



City of Boardman

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Comprehensive Plan

The following are a listing of our Comprehensive Plan in pdf format:

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Chapter I
CITIZEN INVOLVEMENT

BACKGROUND INFORMATION

The City of Boardman is located in northern Morrow County, adjacent to the Columbia River. The City lies 162 road miles east of Portland, along Interstate 84. The City has a current population of 1,560, with a full time administrative staff, and is governed by a Mayor and six member City Council elected by the citizens. In the early 1970's, the City Council established a Planning Commission consisting of seven appointed members. This was later changed to nine, allowing a maximum of two residents from outside the city limits.

The Planning Commission is charged with several tasks, including assisting the City Council formulate and update the City's Comprehensive Plan, assisting in the administration and interpretation of the City's implementing ordinances, the Development Code, and to serve as the City's Citizen Involvement Committee (CIC).

PAST PLANNING ACTIVITIES

The City retained a consultant in the early 1970's to assist with the development of a limited Comprehensive Plan when the Oregon State Legislature, in 1973, passed Senate Bill 100 leading to the creation of the Land Conservation and Development Commission and the formulation of the Oregon State Planning Goals. The Goals were formalized in late 1975 and the actual Statewide drive for acknowledgement of all 277 jurisdictions actually began in 1976. However, Boardman was already well on its way to completion of the State mandated task. In the Fall of 1974, a "Committee of the Future" was formed to recommend programs and policy guidelines relative to growth problems faced by the City. The Citizen Advisory Committee was also charged with making recommendations to the City Council and Planning Commission, concerning policies affecting Boardman's future. The selection process involved appointment by the Mayor of a cross-section of interested Boardman residents. This committee served as the Citizen Involvement Committee and initially contained seventeen members. However, because of practicality, the nine member Planning Commission has now been designated officially as the CIC.

Since the basic emphasis of the "701 Comprehensive Planning Study" and the LCDC Goals was to provide for the future, the Committee of the Future was assigned the task of assisting the Planners in formulation of study recommendations. Six meetings of the Committee were held to discuss the study elements and to ultimately approve the study contents and forward the recommendation to the Planning Commission and City Council. Total community involvement was achieved through the use of mailout questionnaires as a part of the housing and recreational needs survey. The City's Comprehensive Plan and Land Use regulations were adopted on March 16, 1976. Subsequent to that date, the City's plan and development ordinances were acknowledged to be in compliance with the Oregon Statewide Planning Goals on April 25, 1978. This is one of the earliest jurisdictions in the State to be acknowledged.

PERIODIC REVIEW will assure that citizens will receive a response from policy makers.

The City of Boardman last completed Periodic Review in 1988. Review of the City's Comprehensive Plan and implementing ordinances began in January of 1999 when the City received notification from the Department of Land Conservation and Development (DLCD) of approval of the City's proposed Work Program. Since January 1999, the City has endeavored to complete this Work Program. This Work Program included revisions to the City's Zoning and Subdivision Ordinances, development of a Transportation System Plan; establishment of Cooperative and Urban Service Agreements between the City and the Boardman Rural Fire District and the Boardman Parks and Recreation District. Additional tasks also include the provision of standards within this Comprehensive Plan and the City's Development Code for Goal 5 compliance.

COMMUNITY VISIONING

In order to facilitate the planning and review process within the City; a community visioning process was enacted in 1997. The first part of this process was the distribution of a two-page community questionnaire published in the North Morrow County Times in May of 1997. A total of 134 questionnaires were completed. The following is a summary of the results:

62% of the residents had lived in Boardman for more than five years with 29% living in the area for 1 to 5 years. Residents who lived in Boardman less than five years were attracted to live in Boardman either because of employment (60%); family (22%) or recreation/other (18%). Residents preferred the opportunity for jobs (63%), small community (63%) and rural lifestyle (62%) along with the recreation opportunities (53%) and the location as reasons to live in Boardman. Residents expressed concerns over the lack of shopping (90%); environmental hazards (58%) and lack of health care (47%). A majority of the residents approve (60%) of the growth and development which has occurred over the last five years and also welcome the opportunity for additional growth and development (65%). Residents see the biggest challenge facing the area as the environmental hazards (55%) and the continued opportunity for jobs (51%). Residents supported land use planning for growth (61%) but felt that the government's role in managing growth should be limited. Residents felt that youth activities (99%); improved shopping (95%) sewer services (78%) and health services (75%) as the biggest needs for the future.

The City, through development of its Comprehensive Plan and implementing ordinances and, through the updated Periodic Review and community visioning process in 1997, has demonstrated its commitment to maintaining an outstanding citizen involvement program. The City's objective is to develop and implement a citizen involvement program that includes components of Statewide Goal #1. These include:

- The City shall strive to provide for widespread citizen involvement, especially in its land use planning process;
- The City shall strive to assure effective two-way communication with its citizens;
- The City shall strive to provide the opportunity for citizens to be involved in all phases of the planning process;
- The City shall endeavor to provide technical information in an available and understandable form.

GOAL I: CITIZEN INVOLVEMENT POLICIES

The City has adopted several development review procedures requiring citizen involvement, including notification to property owners and notice to public agencies. In addition, the Comprehensive Plan has specific policies relating to citizen involvement. These are as follows:

1. Provide for change in Comprehensive Plan relative to new or unanticipated developments, major change in community, change in Council or Planning Commission policy, and through regular review and re-evaluation.
2. Consistency must be maintained between the Comprehensive Plan and Development Code and other supplemental ordinances and policies in order to maintain the integrity of the planning effort.
3. The City should endeavor to adhere to the spirit of the Land Conservation and Development Commission in its planning activities.
4. The Planning Commission is officially designated as the Citizen Involvement Committee.
5. The City completed a Community Visioning workshop in 1997 to gain understanding of the current needs and concerns of the community.

Chapter II
LAND USE PLANNING

BACKGROUND

The Statewide Planning Goal is the foundation and basis for all of the City's adopted planning processes. The policies indicated in the Citizen Involvement chapter (Chapter I) are also applicable here. The City has established specific procedures for considering land use applications, including quasi-judicial public hearing, legislative public hearing, and other land use processes, including street vacations, subdivisions, and annexations. The City's original plan, acknowledged in 1978, anticipated a population growth over the planning period from 1978-1998 to reach a population of 4,000. Since the City's last update to the Comprehensive Plan, the City has experienced growth due to a number of employment opportunities in the region, including development of a correctional facility in Umatilla County; the Army Depot Incinerator in Morrow County and increased development at the Port of Morrow. According to the Boardman Main Street "Downtown" Development Plan, completed in 2001, the City has experienced a 102% population increase since the 1990 Census. Planning for this growth and development has been an important element of the tasks completed as part of Periodic Review and for land use planning for the City.

BUILDABLE LANDS AND HOUSING NEEDS STUDY

A Buildable Lands Inventory was completed in 1997. The Buildable Lands Inventory was completed using a methodology developed by the State of Oregon. The findings generated from the Buildable Lands Inventory illustrated that the City has adequate land within the City's current Urban Growth Boundary(UGB) to accommodate residential and commercial development for the next 20 years based on land supply and population projections. This study is incorporated into the Comprehensive Plan by reference.

DOWNTOWN/CITY CENTER PLAN

The City of Boardman has been without a downtown or main street area since its relocation as part of the construction of the John Day Dam in the 1960's. There are several geographic constraints which contribute to the lack of a central area in Boardman: Interstate 84 runs east-west through the City and divides the City about 1/3rd to the north along the Columbia River and the remainder of the City to the south, additionally, there are north-south portions of the City's central area limited for development due to the location of Bonneville Power Administration easements. As part of the visioning process completed in 1997, (as referenced in Chapter I, Citizen Involvement) citizens recommended development of a central retail area for the City. To help meet this request, in 2000-1, the City developed an analysis of areas of the City suitable for development of a "downtown". The study identified a number of alternative locations for the development of a "downtown" including areas east and west of the I-84 interchange. Although the alternatives explored and the resulting Plan were not adopted by the City, the City developed policies and corresponding code language which addressed the need for the City to create an area for future development of a "city center" identifying an area on the City's zoning map as an overlay marked for future development of this area with commercial and mixed use (commercial with higher density residential).

GOAL II: LAND USE PLANNING POLICIES

1. The City completed a Buildable Lands Analysis in 1997 which reflected that the City has ample land within its Urban Growth Boundary to meet commercial and housing needs of the City for the next 20 years.
2. The City encourages the development of infill and redevelopment of existing land in order to balance the need to expand the Urban Growth Boundary (UGB).
3. The City has adopted the City of Boardman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.
4. The City recognizes that the location of a City Center is important to the development of the City of Boardman.
5. The City has adopted language in the Development Code as Chapter 2.2.190 that will assist in the implementation of a City Center in Boardman.
6. The development of the City Center will use the Downtown Plan completed in 2000 as a resource document when guiding future development within the City of Boardman.
7. The City will continue to work with Morrow County to maintain a consistent and coordinated plan for management of the Urban Growth Boundary (UGB) and the Urban Growth Area (UGA).

8. The City will continue to work with the Port of Morrow to encourage development of industrial lands within the Urban Growth Boundary.

Chapter 3

AGRICULTURAL LANDS

The City of Boardman contains a total of 2678 acres of which 1,193 acres are currently outside the city limits within the City's adopted and acknowledged Urban Growth Boundary. The Agricultural Goal is not applicable to the lands within the City of Boardman and its Urban Growth Boundary

Chapter 4
FOREST LANDS

The City of Boardman lies 162 road miles east of the City of Portland, on the High Desert Plateau adjacent to the Columbia River. There are no forest lands within this region of the state and particularly with the Urban Growth Boundary or the city limits of the City of Boardman. Therefore, this Oregon Statewide Planning Goal is not applicable to the City.

Chapter V
NATURAL RESOURCES

HISTORY

The year 1992 was recognized for celebration as the 75th anniversary of the Town or City of Boardman. In the Spring of 1916 E.P. Dodd, a developer from Hermiston, purchased and platted the original town site plat. The 40 acres were purchased from the easterly portion of the 160-acre homestead of Sam Boardman, who had filed homestead rights in 1903. Some might contend that 1903 began the saga of the City while others would note that official incorporation of the City of Boardman, although begun in 1921, was not official until 1927.

We do know that although Lewis and Clark camped in our area, permanent settlement in arid north Morrow County was nearly a century away. From the first wagon train in 1843 opening the Oregon Trail, only 15 miles to the south, our beginnings were six decades away. It is true that some wagon trains as early as 1847 followed the river route from the Walla Walla area to the Dalles. At Castle Rock, seven miles west of Boardman, there was a small community serving as the northern terminus of the freight road to south Morrow County. Until 1916 when both were moved to Boardman, Castle Rock had both a school and a Post Office. With few exceptions, however, even the advent of the railroad mainline in the late nineteenth century did little to stimulate permanent local settlement.

It was to be water, and the dream of water to the land, which drew Sam Boardman to the area in 1903. Even so, it must have seemed an interminable struggle through Bureau of Reclamation funding until the West Extension Irrigation Canal was first operational in June of 1916—to late for the crop season. It was from 1917 to the early 1920's that the first influx of family farmers and townspeople settled in and around the Boardman community.

The City's namesake, Sam Boardman, was born in Massachusetts in 1874. Trained as a civil engineer, Mr. Boardman was active with at least two northwest railroads prior to filing on his local homestead in 1903. He was subsequently involved in a variety of railroad and highway engineering projects in Oregon and Washington. After World War I and into the 1920's, Sam was at times a supervisory engineer in upgrading U.S. Highway 30 (now Interstate 84) in this area from little more than a wagon road first to a gravel road and by 1925 to a paved highway. In 1929, Sam Boardman become Oregon's first State Parks Superintendent. He pioneered the development of park waysides and rest stops. During his 21 year tenure until his retirement in 1950, the number of Oregon State Parks increased fourfold while the total acres dedicated to State Parks multiplied some 48 times to over 66,000 acres in 1950.

Church life came early to Boardman. Mrs. Sam (Annabelle) Boardman was an early leader in establishing a primitive Church. By 1916, services were held in a building moved from Castle Rock to a site on the Sam Boardman homestead. This building also doubled as a school by the Fall of 1916. Original enrollment was eleven students. The Boardman Community Church has been continuously active since the original site on Main Street in "Old Boardman" to its present site on Second Street N.W. today. A Seventh Day Adventist Church was built prior to 1922 and was later converted to a Lutheran Church. The Catholic

Church was erected in 1929. The land for both churches was donated by E.P. Dodd of Hermiston. In 1989, the Boardman area had five church locations (Community, Baptist, Lutheran, Assembly of God, and Latter Day Saints) with other congregations holding meetings at the High School and the Grange Hall.

As mentioned before, the first school opened in 1916. Later, primary grades were held in the Community Church until the permanent school building was available in 1917. Grades 1 through 12 (and later Kindergarten) were held in the picturesque building until it was replaced by what is now Riverside High School. The old school was razed in 1967 as part of the inundation of old Boardman by the John Day Pool (Lake Umatilla). In 1959, the Boardman Public School District merged into the newly created Morrow County School District. Later, grades seven through twelve of Irrigon and Boardman attended Riverside Junior/Senior High School while grades K through 6 of both areas attended A.C. Houghton Grade School in Irrigon. Today, elementary students of Boardman attend Sam Boardman Elementary in Boardman, seventh and eighth grades attend Columbia Junior High in Irrigon, while Riverside High School continues to house grades 9 through 12 for both communities.

Civic improvements began early in Boardman with the elevated water tank and city water works developed by Fredinand Emberger as a private venture. When filled with water, the overburdened tank collapsed. In 1921, the town (not the City) was incorporated with George Blayden as the first Mayor. A commercial well was drilled and a diesel powered pumping plant installed and meters added. The first City Hall was built near the old school grounds. This City well was near the eastern boundary of Old Boardman and can still be seen in the northwest portions of the Boardman Marina Park to which it still supplies irrigation water.

Younger people today can scarcely imagine living without electricity; however, the first electric plant in Boardman began in 1926 with only a few customers and rather sporadic service. In 1930, Paul Hatch purchased the plant and extended some lines outside the City—principally southward to the canal along what is now Paul Smith Road. Ernie Peck later owned the electric plant, which operated until the R.E.A. (Umatilla Electric Cooperative Association) began building lines and hooking up customers in 1939. Turning on the lights and putting away the kerosene lamp was an exciting day for every family in the area. During the first 46 years of dynamic growth and improving service of the “co-op”, Boardman had outstanding representation on the “electric board” by Nels Kristenson and then Arthur Allen. Clearly, the agricultural expansion through center pivot irrigation would not have happened without electricity at a reasonable price.

Although the first telephone lines in Morrow County followed the freight line from Castle Rock to Heppner in 1888, it was 1919 before Walter Meade built the first local lines. From 1920 to 1948, the Chafee family operated the telephone company. Bill Garner bought the company in 1948 and extended service to many more homes. Dial phones were installed in 1957 when Eastern Oregon Telephone purchased the franchise. Service today is provided by Telephone Utilities, a subsidiary of Pacific Telecom, Inc.

Leadership and planning were apparent in early Boardman. In 1920, the Executive Committee of the Commercial Club was given the task of selecting a suitable cemetery property (although the Cemetery District came much later). They also located an "aviation" field and a community park. In 1919, the Greenfield Grange was organized with 70 Charter members. The Parent Teachers Association formed the same year and was instrumental in assuring hot school lunches and promoting school-community relationships. Many early fraternal and sorority organizations thrived for some time but are no longer active; however, the Ladies Aid of the Community Church has been continuously active since 1919. Although formed much later, the Tillicum Club has added much to community life. The predecessor of the present Chamber of Commerce was organized in 1956 and was very active in working closely with the City Planning Committee in moving the entire City of Boardman to its present location.

With the introduction of irrigation water to the newly leveled farmland, early crops of alfalfa and field corn for silage were phenomenal. Bumper crops of watermelons and cantaloupes thrived in the sandy soil. Most farms committed a portion of their acreage to animal pasture. Cows were milked, the milk separated, the hogs fed and the cream cans set out for pick up by the creamery truck. So it was through the Great Depression of the 1930's. During this time, the farmland was being depleted. Shallow ground over the basalt resulted in poor drainage, combined with over irrigation for many years rendered much of the land suitable only for salt grass pasture because of the alkali percolated up by the overuse of water. By the 1940's, most farm owners were working at outside jobs to make a living. A notable exception to this trend was the Miller Brothers (Russell and Bob), who adopted new farming methods and by 1956 shipped approximately 175 rail cars of early potatoes to market.

It is arguable whether O.H. Warner or Charles Blayden, our first Mayor, were the first residents in the new town in 1916. In any event, the Warners built the Highway Inn as the forerunner of the tourist commercial trend, which by the 1950's was the most important economic activity of the City of Boardman. Several of the present businesses of Boardman are in the same family ownership in their third location because of relocation of the highway and then the entire town; these are Russell Oil Co. (Seth and Alta Russell) Dewey's Chevron (Dewey and Jeanne West), Boardman Texaco (Arthur and Mabel Allen) and Dodge City Inn (Joe and Alice Tatone).

From the 1920's through the 1960's, the population of the City of Boardman remained relatively constant at about 125 residents even though the population of Morrow County actually declined by 15 percent. In the early 1960's preparations began to move the entire City to higher ground in anticipation of completion of the John Day Dam and the creation of Lake Umatilla behind it. By 1967, the railroad, the highway and the entire new City were in place.

The relocation of the City of Boardman during the 1960's was remarkably well planned and a well administered undertaking. First under Mayor Joe Tatone and then under Mayor Dewey West, who was also the Relocation Project Director, a new City literally arose from a sand blow. The legal vehicle, given special legislative authority, was the Boardman Urban

Renewal Agency. Broad citizen involvement was constant; however, local leadership in concert was the key.

CH2M-Hill was hired as planning consultant and engineer to assemble the master plan. Commercial and residential lots were platted with mobile homes allowed only in certain selected lots in the original plat. In order to acquire acreage from land owned by the railroad, the need had to be justified. This explains the large size of residential lots north of the freeway and west of Main Street. Strong and persistent local leadership also explains the beautiful 31-acre Riverside High School campus as a “replacement in kind” for the old school.

A new City Hall, now the Public Safety Building, was built. A new deep water well with about a 500-gpm capacity was drilled along with construction of the elevated reservoir with 125,000-gallon capacity. A sewage collection system and lagoon were constructed north of Marine Drive downstream from the present Horizontal Collector Well Sites. Even though both the sewer and water system had to be updated within 15 years to accommodate expansion, they were the maximum affordable at the time.

Major keys to the dynamic growth of Boardman during the decade of the late 60's to the late 70's were three: (1) development of almost 100,000 acres of new irrigation ground with center pivot irrigation; (2) siting and construction of Portland General Electric generation plant with assessed valuation in excess of one-half billion dollars; and (3) siting a development of agri-business facilities at the Port of Morrow.

The growth spiral of the City of Boardman and the economic recession of the 1980's cannot be understood without pointing out the role and close tie between the City of Boardman and the Port of Morrow. Like twins joined at the hip, the dreams for future growth ought to have been identical. From its beginnings in 1958, the first generation Port Commissioners such as Garland Swenson of Ione and Dewey West of Boardman and others clearly were men of vision. During its first decade, the Port of Morrow purchased and packages about 4,000 acres of industrially developable land with 3-1/2 miles of prime waterfront on the Columbia River—essentially all of this without paid staff! In 1969, Rupert Kennedy was hired as the first Port Manager. By 1971, strong promotional efforts began to pay off with inquiries of power generation and agri-industrial sites. By 1974, both the french fry plant and potato flake plant were under construction and the PGE power plant was almost a certainty. With a port interchange and a barge terminal on the Port's basic plan for the future, Boardman was forced to gear up to meet these growth challenges. Since Rupert Kennedy's retirement in 1978, the next decade—with the notable exception of the container terminal—resulted in major employment losses at the Port industries. In 1976, Morrow County ranked 6th in per capita income for all counties in the United States. By 1988, Boardman was in the depths of recession. With recapitalization, redirection, and a management change, public confidence in the Port of Morrow has been restored. The future of the Port of Morrow and, consequently, the City of Boardman again looks bright.

The Year 1992 marks three-quarters of a century of progress in our community. In the last 35 years, 1965 to 2000 the population within the City has multiplied twentyfold. We have the infrastructure in place to welcome three times our 3,000 residents. More importantly, we have the will and the leadership to do so. Let's get on with the task!

PHYSICAL LOCATION

Any comprehensive model for the future must contain a recollection and critique of the past. It is not trite, in this context, to remind ourselves that we will best visualize and realize our hopes for the future by understanding the vision and accomplishments of those who have gone before. We are mindful that Boardman's recent history is unique. While many rural communities have declined in population, ours have multiplied twentyfold. Along the way, and with virtual unanimity of citizen support, we have the infrastructure already in place to accommodate three times our 3,000 residents. Our legacy from the past is a success story. We know of no other City better poised to meet future growth. Our commitment for the future, then, is more in building on the past than in major redirection at this time.

Comprehensive Plans, generally speaking, are written by persons who are greatly influenced by the dictates of "Senate Bill 100" and the proliferation of agencies and regulation emanating there from. Prior to the contemplation of this landmark legislation, the leadership and citizenry of Boardman determined in concert that forward planning was the path to our future. After all, our City of "Old Boardman" lies beneath the waters of the Columbia River.

The Columbia River and waterfront properties are the most predominant elements of the City's environment. The Columbia River serves as a source of supply for the City's domestic water as well as providing the opportunities for swimming, boating, fishing and windsurfing. The waterfront property is available for picnicking, camping and other possible recreational activities such as playfields and ball fields. No real liabilities exist for the Columbia River and waterfront property except that if the property were privately owned it would be prime land for luxury residential development as well as commercial activities such as restaurants overlooking the river. The wildlife refuge offers an area for preservation of the aquatic life in and around Boardman. It could be a possible deterrent to an economical discharge point for storm drainage. The planning area is bisected in an east-west direction by three major facilities—the railroad, Interstate 84, and the Bonneville Power Administration transmission lines. The City is bounded on the south by the West Extension Irrigation Canal. The railroad, freeway and the Bonneville Power Administration (BPA) transmission lines contribute major cost factors in providing basic City services to any areas of the City.

Construction costs for water sewer lines increase significantly because of required underground crossing. The freeway and the Bonneville Power Administration transmission lines breaks up the continuity of the community by dividing it into three geographical areas and, presently, vehicular movements between the areas are limited to two crossings one mile apart, at Main Street and Laurel Lane. The BPA easement leaves a strip of relatively undevelopable land through otherwise prime residential and commercial area.

While the freeway, railroad and BPA easements are all deterrents to Boardman's development in certain ways, their presence, combined with the Columbia River, are vital to Boardman's present status and are a prerequisite for the area's potential development as a major Eastern Oregon agri-industrial and commercial center.

In this Chapter, titled "Natural Resources", we want to emphasize that our citizens are always our greatest natural resource. We wish to personally honor some who have ably represented us in the past. We accept the risk of overlooking deserving citizens; however, we also note that many of those cited are also numbers among the 22 who have served as Mayors of Boardman.

GOAL 5 RESOURCES FINDINGS

Statewide Planning Goal 5 identifies 15 natural resources include the following:

1. Riparian corridors
2. Wetlands
3. Wildlife habitat
4. Federal Wild and Scenic Rivers
5. State Scenic Waterways
6. Groundwater Resources
7. Natural Areas
8. Oregon Recreational Trails
9. Wilderness Areas
10. Mineral and aggregate deposits
11. Energy resources
12. Cultural areas
13. Historic Resources
14. Open Space
15. Scenic Views and Sites

As per Goal 5, OAR 660-015-0000(5), the natural resources identified above as 1-12 are required to be inventoried according to the provisions in OAR 660-023-0030. Although these resources are listed separately, they often overlap, for example wetlands and riparian areas are often part of the same natural resource area. Natural resources including Historic Resources, Open Space and Scenic Views and Sites should be identified by the jurisdiction on a voluntary basis and are not required by OAR 660-023-0030 to be inventoried.

Riparian Areas

Riparian areas provide numerous and complex functions that affect both aquatic and terrestrial systems. Many ecological functions of riparian areas are also provided by wetlands, flood plains, and vegetated upland areas. Riparian areas provide a buffer zone between upland uses and water resources, protecting or enhancing water quality, preventing erosion, and moderating flood flows. Riparian areas often provide important wildlife habitat and contribute to in-stream habitat for fish. The City's riparian areas are defined by the Safe Harbor standards pursuant to OAR 660-023-0090 (5)(a) through (d), Riparian Corridors.

The standards in OAR 660-023-0090 (5) (a) through (d) indicate that a riparian area is defined as follows:

- a. Along all streams with average annual stream flow greater than 1,000 cubic feet per second (CFS) the riparian corridor boundary shall be 75 feet upland from the top of each bank.
- b. Along all lakes, and fish-bearing streams with average annual stream flow less than 1,000 cfs, the riparian corridor boundary shall be 50 feet from the top of bank.
- c. Where the riparian corridor includes all or portions of a significant wetland as set out in OAR 660-023-0100, the standards distance to the riparian corridor boundary shall be measured from, and include, the upland edge of the wetland.
- d. In areas where the top of each bank is not clearly defined, or where the predominant terrain consists of steep cliffs, local governments shall apply OAR 660-023-0030 rather than apply the safe harbor provisions of this section.

The only know riparian areas within the Boardman Urban Growth Boundary are located along the Columbia River. The City recognizes that the Development Code implementation element of these Safe Harbor standards within Chapter 3.7 seeks to satisfy State standards for Goal 5. Should the City complete additional studies regarding riparian locations within the City of Boardman, the City will work to incorporate these studies into the Comprehensive Plan.

All identified Water Areas are associated with the control of the Columbia River by the US Army Corps of Engineers, federal actions concerning the control of the operation of the Columbia/Snake River Dam System are beyond city policy or action. All actions concerning these waters are reviewed for compliance of federal and state regulations concerning water.

The Columbia River forms the City's boundary to the north. The only riparian area in the City is adjacent to the Columbia River. In this location, there are fish and wildlife areas and habitat within the City and its Urban Growth Boundary. The Umatilla National Wildlife Refuge, managed by the U.S. Fish and Wildlife Service along the west side of the City straddles Interstate 84 within the city limits and is shown on the City's Natural Resources Map.

The Columbia River is the only watershed within the city or its Urban Growth Boundary. As such, federal actions concerning the operation of the Columbia/Snake River System and compliance with federal regulations concerning the operations are maintained through review by federal, state and local agencies.

Chapter 3.7 of the City's Development Code contains regulations and standards to guide development on these areas. In addition to any measures applying to riparian areas and

flood plains, wetlands are also subject to a notification process required by the State of Oregon and set forth in the City's Development Code.

Wetlands

OAR 660-023-0100, identifies a wetland as an area that is inundated or saturated with surface water or ground water at a frequency and a duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions. The Wellhead Protection Delineation Study was completed in 1992 by the City of Boardman through a Wellhead Protection Demonstration Project Grant from the US Environmental Protection Agency. This study is incorporated into the Comprehensive Plan by reference. The Study indicates areas within the City of Boardman where wetlands or those containing aggregate/mineral resources are located as shown on the City of Boardman Natural Resources Map. The City will mitigate any land use impacts associated with development on these sites. Significant identified wetland areas are also within federally controlled properties owned by the US Army Corps of Engineers and administered by the US Fish and Wildlife Service. All actions concerning wetlands on these lands are reviewed for compliance with federal regulations concerning wetlands. As resources allow, the City will complete a Local Wetlands Inventory (LWI) in compliance with OAR 660-023-0100 and OAR 141.086.0110, and will adopt the findings as part of this Chapter of the Comprehensive Plan and with policies for this Chapter as appropriate.

Once the LWI is completed it will be adopted by reference as part of city of Boardman Comprehensive Plan. In addition, Chapter 3.7 of the City's Development Code will be modified to contain regulations and standards to guide development on these areas. In addition to any measures applying to riparian areas and flood plains, wetlands are also subject to a notification process required by the State of Oregon and set forth in the City's Development Code.

Wildlife Habitat

Wildlife habitat is an area upon which wildlife depend in order to meet their requirements for food, water, shelter and reproduction. Examples include wildlife migration corridors, big game winter range, and nesting and roosting sites.

As per OAR 660-023-0110, the City is required to identify any areas designated as wildlife habitat using the safe harbor standards which state that wildlife does not include fish and that significant wildlife habitat includes those areas defined by OAR 660-023-0110 (4) (a-e).

The Umatilla Wildlife Refuge, managed by the U.S. Fish and Wildlife Service along the west side of the city straddles Interstate 84 within the City. The area is low lying, marshy land with standing water year round. The refuge is the habitat for a variety of aquatic, wild fowl and wildlife. The area also functions as a natural buffer between the freeway and residential development; however, due to its urban location, this are is not considered significant wildlife habitat.

Federal Wild and Scenic Rivers

As per OAR 660-023-0120, the City is required to identify any areas designated as a federal Wild and Scenic River (WSR). No waterways located in the City of Boardman are identified as a Wild and Scenic River and therefore, this Chapter does not contain any policies pertaining to the preservation of this natural resource.

Oregon Scenic Waterway

As per OAR 660-023-0130, the City is required to identify any areas designated as an Oregon Scenic Waterway (OSW). The Columbia River, which extends along the north boundary of the City has not been included in the State's list of potential scenic waterways, nor has it been identified under the federal program. There are no other waterways within the City's Urban Growth Boundary. Therefore, no waterways located in the City of Boardman are identified as Oregon Scenic Waterways and therefore, this Chapter does not contain any policies pertaining to the preservation of this natural resource.

Groundwater Resources

As per OAR 660-023-0140, groundwater is any water, except capillary moisture, beneath the land surface or beneath the bed of any stream lake, reservoir, or other body or surface water. This OAR identifies local jurisdictions to protect areas defined as significant groundwater resources defined in OAR 660-023-0140 (5). The City of Boardman's delineated wellhead protection area does not meet this definition. However, the City will protect this resource through the provisions in Chapter 3.4 through Chapter 3.7 and Chapter 4.2 of the City's Development Code as well as in accordance with OAR 340-040.

The Wellhead Protection Delineation Study was completed in 1992 by the City of Boardman with a US Environmental Protection Agency Wellhead Protection Demonstration Project Grant. This delineation was reviewed by the Oregon Health Division, Oregon Department of Environmental Quality and Oregon Water Resources Department for technical validity. US Army Corps of Engineers. This study is incorporated into the Comprehensive Plan by reference. The Study indicates areas within the City of Boardman as wetlands or those containing aggregate/mineral resources and are noted on the City of Boardman Natural Resources Map. The City will mitigate any land use impacts associated with development on these sites.

Groundwater resources are protected using several different management tools. Included in these tools are, Source Water Protection strategies through the numerical model delineation of a Wellhead Protection Area of the City's existing sources of water, Stormwater Management strategies using natural conditions while being in compliance with federal and state regulations. Chapter 3.4 of the City's Development Code contains Public Facilities Standards supporting protection of groundwater resources, Chapter 3.5 contains the Stormwater Management regulations and standards, Chapter 3.6 contains Environmental Performance regulations and standards, and Chapter 3.7 of the City's Development Code contains regulations and standards to guide protection of those areas defined on the Natural Resource Map as "Sensitive Lands" areas. In addition, the City's ~~plan~~ policies are requiring

new development within the city limits to be served by the public water and sewer systems in accordance with Chapter 3.4 of the Development Code.

To date, the City has not identified any areas within the City as significant groundwater resources as defined by PAR 660-023-140; however, the City has included a policy in this Chapter to protect groundwater resources as a natural resource in the City of Boardman.

Natural Areas

According to OAR 660-023-0160, a natural area is one that is listed in the Oregon State Register of Natural Heritage Resources. To date, the City of Boardman does not contain any Natural Heritage Resources and therefore, has not included any policies in this Chapter to protect natural areas as a natural resource in Boardman.

Oregon Recreational Trails

To date, the City of Boardman does not contain any trails designated as an Oregon Recreational Trail; however, the City does contain the Columbia River Heritage Trail which is identified through the city and its Urban Growth Boundary along the shores of the Columbia River. This Recreational Trail is part of the Lewis and Clark Trail system in the State of Oregon. The Oregon heritage Trail is to be located on Port of Morrow properties and land held by the US Army Corps of Engineers as it crosses through the city limits and its Urban Growth Boundary. The City has identified the Oregon Recreational Trail as a natural resource in Boardman and has included a policy to identify this.

Wilderness Areas

As per OAR 660-023-0170, a wilderness area are those areas designated as wilderness by federal government. There are no federal or state identified wilderness areas within the City or its Urban Growth Boundary. There are no wilderness areas identified in the City or its Urban Growth Boundary and because the City was relocated in the mid-1960's, there are no historic area sites or structures and objects located in the present City or its Urban Growth Boundary.

Mineral and Aggregate Deposits

Geologic maps prepared by the State Department of Geology and Mineral Industries reviewed by the City of Boardman, have identified mineral or aggregate resources within the City because of annexation since the last Periodic Review. There are crushed and uncrushed aggregate resource sites owned by the Port of Morrow within the City and its Urban Growth Boundary. The City of Boardman Wellhead Protection Delineation (1992) also indicates the general locations of possible mineral/aggregate deposits within the City's Urban Growth Boundary.

Energy Resources

Neither the State Department of Energy nor the State Department of Geology and Mineral Industries has identified any natural energy resources within the City. The City is unaware of any natural energy resources within the Urban Growth Boundary. There are energy producing resources within the city limits in the form of natural gas fired steam turbine co-

generation facilities. These turbines produce 550 mega-watts of electricity and the steam by-product is used as a resource by the Port of Morrow industrial tenants. Within the Urban Growth Boundary, an additional natural gas fired turbine produces an additional 32 mega-watts of electricity. These resources are addressed and protected through other elements of the Comprehensive Plan.

Cultural Resources

Through the review of different cultural resource studies, conducted as part of construction or development, there has been only two identified sites containing Native American resources. One is located within the Urban Growth Boundary and one identified site within the City limits. These studies, conducted by the Confederated Tribes of the Umatilla Indian Reservation Cultural Resources Preservation Program identified sites 35MW13 which is located within the Urban Growth Boundary on land owned by the Port of Morrow and JDRS 79(1) which is an abandoned portion of the old US Highway 730.

Historic Resources

After discussions with the State Parks Division of the Oregon Department of Transportation and a review conducted by the City, it has been determined that no historic areas or sites, structures or objects exist within the City and/or its UGB, as the City was relocated in the mid 1960's and the old city is inundated by the Columbia River.

Open Space

OAR 660-023-0220 defines open space as parks, forests, wildlife preserves, natural reservations or sanctuaries and public or private golf courses. The City's most desirable area for open space preservation is the Corps of Engineers waterfront property. The area extends for a distance of more than a mile along the Columbia River with an average property depth of 1,000 feet. Preservation in its natural state would severely restrict its full potential. Preserving the area for open space and recreational activities would be a more fitting land use. A multi-million dollar marina and park site is situated on 74 acres on the west end of the property. The park site is equipped with campsites, windbreaks, utilities, restrooms, picnic facilities with shelters, petroglyph display, landscaping, parking, boat launch and dock, and a swimming area. The facility presently serves both tourist and Boardman area residents alike. Further development of the remainder of the property, about 75 acres, into recreational uses such as playfields, beaches, campsites and swimming, is encouraged. The City's horizontal collector wells, for its domestic water are placed adjacent the Columbia River at two locations within the area defined above. Due to the rural nature of Morrow County, the City has not designated any open space lands other than what is noted for the Bonneville Power Administration easement and other public ownership, including US Army Corps of Engineers property adjacent to the Columbia River, which is administered by several federal agencies including the US Fish and Wildlife Service, Bureau of Indian Affairs, the US Army Corps of Engineers and one local agency, the Boardman Parks and Recreation District.

Scenic Views and Sites

Due to the City's topography, vegetation, and existing infrastructure development, the City believes there are limited scenic views, none of which could be considered outstanding.

GOAL V: NATURAL RESOURCE POLICIES

1. The City shall continue to protect its identified Goal 5 Resources, as defined in this Chapter, through continued identification and inventory of these resources combined with development and construction review adhering to federal, state and local land use and development regulations and policies. The following policies have been drafted in order to assist the City in the preservation of areas identified in this chapter by the City as an important natural resource as follows:

- Riparian corridors
- Wetlands
- Wildlife habitat
- Groundwater Resources
- Oregon Recreational Trail
- Mineral and aggregate deposits
- Cultural areas
- Open Space

2. The City shall identify riparian areas pursuant to the Safe Harbor methodology pursuant to OAR 660-023-0090 (5)(a) through (d), Riparian Corridors. Chapter 3.7 of the City's Development Code contains the regulations and standards in which to implement this policy. A corresponding map, Natural Resources Map will include these areas and the zoning map will indicate an overlay zone to depict the identified areas.

3. The City understands the importance of preserving significant wetlands in the City of Boardman. As resources permit, the City will seek assistance to develop a Local Wetlands Inventory (LWI) in accordance with OAR 141.086.0110 for adoption as part of the City's Comprehensive Plan. In the interim, the City will utilize the National Wetlands Inventory (NWI) and other available resources to identify and preserve significant wetlands within the City. Chapter 3.7 of the City's Development Code contains the regulations and standards in which to implement this policy. A corresponding map, Natural Resources Map will include these areas and the City's zoning map will indicate an overlay zone to depict the identified areas.

4. The City understands the importance in preservation of wildlife habitat in the City of Boardman. As per OAR 660-023-0040 (Safe Harbor); the City has determined that wildlife does not include fish, and that significant wildlife habitat is only those sites where one or more conditions as described by OAR 660-023-0110(4) (a) through (e).

5. The City understands the importance of preserving and protecting groundwater resources and wellhead areas in the City of Boardman consistent with OAR 660-023. Chapters 3.4 through 3.7 of the City's Development Code contains the regulations and standards in which to implement this policy. The City will work with developers and the State of Oregon to assure protection of the groundwater resources within the Urban Growth Boundary of the

City of Boardman in accordance with OAR 340-040. A corresponding Natural Resources Map will include these areas and the City's Zoning Map will indicate an overlay zone to depict the identified areas.

6. The City will continue to work with the Port of Morrow on the development of aggregate resources located on its property inside the Urban Growth Boundary.

7. The City acknowledges that the Columbia River Heritage Trail located along the Urban Growth Boundary along the shores of the Columbia River is part of the Lewis and Clark Trail system in the State of Oregon. The City will work with the State to preserve and support this trail system as necessary.

8. The City will continue to work with the Confederated Tribes of the Umatilla Indian Reservation Cultural Resources Preservation Program to identify natural resource sites and aid in their preservation.

9. Through development and adoption of a cooperative and urban services agreement, the City shall work with the Boardman Parks and Recreation District to promote and enhance existing parks and open space areas within the City.

AIR, WATER AND LAND RESOURCES QUALITY

AIR QUALITY

The quality of air in Boardman is excellent. The carrying capacity of the airshed is substantial. Emissions from potential industrial activity will be strictly regulated by the Department of Environmental Quality to prevent air pollution problems from occurring. Air pollution due to vehicular emissions is remote because of the characteristics of the local airshed and the low density profile foreseen from Boardman. The City also notes that the air quality of the area has remained the same although the establishment of a feedlot several miles to the southwest of the City provides an unpleasant odor over the town on occasion. This is beyond the City's control and is not a problem the City can address. The Boardman area is occasionally overcome by blow sand and dust generated from strong winds over undeveloped areas and bare agricultural fields. This condition will diminish as more areas are developed.

WATER QUALITY

Boardman obtains its water from a Ranney well system that draws naturally filtered water from collection tubes installed in the sediment below the riverbed, providing high quality water through nature's own filtration system. Boardman is on the fringe of a critical groundwater area that is experiencing a continual drawdown of the water table. The Ranney system does not directly draw from groundwater sources thereby reducing the impact of the water table drawdown. Effect on the Columbia River will be negligible because the volume of water required, relative to the flow volume in the river, is insignificant. The City is concerned, however, about the construction of breakwaters or other impediments in the river which would be constructed within 1,200 feet of the City's Ranney collector. Any obstruction which slows the velocity of the water or wave action within the riverbed infiltration area could have an adverse affect upon the available water supply from the City's Ranney collector. The City would be opposed to any proposed construction which would impact the City's infiltration system.

The current proposal for sewage treatment will result in zero discharge to the Columbia River as a receiving stream. Other sewage treatment sites have been investigated and should receive further study when the proposed site reaches its capacity. All sites utilize land application of sludge and effluent, resulting in zero discharge in any stream. Solid waste disposal is currently contracted by Hermiston. Morrow County, the Port of Morrow, and Tidewater Barge Company are currently constructing a solid waste landfill in the Finley Buttes area some sixteen miles south of Boardman. The site is expected to be open July 1, 1990, and will accept local, regional, and multi-state solid waste.

LAND RESOURCES QUALITY

Additional land resources will be required for further development and for lagoon type sewage treatment and effluent irrigation. However, the Boardman area contains vast expanses of undeveloped land consisting of blow sand and sagebrush. Sacrifice of this type of land will be inconsequential when related to the area as a whole. Conversion of rural farm land to urban use will be unavoidable. However, alternative areas for residential development are not available without creating "leap frog" development and very costly extension of municipal services.

NOISE INVENTORY

The major noise contributor to the City is provided by the Interstate 84 which bisects the City on an east-west basis. The City has planned and zoned the areas around the Interstate interchange for commercial uses to provide a buffer for residential land use.

GOAL 6: AIR, WATER AND LAND RESOURCE POLICIES

1. The city will require all development to comply with city, county, state, and federal environmental rules, regulations and standards.
2. Preserve manmade and natural environments and resources and encourage wise management and proper development techniques.

Chapter 7

NATURAL HAZARDS

The City of Boardman and its Urban Growth Area are not subject to significant natural hazards. Creation of dams along the Columbia River have made a flooding hazard negligible to the point where the Federal Emergency Management Agency does not require the City to enroll in the National Flood Plain Insurance Program nor to develop a Flood Plain Ordinance. No other natural hazards are known to exist with the exception of the severe dust storms which occasionally occur. There is no specific action the City can take to mitigate this circumstance and the City has no specific policies regarding natural hazards.

Chapter 8 RECREATIONAL NEEDS

The City of Boardman currently has six parks within its Urban Growth Boundary. The major park is owned and operated by the Boardman Parks and Recreation District, a separate entity. The park is located adjacent to the Columbia River and was developed by the Corp of Engineers as a replacement when the John Day Dam was constructed. The park consists of approximately 74 acres of area. It includes a swimming area, boat launch and marina, 63 overnight camping spaces, Little League ballfield, picnic areas, restrooms, and other facilities. The park serves both as a community park and tourist facility with overnight camping available. It is filled to capacity during most weekends in the summer months.

The Boardman City Park, located between Northwest Boardman and Northwest Park Avenues and Northwest First and Second Streets, occupies 3.41 acres. The park contains baseball field, playground equipment, and a structure used by 4-H and daycare programs. The property also contains a large expanse of lush green grass and evergreen trees. A basketball/volleyball concrete area, picnic tables, and renovation of the building to make restrooms available to the public was completed in the Spring of 1988. Other additions include a drinking fountain and construction of an additional baseball backstop. The park serves approximately 195 dwelling units. The surrounding property is 95 percent developed, so there should be minimal additional impact on the park. There are single-family, multi-family, mobile homes, general commercial, and tourist commercial zoned lands in the immediate vicinity of the park. The nearest other facility offering recreational opportunities to this area is at Riverside High School, approximately one-quarter mile to the east. The High School facilities include a football field, baseball field, tennis courts, soccer field, and an inside gymnasium. All these facilities are available through the Riverside High School programs.

The Thomas E. Brownhill Park is located in the Northeast section of Boardman and is provided with access via Northeast Third Street and Northwest Front Street. The park contains 1.15 acre of area and currently exists as a large open area with no definite development plans prepared at this time. The surrounding area has the capacity to site 321 dwelling units. The property immediately around the park is zoned single-family residential, multi-family residential, tourist commercial, heavy commercial and light commercial. The nearest other recreational facility is located at Riverside High School approximately one-half mile to the west.

The Dunes Street Park is located in the Southeast portion of Boardman in the Sunridge Terrace Subdivision. The Park contains 1.06 acre and at this point is largely undeveloped. A preliminary of a neighborhood park concept has been prepared, however, no official action for development of the park has been taken. The park serves approximately 43 dwelling units. The surrounding lands are zoned Mobile Home Park/Subdivision and has a holding capacity of 504 homes. Access to the property is via Dunes Street off Anderson Road. The nearest other recreational area is located at Sam Boardman Elementary School some three-quarters mile on Wilson Road. The Same Boardman Elementary School playground includes school play equipment, basketball area, grassy area suitable for football, soccer, baseball and other field games, and an asphalt area suitable for other types of play.

The Hill View Park is 4.37 acre area offered by donation to the City. It is located in the Southwest sector of the City and is currently undeveloped. The surrounding area contains 182 living units with the maximum density of 616 dwelling units. The surrounding area is zoned single-family, multi-family, and Mobile Home. The nearest recreational facility is in Same Boardman Elementary School, located some three-quarters mile east off Wilson Road. No plan has been developed for the improvement of this park, however, bike paths or equestrian ways, nature trails, and other facilities could be provided in addition to the customary park facilities. The park can be accessed from Faler Road and Paul Smith Road, presently closed, north of Wilson Road.

Desert Springs Estates Park, donated with the Phase I subdivision plat, is located in the Desert Springs Estates Mobile Home Park/Subdivision. This area is approximately one-eighth acre and serves approximately 50 dwelling units but full development of the area surrounding the park could contain 403 dwelling units. The park property currently has one-half basketball court and a small play area. The nearest other facility is again Sam Boardman Elementary School, some one mile to the east.

The City would like to develop additional parks, including Mancamp Park, to provide tennis courts, volleyball courts, a baseball field, and additional facilities in the Boardman Marina Park.

RECREATIONAL NEEDS SURVEY

A Recreational Needs Survey was conducted in early 1975 via the use of a mail-out questionnaire. The results of the survey are as follows:

1. Of those responding, about one-half felt there were adequate recreational facilities for your children and adults, but 90 percent of respondents agreed there were not adequate facilities for teenagers and senior citizens.
2. A multi-use type recreation hall was the most predominately requested facility.
3. Bicycle paths were the most requested outdoor recreational facility.
4. Requiring park land dedication by new developments was approved by 75 percent of the respondents.
5. Smaller neighborhood parks (5-10 acres) and mini-parks (under 1 acre) were favored over the large community park (25-35 acres). Community park requirements will be met by further development in the 74 acres contained in Boardman Marina Park.
6. Respondents felt the City should encourage and participate in development of the waterfront property, with a swimming area most often requested.

FUTURE PARK LAND DEVELOPMENT STANDARDS

It is the City's decision that small neighborhood parks, as shown on the Land Use Plan, be provided rather than a large community park south of the freeway. It is further recommended that the major recreation facilities, ball fields, etc., be located on the Corps of Engineers waterfront property. The City has developed specific standards for park plan development and dedication to occur simultaneously with subdivision development. These are as follows:

1. Require open space dedication for park land at the rate of 0.015 acre per lot per living unit created.
2. Make payment in lieu of dedication, based on current residential land values.

3. Funds generated from (in lieu of) payment shall be used only for acquisition of park land. The park land would then be developed as a park to benefit the property from which the payments were collected.
4. Where a park is indicated within a development, that land shall be reserved until funds are available to purchase it.
5. No more than 40 percent of a development can be required for dedication to open space and public use, including street right-of-way but not including easements.
6. Lands in excess of 40 percent of development will have to be purchased by the City within two years after development approval.

BIKE PATHS

The City, in response to repeated requests for the bike paths, has determined that Paul Smith Road, and one on South Main Street from Wilson Road to Columbia Boulevard.

The City, in response to repeated requests for bike path, has determined that providing bike routes to all areas of town without conflict with vehicular traffic is desirable. However, there are some concerns that developing an adequate bike path plan. These are as follows:

1. Bike paths on both sides of the street may not be feasible in many areas without additional pavement width, at great expense to the City.
2. Bike lanes on one side of the street would force the bike riders to travel against vehicular traffic half of the time. This would be in violation of existing traffic laws.
3. Bike lanes on the right side of the streets with the traffic flow and designated as one-way lanes would provide complete loop capabilities but it would be virtually impossible and undesirable to enforce.

GOAL 8: RECREATION DEVELOPMENT POLICIES

1. Open space in the form of park lands shall be maintained in developing areas through a small series of neighborhood parks.
2. Park land dedication, or payment in lieu of dedication, may be required of developers.
3. Planned Unit Developments incorporating recreational open space shall be encouraged.
4. Expand low cost outdoor recreational facilities, small neighborhood parks, open space, and bike paths.
5. The City shall encourage development of parks to:
 - A. Meet the needs of the public by providing low cost recreational activities;
 - B. Provide areas of easily accessible parks to all neighborhoods;
 - C. Provide recreational opportunities to tourists and residents;
 - D. Provide the utilization of a public waterway, the Columbia River, as a natural recreational facility.

Chapter IX
ECONOMIC NEEDS

INTRODUCTION

The Boardman area is ideal for economic growth because of a vast amount of agricultural potential and attractive siting for industrial development. As it becomes economical to irrigate lands farther south from the Columbia River, agricultural development will expand. With the railroad, freeway and Columbia River to provide for the efficient movement of goods and services, the Port of Morrow industrial park is an excellent site for a new industrial activity.

The City of Boardman has the advantage of planning for growth without the burden of solving a multitude of problems associated with present public services. Boardman has no deteriorated sewer or water lines to replace, no sanitary-storm sewer separation to accomplish, the street and storm drainage systems are in good conditions, and there are no blighted residential or commercial areas to renovate. Instead, the City can concentrate its efforts on sound planning for new growth.

Within the Planning Area, sufficient land exists for commercial, light industrial, industrial, and a broad range of residential development choices. For the purposes of this Plan, the planning area includes all areas within the Urban Growth Boundary.

BUILDABLE LANDS INVENTORY-1997

As part of the Periodic Review Work Tasks, the City completed a Buildable Lands Inventory in 1997: *North Morrow County TGM Project, Community Visioning Analysis of Buildable Lands and Housing Needs*. This study is incorporated in this document by reference. It identified that the City of Boardman has ample land within its Urban Growth Boundary (UGB) to meet commercial needs for the next 20 years and beyond, given population projections provided for the Inventory. According to the Inventory, the commercial land supply needed for 2017 is 61.43 acres. Given the total supply of commercial acreage in Boardman of 271 acres, there is ample commercial land zoned to accommodate growth through the year 2017. The amount of industrial acreage in the City is estimated at approximately 240 acres with about 40% of this land currently vacant. These figures reflect that the City of Boardman has ample industrial land to meet the economic development needs of the City through 2017. As per the Buildable Lands Inventory:

- There are 236.8 acres of vacant commercial and, 3.26 acres of underdeveloped commercial and 34.21 acres of developed commercial land within the Boardman Urban Growth Boundary.
- Based on the population increases noted above, a total of 61.3 acres of commercial land are needed to accommodate population growth over the next 20 years.

NEED FOR ECONOMIC GROWTH

Economic growth is essential to provide and perpetuate public services for Boardman residents already present. Financing of the major sewerage and water projects is premised on new residential growth, as the result of new industrial and commercial activity. With increased population and the resultant increased tax base, the level of public services can be upgraded at a decreasing per capita cost. Besides residential and industrial growth, the expansion of commercial activity will also take place. The level of private services will increase along with additional employment opportunities.

CONTROL OF GROWTH

With sound planning and policies concerning land use and extension of public utilities, Boardman can control growth and eliminate the intrusion of incompatible land uses into any part of the Planning Area. The Comprehensive Plan provides for logical locations of diverse land uses as well as providing buffers between dissimilar uses.

REGIONAL DEFICIENCY

By encouraging industrial, commercial and residential growth in Eastern Oregon, the State's economy will become more broad-based and diverse. Presently, Eastern Oregon is underutilized, relative to industrial development. The agricultural industry has recently made major commitments in Eastern Oregon and exemplifies the area's role in the State's overall economic.

Goal IX: Economic Policies

1. Advance the position of Boardman as a regional center for industry, power generation, commerce, recreation, and culture.
2. Encourage tourist commercial activity near Interstate 84.
3. Allow for the creation of industrial park development with adequate off-street parking, landscaping, and site screening.
4. Promote cooperation among the city, the Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.
5. As resources permit, review the City's supply industrial land to monitor supply and demand.

Chapter X HOUSING

BACKGROUND INFORMATION

This chapter incorporates the information contained in the 1978 Housing Plan, together with the updated information provided in the 1987 and 1999 Periodic Review Order. The cost figures have not been increase to reflect current prices, so the information will appear outdated.

With the increase in construction costs for single-family homes in recent years, this type of home is no longer within the economic reach of many potential buyers. Alternative types of housing must be provided for and given equal consideration in Boardman's housing scheme. Alternatives to single-family detached homes are mobile homes, modular homes, apartments, condominiums, planned unit developments, and other forms of cluster housing. Planned unit development sand cluster housing, which decrease total construction costs of utilities, save in energy consumption and provide low cost recreational activities (parks, tennis, swimming) within each development should be encouraged. It should be apparent that all accepted types of housing must be provided for in the City's Comprehensive Plan. The City has a responsibility to adopt regulations and ordinance, which accommodate adequate housing for the full spectrum of potential future residents.

PREVIOUS STUDIES

In 1978, a confidential housing survey was conducted through a mail-out questionnaire to all Boardman residents with a 25 percent response rate. The survey described that residents in the middle age group (36 to 50) owned their own home and were satisfied with their living arrangements. The survey noted that the younger age group and those migrating to the Boardman area created the most demand for new housing. The findings also added that apartments and mobile homes have appeal to people over 51 who do not have a family at home and would rather not have the upkeep associated with a conventional home. This type of housing also appeals to young people moving in without large families. The survey also found that lower income families found little or no housing stock to meet their needs or income level.

BUILDABLE LANDS INVENTORY-1997

As part of the Periodic Review Work Tasks, the City completed a Buildable Lands Inventory in 1997: *North Morrow County TGM Project, Community Visioning Analysis of Buildable Lands and Housing Needs*. This study is incorporated into the Comprehensive Plan by reference. It identified that the City of Boardman has ample land within its Urban Growth Boundary (UGB) to meet commercial and housing needs for the next 20 years and beyond, given population projections provided for the Inventory. According to the Inventory:

- There are 676 acres of residentially (and farm use) zoned land available for development within the next 20 years on vacant parcels or large properties with the potential for infill development. There are an additional 350 vacant platted lots or small lots with the potential for another housing unit (infill potential)

One finding from the Buildable Land Inventory is that demographics of the City suggest that approximately 50% of the low income families in the City would benefit from the development of additional government assisted housing. Specific policies to address affordable housing are included in the next section of this Chapter.

GOAL X: HOUSING POLICIES

1. The City shall provide a variety of living environments to meet regional housing needs for those of different family size and income.
2. The City, recognizing the financial difficulties of a segment of the City's population in providing themselves safe, sanitary and healthful shelter, shall work cooperatively with the private sector to seek state and federal aid where desirable to assist persons to obtain suitable housing.
3. Encourage new development concepts to meet changing housing demands and to provide self-contained recreation facilities.
4. Locate high-density multiple-family developments in areas to offer a buffer between single-family residential and commercial or industrial uses, close to schools and shopping, and with quick access to arterial streets.
5. Encourage planned unit developments while maintaining an overall low-density profile by incorporation of more open space in the development.
6. Promote energy efficient programs.
7. Provide infill opportunities for attached rowhouse development, duplex and triplex development in residential neighborhoods.
8. The City shall promote where possible, the evolution of safe and aesthetically pleasing residential neighborhoods that are efficiently integrated with business and commercial property, schools, parks, public facilities and other urban development.
9. The City shall give consideration to development of alternative residential construction both in form and layout for such reasons as aesthetics, energy conservation, reduced development costs and provision of open space.
10. Encourage through provisions in the City's Development Code, the opportunity to develop mixed use Development (commercial and higher density residential) to provide affordable housing options for all residents of Boardman.
11. The City shall encourage residential development within city limits in areas which are appropriate for urban development.
12. Work with federal and State agencies to establish funding for low to moderate income housing projects within Boardman.
13. Given recent growth trends, it will be important for the City and Morrow County staff to monitor the supply of buildable land and, if necessary, revise future housing need and land supply projections.

PUBLIC FACILITIES

- The lagoon system had inadequate chlorine spill containment, a lack of lagoon level measurement equipment, inadequate alarm telemetry, aging flow control valves and inadequate work space in the site control building.

BACKGROUND

In 2001, a Public Facilities Plan was prepared for the City to meet Statewide Planning Goal 11 and provide a framework for future improvement and maintenance of the City's water, wastewater, storm drainage and transportation facilities. The Public Facilities Plan is a supporting plan and implementing document of the Comprehensive Plan and is included by reference by the Boardman Comprehensive Plan. It includes a list and description for each type of facility, short and long range capital improvement plans, a financing plan and policies related to public facilities. The following is a synopsis of that information, including updated inventories, future plans, financing information and public facilities policies.

WASTEWATER COLLECTION AND TREATMENT FACILITIES

Collection Facilities

The entire developed area in the City of Boardman is currently provided with wastewater collection facilities, with the exception of the South side of Interstate 84 at Laurel Lane. Wastewater is conveyed through approximately 76,000 feet of gravity and pressurized sewer mains and six lift stations. This system feeds a three-mile long interceptor sewer leading to the City's lagoon site. There are no reported problems with the gravity collection system network. Its capacity appears to be adequate to meet projected future needs and extraneous water inflow and infiltration are within acceptable limits. Development patterns may require the need for upsizing some lines to meet additional densities in the future. In addition, partial rehabilitation of the three main lift stations are being completed per Capital Improvement Project #6 (Table IX-1 of this Chapter) to address corrosion, inadequate alarm telemetry, redundant power supply for all stations and to correct inoperable valves and pump control deficiencies at one of the stations.

Treatment Facilities

Current wastewater treatment in the City of Boardman is accomplished by use of a facultative lagoon treatment system with land application of treated effluent. A Wastewater Study for the City was completed in May of 2000. This Study reviewed current and future needs and provided recommendations for future system improvements, including the creation of a financing and implementation plan. The study is based on a 20-year population forecast which estimates an increase to 5,500 people by the year 2020, which is based on an average annual growth rate between 2.6% to 3.0%. The Study identified the following deficiencies:

- The lagoon system was operating at 92% of hydraulic capacity and 89% of organic loading capacity, necessitating capacity improvements to meet future population needs.

- The City's irrigation site did not have adequate buffer area to meet existing or future needs. It was operating at 40% of capacity based on nitrogen loading.

The Wastewater System Improvement Project completed in 2003 recommended improvements to the City of Boardman's facilities based on the above-mentioned deficiencies. System upgrades were completed which included additional hydraulic loading of the system and by the City obtaining more irrigation land to meet present and future needs. The lagoon treatment system, with the completion of the Wastewater System Improvement Project includes three cells totaling 42 acres of surface area. Each lagoon provides storage and treatment. Treated wastewater is disinfected using chlorine prior to application on alfalfa crops at the City's 105 acre irrigation site.

Financing

To meet its long-term system improvement needs, the City is using a range of funding sources. In 2000, the City obtained a \$3 million loan to pay for additional capacity at its sewage treatment plant that is expected to meet the City's treatment needs for the next 20 years. The City uses a sewer system development charge (SDC) to finance certain types of capital projects and improvements. Utility rate revenues also are used to finance sewer utility operations.

The City regularly reviews its sewer utility rates to assure there is adequate revenue to operate the sewer system in conformance with state and federal discharge permits for municipal wastewater collection and treatment systems. The combination of tax assessments, SDC collections, and utility operating revenue provide a foundation for financing the sewer system capital improvement program and system operation for the 20-year planning horizon.

Future Wastewater Treatment and Collection Facility Improvements

As noted above, a number of improvements were required to address current and projected future deficiencies in the City's treatment system. Project improvements are identified in the Capital Improvement Project Table (Table IX-1 of this Chapter)

- Rehabilitation of the main lift station (lift station #3);
- Expansion of the City's lagoon system to increase treatment capacity;
- Expansion of the City's irrigation site to provide an adequate buffer area to meet existing and future needs; and
- Rehabilitation of two additional lift stations

WATER SYSTEM TREATMENT FACILITIES

Source

The City obtains its raw water exclusively from a horizontal collector well located on the Columbia River. The collector has a capacity of 6,030 gallons per minute (g.p.m.). The City also has a deep well that has not been used since the late 1970's because of high hydrogen sulfide levels. The City recently completed construction of a second collector well adjacent to the Columbia River to meet

the City's expected long-term needs. This system is expected to be on-line and operational by October 2003 and will have an expected capacity of 10,000 g.p.m.

Distribution System

The City's water distribution system is pressurized by a booster pump system drawing treated water from the detention cells and steel reservoir and discharges it directly to the distribution system. The booster pump system includes 6 pumps capable of a capacity of 10,000 g.p.m. with future expansion to bring the capacity to 16,000 g.p.m. Water from the City's existing horizontal collector is treated by chlorine and routed to a detention chamber -- a 300,000 gallon concrete reservoir, with a usable capacity of 180,000 gallons. The steel reservoir will act as a second detention chamber.

Financing

To meet its long-term system improvement needs, the City uses a range of funding sources. The City recently secured a \$3.8 million loan to pay for a new horizontal well collection system and improvements to the distribution system. These improvements are expected to meet the City's domestic water supply needs for the next twenty years and beyond.

The City uses a water system SDC to finance certain types of water system facilities. In total, SDC collections are expected to finance about 43% of the equity investment. Utility rates also are used to pay for maintenance and improvement of the water system. The City regularly reviews its utility rates to assure there is adequate revenue to operate the water system in conformance with state and federal health standards. The combination of tax assessments, SDC collections, and utility operating revenue provide a foundation for financing the water system capital improvement program and system operation for the 20-year planning horizon.

Future Water Facility Improvements

The City is in the process of completing a Water System Master Plan (draft expected 2005), which is based on a 20-year population projection of 5,700. As noted above, the City recently completed construction of a second horizontal collector to meet future long-term water source needs. Additional improvements, completed as part of the in Phase II of the Water System Improvements Project (expected to be operational in October 2003) included:

- Construction of a 300,000 gallon steel reservoir to act as a second detention chamber to maintain chlorine contact time and help balance pumping rate differences.
- Changes to the disinfecting system to improve system safety, reduce risks to operators and residents, and eliminate the risk of a chlorine leak.
- Modifications to the City's booster pump system to better meet fluctuating demands and be more energy efficient.

STORM DRAINAGE

Background Information

Historically, the management of storm runoff has not received the same consideration as the more immediate problems of providing other municipal services, such as sewerage and water system. Boardman is fortunate that it is not faced with major storm drainage problems associated with excessive rainfall, flooding rivers or combined storm sanitary sewers.

The City's storm drainage system is intended for management of urban storm runoff, an environmental service, rather than for flood control during extremely heavy periods of rainfall.

Existing System

Historically, new developments have been required to provide on-site systems, including drainage ways, storm sewer detention or other facilities. Older residential areas north of Interstate 84 include storm drains that discharge to low-lying areas near the Columbia River. Developments in newer areas south of the Interstate more typically include partial drainage facilities that drain to swales or other low-lying areas. The area's rapidly draining soils and gentle slopes allow storm runoff to be managed on-site through the use of bio-swales, modified bio-swales, and retention basins. In 2002, the City established provisions and standards related to on-site storm drainage and adopted these standards as part of the City's Development Code.

Financing

The City does not have a dedicated funding program for its storm water system. Separate funding has not been necessary because the area's porous soils and relatively dry climate allows storm water to be managed onsite. The storm water conveyance system that is in place in some portions of the City functions as part of the road system and is developed and maintained using revenue from the street fund. Future similar facilities are expected to be funded in a similar manner. On-site drainage facilities, such as modified bio-swales are expected to be paid for by developers as development occurs pursuant to City Development Code provisions.

OTHER PUBLIC FACILITIES

Solid Waste

Presently, Boardman utilizes solid waste disposal service from a private disposal firm located in Hermiston. A tentative solid waste disposal site for Boardman is situated east of the City and south of the freeway. The Navy bombing range to the south and other private lands utilized for grazing offer a broad variety of alternative sites and merit future consideration.

Police Protection

Boardman currently maintains a ten person Police Department. Backup services and specialized enforcement are provided by Morrow County Sheriff's Department and the Oregon State Police. Protection has proven adequate and has improved over the past several years.

Fire Protection

The City's Fire Services are provided by the Boardman Rural Fire Protection District. The District and the City combined provisions in 1997 to provide an area (District) with fire services as a way to more economically meet the fire protection needs of the City. The City and District are currently (2003) drafting a Cooperative and Urban Services Agreement to further clarify this agreement. This Agreement is expected to be adopted by both parties by 2004.

Health Services

Public health services, such as Mental Health and a Public Health Nurse, Children's Services, and Public Welfare, are administered through the Morrow County Health Services Division and the State of Oregon.

Energy and Communication

The City is served by a variety of local utility companies, including electricity, gas, telephone, and TV cable. The City requires underground installation of all utilities within new developments, as well as many main utility feeder lines.

GOAL XI: PUBLIC FACILITIES POLICIES

1. The City shall assure urban services (water, sewer and storm drainage services and transportation infrastructure) to residential, commercial and industrial lands within the City's Urban Growth Area as these lands are urbanized.
2. To minimize the cost of providing public services and infrastructure, the City shall discourage inefficient development without adequate public services and promote efficient use of urban and urbanizable land within the City's urban growth boundary, including requiring all urban development to be served by full urban services.
3. The City shall support development that is compatible with the City's ability to provide adequate public facilities and services.
4. The City shall assure there are adequate sites for solid waste disposal and solid waste collection for the City and Urban Growth Boundary. The service may be provided by private contractors or public entities.
5. The City shall promote coordination among the City, Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.
6. The City shall prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB.
7. The City shall coordinate provision of public services with annexation of land outside the City limits.

8. The City shall adopt long range master plans for its water, sewer, storm drainage and transportation systems and review and/or update them periodically.
9. The City shall adopt and periodically update the City's Public Facilities Plan for development of public services and facilities in conformance with the policies of the Comprehensive Plan. Significant changes in projected capacity of public facilities required by proposed new development to be served by the City may necessitate update of the Public Facilities Plan.
10. The City shall comply with state and federal regulations for utility systems.
11. The City shall establish and maintain a range of funding mechanisms for building new water, sewer, storm drainage and transportation infrastructure and maintaining existing infrastructure.
12. The City shall monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities.
13. The City shall utilize its adopted System Development Charges (SDCs) to finance new water and wastewater infrastructure as allowed by state law, and adjust SDCs to keep them up to date with current costs.
14. The City shall establish and maintain utility rates and user fees that equitably allocate costs for operations and maintenance to users.
15. The City shall maintain an eight (8) year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.
16. The City will periodically amend the Comprehensive Plan list of public facility projects when implementing plans or agreements are updated.
17. The City shall protect its water supply and enhance groundwater quality and quantity of the City's drinking water supplies by:
 - Establishing wellhead protection measures;
 - Working with landowners and managers for protection of water sources; and
 - Adhering to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage transportation infrastructure.
18. The City shall plan for and establish standards for storm drainage detention and management facilities for management of urban storm runoff as an environmental service, rather than flood control, during periods of heavy rain. In doing so, where feasible, the City will encourage natural storm drainage management techniques, such as modified bio-swales, landscaping, retention ponds and natural drainage ways.

19. The City shall take steps to minimize adverse impacts from construction and other sources of erosion and sedimentation on natural drainage ways and storm drainage facilities.
20. In order to allow for safe, orderly and coordinated development, the City shall adopt utility and transportation design standards and construction specifications as part of its development code.
21. The City will continue to work with the Boardman Rural Fire Protection District in their provision of fire protection services for the City.
22. The City is working (as of 2003) with the Oregon Water Resources Department to complete and obtain approval for, a Water Management and Conservation Plan, pursuant to OAR 690-86. Should the approved Plan include system improvement projects, the Capital Improvements Project list will be updated to reflect these additional projects.

PUBLIC FACILITIES PROJECT LIST

The following project titles are taken from the Public Facility Plan project list and capital improvement plan (CIP); these plans are adopted here by reference. Project numbers correspond to those listed in the CIP and accompanying maps. Estimated locations also are indicated on the maps that follow this section. Information about costs and timing are included in the Public Facility Plan. The adoption of this project list into the Comprehensive Plan provides an estimate of the infrastructure improvements needed to serve urban development in the Boardman urban growth boundary for the planning period. The adoption of this list does not constitute a pledge on the part of the City or other service providers to build the projects, to secure public funding for the projects, or to obligate present or future elected bodies to pursue the development of listed projects. Securing necessary public and/or private funding for the design and construction of these projects is independent of the Comprehensive Plan. Oregon Statutes regulating municipal budget and financing, state and federal program regulations and private investment decisions will determine if, when and where listed projects are constructed. Changes in projected needs and capacity may require the City to revise specific proposed projects or the schedule for completing them.

Project	Description	Schedule
Sanitary Sewer System		
1. Wastewater Treatment Capacity Upgrades	Identify and install treatment capacity to .650 MGD	Medium term (5 to 10 years)
2. Effluent Irrigation expansion	Increase acreage facilities	Medium term (5 to 10 years)
3. Biosolids application expansion	Removal and application	Medium term (5 to 10 years)
4. Biosolids facilities	Septage and handling facilities	Medium term (5 to 10 years)
5. Supplemental Water Source (current facility)	Drill well for alternate irrigation water supply	Medium term (5 to 10 years)
6. Lift Station upgrades (#1-#3)	Upgrade lift stations for increased capacity	Medium term (5 to 10 years)
7. Lift Station Upgrade/Replacement LS#4	Install flow recorders	Medium term (5 to 10 years)
8. Lift Station Upgrade/Replacement LS#5	Install flow recorders	Medium term (5 to 10 years)
10. Port Interchange area extensions	Placement of lines to serve Port interchange	Medium term (5 to 10 years)
11. Future Trail Blvd. Sewer lines extensions	Plan and construct sewerage Future Blvd.	Long term (5 to 20+ years)
12. Future Trail Blvd. Sewer lines extensions	Plan and construct sewerage Future Blvd.	Long term (5 to 20+ years)
13. Faler Road Upgrades	Install/replace 8" with 12" line to address density capacity	Medium term (5 to 10 years)
14. Desert Springs sewer line upgrades	Upgrade lines from 6" to 8" and from 8" to 12" to serve densities	Medium term (5 to 10 years)
15. Main line grade adjustment Faler/Mt. Adams	Engineer/Construct grade adjustment for 176' of 8" AC Main line (possible small LS)	Short term (0 to 5 years)
16. Paul Smith Rd. UGB sewer line placement	Extension of service along S. Paul Smith Rd. (Size at 10")	Medium term (5 to 10 years) & Long term (5 to 20+ years)
17. West Glen Sewer lines placement	Plan/construct sewerage to West Glen (Size at 10")	Medium term (5 to 10 years)
18. S. Main/Wilson Rd. Sewer line extensions	Plan/construct sewerage to S. Main Kinkade to Kunze	Long term (5-20+ years)
19. Slip Line Sewer Mains	Sewer line lining	Short term (0 to 5 years), Medium term (5 to 10 years) & Long term (5-20+ yrs)
20. Collection System upgrades		Short term (0 to 5 years), Medium term (5 to 10 years) & Long term (5-20+ yrs)
21. New Shop		Medium term (5 to 10 years)
Water System		
22. Sewer system construction equipment	Backhoe (33% share), mechanical rodder	Short term (0 to 5 years) & Medium term (5 to 10 years)
23. Sewer system maintenance equipment	Jet rodder, vacuum truck, cleaning, video inspection	Short term (0 to 5 years) & Medium term (5 to 10 years)
24. Second Ranney collector construction	Construction of 2 nd collector site and transmission piping to distribution facility	Short term (0 to 5 years)
25. Water Storage Facilities (5MG-24 to 36 hrs storage)	ID and install new storage facilities capable of up to 48 hours storage @ peak daily flows	Medium term (5 to 10 years)
26. Water Tower resurfacing/upgrades	Complete structural/internal/external rehabilitation of 125,000 gallon elevated storage tank PWD building	Medium term (5 to 10 years)
27. Water system capacity upgrades	Pumping, Disinfection treatment capacity increases	Short term (0 to 5 years), Medium term (5 to 10 years) & Long term (5-20+)
28. Public Works Shop/Office/Storage Yard	New public works shop with storage and office space for increase equipment, materials & personnel	Medium term (5 to 10 years)
29. Water Meter Replacement program	Replace ALL meters with new Pro-Read meters, including hardware	Short term (0 to 5 years), Medium term (5 to 10 years)
29. Booster Pump/Re-chlorination station S. Boardman	ID and install of booster/re-chlorination station for water quality improvements throughout system	Short term (0 to 5 years) & Medium term (5 to 10 years)
30. Boardman/Columbia Loop water line upgrades	6" water line from 2 nd to Columbia on Boardman	Long term (5-20+ years)
31. Future Blvd. water lines	12" water line from S. Main to Paul Smith Rd.	Long term (5-20+ years)
32. S. Main and Wilson Rd water line extensions	12" line along S. Main (Kinkade to Wilson) and 8" lines to Kunze, Anderson and along Wilson to west tying into current distribution lines	Long term (5-20+ years)
33. System Looping - Sunridge Cul-de-sacs	Tie cul-de-sac water lines together for looping	Long term (5-20+ years)
36. Desert Springs Water upgrades	Upgrade 6" to 8" to 12" lines in area for zoned/projected densities and pop. increases	Long term (5-20+ years)
37. System Looping - Hayden Hills to DSE	Installation of lines from Hayden Hills to DSE	Long term (5-20+ years)
38. Paul Smith Rd. UGB water lines	Main placement to serve UGB area south of Kunze along Paul Smith Rd. and east along Kunze	Long term (5-20+ years)
39. West Glen Water line extensions	Main placement to serve UGB area at West Glen Est.	Long term (5-20+ years)
40. Port Interchange water lines	Main placement to serve Port interchange area with adequate water for identified zoning/density	Long term (5-20+ years)

41. E. Columbia/Olson water line upgrades	Placement of mains from Columbia to NE Front	Long term (5-20+ years)
42. Marine Drive Water line extensions	Placement of mains/looping to serve Marine Dr. within City limits to serve waterfront properties	Long term (5-20+ years)
43. Locust Rd. water line upgrades	8" water line placement from Willowfork to Wilson	Long term (5-20+ years)
44. Faler Rd. Water main upgrades	Replacement of 8" main with 12" main to improve overall flow characteristics in SW Boardman	Long term (5-20+ years)
45. West side Interstate crossing - N Main & Columbia to S Main/Front	Replace 6" I-84 crossing with 12" to improve flow characteristics to South Boardman	Long term (5-20+ years)
46. Main placement NE Front Main to NE 2nd.	Install 8" main from NE 2 nd to N. Main St.	Long term (5-20+ years)
Transportation System		
47. Main St. Wilson Rd. Traffic control	Revise traffic control devices and improve pedestrian crossing	Short term (0-5 years)
48. Re-stripe Main Street	Re-stripe main street to a 3-lane section	Short term (0-5 years)
49. Main St. Sidewalk/Bike Lanes	Sidewalks and bike lanes Interstate 84 to Marine Drive	Short term (0-5 years)
50. Oregon Trail Blvd. construction	Complete construction from S. Main to City Limits (match transportation tie to S. Olson Rd)	Medium term (5-10 years)
51. I-84 overpass	Construction of I-84 overpass @ Olson Rd.	Medium term (5-10 years)
52. Multi-use path Columbia Ave.	Main Street to Olson Road	Medium term (5-10 years)
53. Multi-use path Marine Dr.	Main Street to east UGB	Medium term (5-10 years)
54. Boardman Ave. Extension	Extend NE Boardman Avenue to Olson Road	Long term (5-20+ years)
55. Local street extensions	Extension of Third Street, Second Street and Chaparell Drive, Kinkade Road and Anderson Road as development increases	Long term (5-20+ years)
56. Olson Road Sidewalk/Bike Lanes	Sidewalks and bike lanes Kunze Road to Marine Drive	Long term (5-20+ years)
57. Boardman Avenue Sidewalk	Sidewalk Riverside High School to Olson Road	Concurrent with development
58. Front Street Sidewalk	Sidewalk West of W. 1 st to Olson Road	Concurrent with development
59. Second Street Sidewalk	Sidewalk Boardman Avenue to Front Street	Concurrent with development
60. Third Street Sidewalk	Sidewalk Boardman Avenue to Front Street	Concurrent with development
61. Wilson Road Multi-use Path	Multi-use path West of Faler Road and East of Anderson	Concurrent with development
62. Smith Road Sidewalk or Path	Sidewalk or multi-use path Future Boulevard to Kunze Road	Concurrent with development
63. Locust Road	Base, Pave & Curb/gutter entire loop	No schedule listed
63. Boardman/Columbia Loop	Sub-base, base, pave, curb/gutter entire loop	No schedule listed
65. E. Columbia Ave.	Storm Drainage/curb/gutter entire loop	No schedule listed
66. N. Front Street paving	Concrete paving of freeway interchange area	No schedule listed
67. S. Front Street paving	Concrete paving of freeway interchange area	No schedule listed
68. Underground Storage Tank Replacement	Replace fuel oil UST # Public Works Shop	No schedule listed
Storm Drainage System		
70. Storm drainage Master Planning	Conduct comprehensive stormwater planning study	No schedule listed
71. Implementation standards	Develop plans and drawings to implement new procedures	No schedule listed
72. North side outfall	Relocate North Side storm outfall	Short term (0-5 years)
73. SW Storm project	Identify/plan/construct two storm drains/outfall(s) for SW quad	No schedule listed
74. SE Storm Project	Plan for and implement new regulatory framework for SE quad	No schedule listed
75. NE Storm Project	Identify/plan construct storm drains/outfall(s) for NE quad	No schedule listed
76. Industrial/Port Interchange Storm Project	Identify/plan/construct storm drains/outfall(s) for Industrial and Port Interchange area.	No schedule listed

Chapter XII

TRANSPORTATION

BACKGROUND INFORMATION

INTRODUCTION

The transportation system in and around Boardman is characterized by a multi-modal network of major highway, rail and water facilities. With the present availability of alternative transportation facilities, the movement of goods and services is not restricted by or confined to a single transportation method. This is a key advantage to Boardman and its growing role as an industrial oriented full-service city in Eastern Oregon. The City completed and adopted a Transportation System Plan (TSP) in 2001. The Transportation System Plan is an element of the Boardman Comprehensive Plan (incorporated here by reference and as a Technical Appendix to the Comprehensive Plan). Policies and standards contained within the TSP are also cross referenced in this Comprehensive Plan chapter.

Mass Transit

Because of Boardman's small population, a mass transit system is not now feasible. At higher population levels where there are distinct high-density areas with concentrated origins and destinations, mass transportation systems should be explored more thoroughly.

Air, Water and Rail Service

Air, water and rail services are all adequately provided to Boardman. The Pendleton airport, 45 miles to the east, and the Tri-Cities airport, 45 miles northeast, serves large commercial passenger and freight traffic as well as small planes. The Hermiston airport, 25 miles east, is an excellent general aviation airport. The Boardman airstrip, operated by the Port of Morrow, 5 miles west of Boardman, provides more immediate service for small aircraft. The navigable waters of the Columbia River and the rail service of Burlington-Northern and Union Pacific provide reliable east-west movement of raw materials and products. AMTRAK maintains a passenger terminal at Hinkle (Hermiston) just 25 miles east. There is a barge terminal at the Port of Morrow, just east of the City.

Highways, Roads and Streets

Major highways access east and west from Boardman is provided by Interstate 84. The route provides full-service freeway to interstate standards from Western Oregon through Eastern Idaho. As part of the City's Transportation System Plan, the City has adopted a Street Plan which provides for the safe movement of traffic throughout the City of Boardman, while accounting for the variety of traffic in Boardman, including the Port of Morrow and the City's commercial and industrial areas.

Transportation System Plan

This section describes the policies for the City's transportation planning as described in the City of Boardman Transportation System Plan (TSP).

The Transportation System Plan is an element of the Boardman Comprehensive Plan (incorporated here by reference and included in the Comprehensive Plan as a Technical Appendix). It identifies the general location of transportation improvements. Changes in the specific alignment of proposed public road and highway projects that shall be permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.

- Operation, maintenance, repair and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.
- Dedication of right-of-way, authorization of construction and the construction of facilities and improvements for improvements designated in the Transportation System Plan, the classification of the roadway and approved road standards shall be allowed without land use review.
- Changes in the frequency of transit, rail and airport services that are consistent with the Transportation System Plan shall be allowed without land use review.
- For State projects that require an Environmental Impact Statement (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required:
 - Where the project is consistent with the Transportation System Plan (TSP), formal review of the draft EIS or EA and concurrent or subsequent compliance with applicable development standards or conditions will not be required;
 - Where the project is not consistent with the Transportation System Plan, formal review of the draft EIS or EA and concurrent completion of necessary goal exceptions or plan amendments will be required.

Protection of Transportation Facilities

- The City of Boardman shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
- The City of Boardman shall include a consideration of their impact on existing or planned transportation facilities in all land use decisions.
- The City of Boardman shall protect the function of existing or planned roadway or roadway corridors through the application of appropriate land use regulations.
- The City of Boardman shall consider the potential to establish or maintain accessways, paths or trails prior to the vacation of any public easement or right-of-way.
- The City of Boardman shall preserve right-of-way for planned transportation facilities through exactions, voluntary dedication, or setbacks.

Policies for Coordinated Review

The City of Boardman shall coordinate with the Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and Comprehensive Plan.

The City of Boardman shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures. Other actions required, such as a goal exception or plan amendment, will be combined with review of the draft EA or EIS and land use approval process.

Policies for Bicycle and Pedestrian Facilities

- It is the policy of the City of Boardman to plan and develop a series of streets, accessways, and other improvement, including bikeways, sidewalks, and safe street crossing to promote safe and convenient bicycle and pedestrian circulation within the community.
- The City of Boardman shall require streets and accessways where appropriate to provide direction and convenient access to major activity centers, including downtown, schools, shopping areas, and community centers.
- In areas of new development the City of Boardman shall investigate the existing and future opportunities for bicycle and pedestrian accessways. Many existing accessways such as user trails established by school children distinguish areas of need and should be incorporated into the transportation system.
- Bikeways shall be included on all new arterials and collectors within the Urban Growth Boundary except on limited access freeways.
- Retrofitting existing arterials and collectors with bike lanes shall proceed on a prioritized schedule as appropriate and practical (i.e. bike lanes may not be appropriate in the downtown core areas where it would require the removal of parking.)
- Sidewalks shall be included on all new streets within the Urban Growth Boundary except on limited access freeways.
- Retrofitting existing streets with sidewalks shall proceed on a prioritized schedule.
- Priority shall be given to developing accessways to major activity centers within the Urban Growth Boundary.
- Bikeways and pedestrian accessways shall connect to local and regional travel routes.
- Bikeways and pedestrian accessways shall be designed and constructed to minimize potential conflicts between transportation modes. Design and construction of such facilities shall follow the guidelines established by the Oregon Bicycle and Pedestrian Plan.
- Maintenance and repair of existing bikeways and pedestrian accessways (including sidewalks) shall be given equal priority to the maintenance and repair of motor vehicle facilities.
- The individual plans and policies presented in the TSP were developed specifically to address the requirements of Oregon's Transportation Planning Rule. Projects associated with each plan element have been identified and costs have been estimated as described herein. The recommendations set forth by this plan reflect the findings of the existing and forecast future conditions analyses, the alternatives analysis, and the concerns expressed by both the citizens of Boardman and the public agencies that serve them.

GOAL XII: TRANSPORTATION POLICIES

1. The Transportation System Plan is an element of the Boardman Comprehensive Plan (as a Technical Appendix).
2. The City of Boardman shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
3. The City of Boardman shall include a consideration of land use impacts on existing or planned transportation facilities in all land use decisions.
4. The City of Boardman will plan and develop a network of streets, accessways and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.
5. Several large properties in the southern portion of Boardman that are categorized in the *North Morrow County TGM Project Community Visioning Analysis of Buildable Lands and Housing Needs* as having potential for infill have limited access, posing potential problems for future development. In addition, other areas, such as the one south of Kunze Road, are served by unpaved roads that are in very poor condition. A well connected street pattern will be essential for efficient future urban development in these areas both to provide the opportunity for development at more urban densities and to make it possible to travel easily between and among different parts of the community. The City has developed a local street plan, as part of the Transportation System Plan and require development to improve local streets to city standards.

Chapter 13 ENERGY

BACKGROUND INFORMATION

The City of Boardman has not identified, nor has any other public agency, any energy source located within the City or its Urban Growth Boundary. The City has found, through review and analysis of many energy studies, there are several methods of conserving energy, as indicated by the policies below.

GOAL 13: ENERGY POLICIES

1. Locate high density residential development along arterial streets, close to schools, parks, and shopping.
2. Employ an appropriate sewerage treatment facility to meet the needs of the City, with emphasis on energy conservation.
3. Encourage planned unit developments with consideration for energy conservation.
4. Consider alternative modes of travel to automobiles, such as bike paths.
5. Provide low cost and low energy consuming recreational areas – swimming, picnicking, parks, playfields, etc.
6. The City shall encourage developments utilizing solar energy.
7. The City shall promote and encourage strong energy conservation codes such as Model Conservation Standards (MCS) and Super Good Cents programs.

Chapter XIV
URBANIZATION

BACKGROUND INFORMATION

The City of Boardman, in coordination with Morrow County, adopted a Comprehensive Plan with its accompanying Comprehensive Plan Map, in 1978. The current (2003) city limits contains 2,594 acres; when including the Urban Growth Boundary(UGB), the total acreage is 3,680 acres. Of these, 1,086 acres are within the Urban Growth Area located to the east and on the south and easterly side of the City. The City of Boardman completed a Buildable Lands Inventory in 1997. This study is incorporated into the City's Comprehensive Plan by reference.

Population Forecast

The population projections from the 1997 Buildable Lands Inventory were developed using a base population for the City of Boardman of 2,700 reflected a 1995 estimate developed by Portland State University and additional households were estimated using city building permit information for new housing starts since then. An additional population of 362 people in the Urban Growth Area (UGA) was estimate by counting housing units and applying the city's average number of people per household (3.2).

Under ORS 197, counties are required to coordinate population and employment projections with cities within the county for the purpose of developing projections of future housing needs. Population growth rates were negotiated between Morrow County and the Department of Land Conservation and Development (DLCD) based on information from the Office of Economic Analysis (OEA) and the City of Boardman. DLCD policy is for counties to use the OEA growth rates, with the opportunity to suggest modifications based on location conditions that could affect projections. Between 1997 and 2002, the parties agreed to use an average growth rate of 4.0 percent, higher than the previous OEA estimate of 2.44 and 1.44 percent for 1997-2000 and 2000-2002 respectively. The higher estimate reflects several planned development that will generate significant employment in North Morrow and Umatilla Counties, including the Army Depot Incineration, Wal-Mart distribution center and the State Prison in Umatilla County. Between 2002 and 2017, the county and the state agencies agreed to use projected OEA forecasts which declined from 1.74% in 2002 to 1.33% by 2017.

It should be noted that many individuals in the community disagree with the OEA's projected growth rates, believing that they will be much higher. Projected 2020 population within the Boardman Urban Growth Boundary is 5,058 Table 1 which is based on maintaining the same pro-rata share of County population and using a rate of 1.33%. On the other hand, others note that past local projections have often over-estimated expected population growth.

**Table 14-1
Population Projections for the Boardman Urban Growth Boundary**

Year	Growth Rate	Population
1997		2,700 (City) 362 (Urban Growth Area)
1997-2002	4.00%	3,725 (estimated)
2002-2005	1.74%	3,923 (estimated)
2005-2010	1.56%	4,239 (estimated)
2010-2015	1.45%	4,555 (estimated)
2015-2017	1.33%	4,866 (estimated)
2017-2020	1.33%	5,058* (estimated)

* NOTE: The 2017 to 2020 increase is based on a projection from 2017 at the same rate of growth
SOURCE: Buildable Lands Inventory, City of Boardman, 1997

URBAN GROWTH MANAGEMENT

The City has adopted in the Development Code, the Future Urban (FU) Sub District which contains a minimum lot size of 10 acres to preserve land for future development at urban densities. Any proposal to annex new areas to the City must demonstrate that sufficient public facilities (including water, sewerage and transportation is available or will be installed in conjunction with any land development.

The City has specific policies regarding urbanization and are as follows:

GOAL XIV: URBANIZATION POLICIES

1. Encourage orderly conversion of urbanizable land (designated as Future Urban (FU) on the City's Zoning Map) in a pattern to assure economical extension of municipal services.
2. To manage growth so that urban areas are developed when urban services (water and sewer) are available. Land adjacent to the City limits are preferred for service over areas on the fringe (near the Urban Growth Boundary (UGB) so that service are extended in a logical and orderly fashion.
3. Avoid sprawl and leap-frog development by encouraging infill and compact redevelopment in appropriate areas of the City.
4. The land use plan will provide for managed growth within the City.
5. The City shall work with Morrow County to maintain and modify the Urban Growth Boundary as agreed to in the Joint Management Agreement (1997) between the City and the County.
6. The City completed a Buildable Lands Inventory (BLI) in 1997 using the methodology in ORS 193 (House Bill 2709) and population figures from the State Office of Economic Analysis . The findings indicated that the City has ample land to meet industrial, commercial and residential needs from 1997-2017.

7. The following policies apply to the conversion of urbanizable land to urban land (rezoning of Future Urban (FU) to the Residential District or Subdistrict:

- Orderly economic provision for public facilities and services;
- Availability of sufficient land for the various uses to insure choices in the market place;
- Statewide planning goals and LCDC administrative rules; and
- Encouragement of development within the urban areas, also known as the Future Urban before conversion of urbanizable areas.