

TRANSPORTATION SYSTEM PLAN

August 2026

UMATILLA COUNTY
est. 1862

ACKNOWLEDGEMENTS

The production of the Umatilla County Transportation System Plan has been the collective effort of many groups and individuals. Their time and effort devoted to the planning process was instrumental in creating the content of this plan.

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The contents of this document do not necessarily reflect views or policies of the State of Oregon. Inclusion of an improvement in the TSP does not represent a commitment by ODOT to fund, allow, or construct the Project. Projects on the State of Oregon Transportation System that are contained in the TSP are not considered "planned" projects until they are programmed into the Statewide Transportation Improvement Program (STIP). As such, Projects proposed in the plan that are located on a State system cannot be considered as mitigation for future development or land use actions until they are programmed into an adopted STIP or ODOT provides a letter indicating that the Project is "reasonably likely" to be funded in the STIP. State Highway Projects that are programmed to be constructed may have to be altered or canceled at a later time to meet changing budgets or unanticipated conditions such as environmental constraints.

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1 TSP ORGANIZATION

The Umatilla County Transportation System Plan (TSP) is presented in two volumes. Volume I (this document) constitutes the main TSP document and contains information that is likely to be of interest to the broadest audience. Volume II (under separate cover) contains the technical analysis and all other supporting documents that were generated during the planning process.

Volume I Transportation System Plan

Chapter 1 – Introduction provides an overview of the planning context for the TSP.

Chapter 2 – Goals and Objectives reflect the County's long-term vision for the transportation system.

Chapter 3 – Transportation Context gives a high-level overview of the existing and future transportation system deficiencies and needs.

Chapter 4 – Guiding the Transportation Network provides an overview of the key system elements that guide future changes to the multimodal transportation system over the next 20 years.

Chapter 5 –Transportation Improvement Projects lists the projects needed to support the County's anticipated transportation needs over the next 20 years.

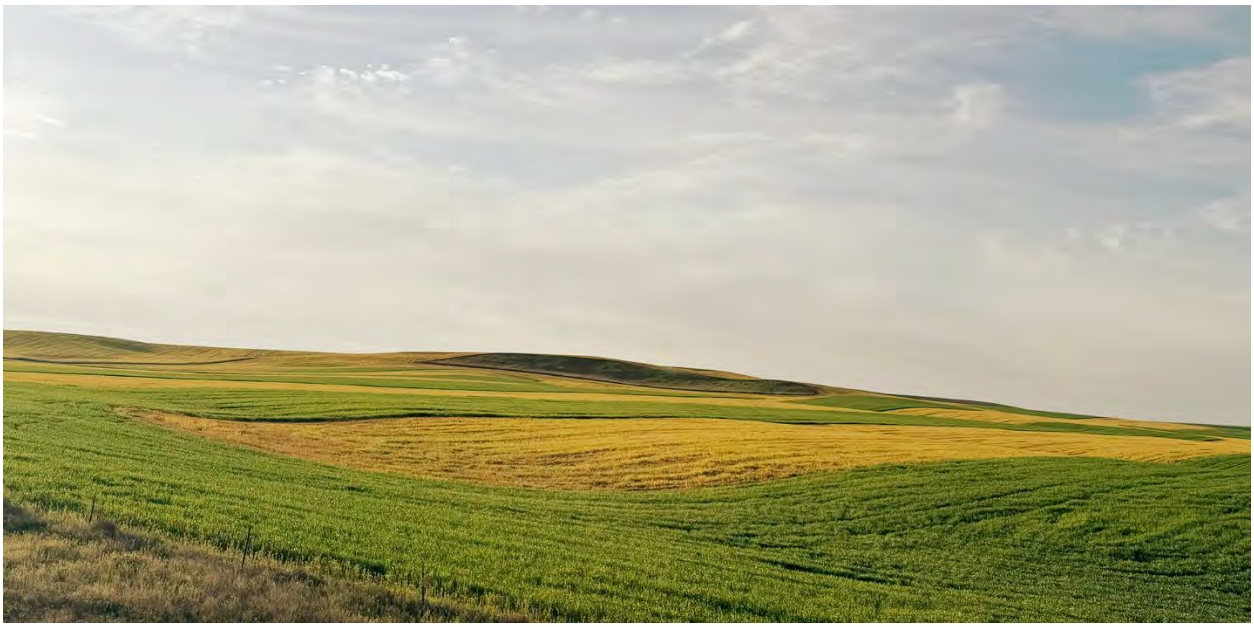
Chapter 6 - Overview of transportation funding and implementation shows the existing planned funding sources and implementation priorities for the County.

Volume II Technical Appendices (under separate cover)

- Appendix A: Plans and Policy Review
- Appendix B: Goals, Objectives, and Evaluation Criteria
- Appendix C: Methodology Memorandum
- Appendix D: Existing and Future Conditions Inventory and Analysis
- Appendix E: Proposed Solutions
- Appendix F: Implementing Ordinances
- Appendix G: Public Outreach Summary

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2 INTRODUCTION



The multimodal transportation system in Umatilla County is intended to move people, goods, and services to, within, and through the county. The Umatilla County TSP establishes a vision for the multimodal transportation system for the next 20 years. This TSP provides a framework to guide future transportation investments, including new/enhanced transportation infrastructure, programs, and refinement studies.

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2.1 TSP Purpose

The Umatilla County TSP identifies the transportation infrastructure, services, and investment priorities needed to support a safe, efficient, and reliable transportation system over a 20-year planning horizon. Consistent with the County's rural and agricultural context, the plan emphasizes maintaining and enhancing infrastructure that supports local communities, agricultural activities, freight movement, and regional connectivity. To address anticipated needs associated with future growth and development, the TSP establishes priorities, policies, and programs that inform transportation and land use decision-making through the County's Comprehensive Plan. The TSP also serves as a resource for coordination amongst local, regional, and state agencies by providing:

- The planned location, function, and capacity of modified/future roadways, pedestrian facilities, bicycle facilities, and other elements of the transportation system;
- Planning-level strategies to address existing and future transportation needs for residents, businesses, and the movement of goods, including freight activities;
- Investment approaches intended to improve safety, system reliability, and access for all users, consistent with the County's travel needs; and
- Planning-level cost estimates for transportation improvements necessary to support the County's long-term transportation objectives, along with potential funding sources and implementation partners.

The TSP satisfies the state's requirements for a local transportation system plan to provide and encourage a safe, convenient, and economic transportation system, as established by Oregon Statewide Planning Goal 12: Transportation (OAR 660-012-0015).

2.2 TSP Process

The Umatilla County TSP was prepared via a process that identified transportation needs, analyzed potential options for addressing those needs over the next 20 years, and provided a financial assessment of funding and a prioritized implementation plan. The following steps were involved in this process:

- Reviewing state, regional, and local transportation plans and policies that the Umatilla County TSP must either comply with or be consistent with.
- Establishing goals and objectives for the future transportation network.
- Gathering public input through regular interactions with a project advisory committee (PAC) and multiple public workshops/engagement activities.
- Using a detailed inventory of existing transportation facilities to serve as a foundation to establish near- and long-term needs.
- Identifying and evaluating future transportation needs to support the vision and economic vitality of the larger region.

- Prioritizing infrastructure improvements and strategies that are reflective of the County's vision and fiscal realities.

2.3 Guiding Principles and Context

The Umatilla County TSP was developed in compliance with Oregon Revised Statute (ORS) 197.712 and the Department of Land Conservation and Development (DLCD) administrative rule known as the Transportation Planning Rule (TPR, OAR 660-012). These rules require that the TSP provides for a transportation system that accommodates the expected growth in population and employment based on the visions and expectations of the Comprehensive Plan. As required by the TPR, the TSP was developed in coordination with local, regional, and state plans, which helped shape the TSP's goals and objectives, as detailed in Chapter 3.

Per the TPR, this TSP identifies multimodal transportation needs for users of all ages, abilities, and incomes. As such, the TSP identifies solutions to address existing and future transportation needs, with a focus on enhancing safety and connectivity for people bicycling, walking, using transit, and driving. Also per the TPR, updates for the City's development code have been prepared to support implementation of the solutions in the TSP (see TSP Vol II, Appendix I).

2.4 Planning Area Context

Umatilla County is located in northeastern Oregon and encompasses 3,200 square miles and 12 incorporated cities: Adams, Athena, Echo, Helix, Hermiston, Milton-Freewater, Pendleton, Pilot Rock, Stanfield, Ukiah, Umatilla, and Weston. The County extends from the Columbia River and Washington State border to the north, Wallowa and Union counties to the east, Morrow County to the west, and Grant County and the Umatilla National Forest to the south.

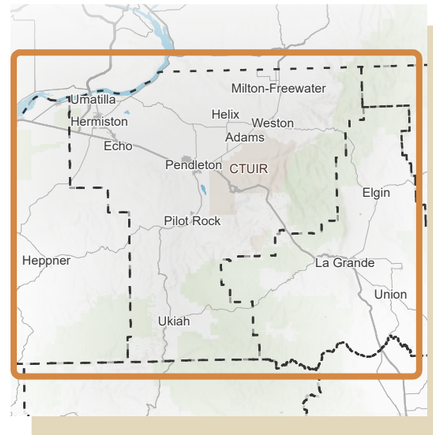
The Umatilla County TSP goals, objectives, standards, and planning focus applies to the rural and unincorporated areas governed by the County, outside of its cities' Urban Growth Boundaries (UGBs). This study area also includes land within the boundaries of the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), which encompasses a significant portion of eastern Umatilla County.

Figure 2.1

Umatilla County TSP Focus Area

- Umatilla County
- City Boundaries
- Tribal Lands
- Forest Service Lands

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3 GOALS AND OBJECTIVES



This chapter presents the goals and objectives that guide the Umatilla County TSP. The goals articulate the County's long-term desires and vision for the entire transportation system, while the objectives provide more specific direction to inform planning, investment, and implementation decisions. Together, they establish a policy framework that supports evaluation of transportation needs, identification of improvement strategies, and prioritization of projects over a twenty-year planning horizon.

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Safety

Provide a transportation system that is safe and secure for all transportation modes

- **Objective #1a:** Prioritize projects, programs, and policies that seek to reduce crash frequency and severity.

Mobility

Provide an efficient multimodal transportation system.

- **Objective #2a:** Identify and address capacity constraints, ensure efficient flow on key corridors, and maintain the transportation system in a state of good repair.
- **Objective #2b:** Support existing local and regional transit services and expand the connectivity of services between key regional growth centers across the County.
- **Objective #2c:** Enhance the freight-related transportation network.
- **Objective #2d:** Identify opportunities to connect communities through regional multi-use trails and bicycle routes.

Connectivity & Vitality

Improve connectivity to economic centers and encourage recreation tourism through an interconnected, multimodal transportation network.

- **Objective #3a:** Improve freight connectivity to/from economic centers and employment areas.
- **Objective #3b:** Improve inter-city and regional connectivity to/from economic centers and employment areas.
- **Objective #3c:** Connect and upgrade existing trails to the regional trail system to promote active living and recreation tourism in the county.

Community

Improve access to affordable transportation options and minimize potential negative impacts of transportation projects on underserved areas.

- **Objective #4a:** Strengthen economic opportunities through the development of new transportation infrastructure in underserved areas.
- **Objective #4b:** Improve multimodal access in underserved areas to schools, parks, employment centers, commercial centers, health and social services, and other essential destinations.



Resilience

Provide a resilient transportation system.

- **Objective #5a:** Improve transportation system resilience to extreme weather events (flooding, wildfires), natural hazards, and man-made disasters.
- **Objective #5b:** Avoid or minimize transportation impacts on natural and cultural resources in the County.



Strategic Investment & Collaboration

Establish transportation improvement and maintenance projects that are feasible, adequately funded, and provide positive returns on investment.

- **Objective #6a:** Ensure that transportation recommendations are consistent with other adopted local and state plans.
- **Objective #6b:** Partner with ODOT and other agencies to develop a long-range financial strategy for transportation improvements, operational needs, and other asset management needs in the County.
- **Objective #6c:** Prioritize transportation maintenance and improvement projects that will provide the greatest safety and resiliency benefits per dollar spent.



Flexible Plan

Develop a regional transportation system plan that is both flexible and agile. There is much that is changing in the transportation industry, and while many of these changes may feel a long way out into the future, for Umatilla County, we can anticipate that they will impact the transportation system over the next 20 years.

- **Objective #7a:** Ensure that the plan addresses things like electric and shared mobility and has at least placeholders for setting goals around smart technology services, such as automated and connected vehicles.
- **Objective #7b:** Ensure data used to inform decision making at all levels within the County and its partners is relevant and applicable to current conditions.
- **Objective #7c:** Deliver a plan that is a truly living document, digitized wherever possible to supplement the written reports(s) to allow the capacity to update elements of the plan by the jurisdiction itself.

4 TRANSPORTATION CONTEXT



This chapter provides an overview of the transportation conditions and needs identified for Umatilla County. It summarizes key findings from the transportation needs assessment, including existing conditions, observed constraints, and anticipated future needs based on projected population and employment trends. The chapter describes system considerations across travel modes, reflecting the County's development patterns, travel characteristics, and long-term planning framework. The information presented in this chapter establishes the basis for identifying transportation strategies, policies, and investments included in the TSP.

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4.1 Existing Transportation Conditions

The assessment provides a baseline understanding of the existing transportation system inventory and an analysis of how it operates, including traffic conditions, street connectivity, safety performance, and other aspects. The inventory also covers a review of land uses and population demographics to understand how they are served by the current transportation system.

Details on the inventory, review, and analyses of needs are provided in Volume II, Appendix D. Key highlights of the inventory and findings are presented in Table 4-1 with more details are provided in the following sections.

Table 4-1. Existing Conditions Key Findings

Needs Category	Key Findings
Land Uses & Population Demographics	• **Demographic and Socioeconomic Characteristics Vary Across the County:** Northwestern areas of the County include higher concentrations of residents with Limited English Proficiency, particularly Spanish-speaking populations. These conditions may influence communication strategies, public outreach, and engagement approaches associated with transportation planning and project development. • **Indicators of Social Vulnerability Are Concentrated in Specific Areas:** Higher concentrations of households with low income and other factors associated with social vulnerability are observed near Hermiston, the CTUIR Reservation, and Milton-Freewater. These conditions may influence transportation needs, travel behavior, and access to essential services. • **Vehicle Access Varies by Location:** Areas with higher levels of social vulnerability also tend to include a greater proportion of households without access to a personal vehicle. These conditions may affect mobility options, accessibility, and potential demand for alternative transportation services. • **Ukiah Exhibits Distinct Accessibility Considerations:** Ukiah has a relatively high proportion of residents living below the poverty line and limited access to internet services. These characteristics suggest transportation needs and constraints that may differ from those observed in other parts of the County. • **Agricultural and Natural Resource Lands Dominate:** Over 68% of Umatilla County's land is designated as North/South Ag Region or Grazing Forest, emphasizing the County's strong agricultural and natural resource base. • **Urban Growth is Concentrated:** Future population and development are expected to concentrate within the Urban Growth Boundaries (UGBs) of Hermiston, Pendleton, Stanfield, and Umatilla. • **Limited Land for Urban/Industrial Uses:** Only a small portion of land is designated for industrial (0.18%) and commercial (0.02%) uses, reflecting limited capacity for non-agricultural expansion without land use changes. • **Zoning Reflects Agricultural Priorities:** Most land is zoned for Exclusive Farm Use (EFU) and Grazing Farm (GF), aligning with comprehensive plan goals to preserve resource lands.

Needs Category	Key Findings
	• **Overlay Zones Support Special Uses and Environmental Protection:** Overlay zones help manage airport safety, flood risks, steep slopes, cultural resources, and wildlife areas. • **Enterprise Zones Support Rural Economic Development:** Multiple enterprise zones, including one established by CTUIR, offer incentives for business and employment growth in rural areas. • **Rural-Urban Service Gaps Exist:** Access to key services—such as food markets, hospitals, and schools—is highest in Hermiston and Pendleton, while smaller towns and unincorporated areas face limited-service availability. • **Hazard Exposure Is Significant:** Much of the County is designated as high wildfire hazard, and flood zones are concentrated along major waterways, highlighting the need for resilient transportation planning.
Streets	• **Multi-Jurisdictional Network Creates Complex Management**: Roads are managed by five different agencies—ODOT (532 miles), Umatilla County (318 roads/1,698+ miles), BLM (965 miles), USFS (350 miles), and CTUIR—requiring extensive coordination for planning and maintenance. • **Infrastructure Condition Is Generally Fair**: Bridge network shows 34% in good condition and 85% of county roads in fair condition, though 6% of bridges require replacement and weight restrictions limit freight movement capabilities.
Intersections	• **Intersections Operate Within Acceptable Capacity Thresholds:** All study intersections currently operate within established volume-to-capacity (V/C) ratio targets under existing conditions. • **Vehicle Queuing Conditions Are Generally Adequate:** Available vehicle storage is sufficient to accommodate observed traffic volumes and queue lengths. • **Pedestrian and Bicycle Activity Levels Are Low:** Non-motorized travel activity at the study intersections is generally limited, consistent with the County's rural development patterns and travel characteristics.
Safety	• **Crash History Reflects Systemwide Safety Trends:** The study area experienced 2,229 reported crashes during the analysis period (2017–2019 and 2021–2022), including 142 crashes resulting in fatalities or severe injuries. Data from 2020 were excluded to avoid distortion associated with atypical travel patterns. • **Crashes Are Concentrated at Specific Locations:** 18% of crashes occurred within defined urban fringe areas and 6% at study intersections, indicating that safety issues are more localized than systemwide. • **Locations with Recurring Safety Concerns Were Identified:** The analysis identified 18 locations exhibiting multiple safety indicators. These locations include a mix of facility types, including interstate segments, arterial roadways, and intersections. • **Crash Types Indicate Common Safety Patterns:** Frequently observed crash types include rear-end, angle, fixed-object, and turning movement-related crashes. These patterns are consistent with conditions typically associated with intersection operations, roadway design, and roadside environments. • **Key Corridors Exhibit Recurrent Safety Indicators:** Certain major facilities, including I-84 and US-395, particularly involving fixed objects, sideswipe crashes,

Needs Category	Key Findings
	and turning movements which exhibit recurring safety indicators across multiple segments, suggesting corridor-level considerations. • **Several Intersections Exhibit Elevated Crash Indicators:** Multiple intersections, particularly four-legged configurations, exhibit critical crash rates and excess proportions of angle crashes, indicating potential issues with traffic control, sight lines, or intersection geometry that should be prioritized for safety improvements in future build alternatives.
Walking & Biking Facilities	• **Active Transportation Infrastructure Is Severely Limited**: Bicycle facilities exist only in short urban segments and 50% of the state highways have an LTS of 3 or 4. Pedestrian infrastructure is rated "Poor" countywide due to lack of sidewalks and trails outside urban centers.
Public Transportation	• **Transit Service Losses Reduce Regional Connectivity**: Greyhound's January 2025 discontinuation eliminated statewide connections, while CAPECO's 2022 closure removed Medicare/Medicaid transportation, leaving gaps in regional mobility options.
Freight, Rail, & Marine	• **Freight Corridors Are Critical Economic Infrastructure**: I-84 and I-82 serve as National Highway Freight Routes, with additional state freight routes (US 395, OR 331, US 730-east of I-82, and OR 11- east of OR 331) connecting agricultural producers to regional and international markets through the Port of Umatilla. However, notable gaps remain in the network, including US 730 between I-82 and I-84 and OR 11 between OR 331 and I-84. • **Freight Movement Faces Significant Route Restrictions**: OR 37 restrictions force grain haulers to travel 20+ additional miles from Helix to Port of Umatilla, while multiple state highway limitations on truck configurations create operational inefficiencies for agricultural freight. • **Rail Infrastructure Supports Major Freight Operations**: Union Pacific's Hinkle Yard handles 794 rail cars daily with an expected 43% traffic increase, while 35 trains daily pass-through Pendleton, creating both economic opportunities and emergency response challenges.

4.2 Population Forecasts

Future transportation needs were identified based on the existing transportation needs summarized previously and the anticipated growth in population within the County. The Portland State University (PSU) Population Research Center forecasts that the population within the County is expected to increase by 89,939 people as of the year 2043, representing an annual average growth rate of 4.5 percent. Between 2010 and 2020, the county's average annual growth rate (AAGR) was 0.51%. Growth in Umatilla County is expected to slow in the future. Unincorporated areas are expected to decrease both as a share of the total County population and in raw numbers in the future. The City of Hermiston is projected to continue to see significant growth.

4.3 Future No-Build Traffic Analysis

To understand the needs of people driving and transporting freight in the Umatilla County in 20 years, a future no-build traffic analyses was performed at key intersections using forecast year 2045 traffic volumes. These analyses help identify areas that are expected to exceed applicable performance targets/standards in 2045 and inform transportation projects, policies, and programs needed to support economic growth through the planning horizon.

Three study intersections are forecasted to exceed the v/c ratio targets in 2045. These intersections are:

- 5A: I-84 /OR 207 (Hermiston) interchange EB ramp terminals (v/c = 0.75).
- 1A: I-82 / Powerline Rd interchange EB ramp terminals (v/c = 1.51).
- 1B: I-82 / Powerline Rd interchange WB ramp terminals (v/c = 1.32).

At Intersection 5A, projected increases in left-turn demand at the eastbound ramp terminals are expected to contribute to higher vehicle delays under future conditions.

Powerline Road functions as an important north–south connection between Umatilla and Hermiston. The I-82 / Powerline Road interchange is projected to experience increased turning movements, particularly left-turn volumes associated with ramp traffic. Under forecasted growth conditions, these operational demands result in V/C ratios exceeding target thresholds at Intersections 1A and 1B.

All other study intersections are forecasted to operate within applicable V/C ratio targets under future no-build conditions. Intersection 2B: I-82 / Lamb Road Interchange – Ramp Terminals is projected to approach, but not exceed, the target threshold by 2045.

Available vehicle storage is forecasted to remain adequate to accommodate projected traffic volumes and queue lengths. The results of the current (2023) and future (2045) operations analysis are summarized in Appendix D.

Future Deficiencies

Based on the evaluation of existing conditions, projected growth, and future no-build analysis, several potential transportation system deficiencies were identified.

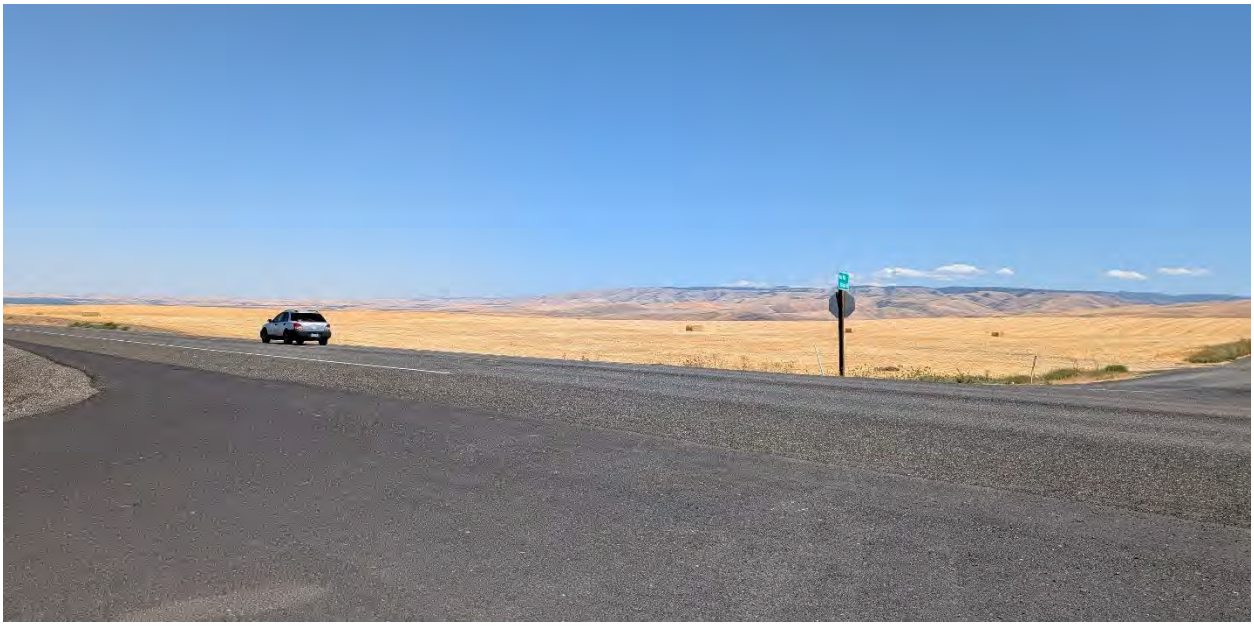
- **Capacity Deficiencies at Key Interchanges**: By 2045, two study intersections are projected to exceed the volume-to-capacity (v/c) ratio target thresholds, indicating capacity deficiencies that may impact regional mobility:
  - I-84 / OR 207 (Hermiston) interchange EB ramp terminal (Intersection 5A) is forecast to operate with a v/c ratio of 0.75, driven by high eastbound left-turn volumes and conflicting north/south through movements. Without mitigation, the ramp terminal will continue to operate over capacity during peak periods.
  - I-82 / Powerline Road interchange EB ramp terminals (Intersection 1A) and WB ramp terminals (Intersection 1B) are projected to operate at v/c ratios of 1.51 and 1.32, respectively. Increased

demand, fueled by an 8.3% projected annual growth rate and high left-turning volumes, will cause these ramp terminals to exceed target threshold.

- **Emerging Congestion at Additional Locations**: Intersection 2B: I-82 / Lamb Road interchange ramp terminals are forecast to approach the v/c threshold by 2045, indicating a need for monitoring and potential future improvements.
- **Safety Risks at Existing High-Crash Locations**: While crash analysis is based on historical data, existing safety issues particularly at intersections with critical crash rates and a high incidence of angle or rear-end collisions may be exacerbated by future traffic volumes. Without improvements, these locations may experience increased severity and frequency of crashes.
- **Transit and Non-Motorized Gaps Remain**: With future growth focused in UGBs and limited vehicle access in socially vulnerable areas, the absence of robust transit services and poor active transportation infrastructure may further compound mobility challenges, especially for low-income and zero-vehicle households.
- **Freight Inefficiencies may persist**: Projected increases in rail traffic and continued routing restrictions on OR 37 and other freight corridors may strain agricultural freight movement and economic productivity without targeted infrastructure investments.

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5 GUIDING THE TRANSPORTATION NETWORK



Umatilla County manages its transportation network through a variety of management plans, regulations, and standards to ensure a cohesive and coordinated system and one that reflects the goals and objectives of the County. This chapter presents the key system elements that guide needed changes to the multimodal transportation system over the next 20 years.

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5.1 Roadway System

The roadway system forms the foundation of Umatilla County's transportation network and plays a critical role in supporting mobility, access, and economic activity. The County's roadways serve a diverse range of functions, including local access, regional connectivity, agricultural operations, freight movement, and access to recreation and natural resource lands. Given the County's predominantly rural character, roadway infrastructure represents the primary mode of travel for most residents, businesses, and goods movement. The following sections describe the organization and characteristics of the roadway system, including jurisdictional responsibilities, functional classification, and the design framework that guides roadway planning and improvements.

Umatilla County roadways are expected to fulfill many responsibilities: they help people reach their destinations, convey freight, and help preserve the natural environment.

Roadway Jurisdiction

The roadway network within Umatilla County is owned and maintained by multiple agencies, reflecting the County's geographic scale, land ownership patterns, and the presence of state highways and federally managed lands. Outside incorporated cities, roadway jurisdiction includes:

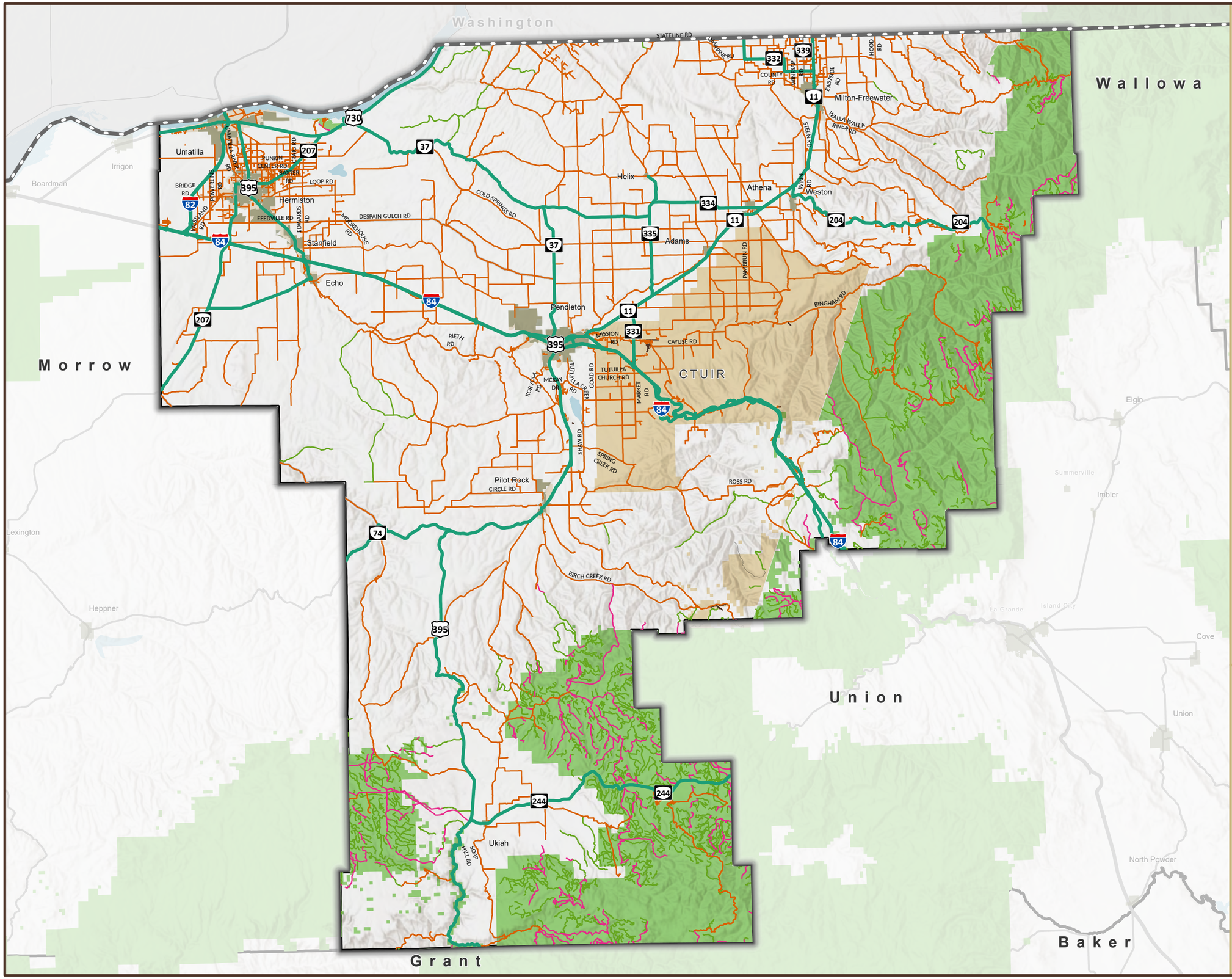
- Umatilla County
- Oregon Department of Transportation (ODOT)
- Confederated Tribes of the Umatilla Indian Reservation (CTUIR) / Bureau of Indian Affairs (BIA)
- Oregon Department of Forestry (ODF), U.S. Forest Service (USFS), and Oregon State Parks
- Bureau of Land Management (BLM)

The respective jurisdiction of individual street segments is illustrated in Figure 5-1 as of 2026.

Each jurisdiction is responsible for determining the roadway's functional classification, defining its major design and multimodal features, and approving construction and access permits. Coordination is required among the jurisdictions to ensure that roads are planned, operated, maintained, and improved to safely meet public needs.

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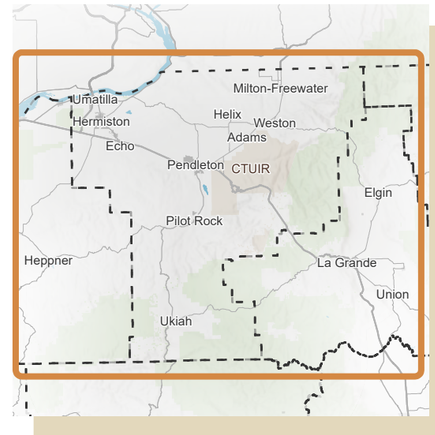
Figure 5-1
Roadway Jurisdiction



- ODOT
- County
- CTUIR
- Forest Services
- Bureau of Land Management
- Umatilla County
- City Boundaries
- Tribal Lands
- Forest Service Lands

UMATILLA COUNTY
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Roadway Functional Classification System

Roadway functional classifications organize the street network based on their role in the transportation system. The classifications define a roadway by their intended level or overall mobility and access to the land uses they serve. They designate desired details such as operational and design characteristics, pavement width, driveway (access) spacing requirements, and context-appropriate pedestrian and bicycle facilities.

The County's roadway functional classification system is illustrated in Figure 5-2 and consists of the following designations:

- **Rural Arterial Roads** –Umatilla County considers all Interstate, National, and State Highways to be its Rural Arterial network. The County does not own or maintain any other Rural Arterial roads. These roadways link major cities in the County and provide connections to urban areas outside the region. They are higher-capacity roadways that carry higher traffic volumes.
- **Rural Major Collector Roads** – Roadways that serve abutting lands and the local access needs of rural residents.
- **Rural Minor Collector Roads** - Collector roads provide service to residential, commercial, industrial, and mixed land uses.
- **Local Road** – A public road that is not an Interstate/national/state highway or a Rural Major or Minor Collector Road. Property access is the main priority.

Over time, the functional classifications will be periodically revisited for regional and local consistency. Future land use approvals, UGB expansions, and changing growth patterns may require changes to the functional classification designations.

Table 5-1 is the list of county roads with changes to County and Federal functional classification designations.

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Table 5-1. County Roadway Functional Class Changes

Road	From	To	County Classification	Federal Classification
County 320 Rd	I-84	Fullerton Rd	Major Collector	-
Banister Rd	OR 11	W Mill St	Major Collector	Major Collector
Best Rd	Shaw Rd	Market Rd	Major Collector	-
Bingham Rd	Spring Hollow Rd	Bar M Ln	Minor Collector	Minor Collector
Bridge Rd	Country Ln	Powerline Rd	Minor Collector	Minor Collector
Butter Creek Rd	OR 207	OR 74	Major Collector	-
Circle Rd	Weinke	Pilot Rock- Hoeft Rd	Local	Local
Country Ln	Powerline Rd	Near Umatilla River Rd	Local	-
County 511 Rd	Stateline Rd	Fruitvale Rd	Minor Collector	Minor Collector
Duff Rd	OR 11	Pambrun Rd	Minor Collector	Minor Collector
E Birch Creek Rd	Pearson Creek Rd	Rocky Ridge Rd	Local	-
Echo Meadows Rd	Stanfield Meadows Rd	OR 207	Minor Collector	-
Emigrant Rd	Poverty Flat Rd	Emigrant Rd	Minor Collector	-
Feedville Rd	OR 207	End of Road	Minor Collector	Minor Collector
Fergies Rd	Juniper Canyon Rd	County 888 Rd	Minor Collector	-
Frontage Ln	Cedar St	County Line Rd	Major Collector	-
Fruitvale Rd	Edwards Rd	County 511 Rd	Minor Collector	Minor Collector
Hermiston-Hinkle Rd	Feedville Rd	Locomotive Ln	Minor Collector	-
Holdman Rd	Harper Rd	OR 37	Minor Collector	-
Holmes Rd	Market Rd	Goad Rd	Minor Collector	Minor Collector
Kings Corner Rd	County 864 Rd	County 977 Rd	Minor Collector	-
Korvola Rd	Birch Creek Rd	SW Sunset Dr	Local	Local
Lamb Rd	I-82	Westland Rd	Major Collector	-
Mann Rd	N cayuse Rd	OR 11	Minor Collector	Minor Collector
McKay Creek Rd	Shaw Rd	N Fork McKay Creek Rd	Minor Collector	-
McKay Dr	US 395	Schroeder Rd	Local	-
McKay Ln	Mytinger Ln	End of Rd	Local	-
Milton Cemetery Rd	Grant Rd	Spofford Rd	Minor Collector	-
Motanic Rd	Best Rd	Spring Creek Rd	Minor Collector	-
N Cayuse Rd	Duff Rd	Cayuse Rd	Minor Collector	Minor Collector
N Juniper Canyon Rd	Vansycle Rd	Fergies Rd	Minor Collector	-
N Ott Rd	Moyer Ln	E Punkin Center Rd	Major Collector	-
Pambrun Rd	Duff Rd	End of Rd	Local	-
Porter Rd	Schoolhouse Rd	Shaw Rd	Minor Collector	-
Rockwell Rd	Shaw Rd	Stewart Creek Frontage Rd	Minor Collector	Minor Collector
Ross Rd	OR 30	End of Rd	Local	-
S First St	Feedville Rd	Hermiston UGB	Major Collector	-
S Juniper Canyon Rd	Fergies Rd	County 864 Rd	Minor Collector	-
S Market Rd	Holmes Rd	Conner Rd	Major Collector	Major Collector
S Market Rd	Conner Rd	OR 331	Major Collector	Major Collector

Road	From	To	County Classification	Federal Classification
Shaw Rd	Schoolhouse Rd	McKay Creek Rd	Minor Collector	-
Shaw Rd	McKay Creek Rd	Best Rd	Minor Collector	Minor Collector
Spofford Rd	Milton Cemetery Rd	Birch Creek Rd	Minor Collector	-
Spring Creek Rd	US 395	Shaw Rd	Local	Local
Spring Hollow Rd	OR 11	Bingham Rd	Minor Collector	-
Stanfield Meadows Rd	Seymour St	OR 207	Minor Collector	-
Stateline Rd	OR 332	OR 11	Major Collector	-
Stewart Creek Rd	Pilot Rock UGB	Schoolhouse Rd	Minor Collector	-
Sumac Rd	Spring Creek Rd	McKay Creek Rd	Minor Collector	Minor Collector
Third St	OR 11	Center St	Major Collector	-
Thorn Hollow Rd	Spring Hollow Rd	Bingham Rd	Minor Collector	-
Tum A Lum Rd	E Appleton Rd	E Crockett Rd	Major Collector	Major Collector
Tum A Lum Rd	E Crockett Rd	Birch Creek Rd	Minor Collector	-
Vansycle Rd	Richmond Ln	N Juniper Canyon Rd	Minor Collector	-
Appleton Rd	Trumbull Ln	OR 339	-	Major Collector
Canal Rd	E Punkin Center Rd	E Loop Rd	-	Major Collector
E Appleton Rd	OR 11	Tum A Lum Rd	-	Major Collector
E Crockett Rd	OR 11	Tum A Lum Rd	-	Local
E Punkin Center Rd	N Ott Rd	Tabor Rd	-	Major Collector
Hat Rock Rd*	OR 730	End of Rd	-	Local
McCormmach Rd	Shafer Rd	End of Rd	-	Local
Moorehouse Rd	Despain Gulch Rd	Stage Gulch Rd	-	Major Collector

Road	From	To	County Classification	Federal Classification
NE 42nd St	NE Riverside Ave	NE Queen Ave	-	Local
NE Queen Ave	Ne 42nd St	Ne 43rd St	-	Local
NE Riverside Ave	Pendleton UGB	Ne 42nd St	-	Local
Pambrun Rd	Spring Hollow Rd	Duff Rd	-	Minor Collector
Powerline Rd	Stateline Rd	Birch Creek Rd	-	Local
S Edwards Rd	E Punkin Center Rd	E Harding Ave	-	Minor Collector
Sand Hollow Rd	Adams UGB	OR 334	-	Local
Shafer Rd	OR 335	McCormmach Rd	-	Local
Soap Hill Rd	County 1472 Rd	4975 ft from NF-058	-	Minor Collector
Wells Station Rd	Stage Gulch Rd	I 84 ramps	-	Major Collector

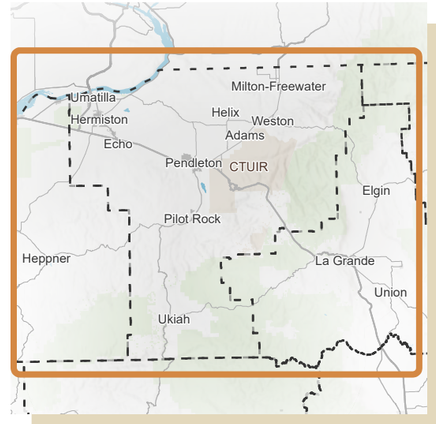
Figure 5-2

County Functional Classification

- Interstate Highways (Arterials)
- State Highways (Arterials)
- Major Collector Roads
- Minor Collector Roads
- Local Roads
- Umatilla County
- City Boundaries
- Tribal Lands
- Forest Service Lands

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Roadway Design Framework

Roadways within Umatilla County are designed to support safe and efficient travel, accommodate freight and agricultural movements, and provide access to adjacent properties. Consistent with the County's rural character and development patterns, roadway design emphasizes vehicular mobility and operational reliability. County roadway design standards establish guidance to ensure facilities function safely and efficiently while supporting the intended role of each roadway as defined by the functional classification system.

While specific design characteristics vary by functional classification, County roadways generally include the following components.

- **Right-of-Way** encompasses the full public corridor necessary to accommodate roadway infrastructure and supporting elements. The Right-of-Way may include paved surface, paved shoulder, drainage facilities, slopes and clear zones, utilities and traffic control devices.
- **Paved Surface** represents the primary traveled way of the roadway and accommodates motor vehicle operations. This area supports passenger vehicles, freight traffic, and agricultural equipment consistent with the functional role of the facility.
- **Paved Shoulder** provides space adjacent to the traveled way that supports multiple operational and safety functions. Shoulders contribute to roadway safety, structural pavement support, emergency stopping opportunities, and accommodation of bicycle travel where applicable. Where bicycle use is planned, bicycles are to be accommodated within the roadway shoulder width or separated multi-use pathway.
- **Sidewalks** shall be incorporated based on functional classification, surrounding land use, and development context. Consistent with the County's rural roadway framework, rural roadway segments generally do not include sidewalks. Where pedestrian connectivity is necessary or planned, separated facilities such as multi-use pathways may be provided.
- **Separated Multi-Use Pathways (Where Applicable) -** Where non-motorized or multi-modal connectivity is planned, a separated multi-use pathway is the preferred accommodation. These facilities provide separation from vehicular traffic and may serve pedestrians, bicyclists, and other non-motorized users.

The roadway design standards are summarized in Table 5-2 and the corresponding cross sections are shown in Figure 5-3. The cross sections illustrate right-of-way width, paved surface width, and travel lane/shoulder widths. The standards and cross sections are intended for planning purposes in the case of new road construction, as well as for those locations where it is physically and economically feasible to improve existing roadways as part of redevelopment or capital improvements. For County facilities within the urban areas of Umatilla, Hermiston, Echo, Pendleton, Athena, Weston, Milton-Freewater, Pilot Rock, and Ukiah, the County will continue to defer to the standards of the respective incorporated city where feasible and unless specific roadway projects are not identified.

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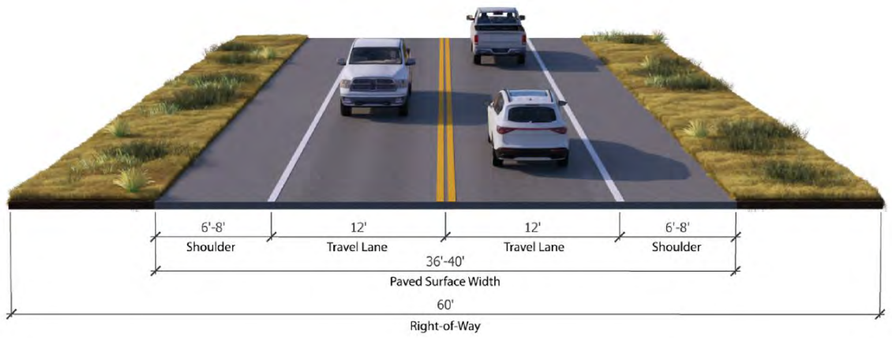
Table 5-2. Roadway Design Standards

Functional Classification	Right-of-way	Paved Surface Width	Paved Shoulder Width	Sidewalks
Rural Major Collector	60-ft	36–40 ft	6-8 ft[1]	-
Rural Minor Collector	60-ft	32-40 ft	4-8 ft[1]	-
Rural Local (Residential)	60-ft	28-36 ft	2-6 ft[2]	5-ft[3]
Rural Local (Industrial)	60-ft	30-42 ft	4-8 ft[1]	-
Private Roads and Public Rights-of-Way (Option 1[4])	30-ft	16-ft crushed gravel surface	-	-
Private Roads and Public Rights-of-Way (Option 2[5])	60-ft	22-ft crushed gravel surface	-	-

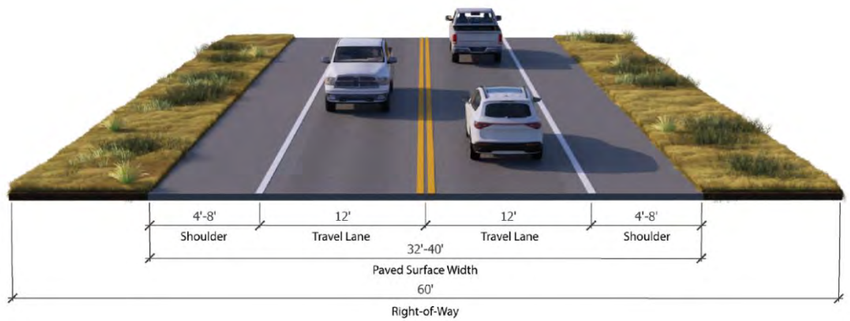
[1] Wider shoulder widths will be applied at the discretion of the County Engineer and reserved for situations where extra shoulder widths are necessary for safety reasons or the accommodation of shoulder bikeway treatments.
[2] If rural subdivision densities are greater than one dwelling per acre, or if a school or other neighborhood attraction is located within ½ mile walking distance, than 6-ft shoulders shall be provided.
[3] In lieu of 6-ft shoulders, 5-ft separated sidewalks can be provided on both sides of the local roadway, or one 10-ft separated multi-use path can be provided on one side of the local roadway.
[4] To be used for easements serving 3 or fewer parcels and additional partitioning or development is not anticipated.
[5] To be used for easements serving 4 or more parcels.

Figure 5-3. Umatilla County Road Cross Sections

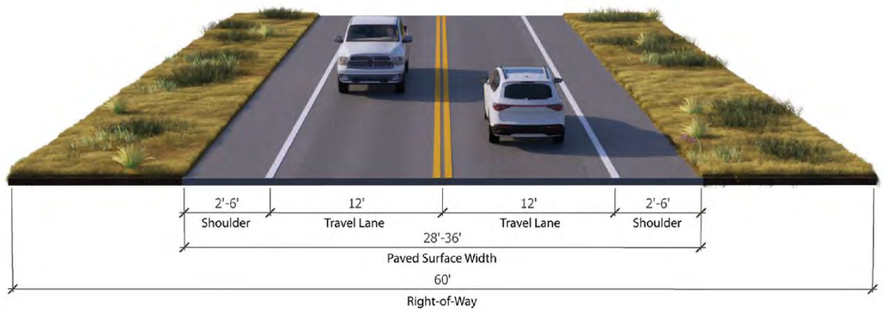
Rural Major Collector



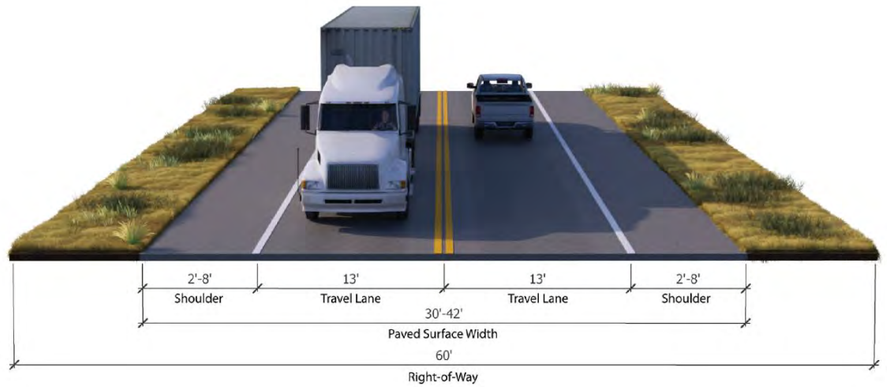
Rural Minor Collector



Rural Local Residential



Rural Local Industrial



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Vehicle Performance Metrics

The use of mobility targets for roadways and intersections identifies the maximum amount of congestion that an agency or community has deemed acceptable. Such standards are commonly used to assess the impacts of proposed land use actions on vehicular operating conditions and are one measure County staff uses to determine transportation improvement needs for project planning. Mobility targets are typically defined by motor vehicle level of service (LOS), which is presented as grades "A" (free flow traffic conditions) to "F" (congested traffic conditions) and/or by a volume-to-capacity ratio (V/C), which represents the amount of measured traffic demand that is utilizing the capacity of a roadway or intersection. As V/C approaches 1.0, traffic congestion increases

ODOT uses mobility targets based on V/C to evaluate acceptable vehicle performance. The County uses mobility standards based on LOS. These targets and standards are used to:

- Identify vehicular capacity deficiencies on the roadway system;
- Evaluated the effects of amendments to transportation plans, acknowledged comprehensive plans, and land use regulations pursuant to the TPR (OAR 660-12-0060) on County and state roadways; and,
- Evaluate the traffic impacts of development applications for consistency with the land use regulations.

The County defines an acceptable LOS target as "E" or better; ODOT mobility targets are established in the OHP.

Access Management

Access management is an important tool for maintaining a transportation system. Too many access points along arterial roads lead to an increased number of potential conflict points between vehicles entering and exiting driveways and through vehicles on the arterial roads. This leads to not only increased vehicle delay and a deterioration in the level of service on the arterial, but also a reduction in safety. Research has shown a direct correlation between the number of access points and collision rates. Experience throughout the United States has also shown that a well-developed access plan for a road system can minimize local cost for additional capacity and/or access improvements along unmanaged roadways. Therefore, it is essential that all levels of government maintain the efficiency of existing arterial roads through better access management.

The Oregon Transportation Planning Rule (TPR) defines access management as measures regulating access to streets, roads and highways from public roads and private driveways and requires that new connections to arterials and state highways be consistent with designated access management categories. As Umatilla County continues to develop, the arterial/collector/local road system will become more heavily used and relied upon for a variety of travel needs. As such, it will become increasingly

important to manage access on the existing and future arterial/collector road system as new development occurs.

One objective of the Umatilla County TSP is to develop an access management policy that maintains and enhances the integrity (capacity, safety, and level-of-service) of the county's roads. Too many access points along a road can contribute to a deterioration of its safety, and on some roads, can interfere with efficient traffic flow.

The number of access points to an arterial can be restricted through the following techniques:

- Restrictions on spacing between access points (driveways) and public/private roads based on the type of development and the speed along the arterial.
- Sharing of access points between adjacent properties.
- Providing access via collector or local roads where possible.
- Constructing frontage roads to separate local traffic from through-traffic.
- Providing service drives to prevent spill-over of vehicle queues onto the adjoining roadways.
- Providing acceleration, deceleration, and right-turn only lanes.
- Offsetting driveways to produce T-intersections to minimize the number of conflict points between traffic using the driveways and through traffic.
- Installing median barriers to control conflicts associated with left-turn movements.
- Installing barriers to the property along the arterial to restrict access width to a minimum.

Rural Arterials

Rural Arterials in the County include interstate routes and state highways. Although these comprise some of the most important routes in the Umatilla County transportation system, they are under ODOT jurisdiction and are subject to access management spacing standards specified in *Oregon Highway Plan*. Although Umatilla County designates state highways as rural arterial roadways within its transportation system, the access management rules and regulations for these facilities follow the Access Spacing Standards of the OHP.

Rural Major/Minor Collectors and Local Roads

The county has identified rural major and minor collectors throughout the county. These designations are appropriate as these roadways are essential connectors between major destinations but are secondary routes to the state highways (arterials).

Access management is hierarchical, ranging from complete access control on freeways to increasing use of roads for access purposes, to including parking and loading at the local and collector level.

Table 5-3 describes recommended general access management guidelines by roadway functional classification.

Table 5-3. Access Management Standards for Umatilla County Roads

Functional Class	Intersections			
	Public Road		Private Drive	
	Type	Spacing	Type	Spacing
Rural Major Collectors	At- Grade	0.25 mi	L/R Turns	500 ft
Rural Minor Collectors	At- Grade	500 ft	L/R Turns	250 ft
Local Road - Industrial	At- Grade	250 ft	L/R Turns	Access to each lot
Local Road	At- Grade	100 ft	L/R Turns	Access to each lot

Notes:
For most roadways, at-grade crossings are appropriate.
Allowed moves and spacing requirements at intersections may be more restrictive than those shown to optimize capacity and safety.
Also, see section below on "Access Control Rights" along state highways.

These access management standards are generally not intended to eliminate existing intersections or driveways. Rather, they should be applied as new development occurs. Over time, as land is developed and redeveloped, access to roadways will meet these standards. However, where there is a recognized problem, such as an unusual number of collisions, these techniques and standards can be applied to retrofit existing roadways.

5.2 Non-Motorized Transportation System

Umatilla County's non-motorized transportation network is relatively limited given the County's geographic scale, rural development patterns, and dispersed population. Pedestrian and bicycle facilities are primarily concentrated within incorporated cities, with fewer dedicated accommodations in rural areas. Outside urban centers, walking and bicycling activity typically occurs along roadway shoulders, local roads, and shared facilities where available.

Although travel demand for non-motorized modes is generally lower in rural areas, these modes continue to serve important functions, including access to schools, community services, recreational destinations, and local trips within smaller communities. The following sections describe the types of pedestrian and bicycle facilities considered in this plan and the framework used to guide future improvements where appropriate and feasible.

Pedestrian Facilities

Pedestrian facilities are the elements of the transportation system that enable people to walk safely and efficiently to destinations. They provide opportunities for people to maintain and improve their health while accessing daily needs or recreating. These include facilities for pedestrian movement along key roadways (e.g., shoulders, sidewalks, shared-use paths) and for safe roadway crossings (e.g., crosswalks, crossing beacons, pedestrian refuge islands). Each facility plays an important role in developing a comprehensive pedestrian system.

This section summarizes the alternatives considered for implementation in Umatilla County to address existing gaps and deficiencies in the pedestrian system. FHWA's Small Town and Rural Multimodal Networks document provided guidance on the pedestrian facilities in a rural context.

Shoulder Walkways

Shoulders on the edge of roadways in a rural context can be enhanced to serve as a functional space for pedestrians to travel in the absence of other facilities with more separation. While gravel shoulders can provide space for able-bodied pedestrians to travel, not all gravel shoulders are level enough for comfortable pedestrian movement. The County's current design standards identify 6-foot gravel shoulders on both sides of minor arterials, 4-foot gravel shoulders on both sides of major collectors, and 2-foot gravel shoulders on both sides of minor collectors, resource/industrial/commercial streets, and residential streets with 11+ dwelling units.



Paved Shoulder (Source: Rural Design Guide)



Pedestrian Lane (Source: Rural Design Guide)

Sidewalk

Sidewalks are the fundamental building blocks of the pedestrian system. They enable people to walk comfortably, conveniently, and safely from place to place. They provide an important means of mobility for people with disabilities, families with strollers, and others who may not be able to travel on an unimproved roadside surface. Sidewalks are usually six- to eight-feet wide and constructed from concrete. They are also frequently separated from the roadway by a curb, landscaping, and/or on-street parking. Sidewalks are widely used in urban areas. Ideally, sidewalks could be provided along both sides of the roadway in a more urbanized setting; however, some areas with physical or right-of-way constraints may require that sidewalk be located on only one side.

Multi-Use Path

Multi-use paths and trails are paved or unpaved facilities that serve pedestrians and bicyclists. Multi-use paths and trails can be constructed adjacent to and parallel to roadways where topography, right-of-way, or other issues do not allow for the construction of sidewalks and bike lanes (side path) or they may be constructed within their own right-of-way. A minimum width of 10 feet is recommended for low-pedestrian/bicycle-traffic contexts; 12 to 20 feet should be considered in areas with moderate to high levels of bicycle and pedestrian traffic. Multi-use paths and trails can be used to create longer-distance links within and between communities and provide regional connections. Shared-use paths and trails play an integral role in recreation, commuting, and accessibility due to their appeal to users of all ages and skill levels.



Multi-Use Path (Source: Rural Design Guide)



Side Path (Source: Rural Design Guide)

Enhanced Crossings

Enhanced pedestrian crossing facilities enable pedestrians to safely cross streets, railroad tracks, and other transportation facilities. Planning for appropriate pedestrian crossings requires the community to balance vehicular mobility needs with providing crossing locations along the desired routes of walkers. Enhanced pedestrian crossing treatments include:

- Flashing beacons
- Pedestrian signals
- Crosswalk striping
- Raised median islands
- Curb extensions

Bicycle Facilities

Bicycle facilities are the elements of the transportation system that enable people to travel safely and efficiently by bicycle. Like pedestrian facilities, they play an important role in a region's health and recreational opportunities and allow people who don't own vehicles to safely travel to destinations. These include facilities along key roadways (e.g., shared lane pavement markings, on-street bike lanes, and separated bike facilities) and facilities at key crossing locations (e.g., enhanced bike crossings). These also include end of trip facilities (e.g., secure bike parking, changing rooms, and showers at worksites); however, these facilities are typically addressed through development code requirements. Each facility plays an important role in developing a comprehensive bicycle system.

This section summarizes the different bicycle facilities that can be considered for implementation in Umatilla County to address existing gaps and deficiencies and future needs in the bicycle system.

Yield Roadway

A yield roadway is designed to serve pedestrians, bicyclists, and motor vehicle traffic in the same slow-speed, rural travel area. When operating at very-low volumes – generally around 400 vehicles or fewer per day – and at low speeds (<25 mph), pedestrians and bicyclists are comfortable travelling within the travel area of the roadway. Yield roadways are designed with narrow roadway dimensions to prioritize local access and community livability.

Shared-Lane Pavement Markings and Signs

Shared lane pavement markings (often called "sharrows") are not a bicycle facility, but a tool designed to accommodate bicyclists on roadways where bike lanes are not possible or realistic to construct. Sharrows indicate a shared roadway space for cyclists and motorists and are typically centered in the roadway or approximately four feet from the edge of the travel lane and are recommended to be spaced approximately 50 to 250-feet apart dependent on the levels of traffic volumes. Sharrows are suitable on roadways with relatively low travel speeds (<25 MPH) and low ADT (<3,000 ADT).



Yield Roadway (Source: Rural Design Guide)



Shared-Lane Pavement Markings (Sharrows)

Advisory Shoulder

Advisory shoulders create usable shoulders for bicyclists on a roadway that is otherwise too narrow to accommodate one. Roads with advisory shoulders accommodate low to moderate volumes of two-way motor vehicle traffic in rural conditions. The motor vehicle lane can only accommodate one vehicle at a time, so motorists may enter the shoulder to safely pass oncoming traffic. Motorists may only enter the shoulder when no bicyclists are present.

Shoulder Bikeways

Shoulder bikeways are the portions of the roadway that fall outside the vehicle travel lanes. Shoulder bikeways typically have no bicycle-specific signage or pavement markings and serve both bicyclists and pedestrians. Buffered shoulders include an additional striped buffer (typically 2-3 feet between the shoulder and the vehicle travel lane. They are typically located along roadways that require a higher level of separation to improve the comfort of bicycling.



Advisory Shoulder (Source: Rural Design Guide)



Buffered Shoulder (Source: Rural Design Guide)

Bike Lanes

On-street bike lanes are striped lanes on the roadway dedicated for the exclusive use of cyclists. Bike lanes are typically placed at the outer edge of pavement (but to the inside of right - turn lanes and/or on - street parking - if adjacent to on-street parking there should be a buffer strip). Bicycle lanes can improve safety and security of cyclists and can provide direct connections between origins and destinations if there is a comprehensive network of bike lanes.

Separated Bike Lanes

There are two common types of separated bike lanes: buffered bike lanes and cycle tracks. Buffered bike lanes are enhanced versions of conventional on-street bike lanes that include an additional striped buffer of typically 2-3 feet between the bicycle lane and the vehicle travel lane and/or between the bicycle lane and the vehicle parking lane. They are typically located along streets that require a higher level of separation to improve the comfort of bicycling. Cycle tracks are bike lanes that are physically separated from motor vehicle travel lanes by a vertical element such as a planter, flexible post, parked car, or a mountable curb. One-way cycle tracks are typically found on each side of the street, like conventional bike lanes, while two-way cycle tracks are typically found on one side of the street.

5.3 Truck Freight System

Truck freight movement is a critical component of Umatilla County's transportation system and plays a central role in supporting the County's economy, particularly its agricultural and resource-based industries. The roadway network provides essential connections between farms, processing facilities, distribution centers, regional markets, and interstate corridors. In a predominantly rural county, reliable freight mobility is closely tied to economic productivity, regional competitiveness, and access to markets.

Truck freight route classifications are established at the federal and state levels. In Oregon, freight designations are documented in the Oregon Highway Plan (OHP). Umatilla County does not have a formally defined truck freight route designation for the county-owned network. However, it is recognized that there are major truck freight-generating land uses within the county that are important to serve. The truck freight system is illustrated in Figure 5-4 and consists of the following:

- **ODOT Designated freight routes** - The OHP designates Freight Route designations on state highways. State highways with Freight Route designations include I-84, I-82, US 730, US 395, OR 331, and OR 11. All of these routes are also designated as Reduction Review Routes. Reduction Review Routes include all parts of the State Highway(s) that must be travelled to complete a prescribed route and/or connect with other State highways, including couplets and on and off ramps. Other Reduction Review routes include OR 207 and OR 244. The Oregon Transportation Commission may not permanently reduce the vehicle-carrying capacity of an identified freight/reduction review route when altering, relocating, changing, or realigning a state highway unless safety or access considerations require the reduction.
- **National Highway System (NHS) Designated Freight Routes** - The NHS consists of roadways important to the nation's economy, defense, and mobility, including the Interstate Highway System, Other Principal Arterials, highways that are part of the Strategic Highway Network (STRAHNET)[1], Major Strategic Highway Network Connectors, and Intermodal Connectors. Within Umatilla County, the I-84 and I-82 corridors are designated as National Highway Freight Routes.

Truck freight movement is a critical component of Umatilla County's transportation system and plays a central role in supporting the County's economy

[1] Strategic Highway Network (STRAHNET) | Geospatial at the Bureau of Transportation Statistics

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Figure 5-4
Freight System

- National Highway System Freight Routes
- Oregon Highway Plan Freight Routes
- Umatilla County
- City Boundaries
- Tribal Lands
- Forest Service Lands

UMATILLA COUNTY
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0 5 10 Miles



Washington
Oregon
Morrow
Umatilla
Grant
Union
Wallowa
Baker
Boardman
Irrigon
Lexington
Heppner
Ukiah
Pilot Rock
Stanfield
Echo
Hermiston
Umatilla
Pendleton
CTUIR
Helix
Adams
Athena
Weston
Milton-Freewater
Elgin
Summerville
Imbler
La Grande
Island City
Cove
Union
North Powder
STATELINE RD
730
37
207
82
84
395
74
244
334
335
331
339
332
11
204
BRIDGE RD
POWERLINE RD
WESTLAND RD
UMATILLA RIVER RD
PUNKIN CENTER RD
BAXTER RD
CRAIG RD
LOOP RD
FEEDVILLE RD
EDWARDS RD
MOOREHOUSE RD
DESPAIN GULCH RD
COLD SPRINGS RD
RIETH RD
KIONKA RD
MCKAY DR
TUTUILLA CREEK RD
TUTUILLA CHURCH RD
MARKET RD
SPRING CREEK RD
DAWES RD
CIRCLE RD
ROSS RD
BIRCH CREEK RD
SOAP HILL RD
MISSION RD
CAYUSE RD
PAMBRUN RD
BINGHAM RD
WINN RD
STEEN RD
WALLA WALLA RIVER RD
FAIRSIDE RD
KINNEY RD
COUNTY RD
HOOD RD

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5.4 Traffic Management Strategies

Umatilla County strives to provide a safe and efficient transportation network that accommodates travelers of all ages and abilities. Effectively managing traffic volumes and speeds on the transportation network is a means to this goal. This section identifies a variety of traffic management tools the city will use as situations arise.

Transportation Demand Management (TDM) and Transportation System Management (TSM) strategies are two complementary approaches to managing transportation and maximizing the existing system. Together, these strategies are referred to as Transportation System Management and Operations (TSMO). TDM addresses the demand on the system: the number of vehicles traveling on the roadways ach day. TDM measures include any method intended to shift travel demand from single occupant vehicles to non-auto modes or carpooling, travel at less congested times of the day, etc. TSM addresses the supply of the system: using strategies to improve the system efficiency without increasing roadway widths or building new roads. TSM measures are focused on improving operations by enhancing capacity during peak times, typically with advanced technologies to improve traffic operations.

The following section provides an overview of a broad range of TSMO measures that could be considered for implementation in Umatilla County and the primary and secondary implementation roles.

TSMO Strategies

Successful implementation of TSMO strategies relies on the participation of a variety of public and private entities. Strategies can be implemented by a region, a city, a neighborhood, or particular employer. In addition, they can be categorized as policies, programs, or physical infrastructure investments. Table 5-4 provides a summary of preferred measures that can be implemented within the County. As the County continues to grow and redevelop over the next 20 to 40 years, the applicability of these strategies can be further reviewed.

Table 5-4. TSMO Strategies/Programs

TSMO Strategy	Type of Investment	County/ Region	State	Developers	Transit Providers	Employers
TSM - Regional Traffic Control Programs						
Active traffic management (variable speed limits)	Infrastructure	P	P			
Special event management (automated traffic control)	Program/ Infrastructure	P	P			

TSMO Strategy	Type of Investment	County/ Region	State	Developers	Transit Providers	Employers
Bike/ped operations and safety (crossing enhancements)	Policy/ Infrastructure	P	P		S	
Traffic network surveillance (real-time monitoring of traffic conditions)	Infrastructure	P	P		P	
Safety applications (warning systems for queues, geometric limitations, over height/weight)	Infrastructure	P	P			
TSM - Traveler Information						
Regional traveler information (real-time traveler information – incidents and weather)	Infrastructure/ Program	P	P			
Real-time transit arrival information	Infrastructure/ Program	S			P	
TSM - Road Weather Operations						
Road weather information system (monitoring of adverse conditions)	Infrastructure/ Program	P	P			
Weather warning system (detection of adverse roadway conditions)	Infrastructure/ Program	P	P			
Ramp closures (closure of freeway ramps for weather and incidents)	Infrastructure	S	P			
TSM - Freight						
Roadside truck electronic screening (transfer of regulatory data at check stations)	Infrastructure/ Program	P	P			
TDM						

TSMO Strategy	Type of Investment	County/ Region	State	Developers	Transit Providers	Employers
Rideshare matching system (ride-matching to reduce commute trips)	Program	S1			S	S
Employer programs (assist employers with vehicle trip reduction plans for employees)	Program/ Policy	S			S	P
Bicycle facilities	Infrastructure/ Policy	P	S	P		
Pedestrian facilities	Infrastructure/ Policy	P	S	P		
Transit facilities	Infrastructure/ Policy	P	S	P	S	

[1] Typically the responsibility of a Transportation Management Association. One does not exist in Umatilla County
P: Primary role
S: Support role

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6 TRANSPORTATION FUNDING PLAN



Given the uncertainty associated with long-term transportation funding, this plan presents a fiscally responsible list of transportation investments that reflects anticipated revenue conditions, emphasizes cost-effective improvement strategies, and recognizes the importance of coordination and partnerships in project implementation. This chapter describes the County's existing funding sources and revenue assumptions, summarizes planning-level cost estimates for the recommended projects, and identifies potential funding mechanisms that may support implementation over the planning horizon. *Potential* funding strategies do not guarantee project funding or construction. The availability, timing, and applicability of funding sources will vary over time and will continue to be evaluated through the County's ongoing planning, programming, and budgeting processes.

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6.1 Current Funding, Project Costs, and Funding Gap

Historical funding sources supplied by the County provide a basis for estimating future revenue that might be available for transportation projects over the next 20 years. Table 6-1 summarizes the past 5 years of County Road Fund revenue and expenditures.

Table 6-1. Umatilla County Public Works Revenue (Five most recent years)

Revenue Source	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	Average
Intergovernmental[1]	$7,246,985	$8,952,872	$10,473,994	$9,815,069	$10,845,656	$9,466,915
(funds dedicated for roadway maintenance and capital projects)	($6,449,000)	($7,480,000)	($8,349,000)	($7,640,000)	($8,300,000)	($7,643,600)
Charges for Services[2]	$144,086	$338,815	$118,178	$212,171	$257,002	$214,050
Interest/Rent	$147,244	$47,961	$52,936	$126,885	$292,352	$133,476
Reimbursables	$309,706	$236,222	$56,723	$52,542	$108,411	$152,721
Total Revenue	$7,848,021	$9,575,870	$10,701,831	$10,206,667	$11,503,421	$9,967,162

1 Includes state gas tax & vehicle licensing revenue, other Federal, State, & local revenues

2 Includes sale and rental of supplies and sales of vehicle/equipment

The County's primary sources of revenue come from State Highway Fund receipts (State Fuel Tax) and Federal Forest receipts. Other smaller/less frequent revenue has come from General Fund transfers and FEMA money. Based on the information shown in Table 6-1Table 6-3, Umatilla County Public Works has generated an average of approximately $9,900,000 per year in total revenue for public works projects. Of this revenue, approximately $7,643,600 was earmarked for roadway maintenance and capital projects. The steadiest revenue source has been the motor vehicle gas tax revenue.

Table 6-2. Umatilla County Transportation Maintenance/Capital Expenditure History (Five most recent years)

Expenditures	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	Average
Materials and Services	$4,006,385	$7,115,099	$5,437,467	$2,503,087	$3,661,235	$4,544,655
Capital Outlay	$1,173,049	$1,530,373	$924,808	$1,804,281	$2,027,295	$1,491,961
Total Expenditures	$5,179,434	$8,645,472	$6,362,275	$4,307,368	$5,688,530	$6,036,616

Table 6-2 summarizes the total expenditures over the past five years. Based on this information, Umatilla County has spent an average of $4,544,655 per year on materials and services and $1,491,961 on capital outlays. The information shown was used to project the availability of future funding for transportation improvement projects as described below.

Projected Transportation Funding

Table 6-3 provides a summary of the potential future project funding (in year 2025 dollars) over the next five, ten, and twenty years based on an assumed average funding level of approximately $1,500,000 per year.

Table 6-3. Future Transportation Funding Projections

Expenditures	Average Annual	5-Year Forecast	10-Year Forecast	20-Year Forecast
Revenue For Capital Outlay	$1,500,500	$7,500,000	$14,900,000	$29,800,200

As shown in Table 6-3, it is anticipated that approximately $29,800,200 will be available for transportation project funding over the next 20 years using historical funding trends. This projection does not include potential funds received from intergovernmental grants.

Given that future transportation improvements will likely exceed this amount in a 20-year time period, the County will need to partner with other agencies and the private development community and pursue alternative funding sources to fulfill the 20-year list of prioritized projects as well as visionary projects, should their priorities change. The following sections present possible new funding mechanisms for the County to consider for project implementation.

6.2 Local Funding Mechanisms

Potential local-level funding sources are summarized in Table 6-4. These funding sources may be considered by the County for implementation as new funding sources. Including this table in the TSP does not create new funding sources but rather presents the various funding sources that local governments throughout Oregon have utilized. In general, local funding sources are more flexible than funding obtained from state or federal grant sources.

Table 6-4. Potential Local Funding Mechanisms

Funding Source	Description	Potential Application
Street Utility Fees / Road Maintenance Fees	A fee based on the number of automobile trips a particular land use generates; usually collected through a regular utility bill. Fees can also be tied to the annual registration of a vehicle to pay for improvements, expansion, and maintenance of the street system.	System-wide transportation facilities including streets, sidewalks, bike lanes, and multi-use paths.
Transportation Systems Development Charge (SDC)	SDCs are fees assessed to development for the capacity demand it creates on public infrastructure systems. SDCs may be an improvement fee, a reimbursement fee, or a combination thereof. Reimbursement fee revenues are dedicated to capital projects that increase capacity to meet the needs of growth. SDC credits are provided to developers for public improvements they construct which add capacity to the system beyond that required to serve their development. SDC credits may also be given for development provisions that reduce vehicular capacity demand on the transportation system, such as providing end-of-trip bike facilities within the new development.	SDCs may only be used for the portion of transportation improvements that generate additional capacity demand related to growth.
Stormwater SDCs, Grants, and Loans	SDCs, grants, loans, and stormwater improvement fees can be obtained for improving stormwater management facilities constructed as part of transportation system improvements.	SDCs may only be used for the portion of transportation improvements that generate additional capacity demand related to growth.
Local Fuel Tax	A local tax can be assessed on the purchase of fuel within the County. This tax is added to the cost of fuel at the pump, along with the state and federal gas taxes.	System-wide transportation facilities including streets, sidewalks, and bike lanes.
Incentives	The County could provide enticements such as bonus densities and flexibility in design in exchange for public benefit. Examples might include providing additional bicycle parking in exchange for bonus densities. Incentives may be used with SDC methods to reduce transportation impacts from new development.	System-wide transportation facilities including streets, sidewalks, bike lanes, multi-use paths, and transit.

Funding Source	Description	Potential Application
Public/Private Partnerships	Public/private partnerships have been used around the country to provide public transportation amenities within the public right-of-way in exchange for operational revenue from the facilities. These partnerships could be used to provide services such as vehicle charging stations, public parking lots, bicycle lockers, or car share facilities.	System-wide transportation facilities including streets, sidewalks, bike lanes, multi-use paths, and transit.
Tax Increment Financing (TIF)	TIF is a tool that cities and counties may use to create special districts (tax increment areas) where public improvements are made to generate private-sector development. During a defined period, the County freezes the tax base at the pre-development level. Property taxes for that period can be waived or paid, but taxes derived from increases in assessed values (the tax increment) resulting from new development can go into a special fund created to retire bonds issued to originate the development or leverage future improvements. A number of small-to-medium sized communities in Oregon have implemented, or are considering implementing, urban renewal districts that will result in a TIF revenue stream.	System-wide transportation facilities including streets, sidewalks, bike lanes, multi-use paths, and transit.
Streets District	Oregon state law (Oregon Revised Statute [ORS] 371) allows for the formation of special streets taxing districts for purposes of constructing and maintaining streets within the taxing district boundaries. A Streets District would be a separate entity from the County, with its own property tax levy rate and an elected board of commissioners. Those within the potential district boundaries must vote on the creation of a Streets District.	Roadway improvement projects.
Revenue and General Obligation Bonds	Bonding allows municipal and county governments to finance construction projects by borrowing money and paying it back over time, with interest. Financing requires smaller regular payments over time compared to paying the full cost at once, but financing increases the total cost of the project by adding interest. General obligation bonds are often used to pay for construction of large capital improvements and must be approved by a public vote. These bonds add the cost of the improvement to property taxes over time.	Construction of major capital improvement projects within the county, street maintenance and incidental improvements.

Funding Source	Description	Potential Application
Economic Improvement Districts (EIDs)	EIDs pool funds from area businesses to make improvements in the business district.	Transportation facilities including streets, sidewalks, bikeways, and transit located within the EID area.
Local Improvement Districts (LIDs)	LIDs pool funds from property owner to make local transportation improvements.	Transportation facilities including streets, sidewalks, bikeways, and transit located within the LID area.
Street Fund Serial Levy	This levy is a voter-approved property tax levied in addition to the permanent tax rate.	Operations or capital programs.
Vehicle Registration Fee	An extra fee on all registered motor vehicles in the County. Requires County-wide approval and implementation.	Operations or capital programs.
Urban Growth Management Agreement (UGMA)	UGMAs are intergovernmental agreements that outline how facilities are managed in the areas outside City limits, but inside City Urban Growth Boundaries (UGB).	Transportation facilities including streets, sidewalks, and bikeways within UGBs.
Hotel/Motel Taxes	Under state law, 70% of revenues from such taxes must fund programs boosting tourism. Many jurisdictions have hotel/motel taxes and could use a portion of the revenue for transportation investments.	Tourism, economic development, and sidewalk improvement programs.
Dedicated Property Taxes	Washington County has a dedicated property tax to fund its Major Streets Transportation Improvement Program. Since 1986, the Program has funded $900 million of new roads, sidewalks, bridges, and bikeways. Voters approved the funding source multiple times. Today, the program raises an average of $44 million per year. Washington County also has property tax to support its Urban Road Maintenance District, levying 25 cents per $1,000 assessed value; the program raises about $4.4 million/year for local roadway maintenance.	System-wide transportation facilities.
Reimbursement Districts	Also called Zones of Benefit or Advance Financed Districts, a county determines the boundary of the district. Property owners of new development or large redevelopment permits pay a fee for the installation of public improvements. They then recover some portion of the cost over a period of years (often 15).	Construction of major capital improvement projects within the county.

6.3 State Funding Mechanisms

In addition to local funding sources, the County can seek opportunities to leverage funding from state funding sources. Table 6-5 outlines such sources and their potential applications. State sources change regularly as new transportation legislation is passed or existing legislation is modified and are limited and competitive. Any future improvements that rely on state funding may require County and regional consensus that are more important than needs elsewhere in the region and the state.

Table 6-5. Potential State Funding Mechanisms

Funding Source	Description	Potential Application
State Funding Mechanisms		
Statewide Transportation Improvement Program (STIP)	STIP is the State of Oregon's four-year transportation capital improvement program. ODOT's system for distributing these funds has varied over recent years. Generally, local agencies apply in advance for projects to be funded in each four-year cycle.	Projects on any facility that meet the benefit categories of the STIP.
All Roads Transportation Safety Program (ARTS)	The federal Highway Safety Improvement Program (HSIP) is administered as ARTS in Oregon. ARTS provides funding to infrastructure and non-infrastructure projects that improve safety on all public roads. ARTS requires a data-driven approach and prioritizes projects in demonstrated problem areas.	Areas of safety concerns within the county, consistent with Oregon's Transportation Safety Action Plan.
Immediate Opportunity Fund (IOF)	The IOF is discretionary and provides funding for transportation projects essential for supporting site-specific economic development projects. These funds are distributed on a case-by-case basis in cooperation with the Oregon Economic and Community Development Department. These funds can only be used when other sources of financial support are insufficient or unavailable. These funds are reserved for projects where a documented transportation problem exists or where private firm location decisions hinge on the immediate commitment of road construction. A minimum of 50 percent match is required from project applications.	Any identified projects that would improve economic development in the county and where there are documented transportation problems.
Connect Oregon	Lottery-backed bonds distributed to air, marine, and rail projects statewide. No less than 10 percent of Connect Oregon funds must be distributed to each of the five regions of the state, if there are qualified projects in the region. The objective is to improve the connections between the highway system and other modes of transportation.	System-wide transportation facilities.

Funding Source	Description	Potential Application
Oregon Parks and Recreation Local Grants	Oregon Parks and Recreation Department administers this program using Oregon Lottery revenues. These grants can fund acquisition, development, and major rehabilitation of public outdoor parks and recreation facilities. Local match is required.	Trails and other recreational facility development or rehabilitation.
Oregon Transportation Infrastructure Bank (OTIB)	A statewide revolving loan fund is available to local governments for many transportation infrastructure improvements, including highway, transit, and non-motorized projects. Most funds made available through this program are federal; streets must be functionally classified as a major collector or higher to be eligible for loan funding.	Infrastructure improvements to major collectors or higher classified roads for vehicle, transit, and non-motorized travel.
State Highway Fuel Tax Increase or User Fee	ODOT is currently researching a state user fee for drivers to address steady or declining state gas tax revenues. An increase in the state gas tax or a user fee would need to pass through state legislation and would increase the state's transportation funds.	System-wide transportation facilities including streets, sidewalks, bikeways, and transit.
Multi-modal Active Transportation Fund	This fund invests in multimodal transportation infrastructure improvements across Oregon.	Pedestrian and bicycle-related projects.
Safe Routes to School (SRTS)	SRTS, administered by ODOT, focuses on infrastructure and non-infrastructure programs to improve access and safety for children to walk, roll, and/or bike to school.	Pedestrian and bicycle-related projects within the vicinity of local schools.
Oregon Community Paths (OCP)	This State of Oregon program combines funds from the Multimodal Active Transportation Fund, Oregon Bicycle Excise Tax, and federal Transportation Alternatives Program to help communities create and maintain connections with primarily off-street pedestrian and bicycle facilities.	Off-street pedestrian and bicycle facilities (primarily).
ODOT Bridge Program	ODOTs Bridge Section coordinates selection and funding of Federal Highway Bridge Program bridges through the Local Agency Bridge Selection Committee, a committee of city, county, and state representatives. Local agency bridges are prioritized using a Technical Ranking System and selected in categories of Large (30,000+ square feet of deck area), Small On-System, and Small Off-System.	Bridges.

Funding Source	Description	Potential Application
ODOT Emergency Operations Program Funding	A federal program that provides emergency funding for repair or reconstruction of highways and roads damaged during natural disasters or catastrophic failures. ODOT's Maintenance and Operations Branch administers the Emergency Operations Program and can help local agencies navigate the Emergency Repair process.	Highway and bridge repair from natural disasters or catastrophic failures.
Transportation Options	The TO program focuses on implementation of the Oregon Transportation Options Plan, including: managing demand across the transportation system; educating students and the public on travel options and how to safely use them; connecting veterans, low income populations, communities of color, and others with ways to get to and from work or school; supporting vanpooling; and more.	Projects supporting implementation of the Oregon Transportation Options Plan.
State Transit Improvement Fund (STIF) and Public Transportation Funds	STIF is a newer dedicated source of funding under Section 122 of the House Bill (HB) 2017 Transportation Funding Package for improving or expanding public transportation service in Oregon.	Pedestrian and bicycle improvements that provide connections to transit.
State Highway Trust Fund/ Bicycle Bill	When roads are constructed or reconstructed, Oregon law requires walkways and bikeways to be provided. Additionally, all agencies receiving State Highway Funds are required to spend at least 1% of those funds on bicycle and/or pedestrian infrastructure improvements (ORS 366.514). Currently, cities and counties receive 20% and 30% of the state's highway trust funds, respectively, which can be used for walking and biking projects along roads.	Bicycle and pedestrian projects.
Sidewalk Improvement Program (SWIP)	ODOT's SWIP builds pedestrian and bicycle facilities on state roads and local roads that help people moving across or around the state system.	Bicycle and pedestrian projects.
Various Public or Private Grant Programs	Many public and private grant programs exist, such as People for Bikes, that offer funding support for transportation infrastructure. New such grant programs are formed often and should be regularly tracked by the County.	Various depending on the grant program.

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7 TRANSPORTATION IMPROVEMENT PROJECTS



This chapter presents the transportation improvement projects identified for inclusion in the Umatilla County TSP. The projects reflect a comprehensive evaluation of existing conditions, anticipated future needs, adopted policies, and stakeholder input. Together, these projects provide a framework to guide long-range transportation investments, system management decisions, and coordination with partner agencies over the 20-year planning horizon.

Projects included in this plan are intended to support system safety, operational performance, infrastructure preservation, freight mobility, and multimodal connectivity consistent with the County's rural development patterns and economic structure.

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7.1 Project Identification

Transportation projects were identified through a combination of:

- Community and stakeholder input
- Technical analysis of existing and projected conditions
- Coordination with local, Tribal, regional, and state agencies, and
- Review of prior adopted plans and studies

Stakeholder engagement provided insight into operational concerns, safety considerations, freight mobility needs, and system reliability issues. Technical analyses evaluated roadway operations, safety performance, infrastructure conditions, travel demand, and network connectivity.

Many projects represent refinements or continuations of recommendations contained in previously adopted planning documents, including City, County, CTUIR, and ODOT plans. Where applicable, references to prior plans are noted within the project tables.

Projects retained from earlier plans generally maintain their established intent unless updated analysis conducted as part of this TSP indicated the need for modification or reprioritization.

The following project types were identified through the TSP update process:

Roadway Projects

The state highway and county roadway network serves the majority of motor vehicle trips within Umatilla County. In addition to motorists, truck freight, pedestrians, bicyclists, and transit riders all rely on the state and county roadway network to access areas locally and regionally. This section summarizes the roadway network alternatives considered for implementation in the non-urban parts of the county to address gaps, deficiencies, and needs in the roadway network as well as alternatives that will facilitate improvements to the pedestrian, bicycle, and public transit networks.

Bridge Projects

The bridge inventory summarized in Technical Memorandum #3 identified 16 bridges and structures in Umatilla County's transportation network with sufficiency ratings below 50. A bridge or structure with a sufficiency rating below 50 indicates that the bridge is in poor condition and is eligible for replacement.

Intersection Projects

Intersection projects aim to enhance operational efficiency, safety, and/or geometrics at intersecting roadways on the roadway network. These projects were identified through a combination of prior plans and studies, technical analyses, and community input to address the needs summarized in Chapter 4.

The identified intersection improvements are based on the intersection operations analysis summarized in Technical Memorandum #3, projects identified in existing TSPs on county roadways, and feedback from County, ODOT, and CTUIR staff.

Corridor Projects



Corridor projects entail new roadway segments or modifications to existing roadway corridors. New roadway segments are intended to improve overall circulation in the city and meet the needs of future development. Modifications to existing roadway corridors are intended to improve or modernize the travel conditions on existing unimproved roadway segments. Some roadway corridor projects are carried forward from previously adopted plans and studies, while others are newly identified in this TSP based on pavement preservation on key roadways in county.

Traffic Safety Improvements

As a parallel effort to the Umatilla County TSP update, Umatilla County recently developed a Safety Action Plan (SAP) that was based on an anlaysis of recent crash data on all major County roads and State highways within the non-urban areas of the County.

The SAP led to the identification of crash patterns and prioritized safety countermeasures for those intersections and roadway segments that had at least one fatal or severe injury (FSI) crash. The safety improvements identified in SAP as high priority were included in the TSP.

Freight Improvements

Freight-related improvements were identified based on feedback from County staff and ODOT staff as well as the input collected by members of the project team during a recent assessment and investigation of a rural transportation information system.

Non-Motorized Transportation (Multimodal) Projects

Umatilla County's non-motorized transportation network is limited due to its size, rural layout, and dispersed population. Most pedestrian and bicycle facilities are found in cities, with fewer options in rural areas, where walking and biking usually occur on roadway shoulders or local roads. The proposed projects aim to improve regional connections and recreational travel, including both previously planned county road projects and new ones identified in this TSP.

7.2 Project Prioritization Framework

All proposed projects have been systematically evaluated to identify priority and aspirational projects. **Priority Projects** are the critical multimodal infrastructure investments that the County anticipates being able to implement over the next 20 years through known financial resources. **Aspirational Projects** include all multimodal infrastructure investments that are not expected to be implemented using currently known or reasonably anticipated funding sources within the TSP planning horizon.

7.3 Project Funding Scenarios and Investment Strategy

Based on historical and forecast funding levels, the County reasonably expects to have about $29 million through the year 2045 for funding transportation capital improvement projects identified in the TSP. In comparing the County's projected capital funding to the estimated costs of the planned transportation solutions, the County will need to identify additional funding sources to implement future improvements to its transportation system. As such, the County will need to partner with other agencies, the private development community, and pursue alternative funding sources to address these 20-year transportation projects.

Priority Projects

Priority projects address the most urgent transportation needs identified by the community and the County staff. They are considered near-term priorities and are the focus for implementation as funding becomes available. These projects are generally feasible within the County's current and reasonably expected funding levels over the planning horizon. Given the county's constraints of near-term funding, as well as the recommendation from the Planning Advisor Committee (PAC) to pursue of alternative funding sources such as state and federal grants for some of the priority projects, the priority projects have been divided into two categories:

- **Tier 1 Priority Projects** are financially constrained projects that require immediate attention and is expected to be implemented using the forecasted County capital dollars.
- **Tier 2 Priority Projects** are also a near-term priority for the County, and are eligible for alternate funding such as state or federal grants, with the possibility of securing funds during the timeframe of this TSP.

These projects are presented in Table 7-1 with detailed descriptions and planning-level cost estimates. The projected cost for Tier 1 priority projects is $22.9 million (in 2025 dollars), while the estimated cost for Tier 2 priority projects is $42.5 million (in 2025 dollars). Figure 7-1 shows the locations of these projects.

Table 7-1. Financially Constrained Priority Projects

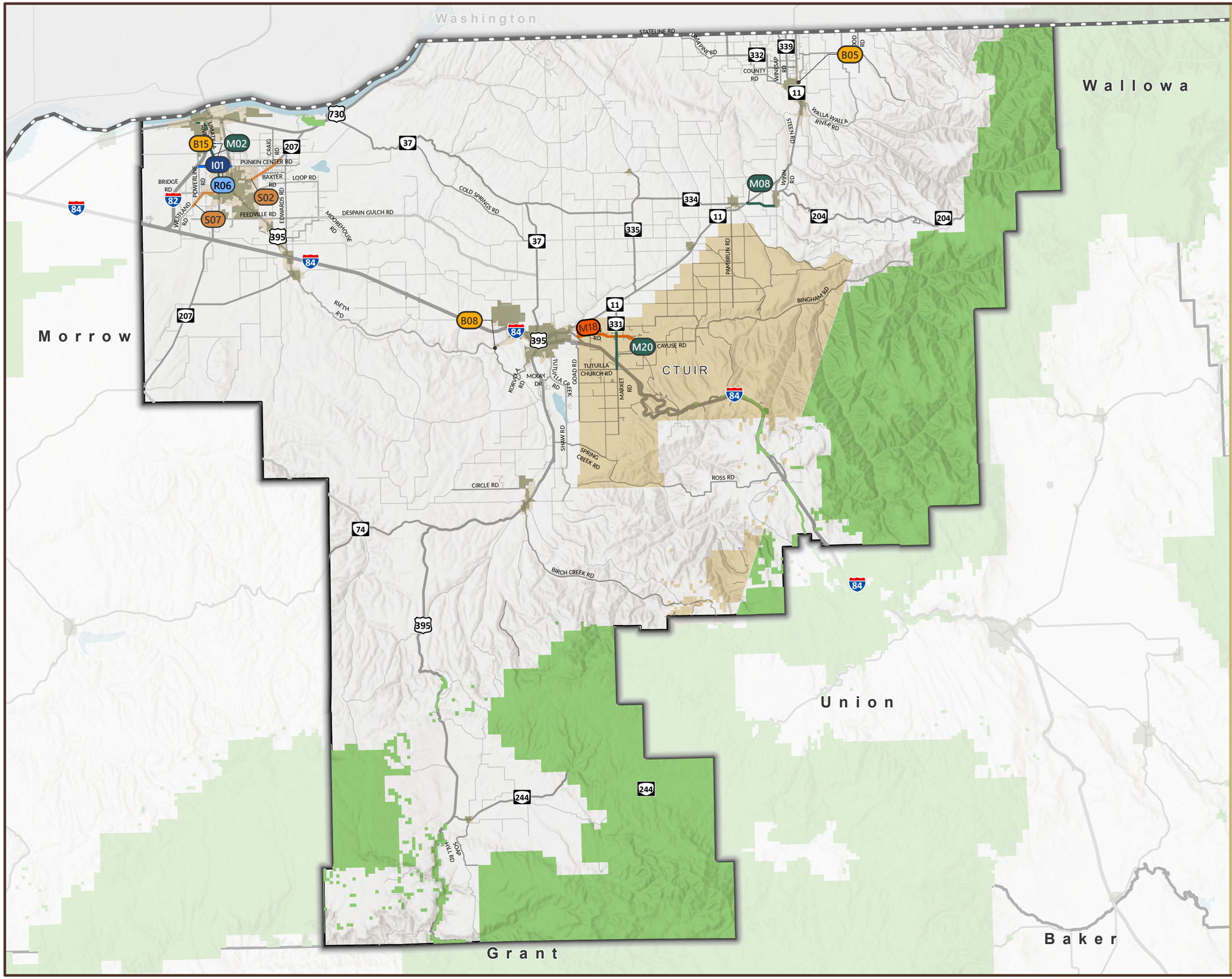
Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars [2]
Tier 1 Bridge Projects				
B05	Milton Nursery/W-W River Bridge (County Bridge 455)	Eastside Rd.	Replace with prestressed concrete bridge or pursue other options if feasible and where funding allows.	$ 2.5M
B08	Rieth / Umatilla River (County Bridge 69)	Birch Creek Rd.	Replace with Steel Bridge or pursue other options if feasible and where funding allows.	$ 2.9M
Tier 1 Safety Projects				
S02	OR 207	Townsend Rd. to Columbia Ln.	Install intersection lighting, install edge line rumble strips, install traffic control at Punkin Center Road and Townsend Rd intersections when warranted	$ 5.3M
S07	Westland Road / Highland Avenue	Agnes Rd. to West Hermiston City Limits	Add centerline rumble strip, maintain fog lines, restripe shoulder/travel lane line, improve lighting.	$ 500K
Tier 1 Freight Projects				
F04	Northeast Umatilla County Freight Access and Mobility Study	OR 37/OR 334/OR 335	Prepare a refinement study	$ 200K
F05	Hermiston area Freight Access and Mobility Study	Hermiston area	Prepare a refinement study	$ 200K

[2] The cost estimates presented do not include costs associated with right-of-way acquisition due to its high variability depending on location, parcel sizes, and other characteristics. The cost estimates also reflect the full cost of the projects, including costs likely to be funded by others, such as private development.

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars [2]
Tier 1 Multimodal Projects				
M02	Umatilla River Road Umatilla River Trail	Umatilla to Hermiston	Construct a shared use trail from Umatilla to Hermiston, mainly along the Umatilla River and segments of Umatilla River Road. Provides a PLTS/BLTS 1 level facility for regional connectivity and recreation.	$ 3.1M
M08	Weston-Athena Multimodal Connection	Banister Rd from OR 11 to Mill Street in Weston	– Construct a separated multi-use path along Banister Road from approximately Mill Street to OR 11. Provides a PLTS/BLTS 1 level facility for regional connectivity. – Develop an enhanced crossing or OR 11 for people walking and biking between Athena and Weston.	$ 6.7M
M18	Various pedestrian and bike facility improvements on Mission Road	Mission Road	Widen Mission Road and install buffered or separated/ raised bicycle lanes along both sides of the roadway. Consider incorporating bus pull-outs into the project design. Install six-foot sidewalks, pedestrian scale lighting and enhanced pedestrian crossing treatments	$ 1.4M
Tier 2 Bridge Projects				
B15	Umatilla River Bridge	Future westerly extension of Punkin Center Road to Country Ln.	Construct new prestressed concrete bridge over the Umatilla River to accommodate a future extension of Punkin Center Road (see R06)	$ 4.3M

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars [2]
Tier 2 Roadway Projects				
R06	Punkin Center Rd. & Country Ln.	Sunshine Ln. (in Hermiston) to Umatilla River Road, Umatilla River Road to Umatilla River, Umatilla River to Powerline Rd (via Country Lane).	Coordinate with the City of Hermiston to extend Punkin Center Road westerly from current terminus at Sunshine Ln. to Umatilla River Road and to a new bridge across the Umatilla River (B15). Upgrade existing Country Ln. to Major Collector standards and realign Country Lane to intersect with Powerline Rd. further to the south.	$ 29.1M
Tier 2 Intersection Projects				
I01	I-82/Power Line Road Interchange Area Management Plan (IAMP)	I-82 @ Powerline Rd interchange	Interchange Area Management Plan (IAMP) – Refinement plan to identify long-term interchange improvements (including widening and improving ramp configurations and traffic control) to accommodate the growing traffic volumes.	$ 400K
Tier 2 Freight Projects				
F06	Umatilla County Active Rural Transportation Information System (ARTIS)	Entire Umatilla County area	Subscription service	<$1 M
Tier 2 Multimodal Projects				
M20	OR 331 Multi-Use Path (Phase I)	OR 331 from Mission Road to Arrowhead Travel Plaza driveway	Construct a multi-use path along one or both sides of OR 331 from Mission Road to Arrowhead Travel Plaza driveway.	$ 8.7 M

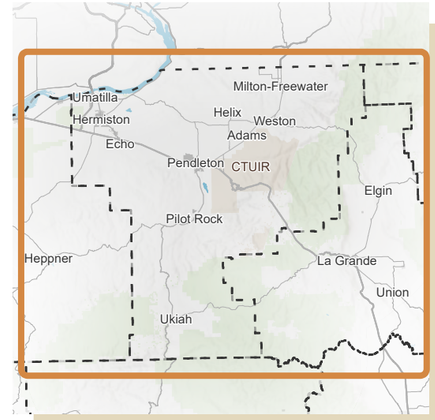
Figure 7-1
Priority Projects



- B# Bridge Project
- I# Intersection Improvement Project
- S# Safety Improvement Project
- R# Roadway/ Pavement Improvement Project
- M# Bike Lane Project
- M# Multi-use Path Project
- Umatilla County
- City Boundaries
- Urban Growth Boundaries
- Tribal Lands
- Forest Service Lands

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Financially Unconstrained Projects – Aspirational Projects

Unconstrained, or aspirational, projects include all multimodal infrastructure investments that are not expected to be implemented using currently known or reasonably anticipated funding sources within the TSP planning horizon. These projects represent longer-term improvements that the County will ultimately need to enhance safety, multimodal connectivity, freight mobility, and overall system resiliency.

Although these projects are not considered immediate implementation priorities, they are recognized by the County and partner agencies as important to the long-term performance and functionality of the transportation system. Implementation is not anticipated within the 20-year horizon due to limited available funding and reliance on future or currently unidentified funding sources.

Inclusion of a project in the TSP does not represent a commitment by Umatilla County to fund, permit, or construct the project. Projects located on the State of Oregon Highway System are not considered "planned" projects until they are programmed in the Statewide Transportation Improvement Program (STIP). Projects on state facilities cannot advance unless they are included in an adopted STIP or ODOT provides written confirmation that the project is reasonably likely to receive STIP funding. For planning purposes, projects involving ODOT are included to identify system needs and establish planning-level cost estimates. As part of TSP implementation, the County will continue to coordinate with ODOT and other partner agencies regarding project prioritization, funding, and implementation.

The projected cost for aspirational projects is $415+ million (in 2025 dollars[3]). The details and cost estimates for these projects are presented in following tables & figures –

- Bridge Projects in Table 7-2 and Figure 7-2,
- Roadway Projects in Table 7-3 and Figure 7-3; and
- Multimodal Projects in Table 7-4 and Figure 7-4

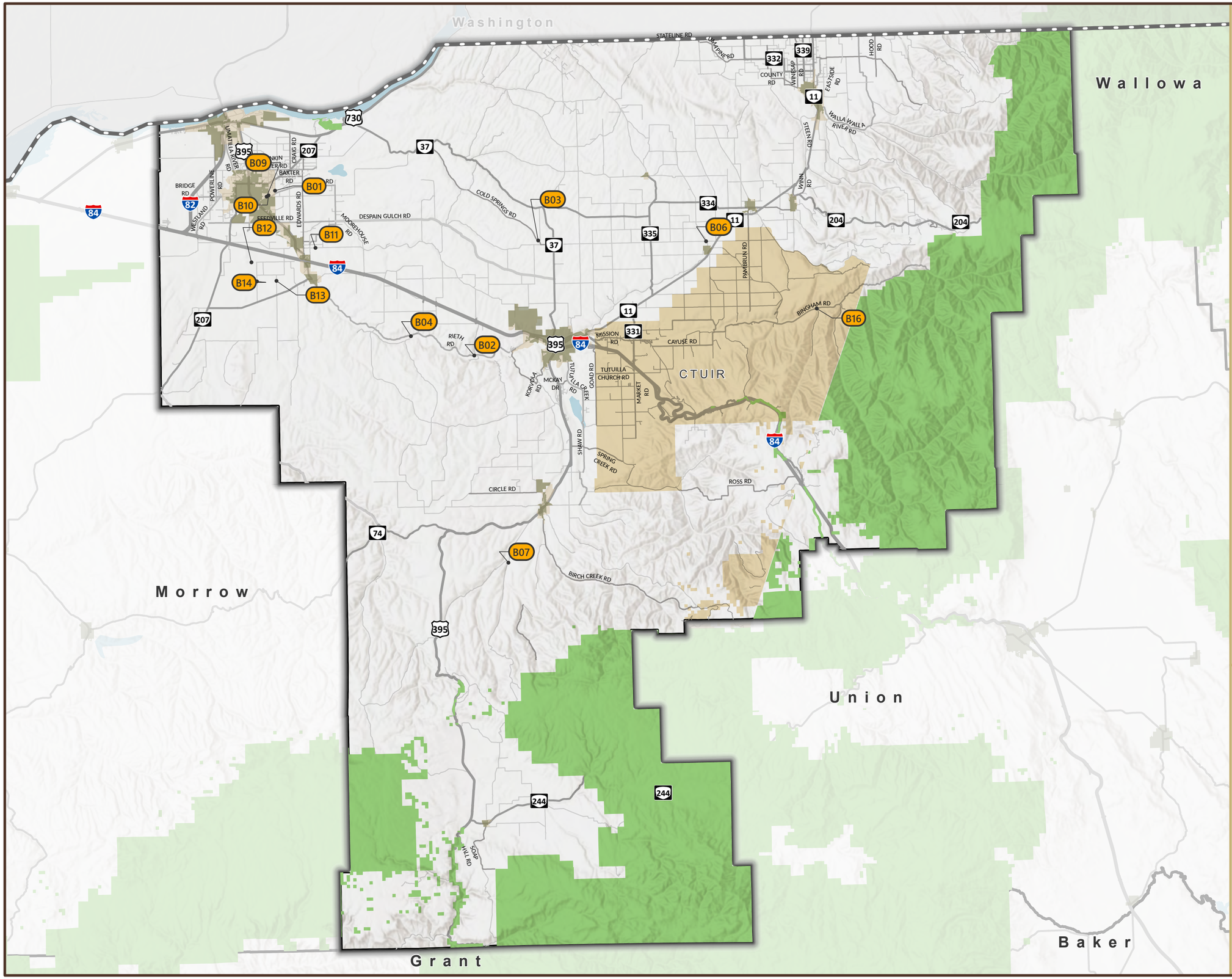
Aspirational projects represent longer-term improvements that the County will ultimately need to enhance safety, multimodal connectivity, freight mobility, and overall system resiliency.

[3] Cost estimates presented with each project do not account for right-of-way acquisition, as the County's 60-foot right-of-way standard is inclusive of all the roadway widening projects. The cost estimates also do not account for major slope stabilization methods that may be necessary. These details should be identified through project development, and cost estimates should be adjusted accordingly.

Table 7-2. Financially Unconstrained/Aspirational Bridge Projects

Project ID	Bridge	Location	Project Description	Cost in 2025 dollars
B01	"A" Line Canal Bridge	N. Ott Rd	Replace with Concrete Culvert	$250-$500k
B02	Barnhart Bridge (County Bridge 754)	Rieth Rd	Replace with concrete culvert	$250-$500k
B03	S. Fork Cold Springs Bridge (County Bridge 145)	S. Fork Cold Springs Rd.	Replace with concrete culvert	$250-$500k
B04	Umatilla River Bridge	Cuningham Rd	Replace with Steel / Truss Bridge	$1,300,000
B06	Wild Horse Creek Bridge	Sand Hollow Rd	Replace with Concrete Culvert	$250-$500k
B07	Berry West Birch	Yellow Jacket Rd.	Replace with Concrete Culvert	$250-$500k
B09	A Line Canal	E. Highland Ave.	Replace with Concrete Culvert	$250-$500k
B10	A Line Canal	Townsend Rd.	Replace with Concrete Culvert	$250-$500k
B11	Furnish Ditch	Stage Gulch Rd.	Replace with Prestressed Concrete Bridge	$500-$750k
B12	Emigrant Butte / Hunt Ditch	Emert Rd. (Co. Rd 1338)	Replace with Concrete Culvert	$250-$500k
B13	Hunt Ditch / Hunt Ditch	Whitehouse Rd.	Replace with Concrete Culvert	$250-$500k
B14	Hunt Ditch	Rosenburg Rd.	Replace with Concrete Culvert	$250-$500k
B16	Iskuulpa Creek Rail Bridge	Bingham Road	Replace with Concrete Culvert	$500-$750k

Figure 7-2
Aspirational Projects - Bridges



B# Bridge Project

Umatilla County

City Boundaries

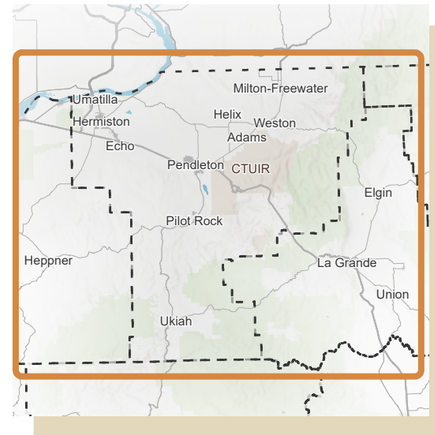
Tribal Lands

Forest Service Lands

UMATILLA COUNTY
est. 1862

Data Source - Umatilla County, 2002 Umatilla County TSP

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Table 7-3. Financially Unconstrained/Aspirational Roadway Projects

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars
Roadway/Pavement Improvement Projects				
R01	Punkin Center Rd.	Ott Road to OR 207	Coordinate with the City of Hermiston for urban upgrades within city limits. Outside of city limits, widen shoulders and upgrade to Major Collector standards	$4.4M
R02	Umatilla River Rd. Phase 1	US 730 to NW 11th St	Widen shoulders, install centerline rumble strips	$5.2M
R03	Edwards Rd	US 395 to Feedville Rd.	Shoulder widening and repaving	$2.5M
R04	Highland Ext	Canal Rd. to Edwards Rd.	Reconstruct and pave gravel sections	$1.1M
R05	Emigrant Rd.	St. Andrews Rd. to Poverty Flat Rd.	Repave and shoulders	$20+M
R07	Reith Rd	Birch Creek Rd to I-84	Repave sections as needed	$500k-$1.0M
R08	E Punkin Center Road.	Diagonal Rd. to Edwards Rd.	Repave sections as needed	$500k-$1.0M
R09	Powerline Road	Birch Creek Rd. to Washington State line	Repave sections as needed	$500k-$1.0M
R10	Goad Road	Tutuilla Church Rd. to Southern extents	Repave, pulverize and oil mat	$2.2M

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars
R11	Pambrun Road	OR 11 to Reford Ln.	Repave sections as needed	$4.2M
R12	Tutuilla Church Road	Goad Rd. to Market Rd.	Repave, pulverize and oil mat	$1.1M
R13	Kash Kash Road - Spliya Road	East of OR 331 to North of I-84	Coordinate with CTUIR and ODOT to close existing access to OR 331 and reroute Kash Kash Road north to a new intersection with Kusi Road	$2.3M
R14	N Cayuse Rd- Mann Rd	Cayuse-Bingham Rd to Crawford Hollow	Widen, add shoulders, and pave	$9.4M
R15	Theater Rd - SE 56th St	OR 30 to Mission Rd	Widen, add shoulders, and pave	$3.9M
R16	Motanic Rd- Sumac Rd - McKay Creek Rd	Best Rd to North Fork McKay Creek	Widen, add shoulders, pave and improve stormwater management	$20+M
R17	Mission Rd	Mustanger Rd to OR 331	Coordinated with CTUIR. Install speed feedback signage	$50k
R18	Cayuse-Bingham Rd	Emigrant Rd to Old Emigrant Hill Frontage Rd	Perform a speed study at key intersections to determine safety treatments	$50k
R19	Short Mile Rd	Mission Rd to Roadway Extents	Perform a speed study to determine safety treatments	$50k
R20	Riverside Ave	NE 37th St to Roadway Extents	Perform a speed study to determine safety treatments	$50k

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars
Intersection Improvement Projects				
I02	I-84 / OR 207 (Hermiston) interchange Improvements	-	Future traffic control/ interchange modification	+/-$1M
I03	Cayuse Road/ Cayuse River Road	-	Reconstruct the northern leg to improve intersection alignment	$1.2M
I04	River Road/ White Road	-	Reconstruct the southern leg to improve intersection alignment	$1.2M
I05	I-84 / Stanfield Meadows Road Interchange	-	Coordinated with ODOT to update the existing Interchange Area Management Plan (IAMP).	$400k
I06	Kirkpatrick Rd, vertical curve east of McKinley Lane	-	Perform a more detailed sight distance assessment to determine safety treatments	$25k
I07	I-82 / Lamb Road Interchange	-	Coordinate with ODOT to update the existing Interchange Area Management Plan (IAMP) to address changing travel patterns and growth expectations	$200k
Freight Improvement Projects				
F01	I-84 eastbound at approximately MP 191	Sign bridge at MP 191	Raise the sign bridge or replace the sign bridge with a cantilevered sign structure to allow over-height loads to stay on the freeway rather than relying upon the state and local county roadway networks to bypass the structure.	$2.0M

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars
F02	I-84 at Echo Meadows Rd overpass	Structure No. 09422 at MP 187.24	Raise or replace the bridge over I-84 to allow over-height loads to stay on the freeway rather than relying upon the other state or local county roadway networks to bypass the structure.	$15+M
F03	I-84 westbound truck climbing lane	MP 204 to MP 207	Widen I-84 to include a truck climbing lane	$8.7M
Safety Projects				
S01	US 395	Punkin Center Road to US 730	Coordinate with ODOT to help implement raised medians along portions of US 395 to better manage left-turn and U-turn movements. Install enhanced mid-block crossings as appropriate	$700k
S03	OR 11	Milton-Freewater City Limits to WA State Line	Coordinated with ODOT to help implement raised medians to better manage left- turn and U-turn movements, install rumble strips, and improved lighting	$600k
S04	OR 11	OR 204 to Just north of CR 643	Coordinate with ODOT to help implement northbound edge line rumble strips, centerline snow-plowable reflectors, or recessed pavement markers	$250k-$500k

Project ID	Roadway/Intersection	Project Location/Extents	Project Description	Cost in 2025 dollars
S05	US 395	South of Ukiah MP 51.8 to MP 54.7	Coordinate with ODOT to help implement roadside and centerline rumble strips, shield roadside hazards where appropriate, and install additional curve signing where applicable	$2.7M
S06	US 395	Airport Rd. to Stanfield city limits	Coordinate with ODOT to help implement. Restricted Crossing U-Turn (RCUT) improvements along the US 395 corridor	ODOT Programmed Funding
S08	US 730	West Umatilla County line to Umatilla City Limits	Coordinate with ODOT to help implement raised medians to better manage left-turn and U-turn movements, additional animal crossing warning signage, and street lighting	$350k-$500k
S09	Stanfield Meadows Road	OR 207 to ½-mile to the east	Install centerline pavement markers that are plowable, restripe fog lines and install speed feedback signing	$25k-$50k
S10	OR 37	CR 1172 to West of Holdman Cemetery	Coordinate with ODOT to help implement centerline and edge line rumble strips, maintain signage, and add chevrons approaching all horizontal curves from both directions.	$50k-$100k

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Figure 7-3
Aspirational Projects - Roadway

- I# Intersection Improvement Project
- S# Safety Improvement Project
- R# Roadway/ Pavement Improvement Project
- F# Freight Improvement Project
- Umatilla County
- City Boundaries
- Tribal Lands
- Urban Growth Boundaries
- Forest Service Lands

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Data Source - Umatilla County, 2002 Umatilla County TSP, TransGIS

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Table 7-4. Financially Unconstrained/Aspirational Multimodal Projects

Project ID	Project	Project Extents	Project Description	Cost in 2025 dollars
M01	OR 207	Hermiston to Hat Rock State Park	Coordinated with ODOT to help implement widened highway shoulders to provide a striped buffered shoulder along both sides of OR 207 from Hermiston to Hat Rock State Park. Provide a BLTS 2-level facility for regional recreation.	$12.5M
M03	Umatilla River Trail	Various roadway and off-road segments between Hermiston and Echo	Construct a multi-use trail from Echo to Stanfield and Hermiston, mainly along the Umatilla River and segments of Stanfield Meadows Road. Provides a PLTS/BLTS 1-level facility for regional connectivity and recreation.	$18.4M
M04	Reith Road	Echo to Pendleton	Widen existing highway shoulders to provide a striped, buffered shoulder along both sides of Reith Road. Provide a BLTS 2-level facility for regional recreation.	$30+M
M05	Umatilla River Trail		Construct a multi-use trail (hard surface, soft surface, or both) extending 3.9 miles from the western terminus of the River Walk along the Flood District #1 levee. Provide a PLTS/BLTS 1-level facility for regional connectivity and recreation.	$2.7M
M06	Pendleton to Athena Trail	Various roadway and off-road segments between Pendleton and Athena	Construct a soft-surface multi-use trail extending along an old rail right-of-way east of Pendleton to Adams and Athena. Provide a PLTS/BLTS 1-level facility for regional connectivity and recreation.	$40+M
M07	Mission to Blue Mountain Scenic Corridor	Old Emigrant Hill Rd	Widen existing roadway shoulders to provide a striped, buffered shoulder along both sides of Old Emigrant Hill Road. Provide a BLTS 1-level facility for regional recreation.	$50+M

Project ID	Project	Project Extents	Project Description	Cost in 2025 dollars
M09	Weston to Milton Freewater Connection	York Rd and other corridors	Construct a separated multi-use pathway along York Road and Dry Creek Road connecting Weston to the Milton-Freewater vicinity. Provide a PLTS/BLTS 1-level facility for regional connectivity and recreation.	$20+M
M10	Community Connection 8 - Milton-Freewater and Walla Walla	-	Install shared lane signing	$900k
M11	Community Connection 11 - Milton-Freewater Cemetery Loop	-	Install shared lane signing	$400k
M12	Milton-Freewater to National Forest	-	Install shared lane signing	$1.1M
M13	Community Connection 10 - Milton-Freewater and Walla Walla	-	Install shared lane signing	$400k
M14	Walla Walla Valley Rail Pathway	Freewater Highway and OR 11 (Milton-Freewater	Construct a multi-use path to provide a PLTS/BLTS 1-level facility for regional connectivity and recreation.	$16+M

Project ID	Project	Project Extents	Project Description	Cost in 2025 dollars
M15	Community Connection 9 - Milton-Freewater and Walla Walla	-	Install shared lane signing	$300k
M16	West Bike Route 3 - Stateline	-	Install shared lane signing	$650k
M17	Nixyaawii-Watiks Trail	-	Construct a separated multi-use path connecting Mission Road and NE 45th St in Riverside	$2.6M
M19	Short Mile Road Multi-Use Path	-	Construct a multi-use path upto Sampson Lane, adjacent to the Union Pacific Railroad maintenance road to River Road to North Cayuse Road Bridge.	$3.9M
M21	Kirkpatrick Road	-	Widen and install shoulder bikeways on both sides of the roadway from OR 331 to McKinley Lane.	$2.4M
M22	Cayuse Road	-	Widen and install shoulder bikeways on both sides of the roadway from Emigrant Road to River Road.	$6.8M
M23	Lewis & Clark National Historic Trail	Hat Rock State Park to State Line	Coordinate with ODOT to plan for segments of widened highway shoulders and separated multiuse paths along one side of US 730. Provide a BLTS 1-level facility for regional recreation.	$20+M

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Figure 7-4

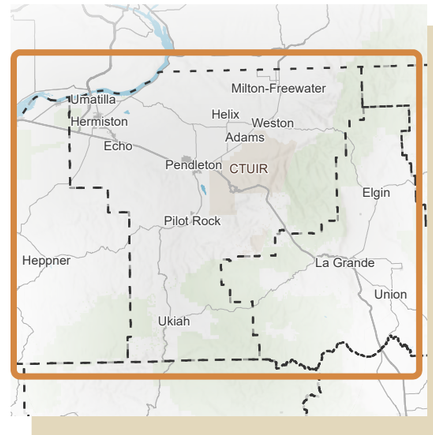
Aspirational Projects - Multimodal

- M# Bike Lane Project
- M# Multi-use Path Project
- M# Shared Roads Project
- M# Shoulder Bikeway Project
- Umatilla County
- Urban Growth Boundaries
- City Boundaries
- Tribal Lands
- Forest Service Lands

Data Source - ODOT TransGIS, Umatilla County, Hermiston Parks, Recreation and Open Spaces Master Plan, Pendleton TSP, Pendleton ATP, Umatilla City TSP, CTUIR TSP, Blue Mountain Tail Plan, Umatilla River Trail Plan

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