

CITY OF UMATILLA
COMMUNITY DEVELOPMENT DEPARTMENT
PARKS AND RECREATION



MASTER TRAILS PLAN

City of Umatilla
700 6th Street Umatilla, OR 9788
February 4, 2020

I. Executive Summary

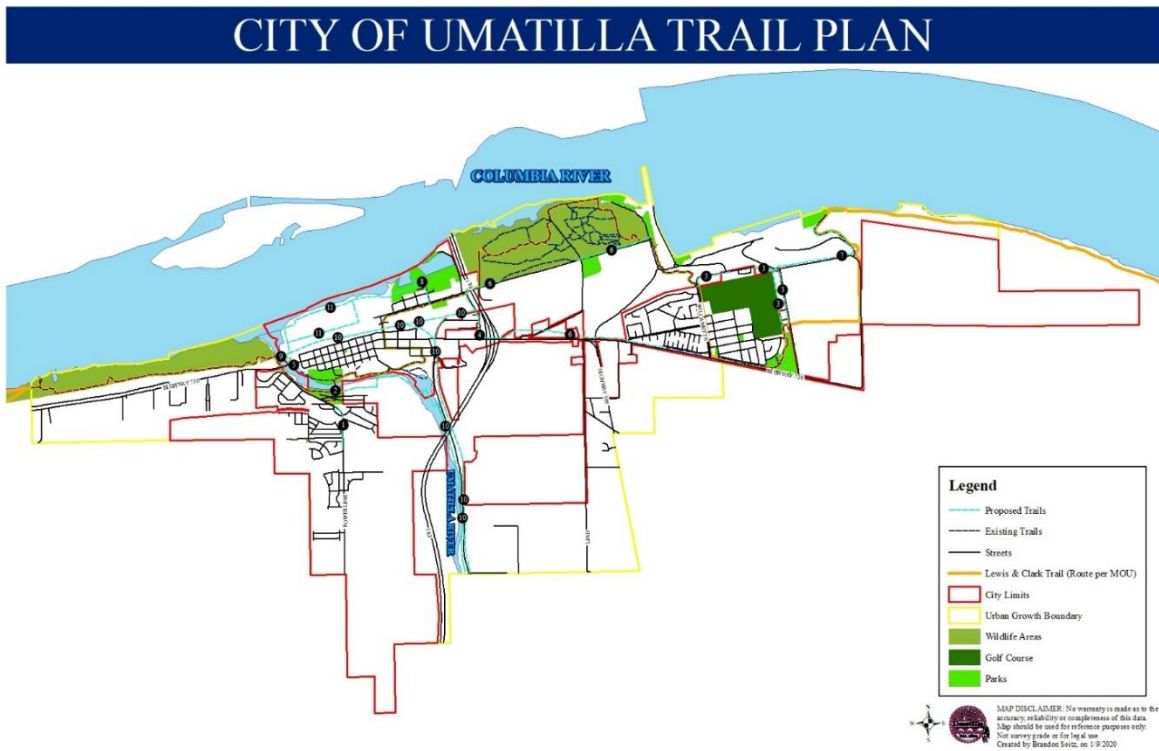
The Umatilla Trail Plan is intended to serve as a concept for future development, improvement and management of the proposed and existing network of trails, paths and sidewalks in the city. The plan includes 11 major projects that will result in a trail system that connects the three regions of the city: McNary, Downtown and South Hill. The Trail Plan is designed to connect the city trail system with the west Umatilla County Umatilla River Trail, the Morrow County Heritage Trail and the Lewis & Clark Trail.

The Umatilla Trail Plan is primarily conceptual but also includes varying degrees of detail, understanding that specific projects will require refinement plans for design and engineering, as well as a strategy for funding and capital improvement. A list of recommended next steps is included at the end.

Umatilla’s unique location at the confluence of the Umatilla and Columbia Rivers, together with the desire of City Council and residents to enhance livability and walkability and the relatively moderate climate, positions the city to become one of eastern Oregon’s premier park and recreation destinations.

The Umatilla Trail Plan builds upon the foundation of previous planning efforts to improve non-automotive transportation in Umatilla and to support exercise, outdoor recreation and tourism.

Eleven major projects are included in the Trail Plan. The community was invited to prioritize the projects, one for each of the three regions in the city: South Hill, Downtown and McNary. The community ranked project #1, “South Hill Connector” for the South Hill Region, project #11, “Marina to Umatilla Landing Park” for the Downtown Region and, project #3 “McNary Connector” was ranked highest for the McNary neighborhood. Accordingly, upon adoption of this plan, City staff will make it a priority to secure funding for these three projects. However, as explained during the community meetings, other projects may be constructed earlier if opportunities for funding arise. Examples include project specific grant criteria, projects funded directly by new development or conservation grants that would combine habitat restoration and trail construction.



Acknowledgements

The completion of the Umatilla Trail Plan was made possible thanks to involvement and input from:

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David Stockdale, City Manager	Tamra Mabbott, Community Development Dir.
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Jodi Hinsley	Ramona Anderson
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University of Oregon's Resource Assistance for Rural Environments (R.A.R.E.) Program	
Matt Tsui, RARE Volunteer	Titus Tomlinson
Aniko Drlik-Muehleck	Julie Foster
Megan Smith, deceased.	

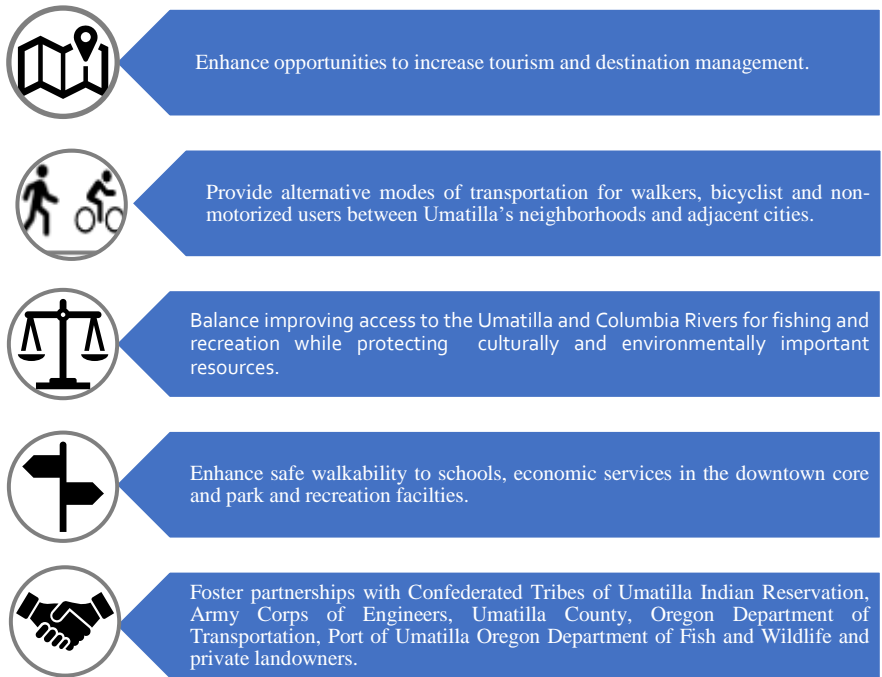
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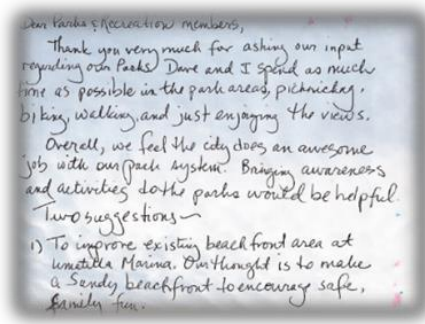
II. Goals and Objectives

The goal of the Umatilla Trail Plan is to create a city-wide system of trails that serve as an alternative to motorized transportation, that enhance public health and foster the development of a premier outdoor recreation experience and destination for tourism.

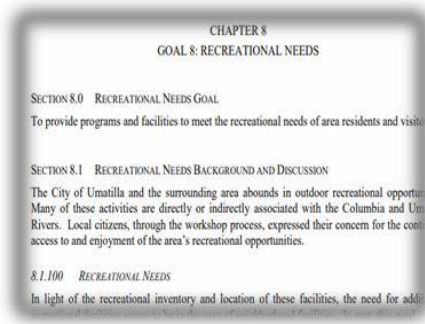
Objectives listed below complement the overarching goal of a city-wide trail system. The list was inspired by survey responses, City Council goals, the City Comprehensive Land Use Plan and numerous public involvement venues.



City Council Goals
July 2019- June 2021



Surveys provided insight into Umatilla's citizen's recreational value

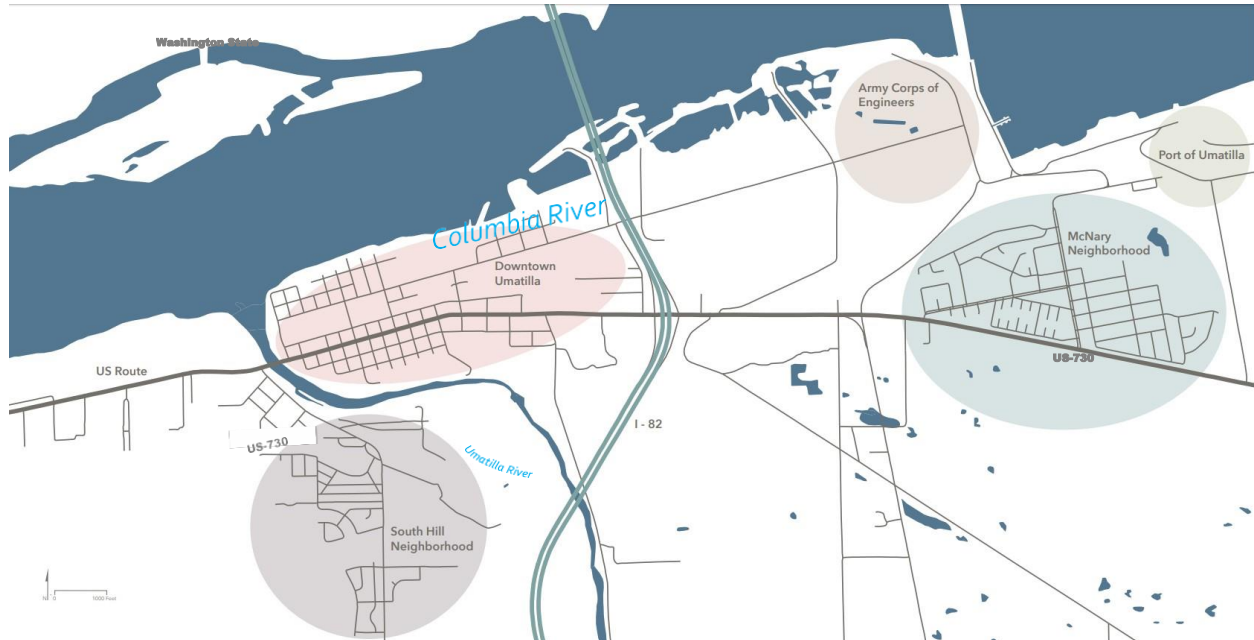


The City of Umatilla Comprehensive Land Use Plan and the Bicycle Master Plan and Chapter 8 Goal 8: Recreational Needs provided insight on City of Umatilla previous trail planning.

III. Planning

Local level

The City of Umatilla is geographically located at the confluence of the Umatilla and Columbia Rivers and the intersection of Interstate 82, State Highway 730 and State Highway 395. These major transportation facilities and rivers divide Umatilla into three isolated neighborhoods: Downtown, South Hill and McNary. The improvement of Umatilla’s trail network aims to provide citizens with safe and walkable connections between neighborhoods. The trail plan is an opportunity to consider how Umatilla’s streets, trails and sidewalks can be developed for multi-modal transportation for residents and visitors.



(Source: Umatilla Framework Plan)

Regional level

The City of Umatilla is located in western Umatilla County, part of the northeast region in Oregon. Umatilla is part of a network of cities located along the Columbia River. Umatilla has a unique geographic feature as it is located at the confluence of the Umatilla and Columbia Rivers. The City is regionally located almost equidistant to major Pacific Northwest cities of Seattle, WA, Spokane, WA, Portland, OR and Boise, ID. Umatilla’s location along two rivers make it an excellent site for outdoor recreation and related tourism.

Plan Consistency – Several existing plans were considered in the development of this plan and in the evaluation of trail systems for Umatilla.

Local level	County level	State level
<p><i>The City of Umatilla, Oregon Comprehensive Land Use Plan (Re- Adopted by City Council on January 8th, 2013)</i></p> <p><i>“A system of pedestrian and bicycle linkages between parks and outdoor recreation should be encouraged.”</i></p> <p><i>(Chapter 8, Goal 8: Recreational Needs, Section 8.3 Recreation Needs)</i></p> <p><i>Bikeway Plan, 1999</i></p> <p><i>Framework Plan, 2017</i></p> <p><i>Umatilla Together, 2017</i></p>	<p>Umatilla County Comprehensive Plan (Amended in 1983, Revision Date: June 7, 2017)</p> <p><i>“Encourage and work with local, state, federal agencies and private enterprise to provide recreational areas and opportunities to citizens and visitors to the County”</i></p> <p>(Chapter 11. Recreational Needs)</p>	<p>The Oregon Trails 2016: A Vision for the Future - Oregon Statewide Recreation Trails Plan (2016-2025)</p> <p><i>“Need for more trails connecting towns/public places. This issue is addressed by trails projects that connect communities to each other; provide connections between existing trails; close a gap within an existing trail; provide links to trails outside Urban Growth Boundaries; provide access to parks and open space; and provide access to significant facilities within communities such as schools, libraries, indoor recreation facilities, and businesses.”</i></p> <p>(Chapter 11: Recreational Trail Program)</p>
		

Other Trail Plans and Programs

Umatilla River Trail Concept is a new planning effort envisioned to connect Umatilla with the other cities in West Umatilla County, including Hermiston, Stanfield and Echo. Named “Umatilla River Trail,” the regional system will include alignments on and off the Umatilla River. The regional trail plan recognizes that each city has trails within their respective city limits and that those municipal systems will connect for a regional system. This regional trail effort will open more opportunities for recreational and non-automotive commuting options and, importantly, it will engender more interest in development of outdoor recreation assets, destination development and promotion of tourism in the region.

4.9 Columbia River Heritage Trail Concept Plan (June 2000) includes a trail system that connects Umatilla to the Irrigon Wildlife Area and Morrow County. It has a direct connection along the Columbia River and provides a unique outdoor experience for persons who are able to traverse more rugged terrain.

Prescription Trails is a program started in New Mexico, designed to give health care professionals tools to increase walking and wheelchair access on suggested routes, targeting and promoting healthy lifestyles for families. Health care professionals are beginning to use these prescription trails by prescribing walking programs based on the physical condition of individual patients. The Adult Health Subcommittee of the Good Shephard Health Foundation is working to establish the Northeastern Oregon Prescription Trail program to serve nearby communities, including Umatilla.

Currently, two routes in Umatilla are included on the website.

<http://www.gshealth.org/education/prescription-trails>.



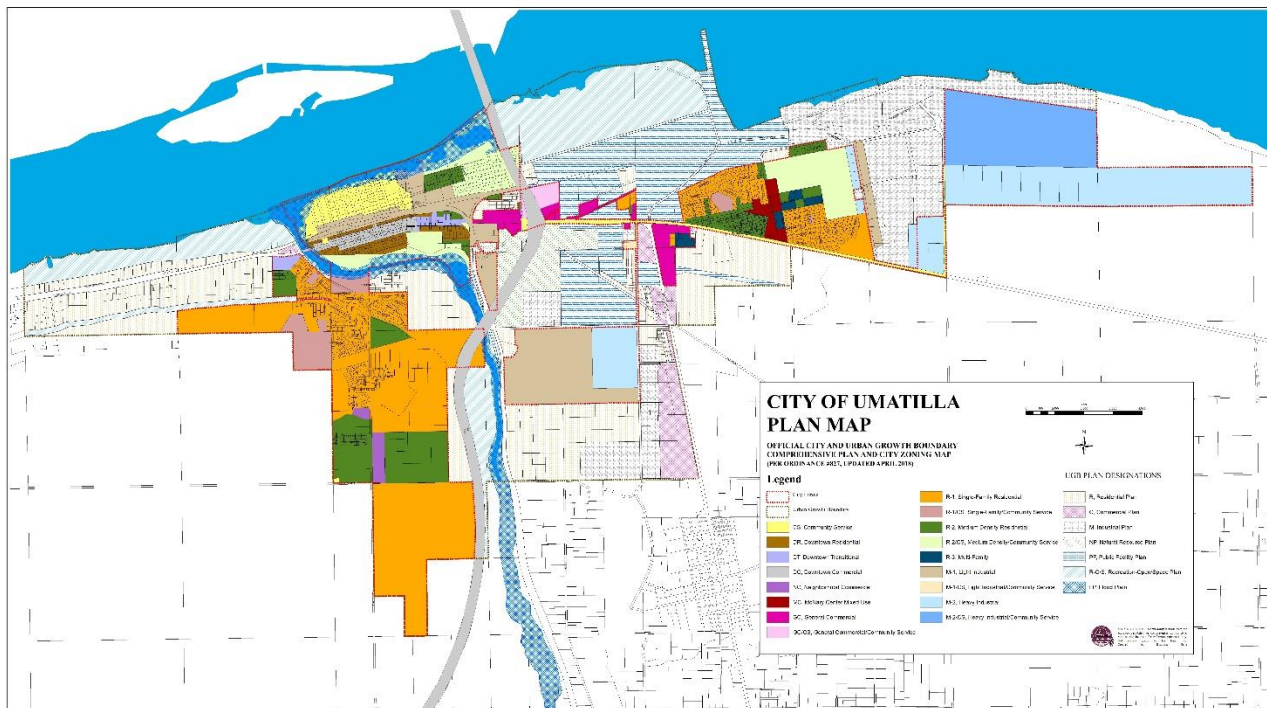
Source: <http://www.walkrxtrails.com>



Land Use Planning

The Umatilla Comprehensive Plan and Zoning Ordinance is designed to guide land development and re-development inside the city limits and urban growth boundary (UGB). See map below of the Plan designations throughout the city and UGB. Development standards are updated periodically with the intent of guiding growth with community appropriate, clear and objective standards. Planning and zoning standards are essential tools for insuring population and industry growth is balanced and appropriately located to insure compatibility and sustainability.

Similarly, the Transportation System Plan (TSP), as part of the Comprehensive Plan, is designed ensure that properly situated pedestrian-friendly infrastructure connects people to neighborhoods, parks, rivers, businesses and services. The Umatilla Trail Plan will be implemented in conjunction with the Comprehensive Plan and Transportation System Plan.



Challenges to Development

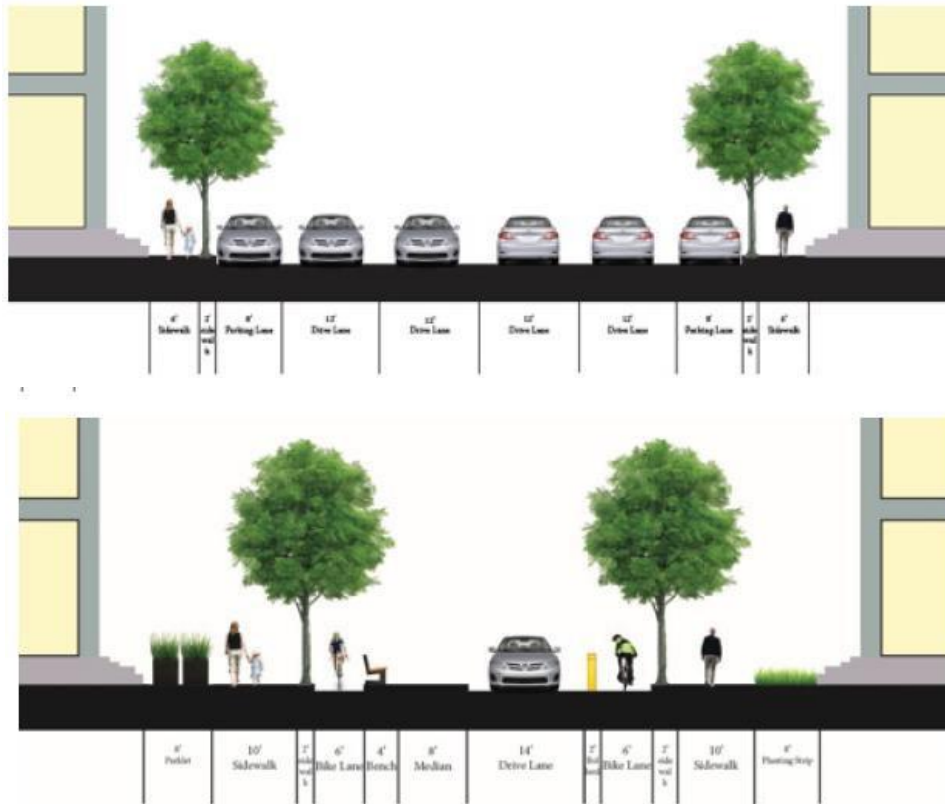
While plans are intended to guide development, there are physical barriers and other hurdles that warrant attention in order to develop a city-wide pedestrian-friendly trail network. Some of the challenges are listed below:

- Federal government agencies are not required to notify Umatilla County when agency ownership changes. Thus, tracking agency leads can be difficult which is important when coordinating in development of projects.
- City of Umatilla and Umatilla County lack adequate funds to properly maintain county roads located within city limits. Examples include Powerline Road, Umatilla River Road and Brownell Boulevard. These roads have a high volume of vehicles and are also ideal for co-locating bike/pedestrian facilities.
- Transportation infrastructure, such as railroads, highways, irrigation canals and powerlines create barriers for future trails. For example, irrigation canals and railroads typically do not permit new pedestrian access or bridges.
- The Confederated Tribes of Umatilla Indian Reservation (CTUIR) require consultation to ensure historical and cultural resources are not disturbed. While city recognizes the importance of protecting the resources, consultation, review and permitting add time and expense to projects. The City and CTUIR have a program in place to hire a cultural monitor during ground disturbing activities which has streamlined the process, however this does add to overall project cost.
- There are state and federal laws that protect cultural resources. In Oregon, Oregon Revised Statutes Chapters 358.905-358-961 require protection of cultural resources. Numerous federal laws protect cultural and historic resources, including the National Historic Preservation Act, the National Archaeological Resources Protection Act and the Native American Graves Protection.
- City of Umatilla Comprehensive Plan Chapter 5, which addresses Statewide Planning Goal 5 Resources, identifies many resources that warrant protection. The Plan provides primarily general information about Goal 5 resources and requires city staff to analyze impacts on a project by project basis.
- Natural resources, such as wetlands, soil riparian areas, wildlife areas, etc. require specialized permitting to start construction. Consultation, design, and permitting with the applicable organization is required and adds to the overall project costs.

Opportunity to rethink new streets

The development of a trail plan created an opportunity to rethink the purpose of transportation as a means of commuting with vehicles but also for pedestrians and bicyclists. By prioritizing trails, streets will be viewed for multiple purposes, for both people and bicycles as well as for automobiles and trucks. Streets are valuable infrastructure which can serve a dual purpose for bicycles and pedestrians if designed accordingly. In previous decades in the United States, transportation had the primary purpose of moving motor vehicles and freight. Umatilla is a community that is no exception to that historical trend. With this trail plan, rights-of-way will be retrofitted and designed to include bikes and pedestrians, where appropriate. This will have the added benefit of reducing demand for parking and, over time, decreasing the number and size of travel lanes.

The diagrams below illustrate generally the historic use of right of way, (top graphic) which was focused on moving vehicles and compares to a more contemporary design (bottom graphic) which incorporates bicycle and pedestrian use.



IV. Community Background History

Umatilla has a rich history shaped in part by transportation, ideally located within the regional at the confluence of two rivers and the intersection of two interstate systems. The rivers have been significant since Native American tribes first inhabited the land, since time immemorial.

The highways, Interstate 82 and Highways 730 and 395 are significant regional freight and vehicle facilities. Today, Umatilla continues to be a transportation hub for trade and is dominated by infrastructure for automotive, railroad, and river transportation of people and goods.



Umatilla, Cayuse and Walla Walla Tribes used a network of trails that connected Winter Villages and Summer Resource Areas surrounding present-day Umatilla for seasonal foods.

Time Immemorial

Lewis and Clark's Expedition traveled by canoe on the Columbia River and camped near present day Irrigon and Plymouth

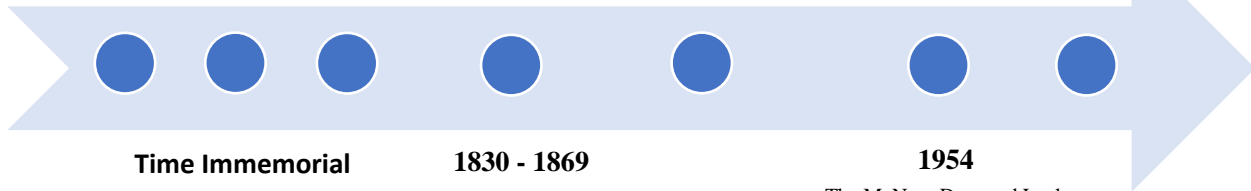
1805 to 1806

Settlement started at intersection of Columbia River and Umatilla River for the purpose of transferring goods to the Walla Walla Route by boat and railroad

1872

Highways and bridges I-84, I-82, US Route 395, US Route 730 are built allowing automobiles efficient transportation mostly agricultural products from Umatilla County.

1926 to 1957



Time Immemorial

Umatilla, Cayuse and Walla Walla Tribes traveled by horse and by boat for celebrations, war, feasts, gatherings, funeral and trading.



1830 - 1869

Settlers migrated west on the Oregon Trail. A spur of the Oregon Trail connected Echo and present-day Umatilla

The Pioneers sang about it, dreamed about it, and very often bet their lives on it...they were bound for Oregon... The Promised Land. The ruts of their wagon wheels can be followed along interstate 84.

1954

The McNary Dam and Lock was completed. This provided safer commercial navigation for barges along Columbia River and hydroelectricity for a growing agricultural industry

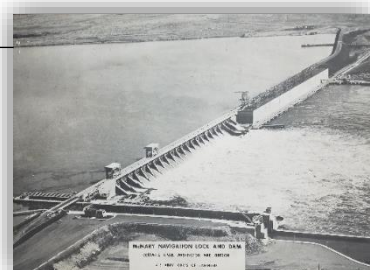


Photo Credit: Umatilla Museum & Historical Foundation

Demographics

The following demographic information is based on the American Community Survey 5-year Estimate from the United States Census Bureau and the 2018 Portland State University Population estimates.

Population

The total population in 2010 of Umatilla was 6,906 people. The Portland State University 2018 Income Survey estimated population at 6,997. Portland State University Population Research Center forecasts the population will grow to 8,714 to 12,284 people or 1.8% between 2016- 2035, which is a faster rate than that of Hermiston and Pendleton.

Race/Ethnicity

According to the Portland State University's Population Research Center¹, the race/ ethnic profile in Umatilla is 52.2% White, 43.1% Hispanic/ Latino, 2.2% Black / African American, 1.2% American Indian and Alaska Native, 0.5% Asian, 0.2% Some other Race and 0.7% Two or more races.

Age

Umatilla's population can be organized into three categories (Youth, Working Professionals, Retired) as they require different services.

Youth = Toddler and children between 0 to 18 years old; likely attend Umatilla School District Schools

Working Professionals= Adults between the ages of 19 to 59 years old in the workforce

Retired= Adults that are 60 and over

Income

According to the 2018 Portland State University Income Survey conducted at the request of the city, 54.7% of residents that live within the city and urban growth area are considered low-moderate income. Gross family income ranges from less than \$29,000 per year (33% of the population) to \$56,301 or more per year (27.8%). Low income correlates to a barrier to access to automobile for transportation and a higher need for non-automotive transportation such as transit or bike and pedestrian facilities.

Transportation Modes of Use

According to the 2012- 2016 American Community Survey 5- year estimates, 82% (1,542 people) of Umatilla citizens reported that they drove alone, 13.8 % (258 people) carpooled, 0.1 % (35 people) walked and zero persons reporting indicated they used public transportation (excluding taxicabs). Access to public transit is new to Umatilla, including twice daily stops at McNary Market and two stops on Sixth Street (highway 730). Plans are underway to expand public transit service in the city, specifically, to increase KAYAK bus service routes, frequency of stops and transfers to cities within West Umatilla County and North Morrow County. The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) operates KAYAK, a free bus service. As part of the transit planning, strong consideration will be given to algin bus stops and routes within close proximity to trails and bike lines.

Oregon Statewide Comprehensive Outdoor Recreation Plan

The importance and value of demographics was a principal theme in the 2019-2023 Oregon Statewide Outdoor Recreation Plan. For example, in the resident outdoor recreation survey, the Oregon Parks & Recreation Department identified accessibility accommodation priorities by demographic group. In the table below, taken from the 2019-2023 SCORP, several themes appear to apply to Umatilla. For example, the survey found that the Latino population placed a high priority for rehabilitation of recreation areas and facilities to increase handicap accessibility, a desire for more benches along trails and more accessible parking. Similarly, low income population expressed desire for more benches along trails, more accessible paved trails, more accessible restrooms, rehabilitation to comply with American with Disabilities Act requirements and a desire for public transportation to parks.

Table 12.65. Statewide accessibility accommodation priorities by demographic group– Oregon resident outdoor recreation survey

Young Old Population
Rehabilitation of a recreation area or facility which does not meet access requirements of the ADA
More accessible parking
More benches along trails
More accessible restrooms
Middle Old Population
More safe walking areas (free of fall risk)
More benches / places to sit
Public transportation to parks
Allow electric mobility devices on trails
Latino Population
Rehabilitation of a recreation area or facility which does not meet access requirements of the ADA
More benches along trails
More accessible parking
Asian Population
More benches / places to sit
Easier trails
More information about accessible facilities
Families With Children
More accessible paved trails
More accessible parking
Accessibility education for staff and visitors
More accessible playground facilities
Low-Income Population
More benches along trails
More accessible paved trails
More accessible restrooms
Rehabilitation of a recreation area or facility which does not meet access requirements of the ADA
Public transportation to parks

Public Involvement

The city hosted a variety of opportunities for public involvement, both formal and informal. Umatilla School District students contributed to the plan in a variety of formats including paper and online surveys as well as organized events.

"Having a nicely paved/black top trail along the river would be a great asset for Umatilla. This would allow many residents to engage in many activities in clean, peaceful, comfortable atmosphere."

- Umatilla High School Student Survey Youth Advisory Council Survey (2018)

"93.5% of survey responses stated they would engage in walking, 52.3% engage in biking and 48.6% would engage in fishing."

- Umatilla High School Student Survey - Youth Advisory Council Survey (2018)



The most voted obstacles preventing residents from using parks, recreation facilities or trail in Umatilla are: "Not aware of facilities available," "Poor maintenance of facilities" and "Lack of amenities available"

- Park and Recreation Survey (2016)

The majority of residents in Downtown, McNary and South Hill have a need for "Walking/Jogging Trail," "Biking Trails," "Natural Area/Wildlife Habitat."

- Park and Recreation Survey (2016)



"The Umatilla trails are a huge significance to our public and tourists that wish to explore."

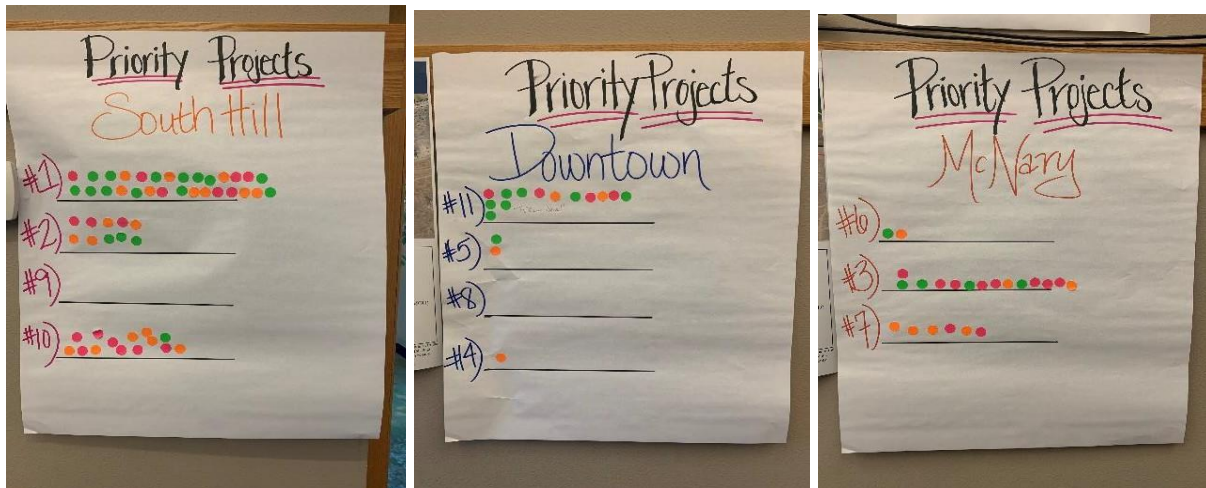
- Umatilla High School Senior Civics Class Respondee

Prioritizing Projects for each neighborhood -Open House

On September 10, 2019, City Parks & Recreation Committee hosted an Open House where 30 residents attended to ask questions, provide comments and to rank their priority projects for each neighborhood.



Photo from the Open House on September 10, 2019 hosted by the Parks & Recreation Committee.



Priorities selected by community. A table with project numbers and descriptions is included in Section VIII

Open House attendees were asked to select a priority for each of the three regions: Downtown, McNary and South Hill. An overview of the three regions is below. Each participant was given three colored dots and were encouraged to place the dots on any of the trail sections. There were no restrictions, for example some participants placed all three dots on a single section while most participants placed a dot on three different projects. The three regions are shown in the region maps below, representing South Hill, Downtown and McNary.

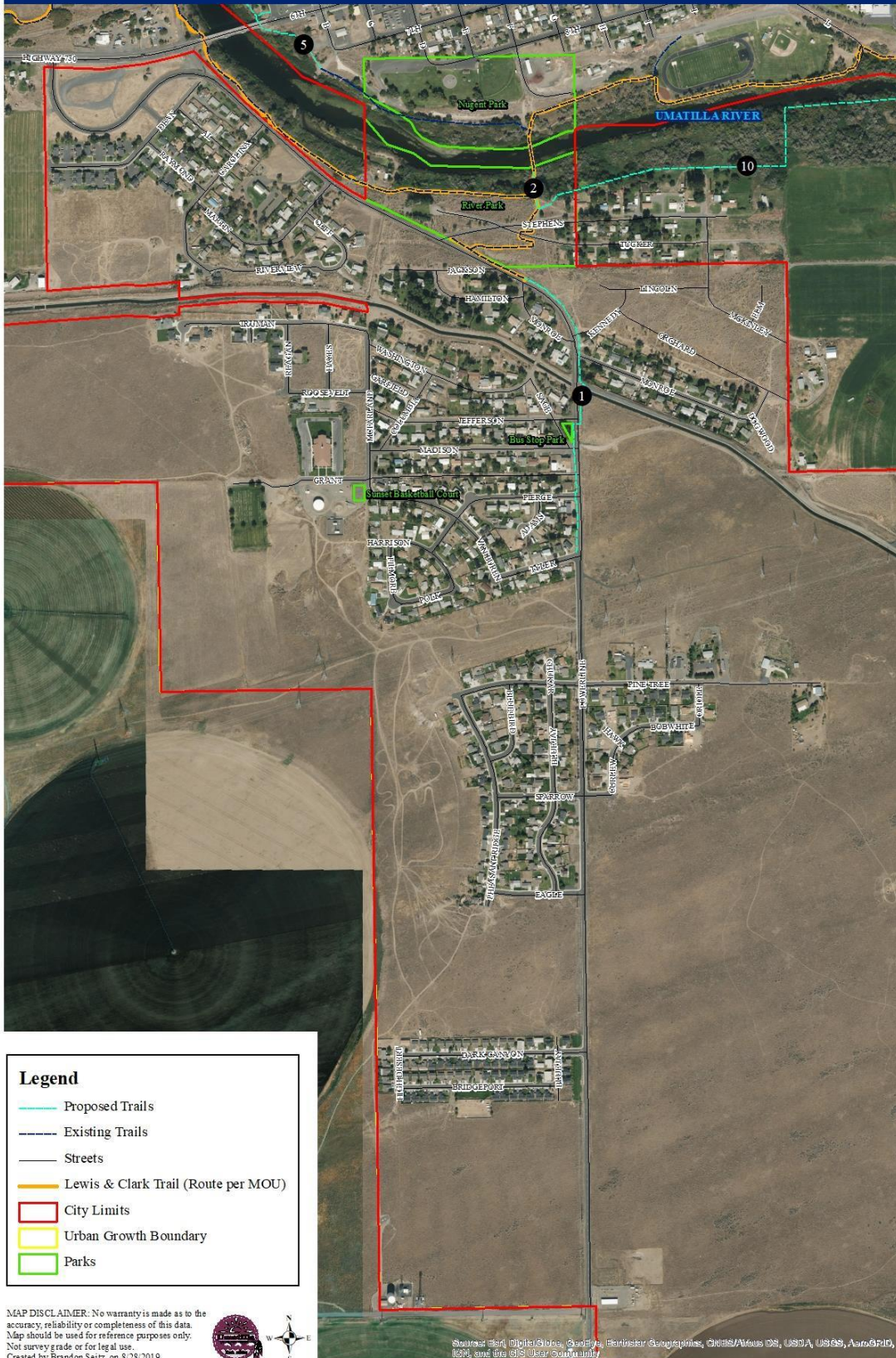
CITY OF UMATILLA TRAIL PLAN | DOWNTOWN



CITY OF UMATILLA TRAIL PLAN | MCNARY



CITY OF UMATILLA TRAIL PLAN | SOUTH HILL



Future Outreach

In addition to traditional outreach city implemented less traditional outreach to include the diverse population. For example, City translated documents into Spanish and provided translators at public engagement events. Although, this outreach was an excellent start, there are additional methods for meaningful and genuine engagement with the Hispanic population such as illustrated below.

Potential Local Hispanic Outreach Organizations Partnership

- Umatilla-Morrow Head Start
- City of Hermiston's Hispanic Advisory Committee
- Oregon State University Extension Services Umatilla-Morrow County 4-H Latino Outreach
- Umatilla School District and Hermiston School District
- Local businesses such as: Novadades Cruz, Donita's Tacos, El Rodeo Alanis Auto Detail, Independent Transport LLC



Businesses such as Novadades Cruz are a gathering place for Hispanic families and a good place to engage with Hispanic population

V. Natural Resources

The suitability and sustainability of a trail is determined by the natural resources within the vicinity of a trail alignment and how those resources are managed in conjunction with the trail. Below are categories of resources to consider when designing and engineering sections of trail.

Soils

The United States Geological Survey (USGS) Soil Map identifies soil types suitable for trail development. Most of the soils are classified as “xerofluvents,” or sediment from historic flooding such as the Missoula Floods. Native sagebrush is encountered adjacent to the Columbia River and its tributaries in loose, coarsely textured soils. Soils are water saturated for part of the season and are somewhat poorly drained in the alluvium. Soil erosion by wind is considered moderate because of the fine surface layers and strong winds. Generally, soils create minimal complications and are good for compaction, a benefit for trail and road development.

Topography

The topographic map in the appendix shows areas with slopes suitable for trails without grading or excavation. The elevation of Umatilla and the urban growth area ranges from 275 ft to 650 ft. Below 750 feet, the horizontal basalt layers are carved out by the bodies of water, including the Umatilla and Columbia Rivers.

Geology

The geology of Umatilla was shaped by massive geologic events. Although considered recent on the geologic timetable, these major flooding events occurred approximately 5.3 to 20 million years ago (Miocene period of basalt floods) and 12,500 -15,000 years ago (Missoula Floods).

Wetlands

The inventory of wetlands within city limits and urban growth area are identified on the National Wetland Inventory (NWI). Wetlands are defined as areas saturated with water, either permanently or seasonally. The Oregon Department of State Lands (DSL) has responsibility to protect wetlands and recommends that an offsite wetland determination report be filed prior to development or construction inside a wetland area. Accordingly, city will file a wetland delineation report with DSL prior to development of a trail within or adjacent to a wetland. The Oregon Removal- Fill Law (OR- 196-800 – 196.990), requires a permit for the removal or filling of any material within the bed or banks of the river, or within any wetlands hydrologically connected to the river. For wetlands not hydrologically connected to the Umatilla River, removal or fill of 50 cubic yards or more requires a permit from the Department of State Lands. The shoreline areas along the Columbia River and considerable portions of the McNary Wildlife Park are within the 100-year floodplain and will require wetland and/or floodplain permitting. Unlike structural development, trails may be placed within a designated floodplain although they may not be placed within a designated floodway. Flood areas are shown on the National Flood Insurance Rate Maps (FIRMs).

Hydrology and Riparian Areas

The Umatilla River is characterized with high flow regularly occurring during rainstorms and snow melt conditions, typically in Spring but on occasion during Winter thaw events. The Umatilla River includes a riparian area which forms the interface between the terrestrial and aquatic environments. The center section is crossed by remnant river channels that run southwest to northeast. These channels contain water which is both spring fed and from higher elevation from snow melt. The lowest flows, or baseflows, occur during summer and early fall with lowest generally occurring in September. Trails located along riparian areas should be located a distance from the stream to avoid impacts during flooding or saturation from wet spring activity.

Climate

Annual precipitation ranges between 6 and 12 inches of rainfall annually. In the summer, the Cascade Range blocks winds from the Pacific Ocean. The days can be hot, and the nights are cool. The climate of the Mid-Columbia River basin is semi-arid, characterized by low annual precipitation and interseason temperature fluctuations. Rainfall occurs during the winter and early spring. Summers are hot and dry. Vegetation begins to dry in early. Storms reach their greatest intensity and frequency from October through April. Generally, the climate is conducive to most trail surfaces, soft areas such as dirt and bark as well as hard impact systems with asphalt.

Vegetation

There are four major terrestrial habitat types: croplands, shrub-steppe, wetland and riparian. A wide variety of plants, both native and non-native are found in Umatilla. Native and drought-tolerant plants are recommended to be placed along the trail. It is recommended the city research and develop a list of native species to use within the trail network. Such species would be included in a vegetation management plan for the trail. Additionally, the list of plants should include species considered First Foods species for the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) so that First Foods may be reintroduced

in the trail and open space areas. Signage to recognize First Foods is also recommended.

Invasive Vegetation

In the 1940s to 1950, the Army Corps of Engineers (ACOE) and the Oregon Department of Fish and Wildlife (ODFW) planted Russian olive trees in the Power City, Irrigon, Willow Creek and Coyote Springs Wildlife Areas to prevent erosion and stabilize soils in riparian areas. Since then, Russian olive and False Indigo have become a nuisance, although neither are listed by the State or Oregon or the Umatilla County Weed Control Department as noxious weeds. The City has prioritized the removal of invasive vegetation, especially Russian olive trees, along the Umatilla River and Columbia River's riparian area. The community has expressed strong support for the removal of invasive vegetation, especially those that block access to the rivers for fishing and boating and also those that create visual barriers to the rivers. It is recommended that the city develop a thorough assessment of the location and relative quantity of invasive species and a detailed vegetation management plan to specify objectives and budgets for implementation and long-term management. Signage to recognize invasive species is also recommended.

Fauna

Riparian habitats, wetlands and shrub-steppe environments support a diverse population of wildlife. Animal habitats are dependent on available food supply and vegetation, as well as protective shelter. Fish habitats in the Umatilla are greatly influenced by water quantity and quality. A lack of adequate summer stream flow is a highly critical factor affecting salmonids in the Umatilla basin. Low stream flow from late spring to early fall limit spawning water for adult summer Steelhead and spring Chinook. Anadromous fish such as Chinook, Coho, Sockeye and Steelhead travel up the Umatilla River from the Pacific Ocean to spawning grounds. Complex riparian areas serve as migration stopovers during spring and fall bird species. Ospreys nest in Cottonwood. Thick underbrush provides habitat for many species of songbirds, like yellow warblers and song sparrows. Riparian areas are important for migrating and wintering waterfowl, songbirds and raptors. The Umatilla Wildlife Refuge was established as mitigation for the impacts to wildlife from the construction of the John Day Lock and Dam Project (Lake Umatilla) located within and adjacent to the city. Mammals in the Refuge and throughout Umatilla include mule deer, black tailed jackrabbits, marmots, Ord's Kangaroo rat, deer mice, voles, coyotes, badgers, mink, river otter, raccoon, skunk, porcupine, beaver, muskrat.

VI. Historical and Cultural Resources

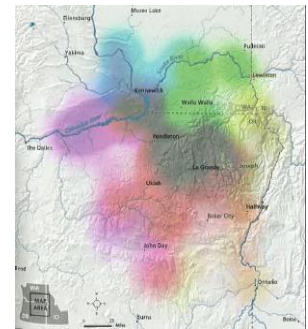
The Cayuse, Umatilla and Walla Walla tribes lived in the Columbia River region of Northeastern Oregon and Southeastern Washington, including present-day Umatilla since time immemorial. These tribes migrated by foot on a well-used trail system on a seasonal cycle from winter villages located in lowlands of the Columbia River for salmon fishing to highlands of the Blue Mountains to hunt and gather food, such as biscuitroots, huckleberries, deer and elk. The introduction of horses allowed the tribes to travel even further distances to neighboring native American homelands for social or economic purposes, such as celebrations, feasts, funerals, and powwows. The river allowed transportation of people for trade, marriage, conflict and politics with other tribes. Tribal people located geographically between the Pacific Coast and the Great Plains were influential as middlemen of trade for supplies from the Great Plains and Pacific Northwest coast. The Umatilla tribe was located on the banks of the "In the way of our elders who came before us, we worship, dance, drum, sing and continue to gather foods, treading along some of the same paths they did to find food for our families and tap into our rich heritage" (CTUIR).

Umatilla and Columbia Rivers. Present-day members of Umatilla, Cayuse and Walla continue to rely on fishing for their livelihood and sustenance.

Confederated Tribes of the Umatilla Indian Reservation (CTUIR)

As part of the Treaty of 1855 between the Cayuse, Umatilla and Walla Walla Tribes and the U.S. Government, 6.4 million acres of the tribes' ancestral homeland were ceded in exchange for a 172,000-acre reservation located near Mission, Oregon. The tribes reserved the right to fish, hunt and gather traditional foods and medicine on public lands within ceded areas.

The CTUIR are a sovereign nation, whose mission is to “protect the rights reserved by the Treaty of 1855 and promote the interests of the members and residents of the Umatilla Indian Reservation.” It is governed by the Board of Trustees elected by the General Council. The mission is executed by CTUIR government departments; administration, health and human services, natural resources, economic and community development, tribal services, education, fire protection, and police. In 2018, the CTUIR reservation population was 3,100 tribal members including members of the Cayuse, Umatilla, Walla Walla tribes, other tribes and non-Native Americans that live in or near the Umatilla Reservation. The CTUIR manages Kayak Public Transit, a free regional bus service, which has plans to expand routes and services in Umatilla. The expansion of Kayak Public Transit in Umatilla will help build a multi-modal transportation network for Umatilla’s residents. Planning should prioritize trail connections that are in close proximity to Kayak Public Transit bus stops.



CTUIR and native American history has a significant influence on the overall history of Umatilla. The City continues to foster relations with CTUIR and to enhance understanding of CTUIR history, including assuring that cultural resources are not disturbed. The City and CTUIR have a Memorandum of Understanding that expedites contracting between the City and the Cultural Resources Protection Program (CRPP) of the CTUIR for services related to archaeological and cultural resources survey services. City is also working on a government to government Memorandum of Understanding that will memorialize the relationship and roles.

Archeological sites

Under Oregon State Laws (ORS 97.740, ORS 358.905- 358.961, ORS 390.235) and Oregon Administrative Rules, (OAR 736-051-0090) significant archeological sites are protected on all non-federal public and private lands. Significance is based on the potential of an archeological site to be eligible for the National Register of Historic Places. Damage to an archeological site is a Class B Misdemeanor under Oregon law. Disturbance of Native American human remains or associated funerary objects is considered a Class C felony with penalties up to a \$10,000 fine. The State Historic Preservation Office (SHPO) encourages landowners to avoid impact to archeological sites through a conservation easement or Preservation Deed Covenant. Artifacts can be donated to the Oregon Museum of Natural and Cultural History in Eugene, Oregon. If avoidance is impossible and the site will be impacted as a result of proposed activity, SHPO requires that the site be evaluated (recorded and studied by a professional archeologist) and application made for a state-issued permit. There are multiple significant archeological resources on the National Register of Historic Places within the City of Umatilla. Consultation with SHPO and CTUIR helps protect the resources from potential impacts caused by projects.

VII. Inventory of Existing Facilities

Trail Inventory

Over a two-year period, 2017-2019, city staff, City Parks & Recreation Committee and volunteers conducted an inventory of trails and other non-motorized modes of transportation. Also inventoried were gaps in the existing trail network. Umatilla’s current trail network is intermittent and difficult to identify. In total, the trail network consists of 34 miles of trails that are owned and maintained by a number of local, state and federal agencies. The trails consist of varying surface materials suitable for different modes of transportation. Segments of trails located outside of the Urban Growth Area connect to the city and are an important part of regional trails.

Sidewalk Inventory

Umatilla has approximately 17 miles of sidewalks within its city limits compared to 55 linear miles of streets, excluding Highway 395, Highway 730 and Interstate 82. Only 32% of the total streets within the city have sidewalks. The addition of new trails, improvements to existing trails and construction of sections of trails will create a connected system of sidewalks.

Pedestrian Generators

Potential trail connections were evaluated based on how they would improve the walkability between “pedestrian generators” otherwise known as locations that attract high traffic of walkers and/or bicyclists. A map of pedestrian generators is included in appendix and include the following sites:

Bus Stops

- Kayak Public Transit

Banks

- Banner Bank

Food and Convenience Stores

- Columbia Harvest Foods
- TT’s Market, McNary Market

Community Center

- Umatilla Community Center

Chamber of Commerce

- Umatilla Chamber of Commerce

Church

- Presbyterian Church, The Church of Jesus Christ of Latter-Day Saints, Primera Iglesia Bautista Church, Umatilla Assembly of God, Umatilla Baptist Church

City-Owned Parks

- Nugent Park, Hash Park, Umatilla Landing Park, 3rd Street Soccer Field, Village Square Park, River Park, Umatilla Marina and R.V. Park, Tennis Courts, Kiwanis Park.

Federal Government- Owned/managed facilities

- McNary Wildlife Nature Area, West Park, Spillway Park, McNary Beach Park, Irrigon Wildlife Park,

Waneket Wildlife Area

Post Office

- United States Post Office

Library

- Umatilla Public Library

Museum

- Umatilla Museum and Historical Foundation

Recreation

- Big River Golf Course, Kik’s Golf Center

Restaurants

- Crossroads Truck Stop, Doñitas Tacos, El Rodeo, G&J Dairy Freeze, Novadades Cruz, Rae’s Dayz Diner & Cakery, Riverside Sports Bar and Lounge, Java Junkies

Schools

- Clara Brownell Middle School, McNary Heights Elementary School, Umatilla Community Preschool, Umatilla High School, Umatilla-Morrow Head Start, Umatilla School District Preschool, Umatilla School District

Art and Landmarks -

- Cowboy at Harvest Foods

- Lewis & Clark landmark

Trail Maintenance

Trail maintenance in Umatilla is the responsibility of the City Public Works Department. The Lewis and

Clark Commemorative Trail Committee developed an agreement for trail maintenance, however, the agreement was never formally adopted by all parties and therefore not implemented. The Lewis & Clark Commemorative Trail is therefore only partially developed and maintained through the city.

Trail maintenance is becoming a higher priority in the city. An example of the importance of trail maintenance is shown in the river trail below, where maintenance did not keep up with natural erosion.



VIII. Trail-Related Activities and Events

Umatilla trails are supported by its citizens and organizations. The City has collaborated with other local organizations to organize events featuring trails to build awareness and support for a variety of issues.

- City of Umatilla’s Community Cleaning Event (2014- Present)
 - An annual event during the first week of April where Public Works Department and volunteers help property owners remove large items that they could otherwise be unable to remove. Sanitary Disposal provides discounted or free dump rates. Volunteer groups have helped to clean trash along trails within the riparian area.



- Screen Free Week (2017)
 - Screen Free Week is an event organized by Oregon State University Extension Center that aims to encourage families to spend time participating in physical activity outside, instead of on digital devices. A walking and biking event was hosted at the Lewis Clark Commemorative Trail that connects Hash Park and Kiwanis Park.



- Mental Health 5K and walk (2018)
 - The Mental Health 5K and Walk is an event organized by past City of Umatilla councilor Selene Torres-Medrano to raise awareness of mental health in the community and to destigmatize mental health and enhance access to citizens of Umatilla and surrounding areas.



These events illustrate how trails provide a location to build awareness for and about the community. These three events and additional events will be organized in the future to continue adding value to the trail system. For example, a trail cleanup event could be organized where volunteers help pick up trash accumulating in vegetation along trails. These events provide an appealing opportunity for residents to be involved who might not otherwise be inclined to attend formal meetings such as council or committee meetings. These events also create opportunities to explore the community and new trail options.

IX. Signage

Wayfinding, Interpretive Signs and Kiosks

Wayfinding signage, information boards and kiosks are important accessories of a trail system, providing valuable information for trail users such as directions to nearby parks and restaurants, historical context of the area, facts about local plants and animals, mileage of routes, and stewardship opportunities.

Wayfinding is especially valuable for encouraging tourism and for destination development. Oregon has several consultants with experience in wayfinding and trail signage development who can assist with plan, design, fabrication and installation of interpretive exhibits. It is recommended that city develop a signage plan for wayfinding that will connect trails and destinations within the city.

Several interpretive signs and kiosks are located along the Lewis and Clark Commemorative Trail route in Umatilla. The Umatilla County Lewis and Clark Committee developed a series of kiosks located at strategic entryways to the County. Signs were placed in the Downtown and McNary neighborhoods.

These Lewis & Clark signs are not visible or intuitive to visitors and could be improved with development of a wayfinding signage program.



Interpretive Signage and Kiosks

There is a cornucopia of topics that may be considered for signs, interpretive panels and kiosks. It is recommended that city pursue funding and programs to research and develop signs and kiosks that feature the numerous historic, cultural, social and environmental assets of the city. Examples include:

Lewis and Clark Expedition	Sagebrush	Umatilla Army Ordnance Depot
Missoula Floods and Basalt Flows	McNary Dam	Russian Olive Trees and Invasive Vegetation
Umatilla, Walla and Cayuse Tribes	Oregon Trail	Laura Starcher and the Petticoat Revolution of 1916
Old Umatilla Town site	Salmon migration	Umatilla and Columbia rivers
Irrigation for Agriculture		CTUIR First Foods

Trail Signage and Trail Markers

Trail signs and markers for wayfinding and directional signage are assets that enhance a trail system.

Trail signage ideally should be standardized in design and location to promote ease of navigation.

Specifications and standards could be part of a future sign development project. It is recommended the city pursue funding that would guide walkers to services and businesses in the city.

X. Proposed Trail Projects

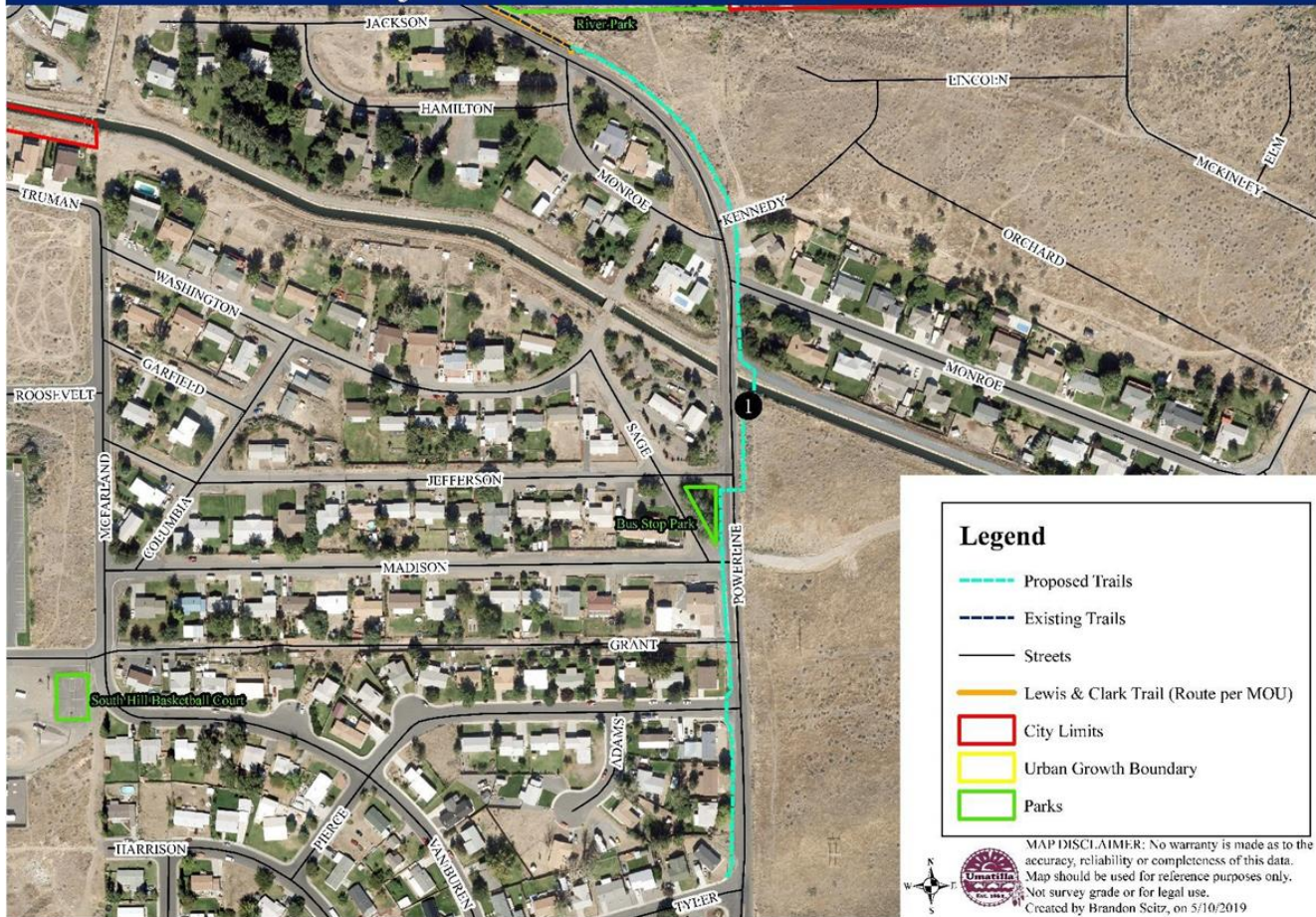
In 2017, 2018 and 2019 City Parks & Recreation Committee evaluated the entire trail network within the city and identified 29 projects that could connect and enhance the existing trail system. As part of the evaluation, the committee considered the 2003 Pedestrian and Bicycle Master Plan. The Parks & Recreation Committee and city staff then eliminated projects that were only remotely feasible and consolidated projects resulting in a total of 11. Later in the process, and with additional public interest, a river trail (water trail) was identified. That was not included in the final 11 however, but it is considered a viable part of the city's outdoor recreation strategy and should be considered as part of the City's new Master Parks Plan that is anticipated for completion by the end of December 2020.

The following table includes the 11 projects organized according to neighborhood, (South Hill, Downtown, McNary). The priority ranking reflects input from the public, the Parks & Recreation Committee and participants attending the September 2019 Open House. A detailed map of each of the projects is below.

Project Name	Priority Number by Region	Overall Priority
South Hill Region		
1) South Hill Connector	1	1
2) Paved Walking/Bike Path to Foot Bridge	3	4
9) Umatilla River Crossing	4	
10) Route to West County Trail System/Rail to Trails	2	2*
Downtown Region		
4) Third and Main Connector to Sixth	3	7
5) Umatilla River to Landing Park Connector	2	6*
8) Third Street to Marina	4	
11) Marina to Landing Park/Old Town Rail	1	3
McNary Region		
3) McNary Connector	1	2*
6) McNary to Downtown Connector	3	6*
7) McNary to McNary Beach	2	5
Water Trails		
Umatilla River Water Trail		Not rated

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

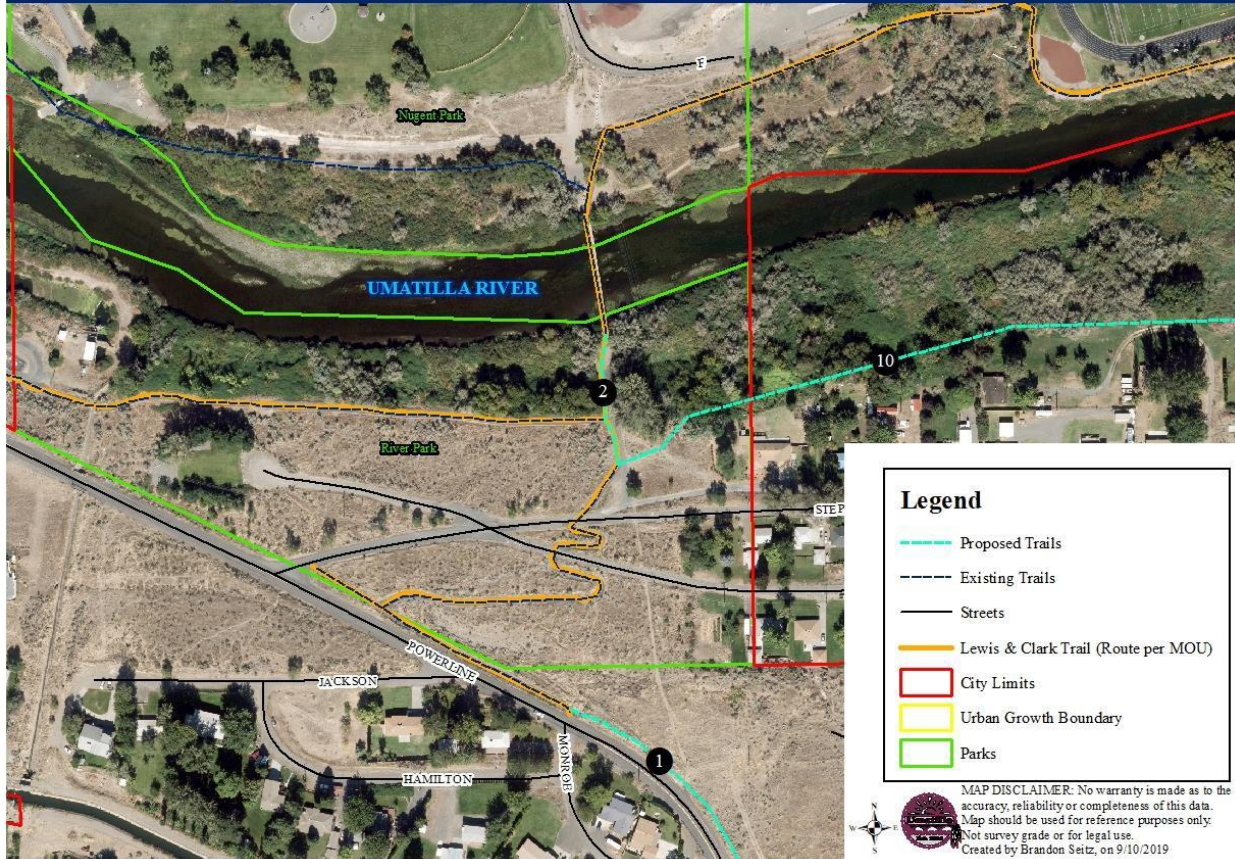
Project #1 South Hill Connector



Description: Project #1 will allow pedestrians to walk on the west side of Powerline Road north towards downtown to Bus Stop Park (aka triangle park) where a new crosswalk would be constructed, and the trail would then be constructed on the east side of Powerline Road. The alignment on the east will require the construction of a footbridge crossing of the West Extension Irrigation District canal. This project will then connect to the existing asphalt trail located adjacent to Powerline Road.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

Project #2 Pave Walking/Bike Path to Foot Bridge



Description: Project #2 is a small stretch that connects the existing asphalt trail, shown in yellow above as Lewis & Clark trail, with the Umatilla River footbridge. On the north side of the footbridge is an asphalt trail that leads east to the high school and west to the fishing shelter. Due to slope and proximity to Umatilla River, a natural or gravel surface is likely the surface type, however, it will require further design consideration for compliance with American with Disabilities Act (ADA). Note: the spring 2019 flood seriously damaged the footbridge and it closed permanently until the City secures funding to replace the bridge. The footbridge is an important recreation feature for walking and angling. The footbridge and this section of trail are important for students who live on the South Hill and walk to school.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

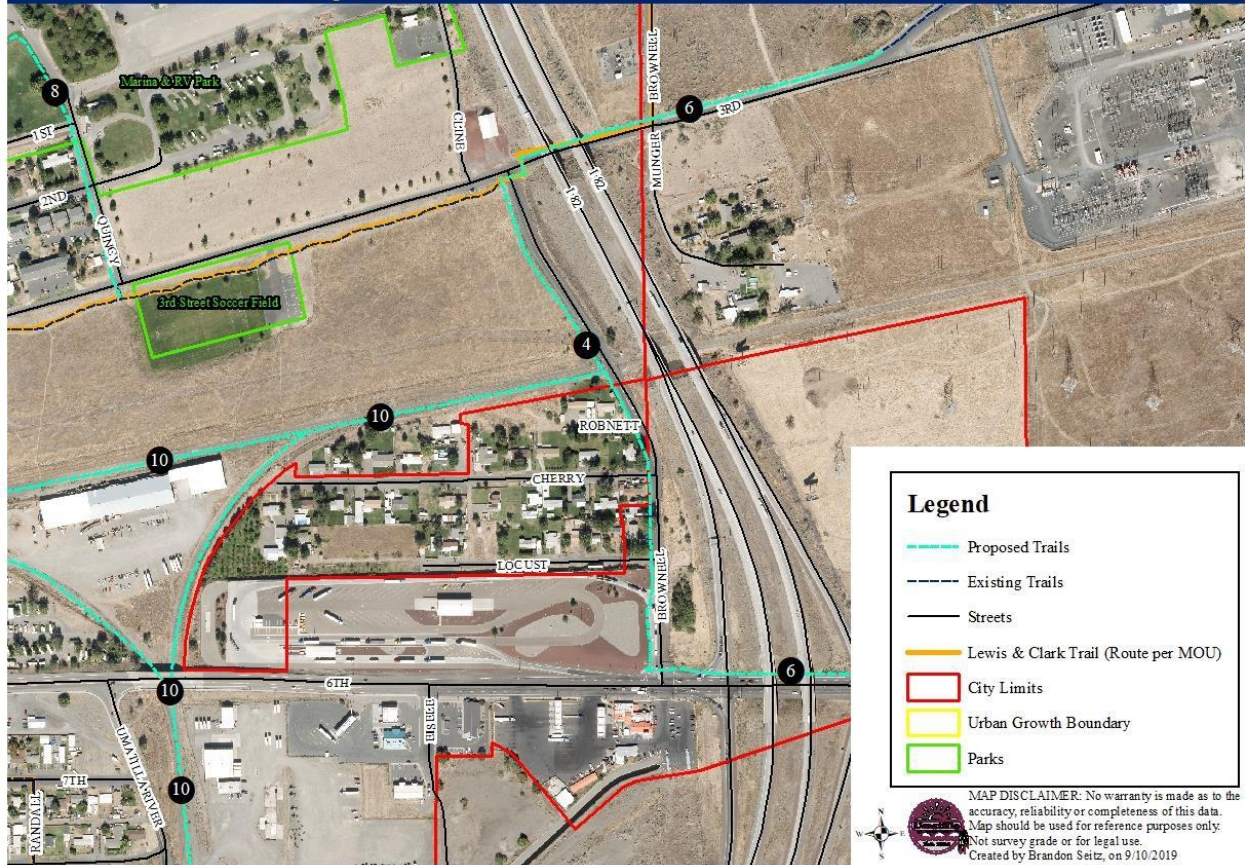
Project #3 McNary Connector



Description: Project #3 will allow pedestrians in the McNary Area and Port Industrial Park to connect with sections of the existing Lewis and Clark Trail and making a large loop around the golf course and Willamette Avenue, around Kiwanis Park and back to Bud Draper Drive. This connection proposes two alignments; one alongside the golf course and the other alongside Bud Draper Road. Both alignments are feasible and have merit and are somewhat contingent upon future development plans of the city-owned parcels located between Bud Draper Drive and the golf course. For example, if the city-owned lots are developed as residential, then Route A alignment would be preferable, creating an open space buffer between housing and the golf course.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

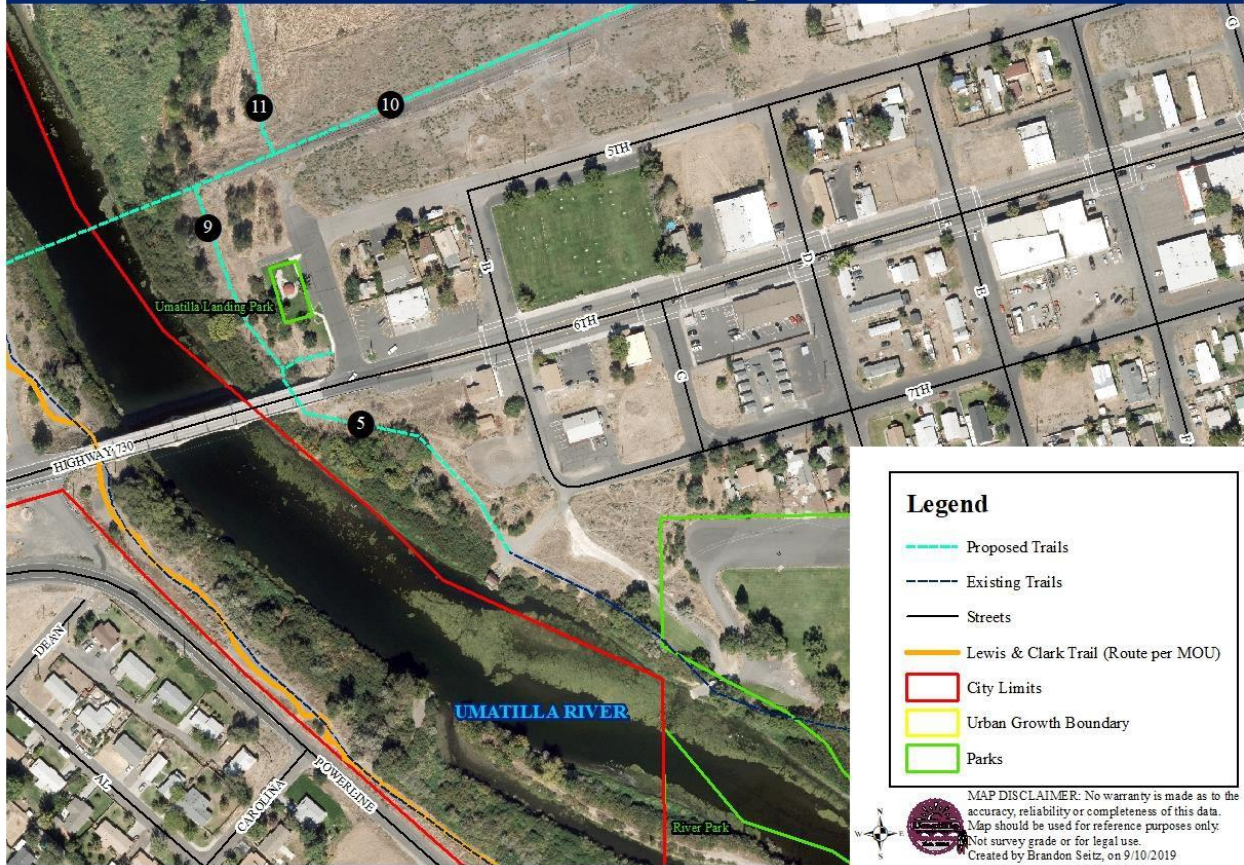
Project #4 3rd to Main/6th Connector



Description: Project #4 will provide a connection between the commercial area on Highway 730 to the trail on Army Corps of Engineers property south of Third Street. Currently, there is no clearly delineated area or path to walk or ride bikes along Brownell Boulevard. It is an important future connection between Marina Park and commercial areas on Highway 730. Brownell Boulevard is currently a county road and in need of surface and other improvements. When those improvements transpire and city and county negotiate to transfer the road, design of bicycle/pedestrian features should be included. As Marina Park amenities are improved and expanded, this section or trail becomes increasingly important. Additionally, when improvements are made to the Oregon Department of Transportation weigh station, consideration for bicycle and pedestrian access should be made. One short term improvement at the intersection of Highway 730 and Brownell Boulevard would be to stripe, sign and clearly mark the crosswalk.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

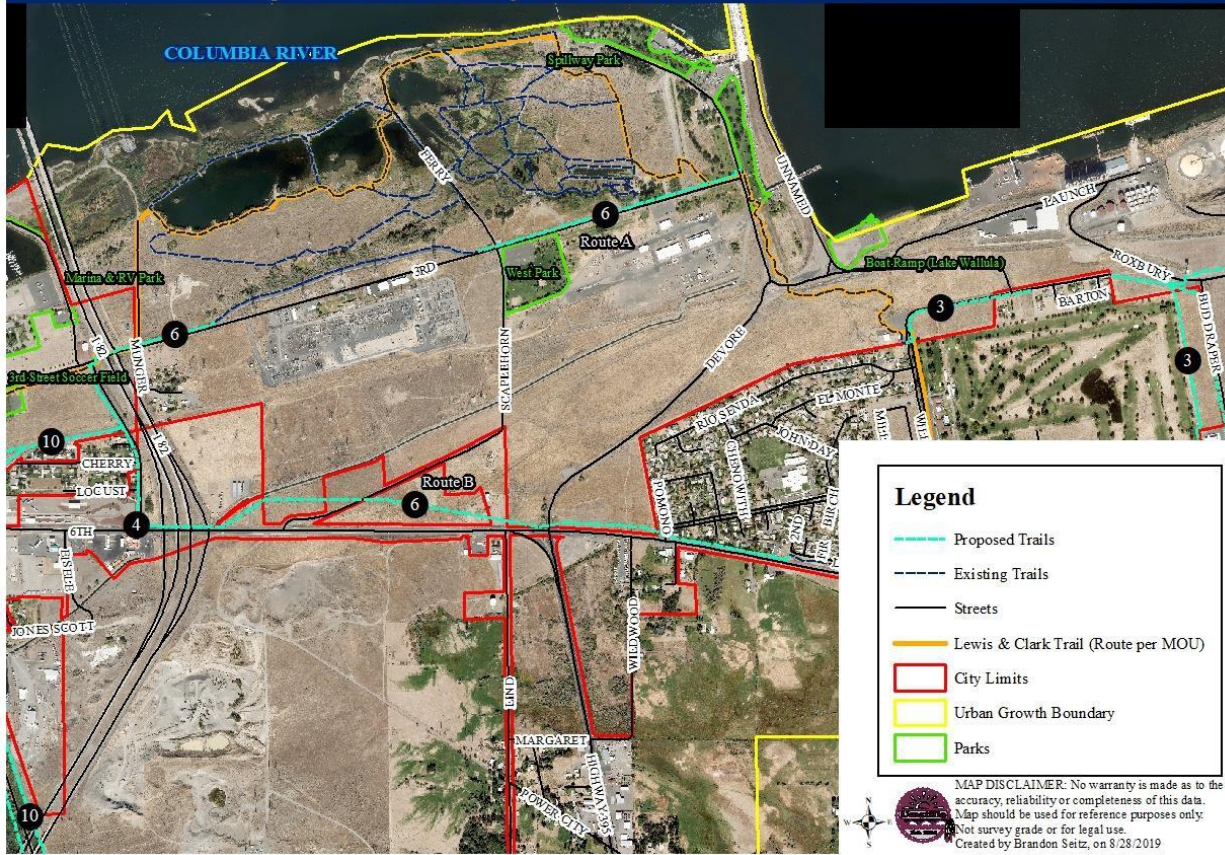
Project #5 Umatilla River to Landing Park Connector



Description: Project #5 will provide an extension of the existing asphalt trail located south of Nugent Park, (which approximately aligns with the Umatilla River), to the north, continuing along the Umatilla River and under the Highway 730 bridge to Umatilla Landing Park. This trail segment would connect to the proposed trail project #9, a path through Landing Park and a bridge crossing the Umatilla River. There is presently an informal dirt footpath along this segment that is used by hikers and anglers primarily. Improving this segment would make the river more accessible to persons with disabilities and ease access from Sixth Street and Landing Park to the river. However, given the proximity to the Umatilla River there is a likelihood of archaeological sites within the proposed trail area. Those sites should be avoided. Consultation with Oregon SHPO and CTUIR during planning stages can help avoid or decrease impacts to archaeological sites.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

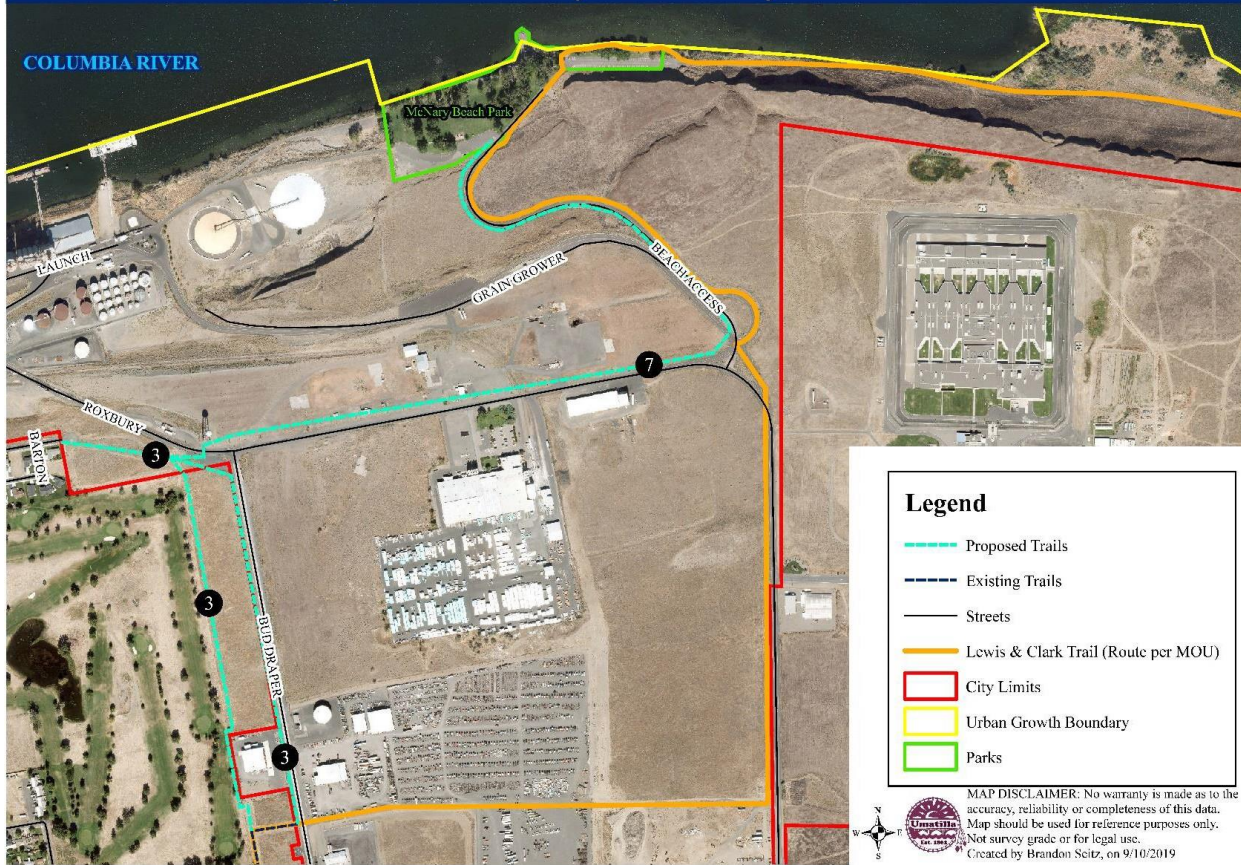
Project #6 McNary to Downtown Connector



Description: Project #6 will allow pedestrians to connect to the existing trails on federal lands managed by the Army Corps of Engineers (ACOE) in the McNary Wildlife to McNary Dam area. Project #6 will connect Third Street and the Marina to the McNary neighborhood. There are two possible alignments; one which would require the ACOE to add a bicycle lane along Third Street (part of Third Street has a bicycle lane) as well as city to add a bicycle lane on the city-owned section of Third Street. Another alignment option would be to create a wholly new trail on lands owned by BLM and Army Corps of Engineers, located roughly north of Highway 730.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

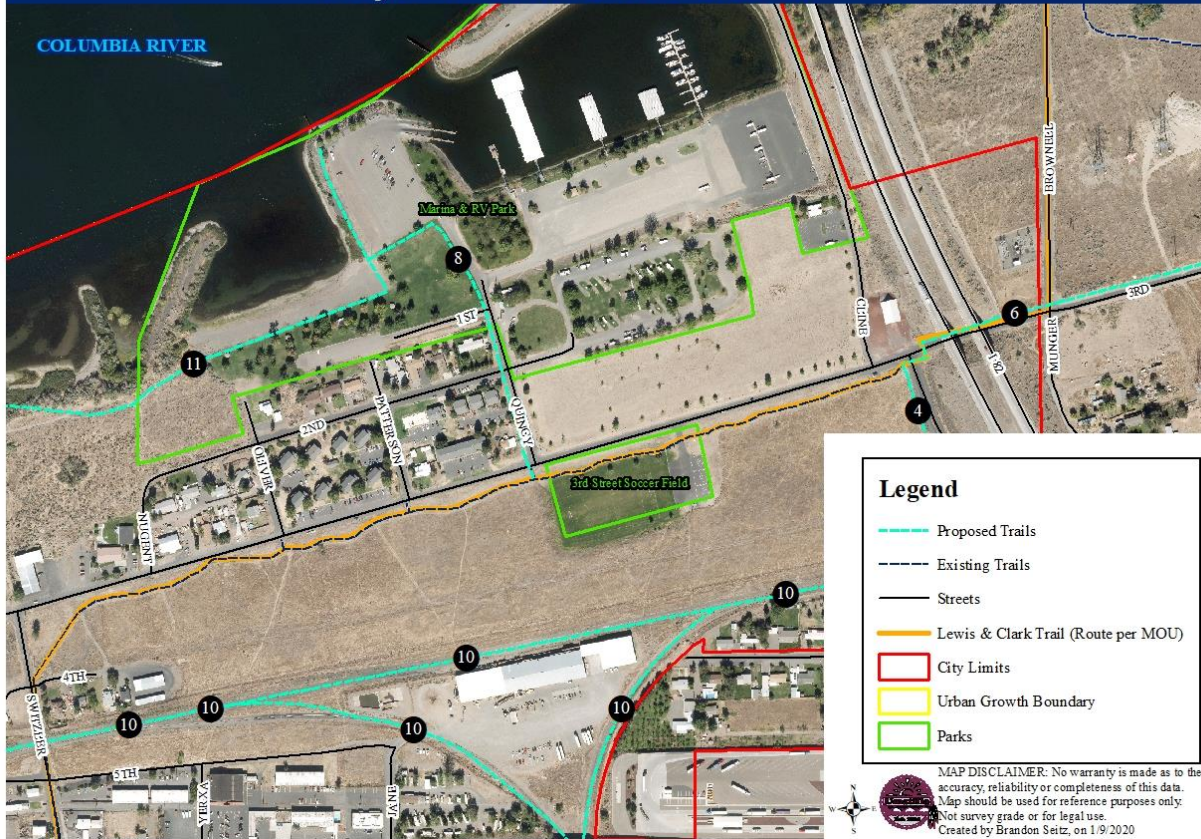
Project #7 McNary to McNary Beach



Description: Project #7 will allow pedestrians a connection between the McNary neighborhood and McNary Beach. Currently the only safe way to access to beach is to drive a vehicle. McNary Beach and the Columbia River are spectacular assets. Improving accessibility for McNary residents would greatly enrich the neighborhood. Alignment opportunities include a separated trail adjacent to Beach Access Road or as a striped area that is part of the roadway. This industrial area has a lot of commercial and farm truck traffic which will require special design consideration. Examples of trails within industrial areas are becoming more common, for example at the Port of Morrow. Walkers enjoy visiting industrial areas as long as the journey is safe. Project #7 would link with project #3, making a multi-faceted system for the McNary neighborhood, Port Industrial Park and McNary Beach. It may be practical in the future to pursue design and engineering of Project #3 and #7 together. As the Port property is developed and new jobs are created, a trail system would make McNary an ideal location for persons working in the Port.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

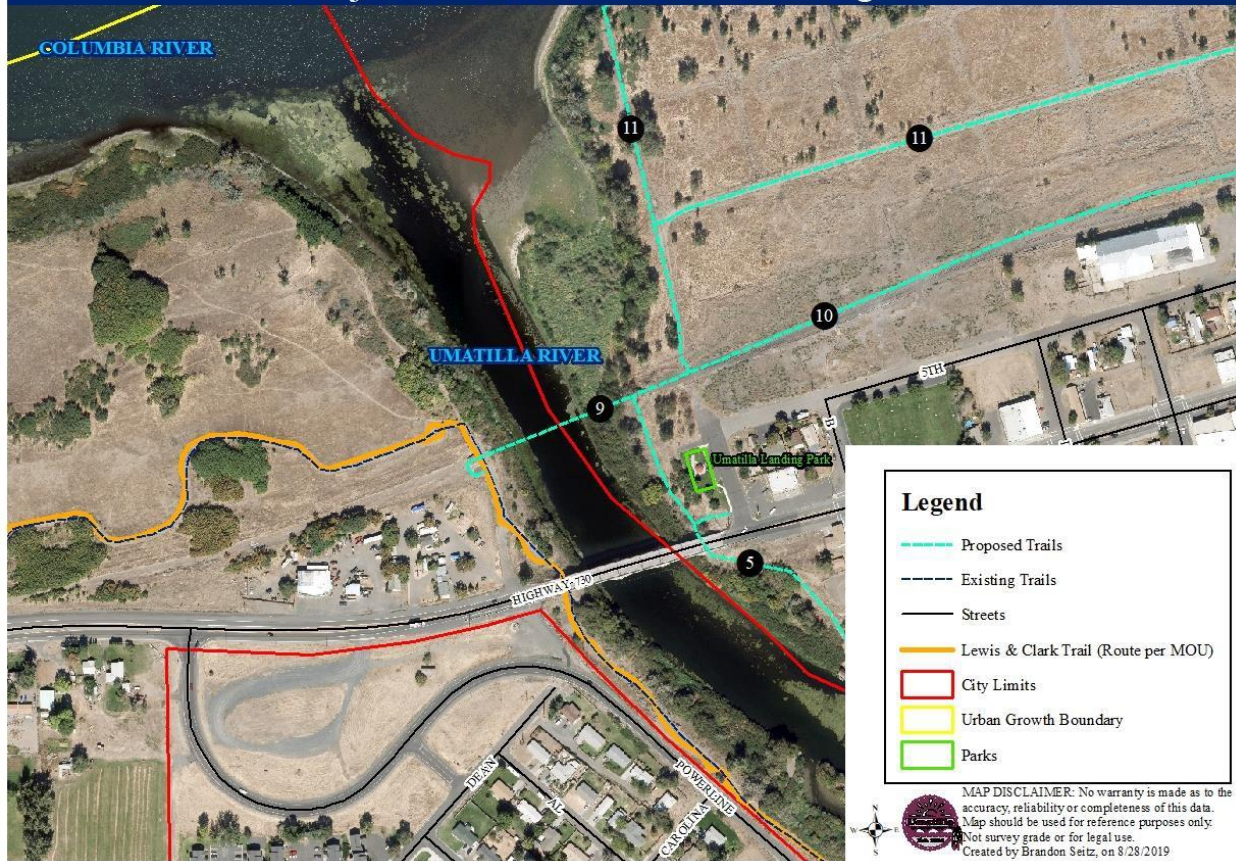
Project #8 3rd Street to Marina



Description: Project #8 will allow a clear pedestrian/bicycle connection between the existing Third Street trail and Marina Park, as well as a connection to a trail roughly parallel to the Columbia River leading west to the confluence of the Umatilla River. Presently pedestrians can walk along Quincy Street from the soccer fields to the Marina, although there is no marking or dedicated path. It would be a relatively low investment to create to add signage and paint stripes. This project is two-part, a connection between Marina and Soccer fields and a connect between Marina and Old Town Site.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

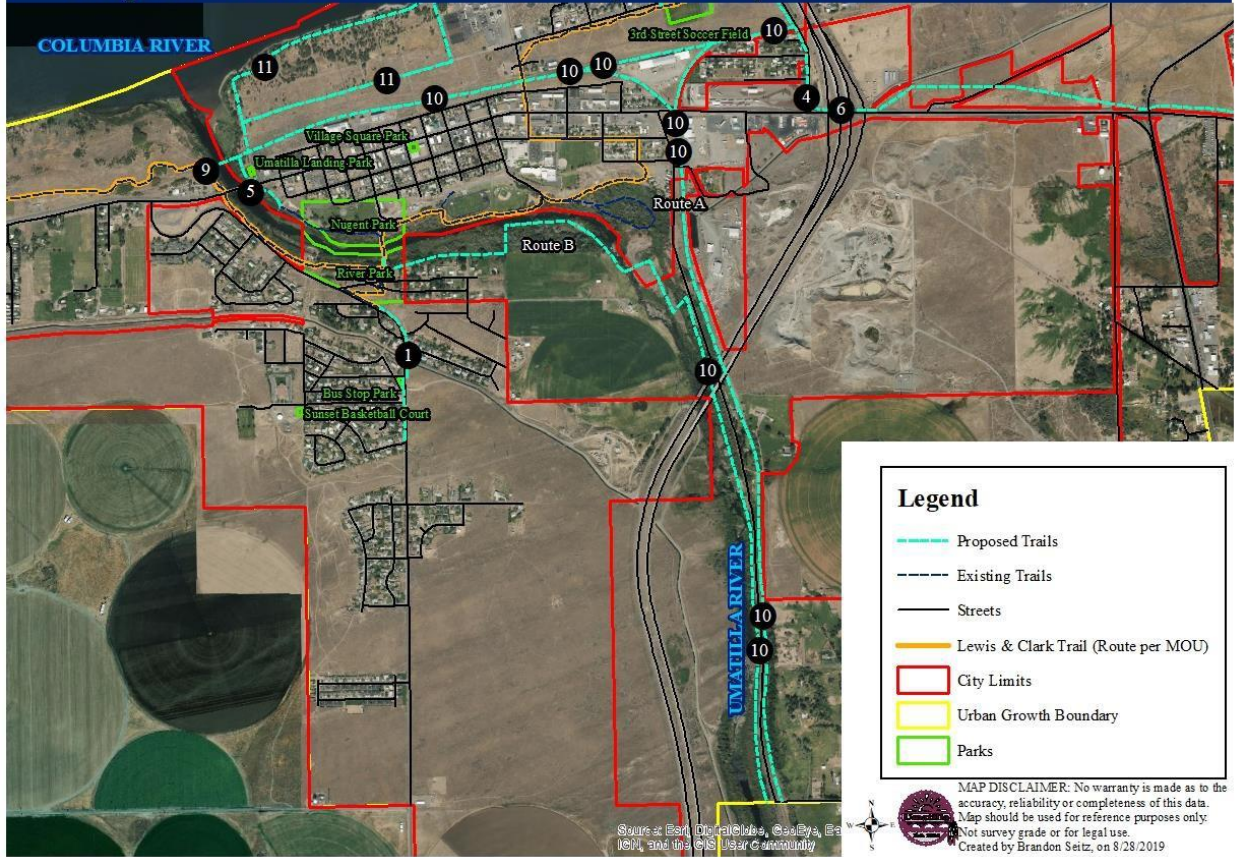
Project #9 Umatilla River Crossing



Description: Project #9 will include a new bridge across the Umatilla River, connecting the downtown area to the wildlife area on the west. Pedestrians and cyclists in the downtown area would be able to cross the Umatilla River and connect to the existing trail along the west side of the Umatilla River and avoid use of the Highway 730 bridge. The proposed project could utilize old railroad abutments on either side of the Umatilla River. The trail on the west side includes lands along the Columbia River owned by ACOE and managed by Oregon Department of Fish & Wildlife including trails that are more primitive (dirt). However, future consideration could be to enhance those trails creating additional access to the Columbia River.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

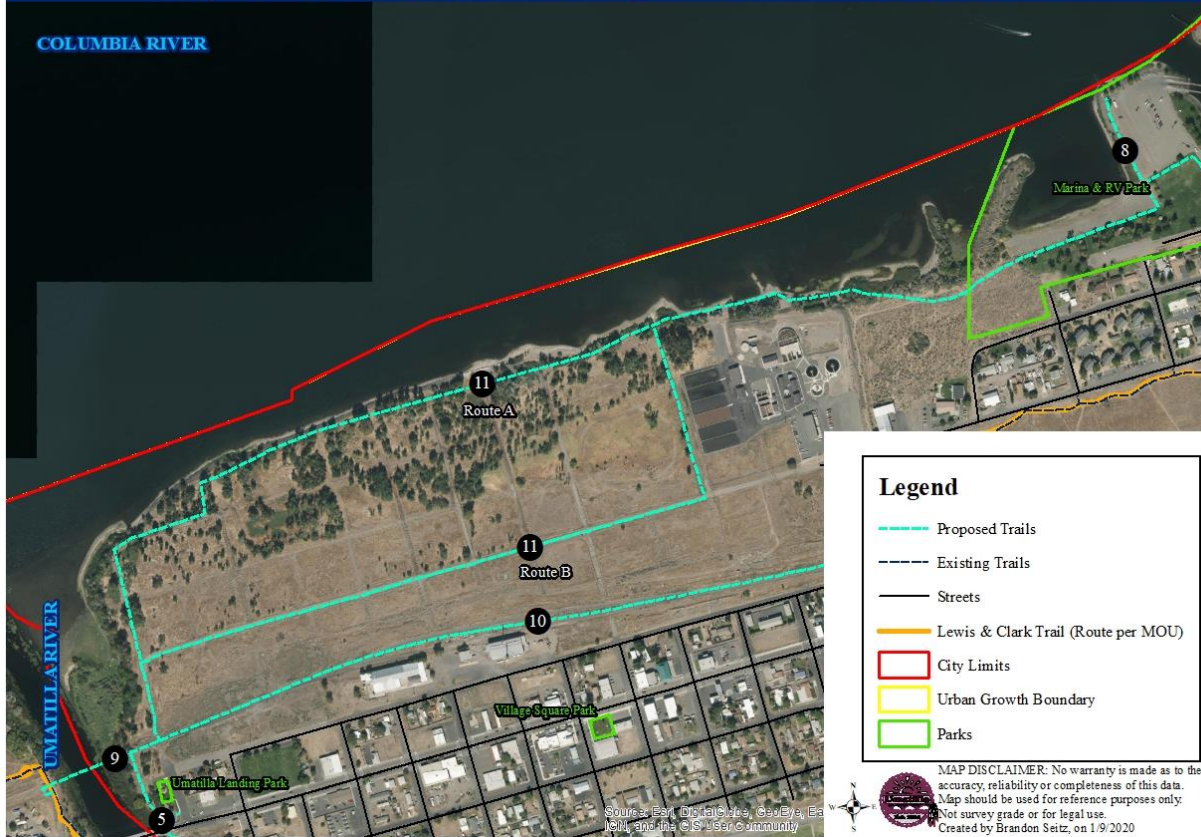
Project #10 Route to West County Trail System/Rails to Trails



Description: Project #10 is intended to provide a connection between Umatilla and a trail along Umatilla River Road which in turn connects to the west county regional Umatilla River Trail. There are two alignment options. Route A is a direct connection beginning at the intersection of Umatilla River Road and Highway 730. Route B would be a new trail along private property, roughly parallel with the Umatilla River, and connecting the trail system adjacent to the Umatilla footbridge. This section would be located on lands owned by the Army Corps of Engineers. This Route would require a bridge crossing the Umatilla River in order to connect to Umatilla River Road, or, the trail could continue south along the west side of the Umatilla River. This is an important project in terms of providing access for anglers, hikers and as a link to the regional trail system. To that end, a dirt, gravel or bark path would like be suitable at least for the interim. Longer term, a more refined trail could include asphalt surface and footbridge, providing access to more persons including those with mobility limitations.

CITY OF UMATILLA TRAIL PLAN | PROPOSED TRAILS

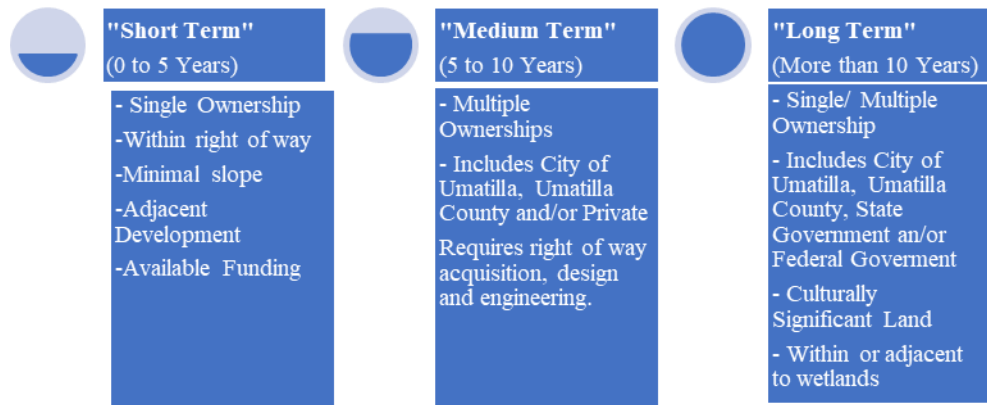
Project #11 Marina to Landing Park/Old Town Trail



Description: Project #11 will allow pedestrians and cyclists a link between the confluence of the Umatilla and Columbia River to Marina Park. There are two possible alignments. Route A would align closely to the south shore of the Columbia River, creating an opportunity to experience the river and riverine habitat. That route would present design challenges in order to protect the archaeological sites. One remedy may be to limit the use to daylight hours only. Route B would, by contrast, be simpler since it would require use of the old, abandoned street. Both alignments will require careful coordination between US Army Corps of Engineers, CTUIR and City of Umatilla. The city and CTUIR have a landscape management plan and an agreement that sets forth the terms for allowing access to the Old Town Site. The agreement limits access to daylight hours only.

XI. Implementation Timeline


Development of the trail system will transpire over the next 5 to 10 years. The priorities selected by the public will have an important influence on how the City pursues funding. Other factors that impact the timing of development include land ownership, number of parties and agencies impacted, engineering, design and regulatory requirements. A general timeline for project development is illustrated in the graph below.



XII. Local Partnerships

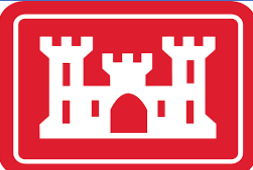
Many organizations, landowners, individuals and agencies are potential partners to the city in development of a trail system. Partners can help leverage funding, provide support or share easements. Involvement with the federal government can create longer periods for planning and development although agencies can also be a resource for funding.

The graphic below includes agencies and entities that are existing and potential partners for trail development.



Port of Umatilla

Trail development on Port of Umatilla property would provide a connection from McNary neighborhood to McNary Beach Park, Lewis and Clark Commemorative Trail and Hat Rock State Park. Challenges include designing systems that prevent conflicts with heavy industrial truck traffic.



United States Army Corps of Engineer (Walla Walla District and Portland District)

Army Corps of Engineers (ACOE) is the largest public landowner in Umatilla. The land is mostly undeveloped and adjacent to the Umatilla and Columbia River.

The McNary Dam area (Walla Walla District) includes a very nice system of parks and trails and Salmon Interpretive Center. West Park, Spillway Park, McNary Wildlife Nature Area and McNary Wildlife Area Complex trails are some of the most popular facilities in Umatilla.



Confederated Tribes of the Umatilla Indian Reservation

Many locations within city contain sites of cultural and historical significance to the CTUIR. Early collaboration with trail development is highly encouraged to ensure cultural resources are not disturbed. CTUIR is also a resource for educational material for interpretive panels, signs and kiosks.



Umatilla County

Owner of land and rights of way along Umatilla River Road. Important for developing a Umatilla River trail that provides access to fishing, kayaking and river trail. Collaboration to promote connection to Umatilla River Trail.



Oregon Department of Transportation

Owner of Sixth Street (Highway 730). ODOT provides many opportunities for funding such as Safe Routes to Schools, Bike and Ped funding and planning and design grants.



Umatilla School District

The School District and students use trails for commuting to school, recreation, and sports practices. Umatilla School District has a lease with the Army Corps of Engineers for a cross county trail on land adjacent to the Umatilla River.

XIII. CONCLUSION

The 11 trail projects identified in the Umatilla Trail Plan will be developed over the next 5 – 10 years as funding becomes available and as other development and improvement opportunities arise. The 11 projects are designed so they can be either stand-alone projects or developed in tandem or as part of other capital improvement projects. In addition to pursuing funding for trail construction, city can pursue several other initiatives listed below.

Next Steps (not in priority order):

1. Pursue funding for trail development, including funding for design and engineering, regulatory review, land acquisition and construction.
2. Adopt a set of design standards for three different trail standards, full ADA, gravel surface and primitive trail. Alternatively, city could design each project according to unique needs of each project.
3. Develop a comprehensive list of native plant species suitable for areas adjacent to trails.
4. Develop a plan for removal and management of invasive species, to include invasive plants located along trail routes as well as open space in the vicinity of the trail system.
5. Develop a plan for wayfinding signage and install wayfinding signs.
6. Develop a vegetation management and trail maintenance plan.
7. Develop a program for interpretive signs, interpretive panels and kiosks.
8. Adopt a benchmark date and year to update the trail plan, e.g. within 5-7 years.