

MORROW COUNTY BOARD OF COMMISSIONERS MEETING AGENDA

Wednesday, September 15, 2021 at 9:00 a.m.
Bartholomew Building Upper Conference Room
110 N. Court St., Heppner, Oregon

See Zoom Meeting Information on Page 2

AMENDED

1. **Call to Order and Pledge of Allegiance: 9:00 a.m.**
2. **City/Citizen Comments:** Individuals may address the Board on issues not on the agenda
3. **Open Agenda:** The Board may introduce subjects not already on the agenda
4. **Consent Calendar**
 - a. Approve Accounts Payable & Payroll Payables
 - b. Minutes: August 4th
 - c. Utilities Payment in Lieu of Taxes
 - d. DLR Contract – Courthouse Feasibility Study
5. **Business Items**
 - a. Presentation by Stepping Stones Alliance – Homelessness in Morrow and Umatilla Counties (Cathy Lloyd, Board Chair; Chris Barnum, Project Manager)
 - b. Morrow County Government Center Courtroom Schedule (Judge Glen Diehl)
 - c. Discussion: Compensation Board Members (Lindsay Grogan, Human Resources Manager)
 - d. Resolution No. R-2021-23: Adopting the Hermiston-Boardman Connector & the Boardman-Port of Morrow Circular Plans (Katie Imes, The Loop, Coordinator)
 - e. Review Permit Application #OOL Originally Issued September 2019: Application for Necessity to Build on Right-of-Way from Umatilla Electric Cooperative for an Electric Transmission Line at Olson Road and Wilson Lane
 - f. Morrow County Government Command Team Update
 - g. Building Project Updates
6. **Department Reports – None Scheduled**
7. **Correspondence**
8. **Commissioner Reports**
9. **Executive Session:** Pursuant to ORS 192.660(2)(i) – To review and evaluate the employment-related performance of the chief executive officer of any public body, a public officer, employee or staff member who does not request an open hearing
10. **Sign documents**
11. **Adjournment**

Agendas are available every Friday on our website (www.co.morrow.or.us/boc under “Upcoming Events”). Meeting Packets are also available the following Monday.

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to Roberta Lutcher at (541) 676-5613.

Pursuant to ORS 192.640, this agenda includes a list of the principal subjects anticipated to be considered at the meeting; however, the Board may consider additional subjects as well. This meeting is open to the public and interested citizens are invited to attend. Executive sessions are closed to the public; however, with few exceptions and under specific guidelines, are open to the media. The Board may recess for lunch depending on the anticipated length of the meeting and

the topics on the agenda. If you have anything that needs to be on the agenda, please notify the Board office before noon of the preceding Friday. If something urgent comes up after this

publication deadline, please notify the office as soon as possible. If you have any questions about items listed on the agenda, please contact Darrell J. Green, County Administrator at (541) 676-2529.

Zoom Meeting Information

Join Zoom Meeting:

<https://zoom.us/j/5416762546>

PASSWORD: 97836

Meeting ID: 541-676-2546

Zoom Call-In Numbers for Audio Only:

- 1-346-248-7799, Meeting ID: 541 676 2546#
- 1-669-900-6833, Meeting ID: 541 676 2546#
- 1-312-626-6799, Meeting ID: 541-676-2546#
- 1-929-436-2866, Meeting ID: 541-676-2546#
- 1-253-215-8782, Meeting ID: 541-676-2546#
- 1-301-715-8592, Meeting ID: 541-676-2546#

Morrow County Board of Commissioners Meeting Minutes
August 4, 2021
Bartholomew Building Upper Conference Room
Heppner, Oregon

Present In-Person

Chair Don Russell, Commissioner Jim Doherty, Commissioner Melissa Lindsay, Darrell J. Green, John Bowles, Kate Knop, Roberta Lutchter, Richard Tovey; Non-Staff: Kimberly Lindsay

Present Via Zoom

Staff: Erin Anderson, SaBrina Bailey Cave, Ronda Fox, Mike Gorman, Deanne Irving, Nazario Rivera, Linda Skendzel, Heidi Turrell; Non-Staff: Torrie Griggs, JoAnna Lamb, Glenn McIntire, Debbie Pedro, Karen Pettigrew, Jessy Rose, Rick Stokoe, David Sykes

Call to Order & Pledge of Allegiance: 8:30 a.m.

Chair Russell stated the Board would meet in Executive Session for approximately 30 minutes and then return to the regular portion of the meeting. He read the relevant Executive Session citation.

8:32 a.m. Executive Session: Pursuant to ORS 192.660(2)(d) – To conduct deliberations with persons designated by the governing body to carry on labor negotiations

9:03 a.m. Closed Executive Session

9:08 a.m.: The regular meeting was called back to order and introductions took place.

City & Citizen Comments: None

Open Agenda: Commissioner Doherty requested to add a Business Item discussion on the Weed Department. Chair Russell added a discussion on the “thank you” certificates for Fair volunteers, following the Weed Department item.

Consent Calendar

Commissioner Lindsay moved to approve the following items in the Consent Calendar:

1. *Accounts Payable & Payroll Payables*
2. *Minutes: July 7th*
3. *Second Amendment to Oregon Health Authority Intergovernmental Agreement #154978, Public Health Division, Alcohol & Drug Prevention and Education Program; and authorize Chair Russell to sign on behalf of the County*
4. *Sheriff's Office Request to Purchase 2021 Dodge Charger in the amount of \$27,927.60 from Withnell Dodge*

Commissioner Doherty seconded. Unanimous approval.

Business Items

Community Counseling Solutions (CCS) Quarterly Report
Kimberly Lindsay, Executive Director

Ms. Lindsay reviewed the following:

- *2021 End of Session Report* prepared for the Association of Oregon Community Mental Health Programs
- Statistics for clients served through the one-year-old Frontline Program. This program offers free counseling services to medical workers and first responders who live or work in Morrow, Wheeler, Grant and Gilliam Counties.

Other topics – board vacancy positions; the Kids Program; recruitment for vacant openings within CCS, and a Zero Suicide update.

Sheriff's Office Request to Purchase Six 2021 Dodge Durango Pursuit Vehicles

Undersheriff John Bowles

Undersheriff Bowles said he was getting back on track regarding vehicle rotations. He said more SUVs, like the Durango, were now more often being used in law enforcement fleets instead of sedans. These will be used primarily by the Criminal Division because of the extra supplies they need, he explained. Discussion about the bid price vs. actual price when invoiced. Undersheriff Bowles said he would keep the Board informed as the vehicles arrive.

Commissioner Doherty moved to approve the described Purchase Pre-Authorization Request as presented (Six 2021 Durango all-wheel drive pursuit vehicles, \$34,219.95 each). Commissioner Lindsay seconded. Unanimous approval.

Oregon Water Resources Department (OWRD) Budget Allocation for Watermaster Duties

Kate Knop, Finance Director

Ms. Knop explained the budget appropriation to OWRD for fiscal year 2021-2022 was \$12,200 but it was contingent upon a follow-up presentation by their representatives. That presentation took place May 12th and Ms. Knop needed verification from the Board of the amount to allocate. Brief discussion.

Commissioner Doherty moved to authorize the expenditure in the amount of \$12,200. Commissioner Lindsay seconded. Unanimous approval.

Resolution No. R-2021-18: General Fund Interfund Loan to Video Lottery

Kate Knop, Finance Director

Ms. Knop said the interfund loan was requested to provide short-term cash flow coverage for tourism opportunities, in this case, \$10,000 to Oregon Trail Pro Rodeo.

Commissioner Lindsay moved to approve the General Fund interfund loan to Video Lottery in the amount of \$10,000, per Resolution No. R-2021-18: In the Matter of General Fund Making Loan to Video Lottery Fund, Pursuant to ORS 294.468. Commissioner Doherty seconded. Unanimous approval.

Dividend Allocation – SAIF Workers' Compensation Insurance

Lindsay Grogan, Human Resources Director

Ms. Grogan said if 20%, or \$12,500, of the dividend were to be allocated to the Safety Committee, that would leave about \$50,200 to allocate to employees at \$300 per employee. Generally speaking, after taxes, etc., the take-home amount would be about \$200 with approximately \$70 contributed toward retirement. Each Commissioner spoke about the preference to allocate 80% of the funds to employees for their continued efforts toward safety, especially during the COVID pandemic.

Commissioner Doherty moved to allocate 20% of the \$62,755 SAIF Dividend to the Safety Committee and 80% to employees for appreciation of the work they've done over the last year. Chair Russell seconded. Unanimous approval.

Update on the July 29th Regional Building Inspection Roundtable

Tamra Mabbott, Planning Director

The meeting was convened to bring together staff in the region representing planning offices, cities, counties and state government to discuss the common challenges faced in recruiting and retaining qualified inspectors. Ms. Mabbott reviewed her summary notes from the meeting, which were also included in the Agenda Packet. As far as next steps, Ms. Mabbott will work with Ms. Knop to compile financial information relative to the County creating its own building inspection program and present it at the August 25th BOC Meeting, tentatively.

Emergency Operations Center Update

Public Health Director, Nazario Rivera, said with the rise in cases, they were wanting to move forward with the recommendation of universal mask usage for the County. Other states and counties have moved forward with it and he said they supported the Centers for Disease Control and Prevention (CDC) and Oregon Health Authority (OHA) in recommending all individuals, vaccinated or not, use masks in public indoor settings.

Chair Russell asked if there was an uptick in vaccinations since a lot of the national and local press were reporting about upticks in cases.

Mr. Rivera replied, "Yes, before we were doing about maybe a vial a day at the clinics, most of the time not a full vial, about four or five doses. But now we're about 20 doses a day, so with all the national coverage on the delta variant, we have seen an uptick in people wanting to get vaccinated."

Chair Russell asked if there was any action required by the Board.

Mr. Rivera said this was just a public recommendation at this point and nothing was mandated, other than for health care facilities and public transportation. When asked if this was a recommendation for County government or the County as a whole, Mr. Rivera said it was a recommendation for the County as a whole.

Commissioner Lindsay said there were two parts to this and the Board should weigh in and make a decision for the public buildings and County government. She then asked Human Resources Director, Lindsay Grogan, to provide the specifics on the recommendation from the Government Command Team.

Ms. Grogan said the Team recommended all employees, visitors and County residents wear a mask. This is a recommendation not a requirement, but employees need to clean all public work spaces, ensure there is adequate hand sanitizer at entrances and exits, stay home if sick, follow quarantine orders, and also notify the supervisor and HR if quarantined or feel ill so contact tracing can take place.

Discussion took place about current positive case statistics and upcoming public events, such as fairs and rodeos, being held throughout the region.

Commissioner Lindsay moved to recommend masks in the County government and support the Public Health Director in his efforts to get more vaccinations and encourage people to wear masks. Chair Russell seconded. Discussion: Commissioner Doherty asked Mr. Rivera if the 27 people who got COVID last week were unvaccinated. Mr. Rivera said there were some breakthrough cases (vaccinated people who later test positive) but he wasn't sure what it looked like for those 27. Commissioner Doherty said more information is better, don't summarize, have the information ready. Oregon is 1.9% breakthrough cases. He continued, the constituency out there after a year-and-a-half, fully understand this issue. The top down approach – us going out there and bandying them about won't lead to more vaccinations or more mask-wearing. He said he understood the bind Mr. Rivera was in because he has to follow the CDC and OHA recommendations but he was reluctant, at this time, to go out and tell the constituency something they're fully aware of at this point, and the employees of the County. Mr. Nazario stressed even though there were breakthrough cases, the vaccines are working against hospitalizations and deaths, even though we're seeing some positives, at the end of the day, we're just doing the job of keeping our community members safe. Commissioner Doherty said if 60% of our constituents aren't going to get vaccinated and I have to wear a mask to keep those 60% from getting sick or going to the hospital, how does it work for those folks who got vaccinated, how do you rectify that? Mr. Rivera said it's something we're working through right now, especially with the breakthrough cases. At this moment, it would be in our best interest to follow the messaging of the State and CDC so we'll continue to work through that. Our Public Information Officer, Katie, is sending a packet and we'll review it and see what the message is looking like - so we're working on getting some information out to the public. Commissioner Doherty: It doesn't jibe to say we're going to ask the constituents and employees to mask up again and we have control whether the Fair and Rodeo go forward, you can't do one and not stop the other. We've either got to step in there and do this or not do it. Mr. Rivera: At this point, we're just asking folks as a recommendation, we're not setting any mandates for folks. Commissioner Doherty: Would you recommend the Fair or Rodeo not go forward? Mr. Rivera: Not at this time, our only recommendation at this time is that people mask up at public indoor settings. Commissioner Doherty: You saw what happened at Whiskey Fest, right? Mr. Rivera: Correct, we do have

some cases associated with that outbreak. Commissioner Doherty: Those two things don't jibe. You can't allow these events to go forward if you're going to be asking folks to mask up just in general. Commissioner Lindsay: But if they're vaccinated or wear a mask at Fair, then according to the CDC, they're safe. Chair Russell: Even though there are some breakthrough cases of fully vaccinated people, nationwide about 95% of those hospitalized are unvaccinated people. Commissioner Lindsay: We have two hospitalized and it was zero for a while. It's difficult when a lot of those hospitalized don't come home. We had a very similar conversation on Monday morning (at the EOC meeting) and I fall on both sides of the argument daily as I listen to the numbers and the reasons. My reason for agreeing to bring this forward to this body revolves heavily around the fear of what the State will do if we don't make some recommendation or make some movement toward curbing it because it is spreading quickly, so I appreciate where Commissioner Doherty is coming from. We talked about coming forward with the recommendation for the unvaccinated to wear masks vs. a general recommendation but we came forward with the general recommendation because this body has said it didn't want to be more conservative and wanted to follow what the CDC and State do. Vote: Aye: Chair Russell and Commissioner Lindsay. Nay: Commissioner Doherty. Motion carried.

Commissioner Lindsay said the Public Health Department will set up vaccination booths at the Watermelon Festival and Fair. She asked if the Board would consider Public Health providing a \$15-20 Visa card as a vaccination incentive since there were some incentive funds remaining.

Commissioner Lindsay moved to allow the Public Health Department to do vaccine Visas at the events as an incentive to get the vaccine, staying under the \$20 cap. Chair Russell seconded. Discussion: Commissioner Doherty said it's like the State lottery, I think informed consent, folks have the information out there, they can make a choice. I don't want to pay them. Vote: Aye: Chair Russell and Commissioner Lindsay. Nay: Commissioner Doherty. Motion carried.

Commissioner Lindsay said the daily case update emails would resume, as would the weekly meetings of the Government Command Team, not the Emergency Operations Center, she clarified. When asked by Commissioner Doherty if a motion was made in the past to allow that group to grow or resume, etc., Commissioner Lindsay said there was not a motion to shut them down but the Board created it without an end date but the meetings eventually were backed off. Each individual in the Team has the authority to call a meeting but the Team was not shut down, she added.

Administrator Darrell Green said, more recently, the Team was meeting once a month but when the cases increased, it was pulled back together.

Building Project Updates

- Sheriff Station 2: Substantially completed. Undersheriff Bowles and his crew moved everything into the new building that had been stored at the Fairgrounds. Doors have been installed and painted and the ground leveled.

- Courthouse Feasibility Study: Proposals are due August 5th at 2:00 p.m. Commissioner Lindsay, Mr. Green and the owner's rep (from the Irrigon building construction project) will evaluate the proposals, followed by interviews and a recommendation to the Board.
- Morrow County Government Center in Irrigon: Down to a lot of finishing details, such as door colors, case work changes, locks, signage, etc. Masonry still hasn't arrived. Air quality relative to the smoke from forest fires might shutdown the project, per OSHA rules (Occupational Safety and Health Administration). Photos of the project were shared by Mr. Green.

Weed Department Discussion

Commissioner Doherty said discussions have taken place in recent years about restructuring the Weed Department but it appeared a decision was postponed until after the current incumbent retires. He said that wasn't right and he requested the Human Resources Director, Administrator and Public Works Director bring it forward for a decision by this fall; Chair Russell and Commissioner Lindsay concurred.

Thank you Certificates for Fair Volunteers

Chair Russell requested to keep with tradition and provide a meal certificate for Fair volunteers that can be used at the 4-H Snack Shack, as a way of thanking them for their efforts.

Chair Russell moved to sign the certificates for Fair volunteers. Commissioner Doherty seconded. Unanimous approval.

Department Reports

- The Administrator's Monthly Report was reviewed by Mr. Green.
- The written Sheriff's Office Monthly Report was reviewed.
- The Local Public Safety Coordinating Council (LPSCC) Quarterly Report was reviewed by Jessica Rose, Coordinator.
- The Finance Department Quarterly Report was reviewed by Ms. Knop.
- The Assessment & Tax Quarterly Report was reviewed by Mike Gorman, Assessor/Tax Collector.

Commissioner Reports

Reports were provided by the Commissioners.

Signing of documents

Adjourned: 11:45 a.m.



AGENDA ITEM COVER SHEET
Morrow County Board of Commissioners
(Page 1 of 2)

(For BOC Use)
Item #
40

Please complete for each agenda item submitted for consideration by the Board of Commissioners
(See notations at bottom of form)

Presenter at BOC: Kate Knop
Department: Finance
Short Title of Agenda Item: Utilities in Lieu of Taxes
(No acronyms please)

Date submitted to reviewers:
Requested Agenda Date: 9-13-2021

This Item Involves: (Check all that apply for this meeting.)

- Order or Resolution
Ordinance/Public Hearing:
1st Reading 2nd Reading
Public Comment Anticipated:
Estimated Time:
Document Recording Required
Contract/Agreement
Appointments
Update on Project/Committee
Consent Agenda Eligible
Discussion & Action
Estimated Time:
Purchase Pre-Authorization
Other

N/A

Purchase Pre-Authorizations, Contracts & Agreements

Contractor/Entity:
Contractor/Entity Address:
Effective Dates - From: Through:
Total Contract Amount: Budget Line:
Does the contract amount exceed \$5,000? Yes No

Reviewed By:

Kate Knop 9-13-21 Department Director

Required for all BOC meetings

[Signature] 9/13/21 Administrator

Required for all BOC meetings

County Counsel

*Required for all legal documents

Finance Office

*Required for all contracts; other items as appropriate.

Human Resources

*If appropriate

*Allow 1 week for review (submit to all simultaneously). When each office has notified the submitting department of approval, then submit the request to the BOC for placement on the agenda.

Note: All other entities must sign contracts/agreements before they are presented to the Board of Commissioners (originals preferred). Agendas are published each Friday afternoon, so requests must be received in the BOC Office by 1:00 p.m. on the Friday prior to the Board's Wednesday meeting. Once this form is completed, including County Counsel, Finance and HR review/sign-off (if appropriate), then submit it to the Board of Commissioners Office.

AGENDA ITEM COVER SHEET

Morrow County Board of Commissioners

(Page 2 of 2)

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

Morrow County received a payment for \$586,973.14 from the Electric Cooperative Gross Revenue Tax per ORS 308.807. This is an increase of \$206,488 from prior year.

For the 2021-2022 tax year, based on the calculation in ORS 308.807(1), tax has been paid by:

Columbia Basin Electric	\$116,007.98; and
Umatilla Electric Coop	\$470,965.16

Historical revenue:

2018-2019	\$372,646;
2019-2020	\$351,266; and
2020-2021	\$380,485.

ORS 308.807

(1) Four percent of all gross revenue derived from the use or operation of transmission and distribution lines (exclusive of revenues from the leasing of lines to governmental agencies) minus the cost of power to the association.

https://oregon.public.law/statutes/ors_308.807

2. FISCAL IMPACT:

3. SUGGESTED ACTION(S)/MOTION(S):

No action or motion.

Attach additional background documentation as needed.



Oregon

Kate Brown, Governor

Department of Revenue
955 Center St NE
Salem, OR 97301-2555
www.oregon.gov/dor

Date: September 2, 2021

Letter ID: L0678320064



MORROW COUNTY
PO BOX 593
HEPPNER OR 97836-0593

Dear MORROW COUNTY:

For the 2021 - 2022 tax year, your county is receiving \$586,973.14 from the Electric Cooperative Gross Revenue Tax. We'll distribute it by transfer to account number 4206 of the Oregon Local Government Investment Pool.

Based on the calculation in ORS 308.807(1), the tax has been paid by:

<u>Taxpayer</u>	<u>Payment Amount</u>
COLUMBIA BASIN ELECTRIC	\$116,007.98
UMATILLA ELECTRIC COOP	\$470,965.16

These taxes are in lieu of ad valorem taxes on the transmission and distribution lines. State law directs that 66.7 percent be credited to your county general fund and 33.3 percent be credited to your county school fund. For this tax year, credit:

\$391,511.08 to your county general fund.

\$195,462.06 to your county school fund.

Please call me if you have any questions.

Sincerely,

Michael Gomez
Property Tax Division
(503) 947-0324
michael.gomez@oregon.gov

101.199.3.30.3612
4



AGENDA ITEM COVER SHEET
 Morrow County Board of Commissioners
 (Page 1 of 2)

(For BOC Use)
 Item #
 4d

Please complete for each agenda item submitted for consideration by the Board of Commissioners
 (See notations at bottom of form)

Presenter at BOC: Darrell Green
 Department: Administration
 Short Title of Agenda Item:
(No acronyms please)

Date submitted to reviewers: 8/25/2021
 Requested Agenda Date: 9/15/2021

Professional Services Contract with DLR for Courthouse Feasibility Study

This Item Involves: (Check all that apply for this meeting.)

<input type="checkbox"/> Order or Resolution	<input type="checkbox"/> Appointments
<input type="checkbox"/> Ordinance/Public Hearing:	<input type="checkbox"/> Update on Project/Committee
<input type="checkbox"/> 1st Reading <input type="checkbox"/> 2nd Reading	<input checked="" type="checkbox"/> Consent Agenda Eligible
<input type="checkbox"/> Public Comment Anticipated:	<input type="checkbox"/> Discussion & Action
Estimated Time:	Estimated Time:
<input type="checkbox"/> Document Recording Required	<input type="checkbox"/> Purchase Pre-Authorization
<input checked="" type="checkbox"/> Contract/Agreement	<input type="checkbox"/> Other

N/A Purchase Pre-Authorizations, Contracts & Agreements

Contractor/Entity: DLR Group
 Contractor/Entity Address: 110 SW Yamhill Street, Suite 105 Portland OR 97204
 Effective Dates – From: 9/14/2021 Through: 11/30/2021
 Total Contract Amount: \$85,706 Budget Line: 227-100-5-40-4402
 Does the contract amount exceed \$5,000? Yes No

Reviewed By:

_____ DATE	Department Director	Required for all BOC meetings
Darrell Green 9/13/2021	Administrator	Required for all BOC meetings
Rich Tovey email 9/8/2021	County Counsel	*Required for all legal documents
_____ DATE	Finance Office	*Required for all contracts; other items as appropriate.
_____ DATE	Human Resources	*If appropriate

*Allow 1 week for review (submit to all simultaneously). When each office has notified the submitting department of approval, then submit the request to the BOC for placement on the agenda.

Note: All other entities must sign contracts/agreements before they are presented to the Board of Commissioners (originals preferred). Agendas are published each Friday afternoon, so requests must be received in the BOC Office by 1:00 p.m. on the Friday prior to the Board's Wednesday meeting. Once this form is completed, including County Counsel, Finance and HR review/sign-off (if appropriate), then submit it to the Board of Commissioners Office.

AGENDA ITEM COVER SHEET

Morrow County Board of Commissioners

(Page 2 of 2)

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

On August 18, 2021, the DLR Group was awarded the RFP to conduct a Feasibility Study of our historic courthouse.

County Counsel and I worked with Erica Loynd, Principal with DLR, on the contract for the Feasibility Study. We incorporated the contract requirements into our standard Professional Services contract.

2. FISCAL IMPACT:

\$85,706 GL 227-100-5-40-4402

3. SUGGESTED ACTION(S)/MOTION(S):

Motion to approve the Professional Services contract with DLR Group

Attach additional background documentation as needed.

1 **MORROW COUNTY PERSONAL/PROFESSIONAL SERVICES CONTRACT**

2
3 **This Contract** is between **Morrow County**, a political subdivision of the State of Oregon, hereafter called
4 **County**, and DLR GROUP hereafter called **Contractor**. **County's Contract**
5 **Administrator** for this contract is Darrell Green, Morrow County Administrator.
6

7 **1. Effective Date and Duration.** This contract shall become effective on September 14, 2021 or the date at
8 which this Contract has been signed by every party hereto, whichever occurs first. Unless earlier terminated
9 or extended, this Contract shall expire November 30, 2021. Expiration shall not extinguish or prejudice
10 County's right to enforce this Contract with respect to any breach of a Contractor warranty; or any default or
11 defect in Contractor performance that has not been cured.
12

13 **2. Statement of Work.** Contractor agrees to perform the Work in accordance with the terms and conditions of
14 the Scope of Work attached as Exhibit A.
15

16 **3. Consideration**

17 a. County agrees to pay Contractor not to exceed \$85,706 for accomplishing the Work required by the
18 attached Scope of Work as detailed in the Fee Proposal presented by DLR Group and attached as Exhibit B
19 and DLR Group hourly billing rate attached as Exhibit C. Unless otherwise agreed, payments for services
20 shall be made monthly in proportion to services performed. Payments are due and payable upon presentation
21 of the Contractor's invoice. Amounts unpaid forty-five (45) days after the invoice date shall bear interest at
22 the rate of 1% monthly.
23

24 **4. Contract Documents.** This contract consists of this Contract, attached Scope of Work, Fee Proposal, and
25 DLR Group hourly billing rate. All attached Exhibits are hereby incorporated by reference.
26

27 **5. Independent Contractor; Responsibility for Taxes and Withholding**

28 a. Contractor shall perform required Work as an independent contractor. Although the County reserves the
29 right (i) to determine (and modify) the delivery schedule for the Work to be performed and (ii) to evaluate
30 the quality of the completed performance, the County cannot and will not control the means or manner of
31 the Contractor's performance. Contractor is responsible for determining the appropriate means and manner
32 of performing the Work.

33 b. If Contractor is currently performing work for County, the State of Oregon or the Federal Government,
34 Contractor by signature to this Contract declares and certifies that: Contractor's work to be performed under
35 this Contract creates no potential or actual conflict of interest as defined by ORS 244 and that no rules or
36 regulations of Contractor's employing entity (county, state or federal) would prohibit Contractor's activities
37 under this Contract. Contractor is not an "officer", "employee", or "agent" of the County, as those terms are
38 used in ORS 30.265.

39 c. Contractor shall be responsible for all federal or state taxes applicable to compensation or payments paid
40 to Contractor under this Contract and, unless Contractor is subject to backup withholding, County will not
41 withhold from such compensation or payments any amount(s) to cover Contractor's federal or state tax
42 obligations. Contractor is not eligible for any Social Security, unemployment insurance or workers'
43 compensation benefits from compensation or payments paid to Contractor under this Contract, except as a
44 self-employed individual.
45

46 **6. Subcontracts and Assignment; Successors and Assigns.**

47 a. Contractor shall not enter into any subcontracts for any of the Work required by this Contract, or assign or
48 transfer any of its interest in this Contract, without County's prior written consent. In addition to any other
49 provisions County may require, Contractor shall include in any permitted subcontract under this Contract a
50 requirement that the subcontractor be bound by sections 6, 10, 11, 15, and 17 of this Contract as if the

51 subcontractor were the Contractor. County's consent to any subcontract shall not relieve Contractor of any
52 of its duties or obligations under this Contract.

53 b. The provisions of this contract shall be binding upon and shall inure to the benefit of the parties hereto,
54 and their respective successors and assigns, if any.
55

56 **7. No Third Party Beneficiaries.** County and Contractor are the only parties to this Contract and are the only
57 parties entitled to enforce its terms. Nothing in this Contract gives, is intended to give, or shall be construed to
58 give or provide any benefit or right, whether directly, indirectly or otherwise, to third persons unless such third
59 persons are individually identified by name herein and expressly described as intended beneficiaries of the terms
60 of this Contract.
61

62 **8. Funds Available and Authorized**

63 a. Contractor shall not be compensated for work performed under this contract by any other County or
64 department of the State of Oregon. County has sufficient funds currently available and authorized for
65 expenditure to finance the costs of this Contract.

66 b. County will only pay for completed work that is accepted by County.
67

68 **9. Representations and Warranties**

69 a. **Contractor's Representations and Warranties.** Contractor represents and warrants to County that (1)
70 Contractor has the power and authority to enter into and perform this Contract, (2) this Contract, when
71 executed and delivered, shall be a valid and binding obligation of Contractor enforceable in accordance with
72 its terms, (3) the Work under this Contract shall be performed in a good and workmanlike manner and in
73 accordance with the highest professional standards, (4) Contractor shall, at all times during the term of this
74 Contract, be qualified, professionally competent, and duly license to perform the Work.
75

76 b. **Warranties Cumulative.** The warranties set forth in this section are in addition to, and not in lieu of, any
77 other warranties provided.
78

79 **10. Ownership of Work Product.** All Work products of the Contractor that result from this contract ("the
80 Work Products") are the exclusive property of the County. County and Contractor intend that such Work
81 Products be deemed "works made for hire" of which County shall be deemed the author. If for any reason the
82 Work Products are not deemed "works made for hire", Contractor hereby irrevocably assigns all of its right,
83 title, and interest in and to any and all of the Work Product, whether arising from copyright, patent, trademark,
84 trade secret, or any other state or federal intellectual property law or doctrine. Contractor shall execute such
85 further documents and instruments as County may reasonably request in order to fully vest such right in County.
86 Contractor forever waives any and all rights under 17 USC §106A or any other rights of identification of
87 authorship or rights of approval, restriction or limitation on use or subsequent modifications.
88

89 **11. Indemnity.** Contractor shall defend, save, hold harmless, and indemnify the County, their officers,
90 employees, agents, from and against all claims, suits, or actions, losses, damages, liabilities costs and expenses
91 of any nature whatsoever resulting from, arising out of, or relating to the activities of Contractor or its officers,
92 employees, subcontractors, or agents under this Contract but only to the extent they are caused by the negligent
93 acts or omissions of the Contractor, its employees and its consultants in the performance of professional services
94 under this Contract.. The Contractor's obligation to indemnify and hold the County and the County's officers
95 and employees harmless does not include a duty to defend and shall be limited to the available proceeds of the
96 insurance coverage required by this agreement.
97
98
99
100

101 **12. Insurance.** Contractor shall provide the following:

- 102 a. Commercial General Liability with policy limits of not less than One Million Dollars (\$ 1,000,000)
103 for each occurrence and Two Million Dollars (\$ 2,000,000) in the aggregate for bodily injury and
104 property damage.
- 105 b. Automobile Liability covering vehicles owned, and non-owned vehicles used, by the Contractor with
106 policy limits of not less than One Million Dollars (\$ 1,000,000) combined single limit for bodily injury,
107 death of any person, and property damage arising out of the ownership, maintenance and use of those
108 motor vehicles, along with any other statutorily required automobile coverage.
- 109 c. Workers' Compensation at statutory limits.
- 110 d. Employers' Liability with policy limits not less than One Million Dollars (\$ 1,000,000) each accident,
111 One Million Dollars (\$ 1,000,000) each employee, and One Million Dollars (\$ 1,000,000) policy limit.
- 112 e. Professional Liability covering negligent acts, errors and omissions in the performance of professional
113 services with policy limits of not less than One Million Dollars (\$ 1,000,000) per claim and Three Million
114 Dollars (\$3,000,000) in the aggregate.
- 115 f. To the fullest extent permitted by law, the Contractor shall cause the primary and excess or umbrella
116 policies for Commercial General Liability and Automobile Liability to include the Owner as an additional
117 insured for claims caused in whole or in part by the Contractor's negligent acts or omissions. The
118 additional insured coverage shall be primary and non-contributory to any of the Owner's insurance
119 policies and shall apply to both ongoing and completed operations.
- 120 g. The Contractor shall provide certificates of insurance to the Owner that evidence compliance with
121 the requirements in this Section

122
123 **13. Termination.** This Contract may be terminated at any time by mutual written consent of the parties or with
124 the terminating party providing 48 hours written notice to the other party.

125 **a. Remedies**

- 126 i) If County terminates pursuant to this paragraph, Contractor shall be entitled to payment for all services
127 satisfactorily rendered and expenses incurred through the date of termination, provided, that there shall be
128 deducted from such payment the amount of damage, if any, sustained by County due to any breach of the
129 agreement by Contractor.
- 130 ii.) Upon receiving a notice of termination of this Contract, Contractor shall immediately cease all activities
131 under this Contract, unless County expressly directs otherwise in such notice of termination. Upon
132 termination of this Contract, Contractor shall deliver to County all documents, information, works-in-
133 progress and other property that are or would be deliverables had the Contract been completed. Upon County
134 request, Contractor shall surrender to anyone County designates, all documents, research or objects or other
135 tangible things needed to complete the Work.

136
137 **14. Limitation of Liabilities. EXCEPT FOR LIABILITY ARISING UNDER OR RELATED TO**
138 **SECTIONS 9(a) or 13, NEITHER PARTY SHALL BE LIABLE FOR (i) ANY INDIRECT,**
139 **INCIDENTAL, CONSEQUENTIAL OR SPECIAL DAMAGES UNDER THE CONTRACT OR (ii)**
140 **ANY DAMAGES OF ANY SORT ARISING SOLELY FROM THE TERMINATION OF THIS**
141 **CONTRACT IN ACCORDANCE WITH ITS TERMS.**

142
143 **15. Records Maintenance; Access.** Contractor shall maintain all fiscal records relating to this Contract in
144 accordance with generally accepted accounting principles. In addition, Contractor shall maintain any other records
145 pertinent to this Contract in such a manner as to clearly document Contractor's performance. Contractor
146 acknowledges and agrees that County and their duly authorized representatives shall have access to such fiscal
147 records and other books, documents, papers, plans and writings of Contractor that are pertinent to this Contract to
148 perform examinations and audits and make excerpts and transcripts. Contractor shall retain and keep accessible
149 all such fiscal records, books, documents, papers, plans, and writings for a minimum of three (3) years, or such
150 longer period as may be required by applicable law, following final payment and termination of this Contract, or

151 until the conclusion of any audit, controversy or litigation arising out of or related to this Contract, whichever date
152 is later.

153
154 **16. Compliance with Applicable Law.** Contractor shall comply with all federal, state and local laws, regulations,
155 executive orders and ordinances applicable to the Work under this Contract. Without limiting the generality of
156 the foregoing, Contractor expressly agrees to comply with: (i) Title VI of Civil Rights Act of 1964; (ii) Section V
157 of the Rehabilitation Act of 1973; (iii) the Americans with Disabilities Act of 1990 and ORS 659.425; (iv) all
158 regulations and administrative rules established pursuant to the foregoing laws; and (v) all other applicable
159 requirements of federal and state civil rights and rehabilitation statutes, rules and regulations. County's
160 performance under this Contract is conditioned upon Contractor's compliance with the provisions of ORS 279.312,
161 279.314, 279.316, 279.320, and 279.555, which are incorporated by reference herein.

162
163 **17. Foreign Contractor.** If Contractor is not domiciled in or registered to do business in the State of Oregon,
164 Contractor shall promptly provide to the Oregon Department of Revenue and the Secretary of State Corporation
165 Division all information required by those agencies relative to this Contract. Contractor shall demonstrate its legal
166 capacity to perform the Work under this Contract in the State of Oregon prior to entering into this Contract.

167
168 **18. Force Majeure.** Neither County nor Contractor shall be held responsible for delay or default caused by
169 fire, riot, acts of God, or war where such cause was beyond, respectively, County's or Contractor's reasonable
170 control. Contractor shall, however, make all reasonable efforts to remove or eliminate such a cause of delay or
171 default and shall, upon the cessation of the cause, diligently pursue performance of its obligations under this
172 contract.

173
174 **19. Survival.** All rights and obligations shall cease upon termination or expiration of this Contract, except for
175 the rights and obligations set forth in Sections 1, 9, 10, 11, 13, 14, 15, 19, and 26.

176
177 **20. Time is of the Essence.** Contractor agrees that time is of the essence under this Contract.

178
179 **21. Notice.** Except as otherwise expressly provided in this Contract, any communication between the parties
180 hereto or notices to be given hereunder shall be given in writing by personal delivery, facsimile, or mailing the
181 same, postage prepaid, to Contractor or County at the address or number set forth on the signature page of this
182 Contract, or to such other addresses or numbers as either party may hereafter indicate. Any communication or
183 notice so addressed and mailed shall be deemed to be given five (5) days after mailing. Any communication or
184 notice delivered by facsimile shall be deemed to be given when receipt of the transmission is generated by the
185 transmitting machine.

186
187 **22. Severability.** The parties agree that if any term or provision of this contract is declared by a court of
188 competent jurisdiction to be illegal or in conflict with any law, the validity of the remaining terms and provisions
189 shall not be affected, and the rights and obligations of the parties shall be construed and enforced as if the
190 contract did not contain the particular term or provision held to be invalid.

191
192 **23. Counterparts.** This Contract may be executed in several counterparts, all of which when taken together
193 shall constitute one agreement binding on all parties, notwithstanding that all parties are not signatories to the
194 same counterpart. Each copy of the Contract so executed shall constitute an original.

195
196 **24. Disclosure of Social Security Number.** Contractor must provide Contractor's Social Security number
197 unless Contractor provides a federal tax ID number. This number is requested pursuant to ORS 305.385, OAR
198 125-20-410(3) and OAR 150-305.100. Social Security numbers provided pursuant to this authority will be used
199 for the administration of state, federal and local tax laws.

200

201 **25. Governing Law, Venue, Consent to Jurisdiction.** This Contract shall be governed by and construed in
202 accordance with the laws of the State of Oregon without regard to principles of conflicts of law. Any claim, action,
203 suit or proceeding (collectively, "Claim") between County and Contractor that arises from or relates to this
204 Contract shall be brought and conducted solely and exclusively within the Circuit Court of Morrow County for
205 the State of Oregon; provided, however, if a Claim must be brought in a federal forum, then it shall be brought
206 and conducted solely and exclusively within the United States District Court for the District of Oregon.
207

208 **26. Merger.** This contract and attached exhibits constitute the entire agreement between the parties on the
209 subject matter hereof. There are no understandings, agreements, or representations, oral or written, not specified
210 herein regarding this Contract. No waiver, consent, modification or change of terms of this Contract shall bind
211 either party unless in writing and signed by both parties and all necessary State approvals have been obtained.
212 Such waiver, consent, modification or change, if made, shall be effective only in the specific instance and for
213 the specific purpose given. The failure of County to enforce any provision of this Contract shall not constitute
214 a waiver by County of that or any other provision.
215

216 **CONTRACTOR, BY EXECUTION OF THIS CONTRACT, HEREBY ACKNOWLEDGES THAT**
217 **CONTRACTOR HAS READ THIS CONTRACT, UNDERSTANDS IT, AND AGREES TO BE BOUND**
218 **BY ITS TERMS AND CONDITIONS.**
219

220
221 **CONTRACTOR**
222 **DLR GROUP**

223 By:  Title: Vice President Date: 9/9/2021
224


225
226 Phone number: 206/461-6000
227

228 Address: 100 SW Yamhill, Suite 105, Portland, OR 97204
229

230
231 **COUNTY**
232 **MORROW COUNTY BOARD OF COMMISSIONERS**

233 Date:
234
235 _____
236 Don Russell, Chair
237
238 _____
239 Jim Doherty, Commissioner
240
241 _____
242 Melissa Lindsay, Commissioner
243

244 APPROVED AS TO FORM:
245 _____
246
247
248 County Counsel

The background features a series of smooth, grey stepping stones arranged in a path across a calm body of water. The water is a soft, pale blue-grey. In the upper right and lower right corners, there are large, abstract watercolor splashes in shades of light green, yellow, and grey. The overall mood is peaceful and contemplative.

Stepping of Stones

HERMISTON

An Alliance of Hope and Prosperity

Connecting to Community

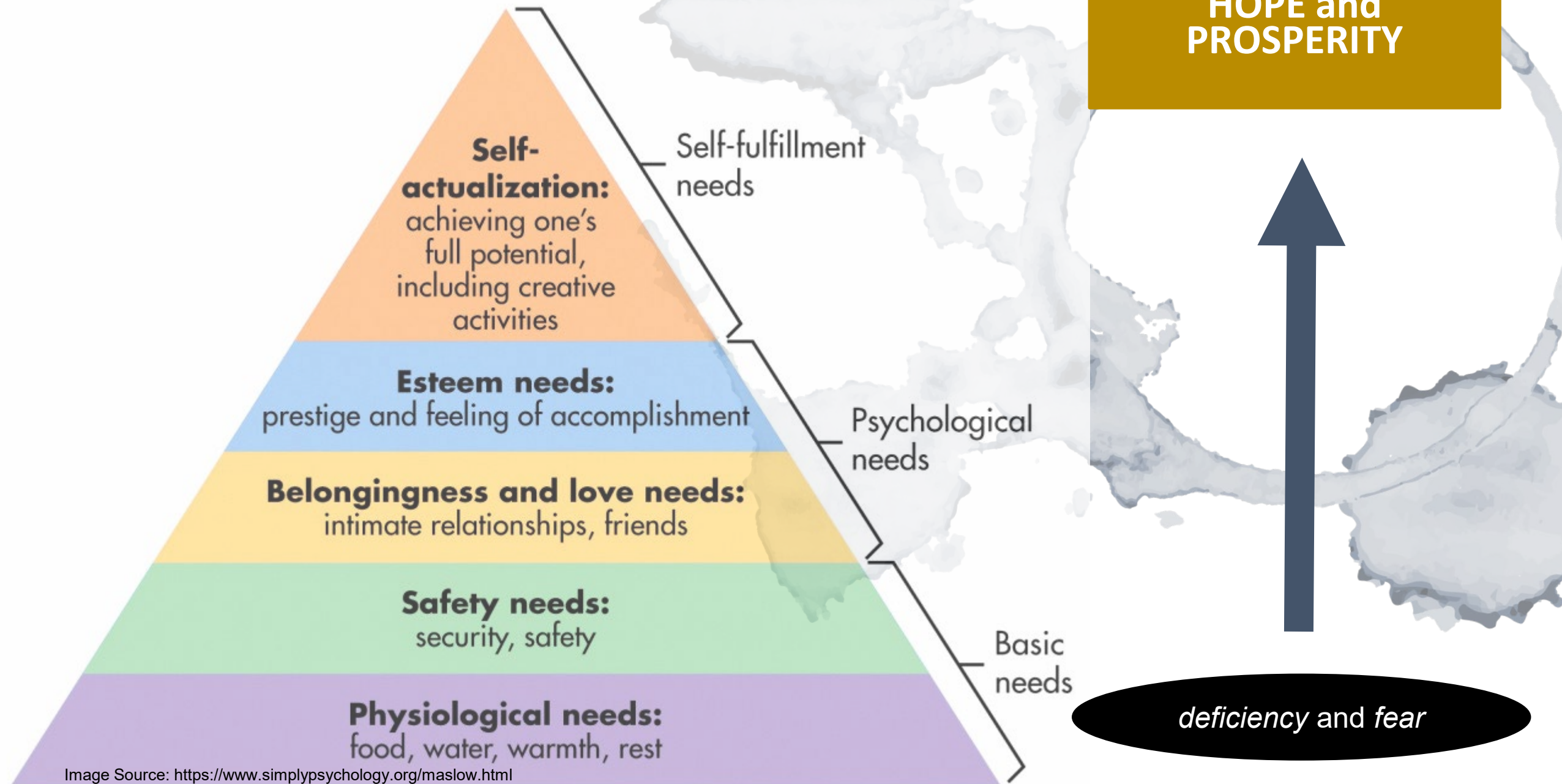
Developing Self-Reliance

Supporting Human Needs

Stepping of Stones

HERMISTON

Stepping Stones of HERMISTON



Existing examples

- ❖ The Walla Walla Alliance for the Homeless (Sleep Center)
- ❖ Approximately 2/3 of an acre
- ❖ 39 huts
- ❖ Shower/laundry building and a commons building



Conestoga Huts

- ❖ Available for one resident, one couple or parent and child
- ❖ Residency requirements: compliance with site regulations and progress towards self-reliance
- ❖ Cost estimate (materials only): \$2,000
- ❖ Construction: easily obtainable materials, rapid setup, and simple/inexpensive repairs
- ❖ Financed through donations and grants



Other Side Academy



Other Side Academy



- ❖ Self supporting through donations and operating two thrift boutiques and the **#1 moving company** in the state of Utah
- ❖ Employees are current students or graduates

Bybee Lakes Hope Center -Portland OR



Bybee Lakes Hope Center

Medical and Dental Clinic



Bybee Lakes Hope Center



Classrooms and office



The Industrial kitchen provides thousands of meals in the Portland area and allows members to gain culinary skills. Bybee Lakes also has 3 smaller kitchens to provide basic cooking and nutritional education classes

Harbor of Hope offers Pop up Shelters that cost between \$4500-\$7000 and take approximately 20-30 minutes to assemble



Pallet Shelters offer another option and are being used in some Oregon cities as well as several other state

Cost: ~\$7,000

Additional resources: community kitchen and community shower area



The Reliance Center will develop partnerships with organizations to provide the following services:

- ❖ Medical support
- ❖ Dental support
- ❖ VA support
- ❖ DHS support
- ❖ Substance abuse counseling
- ❖ Mental Health support
- ❖ Educational advisor support
- ❖ CAPECO support



Stepping Stones of HERMISTON



Insights from Other Programs:

- ❖ In terms of zoning, the “huts” are considered tents. They are rigid, insulated and durable but are unheated, movable and temporary. The zoning falls under the category of temporary emergency shelter.
- ❖ These structures do not fit into HUD standards for housing but they are affordable and yet not so comfortable that individuals want to stay in them forever. This is not permanent housing. Individuals that come are considered “members” of the center and thereby there are no landlord/lessee issues. If someone does not abide by the center rules, they instantly lose their membership and will have thirty minutes to pack up and leave.
- ❖ The Walla Walla Exit Homelessness Program is in its third year. They are proving to have great success. They have helped 61 individuals gain permanent housing out of an unsheltered homeless population of 150-200 individuals. As more people have been placed in permanent housing, they have seen a mental turn around in others who are now seeking to obtain permanent housing as well.
- ❖ Bybee Lakes Center for Hope has helped 74 individuals gain permanent housing of their own in the last 18 months.
- ❖ The Other Side Academy of Utah has had a 79% success rate in placing individuals into the workforce and into their own housing.

Stepping Stones of HERMISTON

The background features a series of smooth, grey stepping stones arranged in a path across a body of water. The water is depicted with soft, painterly splashes in shades of blue and white. Overlaid on this scene is a faint, light-colored map of the state of Oregon, showing its geographical outline and major regions.

In summary:

The intent of Stepping Stones is to provide a safe, clean, and secure environment where those in need of temporary housing might sleep. This site is truly meant to be a stepping stone and not a permanent destination. The goal is to provide an immediate short-term place for the night for some as well as longer term arrangements for others willing to work, volunteer and/or improve themselves so they might gain the means by which they can obtain permanent housing of their own. Opportunities to receive work credit/scholarships for nightly housing will become available.

Stepping Stones is being modeled after successful programs in Walla Walla, Bybee Lakes Center for Hope (Portland), Watered Gardens (Joplin, Missouri) and The Other Side Academy (Salt Lake City, Utah).

Currently an application has been made to the state for Start Up funding. A search is on for the best location and for the best housing options. Contacts are being made with providers for the Navigation Center.



AGENDA ITEM COVER SHEET
Morrow County Board of Commissioners
(Page 1 of 2)

(For BOC Use)
Item #
50

Please complete for each agenda item submitted for consideration by the Board of Commissioners
(See notations at bottom of form)

Presenter at BOC: Lindsay Grogan
Department: Human Resources
Short Title of Agenda Item: Compensation Board Members
(No acronyms please)

Date submitted to reviewers: 09/09/2021
Requested Agenda Date: 9/15/2021

This Item Involves: (Check all that apply for this meeting.)
Order or Resolution
Ordinance/Public Hearing:
1st Reading 2nd Reading
Public Comment Anticipated:
Estimated Time:
Document Recording Required
Contract/Agreement
Appointments
Update on Project/Committee
Consent Agenda Eligible
Discussion & Action
Estimated Time:
Purchase Pre-Authorization
Other

N/A
Purchase Pre-Authorizations, Contracts & Agreements
Contractor/Entity:
Contractor/Entity Address:
Effective Dates - From: Through:
Total Contract Amount: Budget Line:
Does the contract amount exceed \$5,000? Yes No

Reviewed By:

Department Director Required for all BOC meetings
Administrator Required for all BOC meetings
County Counsel *Required for all legal documents
Finance Office *Required for all contracts; other items as appropriate.
Lindsay Grogan 9/9/2021 Human Resources *If appropriate

Note: All other entities must sign contracts/agreements before they are presented to the Board of Commissioners (originals preferred). Agendas are published each Friday afternoon, so requests must be received in the BOC Office by 1:00 p.m. on the Friday prior to the Board's Wednesday meeting. Once this form is completed, including County Counsel, Finance and HR review/sign-off (if appropriate), then submit it to the Board of Commissioners Office.

AGENDA ITEM COVER SHEET

Morrow County Board of Commissioners

(Page 2 of 2)

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

The Compensation Board is appointed by the Board of Commissioners, and currently consists of five citizen members. Members are appointed to four-year terms.

Our Board is highly qualified as each member serves as a Business, Finance, or HR leader in the County. Interested applicants who are qualified can be difficult to come by.

Current Members & Term Expiration

Lisanne Currin - December 31, 2023; Marie Cain - December 31, 2023; Debbie Radie - December 31, 2023;
Eileen Hendricks - December 31, 2021; Jill Martin - December 31, 2021

There are two members with terms expiring before the next compensation board session.

There are a few routes the Board can take:

- 1) HR asks expiring Board members if they would like to renew for another four-year term. If not interested in renewing participation, HR would open the Board Appointment Request to the public.
- 2) HR informs expiring Board members that their term is expiring if they would like to reapply. This option would include opening the Board Appointment Request Application to the public.
- 3) HR informs expiring Board members that their terms have expired. Open the Board Appointment Request to the public.
- 4) In case there are no renewal commitments or no applications: Option if needed, to decrease board size. ORS 204.112 states that County Compensation Board must consist of 3 to 5 members.

2. FISCAL IMPACT:

Advertising Costs if Board Appointment is opened to the public.

3. SUGGESTED ACTION(S)/MOTION(S):

Direction for HR regarding Compensation Board Members based on discussion above.

Attach additional background documentation as needed.



AGENDA ITEM COVER SHEET
Morrow County Board of Commissioners
(Page 1 of 2)

(For BOC Use)
Item #
5d

Please complete for each agenda item submitted for consideration by the Board of Commissioners
(See notations at bottom of form)

Presenter at BOC: Katie Imes
Department: The Loop - Public Transit
Short Title of Agenda Item: Resolution to adopt the Hermiston-Boardman Connector Port of Morrow-Boardman Circular Plan
(No acronyms please)

Date submitted to reviewers: September 9, 2021
Requested Agenda Date: September 15, 2021

This Item Involves: (Check all that apply for this meeting.)
Order or Resolution
Ordinance/Public Hearing:
1st Reading 2nd Reading
Public Comment Anticipated:
Estimated Time:
Document Recording Required
Contract/Agreement
Appointments
Update on Project/Committee
Consent Agenda Eligible
Discussion & Action
Estimated Time:
Purchase Pre-Authorization
Other

N/A
Purchase Pre-Authorizations, Contracts & Agreements
Contractor/Entity:
Contractor/Entity Address:
Effective Dates - From: Through:
Total Contract Amount: Budget Line:
Does the contract amount exceed \$5,000? Yes No

Reviewed By:

Department Director Required for all BOC meetings
Administrator Required for all BOC meetings
County Counsel *Required for all legal documents
Finance Office *Required for all contracts; other items as appropriate.
Human Resources *If appropriate

*Allow 1 week for review (submit to all simultaneously). When each office has notified the submitting department of approval, then submit the request to the BOC for placement on the agenda.

Note: All other entities must sign contracts/agreements before they are presented to the Board of Commissioners (originals preferred). Agendas are published each Friday afternoon, so requests must be received in the BOC Office by 1:00 p.m. on the Friday prior to the Board's Wednesday meeting. Once this form is completed, including County Counsel, Finance and HR review/sign-off (if appropriate), then submit it to the Board of Commissioners Office.

AGENDA ITEM COVER SHEET

Morrow County Board of Commissioners

(Page 2 of 2)

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

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

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

2. FISCAL IMPACT:

N/A

3. SUGGESTED ACTION(S)/MOTION(S):

Motion to approve and sign resolution R-2021-23 The Hermiston–Boardman Connector and Boardman–Port of Morrow Circular Plan

Attach additional background documentation as needed.

**BEFORE THE BOARD OF COMMISSIONERS
FOR MORROW COUNTY, OREGON**

A RESOLUTION ADOPTING)
THE HERMISTON-BOARDMAN)
CONNECTOR AND THE) RESOLUTION NO. R-2021-23
BOARDMAN-PORT OF MORROW)
CIRCULAR PLANS)

WHEREAS, ORS 203.035 authorizes Morrow County to exercise authority within the County over matters of County concern; and

WHEREAS, transportation within and to Morrow County is vital to the citizens and employers found within Morrow County, and transit services are needed to enable people to travel regionally and locally for employment, education, healthcare, and more; and

WHEREAS, transit services will help improve accessibility to major employment clusters in the area, in particular, the I-84/I-82/Westland Road area and the Port of Morrow, and will enable critical last-mile connections from regional transit services; and

WHEREAS, Morrow County, The Confederated Tribes of the Umatilla Indian Reservation, and Umatilla County have developed a strategic plan known as the Hermiston-Boardman Connector and the Boardman-Port of Morrow Circular Plan, attached hereto and incorporated herein as Exhibit A. The Plan provides for service to meet transportation needs, identifying travel needs, a preferred service model, and routing alternatives.

THE MORROW COUNTY BOARD OF COMMISSIONERS HEREBY RESOLVES:

- Morrow County adopts the Hermiston-Boardman Connector and the Boardman-Port of Morrow Circular Plans.
- This Resolution shall be effective immediately.

Dated this 15th day of September 2021.

**MORROW COUNTY BOARD OF COMMISSIONERS
MORROW COUNTY, OREGON**

Don Russell, Chair

Jim Doherty, Commissioner

Melissa Lindsay, Commissioner

Approved as to Form:

Morrow County Counsel



Hermiston – Boardman Connector/ Boardman – Port of Morrow Circular

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

June 2021

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

Hermiston – Boardman Connector/ Boardman – Port of Morrow Circular

Prepared for:

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

Prepared by:

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

June 2021

ACKNOWLEDGEMENTS

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

Project Management Team

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

Stakeholder Group

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

Consultant Team – Kittelson & Associates, Inc.

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

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SAGE Center – Boardman
Potential Transit Stop

1. INTRODUCTION

INTRODUCTION

Project Purpose

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

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

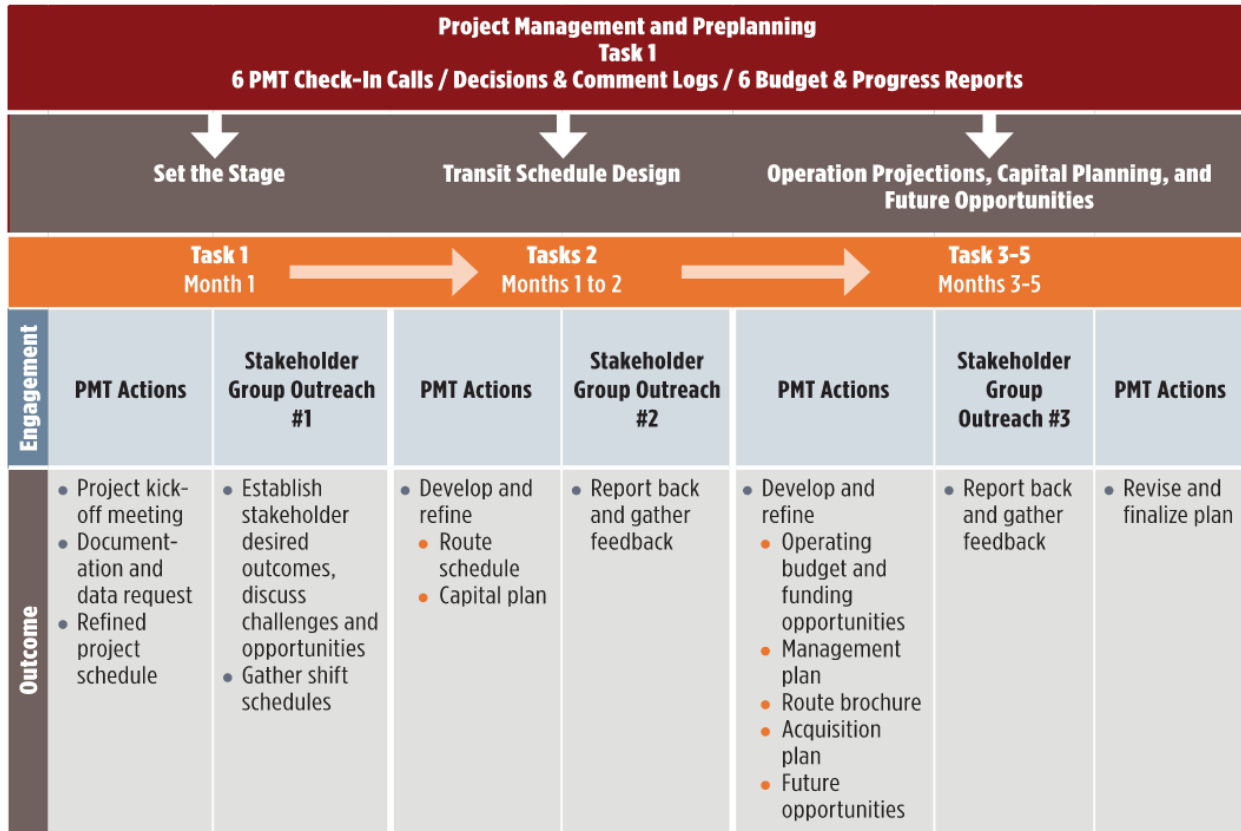
Project and Public Involvement Process

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

Table 1. Public Involvement Process

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

Figure 1. Project Process



Project Background

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

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

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

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

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

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

Service Area Demographics

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

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

Table 2. City Population and Employment

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

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

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

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

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

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

Title VI and Underrepresented Populations

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

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

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

Table 4. Title VI and Underrepresented Populations

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

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



SW 3rd/Orchard in Hermiston –
Current Transit Stop

2. OPERATIONS PLAN

OPERATIONS PLAN

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

Travel Needs

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

Employment Centers

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

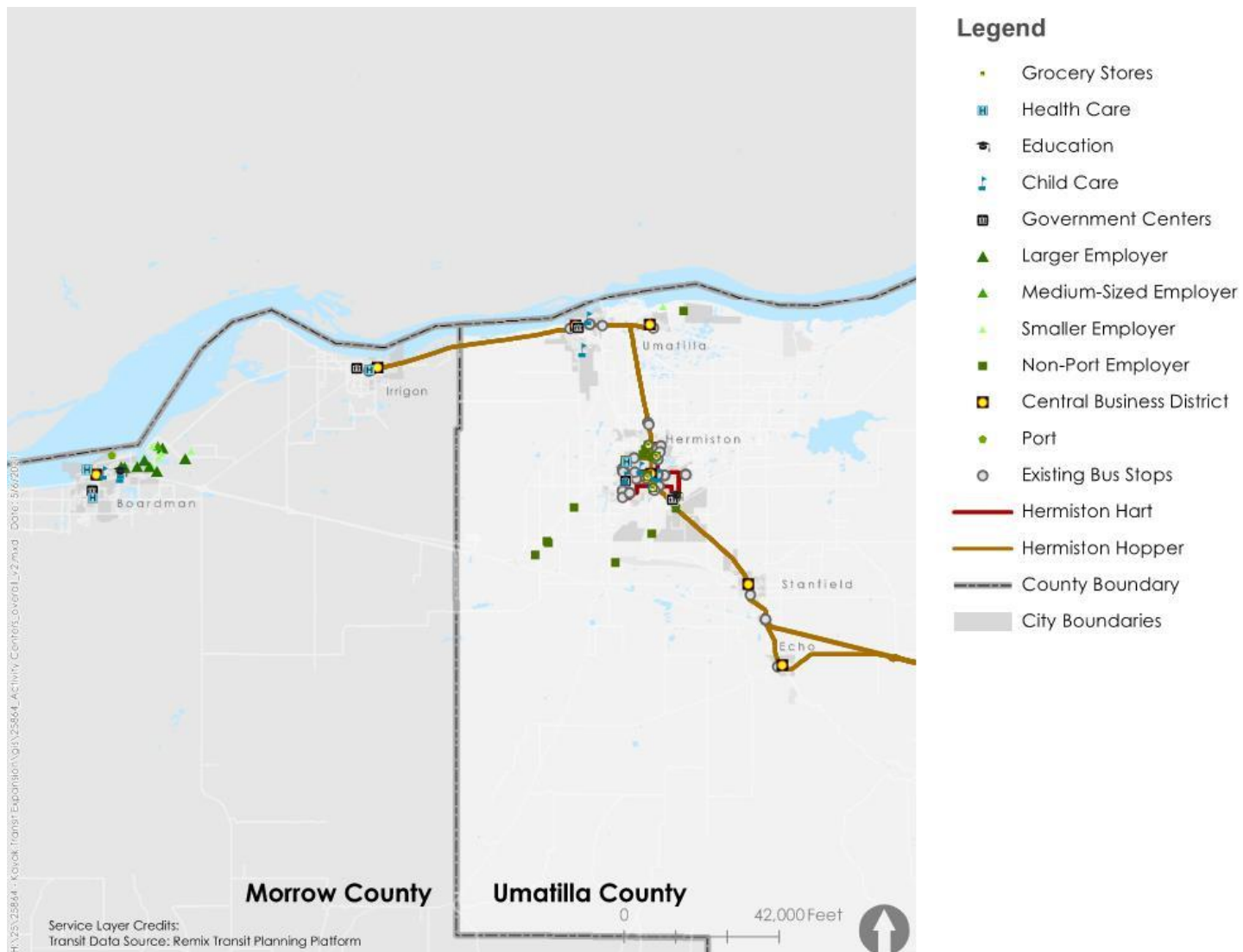
Hermiston – Boardman Connector

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

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

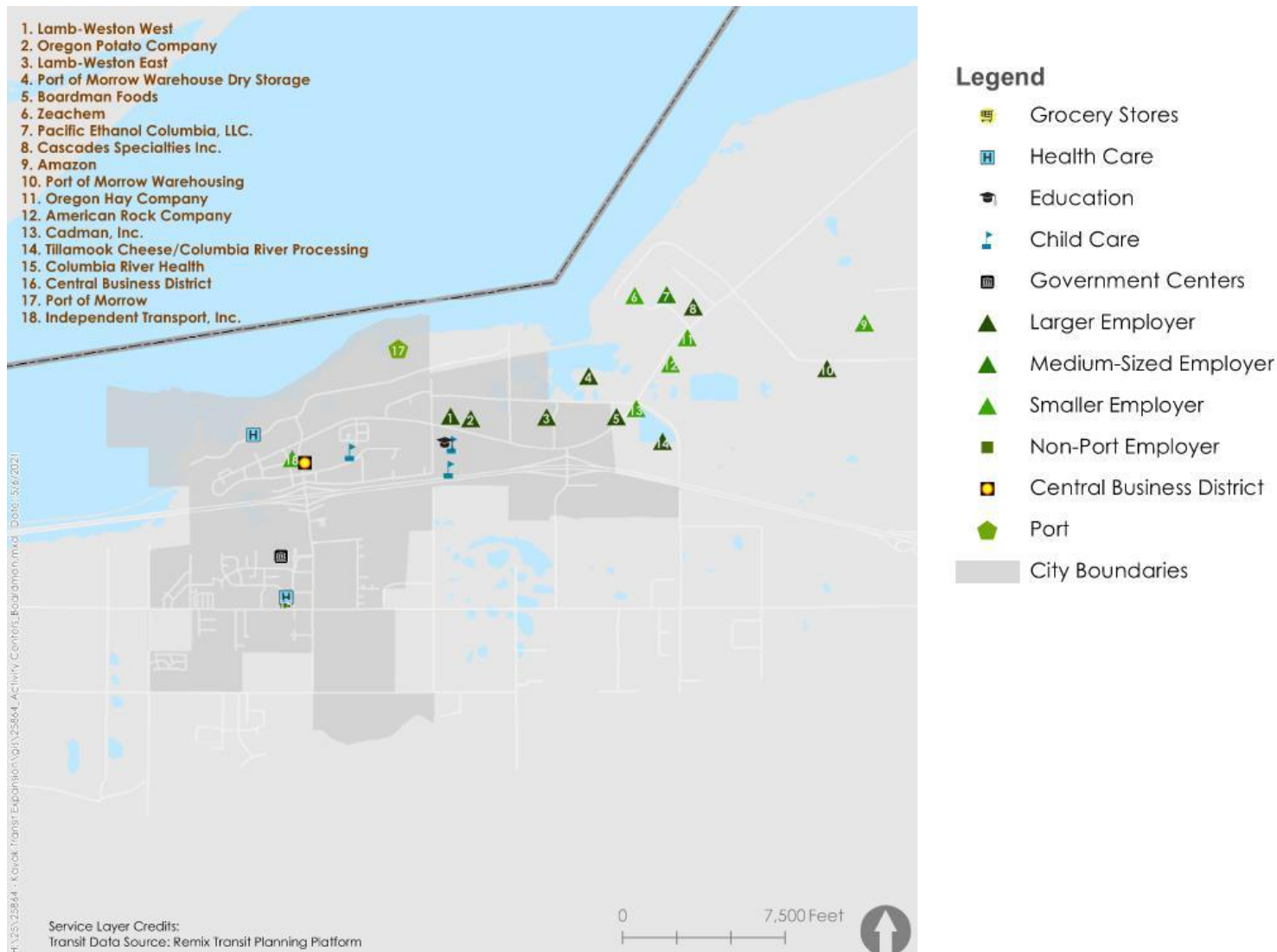
HERMISTON – BOARDMAN CONNECTOR/ BOARDMAN – PORT OF MORROW CIRCULAR

Figure 2. Activity Centers and Employers – Overall



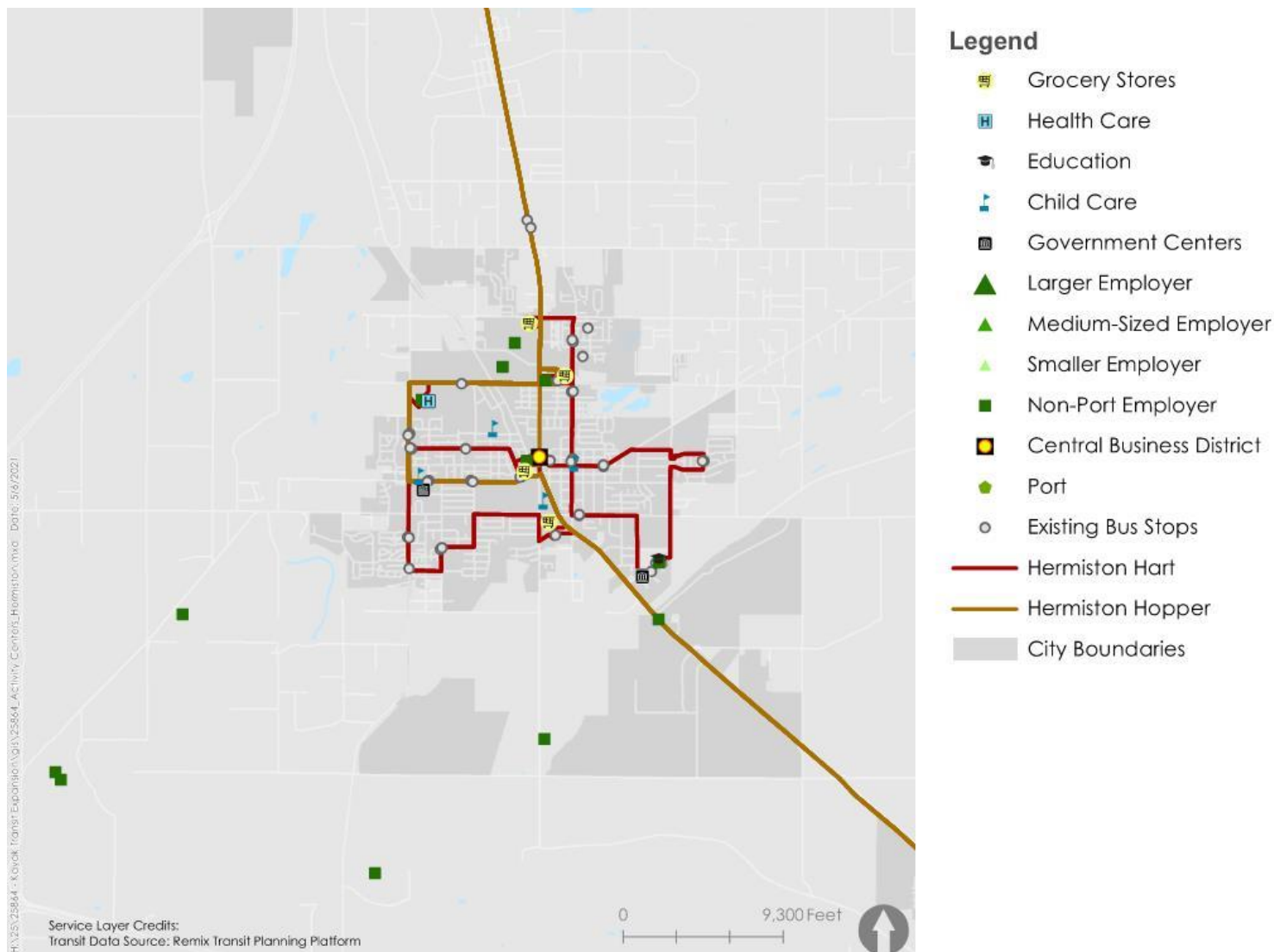
HERMISTON – BOARDMAN CONNECTOR/ BOARDMAN – PORT OF MORROW CIRCULAR

Figure 3. Activity Centers and Employers – Boardman



HERMISTON – BOARDMAN CONNECTOR/ BOARDMAN – PORT OF MORROW CIRCULAR

Figure 4. Activity Centers and Employers – Hermiston



Boardman – Port of Morrow Circular

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

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

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

Commute Demands

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

Hermiston – Boardman Connector

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

Boardman – Port of Morrow Circular

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

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

Connecting Transit Services

Kayak Public Transit

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

The **HART** loops forwards and backwards on a fixed route through Hermiston five times in each direction every weekday. Demand-responsive ADA paratransit service is provided between locations within $\frac{3}{4}$ mile of the fixed route for persons with disabilities that prevent them from accessing the fixed route.

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

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

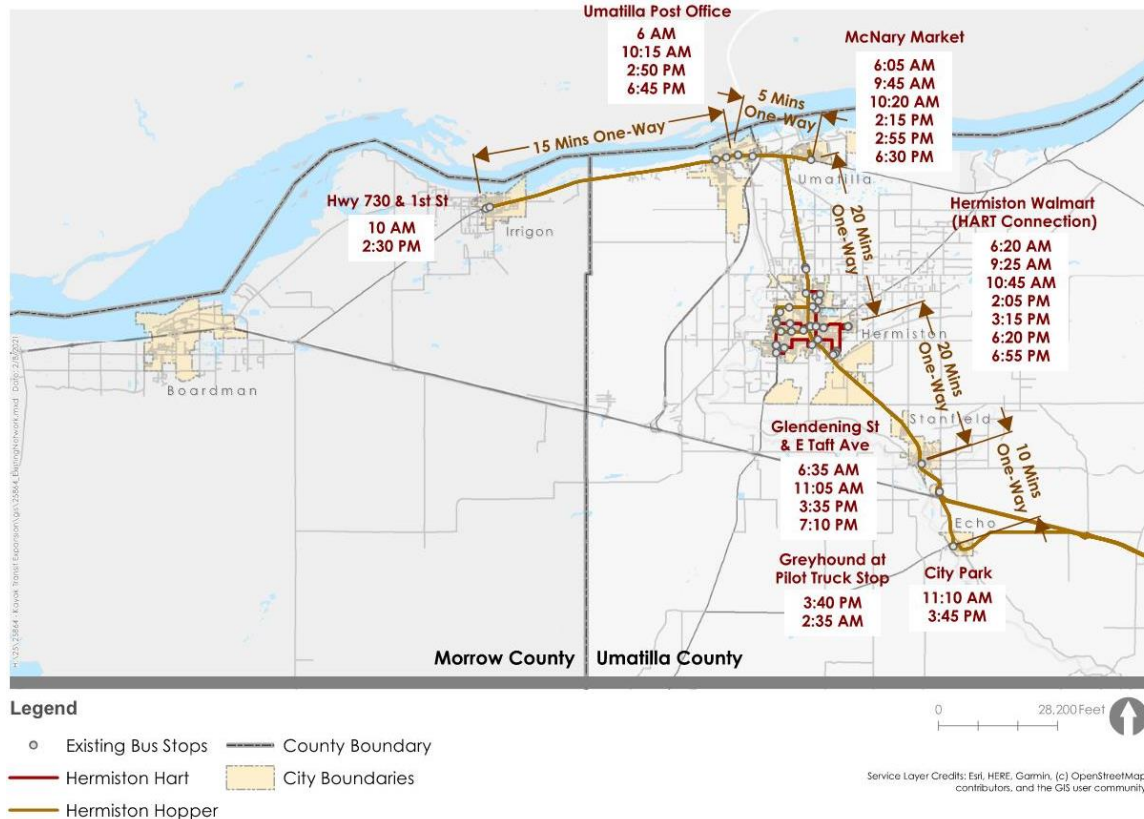
The Loop

Morrow County operates The Loop, demand-response service for residents of and visitors to Morrow County. Service is provided on weekdays, with offices open between 8 a.m. and noon and between 1 and 5 p.m. Services operate depending on demand, which varies, and can accommodate earlier morning or later evening rides. At present, due to the COVID-19 pandemic, service is limited to serving medical appointments and grocery shopping trips.

Greyhound

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

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



Health Supporting, Education and Other Community Resources

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

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

*Also a substantial employment center

Service Model and Routing

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

Hermiston – Boardman Connector

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

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

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

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

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

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

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

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

Route and Stops

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

Hermiston – Boardman Connector Early AM Route

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

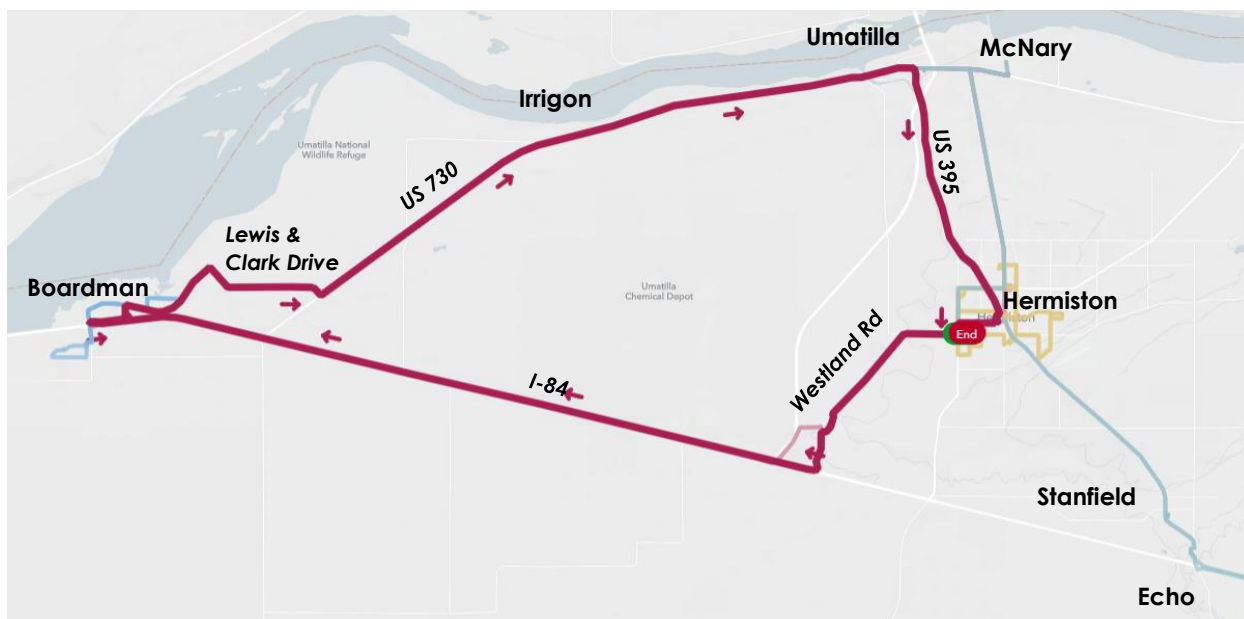
Based on the employment data provided, employer shifts at the Port of Morrow start as early as 5:00 AM and continue through 7:00 AM. Therefore, Clockwise and Counterclockwise routes have been developed to maximize service times during this important morning period. The Counterclockwise route begins in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

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

Figure 6. Hermiston–Boardman Connector Early AM Counterclockwise Route



Figure 7. Hermiston–Boardman Connector Early AM Clockwise Route



Hermiston – Boardman Connector Regular Route

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

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

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

Figure 8. Hermiston – Boardman Connector Regular Counterclockwise Route



Figure 9. Hermiston – Boardman Connector Regular Clockwise Route



Long-Term Route Improvements

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

Boardman – Port of Morrow Circular

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

Under the requirements of the Americans with Disabilities Act (ADA), transit agencies that provide fixed-route transit service (not including intercity service) must also provide origin-to-destination “complementary paratransit” (demand-response) service for persons with disabilities that prevent them from accessing or using the fixed-route service. Among other conditions, this service must be available within $\frac{3}{4}$ mile of the fixed route during the same hours that fixed-route service operates. The service must either fill the gap from a person's origin or destination to a connecting transit service or provide the full trip of service. As noted previously, Morrow County operates the demand-response service The Loop, which could serve as the complementary demand-response for fixed-route transit during The Loop's hours of operation. However, if the Circular operates early in the morning to provide Port of Morrow shift service, the whole Circular route would need to be deviated fixed-route to satisfy complementary paratransit requirements.

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

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

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

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

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

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

Route and Stops

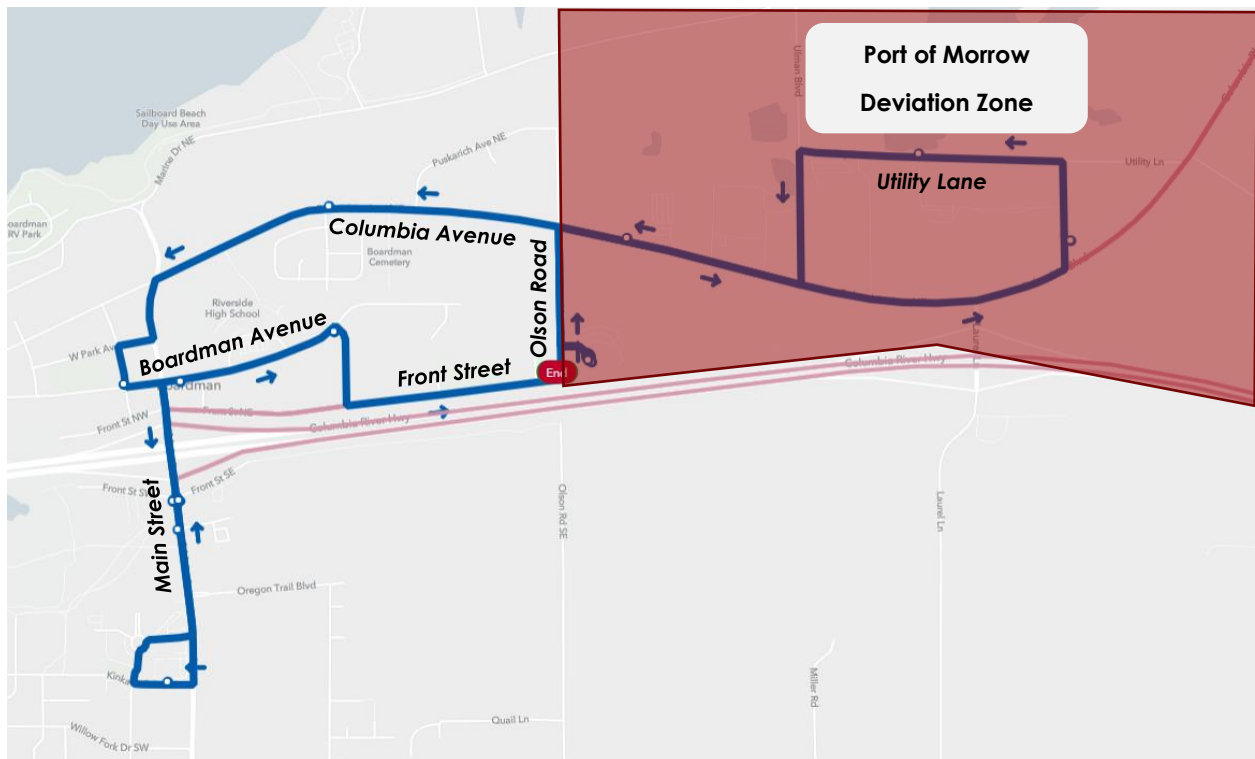
The following section provides information about the Early AM Route and Regular Route versions of the Preferred Circular. The routes will serve the region for 12–18 hours per day. Every trip will connect with the Hermiston–Boardman Connector.

Boardman–Port of Morrow Circular Early AM Route

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

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

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

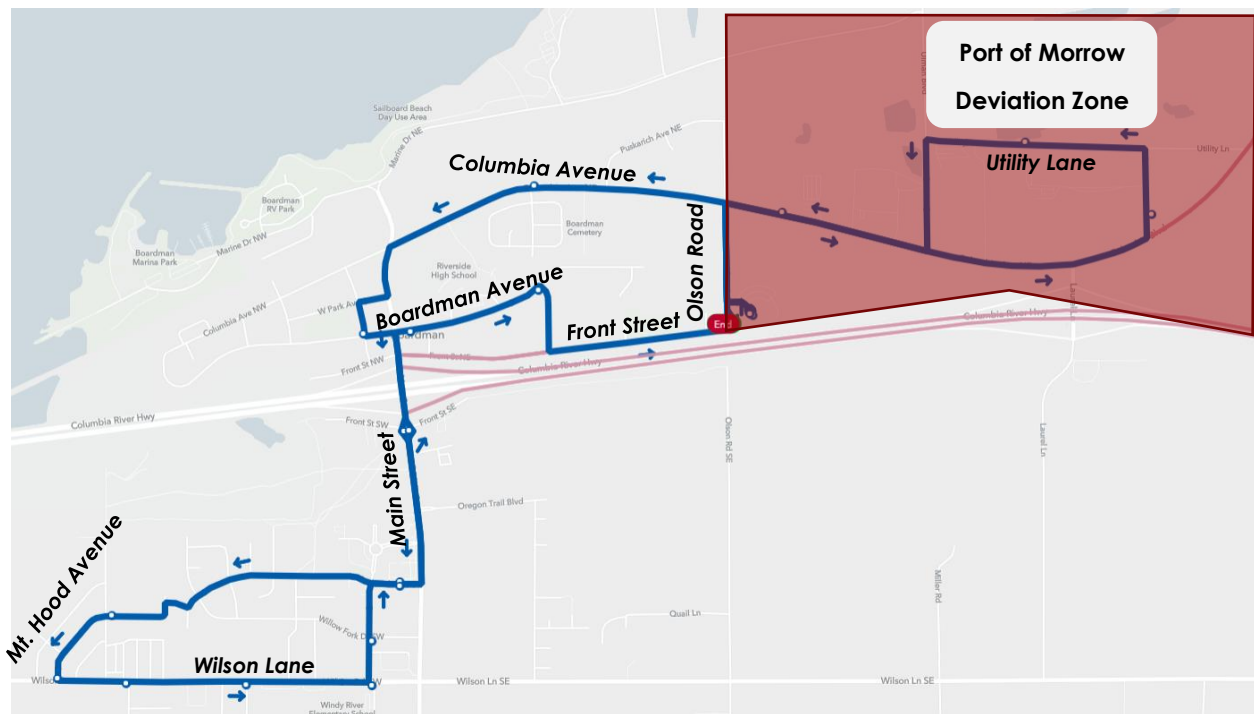


Boardman – Port of Morrow Circular Regular Route

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

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

Figure 11. Boardman – Port of Morrow Circular Regular Route



Service Span and Frequency

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

Hermiston – Boardman Connector

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

Table 5. Hermiston–Boardman Connector Counterclockwise Schedule

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

Bold times indicate PM.

Table 6. Hermiston–Boardman Connector Clockwise Schedule

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

Bold times indicate PM.

Hopper and HART Recommendations

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

Hopper Schedule Modifications

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

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

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

HART Schedule Modifications

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

Network, Travel Times, and Transfers

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

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

Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

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

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

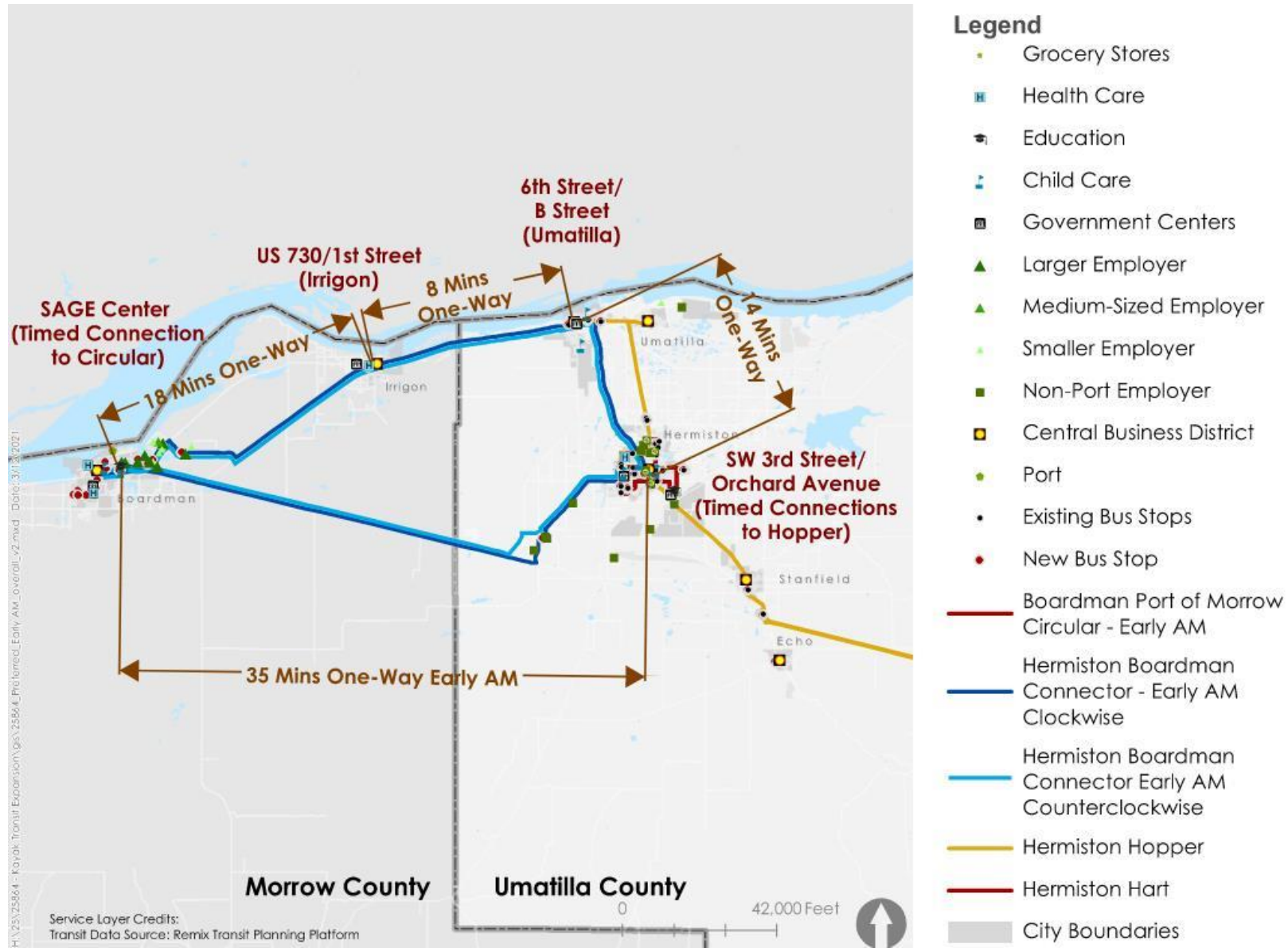
Bold times indicate PM.

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

CC = counterclockwise, CW = clockwise.

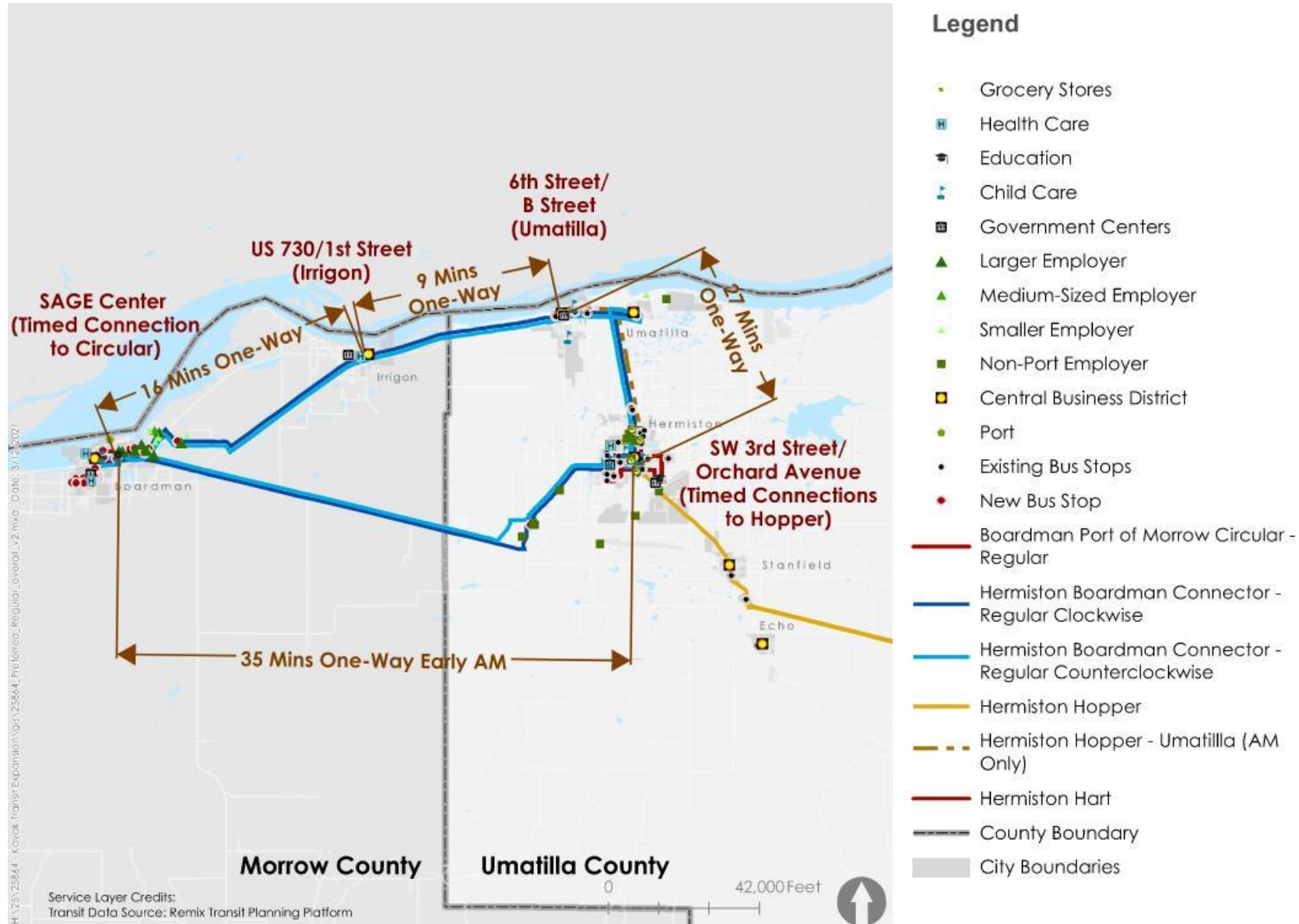
Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

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



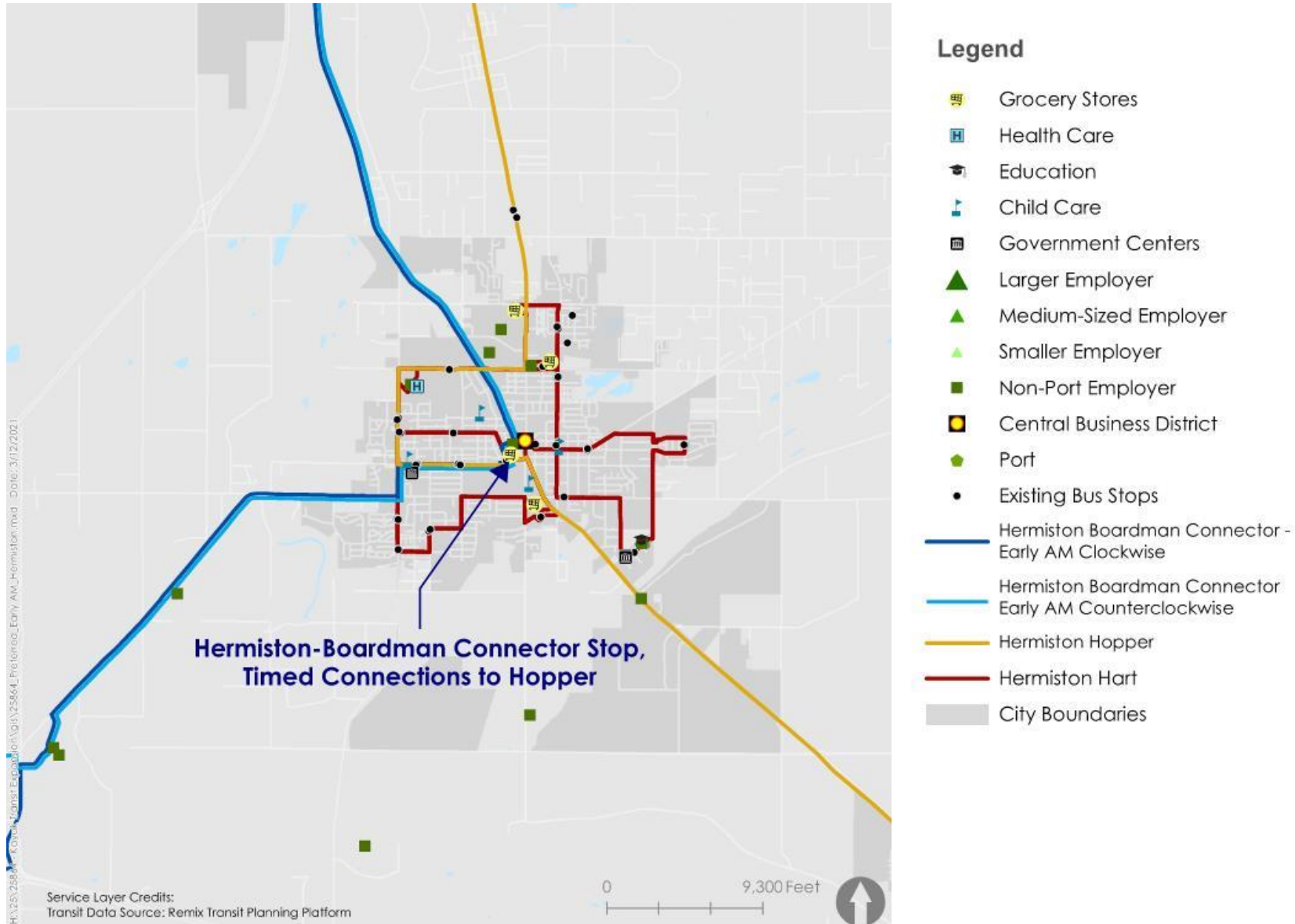
Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

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



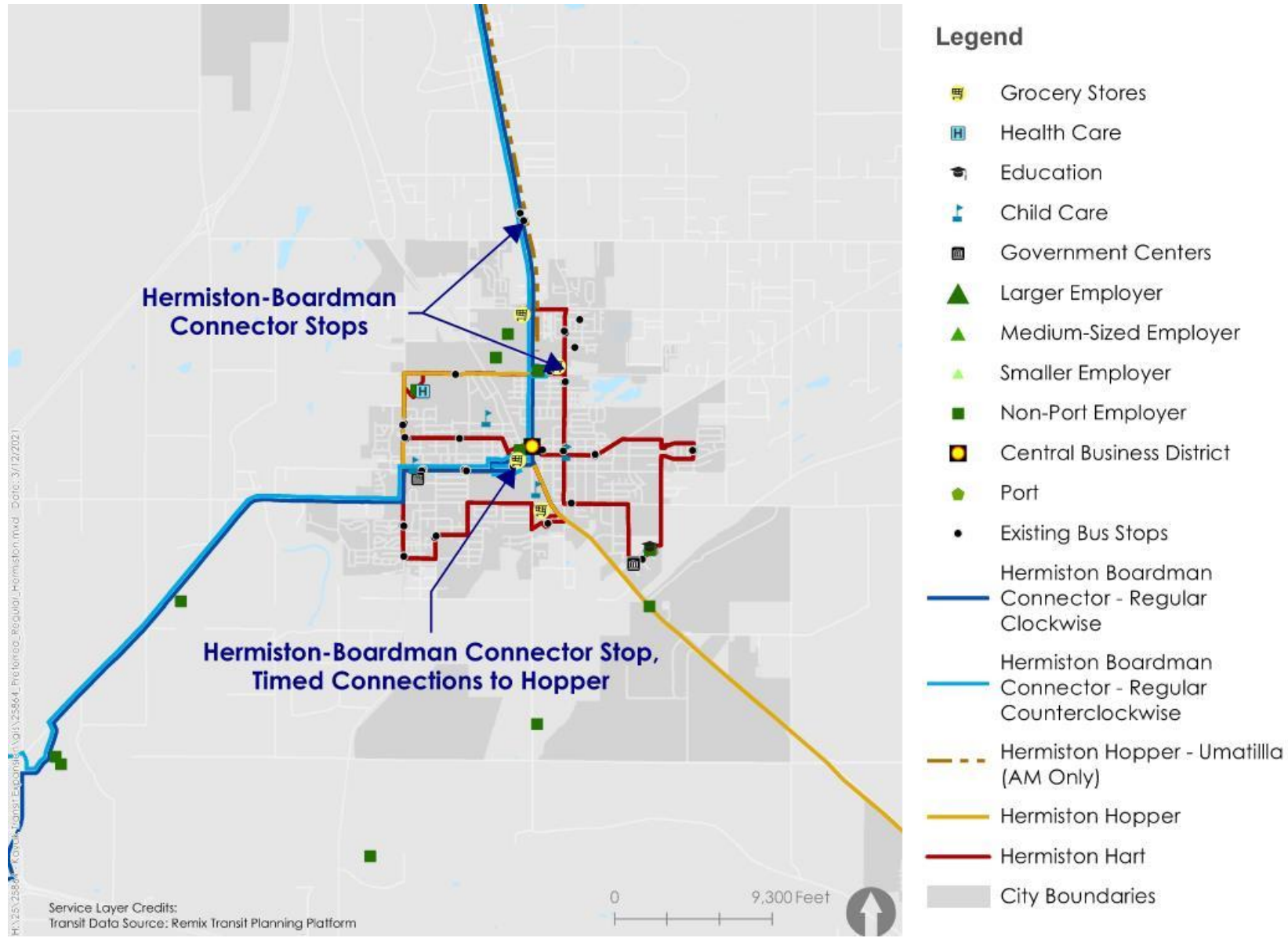
Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

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



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

Figure 15. Regular Hermiston – Boardman Connector: Hermiston Detail



Evaluation of Access

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

Table 8. Amenities and Infrastructure at Stops

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

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

Boardman – Port of Morrow Circular

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

Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

Table 9. Port of Morrow Circular Schedule

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

Evaluation of Access

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

Table 10. Amenities and Infrastructure at Stops

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

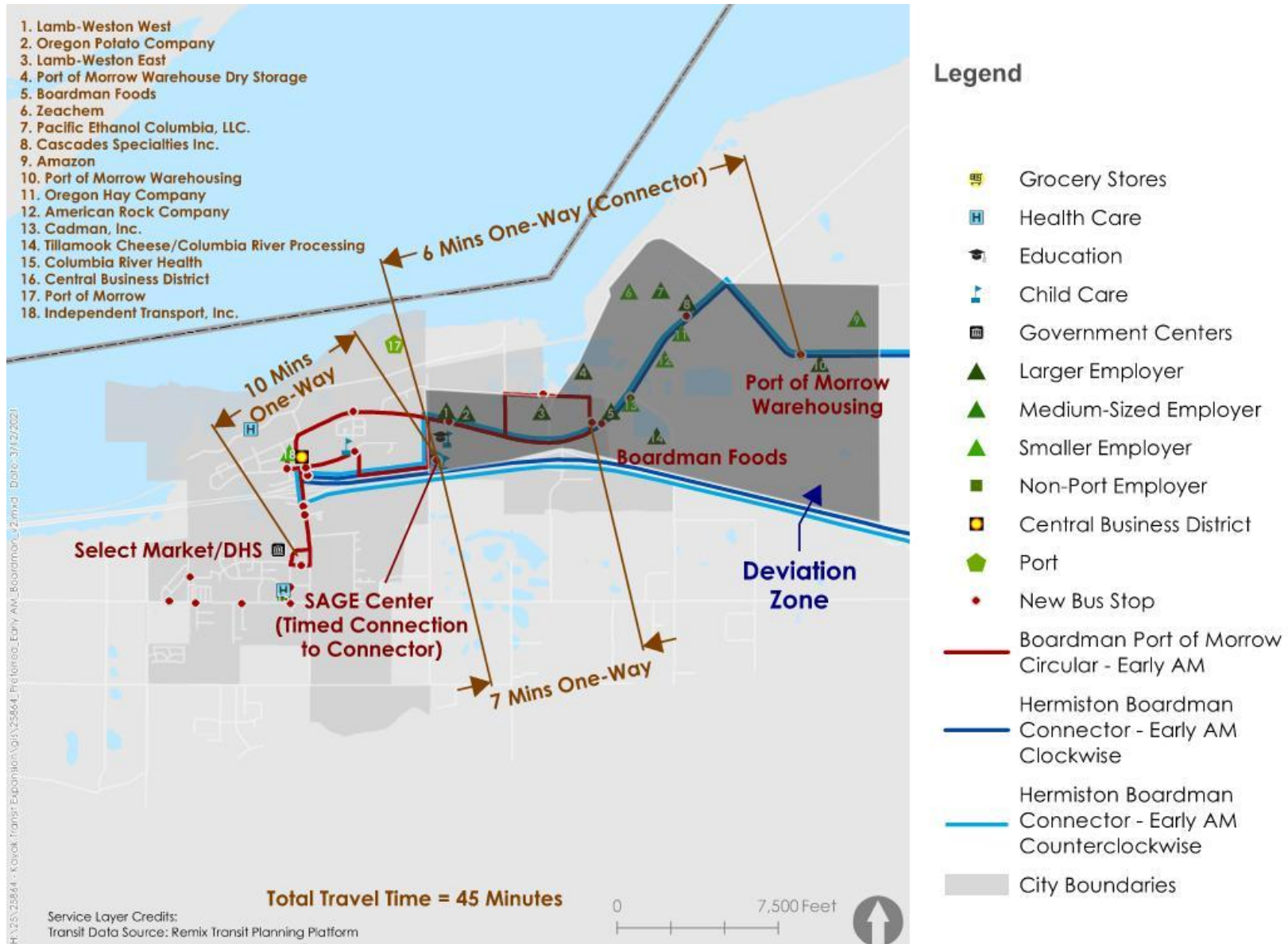
Walking and Biking Rating: Good = sidewalks and crosswalks; bicycle lanes or sharrows; Fair = some sidewalks; adequate shoulder for biking; Poor = no facilities

Network, Travel Times, and Transfers

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

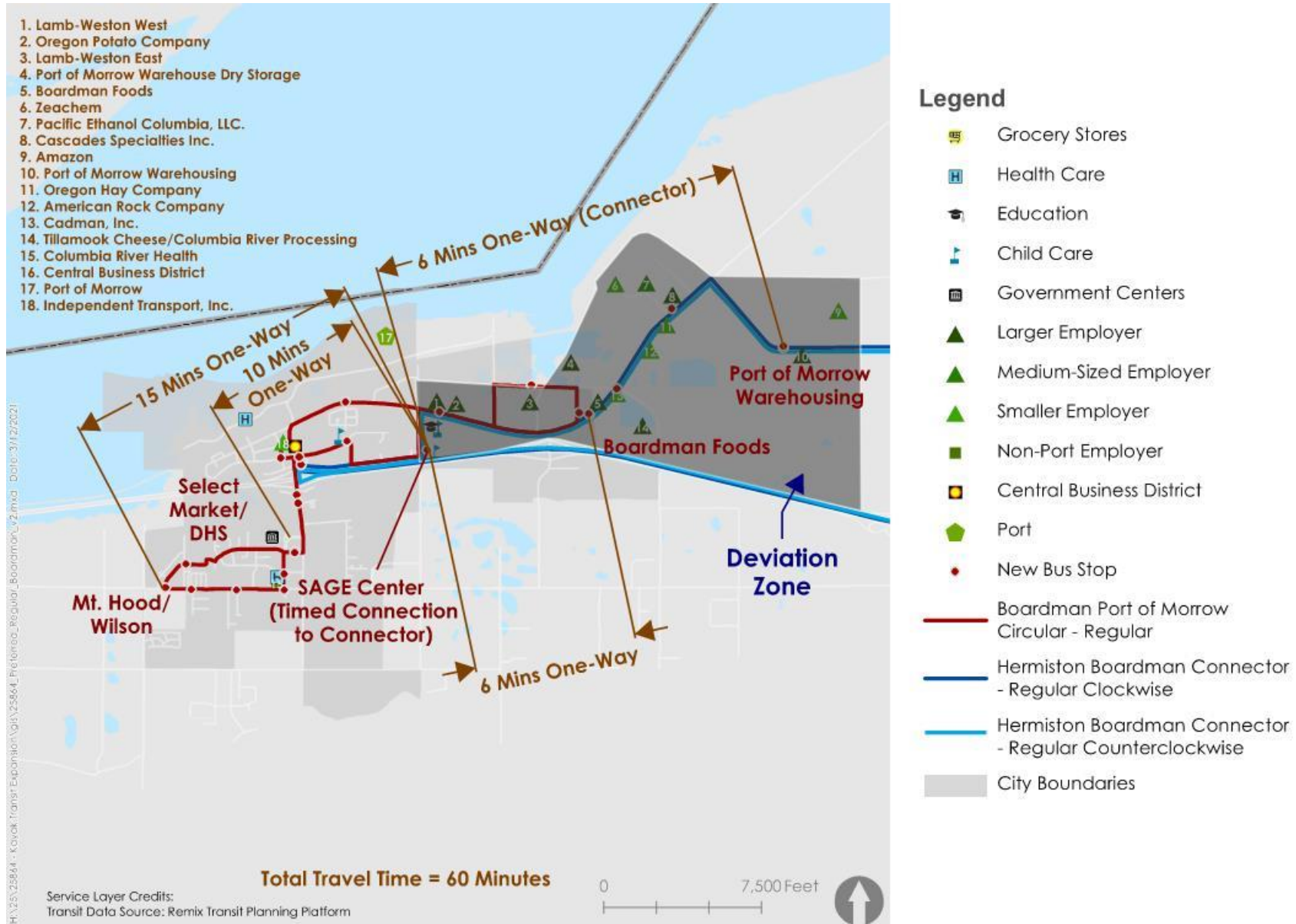
Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

Figure 16. Early AM Port of Morrow Circular



Confederated Tribes of the Umatilla Indian Reservation – Morrow County – Umatilla County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

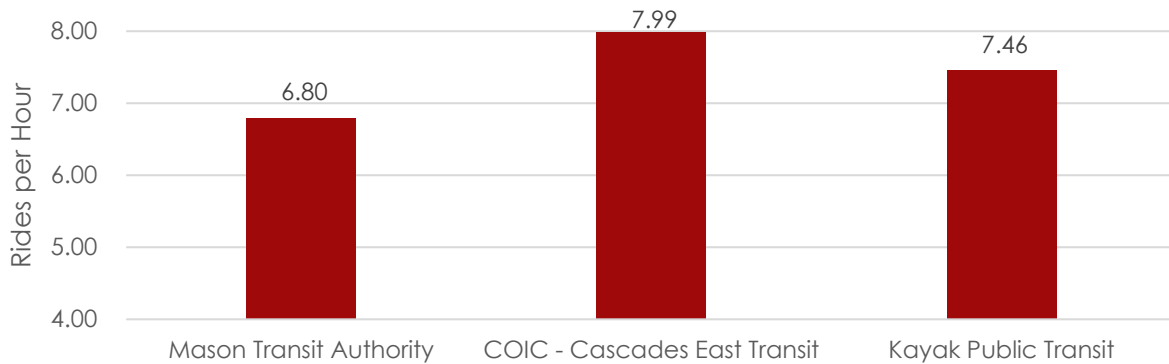
Figure 17. Regular Port of Morrow Circular



Ridership Estimates

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

Figure 18. Ridership Estimates of Similar Commuter Bus Services



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

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

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

Table 11. TCRP Report 161 Ridership Estimates

Hours per Day	Annual Revenue Hours¹	TCRP 161 Estimated Ridership	Rides per Hour	Annual Operating Cost
12	4,368	28,900	6.62	\$150,000
15	5,460	35,200	6.45	\$200,000
18	6,552	41,500	6.33	\$250,000

¹ All buses assumed to operate daily.



*Hermiston City Hall Reconstruction
Potential Transit Stop*

3. FINANCIAL PLAN

FINANCIAL PLAN

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

Potential Funding Sources

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

Federal Funding Opportunities

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

Section 5304/5305 – Statewide Planning and Planning Programs Grants

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

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

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

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

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

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

“Traditional Section 5310 project examples include:

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

Nontraditional Section 5310 project examples include:

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

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

Section 5311 – Rural Area Formula Grant

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

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

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

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

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

Section 5339 – Bus and Bus Facilities

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

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

Surface Transportation Block Grant (STBG)

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

Other Federal Funding

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

State Funding Opportunities

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

Special Transportation Fund (STF)

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

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

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

Statewide Transportation Improvement Fund (STIF)

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

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

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

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

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

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

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

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

STP Discretionary Bus Replacement Program

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

Statewide Transit Network Program

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

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

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

Local Funding Opportunities

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

Partnership Programs

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

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

Local Taxes and Fees

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

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

Other Transit Provider Revenue

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

Operating Budget

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

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

Table 13. Cost Assumptions

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

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

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

Confederated Tribes of the Umatilla Indian Reservation, Umatilla County, and Morrow County
**HERMISTON – BOARDMAN CONNECTOR/
 BOARDMAN – PORT OF MORROW CIRCULAR**

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

Table 14. Year 2023 Operating and Fleet Replacement Costs

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

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

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

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

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

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

Funding Scenarios

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

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

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

Table 17. Funding Growth Assumptions

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

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

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

Table 18. Projected Five-Year Revenues

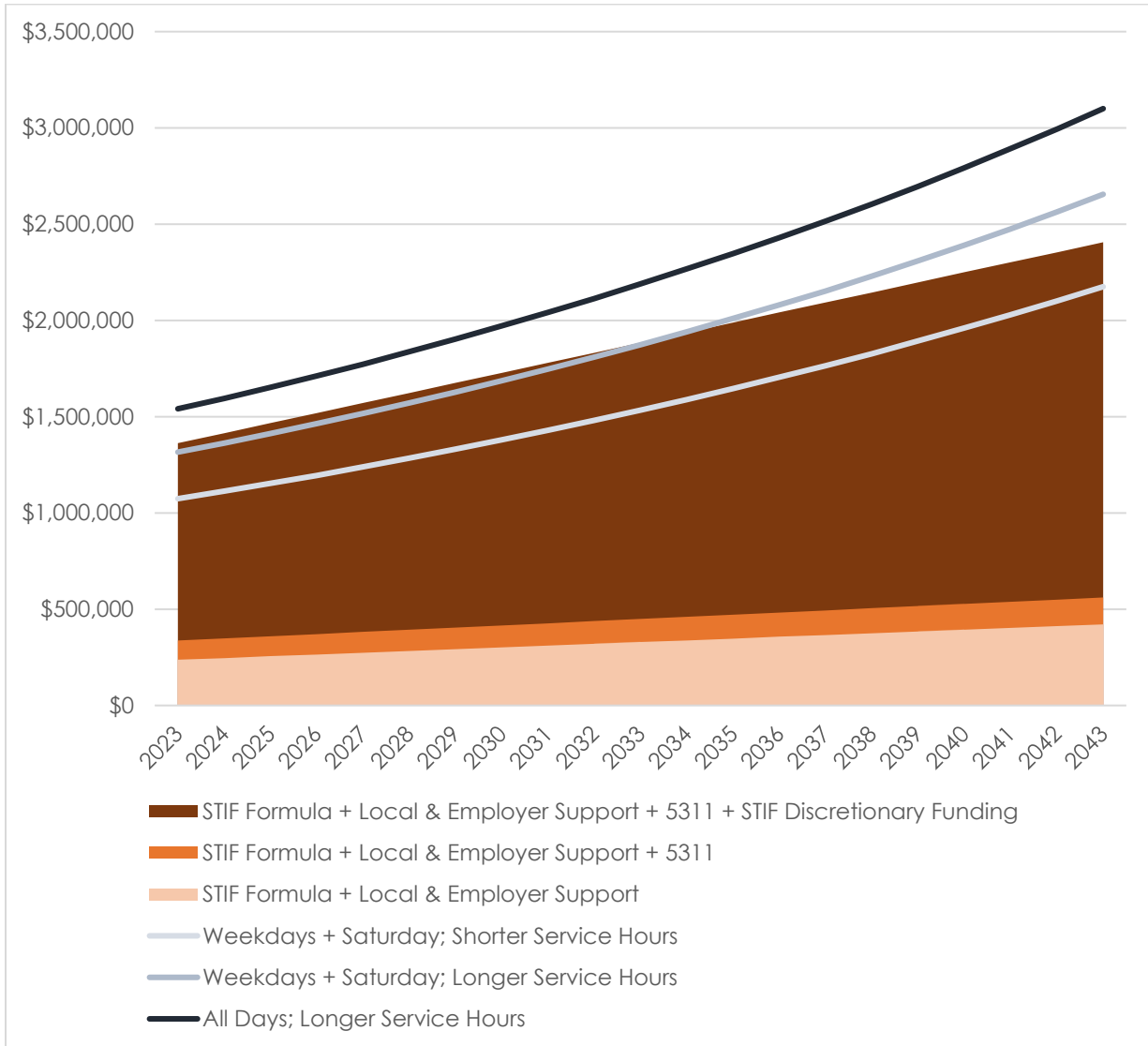
Year		2023	2024	2025	2026	2027
Local & Employer Support		\$50,000	\$52,000	\$54,000	\$55,000	\$57,000
5311 Funds - Morrow - Circular		\$100,000	\$102,000	\$104,000	\$106,000	\$108,000
STIF Formula - Morrow - Circular		\$50,000	\$60,000	\$70,000	\$80,000	\$90,000
STIF Formula - Morrow - Connector		\$50,000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

Table 19. Projected Long-Term Revenues

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

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

Figure 19. Projected Operating Budget and Funding Scenarios





Stafford Hansell Government Center
Potential Transit Center Area

4. MANAGEMENT PLAN

MANAGEMENT PLAN

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

Management Strategies

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

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

Monitoring System Performance

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

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

Annual Review of Performance Measures

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

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

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

Less-Frequent Review of Performance Measures

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

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

Peer Comparison

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

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

Hermiston – Boardman Connector (CTUIR)

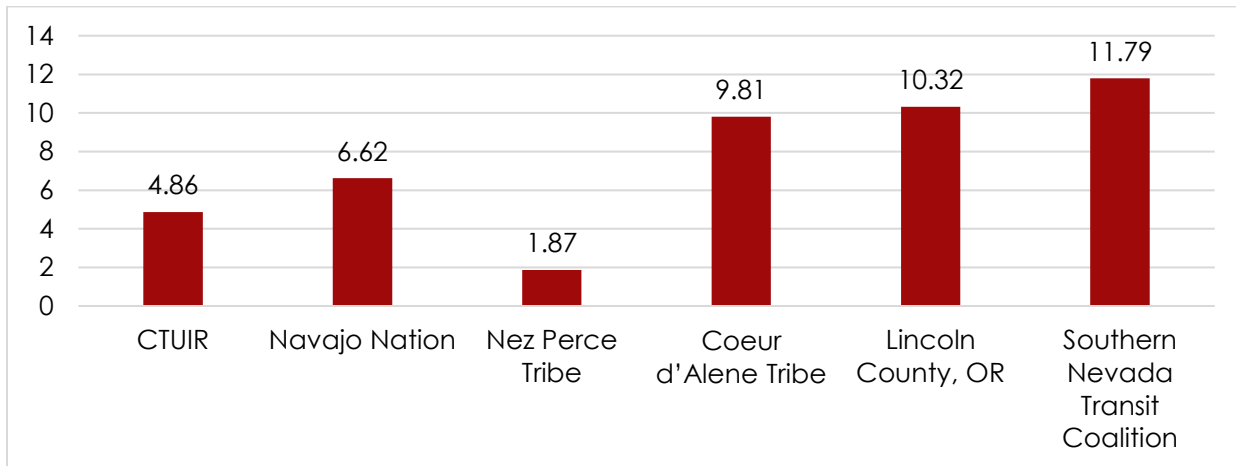
Peers for CTUIR were identified using the rural transit peer-identification method developed by the National Rural Transit Assistance Program and implemented in the online Rural Integrated NTD tool. This tool applies a peer-matching process similar to that described for urban systems in *TCRP Report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

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

Table 20. Transit Provider Comparison (2018) for CTUIR

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

Figure 20. Rides per hour for CTUIR and comparable systems



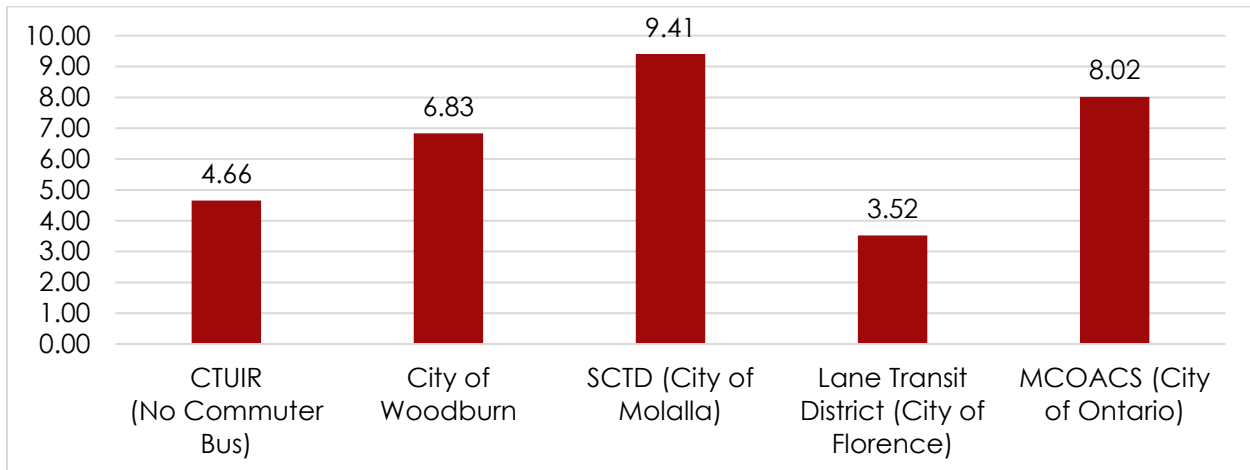
Boardman – Port of Morrow Circular (Morrow County)

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

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

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

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



Marketing, Information, and Customer Feedback Strategy

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

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

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

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



5. CAPITAL PLAN

CAPITAL PLAN

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

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

Capital Needs Plan

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

Bus Stops

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

Bus Stops Amenities

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

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

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

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

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

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Table 22. Amenities at Stops

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

Ex: Existing amenity

Short-Term: Within the next 3 years

Long-Term: Beyond 3 years, preferably within 20 years, dependent on demand as transit service stabilizes.

N/A: Not recommended for future improvement.

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

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

Bicycle and Pedestrian Access

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

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

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

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

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

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

Table 23. Pedestrian and Bicycle Infrastructure at Stops

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

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

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

Park-and-Ride Lots

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

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

Vehicle Fleet

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

Vehicle Types

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

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

Fleet Size and Replacement

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

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

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

Table 24. Fleet Replacement

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

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

Storage and Maintenance Needs

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

Capital Acquisitions Plan

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

Bus Stop and Access Improvements

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

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

Table 25. Improvement Timeline within 3 Years

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

Ex: Existing amenity

Table 26. Pedestrian and Bicycle Infrastructure at Stops

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

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

Transit Centers and Park-and-Rides

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

Vehicle Fleet

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

Capital Financial Plan

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

Cost Estimates

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

Table 27. Bus Stop Improvement Costs

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

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

Table 28. Bus Stop Improvement Costs – First 3 Years

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

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

Potential Funding Sources

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

Table 29. Funding Eligibility for Improvements

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



Columbia Avenue South Side
Pedestrian Path

6. NEXT STEPS AND REFERENCES

NEXT STEPS AND REFERENCES

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

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

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

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

Appendix A. Employee Data

Table 30. Employer Shift Times

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

Table 31. Employer Home Locations

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

Appendix B. Limited Funding Alternative

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

Hermiston-Boardman Connector Limited Early AM Route

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

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

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

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



Hermiston-Boardman Connector Limited Route

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

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

Figure 23. Hermiston-Boardman Connector Limited Regular Route



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

Table 32. Hermiston–Boardman Connector Limited Schedule

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

Bold times indicate PM.

Appendix C. Transportation Options

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

Table 33. Transportation Options Strategy

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

Morrow County Board of Commissioners Meeting Minutes
September 11, 2019
Irrigon Branch of the Oregon Trail Library District
Irrigon, Oregon

Present

Chair Jim Doherty	Kate Knop, Finance Director
Commissioner Melissa Lindsay	Richard Tovey, County Counsel
Commissioner Don Russell	Karmen Carlson, Human Resources Director
Darrell J. Green, Administrator	Roberta Lutchter, Executive Assistant

Call to Order & Pledge of Allegiance: 9:00 a.m., followed by a moment of silence in remembrance of the victims of the September 11, 2001 terror attacks.

City & Citizen Comments: Irrigon City Manager Arron Palmquist said he remembered where he was 18 years ago during the attacks and we, as government employees, need to remain diligent. He also provided a brief update on an improvement project on the west side of Irrigon.

Open Agenda: No items

Consent Calendar:

Commissioner Russell moved to approve the following items in the Consent Calendar:

1. *Accounts Payable, September 12th, \$126,102.84; Three Payroll Payables, July 15th, \$1,615.29, August 21st, \$18,718.44 & August 29th, \$195,428.53; Retirement Taxes, September 3rd, \$20,563.41*
2. *Letter verifying Board review and approval of State of Oregon, Department of Corrections, Community Corrections Plan 2019-2021 Intergovernmental Agreement #5854*
3. *Amendment 1 to the Highway Safety Improvement Program, Region 5 Local Jurisdiction Sign Upgrades 2016, Morrow County Agreement No. 31234*
4. *Purchase Pre-Authorization request from the Parks Department signed by the Administrator for a forestry brush cutter and hardware kit from Diamond Mowers, Inc., \$23,765 using grant funds from the Oregon Department of Parks and Recreation*
5. *Letter to the Department of Justice, Crime Victim and Survivor Services Division, authorizing the Administrator to sign the Victims of Crime Act/Criminal Fine Account application award documents and reporting forms on behalf of the Board for the period October 1, 2019 – September 30, 2021*

Commissioner Lindsay seconded. Unanimous approval.

Business Items

Permit Application to Build on the Right-of-Way #OOL & #OOR from Umatilla Electric Cooperative (UEC)

Carla McLane, Planning Director
Steve Meyers, Member Service Administrator, UEC
Grant Bassett, Toth and Associates, Inc.

Ms. McLane said both permits were previously before the Board but questions arose. The first question was about whether the temporary line was actually temporary, and the second was about the height on one of the crossings. Chair Doherty requested to address the height question concerning Permit #OOR first.

Mr. Bassett said the height of 36' on that crossing (Bombing Range Road 4.8 miles from the intersection with Homestead Lane) was already at the maximum due to restrictions from the Navy. He said they looked at going along the south side but easement issues in the curve prohibited it. Discussion.

Commissioner Lindsay said the line has been referred to as the "Wheatridge Line" because it feeds the Wheatridge Project, therefore, she recused herself.

Commissioner Russell moved to approve Permit Application to Build on the Right-of-Way #OOR from Umatilla Electric Cooperative, Bombing Range Road 4.8 miles from the intersection with Homestead Lane, Electric Transmission Line, and authorize the Public Works Director to sign on behalf of the County. Chair Doherty seconded. Vote - Aye: Chair Doherty and Commissioner Russell. Recused: Commissioner Lindsay. Motion carried.

In discussing Permit #OOL, Chair Doherty asked how the County can be secure in knowing it's a temporary line since it is not spelled out in the conditions of the permit.

Mr. Bassett said the 115 kV line had to be temporary because it can't satisfy the load requirements of that route. He offered to provide something in writing to assure the Board it's not permanent. Discussion.

Commissioner Russell moved to approve Permit Application to Build on the Right-of-Way #OOL from Umatilla Electric Cooperative, Olson Road near the intersection with Wilson Lane, Electric Transmission Line, and authorize the Public Works Director to sign on behalf of the County. As this request was for a temporary crossing, the Board further requested that evidence be provided in the form of written correspondence, including pictures, when the temporary installation is removed. In addition, a review by the Planning Department of the temporary nature of this will take place in 24 months from the date of signing. Commissioner Lindsay seconded. Discussion as to the process after 24 months and to documenting the motion on the application itself and not just in the minutes. Vote - Aye: No response. Nay: Chair Doherty, Commissioner Lindsay and Commissioner Russell. Motion died.

Commissioner Russell moved to approve temporary Permit Application #OOL for a temporary crossing, further requiring evidence be provided in the form of written correspondence and pictures when the temporary installation is removed and that the permit be reviewed in 24 months, September 2021, by the Planning Department and that the permit expires in September 2023 with an option to reapply if not done in 2023, and to note this on the actual application. Commissioner Lindsay seconded. Unanimous approval.

Permit Application Process

Chair Doherty requested clarification from staff on the authorities of the Board, particularly circumstances in which a permit can be denied. Hypothetical situations were discussed, as were appeal processes for denials, mostly pertaining to land use decisions. Chair Doherty said he still lacked knowledge about other types of permits.

Commissioner Lindsay agreed and said a legal memo was needed.

Chair Doherty asked County Counsel to continue to look into these questions.

Commissioner Lindsay said someone has to take responsibility for good planning and asked what the Board's ability was to be involved in conversations early in the planning process instead of just being told. Discussion continued on the interpretation of being a "business-friendly" County.

Adjusted revenue from Oregon Department of Veterans' Affairs & Sign County Application for ODVA Funds

Linda Skendzel, Veterans Services Officer

Ms. Skendzel presented the County Application for ODVA Funds reflecting an increase of \$933 over what was budgeted last spring during Budget Hearings. Concern was expressed that the form did not show the amount contributed by the County (\$30,000).

Commissioner Russell moved to approve receipt of the funds from ODVA and authorize Chair Doherty to sign on behalf of the County. Commissioner Lindsay said the form was not accurate since it didn't include the County's contribution. Motion died for lack of a second.

Commissioner Lindsay moved to approve receipt of the funds from ODVA and authorize Chair Doherty to sign the revised form with the correction to the actual funds and the grand total for both County and State funds. Commissioner Russell seconded. Unanimous approval.

Oregon Health Authority Intergovernmental Agreement for Behavioral Health Services – Overview and Discussion

Kate Knop, Finance Director

Morrow County receives funding from the State (OHA) for this contract (\$1,542,803.84) and passes it through to Community Counseling Solutions, Inc. (CCS) as the contracted provider of these services. There is a separate contract between the County and CCS for the provision of the services on the County's behalf. That contract is under an extension that will expire at the end of September. Ms. Knop recommended changes to the new contract with CCS so it would mirror the same requirements OHA makes of the County. She reviewed the recommended changes.

Chair Doherty commented if the County needed to do these things, he couldn't imagine the provider pushing back because it's black and white...it's spelled out clearly. He also said he'd like to know the resources the County puts into administering the contract, adding he didn't think he had any interest in cutting into that. However, if it's a substantial amount, he said he might need to rethink it.



AGENDA ITEM COVER SHEET
Morrow County Board of Commissioners
(Page 1 of 2)

(For BOC Use)
Item #
5a

Please complete for each agenda item submitted for consideration by the Board of Commissioners
(See notations at bottom of form)

Presenter at BOC: Carla McLane
Department: Planning
Short Title of Agenda Item:
(No acronyms please)

Phone Number (Ext): 541-922-4624 or (5505)
Requested Agenda Date: 09-11-2019

Umatilla Electric Cooperative (UEC) Permits:
Olson Road (temporary) and Bombing Range Road

This Item Involves: (Check all that apply for this meeting.)
Order or Resolution
Ordinance/Public Hearing:
1st Reading 2nd Reading
Public Comment Anticipated:
Estimated Time:
Document Recording Required
Contract/Agreement
Appointments
Update on Project/Committee
Consent Agenda Eligible
Discussion & Action
Estimated Time: 30 minutes
Purchase Pre-Authorization
Other

N/A
Purchase Pre-Authorizations, Contracts & Agreements
Contractor/Entity:
Contractor/Entity Address:
Effective Dates - From: Through:
Total Contract Amount: Budget Line:
Does the contract amount exceed \$5,000? Yes No

Reviewed By:

Carla McLane 09092019 Department Director Required for all BOC meetings
DATE
Administrator Required for all BOC meetings
DATE
County Council *Required for all legal documents
DATE
Finance Office *Required for all contracts; other items as appropriate.
DATE
Human Resources *If appropriate
DATE
* Allow 1 week for review (submit to all simultaneously). When each office has notified the submitting department of approval then submit the request to the BOC for placement on the agenda.

Note: All other entities must sign contracts/agreements before they are presented to the Board of Commissioners (originals preferred). Agendas are published each Friday afternoon, so requests must be received in the BOC Office by 1:00 p.m. on the Friday prior to the Board's Wednesday meeting. Once this form is completed, including County Counsel, Finance and HR review/sign-off (if appropriate), then submit it to the Board of Commissioners Office.

AGENDA ITEM COVER SHEET

Morrow County Board of Commissioners

(Page 2 of 2)

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

Two permits submitted by Umatilla Electric Cooperative (UEC) remain unresolved. Those permits are 1) the temporary permit to cross Olson Road with a 115 kV transmission line designed to serve the under construction data center site within the City of Boardman and 2) the crossing of Bombing Range Road at the northern point of the dogleg bend. The Board has previously questioned both of those crossing for differing reasons.

As part of this Agenda Cover Sheet is a narrative, prepared by UEC's consultant Toth & Associates, to further discuss both of these permit requests. Grant Bassett (Toth & Associates) will be in attendance to further answer any questions.

2. FISCAL IMPACT:

3. SUGGESTED ACTION(S)/MOTION(S):

"I move approval of Permit #OOL approving the request to build on the right-of-way crossing Olsen Road. As this request is for a temporary crossing, the Board further requests that evidence be provided in the form of written correspondence with included pictures when the temporary installation is removed."

"I move approval of Permit #OOR approving the request to build on the right-of-way crossing Bombing Range Road."

Attach additional background documentation as needed.

Umatilla Electric Cooperative

Toth & Associates Consulting Engineers

115 kV Temporary Transmission line and planned 230 kV transmission line, Boardman

Project Overview:

Umatilla Electric Cooperative (UEC) plans to construct a temporary 115 kV transmission line to serve new development in the Boardman area. This temporary line would tap a 115 kV line located at Columbia Ave NE and Ulman Blvd and then run southwest, cross I-84 and connect to a new substation on the west side of Olson Rd located approximately ¼ mile south of I-84. This line is planned to be built on wood poles that range in height from 75 to 100 feet tall. The line is meant to provide temporary service to VADATA and will eventually be de-constructed after a new 230 kV transmission line is built to bring the power supply from the Bombing Range Rd and I 84 interchange area. Planned de-construction of this temporary 115 kV transmission line is currently scheduled for not later than 2023.

UEC has received approval of the Morrow County Planning Director for a Land Use Determination allowing construction of the project (LUD-N-19-19) subject to conditions including permits from Morrow County Public works for road crossings and ODOT for the I-84 crossing. UEC has also submitted Zoning permits to the City of Boardman for the portion of the line (most of the line) within the City limits and has received easements from affected landowners including the Port of Morrow.

Olson Road Crossing Permit:

UEC has submitted an permit application to cross Olson Rd with the 115 kV transmission line to the Morrow County Public Works Director. The minimum vertical ground clearance per NESC (National Electrical Safety Code) Rule 232 to a road surface for a 115 kV Transmission line is 20 feet. The minimum clearance for vehicles crossing under this powerline is 5.5 feet. The crossing over Olson Rd is currently designed to have a minimum clearance of 32 feet which would allow passage of vehicles with loads or components reaching 26 feet off the ground.

The planned 115 kV transmission line will be installed on wood poles and will be removed after a 230 kV transmission line, final alignment and sighting of which is not yet complete, is built to serve the permanent power needs of the VA DATA development. Once the alignment of the 230 kV transmission line is established, a separate Land Use decision, road permits, City permits, and other regulatory requirements will be submitted for consideration.

Toth and Associates respectfully presents this information to the Morrow County Commission in support of UEC's application for a road crossing over Olson Road.

Thank you for your time and consideration.

Bombing Range Rd 230 kV Transmission Line (Wheatridge)**Project Overview:**

Umatilla Electric Cooperative (UEC) plans to construct a new 230kV overhead electric transmission line generally following Bombing Range Rd as part of the local community's collaborative development of a sustainable utility corridor. The project plan is for a double circuit 230 kV transmission line on steel poles ranging from approximately 90 to 130 feet in height. The line will run 22 miles southerly from the existing Morrow Flat Substation owned by the Bonneville Power Administration to a new substation to be constructed at Strawberry Lane.

UEC has received approval of the Morrow County Planning Director for a Land Use Determination allowing construction of the project (LUD-N-07) in the portion of the project that is zoned exclusive farm use. UEC has submitted zoning applications to the Morrow County Planning Director for the remainder of the line that lies within the port industrial and other development zones.

Bombing Range Road Crossing (Permit #490):

UEC has submitted 7 road crossing applications to the Morrow County Public Works Director including the planned crossing of Bombing Range road approximately 2.8 miles south of the junction of Homestead Lane. The minimum vertical ground clearance per NESC (National Electrical Safety Code) Rule 232 to a road surface for a 230 kV Transmission line is 22.5 feet. The minimum clearance for vehicles crossing under this powerline is 8 feet. The crossing over Bombing Range Road is currently designed to have a minimum clearance of 36 feet which would allow passage of vehicles with loads or components reaching 28 to 30 feet off the ground. While clearance at this crossing is less than some of the other planned road crossings for this line, there are design constraints at this crossing which include:

1. No structure (pole) can be 100 feet high or more adjacent to the Naval bombing range. Poles on the span crossing Bombing Range Road are designed to the maximum height.
2. To achieve clearance from the road as the road makes a sweeping curve to the east, and to avoid current access drives in the area required a long crossing span.
3. In the area of the crossing, the terrain slopes away from the road to the south, placing the pole holding the south end of the span at a lower elevation than the road and the pole holding the north end of the span.

In addition, there are currently other electrical powerlines that cross Bombing Range road that have the following clearances:

1. 12kV electric service line crosses Bombing Range Rd approximately 1 mile south of Wilson Lane with a clearance of **26 feet**.
2. 12kV electric service line crosses Bombing Range Rd approximately ¼ mile south of Lindsay Feedlot Ln with a clearance of **25 feet**.
3. 12kV electric service line crosses Bombing Range Rd at the junction of Alpine Ln with a clearance of **24 feet**.

Toth and Associates respectfully presents this information to the Morrow County Commission in support of UEC's road crossing permit application. Thank you for your time and consideration.

Return to:
MORROW COUNTY PUBLIC WORKS
 365 West Highway 74
 P.O. Box 428
 Lexington, Oregon 97839
 Phone: (541) 989-9500



APPLICATION #: 00L
 COUNTY ROAD #: 689
 ROAD NAME: Olson Rd

Applicant Mailing Address
 Umatilla Electric Cooperative
 Name (Business Name, Attn: Name)
 P.O. Box 1148
 Mailing Address (Street/Post Office Box)
 Hermiston, OR 97838
 City, State, Zip Code
 541-289-1522
 Phone Number

APPLICATION FEE:
 (CHECK ONE)
 Private (\$50.00) Utility Company (No Fee)
 PAYMENT RECEIVED:
07-10-2019 - \$0 - HE
 (Date Payment Received - Amount Received - Initials)

**APPLICATION FOR NECESSITY TO BUILD ON RIGHT OF WAY
 (Water, Gas, Communication Service Lines, Fixtures, Signs, and other Facilities)**

Please fill out this form completely in ink (Blue or Black) or type.

We, Wendy Neal-Umatilla Electric Cooperative 750 W. Elm Hermiston OR, 97838
 (Name - Individual/Business) (Physical Address) (Work Order Number)
 hereby request permission either to locate within County Road right of way or cross
 Morrow County road Olson Rd SE at ~.75 miles from nearest
 (Name of County Road) (Miles)
 intersection with road Wilson Ln SE 09 04N 25E
 (Name of County Road) (Section) (Township) (Range)
 E.W.M. with a Electric Transmission Line of 115kV, Center Line 73' distance
 (Water, Gas, Telephone Lines, ect.) (Dimensions) (Distance)
 from R/W line n/a depth of line or pipe, E, W X side of road.
 (Depth) (Note N, S, E, W)

As more particularly described by the attached sketch.

PERMITTEE AGREES TO TERMS AND CONDITIONS ON THE ATTACHED TWO PAGES

Page 1 W Page 2 W
 (Initial) (Initial)

Additional Terms and Conditions to be noted here.

This is a Temporary Permit. IT will be removed on 9/24/21 and expire on 9/24/23

When work is completed call Morrow County Public Works Office for final inspection at (541) 989-9500.

PERMITTEE SIGNATURE: [Signature] DATE: 7/10/2019
 (Signature of Authorized Permittee) (Date Signed)

State of Oregon
 County of Umatilla
 This instrument was acknowledged before me on 7-10, 2019
 by Wendy Neal.
 Notary Public - State of Oregon



RECOMMENDED BY: [Signature] DATE: 9/24/19
 (Assistant Road Master) (Date Signed)
 APPROVED BY: [Signature] DATE: 9/24/19
 (Public Works Director) (Date Signed)

MORROW COUNTY, OREGON **2019-45037**
 COM-COMR 09/26/2019 09:49:22 AM
 Cnt=1 Str=23 TC \$0.00



I, Bobbi Childers, County Clerk for Morrow County, Oregon, certify that the instrument identified herein was recorded in the Clerk records.
 Bobbi Childers - County Clerk



PERMITTEE AGREES TO THE FOLLOWING TERMS AND CONDITIONS:

SPECIFICATIONS:

1. A notice of ten (10) days from request to issuance of permit will be required in order for the Department of Public Works to inspect and approve desired project.
2. Two (2) sets of plans for approval by the Director of Public Works or their representative will be submitted with request for permit.
3. Upon granting of this permit the applicant hereby agrees to install necessary installations in the following manner:

ROAD CROSSING:

Unless written permission is first obtained from the Director to open cut; pipeline or conduit which crosses under the surfaced portion of the road shall either be tunneled, jacked, driven, or placed in a hole bored under the surface for that purpose with following provisions:

- A. All installations will be a minimum of four (4) feet from the surface of the road to top on installation.
- B. Trenching in connection with any of these methods shall be no nearer top of the fill slope in fill sections or the point where the outer edges of the surfacing meets the subgrade in other sections, than two (2) feet.
- C. If the tunneling method is used, it shall be by an approved method, which supports the surrounding materials so as to prevent caving or settlement.
- D. The backfilling around the installed pipe or conduit of all trenches and tunnels must be accomplished immediately after the facility authorized by the permit has been placed therein and must be well tamped with mechanical tampers or other approved devices so as to allow the least possible amount of subsequent settlement.
 1. All trenches will be backfilled and mechanically tamped to a depth of two (2) feet below surface of road. The remaining depth will be backfilled with $\frac{3}{4}$ " - 0" rock tamped in six (6) inch layers to a depth of three (3) inches below road surface. Remaining depth to be filled with blacktop properly installed.
 2. Where original surface was crushed rock or gravel, wearing surface and foundation either 1" - 0" or $\frac{3}{4}$ " - 0" aggregate placed to a total compacted thickness of four (4) inches or the thickness of the removed stone base and wearing surface, whichever is greater.
- E. Special Consideration - Pipelines
 1. The minimum depth to the top of the pipe forty-eight (48) inches from the ground line or top of wearing surface and thirty (30) inches from bottom of the road drainage ditch line is required and these distances should be increased when warranted by conditions such as possible increases in ditch depths from scouring or road maintenance, clearance of existing drainage structures or other utilities, code requirements, ect. All pipelines shall be located under drainage structures or other utilities, code requirements, ect. All pipelines shall be located under drainage structures or under drainage ways, unless authorized otherwise in special provisions, except those pipelines may be attached to bridges at locations specified by the Director.
 2. Where a buried crossing is sought, to expedite insertion, removal or replacement of carrier pipes, or protect carrier pipes from external pads or shock, and carry leaking fluids or gases away from the roadway. It is required to place pressure pipelines crossing or paralleling County roads in conduit or casing pipe. Exceptions may be made for coated and/or cathodic protected steel pipe placed by the trenching method, ductile iron pipe and other durable type pipe having a long term life expectancy, leak proof joints and capable of withstanding the external loads applied through the use of the roadways. Coated pipe placed by the boring or jacking method should be placed in a casing pipe unless the coating is of a type resistant to abrasions.

ADJACENT TO ROADWAY:

- A. All installations shall be buried at a depth of four (4) feet from top of the roadway to top of installation. Said installation shall be outside the traveled surface.
- B. If said installation is installed in shoulder of road, backfill will be suitable to Director of Public Works or his representative. Backfill will be mechanically tamped to a depth of one (1) foot below surface of road and remaining depth to be $\frac{3}{4}$ " - 0" rock.

TRAFFIC

- A. Applicant must maintain and protect the movement of traffic at all times.
- B. In trenching across the County road, no more than one half of the traveled way is to be opened at one time. The opened half shall be completely backfilled before opening the other half, or provision for a bypass or "shoofly" road must be made.
- C. Closure of intersecting streets, road approaches, or other access points will not be permitted. Upon trenching across such facilities, steel-running plates, planks or other satisfactory methods shall be used to provide for traffic to enter or leave the highway or adjacent property.

INSURANCE

- A. Permittee must carry all necessary liability to protect the public at all times.

REPAIRS

- A. All roadbed surfaces disturbed by utility installations, adjustments or repairs covered by permit, will be repaired or replaced within one (1) week, except specifically allowed for by special provisions listed in the permit.
- B. All roadbed surfaces disturbed by utility installations, adjustments or repairs covered by permit that result in hazards to the traveling public will be either replaced or repaired immediately or adequately barricaded and signed to warn the public that a hazard exists.
- C. Any replacement or repair not accomplished by the applicant under the above, within the specified time will be done by the County with no prior notice to the applicant and at the expense of the applicant. The County will also make any immediate repairs, alterations or additions to any barricading, signing or warning for a hazardous area when such barricading, signing or warning is found to be inadequate, inappropriate, or ineffective without prior notice to the applicant.
- D. For a period of one (1) year following the patching of any paved surface, the applicant shall be responsible for the condition of said pavement patches, and during that time shall, upon request from the Director, repair to the County's satisfaction any of the said patches which become settled, cracked, broken or otherwise faulty.
- E. The repair or maintenance of said installation shall be the responsibility of the applicant at all times. The applicant will complete any necessary repairs not more than forty-eight (48) hours after notification by Department of Public Works.

REMOVEAL, RELOCATION AND REPAIR

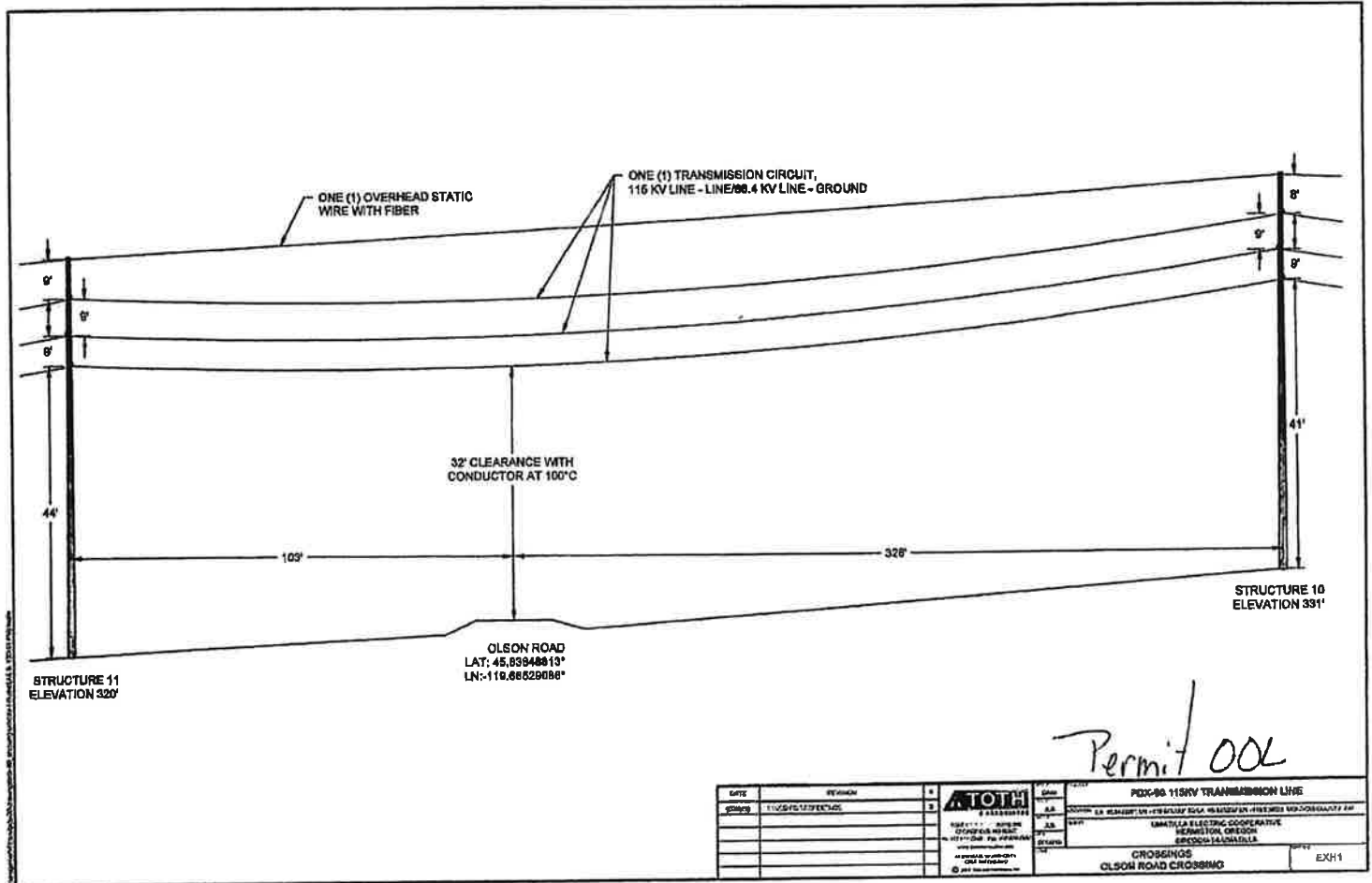
The permit is issued pursuant to the law of the State of Oregon which authorizes the Board to subsequently require the applicant to remove, relocate or repair the poleline, buried cable, or pipeline covered by the permit as needed by the County to replace, repair, or maintain County roads, at that sole cost of the applicant and by applying applicant consents and agrees to such conditions.

Upon receiving written notice from the Board to remove, relocate or repair the said poleline, buried cable or pipeline, the applicant shall within the thirty (30) days make arrangements for removal, relocation or repair of same, at his sole cost, in accordance's with said written notice.

If the applicant fails to commence installation of the poleline, buried cable, or pipeline covered by the permit within sixty (60) days from the date the permit is issued, said permit shall be deemed null and void and all privileges there under forfeited, unless a written extension of time is obtained from the Director.



	DATE	REVISION	#	 830 E. Pyrites Ave., Suite 200 Springfield, MO 65807 Ph: 417-888-0545 Fax: 417-888-0657 tothassociates.com CERTIFICATE OF AUTHORITY: OR# not required © 2010 and Association, Inc.	DATE: 7/09/2019	PROJECT: PDX 90 115kV <i>Permit 00L</i>
	7/09/2019	WORKING	1		DESIGNER: AF	LOCATION: BOARDMAN MORROW COUNTY, OREGON
					APPROVER: RS	CUSTOMER: UMATILLA ELECTRIC COOPERATIVE HERMISTON, OREGON OREGON 14-UMATILLA
					DATE: 7/09/2019	TITLE: Olson Road Crossing
					DATE PLOT: 1	



DATE	REVISION	BY	APP'D	PROJECT
01/26/2011	1			PD20-00 115KV TRANSMISSION LINE
				OWNER: SA WASHOON VALLEY ELECTRIC COOP MEMBER/STAFF HENRIKSON WOODS/DAVID JAM
				DESIGNER: UNATULA ELECTRIC COOPERATIVE
				HEARSTON, OREGON
				SHELDON LAUNDALL
				CROSSINGS
				OLSON ROAD CROSSING
				EXH1

Matt Scrivner

From: Wendy Neal <Wendy.Neal@umatillaelectric.com>
Sent: Thursday, August 1, 2019 2:03 PM
To: Carla McLane; Matt Scrivner
Cc: 'Gopala Borchelt'
Subject: RE: Permit OOL
Attachments: a href=fileMPLS CADDJOBS (Active)TX - OR14 PDX90 230 kV ROWDrafting Mode...kmz;
a href=fileMPLS CADDJOBS (Active)TX - OR14 PDX90 230 kV ROWPDX90 230kV Red
Route Prelim Drafting.xyzPDX90 230kV Red Route Prelim Draftinga.kmz; PDX90 115
kva.kmz

Hi Carla and Matt,

The 115kV and the 230 kV will be built on separate structures. The 115kV will stay in place, until the 230kV is energized, then we will remove the 115kV line and structures.

The 230 route is still not determined, we are still in discussions with landowners to take the south route. We will complete another application for the 230 line, once the route is finalized.

I hope the kmz files help, it should show the 115, and the 2 options for the 230 that we have. There are only 2 locations where we can cross BPA lines, so we are limited in our options.

Wendy Neal
Umatilla Electric Cooperative
Land Use Specialist
Hermiston, OR 97838
Direct 541.289.1522

Umatilla Electric Cooperative is a member owned business that sells energy, invests in and supports other services to improve the quality of life in our communities.

From: Carla McLane [mailto:cmclane@co.morrow.or.us]
Sent: Thursday, August 1, 2019 12:51 PM
To: Matt Scrivner <mscrivner@co.morrow.or.us>; Wendy Neal <Wendy.Neal@umatillaelectric.com>
Cc: 'Gopala Borchelt' <gborchelt@tothassociates.com>
Subject: RE: Permit OOL

Wendy,
Matt has raised a question that I am also curious about. I've copied Gopala, as you both probably have some insight that you could share. I guess there are a number of questions, so I'll just throw them out here...

- How much of the 115 near it's Olson Road terminus will be built at 230 to allow for a transfer from temporary to permanent?
- When might you have the best answer for that question? Or...
- Will you build it all at 115 then upsize the portion that would remain?

From a land use perspective we've approved a 'temporary 115 kV transmission line.' And we anticipate another application for the 230 kV permanent line. Each will be reviewed discreetly. They may cover the same ground, or maybe not. The process will be the same or very similar.

But for the road crossing permit there might be other considerations. So having a better understanding of how we get from temporary to permanent will be helpful. And if I'm being honest it will help as we move through the land use planning process as well.

Thanks for your consideration.
Cordially,
Carla

Carla McLane, MBA
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From: Matt Scrivner
Sent: Thursday, August 1, 2019 6:49 AM
To: Wendy Neal <Wendy.Neal@umatillaelectric.com>
Cc: Carla McLane <cmclane@co.morrow.or.us>
Subject: Permit OOL

Wendy

Our office was called asking about permit #OOL from the planning department because someone was in their office to pick up the permit? That permit has not been approved as I was waiting on planning approval first. This permit needs to go before the Board of Commissioners, I can make that happen next Wednesday, but I have one question. Will this line be removed when the permanent 230 line is installed? Or is this line being built to handle the new 230 line as it seems to run in the area of the proposed permanent 230 line?

Matt Scrivner
Public Works Director
Morrow County Public Works
365 W. Hwy 74
Lexington, Oregon 97839
1-541-989-8584 (office)
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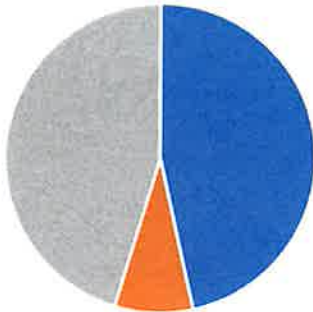
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Thursday	Friday	Saturday	Sunday	Monday	Tuesday	Wednesday
9/9/2021	9/10/2021	9/11/2021	9/12/2021	9/13/2021	9/14/2021	9/15/2021

State Totals

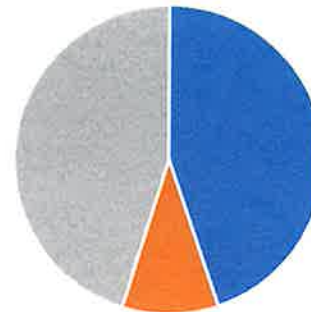
Total Staffed Beds: Adult ICU	651	657	669	657	664	668	665
Covid Patients in ICU Beds	303	294	297	291	287	298	310
Available Beds	53	66	62	66	62	59	54
Non-Covid Patients in ICU Beds	295	297	310	300	315	311	301

9/9/2021



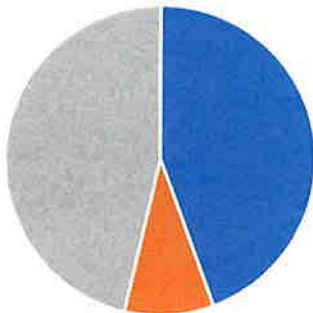
■ Covid Patients in ICU Beds ■ Available Beds ■ Non-Covid Patients in ICU Beds

9/10/2021



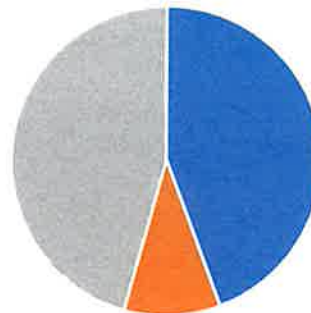
■ Covid Patients in ICU Beds ■ Available Beds ■ Non-Covid Patients in ICU Beds

9/11/2021



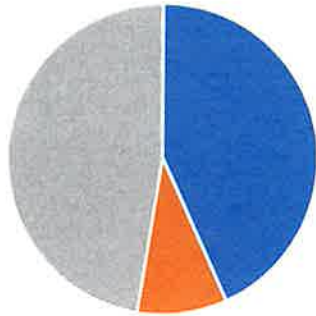
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9/12/2021



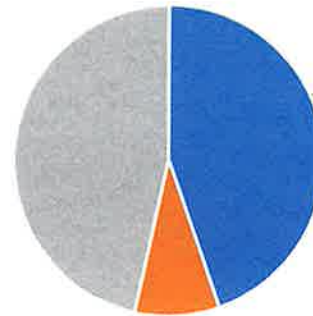
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9/13/2021



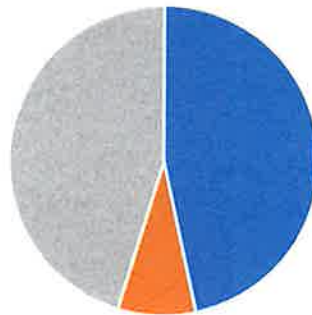
■ Covid Patients in ICU Beds ■ Available Beds ■ Non-Covid Patients in ICU Beds

9/14/2021



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9/15/2021



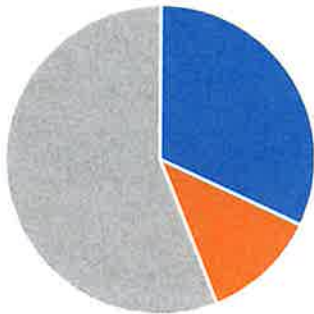
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Region Totals

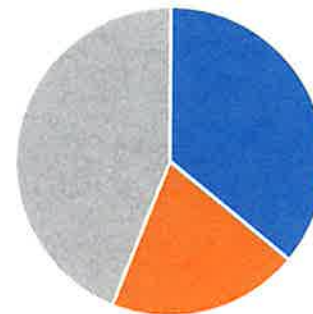
Total Staffed Beds: Adult ICU	25	25	25	25	25	25	25
Covid Patients in ICU Beds	8	9	8	7	4	5	12
Available Beds	3	5	6	6	5	1	3
Non-Covid Patients in ICU Beds	14	11	11	12	16	19	10

9/9/2021



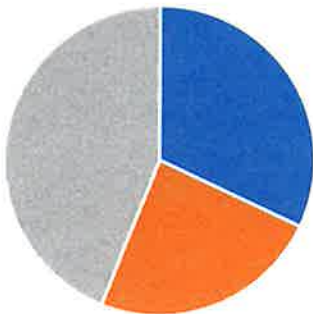
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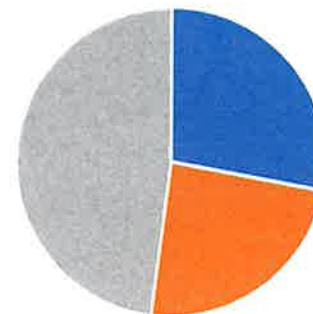
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9/11/2021



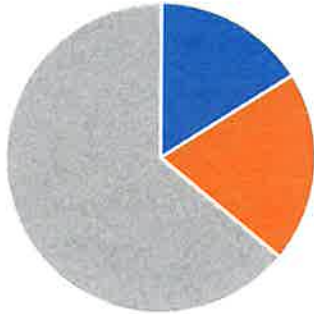
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9/12/2021



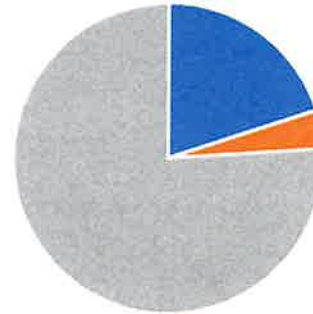
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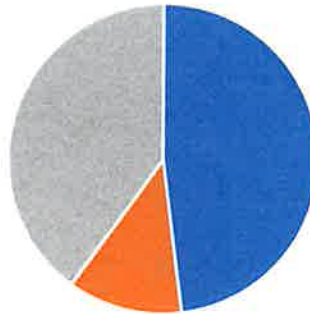
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