

The background image shows a wide river or lake under a clear blue sky. In the distance, a long dam or bridge spans the water, with a large, rounded hill or mountain behind it. The foreground on the left features a rocky shoreline with some green moss and the overhanging branches of a tree. A semi-transparent rectangular box with a white border is centered over the middle of the image, containing the title text.

# Umatilla Together: Framework Plan



# ACKNOWLEDGEMENTS

Thank you Umatilla! Thank you for inviting us into your community, your homes, and your lives. It has been very meaningful to talk with you all and we really appreciate the time and kindness everyone has showed us during this visioning process. Your dedication to create a vibrant and thriving community has been inspiring and we are extremely grateful to have had the opportunity to work in Umatilla. By working together, you have the opportunity to do great things.

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## PURPOSE

Develop a community vision that connects and enhances existing assets, centered around the downtown corridor and provides recommendations that craft a local and regional identity for the City of Umatilla.







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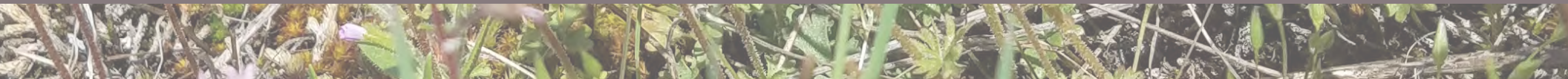
# INTRODUCTION







THE CITY & THE PEOPLE  
CONTEXT  
HISTORY & HERITAGE





# THE CITY

The city of Umatilla is surrounded by rolling hills, sitting at the confluence of the Columbia and Umatilla Rivers. The natural beauty of eastern Oregon and abundant waterways have had an unmistakable influence on the development of the city over the years. The relationship between the built environment and natural landscape has been deeply intertwined, crafting a distinct identity over the years and providing the background for a vibrant and unique sense of place. Preserving and enhancing the scenery, while also embracing the rich heritage of the city will distinguish Umatilla as a city brimming with opportunity, shaping its growth over the coming years.







## THE PEOPLE

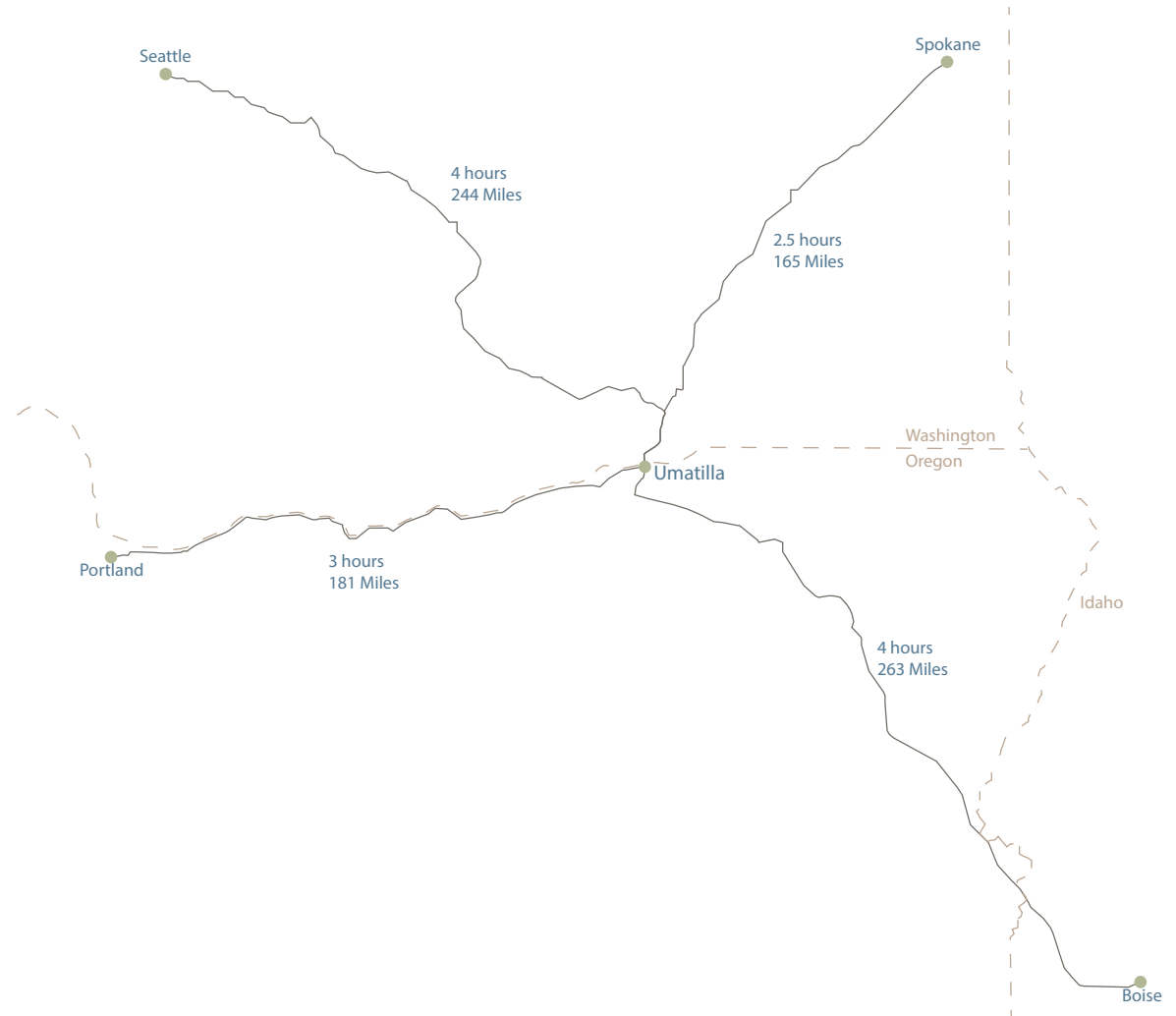
Constantly adapting and changing through the years, the present day location of the city of Umatilla is the ancestral home to the native people of the lower Columbia. The Umatilla tribe, Shahap-tian speaking river people, lived off the bounty that the water and lands provided. As time progressed, the lands once again provided resources to the early settlers during the Gold Rush Era that allowed the town to flourish. Umatilla was the location of the original county courthouse, constructed in 1866. The era of big dams harnessed energy from the rivers and allowed the region to grow with the construction of McNary Dam.

From Rippling Waters to Landing Days, the river system has always been the lifblood of the people; providing resources and creating communities with strong connections to the landscape. While change over the years has been constant, the people have remained unwavering in their dedication to create a community that reflects strong family ties and traditional values. Today, the city is on the cusp of a new change, with a growing Latino community that embodies rich cultural values that will strengthen the fabric of society, enriching the overall community by bridging the generations.

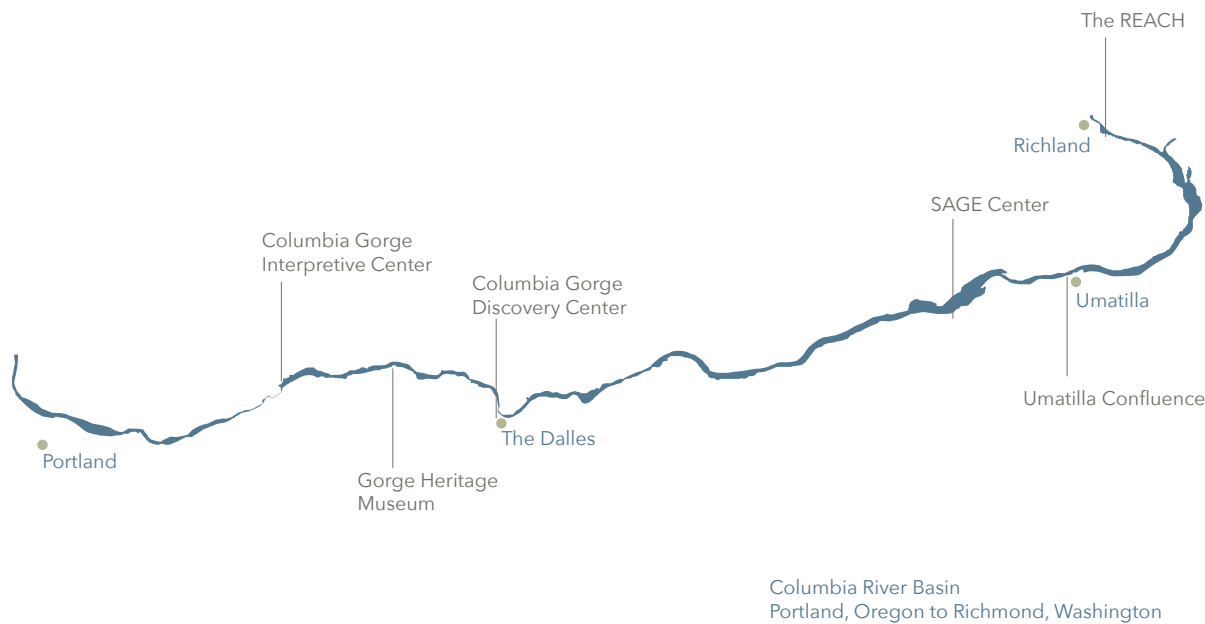
# PROJECT BACKGROUND

## REGIONAL CONTEXT

Exploration of the Pacific Northwest conjures up images of breathtaking landscapes, powerful rivers, rich agricultural lands, and active communities. The rugged landscapes continue to attract people to the region with continued promise of opportunity and discovery. Today, the region contains some of the fastest growing metropolitan regions within North America. Umatilla is identified geographically and culturally as part of Eastern Oregon, lying at an intersection to some of the region's key metropolitan hubs, along the border of Oregon and Washington and within close proximity to Idaho.



Map 1.1



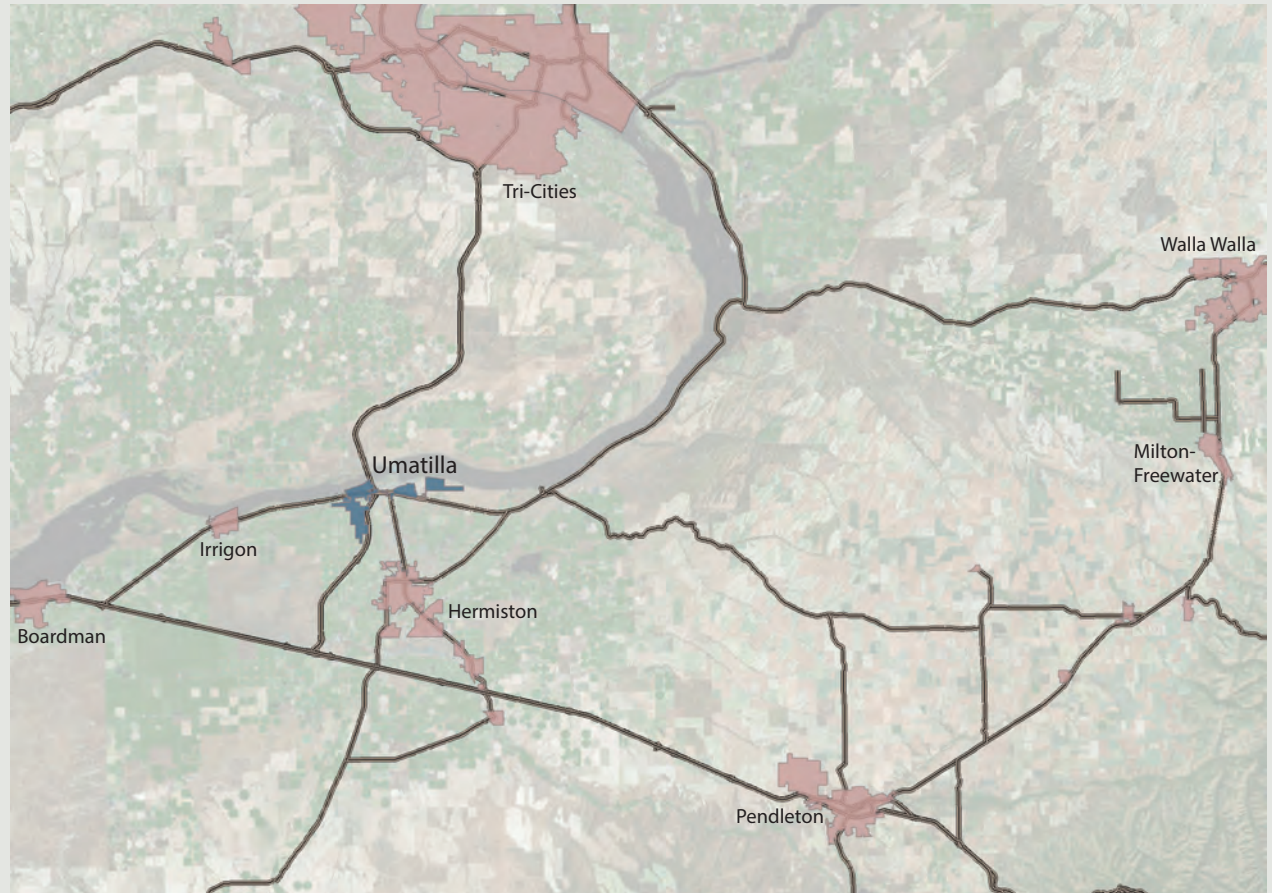
Map 1.2

## REGIONAL CONTEXT

The city of Umatilla is a part of a network of cities that stretch along the Columbia River as it flows from the inner regions of the Pacific Northwest to the Pacific Ocean. Along the river network today are numerous museums and attractions that share the uniqueness of the river history, culture, and natural beauty. Umatilla, as the setting for the oldest permanent settlement of Native Americans dating back to 470 BCE is well positioned to take its place amongst some of the great historical sites along the river.

## REGIONAL CONTEXT

Regionally, the City of Umatilla was the county seat until 1868, and now is part of the “West End District” (i.e., comprised of Hermiston, Stanfield, Echo, and Umatilla) within Umatilla County. Umatilla County was officially established on September 27, 1862, and spans 3,231 square miles, 16 square miles of which are comprised of only waterways. While the surrounding fertile lands provide a strong agricultural base to the county’s economy, within the region, communities have historically relied on water from the rivers to support growth, development, and the local economy.



Map 1.3







## LOCAL CONTEXT

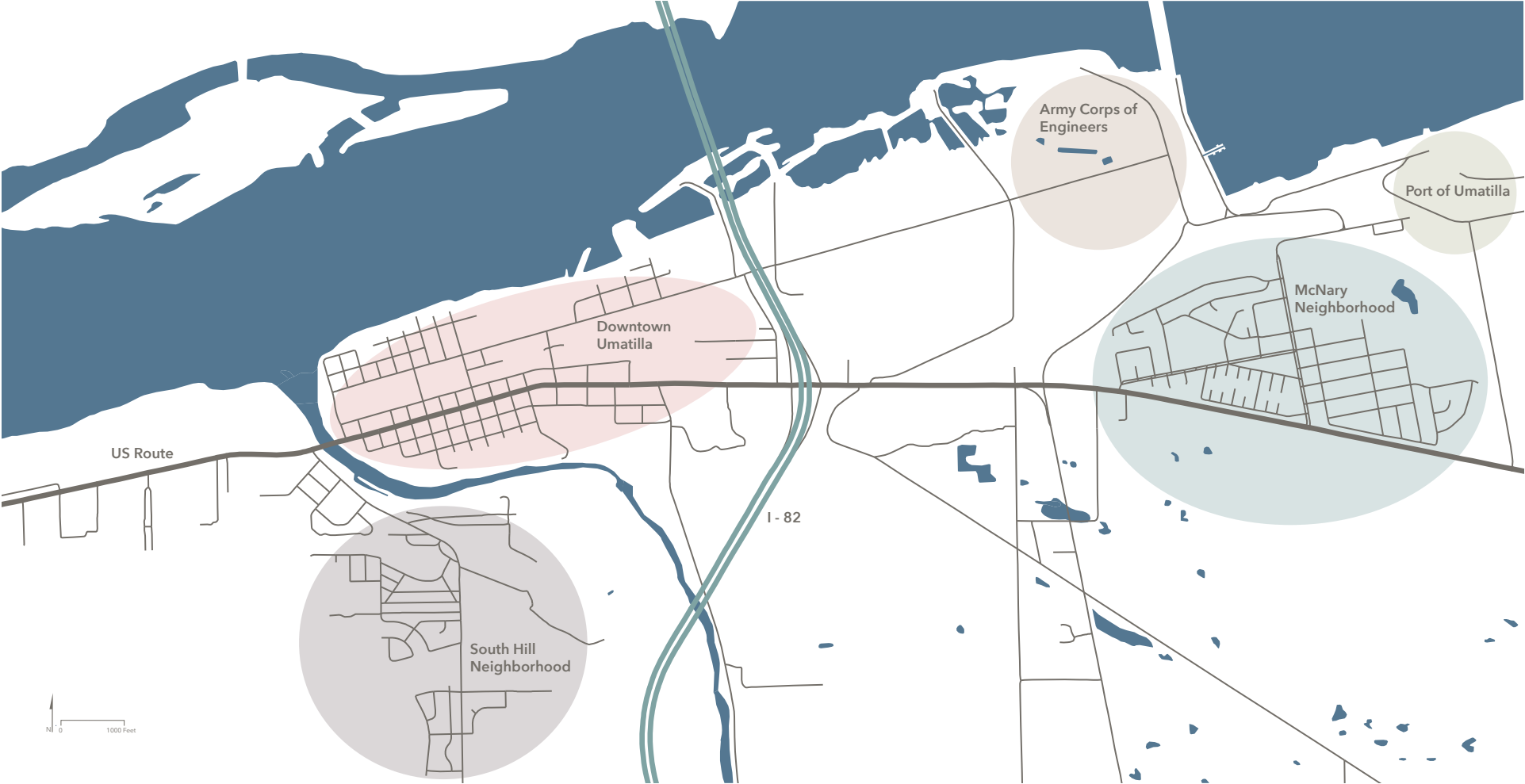
U.S. Route 730 runs through the downtown corridor (i.e., 6th Street) and serves as a main connector for commuters traveling to and from the Tri-Cities and Boardman. Businesses are primarily centered along 6th Street and consist of professional, commercial, and essential services.

McNary Dam opened in 1954 and is operated by the Army Corps of Engineers. The Army Corps, Port of Umatilla, Umatilla County, and Confederated Tribes of Umatilla Indian Reservation (CTUIR) are major property owners within the city. The city's stunning landscape and resources provide ample opportunities to explore and recreate; offering expansive vistas, wildlife sanctuaries, and plenty of wide open space.

The Umatilla River flows through the heart of the city and the Columbia River defines the northern boundary. The city is intersected by two major highways (U.S. Route 730 and I-82) and contains the Port of Umatilla, the most eastern river port in the state of Oregon. The McNary townsite was built east of Umatilla in 1948 as a "home town" for the Army Corps of Engineers while the McNary Dam was being built. After the dam was completed, most of the workers moved on to other opportunities and the McNary townsite was annexed into Umatilla in 1973. The other main residential areas within city limits include the South Hill neighborhood, the marina, and downtown corridor.



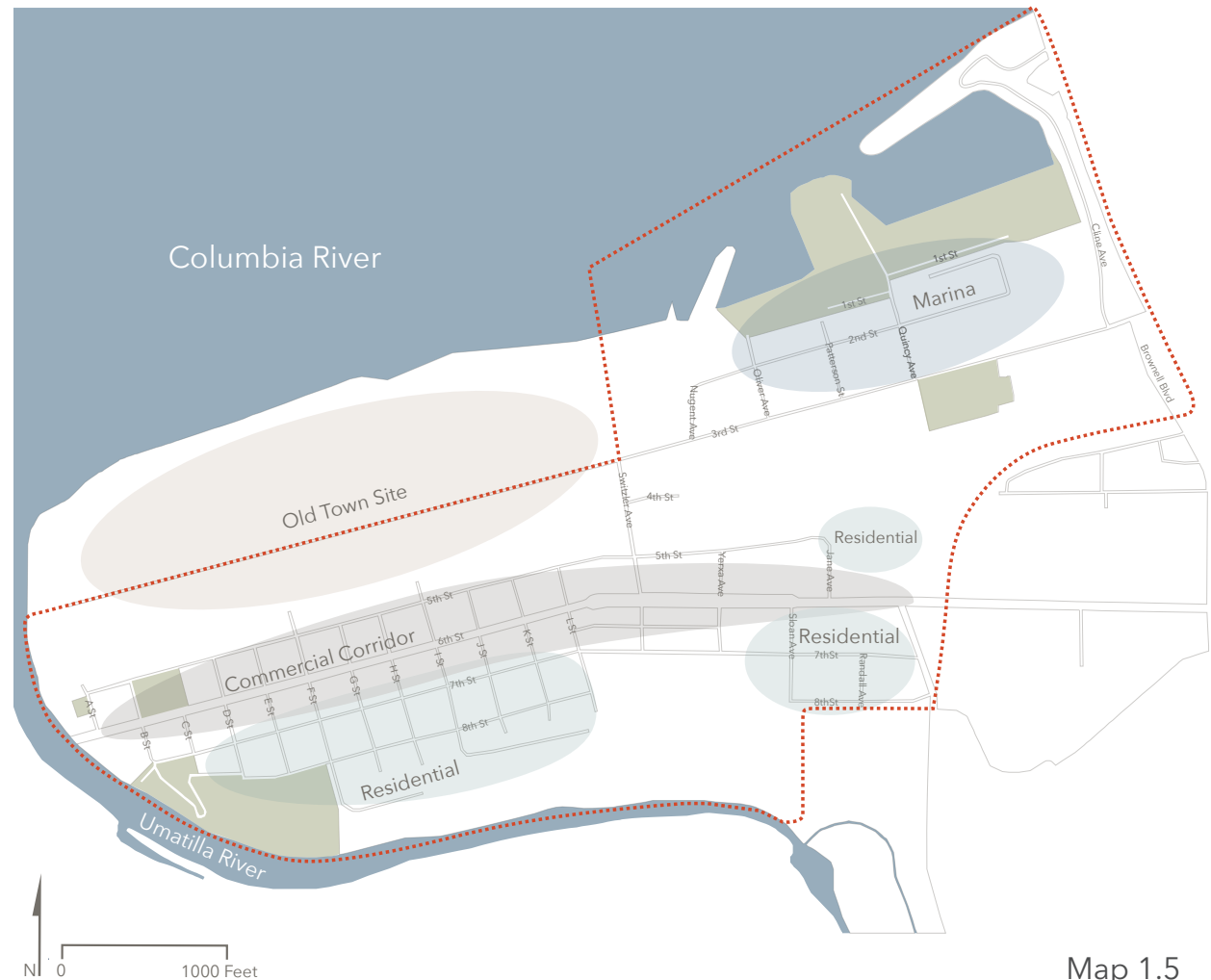
LOCAL CONTEXT



Map 1.4

## PROJECT AREA

Confluentis Planning, in partnership with the City and County of Umatilla, had initial conversations on how best to approach a framework plan. The decision was to focus on key natural and built assets within the community, including the marina, downtown corridor, Old Town waterfront site, and surrounding residential communities. The project area lies in the heart of Umatilla, encompassing the downtown corridor and other important sites in the city, such as Umatilla High School and the Marina Park. The western and southern edges of the project area are dictated by the Umatilla River, while the eastern boundary extends to the Interstate. 3rd Street, running parallel with 6th Street, cuts through the lower section of the Old Town Site, which was chosen as the northern boundary. Part of the framework plan will entail enhancing connectivity between the proposed waterfront preservation plan, a collaborative project with CTUIR and the City, and the commercial corridor. Overall, the boundaries were created to encompass a shared vision and catalyst for community progress.



Map 1.5







# HISTORY & HERITAGE

## RIPPLING WATER

"Water was created first, life and land were created next, land promised to take care of all life, all life promised to take care of the land."

The Old Town waterfront property, at the confluence of the Umatilla River and the Columbia River, is of national and regional significance dating back over 8,000 years of use. It was a permanent village site for the Umatilla Tribe for thousands of years, and then became the location for the city of Umatilla in 1864. When the John Day Dam was constructed in the middle of the 20th century, the Army Corps of Engineers condemned the site as a floodplain, and downtown Umatilla was moved just south of where it once stood.

## THE SALOON DAYS AND GOLD RUSH

During the days of the commercial supremacy of Umatilla Landing, there was something to do every day and every night. In the 1860s, the town had a population of 1,500 & a floating population - those staying for short periods of time - of about the same. In those times, Umatilla was the largest city in Eastern Oregon. The men who resided in Umatilla, most of which were gold speculators, who made their way along the Columbia River in search of riches, were by no means Sunday school teachers.



**"IT WAS A RAW TOWN  
OPEN ALL NIGHT AND FULL  
OF TOUGH MULE SKINNERS  
AND WILD-EYED GENTS  
WITH GOLD IN THEIR POCK-  
ETS AND A HANKERING FOR  
WHISKEY"**

*- Excerpt from The Sun,  
Umatilla's out-of-print  
newspaper*





**"THEY [UMATILLA RESIDENTS] WERE RIDING RACES UP AND DOWN THE PLANK SIDEWALKS ON THEIR HORSES, OCCASIONALLY VARYING THE PROCEEDINGS BY LETTING OUT A WARWHOP AND FIRING THEIR GUNS IN THE AIR."**

*- Excerpt from The Sun*



Umatilla was projected to be the successful rival of Walla Walla until the gold rush subsided and the town lost its county seat. The area's fertile land then opened it up to a largely agricultural economy based on dryland wheat farming. Fruit, grain, timber, cattle, and sheep were all important agricultural products. The population of towns in nearby Grant and Union County gradually increased and subsequently decreased the population of Umatilla Landing.

Even after losing much of its population to towns further east, Umatilla was still the rendezvous for all the freighters from Grand Ronde, Powder River, and the Idaho country. When the railroad was completed in 1883, the town joined the vast throng of industrial centers. In the mining days, Umatilla rose to great prominence only to quickly decline due to changing conditions resulting from an increased population and the extension of railway lines. The railroad spurred Umatilla County's economy to boom, but this time the boom was based on grain and wool instead of from the pursuit of gold.



## ALL-WOMAN ADMINISTRATION

In 1912, women won the right to vote in Oregon. In 1916, an all woman administration was elected in Umatilla, when the wife of the former Mayor E.E. Starcher, Laura Starcher, pictured to the right, ran against and defeated an all-male ticket. She defeated her husband by a majority of 28 votes out of 174 ballots cast. The all-female administration included a woman Mayor, four Councilwomen, a woman Recorder, and a woman Treasurer. From 1916 to 1920, women officially governed Umatilla. In addition to routine work, the women installed water heaters and established the first city library.

In her victory speech, Starcher stated, "We will not leave the enforcement of our laws to any man because past experience has proven the laws will not be strictly enforced."



"THAT WAS THE FIRST THE MEN OF THE COMMUNITY KNEW OF IT [THE ALL-WOMAN BALLOT]. THEY LAUGHED AT THE RUMOR, BUT IT WASN'T A RUMOR. IT WAS SUCH A COLD FACT THAT THE MEN, WHO ALSO WERE RUNNING FOR OFFICES, ARE STILL WONDERING TONIGHT HOW IT ALL HAPPENED."

- Excerpt from *The Sun*,  
Umatilla's out-of-print  
newspaper







## TODAY'S OPPORTUNITIES

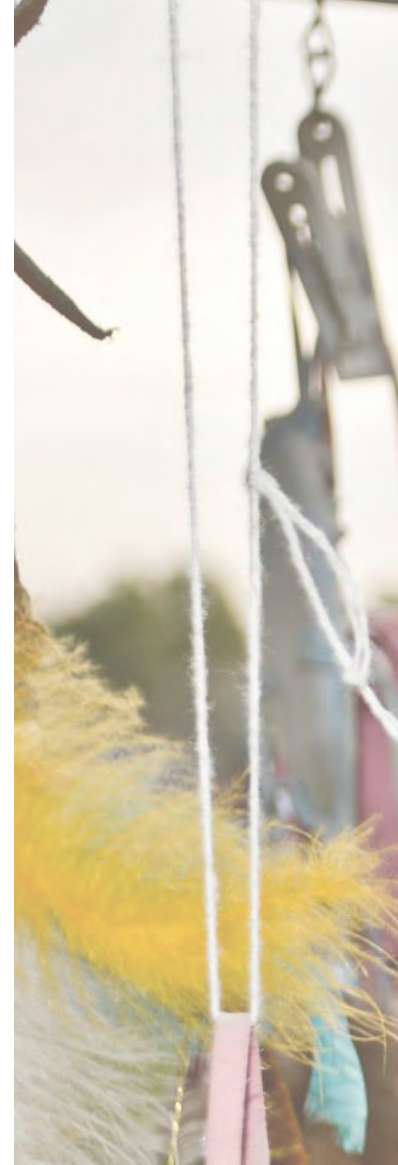
The citizens have desired access to the Umatilla and Columbia Rivers ever since the Army Corps of Engineers condemned Old Town. However, the area is also of cultural significance to CTUIR. Finding the right balance between preserving the culture of the site and allowing access to the Old Town Site has been a challenge. Combining these elements has been sought for decades but has never been achieved.

Recognizing these needs, CTUIR and the City of Umatilla have had preliminary discussions with the Army Corps of Engineers, the current owner of the property, and they have submitted a proposal for a waterfront preservation plan. The plan will include the cultural preservation of the existing pre-contact and historical elements of the site while also connecting people to the river with cultural interpretation that showcase the site's significance and natural beauty. The people have always been deeply connected to the land and the river, highlighting a common theme throughout history and continues into today.

## THE TIME IS NOW

Umatilla Together sets the stage for great opportunities and seeks to inspire Umatilla to imagine what the city could be: a truly desirable place to live, work, learn, and play.

# INFORMING THE VISION







EXISTING CONDITIONS  
COMMUNITY BIOGRAPHY  
COMMUNITY ENGAGEMENT  
CHALLENGES & OPPORTUNITIES









## INFORMING THE VISION

The motivation for Umatilla Together comes from the people of Umatilla, inspired by the commitment to see the city become a thriving and active community. The City of Umatilla initiated a visionary process in 2017 that signaled a shift in the planning culture of the city.

Centered around the downtown corridor, the project area expanded to include specific community assets. These are places, such as the marina on the Columbia River and Umatilla High School, that are already gathering spaces for the community and serve as areas for activity and embody community pride.

Umatilla Together built upon past outreach efforts of the community, background research, and internal analysis. Current conditions, of the built and natural environment, reinforced by community engagement, laid the foundation for envisioning the pathway forward.

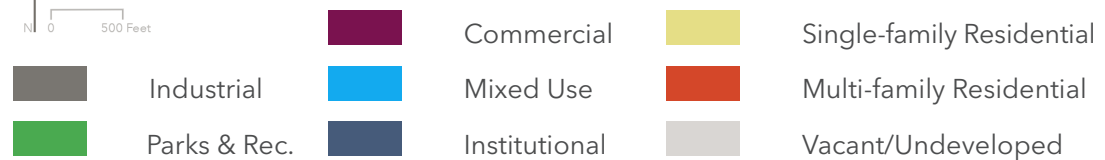
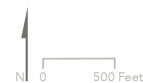


# EXISTING CONDITIONS

## LAND USE

In 2016, the city underwent a lengthy overhaul of their comprehensive zoning map. Currently, 61.2% of the total developed tax lots within the project area are zoned for residential development.

Single-family residential is mainly located along 7th and 8th Street, while multi-family residential is mostly concentrated in the eastern section of the project area around Switzler Avenue, and near the Marina Park. While single-family residential may be the most abundant land use within the project area, housing issues are increasingly becoming a regional and statewide issue in Oregon. A report by Umatilla County illuminates the fact that the housing crisis is not due to unavailable land, but a shortage of structures.



Map 2.1

# EXISTING CONDITIONS

## UNDEVELOPED LAND

Countywide there appears to be a large supply of lands zoned for residential development. Umatilla has 265 undeveloped parcels, 3rd highest in the county. In the project area, 21.2% of the tax lots available for development are currently undeveloped, including large swaths of land north of 5th Street.



\*Excluding land for parks.Map 2.2



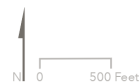


# EXISTING CONDITIONS

## LAND OWNERSHIP

While it may seem that there is no shortage of land to be developed, a majority of the properties within the project area (60%), are owned by the federal government (majority Army Corps of Engineers) and has limitations on any future development.

Accessibility of these lands is further impeded by Union Pacific Railroad, which is also a main property owner within the core of the project area. Luckily, renewed partnerships between CTUIR and the City present exciting opportunities to reconnect the community with the waterfront and celebrate the city's rich heritage through a waterfront preservation plan.



Map 2.3







Map 2.4

## EXISTING CONDITIONS

### PARK SPACES

Further connecting the community to the waterfront, the majority of existing parks and open spaces within the project area exist along the Columbia and Umatilla Rivers. The city of Umatilla has roughly 200 acres of parks and open space, while the project area has 86 of these acres, mainly due to the marina. The Marina Park contains boat docks and a public beach, and the 3rd Street Soccer Field just south of the Marina Park. According to the City's 2016 Capital Improvement Plan, adding additional soccer fields along 3rd Street to create a soccer complex ranked first in community priorities.

Open Space also refers to any undeveloped land with particular conservation or recreation interest. Considering the limitations attached to federal land within the project area, the opportunity for increasing park space and enhancing the overall quality of life is abundant. The rivers and open spaces are major assets to the city, and increasing parks has been mentioned as a top community priority.

# EXISTING CONDITIONS

## 6TH STREET BUSINESSES

Most of the businesses in Umatilla are concentrated on 6th Street, in the downtown corridor. Roughly one mile long, 6th Street also serves as U.S. Route 730. As of April 2017, there were 33 operating businesses along the commercial corridor. Many residents, city leaders, and property owners have expressed great concern over the numerous vacant buildings present throughout the corridor.

**"UMATILLA IS A CITY FILLED WITH AMAZING PEOPLE AND BEAUTY, IT IS TIME WE CAPITALIZE ON THE OPPORTUNITY"**

*- BUSINESS MIXER PARTICIPANT*



Map 2.5





- Local Street
- Collector
- Arterial

Map 2.6

## EXISTING CONDITIONS

### VEHICLE NETWORK

6th Street is a very active east/west automobile and freight truck route. 3rd and 7th Street are also classified as east/west collector routes, while F Street and Switzler Avenue provide the current primary north/south connections.

9.5 OUT OF 10 TRIPS MADE  
WITHIN THE CITY OF  
UMATILLA ARE BY CAR

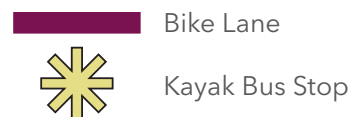
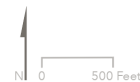


# EXISTING CONDITIONS

## CONNECTIVITY

Connectivity is important for linking people to the area in which they live , work, learn and play. Access to active transportation can play a major role in overall livability and quality of life. Diverse transportation networks are imperative to a healthy community. Currently the only designated bike lane in the project area is on Switzler Avenue, connecting to the multi-use path located along 3rd Street. The sidewalk improvement project focuses on improving accessibility to active transportation options, and enhances the sidewalk conditions in the downtown corridor, acting as a catalyst for revitalization.

The project area is intersected by the Lewis and Clark Commemorative Trail, a seven mile path along the Columbia River. There are two multi-use paths within the project area, one located along 3rd Street adjacent to the marina, and the other along the Umatilla River. Kayak Public Transit, the regional transit agency operated by CTUIR, has bus stops at the corner of 6th and H Street and 6th Street and Yerxa Avenue.



Map 2.7



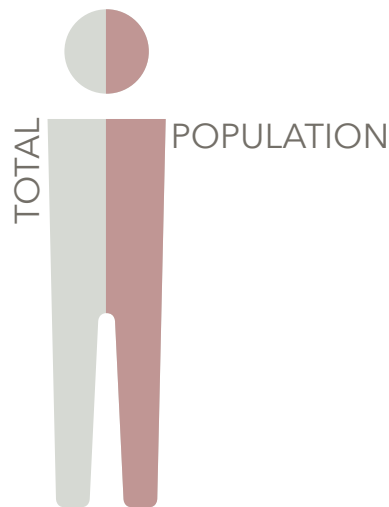


# COMMUNITY BIOGRAPHY

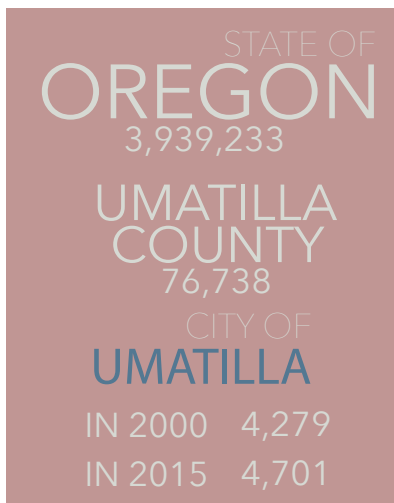
## TOTAL POPULATION

While the city may have undergone a lot of change over years, the resiliency of the people to embrace the changes and see them as opportunities presents exciting possibilities.

Based on the 2015 American Community Survey, the City of Umatilla's population was 6,999.



The inmate population of the Two Rivers Correctional Institution, located within Umatilla's city boundaries, was removed from the census data to provide a more accurate portrayal of changes in Umatilla's demographics from the year 2000 to 2015. With the group quarters removed, Umatilla's civilian population was 4,701, up from 4,279 in 2000. This indicates that Umatilla has grown by roughly 10% from 2000 to 2015. For comparison, Oregon and Umatilla County's population statistics are juxtaposed with Umatilla.



All data is derived from the U.S. Census Bureau.

Fig 2.1

## RACE AND ETHNICITY

With the increase in overall population, Umatilla has also experienced an increase in diversity. Embracing this diversity and seeing it as an opportunity to strengthen the fabric of society will help enrich the overall community, reflect deep family values and bridge the generations. Creating more culturally diverse programs and opportunities within Umatilla is important as the demographics continue to change.



## RACE/ETHNICITY

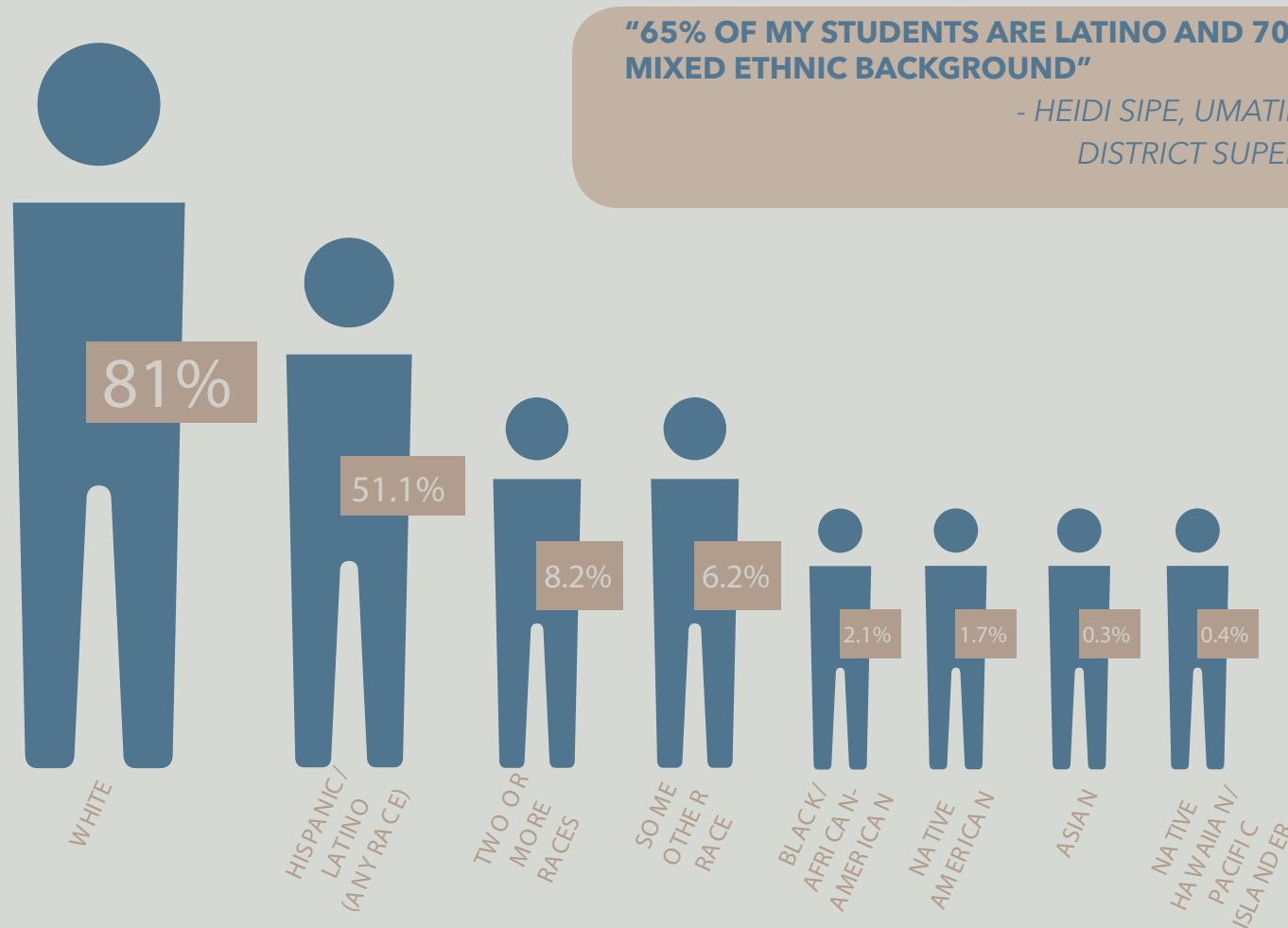


Fig 2.2

The White population of Umatilla increased from 72.1% of the total population in 2000 to 81% in 2015. It is now roughly equivalent to the state and county ratios. Percentages of other races and ethnicities are also roughly equivalent to state averages, with the exception being the Hispanic/Latino population. The non-institutionalized Hispanic/Latino population of Umatilla is more than 4 times the Hispanic/Latino population of the state of Oregon. Whereas in Umatilla, the percentage of Hispanic/Latino residents is 51.1%, in Oregon it is 12.3%, and at the county level it is 25.3%. Despite the extensive Native American history within the city of Umatilla and the surrounding area, the population of Native Americans is a mere 1.7%, compared to 2.8% at the county level and 1.2% state-wide.

## COMMUNITY BIOGRAPHY

### TOTAL POPULATION BY AGE

The median age in Umatilla is 32, which is lower than the county and the state of Oregon. Total population by age shows that the majority of the population is within the ages of 20-54, those within their prime working ages - an interesting statistic considering that 61.7% of Umatilla residents were not in the labor force in 2015.

### COMMUNITY WORKFORCE

Given the rich and fertile landscape of the region, it comes as no surprise that the majority of the workforce is in resource-based industries such as manufacturing, agriculture, forestry, fishing, hunting, and mining.

According to the 2015 ACS, roughly 44% of the city's workforce is employed in these industries. According to several one-on-one interviews with residents, Umatilla is home to many migrant workers who moved to the area because of better work opportunities and a quiet community in which to raise their families.

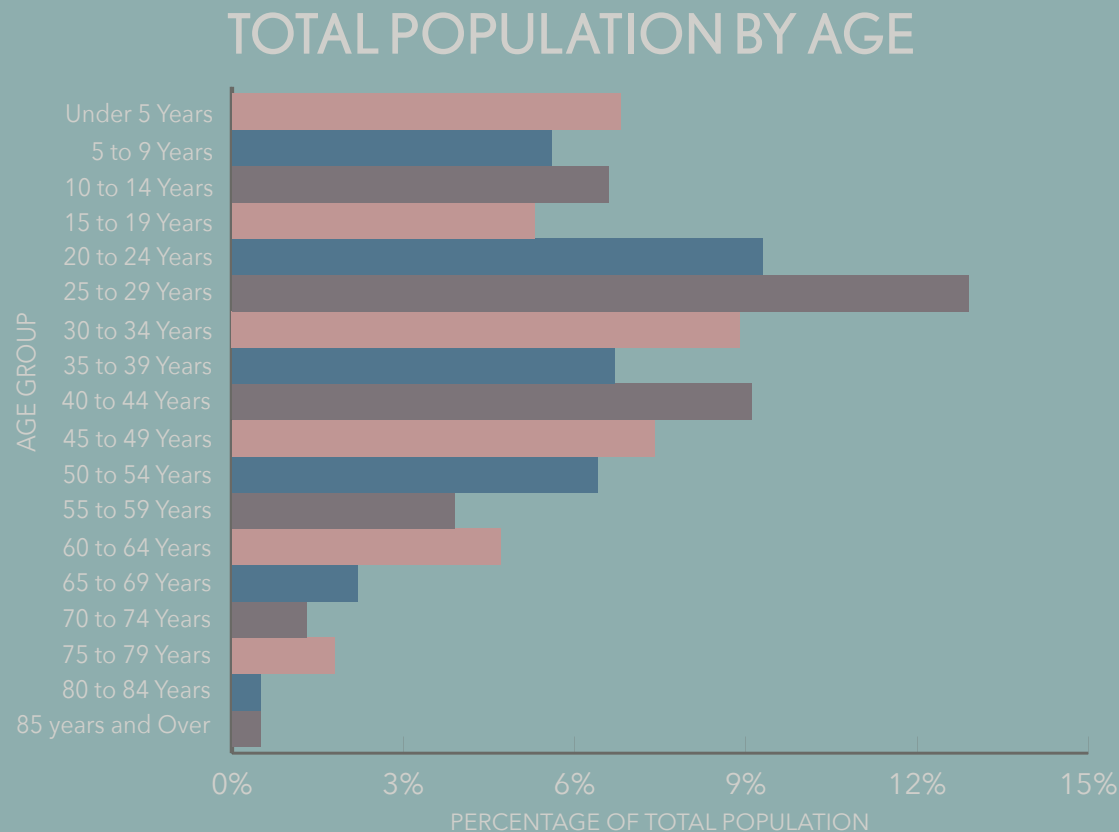


Fig 2.3



While many newcomers have come to call Umatilla home in recent years, people are often employed elsewhere in the region. Umatilla sits conveniently in the middle of numerous large employment centers within a short drive of the city. This includes the Tri-Cities and Walla Walla across the river in Washington, Hermiston and Pendleton just south of the city, and Boardman, a 20-minute drive west of Umatilla.

On average, households in Umatilla make less than the average household in the state of Oregon and Umatilla County. With that being said, Umatilla’s median household income (MHI) has increased by 30% from 2000 to 2015, reflecting new opportunities in manufacturing and trade, transportation, and utilities.

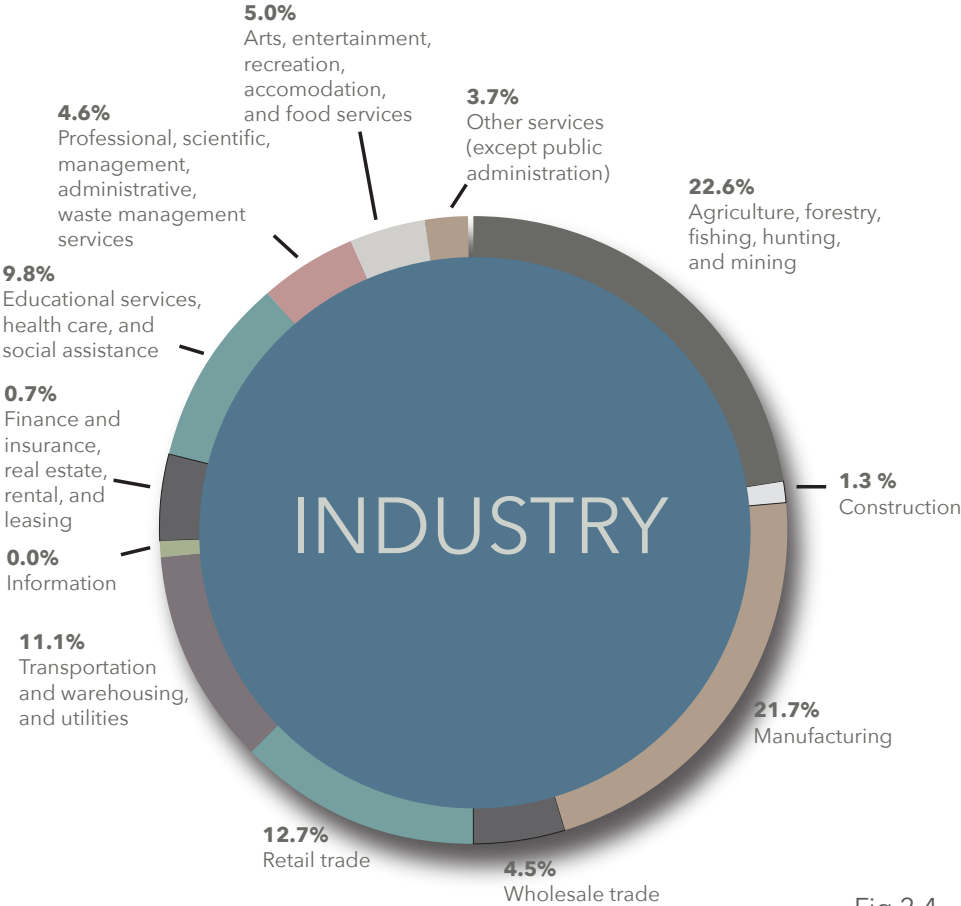


Fig 2.4



# COMMUNITY ENGAGEMENT

## GOAL OF ENGAGEMENT

To create a vision plan that is reflective of Umatilla's values, with special emphasis on traditionally underrepresented voices.

## PURPOSE OF ENGAGEMENT

Umatilla is a city filled with a diverse spread of passionate, engaged and ready-to-mobilize community members. Imperative to the success of this plan is the harnessing of the community's energy through engagement to foster collective buy-in and ownership. Further, lending an ear to the shared desires of the community presents an opportunity to lift the voices of those who are often underrepresented in traditional planning processes. Given the demographic makeup of Umatilla, the traditionally underrepresented communities identified include Latino, Youth and Seniors. Results from all outreach efforts have enhanced and colored the proposed recommendations. Detailed results can be found in the Appendix, under the section titled, *Community Engagement Summaries*.



# COMMUNITY ENGAGEMENT TIMELINE

Method/Event	Overview	Date	Number of People Engaged
Initial meeting with client and stakeholders	Met with the client and other key stakeholders to discuss the upcoming project and to flesh-out final details.	2.8.17	8
Tamastslíkt Cultural Institute	Visited the Tamastslíkt Cultural Institute, an interpretive center for the Confederated Tribes of the Umatilla Indian Reservation (CTUIR).	3.9.17	3
Community Kick-Off	An interactive event including mapping favorite locations in town, writing ideas about desired goods, services and activities to be found in Umatilla, expressing future visions through art, and capturing the community through a photobooth.	3.10.17	50
Strategic Interviews	Interviews with community leaders, historians, organizational contacts, city officials, and members from priority populations.	3.10.17 - 5.10.17	15
Slam Dunk the Junk	An annual clean-up event organized by the City of Umatilla.	4.1.17	30
Business Outreach	Visited businesses throughout the city to introduce the project to business owners and to invite them to an upcoming business mixer.	4.12.17 - 4.20.17	42
Youth Surveys	Surveys created by the Youth Council were distributed to the student body, inquiring about the downtown area and opinions about amenities they would like to see in Umatilla, amongst other information.	4.13.17 - 5.1.17	46
Latino Focus Group	A focus group was organized by reaching out directly to Latino community members through the Umatilla School District.	4.21.17	10
Old Town site visit with CTUIR	Guided tour of the Old Town site by members of CTUIR's Cultural Resource Department.	4.21.17	5
Telemundo Appearance	Appeared on a five-minute commercial segment during a Telemundo broadcast, promoting the project and informing viewers on how to get in-contact with us.	4.22.17	≈250,000
Business Mixer	An event where business owners could share their thoughts freely and discuss the strengths and challenges of owning a business in Umatilla.	4.22.17	22
Stakeholder Advisory Meeting	Organized a meeting with key stakeholders from various groups within the city, introducing them to some recommendations and designs to gather their feedback.	5.17.17	15

Fig 2.5

# COMMUNITY ENGAGEMENT

## KICK-OFF EVENT

To introduce the project, acknowledge past community efforts, and gather feedback; community members were invited to come to a Community Engagement Kick-off Event early on in the planning process. The event was located at Umatilla High School, one of Umatilla's most utilized gathering spaces, and offered food, childcare, translation services, and a raffle. The event included interactive activities such as mapping favored locations in town, writing ideas about desired goods, services and activities to be found in Umatilla, expressing future visions through art, and capturing the heart of Umatilla, it's people, through a photobooth.







## STRATEGIC INTERVIEWS

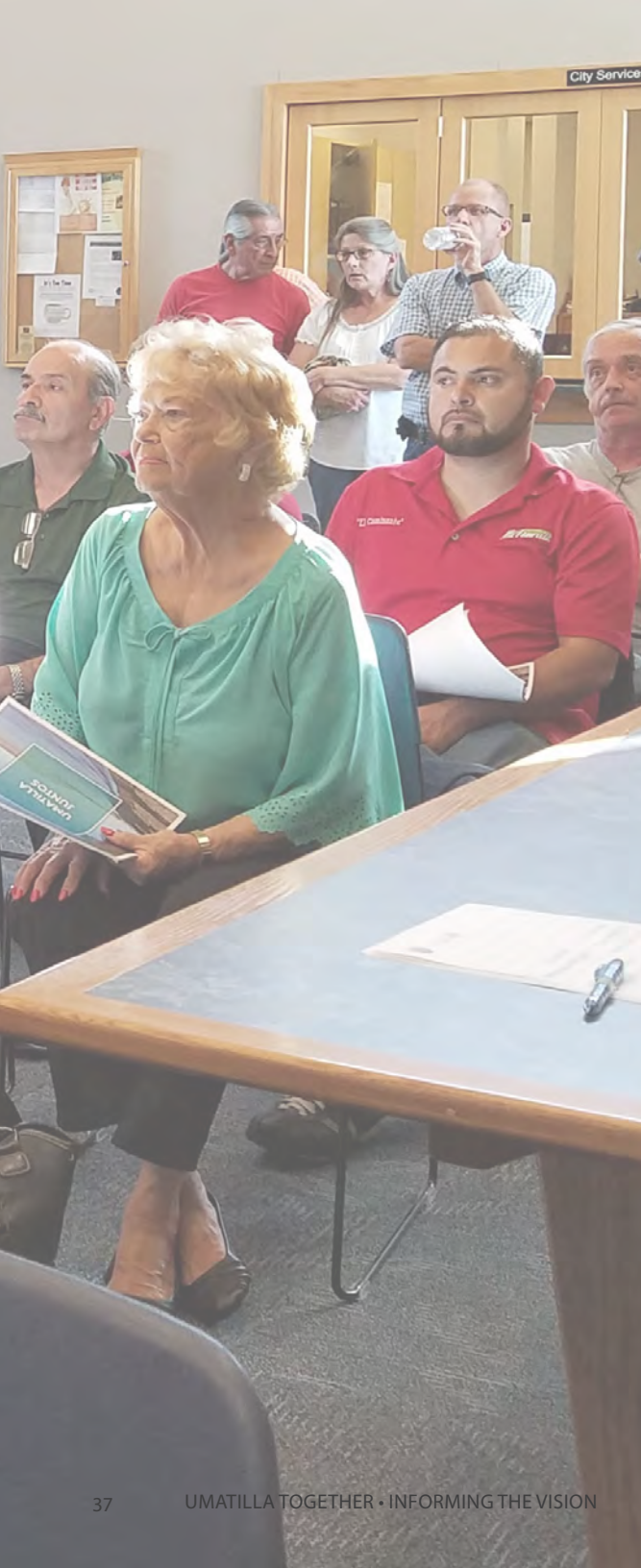
Over four months, Confluentis Planning conducted 38 interviews with community leaders, historians, organizational contacts, city officials, and members from priority populations, with an emphasis on community elders. These interviews were done formally and informally at a variety of locations, from City Hall to community members' homes. Interviews with key community members were conducted to engage in more targeted conversations about the current state and the future of Umatilla. The purpose was to dig into details not covered in our broader outreach efforts.

## LATINO FOCUS GROUP

Considering Umatilla's demographic makeup is 51% Latino, it was imperative to reach out directly to Latino community members and gather their feedback on the future of the city. Latino community members were contacted through the Umatilla School District and informal street conversations. To prepare, eight Latino community members were contacted and asked to invite others who they felt might take interest in the conversation. The meeting took place at the Umatilla School District office.

## YOUTH SURVEY

Youth help inform the planning process by bringing unique and fresh voices to the dialogue about creating great places to live, work, learn and play. Valuing their input about the future vision of the city is important for building community, nurturing leadership, and creating equal opportunities. Starting in 2017, the need to help bridge the gap between young people and adults led to the creation of the Youth Council. The council consists of eight exceptional students from the High School, two representatives from each grade level. These innovative and creative leaders worked alongside Confluentis Planning at several community engagement events and organized a survey that was distributed to the student body in order to obtain feedback from their fellow peers. Over the course of one month, 47 students participated in the online survey. The students created questions that pertained to the city of Umatilla, the downtown corridor, overall sense of community, and opinions about activities and amenities they would like to see come to fruition.



## COMMUNITY ENGAGEMENT

### BUSINESS MIXER

Community businesses are pillars of any city, and have the potential to be agents of positive change. Engaging with businesses allows for direct input from owners in order to gather their personal and economic goals for the future of Umatilla, as well as provides an opportunity for them to connect with one another. The business mixer was held at one of Umatilla's newest businesses, El Rodeo Restaurant, in the McNary neighborhood. Umatilla business owners were provided with personal invitations and follow-up phone calls. Ultimately, 20 attendees representing 10 businesses were present. It was important to create a space where business owners could share their thoughts freely and discuss the strengths and challenges of owning a business in Umatilla. Casual conversation and a survey translated in both Spanish and English were used to capture feedback.

### STAKEHOLDER ADVISORY COMMITTEE

Over the multiple months of engagement, invested community members were identified and asked to participate in a Stakeholder Advisory Committee meeting in mid-May. Participants of the meeting were curated to be representative of the community, including leaders from the youth, Latino, senior, recreation, and school communities, alongside City and County officials. While the purpose of the meeting was to present findings and gather feedback on initial designs, more importantly, the goal of the meeting was to bring together diverse community leaders and experience the power and positive energy that comes with meaningful collaboration. Upon finishing the meeting, all participants expressed interest in continuing the conversation and meeting on a regular basis to champion their vision for the future.



## JUST THE START

Although the engagement process for the creation of this plan had an end date, this is just the beginning of endless opportunities for the community to see their collective vision come to fruition. The momentum for positive motion towards a bright, prosperous future for Umatilla is knocking at the door - make the most of this undeniable energy.

## GUIDELINES

Reoccurring themes emerged from background research and internal analysis, then reinforced by the feedback received at the series of community engagement events. Through community participation and discussions with leaders, three guidelines were developed for how to approach recommendations.

## THEMES

- INCREASE CONNECTIVITY
- REUNITE WITH RIVER-FRONT
- GREATER ACCESSABILITY TO RECREATIONAL OPPORTUNITIES
- CELEBRATING RICH HISTORY AND HERITAGE
- BRIDGING THE GENERATIONS
- CREATE A VIBRANT COMMERCIAL CORRIDOR



## GUIDELINES FOR VISION:



- Strengthen local assets
- Foster connectivity and accessibility
- Create a distinct downtown

# CHALLENGES

Using the guidelines for approaching design and planning recommendations, several key challenges were identified within the project area. Site visits, community engagement and interviews with City staff and residents, reinforced the need for these challenges to be addressed. These challenges include:

- Predominant east/west orientation in the project area, limiting north/south connectivity
- Sparse economic activity on the west end of the project area
- Limited accessibility to riverfronts
- Lack of street and pedestrian transportation infrastructure
- The absence of a centralizing element in the downtown



Map 2.8



## OPPORTUNITIES

The natural resources of the rivers, the vistas of the surrounding landscapes, and the active community of the city allowed for the exploration of many ideas of what the downtown area could be. Multiple key features, such as a traditional main street, bike paths, the historic Lewis and Clark Trail contribute to the unique character of the area. In addition, renewed discussions between CTUIR and the City, surrounding the Old Town Site, have sparked additional interest in celebrating the area's rich heritage and reconnecting residents to Columbia River.

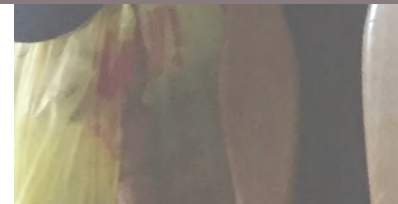
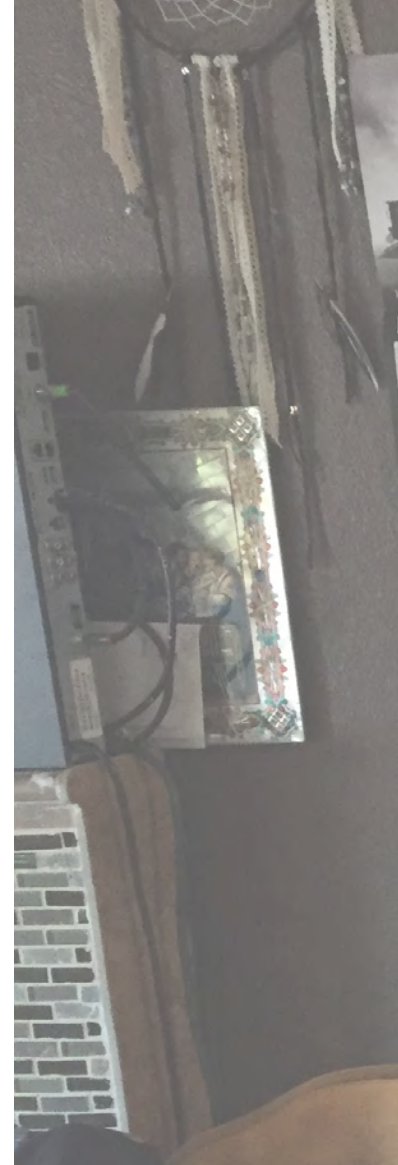
A revitalized downtown corridor presents opportunities to connect to a growing marina and fishing community. The main street offers views of the Columbia River and abundant possibilities to activate underutilized spaces within the project area.

Minimal elevation changes throughout the project area present numerous opportunities for enhancing connectivity. This, in conjunction with a dedicated community, lends the space to something exceptional with the right perspective and unified ambition.



Map 2.9

# RECOMMENDATIONS











## HOW TO READ

### Recommendations - The Design Process

The recommendations within Umatilla Together set the trajectory to achieve the vision that was created for the project area. The recommendations were informed by community engagement, background research, internal analysis, and site observations. Through the project process, goals were developed under five focus areas: Connectivity, Land Use, Downtown Revitalization, Community Development, and Strategic Partnerships. To achieve the goals, actions were developed to make this vision a reality.

The recommendations relay the design elements and strategies, weaving together the story of Umatilla Together layer by layer. Each aspect builds upon the previous and our five focus areas are present throughout. Each of the focus areas have a designated symbol and color, displayed alongside the designs. When applicable, focus areas will have associated actions that correspond to the design. Greater details regarding how to achieve those actions can be found within the Appendix, under the section titled *Achieving the Vision*.



#### **CONNECTIVITY (CO)**

Goal: Enhance and maintain the existing transportation network to create optimal conditions that accommodate all ages, abilities, and modes of transit.



#### **DOWNTOWN REVITALIZATION (DR)**

Goal: Create a distinct place within Umatilla, one with a consistent look and feel, easily connected to other locations throughout the city, and where businesses can thrive and residents and tourists alike are drawn to.



#### **LAND USE (LU)**

Goal: Achieve a rich mix of land uses that support growth and development while protecting and enhancing the region's resources. Working within the local and state regulatory framework, use land use tools to promote a livable city by increasing opportunities for people to work, live, play, learn, and invest.



#### **COMMUNITY DEVELOPMENT (CD)**

Goal: Create opportunities for inclusive participation to promote a vibrant future for all community members through enhanced communication, diverse leadership, and community pride.

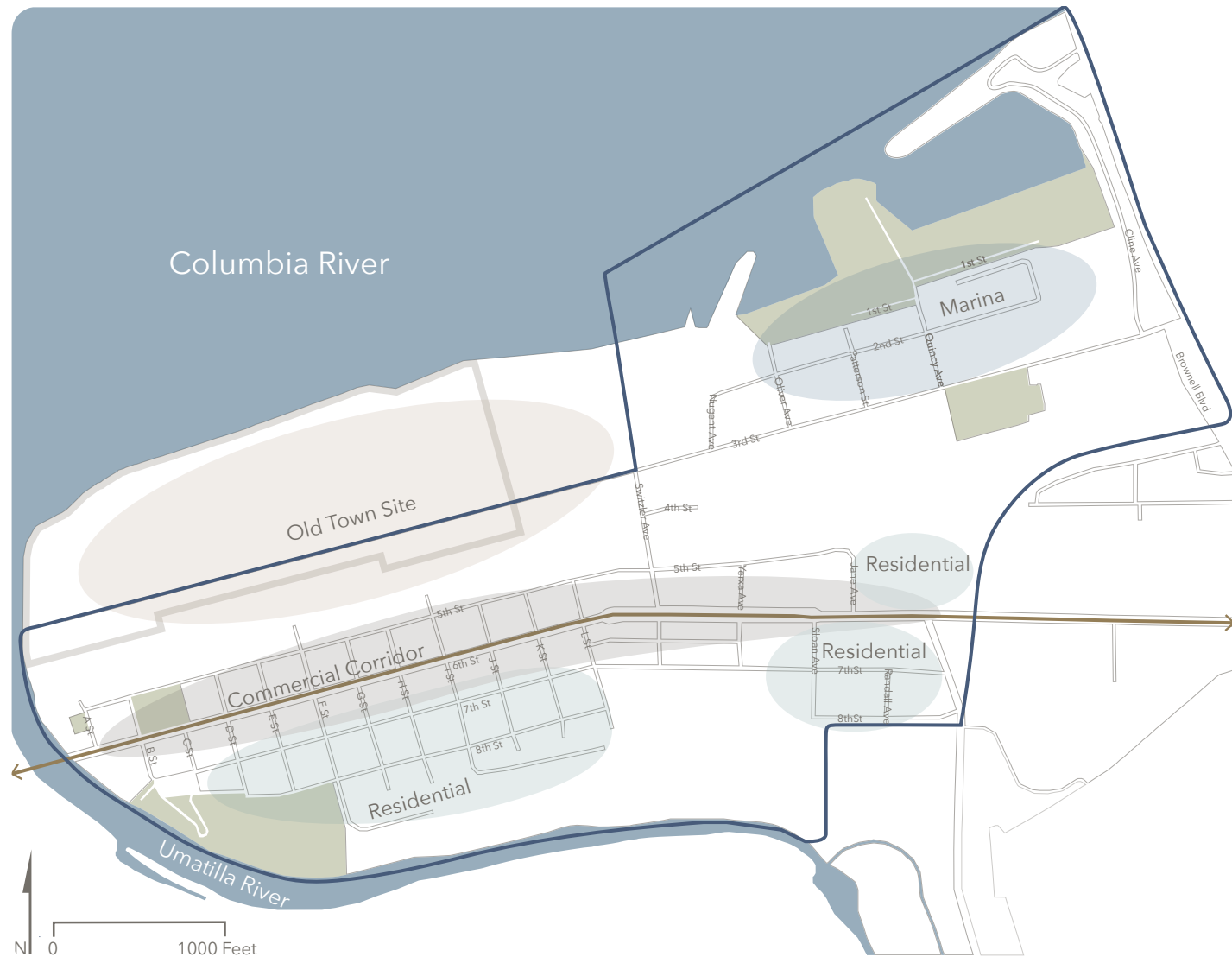


#### **STRATEGIC PARTNERSHIPS (SP)**

Goal: Establish and nurture meaningful partnerships with diverse, representative community groups, existing and future, to work together towards the collective goal of Umatilla Together.

## A CONNECTED COMMUNITY

The beautiful natural landscape around Umatilla provides unique development opportunities for the city that do not exist elsewhere in the region. At the confluence of the Umatilla River and Columbia River, the project area serves as a starting point for celebrating the city's rich heritage, while establishing a pathway for future growth. Centering around the downtown corridor, recommendations within the project area seek to increase connectivity, strengthen local assets, and enhance public life.





Currently, primary reliance is on the automobile, thereby limiting how people interact with the downtown corridor. U.S. Route 730 is a main east/west connector running through the downtown corridor (i.e., 6th Street), functioning as an expressway for commuters traveling to and from the Tri-Cities and Boardman.

In the Summer of 2018, the Oregon Department of Transportation (ODOT) and City of Umatilla will begin construction on the 6th Street Sidewalk Improvements for increasing active transportation options (e.g., walking, biking, etc.). While this project is a catalyst for enhancing connectivity in the downtown corridor, achieving the vision of a walkable, social, riverfront community can also be created by planning for additional street and network infrastructure, specifically looking for more north/south connections through the downtown corridor.

Long-range transportation planning should use these north/south connectors to access areas that have been underutilized and provide opportunities for new recreational activity. In addition, various new active transportation trails exist and should be pursued. These new trails and connections provide the city with new opportunities to invigorate walking and bicycle traffic in the downtown area and strengthen trail networks to surrounding neighborhoods outside the downtown area.



# TRANSFORM HOW PEOPLE MOVE THROUGHOUT THE CITY

Make the downtown area a safe, comfortable and interesting place to walk and bike by funding and building active transportation opportunities. Switzler Avenue is a key connector for linking the high school to the marina, 3rd Street soccer fields, and the Lewis & Clark Trail. A renewed focus in multimodal transportation should begin in this location with an emphasis on creating a more comprehensive streetscape and setting a precedent for future improvements. I Street provides additional opportunities for increasing north/south connections, while also drawing people down to the Umatilla River Trail, taking advantage of the amazing views of the surrounding landscape.



CO1



LU4



DR5



Map 3.2



Opportunities for activating space are also along I Street, as several undeveloped lots can be envisioned as vibrant public spaces for all members of the community to gather. I Street is also ideal as the north end could extend into currently underdeveloped land north of 5th Street, while the south end connects to Umatilla High School sports fields. I Street presents opportunities as a unique connector for the community between the high school and main street.

The connections to surrounding neighborhoods are also essential. This is especially true with the South Hill neighborhood and the Umatilla River Trail bridge that facilitates movement between residents and the downtown. This is a significant function of F Street.



F Street connects with the pedestrian bridge and can increase flow and, along with B Street, help bring activity to the west end of town. B street is an exceptionally unique street as it is the westernmost north/south connector for auto traffic, providing access to the open space to the north, and to the Umatilla River and its trail system to the south. It also provides the first opportunity for continuous connection on the west end between 5th and 7th Streets, which have been identified as significant neighborhood streets.

Creating a distinct gateway at the west end of town can bring commerce and recreation, and reinforce the unique sense of place. To make the downtown corridor inviting to people on foot, make B, F, I, and Switzler central streets for creating a downtown

street network that can connect with any future downtown development.

Long-term planning may identify Sloan and Jane Avenues as possible streets to better allow movement from the south side of town to activities down in the marina and recreational areas. In the interim, efforts should be made in current park planning within the Parks Master Plan to provide pedestrian and bicycle movement on the north end of Jane Avenue. This will enhance active transportation for the community between Switzler Avenue and Umatilla River Road. Where applicable, all new street improvements should include street trees and low impact design stormwater tools. These non-point source stormwater treatment measures will mitigate harmful pollutants from entering the nearby water resources and reduce overall stormwater volumes to treatment facilities.





## REUNITE THE PEOPLE WITH THE WATERFRONT

Accessing the water's edge is essential to connecting the community to waterfront activities. There are over 3.5 miles of riverfront in the downtown area including the Columbia and Umatilla rivers. Currently there is only approximately 1.5 miles of shoreline accessible to the public. Along the Columbia River, discussions with CTUIR and the Army Corps of Engineers are currently underway for a waterfront preservation plan that could open up the Old Town Site for educational and restoration opportunities. Respecting the rich heritage and culture of these historic lands could ensure that native, pioneer, and natural history always be protected and treasured.



Map 3.3



LU2  
LU4  
LU6



CD3



SP2 SP7  
SP3 SP8  
SP6

Establishing vegetative buffers and earthen mounds around the perimeter of the water treatment facility can help screen out unwanted noise and odors, which may restrict the overall enjoyment and experience of residents and visitors. Upgrading to new technologies in the facility can also improve conditions that will increase the desirability of the area. This can bring about new changes and growth such as the build-out of the properties between the facility and the marina which are prime for a unique mixed-use waterfront development.

Along the west and south end of downtown, the Umatilla River is a natural and economic resource that supports the outdoor community in the region and adds to the quality of life. By strengthening partnerships with other government and non-government entities, easements could be established along the Umatilla River Trail that extend and connect with the existing natural areas, and create a river trail system and regional openspace network (i.e., Lewis and Clark Trail extension to Hat Rock State Park).

Critical in the conversation of improving access to the waterfront and views to the rivers is the removal of the invasive Russian Olive, which is overgrown. This could be achieved by working with local agencies and organizations to remove invasive plants along the rivers in order to increase accessibility to the waterfront. With improved river maintenance, the city can showcase its most important natural, economical, and recreational assets.



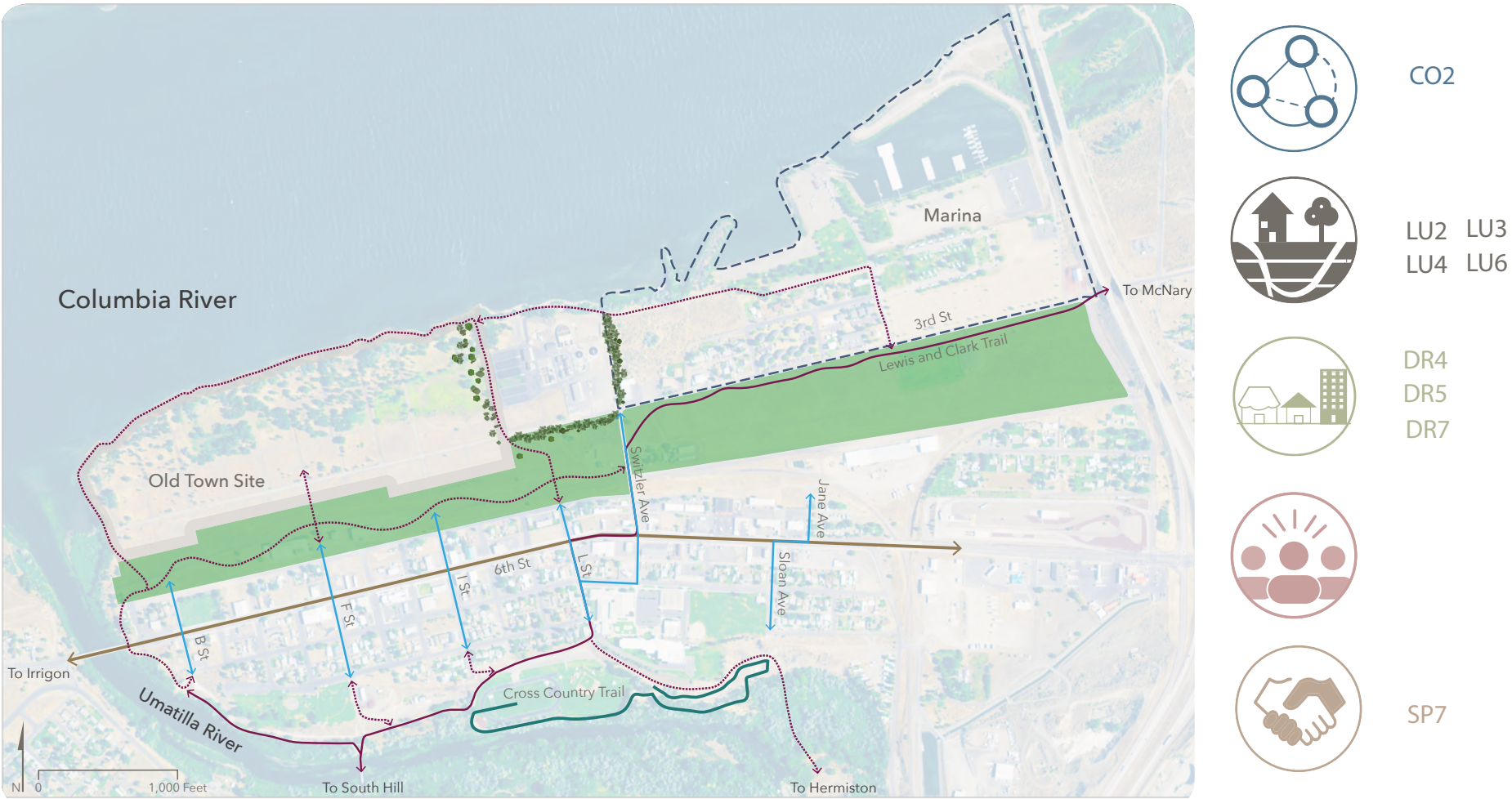
**"Rekindle that spark and allow people to see the potential."**

*-Paulette Dufloth*



# OPPORTUNITIES FOR CONNECTING GREENSPACES

Projects can and should grow alongside the growth of community values. Umatilla residents have expressed a unified desire to enhance and expand outdoor activities and programming (e.g., fishing, hiking, biking, marine activities, etc.), exemplifying an appreciation for the natural environment.



Map 3.4



Proposed expansions near the 3rd Street soccer field and a partnership with CTUIR for a waterfront preservation plan inspired the idea of a Park Corridor. The idea of a Park Corridor connects the Parks Master Plan and the plan for the Old Town Site together, and creates a park space that reflects the need for both active and passive recreational opportunities. For example, the Park Corridor can accommodate family friendly activities (such as movies in the park or a splash park) and provide a venue for hosting events with a regional draw (car shows, soccer/lacrosse tournaments, bike touring, walk-a-thons, etc). In addition, the Park Corridor acts as a transitional space between the more urban area of the downtown and the reflective space of the Old Town Site.

While the Park Corridor will serve as the catalyst for future commercial and housing opportunities, understanding the appropriateness of development is essential. For this reason, as well as realizing the full potential of the space, it is recommended that a skilled landscape architect be employed by the City to examine the feasibility and options.

The land along this area has federal restrictions that limit the types of activities and uses allowed, preventing intensive development, presenting the need for creative ideas for leveraging local assets, such as the marina. Local leaders and investors should recognize that the strategic utilization of the few private lands that do exist within the Park Corridor are crucial to the vision.

Being strategic about private lands along this area for targeted commercial and retail opportunities will help reinforce the idea of a riverfront community, with access to the waterfront and a range of amenities.

The marina is a special place within Umatilla, and the City should leverage and enhance this recreational area because of its potential to create an active riverfront community. The City can focus on this crucial asset by creating a Waterfront Master Plan that devotes itself to what could come to be known as Umatilla's Marina District, paving the way for waterfront living.



PROPOSED RECREATIONAL PARK SPACE



PROPOSED MODERN PARK



CONNECTING THE PARKS

Enhancing connections and creating new pathways and trails will better link existing parks and create new signature open spaces, setting the stage for Umatilla to become a regional attraction with the Park Corridor. The expanded trail network created alongside the Columbia River and through the Park Corridor will provide a variety of active transportation experiences for residents and visitors. Users will have options to travel along the riverfronts, through the park, and access connections leading into the main street commercial district.



**"If we had more fields, we would be able to hold a tournament and have local businesses come out and put a small stand out and sell their products to promote themselves."**

*-Latino Focus Group Participant*









# GREEN SPACE, RIVER VIEWS, HOUSING, AND A VIBRANT COMMERCIAL CORRIDOR

Parks and open spaces can be used as a catalyst for spurring economic development, while adding personality and distinctiveness to the city.



LU2  
LU5



DR4  
DR5



SP7

Map 3.5

Celebrating the natural landscape and leveraging the close proximity to the water and parks can set Umatilla apart from neighboring cities. These spaces should be used to build and strengthen connections to other neighborhoods. Increasing housing opportunities along 5th Street takes advantage of the viewshed and provides ample amenities to draw people into the area.

Enhancing residential development along 5th Street will bring activity into the area, leading to renewed interest in the downtown corridor for increasing commercial and retail opportunities. This multi-family residential development would be situated between a park space and a vibrant commercial corridor, and of course, expansive views of the Columbia River. While 5th Street is envisioned as key residential and park space thoroughfare, opportunities for small retail should be explored. This is especially true at the intersections of noted north/south connectors and in the case where development in the Park Corridor can complement this activity.





# HOME IS WHERE THE DOWNTOWN IS

To support a diverse residential neighborhood, a variety of housing types and employment opportunities are necessary, as are neighborhood amenities. Through community engagement, Umatilla High School has been identified as a place where the community currently gathers.



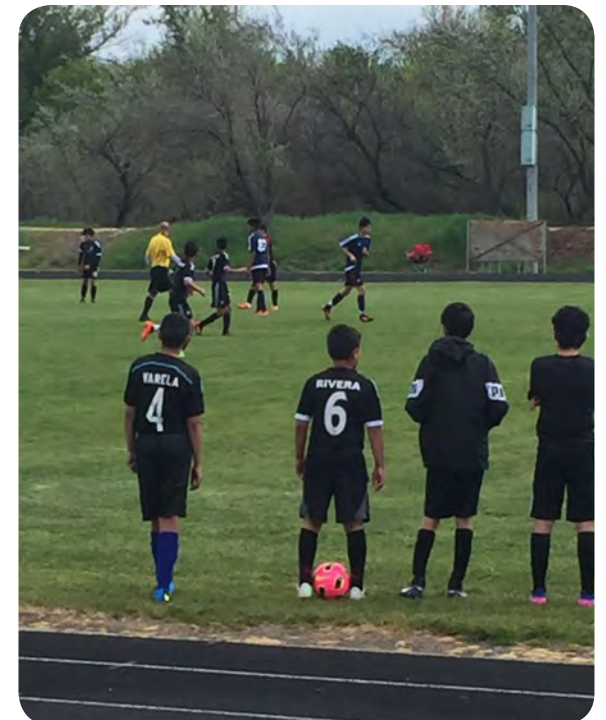
Map 3.6

Increasing activity within the downtown corridor will provide the opportunity to activate the west end of town and provide better access to Umatilla River and Nugent Park, ultimately creating better connections to the high school. Increasing single and multi-family housing along the southwest end of the area will further utilize the viewshed and network of trails, with a future prospect of creating a regional recreational pathway that connects up with Hermiston. More residential activity will address community concerns regarding safety by having more “eyes on the street.”



**“Since I migrated here with my family, I’ve dreamed big and experienced great things and I do believe Umatilla is a great place to live.”**

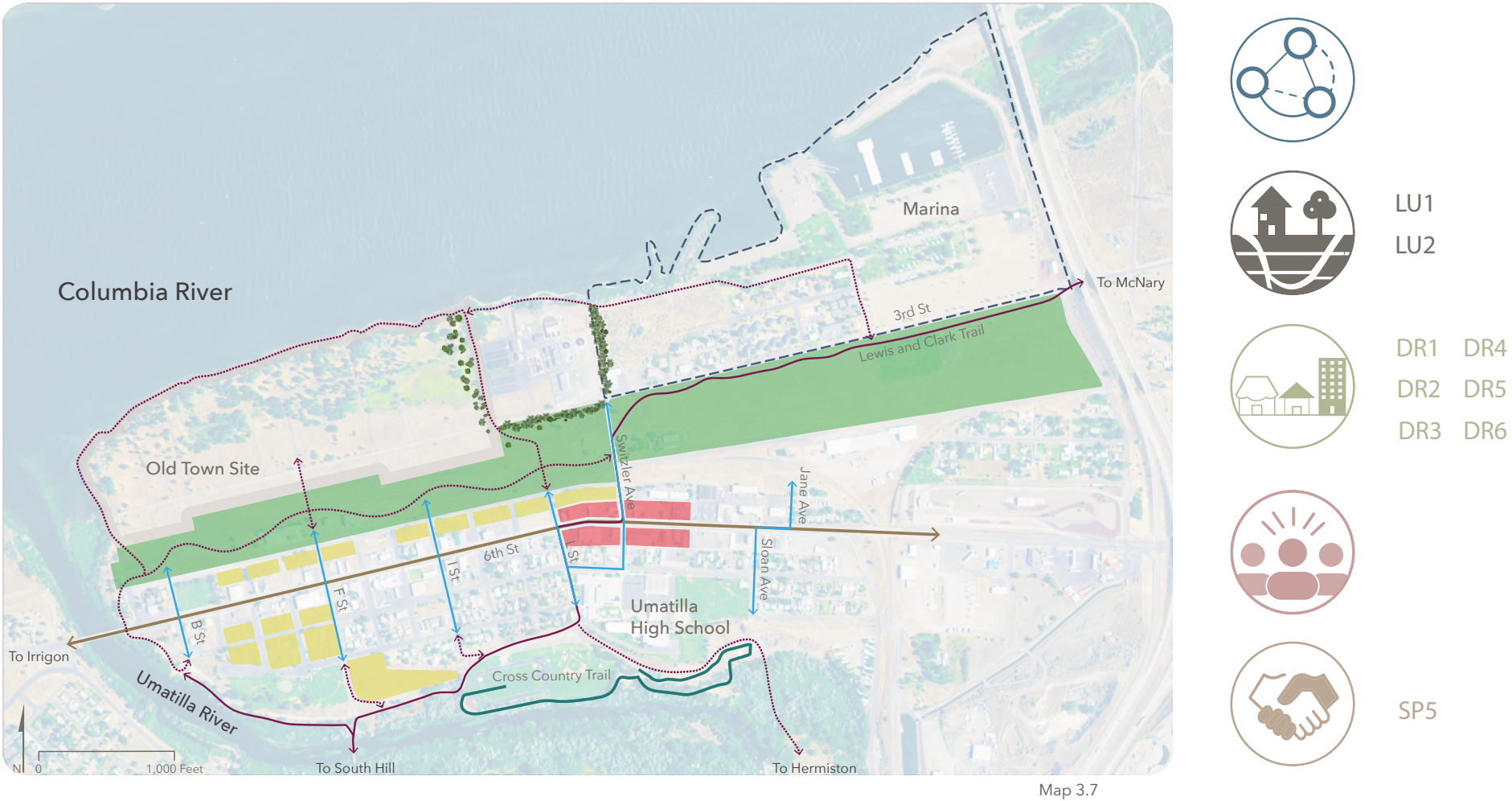
*- Response from Youth Survey*





# A GREAT DOWNTOWN TELLS A STORY

While the Park Corridor may embody the values of the people and highlight the beauty of the surrounding landscape, the downtown corridor is the heart of the city. It should reflect the distinct history and cultural setting of Umatilla, be a source of civic pride, stimulate economic development, improve tourism opportunities, and provide housing and mobility options.



Map 3.7

Creating an exciting downtown for residents and visitors requires a starting point for centralizing commercial and retail activity. Through community mapping exercises, Switzer Avenue was confirmed as the primary street for connecting neighborhoods and serves as a channel to and from important auxiliary streets. Whereas 6th Street is the main commercial corridor for downtown Umatilla, Switzer Avenue should be viewed as the main north-south arterial connecting the marina to the downtown.

City of Umatilla should focus on growth efforts around 6th Street and Switzer Avenue, filling vacancies and creating a contiguous retail corridor. Work with existing property and business owners to discuss the advantages of concentrating businesses into a dense two to three block corridor, offering relocation and rental incentives to promote a lively and active area that reflects the community's vision for a more thriving downtown. This could include concentrating the numerous auto-oriented businesses closer to the highway interchange and centralizing essential city services all in one area for efficiency (e.g., City Hall, Fire, Police, Post Office, Chamber of Commerce).



**The Chamber of Commerce is currently at the entrance of Umatilla when entering from Washington. This is an example of a city service that should be moved with other city services in a more central location.**



**"Umatilla's location is a huge selling point, let's get people to stop here for other things than just filling up their gas tanks"**

*- Melissa Ince*



# INTERESTING AND ACTIVE STREETS

5th and 7th Streets are frequently used as “relief streets,” providing a quieter route that can accommodate a diverse range of users. Currently, 5th Street is a route used by bicycles, but envisioning it as a “greenway” could allow for greater connectivity into the Park Corridor, taking advantage of the river views. It also has the potential to accommodate commercial activity and gathering spaces for the community.



CO1  
CO3



Map 3.8

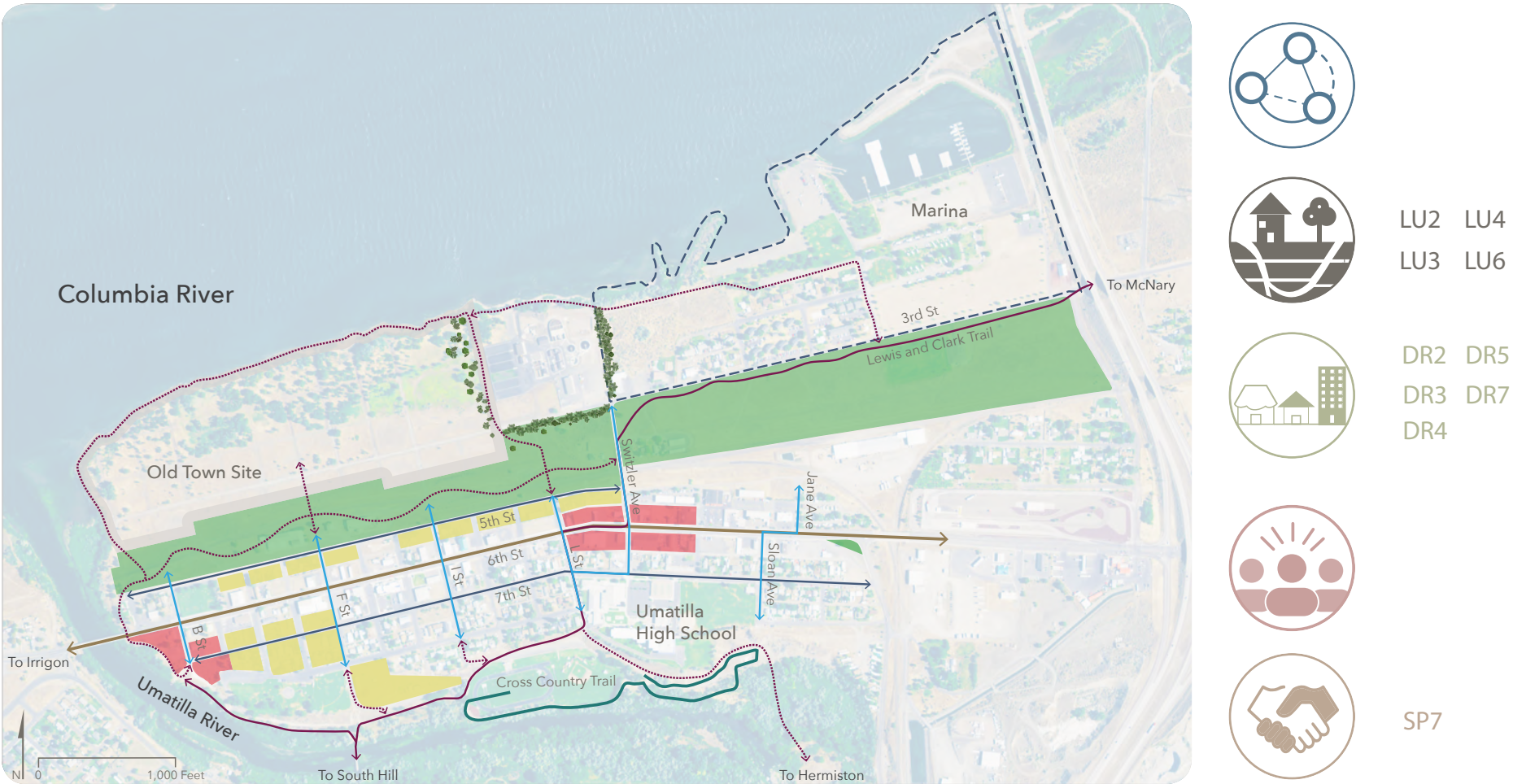
7th Street is an important east/west secondary connection, extending from Umatilla River Road at the east end to the river's edge on the west end. It provides access to the high school and middle school, linking up to the trail system and Nugent Park. 7th Street, being heavily travelled at the east end, should be developed into a multi-modal streetscape encouraging pedestrian and bike use. This will allow for a safe and direct connection between residents and youth from the schools to Nugent Park, west end amenities, and the Umatilla River public access points.





# CREATE A DISTINCT IDENTITY

Enhancing the look and character of the downtown involves creating a balance between culture and public spaces, allowing for urban and regional development projects to adapt to their cultural context.



Map 3.9

Properties located at the intersection of B St, 7th St, and the Umatilla River Trail provide an opportunity to capitalize such a development project, leveraging multiple points of access, pre-existing activity, and views of the natural area exclusive to downtown Umatilla. This location is currently occupied by the community center and plans are underway to utilize one of the surrounding lots for a stormwater retention treatment facility. However, efforts should be made to position this space for a strategic and significant development project. The current community center is small and there are concerns about the lack of parking. Moving to a new location would provide an opportunity to upgrade the center in size and amenity while improving parking options. A more convenient location in the heart

of the downtown, near city services and schools, could be advantageous, increasing usership and civic life.

The future plans for the stormwater retention facility should include landscaping options that soften the aesthetic of the facility. This, in turn, can promote an ambience to that of the current natural setting and park experience that borders the Umatilla River. Future development in this area should leverage the premier views, unique point of entrance to the Umatilla River, and connection to the river trails network.

Restaurants, kayak rentals, bike rentals, or a tackle and bait shop, are some of the ideas that would benefit from the existing character and function of the space. Increasing economic ac-

tivity in this area should be viewed a strategic move, setting the stage for increased activity along main street.

Creating a notable entrance or gateway to downtown from the various points of entry serve the purpose of crafting a distinct identity. On the east end, opportunities exist at the corner of Umatilla River Road and 6th Street. At the west end, properties immediately east of Umatilla River Bridge should host visible markers, such as flags, signage, or seasonal decorations that signal the entrance into the downtown.

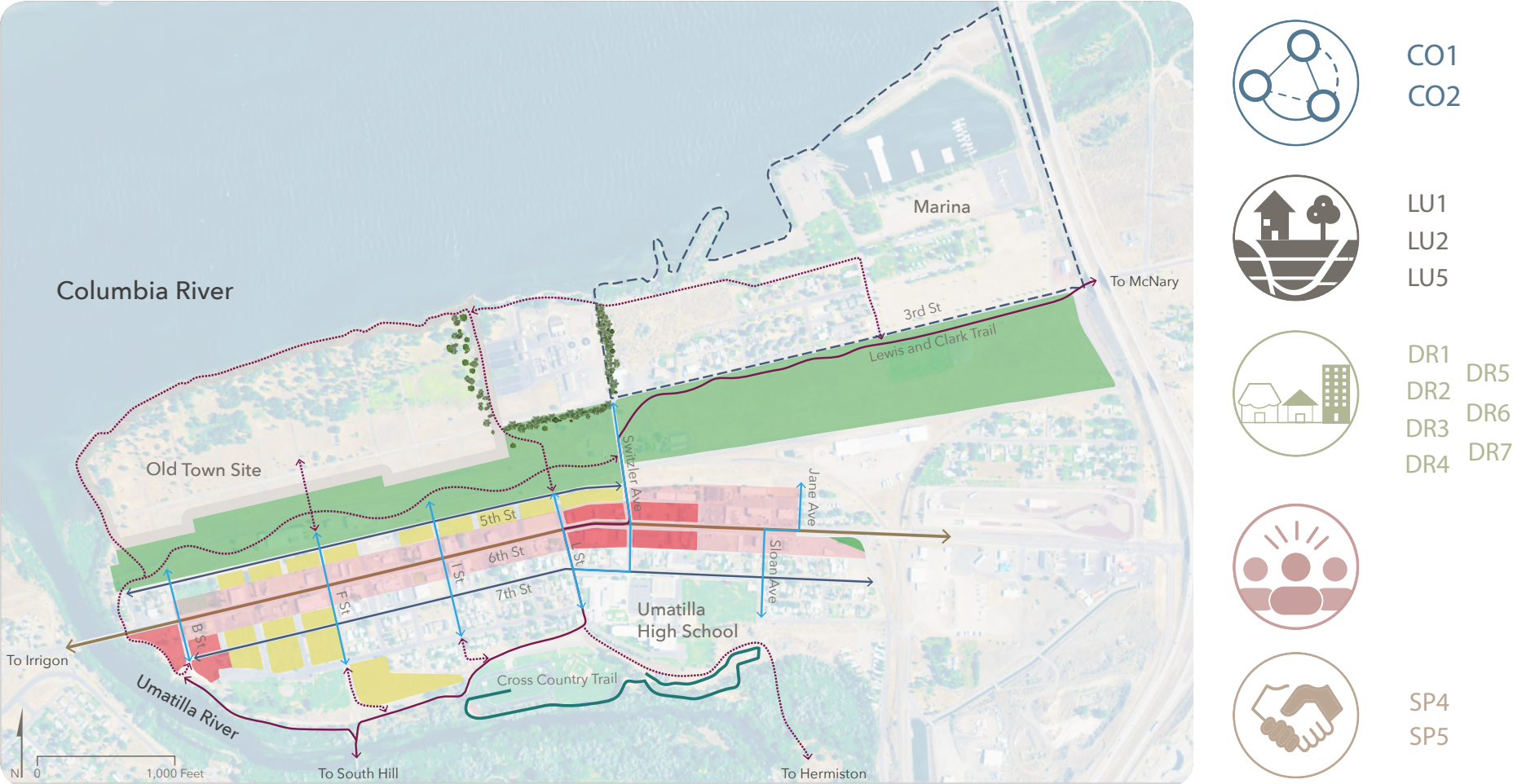
Another way to promote a distinct identity is by incorporating murals, unique streetscape designs, and other public art that celebrates the city's rich cultural heritage. Situated at intervals, intersections provide the city the advantage of establishing wayfinding and signage that improve navigation through the downtown. Improved navigational cues within the space will encourage usership and enhance the experience of residents and visitors. Streetscape material and quality should be implemented that will help with the overall identity and strengthen community stewardship.





# BRINGING BACK MAIN STREET

Reinforce connectivity and safety by designing 6th Street as an appealing main street that promotes pedestrian activity, thereby revitalizing the downtown corridor and leading to larger economic development opportunities.



By targeting commercial and retail businesses around a centralized location (e.g., Switzler Avenue and 6th Street), and activating the west end of downtown, future growth can begin to radiate outward and extend into the surrounding areas. As properties begin to fill the vacancies along 6th Street, the opportunity to attract anchor tenants that align with the community's vision will become feasible. The community has expressed interest in wanting more businesses that reflect their lifestyle, supply everyday necessities, and function as gathering places for social and leisure time (e.g. an arcade, ice cream shop, or additional restaurants). Development standards should also consider multi-use options as investment returns to main street.



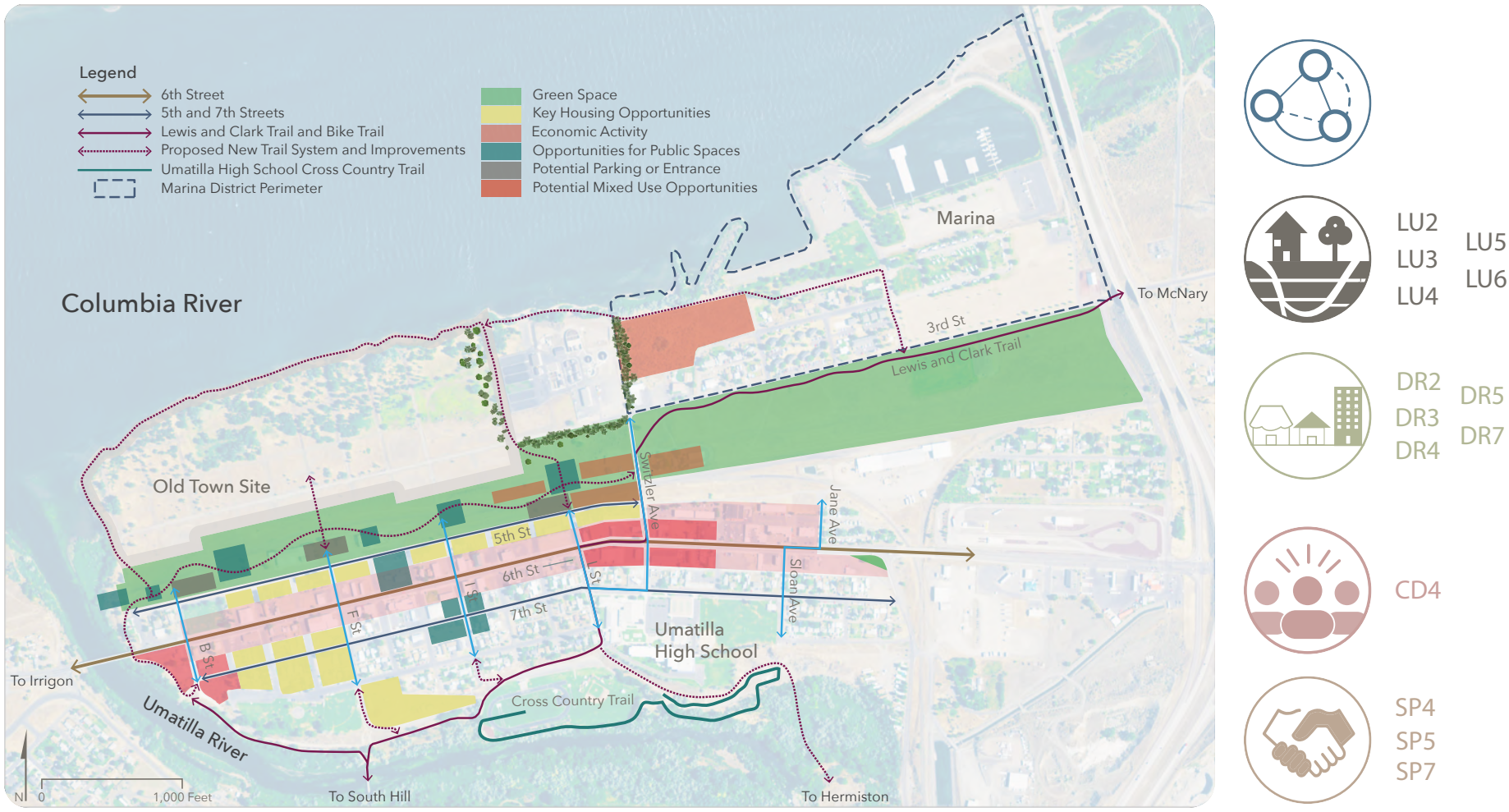
While 6th Street provides an opportunity for both visitors and residents, it is equally as important to identify primary public spaces that benefit the local community. Creating safe pedestrian pathways off of 6th Street allows people better options for getting around without an automobile, leading to more transportation options for community members and promoting a more active and healthy lifestyle. Umatilla County's Plan4Health has sought to rigorously endorse this cause; development that caters to alternative modes of transportation support the county's efforts.





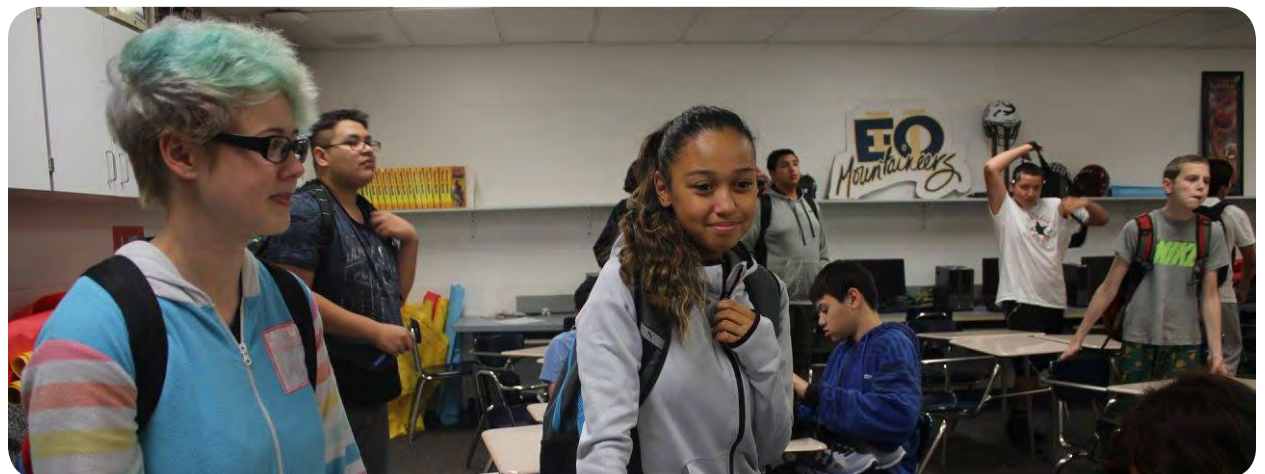
# AN EVOLVING SPACE

The City should incorporate public spaces, ranging in size and atmosphere, to promote spaces where people can gather and interact outside of formal establishments.



Map 3.11

7th Street and I Street have several undeveloped properties that provide exciting opportunities to imagine places where the community could come together in a plaza or square. This intersection provides exceptional views of the river and is just off of main street, allowing for a quieter and safer alternative to the anticipated bustling economic commercial corridor that it will be. An option to consider is the relocation of the community center from the west end to the intersection of 7th and I Street. Newer facilities, along with closer proximity to the high school and city services, could encourage better user-ship of the facility, thereby improving civic engagement and reinvigorating community ownership and pride. Whatever form the public space takes, community members should work together to think creatively about the design and functionality of these spaces (i.e. as outdoor mercados or farmer's markets). These public areas should be linked to other areas in town through multi-modal pathways that flow easily between commercial and recreational areas.





## ENVISION THE UNIMAGINABLE

Long-term visioning and planning can set Umatilla apart, leveraging its natural and built amenities to become a regional destination for visitors. Many possibilities exist for iconic projects, such as the Confluence Overlook where educational, historical, natural and commercial opportunities abound. The Port of Umatilla owns prime river-front land along the Columbia River that presents exciting possibilities for a larger Waterfront Community, with mixed-use development and activities that take advantage of the close proximity to the water. Mixed-use neighborhoods and great public spaces bring people together, infusing a sense of pride within the city and community.

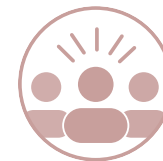
During the course of the project and community engagement process, the importance of the history and heritage of the city was a prominent theme that surfaced in numerous conversations. Whether in discussion with the CTUIR, City staff, or the city residents, most all identify the city's history as a significant point of social and physical connection within the downtown.



LU3  
LU6



DR8

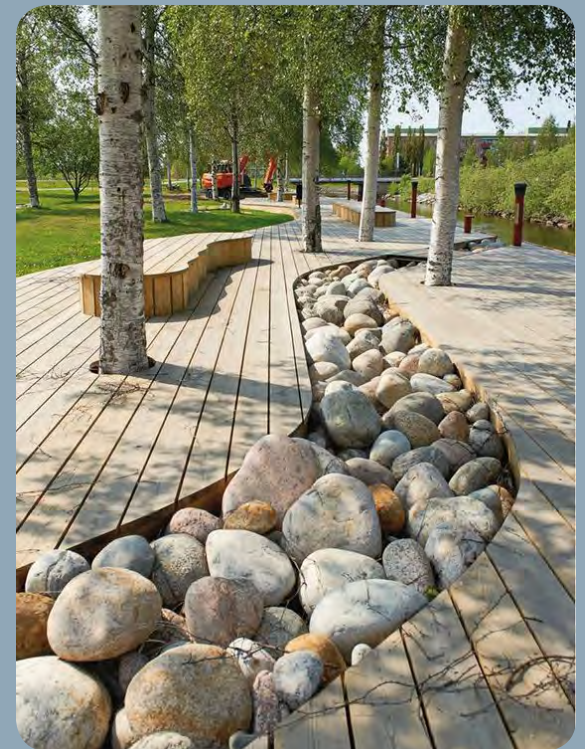


SP2  
SP6



The creation of a “Umatilla Heritage Center” on the west end is seen as a creative development that would suit the reflective space tying in the Landing Park and the historic cemetery. The creation of such an institution would be a City-led initiative to share the story of Umatilla and to bring together people, celebrating its unique and significant past while envisioning the future. With greater connectivity along the riverfront and with the creation of a Park Corridor, Umatilla will attract visitors wanting to enjoy the park experience through the city.

Better recreational activities through the Park Corridor and renovations at the marina will set the stage for the city to become a regional attraction, with a unique sense of place that is entirely its own. Other attractions, such as McNary Dam Pacific Salmon Center, will benefit from the inflow of visitors, allowing for more resources to further link Umatilla to other attractions within the region (e.g., Hat Rock State Park, McNary Wildlife Refuge, etc.). Long-term growth strategies, remaining adaptable to the community and opportunities, should strengthen the connection between these points of interest. As time progresses, these places will contribute to the texture of the downtown, enhancing the lifestyles of the residents and feel to the city and region.



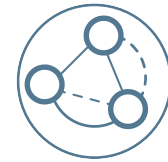


## BRIDGING THE GENERATIONS

The future of Umatilla does not rely on the buildings or the built infrastructure, but the power of building community. People are at the center of creating an authentic sense of place and are the backbone that make it unique. Through authentic community engagement, nearly 400 people were involved in the visioning process. Informing the vision through active participation shows that the people of Umatilla take great pride in their city and community. The growth of the city will be responsive to the needs of its people.

Opportunities for engagement and leadership development should be pursued for residents who have, until now, been underserved and underrepresented. Revitalization efforts moving forward should manifest the community's vision and speak to the collective heart of the city. It will require the careful nurturing and maintenance of relationships among a diverse set of community members. Increasing transparency and communication will strengthen relationships between the community members and City officials.

They will build-off the momentum of current plans and be championed by emerging community leaders. These leaders will establish a Umatilla Future Forum whose main purpose is to work through issues and bring to light important topics, representing the minds of all residents.



CD1  
CD2  
CD5

## MOVING FORWARD

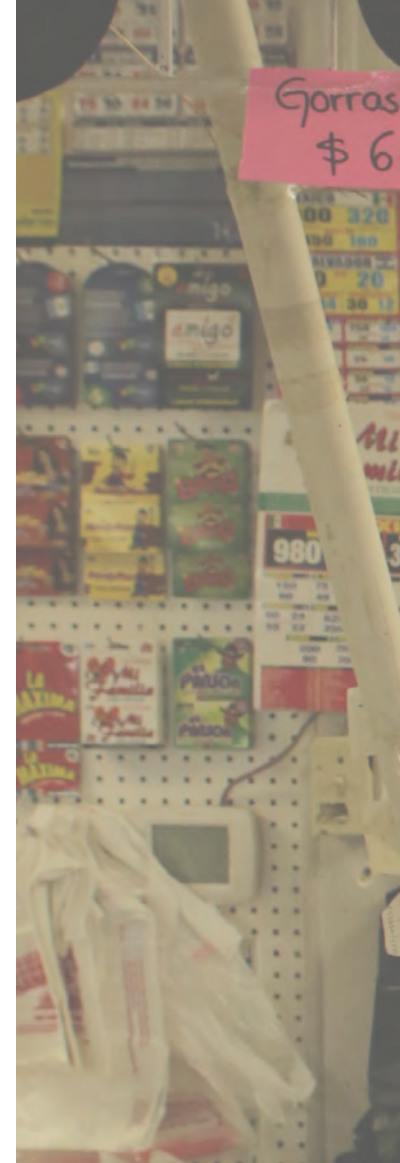
Potential actions moving forward should include the careful consideration of when and how to implement the actions included in, but not limited to, those found in the Appendix associated with this vision plan. As part of this process, ideas can be packaged together that have strong community support, and focus should be placed on projects that already have momentum and engaged stakeholders. The recommendations are explained within the context of a design scheme, but can be used to achieve results such as activating the west end or strengthening north/south connections. This plan should be used as a tool for achieving the community's vision. The power and strength of a community-backed plan is immense. Use it to inspire.

**"I'm excited to see the new Umatilla."**

*- Juan Mendoza*







NEXT STEPS











## NEXT STEPS

The City needs to be flexible and open to new approaches, understanding that meaningful change takes time. It will be important to refine the vision, identify opportunities, and celebrate the achievements along the way.

### Implementation is Key

In order to focus energy and resources, it is important to highlight a phased approach to achieving the recommendations for Umatilla Together. Implementation should occur over an extended period of time, identifying attainable short term and long term goals.

Some actions can be accomplished in the near-term, while others will happen as opportunities arise.

### Implementation should be Collaborative and a Shared Responsibility

There is not a single source or tool that will ensure the vision is achieved. While the City of Umatilla will be the primary lead on plans and policies related to the recommendations, it is through collaborations, strategic partnerships and thoughtful planning that these concepts can be manifested into reality.

The following pages summarize the short, medium, and long-term phasing of the actions necessary to achieve the vision. They emphasize strategic partnerships as a common theme of each successful strategy. Potential key partners are listed, but think creatively about who else should be included in discussions throughout the planning process. The Umatilla Future Forum, a group of mobilized community stewards, is a vital asset for the City and should be involved throughout this process.





## PHASING MATRIX

Figure 4.1

Goal		City Action	Less than 2 years	2-10 years	10+ years	Ongoing
Connectivity	CO1	Plan for an improved transportation network to strengthen east/west and north/south connections				
	CO2	Connect and enhance the existing trail system				
	CO3	Promote safety and accessibility for all ages and abilities				
Community Development	CD1	Increase regular and reliable communication throughout the city				
	CD2	Identify and support diverse community leaders				
	CD3	Establish inclusive public spaces for all community members to gather				
	CD4	Create regular, multi-cultural programming to encourage the community to gather				
	CD5	Establish the Umatilla Future Forum				
Downtown Revitalization	DR1	Join the Oregon Main Street Network				
	DR2	Create a strong organizational foundation for revitalizing downtown				
	DR3	Foster a supportive business environment				
	DR4	Branding and marketing of Umatilla				
	DR5	Enhance the look and character of downtown				
	DR6	Decrease vacancies on 6th Street				
	DR7	Create more entertainment and youth-focused activities downtown				
	DR8	Create an iconic project				
Land Use	LU1	Strengthen community stewardship through code enforcement				
	LU2	Plan for a mix of land uses that support and complement adjacent uses				
	LU3	Create and enhance parks and open spaces that serve a variety of activities				
	LU4	Ensure that land and water resources are protected and look for opportunities for environmental remediation				
	LU5	Provide a range of housing choices and improve access to affordable housing opportunities				
	LU6	Capitalize on opportunities for federal lands to be overseen and managed by local agencies				

City Action	Key Partners
CO1	U.S. Department of Transportation, Federal Highway Administration, EPA Smart Growth, Oregon Department of Transportation, Umatilla County, Umatilla Police and Fire Departments, Kayak Transit, Umatilla Public Health, Mirasol Family Health Center, Encore Wellness 4 Life
CO2	Army Corp of Engineers, U.S. National Park Service, American Trails, Oregon Parks and Recreation, City of Hermiston, City of Irrigon, TrailLink, property owners
CO3	EPA Smart Growth, Oregon Department of Transportation, Umatilla County
CO4	Umatilla County, Umatilla City Council, Umatilla Planning Commission, Umatilla Chamber of Commerce, Umatilla School District, Port of Umatilla, East Oregonian, Hermiston Herald, Umatilla Museum, Downtown Association, business owners
CO5	Umatilla County, Umatilla School District, CTUIR, Umatilla Youth Council, Downtown Association, local churches, Mirasol Family Health Center, Blue Mountain Community College Small Business Development Center, InterMountain Education Service District
CO6	Army Corp of Engineers, Umatilla County, Umatilla School District, CTUIR, Port of Umatilla, Umatilla Police Department, Umatilla Youth Council, Downtown Association, Umatilla Museum, property owners
CO7	Umatilla Chamber of Commerce, Hermiston Chamber of Commerce, Umatilla School District, CTUIR, Downtown Association, Umatilla Youth Council, local churches, Altruse International, Mirasol Family Health Center, Umatilla Garden Club, business owners
CO8	Umatilla School District, CTUIR, Umatilla Youth Council, Downtown Association, Mirasol Family Health Center
DS1	Oregon Main Street
DS2	Oregon Main Street, Resource Assistance for Rural Environments (RARE), downtown property owners, downtown business owners
DS3	Business Oregon, Umatilla Chamber of Commerce, Hermiston Chamber of Commerce, Port of Umatilla, business owners, Blue Mountain Community College Small Business Development Center, Eastern Oregon University
DS4	Travel Oregon, Umatilla County Tourism, Umatilla Chamber of Commerce, CTUIR, Downtown Association, Umatilla Youth Council, targeted groups that the brand will appeal to
DS5	Oregon Department of Transportation, Oregon Main Street, Downtown Association, Umatilla School District, local artists
DS6	Umatilla Chamber of Commerce, Umatilla School District, Downtown Association, downtown business owners, downtown property owners
DS7	Umatilla School District, Umatilla Youth Council, Downtown Association, downtown property owners, downtown business owners
DS8	Army Corp of Engineers, Travel Oregon, Union Pacific Railroad, Port of Umatilla, CTUIR, Umatilla Youth Council, Umatilla School District
LU1	Umatilla Police Department, Umatilla School District, Downtown Association
LU2	Army Corp of Engineers, Union Pacific Railroad, Department of Land Conservation and Development, Umatilla County, Umatilla Chamber of Commerce, Port of Umatilla
LU3	Army Corp of Engineers, U.S. National Park Service, American Trails, Oregon Parks and Recreation Department, Umatilla Public Health, Umatilla School District, CTUIR
LU4	Army Corp of Engineers, Oregon Department of Environmental Quality, EPA Smart Growth, Port of Umatilla, CTUIR, Columbia Riverkeepers, Alliance of Hazardous Material Professionals, Environmental Consultants
LU5	USDA Rural Development, Oregon Department of Land Conservation and Development, Oregon Housing and Community Services, Umatilla County Housing Authority, NeighborWorks - LIFT Programs, League of Oregon Cities, Association of Oregon Counties
LU6	Army Corp of Engineers, U.S. Bureau of Land Management, Umatilla Army Depot, Oregon Fish and Wildlife Services, Union Pacific Railroad, Port of Umatilla, CTUIR, Umatilla Electric Cooperative



## LOW HANGING FRUIT

The strength of a plan lies in community support, and by focusing on those actions that are “low hanging fruit,” the City can build trust and support for long-term infrastructure and development projects. The following actions represent quick wins that the City of Umatilla can implement immediately. They require a low amount of resources (i.e., time and money), but have high impact within the eyes of the community.



## QUICK WINS

- Restructure Planning Commission and City Council meeting times in order to streamline communication and collaboration (i.e., provide sufficient time to review documents and agenda items)
- Community clean-up events for invasive species removal and property maintenance
- Partner with property owners to utilize empty lots and buildings for temporary events (e.g., harvest fest, holiday bazaar, food truck pods, above ground community gardens, etc.)
- Encourage public art (e.g., community murals, chalk art festival, and other art shows)
- Continue community building exercises (e.g., renaming downtown streets through collaborative efforts)
- Enhance the look and character of downtown (e.g., flags, flowers, fresh paint, etc.)
- Plant trees citywide (e.g., sponsor a tree program)
- Better utilize social media outlets to disseminate local news (i.e., improve transparency and communication)



## A TOOL FOR CHANGE

Great places are not created by accident. They are the result of a vision, leadership, planning, public investment, unrelenting tenacity on the part of city champions, and strategic, meaningful partnerships! It takes an entire community to drive change, and identifying community stewards of the shared vision is essential for garnering city support to see Umatilla Together come to fruition.

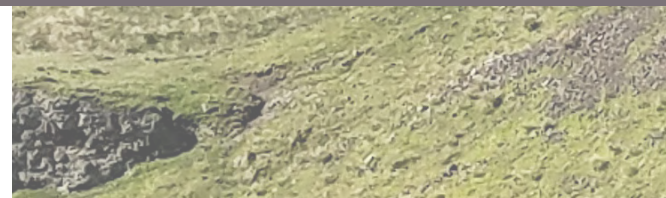
Keep the positive momentum going and use the energy from the mobilized community to realize that the time is now! To echo a sentiment often heard throughout this process:

# TEAMWORK MAKES THE DREAM WORK



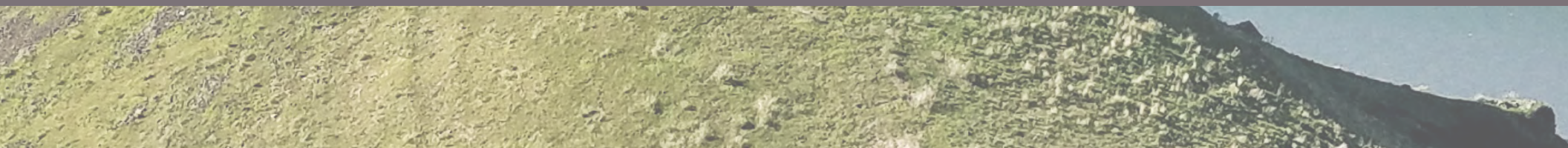


# APPENDIX





ACHIEVING THE VISION  
COMMUNITY ENGAGEMENT SUMMARIES  
FIGURES & MAPS  
THE TEAM







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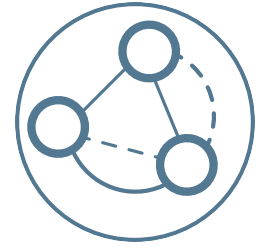
## CONNECTIVITY

### Goal

Enhance and maintain the existing transportation network to create optimal conditions that accommodate all ages, abilities, and modes of transit.

### Actions

- CO1 — Plan for an Improved Transportation Network to Strengthen East/West Connections and North/South Connections.
- CO2 — Connect and Enhance the Existing Trail System
- CO3 — Promote Safety and Accessibility for All Ages and Abilities





## ACTION

### CO1 — Plan for An Improved Transportation Network to Strengthen East/West Connections and North/South Connections.

#### WHY

The transportation network is essential to the function and health of people. It connects people and businesses to goods and services, and links them to the region and the rest of Oregon. Although transportation is often measured in terms of mobility, it also creates access to opportunity. Building on the City's previous plans, planning for improved transportation infrastructure will provide a balanced transportation system that supports neighborhood livability and strategies that improve public health and safety. As important as it is to ensure high-quality conditions for motorists, it is equally critical to ensure the safety and comfort of those who walk or bicycle. Walking, biking, and transit options represent key amenities that will help residents feel connected

to the community and improve the overall quality of life. Children, the elderly, and other residents utilize 7th Street to access the schools when entering downtown from the pedestrian footbridge. 7th Street also serves as a relief street for the major arterial, 6th Street. It is essential to provide separation from motorized traffic, controlled crossings, and wayfinding to and throughout the space utilizing and enhancing the existing network which includes the pedestrian and road infrastructure as well as the trails. A wide array of safety and health benefits is the result when people live and work in accessible, safe, well-designed, thoughtful structures and landscapes.

#### HOW

Umatilla has a strong east/west orientation, highlighted by Highway 730 (6th Street) running through the middle of the city and 5th and 7th Street acting as collector streets. While 6th Street receives most of the traffic volume, 5th and 7th Street play an important role in the city's transportation network. For example, 7th Street is heavily utilized by students walking to and from Clara Brownell Middle School and Umatilla High School, while 5th Street is lined with housing and receives some freight truck traffic serving industrial uses. Establishing stronger north/south connections will increase the overall connectivity of the project area and make traveling north/south from the Umatilla River, commercial corridor, and the potential Park Corridor easier for pedestrians and bicycles. The key north/south connections that were highlighted in the Vision Plan are B, F, I, L, and Switzler Ave. Switzler Ave in particular is the major north/south connection between the marina, downtown, and Umatilla High School and receives a significant amount of pedestrian traffic. To enhance these networks (5th, 7th, B, F, I, L, and Switzler Ave), they needed to be specifically highlighted in future planning documents.

### *Transportation System Plan*

Umatilla's current Transportation System Plan (TSP) is from the late 90's. An updated TSP reflects and identifies specific transportation projects and programs needed to support the City's goals and policies and to serve planned growth. This will identify new transportation system needs and priorities that address all modes of transportation, including all streets in the city. Improvements on B, F, I, and L Street, and Switzler Ave should take priority in an updated TSP. Similarly, improvements on 5th and 7th Street should also be prioritized as key east/west relief streets for 6th Street. As with Umatilla's last TSP, an outside consultant should be budgeted for to update the TSP.

### *5th and 7th Street: Neighborhood Greenways*

"Neighborhood greenways" are streets that encourage bike use on low-traffic streets without the need for dedicated bike facilities, while also introducing traffic calming elements to enhance pedestrian comfort. Neighborhood greenways foster livability by creating

a low-stress transportation network. Common elements include but are not limited to signs to designate the street as a neighborhood greenway, pavement markings to alert drivers, sidewalks, and improved crossings and curb ramps (ADA accessibility) for pedestrians. Potential locations for neighborhood greenways in the project area are 5th Street, which would provide a connection alongside the park corridor, and 7th Street, as it is one of the main connectors to Umatilla High School. Currently there are no existing sidewalks on 7th Street despite the existence of single-family residential housing and Clara Brown Middle School and Umatilla High School. Designating and enhancing 5th and 7th Street as neighborhood greenways would create safer east/west connections for pedestrians and bicycles to move through the project area when off of 6th Street.

### *Street Design Handbook*

A street design handbook can provide context-sensitive recommendations, taking the form of a comprehensive toolkit for street design, including everything from lighting, landscaping, and road materials. It is meant to assist with the creation of safe, pleasant, efficient, interesting, and active mobility corridors. Design handbooks assure that the roads work for drivers, transit users, pedestrians, and bicyclists of all ages and abilities. While a design handbook

in the City of Umatilla may look quite different from a design handbook in a highly urban area or neighboring cities, the purpose is to ensure that the city is intentionally designed in a way that balances safety and convenience for everyone using the transportation network. NACTO publishes design guide books displaying best practices for street design. They focus on sustainable, multi-modal, and economically beneficial street design. For more information, visit: <https://nacto.org/publications/design-guides/>.



### *Consult the Plan4Health*

Umatilla County's Plan4Health assesses health needs and gaps in service within the county and identifies opportunity areas where the Plan4Health Coalition and the City can take action. The model includes actions in which to support active transportation and overall healthy living. In addition to the creation of a complete streets guide that promotes active transportation, Plan4Health examines the intersection of public health and planning to include programs and design of a comprehensive network that better addresses the health needs of all residents.

Additional resources that provide greater details of a transportation network infrastructure and public health:

<https://www.fhwa.dot.gov/publications/publicroads/13mayjun/05.cfm>

<https://www.transportation.gov/transportation-health-tool>.

### *Additional Resources*

The Federal Highway Administration's Small Town and Rural Multimodal Networks and ODOT's Bicycle and Pedestrian Design Guide provide existing street design guidelines for bicycle and pedestrian safety, with examples of how to inter-

pret and apply design practices. FHWA: [https://www.fhwa.dot.gov/environment/bicycle\\_pedestrian/publications/small\\_towns/](https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns/) ODOT: <http://www.oregon.gov/ODOT/HWY/BIKEPED/Pages/index.aspx>.

### **EXAMPLE: COMPLETE STREETS DESIGN MANUAL, BASALT, COLORADO**

Basalt, Colorado, a town of 2,500 located about 25 miles from Aspen, adopted a Complete Streets policy in 2005. The town also adopted a Complete Streets design manual outlining overall street design requirements. Basalt seeks to preserve its commitment to walkability and address pedestrian needs. The 34-page document classifies street types, functions, and design criteria for historic, bicycle, pedestrian, lighting, and infrastructure facilities. The Complete Streets policies and street design have significantly increased the number of sidewalks in Basalt. More information can be found at: <http://www.basalt.net/DocumentCenter/View/438>.

### **EXAMPLE: NEIGHBORHOOD GREENWAYS, PORTLAND, OREGON**

In Portland, Oregon, where there is strong community support for walking and biking, the Neighborhood Greenways plan has In Portland, Oregon, where there is strong community support for walking

and biking, the Neighborhood Greenways plan has resulted in increased biking. There are currently more than 70 miles of neighborhood greenways, which were developed in three distinct phases since the first project on SE Salmon and Taylor streets more than 30 years ago. Portland has successfully built a neighborhood greenway system that serves many areas and people in the city. Additional information can be found at <https://www.portlandoregon.gov/transportation/50518>.

### **EXAMPLE: PEDESTRIAN AND BICYCLE FACILITIES, IMBLER, OREGON**

Located in rural eastern Oregon, Imbler is bisected by State Highway 82. The highway, which serves as an important freight route for the area, also functions as the town's main street. In 2007, the existing roadway, which included two travel lanes with wide shoulders, was redesigned to add pedestrian and bicycle facilities. Sidewalks and bike lanes were constructed on both sides of the street and pedestrian scale lighting, street trees, and planters were added. Crosswalks were marked at key intersections to connect residents with schools and other destinations.

## ACTION

### CO2 — Connect and Enhance the Existing Trail System

#### WHY

Historically, the city has relied heavily upon agriculture and its proximity to vehicle transportation routes for its economic livelihood. The city now has a more diversified economy that continues to rely upon agriculture, but has the potential to expand more upon commercial and tourism sectors related to its key location along the Columbia and Umatilla Rivers, both of which are natural assets that can be utilized as outdoor recreational opportunities. A well-established and connected trail system creates increased opportunities for outdoor recreation, tourism, and enhances the connectivity of the city.

#### HOW

Connecting trails in the project area and elsewhere may involve land acquisition, shared-use agreements, easements, engineering studies, trail mapping, community involvement, and volunteer labor. Various trails currently run through the project area, yet there are many opportunities for enhancement and connections. The Vision Plan highlights the current trail system within the project area and possible future trail connections that provide all-around connectivity for pedestrian and bicycles, as well as creating increased access to the Columbia and Umatilla Rivers. These proposed trails include connections from the multi-use path along the Umatilla River to the key north/south connections, a trail that follows along the Umatilla River and Columbia River on the banks of the Old Town Site to the marina, and a proposed future trail that could potentially connect to Hermiston. Along with connecting the existing trail system, techniques to enhance trails in Umatilla include:

- Create a management plan for trails, utilizing volunteer labor from local schools, churches, and possibly the prison
- Design trails to be accessible to all: bicycling, walking, running, wheelchair, in-line skating, etc.

- Make trails aesthetically pleasing; managing the views as one progressing along a trail is an important consideration.
- Create a “Friends of Umatilla Trails” group to advocate, promote, and raise funding
- Create trailhead signage and signage along the trails to guide users to other points in the city
- Work with nearby jurisdictions such as Irrigon and Hermiston to create a regional trail network
- Create multiple points of entry
- Establish lighting along trails for safety and all-hours usage
- Once connections and enhancements are incorporated, map and market Umatilla’s trail experience to potential interested groups.

Helpful trail guidelines and best practices manual can be found at:

<http://atfiles.org/files/pdf/MA-Trails-Guidelines-Best-Practices.pdf>



## HOW

Besides budgeting for trail connection and enhancement, possible external funding sources include: Oregon Recreational Trail Grants (<https://www.oregon.gov/oprd/GRANTS/pages/trails.aspx>)

and federal sources (<https://www.epa.gov/smartgrowth/smart-growth-national-funding-opportunities#anchor10>)

When applying for grants related to trails, think about how your trail(s) might help reduce automobile trips in your community. For example, children could utilize the trail to get to school instead of being driven.

### ACTIVE TRANSPORTATION PLAN, BILLINGS, MONTANA

Billings, Montana is located near Yellowstone National Park, Custer National Forest, and a multitude of other outdoor activities. The city put together its first active transportation plan and proceeded to build a 35-mile network of multi-use trails and are now focusing on developing an equally successful network of bike lanes. Focusing on the unique competitive advantage provided by their geography and landscape, the city recognized that trails are not just amenities, but essential infrastructure for business recruitment.

### KATY TRAIL, CLINTON, MISSOURI

The 225-mile Katy Trail located in Clinton, Missouri is the longest rails-to-trails project in the country. The Rail-Trail stretches across most of central Missouri, following the Missouri River. It also highlights one of the state's historical assets – the Lewis and Clark expedition trail. Built on the former corridor of the Missouri-Kansas-Texas (MKT) Railroad, known as the Katy, it was converted into a trail after the rail line ceased operation in 1986.

The National Trails System Act enabled the Missouri Department of Natural Resources to acquire the right-of-way. The trail is maintained as a state park and is popular for its biking and hiking opportunities. It connects many downtowns along the route and has spurred economic development - bike shops, other retail, and B&Bs in close proximity to the trail have all flourished. The case study can be found at <https://mo-stateparks.com/park/katy-trail-state-park>.

Check out the Rails-to-Trails Conservancy and National Trails Training Partnership for excellent trail building toolkits, advice, case studies, and resources for connecting and utilizing trails. The National Park Service's Rivers & Trails Program (RTCA) supplies free help for communities that want to develop trails, river access, and open space protection.

See the following links for Rails-to-Trails and RTCA for more information <https://www.railstotrails.org/build-trails/> and <http://www.americantrails.org/resources/adjacent/>

## ACTION

### CO3 — Promote Safety and Accessibility for All Ages and Abilities

#### WHY

The feeling of safety on streets is reinforced by design. Making streets and the network feel and look comfortable will create a friendly environment in which people feel invited to stay and move easily through the space. Many of the current streets and pathways lack comfort and invitation, partially due to the lack of ADA accessibility and the ability to safely travel along many of the roads without a vehicle. Pertaining to pedestrian safety on streets, elderly and children can be the most vulnerable. The ODOT improvements being constructed on 6th Street in 2018 will include new lighting, sidewalks, and upgrades to be ADA accessible. Title II of the ADA applies to state and local governments, school districts, and special purpose districts. The newly constructed City Hall and renovated Umatilla High School meet the standards for ADA accessibility; however, the rest of the project area is lacking in this arena. Likewise, popular routes for children to schools in the project area lack sufficient pedestrian infrastructure. The network must enable a comfortable trip from beginning to end to maximize use. The following resources provide guidelines, programs, and possible funding for promoting safety and accessibility for all ages and abilities in Umatilla.

#### HOW

##### *Americans with Disabilities Act*

The US Department of Justice has an excellent resource to meet ADA requirements entitled Americans with Disabilities Act ADA Guide for Small Towns. The document outlines specific requirements, policies, practices, and procedures, and processes for complying with ADA. Though trails (natural and man made) can be structured to meet ADA accessibility requirements, it should be recognized that the elevation difference along different trail may be too great to meet current ADA design requirements and therefore are not required. More information can be found at <https://www.ada.gov/smtown.htm>.

##### *Safe Routes to School*

Safe Routes to School refers to a variety of multidisciplinary programs aimed at promoting walking and bicycling to school, and improving traffic safety around school areas through education, incentives, law enforcement, and engineering measures. There are a variety of Safe Routes to School toolkits and guidebooks that exist and a comprehensive strategy should be implemented for much needed safety and access improvements. The Umatilla School District was successful in 2012 in apply-

ing for infrastructure grant funding to provide lighting for students using foot paths along the Umatilla River from South Hill to Clara Brownell Middle School. In addition, 7th Street should be targeted for improvements as it is a popular route for students traveling to and from Umatilla High School, yet lacks sidewalks and other pedestrian infrastructure. To learn more about the Safe Routes to School Program and funding in Oregon, visit: <http://www.oregonsaferoutes.org/>

#### SAFE ROUTES IN SISTERS, OREGON

A consultant for Sisters, Oregon developed a Safe Routes to School toolkit to provide an overview of tools and strategies for improving safety and accessibility for bicyclists and pedestrians around school areas. The tools include information about pavement markings, school signage, crosswalk striping, and traffic-calming measures. For more information, see Appendix J of: [http://www.ci.sisters.or.us/pdf/Public%20Works/Final%20Appendix\\_7-30-09.pdf](http://www.ci.sisters.or.us/pdf/Public%20Works/Final%20Appendix_7-30-09.pdf)





# LAND USE



## Goal

Achieve a rich mix of land uses that support growth and development while protecting and enhancing the region's resources. Working within the local and state regulatory framework, use land use tools to promote a livable city by increasing opportunities for people to work, live, play, learn, and invest.

## Actions

- LU1 — Create and Enhance Parks and Open Spaces that Serve a Variety of Activities
- LU2 — Capitalize on Opportunities for Federal Lands to be Overseen  
and Managed by Local Agencies
- LU3 — Ensure that Land and Water Resources are Protected and Look for  
Opportunities for Environmental Remediation
- LU4 — Strengthen Community Stewardship through Code Enforcement
- LU5 — Provide a Range of Housing Choices and Improve Access to Affordable Housing Opportunities
- LU6 — Plan for a Mix of Land Uses that Support and Complement Adjacent Uses



## ACTION

### LU1 — Create and Enhance Parks and Open Spaces That Serve a Variety of Activities

#### WHY

The benefits of well-planned parks and open spaces are immense. Through community engagement, the surrounding landscape is a source of pride. Enhancing existing parks (e.g., 3rd Street Soccer Fields), and creating additional parks that reflect a wide array of passive and active recreational opportunities can also be a source of community pride. These spaces increase physical and recreational activities, education and learning, and are also a catalyst for economic development. While ecological, social, and health benefits are strongly associated with the usage of parks and recreation facilities, leveraging the proposed Park Corridor for increasing the local tax base can set Umatilla apart from neighboring cities and enhance the quality of life for all residents.

**"A city's parks are the jewels that make a public realm sparkle, and great parks are the pride of any great city."**

*—Alex Garvin, Urban Planner*

#### HOW

There are an array of financing tools available to communities - including public-private partnerships, ballot measures, and developer extractions - but gathering local support for park programs is an essential first step in achieving the goal. Before making the case for parks and open space as a driver for economic development, the community needs to understand the wide array of benefits that can come from investing in parks and open space. Good communication and well-designed messaging goes a long way. Hosting special events and promoting initiatives on social media are all various tools that can help boost local support. Several organizations help local entities with planning, organizing, and promoting parks and open spaces, including:

The Center for City Park Excellence (CCPE) maintains an authoritative database on U.S. park systems and assists state and local leaders in quantifying the benefits these systems provide—helping to advocate for parks as a community investment.

The Trust for Public Land is a national nonprofit organization that conserves land for people to enjoy as parks, community gardens, historic sites, rural lands, and other natural places. They help state and local governments de-

sign, pass, and implement legislation and ballot measures that create new public funds for parks and land conservation.

The National Park Service (NPS) sponsors the Outdoor Recreational Grant program through the Land & Water Conservation Fund. Grants are used to acquire land and plan and develop recreational areas such as playgrounds, tennis courts, outdoor swimming pools, hiking trails, picnic areas, campgrounds, and boat-launching ramps. Funds are also used to build restrooms, water systems, and other support facilities for the general public.

The Department of Housing and Urban Development (HUD) sponsors the state-administered Community Development Block Grant (CDBG) program. Grants from this program are used to acquire real estate property for public use, demolish blighted structures, and construct and renovate public service facilities, recreational facilities, and public and private buildings. Funds are also used to support economic development activities including assisting micro-enterprises. Grants are administered by states to cities and counties with fewer than 50,000 and 200,000 residents respectively. See section titled; *Funding Mechanisms* for more information.

Implementation for creating the Park Cor-

ridor and increasing connectivity between existing trails and pathways will involve piecing together several properties. This can be achieved through land acquisitions, donations, land exchanges, voluntary easements and developer agreements where private property owners own and maintain the land. The City of Umatilla recently set up a land acquisition program, allocating \$100,000 a year for thinking strategically about acquiring land in the future. The vast percentage of land in the proposed Park Corridor is owned by the federal government (through entities like the Army Corps of Engineers or Bureau of Land Management) and Union Pacific Railroad. While collaborating with these entities will be key to the successful implementation, the process can be tedious and cumbersome. The Corps recommends either submitting an application for leasing the land or applying for an easement; both are expensive and are at least a two year process. See the action titled; *Look for opportunities for public lands to be overseen and managed by local agencies* for more information. For tax lots on Union Pacific property, long term planning will need to focus, not only on land acquisition, but also removal of the rail spur and relocation of the existing fertilizer plant.

Thinking ahead, enhancement of parks and open spaces will attract visitors and

stimulate future investment. Parks enhance property values, increase municipal revenue, bring in homebuyers and workers, and attract retirees. Increased property values and increased municipal revenues go hand in hand. Property taxes are one of the most important revenue streams for cities, but there are other creative ways in which cities can fund the creation of parks. These include, but are not limited to the following:

Establishing a recreational overlay or district. Example: Seattle, WA saw the landmark passage of Proposition 1, which established an independent Seattle Parks District with taxing authority

Citywide development cost levies (DCL), allowing the city to collect money for park development through a levy on new construction. Example: Vancouver B.C.; most new developments in the city pays DCLs. Property developers pay a DCL based on square footage. These are an important source of revenue for funding parks.

Privately owned public space (POPS) is a tool used to describe a category of physical space that, although privately owned, is legally required to be open to the public under either the city's zoning ordinance or as a condition of the development permit.

Solicit sponsorships from private donors or corporations. Example: Buy-a-tree program. In these programs, an individual spends \$250 for a tree. A small portion covers the cost of the tree and the additional money is a donation to the park fund. Other agencies have sought advertising sponsorships. Quality of life surveys consistently show that people want to live close to greenspace, and park development efforts over the last century have proven this true, from the conversion of lakefront industrial sites in Racine and Kenosha, Wisconsin, Erie, Pennsylvania, and Duluth, Minnesota to the revitalizing engine of transforming the Tennessee Riverfront in Chattanooga - all smaller sized cities. Many cities are implementing redevelopment plans that also use parks and open space to leverage mixed-use development, brownfield clean-up and waterfront development. First steps could also include collaborations with the Umatilla School District, CTUIR, Department of Corrections, and others to remove the invasive species that are dominating the river edges, providing the safety and connectivity that the community has expressed interest in. They need to be creative, plan ahead, and act fast will help bring people and funding together to transform the community through better parks.



## RESOURCES

<http://www.thegranthelpers.com/municipal-grants/parks---recreation-grants>

<https://www.invasivespeciesinfo.gov/toolkit/grants.shtml>

<http://www.oregon.gov/ODA/programs/Weeds/Pages/GrantProgram.aspx>

[https://www.epa.gov/sites/production/files/2015-05/documents/competitive\\_advantage\\_051215\\_508\\_final.pdf](https://www.epa.gov/sites/production/files/2015-05/documents/competitive_advantage_051215_508_final.pdf)

<http://reconnectingamerica.org/resource-center/federal-grant-opportunities/>

<https://www.epa.gov/smartgrowth/smart-growth-small-towns-and-rural-communities>

<https://www.planning.org/cityparks/briefingpapers/economicdevelopment.htm>

## ACTION

LU2 — Capitalize on Opportunities for Federal Lands to be Overseen and Managed by Local Agencies

### WHY

When the John Day Dam was built, the Corps expected a bulk of the Old Town Site to be flooded, acquiring large tracts of land from the city for \$50,000. During construction, everyone living below 5th Street, which was the majority of the town, was asked to relocate to “higher” ground. The Corps also purchased lands along the Umatilla River, but after construction was complete, only Front Street was actually flooded.

Considering much of the federal land is prime riverfront property, adjacent to both the Umatilla and Columbia Rivers, the city should be strategic when looking for additional opportunities to allow development on these lands. Opportunities that increase access to riverfront and recreational activities should be grasped.

**“There’s a fair amount of Corps land in the urban growth boundary that is just sitting vacant.”**

*—Russ Pelleburg,  
City Manager of Umatilla*



Within the project area, roughly 60% of the land is owned by the federal government.

### HOW

The city has a MOU with the CTUIR and existing agreements (i.e., outgrant agreements) with the Corps concerning any proposed development on these lands. The Corps oversees the fee title on all the federal lands within Umatilla for the operation of the flood pool in order to flood property whenever necessary. Since water levels are stable due to strict regulatory operations at the dams, it is important to know what recreational and non-recreational opportunities are allowed on Corps lands. Non-recreational outgrants are requested because there is no viable alternative to the activity or structure (e.g., pipelines, roadways, etc.) being located

on Civil Works land or waters. Recreational outgrants pertain to the federal lands within the project area and have specific requirements associated with them.

### *Recreational Development Opportunities for Corps Lands*

The intent is to provide public outdoor recreation opportunities that support project purposes (e.g., may also include navigation, hydropower, flood control, and/or water supply) and meet the recreation demands created through a new request or project while sustaining natural resources. Corps policy is to provide outdoor recreation opportunities to the public where there is an unfulfilled demand and a corresponding deficit of those facilities. The City of Umatilla, working in cooperation with the CTUIR, should fulfill this shortfall by increasing activities (i.e., expansion of 3rd Street Soccer Fields) on Corps lands through an outgrant (i.e., authorizes the right to use Army-controlled property). New requests should accommodate or support:

- Water-based activities, overnight use, and day use such as marinas, campgrounds, picnic areas, trails, swimming beaches, boat launching ramps, and even resort facilities.
- Any support facilities (e.g.,

playgrounds, multi-purpose sports fields, overnight facilities, restaurants, camp stores, bait shops, comfort stations, boat repair facilities) must enhance the recreation experience and be secondary to the original intent of the recreational development.

The Corps will evaluate recreational requests using the following criteria:

- Consistent with project purposes
- Reasonable connection to the project's natural and other resources
- Consistent with land use classifications and resource management objectives in the Project Master Plan
- Example: the OTS is currently designated as low density recreation, based on the 1976 Project Master Plan
- In the public interests
- Justified by public demand (i.e., market study)
- Economically viable (i.e., feasibility study)
- Meet the recreation demands created by the project itself while balancing natural resources requirements

There are two ways in which the City of Umatilla and the CTUIR could approach

a joint collaboration on federal land within the project area and greater Umatilla. The applicant(s) would either apply for a lease or an easement. Currently, a license exists to manage the vegetation within the Old Town Site and outgrants pertain to uses associated with Nugent Park, the marina, and the water treatment facility. Submitting a lease application would trigger the right of first refusal, under Public Law 100 581, Title IV Columbia River Treaty. Any federal property within the project area would first be offered to the Bureau of Indian Affairs (BIA), consulting the four treaty tribes on the transfer of the property. If the BIA declines, then the Corps could move forward with a lease to the city. The BIA may allow the tribes greater opportunities on the site, but it would still be under federal ownership.

Submitting an easement application would be our recommendation, as it provides more predictability because you are not requesting the transfer of land and triggering the right of first refusal under Public Law 100 581. The Corps staff recommends planning immediately for any potential future projects, as they are booked solid and currently have a backlog of 2 years.

Any potential development can take upwards of two years, so begin planning for the approval process as soon as possible.



- Plan to file an application in 2019

Areas to consider an easement include:

- Old Town Site (in collaboration with the CTUIR)
- Federal land within the Park Corridor, noting that Union Pacific Railroad also owns large tracts of land (just south of the OTS)

Areas to consider either a lease or easement include:

- Federal land on the bluffs up above the Umatilla River
- Property at the west entrance of town, just as you cross over the bridge

As mentioned prior, the City needs to be strategic when looking for opportunities to allow mixed-use development and commercial opportunities since such a large percentage of the properties are owned by the federal government.

Since permanent structures are restricted on federal lands, thinking creatively about how to incorporate commercial activities can be a major draw for bringing more people into the marina and capitalizing off the crowds that congregate around the

soccer fields. Creating incentives for food trucks to come and set up shop in the marina parking lot can lead to the creation of a hub for incubator businesses to get a start and provide a much needed commercial service in this area of town. Envision the marina and these select commercial opportunities as a bridge between the Park Corridor and a thriving waterfront community.

## EXAMPLE: "RIGHT OF FIRST REFUSAL" CITY OF BOARDMAN

Public Law 100-581 – "Right of First Refusal" – City of Boardman

The City of Boardman and Port of Morrow conducted a market and feasibility study for a proposed recreational outgrant with Corp of Engineers. Although they had a grant from the State Parks Department for \$350,000, the property sat in limbo for years. Ultimately the city was not able to add a sports complex and provide other recreational opportunities due to the holdup with the Corp of Engineers and Bureau of Indian Affairs who had the right of first refusal on leasing the land.



Imagined food truck along the Marina

## ACTION

LU3 — Ensure that Land and Water Resources are Protected and Look for Opportunities for Environmental Remediation

### WHY

Several properties within the project area have been identified from the Oregon Department of Environmental Quality (ODEQ) as needing further investigation for possible contamination. These sites could present hidden costs and liabilities for potential developers or investors, perpetuating vacant properties and limiting opportunities for future economic development and growth. Environmental due diligence will be a key tool for managing risks and avoiding liabilities.

### HOW

Standards for conducting environmental due diligence are set forth by the Environmental Protection Agency (EPA). The Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) establishes a process to determine who is liable for hazardous substances. These can be very costly and deter would be investors because it authorizes regulators to fine property owners and require the removal of hazardous materials at the owner's expense, even if the owner is not the party responsible for the contamination.

Prior to acquiring the property, it is recommended to conduct a Phase I Environmental Site Assessment (ESA). This procedure investigates the current and historical uses of a property to identify potential environmental risks. Proper assessments made through environmental due diligence can provide protection under CERCLA for owners, innocent landowners, and prospective purchasers.

The following are listed sites on ODEQ within the project area that warrant further investigation:

- Site ID: 3232

Site Name: Ray-D-Ant Cleaners (Former)  
6th St. near Switzler Ave. Umatilla 97882

- Site ID: 3218

Umatilla Marine

1271 6th St. Umatilla 97882

- Site ID: 5179

Site Name: Umatilla Oil Terminal (Former)

Cline Ave. & Brownell Blvd. Umatilla 97882

- Site ID: 5581

Site Name: Umatilla Roundhouse (Former)

Umatilla 97882

- Site ID: 3836

Site Name: Wasatch Oil Bulk Plant - Umatilla

3rd St. Umatilla 97882

- Site ID: 5739

Site Name: Western Farm Service Fertilizer Release

321 5th St. Umatilla 97882

- Leaking Underground Storage Tank (LUST) Data Base

Heating Oil Tank

1251 6TH ST, UMATILLA, 97882

## RECOMMENDATIONS

- Looking for grants and funding options for various aspects of the cleanup process- including the assessment, clean-up, or redevelopment of a site
- Seek assistance through the LUST Cleanup Cooperative Agreement
- Hiring an environmental consultant to further investigate the possible contaminated sites (e.g., GSI Water Solutions, Inc.)
- Explore Prospective Purchaser Agreements (PPA)
- Seek technical assistance and guidance for specific aspects pertaining to environmental cleanup activities

## RESOURCES

- <https://www.epa.gov/ust/leaking-underground-storage-tank-lust-trust-fund>
- <https://archive.epa.gov/pesticides/region4/landrevitalization/web/html/index-2.html>
- <http://www.oregon.gov/deq/Hazards-and-Cleanup/env-cleanup/Pages/default.aspx>
- <http://www.oregon.gov/deq/Hazards-and-Cleanup/env-cleanup/Pages/Cleanup-Guidance-Docs.aspx>



## ACTION

### LU4 — Strengthen Community Stewardship through Code Enforcement

#### WHY

Programming for code enforcement should reflect the vision and goals of the community, supporting the city's general plans and zoning maps, outside of just the downtown corridor, to promote overall civic pride through voluntary and regulatory activities. While there is no magic silver bullet when it comes to increasing code compliance, best practices often dictate adopting innovative programs that engage in proactive and aggressive enforcement that involves all stakeholders in the community.

#### HOW

Good code enforcement must be based on good code, which in turn is a result of a good general plan. A good plan clearly and consistently outlines the long-term goals of community members and leaders. Consistency throughout the plan provides solid backing for code enforcement within the community. To help ensure plans are implementable, think about how the goals and vision will be reflected in the code and how they could be enforced as the goals are being written.

Incorporating multiple strategies into a comprehensive compliance plan is the best way to maintain the community's culture while ensuring code enforcement occurs. Strive to promote voluntary compliance on code violations, and focus on providing education and opportunities to property owners for lasting results. A clear process and structure for imposing fines and penalties is a necessary regulatory tool, but incentive and assistance programs tend to better match the culture of small towns.

The City of Umatilla should consider restructuring how the code enforcement program is currently being operated, potentially moving the code enforcer position under the Community Development Department. This could infuse fresh energy into the efforts to promote community pride and build capacity for enforcing

codes through citations and incentives. Relationships developed between code enforcers and community members are consistently recognized as the most important components of good enforcement. When enforcers know and can work with community members to come into compliance, enforcement helps solve, rather than create, problems for community members.

Evaluate current enforcement methods for gaps and opportunities to improve. Absentee landlords and property owners need to be held accountable, while increasing assistance for residents that need it. This could include setting up assistance program for solid waste removal or increasing awareness for clean-up events (e.g., Slam Dunk the Junk), sponsored by the city and other local institutions. Some communities provide one time financial support to help bring property into compliance. Be sure that these programs have a clear definition of who qualifies for the services.

The following are some helpful ways for framing code enforcement within the community:

- **Have a positive view.** Promote enforcement measures in a positive light by focusing on compliance (rather than noncompliance) and the benefits community members receive as they come into compliance and help their neighbors comply as well.
- **Involve the community.** Make enforcement a community effort through strategies that incorporate the entire community where possible. Promoting community clean-up days, assistance programs for the elderly, and even small revolving loan funds can be started to involve large portions of the community.
- **Take a measured approach.** Take small, incremental steps that slowly grow the community enforcement program to the right size will ensure the community can handle more difficult enforcement questions in the future.
- **Be Consistent.** Consistency makes for equitable code enforcement

## EXAMPLE

Celebrate Community Stewardship. City of Austin Code Enforcement Department emphasizes the importance of setting performance measurements based on compliance rather than the number of cases or amount of fines. The City of Austin found that a goal of '95% compliance within 90 days,' for example, was more effective than measuring the number of citations issued or the number of cases handled.

## RESOURCES

[http://archwaypartnership.uga.edu/wp-content/uploads/2010/03/code-enforcement\\_march2010.pdf](http://archwaypartnership.uga.edu/wp-content/uploads/2010/03/code-enforcement_march2010.pdf)

[http://ruralplanning.org/assets/code\\_enforcement-web.pdf](http://ruralplanning.org/assets/code_enforcement-web.pdf)

<https://www.westernplanner.org/zoning-articles/2017/3/13/code-compliance-difficulties-and-ideas-for-small-towns>

## ACTION

### LU5 — Provide a Range of Housing Choices and Improve Access to Affordable Housing Opportunities

#### WHY

A recent report released by Umatilla County (2017), titled Residential Lands and Preliminary Housing Analysis, highlighted regional housing issues. Housing is a community issue, often discussed at a regional scale and executed within individual localities to support local efforts. Increasing economic growth and access to jobs expands the housing supply. It is important to have a mixed range of housing types (market rate, affordable, farm worker housing, etc.) and sizes (MFR versus 2 acres). The report mentions that leaving housing entirely up to the market has not met the needs of a growing population and also can serve as a constraint to new and expanding business development. A combination of affordable housing, housing affordable to the workforce and market-rate, residential units that provide a variety of unit sizes, numbers of bedrooms, and amenities are crucial recommendations within the land use focus area.

The Umatilla County Skilled Workforce Study highlighted housing as a determining factor when it comes to potential

employers and attracting businesses to the area. They identified housing (i.e., lack of adequate housing stock, quality, affordability, etc.) as one of the primary reasons potential employees declined a job offer. Umatilla County recently conducted a residential lands inventory using spatial analysis to see if the existing housing stock was adequate enough to meet the current demands. This helps provide a better understanding for whether there is sufficient land available to build new housing. Countywide, there appears to be a large supply of lands zoned for residential development. Most cities have a fairly large supply of vacant properties zoned residential. However, it is not clear whether those vacant parcels are buildable or if infrastructure (sewer, water, roadways) is in close proximity. It is also unclear about whether or not there are other building constraints, such as steep slopes, market scarcity, sits on a flood-

plain, etc. The City of Umatilla has already begun mapping the sewer and water infrastructure in order to create a local inventory for future development efforts.

Increasing and concentrating housing downtown can have many benefits for the community. Sprawling residential development where infrastructure does not yet exist can prove costly for a local municipality to build and maintain. Along with saving on infrastructure costs, downtown housing has the added benefit of providing nearby customers with select downtown businesses. Increasing housing downtown will increase demand for certain businesses nearby, helping existing businesses flourish while attracting new ones to the area. This aligns very well with our thoughts to focus on increasing housing within the core downtown area, targeting 5th Street and using housing as an element to help activate the west end of town. For example, downtown retail and office uses are considered “follower” real estate products; residences need to be established nearby to attract and support those uses.



## HOW

Umatilla has 265 undeveloped parcels, the third highest in the county. In the project area, 21.2% of the tax lots available for development are currently undeveloped, including large swaths of land north of 5th Street. People enjoy living next to places with amenities, such as thriving commercial corridors or parks & open spaces. Housing on 5th Street capitalizes on the viewshed, brandishing stunning views of the Columbia River and the proposed Park Corridor. 5th Street is a good location to consider medium-density housing, such as row housing. Housing adjacent to the park will serve as a draw for people and likely increase land values around the park, providing additional revenue for the city through property taxes. Work with existing property owners to ensure that displacement of the current residents does not occur as a result of any proposed development. Affordable housing can be promoted through incentives for developers and the following strategies/resources:

- Floor Area Ratio (FAR) Bonuses
- FAR bonuses for providing low income/workforce housing units
- Explore the CDBG program; see *funding mechanisms* section
- Conduct a citywide housing analysis in order to better understand the hous-

ing market

- Form a Housing Work Group, partnering with Hermiston, Irrigon, and/or Boardman.
- Utilize the Low-Income Housing Tax Credit (LIHTC) program, which aims to create affordable rental housing for low and very low income families

Other housing opportunities exist adjacent to Nugent Park, the bluffs above the Umatilla River Trail, and around the west end of downtown. More activity and people in this area will address safety concerns that some community members expressed during public participation events. Additional housing will also better allow utilization of the trail system on the south side, presenting additional opportunities for connecting up with future regional trail networks (e.g., Hermiston - Umatilla River Trail). The types

of housing that are proposed include:

- Medium density along Nugent Park
- Medium/ high density development against Umatilla River Trail

There are many programs, agencies and non-profit organizations that are dedicated to promoting new housing development and housing renovation. Umatilla was recently ranked #3 for "Most Affordable Places in America", by SmartAsset (2017) using an affordability index which weighed property taxes, homeowners' insurance fees, and mortgage payments relative to income.

Consider co-hosting a conference in order to recruit housing developers and work with neighboring cities to effectively address housing concerns. Umatilla County is an important partner in this discussion and is interested in hosting a work group to better understand housing opportunities and to facilitate resource sharing.

On average, Umatilla households make 14.2% less than the average Oregonian household and 8.5% less than the average house hold in Umatilla County.



## EXAMPLE

*Old North St. Louis Revitalization Initiative - St. Louis, Missouri*

A community redefined and rebuilt a historic neighborhood to attract new residents and economic growth while maintaining its distinctive character.

*Town of Davidson - Davidson, North Carolina*

A small community, Davidson is setting the standard for creating healthy and vibrant neighborhoods in a historic setting. The town is revitalizing its existing buildings, and its new neighborhoods incorporate a variety of lot sizes and housing types, including affordable housing, and neighborhood parks within a five-minute walk.

## RESOURCES

<https://www.epa.gov/smartgrowth/smart-growth-small-towns-and-rural-communities#background>

*USDA Rural Development* <https://www.rd.usda.gov/programs/services>

## ACTION

LU6 — Plan for a Mix of Land Uses that Support and Complement Adjacent Uses

## WHY

Consider restructuring specific aspects of the existing zoning code and think about how development standards and land use regulations can encourage new development and easier pathways for existing property owners. City of Umatilla should focus on achieving a mix of high quality and diverse land mixes, focused less on uses. Conventional zoning often prohibits live-work arrangements, residential over retail, and all other manner of the mixed-use environments that are proven formulas for vitality, walkability, and convenience. Flexible zoning, or form-based code, focus on targeted overlays and development standards that emphasize the overall appearance and ways in which existing and new development relate to one another. It can be a tool to achieve the vision of vibrant and active neighborhoods within the project area.

While separating some uses may be good in theory, even necessary in some cases (e.g., heavy industrial from residential), people generally prefer mixed-use environments. Form based zoning goes far beyond the idea of mixed use; it suggests that zoning should pay far more attention to the form of development. This allows for greater control over the style and architecture of the buildings, not only individually but in relation to their neighbors. Intend-

ed to create more pedestrian-oriented layouts and promote a sense of place.

Through conversations with business owners, concerns came up over how rigid zoning ordinances can restrict economic development or deter potential investors. By allowing more uses within a space, it can lead to greater opportunities and provide language that incentivizes investment in design and help craft an identity, especially along the commercial corridor. Confluentis recommends looking at the benefits associated with a code overhaul as it pertains the public. The gains of allowing some flexibility with development standards can promote more businesses and in many cases, more creative elements that celebrate the rich heritage

## HOW

*Zoning 2.0 - Form over Function*

By focusing less on permitted uses and function, the city should consider form-based codes to create livable communities at the local level. Through planning and development, form-based codes, or performance-based codes, suggests that zoning should pay far more attention to the form of development versus the conventional zoning that often focuses more on separating uses. Using performance based tools to supplement the current zoning

structure will allow for greater flexibility in the zoning ordinance and code. These type of zoning tools can aid in achieving some of the desirable streetscape, street standards, and public spaces that the community has expressed interest in.

City of Umatilla should use form-based tools as part of the zoning toolbox in order to help contribute to the overall image or identity of the city, creating a sense of community pride. They can be used as a catalyst for creating memorable public spaces that focus on the major elements of urban design (e.g., paths, edges, districts, nodes, and landmarks). Be opportunistic about economic development, making sure that the downtown fabric and “vision” continues to align with the communities needs and also rewards your long time downtown property owners (i.e., involve them in the process).

Form-based codes are designed to replace the strict building design and land use aspects of particular zones, but not the whole structure. Use form based codes as a supplement to the greater citywide plan. Proper inventory of exist-

ing conditions generate projections of population growth and economic activity, identify physical constraints, calculate how many acres of residential, commercial, and industrial land are needed to accommodate future growth. There is no need to reformulate the entire zoning maps; let this approach work for you and take a measured approach.

- Start by creating an overlay zone. Use the existing zoning and overlay form based strategies along the downtown commercial corridor in order to emphasize more flexible uses
- Create developer incentives (e.g., zero lot line development) to have them focus on design standards and guidelines

Market forces will continue to push cities to be more flexible in their planning. Because updating zoning ordinance will continue to be technically and politically difficult, think of zoning standards that change in predictable ways, allowing greater flexibility as plans change and the real estate market evolves. Residents of Umatilla have expressed an interest in not wanting certain types of activities and “unwanted” businesses within

the downtown area (i.e., additional adult entertainment establishments). The city should adopt performance standards that control the external impacts of land use activities versus outlawing specific uses. Instead regulate how they are operated by creating a business licensing program. Focus energy and resources on better enforcement of operating standards (e.g., noise and loitering ordinances versus outright prohibiting those uses).

Try as best as possible to take the politics out of zoning, which can lead to making short-sighted decisions merely to satisfy a narrow constituency. Evaluate properties in terms of activity, function, and zoning based on the groupings of uses that matter to the city. The critical thing is to zone for what will create great places, especially in order to help spur economic development. Current zoning for light industrial within the project area directly impacts the community and creates a barrier to creating the envisioned park corridor. Business re-location incentives should be explored to enhance public life within the proj-

Flexible Design Standards	Mandatory	Flexible
Floor Area Ratio (FAR)	X	
Height Limits	X	
Street Based Frontage Standards (Landscape Emphasis)	X	
Mix of Uses		X
Open Space Standards		X
Retail Design Standards		X



ect area. See the action titled *Incentives for Relocating Businesses*, under *Funding Mechanisms*. Creating incentives for many of the auto-oriented businesses within the downtown corridor to relocate closer to Interstate 82 can open up new opportunities for mixed-use development.

#### *Flexible Development Standards Promote Livable Neighborhoods*

By having a flexible approach to design you can promote design creativity, architectural innovation, and emphasize sidewalk life and activity, not only as it pertains to site development, but the overall character of the streetscape as well. In order to encourage property owners to invest in the renovations of their businesses and thus the buy in the idea of enhancing the overall community, it is important to allow for design standards. Some aspects of development should not be flexible, to ensure design integrity consistency.

Clear guidelines for floor area ratio (FAR) should be mandatory, but certain exemptions from FAR calculations include outdoor dining areas adjacent to the public right-of-way. The purpose of this exception is to create incentives for improved community spaces. Developers that want to create low income or workforce housing should receive FAR bonuses as an incentive to create more affordable housing options within the community. Enhance opportunities for visual access to the rivers

(both Umatilla and Columbia), by imposing height limits. Height limits should be mandatory as to not impede on the “viewshed,” which is a major asset and thus should be enjoyed by everyone. Street based frontage standards ensure an integrated approach to the public realm by relating the frontage type of any new development to the street type that the building faces. An emphasis on landscaping the streetscape will help achieve some of the necessary steps toward revitalizing the downtown corridor by “greening” existing frontages.

Proposed designs standards should be more flexible when it comes to enhancing the establishment of mixed-use, pedestrian-oriented environments. Greater flexibility during the design review should be given to proposals that feature public amenities, such as wider sidewalks, landscaping, street trees, and/or artistic elements. Require more drawings to showcase the vision of proposed developments/sites and promote street standards and guidelines that encourage the enhancement of the entire city (e.g., a street tree program).

Cities all throughout the U.S. are loosening zoning restrictions in recent years. Cities are opting to use form-based codes.

#### EXAMPLES

Fremont, CA: The city council chose a new path for a nearly 900-acre parcel. Planners

started with a set of goals—a certain number of jobs, and a certain number of homes, some of which should be affordable housing.

“The code doesn’t tell you how to achieve the standard, just *that* you need to achieve that standard.”

- Nashville, TN: A collaborative framework for implementing form-based code, focused around celebrating the distinct identity of neighborhoods. The overall framework was built on creating consistent urban form throughout the downtown, while the regulatory details were specific to each individual neighborhood context.

Elliott, D. L. (2008). *A better way to zone ten principles to create more liveable cities*. Washington, D.C: Island Press.



# DOWNTOWN REVITALIZATION



## Goal

Create a distinct place within Umatilla, one with a consistent look and feel, easily connected to other locations throughout the city, and where businesses can thrive and residents and tourists alike are drawn to.

## Actions

- DR1 — Join The Oregon Main Street Network
- DR2 — Create a Strong Organizational Foundation for Revitalizing Downtown
- DR3 — Foster a Supportive Business Environment
- DR4 — Branding and Marketing of Umatilla
- DR5 — Enhance the Look and Character of Downtown
- DR6 — Decrease Vacancies on 6th Street
- DR7 — Create More Entertainment and Youth-Focused Activities Downtown
- DR8 — Create an Iconic Project



## ACTION

### DR1 — Join The Oregon Main Street Network

#### WHY

Oregon Main Street is a state program that works with communities to develop comprehensive, incremental revitalization strategies based off of the community's unique assets, character, and heritage. There are four tiers of involvement within the program that local communities can choose to be a part of that determines the assistance provided by the state. Currently, there are 78 communities throughout Oregon participating in one of the tiers of Oregon Main Street. Participating in this program would allow downtown Umatilla to become part of a statewide network of downtowns and aide the City in its efforts to revitalize 6th Street.

#### HOW

Main Street America is an organization that has been around for more than 35 years helping revitalize older commercial streets in cities and towns throughout the country. Main Street America coordinates with state Main Street programs, including Oregon Main Street, an organization that is helping over 70 communities within Oregon in some facet to revitalize their downtowns.

Oregon Main Street provides training, technical services, and assistance to communities who want to strengthen their downtown commercial corridors. Oregon Main Street is administered by the State Historic Preservation Office within the Oregon Parks and Recreation Department. The program follows the tried-and-true "Main Street Approach", a four-point comprehensive management strategy for downtown commercial revitalization:

Organization - building a framework that is well-represented by businesses, property owners, citizens and government. A strong organization provides stability to build and sustain a long-term vision;

Promotion - creating excitement in downtown through festivals, parades, events, and branding campaigns that encourage customer traffic. Promotion includes marketing an enticing image to visitors, consumers, and investors;

Design - improving the physical image of downtown as a quality place to work, shop, walk, and invest;

Economic Restructuring - analyzing market forces to develop long-term solutions and business attraction/retention

To learn more about the Main Street Approach, visit: <http://www.mainstreet.org/main-street/about-main-street/main-street-america/Four-Point-Language-10-19.pdf>

*First Step to Becoming Part of Oregon Main Street*

The City should get involved with this state program soon to receive assistance in its efforts to revitalize 6th Street. To do this, the City can fill out a brief, no-cost application to become an "Affiliate" level community: <https://www.oregon.gov/oprd/HCD/SHPO/pages/mainstreet.aspx>. Affiliate level is for communities who want an opportunity to learn more about the Main Street Approach to downtown revitalization by receiving an invitation to attend workshops and conferences sponsored by Oregon Main Street, receive telephone consultation, and be added to a listserv. The most important service offered to "Affiliate" level main streets is the Main Street Community Presentation. Representatives from Main Street Oregon come to the com-

munity to give a presentation about how the program works, the commitment it takes to revitalizing a downtown, and figuring out which tier works best for Umatilla, given capacity and willingness to move forward with downtown revitalization. An important goal of Oregon Main Street is to provide assistance to all com-

munities in Oregon, regardless of where they are in their efforts in revitalizing downtown. Beyond the Affiliate level, services are offered through a tiered system:

summary of the requirements for each tier and the services that are provided to local communities can be shown on the following table:

	Affiliate	Exploring Downtown	Transforming Downtown	Performing Main Street
<b>Requirements</b>				
Traditional Main Street District		X	X	X
Use Main Street Approach		work toward	X	X
Independent Organization			work toward	X
Adequate Operating Budget			work toward	X
Employ Executive Director			work toward	X
Participate in Training	1 req./yr.	1 req./yr.	X	X
Share Information w/other towns			X	X
Meet National Accreditation Standards				X
Current NTMSC member			X	X
Provide Annual/Quarterly Progress Report		annual	quarterly	quarterly
Comply with state and national policies			X	X
<b>Services*</b>				
Reconnaissance Visits			X	X
Intro to MS Community Presentation	X	X	X	X
New Exec. Director Hiring Assistance			X	X
New Exec. Director Orientation		X	X	X
Main Street "Starter Kits"				X
Assist. w/ Mission/Vision Statements			X	X
Board Training			X	X
Committee Training			X	X
Work Plan Assistance		X	X	X
Year End Evaluations			X	X
Resource Team				X
Main Street Network Meetings (3/yr)			X	X
Invite to Statewide Workshops (3/yr)	X	X	X	X
Technical Assistance			X	X
State Conference	X	X	X	X
National Conference Scholarships			X	X
Public Relations		X	X	X
Telephone Consultation	X	X	X	X
NTMSC Membership (1 <sup>st</sup> yr.)			X	X
Resource Lending Library		X	X	X
ListServe Access	X	X	X	X
Reconnaissance Level Hist. Bldg. Survey		X	X	X
Eligible for Excellence in DT Revit. Awards		X	X	X
*Types of services local programs may be eligible for depending on available state resources and local community progress in implementing a downtown revitalization program.				

"Exploring Downtown" - communities just beginning to revitalize downtown and wish to learn more about the Main Street Approach.

"Transforming Downtown" - communities who are committed to downtown revitalization through the Main Street Approach, but need technical assistance to take them to the next level.

"Performing Main Street" - communities who have established independent nonprofit organizations using the Main Street Approach as their basis for downtown revitalization. This is the highest level of commitment. Along with the established independent nonprofit, these organizations have a full-time paid staff person, board of directors, committees (design, marketing, etc.), a sustainable budget, and appear on a national list of Main Streets.

There isn't a fee to participate at any level in this system. A

The following actions within the Downtown Revitalization goal are related to the Main Street Approach to revitalizing downtowns in one way or another. Being a member of the Oregon Main Street program will provide the City with assistance throughout the process of implementing the actions that follow.

## ACTION

### DR2 — Create a Strong Organizational Foundation for Revitalizing Downtown

#### WHY

A strong organizational foundation is imperative for a successful downtown revitalization effort. This foundation usually takes form as a stand-alone, non-profit organization. These organizations are created to ensure that all organizational resources (volunteers, partners, funding, etc.) are mobilized to effectively implement the vision for downtown.

#### HOW

A strong organizational foundation for revitalizing downtown Umatilla can be achieved through the establishment of a downtown association. The purpose of this entity is to house all resources related to or directed towards the improvement and promotion of downtown Umatilla under one umbrella organization. Along with becoming a member of Oregon Main Street, establishing this association should be one of the first steps in revitalizing downtown Umatilla and will aide in the following actions outlined in the Downtown Revitalization goal. The organization does not have to be fully developed right away, but formed over time. Regardless, it is important to create the foundation early in the revitalization process. These associations are common throughout Oregon, especially in small town commercial districts that have to compete with larger cities nearby. Examples include the Independence Downtown Association, Pendleton Downtown Association, and La Grande Main Street Downtown.

These associations typically take form as a stand-alone, non-profit entity. Creating a 501(c)3 nonprofit organization has the benefit of accepting tax-deductible financial contributions. The structure of these associations are also very similar and usually include, in their most effective form, a: (1) Board of Directors, elected voluntary po-

sitions filled my members of the business community, property owners, and local government, (2) Executive Director, a paid or voluntary position to run the day-to-day operations, and (3) Committees, voluntary subgroups guiding areas such as events/entertainment, design, economic development, and marketing of the downtown. Local volunteers and interns from the Resource Assistance for Rural Environments (RARE) have also worked for these associations, including helping communities establish them and get them off the ground.

Businesses and others operating within downtown can pay a fee to become a member of the association and in return receive numerous benefits provided by the association. These benefits vary by community, but are usually housed within an association website and may include:

- Member directory with contact information and map
- Social media promotions
- Places to advertise business promotions
- Newsletters highlighting member businesses and business owners
- Downtown event and festival schedules



- Farmers Market promotion and applications
- Relator assistance advertising vacant building space and housing downtown
- Financial assistance programs provided by government and local banks
- Partnership opportunities with local government and other downtown actors

Various activities are occurring in downtown Umatilla, with many more slated for the future. These include the upcoming farmers market, ODOT sidewalk improvements along 6th Street, the façade grant program, the relocation of Frutería Piqui, and the continued improvements of Village Square Park, to name a few. With a downtown association in place, these and future developments can be overseen by different committees all working together to achieve the long-term vision for downtown Umatilla.

La Grande Main Street Downtown (LGMSD) is a 501(c)3 non-profit corporation that works towards organizing and supporting downtown events, connecting with community groups, and providing resources to existing and potential business owners in downtown La Grande. The organization gains funding through community fundraisers and with assistance from La Grande's Urban Renewal Agency

(URA). Specifically, LGMSD plans events and activities that gain regional attraction, such as the Eastern Oregon Beer Festival, and run the façade grant program for the City. They also operate a Facebook page that promotes events and highlights member businesses within the association. Their four voluntary committees have various roles within the organization:

- Design Committee: public art, street-scapes, activating public spaces, and running the Flower Basket Program
- Organization Committee: recruiting volunteers, developing partnerships, and adding resources
- Promotion Committee: promote a positive image and marketing unique assets, operating social media, promoting events
- Business Development Committee: working closely with the URA, businesses, and property owners to strengthen the local economy

The Oregon Main Street program can assist the City of Umatilla in establishing a downtown association. For more information regarding the creation of a downtown association, including a checklist for starting a downtown revitalization program, potential funding sources, how to form a non-profit, sample downtown

association bylaws, organizational structure, and potential first-year operating budget, visit: <https://www.oregon.gov/oprd/HCD/SHPO/pages/mainstreet.aspx> and download the "Program Handbook".

## ACTION

### DR3 — Foster a Supportive Business Environment

#### WHY

Business success is contingent upon various factors, many of which are out of the control of local businesses and local government. What can be controlled locally is the business environment that local businesses are operating under, including business support from City government, as well as the regulatory framework that businesses have to adhere to. This action focuses on fostering a supportive business environment by the City that downtown Umatilla businesses can thrive in. Establishing a supportive business environment within downtown Umatilla will help to expand current businesses and attract new businesses to downtown, expanding the tax base for the city. The increase in revenue for the City will help implement various actions within the Vision Plan.

#### HOW

Entrepreneurs and small businesses are the key drivers of the local economies of small towns and cities. Programs and policies established by local government heavily influence the local business environment. In order for these businesses to thrive, they require a culture that is supportive of their development and does not create unnecessary barriers for their growth. The City's role is to focus on establishing an environment in which these businesses can take hold, grow, and prosper. Together, these ideas can lead to the job and wealth creation that lie at the heart of any economic development strategy. While most businesses within Umatilla are concentrated downtown on 6th Street, this action has the potential to benefit all current and future businesses within the city. Due to Umatilla's large Latino population, language and technical assistance should be provided to encourage and support Latino businesses.

#### *Business Support*

Business support from the City should be found in one location, typically the local Chamber of Commerce. This creates a "one-stop-shop" system in a community where all necessary information about

starting and growing a business, business regulations, and financing mechanisms and business incentives are made available in one location. Also, keeping open channels between the Chamber and the business community is imperative for success. Once that location and network is established, and the business community becomes familiar with that system, the business support options that can be provided are plentiful. How impactful that support is depends on the capacity of the local Chamber of Commerce. Some support options that a Chamber of Commerce can provide include:

- Assistance filling out a business license application
- Compiling available local, state, and federal financial resources and marketing that information
- Finding potential vacant lots and empty buildings to start a business on/in and marketing that information
- Creating a webpage that entrepreneurs could use to access information about starting a business
- Providing business plan templates to potential business owners

- Providing assistance registering with Oregon to obtain a tax identification number
- One-on-one consultations with a Chamber member
- Hosting monthly forums open to the public to discuss all things business in Umatilla
- Outreach to Umatilla High School to inspire youth entrepreneurship to start a business in Umatilla.
- Promoting businesses through social media
- Hosting monthly “pub talks” where companies and entrepreneurs can pitch ideas and network
- Networking with other Chambers within the region
- Networking with Blue Mountain Community College and Eastern Oregon University

#### *Regulatory Support and Reducing Regulatory Barriers for Businesses*

Potential and current business owners often find regulatory compliance to be a challenge. Having a Chamber of Com-

merce that is well versed in these regulations and can portray them to current and potential business owners is important in reducing barriers to business growth. With that being said, many barriers can be eliminated in the first place by creating a more business-friendly environment to operate in. These include:

- Help understanding local zoning and land use requirements
- Help understanding Oregon’s property tax system
- Help understanding permits, inspections, and license processes
- Reducing wait-times for permits, inspections, and licenses
- Eliminating business licensing fees
- Flexibility of business uses within buildings
- Consider legalizing production and retail sale of marijuana within the city of Umatilla

Umatilla is a small community whose Chamber of Commerce operates in a limited capacity. Regardless of how many of these items are incorporated within Umatilla’s business framework, each one of

## EXAMPLE: HERMISTON CHAMBER OF COMMERCE

### HERMISTON, OREGON

them works towards fostering a supportive business environment that will help drive Umatilla’s economy in the future.

Hermiston’s Chamber of Commerce is very active within the city of Hermiston and the region as a whole and all of their information is housed on the Chamber’s website (<http://www.hermistonchamber.com/>). The website features information for visitors, including a dining and lodging guide, a recreation guide, and local spots for arts, culture, and entertainment, as well as information displaying the benefits of opening a business in Hermiston and assisting current businesses. The economic development section of the website provides valuable information to all current and potential businesses within Hermiston and the region, including: local and regional market data, links to sources on how to start a business, places to obtain skilled workforce, local building code permit and zoning laws information, incentives, and multi-cultural support organizations.



## ACTION

### DR4 — Branding and Marketing of Umatilla

#### WHY

Downtowns are the center of communities and the hub of economic activity. These places can be used for presenting a positive image for the entire city that showcases a community's unique characteristics. Successful brands have a niche focus representative of that particular community. Niche markets make places different from others and show how can uniqueness can be capitalized on. Good brands also evoke emotion. They are selling a feeling, not just a place or a product. Successful branding campaigns get the broader community involved in determining where they want to go in the future and how to market that to key audiences outside of the city. While a city's brand is representative of the entire community, downtown is the best place to represent that brand through artwork, light pole banners, and businesses that support the brand.

#### HOW

It is important for small communities to understand that economic development and tourism are not operating in a vacuum; they are operating in an environment frequently dominated by larger players. A place that does not proactively manage its identity runs the risk of being positioned negatively by competing cities, the media, or others. Successful brands have a niche focus; a place cannot be all things to all people. Branding efforts can be a community-building process, but it is also about discovering Umatilla's perfect customer. What does Umatilla have that the people you are hoping to attract can't get or do closer to home? What makes going to Umatilla worth the trip? What sets Umatilla as a whole apart from other places? Measuring return on investment (ROI) for branding campaigns are virtually impossible, but the benefits of a successful branding and marketing campaign can include:

- Improving or changing the image of downtown and Umatilla to residents and tourists
- Increases the competitiveness of the city in attracting income, investment, and people
- Builds community pride and increases awareness

#### *Brand Example: Outdoor Recreation*

Umatilla's brand could be centered on outdoor recreational opportunities. Taking Umatilla's unique position on the Columbia and Umatilla Rivers, along with the trails running through the city and the beautiful weather and scenery of eastern Oregon, these aspects could be built into a brand and marketed to recreational enthusiasts and groups throughout Oregon. Inventory all things related to outdoor recreation in Umatilla, enhance them through investment, and package that into a brand with a slogan and logo and market that. Although recreational opportunities are found elsewhere in the city, this theme should be represented most abundantly in the built environment on 6th Street, through murals, logos, and organized events. In theory, once a brand has been built and Umatilla has gained a reputation for being a destination for outdoor recreation, then businesses that support that brand, such as bike, kayak, and/or bait and tackle shops, will be attracted to the city. This is a very simplified example. A brand is developed over time by enhancing the communities' amenities that the brand is built off of. Amenities that could be enhanced relating to this brand include:

- Connecting and enhancing the existing

trail system

- Working with other cities in the region to create a regional trail system
- Creating better visual and physical access to the Columbia and Umatilla Rivers
- Enhancing the beach and park at the marina
- Increasing outdoor sports facilities
- Taking advantage of federally-owned land for parks and open space
- Hosting recreational events: fishing competitions, disc golf tournaments, bicycle races, soccer tournaments, etc.

Some of these items are highlighted in other goals of the Vision Plan and some are projects that the City is currently working towards. This is just an example of a possible brand. Brands are built with community input on where they see their community in the future; they need buy-in from a broad group of stakeholders. Regardless of what the brand is, take advantage of the brand you have built and identify and tactfully market to key audiences.

### *Branding and Marketing Best Practices*

Below are some important tips for small town branding and marketing:

- Logos and slogans are not brands; they are marketing messages that support your brand
- A brand is not only what you think you represent, but what outsiders think of your city. Negative perceptions can require rebranding efforts
- Successful brands have a narrow focus; specialize your tourism marketing to a targeted consumer
- Try to narrow that focus so that it becomes synonymous with the place (Ex. Napa Valley for wine)
- Never introduce your brand until you can deliver on its promise. Communities have used transitional brands to talk about what they are becoming
- Build a brand around feasibility: can the community buy in? Can the private sector invest in it? How much will it cost and when will we see some return? Do we have a champion for this cause?
- Start with a plan: what do you want to be known for? What do you need to own the brand? How will you market that brand?

- Create an action plan: what is the recommendation to be done? Who is in charge, what will it cost, where is funding going to come from, and when will it be completed?
- Don't let local politics kill the branding effort. Entrust the effort to a committee that includes all major stakeholders within the community.

## ACTION

### DR5 — Enhance the Look and Character of Downtown

#### WHY

Enhancing the physical elements of downtown Umatilla encompasses a wide range of physical improvements that catalyze long-term change within downtown. Enhancing these elements allow pedestrians to move easily throughout the space and connects them to other key areas in the city, attracts potential shoppers driving through Umatilla on 6th Street, and will increase the appeal of downtown to potential businesses, developers, and investors.



An example of design consistency among downtown storefronts

#### HOW

Physical improvements for downtown Umatilla include everything from the inclusion of public art throughout the space and developing design standards for new development, to creating visual and physical access to the Columbia River from downtown. These individual strategies are not meant to be utilized independently of each other, but are designed to be used in combination with one another for a successful revitalization effort. The ODOT 6th Street sidewalk improvements slated for 2018 will be a great jumping off point for enhancing walkability and aesthetics along 6th Street. The following recommendations provide an opportunity to greatly enhance the physical landscape of downtown Umatilla.

#### *Design Guidelines*

Currently, there is no consistent design of buildings and other amenities on 6th Street. Moving forward, the City should establish some design guidelines to follow for new development that is proposed along 6th Street. When establishing these guidelines, think about what you want the main street to look like in the end, and work towards that incrementally. This includes everything from window design to a consistent signage program. Existing establishments not meeting these new guidelines

will be grandfathered in, but also incentivized to make improvements to meet them. To ensure consistency and quality with the guideline's design elements, or to work with property owners to meet some of these guidelines, all development proposals along 6th Street could be reviewed by the Design Committee from the downtown association. Until the market picks up, these design guidelines should be strictly incentive-based for new and current property owners on 6th street, not regulatory.

#### *Color and Art*

Adding color to downtown is the cheapest and easiest way to create vibrancy along 6th Street. This can include painting buildings interesting (but coordinated) colors, filling up blank walls with murals by local artists, establishing colorful exterior lighting at night, annual chalk contests for kids, and painting interesting crosswalk designs across 6th Street. The City should work towards establishing public art near gateway locations, along 6th Street as pedestrians move east-west, and at locations where you want to concentrate business activity, such as 6th and Switzer Street. The City should also consider some annual public funding for art proj-



ects around town, supporting local artists and also commissioning larger projects, such as establishing a significant gateway feature for people entering downtown.

Art can also be used as a mechanism for community building. An example of this could be an annual art project within the downtown. Each year, a community-wide fund-raising drive could occur to commission a work of art from local artists at a certain location in downtown. Completed projects would include names of all contributors near the finished work. This event could be coordinated by the Events/Entertainment Committee and is an example of a continual project that builds community pride, spurs community involvement, and helps to beautify 6th Street.

#### *Connect Downtown with the rest of Umatilla*

It is also important to think about how downtown Umatilla connects with the rest of the city. 6th Street is the main east/west arterial, but north and south of main street represent key areas within the city: the trails along the Umatilla River, Umatilla High School and the proposed civic spaces, commercial, and housing to the south and the marina, proposed housing, and park corridor to the north. In this plan, B, F, I, L, and Switzler Ave were

identified as key north/south connections for various reasons. People utilizing the trails along the Umatilla River can connect with the highlighted north/south streets to arrive in the downtown. Those same streets connect with the proposed park corridor north of 5th Street, as people can easily move from the corridor south into 6th Street. Pedestrian and bicycle improvements should be focused at the intersections of B, F, I, L, and Switzler Ave.

#### Additional considerations:

- Street trees increase property values and provide a shaded pedestrian experience
- Identify and preserve view corridors to the Columbia River from 6th Street
- Celebrate Umatilla's rich cultural heritage and diversity through artwork
- Connect the design and artwork of 6th with your branding; light pole banners, murals, sculptures, etc.

- Create buffers between the sidewalk and 6th Street through street furniture, trees, art, bike racks, etc. for a more pleasurable and safe pedestrian experience

#### EXAMPLE: PUBLIC ART PLAN HERMISTON, OREGON

The City of Hermiston adopted their Public Art Plan in 2016 with the goal of helping facilitate increased placement of public art throughout Hermiston. After holding community engagement events that included placing stickers on a map of Hermiston indicating their top preferences for placement of public art and art type, the Plan identified roughly 40 areas throughout the City where public art could go and appropriate types of art for that area. The following themes had been developed with the plan as important aspects of life in Hermiston and should be represented through artwork to reinforce a cohesive sense of place: water, agriculture, heritage, transportation, and watermelons. The Plan does not divert City funds for developing public art; rather it creates a streamlined approval system that community members can use to raise donations for public art installations.

## EXAMPLE: GATEWAY OVERLAY ZONE ASTORIA, OREGON

The Gateway District of Astoria is the traditional industrial waterfront area east of downtown. To help revitalize the then stagnant area in the late 90's, the City embarked on establishing a collective district of diverse but complimentary uses and design guidelines that highlighted the "working waterfront" heritage of Astoria. A master plan was formed and an overlay zone with design guidelines was established for the Gateway area. The guidelines apply to new construction and major renovations and promote architectural elements that helped unify the area. The guidelines identify both "encouraged" and "discouraged" architectural elements and are merely design objectives; they are not to be construed as prescriptive standards. To review development proposals in the District, a Design Review Commission was formed and their findings/recommendations are forwarded to the planning commission.

## ACTION

### DR6 — Decrease Vacancies on 6th Street

#### WHY

This action addresses vacant properties and land along 6th Street. This is a multi-faceted approach that will provide activity and continuity to Umatilla's main street. It will require some flexibility in what can be done with vacant properties and buildings, as well as relationship-building between the City and property owners. This action will allow the City and local businesses/entrepreneurs to be creative in building up main street. A more continuous built environment along 6th Street provides an enhanced pedestrian experience, entices vehicle commuters out of their vehicles, and attracts residents into the downtown.

#### HOW

Filling vacant spaces on a downtown commercial street is often one of the most challenging aspects of downtown revitalization. With that being said, there are many techniques and possibilities for transforming these spaces into assets that encourage residents and visitors to engage with their surroundings. A long-held design principle for main streets is that pedestrians will only tolerate so much "void" space before they decide to leave. Too many gaps in a main street indicate to the casual walker that they have reached the end of a commercial district. Vacant buildings and lots also impact adjacent properties' ability to attract customers. Therefore, it is crucial to provide a continuous environment for pedestrians to interact with. Creating continuity along 6th Street will also entice vehicle commuters to get out of their cars and walk around.

#### *Future Planning*

Future City plans, such as the upcoming comprehensive plan update, should be prioritizing all appropriate commercial development downtown on 6th Street. Directing development downtown is going to have the most economic impact for the city, as the infrastructure is already in

place and the added development will help existing businesses on 6th Street flourish. While we are suggesting other areas in the city for possible commercial development in the Vision Plan, including some in the Park Corridor, the west end, and potentially the marina, the primary focus for commercial development in Umatilla is and always should be 6th Street. Encouraging infill and redevelopment along 6th Street is as simple as making downtown a priority and directing resources in City plans, but it could also entail offering incentives for potential businesses to locate on 6th Street.

Another important step that the City should undertake is creating a public database of vacant buildings and lots on 6th Street, including property owner and land use information, as well as information about possible incentives. Such data would be valuable to prospective entrepreneurs who are considering opening a business downtown.

### *Addressing Vacancies*

As the market catches up, there are many things the City can do along 6th Street that can create a more continuous environment that will attract pedestrians and potential investors to downtown Umatilla. These options don't just include the building of

structures; a successful commercial street needs a healthy mix of open space, public space, and buildings of various uses. Each item can extend the continuity beyond what would otherwise be a deterrent to a cohesive urban fabric. They can also increase the value of adjacent properties, reduce blight, lessen the likelihood of illegal activity in vacant properties, and provide community amenities. Potential options for addressing vacancies on 6th Street are:

- Converting vacant lots near restaurants into active patio spaces
- Creating shared community gardens
- Creating pocket parks with playgrounds and BBQ pits or a dog park
- Repurposing vacant buildings to other uses (adaptive reuse)
- Creating a food truck pod on a vacant lot
- Creating a temporary ice rink in the winter time
- Set up a stage for outdoor plays from the high school
- Allow for "tiny homes"
- "Pop-up" shops in vacant buildings -

temporary stores, restaurants, cafes, or art galleries set up for a busy season or even one day for a special event. The operator gets to try an idea out and maybe get started on a more permanent business in downtown and the community receives an idea of different uses that could be possible on 6th Street.

### *Relationships with Property Owners*

Absentee property owners are prevalent along 6th Street. In theory, absentee owners are less inclined to invest in the physical improvements or social capital of a community in which they do not live in, or live for only part of the year. Outreach should be done by the City to these and all vacant lot/building owners on 6th Street to build a relationship with them and see if something positive can be done for the community. The City can assign a staff member to contact these property owners to determine why development or vacancy is not occurring and how the City can encourage it. That staff person could connect property owners with real estate developers and brokers, work with them to change permitted uses, or understand what uses could fit on a vacant lot or in a vacant building. The City can also help property owners make their buildings or lots more marketable. This could include volunteer labor from the high school to clean, paint,



and rehabilitate buildings, while also teaching marketable skills to the youth.

For property owners that continually hold vacant properties for years without taking effective actions to upgrade their buildings, find tenants, or sell the property to someone with a useful concept for the property, a fine structure set to increase on an annual basis could be implemented for the most egregious, chronically vacant property owners. These property owners would be allotted a certain time-frame to sell or develop the property and could qualify for extensions if they could show that they were taking realistic steps to rid vacancies on 6th Street.

#### EXAMPLE: SUBURBAN ART TIGARD, OREGON

Hermiston's Chamber of Commerce is very active within the city of Hermiston and the region as a whole and all of their information is housed on the Chamber's website (<http://www.hermistonchamber.com/>). The website features information for visitors, including a dining and lodging guide, a recreation guide, and local spots for arts, culture, and entertainment, as well as information displaying the benefits of opening a business in Hermiston and assisting current businesses. The economic development section of the website provides valuable information to all current and potential businesses within Hermiston and the region, including: local and regional market data, links to sources on how to start a business, places to obtain skilled workforce, local building code permit and zoning laws information, incentives, and multi-cultural support organizations.

#### EXAMPLE: FOSTER-POWELL COMMUNITY GARDEN IN PORTLAND, OREGON

In 2013, neighbors in the Foster-Powell neighborhood of Portland transformed a weedy, garbage-filled vacant lot into a community garden. The lot was loaned to them by the Oregon Department of Transportation to do something positive with the vacant space.

The lot used to house an old gas station, preventing the removal of pavement and disturbing of soil. Instead of planting into the ground directly, various raised beds were established and neighbors planted everything from an apple tree, roses, and daisies.



Foster-Powell Community Garden,  
Portland, Oregon



## ACTION

### DR7 — Create More Entertainment and Youth-Focused Activities Downtown

#### WHY

Downtowns are traditionally the center for economic activity in a city, but can also provide a perfect setting for entertainment venues and opportunities. A common theme we heard through our community engagement was the desire for more entertainment options in downtown and throughout Umatilla. These ranged from more “after 5:00-pm” establishments to places where teenagers could congregate and interact. Establishing these entertainment opportunities in downtown not only make the space livelier and fun for residents, but it also draws “regional tourists” into downtown Umatilla, providing additional customers for local businesses.

#### HOW

It is imperative to provide entertainment opportunities for all community members to take advantage of. Entertainment opportunities and establishments are powerful mechanisms when it comes to bringing people together within your community. No other type of use within a city spurs the interaction of groups that may not otherwise interact with each other: teens and seniors, White and Latino residents, white and blue-collar professionals, etc. The following suggestions work towards building a more lively and inclusive downtown.

#### *Youth-focused Entertainment*

Roughly 20 percent of the population in Umatilla is 19 years or younger, according to the latest American Community Survey estimate for 2015. It is important to plan for and incorporate entertainment opportunities for this demographic in downtown Umatilla. This doesn’t just include youth or family-focused businesses, such as an ice cream parlor, but recreational opportunities for the youth and families in Umatilla to interact with downtown. From what was heard from the community, these activities included:

- Sports complex/recreation center
- Skate park
- Ice skating rink
- Waterpark
- Trampoline park
- Indoor/outdoor pool
- Playgrounds

#### *Public Spaces*

Public spaces are social gathering places that are open and accessible to people. This includes public parks and plazas. They allow people from different walks of life to congregate into a space downtown and create social networks between each other. The amenities included in these spaces vary, but popular items include some type of water feature and an abundance of places to sit down, preferably moveable seating. For example, a great combination for a public plaza in downtown could include a splash park for children to enjoy on a hot summer day,



with seating and tables for adults and teenagers to enjoy food from nearby restaurants. We've outlined many potential opportunities for public spaces downtown and nearby that the City could establish. Public spaces also provide great venues for organized events.

### *Events*

Building on the successful Landing Days event and the upcoming farmers market, there are many opportunities to bring events downtown, oftentimes locating in those public spaces that people have become accustomed to congregating in. The possibilities for events in a public space is limitless, but could include local beer festivals, wine tasting events from local wineries, local art festivals, or events celebrating certain heritages and cultures found in the region. Entertainment and events within downtown Umatilla could be coordinated by the Events/Entertainment Committee of the downtown association.

From what was heard from the community, desired events within Umatilla include:

- Music in the park
- Carnivals
- Festivals
- Fishing contests
- Art walks
- Car shows
- 4th of July fireworks

### *After 5:00-pm Businesses*

Targeting more "after 5:00-pm" businesses has many benefits for downtown and the population as a whole. It extends the activity of the downtown to later hours, provides residents opportunities to relax outside of work and school, and the increased activity makes downtown a safer place. These types of businesses include movie theaters, coffee shops, bars, dance clubs,

restaurants, food cart pods, etc. Almost all entertainment establishments are complimentary of one another and should be clustered together to enhance economic activity. For example, the highly popular combination of dinner and a movie. This is referred to as "retail clustering": grouping similar and complimentary establishments so that the consumer can meet their needs in a specific part of town, all while helping businesses take advantage of each other. The City should encourage new entertainment businesses in downtown to congregate together, explaining the economic benefits of doing so. The City should also encourage that downtown entertainment businesses remain open in the evenings and on the weekends, if economically feasible to do so.

### EXAMPLE: DON BAXTER SKATE PARK

#### IRRIGON, OREGON

Irrigon mayor Don Baxter reached out to the community to create a positive recreational opportunity in town. A committee was formed with the local youth and the Don Baxter Skate Park opened in 2007. The skate park is mostly ADA compliant and includes parking, a restroom, a water fountain, lights, and an adjacent park. The funding for the skate park and other amenities came entirely from grants: \$240,000 from Oregon State Parks and Recreation, \$140,000 from the Federal Land and Water Conservation fund, \$20,000 from the Tony Hawk Foundation, and \$5,000 from Safeway.



Don Baxter Skate Park, Irrigon, Oregon

### EXAMPLE: ARTSCAPE!

#### DAYTON, OREGON

Dayton Artscape! provided an opportunity to showcase local artists while increasing downtown Dayton's visual appeal and improving its image. Local artists contributed their work featuring historic, cultural, and agricultural imagery. The original artwork was replicated in light pole banners in downtown and both the artwork and the banners were auctioned to raise funds to support Dayton's Downtown Community Development Association for future events and other downtown initiatives.



Artscape 2017, Dayton, Oregon

## ACTION

### DR8 — Create an Iconic Project

#### WHY

An iconic project is one that is well-established and widely-recognized. It is distinctly representative of the space that it lies within and is symbolic of the progress that has been made within the city of Umatilla. Iconic projects are used to market Umatilla's unique identity to people from all over the region, but can also act a symbol of pride for the residents of Umatilla. They draw people into the city and become a known destination that people from outside of the city talk about.

#### HOW

Revitalization efforts for downtowns typically take many years of small, steady, and incremental projects that build momentum to achieve a long-term vision. Iconic projects are born out of long-term visioning and planning and can become realities once momentum has been built within downtown and the city as a whole. Leveraging Umatilla's unique position along the Columbia and Umatilla Rivers, there are many possibilities for these iconic projects. Below are two examples of possible long-term projects that the City could work towards that would make Umatilla a regional attraction. While these projects are outside of the downtown area, they have the power to attract people from afar to Umatilla, increasing tourism and economic activity that the downtown will significantly benefit from.

#### *Confluence Overlook*

A unique opportunity exists with Umatilla's location at the confluence of the Columbia and Umatilla River. There is a City-owned lot north of Umatilla Landing Park along the Umatilla River that, after significant brush removal, would present amazing views of the Columbia and Umatilla River confluence. Various possibilities could exist in this space, including a cultural center providing historical and educational opportunities related to the area and its people, restaurants with outdoor seating overlooking the confluence, smaller-scale commercial shops, or any combination of appropriate uses. Current barriers to this project include the Union Pacific Rail Road track and abutment, the current location of the fertilizer plant along 5th Street, and the brush that is impeding the viewshed. Future pedestrian access to the site could be provided by the future trails established in the OTS plan, the multi-use path from the potential Park Corridor, and B Street.



### *Marina Waterfront Development*

The federal government owns a majority of the land in the project area, including most of the land adjacent to the Columbia and Umatilla Rivers. This ownership and what the land is designated as prevent most types of development. There is a 12.2 acre parcel owned by the Port of Umatilla along the Columbia River at the marina that presents various opportunities for waterfront development. This would be a prime location for some higher-end housing or to add some commercial activity to support the already active marina, or a combination of both, establishing some mixed-use development with great views and access to the Columbia River. site would probably need to be mitigated. This project has the power to transform the marina area and presents an opportunity for a partnership with the Port of Umatilla to develop a mutually-beneficial project. The City could also buy the property from the Port. Current barriers to this project include a substantial amount of brush that would need to be cleared on the parcel, utilities would need to be extended, ownership or partnership with the Port would need to be obtained, and the sound/smell from the water treatment plant just west of the

### **EXAMPLE: COLUMBIA RIVER MARITIME MUSEUM IN ASTORIA, OREGON**

The Columbia River Maritime Museum originally opened in August 1963. Remodeling and expansion was undertaken in 2001. The Museum sits roughly ten miles from the mouth of the Columbia River along the Astoria Riverwalk and is the official state maritime museum for Oregon. The Museum collects and exhibits maritime artifacts from the Columbia River and the Pacific Northwest and has exceeded 30,000 objects, 20,000 photographs, and a 10,000-volume research library, as well as running maritime-themed exhibits and classes. The 44,220 sq. ft. museum receives roughly 100,000 visitors per year from all over the country. The success of the Museum prompted the development of the Barbey Maritime Center for Research and Industry, just 600 feet east of the Museum. Wooden boat building courses in traditional maritime crafts are held at the Center, drawn from both Native American and Western maritime cultures. Clatsop Community College also uses the Center as a work space for its classes in historic preservation.

### **EXAMPLE: RIVERVIEW PARK INDEPENDENCE, OREGON**

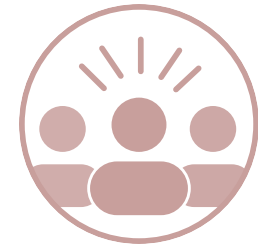
Riverview Park is the gem of downtown Independence, Oregon, located right along Main Street and includes an amphitheater, fountain, and a disc golf course. The park has completely transformed the look and feel of downtown Independence and has drawn people from all over the region to the city. The park is home to many events throughout the year including the Riverview Farmer's Market, a hop festival, and Community Fiesta, as well as a summer movie and concert series in the amphitheater. There is even going to be a festival celebrating the upcoming solar eclipse. Riverview Park is also the starting point for the Willamette River Trail and portions of the park/amphitheater can be rented by organizations or private individuals for public or private events.



Fountain at Riverview Park in Independence, Oregon



# COMMUNITY DEVELOPMENT



## Goal

Create opportunities for inclusive participation to promote a vibrant future for all community members through enhanced communication, diverse leadership, and community pride.

## Actions

- CD1 — Increase Regular & Reliable Communication Throughout the City
- CD2 — Identify & Support Diverse Community Leaders
- CD3 — Establish Inclusive Public Spaces for All Community Members to Gather
- CD4 — Create Regular, Multi-cultural Programming to Encourage the Community to Socialize
- CD5 — Establish Umatilla Future Forum



## ACTION

### CD1 — Increase Regular & Reliable Communication Throughout the City

#### WHY

Echoed throughout the community is the desire to have a better understanding of current happenings within the city. As community members begin to gain greater visibility into their neighbors' and city leaders' efforts, more opportunities for coordination and collaboration become apparent. Further, open communication from City officials is imperative to transparency and accountability. When community members have a confident grasp on the events, projects and opportunities within their city, their trust develops and they become more inclined to participate and share their voice. As Umatilla Together begins to take shape, reliable communication and transparency will establish community buy-in and ownership, ultimately promoting a successful future for all Umatilla residents.

#### HOW

Recently, digital communications have become the most effective tool to communicate with and mobilize communities. Online platforms such as Facebook, Twitter, email lists and newsletters allow for rapid and targeted dissemination of key information within a city. These platforms can be used to communicate local happenings such as community events, meetings, leadership position availabilities, local emergencies, volunteering opportunities, future roadwork, job opportunities, etc. Further, online communication and social media also allows for the City to hear from the community more regularly and stay up-to-date on efforts outside of City Hall. These small interventions are easy, free, and extremely effective in establishing regular communication with the community.

For a great resource on establishing an online presence as a city government, visit: [http://www.tellusventure.com/downloads/reference/santa\\_cruz\\_strategies.pdf](http://www.tellusventure.com/downloads/reference/santa_cruz_strategies.pdf).

However, as a means of effective communication with all generations and abilities, it is important to establish analog communication strategies as well. Often heard

throughout community engagement was nostalgia for the old Umatilla newspaper, *The Sun*. A Umatilla-specific newspaper, even once a quarter, would aid in heightening city-wide communication in a more broad-reaching, inclusive manner. Opportunities to subsidize the cost of printing can come from encouraging local businesses to sponsor through advertisements. Community members can submit stories and events, while the City's new Community Development Director can seek out stories through on-the-ground interactions with neighbors. Additionally, the City can use a quarterly editorial to share recent stories and efforts in a narrative fashion, establishing transparency between the City and its constituents.

As Umatilla experiences a large demographic shift, with a 51% Latino makeup, it is essential that all communications be offered in both English and Spanish. Key to inclusive participation from all community members is a feeling of welcome and attentiveness – offering social media posts, newsletters, editorials, event flyers, etc., in Spanish is a catalyst for effective engagement.

## EXAMPLE

Finally, foundational to all of this is a communication strategy for the City of Umatilla. Establishing a regular communication schedule with designated outlets and unified practices and guidelines is step one to creating reliable communication throughout Umatilla.

## CITY OF ASHLAND

### COMMUNICATION PLAN

Easily found on the City of Ashland, Oregon's website is a Communication Plan, stating, "The City of Ashland recognizes the value of citizen involvement and the wealth of good information and resources that the citizens of Ashland possesses. It is important to increase the City's understanding of citizen concerns, ideas and values so that they can be utilized to make better decisions. The City must identify, create and budget adequate resources to engage citizens and citizen groups to enable them to effectively become a part of the City's decision making process. Much of the City's overall success is shaped by

the quality of its communication efforts. Therefore, a proactive approach is needed to foster effective two-way communication."The accessible Communication Plan lays out guiding principles, including:

- Open Two-Way Communication - emphasizing a two-way informational flow
- Community Problem Solving - providing the community with complete, accurate and timely information enabling them to make informed decisions
- Proactive - attempting to give the City the opportunity to tell its story
- Decentralized - strengthening direct communication between City officials and community members
- Inclusive - including everyone in the process
- Strong and consistent messages - creating messaging that supports, reinforces, and reflects the goals of the City

The Plan continues to clearly lay out targeted audiences, goals of the Communication Plan, strategies and actions, and an extensive list and explanation of communication tools.

For more information, visit: <http://www.ashland.or.us/Page.asp?NavID=1583>

## ACTION

### CD2 — Identify & Support Diverse Community Leaders

#### WHY

Fostering a vibrant future for Umatilla cannot fall wholly on the shoulders of elected officials and city staff. Identifying and supporting community leaders helps to establish multiple points of positive activity and vibrancy throughout all of Umatilla. Empowering diverse community leaders and their respective efforts can build-up trust and increase collaboration between the City and various community organizations, whether they are formal or informal. Creating a network of diverse community leaders is vital in identifying and engaging traditionally underrepresented populations that might otherwise not participate in community functions. Further, as the City's list of known community leaders grows, elected positions will become easier to fill, and ultimately more representative of the community.

#### HOW

Simply put, empowering community leaders begins with the act of listening. During our six months in Umatilla, the Confluentis team met Pedro and his son, both of whom share a passion for maintaining the city's soccer fields and organizing tournaments; Juan who takes pride in his ability to represent and mobilize the Latino community; Cameron who enjoys organizing her fellow high school students to participate in community events; and Joan who is working tirelessly to establish the Umatilla Midweek Market. All of this is to say, before the City is to empower their community leaders, they must be engaged with constant ears on the ground to stay up to speed with the incredible efforts of their constituents.

Beyond a good understanding of key community players, the City of Umatilla can support community leaders in a variety of ways, ranging from low involvement to high involvement. Below is a short list of ways the City of Umatilla can easily support community leaders and their various efforts:

- Facility Use - Allowing community members to use City Hall and other city-owned facilities when in need of meeting/event space, for free or a nominal charge
- Information Sharing - Using established information outlets as a way to share

about various community efforts and encourage participation

- Recruitment - Identifying representative community leaders and encouraging them to participate on the City Council, Planning Commission, and other City leadership roles. Commonly heard throughout the community engagement was a desire for more Latino representation in City leadership.
- Funding and Sponsorship - Providing monetary support for community efforts through grants and/or matching fundraisers
- Continue to Collaborate and Support the Umatilla Youth Council - The community's youth are the future of Umatilla. Establishing and nurturing the already-successful Umatilla Youth Council helps to breathe young life into the City and provide opportunities for open-minded young adults to realize the impacts of investing in ones' community.
- Establish a Community Leadership Development Program - Hosting a series of events and trainings that acquaint representative community members with the processes of Umatilla City Government, build an understanding for shared priorities,



and establish a conversation around the power of community organizing in shifting public policy. This can be spearheaded by the City of Umatilla alone, or can be built as a partnership with other community-serving organizations in the area.

Potential funding opportunities for such work is primarily found through grants. Examples of such grants are:

- Wildhorse Foundation: Through the CTUIR, provides funds up to \$20,000 for projects that benefit citizens in Umatilla, Union, Morrow, and Walla Walla counties. More information can be found at: <http://www.thewildhorsefoundation.com/>
- Oregon Community Foundation's Community Grant Program - Most awards are about \$20,000 and cover a broad range of topics. More information can be found at: <http://www.oregoncf.org/grants-scholarships/grants/community-grants>

## BEAVERTON ORGANIZING AND LEADERSHIP DEVELOPMENT PROGRAM

Started in 2014 as a partnership between the City of Beaverton and Unite Oregon, the Beaverton Organizing and Leadership Development (BOLD) program is a free leadership and organizing series for immigrant and refugee communities and other people of color. The intention of the program is to encourage civic engagement and promote diversity on City boards and commissions. Of the twenty-two participants who graduated in 2014, seven of them applied and were successfully appointed to positions of leadership. The City of Beaverton budgets \$12,500 every year to support the program.

Visit <http://www.beavertonoregon.gov/1862/BOLD-Program-for-more-information>.



Beaverton Bold Program Supporting Community Leaders

## ACTION

### CD3 — Establish Inclusive Public Spaces for All Community Members to Gather

#### WHY

Creating inviting spaces for all to gather is imperative to fostering a well-connected, vibrant quality of life for Umatilla community members. When asking Umatilla community members where in town they hang out with their friends and family, few of them had answers beyond their own homes. Public spaces provide room for meaningful social and cultural interaction, while fostering a sense of belonging and pride. Public spaces have the power to bring diverse community members together and foster social ties across all ages, ethnicities, genders, orientations and religions. Not to mention, creating good public spaces comes with a multitude of other benefits, including being a catalyst for economic growth, as public spaces often attract business investments, support local economies, and attract tourism. Other benefits include promoting public and environmental health, increasing pedestrian safety, providing cultural opportunities, and reducing crime.

#### HOW

Creating multi-ethnic, inclusive, and inviting public spaces goes far beyond building materials. As stated by the Project for Public Spaces (PPS), “physical aspects of the built environment—although critical to a place’s success—should be viewed alongside, and perhaps even secondarily, to the creation of a welcoming social or cultural space... In short, a ‘successful’ multicultural environment is one where various group’s sense of comfort is combined with good physical design to create an atmosphere that can nurture many preferences; a place that fosters social interaction while simultaneously creating distinct “spaces” where individual cultures can be emphasized and celebrated.” Undoubtedly, this is much easier said than done. However, PPS also points to a number of spaces that naturally discourage segregation and promote sense of safety, namely public markets, playgrounds, boardwalks, streets and beaches.

When hosting the Latino focus group, several participants reiterated the importance of places for all ages and ethnicities to play and recreate, including soccer fields, basketball courts, playgrounds, and indoor recreation areas, as well as plazas. These ideas are further developed by James Rojas, world-renowned

urban planner, who has developed the idea of Latino Urbanism. Notably stated by Rojas, “The American suburb is structured differently from the homes, ciudades, and ranchos in Latin America, where social, cultural, and even economic life revolves around the zócalo, or plaza.”

More information on this can be found in his interview with the Smithsonian, <http://www.folklife.si.edu/talkstory/2015/on-fences-plazas-and-latino-urbanism-a-conversation-with-james-rojas>.

A recent study done in Eugene also noted ways to make space more ethnically diverse. Basic recommendations included:

- Create an atmosphere of cultural inclusion through establishing:
- The sense that the entire community recognizes and welcomes one’s culture
- The feeling that one’s culture – including language, music, food, stories and experiences – can be expressed publicly, without fear or discomfort
- Building opportunities for public participation and working to ensure that the culture’s need are addressed in the community

- Shifting to more “informal” park regulation
- Ceding control over things like party permits to members of the community can lead to more spontaneous community events
- Allowing people to play club sports without paying to join a league
- Easing permitting requirements for street vendors or creating special vendor zones in parks

## EXAMPLE

### METRO TEZOSOMOC POCKET PARK IN AZCAPOTZALCO, MÉXICO CITY

Although far outside of Oregon, the Metro Tezozomoc Pocket Park was identified by the United Nations as a shining example of inclusive public space. The park is composed of a playground for children, a skate park for youths, and a seating area and dancing fountain for families to gather and socialize, including people with limited mobility. Park development objectives included:

- Reclaim unused land (surrounded by traditionally industrial lands)
- Activities to promote recreation, culture, social interaction and fun

- Visibility for safety, including full visibility of the park from any standing point and ample lighting
- Universal Design Principles (Equitable use, flexibility in use, simple and intuitive use, perceptible information, tolerance for error, low physical effort, appropriate size and space for approach and use. More information found at <http://universaldesign.ie/What-is-Universal-Design/The-7-Principles/>)
- Environmental sustainability through solar street lights and tree plantings

Outcomes of the parks development included raising awareness that making inclusive spaces is in the best interest of everyone, the inspiration for future inclusive projects, and the belief in something positive from the community.

For more information, visit [http://www.un.org/disabilities/documents/desa/good\\_practices\\_in\\_accessible\\_urban\\_development\\_october2016.pdf](http://www.un.org/disabilities/documents/desa/good_practices_in_accessible_urban_development_october2016.pdf)



Metro Tezozomc Pocket Park in Azcapotzalco, Mexico City



## ACTION

### CD4 — Create Regular, Multi-cultural Programming to Encourage the Community to Socialize

#### WHY

Providing the community with a reason to come together is a catalyst for collaboration, understanding and a sense of unity. Small, regular programs and events are easy ways to encourage diverse community members to enjoy Umatilla as one. Further, community gatherings can also serve a specific purpose regarding participation and collaborative decision making in City-led efforts.

#### HOW

The City of Umatilla and other community organizations already support a number of regular events, including Landing Days, Movies in the Park, and the upcoming Midweek Market. However, other desired events were heard from diverse age groups and cultures, including:

- Music in the Park
- 4th of July fireworks celebration
- Sports tournaments
- Downtown trick-or-treat
- Carnival
- Fishing contents
- Auto shows
- Art walks
- Latino-specific events
- Various festivals

Funding mechanisms for such events would mainly include sponsorship opportunities for Umatilla businesses, offering those who wish to sponsor media and promotional coverage. Larger Umatilla businesses, such as Banner Bank, have a bit more flexibility in their spending, and may be interested in opportunities to show their support for the community. Further, besides placing the burden on the City to host various events, supporting and collaborating culturally-specific events put on by other community organizations is an easy way to empower and encourage diverse gathering opportunities. Providing facility and promotional support to talented community members is also a way to encourage smaller, free events for community members, such as workshops and classes.

Finally, essential to hosting a successful community event is promotion. Small towns can capture a large audience through digital promotion, such as a regularly updated events calendar on the City's webpage, as well as a community events board(s) located in a strategic location within Umatilla for print communication.



Left and Right: Photos of Community Members enjoying the Irrigon Watermelon Festival.

## EXAMPLE

Through conversations, it was discovered that Umatilla community members are big fans of the Irrigon Watermelon Festival, and desire a similar event in Umatilla. While similar in nature to Umatilla's Landing Days, community members also enjoy the late night street dance, all day music, and farm stand booths offered at the Watermelon Fest.



## ACTION

### CD5 — Establish Umatilla Future Forum

#### WHY

Beyond City staff, City Council and Planning Commission, Umatilla community members are invested and undeniably energized to see Umatilla Together into the future. It takes an entire community to drive change, and identifying community stewards of the shared vision is essential to garnering full city support to see Umatilla's potential to fruition.

As a part of the engagement process, Confluentis hosted a stakeholder advisory meeting for the purposes of gathering feedback on our first draft of recommendations. When asked if the creation of a "Umatilla Forum" is something of interest to them, the response was extremely positive.

#### HOW

Establishing the Umatilla wFuture Forum begins with giving the program purpose. Confluentis sees this as an opportunity to gather regular, directed community input about goals and proposed actions laid out by the City Council and Planning Commission. Confluentis sees organizing the Forum as a task for the new City of Umatilla Community Development Director. The Forum is an arena for community representatives of priority groups, such as Latino, youth, senior, business owner, property owner, etc., to speak on behalf of various interests and ensure all voices have a seat at the table. The Forum is an opportunity for more inclusive, collaborative decision-making.

After identifying the purpose, it is important to determine the ideal number and frequency of meetings to achieve such purpose. Confluentis suggests quarterly meetings. Umatilla leadership can then identify priority groups to find a representative to join the conversation. Not exhaustive, Confluentis has identified the following community groups as key to a successful Forum:

- Latinos
- Youth
- Seniors

- CTUIR
- Business owners
- Property owners
- Umatilla School District
- Recreation
- City staff
- City Council
- Planning Commission
- Umatilla County
- Port of Umatilla

Important to note, as a means of balancing voices, Confluentis suggests a limited number of representatives from elected or appointed boards, councils and commissions present at Forum meetings. Additionally, it is critical that organizers of the Forum ask participants, "who is missing from the table?", as always present is the possibility of unidentified voices.



As a final note, as the program grows, it is important to review and maintain the purpose of the Forum and ensure that participants feel as though it's worth it for them to be at the table, and feel their voices are in fact making a difference. The Umatilla Future Forum is not to be seen as a box to check, it is an opportunity to empower Umatilla community members to become the stewards of the collective future.

#### EXAMPLE: CITY OF PORTLAND BUREAU OF PLANNING AND SUSTAINABILITY STAKEHOLDER ADVISORY COMMITTEE (SAC)

As the Umatilla Future Forum will need to respond to the city's specific needs, concerns and opportunities, it is difficult to find a totally relevant example. However, readily available on the City of Portland's website in a webpage detailing the Bureau of Planning and Sustainability's Stakeholder Advisory Committee. Here it outlines the roles and responsibilities of the SAC, detailing expectations such as presence at regular SAC meetings, a once-a-year SAC workshop, public events, and City Council and Planning Commission meetings, along with an easy-to-read schedule for reference.

For more information, visit <https://www.portlandoregon.gov/bps/article/536135>

# STRATEGIC PARTNERSHIPS



## Goal

Establish and nurture meaningful partnerships with diverse, representative community groups, existing and future, to work together towards the collective goal of Umatilla Together.

## Actions

- SP1 — Strengthen Partnership Between Umatilla City Council and Planning Commission
- SP2 — Continue to Nurture a Culturally-Appropriate and Respectful Partnership with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR)
- SP3 — Continue to Strengthen Partnership with Umatilla School District
- SP4 — Continue to Strengthen Partnership with Umatilla County
- SP5 — Continue to Strengthen Partnership with Chamber of Commerce
- SP6 — Establish Partnership with Umatilla Future Forum
- SP7 — Continue to Strengthen Partnership with the Port of Umatilla
- SP8 — Continue to Strengthen Partnership with the US Army Corps of Engineers
- SP9 — Continue to Strengthen Partnership with the Department of Corrections

## ACTION

### SP1 — Strengthen Partnership Between Umatilla City Council and Planning Commission

#### WHY

Together, the Umatilla City Council and Planning Commission have the collective power to shape and shift the future of the city. As both roles are designed to work collaboratively, it is imperative for the well-being of all Umatilla residents that the Commission and Council remain connected and communicative with one another. Through this process, Confluentis has heard concern with the timing between City Council and Planning Commission meetings, with a desire for more time to go over lengthy documents and proposals as a means of remaining on the same pagew. Small adjustments such as revising the meeting schedule are the building blocks to creating strong foundation for City leadership to guide Umatilla to a fruitful future.

#### ACTION

### SP2 — Continue to Nurture a Culturally-Appropriate and Respectful Partnership with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR)

#### WHY

Umatilla lands are of cultural significance to the CTUIR, especially the Old Town Site. Present is the unique opportunity for the City to continue to cultivate a meaningful relationship and trust with the tribes to honor the past and collaborate on mutually-beneficial projects in the future, such as the Waterfront Preservation Plan.

#### HOW

#### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Revised schedule for monthly meetings as a means of providing more time for document review
- Shared quarterly meetings
- Collective coordination with Special Committees

#### HOW

#### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Waterfront Preservation Plan – Old Town Site partnership



## ACTION

### SP3 — Continue to Strengthen Partnership with Umatilla School District

#### WHY

Heard from many community members, Umatilla schools are hidden gems within the city. They are centers of community, activity, and are vital in bolstering the vibrancy of Umatilla life. Further, the School District is the City's connection to the Umatilla Youth Council, itself a platform to invest in young leaders and connect with the local youth.

#### HOW

#### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Safe Routes to School
- Community Center management
- Senior lunch hosting
- Grant for brush removal along the river
- Umatilla Youth Council

## ACTION

### SP4 — Continue to Strengthen Partnership with Umatilla County

#### WHY

Along with owning and managing land and roads within the city, Umatilla County is a source of a variety of regional resources and support necessary to the success of the city.

#### HOW

#### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Plan 4 Health
- Annexation of neighborhoods on County lands, but within Umatilla City limits

## ACTION

### SP5 — Continue to Strengthen Partnership with Chamber of Commerce

## WHY

Local businesses are the pillars of a community. They are economic drivers within the city, while providing the goods and services necessitated by the demand of residents. Working within the same economic environment, a connected and collaborative business community allows for the sharing of resources, coordination of efforts to meet a shared goal, and collectively better serve their community. The Chamber of Commerce is a natural platform for businesses to plug-in, connect with one another, and connect to City efforts. Together, the City and the Chamber can bolster downtown revitalization efforts, such as promotional events, public art, business attraction and retention, and tourism.

## ACTION

### SP6 — Establish Partnership with Umatilla Future Forum

## WHY

With any grand plan comes the need for champions to see it through. The Umatilla Future Forum is a platform for invested, representative community members to garner community-wide support and help plans and efforts come to fruition. Their participation is essential to inclusive, collaborative decision-making within the city.

## HOW

### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Relocation of Chamber closer to downtown
- Quarterly business meet-ups
- Partnerships with other regional Chambers, such as Hermiston's Chamber of Commerce
- Establishment of Business Advisory Council

## HOW

### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Setting goals and priorities for the future development of Umatilla
- Public outreach efforts

## ACTION

### SP7 — Continue to Strengthen Partnership with the Port of Umatilla

## WHY

As the Port owns and controls several sections of city land and is a major driver for economic development in the Umatilla, it is imperative to nurture a mutually-beneficial relationship.

## HOW

### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Water reuse project
- Consideration of development on Port-owned waterfront property

## ACTION

### SP8 — Continue to Strengthen Partnership with the US Army Corps of Engineers

## WHY

The US Army Corps of Engineers own 60% of the land within the study area. On such land, USACE regulations limit the City's ability to foster positive use and development for the community. Maintaining a relationship with the USACE is key to thinking around corners and considering creative ways to create mutually-beneficial projects.

## HOW

### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Old Town Site invasive species removal
- Waterfront Preservation Plan
- Park Corridor development



## ACTION

**SP9** — Continue to strengthen partnership with the Department of Corrections

## WHY

The Department of Corrections employs over 900 people from the region, many of them Umatilla residents. Supporting the Department of Corrections is essential to maintaining workforce security for Umatilla residents. Further, there is an opportunity to synergize on projects, such as employing incarcerated individuals to assist in invasive species removal.

## HOW

### CURRENT AND FUTURE POSSIBLE COLLABORATION OPPORTUNITIES:

- Invasive species removal
- Property clean-up



## FUNDING MECHANISMS

FM1 — Existing Funding Streams

FM2 — Tax Increment Financing (TIF)

FM3 — Business Improvement District (BID)

FM4 — Local Fuel Tax

FM5 — Community Development Block Grant (CDBG)

FM6 — Incentives for Relocating Businesses

FM7 — Workforce Development Networks

FM8 — Other Funding Sources and Mechanisms



## FM1 — Existing Funding Streams

The City of Umatilla's two main sources of revenue include property taxes and franchise fees that are collected through past development that has occurred in the Enterprise Zone. Without voter approval, levies for property taxes are limited to an annual growth rate of 6%. With Measure 50 passing in 1997, rates were frozen, reducing the assessed values and limiting annual growth of the assessed value. While the objective of M50 was to reduce property taxes and control their future growth, Umatilla has been locked in rates that are nearly half that of nearby Hermiston.

In recent years, the rates for both water and sewer have been raised in order to help with increasing maintenance costs on the city's aging infrastructure. An additional 5% water increase will be effective on July 1st, 2017. The Two Rivers Correctional Institutional facilities and the Amazon Data Centers are the two largest users of the city's sewer and water infrastructure. Currently, the city is conducting a feasibility study for the construction of a pipeline for a Water Re-Use program. More details to come on this innovative and collaborative project.

Through the Enterprise Business Zone, the City of Umatilla offers tax incentives to developers, which include local property tax abatement. As a result, the City receives

yearly, one-time community service fees (CSF), which are based off a percentage of the taxes that would have been generated through property taxes. As development increases, the city can expect the CSF's to increase, which are currently being placed in a fund for future projects. Consistent revenue generated through the Enterprise Business Zone comes from the electrical franchise fees and a percentage of this revenue goes right back into the community to conduct and promote businesses. The city also receives a small amount of revenue (~\$40,000 - \$45,000) from the Transient Room Tax (TRT), which collects 3.5% of the rent charged by a hotel, motel or RV park operator. 70% of the taxes collected go towards promoting tourism in the city (i.e., tourism grant), while the rest go to fund city services. While anyone wanting to promote tourism can apply for the city's tourism grant, only the Chamber of Commerce and the Umatilla Historical Museum have applied thus far.

The Downtown Revitalization Small Grant Program provides eligible property/business owners with a grant of up to 50% of the estimated cost of facade restoration and improvements. There is a concern that fewer property/business owners have applied for the facade

improvement grant than is desirable.

With these considerations in mind, the following is recommended for the above-mentioned programs and funding sources:

### *Recommendations*

- Phasing Utility Increases (such as Hermiston; March 1st (5%), October 1st (5%), and March 1st 2018 (4.9%)).
- Evaluating the corporate SDC; funds allocated July 1st, 2017 can be used to hire a consultant for a full evaluation of the water and sewer SDCs.
- Use the CSF's for one time legacy projects (e.g., Parks, Old Town Site educational kiosks, etc.), allowing for more grant matching opportunities.
- Review franchise cap amount with Umatilla Electrical Cooperative (UEC) when the renewal process for the next franchise agreement arises.
- Use future Business Improvement District (BID) resources to assist with marketing the facade restoration grant.

## FM2 — Tax Increment Financing (TIF)

### *Definition*

Tax Increment Financing (TIF) is a method for financing public improvements with the incremental taxes created either by new construction, expansion, or renovation of property within a defined area of the community. The use of TIF is particularly appealing for Umatilla because TIFs are used to implement urban development projects without tapping into local general funds.

### *Where to Apply*

Create a Tax Increment District (TID) centered around 6th Street and Switzler Ave, but that expands to include commercial properties along the entirety of the Main Street corridor.

### *TIFs Are...*

- Self-financing: They offer a way to dedicate a specific revenue source to pay for economic development subsidies, alleviating the need to establish a separate tax levy or increase tax rates upon residents outside the TIF district

- Locally controlled: Project initiation and management is done at the local level, eliminating dependency on federal or state funding
- Flexible in project activities: They can be used on a broad array of activities so long as these activities are supported by Umatilla's comprehensive plan

TIFs should be used in conjunction with other financial strategies that themselves focus on increasing the tax base through new construction, expansion, or renovation of property. TIF will not work if there is not an increase in the taxable value of land within the area defined by the TIF strategy; other tools will also be needed to first prime the economic pump.

Bonds can be used to pay for the improvements up front, and then the incremental funds from the additional taxes on these public improvements can be used to pay off the bond. For a small community like Umatilla, the expense of hiring someone to oversee the TIF can initially be paid for by bonds and eventually absorbed by TIF revenues. That said, Umatilla should choose their TIF district boundaries such that they include the an-

ticipated major hubs of economic activity. That way, bonds used to fund improvements are more likely to be paid off and the TIF more likely to be successful. One such area is the intersection of Switzler and 6th Avenue, where the beginning of a contiguous retail experience for pedestrian and bicycle traffic is being imagined.

As part of the process of carrying out TIF implementation, ORS 457/-85(1) requires public involvement in all stages of a TIFs life. Different types of public involvement include meetings with the jurisdiction's staff and elected/appointed officials (a technical advisory committee), business district participants, residents, and taxing jurisdictions (a community advisory committee).

Taxes will not raise as a result of a TIF. Taxpayers within the district won't know that they are in the district and will be taxed just the same as any similar property within the community. The only difference is that any new tax revenue will be spent within the district, directly benefiting those who are paying the tax. Once people get used to this idea, it is not uncommon to have property owners ask to be included and for residents to carry unanimous support for the proposed TIF district.

Among the other requirements, Umatilla must prove that blight remediation or economic development will not occur but for the establishment of a TIF. Thus, the process for TIF should begin before other channels of funding are sought.

It is entirely possible that a developer might be interested in a parcel outside of the initially defined urban renewal area after seeing substantial improvements made in Umatilla. ORS 457.420 limits the amount of acreage and assessed value that may be in urban renewal (of which TIF is a part of) for cities with a population of less than 50,000 to 25%. Thus, while the boundaries can be changed, the size of the defined area should be established early in order to ensure statutory provisions are met despite unforeseen changes.

As part of the feasibility analysis that is required to establish a TIF, according to Oregon law, the plan must conform to Umatilla's comprehensive plan. The economic development chapter of Umatilla's comprehensive plan declares the following goals relevant to establishing a TIF:

- Encourage improvement of downtown buildings
- Enhance the pedestrian environment by providing a community gathering place and minimizing conflicts between pedestrians and highway traffic
- Define the downtown by creating landmarks, focal points, or other features. Use landscaping, lighting, and street furniture to improve downtown streetscapes
- Create a focused core area in the downtown by concentrating new pedestrian oriented development in key locations
- Improve pedestrian connections between the downtown and surrounding residential areas
- Provide more housing and mixed-use development in and near the downtown

The goals iterated in this plan and in Umatilla's comprehensive plan are attainable

through the combined use of TIF and other economic development strategies.

### *Example*

A TIF was established in Tualatin to satisfy the City's economic development efforts to diversify and internationalize the local economy. When created, the sum of the assessed value of all properties within the district was \$3.5 million. In twenty five years, that number increased to \$259 million. Initial bonds were only \$36 million, and all revenue from TIF above that was devoted to public investments, such as roadway and utility construction. 35 new businesses and 2,200 new jobs sprung up in the district as a result of TIF efforts.



## FM3 — Business Improvement Districts (BID)

### *Definition*

A Business Improvement District is a defined area where a small additional tax is enacted on property owners. The revenue from the tax is put in a small fund, only be used within the BID district. Opening a BID requires establishing a BID organization with a board of directors that sets the budget and priorities of the BID, usually comprised of property owners, business owners, community leaders and public officials. The majority of the board of directors should, however, be property owners.

### *BID funds in Umatilla can be used for...*

- **Marketing:** To sponsor events and advertisements, such as a Farmer's Market at Village Square Park or of Umatilla's Landing Days event. BIDs can organize the coordination of sale campaigns in order to promote a positive image of the city and to bring people to the district to shop.
- **Cleaning and Maintenance:** A well-maintained and clean environment promotes the feeling of safety and com-

fort within the BID district, giving the impression that the area is well-cared.

- **Economic Development:** BID funds can be used for the outreach and recruitment of new business to the area, marketing studies, applying for grants and loans, etc.
- **Community Development:** BIDs can create a vibrant civic space through hosting more frequent community events by investing in public spaces and attracting people to the area.

BIDs can co-exist with TIFs for a more rigorous economic revitalization strategy. Note that TIFs do not increase taxes in and of themselves, as only a natural increase in property taxes (ie. from a rise in property values) are given to the TIF fund. That said, BIDs do slightly increase taxes within a designated district, the revenues of which are used to fund special initiatives within the district where the local government lacks the capacity to do so themselves. While they can co-exist, BIDs should be formed once there is increased activity so that there is not an increase in carrying cost for already unproductive properties in Umatilla. Once there is increased activity, there will also be a greater demand for the services that a BID is best suited to provide.

Many businesses involved in BIDs come to rely on the advertising services performed by BIDs. In the case of BID advertising for small rural communities, the sum is greater than the parts by themselves. That is, BID advertising can go further than if individual businesses were investing time and resources into advertising their establishments (e.g. by spending on low cost billboards and radio ads promoting the downtown area as a place to do shopping).

We recommend that the future Stakeholder Advisory Committee (SAC) of Umatilla organize interested businesses into a formal BID organization and select a board of directors to oversee the budget. Of the participating businesses, different property types should pay different assessments. Ideally, nonprofits and government-owned properties should be exempt and residential and vacant properties should pay reduced rates, while occupied commercial or industrial properties pay the commercial rate.

### *Example*

The Ballston BID in Arlington, VA began with a mission to enhance the Ballston neighborhood to a vibrant, innovative, and attractive urban space. It used 45%

of all operating expenses on marketing and promotion, and 21% on beautification projects and events. The remaining amount was allocated for personnel costs, general administration, and county fees. In 2013, revenue totaled \$1.6 million, all from a mere fixed rate of \$0.045 per \$100 of assessed commercial property within the district.

## FM4 — Local Fuel Tax

By public vote, the City can administer a local fuel tax on the sale of gasoline and other fuels, levied as a fixed dollar amount per gallon. The City of Hood River, for example, administers a three-cent per gallon local gas tax that generates about \$300,000 in revenue annually. Hood River, with a population of 7,476, is of similar size to Umatilla. While Hood River is located in a supreme location - in the Dalles and along i-84 - it is commonly understood that many people travel through Umatilla when commuting across the region (e.g. from Tri-Cities to Hermiston or Pendleton). A fuel tax could thus raise a considerable amount of revenue for the City to be spent on the same types of projects as the state's fuel tax revenue, such as for "construction, reconstruction, improvement, repair, maintenance, operation and use of public highways, roads, streets and roadside rest areas" (Oregon Constitution, Article IX, Section 3a).

### *Potential Challenges with a Local Fuel Tax*

Gaining voter approval might be challenging if tax revenues are spent only on public roads along Main Street; thus, revenue would likely need to be spent on projects throughout Umatilla, such as in McNairy and South Hill. Local fuel taxes in Oregon range from one cent to five cents per gal-

lon, averaging 2.6 cents (not including the City of Portland's new 10 cent fuel tax). Only three cities, Warrenton, Woodburn, and Portland have fuel taxes over three cents.

## FM5 — Community Development Block Grants (CDBGs)

Non-metropolitan cities in rural Oregon can apply for and receive Community Development Block Grants (CDBGs) so long as they meet one of three criteria:

- The proposed activities must benefit low- and moderate-income individuals.
- The activities must aid in the prevention or elimination of slums or blight.
- There must be an urgent need that poses a serious and immediate threat to the health or welfare of the community.

According to ACS 2015's 5-Year Estimates, 18.1% of Umatilla's residents live below the poverty line, compared to 16.7% statewide. HUD defines a blighted structure as one that "exhibits objectively determinable signs of deterioration sufficient to constitute a threat to human health, safety, and public welfare." The amount of vacant and dilapidated infrastructure - both residential and commercial - in the downtown area of Umatilla clearly demonstrates justification for CDBG funds, and is likely to meet HUD's criteria for a grant. Department staff members at the Infrastructure Finance Authority (IFA) rate and rank applications based on the applicant's need, the availability of funds, and other restrictions defined in their guidelines (see Re-

sources at the end of this section). There are different types of CDBGs for various uses, each with different maximum grant allowances. HUD uses specific criteria to determine eligibility; that said, the following types of CDBG grants are most worthy of further investigation into their potential as grant sources for Umatilla:

- Public Works (water and wastewater improvements) - \$2,500,000
- Community/Public Facilities - \$1,500,000
- Regional Housing Rehabilitation - \$400,000

### *Example*

The cities of Newberg, McMinnville, and Dayton submitted an application for housing repair grants for manufactured homes and were awarded \$400,000. This grant assisted 50 to 60 eligible low-income households with critical repairs that were necessary to sustain decent, safe, and affordable housing. These repairs ranged from repairing/replacing roofs, siding, and windows, to mold abatement and repairing plumbing and electrical systems. An essential component of their successful application was a clearly demonstrated need for grant assistance: a wait list of 205 households in

the proposed project area. This is an example of a CDBG being used to repair dilapidated infrastructure; a similar project can be developed for Umatilla's vacant and dilapidated properties in downtown.



## FM6 — Incentives for Relocating Businesses

Promoting community economic growth and development by focusing on small businesses already located in the community is just as if not more important than recruiting business from elsewhere. Today's business climate extends beyond simply a desire for a location with attractively low taxes and little regulation; a supportive entrepreneurial and community culture is becoming increasingly important.

### *Clustering Similar Businesses*

Grouping similar businesses in a particular area has the added benefit of fostering an entrepreneurial culture that focuses on attitudes toward risk, experimentation, and cooperation. For example, the portion of 6th Street east of Switzler Ave is envisioned as the area designated for autocentric businesses such as auto parts and mechanics. Clusters of connected businesses foster more rapid cooperation and competition in parallel than if they were situated in Umatilla arbitrarily. With respect to retail, the tried and true principle of contiguous storefronts is a prime example of cluster economies. Businesses that are physically near each other benefit from shared labor pools and supplier networks, and valuable flows of information that can spur innovation.

### *Community Before Economics*

In many cases, the determination of whether businesses are willing to relocate has much to do with where the owner resides or would like to reside. Location decisions, whether the context is an existing local business or the recruitment of business from elsewhere, is the result of a multifaceted and often subjective process that renders incentive programs - such as tax abatements - only relevant to specific types of businesses, such as manufacturing. Entrepreneurs prefer a home-field advantage; developing generally attractive communities where people want to live is the key to business location. Small businesses in particular weigh heavily on the importance of proximity to public services (such as efficient transit), active civic spaces, and entertainment such as restaurants and coffee shops.

### *Quality Relationships Between Public & Private Sector*

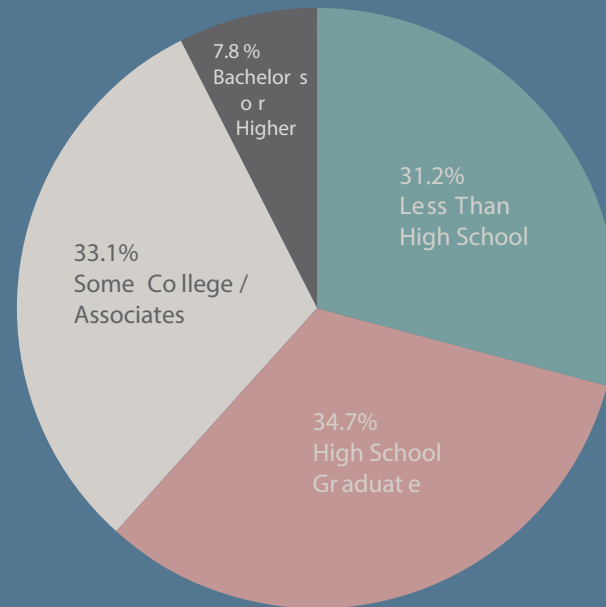
The business climate is largely determined by not only the regulatory and tax environment of a place, but also the level of difficulty encountered when working with the local public sector. It is important that Umatilla's public sector supports

legitimate business needs for socially responsible businesses. Part of this includes the consideration and implementation of many of the strategies outlined in this section, such as the creation of a Business Improvement District, led by and for business. When relocating existing local businesses, trust between the public sector and the business is imperative. Transparency with private entities regarding the city's motivation for wanting to relocate a particular business will enable business owners to see the larger vision, long-term goals, and mutual benefits for the move.

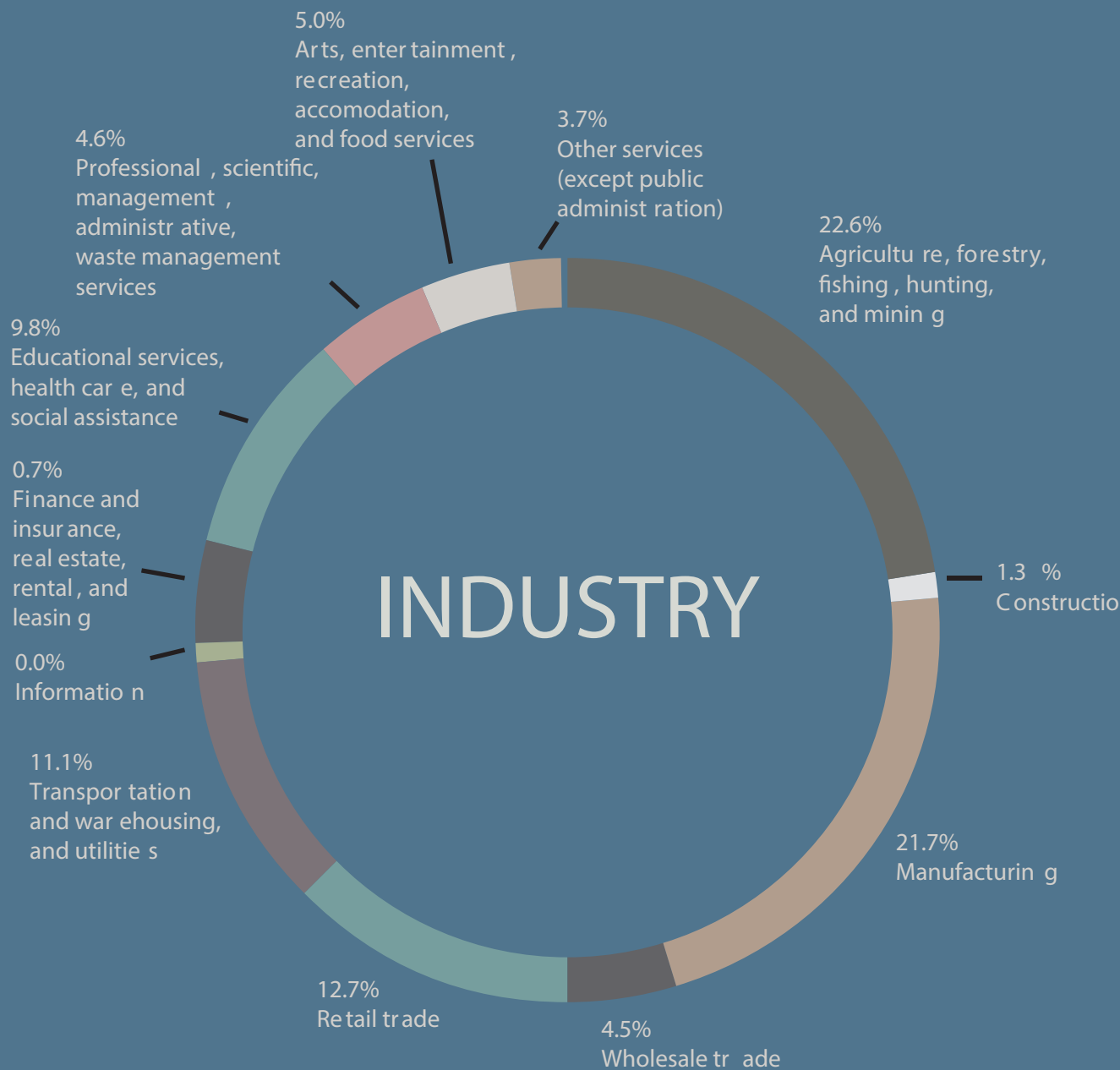
Highly desirable firms and businesses often pin communities against each other in a bidding war about who can offer the best incentive package. Focusing on developing a community where people want to live instead of bidding with tax abatements circumvents the notion that cities are vulnerable prey at the mercy of conglomerates. Highly desirable businesses will demand exemption from fees that local governments rely on, such as taxes and SDCs. It is more logical to foster an impeccable sense of community and entrepreneurial spirit, and the most desirable businesses will be drawn from the shadows without hefty contingencies that damage revenue streams.

## FM7 — Workforce Development Networks

Rural localities are encouraging more employer training and better ties between schools and employers through workforce development networks. These networks promote linkages across organizations and communities. Partnering with training institutions and community-based organizations to train the workforce helps employers by lowering the costs of employer-provided training.



Workforce development programs can increase educational attainment through the creation of networks that focus on regional workforce needs. According to the ACS' 2015 5-Year Estimates, 61.7% of Umatilla residents are not in the labor force. Concerted efforts between educational institutions and employers can make an enormous impact.



Much of Umatilla's industry is based on a) manufacturing and b) agriculture, forestry, fishing, hunting, and mining. In the year 2000, agriculture, forestry, fishing, hunting, and mining only constituted 9.5% of industry in Umatilla, whereas in 2015 it represented 22.6%. While all other industries remained relatively constant between 2000 and 2015, educational services, health care, and social assistance dropped by roughly half (from 17.6% to 9.8%). The only other notable change was an increase in transportation, warehousing, and utilities - from 6.3% to 11.1%.

Compared to state- and county-wide industry, Umatilla is significantly more reliant on agriculture, forestry, fishing, hunting, and mining, manufacturing, and transportation, warehousing, and utilities and less reliant on educational services, health care, and social assistance.



There is more and more pressure for community colleges to provide customized training for individual firms, but this narrows the transferability of skill sets for workers. Workforce development networks reduce this pressure by being responsible to employer's needs but also supplying workers with a broader set of skills. By bringing together firms in an industry to identify common skill sets needed, a network of firms can establish an infrastructure that attracts other businesses with the same needs. This in turn attracts industrial clusters of businesses.

A community-based organization (CBO) should be established that builds capacity among potential partners. Examples of partners can include Blue Mountain Community College and businesses in the city that are in need of skilled workers. A successful CBO might eventually lead to the development of a satellite campus for Blue Mountain Community College in Umatilla. The satellite office could focus on the expansion of the existing A.A.S. in Civil Engineering Technology degree, owing to the existence of the McNary Dam along the Columbia River and the employment opportunities it harbors for engineers.

### *Example*

The Mid-Delta Workforce Alliance of the Mississippi Delta region represents a collaborative effort between businesses, educational institutions, government agencies, and other CBOs. It has a small staff that accomplishes everything through partnerships among its constituents. Successful projects include the implementation of a program that provides students with the opportunity to job shadow local career options; conversely, employers get to reach out to future employees. In another program, a skills assessment and two-week intensive training program were provided that provided individuals with a certificate that gave them priority in obtaining jobs with participating employers.

## FM8 — Other Funding Sources and Mechanisms

### *Public Arts Program In Lieu of SDC Fee*

Development standards regulate a project's land use, height, density, bulk, parking requirements, on-site circulation, on-site open space and other features. Projects gain approval by satisfying development standards. Creating a public arts program wherein the installation of art on development sites satisfies development standards that would otherwise require an in-lieu fee is one way of incentivizing public art and stimulating the creation of a unique identity for Umatilla.

### *Rural Community Grant Program*

Provides money for projects such as building or improving facilities; purchasing necessary equipment to facilitate a program; and funding capital improvements that improve a community's infrastructure, viability and/or prosperity.

### *Transportation and Growth Management Program*

The Transportation and Growth Management Program (TGM) promotes urban planning and design that results in compact development and pedestrian, bicycle, and transit-friendly options for local communities.

### *Immediate Opportunity Grant Program*

A program designed to assist local and regional economic development. The primary factors in determining eligible projects for the Immediate Opportunity Fund Program are improvement of public roads, inclusion of an economic development-related project of regional significance, creation or retention of primary employment, and ability to provide local funds (50/50) to match grant.

### *Bikes Belong Grant Program*

The PeopleForBikes Community Grant Program supports bicycle infrastructure projects and targeted advocacy initiatives that make it easier and safer for people of all ages and abilities to ride.

### *Transportation, Community and System Preservation Program*

The Transportation, Community, and System Preservation (TCSP) Program provides funding for a comprehensive initiative including planning grants, implementation grants, and research to investigate and address the relationships among transportation, community, and system preservation plans and practices and identify private sector-based initiatives to improve those relationships.

### *Kodak American Greenways Grant*

The Kodak American Greenways Awards Program, a partnership project of the Eastman Kodak Company, the Conservation Fund and the National Geographic Society, provides small grants to stimulate the planning and design of greenways in communities throughout America.

### *Street Utility Fee*

A Transportation Utility Fee (sometimes known as a Street Maintenance Fee, Road User Fee, or Street Utility Fee) is a monthly fee based on use of the transportation system that is collected from residences and businesses within the city limits of Oregon City. The fee is based on the number of trips a particular land use generates and is collected through the City's regular utility bill. It is designated for use in the maintenance and repair of the City's transportation system. Users of the road system share the costs of the corrective and preventive maintenance needed to keep the street system operating at an adequate level.

## RESOURCES FOR FUNDING MECHANISMS

- An Elected Official's Guide to Tax Increment Financing:  
<http://www.gfoa.org/sites/default/files/EOGTIF.pdf>
- Best Practices for Urban Renewal Agencies in Oregon:  
[http://www.goldbeachoregon.gov/vertical/sites/%7B95824C9A-6BB0-47B3-83E2-3D2AE3179E09%7D/uploads/UR-Best\\_Practices\\_Manual.pdf](http://www.goldbeachoregon.gov/vertical/sites/%7B95824C9A-6BB0-47B3-83E2-3D2AE3179E09%7D/uploads/UR-Best_Practices_Manual.pdf)
- Tax Increment Financing by New Hampshire Office of Energy and Planning:  
<https://www.nh.gov/oep/planning/resources/documents/tax-increment-financing.pdf>
- BID Resources:  
<http://www.mpa.unc.edu/sites/www.mpa.unc.edu/files/Matt%20Dudek.pdf>  
[http://www.nyc.gov/html/sbs/downloads/pdf/bid\\_guide\\_complete.pdf](http://www.nyc.gov/html/sbs/downloads/pdf/bid_guide_complete.pdf)
- Information on Local Fuel Tax  
<https://www.oregon.gov/ODOT/CS/FTG/pages/reqgasdiscl.aspx>
- General CDBG Guidelines  
<http://www.orinfrastructure.org/Infrastructure-Programs/CDBG/>
- Regional Housing Rehabilitation CDBG Guidelines  
<http://www.orinfrastructure.org/assets/docs/IFA/CDBG-MOD/MOD-ch12.pdf>
- Workforce Development Networks in Rural Areas of the United States  
[http://srdc.msstate.edu/publications/other/policy/2003\\_09\\_1-workforce.pdf](http://srdc.msstate.edu/publications/other/policy/2003_09_1-workforce.pdf)





# COMMUNITY ENGAGEMENT SUMMARIES

- CE1 — Business Community Outreach
- CE2 — Targeted Interviews
- CE3 — High School Student Survey
- CE4 — Latino Focus Group
- CE5 — Youth Outreach and Engagement
- CE6 — Incentives for Relocating Businesses
- CE7 — Workforce Development Networks
- CE8 — Other Funding Sources and Mechanisms

## Business Community Outreach

### PURPOSE

Community businesses are pillars of any city, and have the potential to be agents of positive change. Engaging with businesses allows for direct input from owners in order to gather their personal and economic goals for the future of Umatilla, as well as provides an opportunity for them to connect with one another.

### DESCRIPTION

The business mixer was held at one of Umatilla's newest businesses, El Rodeo Club, in the McNary neighborhood. Umatilla business owners were provided with personal invitations and follow-up phone calls. Ultimately, 20 attendees representing 10 businesses were present. It was important to create a space where business owners could share their thoughts freely and discuss the strengths and challenges of owning a business in Umatilla. Casual conversation and a survey translated in both Spanish and English were used to capture feedback.

### KEY TAKEAWAYS

- 6th Street beautification is imperative to the success of Umatilla's downtown (i.e. sidewalk improvements, lighting, vegetation)
- Incentives for business attraction, improvement, and retention are necessary
- Facade grants are heavily used and highly regarded
- Stricter code enforcement is necessary to clean boarded-up buildings, trash on lawns, poor signage, etc.
- More community events would help boost business (i.e. tree lighting, trick-or-treating, fireworks, concerts in the park, etc.)
- Strict regulation dampens Umatilla's economic progress
- Much like Hermiston, Umatilla could be advertising and capitalizing on Oregon's lack of sales tax
- Not enough business support services
- An overdue change in City leadership could be beneficial
- Several owners noted the desire for and the belief in more flexible zoning
- Care and pride from community members seem to be diminishing
- Not enough new housing to attract newcomers
- Small things make a big difference (i.e. flags on streetlights)
- Business owners have little opportunity to connect and get to know one another
- 1,100 people travel from Boardman to Kennewick for work everyday, passing through Umatilla - give these commuters a reason to stop in Umatilla
- Business owners and the greater community would benefit from better communication from the City
- City Councilors and Planning Commission do not seem to work together towards Umatilla's prosperity
- Businesses owned by people of color do not feel heard
- Consistent policy



# Targeted Interviews

## PURPOSE

Interviews with key community members were conducted to engage in more targeted conversations about the current state and the future of Umatilla. The purpose was to dig into details not covered in our broader outreach efforts. The results have helped inform the direction and content of this plan.

## DESCRIPTION

Over 4 months, Confluentis Planning conducted 38 interviews with community leaders, historians, organizational contacts, city officials, and members from priority populations. These interviews were done formally and informally at a variety of locations, from City Hall to personal homes.

## KEY TAKEAWAYS

### *City Historians*

- Umatilla’s racial diversity is new within the past 25 years, working together is imperative to the success of the city
- “We have to invite more Hispanic people to get involved in the effort - this is their town. We have to let them bring their history. We need them to be on our school board and on the councils”
- Town used to center around a 2 block core, now city hall and post office are on opposite ends of 6th
- Growth is coming and town needs to start planning ahead for housing
- Communication within town needs to be improved - City used to have the Sun (newspaper)
- Believe the relationship with the Tribes is getting better year after year, after 40 years
- Talent recruitment has been hard due to wages. “All of the cities are compared. Umatilla to Hermiston, Hermiston to Pendleton, Pendleton to Bend”
- Army Corps not invested
- Big industry should be paying our city and our school thousands of dollars.

Umatilla has cheap land, the best power, and no one is giving back

### *Police Department*

- Safety concerns within the community primarily deal with the houseless population, naturally covered areas (i.e. brush near the river), and safe transportation near schools and areas of recreation
- Regardless of federal policies around undocumented community members, Umatilla Police will not change the way they do business and will not ask for status

### *Latino Community*

- Several community members noted their attraction to Umatilla’s jobs and small-town, family-oriented feel
- Language barriers pose a huge problem for Latino community members to get involved
- Self-identifying community members are forced to act as liaisons between Latino families and community leaders
- Mostly travel to Hermiston & Tri-Cities for commerce needs

- Many noted a desire for more restaurant variety
- Many noted a desire for more opportunities for kids activities
- Latino families do not get involved in leadership because they are either too scared or feel it is useless
- There is underlying belief that all community leaders and those in positions of power are interconnected, and those outside of the circle are unable to engage
- However, several people noted that were they invited to the table, they would be encouraged to step-up as a leader

#### *CTUIR*

- Sense of excitement over seeing something positive happen at the Old Town Site
- Feel positive about their relationship with the City. However, the Old Town Site is a “source of dislocation” for multiple communities, and healing those wounds takes time
- Believes the current plans on the Old Town Site are the most culturally sensitive they have seen yet

- Understand the hold-up is not with their relationship with the City, but with the Army Corps

#### *Youth*

- Enjoy Umatilla’s small-town, family-friendly values. However, not many places to hang out
- Enjoy the events in other cities, such as the Watermelon Fest in Boardman, and the Fourth of July fireworks in Hermiston
- Use the running trails heavily - tend to stay on Lewis and Clark trail for safety. Southern trails are poorly lit and often attract houseless people
- Want to leave Umatilla for college, several students noted their craving for a city experience. However, a few noted their desire to eventually raise their family in Umatilla
- Many students noted a desire for more recreational facilities, including a skate park, swimming pool, and more basketball courts and soccer fields
- Many students agreed on the need for more places to hang out at night, specifically noting a movie theater, an arcade, and a frozen yogurt shop
- Several students are extremely proud

of the robotics team and appreciate the city’s support

#### *Seniors*

- City used to have a clothing store, a hardware store, multiple grocery stores, and a movie theater. All have ended up closing up shop or moving to Boardman
- Feel there is very little to do, often find entertainment in the high school sports games
- “Everything’s failing in my age group - Eagles, Elks, Masonic Lodge”
- US Army Corps of Engineers (USACE)
- The Corps is excited to see the City and the Confederated Tribes of the Umatilla Indians working together towards a shared vision for the Old Town Site
- Once the application for invasive species removal is approved, the Corps is interested in redirecting resources towards the Old Town Site
- USACE Master Plan in the process of being updated, with opportunity for public input possibly starting as early as winter 2017

## Targeted Interviews

- Supporting facilities (playgrounds, multipurpose sports fields, overnight facilities, restaurants, camp stores, bait shops, comfort stations, boat repair facilities) must enhance recreation experience and be secondary to the original intent of the recreation development
- Corps policy is to approve recreation plans based off of an unfulfilled recreational need. The exact criteria for approval are as follows:
  - Consistent with project purposes
  - Reasonable connection to the project's natural and other resources
  - Consistent with land use classifications and resource management objectives in the Project Master Plan
  - In the public interest
  - Justified by public demand, as proven by a market study:
  - An inventory of the supply of existing types of recreational resources within a given area, as well as a recreational demand analysis that provides an indication of what people do, feel and want concerning recreational activi-

ties. Additional necessary information includes data on regional population and future projections, demographic characteristics, and an inventory of similar types of recreational facilities within a 30 mile radius

- Economically viable, as proven by a feasibility study:
- Evidence proving that yearly profits of proposed facilities will offset the yearly operational cost of proposed facilities
- Meets the recreation demands created by the project itself while balancing natural resource requirements

### *Chamber of Commerce*

- Desire to create a map highlighting trail system for visitors and calling out key attractions
- Interest in attracting new business to town (i.e. winery, brewery)
- RV park and hotels give 1.8% of all transactions to Travel Oregon, which then kicks back to Umatilla

### *Business Owners*

- Desire for a larger variety of stores (i.e. clothing, antique, bait shop)
- Desire better communication between the City and business owners
- Feel there is great support from community members
- Interested in safer crossing over 6th on Switzler, heavy high school traffic
- Deal with absent and unfair landlords



# High School Student Survey

## PURPOSE

Community involvement is an important aspect of revitalization for any community. The success of any plan relies on buy-in from community members and the belief that their voice is valued by members in leadership positions. Confluentis Planning strongly believes in the importance of community outreach programs and partnerships. To introduce the project, acknowledge past community efforts, and gather feedback; community members were invited to come to a Community Engagement Kick-off Event early on in the planning process.

## DESCRIPTION

The event was located at Umatilla High School, one of Umatilla's most utilized gathering spaces, and offered food, childcare, translation services, and a raffle. The event included interactive activities such as mapping favored locations in town, writing ideas about desired goods, services and activities to be found in Umatilla, expressing future visions through art, and capturing the heart of Umatilla, its people, through a photobooth.

## KEY TAKEAWAYS

- The marina and Umatilla High School are the two most heavily utilized spaces in town
- Town parks and trail systems are heavily used
- Most frequented businesses include Java Junkies and G&J's
- For all modes of transportation, the most frequented route is along 6th Street between Switzler and Umatilla River Road, with additional heavy concentration at the intersections of F Street, H Street, I Street, and L Street
- Transportation to recreation is especially heavy along 6th Street, Switzler, 3rd Street, as well as Quincy and Cline which serve the Marina
- Transportation to work is especially heavy along 6th Street, at the intersections of F Street, I Street, J Street, L Street, Switzler, and Yerxa
- Transportation to shopping is primarily along 6th Street, especially between Yerxa and Umatilla River Road
- Heavily cited desired recreation opportunities include running trails, waterpark, skateboard park, lacrosse team, skating rink, sports complex, biking, fishing tournaments, and a recreation center
- Heavily cited desired activities include farmers market, carnival, Saturday market, music in the park, more activities for small children, art walks, car shows, festivals, dance club, history tour, marathons, an arcade, and a movie theater
- Heavily cited desired businesses include hardware store, sporting goods, outlet mall, garden shop, pet store, tackle and bait shop and bait, and Costco
- Heavily cited desired physical improvements include pedestrian oriented retail, beautification of main street, gathering spaces, benches, bike and running trails, outdoor concert stage, outdoor seating and trees

## LATINO FOCUS GROUP

### PURPOSE

Considering Umatilla's current population is 51% Latino, we found it imperative to reach out directly to Latino community members and gather their feedback on the future of the city.

### DESCRIPTION

Latino community members were reached through the contacts of Josy Torres, an administrator with the Umatilla School District, and informal street conversations. To prepare, we called 8 Latino community members and asked them to reach out and invite others who they felt might take interest in the conversation. The meeting took place at the Umatilla School District office.

### KEY TAKEAWAYS

- Many participants cited a desire for a relaxation of property rules (including zoning and code enforcement), specifically noting the allowance of food trucks. Several participants feel they do not understand the process for starting a business in Umatilla, and that it is too restrictive.
- The group noted an issue with the level of trash in yards, and the desire for the City to enforce consistent rules for property maintenance
- Heavily cited desired amenities include benches, trash cans, and clean landscaping
- All participants noted a desire for more Latino engagement, and suggested improved communication, including direct engagement to Latino community members from the City, town hall meetings, phone calls, and translated documents
- Strength in the community's ability to overcome divides and work together
- Many cited the heavy use of the 3rd Street and Umatilla High School soccer fields. Specifically, they cited the need for more as well as regular maintenance of the current fields. One participant noted his father is solely responsible for the maintenance of both fields, and the lack of money to pay for referees (a fee that often comes out of the coach's pocket)
- Participants would like to see more programs for Latino families offered, including educational, legal, and voucher programs
- Heavily cited downtown improvements include parks, community garden, community center and community plaza
- Heavily cited downtown businesses include pizza shop, sports store, and places to buy everyday items
- Heavily cited downtown activities include arcade, bowling, trampoline park, dodgeball, and concerts

# Youth Outreach and Engagement

PURPOSE	DESCRIPTION
Youth hold the keys to a brighter future. By engaging the youth, they help inform the planning process by bringing unique and fresh voices to the dialogue about creating great places to live, work, learn and play. Valuing their input about the future vision of the city is important for building community, nurturing leadership, and creating equal opportunities.	Umatilla High School is a 3A school and has approximately 370 students enrolled for the 2016-17 academic year. The school has an internationally recognized Robotics team and is a regional leader in science and technology. The school boasts an accomplished athletics program and the renovated High School is considered a community hub for many families. Starting in 2017, the need to help bridge the gap between young people and adults led to the creation of the Youth Council. The council consists of eight exceptional students from the High School, two representatives from each grade level. These innovative and creative leaders worked alongside Confluentis Planning at several community engagement events and organized a survey that was distributed to the student body in order to obtain feedback from their fellow peers. Over the course of one month, 47 students participated in the online survey. The students created questions that pertained to the City of Umatilla, the downtown corridor, overall sense of community, and opinions about activities and amenities they would like to see come to fruition.



## KEY TAKEAWAYS

- Strong sense of community pride!
- 62% of the students surveyed claim that Umatilla has a good sense of community, while only two students felt that Umatilla did not have a good sense of community.
- 77 % of the students surveyed mentioned primarily visiting businesses that offer food, snacks and beverages.
- Over 50% of the students surveyed specifically mentioned Java Junkies, indicating that it is a place of gathering and socializing for youth.
- Nearly 60% of the responses mentioned socializing and/or some form of recreation (both passive and active) when asked what they do with their free time.
- When asked about their main mode of transportation; 66 % drive (either by themselves or with a friend/family member), 23% walk/bike, and 11% use the local transit (Kayak).
- The overwhelming majority of students surveyed mention the small town character of Umatilla and the community of people as their favorite thing about Umatilla.
- “Since it’s a small town everyone knows each other and I feel as a community we are a lot stronger than bigger cities.”
- On the other hand, the students cited rundown and vacant buildings, and lack of character in the downtown corridor as their least favorite things about Umatilla. They also mentioned disliking the lack of activities and amenities for youth.
- Creating public and civic spaces where they can socialize would be a major improvement (e.g., arcade, gym, skate park, farmer’s market, water park, etc.). They also would like to see a downtown beautification program, which could lead to more businesses and other amenities (e.g., retail, food, entertainment, etc.).
- “I would like to see many more businesses open up, it would gather more people into the city.”
- While some students may be leaving Umatilla to attend college, join the military or other reasons; having more opportunities and options available to the youth may get them to stay in the community after graduating.
- 45 % of the students surveyed do not plan on staying in Umatilla after graduation.
- Only 11% mentioned that they plan on staying in Umatilla.
- The small town charm and strong family values keep students interested in the possibilities that Umatilla could be. When asked what might get them to rethink leaving; many mentioned more opportunities for employment options, recreational activities, newer facilities, and more businesses.
- “Since I migrated here with my family, I’ve dreamed big and experienced great things and I do believe Umatilla is a great place to live. But, I also know it can be better so after college I want to come back and give back to my community.”







## COMMUNITY PROFILE

CP1 — Total Population

CP2 — Racial/Ethnic Composition

CP3 — Gender Ratio & Median Age

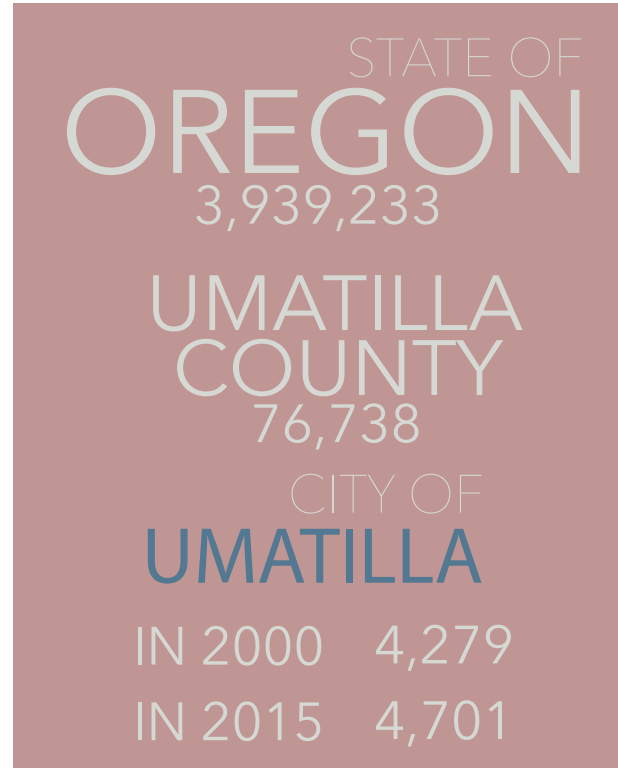
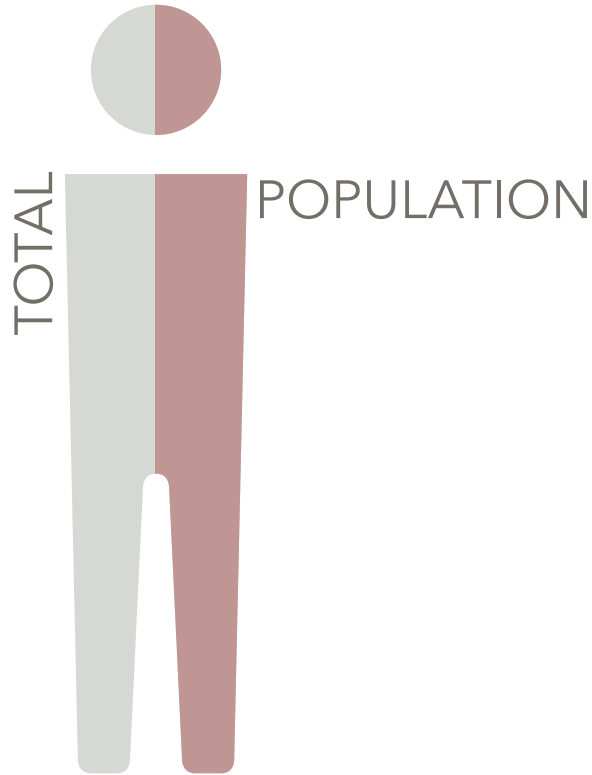
CP4 — Total Population By Age

CP5 — Industry

CP6 — Median Household Income, Below Poverty Line, Commute by Car, Not in Labor Force

CP7 — Housing

CP8 — Educational Attainment



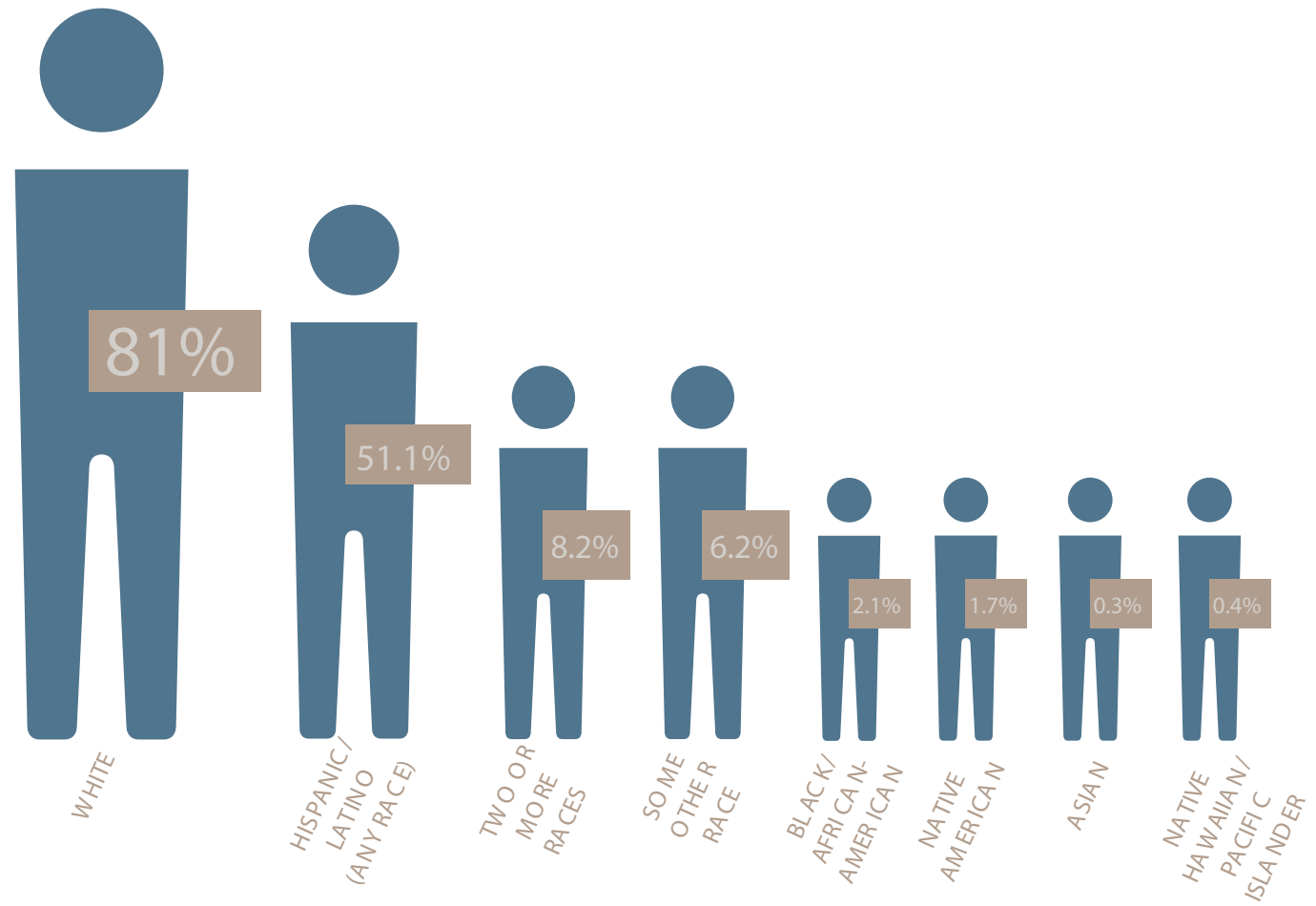
All data is derived from the U.S. Census Bureau.

## POPULATION COUNT

All data is derived from the U.S. Census Bureau. The data for 2015 is based on the American Community Survey's 5-year estimates, often accompanied by a wide margin of error. For comparison, Oregon and Umatilla County's population statistics are juxtaposed with Umatilla for many of the below categories. The inmate population of the Two Rivers Correctional Institution, located within Umatilla's city boundaries, was removed from the census data to provide a more accurate portrayal of changes in Umatilla's demographics from the year 2000 to 2015.

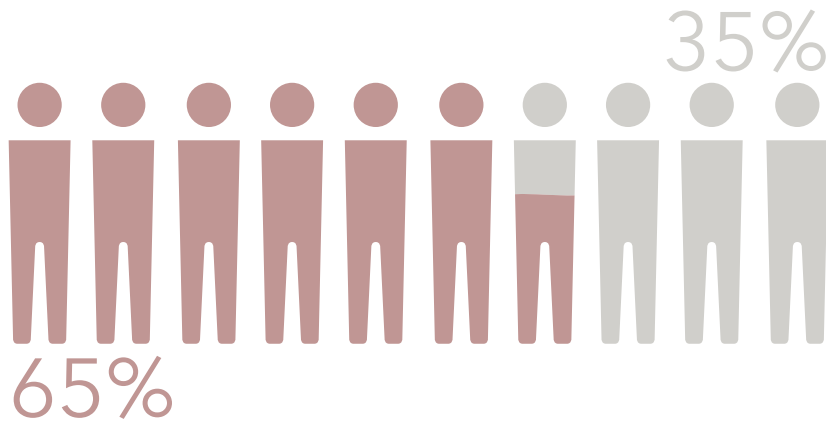
## RACIAL/ETHNIC COMPOSITION

The White population of Umatilla increased from the year 2000 to 2015 from 72.1% of the total population to 81%; it is now roughly equivalent to the state and county ratios. Percentages of other races and ethnicities are also roughly equivalent to state averages, with the exception of the Hispanic population. The non-institutionalized Hispanic population of Umatilla is more than 4 times the Hispanic population of the state of Oregon. Whereas in Umatilla the percentage of Hispanics is 51.1%, in Oregon it is 12.3%, and at the county level it is 25.3%. Despite the extensive Native American history within the City of Umatilla and the surrounding area, the population of Native Americans is a mere 1.7%, compared to 2.8% at the county level and 1.2% state-wide.





## GENDER RATIO & MEDIAN AGE



The City of Umatilla has significantly more men than it does women. The gap between the percentage of men and woman has steadily grown, having been 42% women and 58% male in the year 2000. The dissimilarity between the number of men versus women is not reflected in the county, where the ratio is 48% female and 52% men. The county's male-to-female ratio is very similar to the state as a whole, which is 49.5% female and 50.5% male.

CITY OF UMATILLA (2015) 32

UMATILLA (2000) 29

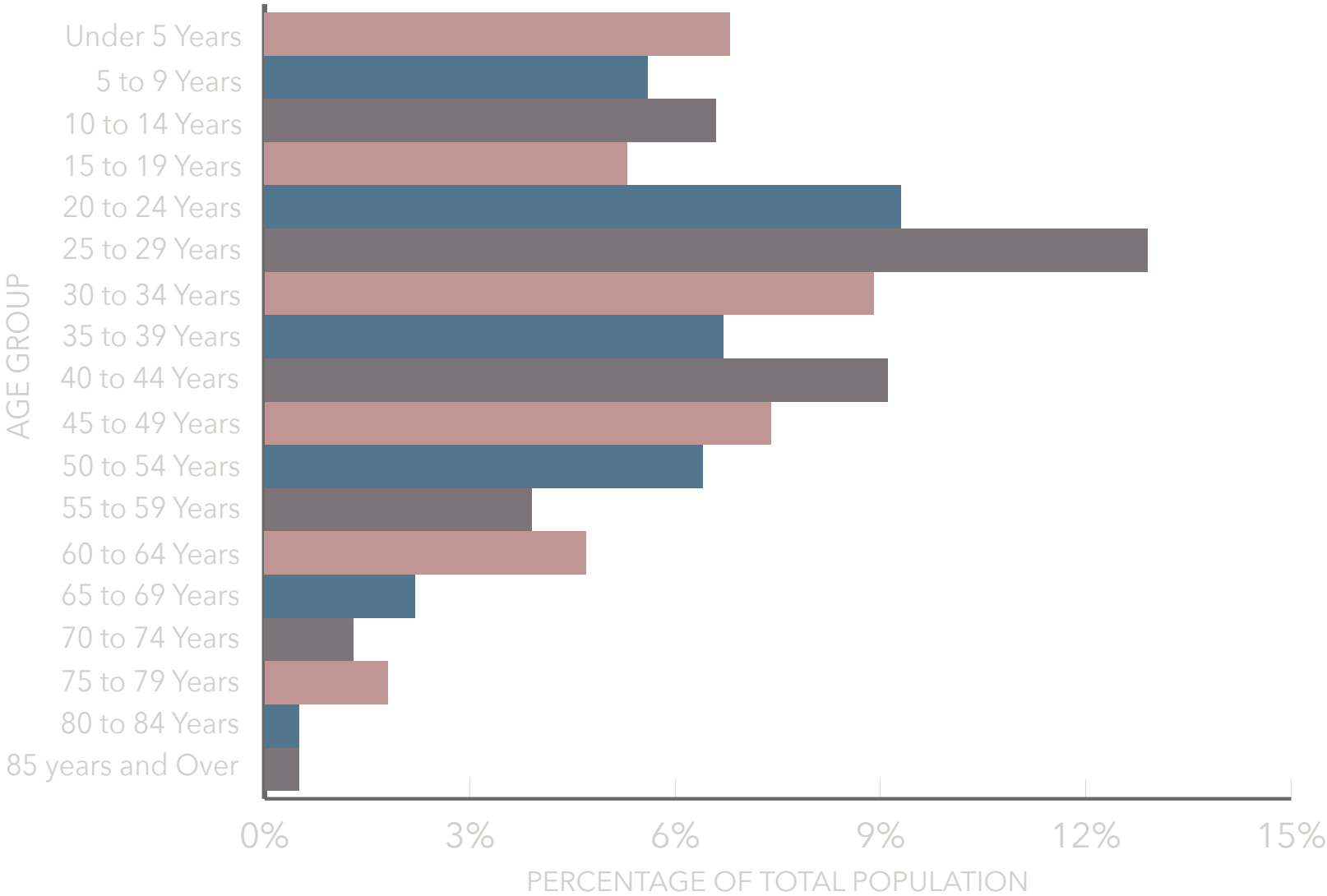
UMATILLA COUNTY 36

STATE OF OREGON 39

The median age in Umatilla is **32**, which is **lower than** the **county** and the **State of Oregon**.



TOTAL POPULATION BY AGE



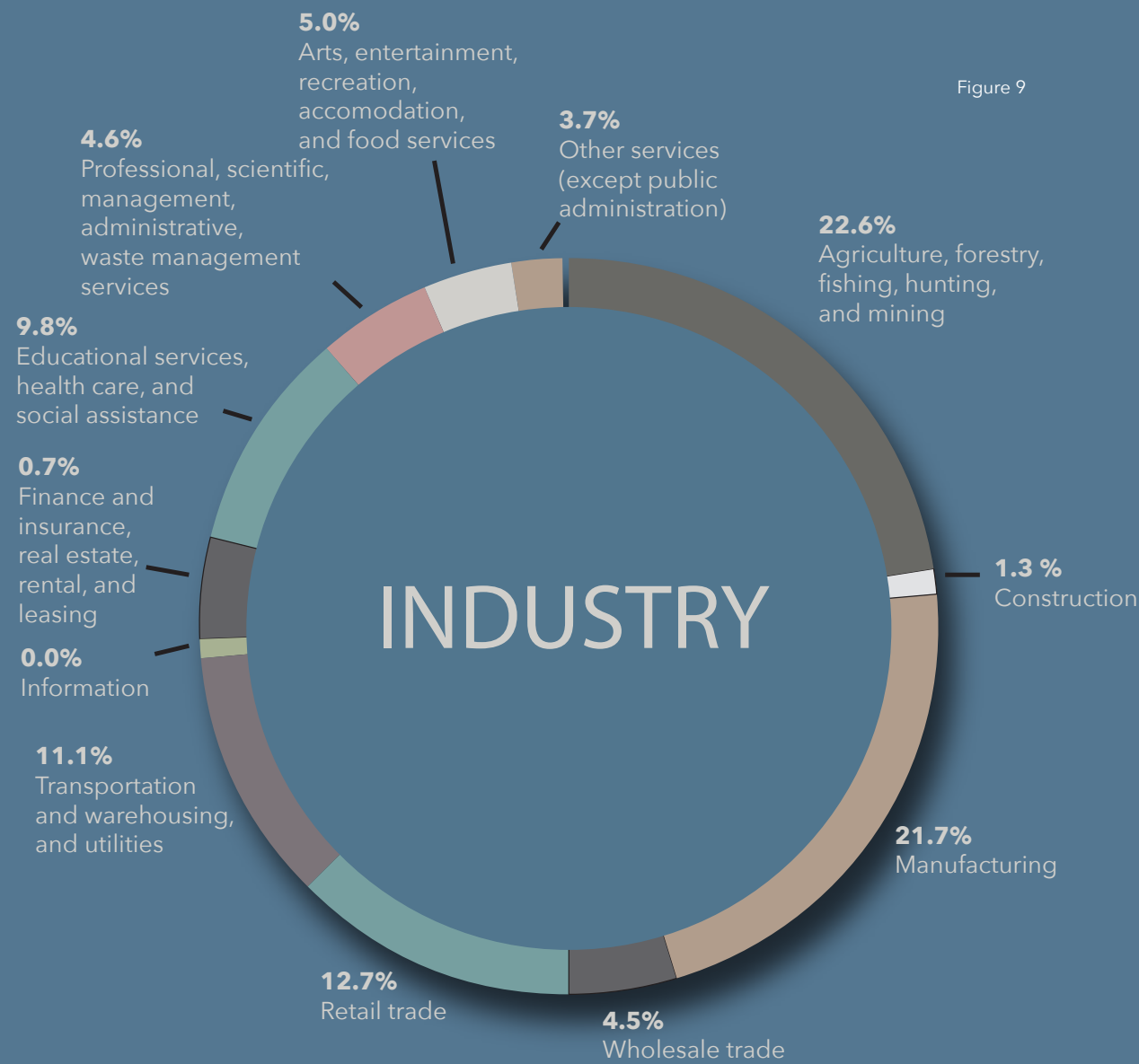


Figure 9

Much of Umatilla's industry is based on a) manufacturing and b) agriculture, forestry, fishing, hunting, and mining. In the year 2000, agriculture, forestry, fishing, hunting, and mining only constituted 9.5% of industry in Umatilla, whereas in 2015 it represented 22.6%. While all other industries remained relatively constant between 2000 and 2015, educational services, health care, and social assistance dropped by roughly half (from 17.6% to 9.8%). The only other notable change was an increase in transportation, warehousing, and utilities - from 6.3% to 11.1%.

Compared to state- and county-wide industry, Umatilla is significantly **more reliant** on agriculture, forestry, fishing, hunting, and mining, manufacturing, and transportation, warehousing, and utilities and **less reliant** on educational services, health care, and social assistance.

### Median Household Income

On average, Umatilla households make 14.2% less than the average Oregonian household and 8.5% less than the average household in Umatilla County.



### Below Poverty Line

18.1% of Umatillans live below the poverty line.



### Commute by Car

9.5 out of every 10 trips made within City of Umatilla are by car.



### Not in Labor Force

61.7% of Umatillans are not in the labor force.





# OWNER v. RENTER

50.8 %  
766 pr oper ties  
are owner occupied.



49.2%  
741 pr oper ties  
are renter occupied.



=



85.4%

1,507 pr oper ties  
are occupied.

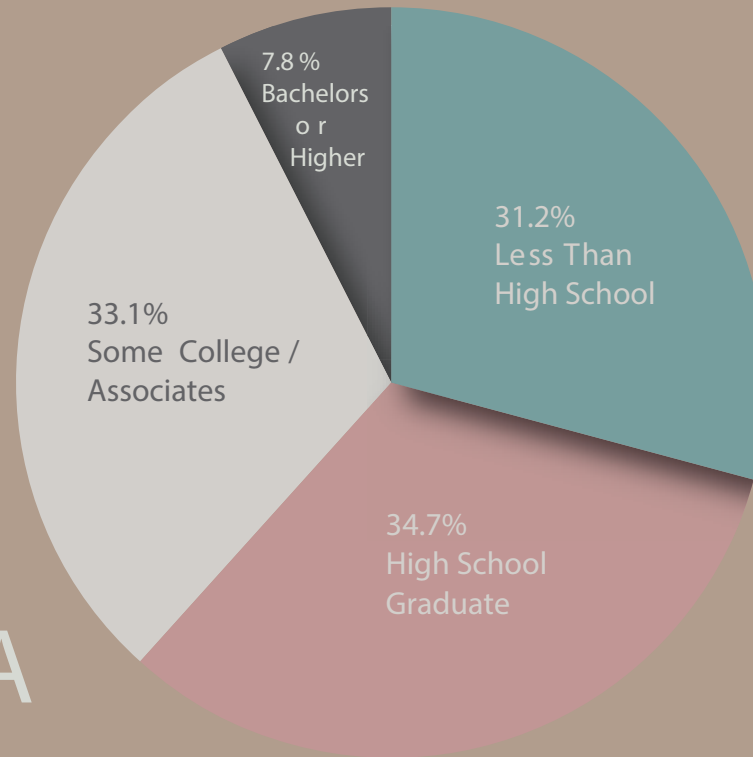
14.6%

259 pr oper ties  
are vacant .

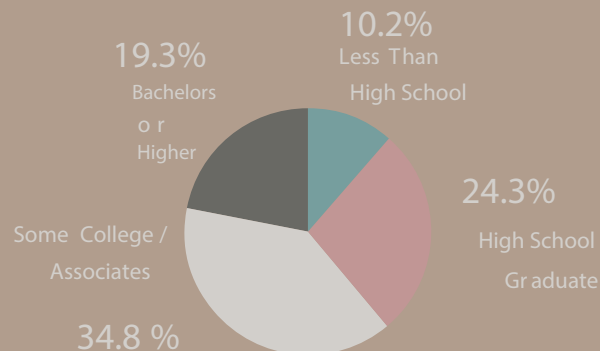
OCCUPIED  
v.  
VACANT

# EDUCATIONAL ATTAINMENT

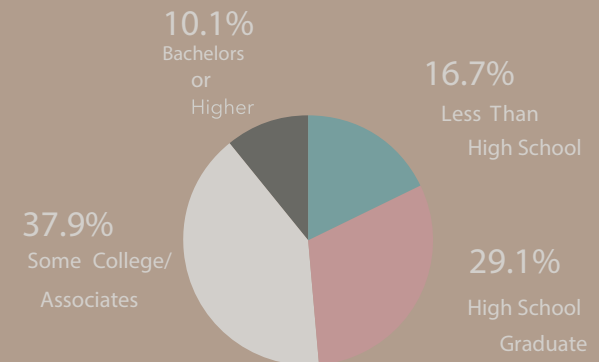
## CITY OF UMATILLA



## STATE OF OREGON



## COUNTY OF UMATILLA

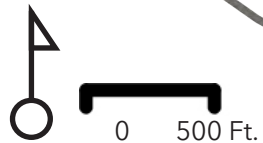
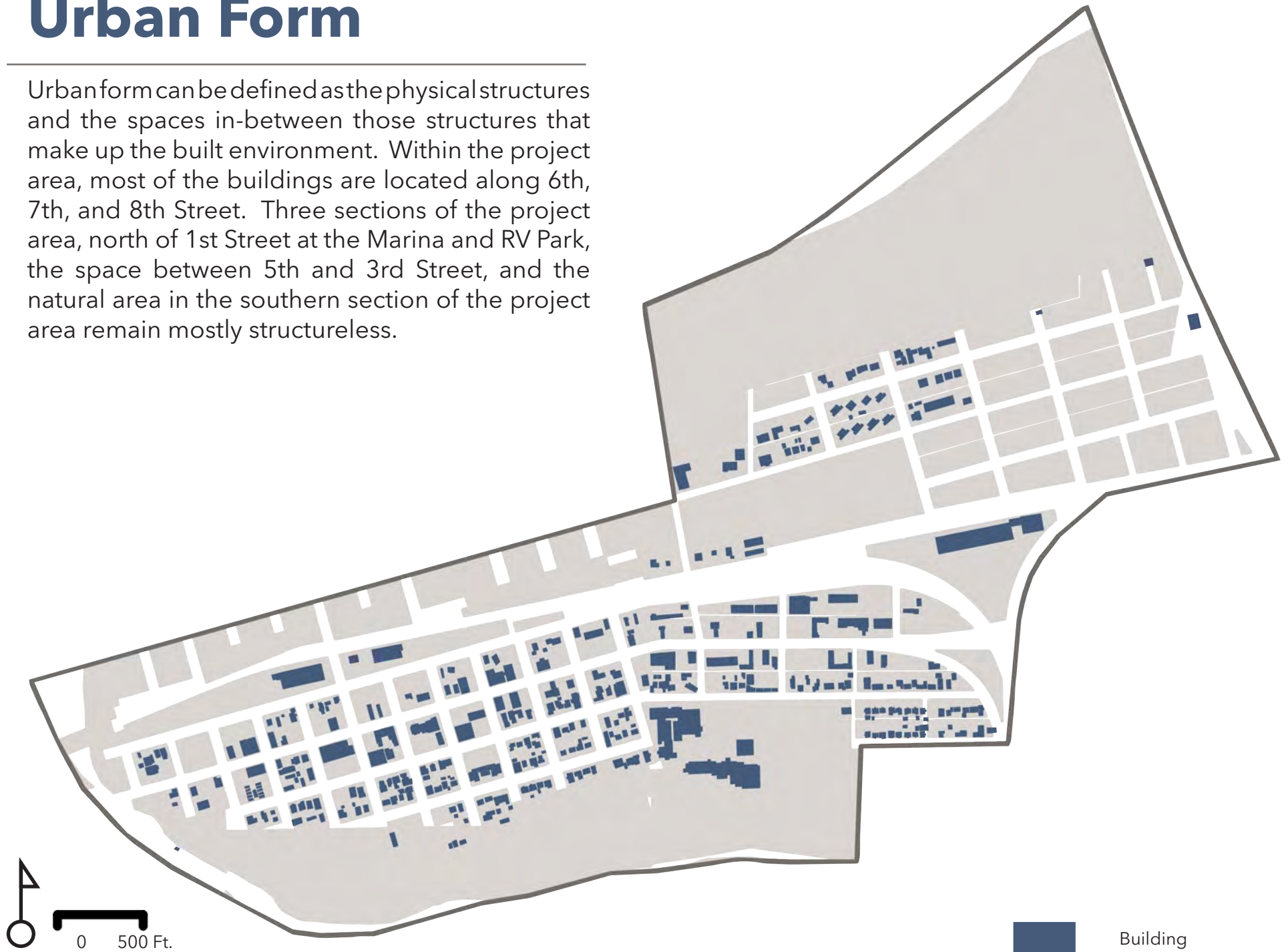






# Urban Form

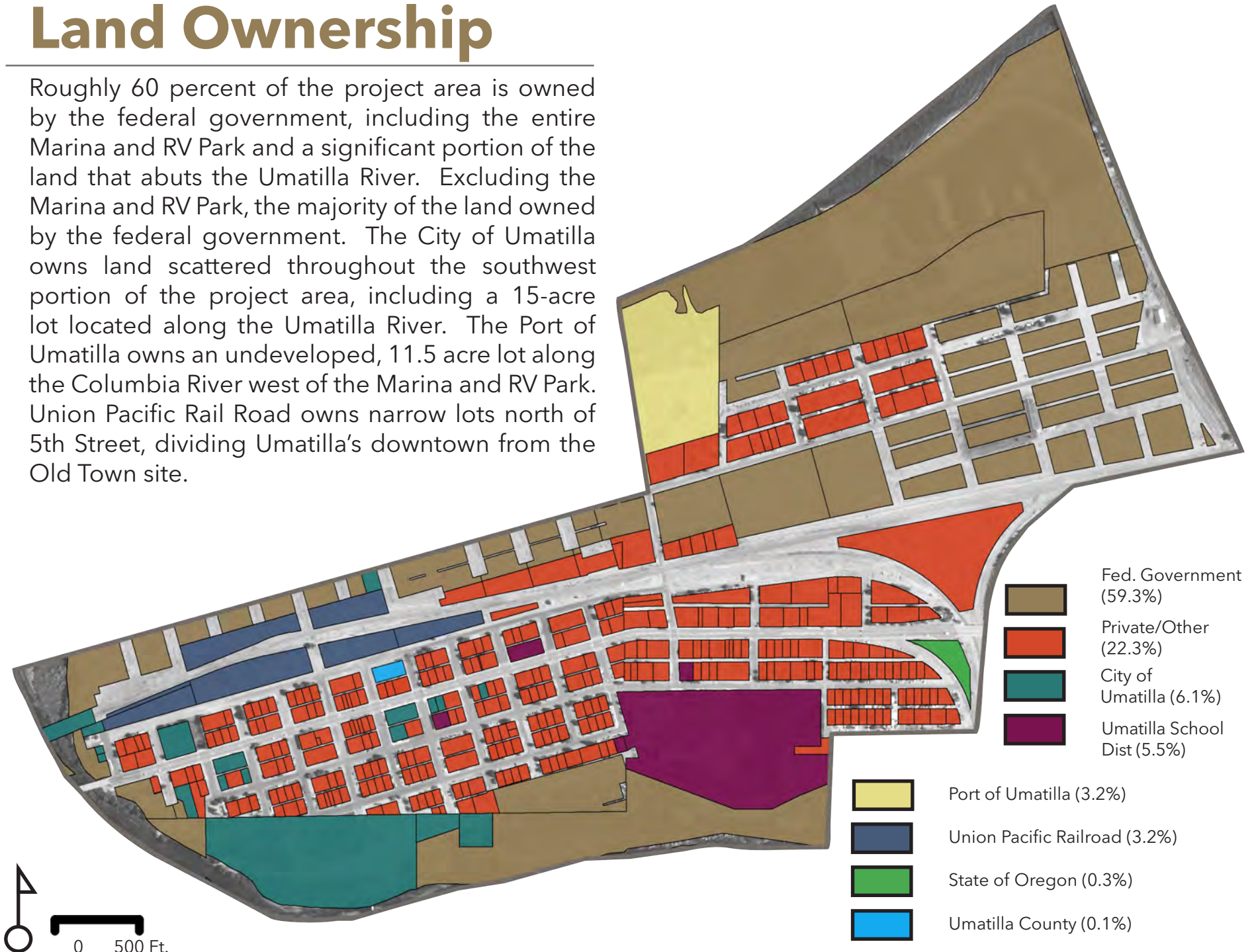
Urban form can be defined as the physical structures and the spaces in-between those structures that make up the built environment. Within the project area, most of the buildings are located along 6th, 7th, and 8th Street. Three sections of the project area, north of 1st Street at the Marina and RV Park, the space between 5th and 3rd Street, and the natural area in the southern section of the project area remain mostly structureless.



 Building

# Land Ownership

Roughly 60 percent of the project area is owned by the federal government, including the entire Marina and RV Park and a significant portion of the land that abuts the Umatilla River. Excluding the Marina and RV Park, the majority of the land owned by the federal government. The City of Umatilla owns land scattered throughout the southwest portion of the project area, including a 15-acre lot located along the Umatilla River. The Port of Umatilla owns an undeveloped, 11.5 acre lot along the Columbia River west of the Marina and RV Park. Union Pacific Rail Road owns narrow lots north of 5th Street, dividing Umatilla's downtown from the Old Town site. Umatilla School Dist owns narrow lots north of 5th Street, dividing Umatilla's downtown from the Old Town site.



# Zoning

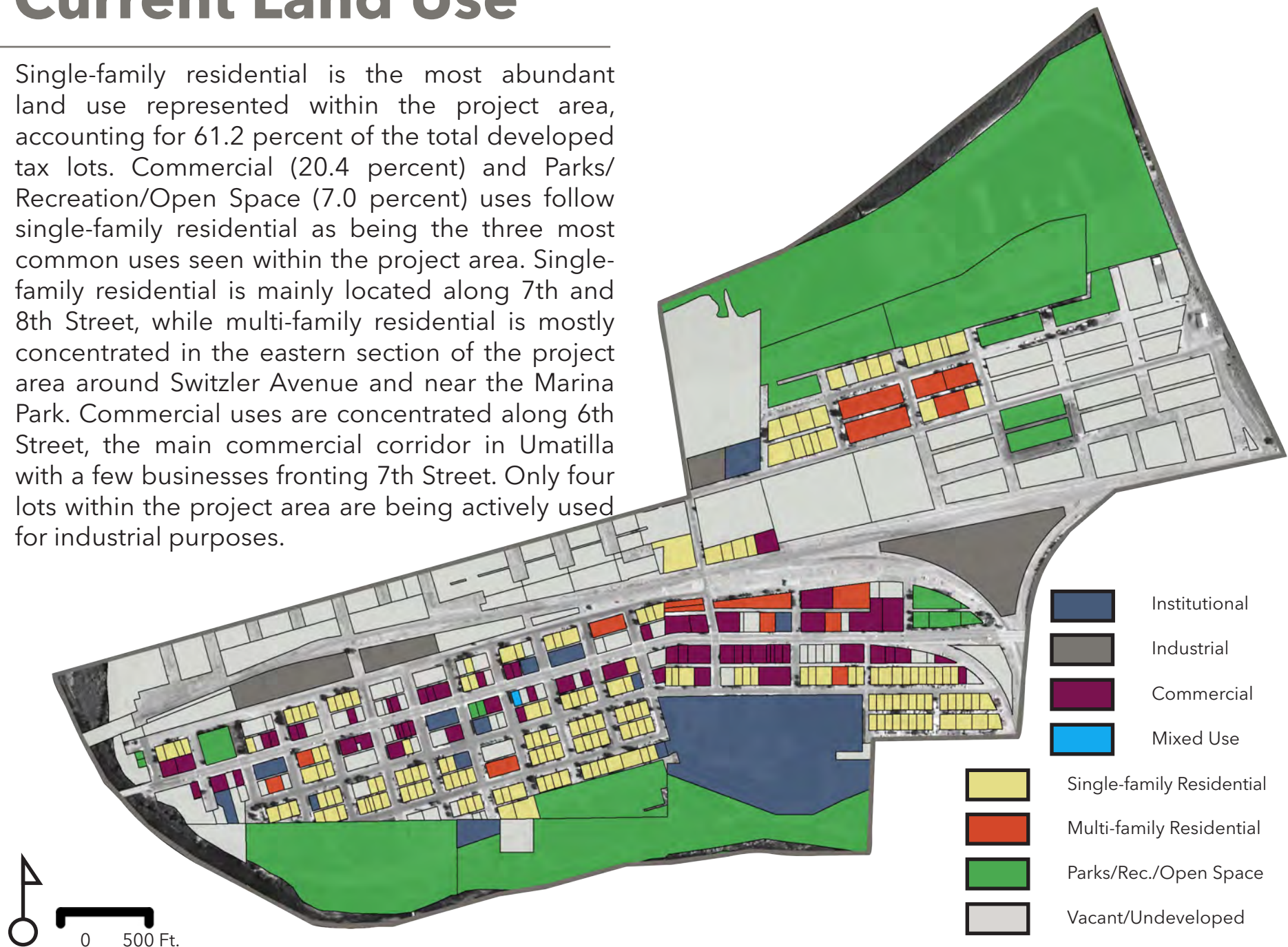
Roughly 60 percent of the project area is zoned for some type of residential use. This includes Multi-family Residential (R2), which allows for single-family attached and detached residences, multi-family housing, and manufactured homes; Downtown Residential (DR), which allows for attached single-family or multi-family housing, apartments, and commercial uses; and Downtown Commercial (DC) is intended to provide a pedestrian-oriented central business district along 6th Street, including a mix of civic, retail, office, and residential uses. The second largest zone in the project area, Light Industrial (M1), makes up 22.4 percent of the project area, yet few industrial uses in this zone exist at this time and most of the land remains undeveloped.





# Current Land Use

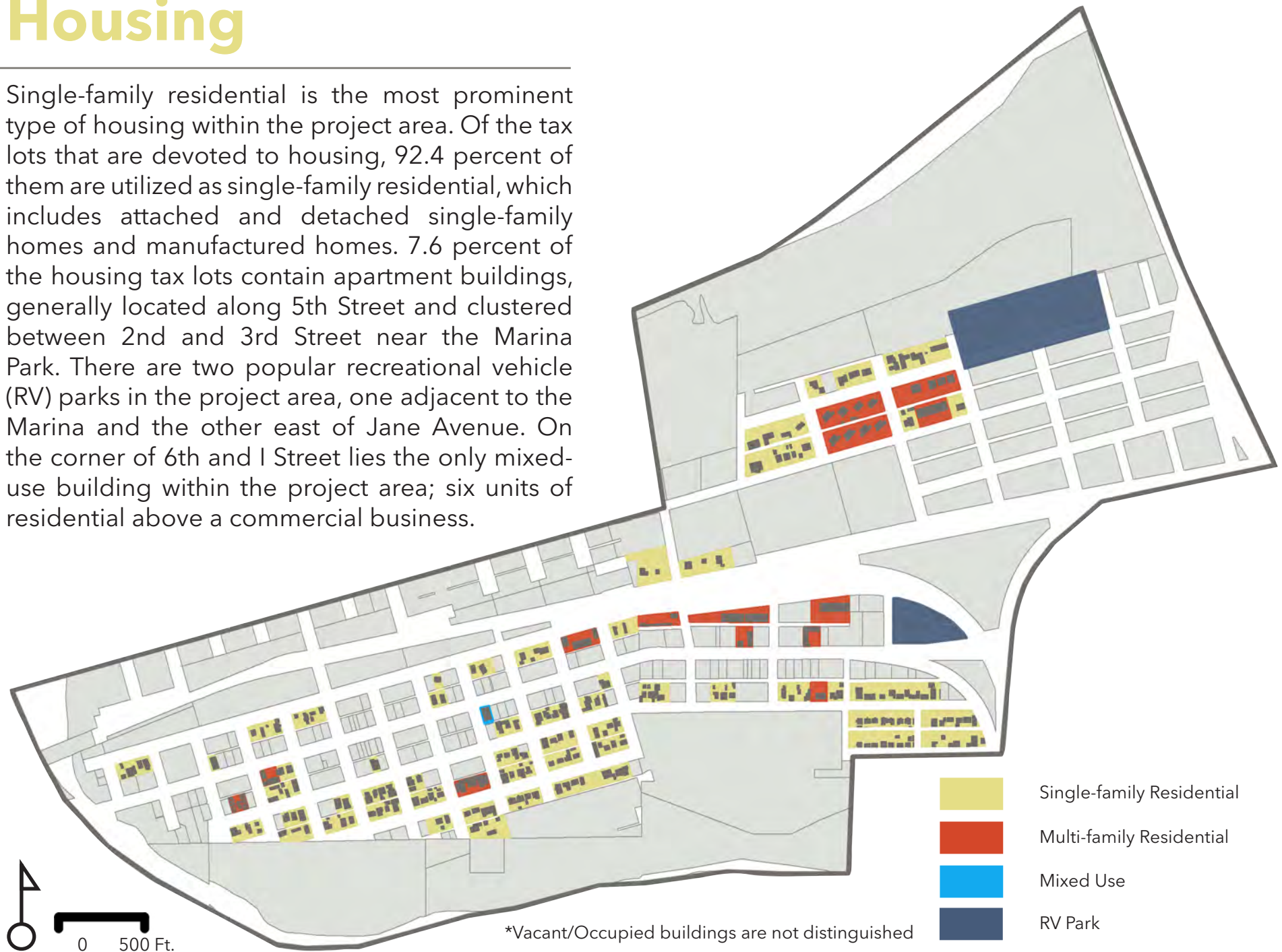
Single-family residential is the most abundant land use represented within the project area, accounting for 61.2 percent of the total developed tax lots. Commercial (20.4 percent) and Parks/Recreation/Open Space (7.0 percent) uses follow single-family residential as being the three most common uses seen within the project area. Single-family residential is mainly located along 7th and 8th Street, while multi-family residential is mostly concentrated in the eastern section of the project area around Switzler Avenue and near the Marina Park. Commercial uses are concentrated along 6th Street, the main commercial corridor in Umatilla with a few businesses fronting 7th Street. Only four lots within the project area are being actively used for industrial purposes.





# Housing

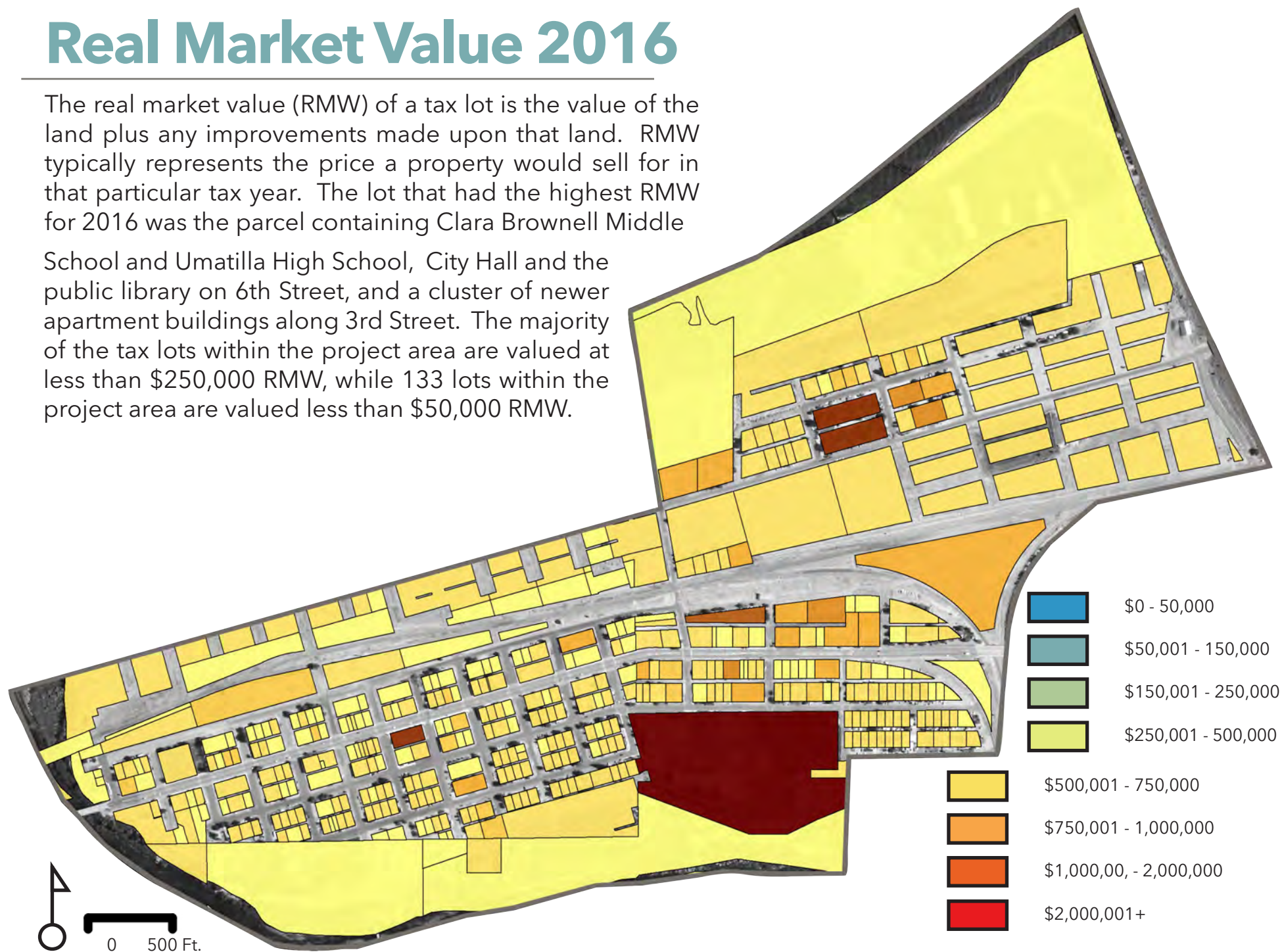
Single-family residential is the most prominent type of housing within the project area. Of the tax lots that are devoted to housing, 92.4 percent of them are utilized as single-family residential, which includes attached and detached single-family homes and manufactured homes. 7.6 percent of the housing tax lots contain apartment buildings, generally located along 5th Street and clustered between 2nd and 3rd Street near the Marina Park. There are two popular recreational vehicle (RV) parks in the project area, one adjacent to the Marina and the other east of Jane Avenue. On the corner of 6th and I Street lies the only mixed-use building within the project area; six units of residential above a commercial business.



# Real Market Value 2016

The real market value (RMW) of a tax lot is the value of the land plus any improvements made upon that land. RMW typically represents the price a property would sell for in that particular tax year. The lot that had the highest RMW for 2016 was the parcel containing Clara Brownell Middle

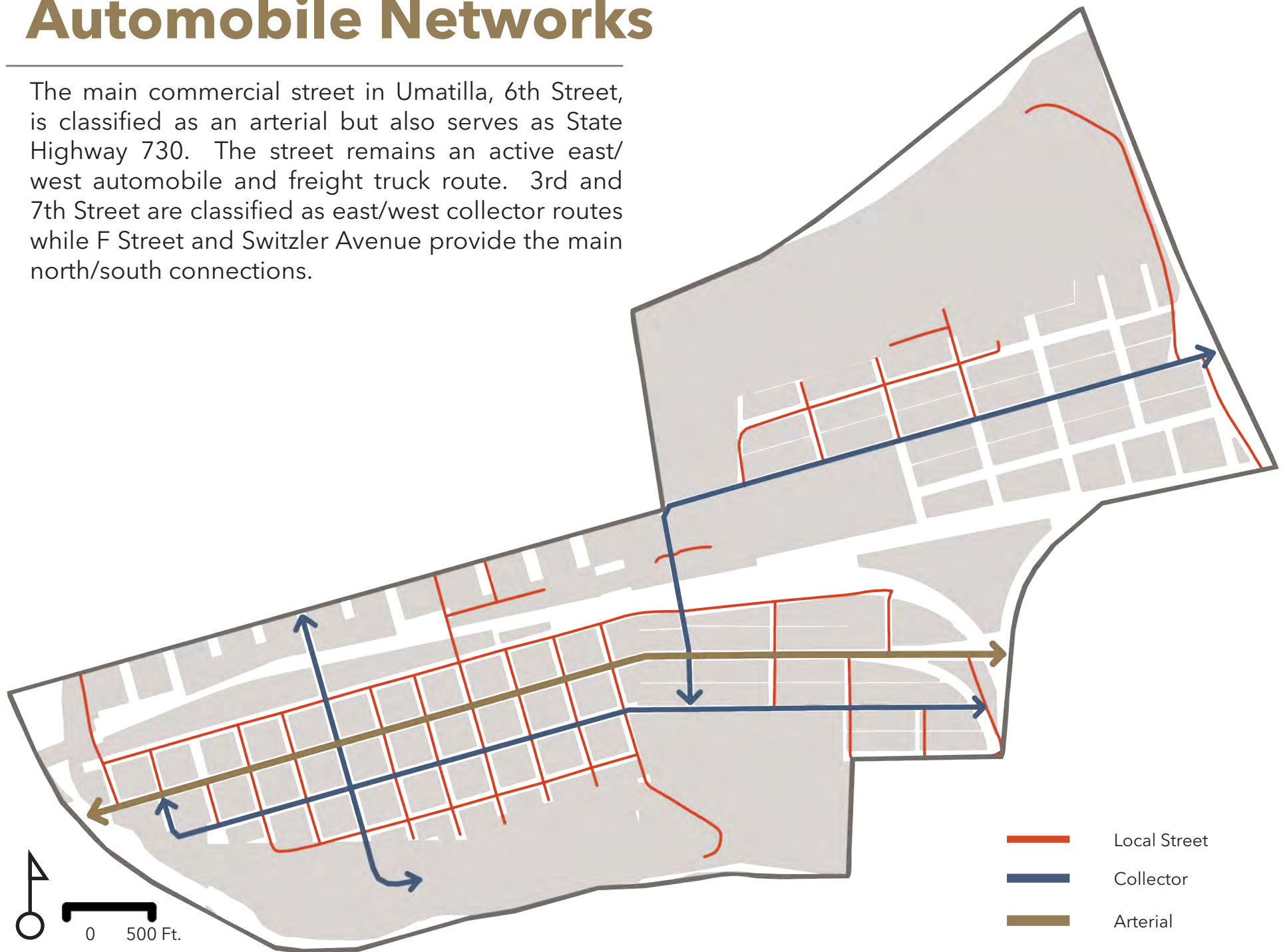
School and Umatilla High School, City Hall and the public library on 6th Street, and a cluster of newer apartment buildings along 3rd Street. The majority of the tax lots within the project area are valued at less than \$250,000 RMW, while 133 lots within the project area are valued less than \$50,000 RMW.





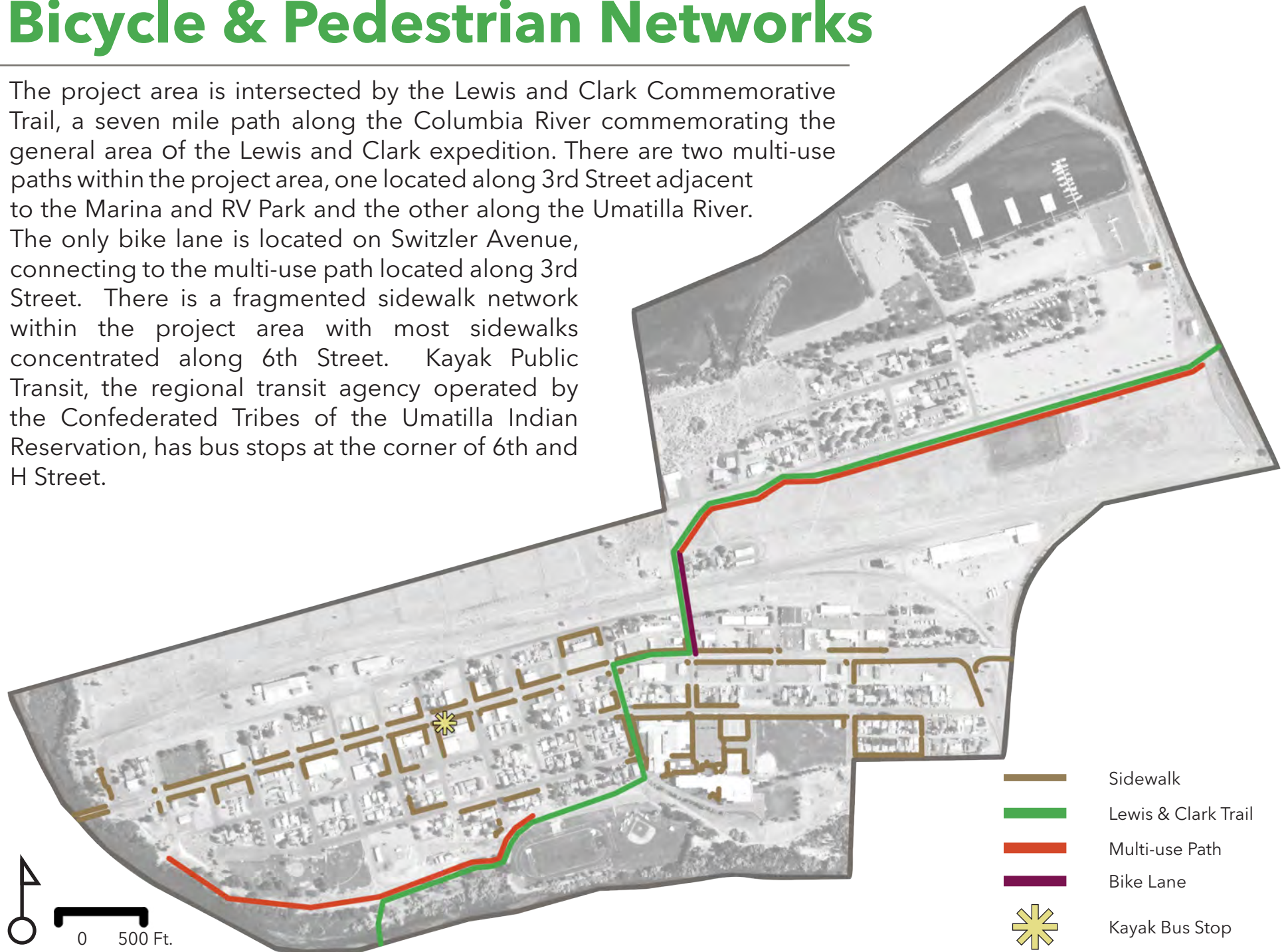
# Automobile Networks

The main commercial street in Umatilla, 6th Street, is classified as an arterial but also serves as State Highway 730. The street remains an active east/west automobile and freight truck route. 3rd and 7th Street are classified as east/west collector routes while F Street and Switzler Avenue provide the main north/south connections.



# Bicycle & Pedestrian Networks

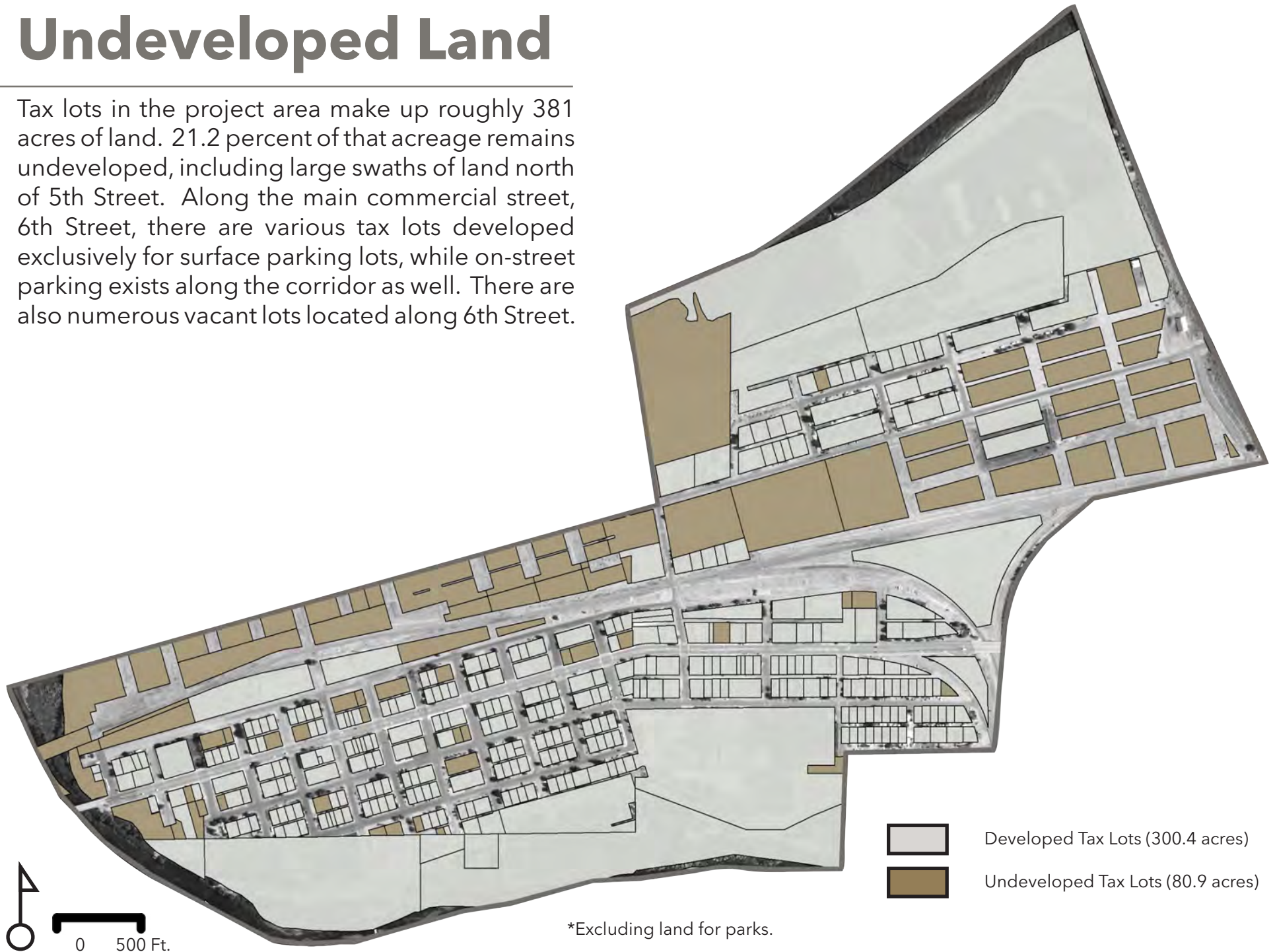
The project area is intersected by the Lewis and Clark Commemorative Trail, a seven mile path along the Columbia River commemorating the general area of the Lewis and Clark expedition. There are two multi-use paths within the project area, one located along 3rd Street adjacent to the Marina and RV Park and the other along the Umatilla River. The only bike lane is located on Switzler Avenue, connecting to the multi-use path located along 3rd Street. There is a fragmented sidewalk network within the project area with most sidewalks concentrated along 6th Street. Kayak Public Transit, the regional transit agency operated by the Confederated Tribes of the Umatilla Indian Reservation, has bus stops at the corner of 6th and H Street.





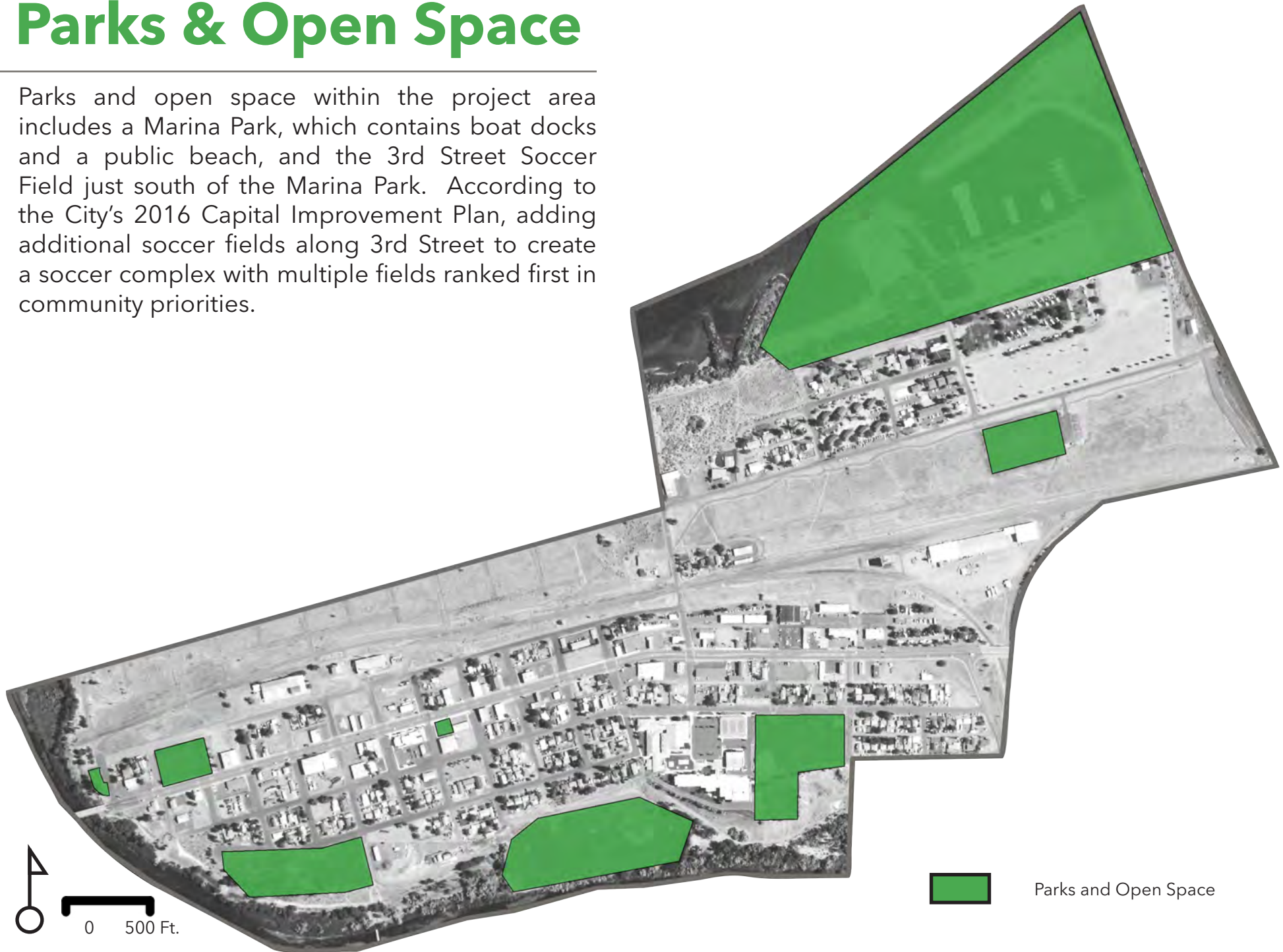
# Undeveloped Land

Tax lots in the project area make up roughly 381 acres of land. 21.2 percent of that acreage remains undeveloped, including large swaths of land north of 5th Street. Along the main commercial street, 6th Street, there are various tax lots developed exclusively for surface parking lots, while on-street parking exists along the corridor as well. There are also numerous vacant lots located along 6th Street.



# Parks & Open Space

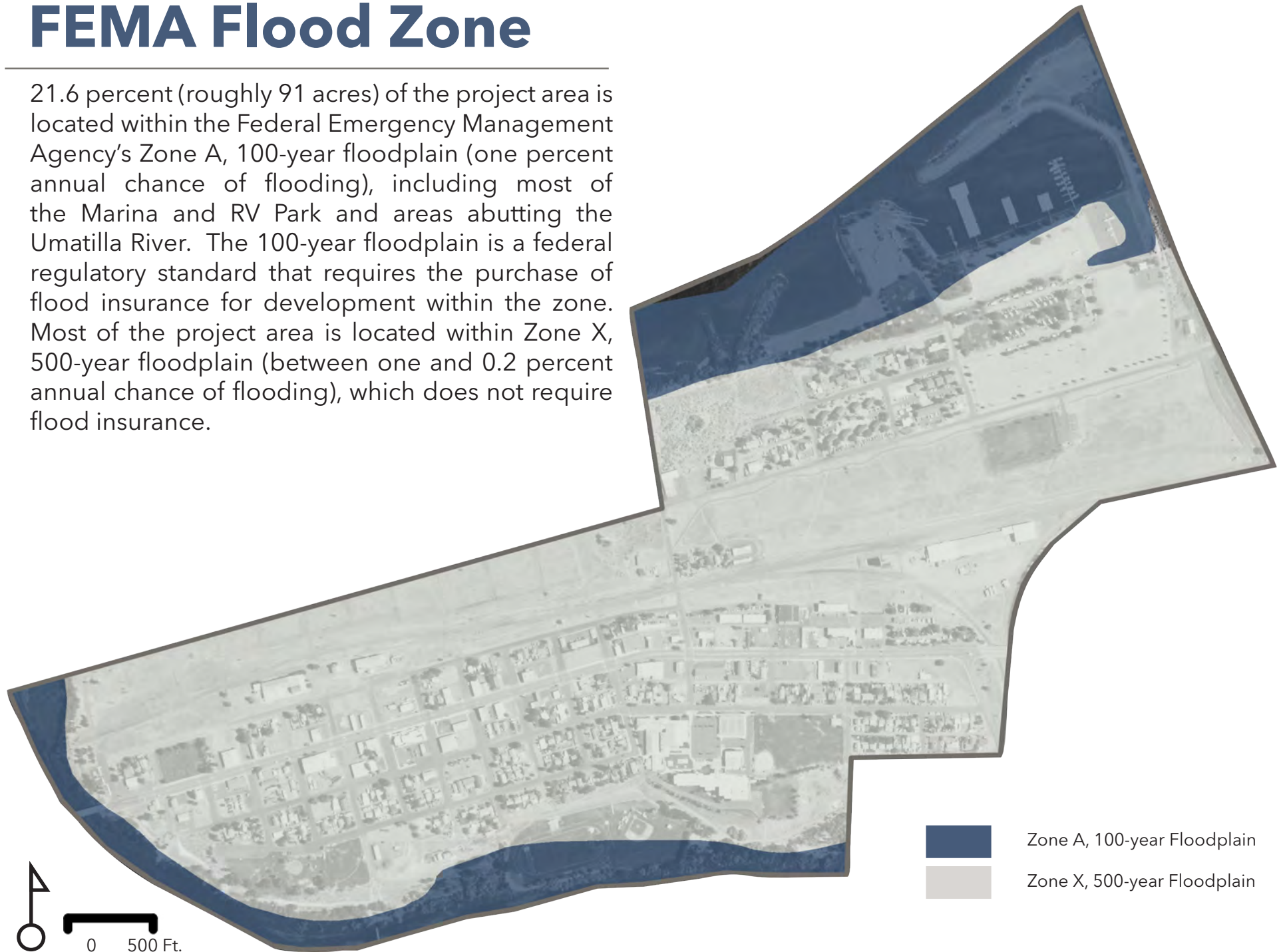
Parks and open space within the project area includes a Marina Park, which contains boat docks and a public beach, and the 3rd Street Soccer Field just south of the Marina Park. According to the City's 2016 Capital Improvement Plan, adding additional soccer fields along 3rd Street to create a soccer complex with multiple fields ranked first in community priorities.





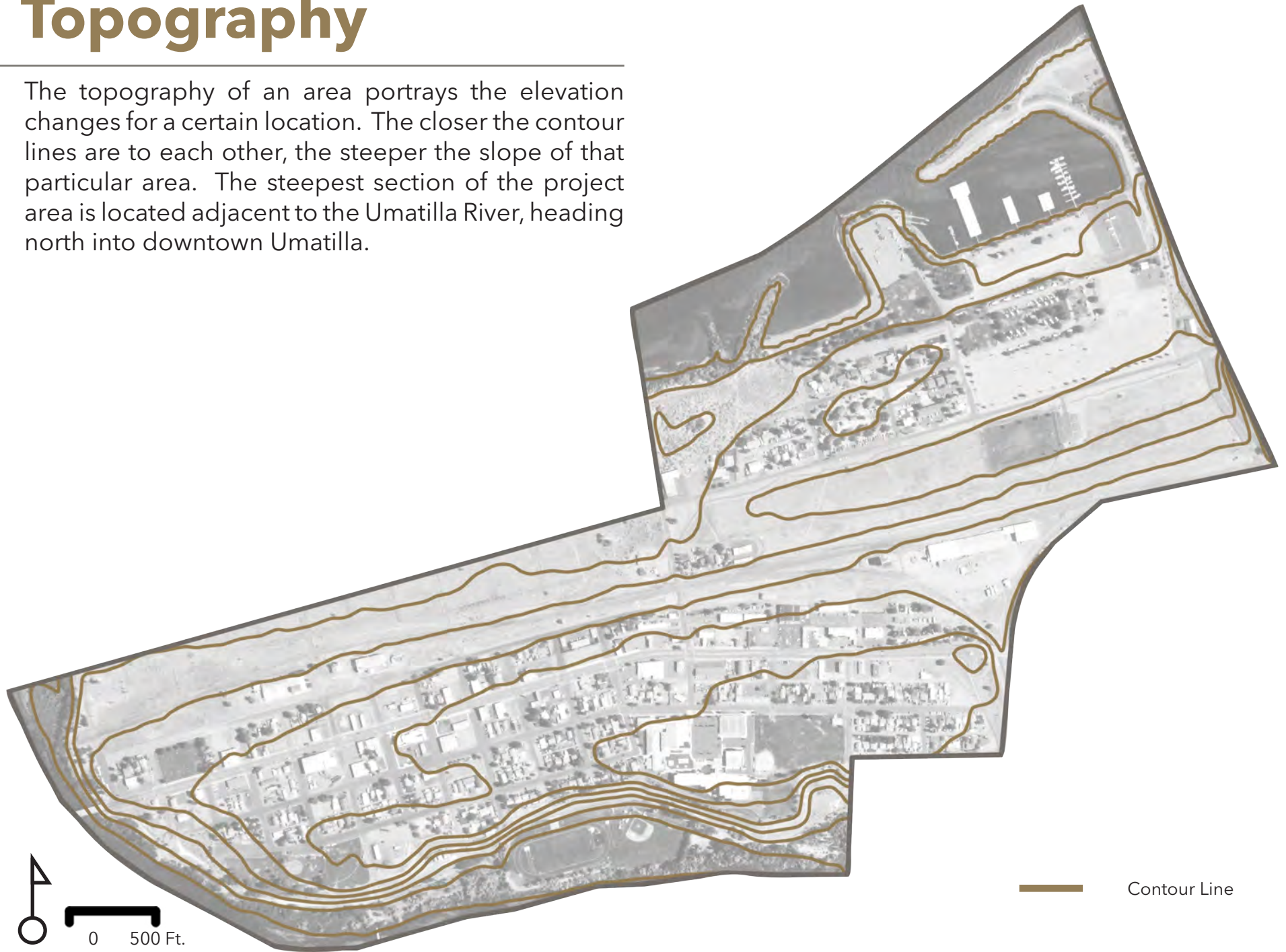
# FEMA Flood Zone

21.6 percent (roughly 91 acres) of the project area is located within the Federal Emergency Management Agency's Zone A, 100-year floodplain (one percent annual chance of flooding), including most of the Marina and RV Park and areas abutting the Umatilla River. The 100-year floodplain is a federal regulatory standard that requires the purchase of flood insurance for development within the zone. Most of the project area is located within Zone X, 500-year floodplain (between one and 0.2 percent annual chance of flooding), which does not require flood insurance.



# Topography

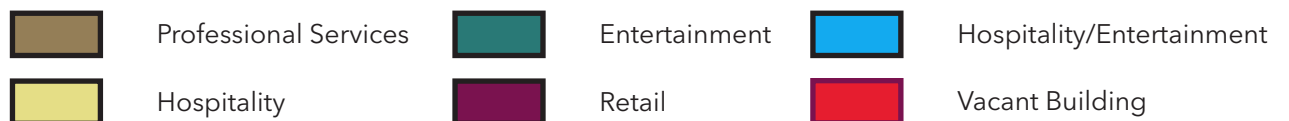
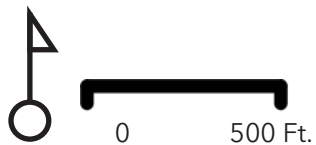
The topography of an area portrays the elevation changes for a certain location. The closer the contour lines are to each other, the steeper the slope of that particular area. The steepest section of the project area is located adjacent to the Umatilla River, heading north into downtown Umatilla.





# 6th Street Businesses

Most of the businesses in Umatilla are concentrated on 6th Street in downtown. The commercial corridor is roughly one mile long and also serves as a state highway. As of April 2017, there are currently 33 operating businesses along 6th Street. 38 percent of the businesses can be classified as "Professional Services"; a diverse mixture of establishments that include a pharmacy, auto repair shop, and a few agricultural testing laboratories. Retail made up roughly 34 percent of the businesses and included everything from a mercado to a Native American-themed gallery. Totaling four restaurants and three motels, hospitality businesses made up 22 percent of existing businesses along 6th Street. Only three entertainment establishments exist along 6th Street and vacant buildings are present throughout the corridor.



## LIST OF FIGURES AND MAPS

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Regional Context

Map 1.1

Map 1.2

Map 1.3

Local Context

Map 1.4

Project Area

Map 1.5

### Informing the Vision

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Undeveloped Land

Map 2.2

Land Ownership

Map 2.3

Park Spaces

Map 2.4

6th Street Businesses

Map 2.5

Vehicle Network

Map 2.6

Connectivity

Map 2.7

Design Challenges

Map 2.8

Design Opportunities

Map 2.9

Population

Figure 2.1

Race/Ethnicity

Figure 2.2

Total Population by Age

Figure 2.3

Industry

Figure 2.4

Community Engagement Timeline

Figure 2.5

### Recommendations

A Connected Community

Map 3.1

Transform How People Move

Map 3.2

Reunite the People with the Waterfront

Map 3.3

Opportunities for Connecting Greenways

Map 3.4

Green Space, River Views, Housing, and  
Vibrant Corridor

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Home is Where the Downtown Is

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A Great Downtown Tells a Story

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Interesting and Active Streets

Map 3.8

Create a Distinct Identity

Map 3.9

Bringing Back Main Street

Map 3.10

An Evolving Space

Map 3.11

### Next Steps

Phasing Matrix

Figure 4.1

## Confluentis Planning

"Coming together is the beginning. Keeping together is progress. Working together is success."

- Henry Ford

Photo Credit: Scarlet's Photobooth

