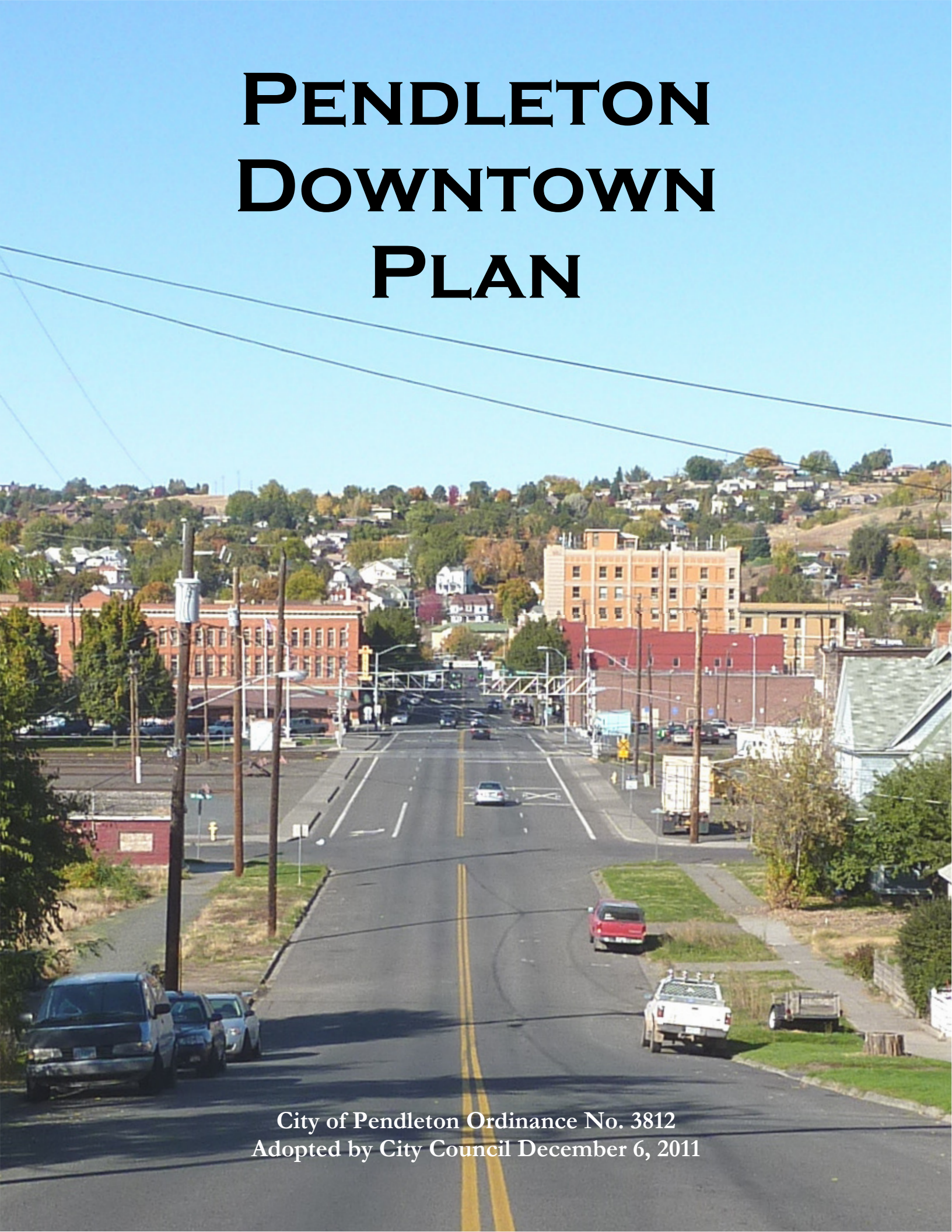
Pendleton Downtown Plan



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Cover: Main Street as seen from South Hill
This page: Main Street as seen from North Hill

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Downtown Pendleton and the Pendleton Wal-Mart at the same scale

Executive Summary

The Pendleton Downtown Plan builds on earlier community visioning, and refines previous plan recommendations, based on a market study and traffic analysis. The Downtown Plan builds upon previous planning efforts. The plan refines recommendations made in the 2007 Transportation System Plan while proposing projects for the City's Capital Improvement Program, Urban Renewal Plan and ODOT's Statewide Transportation Improvement Program. The Pendleton Downtown Plan Area is generally bounded by the Umatilla River to the north, the Union Pacific Railroad to the south, SW 6th Street to the west, and SE 6th Street to the east. The Plan District also includes some properties on the north shore of the Umatilla River immediately west of North Main Street.

The Pendleton Downtown Plan process consisted of formal and informal meetings and events spanning approximately two years and including hundreds of participants. It is the product of a partnership between the City of Pendleton, the Pendleton Downtown Partnership, Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT). It was made possible by two grants from the state's Transportation Growth Management (TGM) Program. The Plan resolves key issues related to design and function of Main Street, including creating an attractive shopping environment with adequate parking, sidewalks, cafe seating areas, bicycle facilities, and civic space for special events.

The Plan articulates the community's vision for Downtown Pendleton in the following statement:

Downtown Pendleton is an authentic place with a unique identity that is celebrated by its mix of civic uses, businesses and housing; as well as new and historic architecture, pedestrian-friendly streetscapes, variety of open spaces and public art. The Downtown is well connected to adjacent neighborhoods; provides safe, inviting and convenient options for all modes of travel; and enjoys seamless ties to the Umatilla River, Round-Up, Underground Tours and Museum/Railroad District. Residents and visitors alike are attracted to an inclusive and vibrant environment that exemplifies the spirit of Pendleton.

The Downtown Plan identifies public capital improvements and policy recommendations for multi-modal circulation and parking; streetscapes, open space and public art; and land use, built form and zoning based on realistic funding options. To maximize limited resources and leverage existing assets, the Plan's recommendations emphasize maintenance of and updates to existing infrastructure – including streets, parks, plazas, and pathways – rather than the creation of new public spaces. The improvements were tailored to Downtown Pendleton to support existing businesses and residents while preserving and enhancing the many historic assets that are unique to Pendleton.

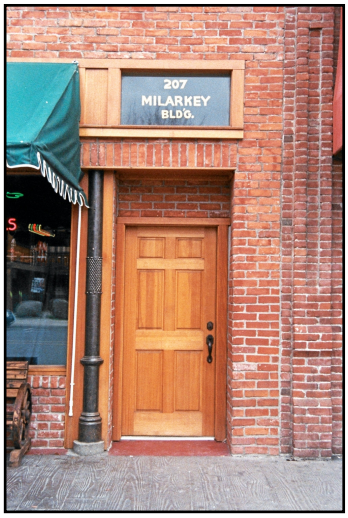
The multi-modal circulation and parking element of the Downtown Plan emphasizes two primary concepts: 1) "walk first" and 2) "park once." Walking should be the most attractive and convenient option to get between destinations within Downtown. For those individuals who access Downtown by car, it is important to be able to find convenient parking within easy walking distance of shops and services, allowing them to "park once" and leave their vehicle parked until leaving Downtown.

1. The streetscape, open space and public art element of the Plan focuses on major improvements that are intended to improve the overall attractiveness and comfort of Downtown for residents and visitors alike. The recommended

improvements include: Targeted streetscape improvements to Main Street to improve the pedestrian environment, and slow traffic;

2. Bicycle boulevard treatments – a combination of lane markings indicating streets are shared by bicyclists and motorists; enhanced signage and wayfinding; and additional bicycle parking to better accommodate north-south bicycle travel and to link downtown to the River Parkway trail;
3. Improvements to surface parking lots to provide summer shade (reduce the heat island effect), improve aesthetics and attract additional users who currently circulate in search of on-street parking spaces;
4. Enhancements to the River Parkway and a series of related improvements that will provide connections to the Umatilla River;
5. Improvements to existing parks and plaza spaces, including improvements to spaces at street corners and at mid-block pedestrian crosswalks;
6. Introduction of art in public spaces which may help tell the Pendleton story;
7. Improvements to Downtown Parks.

With proper management and other aesthetic and functional improvements, existing on-street and off-street surface parking can accommodate existing and near future demand for parking in the Downtown. A proposed zoning code amendment extends the existing parking district to a more uniform area, exempting this area from requirements to provide off-street parking.



The Downtown Plan recommends several additional changes to zoning that will reduce or remove existing obstacles to downtown revitalization. The recommendations are intended to encourage adaptive reuse of upper building stories for housing, new development oriented to the Umatilla River, mixed-use infill development at key locations, parking lot beautification, additional walkway connections, and other improvements.

Finally, the Plan creates an Implementation Steering Committee. The Committee will initiate future outreach efforts to citizens and various stakeholder groups to determine how to best prioritize plans and phasing for proposals described in this document. This will further the goal of an open, inclusive and deliberative planning process.

This plan identifies a recommended course of action and potential funding strategies, but it does not mandate that any particular project be implemented, nor does it bind the City or any private interest to construct and/or fund any identified project within a specific time frame.

All graphics and images related to potential improvement projects are conceptual only and do not represent final plans; dimensions shown are for reference only. Any project initiated based on guidance from this Plan is subject to full design review and Engineering approval prior to acceptance of construction documents. While some potential projects identified in this Plan may ultimately prove infeasible, other projects not identified herein may be considered to replace and/or complement them.

Chapter 1: Introduction

The City of Pendleton, officially incorporated in 1880, is the county seat of Umatilla County. Rich in history and lore, the City nurtures a successful tourism industry that showcases its colorful, pioneer past. 2010 marked the 100-year anniversary of the Pendleton Round-Up, one of the top rodeos held in North America. The Pendleton Chamber of Commerce estimates that total visitation during the week of the Round-Up (second full week of September) in 2010 exceeded 75,000 visitors. Other top visitor attractions include the Pendleton Woolen Mills factory, the Children's Museum, Pendleton Center for the Arts, Hamley's, and the legendary Pendleton Underground Tours (the latter two of which are located Downtown). As the city has grown and evolved over the last century, it has successfully retained much of the architectural character of its early pioneer days.

The Umatilla River, situated on the north edge of the Study Area, provides respite and recreation for residents and visitors alike. The River Parkway provides a healthy environment for residents and visitors to stroll along the banks of the Umatilla and enjoy recreational activities such as walking, jogging and bicycling. Small parks adjacent to the river help connect the Parkway to downtown. And during major events, such as the Farmers' Market and Roundup, portions of Main Street are closed to vehicles.

Project Purpose

In the summer of 2010, the City of Pendleton began work to prepare the Pendleton Downtown Plan. The City aimed to develop a plan for a vibrant, economically viable, mixed-use downtown that is bike-, pedestrian- and transit-friendly with connections to surrounding neighborhoods and the Umatilla Riverfront. From the outset, the City wanted to develop a consensus vision that supports existing investments and nurtures economic development and historic preservation. The Downtown Plan builds upon previous planning efforts. The plan refines recommendations made in the 2007 Transportation System Plan while identifying projects for the City's Capital Improvement Program, Urban Renewal Plan and ODOT's Statewide Transportation Improvement Program.

Plan Area

The Pendleton Downtown Plan Area is generally bounded by the Umatilla River to the north, the Union Pacific Railroad to the south, SW 6th Street to the west, and SE 6th Street to the east. The Plan District also includes some properties on the north shore of the Umatilla River immediately west of North Main Street (see Figure 1). The Plan District applies to three subareas: the Downtown Core—the area between SW 2nd Street and SE 2nd Street, and SE Court Avenue extended to SE 3rd; the Railroad Subdistrict—generally bound by Frazer Avenue and Goodwin Avenue and extending from SW 3rd Street to SE 2nd Street; and the Umatilla River Subdistrict—an area that contains the Umatilla River and extends from SW 6th Street to SE 2nd Street and from Court Avenue to Bailey Avenue (see Figure 1).

Process

The Pendleton Downtown Plan process consisted of formal and informal meetings and events spanning approximately two years and including hundreds of participants. It is the product of a partnership between the City of Pendleton, the Pendleton Downtown Partnership, Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT). It was made possible by two grants from the State's Transportation Growth Management (TGM) Program.

Outreach Workshop

Prior to commencing the Downtown Plan, the City worked with the TGM Program to conduct an Outreach Workshop. The initial workshop in 2009 was organized to discuss assets, issues and opportunities within the downtown area. Preliminary recommendations introduced at that time and explored further during the Downtown Plan process include:

- Improved pedestrian and bicycle connections to and across the Umatilla River;
- Opportunities for a riverfront park;
- Opportunities for a public plaza on Main Street;
- Potential locations for a parking structure; and
- Streetscape improvements along South Main Street that would accommodate bicycle facilities.

Plan Development

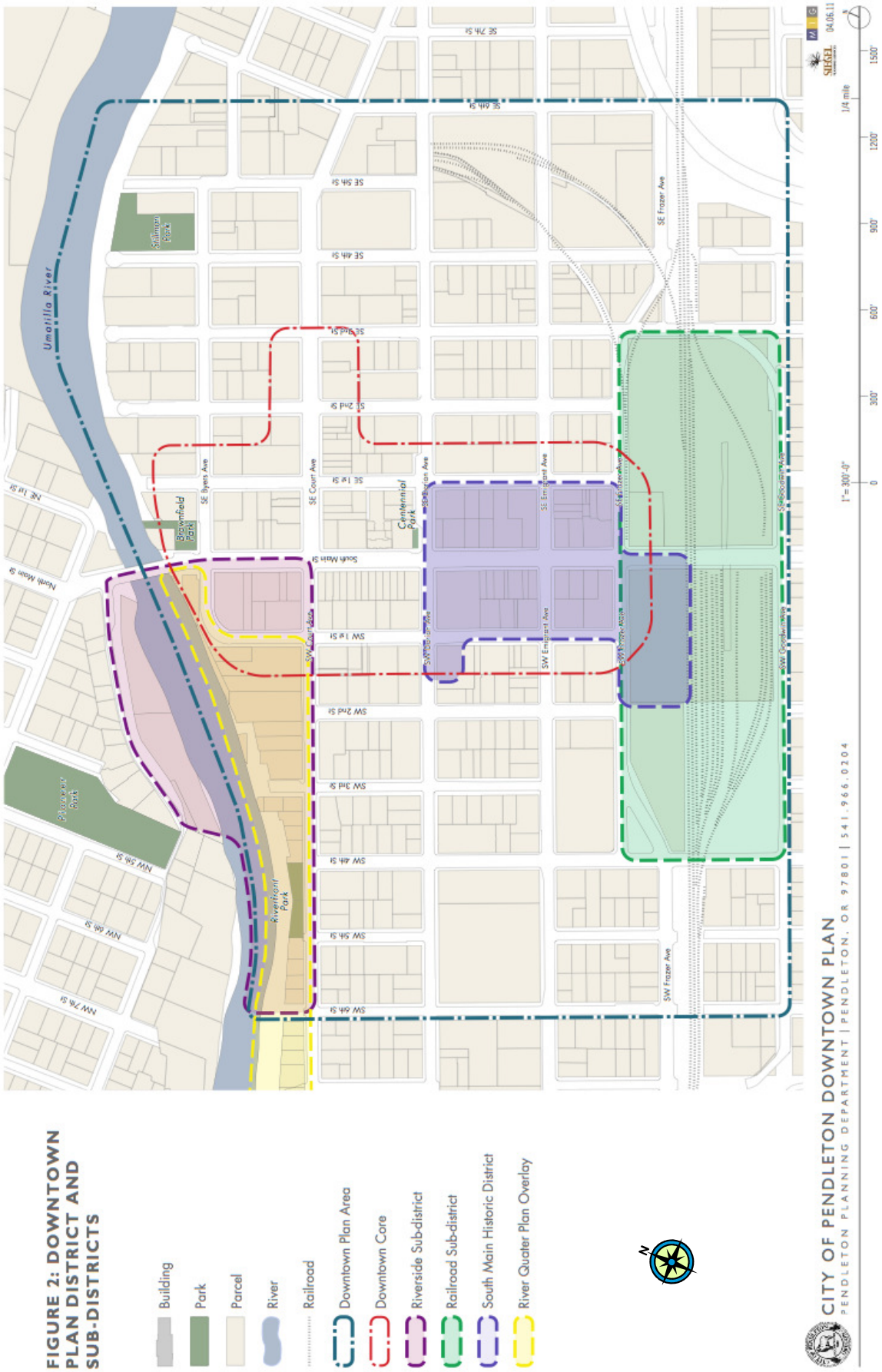
Whereas the first TGM grant supported initial outreach and education, the second TGM grant, an Integrated Land Use & Transportation Planning grant, supported development of the Downtown Plan. The Downtown Plan process evaluated and refined the initial outreach work and led to this document, portions of which will be incorporated into Pendleton's Comprehensive Plan and land use regulations.

The Plan is intended to enhance multi-modal transportation, livability, and economic viability and improve the pedestrian experience within the Downtown area. The City and TGM Program hired a consultant team (led by Siegel Planning Services LLC, in association with MIG, Inc., Kittelson and Associates, FCS Group and Tahran Architecture & Planning) to facilitate the process, provide technical expertise and prepare the plan.

The Plan is the culmination of feedback and insight gathered in a community-based effort that incorporated a variety of methods designed to encourage participation and community buy-in. These included meetings and workshops with staff, business leaders and residents. The planning process and meeting announcements were posted on the City's website, mailed to property owners and businesses, aired on local radio and published in the *East Oregonian*. In addition, City staff attended meetings of local businesses and neighbors to answer questions and solicit input on the plan.

FIGURE 1. Study Area

FIGURE 2. Downtown Plan District and Sub-Districts



TECHNICAL ADVISORY COMMITTEE (TAC)

A technical advisory committee assembled by the City reviewed project technical reports and proposed concepts and provided input throughout the planning process. The TAC included the City project manager, stakeholders from the Plan Area, the TGM grant manager, representatives from the Department of Land Conservation and Development, ODOT, Pendleton Chamber of Commerce, Pendleton Downtown Partnership, the Confederated Tribes of the Umatilla Indian Reservation, and members of the consultant team.

On June 16, 2011, the Planning Commission designated a second Advisory Committee comprised of members from the initial TAC, representatives of main street merchants/business owners, members of the community at large, and the Pendleton Chamber of Commerce. This committee was tasked with seeking additional public input to the plan drafted by Siegel Planning Services, and the amendments recommended by the downtown merchants.

PLANNING CONTEXT

The Pendleton Downtown Plan builds upon other previous planning efforts, particularly the Pendleton Downtown and Riverfront Urban Renewal Plan (2003); and more recently the River Quarter Enhancement Plan (2010). The Urban Renewal Plan contains goals, objectives and suggested projects, as well as an overview of the existing conditions of the downtown. The overall objective of the plan is to provide the tools necessary to "promote the vitality of downtown and the Umatilla riverfront as the cultural and tourism center of the Pendleton community." The River Quarter Plan contains a vision, recommended streetscape and park improvements, and a regulatory framework plan and zoning overlay for the south Umatilla Riverfront along SW Court Avenue between South Main Street and SW 10th Street.

Other relevant planning documents were reviewed in preparation for the current planning effort and include the following (in chronological order):

- *Comprehensive Plan, City of Pendleton, 1990*
- *Pendleton Downtown Business Survey, 2000*
- *Community Assessment Findings & Suggestions, 2006*
- *Pendleton Downtown Resource Team Report, 2006*
- *City of Pendleton Transportation System Plan, 2007*
- *City of Pendleton/TGM Outreach Workshop Summary Memorandum, 2009*

PLAN OVERVIEW

This Plan is organized into seven chapters:

CHAPTER 1: INTRODUCTION

This chapter describes the purpose and role of the Pendleton Downtown Plan; the planning area; plan process; strategic implementation approach; and organization of this document.

CHAPTER 2: VISION, GOALS & OBJECTIVES

This chapter presents the community's vision for Downtown Pendleton, and establishes goals and objectives to guide the community in realizing the vision.

CHAPTER 3: PLAN FRAMEWORK

This chapter presents an Overall Framework and Downtown Development Concept that solidify the key components of the vision.

CHAPTER 4: MULTI-MODAL CIRCULATION AND PARKING

This chapter contains a detailed strategy for circulation and parking in the Downtown, including recommended modifications to Main Street and overall multi-modal circulation improvements along with improved access and connectivity for pedestrians, bicyclists, transit, automobiles, and service and delivery vehicles.

CHAPTER 5: STREETSCAPES, OPEN SPACE AND PUBLIC ART
This chapter makes recommendations for the design of the public realm of the Downtown, including the public and private spaces between buildings and streets; improvements to the street rights-of-way, parks, plazas, pedestrian access ways; and parking lots.

CHAPTER 6: LAND USE, BUILT FORM AND ZONING
This chapter recommends changes to the City of Pendleton Comprehensive Plan and Zoning Ordinance necessary to implement the recommendations outlined in previous chapters.

CHAPTER 7: IMPLEMENTATION STRATEGY
The final chapter of the plan provides an Action Plan that includes planning-level cost estimates for proposed public capital projects, and a funding strategy.

Chapter 2: Vision, Goals & Objectives

The Downtown Plan builds on momentum from past investments and accomplishments while expressing the aspirations, needs and ideals - a "vision" - for the future. It is based on extensive citizen and stakeholder input, including downtown property owners, community members, staff and decision makers at all levels. The Plan is intended to provide a framework for the community to work collectively toward shared goals and a desired future.

Vision

Downtown Pendleton is an authentic place with a unique identity that is celebrated by its mix of civic uses, businesses and housing; as well as new and historic architecture, pedestrian-friendly streetscapes, variety of open spaces and public art. The Downtown is well connected to adjacent neighborhoods; provides safe, inviting and convenient options for all modes of travel; and enjoys seamless ties to the Umatilla River, Round-Up, Underground Tours and Museum/Railroad District. Residents and visitors alike are attracted to an inclusive and vibrant environment that exemplifies the spirit of Pendleton.

Goals & Objectives

Consistent with the above vision, the following goals and objectives are recommended for inclusion in Pendleton's Comprehensive Plan. Several goals and objectives from the *Pendleton Downtown Riverfront Urban Renewal Plan* have been carried forward in this Downtown Plan, as community members, staff and other stakeholders reaffirmed the goals and objectives of the Urban Renewal Plan. *Please note: these Goals are not to be confused with Oregon Statewide Goals.*

Goal 1: Increase The Vitality Of Pendleton's Downtown.

Strengthen Downtown's role as the retail, service, office, tourist and cultural heart of the Pendleton community. Promote new housing opportunities Downtown.

Objectives:

Objective 1A: Promote rehabilitation and restoration of historic and cultural structures.
Objective 1B: Increase Downtown's attraction to Pendleton residents and visitors.
Objective 1C: Rehabilitate and/or redevelop the commercial and residential areas bordering the Downtown core.
Objective 1D: Improve Downtown cultural facilities and promote the development of new cultural attractions that help tell the Pendleton story.

Goal 2: Connect Downtown Pendleton to the Umatilla Riverfront.

Increase access to the river from Downtown and promote new housing and commercial development on Riverfront properties.

Objectives:

Objective 2A: Promote development of land adjacent to the Riverfront walk for uses that take best advantage of Riverfront location.

Objective 2B: Improve access to the Riverfront from throughout Downtown.

Objective 2C: Create additional ways of enjoying the Riverfront.

Objective 2D: Improve visibility of the Riverfront for safety and security

Goal 3: Improve Downtown Pendleton as a Convention and Tourism Destination.

Enhance the city's identity and facilities to attract tourist and convention business; encourage visitors to stay in Downtown Pendleton.

Objectives:

Objective 3A: Strengthen the entrances to Downtown from the 1-84 freeway and Hwy 30.

Objective 3B: Improve Downtown tourist and convention facilities.

Objective 3C: Manage on- and off-street parking (See Goal 8)

Objective 3D: Improve transit access to and within the Downtown.

Objective 3E: Continue to improve Downtown wayfinding signage and gateway markers.

Objective 3F: Support local marketing campaigns aimed at increasing tourism and convention business (e.g., Pendleton Round Up, Underground, Pendleton Woolen Mills, Heritage Museum, Pendleton Center for the Arts, etc.).

Goal 4: Develop a Range Of Housing Opportunities for a 24-Hour Downtown.

Encourage new Downtown housing alternatives that support or are complementary to retail, service, office and tourist commercial uses.

Objectives:

Objective 4A: Encourage rehabilitation of the historic housing stock.

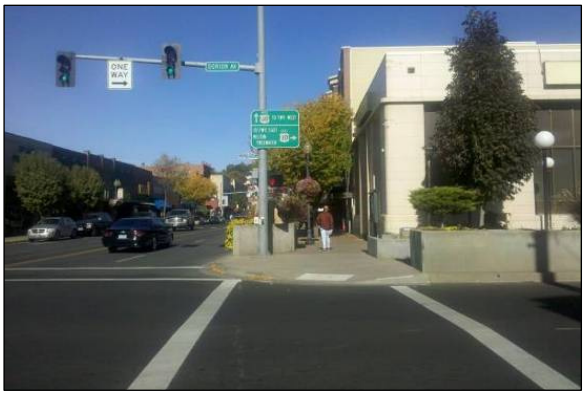
Objective 4B: Promote attached single-family housing and multi family housing alternatives.

Objective 4C: Promote housing in combination with commercial uses Downtown.

Objective 4D: Promote the rehabilitation of other existing housing units in/near Downtown.

Goal 5: Maintain and Enhance Walkability To and Within Downtown

Improve the pedestrian environment to make walking an attractive means of travelling to Downtown and between destinations within Downtown.



Objectives:

Objective 5A: Identify streetscape improvements and pedestrian amenities, particularly along Main Street, Frazer Avenue, Court Avenue, SW 1st Street and SE 1st Street.

Objective 5B: Stimulate greater activity in the Downtown with a safer, more inviting streetscape that calms auto traffic and promotes walkability.

Objective 5C: Enhance the pedestrian experience along all Downtown streets through a combination of traffic calming, streetscape improvements and landscaping.

Objective 5D: Encourage drivers to park once when visiting multiple destinations within the Downtown while providing access for deliveries and emergency vehicles.

Goal 6: Enhance Opportunities for Bicyclists Coming to and Travelling Within Downtown

Objectives:
Improve the range of bicycle facilities leading to and circulating within Downtown to provide safe and convenient options for cyclists of all ages and ability levels.

Objective 6A: Prioritize bicycle route improvements, including the addition of improved north and south bicycle connections through Downtown.
Objective 6B: Improve bicycle parking by adding public and private bicycle racks.

Goal 7: Establish a Transit Hub in the Vicinity of the Chamber of Commerce Consistent with Pendleton's Transportation System Plan

Objectives:
Objective 7A: Encourage improved bus stop signage and posting of schedules.
Objective 7B: Consider addition of a Downtown taxi loading and pickup zone.

Goal 8: Implement a Parking Management Program
Make optimal use of existing public and private parking spaces by managing on-street and off-street parking.

Objectives:
Objective 8A: Meet the needs of existing and planned land uses in Downtown Pendleton.
Objective 8B: Improve the function and aesthetics of surface parking lots.
Objective 8C: Encourage the use of high-demand, on-street parking spaces in the downtown core for tourists and retail/service business customers;
Objective 8D: Provide parking reserves for long-term parking outside the Downtown Core for business owners and employees.

Goal 9: Attract new businesses to the downtown core area
Continue existing incentive programs that help new businesses locate in the downtown core.

Objectives: Continue to research, evaluate and establish new programs that assist new businesses to locate in the downtown core area.

Chapter 3: Plan Framework

The following chapter summarizes the overarching concepts for Downtown Pendleton and the three key elements of the *Downtown Pendleton Plan*. The three elements, which are detailed in the subsequent three chapters, include:

- Multi-Modal Circulation and Parking;
- Streetscapes, Open Space and Public Art; and
- Land Use, Built Form and Zoning.

Concept Overview

Downtown Pendleton has two major commercial spines that should be further emphasized and enhanced. Court Avenue was the original commercial corridor in Pendleton. Main Street supplanted Court Avenue as the more prominent retail street with the development of the Oregon Railway and Navigation Company Station and the later conversion of Court Avenue to a one-way arterial roadway. Historic structures and current Downtown businesses are largely concentrated on these two corridors, especially on South Main Street between Frazer Avenue and the Umatilla River and on Court Avenue between SW 1st Street and SE 3rd Street.

The concentration of uses along Downtown's two major axes should be extended beyond their current limits to provide better connections to adjacent neighborhoods and other community assets, such as the Round Up grounds. Modifications and improvements to South Main Street should extend south of Frazer Avenue to the railroad and north of Byers Avenue to the River (see Figure 3). Similarly, future improvements to Court Avenue should help promote redevelopment and new development of properties beyond the historic core. Extending streetscape improvements beyond the historic core will also provide better connections to residential areas, parks and other civic uses.

Other streets within the Downtown should be improved to better accommodate pedestrians and bicyclists. While South Main Street and Court Avenue should be prioritized for streetscape improvements, less expensive improvements can be equally transformative along other Downtown streets. The pedestrian experience can be enhanced on secondary streets by improving the edges of off-street surface parking lots with landscaping and consolidated driveways where possible. An enhanced River Parkway trail can provide additional recreation and transportation connections along the Umatilla River with improved trail access points.

The Downtown benefits from a variety of open spaces ranging from a pocket plaza at Centennial Park adjacent to SE Dorion Avenue and South Main Street, to the new Riverfront Park between SW Court Avenue and the Umatilla River. The community expressed strong sentiments throughout the planning process that existing parks and open spaces should be improved so that they each play a unique and meaningful role in the Downtown. The community indicated a preference for improving existing facilities over developing new parks or plazas.

The public improvements emphasized throughout this plan are intended to set the stage for private (re)investment in Downtown. There are many opportunities within the plan area to rehabilitate and adaptively reuse existing structures; however, as is often the case with downtown redevelopment, private development may not happen without a "catalyst" public improvement project.

MULTI-MODAL CIRCULATION AND PARKING

The Downtown Plan area consists of a grid pattern of streets that are within the jurisdictions of the City of Pendleton and the Oregon Department of Transportation (ODOT). The existing pedestrian network is fairly comprehensive and, for the most part, lacks any significant gaps. However, Downtown streets do not adequately accommodate bicycle travel. Bicycle lanes are provided only along the east-west Frazer Avenue and Emigrant Avenue corridors, and even in those corridors the bike lanes are not continuous.

The majority of streets in the Downtown study area are very similar. The typical section is approximately 60 feet wide with two travel lanes and on-street parking. Parking is dropped in some locations to allow room for turn lanes or mid-block crosswalks. The sidewalk environment contains a narrow zone for lighting and utilities next to the curb; a thru-pedestrian zone; and a narrow frontage zone. Street trees are infrequent and on some streets they are planted behind the sidewalk on private property. A short segment along the south edge of SW Frazer has pavers in the sidewalk and street trees planted in what would normally be the frontage zone at the back of the sidewalk. Main Street and a short segment of SE Court Avenue have a typical section of approximately 80 feet with additional furnishings, street trees and lighting.

OPPORTUNITIES AND CHALLENGES

There is adequate vehicle capacity but the sidewalk environment is constrained along Main Street in isolated instances;

- There is little to no accommodation of bicycle travel along the north-south streets in Downtown Pendleton;
- A high level 20 year study conducted by Kittelson & Associates revealed that there was sufficient parking supply within a comfortable distance (1-2 blocks) of the Downtown Core to meet the estimated future parking demand of the Core area. The same study also concluded that there is sufficient parking supply within the broader Downtown area to meet the estimated future parking demand of that area.
- Based upon empirical experience, the second TAC felt that at present, parking is sufficient except during peak demand times and that with additional activities of a 24 hour downtown, reduced vacancies, new development, and reduction of on-street parking due to crosswalk setbacks, there will be a need for additional parking in the core area.
- Pedestrian safety, bicycle access, and vehicle operations (e.g., automobiles, service and delivery trucks, and buses) can be enhanced without acquiring additional right-of-way or building a public parking structure.

ELEMENT OVERVIEW

The multi-modal circulation and parking element of the Downtown Plan emphasizes two primary concepts: 1) "walk first" and 2) "park once." While improvements are intended to make walking, biking and taking transit to Downtown easier, many people will still drive for a variety of reasons. For those individuals who must drive, it is important to be able to find convenient parking within easy walking distance of shops and services, allowing them to "park once." To do this, the Plan recommends the following improvements intended to make walking around Downtown safer, more convenient and enjoyable:

- Add curb extensions to all Main Street intersections/crosswalks and State highway crossings within the Downtown Core;
- Enhance mid-block pedestrian crossings with the possibility of raised table-top surfaces and curb extensions, which may slow traffic down;
- Improve traffic signal timing to encourage vehicle progression speeds that are more appropriate for a downtown environment;
- Add bicycle boulevard treatments—a combination of lane markings indicating streets are shared by bicyclists and motorists; enhanced signage and wayfinding; and additional bicycle parking. Bicycle boulevard treatments will be added to Main Street to better accommodate north-south bicycle travel and to link downtown to the River Parkway trail; and
- The City and/or Urban Renewal District will work with owners of surface parking lots to enhance the lots for visual aesthetics and pedestrian safety.

STREETSCAPES, OPEN SPACE AND PUBLIC ART

In 2011, the sidewalk environment on most Downtown streets contains a narrow zone for lighting and utilities next to the curb; a thru-pedestrian zone; and a narrow frontage zone. With the exception of Main Street, street trees are infrequent and are often planted behind the sidewalk on private property. Street trees within the Main Street public right-of-way have been poorly maintained or removed by adjacent property owners.

Open space in Downtown is currently limited to five primary locations. Riverfront Park, Brownfield Park and Stillman Park are located between SE Byers Avenue and the Umatilla River; Centennial Park is situated at the intersection of South Main Street and SE Dorion Avenue. A fifth location exists at the southern edge of the district, near the Heritage Museum and the Chamber of Commerce.

OPPORTUNITIES AND CHALLENGES

Existing parks (with the exception of Riverfront Park) do not play a significant role in the identity or function of Downtown. Some are in poor condition and are not coordinated with one another. The parks should be updated or renovated:

- The Pendleton Farmer's Market lacks amenities that would accompany a permanent market or festival space;
- Existing access to the River Parkway is limited. With the exception of Riverfront Park, which contains a newly developed Parkway connection, access is limited to Byers Street and Brownfield Park; both of which are not well marked and therefore perceived by some as unsafe;
- The River Parkway would receive more use and it would provide a safer environment overall if these access points were made more visible and additional access points were provided. New access points could be improved where streets currently dead-end at the Parkway.
- The City-owned parking lot on the north side of the Umatilla River may provide additional opportunities for connecting Pendleton's neighborhoods to the River Parkway and Downtown; the Plan considers redevelopment opportunities along the Riverfront, as well as the potential for recreational access to the river itself;
- Where it is not possible to provide direct access to the river, additional viewing opportunities may be possible along the Parkway;
- The River Parkway has some segments in relatively poor condition and the trail is discontinuous with a missing link between Byers Street and Brownfield Park; and
- Low traffic on SW Byers Street may provide an opportunity to improve the River Parkway.

ELEMENT OVERVIEW

The Streetscape, Open Space and Public Art element of the plan focuses on five major improvements that are intended to improve the overall attractiveness and comfort of Downtown for residents and visitors alike. The major categories of improvements include:

- Targeted streetscape improvements to Main Street to improve the pedestrian environment, slow traffic and provide spaces that are more conducive to restaurants and retailers spilling out onto the sidewalk;
- Improvements to surface parking lots to provide summer shade (reduce the heat island effect), improve aesthetics and attract additional users who currently circulate in search of on-street parking spaces;
- Enhancements to the River Parkway, and a series of related improvements that will provide connections to the Umatilla River;
- Improvements to existing parks and plaza spaces, including improvements to spaces at street corners and at mid-block pedestrian crosswalks; and
- Introduction of art in public spaces; public art may help tell the Pendleton story.

LAND USE, BUILT FORM AND ZONING

The Downtown Plan area (approximately 95 acres) is comprised mostly of Central Commercial (C1) zoning, with the exception of the Light Industrial (M1) zone in the Railroad Subdistrict, Medium Density Residential (R2) located in the upper northeast corner of the Study Area (located in proximity to SE 4th Street and SE Byers Avenue), and some High Density Residential (R3) on the north side of the Umatilla River.

The built form of the downtown varies widely. The Downtown Core is predominately built-out, with many older buildings set to front and side property lines. Outside the Core, there is less of a continuous building wall and a larger proportion of each lot, on average, is used for parking. Whereas the Downtown Core consists mostly of retail and commercial service uses, with limited upper-story residential uses, the areas outside the Core have a greater proportion of institutional, governmental, light industrial and residential uses.

The Downtown Plan also includes a mixed-use district called the River Quarter. The City recently adopted a form-based code in the River Quarter Enhancement Plan, the purpose of which is to connect Downtown to the Umatilla Riverfront, promote economic development, and improve the River Parkway by placing mixed-use developments and new pocket parks adjacent to it.

OPPORTUNITIES AND CHALLENGES

The existing C-1 and M-1 regulations will need to be amended in order to implement the Downtown Plan, including but not limited to the following recommendations:

- Reinforce the pedestrian scale and storefront character of Downtown, particularly for properties fronting Main Street or Court Avenue, and at key gateway locations;
- Encourage infill and redevelopment and promote a compact, walkable urban form.
- Encourage adaptive reuse of upper building stories for residential and/or office use;
- Adopt easy-to-administer design standards/guidelines, including regulations for alterations to historic properties and for new development in historic districts; coordinate code changes with the River Quarter Overlay;
- Optimize use of existing parking supply through management of public parking and voluntary joint-use of private parking lots, and encourage "parking lot façade improvements" through appropriate landscape standards;
- Encourage catalyst projects with a mix of uses that are "Uniquely Pendleton," consistent with the Downtown Plan market analysis; and
- Enhance existing public open spaces, including plazas, sidewalk café seating and street furnishing areas, and the river pathway.

ELEMENT OVERVIEW

Before drafting new zoning regulations, it is important to understand the history of the regulations to be amended and how the organization and structure of a code either supports or inhibits a proposed policy. In the process of developing the Downtown Plan, the City considered the structure of Pendleton's existing zoning regulations and compared it to the main archetypes for zoning: Euclidean, Performance, and Form-based zoning. In addition, the committees considered several model ordinances for potential application to Downtown Pendleton.

With the exception of the River Quarter Overlay, Pendleton's existing regulations fall under the Euclidean model; uses are separated by zone (e.g., residential, commercial, industrial, etc.), and the City has few design (form-based) regulations beyond minimum setbacks, lot coverage, height, parking, and landscaping. The River Quarter Overlay, in contrast, has extensive form-based standards. This Plan recommends a hybrid code combining elements of form-based and Euclidean zoning for Downtown Pendleton, similar to the River Quarter Overlay. For recommended code elements, please refer to Chapter 6.

Chapter 4: Multi-Modal Circulation and Parking

Multi-modal circulation and effective management of on- and off-street parking are recognized as important elements of an economically successful and thriving Downtown. This Plan balances the need for the efficient movement of vehicles with the needs of pedestrians, bicyclists and transit. This section of the plan formally outlines the specific roadway, pedestrian, bicycle, transit and parking improvements that are envisioned for Downtown Pendleton, including proposed enhancements and design exceptions for two state highway couplets: Emigrant/Frazer (Hwy 37) and Court/Dorion (Hwy 30).

Multi-Modal Circulation Plan

The multi-modal circulation plan balances the need for motorized and non-motorized forms of transportation through modifications to the existing downtown streetscape. Proposed changes are intended to improve pedestrian mobility and safety, enhance existing streetscapes to better accommodate bicycle transportation, accommodate truck traffic and truck deliveries, and ensure that vehicle traffic can progress through Downtown at appropriate speeds.

Main Street

The Plan attempts to provide a better balance between pedestrian, bicycle and motorized vehicles than currently exists, and reaffirm Main Street as Pendleton's preeminent multimodal corridor. A menu of modifications are outlined below and detailed further in Chapter 5.

Street Modifications

Should modifications be considered to Main Street, a list of potential projects was proposed:

- Provide curb extensions at all of the Main Street and State Highway intersections.
- Provide enhanced mid-block crossings along the Main Street corridor.
- Optimize on-street parallel parking spaces.

The Plan will improve the pedestrian environment by providing curb extensions at all intersections. Additionally, intersection and mid-block crosswalks will be improved through the installation of textured, colored, and/or raised "traffic tables" to better identify crossing areas.

Two options of travel lane and sidewalk configurations were considered during development of this plan. "Option B" was passed over due to high costs associated with widening the sidewalks by a maximum of three feet. Option B is noted for future reference only. This plan may be amended in the future to include Option B should there be sufficient support for it.

Bicycle Enhancements

The installation of pavement markings such as "sharrows" (Shared Use Arrows, shown below right) would provide an environment where bicycles share the roadway with vehicles and the roadway incorporates the following changes that are designed to enhance the visibility, safety, and convenience of bicycling:

- Install sharrows along Main Street indicating that bicycles and cars share the roadway/travel lanes;
- Install wayfinding and route signage that is specifically oriented to bicycles; and
- Add short- and long-term (e.g., covered) bicycle parking.

PEDESTRIAN ENHANCEMENTS

The Plan recommends curb extensions at each of the Main Street intersections/pedestrian crossings. This will enhance safety by improving visibility of pedestrians and by shortening the pedestrian crossing distance.

Shortening pedestrian crossing distances minimizes pedestrian exposure times while in the cross walk. Furthermore, curb extensions can make pedestrians more visible to motorists as they approach the intersections.

Along Main Street, mid-block crossings exist between Emigrant and Dorion Avenues, Dorion and Court Avenues, and Court and Byers Avenues. Maintaining these mid-block crossings can be advantageous for pedestrians and improve the retail-shopping environment. Given the benefits noted above, curb extensions are envisioned at each of Main Street's three mid-block pedestrian crossing. The Plan recommends a paving and striping treatment which would accentuate the crosswalks and help to identify the downtown shopping zone. Specific materials and detailing of the crossings will be subject to design approval of the applicable roadway authority.

TRANSIT

Transit service within Pendleton is limited to a City provided paratransit (dial-a-ride) service and fixed-route bus service provided by the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). Current CTUIR bus routes have stops in the Downtown area and Downtown core. Even so, the development of the Downtown Plan recognizes that transit options in Pendleton are in need of targeted improvements. The identified multi-modal circulation plan will go a long ways towards the encouragement of future transit service in Downtown. Suggestions for transit improvements include:

Enhancing the pedestrian environment along Main Street would allow for the potential development of transit amenities such as pedestrian shelters with posted schedules at bus stops and transit kiosks (to display system route maps, schedules, fares, etc.); which could be combined with seating areas, bicycle parking facilities and lighting; and
Coordination between CTUIR, other transit providers and area hotels to improve shuttle services between hotels, airports, Wildhorse Resort and Casino, and Downtown.

TRAFFIC SIGNAL PROGRESSION

A review of signal timing along the Main Street corridor indicates that there is a signal offset that is leading to undesirable vehicle progression speeds. Observations and feedback from staff indicate that drivers have learned how to progress through multiple Main Street signals by traveling at speeds in excess of 35 mph. These speeds are not desirable for a downtown environment. Speeding vehicles, combined with drivers attempting to park, can create serious safety hazards for bicyclists and pedestrians.

The City of Pendleton will be working with ODOT to address signal timing changes for Downtown Pendleton. A goal of this collaboration will be to find a signal offset plan that formally progresses traffic on Main Street at slower travel speeds (approximately 20 mph) while effectively progressing traffic on the Court and Dorion Avenue corridors.

Downtown Parking Plan

The need for an expanded parking supply throughout Downtown Pendleton has routinely been discussed by business owners and shopping patrons. However, a high level parking analysis has revealed that there is sufficient parking within the Downtown core to accommodate existing and future demand. Any capacity issues or perception of capacity issues are likely associated with the location/accessibility of the parking to Downtown and particularly along Main Street. Redevelopment may impact this condition in certain areas; as this development occurs, the need for additional parking options may have to be explored.

Having business owners ensure employees use long-term parking areas on the edge of Downtown can help improve the availability of parking along Main Street. In addition, changes to the on-street parking time limits may be necessary. Finally, additional parking restriction signs, increased parking enforcement and stiffer penalties can achieve an effective turnover rate so that on-street spaces are more readily available for customers.

The provision of public off-street parking is seen as an important resource that can help offset the supply of on-street parking in Downtown Pendleton. Improvements to existing off-street parking lots such as the lot at the southeast corner of Main Street and Frazer Avenue, across from the Chamber of Commerce, will improve their desirability and use. Possible enhancements include addition of perimeter and internal landscaping with shade trees and the addition of internal pedestrian circulation paths for improved safety where feasible.

Access Management Plan

Downtown Pendleton is comprised of different land uses that have different off-street access needs to parking lots or garages. In general, this plan maintains current City and Oregon Highway Plan standards regarding the placement and number of access points that are allowed for new development or redevelopment of existing property. However, the plan does recognize that the Main Street corridor between Frazer and Byers is a unique environment that over time has developed with a nearly continuous building wall and no off-street private driveways. Given that there is a conscious effort to create a high-quality pedestrian environment throughout Downtown, this plan recognizes the following:

- New or expanded private vehicular access along Main Street between Frazer Avenue and Byers Avenue should be prohibited. Where possible, private vehicle access to these parcels fronting Main Street will be encouraged via alternate roadways such as SW 1st Street or SE 1st Street;
- ODOT's Access Management Guidelines may dictate the ability to develop new private vehicular access along Court Avenue, Dorion Avenue, Emigrant Avenue and Frazer Avenue; and
- The City should consider adopting its own access standards.

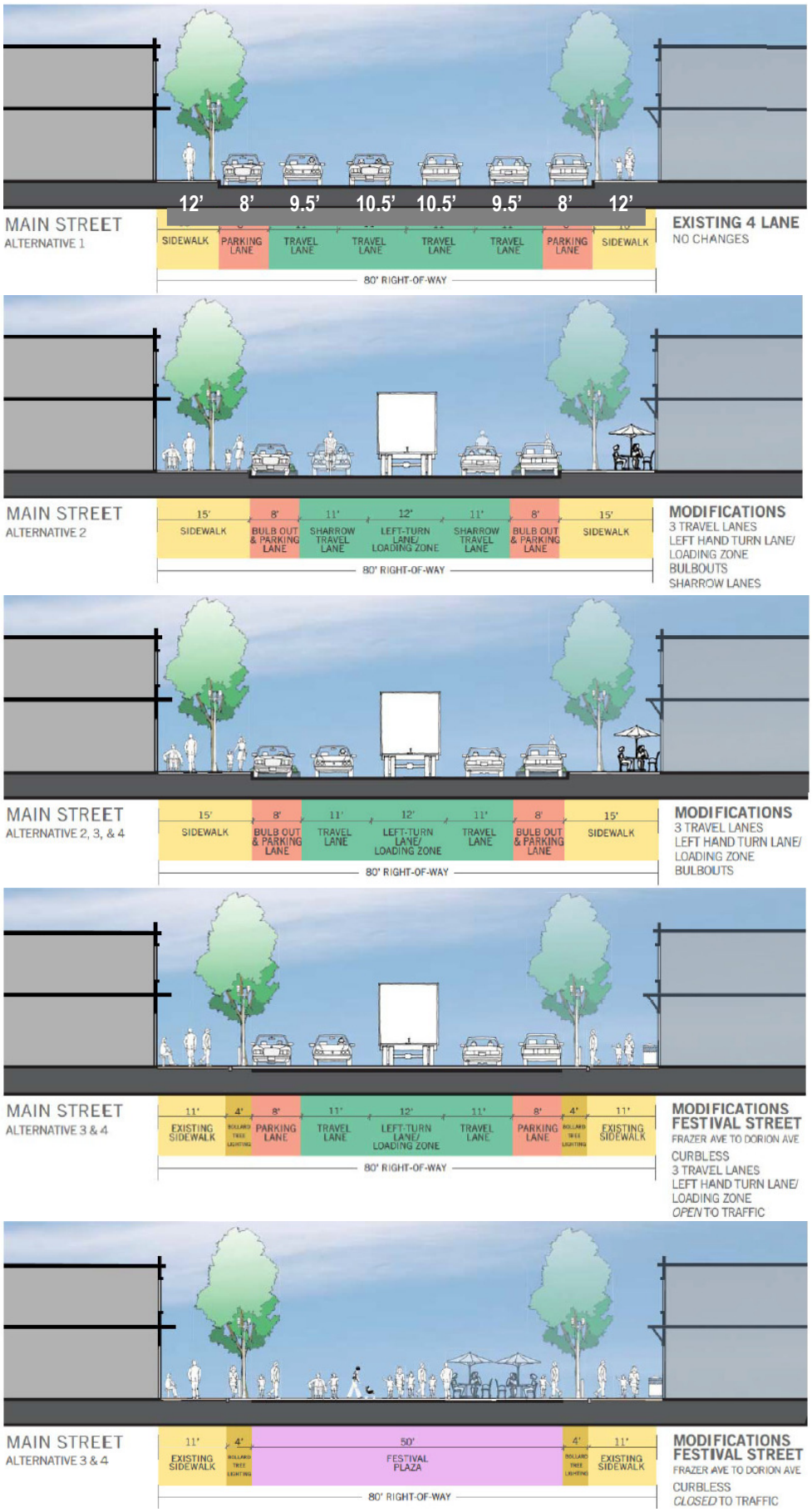


FIGURE 3.

Renderings of various street sections considered during creation of the Plan.

Dimensions shown may not match existing conditions or final design figures.

All plans are preliminary and subject to Design Review and Engineering approval.

CITY OF PENDLETON DOWNTOWN PLAN

MAIN STREET MODIFICATIONS – ALTERNATIVES 1-4

Chapter 5: Streetscapes, Open Space and Public Art

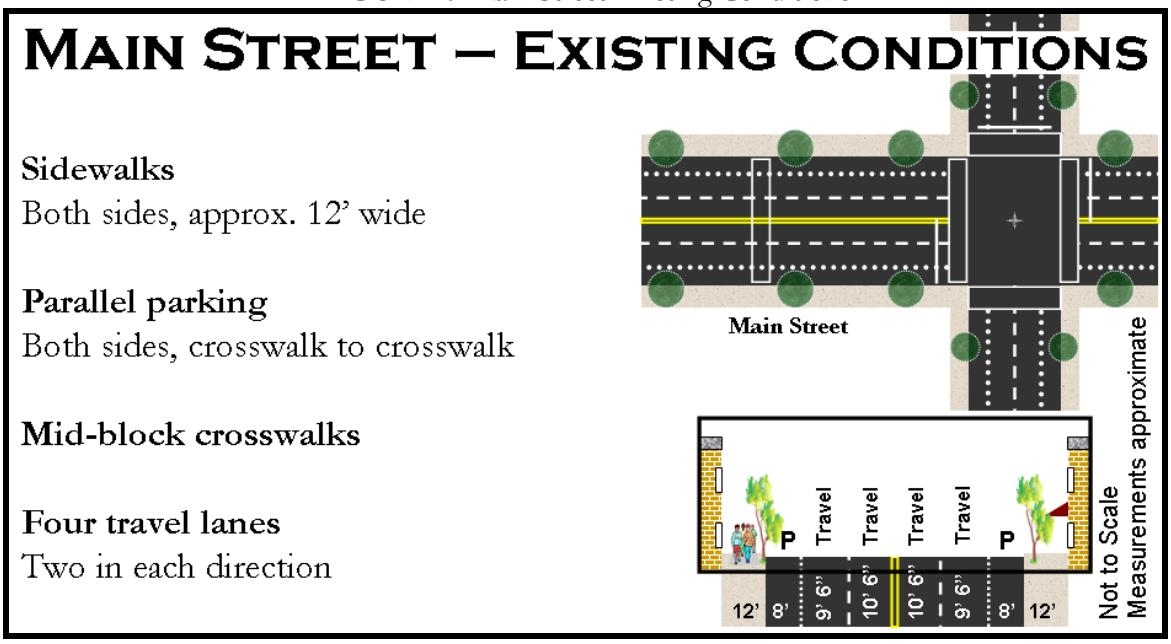
The Downtown Plan contains strategies to visually tie the downtown streetscape environment together, provide bicycle access to the neighborhoods, retain most of the on-street parking provided today, provide space for more appropriate street trees, sidewalk/café seating and updated furnishings, address accessibility concerns, and improve the overall aesthetics of the downtown. The strategies focus limited public resources on capital improvements that are most likely to leverage private investment.

South Main Street

South Main Street presents an opportunity to create a signature streetscape environment that is uniquely Pendleton. The proposed modifications described below build upon improvements made within the last decade, while making South Main Street more attractive and more functional, particularly during major community events.

The proposed modification/reconfiguration of South Main Street would include pedestrian safety and traffic calming measures at intersections and mid-block crossings while retaining the existing four-lane layout on Main Street. Two graphics are shown below, to present a rough schematic of existing and potential future conditions. The drawings are for representation only and are not to scale. They are not intended to portray an approved or finished design.

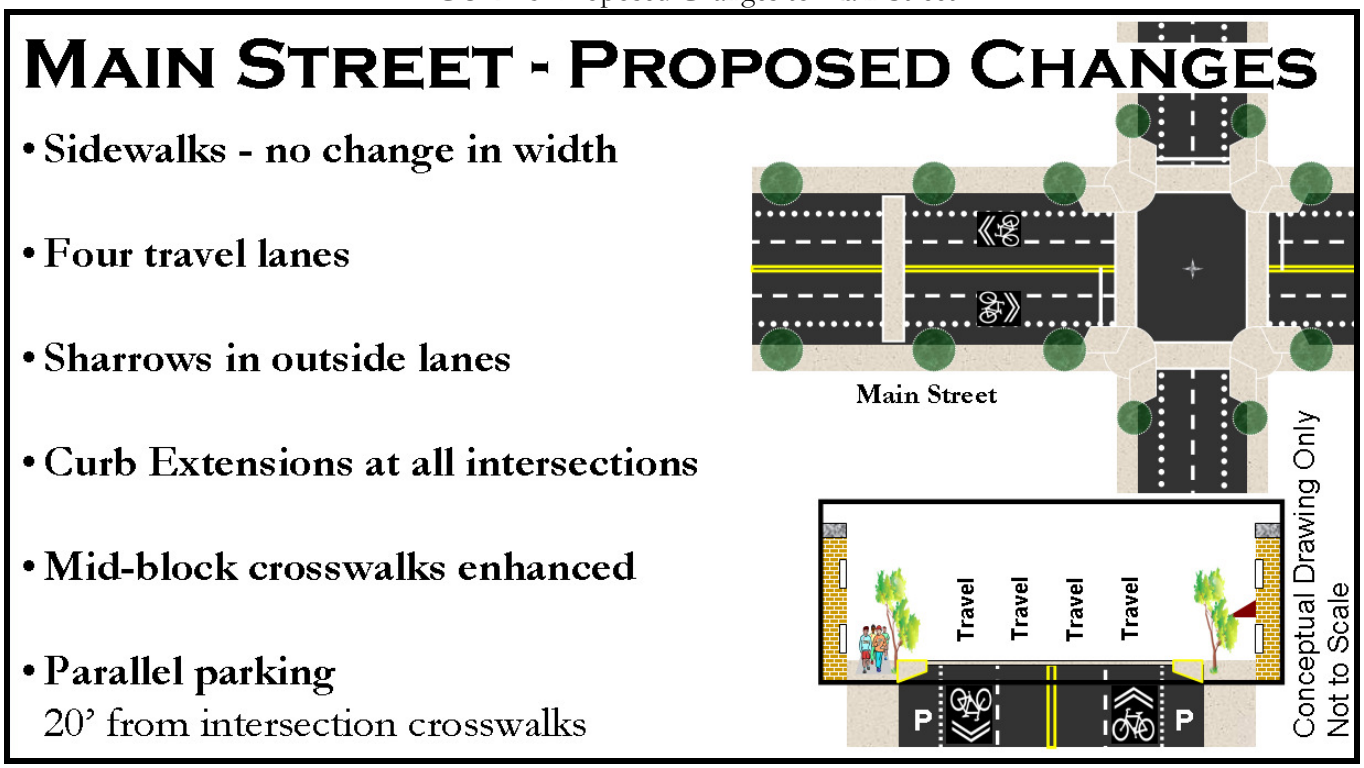
FIGURE 4. Main Street Existing Conditions



Main Street – Proposed Changes

As described in Chapter 4, South Main Street will retain parallel parking and four travel lanes. This configuration would allow curb extensions at street corners and mid-block crossings to reduce crossing distance by up to 16 feet (approximate) and crossing time from curb to curb, resulting in safer pedestrian crossings. All pedestrian crossings would be equipped with tactile warning strips to assist pedestrians on both ends. Curb extensions at significant gateways, such as those at Frazer/Main and Byers/Main, could be embellished with pedestrian-scaled paver designs where sidewalks extend partially into the intersection. The designs, which could be made to reflect the culture, historic or artistic spirit of Pendleton, could be made from a variety of ADA-compliant, weather appropriate materials such as stamped/dyed concrete, set tile, brick, terrazzo or mosaics. Crosswalks along Main Street could be treated with similar materials and reflective paint treatments to add character and vibrancy, and provide greater visual connections between drivers and pedestrians who might attempt to occupy the same space at the same time. Raised mid-block crosswalks along South Main Street would require drivers to reduce speeds, resulting in a traffic calming effect. Depending upon the final design, the curb extensions may or may not require removal of on-street parking beyond the requirements established in ORS Chapter 811. Changes include consideration of alternative street trees within the existing street section.

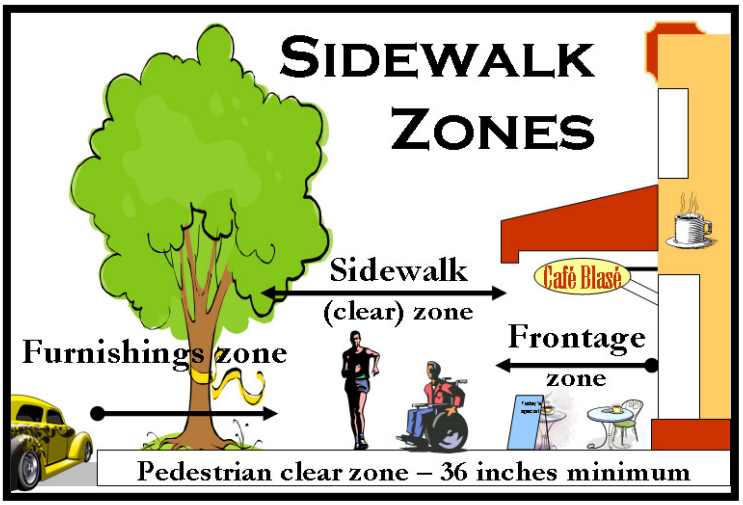
FIGURE 5. Proposed Changes to Main Street



New tree wells, tree grates, street trees and pedestrian-scaled lighting could be added within the existing street section. Existing street lighting and tree grates could be removed and any excavated sidewalk areas "patched" in order to achieve a cohesive look and regular, efficient spacing of street trees and furnishings along South Main Street. Existing furniture and fixtures could be recycled or relocated when feasible, and some of the patched areas may afford a unique opportunity for publicly funded art, including tile mosaics or plaques with donors' names.

The downtown sidewalks could support three distinct zones of activity: the Furnishing Zone, the Pedestrian Zone and the Frontage Zone. The enlarged Furnishing Zone could include benches, trash receptacles, tree grates, street trees, water fountains and double headed "acorn-style" street lighting to illuminate both the pedestrian zone and parallel parking areas. Furnishings within the Downtown Core might be more ornate than on other Pendleton streets. The Pedestrian Zone acts as an active thoroughfare between the street furnishing zone and the frontage zone. The Frontage Zone can accommodate planters and signage in front of businesses, merchandise display, seating for outdoor dining, additional street furniture, and provide a buffer between the active sidewalk and building façades. Figure 6 shows an exaggerated representation of a sidewalk with all three distinct zones.

FIGURE 6. Sidewalk Zones (not to scale)



Street Trees

The trees along South Main Street are often of a variety that is inappropriate for the location. Some have been poorly maintained or removed by adjacent property owners. If alternative trees are to be considered, the existing trees may be removed and new tree wells with oblong tree grates can be installed within the Furnishings Zone. Columnar trees spaced approximately 30 to 50 feet on center may require less maintenance and could result in a visually appealing streetscape with better visibility of the storefronts, while also providing needed shade to pedestrians and parked vehicles. If allowed to mature, the new canopy will be completely above the traditional "sign band" on downtown buildings. A variety of tree should be selected that will not attract birds (via fruit), and will not be a nuisance to people or property due to weak limbs which might fall.

Festival Plaza Concept

There is a need for a "town square" or place where community events like the Farmers' Market, car shows, and other gatherings can occur in the downtown area. The Festival Plaza concept has merit if proper funding can be achieved. A study of potential sites should be performed so that an appropriate location can be identified.

An option to purchasing and constructing a public park or plaza in the Downtown area is to create a street or other public space designed specifically for public gatherings, festivals, performances, markets and other public events. This option supports the periodic use of the area for events such as parades, music events, car shows, and food festivals. If a public street is chosen, a curbless environment with upgraded hardscape materials and added street furnishings could improve the pedestrian experience in Downtown Pendleton. The festival plaza is distinguished by a number of distinctive elements, which might include (but are not limited to):

- If a street is used, it should be at roughly the same grade as the sidewalk. Bollards and/or other features would delineate parking areas and protect pedestrians from vehicles.
- Transition ramps (5% slope) could also bring the street up to the sidewalk grade.
- The plaza surface would have a distinctive color, surface or texture (i.e. stamped concrete).
- Decorative linear trench grates could be strategically placed to capture and convey stormwater in place of standard curbs.
- The plaza area would have customized furnishings, such as decorative cast iron tree grates and bollards.
- Any stationary bollards along the sides of the street would have pedestrian-scale lighting.

- Removable bollards are placed atop the transition ramps during special events when the street is closed to vehicle traffic;
- Light posts and building façades could be equipped with fixtures for shade coverings ("shade sails").
- A gateway could be constructed to identify the area.
- The plaza area would contain underground utilities and provide connections for electrical outlets, data connections, speakers and other amenities for public and vendor use.

PARKING LOT IMPROVEMENTS

Surface parking lots are prevalent in Downtown Pendleton, especially along SW 1st Street, SE 1st Street and Frazer Avenue. The majority of the parking lots lack landscaping and few, if any, have signage making people aware of their availability or location. As such, the following improvements are recommended for public and private surface parking lots, where practical:

- Landscaped areas between sidewalks and paved surfaces of parking lots to provide a buffer for pedestrians; alternatively, a narrower setback with a landscaped screen or seating wall could be employed where space is extremely limited;
- Planting islands within larger parking lots for shade and visual interest;
- Bioswales (vegetated depressions or planters) at parking lot perimeters to remove silt and pollution from storm water runoff, and reduce the impacts of peak events on the storm sewer system;
- Trees within landscaped setbacks and planting islands that help convey a sense of verticality or street enclosure along the edges of parking lots;
- New and enhanced access ways where gaps between buildings exist to accommodate pedestrian flow between parking lots along SW 1st and SE 1st Avenues and Main Street;
- A new mid-block crossing between the Chamber of Commerce building and the parking area on the southeast corner of Frazer and South Main Street.

UMATILLA RIVER SUB-DISTRICT IMPROVEMENTS

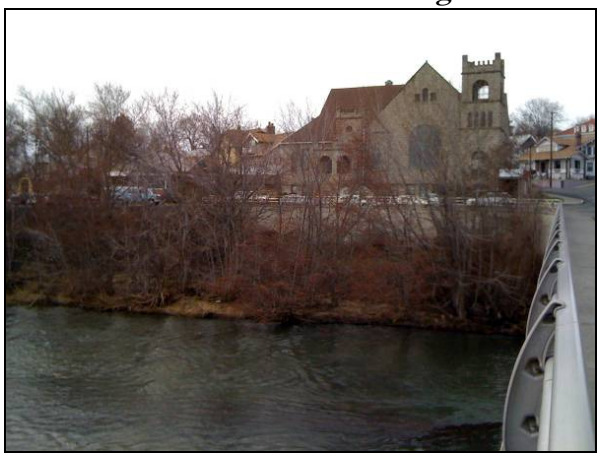
Proposed improvements along the Umatilla River aim to improve visibility and enhance the pedestrian experience along both sides of the river. Direct water access may be possible from both sides; however, only shoreline property on the north side is currently owned by the City of Pendleton and is already included in the City's long-range park plan. Due to the presence of flood control levees, the south river shore remains under the jurisdiction of the Army Corps of Engineers.

NORTH SIDE OF THE RIVER

An existing asphalt public parking lot at the intersection of NW Bailey Avenue and North Main Street could be improved with perimeter planting strips and an expanded riverfront path to support both bicycle and pedestrian uses (see Figure 7). An overlook point along this path with interpretive signage and seating will establish a visual and physical connection to the river. In some cases with limited space, a two-way bike lane may be integrated with a wide sidewalk or hard surface path for a single bike/ped travel zone, as on the River Walk.

Other improvements include painted crosswalks at North Main Street and NW Bailey Avenue and at entries to the riverside parking lot along NW Bailey. These modest improvements will provide opportunities to connect Pendleton's neighborhoods to the Downtown, while improving views of, and security along, the Umatilla River. The plantings will add needed shade and visual buffers between streets and parking areas.

Existing conditions north of Main Street Bridge



With additional funding, it may be possible to construct an accessible path down to the water where people can cool off in the river when water levels are low during summer months. With careful considerations afforded to proper siting, floodproofing, and sensitivity to the surrounding flora and fauna, an anchored pathway to the river's edge could also provide opportunities for environmental education and naturalist activities such as bird watching or fish counting. The pathway project would require a collaborative effort between environmental stakeholders, natural resource agencies, neighborhood residents, and city leaders. It is yet another opportunity to tell the Pendleton story.

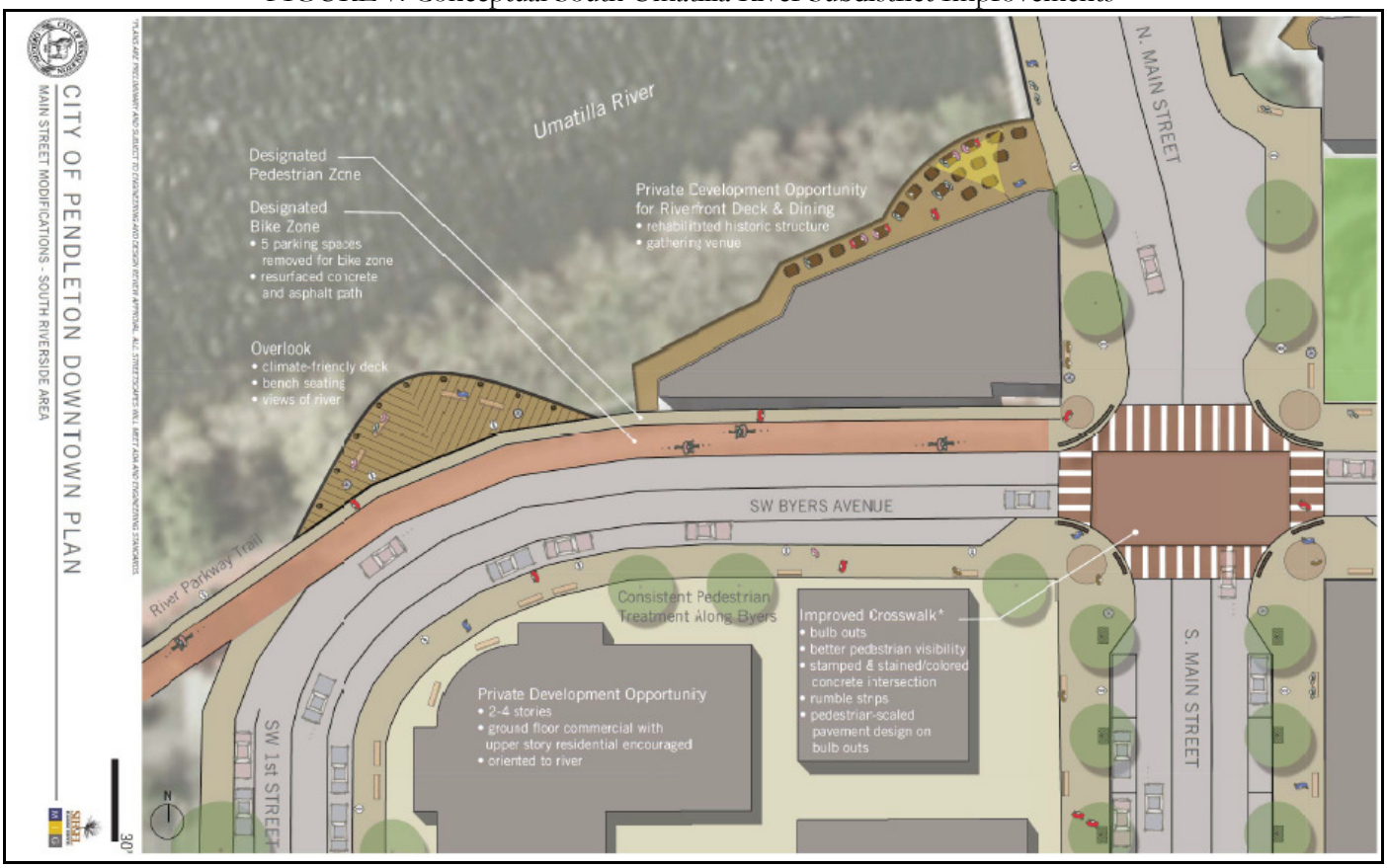
FIGURE 6. Conceptual North Umatilla River Subdistrict Improvements

SOUTH SIDE OF THE RIVER

The intersection of South Main Street and Byers Avenue functions as a primary gateway to downtown for city residents. Byers Avenue improvements will include a dedicated pedestrian and bicycle zone along the river that will connect major segments of the existing River Parkway Trail (see Figure 8). Recommended River Parkway Trail improvements include a dedicated 15-foot wide resurfaced asphalt right-of-way along the Umatilla River between SW 4th Street and SE 4th Street, complete with interpretive signage, lighting and lane striping.

Approaching Byers and Main, the bicycle and pedestrian trail connects to the sidewalk and private development opportunity areas. Two river overlooks are possible in the vicinity; one a public deck overlook, and the other a private (e.g., restaurant) deck and dining area at the former Christian Science Church located at the northwest corner of Byers and Main. On the east side of Main Street, the River Parkway continues through Brownfield Park where lighting additions, wider paths and new signage improve safety around the public restroom facilities. Other private development sites include a large corner lot at SW 1st and Byers that could support 2-4 stories of mixed-use or residential development oriented to the Umatilla River. Byers Avenue improvements will include consistent pedestrian treatments that establish a seamless connection to the improved South Main Street area.

FIGURE 7. Conceptual South Umatilla River Subdistrict Improvements



Public Spaces

In addition to the enhancements made along the Umatilla River and the River Parkway, the community expressed a desire to retool the existing Downtown parks, especially Brownfield Park and Centennial Park. Brownfield Park should be improved to provide a more complete amphitheater space with the ability for stage lighting and convenient sound equipment. The park should also provide better trailhead facilities as many residents park on the north side of the River and access the River Parkway at Brownfield Park. Lastly, Brownfield Park improvements should enhance visibility of pedestrian pathways from the road and within the park itself. This can be achieved with lighting additions, well-designed signage and better-maintained park vegetation. Centennial Park should be improved to encourage more active use. The concrete barrier wall that currently hides the plaza from those walking along South Main Street should be removed or significantly shortened. Bollards can be added to provide similar protection from motor vehicles travelling along Dorion Avenue. The water feature should be restored and seating options should be improved with a variety of seat walls and/or moveable furnishings that are more flexible. Both parks are ideal locations for a combination of permanent and temporary public art.

RAILROAD SUB-DISTRICT

The Railroad Subdistrict is the area south of Frazer Avenue on either side of South Main Street. Frazer Avenue is a primary access route to Downtown for both visitors and residents. The intersection, bounded by two asphalt parking lots on the south side of Frazer and one on the north side of Frazer, does not advertise itself as the main gateway to the heart of Pendleton's Downtown. The proposed plan attempts to rectify these shortcomings through improvements to the parking areas, Main Street intersection, and crosswalk areas (see Figure 9).

The parking lots south of Frazer are improved through the addition a perimeter planting strip and street trees. The parking areas are better defined with the addition of 12-foot wide planting strips with 4-foot wide circulation paths to improve overall parking lot safety. Perimeter and parking lot planting strips will provide tree shade and a visual buffer between the street and parking areas. Proposed lot reconfigurations require a combination of two and one-way parking lot circulation changes and pedestrian access ways.

Curb extensions at Frazer and Main will be defined by pedestrian-scaled bulb out designs and public art or sculpture. The Frazer-Main Street intersection may be the site of a shopping district archway. This treatment will signify the importance of South Main Street to Downtown Pendleton and provide motorists and pedestrians visual signals to proceed north. Crosswalk improvements will include materials upgrades, updated striping and tactile warning strips for the visually impaired. While the "Archway" concept has merit, many believe that the true entry to the downtown shopping district is via Court or Dorion Avenues. Additional work needs to be done to determine the best strategy to identify the shopping area.

FIGURE 8. Conceptual Railroad Subdistrict Improvements

Chapter 6: Land Use, Built Form and Zoning

Current Land Uses

The Downtown Plan area is comprised of approximately 95 acres and includes a mix of commercial, residential, institutional, public, and industrial uses. Four base zoning designations exist: C-1 General Commercial, M-1 Light Industrial, R-2 Medium Density Residential, and R-3 High Density Residential north of the river. (See Table 6.1.)

Table 6.1: Study Area Zoning Districts

Zoning District	# Parcels	Total Acres
City Parks (all zones)	3	1.65
C-1 Central Commercial	357	61.94
M-1 Light Industrial	60	28.24
R-2 Residential	18	3.27

Below are brief descriptions of permitted uses in each zone paraphrased from the City's Zoning Ordinance (see Figure 10):

C-1 General Commercial

- Business & Personal Service
- Commercial Amusement and Recreation
- Communication Facilities
- Residential Uses (including Class A & B Manufactured Homes), or residential facilities
- Eating and Drinking Establishments
- Financial, Law, Insurance and Real Estate Offices
- General Retail
- Governmental, Public or Semi-Public Use or Structure
- Health Services
- Hotel, Boarding and Rooming Houses
- Membership Organizations
- Parking Area and Garage
- Printing and Publishing
- Transit Facilities

M-1 Light Industrial

- Air Transport Facilities
- Automobile and Vehicle Dealers
- Building Materials
- Business Services
- Communications Facilities
- Contractors
- Dwelling, Caretaker or Manager Only
- Light Industrial
- Repair Services
- Transportation Facilities and Services
- Wholesaling
- Solid Waster Transfer Station (With Provisions)

R-2 Medium Density Residential

- City Park
- Condominium
- Dwelling, Duplex (40% Lot Coverage)
- Dwelling, Single Family
- Manufactured Home
- Residential Homes and Residential Facilities
- Townhouse

R-3 High Density Residential

- Boarding and Lodging House
- City Park
- Condominium (45% Lot Coverage)
- Dwelling, Duplex
- Dwelling, Multi-Family
- Residential Homes and Residential Facilities
- Townhouse

RIVER QUARTER ENHANCEMENT PLAN

The Pendleton Downtown Plan incorporates by reference the Pendleton River Quarter Enhancement Plan. The River Quarter is the area bounded by the Umatilla River on the north and the first parallel public street immediately south. It is comprised of three sub-districts:

1. Central: The area bound by SW 10th Street on the west, Main Street on the east and Court Avenue on the south.
2. Western: The area bound by SW 10th Street on the east, Westgate bridge on the west and Court Avenue/Westgate on the south.
3. Eastern: The area bound by Main Street on the west, the eastern border of the Urban Renewal District and the first street south of and parallel to the Umatilla River on the south.

The Central River Quarter sub-district is located within the Downtown Plan area. Planning for the western and eastern sub-districts will occur as part of subsequent efforts.

The River Quarter Enhancement Plan and River Quarter Overlay Zone, which overrides the base zoning districts, are intended to promote:

- Connections to the Umatilla River - Connect downtown Pendleton to the Umatilla Riverfront. Improve access to the riverfront from throughout downtown Pendleton. Create visual and functional links between the river and the downtown.
- Economic Revitalization - Promote development of land adjacent to the Riverfront Walk for uses that take the best advantage of riverfront location. Promote economic revitalization of the River Quarter while retaining the natural character of the Umatilla River. Encourage pedestrian-oriented development and redevelopment.
- River Parkway Improvements - Improve the River Parkway to encourage even greater use of this amenity. Enhance safety & perception of safety within the River Quarter including the River Parkway.

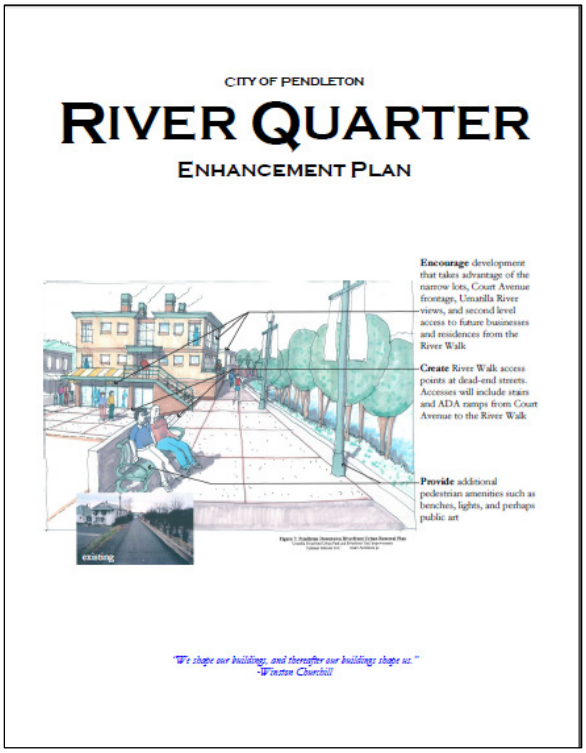
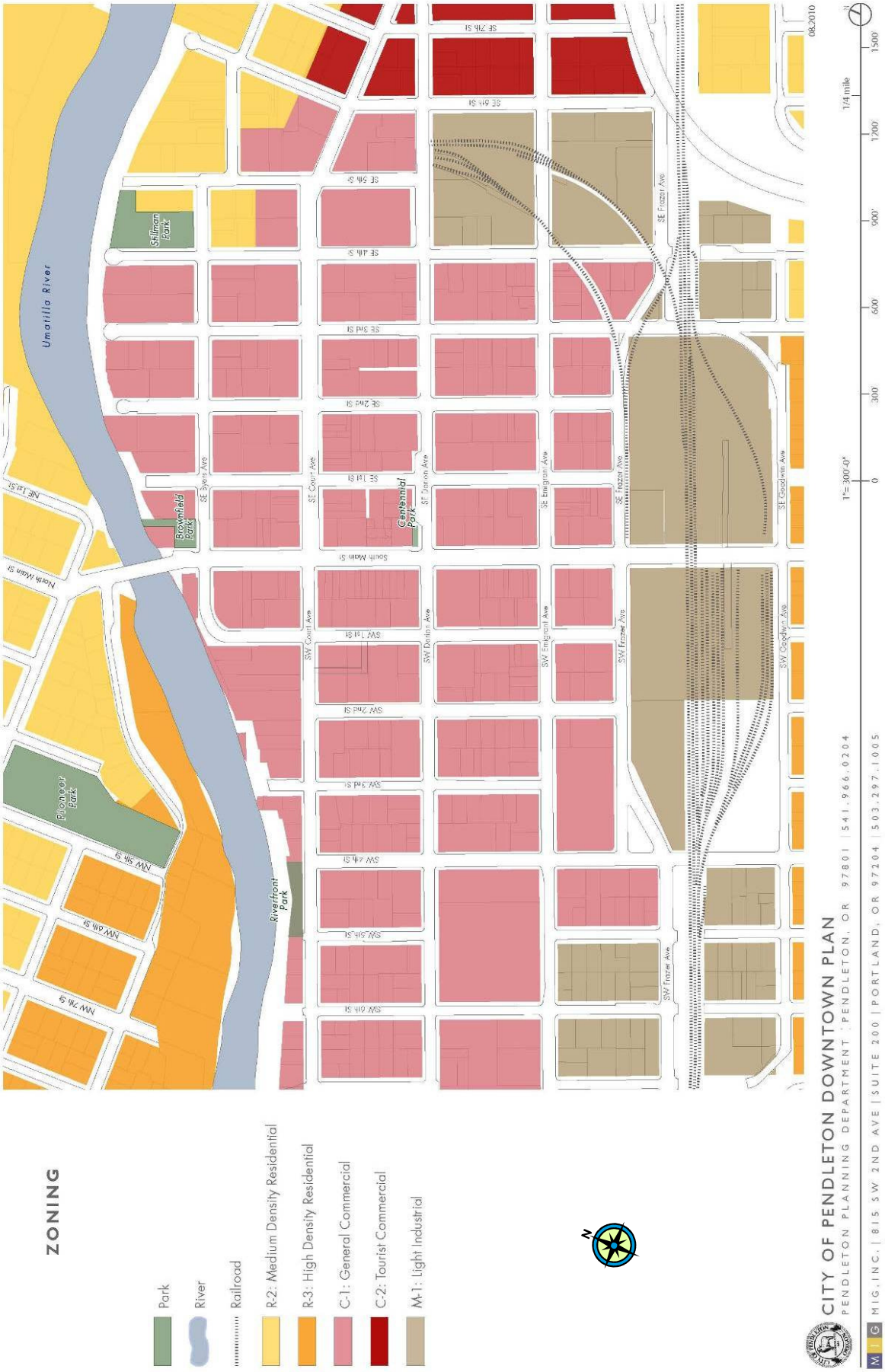


FIGURE 9. Base Zoning Districts



FUTURE LAND USES

The Downtown Plan is based, in part, on the Pendleton Downtown Plan Visitor Survey/Market Opportunity and Analysis Study prepared by FCS Group in November 2010. Additional information on development potential can be found in the Market Opportunity and Analysis Study in Appendix B.

Table 6.2 Downtown Pendleton Non-Residential Development Potential – 2010 to 2030
(thousands of square feet of gross floor area)

	2010 to 2015	2015 to 2020	2020 to 2025	2025 to 2030	Total
Artisan/Flex	0 to 4	0 to 12	0 to 12	0 to 14	0 to 42
Retail and Entertainment	4 to 8	8 to 16	10 to 16	9 to 22	31 to 62
Lodging	0 to 4	8 to 12	0 to 13	3 to 14	11 to 43
Services	4 to 4	3 to 7	4 to 8	4 to 8	13 to 27
Government	0 to 4	0 to10	0 to 10	0 to 12	0 to 36
Total	**6 to 24**	**19 to 57**	**14 to 59**	**16 to 70**	**55 to 210**

Source: FCS GROUP.

REDEVELOPMENT OPPORTUNITY AREAS

Pendleton's downtown core is almost entirely built-out, meaning there are few available parcels, and the high cost of restoring historic buildings (e.g., seismic and ADA retrofits) may limit redevelopment potential on some properties.

Redevelopment efforts in Downtown Pendleton should therefore focus on eliminating unnecessary zoning restrictions and providing an expedited review process for projects that are consistent with the Downtown Plan.

A handful of vacant parcels exist within the Downtown Core and more underdeveloped parcels exist outside the Core. The following sites should be given priority, provided the owners are interested in redevelopment and/or rehabilitation:

- The vacant corner lot at SW 1st and SW Byers could be redeveloped as a 2-4 story mixed-use building that takes advantage of proximity and orientation to the Umatilla River;
- The former Police Station property in the River Quarter could accommodate a mixed-use development oriented to the Umatilla River and SW Court Avenue;
- Some commercial infill development could locate on underdeveloped properties along Court, Dorion and Frazer;
- Existing housing stock with historic value should be rehabilitated, where practical; Community Development grants should be made available for weatherization and similar improvements;
- Historic façade rehabilitation will continue to be an important element of Downtown Pendleton revitalization as structures age and materials degrade over time from exposure to sun, wind and other elements; and
- If and when future market studies indicate there is adequate commercial demand, the Urban Renewal Agency in partnership with private property owners should consider redevelopment of surface parking lots for commercial uses with structured parking facilities as needed.

BUILT FORM

Many factors contribute to the character and sense of place that is so unique to each downtown. The original street layout, streetscape design, public spaces and the built environment all contribute to the human experience of place. Downtown Pendleton possesses many assets and opportunities related to each of these factors.

The overall built environment in Downtown Pendleton is primarily low to mid-rise with the majority of buildings being one or two stories. The building fabric along South Main Street is completely intact between Frazer Avenue and Byers Avenue with a continuous building edge. South Main Street also marks the greatest concentration of buildings with larger footprints. Moving south of Frazer Avenue, the built fabric is largely non-existent with just a few buildings with smaller building footprints. As one travels east and west from South Main Street, building footprints become smaller and the built fabric becomes less contiguous. A combination of vacant parcels, surface parking lots and landscaped setbacks/yards communicate a quick exit from the more urban-feeling core (Figure 11).

FIGURE 10. Downtown Pendleton Built Form

COMPREHENSIVE PLAN AMENDMENTS

The Downtown Plan becomes an official policy document of the City of Pendleton once it is incorporated into the City's Comprehensive Plan and Transportation System Plan (an element of the Comprehensive Plan). Those plans, along with the Downtown and Riverside Urban Renewal Plan, contain policies that direct everything from street design standards, to new parks, to zoning. Therefore, it will be necessary for the City to amend those plans to include relevant provisions of the Downtown Plan. Toward that end, the following policies shall be incorporated into the applicable chapters of the Comprehensive Plan and Transportation System Plan. (The Downtown and Riverside Urban Renewal Plan should also be updated following adoption of the Downtown Plan.)

Goal 8: Recreation

The City over time shall implement the recommendations of the Pendleton Downtown Plan relative to connecting Downtown to the Umatilla Riverfront, including but not limited to River Parkway and plaza improvements.

Goal 9: Economy

The City and its public and private partners shall implement the recommendations of the Pendleton Downtown Plan relative to increasing the vitality of Downtown and improving Downtown as a convention and tourism destination. A prioritized listing of enhancements developed by the community should be used to aid implementation.

Goal 10: Housing

The City shall amend its zoning and development regulations, as needed, to promote a range of housing opportunities for a 24-hour downtown, consistent with the Pendleton Downtown Plan.

The City, through public-private partnerships, shall encourage the adaptive reuse of upper building stories for housing, particularly in the Downtown where transit and social services are more readily available.

The City, through existing grant programs, shall encourage the restoration of its historic housing stock.

Goal 12: Transportation

The City shall work with ODOT, CTUIR and other public and private partners to maintain and enhance Downtown for all modes of transportation (pedestrians, bicyclists, motorists, transit, and freight) consistent with the Downtown Plan and the Transportation System Plan.

The City shall continue to improve upon the Parking Management Program downtown, consistent with the Downtown Plan.

ZONING ORDINANCE AMENDMENTS

Background and Approach to Zoning

The Downtown Plan will be implemented, in part, through amendments to the City of Pendleton Zoning Ordinance. As summarized earlier, Pendleton's zoning ordinance is fairly conventional. The "base" zoning regulations control land use and density, but they do not provide much direction for design or historic compatibility. In the Downtown, with its historically significant buildings, that is a shortcoming.

An alternative to conventional (Euclidean or "use-based") zoning has emerged in the last two decades. "Form-based zoning" focuses more on the form, scale and detailing of buildings, blocks and streets and less on the uses permitted in those buildings. Unlike performance zoning, which was created to make Euclidean zoning more flexible, form-based zoning aims at a different failing, the fact that earlier tools were not producing the types of districts and neighborhoods that people wanted.

Form-based codes address the concern that building height, lot coverage, and setback controls are far too crude to address the true impacts of building size and shape. While Euclidean codes define imaginary boxes within which each building has to fit (height, setback, coverage), many of the great places we all like to visit don't fit into such boxes. Some have continuous frontage along the streets with no spaces between buildings; some have occasional buildings much taller than the rest. Many allow public and religious buildings and monuments to violate the boxes, and having

a big town hall or cathedral at the end of a boulevard creates a sense of place. That can't easily be done within standardized boxes (Euclidean zoning) unless a set of standards (box) is created for each unique site.

In addition to the problem with generalized, uniform patterns of boxes, Euclidean zoning may do nothing to ensure the quality of development within those boxes; buildings inside the boxes can be beautiful or ugly, and that can make more difference to neighbors than the specific use inside the building. Form-based zoning is more prescriptive about what streetscapes, parking areas, and buildings must look like. Form-based codes may regulate building height relative to the width of the street, details on the façade, placement of parking and public buildings within a block, street furnishings, landscaping, and the architectural style of the buildings, among other things. In general, the controls are intended to create or reinforce a distinctive sense of place, and establish a more pedestrian-oriented (as opposed to auto-oriented) layout and scale. Form-based codes focus on "place-making" rather than a uniform set of rights for each lot.

Most form-based zoning is derived from six landscapes along a community "transect," which is an idealized model of good design, starting with the higher density neighborhoods and tapering off to the lower density at the edge of a typical city. Pendleton's River Quarter Plan might comprise one or two landscapes along the transect. The form-based approach asserts that most built-up areas fit into one defined transect or another, and if you choose the one that is right for the density and function of the area, its regulations will produce a better development than standard Euclidean controls. Transects need to be "calibrated" for each code because forms and standards differ by community just as they do in Euclidean codes.

What is common to all form-based codes is that they require compliance with many more building shape and size parameters than Euclidean zoning. Where a traditional zoning ordinance might contain only five or six main parameters (setbacks, heights, lot coverage, etc.), a form-based code for the same area might contain 16 to 20 parameters, which are intended to ensure that developments really fit the local context. Form-based codes typically rely on a regulating plan (i.e., schematic master plan) and regulate more than building style and furnishings. They are graphically oriented, using more pictures than text to convey permitted development forms.

Form-based zoning's advantages in communicating intended forms of development can also make it a relatively static tool. Unlike performance zoning, which can adjust to new trends in development, architecture, or technology, form-based zoning is more of a snapshot of what the community likes today. It represents an idea of what are desirable building designs based on current preferences.

Most communities that adopt form-based regulations do so either: (1) as an option to be used at the request of the property owner, usually the owner of a large piece of property than can be properly master planned; (2) as a mandatory code for a specific neighborhood or subarea with distinct character; or (3) they use some but not all elements of form-based zoning (e.g., a "hybrid" of Euclidean and form-based zoning), as Pendleton has done for its River Quarter Plan.

Based on the above considerations, the City has determined that a hybrid code combining elements of form-based regulations with the City's existing base zones would be appropriate for Downtown Pendleton. The Downtown amendments should emphasize land use flexibility; historic preservation, including adaptive reuse and restoration; and new development on key redevelopment opportunity sites. For the most part, this is the same approach used in the River Quarter Overlay.

Proposed Elements of Zoning

Similar to the River Quarter overlay, Downtown zoning should address the following elements:

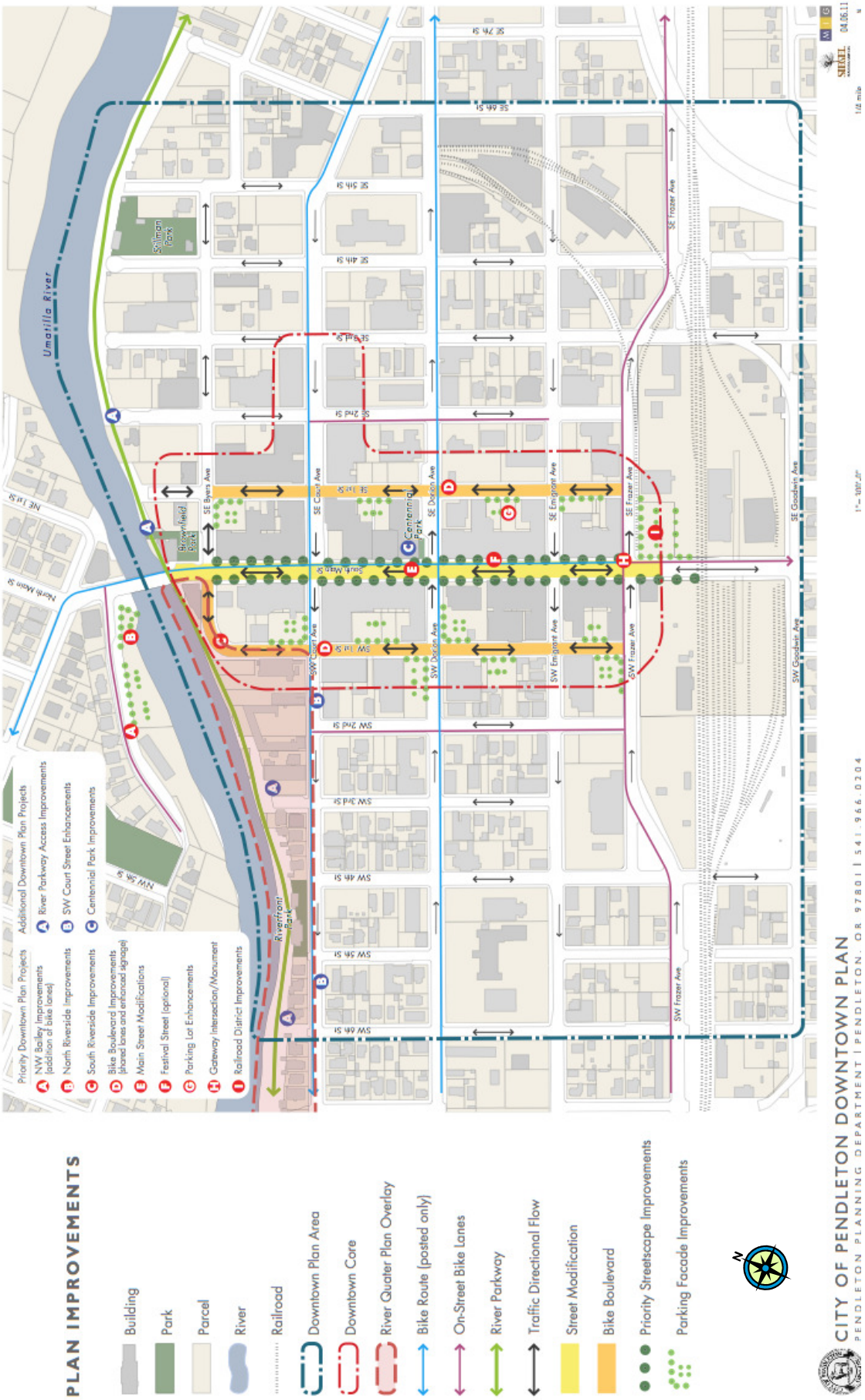
- Land Use
- Blocks
- Streets
- Civic Spaces
- Buildings-New; and Buildings-Historic – *Building design includes form, orientation, style, scale, function, materials/color, and detailing.*
- Landscapes and Storm Water
- Signs
- Outdoor Lighting
- Off-Street Parking

The specific code provisions should contain:

- Clear enabling language that sets forth the downtown code's relationship to Pendleton's *Comprehensive Plan, Transportation System Plan, Downtown Urban Renewal Plan, River Quarter Enhancement Plan*, and other adopted plans and standards;
- Regulatory "intent statements" that clearly articulate the *Downtown Plan* Vision;
- Flexible land use standards that encourage mixed-use development and adaptive reuse of historic buildings;
- Context-driven design standards that relate to specific subareas (see Figure 12);
- Clear definition of mandatory code requirements, performance-based incentives, and guidelines; the code should state when conformance to guidelines is mandatory;
- Graphics with examples of "desirable" and "undesirable" development;
- Clear land use/development review procedures, including adjustment procedures;
- Appropriate delegation of decision-making responsibilities between City staff, Planning Commission, and Design Review Board or Committee (as may be applicable in the future); and
- Integration with the *City of Pendleton Zoning Ordinance* and cross-references to Pendleton's *Public Works Design Standards,* as applicable.

FIGURE 11. Conceptual Downtown Plan Improvements

Bicycle treatments will be on Main Street, not SE and SW 1st Streets as shown here



Chapter 7: Implementation Strategy

The Pendleton Downtown Plan is a 20-year vision for how the downtown area of Pendleton can grow and thrive. The Plan includes an ambitious list of projects and investments that exceed current funding levels. Successful implementation of the Plan will require establishing project priorities and a strategic approach to both phasing and funding. The Implementation Strategy is presented in three sections:

1. Action Plan
2. Planning-Level Cost Estimates
3. Funding Strategy

Action Plan

Strategic Planning Actions

Several planning actions are critical to set the stage for desirable development in Downtown Pendleton. The regulatory, administrative and facilitative tools listed below are recommended to aid implementation. The following narrative discusses the various actions, as well as the rationale for each, in greater detail.

A. The City should amend its Comprehensive Plan and adopt appropriate amendments to facilitate implementation of the Downtown Plan.
B. The Community Development Department shall oversee implementation of and amendments to the Downtown Plan.
C. An Implementation Steering Committee shall be established to provide public input into the overall implementation process.
D. The Committee members shall be appointed by the City Council. The Committee shall be composed of four downtown merchants, one person designated from the Chamber of Commerce and the remainder to be filled at large; and shall be convened by a neutral party facilitator. The Committee should have at least two public meetings prior to making any recommendations. Recommendations shall be based upon a minimum of nine votes in favor.
E. The Committee shall meet at least annually to prioritize projects and funding opportunities as long as this Plan shall remain in effect.
F. The Committee shall present its recommendations to the Planning Commission, who will consider all proposals at a public hearing and then forward a recommendation to approve, approve with changes, or deny the request to the City Council for final adoption.

Community Investments

The infrastructure improvements for Downtown Pendleton are described in detail in Chapters 4 and 5. They are summarized as follows:

A. Improvement of the North Umatilla River Subdistrict, including parking lot improvements, better connectivity to the Main Street Bridge, a scenic overlook and river access;
B. Improvement of the South Umatilla River Subdistrict, including pathway renovation between SE 4th and SW 4th adjacent to Byers, scenic overlook and other streetscape improvements;
C. Bicycle Boulevard Improvement on Main Street including stenciled "sharrow" lane markings, enhanced signage, landscaping, bike parking and other improvements;
D. Main Street Modifications identified previously in Chapter 5;
E. Festival Plaza or other public/event space including shading, infrastructure and vendor utilities;
F. Parking Lot Enhancements targeting off-street lots (public and private) along SW 1st Street and SE 1st Street including landscaping, pavement and architectural features;
G. Gateway Intersection/Monument(s) that would likely be implemented in the Main Street or Railroad District Improvements; and
H. Railroad District Improvements to enhance the public parking that flanks South Main Street including landscaping, more efficient layouts and on-site stormwater management.
I. Continue with projects already identified in the Urban Renewal Plan and River Quarter Enhancement Plan.

Table 7.1 Action Roles and Responsibilities Matrix

Strategy	Implementation Actions	Responsibility
Strategic Planning Actions		
Implementation Steering Committee	Establish a Steering Committee to continue public input into the implementation process	City, ODOT
Designate Implementation lead	Designate a single department to oversee implementation of the Plan	City
Comprehensive Plan Amendments	Adopt amendments to facilitate implementation of the Plan	City
Zoning Code Amendments	Adopt form-based zoning amendments to facilitate implementation of the Plan	City
Community Investments		*PPBO=private property & business owners*
Main Street (3 lane configuration)	Fund/Design/Construction	City, ODOT
Main Street (Festival Street additions)	Fund/Design/Construction	City, ODOT
SE and SW 1st Streets	Fund/Design/Construction	City, ODOT
S. Main St Gateway/Railroad Subdistrict	Fund/Design/Construction	City
S. Umatilla River Subdistrict	Fund/Design/Construction	City
N. Umatilla River Subdistrict	Fund/Design/Construction	City
Parking Lot Improvements	Fund/Design/Construction	City, PPBO
Façade Improvements	Fund/Design/Construction	City, PPBO
Other Gateway Landscape Improvements	Fund/Design/Construction	City, PPBO

PLANNING-LEVEL COST ESTIMATES

All cost estimates shown in Table 7.2 below are detailed in Appendix A from the original draft Downtown Plan and may not represent the projects and costs for the adopted Plan. Based upon ongoing public input, the Implementation Steering Committee will establish timelines for implementation of the elements of this plan. Cost estimates will be added to reflect the agreed-upon scope of the Plan and the appropriate funding options.

Table 7.2 Cost Estimates

Estimated Expenditures		
Main Street (3 lane configuration)	$2,915,251	**Note:**
SE and SW 1st Streets	$438,009	All cost estimates refer to the draft plan proposed by Siegel and Associates
S. Main Street Gateway/Railroad Subdistrict	$498,508	and may not reflect the actual cost as individual projects are modified,
S. Umatilla River Subdistrict	$779,407	designed and constructed.
N. Umatilla River Subdistrict	$1,188,915	
Total Expenditures	**$5,820,090**	
Main Street (Festival Street additions)	$1,703,929	
Total Expenditures w/Festival Street	**$7,523,719**	

FUNDING SOURCES AND FINANCING STRATEGY

FUNDING SOURCES

The major existing and potential funding sources are described below. This is followed by a recommended financing strategy and potential funding scenarios. Funding sources that should be considered by the City of Pendleton, Downtown businesses and property owners, and area residents include (but are not limited to):

- **System Development Charges (SDCs)** – The city may revisit its SDC methodology and charge structure for transportation, parks and storm water facilities. A new citywide SDC methodology could be created that encourages downtown development and brings in additional funding for roads, pedestrian/bicycle and park facilities. Any new SDC fee increase could be phased in over 2-5 years to mitigate development impacts as the regional and national economy climb out of the recent economic recession. However, potential funding for downtown improvements from SDCs is not expected to be a major source of revenue for several years, even if the streetscape improvements measurably improve vehicular or pedestrian capacity;
- **Local Improvement District (LID)** – A downtown LID engineering study could be conducted to create an equitable approach for assessing downtown property owners over a specified period of time. The LID could include zones with varying assessment levels to account for benefits that are perceived to vary by location or land use/building/occupant characteristics (e.g., LIDs may exempt upper-floor redevelopment or owner-occupied households). The use of a Local Improvement District was not the preferred method of funding during the time this Plan was developed.
- **Urban Renewal District** – While the city's existing Urban Renewal District has little available funding to invest in planned facility improvements, it could become a source of long-term funding to help match non-local loans or grants, especially after additional private investment occurs in the district. Potential funding from this source should be targeted to raise approximately $500,000 over the next 15-20 years;
- **Parking District** – The city may opt to establish a parking district in downtown to pay for parking facilities and systems management/maintenance enhancements. Funding revenues for the parking district could be initially obtained by charging downtown businesses, residents, and employees for monthly or annual parking permits to allow for all-day parking in designated locations in the downtown core area. Free parking is recommended for short-term (less than four hours) for downtown visitors and patrons. Parking revenues may also be enhanced thorough special event pricing policies and through citations. This funding source should be targeted to raise approximately $75,000 annually approximately $1 to $1.5 million over the next 15-20 years;
- **Utility Rates** - The city may explore establishing a street utility fee, parks utility fee or storm water drainage fee throughout the city. This fee could result in enhanced maintenance revenue but is unlikely to generate significant sources of capital proceeds. The ability to provide new sources of local maintenance funding could help free up the use of state shared tax revenues from vehicle fuel tax and registration fee formulae proceeds, which could in turn be used to help offset the local cost of financing downtown capital facilities on a pay as you go basis;
- **General Obligation (GO) Bonds or Revenue Bonds** – The city could pursue a city-wide "people, parks and places" bond measure that generates adequate funding for all or a portion of the planned downtown streetscape improvements along with other parks and trail improvements throughout the city. These types of bond measures are more successful when they result in "heritage improvements" that benefit residents with strategic parks and pedestrian safety improvements (such as enhanced access to schools and parks);
- **Donations or Corporate Sponsorships** – The city could work closely with non-profit foundations, such as the Pendleton Foundation Trust or a newly established non-profit organization to establish tax deductable programs for specific streetscape elements, such as street trees, lighting, and artwork. This type of investment could be targeted to net about $100,000 to $200,000 for project improvements; and
- **Grants** – There are a number of state and federal grant programs that the city could pursue to match local funding sources and leverage private investment in downtown. Programs such as the Community Development Block Grant (CDBG) program and USDA rural community enhancement grants could be targeted to raise about $1 to $1.5 million in upfront capital facilities proceeds.

FINANCING STRATEGY

The Pendleton Downtown Plan includes a framework for enhancing downtown livability, visitation, business activity, and private investment. The plan entails leveraging the current historic and cultural characteristics of downtown and providing safe and convenient access through local streetscape, parking and parks improvements.

The public capital costs for reconstructing downtown streetscapes, improving gateways, and better connecting downtown to the Umatilla River may require a mix of local funding sources to leverage available non-local (e.g., state, federal, and foundation) grants. The funding sources judged capable of providing the necessary funds were identified previously. These local funding sources have the potential to raise appreciable funds over the term of this Plan. Ancillary local funding sources could be targeted to raise additional funding. This plan identifies potential funding sources only. Although it may recommend a course of action, it does not mandate that any particular funding strategy be implemented, nor does it bind the City or any private interest to construct and/or fund any identified project within a specific time frame.

These techniques may adequately address modifications to Main Street, but not the more expensive Festival Plaza option. Hence, the city may pursue multiple strategies to fully fund downtown streetscape improvements:

1. **Scenario 1 – Maximize Non-Local Funding.** Assumes that a new city-wide General Obligation Bond or Revenue Bond referendum (e.g., "People, Parks, and Places" bond measure), combined with a small downtown LID, leverage additional local funding from the URD, SDCs and donations. These funds could be used to leverage additional State, Federal, and/or foundation grants.
2. **Scenario 2 – Maximize Local Funding.** In the event that Scenario 1 does not result in non-local grants, the city may decide to enhance local funding through a downtown parking district fee, combined with the bond measure described above.
3. **Scenario 3 – Hybrid Approach.** In the event that the city-wide bond measure fails to receive voter approval, the city may desire to scale back the planned downtown streetscape improvements (to reduce costs) and establish a local funding source using a smaller amount of LID and parking district assessments to obtain consent from impacted property owners and businesses. Once the local LID and parking districts are formed, the city could pursue state and federal grant funding targeting a 50% match. The final design of the downtown streetscape improvements would be delayed and refined/downsized in line with available local and non-local funding sources.

PRIORITIZATION AND PHASING

A necessary step towards implementation of the Downtown Plan is to determine what proposals are most important to Pendleton residents and other stakeholders. Continued outreach to affected residents, businesses and property owners is of paramount importance to gain the necessary public support during the implementation process. Cost, timeframe and feasibility are three of the many possible factors considered by stakeholders in compiling a prioritized project list.

While public outreach efforts during the Downtown Plan's development were fruitful and informative in the process of formulating proposals, more outreach must be done to communicate specific implications of possible projects. The Implementation Steering Committee will initiate future outreach efforts to various stakeholder groups to determine how to best prioritize plans and phasing for proposals described in this document. This will further the goal of an open, inclusive and deliberative planning process.