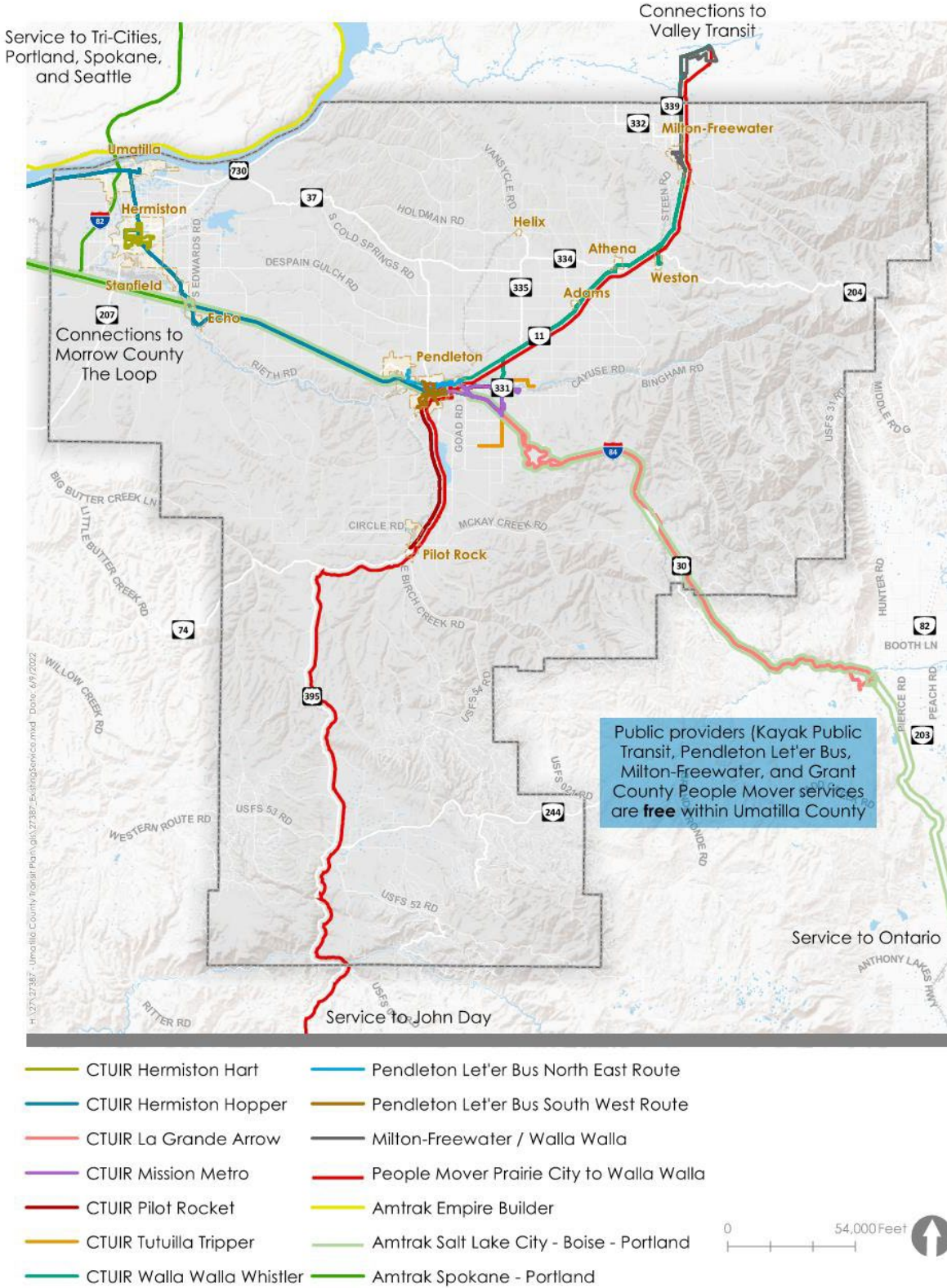
Baseline Conditions

This section summarizes baseline conditions of the transit system as detailed in *Memo #1: Existing and Future Transit Needs*.

Existing Services

Maintaining existing services, in addition to service enhancements described in this plan, is critical for Umatilla County. Table 1 summarizes each Umatilla County transportation provider by provider type (public or private), type(s) of service, operating hours, and general service areas. The remainder of this section describes these providers and service types in more detail. Figure 1 is a map of transit services provided in the county.

Figure 1. Existing Services in Umatilla County





Umatilla County Transit Development Plan

Table 1. Transportation Service Options within Umatilla County

Transportation Provider	Provider Type	Service Type	Operating Hours	Service Area
CTUIR – Kayak Public Transit	Public	Local Fixed-Route Commuter Bus Route ADA Paratransit	Local Fixed-Route: Weekdays from 5am – 7pm Saturday from 8:30am – 4pm. Commuter Bus Route: Weekdays from 5am – 6pm Saturday from 9am – 4pm. ADA Paratransit: Weekdays from 7:30am – 4pm	Local Fixed-Route: Hermiston, Pendleton, Tutuila, Mission Commuter Bus Route: La Grande, Pendleton, Pilot Rock, Hermiston, Echo, Stanfield, Umatilla, Mission, Athena, Weston, Milton-Freewater, Walla Walla ADA Paratransit: Mission
City of Pendleton Let'er Bus	Public	Deviated Fixed-Route	North-East Route: Weekdays (except federal holidays) from 7am – 12pm and 1pm – 6pm South-West Route: Weekdays (except federal holidays) from 7am – 12pm and 1:30pm – 6pm	Pendleton
City of Pendleton Senior/Disabled Services	Public	Dial-A-Ride (Taxi Voucher for seniors/people with disabilities; general public as space allows)	Everyday: 7am- 7pm minimum, potential earlier morning/late evening service (except for holidays)	Pendleton, within Urban Growth Boundary, and within seven driving miles of Pendleton
City of Pendleton Parks and Rec	Public	Summer Service (Geared towards children, open to public)	Summer (prearranged recreation schedule)	Pendleton Community Parks



Umatilla County Transit Development Plan

Pendleton Care-Ride	Public	Dial-A-Ride (Non-Emergency Medical Transportation)	N/A	Pendleton
City of Milton-Freewater	Public	Fixed-Route	To College Place & Walla Walla: 8am – 1:30pm To Milton-Freewater: 9am – 3pm	Milton-Freewater, College Place, Walla Walla, Hermiston, Kennewick, Pendleton
		Dial-a-Ride (Paratransit taxi))	Monday through Saturday, 7am – 4pm	5-mile radius of Milton-Freewater City Center
City of Hermiston Taxi Programs	Public	Employment Dial-a-Ride	Operates when taxi provider is operating: 18 hours a day for seven days a week (unless otherwise stated by the taxi provider)	Hermiston, western Umatilla County
		Senior & Disabled Dial-a-Ride		Hermiston City Limits
Morrow County The Loop	Public	Dial-A-Ride	Weekdays from 8am – 12pm and 1pm – 5pm	Heppner, Boardman, Irrigon, Lone, Lexington
Valley Transit/ Valley Transit Plus	Municipal Corporation	Fixed-Route Dial-A-Ride (Paratransit) Deviated Fixed-Route Vanpool and Carpool Intercity	Fixed-Route (7 routes), Dial-A-Ride: Weekdays from 6:15am – 5:45pm Deviated Fixed-Route (FLEX Route – 2 loops): Weekdays from 5:50pm to 9:10pm; Saturday from 10:45am to 6:10pm Connector (extension of services to areas of Walla Walla and College Place): Weekdays from 5:45pm to 8:40pm; Saturday from 10:45am to 6:10pm Job Access (reservation-based): Daily from 5:00am – 11:30pm	Walla Walla, College Place, and fringes of Garrett and Walla Walla East
Grant County People Mover (Oregon)	Public	Deviated Fixed-Route	Tuesdays (except holidays) from 5am – 8pm	Prairie City to Walla Walla with stops in John Day, Mt. Vernon, Long Creek, Dale, Ukiah, Pilot



Umatilla County Transit Development Plan

				Rock, Pendleton, Milton-Freewater
Greyhound	Public – Subsidized Private Company	Fixed-Route	<p>Salt Lake City – Boise – Portland stops in Pendleton near 3:30pm in the eastbound direction and near 12:30pm in the westbound direction</p> <p>Portland – Spokane stops in Pasco near 2:30pm in the eastbound direction and near 1:30pm in the westbound direction</p>	<p>Salt Lake City – Boise – Portland with stops in Portland, Hood River, The Dalles, Stanfield, Pendleton</p> <p>Portland – Spokane with stops in Hood River, The Dalles, Stanfield, Pendleton, Pasco.</p>
CAPECO	Public	Medicare and Medicaid	Tuesdays and Thursdays CAPECO discontinued their transportation program in December 2022.	Pendleton, Hermiston, Milton-Freewater, Irrigon, Boardman, Umatilla, Walla Walla, and Tri-cities
Clearview Mediation and Disability Resource	Public	Medicaid Rides	Weekdays from 7am – 6pm; Weekends and nights by appointment	Trips originating in Umatilla and Morrow Counties, Morrow County limited to Boardman, Irrigon, sometimes Heppner.
Good Shephard Health Care System	Private – community members of Good Shephard Health Care System	Dial-A-Ride	Weekdays from 7:30am – 6pm	Hermiston, Echo, Stanfield, Umatilla, Irrigon, Boardman
Hermiston Senior Center	Private – clients within Hermiston city limits	Dial-A-Ride		Hermiston

Kayak Public Transit

Kayak Public Transit is a public transit service that serves as far as southeastern Washington and northeastern Oregon. Service is currently free to the public, as it is funded through federal grants, state grants, and CTUIR general funds. Key information about these services is as follows:

- » **Fixed-Route:** Kayak Public Transit's Fixed-Route service operates 5am – 7pm, Monday through Friday, with limited service on Saturday from 8:30am – 4pm. These services are on a repetitive, fixed schedule, operating 3 Fixed-Routes with HART (Hermiston Area Regional Transit), Tutuila Tripper, and Mission Metro.
- » **Commuter Bus Route:** Kayak Public Transit's commuter bus route service operates 5am – 6pm, Monday through Friday, with limited service on Saturday from 9am – 4pm. These services are primarily used to connect outer areas with a central city (Pendleton). It operates 4 commuter bus routes: La Grande Arrow, Pilot Rocket, Hermiston Hopper, and Walla Walla Whistler.
- » **ADA Paratransit:** Kayak Public Transit's ADA Paratransit service operates 7:30am – 4pm, Monday through Friday, with no service on the weekends. It operates similarly to a dial-a-ride service, where passengers must be eligible to schedule a ride and where scheduling must be done at least one business day in advance. Service areas include up to ¾ of a mile on either side of the following Fixed-Routes: Mission Metro, Tutuila Tripper, and HART.

City of Pendleton Let'er Bus

Let'er Bus

The City of Pendleton's Let'er Bus is a public transit service that serves all of Pendleton. Service is ADA-compliant for wheelchair service, bike-friendly, and currently free to the public. It runs 2 different routes, 11 times a day. Riders may request route deviations up to half a mile and "flag stops" 24 hours in advance via phone call Monday through Friday during open dispatch hours. "Flag stops" are designated stops that aren't stopped at unless it is requested. Key information about these services is as follows:

- » **North-East Route:** Let'er Bus's north-east route operates 7am – 12pm and 1pm – 6pm, Monday through Friday, except for federal holidays. It starts from Walmart to Riverside and back through the North Hill neighborhood. Stops include City Hall, Main Street, Pendleton High School, the Aquatic Center, and Blue Mountain Community College (BMCC).
- » **South-West Route:** Let'er Bus's south-west route operates 7am – 12pm and 1:20pm – 6pm, Monday through Friday, except for federal holidays. It starts from Walmart to McKay, Sherwood, and South hill neighborhoods. Stops include St. Anthony Hospital, Southgate Medical Center, Pendleton High School, the Aquatic Center, and BMCC.

Senior/Disabled Services

The City of Pendleton provides dial-a-ride services for seniors and people with disabilities. Service areas include all of Pendleton and areas within the Urban Growth Boundary, as well as those within seven driving miles of Pendleton who are not served by another transit provider. Both services operate every day except for holidays. Key information about these services is as follows:

- » **Senior and Disabled Taxi Ticket Voucher Program:** This taxi service operates 7 days a week from 7am – 7pm at minimum, with potential for earlier morning/late evening service depending on taxi driver availability (except for holidays). One-way trips cost \$2.00. Tickets are provided through grant funding and are distributed to participants on a semi-annual basis. Riders must be 60 years of age or older or have a disability.
- » **Elite Transit Tickets:** This taxi service operates 22 hours a day (except for holidays) for senior/disabled customers. General public tickets to this service are only valid when the Let'er Bus service is not in operation, as riders are encouraged to use the Let'er Bus service. Tickets cost \$3.25 and can be purchased at the Elite Taxi Office. Riders can only buy 4 tickets a week.

Other City of Pendleton Services

The City of Pendleton provides 3 other services: Daily Van Service, Parks and Rec Interpark Transportation, and Care-Ride.

- » **Daily Van Service:** This dial-a-ride service operates 7 days a week from 7am – 7pm, serving Pendleton and areas within the Urban Growth Boundary, as well as those within seven driving miles of Pendleton who are not served by another transit provider. Riders schedule rides a business day before, as same-day requests are based on availability. Each ride costs \$1.
- » **Parks and Rec Interpark Transportation:** This summer service is used as transportation between Pendleton community parks based on group activities, in addition to a Wednesday aquatic center parks program. Service is free, and though it is geared towards children it is open to the public.
- » **Care-Ride:** This taxi service provides free transportation for individuals who need timely medical attention but do not require an immediate response from an ambulance. Rides may be scheduled through the doctor's office or through the taxi company. The service is open to all individuals and operates on a "first call, first ride" basis. With financial assistance from St. Anthony's, service is free.

City of Milton-Freewater

Transportation provided by the City of Milton-Freewater operates as a fixed-route service. When traveling to College Place & Walla Walla, hours of operations are from 8am – 1:30pm, and when traveling to Milton-Freewater, hours of operations are from 9am – 3pm. The taxi service is available to people aged 60 and over and people with disabilities. Both the bus and taxi do not operate during the following holidays: New Year's, Memorial Day, Independence Day, Labor Day, Thanksgiving, and Christmas.

Hermiston Taxi Programs

The Hermiston West-End On-Demand Ride Cooperative (WORC) is a demand-response taxi service that started in 2019. Because the primary motivation behind the service lies in the fact that those employed at factories often have a mix of work schedules, the service subsidizes rides to and from work for those employed in western Umatilla County. Punch cards are used to pay for service and to determine the service area. Hermiston also funds a senior and disabled taxi program, where riders who live inside city limits and are 60 years or older or eligible for disability under certain criteria can purchase taxi tickets for \$2.50 each. Trips must begin and end within the city limits.

Grant County People Mover

The Grant County People Mover provides services throughout different areas in Oregon, but Umatilla County community members primarily utilize the route from Prairie City to Walla Walla and back. This route operates 5am – 8pm on Tuesdays, except for federal holidays. Home pick-ups are discouraged but can be done given advanced notice and an extra charge of \$5.

Greyhound

The Greyhound provides services throughout the United States, but in addition to travelling within Umatilla County, routes to Portland, Seattle, and Spokane are utilized as well. Depending on the trip's starting point, tickets are to be purchased online or at a full-service terminal and may have varying hours of operation.

Medical-Related Services and Programs

Medical-related services and programs include CAPECO, Clearview Mediation and Disability Resource, and Good Shephard Health Care System, each with different hours of operations and service areas. However, each operate similarly to a dial-a-ride service. Costs are partially covered by specific insurances for rides schedules with CAPECO and Clearview but are complimentary for clients of the Good Shephard Health Care System.

Senior Center-Associated Transportation Services

The main senior center-associated transportation service is the Hermiston Senior Center, also known as the Harkenrider Senior Center. It mainly operates as a dial-a-ride service. On Tuesdays and Thursdays, operations include "Meals on Wheels," where meals are served and delivered if an order is made before 10am.

Other Services and Programs

Other fixed-route and dial-a-ride services in neighboring counties include those provided by Morrow County's The Loop and Valley Transit. Several Umatilla services connect to each of these systems. Umatilla County community members can also use a local taxi or participate in *Get There Oregon*. *Get There Oregon* seeks to connect commuters in Oregon for vanpools, carpools, and bike groups. The platform is also used to organize encouraging commuter challenges by ODOT and its regional partners.

Service Assessment

This section describes ridership and demand for Umatilla County's services from 2019 and compares its performance to similar providers. Data from 2020 to 2022 showed less service and ridership due to the COVID-19 pandemic. A detailed assessment can be reviewed in *Memo #1: Existing and Future Transit Needs*. Key findings are shown below:

- » The Park-and-Ride Trolley was one of the highest performing routes in terms of rides per hour.
- » The highest rides per hour systemwide was in 2019, compared to the 2016 to 2022 timeframe, which is also when the most service was provided. This indicates that higher service is needed to capture the demand, and rides per hour efficiency can keep up with service increases.
- » Based on TCRP Report 161 demand estimates, Hermiston HART and Pendleton local services' ridership do not meet expected demand and service may need to be modified

to better serve local trips. The Hermiston Hopper also underperforms, but this may be due to some rides not serving its full extent to Irrigon. Other services meet their commute demands.

- » Kayak Public Transit and City of Pendleton Let'er Bus provide fewer rides per hour than their peers; looking into what programs these other providers have in-place may help to boost ridership and meet the needs of the communities.
- » The Morrow/Umatilla County Transit Development Strategies includes recommendations for improved transit service, infrastructure needs, coordination and organizational needs, and capital and funding needs related to the regional travel shed needs of Umatilla and Morrow Counties.

Transit Capital Asset Analysis

The section describes Umatilla County's service provider's fleet, transit stop amenities, park and ride facilities, and transit technologies, where information is available. A detailed analysis is included in *Memo #1: Existing and Future Transit Needs*. Key findings include:

- » Kayak Public Transit currently owns and operates 8 ADA-compliant buses, 6 of which are in excellent or good condition. The City of Pendleton owns and operates a 10-vehicle fleet, with 6 vehicles beyond their expected useful life (EUL).
- » Many transit stops are marked by signage only. More infrastructure can help support safe and comfortable stops for transit riders.
- » There are no formal park-and-rides in Umatilla County, but there are plans for assessing potential locations throughout the county.
- » Currently, each transit provider contracts to provide iTransitNW, a regional trip planning resource that serves southeast Washington, northeast Oregon, and central Idaho. There is interest in pursuing more transit technologies that make riding transit more convenient.



Transit Needs and Markets

Transit needs were identified primarily through considerations of gaps identified in the existing service analysis conducted as part of *Memo #1: Existing and Future Transit Needs*, along with gaps identified through public involvement and outreach. Transit needs are grouped by transit markets and service enhancements & efficiencies.

Transit Markets

In addition to preserving and enhancing existing services, the transit markets identified for Umatilla County consist of the following:

- » **Provide additional or modified service in Hermiston and Pendleton:** The analysis identified that ridership within Hermiston and Pendleton was relatively low compared to the expected travel demand. Although both cities have fixed-route and demand-response services, some ridership may be captured on Kayak Public Transit intercity services, which also serve parts of Hermiston and Pendleton. Compared to its peers, the Pendleton Let'er Bus serves fewer rides per hour but at a lower cost per hour. Lastly, several key activity centers in these communities are not served or are far from existing routes. Some of these activity centers (such as an assisted living facility in rural fringe areas) may be more appropriately served by demand-response services rather than fixed routes. Additional and/or modified services within these communities could help increase ridership.
- » **Expand service to neighboring counties, especially the Tri-Cities and Boardman areas:** The commute analysis saw heavy dependence on these areas. With most County growth focused in the northwest portion of the County, travel demand to these neighboring counties is expected to increase.
- » **Modify service between Umatilla County and the Walla Walla area:** With growth expected in Milton-Freewater and Pendleton, increased travel demand is expected. Several agencies duplicate services on this corridor between the Walla Walla Whistler, City of Milton-Freewater service, and Grant County People Mover. Examining the timing and connections of these services may help to meet future demand and reduce duplication if this is occurring.
- » **Increase long-distance service:** The I-84 corridor is a key travel route for not only Umatilla County community members, but for the region and state. Increasing service along I-84 through regional connections such as the La Grande Arrow and Hermiston Hopper, or national network systems such as Greyhound and renewed passenger rail service, would help to provide long-distance access to essential resources.
- » **Serve growing populations inside Urban Growth Boundaries (UGBs) and large cities:** Most growth in Umatilla County is expected to occur inside UGBs and in the larger cities in Umatilla County; therefore, the market for intracity and intercity travel is likely to increase.
- » **Enhance access for transit-dependent populations in rural and urban areas:** High proportions of potential transit-dependent populations for Umatilla County live in both rural and urban areas; many of these areas do not have access to fixed-route transit. The rural nature (e.g., low-density land use, limited roadway connections) makes these populations hard to serve efficiently with transit services.

Service Enhancements & Efficiencies

The following improvements were identified as needs not specific to geographic or demographic transit markets. These improvements could help improve existing rider experience, draw new ridership, and improve efficiencies of transit operations.

- » **Increase service frequency, extend service hours, and provide weekend service:** Several transit providers do not currently operate on weekends, leaving a temporal gap in the network. Ridership on several services doesn't meet the expected demand, which may be a factor of service frequency or service hours not capturing the times or frequency in which people need to travel. Additionally, the increase in service up through 2019 showed an increase in rides per hour, indicating that more service drives even higher use of the system.
- » **Improve education, marketing, and partnerships:** Compared to several of its peers, Kayak Public Transit and the City of Pendleton provide fewer rides per hour. Lower efficiency may be an outcome of the geographic and demographic layout of the community, but looking toward other transit providers can help to highlight marketing opportunities. Improved partnership and marketing may help to boost transit ridership.
- » **Update vehicle fleet:** To provide increased service, transit providers will need to expand their vehicle fleets. Additionally, the rising cost of fuel and maintenance can be a burden to tight operating budgets. Pursuing electrification or other alternative fuels can help to stabilize operating costs. However, the current electric vehicle market is limited for long-distance route needs. A plan for fleet replacement, considering turnover, charging infrastructure, and advances to vehicle technology is needed.
- » **Improve bus stop amenities and access:** Individual bus stops could be improved with amenities, sidewalk access, bike facility access, and more. Specific improvements identified through outreach include shelters, updated information boards, and benches. Additionally, park-and-ride facilities may be beneficial for the long-distance services offered in the county, especially as gas prices increase and community members seek cheaper transportation alternatives.
- » **Update tools and technology:** Transit providers in the region are joining together as part of iTransitNW to establish a one-stop shop for transit resources. Continuing to monitor this implementation and seek ways to provide both back-end management and data tracking and front-end customer benefits is critical to the region and the many transit providers who operate within it.

Future Service Opportunities

Memo #3: Future Service Opportunities describes future service opportunities that address transit needs through routing opportunities, service enhancements, coordination and consolidation, information & technology, and facilities. These opportunities were developed based on stakeholder input; population, employment, and land use growth forecasts; and existing and future transit demand. Each service opportunity includes a description of the service change, changes to the number of operating buses (capital cost), annual operating cost, and estimated ridership. Information & technology improvements and bus stop & facilities improvements are described qualitatively with high-level cost estimates.

Future service opportunities include the following:

- » **Provide** additional or modified service in Hermiston and Pendleton.
- » **Expand** service to neighboring regions, especially the Tri-Cities in Washington and Boardman area in Morrow County.
- » **Modify** service between Umatilla County and the Walla Walla area.
- » **Increase** regional/long-distance service.
- » **Serve** growing populations inside Urban Growth Boundaries (UGBs) and large cities.
- » **Enhance** access for transit-dependent populations in rural and urban areas.
- » **Increase** service frequency, extend service hours, and provide weekend service.
- » **Improve** education, marketing, and partnerships.
- » **Update** vehicle fleet.
- » **Improve** bus stop amenities and access.
- » **Update** tools and technology.

Funding Forecast

This section describes existing funding sources, potential new sources, and different funding scenarios using sources at the federal, state, and local levels. Full details about these sources are included in *Memo #4: Future Funding and Prioritized Projects* in *References*, with a summary provided below.

Federal Funding Opportunities

The primary federal funding sources are the Enhanced Mobility of Seniors & Individuals with Disabilities Formula Grant (Section 5310) and the Rural Area Formula Grant (Section 5311). Existing and future funding sources include:

- » Section 5307 – Urbanized area Formula Grant
- » Section 5310 – Enhanced Mobility of Seniors & Individuals with Disabilities Formula Grant
- » Section 5311 – Rural Area Formula Grant
- » Section 5311(c)(1)(B) – Tribal Transit Formula Grant
- » Section 5339 – Bus and Bus Facilities
- » Surface Transportation Block Grant (STBG)
- » Infrastructure Investment and Jobs Act

- » Other Federal Funding, including periodic innovation and infrastructure opportunities

State Funding Opportunities

- » Special Transportation Fund (STF)
- » Statewide Transportation Improvement Fund (STIF)
- » STP Discretionary Bus Replacement Program
- » Statewide Transit Network Program
- » Rural Veterans Healthcare Transportation (RVHT)
- » Highly Rural Transportation Grants (HRTG)
- » WSDOT Grants
 - Enhanced Mobility of Seniors & Individuals with Disabilities (Section 5310)
 - Formula Grants for Rural Areas (Section 5311)
 - Grants for Buses and Bus Facilities Formula Program (Section 5339a)
 - Paratransit/Special Needs and Rural Mobility Competitive
 - First/Last Mile Connections
 - Green Transportation Capital
 - Move Ahead Washington
 - Transit Coordination
 - Paratransit/Special Needs and Rural Mobility Formula
 - Regional Mobility
 - Rural Transportation assistance Program
 - Transit Support Grant
 - Transportation Demand Management Grant
 - Travel Washington Intercity Bus
 - Vanpool Investment Program
 - Pedestrian & Bicycle Program and Safe Routes to School

Local Funding Opportunities

- » City Contributions
- » Medical-related and Local Revenue
- » Local Taxes
- » Other Transit Provider Revenue, including advertising/sponsorships and investment income

Additionally, Umatilla County will continue to work with employers, local organizations, communities, and stakeholders in the region to identify changing travel needs and to form partnerships that could aid in securing local funds to develop solutions for services.

Funding Scenarios

Future funding scenarios consider relatively stable as well as uncertain funding sources. Although the COVID-19 pandemic has reduced ridership and ridership-associated transit funding, other funding for transit has increased in recent years.

Table 2. Projected Growth Rates for Funding and Costs

Growth Rates	
STIF Formula Employment/Wage Growth	5.00%
STF/5310/5311/Local Match Growth	2.00%
Local Match Growth	2.00%
Service and Capital Cost	3.50%

This plan considers the following funding scenarios:

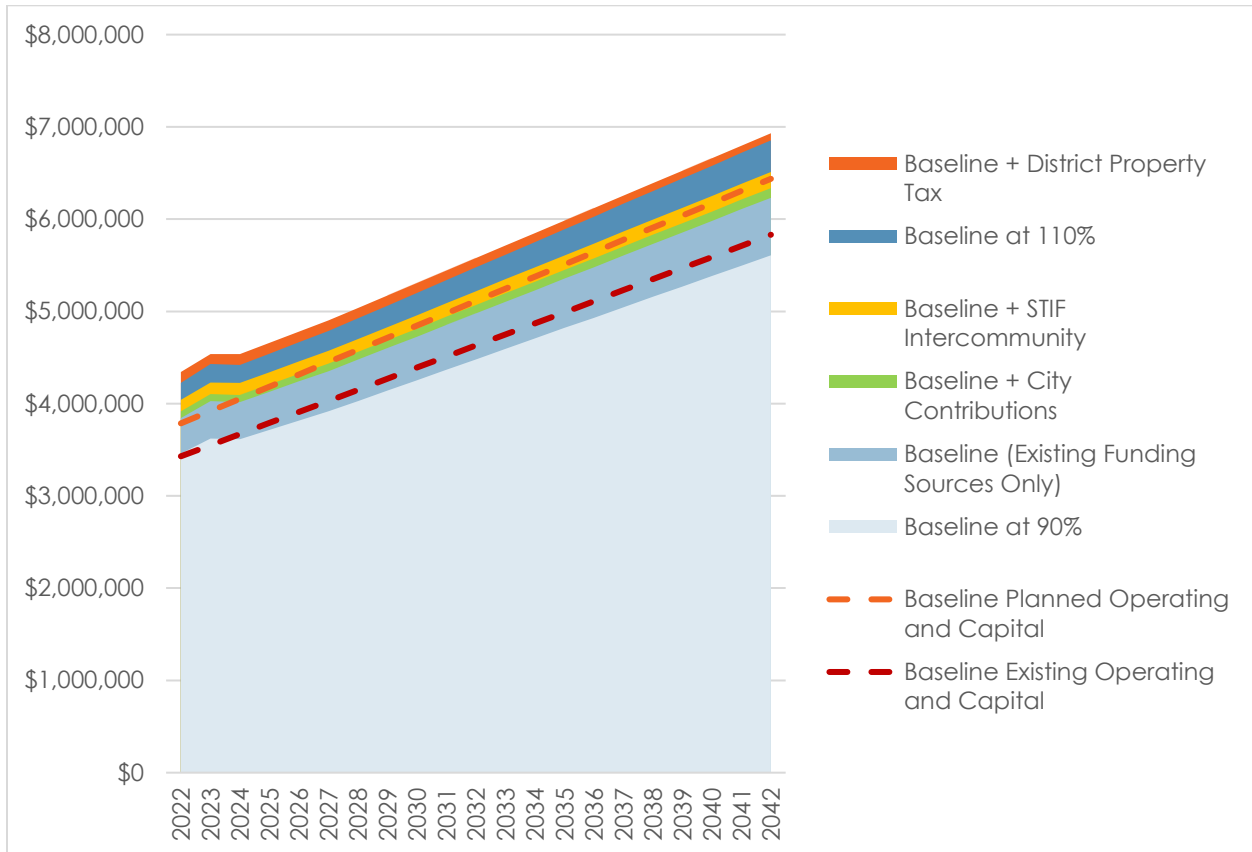
- » **Baseline Funding:** This funding scenario projects existing funding sources at the rates shown in Table 2.
- » **Baseline at 90%:** This funding scenario assumes a 10% reduction in existing funding, projected forward at the historic rate. This scenario provides a proxy estimate of reduced ridership and its impacts on fare and formula fund loss, STIF projections, etc.
- » **Baseline at 110%:** This funding scenario assumes a 10% increase in existing funding, projected forward at the historic rate. This scenario provides a proxy estimate of increased ridership, STIF projections, etc.
- » **Baseline + STIF Intercommunity** – This funding scenario includes existing funding sources plus an additional \$200,000 in STIF Intercommunity. It projects this funding forward at the historic rate. STIF Intercommunity funds could be applied to potential routes. It should be noted that STIF Intercommunity funds are intended to be used for pilots and initial operations. The assumed \$200,000 is a typical operating funding amount for STIF Intercommunity funds; this scenario projects a 2% growth rate.
- » **Baseline + City Contributions** – This scenario reflects several cities each contributing several thousand dollars per year to Umatilla County to about \$10,000 in local match and leveraging these dollars as the 10% for various state and federal funds. The resulting amount is estimated at \$100,000, projected at a 2% growth rate.
- » **Baseline + District Property Tax** – This scenario reflects a possibility of Umatilla County becoming a transportation service district and enacting a property tax rate of \$0.10 per \$1000 of the assessed total tax land value. The forecast property tax is based on an annual increase of 2% of total existing property taxes and the additional property taxes from anticipated housing growth in the county.

Table 3 and Figure 2 shows the funding scenarios and approximate projected funding amounts. Projected funding amounts are shown as shaded areas in Figure 2, while baseline funding costs and baseline plus the planned Hermiston-Boardman Connector costs are identified as dashed lines (detailed cost inputs described further below).

Table 3. Projected Funding Scenarios

Year	2022	2027	2032	2037	2042
Local Match (NEMT, Contract Revenues)	\$320,130	\$352,000	\$384,000	\$416,000	\$448,000
Section 5307 Funds	\$54,000	\$0	\$0	\$0	\$0
Section 5311 Funds	\$674,369	\$742,000	\$809,000	\$877,000	\$944,000
Section 5310 Funds	\$488,502	\$537,000	\$586,000	\$635,000	\$684,000
County STF	\$379,293	\$417,000	\$455,000	\$493,000	\$531,000
Tribal Funds (STF, 5311c)	\$635,400	\$667,000	\$699,000	\$731,000	\$762,000
STIF Formula - CTUIR	\$100,000	\$102,116	\$128,000	\$153,000	\$179,000
STIF Formula - Umatilla County	\$1,190,140	\$1,533,408	\$1,917,000	\$2,300,000	\$2,683,000
Increased City Contributions	\$75,000	\$83,000	\$90,000	\$98,000	\$105,000
STIF Intercommunity	\$200,000	\$220,000	\$240,000	\$260,000	\$280,000
District Property Tax	\$500,000	\$550,000	\$600,000	\$650,000	\$700,000
Combined Funding Scenarios					
Baseline (Existing Funding Sources Only)	\$3,842,000	\$4,351,000	\$4,978,000	\$5,605,000	\$6,231,000
Baseline at 90%	\$3,458,000	\$3,916,000	\$4,480,000	\$5,045,000	\$5,608,000
Baseline at 110%	\$4,226,000	\$4,786,000	\$5,476,000	\$6,166,000	\$6,854,000
Baseline + City Contributions	\$3,917,000	\$4,434,000	\$5,068,000	\$5,703,000	\$6,336,000
Baseline + STIF Intercommunity	\$4,042,000	\$4,571,000	\$5,218,000	\$5,865,000	\$6,511,000
Baseline + District Property Tax	\$4,417,000	\$4,984,000	\$5,668,000	\$6,353,000	\$7,036,000
Baseline + City Contributions + District Property Tax	\$4,342,000	\$4,901,000	\$5,578,000	\$6,255,000	\$6,931,000

Figure 2. Projected Finding Scenarios and Recommendations



Prioritization

Future routing service opportunities were prioritized by timeframe based on their evaluation results, funding availability, and other factors influencing decision-making, including other services and capital purchases. Most notably, transit services in Umatilla County will be financially constrained unless additional funding or reduced operating costs are achieved. In addition to maintaining existing services and programs, Table 4 shows the preliminary prioritization recommendations by timeframe. Note that the planned Hermiston – Boardman Connector is assumed to be implemented in this biennium and is reflected in the “Planned” improvements list.

Short-term projects are typically high priorities for community members and stakeholders, have lower implementation costs or dedicated funding in-place, and have higher ridership potential and improved transit access. These recommendations include:

- » Pursuing STIF Intercommunity funds and WSDOT grants (via Ben Franklin Transit) to pilot the proposed **Tri-Cities route**. The new route would operate a morning and evening run on weekdays that would allow riders to make connections from other services and complete a roundtrip in a single day. As the grant sources are often intended for short-term piloting, this route would need other funding in the mid-term and long-term.
 - Additionally, monitor the need for vehicle storage facilities in western Umatilla County. In addition to existing HART and Hopper service, the future Connector and Tri-Cities routes would increase potential for “deadheading” and increasing costs to operate service.
 - Consider local circulation needs connecting to Tri-Cities and the Hermiston – Boardman Connector, especially in smaller communities such as Umatilla (city).
- » **Implement passenger counters and monitor stop usage** to assess bus stop amenity needs:
 - In particular, monitor the Milton-Freewater service given the recent minor modifications to local stops. Additional survey feedback indicated that a different Milton-Freewater stop for Grant County People Mover and Walla Walla Whistler is desired by riders as the Fry’s True Value is far from many activity centers and residential areas.
 - Additionally, the implementation of the Hermiston – Boardman Connector and Tri-Cities route will shift transit use in northwest Umatilla County. This area should be monitored for the need for modified stops, vanpool partnerships, local circulators/expanded dial-a-ride areas, or other service enhancements.
- » **Improve amenities** at the **Pendleton Walmart, Hermiston Walmart, Til Taylor Park, 3rd & Orchard** (or alternative Hermiston transit center), and **Nixyaawi Governance Center/Tribal Health Center stops**. These stops are known to have high ridership today.
- » **Pursue real-time vehicle arrival implementation** and associated trip planner updates.

Mid-term projects consider public feedback priorities on service enhancements, cost constraints, and service distribution across the county. These recommendations include:

- » **Pursue additional funding** to implement service enhancements and maintain existing operations; consider becoming a transportation district and pursuing property tax revenues and/or increasing city contributions.
- » Becoming a transportation district may result in **provider consolidation** with potential to pool staffing and decrease overhead costs in providing service.
- » Before or alongside this transition, providers could pursue a **centralized transit center in Pendleton**, potentially using and/or expanding the planned storage facility in northwest Pendleton.
- » After a storage facility transition, the **Mission Metro Alternative A** could be implemented to serve as an express connection between Mission and Pendleton. Other routes could be modified to remove the segment between Pendleton and Mission, shifting the travel time savings to increase Mission Metro frequency. These changes would provide more direct access between Pendleton and the transit-connected communities, but would require a transfer for those accessing Mission.
- » Additional revenues could be used to **add one trip per weekday to Hermiston HART, La Grande Arrow, and Pilot Rocket**. Expansion to frequency and evening/morning service were the highest priorities in the first outreach survey, these routes were among the highest-ranked for additional frequency and later evening or earlier morning service hours in the second survey, and these routes have relatively fewer trips per day compared to others (ex. Pendleton Let'er Bus, Hermiston Hopper, etc.).
- » Pursue **lower emission vehicles and infrastructure** to lower operating costs and reduce greenhouse gas emissions.

Long-term projects are those that are highly desired by riders, but would require substantial additional funding that may be difficult to obtain in the short- or mid-term. These recommendations include:

- » Pursuing increased funding to implement **increased and new weekend service** on all fixed routes and demand-response services.

Unconstrained projects include increased weekend service and increased frequency for all fixed routes and demand-response services. This was a high priority for survey respondents, although beyond projected funding availability.

In addition, in all timeframes, Umatilla County should continue to collaborate with other jurisdictions and organizations to improve transit access, amenities, and overall service. For instance, Umatilla County could continue to seek public-private partnerships for access to special events, medical trips, jobs, and more.

Note: Project costs are cumulative. Ex. Mid-term includes both mid-term and short-term projects. Figure 3 shows the project packages compared to the projected funding scenarios, with estimated costs shown in Table 5. As noted previously, increased funding would be needed to make the short-term, mid-term, and long-term project packages considered constrained.

Table 4. Service Opportunity Prioritization

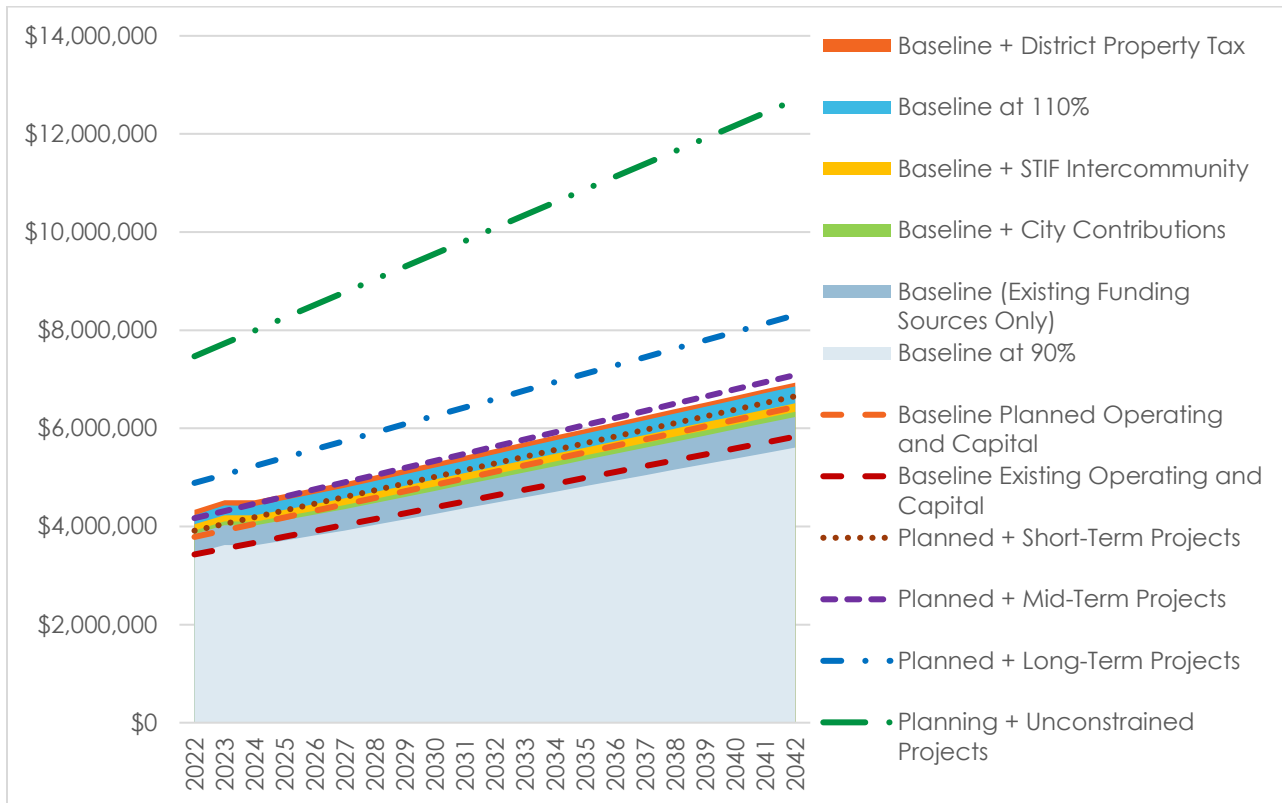
Improvement	Short-Term	Mid-Term	Long-Term	Unconstrained
Routes	<ul style="list-style-type: none"> » Implement Hermiston – Boardman Connector and Boardman – Port of Morrow Circular (included in planned baseline costs/vehicles) » Implement Tri-Cities route » Adjust stops for Milton-Freewater route and connecting stop for regional services 	<ul style="list-style-type: none"> » Add one weekday trip for Hermiston HART, La Grande Arrow, and Pilot Rocket » Implement Mission Metro Alternative A 	<ul style="list-style-type: none"> » Increased weekend service on all fixed-routes and demand-response services 	<ul style="list-style-type: none"> » Increased frequency for weekday and weekend service on all fixed-routes and demand-response services
Information, Technology, & Facilities	<ul style="list-style-type: none"> » Real-time vehicle arrival information and passenger counters » Rider tools and information via website and mobile app » Bus stop improvements, in particular for: <ul style="list-style-type: none"> • Pendleton Walmart • Hermiston Walmart • Til Taylor Park • Hermiston transit center • Nixyaawi Governance Center/Tribal Health Center 	<ul style="list-style-type: none"> » Centralized Pendleton transit center » Pursue low/no-emission vehicles and infrastructure » Continued bus stop improvements 	<ul style="list-style-type: none"> » Continued bus stop improvements 	
Additional Operating Costs	+\$127,500	+\$255,000 (\$383,000 total)	+\$718,500 (\$1,101,000 total)	+\$2.6M (\$3.7M total)
Total New Buses	+2 buses (Tri-Cities Route)	+2 buses (increased frequency)	0 net new (use same fleet as weekday service)	+10 buses (doubled frequency)

Table 5. Service Opportunity Details

Costs	2022	2027	2032	2037	2042
Baseline Existing Service Operating Cost	\$3,404,000	\$4,000,000	\$4,596,000	\$5,192,000	\$5,788,000
Baseline Existing Capital Cost	\$25,000	\$29,000	\$34,000	\$38,000	\$43,000
Baseline Planned Service	\$3,761,000	\$4,420,000	\$5,078,000	\$5,736,000	\$6,394,000
Short-Term Projects	\$128,000	\$150,000	\$172,000	\$194,000	\$217,000
Mid-Term Projects	\$383,000	\$449,000	\$516,000	\$583,000	\$650,000
Long-Term Projects	\$1,101,000	\$1,293,000	\$1,486,000	\$1,679,000	\$1,871,000
Unconstrained Projects	\$3,681,000	\$4,326,000	\$4,970,000	\$5,614,000	\$6,258,000
Combined Costs					
Baseline Existing Operating and Capital	\$3,429,000	\$4,029,000	\$4,630,000	\$5,230,000	\$5,831,000
Baseline Planned Operating and Capital	\$3,786,000	\$4,449,000	\$5,112,000	\$5,774,000	\$6,437,000
Planned + Short-Term Projects	\$3,914,000	\$4,599,000	\$5,284,000	\$5,969,000	\$6,654,000
Planned + Mid-Term Projects	\$4,169,000	\$4,898,000	\$5,628,000	\$6,358,000	\$7,088,000
Planned + Long-Term Projects	\$4,887,000	\$5,742,000	\$6,598,000	\$7,453,000	\$8,309,000
Planning + Unconstrained Projects	\$7,468,000	\$8,774,000	\$10,082,000	\$11,388,000	\$12,696,000

Note: Project costs are cumulative. Ex. Mid-term includes both mid-term and short-term projects.

Figure 3. Projected Funding Scenarios and Project Packages



Implementation Plan

This section presents an overview of the project packages and their implementation considerations. It includes a discussion on the following topics: (1) capital and infrastructure plan, (2) staffing considerations, (3) management, marketing and information plan, (4) governance and agency coordination, and (5) System Performance Monitoring. Each discussion talks through a timeframe for action, the responsible party to lead the effort, factors including land use context, and parties involved in the policymaking.

Capital Plan

The capital and infrastructure plan provides a programmatic approach to support transit operations in Umatilla County with rider amenities and infrastructure that provide for the safe use and enjoyment of the transit system. It includes the following:

- » **Bus Stop Improvements.** Bus stop improvements increase rider comfort while waiting to board. Amenities can include stop signage, bus shelters, benches, timetables, trash cans, bike racks, and more.
- » **Vehicle Fleet.** A well-maintained and right-sized fleet allows services to operate reliably and accommodate rider demand.
- » **Maintenance and Storage.** Locating maintenance and storage facilities strategically and planning for adequate space decreases “deadheading” of the fleet and helps to quickly access maintenance services.
- » **Technology.** Technologies facilitate a more efficient and convenient user experience and have the potential to better serve riders in the future.

A sampling of the capital plan is shown in Figure 4, providing guidance on bus stop locations and amenities. The ODOT Highway Design Manual provides additional information on facility design for bus stops, in particular for ADA standards, summarized in Figure 5. The minimum required dimension for a boarding pad is 8' x 5' of concrete per door. Additional space and boarding pads where the wheelchair lift takes place are preferred. Bus shelters need larger landing pads to ensure ADA clearance around the shelter and stop, resulting in a landing pad at 2.5' by 4' minimum for the shelter. Additional space may be needed depending on shelter type and subsequent clearance needs. Additional space may also be needed for signs, benches, shelters, and other amenities depending on the clearance from a roadway, distance to crosswalks, and access to traffic signals and other infrastructure. Bus stop placement should also consider nearby bicycle infrastructure, and look for opportunities to enhance the comfort of all users via treatments like bus stop islands between the vehicle lane and bicycle lane. The LINK could work with local jurisdictions to develop a checklist or other streamlined methodology for bus stop improvement installation and clearly document what each agency needs to get improvements on the ground.

Figure 4.

DESIGNING BUS STOPS



Safe and comfortable facilities can improve the experience of riding transit and increase ridership by improving stop visibility, providing protection from poor weather, and improving access to transit. The following table shows typical stop amenities, describes their typical costs, and provides the activity levels that typically prompt inclusion of them. Scenarios that may trigger higher levels of amenities include:

- Land use** – assisted living homes, medical facilities, veteran's resources, and other land uses may increase the need for benches or shelters at stops; low-density areas may see higher bike rack/locker demands due to the longer distance to travel to stops
- Customer use** – amenities such as trash cans or information cases may be triggered by trash accumulating at stops, bus drivers receiving information requests from riders, or riders directly requesting these improvements
- Coordination opportunities** – if a local jurisdiction is looking to provide lighting, repaving, etc. on a transit route, installing higher-level bus amenities may be advantageous to reduce cost even if a stop hasn't reached higher activity levels yet

AMENITY	TYPICAL COST	STOP LEVEL
Signage & route information	\$300 to \$1,000	All stops
Lighting	\$5,000 to \$10,000	All stops
Bench	\$500 to \$1,500	3+ boardings per day
Shelter (small)	\$6,000	20+ boardings per day
Trash can	\$1,000 to \$1,500	Major bus stops/transit centers, as-needed
Bike racks	\$150 to \$300 (two-bike rack)	Major bus stops/transit centers, near bike routes
Information cases (systemwide route information; advertising)	\$1,000 to \$10,000	Major bus stops/transit centers
Bike lockers	\$2,000 to \$3,000 per locker	Major bus stops/transit centers, near bike routes
Shelter/covered area (large)	Varies	Major bus stops/transit centers

PLACEMENT AND PULLOUTS:

Transit stops should be coordinated with roadway agencies to ensure stops are ADA-accessible and connect to low-stress walking and biking facilities and crossings. This coordination should include maintenance considerations, such as emptying trash cans and snowplow operations.

On major roadways with speeds of 35 mph or more, such as state highways, transit agencies may consider bus stops that allow buses to stop out of the traffic lane, to avoid rear-end collisions and discourage unsafe passing of the bus by motorists.

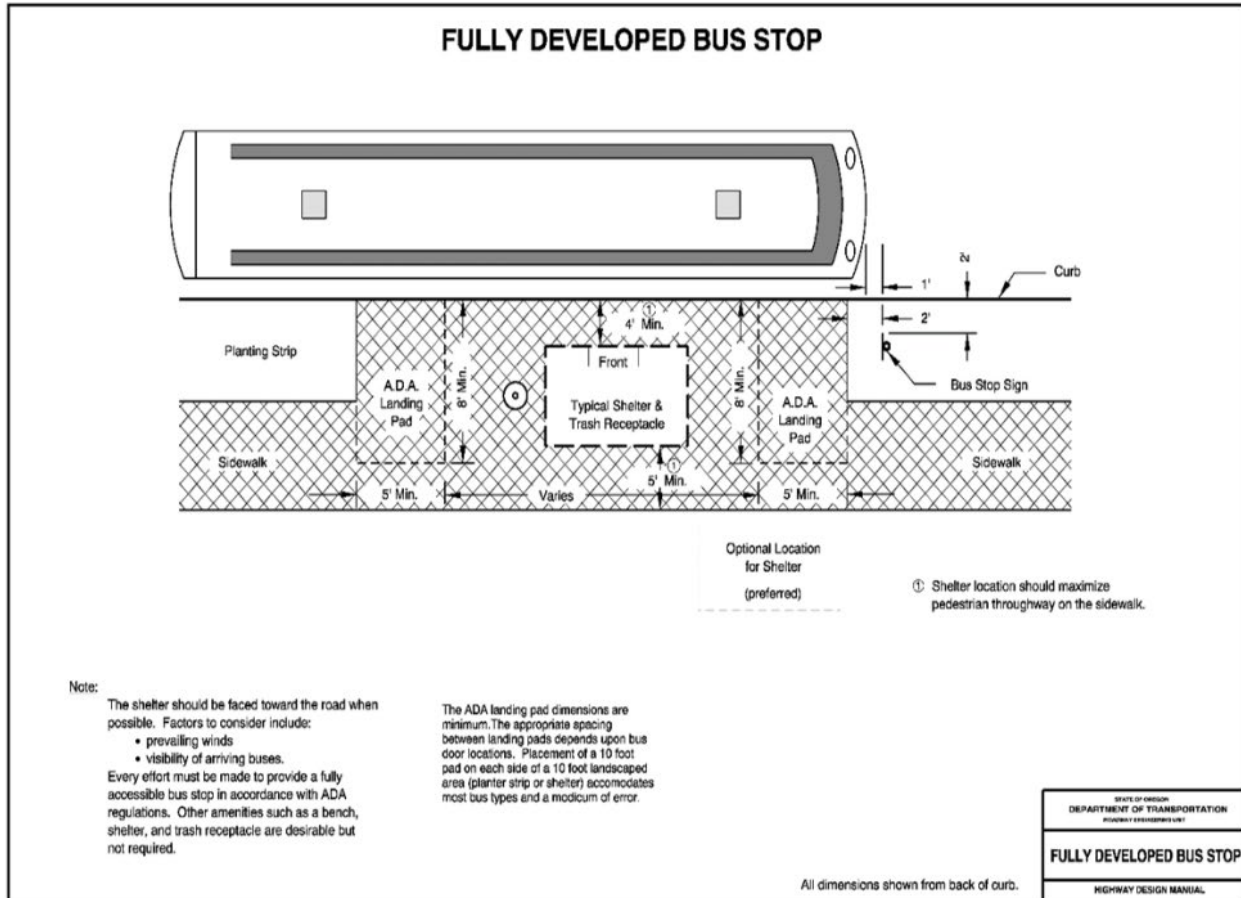
NEAR-SIDE VS. FAR-SIDE?



Far-side stops provide better visibility for pedestrians crossing and buses can use gaps at traffic signals to pull back into the travel lane

Near-side stops block oncoming traffic's view of pedestrians crossing and usually increase bus delay at signalized intersections

Figure 5. Fully Developed Bus Stop Design



Source: ODOT Highway Design Manual Part 700 Public Transportation and Guidelines, Figure 700-4

Staffing

Additional transit service calls for additional staff. This includes driver staff, supervisors, maintenance staff, administration staff, and other staff that would be needed as (regular or specialized) service increases. Driver skills should be considered, including whether a driver needs a Commercial Driver's License (CDL) for the larger regional vehicles, compared to a regular driver's license for demand-response services. The need for staff in-house versus contracted (like the taxi programs) should also be considered. Additional considerations include:

- » **Collaborating** with workplace training organizations to attract and train new staff.
- » **Conducting** staff feedback sessions to understand staff perspectives, including challenging components of operating a route or serving a stop, feedback passed on from riders, and other potential issues. Collecting this feedback can help to boost operations and improve the work environment for staff.
- » **Assessing** staff compensation and benefit packages to promote livable wages.
- » **Monitoring** staffing needs based on changes to governance and agency coordination, as discussed previously.

Management, Marketing, and Information

Management, marketing, and information planning would help publicize and encourage people to use transit.

- » **Management Strategies.** Behind-the-scenes processes for effective staff operations and improved rider experience. Collaboration and coordination with employers, medical-related service organizations, tribal agencies, etc. lead to a comprehensive and efficient transit system for inter-and intra-regional travel.
- » **Marketing and Information Strategy.** Actions related to marketing and information can be implemented in the short-term and maintained on a long-term basis. User-friendly brochures, real-time trip-planning technologies, transit education, and advertising are ways to improve customer service, retain existing and attract new riders, and create immediate recognition.

Governance

Different governance scenarios present a range of coordination opportunities, staff commitments, costs (both increased and decreased depending on alternative), and benefits. The level of governance varies depending on the following concepts: communication, coordination, collaboration, and consolidation.

- » **Communication.** Partners act independently while exchanging information.
- » **Coordination.** Partners act jointly on an informal basis (by non-binding action).
- » **Collaboration.** Partners act jointly on a formal basis (by binding action).
- » **Consolidation.** Partners integrate a more regionalized decision-making framework.

As the interaction between partners becomes less individually focused, the overall decision-making process becomes more structured, where resources must be devoted to. Additionally, there are principal considerations that shape different governing scenarios. These considerations include the following:

- » **Elected Oversight and Policymaking:** transparent communication on any public issue and consistent contracting standards and requirements,
- » **Operational Efficiency:** factors, including day-to-day routes, fleet management, staff training, etc., that can improve regional operations,
- » **Funding:** the ability to preserve access to existing revenue streams and outline opportunities for additional funding,
- » **Service Delivery:** the ability to provide multiple service models, such as continued operations by existing service providers, and
- » **Fixed-Route Focus:** an initial focus on fixed-route service with the potential to expand service models. Many demand-response services are locally-based and contracted to taxi companies, and could continue to be operated as such regardless of governance scenario.

The plan described several governance scenarios, as well as their trade-offs and considerations for further exploring and/or pursuing them. The evaluation of each scenario provided the following insights:

- » Scenarios which centralize regional operations (Scenario 4) under one organization have the greatest potential to improve clarity of system information for customers and the general public.
- » All organizational scenarios provide at least some level of improvement in overall government accountability, policymaking, and oversight; however, scenarios that establish a formal forum for interaction between elected officials (Scenarios 2 and 4) would provide the largest benefits in this area.
- » The level of service possible in different geographic areas of the region is highly dependent on each county's financial position and how much each existing transit agency can afford to purchase for their residents.
- » Scenarios that centralize operations under a single agency (Scenario 4) would provide the greatest economy of scale for the region in nearly all aspects of transit program delivery: planning, purchasing, operating, contracting, maintenance, etc.
- » Scenarios that create new agencies, such as new single-county service districts (Scenario 3C) or a regional co-op or TMO (Scenario 4) would remove the administrative burden of transit programs from existing partner agencies. Of these, the centralized concepts for Scenario 4 could give the partners access to potentially greater staff-level expertise than is currently possible since staff at county agencies must often wear multiple hats.
- » Scenarios that create new transportation districts (such as Scenario 3) have the potential to improve the region's transit funding outlook with new local revenue streams.
- » Single-county transportation districts in Umatilla, Morrow, and Union counties (Scenario 3C) would be challenging, but feasible to implement, and many examples of single-county transit districts exist in Oregon.

The next steps to determine the most appropriate governance structure for Umatilla County transit providers include:

- » Adopt or develop a Memorandum of Understanding (MOU) accepting the Transit Development Plan not only with Umatilla County, but with local cities and CTUIR.
- » Establish a focus group of transit providers and elected officials to determine which governance scenario best meets each entity's needs and select a preferred scenario to pursue. As part of this process, discuss representation and voting weighting for different entities.
- » If a transportation district scenario (Scenario 3) is selected, public vote will be required. Initiate public education campaign on the costs and benefits of creating a transportation district.

System Performance

System performance monitoring helps regularly track and evaluate service outcomes against set benchmarks, allowing implementable service adjustments. Two types of performance measures (annual and less-frequent) are considered and may be adjusted based on the monitored performance.

- » **Annual Review of Performance Measures** are used to understand how new services are being used. Factors that are reviewed include capital costs, operating costs, revenue services hours, rides per hour, etc. These measures are typically already monitored for National Transit Database (NTD) reporting purposes.
 - Capital costs
 - Operating costs
 - Annual rides
 - Revenue service hours
 - Rides per hour
 - Cost per hour
 - Number of dial-a-ride/deviation request denials (demand-response and services that deviate)

- » **Less-Frequent Review of Performance Measures** are either (1) less likely to change in a significant way on an annual basis and do not need to be tracked each year, or (2) are time-intensive to evaluate on an annual basis.
 - System ease of use
 - Bicycle and pedestrian access

Transit-Supportive Policies and Land Use

Land uses, development density, transportation system connectivity and access, parking requirements, and urban form (e.g., building setbacks) are all regulatory elements and code strategies related to development that affect how supportive an area is for transit service. Example transit-supportive code strategies were identified for:

- » **Coordination** – Coordination between jurisdictions and transit service providers regarding proposed development is critical to ensuring transit-supportive development occurs.
- » **Uses** – The general idea behind use-related transit-supportive strategies is: (a) to encourage uses that support a high number and density of potential transit riders; and (b) to discourage uses that do not provide many riders or that do not promote a pedestrian-oriented environment that supports safe, convenient, and attractive transit access.
- » **Development Standards** – Development standards address the intensity and form that development takes. Like use regulations, development standards can be used to promote higher densities of riders near transit, establish a pedestrian-friendly environment, and support transit.
- » **Access** – Providing safe and convenient access to transit is critical to its robust use. In addition to requiring access directly from buildings on a site to an existing or planned transit stop, transit-supportive access ensures that transportation network connectivity is high enough to easily reach transit stops by walking and rolling (e.g., biking, scooting, mobility devices).
- » **Parking** – Parking affects the transit orientation of development in several ways. Capping the amount of vehicle parking permitted can help make alternatives to driving more attractive. Providing sufficient and well-designed bicycle parking supports bike connections from transit to destinations. The location and design of parking lots – e.g.,

restricting parking between buildings and the street, and requiring landscaping and walkways – play a significant role in making pedestrian access to transit attractive and convenient. Parking areas also provide potential locations for transit stops, park-and-rides, and ridesharing.

Table 6. Transit-Supportive Land Use Strategies

Transit-Supportive Code Strategy	Notes
Coordination	
Coordination with Transit Provider	Require or support involvement of transit provider in pre-application conference and/or application review for development applications. Require notice of development application hearings be sent to transit provider
Transit Stop Improvements/Amenities	Work with transit provider to provide seating, lighting, etc. consistent with their development and master plans
Uses	
Accessory Dwelling Units	Allow a minimum of one accessory dwelling unit (ADU)
Mixed Use	Allow or require mixed uses
Major Trip Generator	Allow uses that offer goods or services that attract large numbers of employees or members of the public, such as: <ul style="list-style-type: none"> » Institutional Uses for the Public » Neighborhood Commercial Uses » Major Employment Generating Uses » Major User-Generating Uses
Non-Transit-Supportive: Auto-Oriented and Auto-Dependent Uses	Prohibit or restrict auto-oriented and auto-dependent uses, including uses that provide goods and services for vehicles and uses (e.g., distribution facilities) where vehicles are a primary and integral part of operations
Non-Transit-Supportive: Drive-Throughs	Restrict or prohibit drive-throughs
Development Standards	
Residential Density	Establish minimum density consistent with local transit service guidelines
Minimum Floor Area Ratio (FAR) or Lot Coverage	Establish, e.g., a FAR of 1:1 to 2:1 or no maximum lot coverage
Max. Front Yard Setbacks	Establish, e.g., no minimum setback and maximum 10-foot setback
Pedestrian Amenities in Front Setback	Allow for greater front setback when pedestrian and bicycle space (seating, parking, wider sidewalks, enhanced bicycle facilities, etc.) provided, e.g., up to 20 feet of setback for up to 50% of building face

Transit-Supportive Code Strategy	Notes
Pedestrian Orientation (Basic)	Require primary entrance oriented to street and pedestrian connection from building(s) to street (transit stop) Encourage pedestrian amenities (in front setback)
Pedestrian Orientation (Enhanced)	Require building articulation, minimum ground floor windows, and weather protection (e.g., awnings), e.g., windows for minimum 50% of length and minimum 60% of area of street-facing wall; weather protection for minimum 50% of length of street-facing wall and over street-facing entries Require integration of two or more other pedestrian-oriented design features including human-scale building lighting, wayfinding elements, signs, and horizontal/vertical elements (e.g., cornice, columns, transoms)
Additional Height for Housing	Allow for additional building height (up to an alternative maximum) when housing provided, possibly with design requirements such as stepbacks
Access	
Block Length	Establish maximum block length standards consistent with State of Oregon Transportation & Growth Management Model Development Code for Small Cities, 3rd Edition ("Model Code") ¹
Accessways Through Long Blocks	Require non-motorized accessways consistent with the Oregon Transportation Planning Rule
Parking	
No Vehicle Parking/ Circulation in Front Setback	Prohibit parking and circulation in front setback Related to maximum front setback
Parking Maximums	Potential reduction of existing maximums
Parking Reductions for Transit	Establish reductions (including maximum % reduction) for locations within specified distance of transit
Parking Management Strategy	Consider developing a Parking Management Strategy to evaluate parking needs and manage supply (for integration into future code requirements and/or policy adopted related to the UPTD Transit Master Plan)
Landscaping and Walkways in Parking Lots	Set minimum standards for perimeter landscaping, landscaping islands, and walkways through parking lots
Transit-Related Uses in Parking Lots	Allow for redevelopment of existing parking lots to accommodate transit-related uses (e.g., stops, park-and-rides, transit-oriented buildings), provided that other minimum parking standards can be met and the location of the use is appropriate and safe

¹ <https://www.oregon.gov/LCD/TGM/Pages/Model-Code.aspx>

Transit-Supportive Code Strategy	Notes
Preferential Parking for Ridesharing	Require location of rideshare (carpool) parking required to be closest to primary entrance, aside from Americans with Disabilities Act (ADA)-accessible parking
Bicycle Parking	Establish minimum bicycle parking space and design requirements consistent with the Oregon Transportation Planning Rule

Looking Forward

Transit plays an important role in Umatilla County, connecting its residents and visitors to the places they need and want to go. The recommendations shown here include conceptual guidance to be refined by Umatilla County and its partners moving forward. The TDP relies on historic, existing, and projected information and, while it provides guidance, the priorities can change based on needs of Umatilla County residents, employees, and visitors, as well as funding opportunities and other factors. With this plan, Umatilla County seeks to enhance transit service to meet the needs of the community, improve the transit experience, and prepare for future regional growth and travel.

References

1. Public Involvement Summary
2. Memo #1: Existing and Future Transit Needs
3. Memo #2: Vision and Goals
4. Memo #3: Future Service Opportunities
5. Memo #4: Future Funding and Preferred Projects
6. Memo #5: Implementation Plan