

Comprehensive Plan
for the
City of Boardman, Oregon

prepared by

Daniel R. Meader, Planner
TENNESON ENGINEERING CORPORATION
409 Lincoln Street
The Dalles, Oregon 97058

Adopted by City Council
May 7, 1991

CITY OF BOARDMAN RESOLUTION #30-1991

WHEREAS, the City of Boardman has reviewed, modified and updated the City of Boardman Comprehensive Plan; and

WHEREAS, the Common Council for the City of Boardman did conduct proper public hearings and thereafter did unanimously adopt the Plan at its regular City Council meeting of May 7, 1991; and

WHEREAS, the City of Boardman now wishes to include this resolution within all official copies of the Plan.

NOW, THEREFORE BE IT RESOLVED that the City of Boardman hereby verifies and reaffirms its approval of the Plan and incorporates the Plan by reference under this resolution.

Dated this 23 day of December, 1991.

CITY OF BOARDMAN

William C. Brown
Mayor

Dean Kegel

Everett G. Moore

Dewey L. West

Thomas D. Myers

Lloyd K. Bush

Jay H. Palmer
City Councilmen

Attest:

Emmett N. Mittelsdorf
City Recorder

Contents

CHAPTER I: CITIZEN INVOLVEMENT	Page 1
BACKGROUND INFORMATION	1
PAST PLANNING ACTIVITIES	3
PERIODIC REVIEW	4
GOAL I: CITIZEN INVOLVEMENT POLICIES	
CHAPTER II: LAND USE PLANNING	5
GOAL II: LAND USE PLANNING POLICIES	
CHAPTER III: AGRICULTURAL LANDS	7
CHAPTER IV: FOREST LANDS	8
CHAPTER V: NATURAL RESOURCES	9
HISTORY	16
PHYSICAL LOCATION	18
NATURAL RESOURCES	20
PUBLIC INFRASTRUCTURE DEVELOPMENT	20
RESOURCE UPDATE	21
GOAL V: RESOURCES	22
NATURAL RESOURCE POLICY	
CHAPTER VI: AIR, WATER AND LAND RESOURCES QUALITY	26
AIR QUALITY	26
WATER QUALITY	27
LAND RESOURCE QUALITY	28
NOISE INVENTORY	28
GOAL VI: AIR, WATER AND LAND RESOURCE POLICIES	
CHAPTER VII: NATURAL HAZARDS	29
CHAPTER VIII: RECREATIONAL NEEDS	30
RECREATIONAL NEEDS SURVEY	33
FUTURE PARK LAND DEVELOPMENT STANDARDS	34
BIKE PATHS	35
GOAL VIII: RECREATION DEVELOPMENT POLICIES	36
CHAPTER IX: ECONOMIC NEEDS	37
ECONOMIC GROWTH POTENTIAL	38
NEED FOR ECONOMIC GROWTH	38
CONTROL OF GROWTH	38
REGIONAL DEFICIENCY	38
GOAL IX: ECONOMIC POLICIES	38

CHAPTER X: HOUSING	40
BACKGROUND INFORMATION	41
HOUSING SURVEY - 1978	42
OTHER STUDIES	42
PERIODIC REVIEW - 1987	42
POPULATION ESTIMATES AND PROJECTIONS	43
BUILDABLE LANDS INVENTORY AND PROJECTED HOUSING NEEDS	44
REGIONAL COORDINATION OF ALLOCATION OF HOUSING TYPES	45
GOAL X: HOUSING POLICIES	
CHAPTER XI: PUBLIC FACILITIES	47
PUBLIC INFRASTRUCTURE INVENTORIES	53
GOAL XI: PUBLIC FACILITIES POLICIES	
CHAPTER XII: TRANSPORTATION	54
PUBLIC INFRASTRUCTURE INVENTORIES	56
GOAL XII: TRANSPORTATION POLICIES	
CHAPTER XIII: ENERGY	57
BACKGROUND INFORMATION	57
GOAL XIII: ENERGY POLICIES	
CHAPTER XIV: URBANIZATION	59
BACKGROUND INFORMATION	59
GOAL XIV: URBANIZATION POLICIES	
CHAPTER XV: ADMINISTRATIVE PROCEDURES	61
SIGNIFICANCE OF THE COMPREHENSIVE PLAN	62
REVIEW AND REVISION PROCESSES	62
PERIODIC REVIEW	63
PLAN AMENDMENT OR REVISION	
COMPREHENSIVE PLAN MAP	

Revised: 8/10/89
Revised: 11/17/89
Revised: 3/9/90
Revised: 4/26/90
Revised: 2/14/91

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 Zoning and Subdivision Ordinance, 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 acknowledgment 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 recommendations 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

Review of the City's Comprehensive Plan and implementing ordinances began in January of 1985 when the Planning Commission was instructed to review the plan and ordinances and requested participation and assistance from any citizen or organization interested. Originally, eight citizens responded and helped review the plan. A separate portion of each regular monthly Planning Commission meeting was devoted to review of the Comprehensive Plan. The City Council then directed staff to work with the Planning Commission to develop the date consistent with the Department of Land Conservation and Development notice of November 29, 1985, which indicated the Department's requirements for completion of Periodic Review.

Several public meetings discussed in the State's Periodic Review requirements were conducted by the citizens group, in conjunction with the Planning Commission, leading to the development of the Final Local Review Order. The citizens review group consisted of the Planning Commission and a good number of citizens who volunteered their efforts towards the process by attending the Planning Commission meetings and offering input into the process.

City Council conducted a public hearing on June 2, 1987, to consider the adoption of the Proposed Periodic Review Order. Subsequent to that hearing, a final public hearing on the Final Periodic Review Order, together with the required plan and zoning ordinance amendments was conducted on September 15, 1987. The Council continued the hearing to the next two regular Council meetings on October 6, 1987, and November 3, 1987, to allow for the utmost public comment to be placed in the record. At that point in time, the public hearing was closed and the Council formally adopted the Final Periodic Review

Order and implementing ordinances on December 1, 1987. The Department of Land Conservation and Development has formally approved the Review Order.

GOAL I: CITIZEN INVOLVEMENT POLICIES

The City, through development of its Comprehensive Plan and implementing ordinances and, through the just completed Periodic Review, has demonstrated its commitment to maintaining an outstanding citizen involvement program. To that end, the City has adopted several zoning and subdivision ordinance standards requiring citizen involvement, notice to property owners and notice to public agencies that need not be repeated here. In addition, the Comprehensive Plan has specific policies relating to citizen involvement. These are as follows:

CITIZEN INVOLVEMENT POLICIES

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, Zoning Ordinance, Subdivision Ordinance, 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.

Chapter II

LAND USE PLANNING

This 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 hearings, legislative public hearings, 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 to 1998 to reach a population of 4,000. Some ten years later, this has not occurred. However, the potential for such growth still exists. The City simply sets the planning period over from 1978 to 1998 to 1987-2007.

GOAL II: LAND USE PLANNING POLICIES

1. The City's population projection is carried over to the new planning period from the year 1987 to the year 2007.
2. The City has developed several specific ordinances to carry out the policies of the Comprehensive Plan. These include the Zoning Ordinance,

Subdivision Ordinance, and Planned Unit Development Ordinance. The City is currently developing a Master Utility Plan and a Park Plan.

3. The Zoning Ordinance, Subdivision Ordinance, and other supplemental ordinances are the implementing tools of the Policies and Goals of the Comprehensive Plan.

Chapter III

AGRICULTURAL LANDS

The City of Boardman contains a total of 2,678 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 IV

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 within the Urban Growth Boundary or 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 is 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--too late for that 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 became 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 Ferdinand 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 in 1921. In 1948, a larger water system was 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 portion 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 line 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 levelled 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 a remarkably well planned and 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 on 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 Ranney Well Site. 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 '60s to the late '70s 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 intertie between the City of Boardman and the Port of Morrow. Like Siamese 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 packaged 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 euphoric 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 quarter century--1965 to 1990--the population within the City has multiplied tenfold. We have the infrastructure in place to welcome three times our fifteen hundred. 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 has multiplied tenfold. Along the way, and with virtual unanimity of citizen support, we have the infrastructure already in place to accommodate three times our 1,500 souls. 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 are, generally speaking, written by persons who are greatly influenced by the dictates of "Senate Bill 100" and the proliferation of agencies and regulations emanating therefrom. 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 property 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 Bonneville Power Administration transmission lines. The City is bounded on the south by the West Extension Irrigation Canal. The railroad and the freeway contribute major cost factors in providing basic City services to any areas of the City.

Construction costs for water and sewer lines increase significantly because of required underground crossing. The freeway breaks up the continuity of the community by dividing it into two geographical areas and, presently, vehicular movements between the areas are limited to two crossings. 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 areas's potential development as a major Eastern Oregon agri-industrial and commercial center.

NATURAL RESOURCES

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 numbered among the 17 who have served as Mayors of Boardman.

The City identified two specific properties in its 1978 plan, both of which are under federal ownership. These include the following.

A. U. S. ARMY CORPS OF ENGINEERS WATERFRONT PROPERTY

The single most desirable area for 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 camp sites, wind breaks, utilities, restrooms, picnic facilities with shelters, petroglyph display, landscaping, parking, boat launch and dock, and a swimming area. The facility presently serves both tourists 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 Ranney collector for its domestic water is placed in the Columbia River at this location.

B. UMATILLA NATIONAL WILDLIFE REFUGE

The other significant natural resource area that should be preserved is the Umatilla National Wildlife Refuge on the west side of the planning area, both north and south of the freeway. The area is low lying marshy land with standing water year around. The refuge is the habitat for a variety of aquatic life and wildfowl. The area also functions as a natural buffer between the freeway and residential development. Because

this site is owned and managed by the federal government, specifically, the U. S. Fish and Wildlife Service, it is designated as a 2-A Goal 5 resource.

PUBLIC INFRASTRUCTURE DEVELOPMENT

In both the waterfront property and the wildlife refuge, there are public infrastructure uses proposed. In the case of the waterfront property, a series of three Ranney collectors serving as Boardman's water source are proposed. Also, a chlorination chamber and a pumping station are proposed on the property. However, the facilities will be of an architectural style as compatible as possible with other uses of the property. The alternatives of deep wells or a water filtration plant at a different location are economically prohibitive. The wildlife refuge is a natural low area desirable for the discharge of storm drainage from future developments. The cost would be enormous to transfer the storm drainage to the Columbia River as an alternative. Besides adding significantly to the length of pipe required, construction under the freeway and railroad tracks make this option unfeasible. Installation of dry wells with no discharge to the wildlife area has historically proven to be unreliable and a considerable added maintenance problem. Storm drainage pre-treatment system to capture road oils and greases, trash, leaves, and inorganic solids would be desirable to ensure a clean flow of storm runoff into the refuge.

RESOURCE UPDATE

The City, during its Periodic Review, completed the revised and amended Goal 5 process and made the following findings of fact concerning identified Goal 5 Resources.

GOAL V: RESOURCES

Statewide Planning Goal 5 identifies several natural resources which are required to be inventoried by the City. The City has conducted an in-depth analysis and finds that there are no known energy sources within the City or the Urban Growth Boundary. There are no ecologically and scientifically significant natural areas, including desert areas within the City or its Urban Growth Boundary. There are no outstanding scenic views or sites, primarily due to the City's topography, vegetation, and existing development patterns. 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 that are located in the present City or its Urban Growth Boundary. Other Goal 5 Resources which exist within the City include lands needed or desirable for Open Space. The City has identified several areas, including the Bonneville Power Administration easement, Corps of Engineers property adjacent to the Columbia River, Umatilla National Wildlife Refuge, and several public parks which exist within the City and its Urban Growth Boundary. All these resources are protected through other elements of the Comprehensive Plan.

It is noted in the Inventory Analysis that there are aggregate resources located on the Port of Morrow property inside the Urban Growth Boundary. These sites are planned and zoned Industrial and as such do not require further analysis. In the location adjacent to the Columbia River, there are fish and wildlife areas and habitat within the City and its Urban Growth Boundary. The U. S. Fish & Wildlife Reserve along the west side of the City straddles Interstate 84 within the city limits and is shown on the existing Comprehensive Plan. Because the site is owned and managed by the federal government, it is

determined to be a 2-A Goal V Resource. There are water areas, wetlands, watersheds, and groundwater resources within the City. The groundwater resources are protected by the City's plan and policies requiring new development within the city limits to be served by public water and sewer systems.

There are no other known or identified Goal 5 resources within the city limits.

NATURAL RESOURCE POLICY

The City shall continue to protect its identified Goal 5 Resources.

1. LAND NEEDED OR DESIRABLE FOR OPEN SPACE

Finding: Because of 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 ownerships, such as the Corps of Engineers property adjacent to the Columbia River.

2. MINERAL AND AGGREGATE RESOURCES

Finding: Geologic maps prepared by the State Department of Geology and Mineral Industries reviewed by the City of Boardman, have not identified any mineral or aggregate resources within the City. However, there are crushed and uncrushed resource sites owned by the Port of Morrow within the Urban Growth Boundary.

3. ENERGY SOURCES

Finding: Neither the State Department of Energy nor the State

Department of Geology and Mineral Industries have identified any energy sources within the City. The City is unaware of any energy sources within the Urban Growth Boundary.

4. FISH AND WILDLIFE AREAS AND HABITAT

Finding: The U. S. Fish and Wildlife reserve along the west side of the City straddles Interstate 84 within the city limits and is shown on the existing Comprehensive Plan. Because the site is owned and managed by the federal government, it is determined to be a 2-A Goal 5 Resource.

5. ECOLOGICALLY AND SCIENTIFICALLY SIGNIFICANT NATURAL AREAS, INCLUDING DESERT AREAS

Finding: None of these resources have been identified within the city limits or its Urban Growth Boundary.

6. OUTSTANDING SCENIC VIEWS AND SIGHTS

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

7. WATER AREAS, WETLANDS, WATERSHEDS, AND GROUNDWATER RESOURCES

Finding: Groundwater resources are protected by the City's plan policies requiring new development within the city limits to be served by the public water and sewer systems.

8. WILDERNESS AREA

Finding: There are no wilderness areas identified within the City or its Urban Growth Boundary.

9. HISTORIC AREAS, SITES, STRUCTURES AND OBJECTS

Finding: 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 is newly relocated and the old city inundated by the Columbia River.

10. CULTURAL AREAS

Finding: There are no known identified cultural areas or sites within the Urban Growth Boundary.

11. POTENTIAL AND APPROVED OREGON RECREATION TRAILS

Finding: Boardman has not identified or been notified by the State Parks Division of any Oregon approved or potential recreation trails.

12. POTENTIAL AND APPROVED FEDERAL WILD AND SCENIC WATERWAYS, AND STATE SCENIC WATERWAYS

Finding: 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.

Chapter VI

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 Findley 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 RESOURCE 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 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 uses.

GOAL VI: 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 VII

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 VIII

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 Corps 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 the 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 Industrial. 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 west on Wilson Road. The Sam 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 a maximum density of 616 dwelling units. The surrounding area is zoned Single-family, Multi-family, and Mobile Home. The nearest recreational facility is in Sam 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 young 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 a large community park (25-35 acres). Community park requirements will be met by further development in the 74 acres contained in Boardman Marine 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 major recreation facilities, ball field, etc., be located on the Corps of Engineers waterfront property. The City has developed specific standards for park land 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 has completed a bike path on Wilson Road from South Main Street to Paul Smith Road, and one on South Main Street from Wilson Road to Columbia Boulevard.

The City, in response to repeated requests for bike paths, has determined that providing bike routes to all areas of the town without conflict with vehicular traffic is desirable. However, there are some concerns in 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 just 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 VIII: 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 a series of easily accessible parks to all neighborhoods.
 - C. Provide recreational opportunities to tourists and travellers.
 - D. Provide the utilization of a public waterway, the Columbia River, as a natural recreational facility.

Chapter IX

ECONOMIC NEEDS

ECONOMIC GROWTH POTENTIAL

The Boardman area is ideal for economic growth because of a vast amount of agricultural potential and attractive sitings 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 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.

NOTE: Planning area includes all areas within the Urban Growth Boundary.

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 agri-industry has recently made major commitments in Eastern Oregon and exemplifies the area's role in the State's overall economy.

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. Encourage 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.

Chapter X HOUSING

BACKGROUND INFORMATION

This Chapter incorporates the information contained in the 1978 Plan, together with the updated information provided in the 1987 Periodic Review Order. The cost figures have not been increased 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 and 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.

HOUSING SURVEY - 1978

In order to establish housing needs and desire of the present populace, a confidential housing survey was conducted through a mail-out questionnaire to all Boardman residents. Approximately 25 percent returned completed questionnaires.

1. SUMMARY

The present housing demand is mainly by younger families for three bedroom homes with a cost starting at \$20,000 (1978 cost). The majority of the middle age group (36 to 50) currently own their own three bedroom homes and are generally satisfied with them. The demand in the young age group stems from new people migrating into the area and not being able to buy a home in this price range. Apartments and mobile homes 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. Families with income of less than \$10,000 (1978) per year feel there is no choice of housing available to meet their needs. This income group requires smaller two bedroom homes between \$15,000 and \$20,000 (1978). People with incomes above \$14,000 (1978) currently either rent or own a variety of three bedroom units and are generally satisfied with their housing. However, if available, they would rather own a three bedroom home.

2. CONCLUSION

The general demand for additional housing lies with younger families moving to Boardman and families with low income currently within the City. It is not possible to acquire a well-built three bedroom home for

\$20,000 (1978) unless it is subsidized. Both young families and low income families would benefit with alternatives to conventional single-family detached homes.

OTHER STUDIES

The 1978 Plan contained references to other housing studies done in the mid-1970's. These studies were based on construction of the PGE Pebble Springs nuclear power plant and the Alumax aluminum plant, which were not constructed, and the Carty Springs coal fired power plant which was constructed. Because the two major construction projects did not take place and have for all intents and purposes been scrapped, the information is no longer relevant to the City.

PERIODIC REVIEW - 1987

Changes in the Oregon State Planning Law, including amendments to the Oregon Statewide Planning Goal 10: Housing, have mandated a different approach taken to housing related issues within the Comprehensive Plan. What follows is the information developed for the 1987 Periodic Review, beginning with population estimates and projections.

POPULATION ESTIMATES AND PROJECTIONS

The following table indicates the certified population estimates from Portland State University for the City, beginning in 1978.

TABLE 10-1

<u>Year</u>	<u>Population*</u>
1978	1,245
1979	1,370
1980	1,265
1981	1,285
1982	1,190
1983	1,175
1984	1,225
1985	1,275
1986	1,560
1987	1,560
1988	1,550
1989	1,550

*PSU Certified.

It is interesting to note that the City's population has increased almost 25 percent since the City's Plan was acknowledged in 1978. It is one of the few cities in Eastern Oregon which has experienced any increase in population. The City's Comprehensive Plan projected a total population of 4,000 over the planning period 1978 to year 2000. The City believes that population projection is still valid given the recent upturn in the State and region's economic conditions. The City's minimum infrastructure planning and need forecasts are all based on that figure. The City simply carries that population projection over into this planning period, the year 1987 to the year 2007.

BUILDABLE LANDS INVENTORY AND PROJECTED HOUSING NEEDS

The following table is a compilation of the buildable lands inventory for the City conducted in 1985, together with projected housing needs for the year 2007.

TABLE 10-2

PROJECTED HOUSING NEEDS WITHIN BOARDMAN
URBAN GROWTH BOUNDARY

<u>HOUSING TYPE</u>	<u>Number of Dwelling Units 1985</u>	<u>Number of Add'l Dwelling Units 2007*</u>	<u>Acreage Needs 2007</u>	<u>Undeveloped Acreage Currently Designated by Primary Use</u>	<u>Surplus Deficit</u>
Single-family	225	318	67	170	103
Mobile Home	220	307	35	107	72
Multi-family	270	371	26	75	49
Suburban Res. (UGB)	<u>49</u>	<u>63</u>	<u>63</u>	<u>475</u>	<u>412</u>
Total	<u>764</u>	<u>1159</u>	<u>191</u>	<u>827</u>	<u>636</u>

*Based on population of 4,000 in 2007 and median household size of 2.3 persons per unit.

As can be seen from the table above, the Plan includes sufficient amounts of land to meet the projected housing needs of the City for the next 20 years for all major housing types. Furthermore, the City's Plan and implementing ordinances do not restrict government assisted housing in areas planned and zoned for residential use. The Plan's provision of adequate land for all housing types insures that adequate lands be available for government assisted housing to satisfy statutory requirements.

REGIONAL COORDINATION OF ALLOCATION OF HOUSING TYPES

The allocation of the projected number of additional housing units for the Year 2007 is expected to remain approximately the same percentage distribution by types as currently exist; 32 percent single-family, 32 percent mobile homes, and 36 percent multi-family. Sufficient vacant, available, and properly zoned

land exists within the Boardman Urban Growth Boundary to provide the optimal opportunity for all types of housing. The Morrow County Comprehensive Plan indicates Boardman will continue to increase its percentage of the entire county's population well into the next century. Even with the projected increase in Boardman's percentage of county population, sufficient land to allow all types of housing exists within the Boardman Urban Growth Boundary (see Table 10-3). Boardman more than adequately provides the necessary land for the projected increase in mobile homes and multi-family dwellings as illustrated in Table 1 and, thus, has adequately provided for accommodating its share of the regional allocation of housing types. Table 10-3, below, summarizes the housing types permitted in each zone of the City.

TABLE 10-3

HOUSING TYPES ALLOWED BY ZONE

<u>Zones</u>	<u>Single Housing Family Types Residential</u>	<u>Duplexes</u>	<u>Multi- Family (3 Units)</u>	<u>Mobile Homes On Lot</u>	<u>Mobile Home Park</u>
Residential	P	CU	NP	NP	NP
Multi-family	P	P	P	NP	NP
Mobile Home Sub.	P	P	P	P	P
Suburban Residential (UGB)	P	P	P	P	P

P = Permitted

NP = Not Permitted

CU = Conditional Use

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. Encourage new development concepts to meet changing housing demands and to provide self-contained recreation facilities.
3. 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.
4. Encourage planned unit developments while maintaining overall low density profile by incorporation of more open space in the development.
5. Maintain a relatively low density residential community while recognizing the need for manufactured housing and apartment developments.
6. Promote energy efficient programs, etc.

Chapter XI

PUBLIC FACILITIES

PUBLIC INFRASTRUCTURE INVENTORIES

The Boardman Comprehensive Plan, adopted in 1978, began initially as a sewer and water plan with emphasis on public facility financing and cost analysis. Indeed, the bulk of the 1978 Plan is dedicated to public facility development. Because of the intricacies of the formulas developed for each type of facility and the amount of information generated, which is now outdated and cumbersome to utilize, much of the material has been deleted in this compilation. What follows is a synopsis of that information consisting basically of updated inventories, future plans and, finally, actual public facilities policies.

1. WASTEWATER COLLECTION AND TREATMENT FACILITIES

A. Collection Facilities.

The entire developed area in the City of Boardman is currently provided with wastewater collection facilities. The system is relatively new by most city standards, having been constructed in 1978. A map showing the collection is shown as Figure I. The City has taken steps to provide oversized lines to accommodate future growth and the system as presently constructed can service a

projected population of 4,000 without major new construction to the system.

B. Treatment Facilities.

The regional wastewater facility site was selected and approved on Burlington-Northern land located east of the Port of Morrow. The lagoon was designed with a one acre water surface for each 143 people served. With 28 acres under lagoon, population equivalent of the treatment facility is 4,000 people. The new facility as designed provides for a three month winter holding capacity without discharge. The providing of three months winter storage results in the low organic loading of 100 persons per acre. Lagoons are capable of providing adequate treatment with organic loadings of 175 persons per acre of water surface. Winter irrigation of lagoon effluent is a possibility and could extend lagoon capacity by another 60 to 75 percent. If these assumptions hold true, the effective population capacity of the treatment facility would be between 6,000 and 7,000 people.

Actual performance of the system must be monitored on a regular basis from the outset. With the information gathered, the City will be able to forecast well in advance of when the treatment facility reaches its effective capacity. At that time, modifications or expansion of the regional facility or construction of a supplemental facility will be required.

C. System Development Fees and User Fees.

The City requires a system connection fee as well as user fees which are utilized to provide the basis for financing new construction of additional treatment facilities when and if they are required. Basic formulas are governed by separate City ordinances for hook-up fees and monthly user rates.

D. Future Wastewater Treatment Plant Alternatives.

There are three basic alternatives which the City will investigate as the treatment plant nears its capacity. These include an aeration program of the initial treatment facility, expansion of the initial wastewater treatment plant, and construction of a new supplemental treatment facility.

2. WATER SYSTEM TREATMENT FACILITIES

A. Background Information.

The City passed a bond election in May of 1975 to finance the construction of a regional water supply system. The City took a major step forward in alleviating its water supply problem and providing for future growth. The bond election was for the construction of a Ranney collector and additional reservoir storage.

B. Water System Inventory.

- (1) Source. The City now uses a Ranney collector installed in the Columbia River as its primary source of water. The Ranney collector consists of a concrete structure which is placed in the river and draws water directly from the river for

treatment and eventual distribution as the City's domestic water supply. The existing Ranney collector has a capacity of approximately 6,000 gallons per minute. This capacity will serve an estimated population of 4,000. This fits quite well with the capacities of other City infrastructure, including the wastewater collection and treatment system; however, two additional Ranney sites are available for development should they be required to meet future demands.

- (2) Distribution System. The distribution system is just over twenty years old and is in good condition. Fire hydrant coverage is generally adequate, except for an area around the intersections of Park Avenue and Second Street, Boardman Avenue and Second Street, and the Dodge City Motel. Hydrants in this area are installed on 4 inch and 6 inch lines which severely limit their flow delivery capabilities. The remainder of the City is all served by 8 inch, 12 inch, and 18 inch lines.

- (3) Water Storage. With passage of the bond election in 1975 and the subsequent construction, the City added to its existing reservoirs to provide a total of 408,000 gallons of storage. The City is seeking additional storage as funds are available.

3. STORM DRAINAGE

A. 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. This lack of planning has resulted in a wide variation in drainage protection, benefits, and cost to property owners.

Boardman is fortunate that it is not faced with major storm drainage problems associated with excessive rainfall, flooding rivers, lack of underground storm drain system, or combined storm sanitary sewers.

Boardman'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.

4. OTHER PUBLIC FACILITIES

A. 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.

B. Police Protection.

Boardman currently maintains a two person Police Department. Recent economic conditions have forced the cutback from four to three; however, as the economy picks back up it is anticipated the fourth

position will be restored. Backup services and specialized enforcement are provided by Morrow County Sheriff's Department and the Oregon State Police. Protection has proven adequate although strenuous due to lack of personnel.

C. Fire Protection.

Currently, the City of Boardman has a Volunteer Fire Department that maintains between 15 and 25 volunteers. The Rural Fire Department is staffed by the same volunteers. The City and Rural Departments share a common building together with the City's one pumper, and the Rural's two pumpers, one tanker, and one first response vehicle. The Fire Departments hold regularly scheduled sessions each week and have numerous certified Firefighters, EMT's, and HazMat personnel.

D. 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.

E. 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 plan for adequate wastewater collection and treatment facilities necessary to meet the needs of the City and its Urban Growth Boundary.
2. The City shall plan for provision of a domestic water system necessary to meet the needs of the City and its Urban Growth Boundary.
3. The City shall plan for a storm drainage system necessary for the management of urban storm runoff as an environmental service rather than flood control during periods of extremely heavy rainfall.
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 can be provided by private contractors or public entities.
5. 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.

Chapter XII

TRANSPORTATION

PUBLIC INFRASTRUCTURE INVENTORIES

1. BACKGROUND INFORMATION

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 industrially oriented full-service city in Eastern Oregon.

2. 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.

3. AIR, WATER AND RAIL SERVICE

Air, water and rail services are all adequate provided to Boardman. The

Pendleton airport, 45 miles to the east, and the Tri-Cities airport, 45 miles northeast, serve 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.

4. HIGHWAYS, ROADS AND STREETS

Major highway 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. An interim and ultimate master arterial street plan has been adopted and implemented by the City. The arterial street plan provides for the safe movement of large traffic volumes connecting the central business district with residential areas and provides through traffic from residential areas to the Port of Morrow industrial area. The interim plan of narrower streets and simplified traffic control, is intended to provide adequate movement of traffic at a responsible level of service for lower volumes of traffic. The ultimate master plan will provide service to high traffic volumes and will be a more sophisticated system of four lane arterials, left turn and refuge lanes, and signalized traffic control. The interim plan would provide for normal 36 foot wide street widths in residential areas and 44 foot wide streets in commercial, industrial, and high density residential areas.

Future widening programs, in accordance with the ultimate plan to provide for the higher traffic volumes at some future date, should be a coordinated venture with a normal street overlay program.

5. BICYCLE AND PEDESTRIAN TRAFFIC

Consideration of non-vehicle routes should be given to provide an alternative means of transportation to the automobile. Bike paths should be constructed along arterials to the central business district, civic center, major parks and recreation facilities, schools, and the industrial park. The bike paths would serve a dual purpose -- transportation and recreation. The City has constructed several bike paths since adoption of the Comprehensive Plan. Inventory appears in Chapter VII.

GOAL XII: TRANSPORTATION POLICIES

1. Adopt an interim and ultimate master arterial street plan, including provisions for bicycles and pedestrians.
2. The City shall allow for street oversizing, intersections, and traffic control.
3. Sidewalks shall be required (as part of the subdivision process) along all City streets as per City standards. Property already subdivided and developed without sidewalks shall be encouraged to add sidewalks.

Chapter XIII

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 XIII: 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 city limits and Urban Growth Boundary contain 2,678 acres. Of these, 1,193 acres are within the Urban Growth Area located to the east and on the south and easterly side of the City. The City has specific policies regarding urbanization. These are as follows.

GOAL XIV: URBANIZATION POLICIES

1. Encourage orderly conversion of rural land in a pattern to assure economical extension of municipal services.
2. Avoid sprawl and leap-frog development.
3. Provide for a variety of residential housing types, tourist and business, commercial, light and heavy-industrial uses.
4. The land use plan will provide for controlled growth and separation of incompatible uses.

5. The City MAY, on a case by case basis and upon approval of the City Council, extend utilities (water, sewer, storm drainage) outside the city limits. Normally, extension of facilities will be only within the Urban Growth Boundary; however, the City Council may provide utilities for special projects outside the UGB. The utilities shall be sized to only serve the identified project.

Chapter XV

ADMINISTRATIVE PROCEDURES

SIGNIFICANCE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is considered, in the State of Oregon, the controlling land use document upon which all other land use ordinances are dependent. The City of Boardman Comprehensive Plan has been formally adopted by City Ordinance and has been acknowledged for being in compliance with the Statewide Planning Goals by the Oregon Land Conservation and Development Commission.

The Plan, at any given time, should be a reliable policy statement concerning land use rules and procedures over which the City of Boardman may have jurisdiction. Certainly the State of Oregon mandates certain Periodic Reviews. Each city is well aware that revising the Comprehensive Land Use Plan is a difficult task. Even so, reliance on the Plan as current policy is paramount; further, failure to provide an orderly revision procedure violates the Citizen Involvement Policies set out in Chapter I of this plan. The following procedures are methods to be used in seeking a revision of the City of Boardman Comprehensive Land Use Plan.

REVIEW AND REVISION PROCESSES

GENERAL NOTES

This Comprehensive Plan is not cast in concrete. It is a public plan by a changing society in a developing City anticipating a dynamic growth situation. It is recognized that changing conditions may create future impacts different from those contemplated in the Plan; therefore, planning programs including the Comprehensive Plan, the Urban Growth Boundaries, and all implementing ordinances with supporting documents must be periodically reviewed and updated.

The Plan shall be reviewed consistent with the State's requirements for Periodic Review to assure that it continues to reflect the desires and needs of the people it is designed to serve, and that the Plan is achieving the desired results. Dramatic or capricious changes at each review are to be avoided without a clear showing of overriding necessity so that individuals, organizations and public agencies are able to rely on the Plan. Those people and agencies, as well as the general public, will be given the opportunity to be included in any review so that understanding and support of the Plan is maintained.

PERIODIC REVIEW

At a minimum, a Periodic Review shall assure conformity of the Plan and pertinent ordinances with changes in:

1. The Oregon Revised Statutes
2. Oregon Case Law

3. Oregon Statewide Planning Goals and Guidelines
4. Requirements of the City of Boardman and consistency with other approved policies.
5. Address the concerns of residents or landowners within the City and the Urban Growth Boundary.
6. Concerns of the County and other affected governmental units.

If the Comprehensive Plan, implementing measures, or both fail to conform to the above mentioned criteria, the non-conforming documents should be amended as soon as is practicable. Upon completion of each Periodic Review, a public statement will be issued on whether any revision is needed. Because changes to the Plan may have financial impacts to the City, the Periodic Review shall be presented to the City Council and City Planning Commission.

PLAN AMENDMENT OR REVISION

REVISIONS

There are two types of revision processes to the Comprehensive Plan. The plan may be changed by either legislative or quasi-judicial action. The types of revision and processes are outlined below. In determining which process to follow, the City's administrative staff shall review the application and recommend the proper course of action. The administrative decision may be appealed to the Planning Commission.

MAJOR REVISIONS (Legislative)

A major revision to this plan is defined as a policy making change in the text or Plan Map that will have widespread and significant impact throughout the planning area. The proposed change will be considered as a legislative action and will require the following procedure:

1. The City Council or Planning Commission may initiate the proposed change.
2. The adopted citizen and agency involvement programs shall be utilized to stimulate the public interest and participation in the amendment process.
3. A public hearing shall be conducted by the Planning Commission.
4. Ten days notice to the public as provided by the adopted citizen and agency involvement programs shall be provided.
5. In order to submit a favorable recommendation for the proposed change to the City Council, the Planning Commission shall establish the compelling reasons and make a findings of fact for the proposed change. These include:
 - A. The proposed change will be in conformance with statewide planning goals.
 - B. There is a demonstrated public need for the proposed change.
6. The City Council, upon receipt of the Planning Commission recommendations,

may adopt, reject or modify the recommendation, or may conduct a second public hearing on the proposed change.

7. In all proposed amendment actions, the City Council must make the final decision to adopt or deny the proposed action.

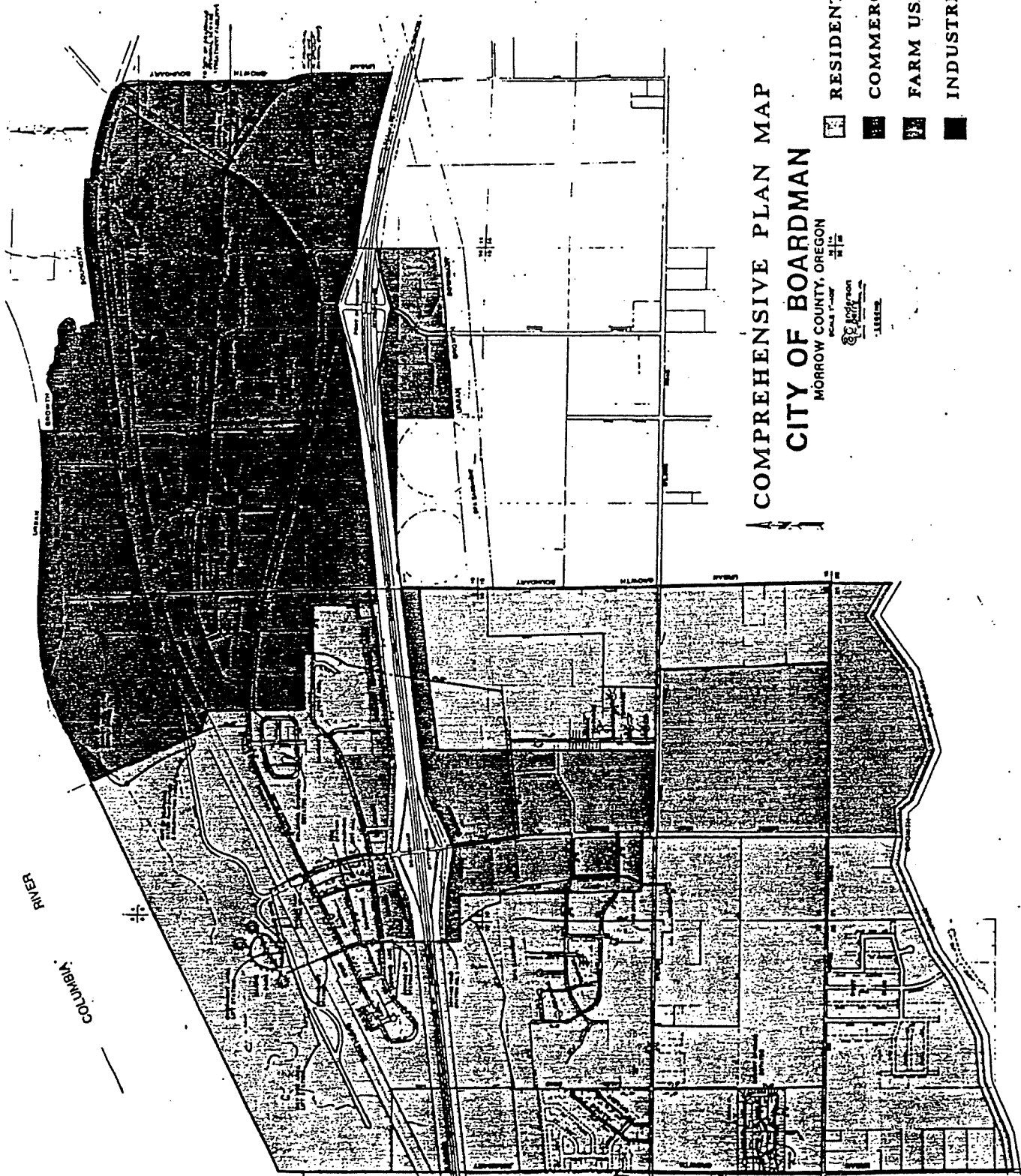
QUASI-JUDICIAL REVISIONS

A quasi-judicial revision is defined as an amendment to the Comprehensive Plan Map which consists of an application of the policies of the plan to a particular piece of property with no widespread significance and having no general applicability to areas of similar use.

1. Private individuals, property owners, or governmental agencies may initiate the proposed change.
2. The adopted citizen and agency involvement programs shall be utilized to stimulate the public interest and participation in the amendment process.
3. A public hearing shall be conducted by the Planning Commission.
4. Ten days notice to the public as provided by the adopted citizen and agency involvement programs shall be provided.
5. Individual notice shall be mailed to property owners within 100 feet of the area subject to the proposed change. These notices shall be mailed ten (10) days prior to the scheduled public hearing and contain the following information:

- A. Explain the nature of the application and the proposed use or uses which could be authorized.
- B. List the applicable criteria from the ordinance and the proposed use or uses which could be authorized.
- C. Set forth the street address or other easily understood geographical reference to the subject property.
- D. State the date, time, and location of the hearing.
- E. State that failure to raise an issue by the close of the record at or following the final evidentiary hearing, in person or by letter, precludes appeal to LUBA based on that issue, ORS 197.763(3)(e).
- F. State that failure to provide sufficient specificity to afford the decisionmaker an opportunity to respond to an issue that is raised precludes appeal to LUBA based on that issue, ORS 197.763(3)(e).
- G. Include the name of a local government representative to contact and a telephone number where additional information may be obtained.
- H. State that a copy of (1) the application, (2) all documents and evidence relied upon by the applicant, and (3) applicable criteria are available for inspection at no cost and will be provided at reasonable cost.

- I. State that a copy of the staff report will be available for inspection at no cost at least seven (7) days prior to the hearing and will be provided at reasonable cost.
 - J. Include a general explanation of the requirements for submission of testimony and the procedure for the conduct of hearings.
-
- 6. Copies of the proposed amendments shall be made available for public review at least ten (10) days prior to the Planning Commission hearing.
 - 7. After the close of the public hearing, the Planning Commission shall make findings of fact and recommend to the City Council the adoption, revision or denial of the proposed amendments.
 - 8. After receipt of the City Planning Commission recommendation, the City Council shall set a public hearing date and give notice thereof through a newspaper of general circulation at least ten (10) days prior to the hearing.
 - 9. Copies of proposed amendments and the Planning Commission recommendation shall be made available for review at least ten (10) days prior to the City Council hearing.



COMPREHENSIVE PLAN MAP CITY OF BOARDMAN

MORROW COUNTY, OREGON

Scale 1" = 1/2 mi

Prepared by
J. L. LARSEN

- RESIDENTIAL
- COMMERCIAL
- FARM USE
- INDUSTRIAL