

**PRELIMINARY FINDINGS OF FACT
TRANSPORTATION SYSTEM PLAN AMENDMENT
A-TSP-22-001**

REQUEST: Update the City of Boardman and Morrow County’s jointly adopted Port of Morrow (POM) Interchange Area Management Plan (IAMP) adding an Update to Section 7 to address changes focused on the northern portion of the Interchange and its intersection with Columbia Boulevard.

APPLICANT: Port of Morrow
2 East Marine Drive
Post Office Box 200
Boardman, Oregon 97818

OWNER: City of Boardman
Post Office Box 229
Boardman, Oregon 97818

Oregon Department of Transportation
Teresa Penninger
3012 Island Avenue
LaGrande, Oregon 978501

ZONING OF THE AREA: Commercial/Service Center and General Industrial

PROPERTY LOCATION: The Port of Morrow Interchange is in northern Morrow County, on the east side of Boardman, and serves industrial lands to the north and commercial and rural residential lands to the south. It is identified as Exit 165 on Interstate 84.

- I. BACKGROUND:** The POM entered into an Intergovernmental Agreement with the City of Boardman, Morrow County, and the Oregon Department of Transportation (ODOT) in September 2019 for “the purpose of doing the necessary planning work to complete an update to the POM IAMP.” The common objectives were to 1) complete an update to the POM IAMP; 2) assure that the completed IAMP update meets the necessary ODOT standards to assure that the improvement alternatives and the selected project(s) will address current operational concerns; and 3) assure that the selected project(s) can be accomplished timely. The fully executed Intergovernmental Agreement is attached.

The joint application to both the City of Boardman and Morrow County by the Port of Morrow culminates the work done over the past three years leading to necessary public hearings to accomplish local adoption followed by adoption by the Oregon Transportation Commission. During work the ODOT Mobility Advisory Committee was consulted and provided their support of this planning project with the understanding that when a project is selected, funded, and moves to implementation more detailed work will go before that advisory body again at that time.

II. APPROVAL CRITERIA: The City of Boardman Comprehensive Plan nor Transportation System Plan have specific criteria or defined processes to amend or update them. The City of Boardman Development Code provides guidance found in Chapter 4 Types of Applications and Review Procedures indicating that a Comprehensive Plan Amendment is a Type IV Decision Type with Applicable Regulations found in the Comprehensive Plan. The Type IV Procedures, found at 4.1.600, are mostly procedural in nature with the exception of G. Decision-Making Considerations.

G. Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. Approval of the request is consistent with the Statewide Planning Goals;

Applicant Response: The Statewide Planning Goals are evaluated later in this narrative. This request is consistent with the applicable Goals and is particularly consistent with Goal 12 Transportation, the Oregon Highway Plan, and the Transportation Planning Rule based on the support of the Mobility Advisory Committee.

Staff Response: Planning staff find that the request is consistent with the Statewide Planning Goals.

2. Approval of the request is consistent with the Comprehensive Plan; and

Applicant Response: The action is supportive of the City of Boardman's Goal 12 and Transportation System Plan and is an update to the adopted POM IAMP. Current traffic counts indicate that the level of service has been impacted and will continue to be resulting in a public need for improvements allowed by the adoption of this proposed update. This action is locationally dependent as it is specific to the POM interchange.

The following Goals and Objectives from the City of Boardman Transportation System Plan would be applicable:

- Goal 1 Promote a balanced, safe, and efficient transportation system.
 - ◊ Objective 5 Examine the function of the freeway interchanges and establish land use and transportation policies that will maximize capacity and minimize conflict among uses.
- Goal 2 Ensure the adequacy of the roadway network in terms of function, capacity, level of service, and safety.
- Goal 4 Identify and prioritize transportation improvement needs in the City of Boardman, and identify a set of reliable funding sources that can be applied to these improvements.
 - ◊ Objective 1 Develop a prioritized list of transportation improvement needs in the study area.

The Goals and Objectives outlined in the current POM IAMP are still relevant and applicable to this decision-making process. Those most applicable are:

- Consider the surrounding contextual land use and roadway network.
- Provide for efficient connectivity, right-of-way, and access control in the analysis area of the interchange.

- Refine and prioritize improvements needed to maintain acceptable traffic operations at the interchange while providing safe access to adjacent land uses.

The following Transportation Policy from the Comprehensive Plan is also applicable:

- Goal 2. The City of Boardman shall protect the function of existing and planned roadways as identified in the Transportation System Plan.

Staff Response: Planning staff find that the request is consistent with the Boardman Comprehensive Plan and Transportation System Plan.

- 3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property**

Applicant Response: No water, wastewater, or other similar public facilities or services are required to support this action. The update of the POM IAMP specifically addresses the local transportation network and traffic movement into the POM to the north of the interchange and commercial, residential, and farm activities to the south.

Staff Response: No development is proposed with this request. The request is to improve the transportation network, specifically the POM Interchange.

Analysis of the Statewide Planning Goals 1 through 14 follows.

Goal 1 Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Applicant Response: The City of Boardman and Morrow County's Comprehensive Plans and respective development codes outline their respective citizen involvement programs that includes the activities of the Planning Commission and provides for the public hearing process with its required notice provisions. These notice provisions provide for adjoining and affected property owner notice; notice to interested local, state, and federal agencies; and allows for public comment to the process.

Staff Response: Planning staff find that Goal 1 is satisfied.

Goal 2 Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Applicant Response: Goal 2 establishes the underlining process that a county or a city needs to utilize when considering changes to their Comprehensive Plans and development codes. This application meets those requirements for this request.

Staff Response: Planning staff find that Goal 2 is satisfied.

Goal 3 Agricultural Lands: To preserve and maintain agricultural lands.

Applicant Response: Goal 3 requires counties to preserve and maintain agricultural lands for farm uses. Counties must inventory agricultural lands and protect them by adopting exclusive farm use zones consistent with Oregon Revised Statute 215.203 et. seq.

Goal 3 does not allow nonfarm uses like industrial development on lands zoned for exclusive farm use unless a local government adopts findings to justify an exception to Goal 3 or accomplishes an expansion of an urban growth boundary. This application is not requesting these types of actions nor is it requesting any changes to land zoned Exclusive Farm Use.

Staff Response: Planning staff find that Goal 3 is not applicable.

Goal 4 Forest Lands: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Applicant Response: There are no forest lands in the City of Boardman and forest lands within Morrow County are some 50 miles to the south. This Goal is not applicable.

Staff Response: Planning staff find that Goal 4 is not applicable.

Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources: To protect natural resources and conserve scenic and historic areas and open spaces.

Applicant Response: The subject interchange does not have any overlays or other known cultural or historical sites. There are no wetlands or other natural resource areas known to exist within the interchange area.

Staff Response: Planning staff find that Goal 5 has been evaluated and is not impacted.

Goal 6 Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water and land resources of the state.

Applicant Response: Goal 6 addresses the quality of air, water and land resources. In the context of comprehensive plan amendments, a local government complies with Goal 6 by explaining why it is reasonable to expect that the proposed uses authorized by the plan amendment will be able to satisfy applicable federal and state environmental standards, including air and water quality standards.

The proposed POM IAMP amendment is to improve the functionality of the interchange which should result in better traffic movement in and around the interchange. This action could be seen to improve air quality by better facilitating the movement of freight along Interstate 84 with connections to the Port of Morrow and the City of Boardman. Issues concerned with stormwater management or other discharges anticipated during construction of any improvements will be addressed during the design and construction phase.

Noise is defined as unwanted sound. As the POM continues to grow and this interchange becomes busier it is anticipated that noise could and will increase. The location of the interchange within an industrial area protects residential and farm uses to the south.

Staff Response: Planning staff find that Goal 6 has been evaluated and can be met with appropriate environmental impacts identified and managed through the development process for the proposed Interchange improvements.

Goal 7 Areas Subject to Natural Hazards and Disasters: To protect people and property from natural hazards.

Applicant Response: Goal 7 works to address natural hazards and disasters and through a comprehensive plan amendment process would seek to determine if there are known natural hazards and seek to mitigate any concerns. There are no known natural hazards within the subject interchange, and it is located significantly above and outside the flood plain for the Columbia River.

Staff Response: Planning staff find that Goal 7 has been evaluated and is not applicable.

Goal 8 Recreation Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Applicant Response: No recreation components are included in this application. Based on comment from the MAC during the development of the proposed update considerations have been included for both pedestrian and bicycle accommodation within the interchange.

Staff Response: Planning staff find that Goal 8 has been evaluated and that the inclusion of pedestrian and bicycle facilities is appropriate.

Goal 9 Economy: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Applicant Response: Goal 9 requires local governments to adopt comprehensive plans and policies that contribute to a stable and healthy economy. Both Morrow County and the City of Boardman have comprehensive plans that have been acknowledged to comply with Goal 9. The POM and the subject interchange are important economic investments within the community and region. Adoption of an update to the POM IAMP would be consistent with the Goal 9 provisions and requirements of both Comprehensive Plans.

Staff Response: Planning staff find that Goal 9 has been evaluated and that improvements to the POM Interchange support the intent of Goal 9.

Goal 10 Housing: To provide for the housing needs of citizens of the state.

Applicant Response: Housing is not a specific consideration of this application. The primary use of the POM IAMP is serving the industrial needs of the POM. However, there is significant rural residential and farm uses to the south of the interchange that use this point of access. It is also a secondary access to the City of Boardman. While not specifically designed to support needed housing, this interchange does currently and will continue to serve housing needs in the greater Boardman community.

Staff Response: Planning staff find that Goal 10 has been evaluated and that connections created by the improved Interchange would be favorable to residential uses and development within and adjacent to the City of Boardman. The application is compliant with Goal 10.

Goal 11 Public Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Applicant Response: Goal 11 requires local governments to plan and develop a timely, orderly, and efficient arrangement of public facilities and services. The goal provides that urban and rural

development be guided and supported by types and levels of services appropriate for, but limited to, the needs and requirements of the area to be served. As this area continues to urbanize the City of Boardman and the POM will continue to deploy the necessary infrastructure to support needed and desired industrial and commercial development.

Staff Response: Planning staff find that Goal 11 has been evaluated and that improvements of the POM Interchange support the overall transportation network in and around Boardman and are compliant with Goal 11.

Goal 12 Transportation: To provide and encourage a safe, convenient and economic transportation system.

Applicant Response: Goal 12 requires local governments to provide and encourage a safe, convenient, and economic transportation system, implemented through the Transportation Planning Rule. In 2012 the City of Boardman and Morrow County adopted the POM IAMP to assure that development in and around this interchange was done in compliance with local Transportation System Plans, the Oregon Highway Plan, and the Transportation Planning Rule. This update to the POM IAMP continues in that tradition and seeks to implement Goal 12 by proposing improvements that would increase safety, create a more convenient road network and interchange, and do so economically.

Staff Response: Planning staff find that Goal 12 has been evaluated and that this proposal is compliant with the Boardman Transportation System Plan and provides for project opportunities that will improve connectivity to both the Port of Morrow industrial activities, commercial activities at the interchange, and residential uses to the south of the interchange.

Goal 13 Energy: To conserve energy.

Applicant Response: Goal 13 directs local jurisdictions to manage and control land and uses developed on the land to maximize the conservation of all forms of energy, based on sound economic principles. Access to Interstate 84 creates easy connections to Interstate 82, Highway 730, Highway 395, and Highway 97. These connections provide energy efficiency and convenience as travel connections, for both trucks and workers.

Staff Response: Planning staff find that Goal 13 has been evaluated and that this proposal is consistent.

Goal 14 Urbanization: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Applicant Response: Goal 14 prohibits urban uses on rural lands. To locate urban uses on rural lands, local governments must either expand their urban growth boundaries to add property or take a Goal 14 exception setting forth reasons why urban development should be allowed on rural lands. This application is not seeking a Goal 14 exception or an expansion of exception lands. It is focused on allowing future improvements to the POM IAMP and the interchange itself.

Staff Response: Planning staff find that Goal 14 has been evaluated and that this proposal is consistent and supportive of urbanization of the City of Boardman.

