



SPECIAL PLANNING COMMISSION MEETING

September 24, 2026 at 5:00 PM
Boardman City Hall Council Chambers
AGENDA

1. CALL TO ORDER

2. FLAG SALUTE

3. ROLL CALL

4. WORK SESSION

- A. Housing Capacity Analysis (HCA): The consultant team will present a status report related to the Buildable Lands Inventory and the Development Ready Lands Inventory which outlines how infrastructure impacts future development. Next steps and the adoption timeline will also be covered.

5. APPROVAL OF MINUTES

- A. Planning Commission Meeting August 20, 2026

6. PUBLIC HEARINGS - STARTING NO EARLIER THAN 6 P.M.

- A. RVW26-000045: Boardman Community Development Association, applicant, and owner. Property is described as tax lot 4900 of assessor's map 4N 25E 09DB and is zoned Commercial – Tourist Commercial Sub District. The proposed development is a two-story multi-use incubator building. Criteria for approval are found at the Boardman Development Code Chapter 4.2 Development Review and Site Design Review along with standards in Chapter 2.2.180 Tourist Commercial Sub-District and Chapter 3 Design Standards.

7. DISCUSSION ITEMS

- A. Planning Official Update

8. PUBLIC COMMENT

INVITATION FOR PUBLIC COMMENT – The commission chair will announce that any interested audience members are invited to provide comments. Anyone may speak on any topic other than: a matter in litigation, a quasi-judicial land use matter; or a matter scheduled for public hearing at some future date. The commission chair may limit comments to 3 minutes per person for a total of 30 minutes. Please complete a request to speak card prior to the meeting. Speakers may not yield their time to others.

9. COMMISSION COMMENTS

10. ADJOURNMENT

Zoom Meeting Link: <https://us02web.zoom.us/j/2860039400?omn=89202237716>

This meeting is being conducted with public access in-person and virtually in accordance with Oregon Public Meeting Law. If remote access to this meeting experiences technical difficulties or is disconnected and there continues to be a quorum of the council present, the meeting will continue.

The meeting location is accessible to persons with disabilities. Upon request of an individual who is deaf or hard of hearing, accommodations such as sign language or equipment for the hearing impaired must be requested at least 48 hours prior to the meeting. To make your request, please contact the City Clerk at 541-481-9252 (voice), or by e-mail at city.clerk@cityofboardman.com.



Source: City of Boardman

HOUSING CAPACITY ANALYSIS CITY OF BOARDMAN, OR

20-YEAR HOUSING NEED 2026 – 2046

August 2026



Acknowledgments

Johnson Economics and MIG Inc. have prepared this report for the City of Boardman. The City of Boardman thanks the many people who provided input and helped to develop this document.

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This report was prepared in accordance with the requirements of OAR 660 Division 8: Interpretation of Goal 10 Housing.

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I. INTRODUCTION

This analysis outlines a forecast of housing need within the City of Boardman and its Urban Growth Boundary. Estimates of housing need by income level and type, and the resulting land need are forecast to the year 2046 consistent with the requirements of Oregon Administrative Rules (OAR), including the Oregon Housing Needs Analysis program.¹ This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Oregon Housing Needs Analysis 2026 Production Target (Oregon Department of Administrative Services)
- Portland State University Population Research Center
- U.S. Census
- Claritas Inc.²
- Oregon Employment Department
- City of Boardman
- Morrow County
- Other sources are identified as appropriate.

This analysis relies heavily on Census data from both the Decennial Census, and the American Community Survey (ACS). Generally, data from the ACS has a larger statistical margin of error than the 10-year Census. This analysis relies whenever possible on the 2020 Census, and/or the most recent ACS 5-year estimates. The 5-year estimates have the lowest margin of error in comparison to the ACS 1-year estimates. All Census data sets feature some margin of error but remain the best source of data available on many demographic and housing subjects.

II. CITY OF BOARDMAN DEMOGRAPHIC PROFILE

OFFICIAL POPULATION ESTIMATES AND HOUSING FORECAST

In preparing a Housing Capacity Analysis (HCA), state administrative rules require that cities use figures from specific sources to estimate population, forecast future population, and forecast future housing need.³

- Estimates of current population within the city limits, and the city's Urban Growth Boundary (UGB) are provided by the Portland State University (PSU) Population Research Center (PRC). The PRC operates two ongoing programs:
 - The population estimate program prepares annual estimates for every city and county in the state. Estimates are for the city boundary (not UGB).
 - The Oregon Population Forecast Program provides forecasts for the localities in four regions across the state. Forecasts are updated for each region on a rotating basis every four years. Forecasts are for population within the UGB (not just city limits). The most recent forecast for Boardman and its region was completed in 2023. This forecast was adjusted after 2020 Census estimates proved higher than those originally used. The forecast will not be revised until 2027.

¹ ORS 197A.015 – 197A.270; OAR 660-008

² Claritas Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallas and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

³ OAR 577-050-0005 establishes the PRC and dictates production of estimates and forecasts. OAR 660 requires that localities use of these estimates for official planning purposes. ORS 197A and OAR 660-008 require use of the OHNA housing need forecast in preparation of a Housing Capacity Analysis.

- More recent legislation and rulemaking established the Oregon Housing Needs Analysis (OHNA) program that produces housing production targets by income segments for each city in the state. The Oregon Department of Administrative Services issues annual production targets for one-year and 20-year periods, using the PRC forecasts as one input.

The official estimates and forecasts from the PRC and OHNA provide key parameters for the analysis that follows in this report. The relevant figures are summarized in the following table, and their use is further explained in the analysis that follows.

FIGURE 2.1: BOARDMAN POPULATION ESTIMATES AND PROJECTED HOUSING UNIT NEED

Metric	Source	Recent Year Issued	Estimate	
Population Estimate (City Boundary)	Population Research Center (Portland State University)	July 2025	<u>2025</u> 5,820	
Population Forecast (UGB Boundary)	Population Research Center (Portland State University)	2023 (Region 2)	<u>2045</u> 6,656	<u>2050</u> 6,837
Housing Production Target (Units, UGB)	Oregon Housing Needs Analysis (OR Dept. of Admin. Services)	Dec. 2026	<u>1-Year</u> 44 Units	<u>20-Year</u> 728 Units

Source: PSU PRC, State of Oregon OHNA

CURRENT DEMOGRAPHIC PROFILE

The following table (Figure 2.2) presents a profile of City of Boardman demographics from the 2010 and 2020 Census. Data from the PRC and 2020 Census is forecasted forward to 2026, using the recent average annual growth rate.

- Boardman is a northeastern Oregon city of roughly 6,150 people (within the UGB) located along the Columbia River on the state's northern boundary. Interstate 84 connects Boardman to other Gorge communities, as well as the Portland metro area to the west, and the Boise metro area to the east. Nearby Highway 730 and Interstate 82 provide access to the Tri-Cities area and Eastern Washington.
- Based on estimated population, Boardman is roughly the 75th largest city in the state by population. Boardman is the largest incorporated city in Morrow County.
- Boardman has experienced rapid growth in population, growing an estimated 73% since 2010. In contrast, Morrow County population grew an estimated 28% while the state grew 25%. (US Census and PSU Population Research Center)
- Boardman is home to an estimated 1,885 households in 2026, an increase of 820 households since 2010. The percentage of families has fallen somewhat since 2010, from 78% to 75%, but this remains a high share of households when compared to Morrow County (72%) or the state (62%).
- The average household size has not fallen much since 2010. Boardman's estimated average household size is now 3.3 persons, larger than the Morrow County average of 2.8 and the statewide average of 2.5.

FIGURE 2.2: BOARDMAN DEMOGRAPHIC PROFILE (WITHIN UGB)

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2010	2020	Growth	2026	Growth
	(Census)	(PSU/Census)	10-20	(PSU)	20-26
Population ¹	3,546	4,861	37%	6,157	27%
Households ²	1,062	1,476	39%	1,883	28%
Families ³	836	1,041	25%	1,394	34%
Housing Units ⁴	1,115	1,620	45%	1,970	22%
Group Quarters Population ⁵	0	0	0%	0	0%
Household Size (non-group)	3.34	3.29	-1%	3.27	-1%
Avg. Family Size	3.70	3.70	0%	3.70	0%
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2010	2020	Growth	2026	Growth
	(Census)	(Census)	10-20	(Proj.)	20-26
Per Capita (\$)	\$16,004	\$21,888	37%	\$25,046	14%
Median HH (\$)	\$42,957	\$60,694	41%	\$66,691	10%

SOURCE: Census, PSU Population Research Center, and Johnson Economics
Census Tables: DP-1 (2010, 2020); DP-3 (2000); S1901; S19301
1 From Census, PSU Population Research Center, growth rate 2024-2025 extended to 2026
2 2026 Households = (2026 population - Group Quarters Population)/2026 HH Size
3 Ratio of 2026 Families to total HH is based on 2024 ACS 5-year Estimates
4 2026 housing units are the '20 Census total plus new units permitted from '20 through '25 (source: Census, City)
5 2026 Group Quarters Population based on 2024 5-year ACS estimates

A. POPULATION GROWTH

Since 2010, Boardman has grown by over 2,600 people within the UGB, or 74% in 16 years. The City boundary has an estimated 5,900 residents, or 96% of the total within the UGB. Morrow County grew an estimated 28% since 2010.

B. HOUSEHOLD GROWTH & SIZE

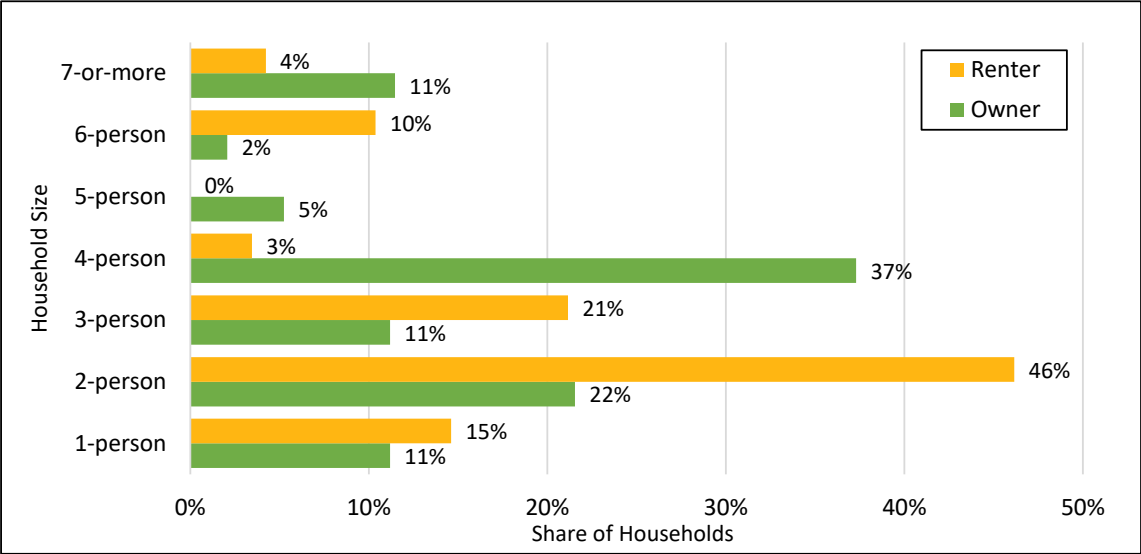
As of 2026, the city has an estimated 1,883 households. (Unless otherwise noted, city figures cited in this analysis refer to the area within the UGB, as this is the main area of study for this HCA).

Since 2010, Boardman has added an estimated 821 households. This is an average of roughly 51 households annually during this period. The growth since 2010 has roughly kept pace with the growth in new housing units, which grew by roughly 53 units per year.

Boardman’s average household size of 3.3 people, with 75% family households, is higher than the average across Morrow County. There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become “empty nesters.” While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. Boardman has largely defied this trend as the share of family households and larger household sizes has maintained.

Figure 2.3 shows the share of households by the number of people for renter and owner households in 2024 (latest data available), according to the Census. Renter households are more likely to have three or fewer people. Owner households are more likely to have four or more people.

FIGURE 2.3: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF BOARDMAN



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2024 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2024 ACS, an estimated 75% of Boardman households were family households, down significantly from nearly 79% of households in 2010. Nevertheless, the total number of family households in Boardman is estimated to have grown by 558 since 2010. The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2024, family households in Boardman have an estimated average size of 3.7 people, unchanged since 2010.

D. GROUP QUARTERS POPULATION

Group quarters include such shared housing situations as nursing homes, prisons, dorms, group residences, military housing, or shelters. These residents are typically excluded from the estimated population total, before determining the number and types of housing that are needed for non-group households. However, the City of Boardman had no group quarters population identified by the Census, so this step is not necessary.

E. HOUSING UNITS

Data from the City of Boardman and the US Census indicate that the city added an estimated 856 new housing units since 2010, representing 77% growth in the housing stock. This number of new units is roughly 4% higher than the estimated number of new households during the same period (821), indicating that housing growth has nearly kept pace with growing need.

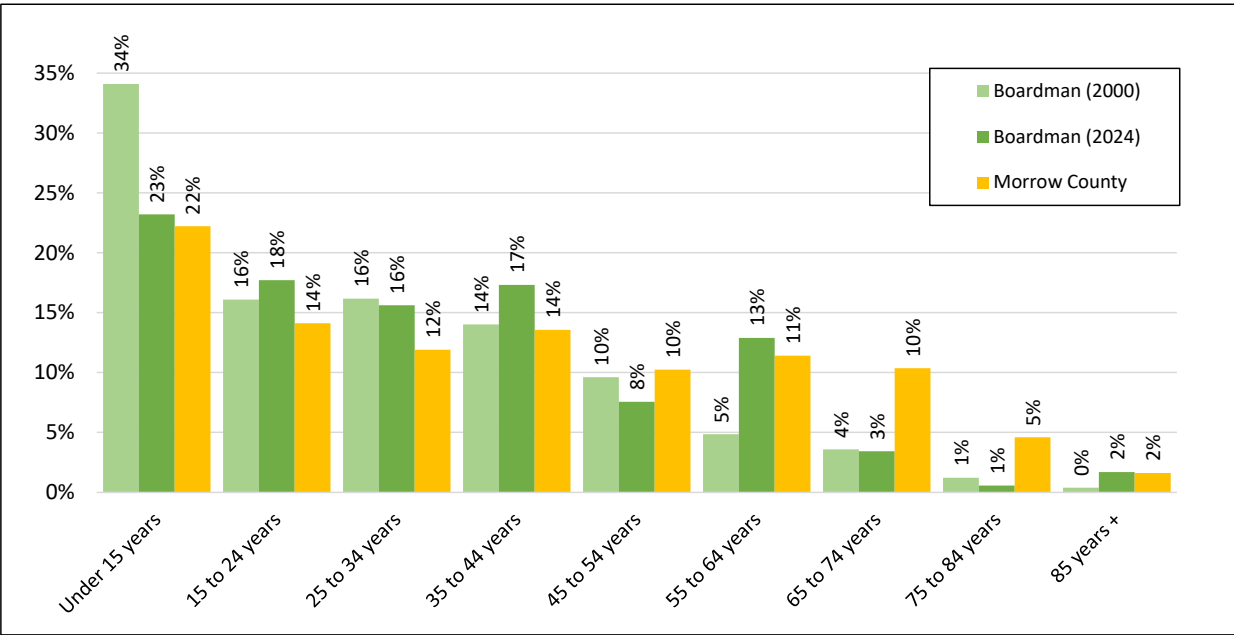
As of 2026, the city has an estimated housing stock of roughly 1,970 units for its 1,883 estimated households. This translates to an estimated average vacancy rate of 4.4%.

F. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the 2024 ACS. As the chart shows, Boardman remains a relatively young city, with more children and those in prime working years, than those over 65. Compared to the county and state age categories, this difference is stark. This is also in keeping with the large share of family households in Boardman, which are more likely to have children and younger people.

Nevertheless, since 2000, the share of children under 15 has fallen significantly, while some of the middle-aged cohorts have grown somewhat. Those aged 65 and older remain a very modest share.

FIGURE 2.4: AGE COHORT TRENDS, BOARDMAN 2010 – 2020 & MORROW COUNTY

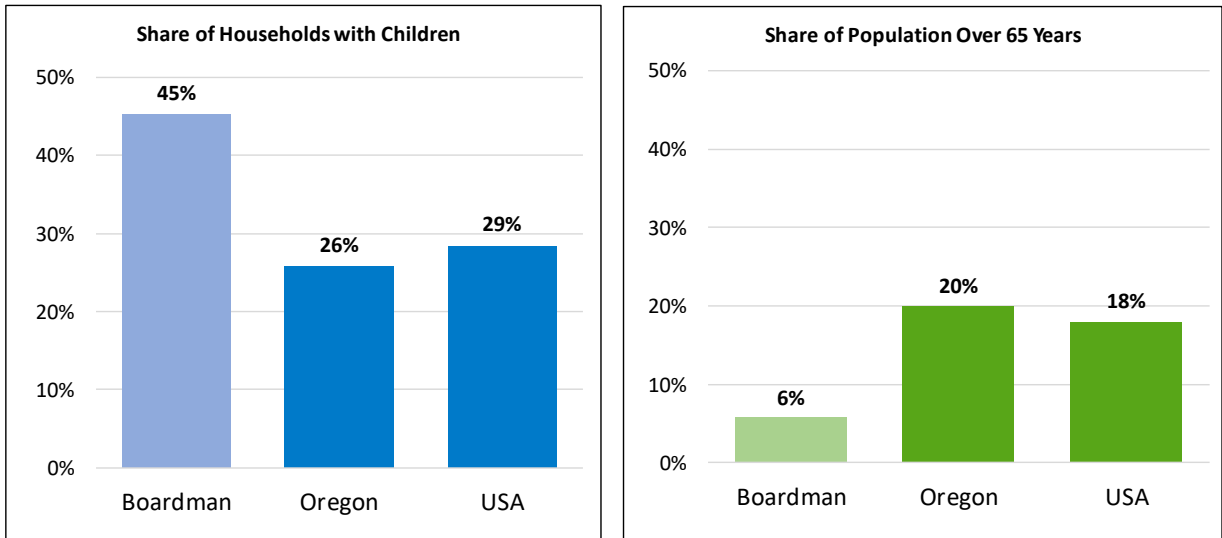


SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: QT-P1 (2000); S0101 (2024 ACS 5-yr Estimates)

As of the 2024 ACS, the local median age was an estimated 30 years, much lower than the median of 41 years across Oregon.

Figure 2.5 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and the US, Boardman has a lower share of households with children at 10%. At 34%, the share of population over 65 is significantly higher than the state and national figures.

FIGURE 2.5: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (BOARDMAN)

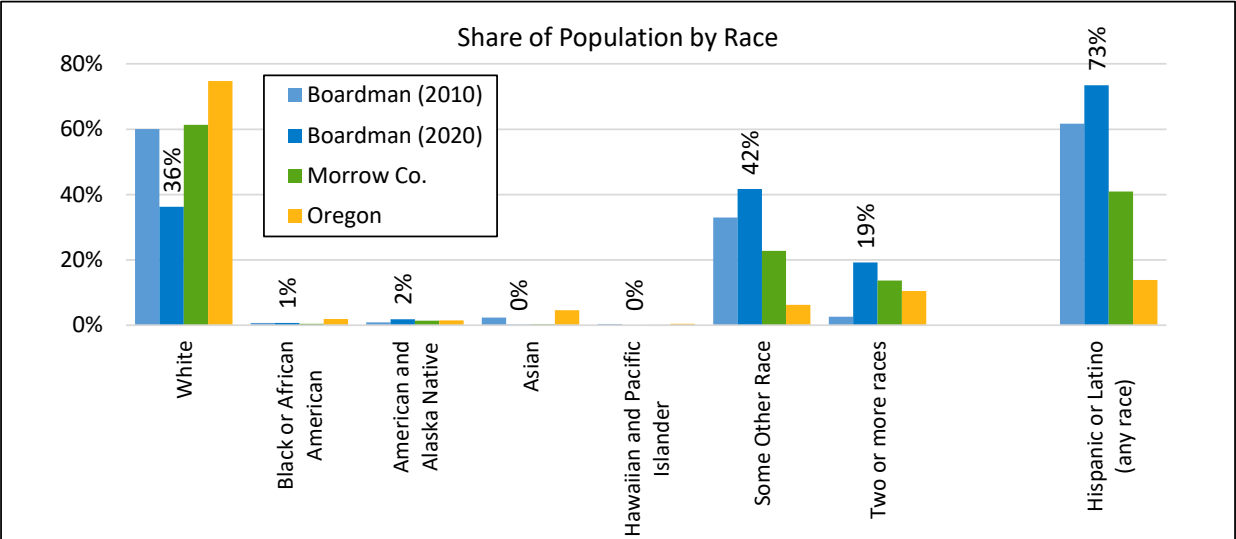


SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B11005; S0101 (2024 ACS 5-yr Estimates)

G. DIVERSITY TRENDS

The following figure presents the distribution of Boardman’s population by race and Hispanic ethnicity. The community grew more diverse between the 2010 and 2020 Census, with the share of the city’s population that identifies as white alone falling from 60% to 36%. The growing diversity was led by the Hispanic or Latino population which grew from 62% to 73%. Just over 50% of the population identifies as “some other race” or “two or more races.” These categories likely include many of the residents identifying as Hispanic or Latino.

FIGURE 2.6: RACIAL AND ETHNIC DIVERSITY, 2010 – 2020 (BOARDMAN)



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: P1, P2 (2010, 2020)

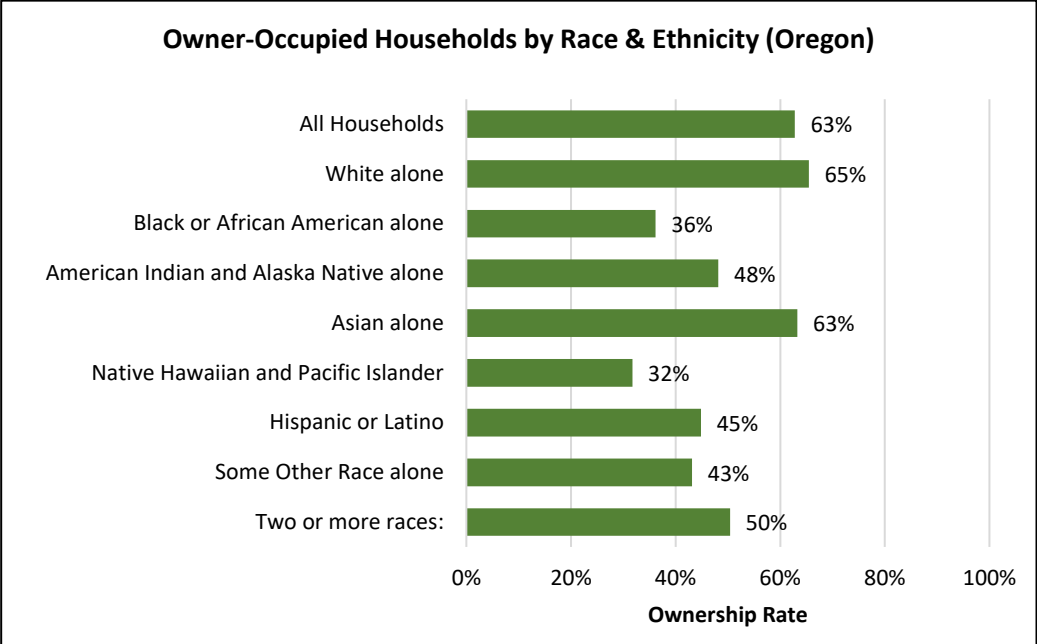
In comparison, the share of the population identifying as white is 61% in Morrow County, and 75% statewide. The share of Boardman’s population identifying as Hispanic or Latino is 73% of the population, indicating almost 2,000 people as of the 2020 Census. This is much higher than the 14% share statewide.

In general, minority households tend to have a larger average household size than the average of all households (statewide). Those with the largest estimated households are Latinos, Pacific Islanders, and those identifying as “some other race.” (Given the small sample size, this Census data has much higher margin-of-error in Boardman, making the data inaccurate.)

Larger average household size indicates a need for units with more bedrooms on average among many minority households. Each household has its own housing needs in terms of the number of bedrooms and other factors, based on the specific makeup of each family. Based on voluntary guidelines provided by HUD for public housing programs, households of between 2 persons generally need a one-bedroom unit, households with 3 persons might need two bedrooms, and those with 4 persons might need three bedrooms. Larger households may need four or more bedrooms, which are typically found in single detached homes.

Based on statewide data, many racial and ethnic minorities are currently less likely to own the homes they occupy (Figure 2.7) – meaning that they tend to occupy rental units. These communities face systemic obstacles to home ownership, including lower generational wealth, less access to capital and financing, and a history of discrimination in lending and geography (e.g., redlining). While the country and state try to address explicit discrimination through the law, the legacy of these barriers continues to hamper home ownership for many minority households. Going forward, many communities would benefit from more entry-level homebuying opportunities for these households, as well as additional rental housing for those who are still unready or unable to buy a home.

FIGURE 2.7: HOME OWNERSHIP RATE BY RACIAL AND ETHNIC CATEGORY (OREGON)



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25003A-H, (State of Oregon, 2024 ACS 5-year)
* This data is presented on a statewide basis using the most recent Census data available (2020). The data for the Boardman or Morrow County geographies feature larger margins of error due to small sample size in some of the racial categories.

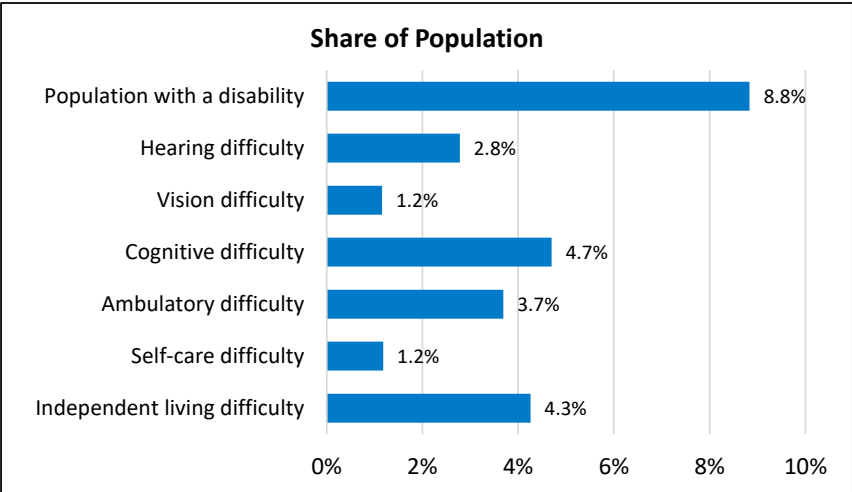
Populations from some racial and ethnic minority groups also have lower average incomes and are more likely to have income below the official poverty level when compared to the total population. Such income levels are correlated with a greater share of renter households and impact the types of housing these populations consume, as discussed in further detail below.

H. PEOPLE WITH DISABILITY

An estimated 9% of the population of Boardman, or 360 people, are estimated to have some form of disability. This is lower than the statewide rate of 14% and the Morrow County rate of 17% of people with a disability. (The Census reports these statistics for the “non-institutionalized population.”)

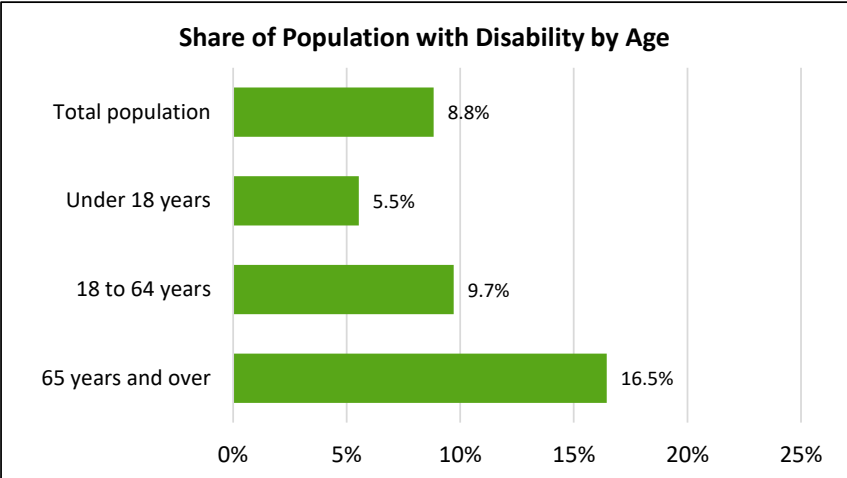
The following figure presents Census estimates of the types of disability reported among Boardman residents. Any type of disability impacts the type of housing that may be appropriate for a resident, but those with the greatest impact on needed unit type are generally an ambulatory, self-care, or independent living disability. Those with an ambulatory disability often need units with expanded access for a wheelchair, walker, or scooter. Those with self-care or independent living disabilities may require additional safety precautions around the home to protect a resident who cannot always be directly monitored.

FIGURE 2.8: BOARDMAN SHARE OF THE POPULATION WITH DISABILITY, BY TYPE



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: DP02, (2024 ACS 5-year)

FIGURE 2.9: BOARDMAN POPULATION WITH DISABILITY, BY AGE



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: DP02, (2024 ACS 5-year)

Older residents are more likely to report a disability, including 16.5% of those over 65 years. Of those aged 18 to 64 years, 10% of the local population reports a disability, and 5.5% of children.

I. INCOME TRENDS

The following figure presents data on Boardman’s income trends.

FIGURE 2.6: INCOME TRENDS, 2010 – 2026

PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2010	2020	Growth	2026	Growth
	(Census)	(Census)	10-20	(Proj.)	20-26
Per Capita (\$)	\$16,004	\$21,888	37%	\$25,046	14%
Median HH (\$)	\$42,957	\$60,694	41%	\$66,691	10%

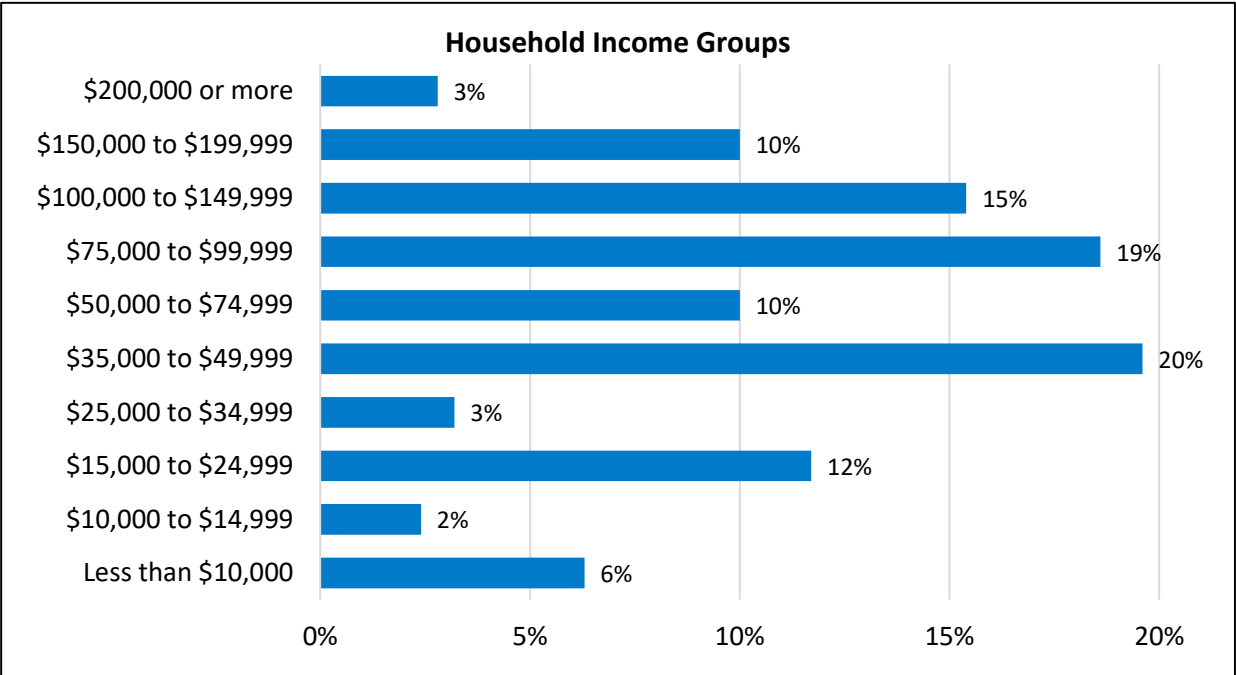
SOURCE: Census, PSU Population Research Center, and Johnson Economics
Census Tables: DP-1 (2010, 2020); DP-3 (2000); S1901; S19301

- Boardman’s estimated median household income is roughly \$66,500 in 2026. This is lower than the Morrow County median of \$75,000, and roughly 22% lower than the statewide median of \$85,000.
- Boardman’s per capita income is roughly \$25,000.
- Median income has grown an estimated 55% since 2010, in real dollars. Inflation was an estimated 50% over this period, so the local median income has slightly outpaced inflation. This is the case in many regions and nationally, where income growth outpaced inflation following the economic setback of the COVID pandemic. For the first time in decades, wage growth in lower income brackets (many of those with so-called working-class jobs) outpaced wage growth for upper income households over the past five years.

Figure 2.7 presents the estimated distribution of households by income as of 2024. The largest income cohorts are those households earning between \$35k and \$50k, followed by households earning between \$75,000 and \$100,000. An estimated 28% of households earn more than \$100,000 per year.

- 43% of households earn less than \$50k per year.
- 20% of households earn less than \$25k per year.

FIGURE 2.7: HOUSEHOLD INCOME COHORTS, 2024



SOURCE: US Census, Table: S1901 (2024 ACS 5-yr Est.)

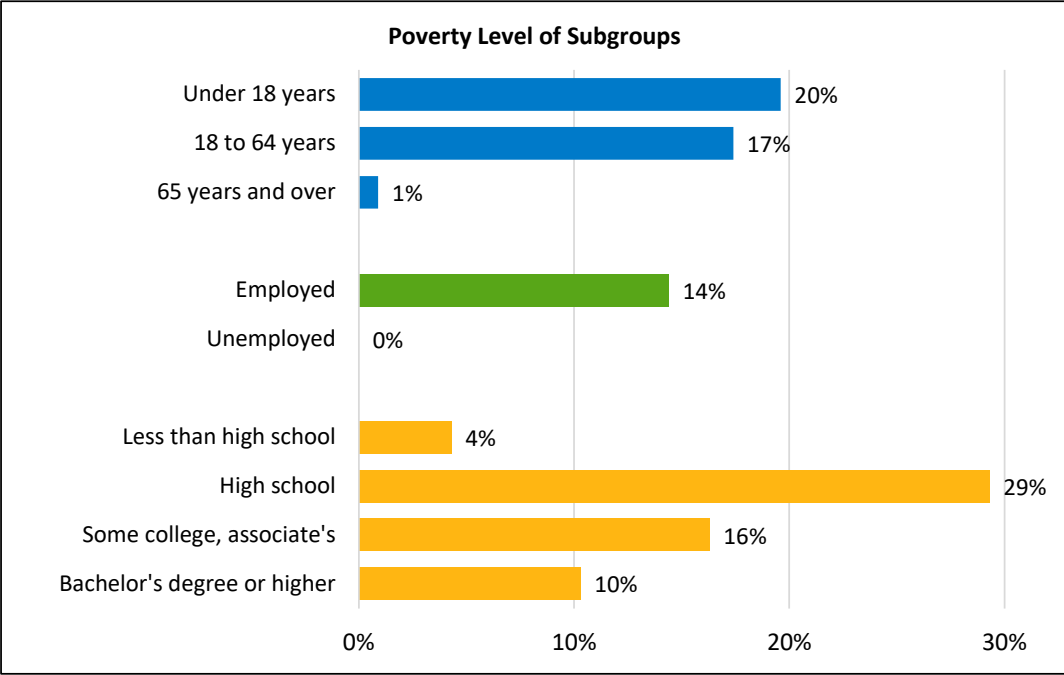
J. POVERTY STATISTICS

According to the US Census, the official poverty rate in Boardman is an estimated 17% over the most recent period reported (2024 ACS 5-year estimates). This is nearly 700 individuals in Boardman. In comparison, the official poverty rate in Morrow County is 13%, and at the state level is 12%.

- The estimated poverty rate in Boardman is highest among children at 20%. The rate is 17% among those of prime working age. The estimated rate for those 65 years of age and older is just 1%.
- For those with a high school diploma, the poverty rate is a high 29%. For those with some continuing education, that rate falls.

Information on affordable housing is presented in Section III of this report.

FIGURE 2.8: POVERTY STATUS BY CATEGORY (BOARDMAN)



SOURCE: US Census, Table: S1701 (2024 ACS 5-yr Est.)

K. EMPLOYMENT LOCATION TRENDS

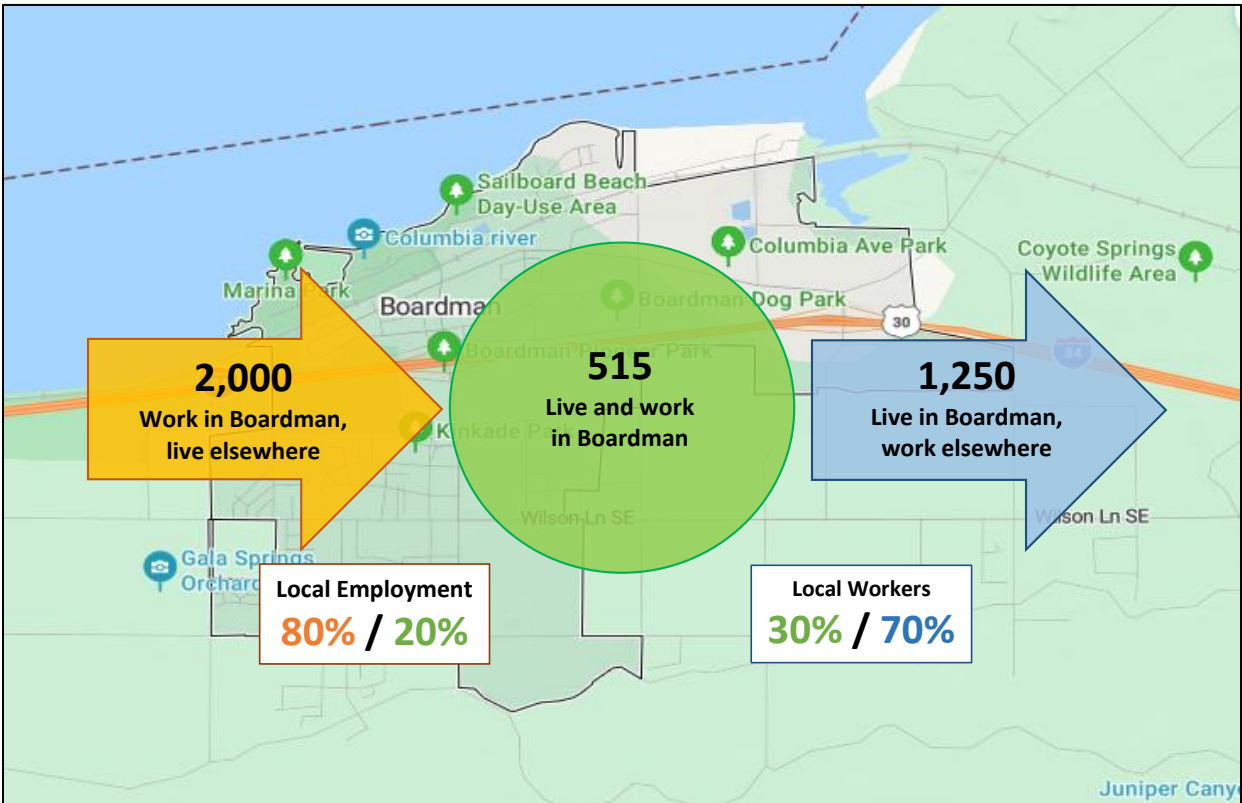
This section provides an overview of employment and industry trends in Boardman that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Boardman according to the Census Employment Dynamics Database. These figures reflect “covered employment” as of 2023, the most recent year available. Covered employment refers to those jobs where the employee is covered by federal unemployment insurance. This category does not include many contract employees and self-employed and therefore is not a complete picture of local employment. The figure discussed here is best understood as indicators of the general pattern of commuting and not exact figures.

As of 2023, the Census estimated there were roughly 2,515 covered employment jobs located in Boardman. Of these, an estimated 515 or 20%, were held by local residents, while roughly 2,000 local employees (80%) commuted into the city from elsewhere. This general pattern is fairly common among many communities within commuting distance of other cities and towns. The most common places of residence of workers commuting into the city are Hermiston, Umatilla, and the Tri-Cities.

Similarly, of the estimated 1,750 employed Boardman residents, 70% of them commute elsewhere to their employment. The most common destinations for Boardman commuters are Hermiston, Pendleton, and the Portland area. Locals who work in distant locations, may work remotely and/or hold a job that is based elsewhere, while working locally.

FIGURE 2.9: COMMUTING PATTERNS (PRIMARY JOBS), BOARDMAN



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: Boardman features a high jobs-to-households ratio. There are an estimated 2,515 jobs in Boardman (covered), and an estimated 1,883 households in Boardman. This represents 1.3 local jobs per household. There is no standard jobs-to-households ratio that is right for all communities, but it can provide a guide to the balance between employment uses and residential uses in the city. In Boardman and the adjacent Port employment lands, the estimated number of jobs available locally outnumbers the number of working residents.

III. CURRENT HOUSING CONDITIONS

This section presents a profile of the current housing stock and market indicators in Boardman. This profile forms the foundation to which future housing needs will be compared.

A. HOUSING TENURE

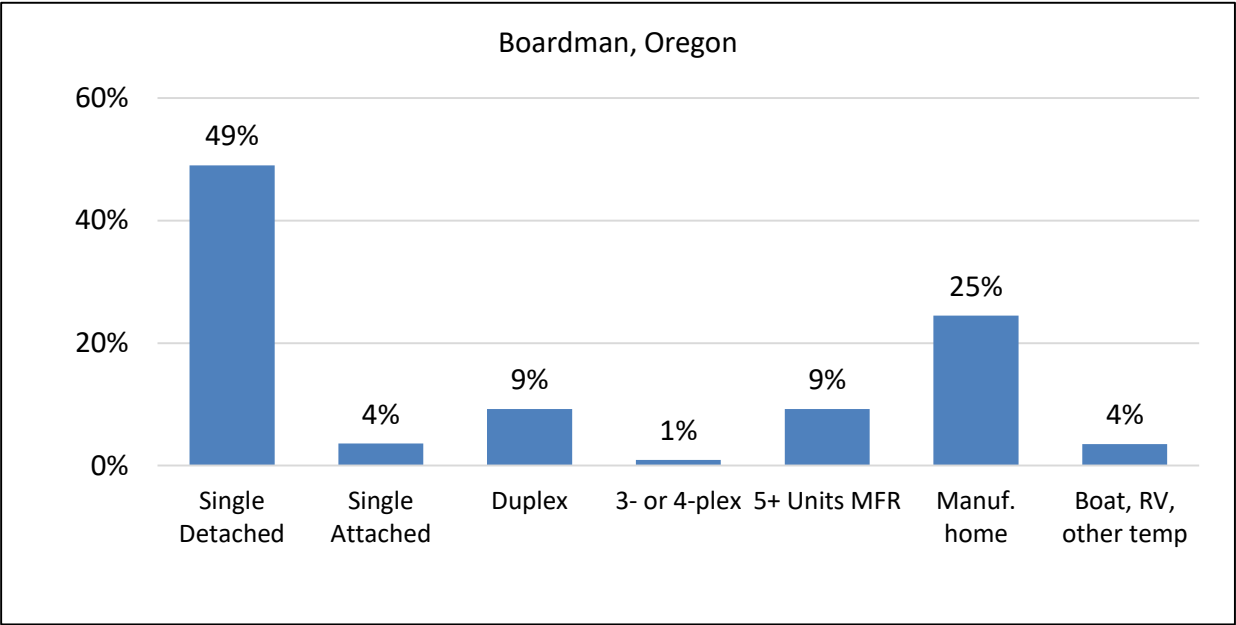
Boardman has a greater share of homeowner households than renter households. The 2024 ACS estimates that 58% of occupied units were owner occupied, and 42% renter occupied. The ownership rate is unchanged since 2010.

The estimated ownership rate is lower than Morrow County (71.5%) and statewide (63%). Nationally, the homeownership rate is now near the long-term historical average of 65%.

B. HOUSING STOCK

As shown in Figure 2.2, Boardman had an estimated 1,883 housing units in 2026, with a vacancy rate of roughly 4.4% (includes ownership and rental units). The housing stock has increased by over 850 units since 2010, or growth of 77%.

FIGURE 3.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2024



SOURCE: US Census, City of Boardman

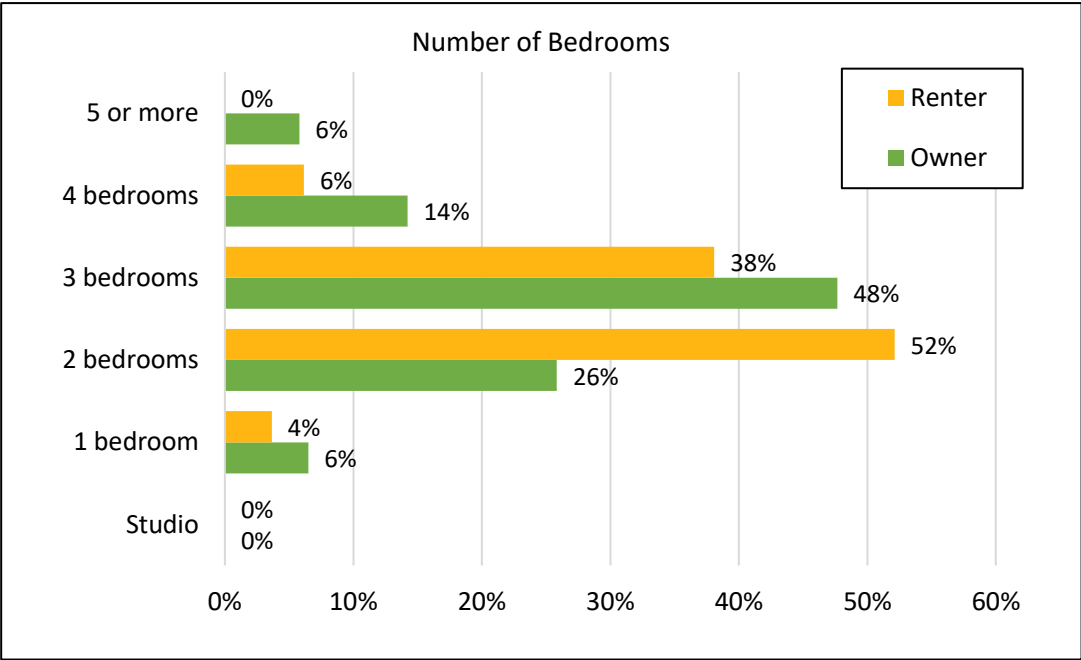
Figure 3.1 shows the estimated number of units by type in 2026 based on the US Census and local permitting data. Detached single-family homes represent an estimated 49% of housing units, while manufactured home units represent an additional 25%.

Units in larger apartment complexes of 5 or more units represent only 9% of units, and other types of attached homes represent an additional 14% of units. (Attached single family generally includes townhomes, and some 2 to 4-plexes which are separately metered.) More transient housing types such as RVs and boats make up another 4%.

C. NUMBER OF BEDROOMS

Figure 3.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are much more likely to have three or more bedrooms, while renter-occupied units are more likely to have two or fewer bedrooms. However, units with three or more bedrooms do make up over 40% of rental units.

FIGURE 3.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2024



SOURCE: US Census, Table: B25042 (2024 ACS 5-year Estimates)

D. UNIT TYPES BY TENURE

As Figure 3.3 and 3.4 show, 52% of owner-occupied units are detached homes, and an additional 38% are manufactured homes. Renter-occupied units are much more distributed among a range of structure types. About 46% of rented units are estimated to be detached homes, with an additional 9% being manufactured homes and the remainder are some form of attached unit.

FIGURE 3.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

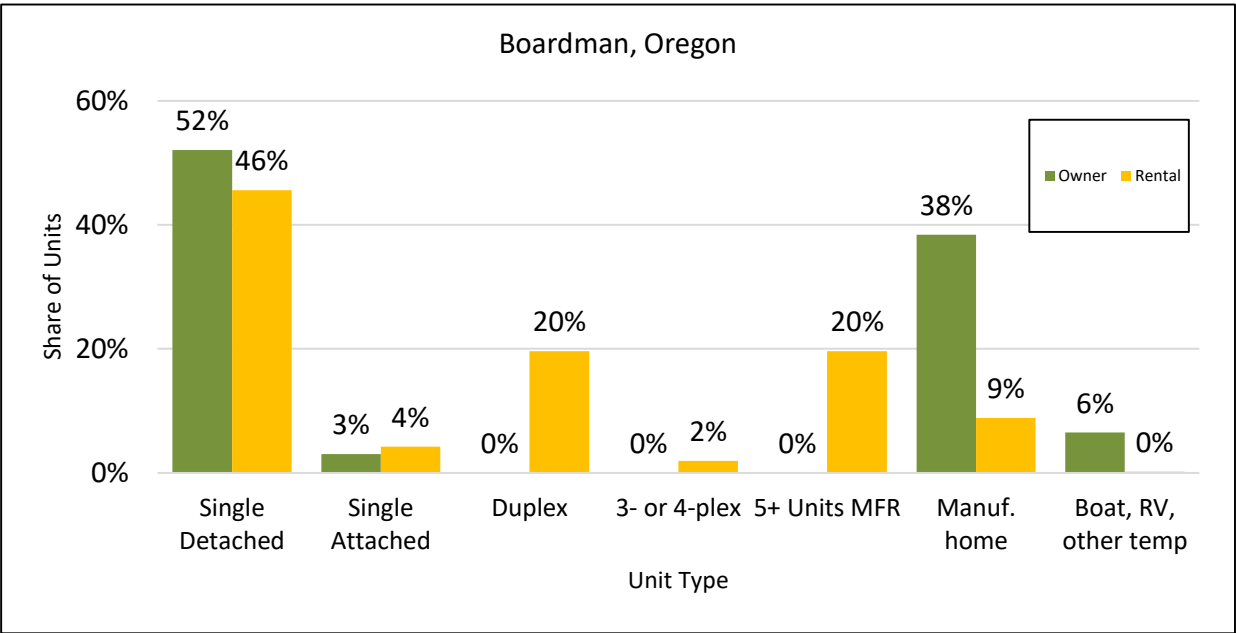
OWNERSHIP HOUSING								
	Single Detached	Single Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	544	32	0	0	0	401	68	1,044
Percentage:	52.1%	3.0%	0.0%	0.0%	0.0%	38.4%	6.5%	100%

RENTAL HOUSING

RENTAL HOUSING								
	Single Detached	Single Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	422	39	182	18	182	82	2	926
Percentage:	45.6%	4.2%	19.6%	1.9%	19.6%	8.8%	0.2%	100%

Sources: US Census, JOHNSON ECONOMICS, City of Boardman

FIGURE 3.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

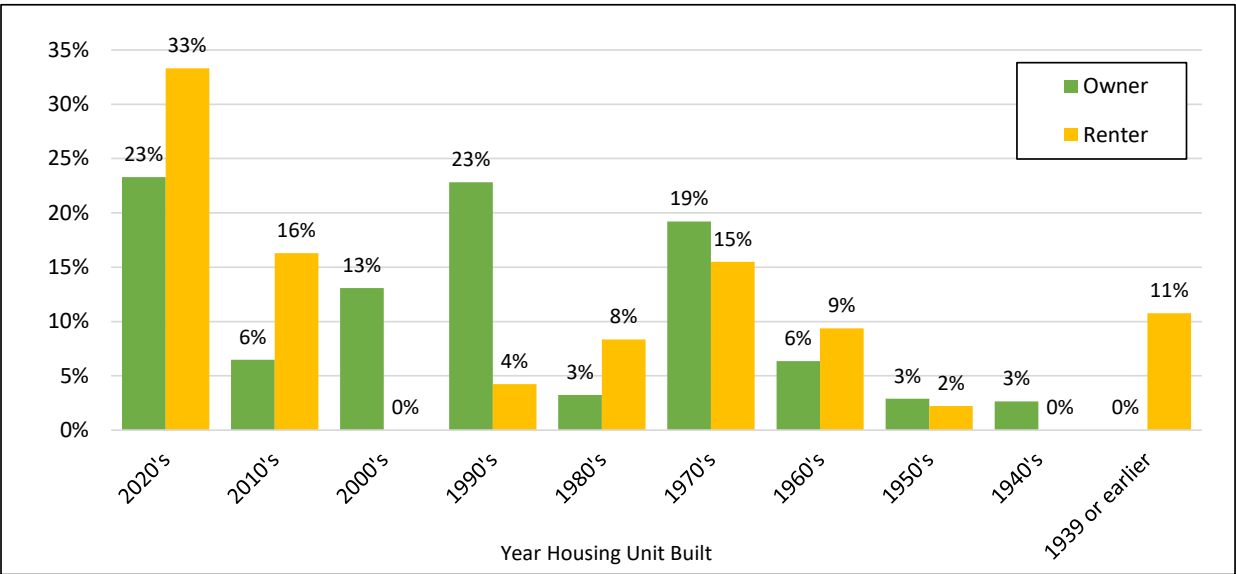


Sources: US Census, JOHNSON ECONOMICS, City of Boardman

E. AGE AND CONDITION OF HOUSING STOCK

Boardman’s housing stock reflects the pattern of development over time. An estimated 41% of owner housing has been built since 2000, and 49% of the rental stock.

FIGURE 3.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census, Table: B25036 (2024 ACS 5-year Estimates)

- Unfortunately, good quantitative data on housing condition is generally unavailable without an intensive on-site survey of all local housing that is beyond the scope of this analysis. Census categories related to housing condition are ill-suited for this analysis, dealing with such issues as units without indoor plumbing, which was more common in the mid-20th Century, but is an increasingly rare situation. Age of units serves as the closest reliable proxy for condition with available data.
- For ownership units, older homes may be in poor condition but are also more likely to have undergone some repair and renovation over the years. Rental units are more likely to degrade steadily with age and wear-and-

tear, and less likely to receive sufficient reinvestment to keep them in top condition, though this is not universally true.

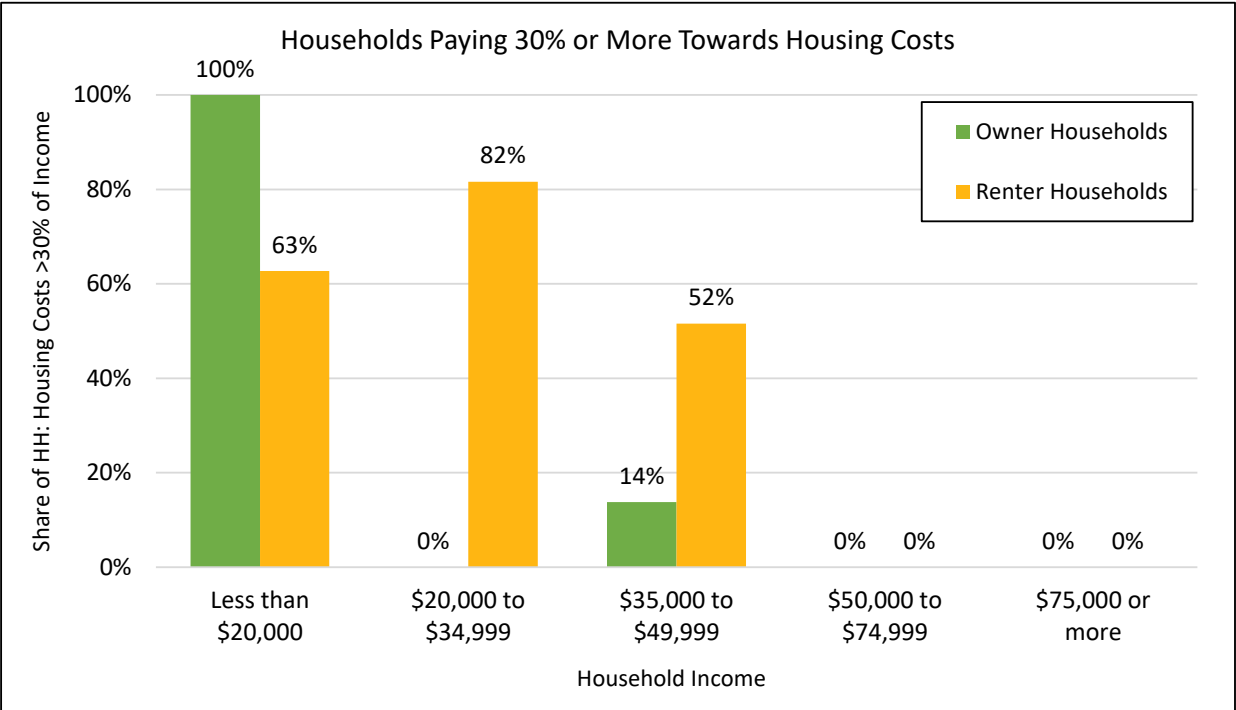
F. HOUSING COSTS VS. LOCAL INCOMES

Figure 3.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their income on housing costs.

In total, the US Census estimates that over 24% of Boardman households pay more than 30% of income towards housing costs, with renter households facing greater affordability challenges even at middle income levels.

FIGURE 3.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP



Sources: US Census, Table: B25106 (2018 ACS 5-yr Estimates), JOHNSON ECONOMICS

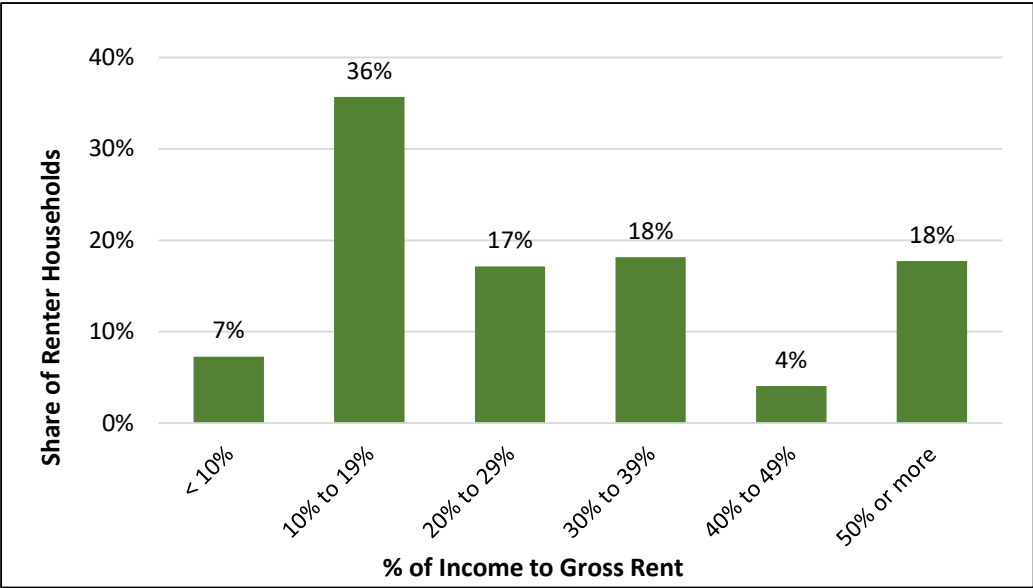
Housing is generally one of a household’s largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income households save and cultivate wealth. Even if renting, affordable housing costs allow for more household income to be put to other needs, including saving.

The following figures shows the percentage of household income spent towards gross rent⁴ for local renter households only. This more fine-grained data shows that 40% of renters are spending more than 30% of their income on gross rent, and an estimated 18% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

Renters are disproportionately lower income relative to homeowners. Housing cost burdens are felt more broadly for these households, and as the analysis presented in a later section shows there is a need for more affordable rental units in Boardman, as in most communities.

⁴ The Census defines Gross Rent as “the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else).” Housing costs for homeowners include mortgage, property taxes, insurance, utilities and condo or HOA dues.

FIGURE 3.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, BOARDMAN RENTER HOUSEHOLDS



Sources: US Census, Table: B25070 (2024 ACS 5-yr Estimates), JOHNSON ECONOMICS

G. PUBLICLY ASSISTED HOUSING

Oregon Department of Housing and Community Services identifies three properties in Boardman with 104 subsidized affordable units. These units are designated for families (64 units) and agricultural workers (40 units). These are properties that are funded through HUD programs, tax credits and other programs which guarantee subsidized rents for qualified households.

The high share of renters paying over 30% of their income towards housing costs indicates that there is an ongoing need for rental units at the lowest price points.

Agricultural Worker Housing: Boardman is currently home to one property of 40 units, Castle Rock Apartments, that is dedicated to agricultural workers. Agricultural workers might also be eligible for general types of affordable housing as well.

Homelessness:

The latest one-night homeless count conducted in 2025 across Morrow County identified four homeless individuals, two of whom were unsheltered. This is a very low level of homelessness. The one-night “point in time” count in 2025 was conducted by CAPECO across Morrow and Umatilla counties. The count found that nearly all homeless individuals live in Umatilla County, perhaps due to the cluster of large cities where services may be easier to access and homeless people might be able to maintain lower visibility than in the smaller communities of Morrow County. Furthermore, the count is conducted in late January, when homeless counts are likely near their lowest of the year due to the inclement weather, especially in Eastern Oregon. The count also relies on self-reporting.

In general, the Oregon counties with the highest rates of homelessness are the large urban counties, and the coast, however homelessness is a persistent challenge statewide. The rate of homelessness speaks to the need for continuing to build a full spectrum of services and housing types to shelter this population, from temporary shelter to subsidized affordable housing.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

IV. ESTIMATE OF CURRENT HOUSING NEEDS (CITY OF BOARDMAN)

The profile of current housing conditions in the study area (UGB) is based on 2024 ACS, with supplemental information from the Portland State University Population Research Center (PRC). The 2025 estimate is forecasted to 2026 using the estimated growth rate over the prior year.

FIGURE 4.1: CURRENT HOUSING PROFILE (2026)

CURRENT HOUSING CONDITIONS (2026)		SOURCE
Total 2026 Population:	6,157	PSU Pop. Research Center
- Estimated group housing population:	0 (0.0% of Total)	US Census
Estimated Non-Group 2026 Population:	6,157 (Total - Group)	
Avg. HH Size:	3.27	US Census
Estimated Non-Group 2026 Households:	1,883 (Pop/HH Size)	
Total Housing Units:	1,970 (Occupied + Vacant)	Census 2020 + permits
Occupied Housing Units:	1,883 (= # of HH)	
Vacant Housing Units:	87 (Total HH - Occupied)	
Current Vacancy Rate:	4.4% (Vacant units/ Total units)	

Sources: Johnson Economics, City of Boardman, PSU Population Research Center, U.S. Census

*This table reflects population, household and housing unit projections shown in Figure 2.1

There is an estimated current population of roughly 6,160 residents within the UGB, living in 1,883 households. Average household size is 3.3 persons.

There are an estimated 1,970 housing units in the city, indicating an estimated vacancy rate of 4.4%. This includes units vacant for any reason, not just those which are currently for sale or rent.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census and American Community Survey (tables: B25007 and B25118, 2024 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 4.2 presents a snapshot of current housing demand (i.e., preferences) equal to the number of households in the study area (1,883). The breakdown of tenure (owners vs. renters) reflects data from the 2024 ACS.

FIGURE 4.2: ESTIMATE OF CURRENT HOUSING DEMAND (2026)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$70k	4	Less than \$15,000	0.3%	0.3%
\$70k - \$120k	39	\$15,000 - \$24,999	3.3%	3.6%
\$120k - \$170k	22	\$25,000 - \$34,999	1.9%	5.5%
\$170k - \$240k	73	\$35,000 - \$49,999	6.3%	11.8%
\$240k - \$330k	280	\$50,000 - \$74,999	23.9%	35.7%
\$330k - \$420k	221	\$75,000 - \$99,999	18.9%	54.5%
\$420k - \$480k	128	\$100,000 - \$124,999	10.9%	65.5%
\$480k - \$530k	113	\$125,000 - \$149,999	9.7%	75.1%
\$530k - \$640k	164	\$150,000 - \$199,999	14.1%	89.2%
\$640k +	126	\$200,000+	10.8%	100.0%
Totals:	1,170		% of All:	62.1%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	68	Less than \$15,000	9.6%	9.6%
\$400 - \$700	159	\$15,000 - \$24,999	22.4%	32.0%
\$700 - \$900	140	\$25,000 - \$34,999	19.7%	51.7%
\$900 - \$1300	119	\$35,000 - \$49,999	16.7%	68.4%
\$1300 - \$1800	89	\$50,000 - \$74,999	12.5%	80.9%
\$1800 - \$2200	42	\$75,000 - \$99,999	5.9%	86.8%
\$2200 - \$2500	59	\$100,000 - \$124,999	8.2%	95.0%
\$2500 - \$2800	24	\$125,000 - \$149,999	3.4%	98.4%
\$2800 - \$3400	7	\$150,000 - \$199,999	0.9%	99.3%
\$3400 +	5	\$200,000+	0.7%	100.0%
Totals:	713		% of All:	37.9%

All Households
1,883

Sources: PSU Population Research Center, Claritas Analytics., Census, JOHNSON ECONOMICS
 Census Tables: B25007, B25106, B25118 (2024 ACS 5-yr Estimates)
 Claritas Analytics: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$70,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 6% (significantly more than the current rate, but in line with historic norms), with average 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards were tightened after the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 6% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent period of inflation, the Federal Reserve raised its rate, and mortgage rates followed suit.

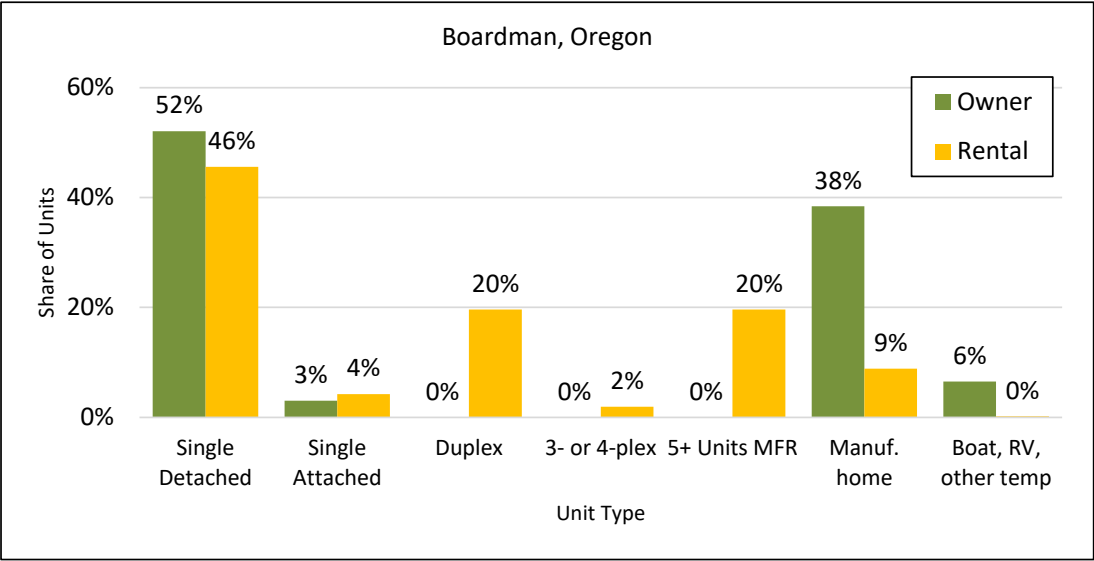
CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 4.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figures 4.3 and 4.4 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household’s own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Boardman was estimated based on permit data from the City of Boardman and Census data from the most recently available 2024 ACS, which provides a profile of housing types (single family, attached, manufactured home, etc.), tenure, housing values, and rent levels. The inventory includes vacant units.

- An estimated 53% of housing units are ownership units, while an estimated 47% of housing units are rental units. This is a lower ownership rate than that estimated in the demand profile shown in Figure 4.2 (62%). This means that we estimate that some renting households in the community could afford to own a home if the housing stock was available. It might also reflect that some households are more transitory workers (e.g. in construction) and may choose to rent even though they earn at a higher income level.
- 52% of ownership units are detached homes, along with 38% manufactured homes and a few attached units. An additional 6% of owner-occupied homes are estimated to be boats, RVs, or temporary situation.
- 46% percent of rental units are single family homes, while only 20% are in structures of 5 units or more.
- Of total housing units, an estimated 49% are detached homes, and an additional 25% are manufactured homes. Twenty-three percent are some sort of attached unit type.

FIGURE 4.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2026)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
Census Tables: B25004, B25032, B25063, B25075 (2020 ACS 5-yr Estimates)

- The affordability of different unit types (Figure 4.4) is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Most subsidized affordable housing units found in the city are represented by the inventory at the lowest end of the rental spectrum.
- Ownership housing found at the lower end of the value spectrum generally reflect older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

- Most housing (66%) in Boardman is found in price and rent levels affordable to those earning at least \$35,000 per year. An estimated 34% of housing is estimated to be affordable to those earning less than this, *based on current housing costs to the current resident*. Most housing is affordable to those in middle income brackets.

FIGURE 4.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2026)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Less than \$15,000	\$0k - \$70k	195	\$0 - \$400	41	12%
\$15,000 - \$24,999	\$70k - \$120k	0	\$400 - \$700	74	4%
\$25,000 - \$34,999	\$120k - \$170k	65	\$700 - \$900	255	16%
\$35,000 - \$49,999	\$170k - \$240k	227	\$900 - \$1300	290	26%
\$50,000 - \$74,999	\$240k - \$330k	270	\$1300 - \$1800	244	26%
\$75,000 - \$99,999	\$330k - \$420k	234	\$1800 - \$2200	21	13%
\$100,000 - \$124,999	\$420k - \$480k	22	\$2200 - \$2500	1	1%
\$125,000 - \$149,999	\$480k - \$530k	14	\$2500 - \$2800	0	1%
\$150,000 - \$199,999	\$530k - \$640k	12	\$2800 - \$3400	0	1%
\$200,000+	\$640k +	6	\$3400 +	0	0%
	53%	1,044	47%	926	0% 10% 20% 30% 40%

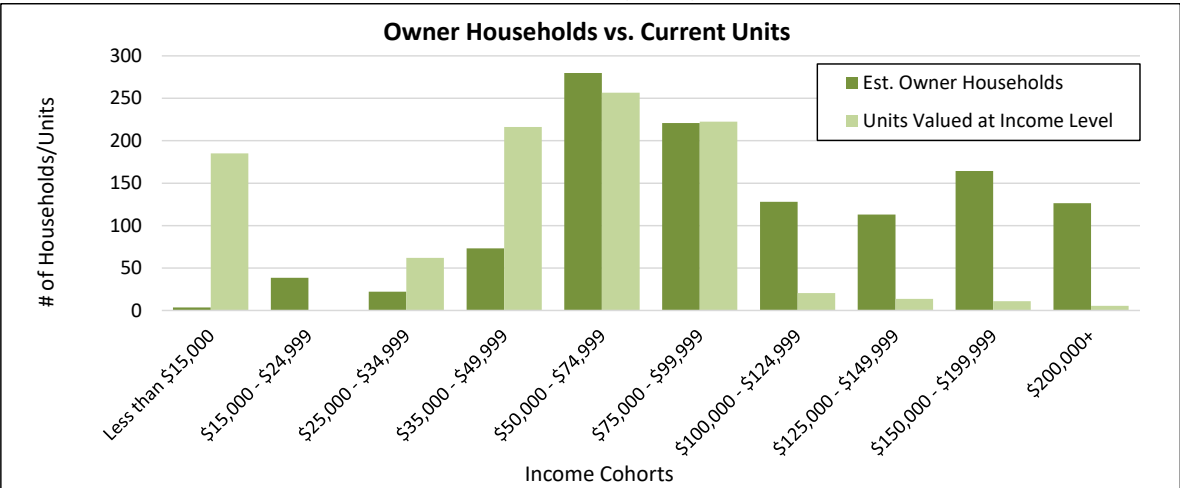
Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
Census Tables: B25004, B25032, B25063, B25075 (2024 ACS 5-yr Estimates)

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

A comparison of estimated current housing *demand* with the existing *supply* identifies estimated discrepancies between current needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 90 units, indicating an average vacancy rate of 4.4%.

In general, this identifies that the middle portion of the market is generally well supplied for ownership households. There is a finding that upper income households in Boardman could perhaps support some amount of more expensive housing supply, though new housing built in recent years is helping to fill this niche. The largest supply features current housing costs near the middle of the distribution.

FIGURE 4.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2026)

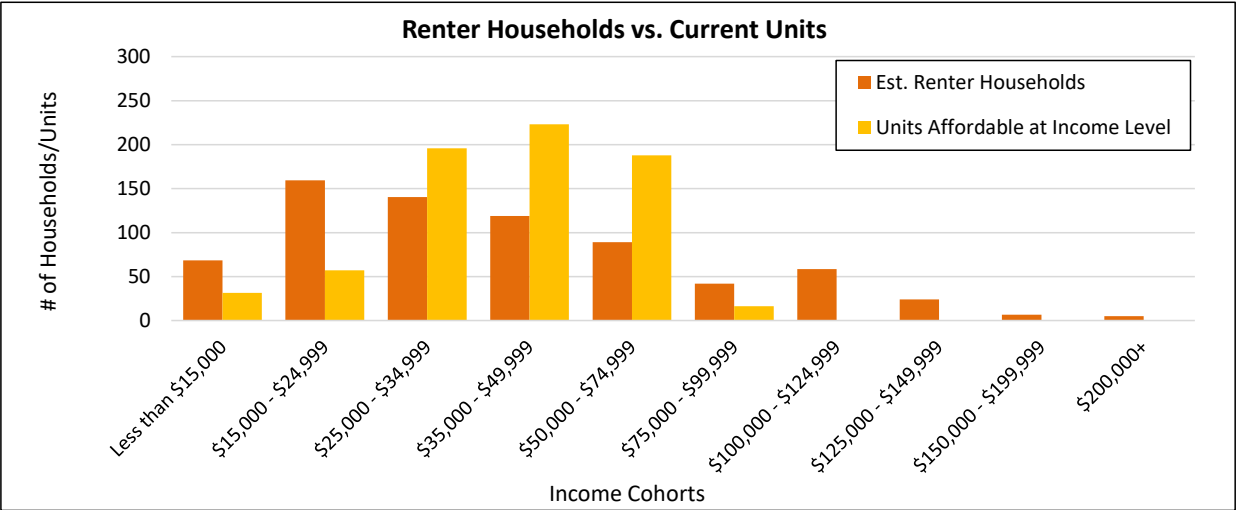


Sources: PSU Population Research Center, City of Boardman, Census, JOHNSON ECONOMICS

The analysis finds that most of the rental unit supply is currently affordable to those with incomes over \$25k per year. There is support for more rental housing appropriate for the lowest income households. Rentals at the most expensive levels generally represent single family homes for rent.

Figures 4.5 and 4.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households.

FIGURE 4.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2026)



Sources: PSU Population Research Center, City of Boardman, Census, JOHNSON ECONOMICS

The home value and rent segments which show a “surplus” in Figures 4.5 and 4.6 illustrate where current property values and market rent levels are in Boardman. Housing prices and rent levels will tend to congregate around those market levels. These levels will be too costly for some (i.e., require more than 30% in gross income) or “too affordable” for others (i.e., they have income levels that indicate they could afford more expensive housing if it were available, and they had the preference).

In general, these findings demonstrate that estimated incomes in the city have outpaced the estimated value of available housing for some owners, or that some long-term owners have affordable housing carrying costs. There is support for more rental units for the lowest income households, as well as some rentals for higher-income households.

HOME SALE PRICES

It is important to note that the figures presented in the prior section represent estimates of current *property value or current housing cost to the owner*, not the current market pricing of homes for sale in the city. For instance, a household living in a manufactured home that has been paid off over many years may have relatively low housing costs. This indicates that one owner household is living in a “lower value” unit. It does **not** indicate that units at this price point are available on the current market.

If this hypothetical household were to sell their home, it would sell at a higher price reflecting inflation and current achievable market prices. For this reason, many of the lower value or lower rent units found in the previous section will actually become higher-priced units when they are sold or become vacant.

For reference, this section presents home sales data from 2023-25 to indicate housing costs for new entrants into the market.

- The median sale price was \$425,000.
- The average (mean) sale price was a higher \$435,000.

- The average price per square foot was \$200/s.f.
- The median square footage was 2,141 s.f.

Affordability: Homes around the \$425,000 price point should be mostly affordable to households earning between roughly \$90,000 or more. An estimated 45% of local ownership households are in this category.

V. FUTURE HOUSING NEEDS - 2046 (CITY OF BOARDMAN)

OHNA HOUSING PRODUCTION TARGET

The projected future (20-year) housing profile (Figure 5.1) in the UGB study area is based on the housing production target for the City of Boardman from the state OHNA program. The OHNA is published at the end of each year and provides an updated target for a 20-year period, as well as an annual target. The production target attempts to quantify the amount of housing needed that will be needed for new households (using the PSU forecast as the assumed growth basis), *as well as an estimate of historical housing underproduction*, meaning that the housing production target is higher than the expected number of *new* households.

FIGURE 5.1: CITY OF BOARDMAN HOUSING PRODUCTION TARGET (2026 - 2046)

OHNA 2026 Housing Unit Production Targets	Income Segment					TOTAL
	<30% AMI	31% - <60% AMI	61% - <80% AMI	81% - <120% AMI	120% + AMI	
	< \$26,000 Extremely Low Inc.	\$26,000 - \$51,500 Very Low Income	\$51,500 - \$69,000 Low Income	\$69,000 - \$103,000 Median Income	> \$103,000 Middle and Upper	
20-Year Forecast:	145	136	79	136	232	728
1-Year Forecast:	11	9	5	7	12	44

Sources: Oregon DAS, OHNA 2026

The OHNA housing production target calls for the production of 728 housing units over this same period in Boardman. Based on the PSU projections, an estimated 246 would be necessary to meet the “future need” from the new household growth, while an additional 482 units would help meet the OHNA estimate of “current need” from underproduction based on historical household formation rates from the 2000 Census.⁵

NEEDED HOUSING TYPES (2046)

The OHNA housing production target provides a total housing unit target, broken down by income level (see Figure 5.2 below). Oregon Administrative Rule requires Housing Capacity Analysis to estimate need for additional subcategories of needed housing types.⁶ The estimated unit need for needed housing types is summarized below:

Needed Affordability Levels

Figure 5.2 presents the estimated need for net new housing units by major income segment, based on the most recent OHNA target projection figures. The needed affordability levels presented here are based on current 2026 dollars. Figure 5.2 also summarizes the housing types typically attainable by residents at these income levels.

⁵ “Oregon Housing Needs Analysis 2026 Production Targets and Adopted Methodology”, Pages 5-11, Oregon Dept. of Administrative Services, Dec. 2025.
⁶ OAR 660-008-0100 “Housing Capacity Analysis”, and ORS 197A.018 “Definition of Needed Housing.”

FIGURE 5.2: HOUSING PRODUCTION TARGET BY INCOME LEVEL (2046)

Household Income Segment		Income Level (Rounded)	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Inc.	< 30% AMI	< \$26,000	38	107	145	20%	Government-subsidized; Voucher; Shelter; Transitional
Very Low Income	30% - 60% AMI	\$26k - \$51k	61	75	136	19%	Aging/substandard rentals; Government-subsidized; Voucher
Low Income	60% - 80% AMI	\$51k - \$69k	60	19	79	11%	Market apartments; Manufactured homes; Plexes; Aging single-detached
Middle Income	80% - 120% AMI	\$69k - \$103k	114	22	136	19%	Single-detached homes; Townhomes; Small homes; New apartments
Upper Income	> 120% AMI	> \$103,000	199	33	232	32%	Single-detached homes; Townhomes; Condominiums; Luxury Apts.
TOTAL:			473	255	728	100%	

Sources: Oregon Department of Administrative Services (OHNA), JOHNSON ECONOMICS

* The figures shown in the "total" column by income segment are the derived from the OHNA.

The OHNA sets a production target of nearly 20% of housing for those earning 30% or less of the Area Median Income (AMI), and nearly 40% of the target is for those earning less than 60% of AMI. Roughly half of the production target is for units suitable for those earning above middle to upper incomes.

The following subcategories of unit type are not provided by the OHNA and are estimated by Johnson Economics, based on the assumptions discussed.

Needed Unit Types

Figure 5.3 presents the estimated need for net new housing units by construction type or building form. The mix of needed unit types shown in Figure 5.3 reflects both past trends and anticipated future trends.

- Of the 728 new units needed, roughly 65% are projected to be ownership units, while 35% are projected to be rental units. This represents more owners than the current tenure split, but it is projected that more ownership units will be needed to balance the disproportionate share of rental units in the current inventory, paired with some current renter households who likely have sufficient incomes to become owners.
- 44% of the new units are projected to be single family detached homes, while 40% is projected to be some form of attached housing, and 14% are projected to be new manufactured homes.
- Single family attached units (townhomes on individual lots) are projected to meet 5% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex, triplex, and four-plex units are projected to represent 9% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 26% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 14% of new needed units are projected to be manufactured home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 80% are projected to be detached single-family homes, manufactured homes, or RVs, and 20% projected to be attached forms.

- 77% of new rental units are projected to be found in new attached buildings.

FIGURE 5.3: HOUSING PRODUCTION TARGET BY UNIT TYPE (2046)

OWNERSHIP HOUSING									
Unit Type:	Single Detached	Single Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	279	24	9	9	47	87	16	472	64.9%
Percentage:	59.1%	5.0%	2.0%	2.0%	10.0%	18.4%	3.5%	100%	

RENTAL HOUSING									
Unit Type:	Single Detached	Single Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	43	11	40	7	140	15	0	256	35.1%
Percentage:	16.8%	4.2%	15.6%	2.9%	54.6%	5.8%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Detached	Single Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	322	35	49	17	187	102	16	728	100%
Percentage:	44.2%	4.8%	6.8%	2.3%	25.7%	14.0%	2.3%	100%	

Sources: Oregon Department of Administrative Services (OHNA), JOHNSON ECONOMICS

Other Needed Housing Categories

Figure 5.4 on the following page summarizes the quantified findings for other needed housing types as defined in ORS 197A.018, and OAR 660-008. The assumptions and methodology used to quantify the needed unit count are summarized in the table.

FIGURE 5.4: PRODUCTION TARGETS FOR NEEDED HOUSING SUBCATEGORIES (2046)

<u>NEEDED HOUSING TYPES</u>	<u>Units</u>	<u>Assumption</u>	<u>Source</u>
TOTAL HOUSING NEED:	728		OHNA Housing Production Target
A) Detached	338	46%	Safe harbor assumptions: OAR 660-008-0075(6)
Middle Housing	203	28%	
MFR	187	26%	
	<u>728</u>		
B) Government assisted housing	38	5.2%	Share of current housing inventory. (Includes Agricultural Worker Housing).
C) Mobile homes in parks	67	65.7%	Share of current mobile homes in parks
D) Manufactured homes on lots	35	34.3%	Share of current mobile homes on separate lots
E) Agricultural worker housing	15	2.0%	Share of current housing inventory.
F) Accessible Housing	32	4.4%	Share of current population with ambulatory difficulties (Census), times 1.2
G) Adaptable Housing (for older persons	58	8.0%	Elderly Dependency Ratio (Census); ratio of those 65 and over, to those aged 15-64
H) College or university housing	0	0.0%	None in current inventory.
I) Single room occupancies	22	3.0%	None in current inventory.
J) Large Housing Units	539	74.0%	% of households in the city which are family households (Census)

Sources: ORS 197A.018 "Needed Housing"; OAR 660-008-0075(6) "Safe harbors", US Census, Johnson Economics

VI. RESIDENTIAL LAND NEEDS ANALYSIS

RECONCILIATION OF FUTURE NEED (2046) & LAND SUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI) of residential land. The BLI is presented in detail in an accompanying memo to this report. The BLI was conducted for land within the city's Urban Growth Boundary, assessing vacant and partially vacant lands based on residential zoning, and environmental and other constraints that may impact development.

The following table (Figure 6.1) presents the estimated acreage and new unit capacity of the buildable lands identified in the City of Boardman and within the UGB. Residential zones, as well as mixed-use zones that can accommodate some residential uses, were included in the inventory, and are broken into broad categories based on housing density.

FIGURE 6.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND UNIT CAPACITY (2026)

ZONING	BUILDABLE ACRES				UNITS			
	Vacant	Partially Vacant	Total Acres (Vac. & P.V.)	Platted (Acres)	Density (Units/Acre)	Units (Vac. & P.V.)	Platted (Units)	Total Unit Capacity
Residential (R)	73.9	10.3	84.2	29.0	6	505	109	614
Residential - Future Urban Subdistrict (RFU)	194.6		194.6		6	1,168		1,168
Suburban Residential (SR)	182.5	206.3	388.8		6	2,333		2,333
Residential - Sunridge (RST)		0.5	0.5	0.3	8	4	2	6
Residential - Multifamily Subdistrict (RMF)	46.8		46.8	3.9	20	936	14	950
Master Plan Development (MPD)				5.6			84	84
TOTAL:	497.8	217.1	714.9	38.8		4,946	209	5,155

Source: MIG

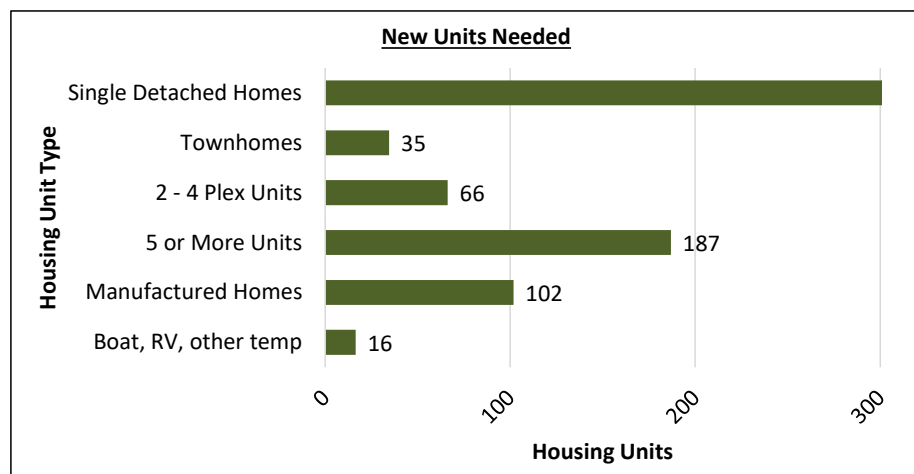
- There is a total estimated remaining capacity of over 5,100 units of different types within the study area.
- The estimated remaining capacity for low density housing units is 4,100 units, or 80% of the total.
- There is a total estimated capacity for 90 middle housing units, the smallest share with 2% of the capacity.
- There is a total estimated capacity for 950 housing units in higher density multi-dwelling properties. This is roughly 18% of the total unit capacity.

See the attached Appendix for full Buildable Land Inventory details and methodology.

The following table summarizes the forecasted future unit need for Boardman. These are the summarized results from Section V of this report, presented here for reference.

FIGURE 6.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2046)

TOTAL HOUSING UNITS									
Unit Type:	Single Detached	Single Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	322	35	49	17	187	102	16	728	100%
Percentage:	44.2%	4.8%	6.8%	2.3%	25.7%	14.0%	2.3%	100%	



Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for over 725 units over the next 20 years based on the forecasted growth rate. This is significantly less than the estimated total capacity of 5,100 units. Figure 6.3 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2046. It breaks down need by general zoning category (LDR, MDR, HDR).

FIGURE 6.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2046) WITH AVAILABLE CAPACITY

WITHIN CITY LIMITS		SUPPLY		DEMAND		
Zone & Plan Category	Typical Housing Type	Buildable Land Inventory - Housing Unit Capacity		Growth Rate (1.6%)		
				New Unit Need (2046)	Surplus or (Deficit)	
					Units	Avg. Units/ac. Acres
Low-Density	Single-family detached; Some SF attached & plex	4,115	80%	338	3,777	6 629
Med-Density	SF attached; Manufact. home; 2-4 plexes	90	2%	203	(113)	12 (9)
High-Density	Multi-family apartments	950	18%	187	763	20 38
TOTALS:		5,156		728	4,427	7 658

Sources: MIG, Johnson Economics

- The projected demand for low-density housing types (338) can be accommodated on the remaining LDR-zoned lands (4,115 unit capacity). There is no finding for additional land need at this time.
- The remaining buildable lands for medium-density have the lowest remaining capacity of only 90 units, which is less than the 20-year demand (203 units). Therefore there is an estimated deficit of land for medium-density housing of roughly 10 acres.
- The projected demand for high-density housing types (187) can be accommodated on the remaining HDR-zoned lands (950 unit capacity). There is no finding for additional land need at this time.
- Overall, these findings do not point to a near-term need for additional residential land over the planning period. However, there is an estimated deficit of medium-density residential land. This zoning is important to accommodate emerging housing types such as townhomes, -plexes, and compact mobile home parks.

SUFFICIENCY FOR NEEDED HOUSING TYPES

Section V of this report presents forecast of needed housing types over the next 20 years. This includes needed unit types (detached, plex, etc.), and income levels (Figure 5.2), and special subcategories of housing (Figure 5.4).

The comparison of remaining buildable land and housing demand presented above finds that generally there is sufficient remaining capacity to also accommodate the subcategories of needed housing. The city's existing zones permit the building of these housing categories (e.g. affordable or accessible housing).

There is however a finding of deficit of medium-density zoned land that may be appropriate for some of the categories of needed housing. Medium-density housing can be appropriate for "missing middle" housing types that provide more affordable housing options to detached units, and also may be appropriate for smaller households, seniors and other groups.

Addressing the deficit of medium density zoned land will also address need from these groups.



TO: City of Boardman

FROM: Andrew Parish, AICP, Meg Grzybowski, MIG

RE: **DRAFT** City of Boardman Residential Buildable Lands Inventory

DATE: September 15, 2026

Introduction

Purpose

This memorandum inventories buildable residential land within the city of Boardman, Oregon. It describes the State of Oregon’s recently-enacted regulatory requirements for housing, the methodology for completing a Buildable Lands Inventory (BLI), and DRAFT results of the Residential (BLI) for the City of Boardman.

Regulatory Requirements

This residential BLI is consistent with Oregon’s Statewide Land Use Planning Goals 10 (Housing) and 14 (Urbanization) and the supporting Oregon Administrative Rules (OARs) Section 660-008 (Interpretation of Goal 10 Housing) and Section 660-024 (Urban Growth Boundaries), as they pertain to residential land analysis.

OAR 660-008-0100 states cities with a population under 10,000, such as Boardman, may elect to adopt a Housing Capacity Analysis (HCA), at which point they would be required to meet standards set by the Oregon Revised Statute (ORS) 197A.280. Additionally, if a City is pursuing a UGB amendment, they are required to produce an HCA – regardless of size (OAR 660-008-0150 (5)(b)).

Boardman has opted to conduct and adopt an HCA in order to plan for the community’s growing residential needs. As a part of this process, and in accordance with ORS 197A.280, the City will need to (1) determine its housing need, (2) complete a Buildable Lands Inventory (BLI) showing their ability to accommodate needed housing types within their UGB, and (3) take necessary steps to accommodate housing (as outlined in ORS 197A.100 (3)).

This memorandum constitutes the City’s BLI and meets the following OAR requirements for jurisdictions with populations under 10,000 residents:

- 1. Definitions for a Buildable Lands Inventory** (OAR 660-008-0005). This administrative rule includes definitions pertinent to calculating a BLI.

(7) “Buildable Land” means land designated or zoned to allow residential use within the planning boundary, including vacant land, partially vacant land, and developed land likely to be redeveloped, that is suitable, available, and necessary for the development of needed housing over a 20-year planning period. Publicly owned land is generally not considered available for the development of needed housing unless otherwise determined by the local government to be available through

coordination with public entities. Land is generally considered “suitable and available” unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain or floodway; or*
- (e) Cannot be provided with public facilities.*

[...]

(38) “Partially vacant land” refers to buildable land with existing development on it where the remaining, unconstrained land area can be further developed within the applicable development regulations.

(46) “Redevelopable land” means land designated or zoned to allow residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the 20-year planning period.

- 2. Buildable Lands Inventory (BLI).** This analysis piece determines whether or not the city has enough residential land available to accommodate housing needs. It takes the inventory of residential buildable lands and compares it to the contextualized housing need; determining if additional land or UGB amendments are required or there is sufficient land to meet the 20-year housing targets provided by the Oregon Housing Needs Analysis (OHNA). In accordance with OAR 660-024-0050 (1), if the BLI proves that there is insufficient land to meet the residential needs of the jurisdiction, then the city may pursue a UGB expansion.

When calculating the BLI, the State offers several “safe harbors” for estimating residential land. In calculating the BLI for Boardman, the utilization of safe harbors identified in OAR 660-008-0100 (4) and (5) were used to inventory land:

(4) When inventorying partially vacant land to accommodate housing needs, a local government may utilize a reasonable land market supply factor to account for land that will not develop over the 20-year planning period with quantifiable validation and documentation of methodology used consistent with Goal 2 requirements. As a safe harbor, when utilizing the land market supply factor, a local government may reduce the total estimated residential capacity for partially vacant land by ten percent.

(5) As safe harbors, a local government, except a city with a population over 25,000 or a metropolitan service district described in ORS 197.015(13), may use the following assumptions to inventory the capacity of buildable land to accommodate housing needs:

- (a) The infill potential of developed residential lots or parcels of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) from the unconstrained acreage for the existing dwelling and assuming that the remainder is buildable land;*
- (b) Existing lots of less than one-half acre with an existing dwelling may be assumed to be fully developed.*

- 3. Necessary Steps to Accommodate Housing.** Adopting Land Use Efficiency Measures (LUEMs) demonstrates that cities are working to increase housing capacity and produce additional needed housing. OAR 660-024-0050 (3) requires jurisdictions with an insufficient supply of residential land to employ LUEMs before (or in tandem with) a UGB expansion or amendment proposal.

(3) If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-024-0040, the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city, or by expanding the UGB, or both, and in accordance with ORS 197A.270, 197A.350 where applicable, and OAR 660-008-0150. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. If the local government determines there is a need to expand the UGB, changes to the UGB must be determined by evaluating alternative boundary locations consistent with Goal 14 and applicable rules at OAR 660-024-0060 or 660-024-0065 and 660-024-0067.

Methodology

Analysis Steps

Consistent with OAR 660-008-0100 (2), the Residential BLI is conducted in several steps as follows.

- **Step 1: Classify Land in Study Area** – This step classifies all land within the UGB as either “Residential” or “Non-Residential” based on Comprehensive Plan designation, zoning designation, and additional characteristics. This analysis addresses land that is classified “Residential.”
- **Step 2: Identify and Calculate Constraints** – This step identifies development constraints and removes constrained land from the inventory, in order to measure the amount of developable land within the study area more accurately.
- **Step 3: Assign Development Status** – This step classifies land into categories of “Vacant,” “Vacant – Platted for 1 Unit,” “Partially Vacant,” “Committed,” or “Developed,” based on a series of filters using available data and input from City staff and stakeholders.
- **Step 4: Net Developable Area and Inventory Results** – This step reports the results of the analysis in various ways, and accounts for land needed for right-of-way and other public uses to arrive at total developable net acreage within the UGB.

The remainder of this memorandum addresses each of the above steps in turn.

Data Sources

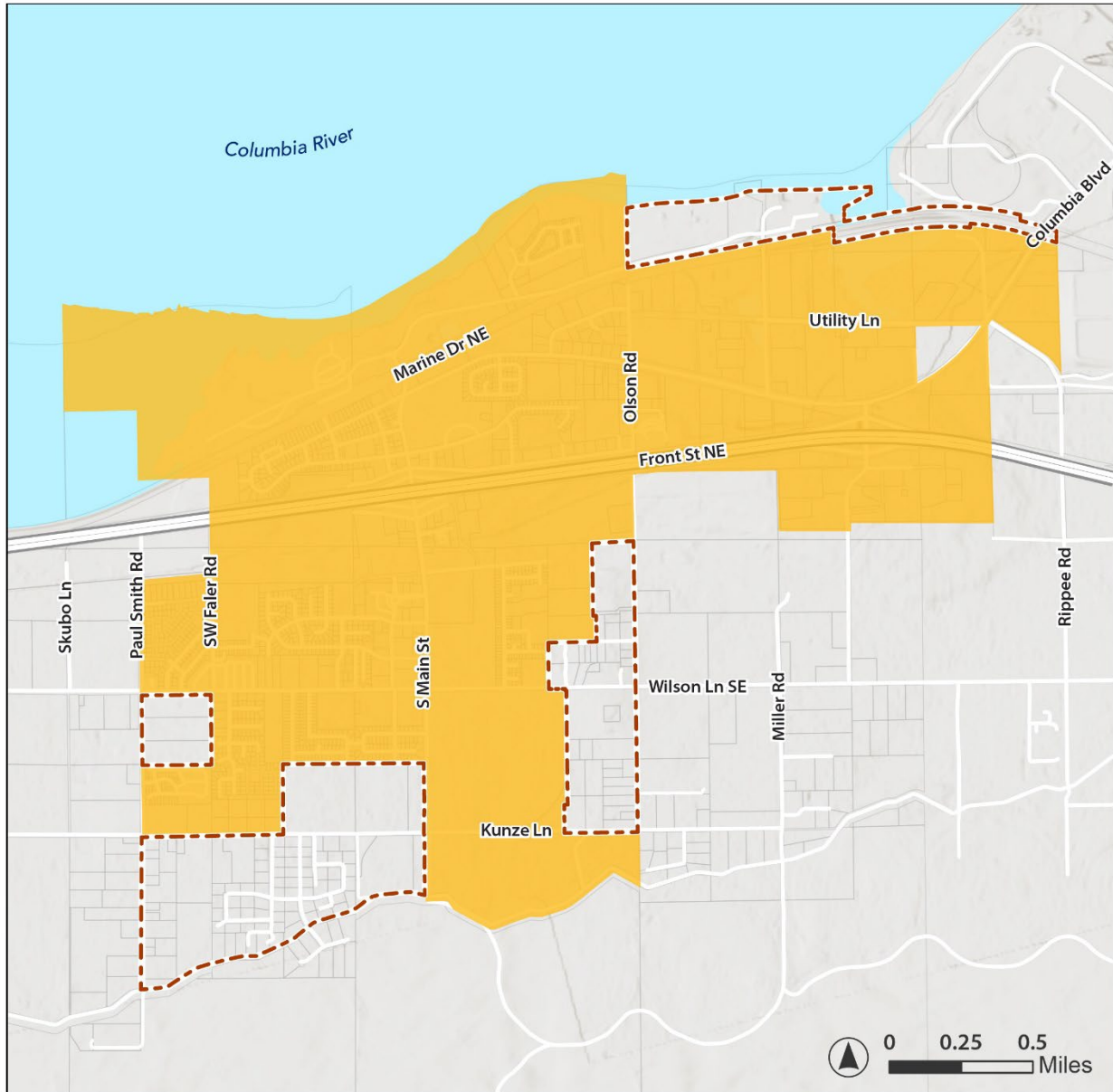
The following data sources were utilized in this analysis.

- National Wetlands Inventory, U.S. Fish and Wildlife Service (2019)
- FEMA Flood Hazard Area, Federal Emergency Management Agency (FEMA) (2023)
- City of Boardman Comprehensive Plan and Zoning Data (2024)
- Morrow County Zoning Data (2024)
- Bonneville Power Authority Right-of-Way and Easements (2025)
- City of Boardman Employment Opportunities Analysis (2025)
- Urban Growth Boundaries, Oregon GEOHub (2024)

Study Area

The study area for this analysis is the City of Boardman Urban Growth Boundary (UGB), which includes lands within Boardman City Limits as well as land that has yet to annex into the City. The study area is shown in Figure 1.

Figure 1. Study Area Map



LEGEND

- Taxlots
- Urban Growth Boundary
- City Limits
- Waterbodies

Step 1: Classify Land in Study Area

Land in the City of Boardman is classified as “Residential,” “Employment,” or “Other” based on Comprehensive Plan/Zoning designation and other factors. Table 1 describes the designations that make up each land category. Additional reclassifications may be made based on site ownership and other characteristics.

Table 1. Land Classification and Plan Designations

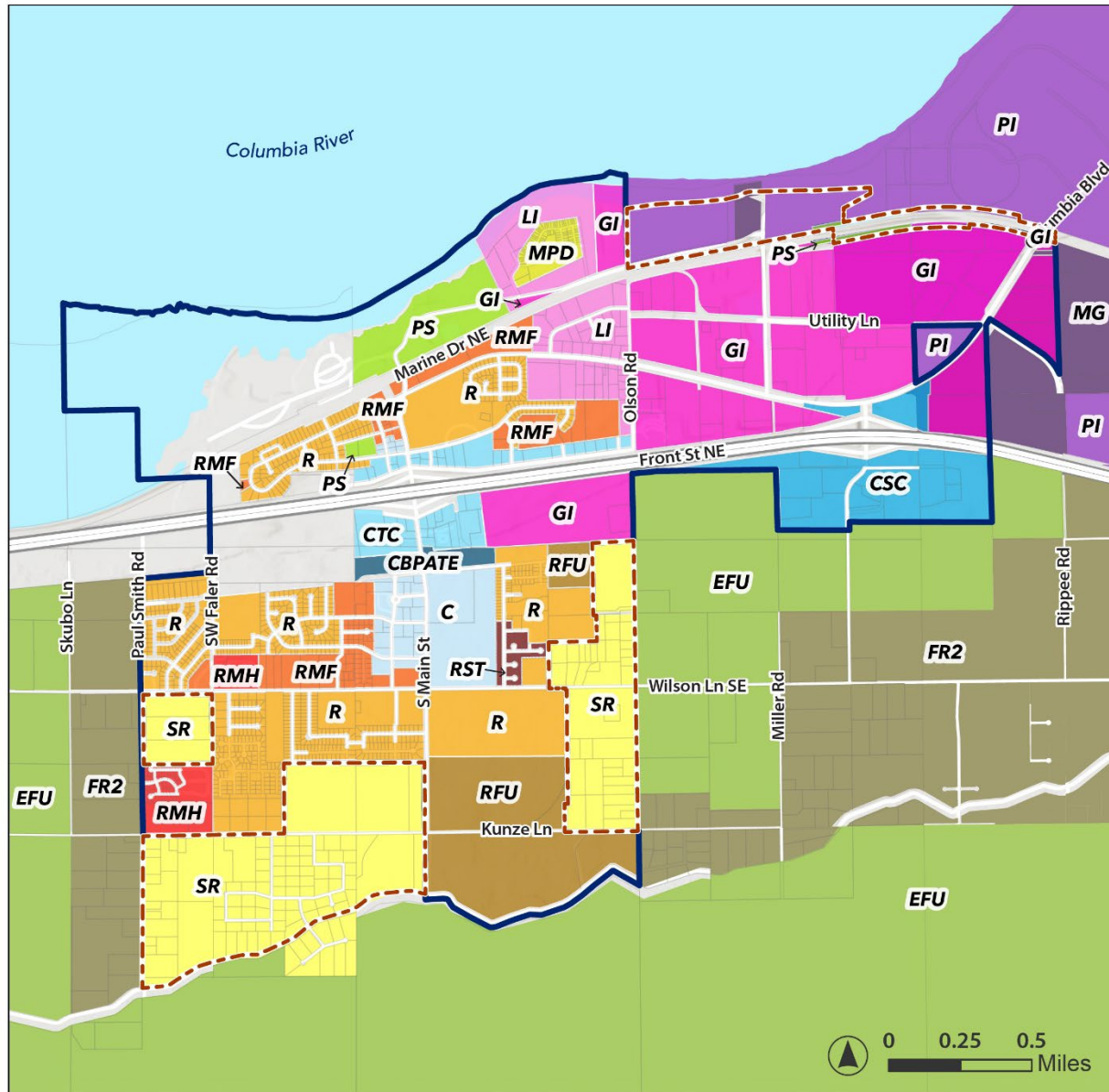
Land Classification	Comprehensive Plan Designations
Residential	<u>City of Boardman</u>: Residential (R or R1), Residential (Multifamily Subdistrict) (R2 and R3), Future Urban Subdistrict (BU), Master Plan Development (MPD) <u>Morrow County</u>: Suburban Residential (SR), Farm Residential (FR or FR-2)
Employment	<u>City of Boardman</u>: Commercial (C or C1), Tourist Commercial (C2 or TC), Commercial Highway Subdistrict/Light Industrial (C3), Industrial (I), General Industrial (BI), Service Center Subdistrict (CS) <u>Morrow County</u>: Commercial (C), General Commercial (C-G), General Industrial (M-G), Port Industrial (PI)
Other	<u>City of Boardman</u>: BPA Transmission Easement Subdistrict (BT) <u>Morrow County</u>: Exclusive Farm Use (EFU), Small Farm – 40 Zone (SF), Federally-Owned Parcels (UZ)

Land use designations in the City of Boardman are shown in Figure 2. Figure 3 shows the land classification of properties in the Study Area. Classification of land for this BLI is shown in Table 2.

Table 2. Study Area Land Classification Summary

Category	Number of Tax Lots	Gross Acres in Study Area
Residential	1,409	1,285
Employment	240	1,523
Other	12	164
Total	1,661	2,972

Figure 2. Zoning and Land Use Designations



LEGEND

- Taxlots
- Urban Growth Boundary
- City Limits
- Waterbodies

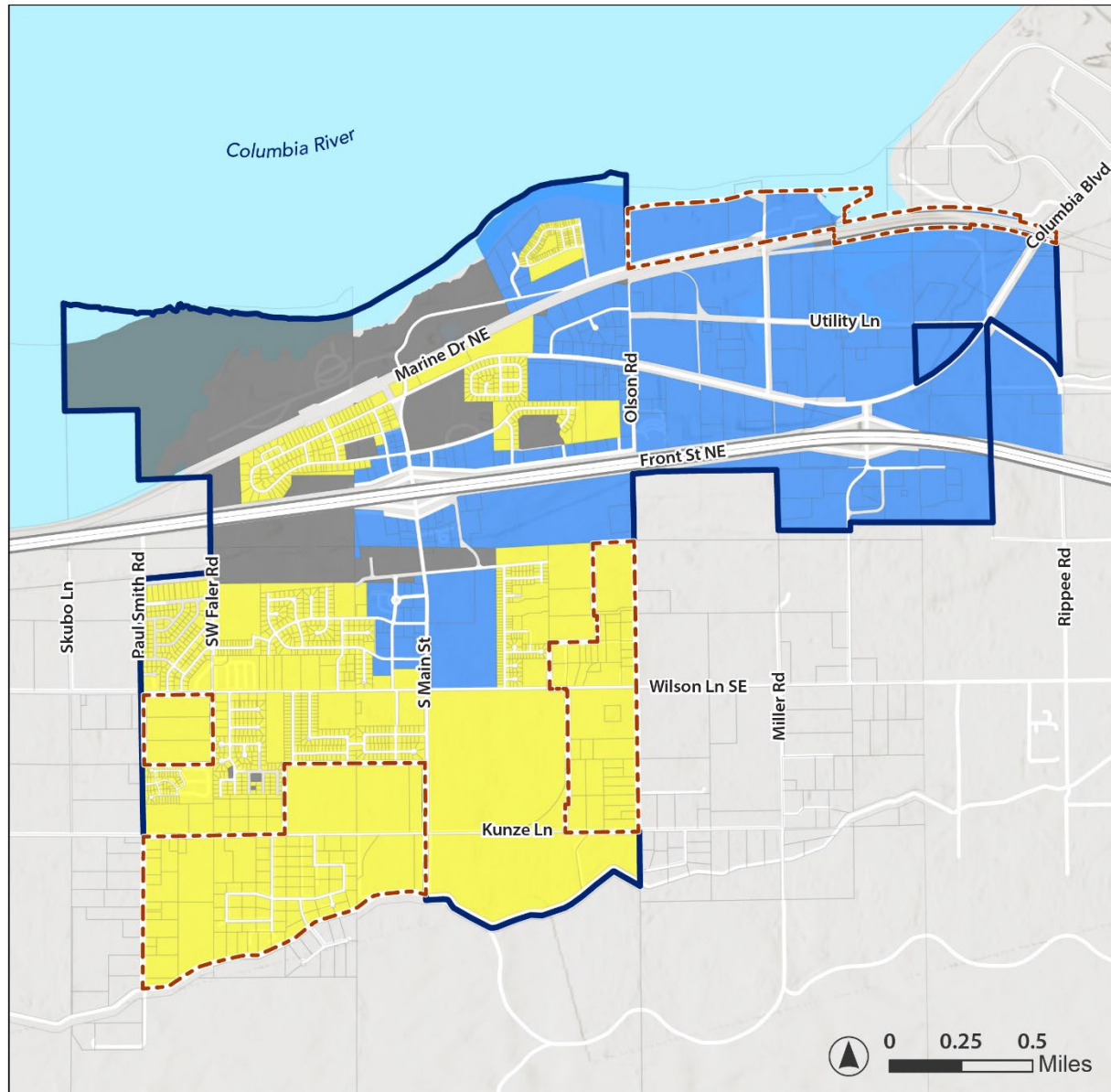
City of Boardman Zoning

- Residential (R)
- Residential - Multifamily Subdistrict (RMF)
- Residential - Manufactured Home Subdistrict (RMH)
- Residential - Sunridge Terrace Subdistrict (RST)
- Residential - Future Urban Subdistrict (RFU)
- Master Plan Development (MPD)
- Public Space (PS)
- Commercial (C)
- Commercial - Tourist Commercial Subdistrict (CTC)
- Commercial - Service Center Subdistrict (CSC)
- Commercial - BPA Transmission Easement Subdistrict (CBPATE)
- Light Industrial (LI)
- General Industrial (GI)

Morrow County Zoning

- Exclusive Farm Use (EFU)
- Farm Residential (FR2)
- Suburban Residential (SR1)
- General Industrial (MG)
- Port Industrial (PI)

Figure 3. Study Area Land Classification



LEGEND

- Taxlots
- Urban Growth Boundary
- City Limits
- Waterbodies

Land Type

- Employment
- Residential
- Other

Step 2: Identify and Calculate Constraints

Development constraints identified for this analysis include:

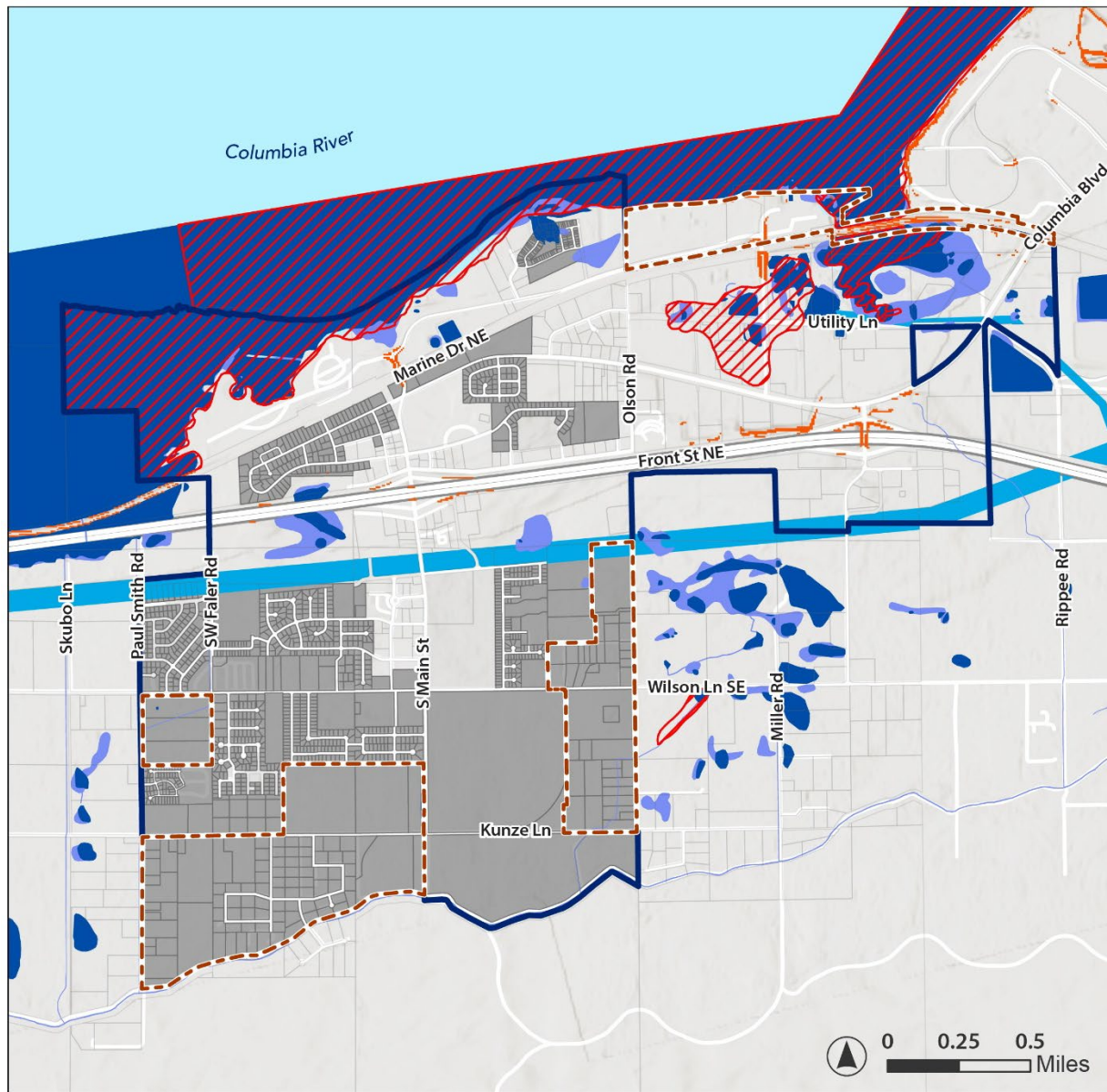
- Morrow County Steep Slope Inventory
- Local Wetlands Inventory (Morrow County)
- State of Oregon Wetlands Inventory
- National Wetlands Inventory
- FEMA Flood Hazards
- Bonneville Power Authority Right-of-Way and Easements

Table 3 provides a summary of the overall amount of constrained land present within the UGB. This analysis assumes that 100% of land in these categories is unavailable for future development. Based on these assumptions, approximately 37 acres of residential land are constrained within the study area, as shown in Table 3. Figure 4 shows the location of constraints in relation to residential land (depicted in gray). The BPA easement is the main constraint affecting residential land in the Boardman UGB.

Table 3. Study Area Constraints

Category	Constrained Acres	Unconstrained Acres	Total
Residential Land	37	1,248	1,285
Employment Land	468	1,055	1,523
Other Land	44	120	164
Total	549	2,423	2,972

Figure 4. Study Area Constraints



LEGEND

- Taxlots
- Urban Growth Boundary
- City Limits
- Waterbodies

Constraints

- Morrow County Wetlands (National Wetland Inventory)
- 100-year Floodplain (FEMA)
- Steep Slopes (>25%)
- BPA Right-of-Way
- Residential Parcels

Step 3: Assign Development Status

Residential land within the study area is assigned a “Development Status,” as follows. These classifications are based on safe harbors provided in Oregon Administrative Rules or professional judgement and standard planning practice.

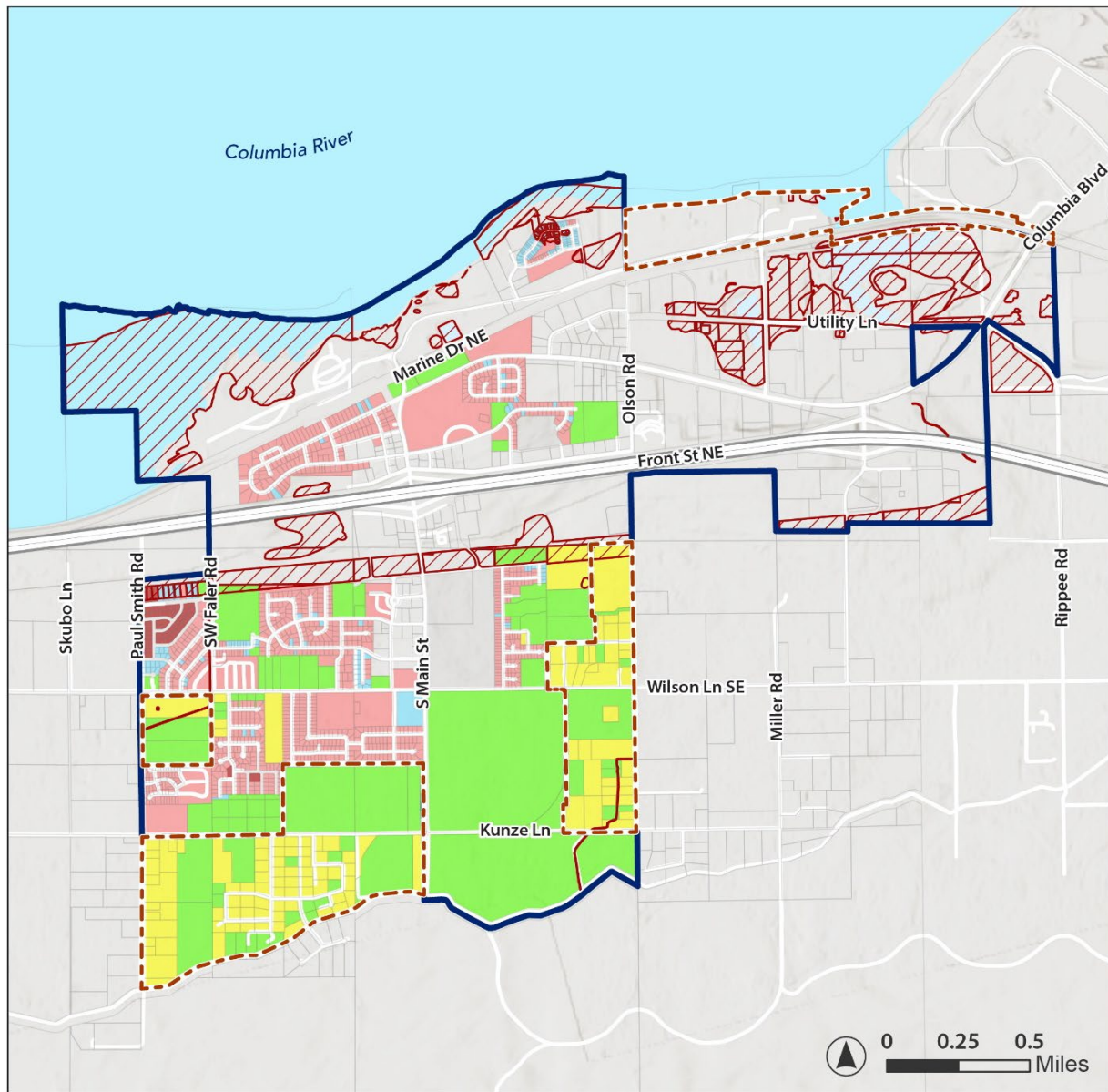
- **“Vacant”** land includes tax lots with no structures or containing buildings of little improvement value (less than \$10,000 based on tax assessor data, excluding mobile homes).
- **“Vacant – Platted”** land is subdivided into individual residential lots. Capacity of one unit per lot is assumed for these properties.
- **“Partially Vacant”** land includes lots greater than one-half acre and contains an existing structure. These lots are generally assumed to retain one quarter acre for the existing structure, with the remainder of the buildable acreage on the site being available for future residential uses. (OAR 660-008-0100 (5)(a))
- **“Committed”** land includes land that is deeded to the City for future development and is not developable for residential purposes. In Boardman, this includes land slated for parks and open space in the vicinity of Paul Smith Road.
- **“Developed”** land does not meet the definition of vacant or partially vacant and is assumed to be unavailable for future residential growth.

Table 4 describes the development status of residential land organized by Zoning and/or Comprehensive Plan designation in the Study Area. Figure 4 illustrates the development status of residential land within the UGB.

Table 4. Development Status of Residential Land

		Number of Lots	Total Acreage	Constrained Area	Unconstrained Area	Gross Developable Acres
Developed	Master Plan Development (MPD)	15	9.2	1.0	8.2	8.2
	Residential (R)	730	195.5	0.9	194.6	194.6
	Residential - Multifamily Subdistrict (RMF)	58	43.0	0.1	42.9	42.9
	Residential - Sunridge Terrace Subdistrict (RST)	73	11.4		11.4	11.4
	Residential - Manufactured Home Subdistrict (RMH)	69	48.1		48.1	48.1
	SPLIT Commercial and MF	2	7.0		7.0	
Developed Total		947	314.3	2.1	312.2	
Committed	Residential (R)	66	15.8	1.7	14.1	14.1
Committed Total		66	15.8	1.7	14.1	
Partially Vacant	SR	107	248.9	12.0	236.9	236.9
	Residential (R)	4	13.1		13.1	13.1
	Residential - Sunridge Terrace Subdistrict (RST)	1	0.6		0.6	0.6
Partially Vacant Total		112	262.5	12.0	250.5	250.5
Vacant	SR	32	231.8	0.4	231.4	231.4
	Residential (R)	23	95.5	10.4	85.1	85.1
	Residential - Future Urban Subdistrict (RFU)	4	259.8	0.3	259.4	259.4
	Residential - Multifamily Subdistrict (RMF)	16	54.9		54.9	54.9
Vacant Total		75	642.0	11.1	630.9	630.9
Vacant - Platted (1 unit per lot)	Master Plan Development (MPD)	84	8.1	2.5	5.6	5.6
	Residential (R)	109	38.6	7.8	30.7	30.7
	Residential - Multifamily Subdistrict (RMF)	14	3.9		3.9	3.9
	Residential - Sunridge Terrace Subdistrict (RST)	2	0.3		0.3	0.3
Vacant - Platted (1 unit per lot) Total		209	50.9	10.4	40.5	40.5
Grand Total		1,409	1,286	37.2	1,248	1248.3

Figure 5. Development Status



LEGEND

- Taxlots
- Urban Growth Boundary
- City Limits
- Waterbodies
- Constraints

Development Status (HNA)

- Developed
- Committed
- Partially Vacant
- Vacant
- Vacant - Platted (1 unit per lot)

Step 4: Net Developable Area and Inventory Results

Table 5 summarizes net developable acreage by development status as well as the adjusted net developable acreage that accounts for the partially vacant land calculation.

A portion of unconstrained land is assumed to be used for infrastructure improvements, such as rights-of-way and stormwater treatment facilities, or otherwise unavailable for future employment uses. This analysis uses an assumed 25% takeout for parcels greater than 5 acres in size. It also applies the “Land Market Capacity” safe harbor (OAR 660-008-0100 (4)) which allows cities to reduce partially vacant land by 10%.

Table 5. Developable Acreage by Development Status and Comprehensive Plan

		Number of Lots	Gross Developable Acre	Net (Adjusted) Developable Acres
Partially Vacant	Residential (R)	4	13.1	10.3
	Residential - Sunridge Terrace Subdistrict (RST)	1	0.6	0.5
	SR	107	236.9	206.3
Partially Vacant Total		112	250.5	217.1
Vacant	Residential (R)	23	85.1	73.9
	Residential - Future Urban Subdistrict (RFU)	4	259.4	194.6
	Residential - Multifamily Subdistrict (RMF)	16	54.9	46.8
	SR	32	231.4	182.5
Vacant Total		75	630.9	497.8
Vacant - Platted (1 unit per lot)	Master Plan Development (MPD)	84	5.6	5.6
	Residential (R)	109	30.7	29.0
	Residential - Sunridge Terrace Subdistrict (RST)	2	0.3	0.3
	Residential - Multifamily Subdistrict (RMF)	14	3.9	3.9
Vacant - Platted (1 unit per lot) Total		209	40.5	38.8
Grand Total		396	921.9	753.7

Residential Unit Capacity and Development Potential

Unit capacity on residential land is estimated using zoning designation. The City of Boardman’s development code regulates capacity on residential land within City Limits, while Morrow County’s development code regulates capacity on County land (designated “SR” or “Suburban Residential” in the vicinity of Boardman).

Table 6 summarizes the net developable intensity by land use development type. Table 7 calculates the development capacity or potential.

Table 6. Development Assumptions by Residential Land Use Type

City or County	Land Type	Net Development Intensity
City	Master Plan Development (MPD)	6 units per acre
	Residential (R)	6 units per acre
	Residential – Sunridge Terrace Subdistrict (RST)	8 units per acre
	Residential – Manufactured Home Subdistrict (RMH)	12 units per acre
	Residential – Future Urban Subdistrict (RFU)	6 units per acre
	Residential – Multifamily Subdistrict (RMF)	20 units per acre
County	Suburban Residential (SR or SR1)	4-6 units per acre

Table 7. Summary of Net Developable Area

		Gross Number of Developable Lots	Gross Developable Acre	Net (Adjusted) Developable Acres	Density Assumptions (units per acre)	Development Capacity (unit)
Partially Vacant	Residential (R)	4	13.1	10.3	6	62
	Residential - Sunridge Terrace Subdistrict (RST)	1	0.6	0.5	8	4
	SR	107	236.9	206.3	6	1,238
Partially Vacant Total		112	250.5	217.1		1,304
Vacant	Residential (R)	23	85.1	73.9	6	443
	Residential - Future Urban Subdistrict (RFU)	4	259.4	194.6	6	1,168
	Residential - Multifamily Subdistrict (RMF)	16	54.9	46.8	20	936
	SR	32	231.4	182.5	6	1,095
Vacant Total		75	630.9	497.8		3,642
Vacant - Platted (1 unit per lot)	Residential (R)	109	30.7	29.0	1	84
	Master Plan Development (MPD)	84	5.6	5.6	1	109
	Residential - Sunridge Terrace Subdistrict (RST)	2	0.3	0.3	1	2
	Residential - Multifamily Subdistrict (RMF)	14	3.9	3.9	1	14
Vacant - Platted (1 unit per lot) Total		209	40.5	38.8		209
Grand Total		396	921.9	753.7		5,155

Redevelopable Land

Some of the lots that are categorized as “developed” may hold potential for modest redevelopment and higher-intensity infill. In order to determine which developed parcels could potentially be redeveloped, the following methodology was used:

- Minimum lot size was estimated for each land type (by acreage) (Table 8)
- Infill lots were determined to have redevelopment potential if they had an existing single-family structure on the lot, but either:
 - Had a lot size threshold more than 2.5 times the minimum zoned lot size and less than \$300,000 in improvement/building values, or
 - Were > 5 times the minimum zones lot size, regardless of property value.

Table 8. Minimum Lot Size by Land Type

City or County	Land Type	Lot Size Minimum x 2.5
City	Master Plan Development (MPD)	.475 acres
	Residential (R)	.475 acres
	Residential – Sunridge Terrace Subdistrict (RST)	.325 acres
	Residential – Manufactured Home Subdistrict (RMH)	.125 acres
	Residential – Future Urban Subdistrict (RFU)	.475 acres
	Residential – Multifamily Subdistrict (RMF)	.575 acres
County	Suburban Residential (SR or SR1)	.475 acres

Out of the developed lots, there are 6 parcels that hold the potential for redevelopment, including:

- **1 Multifamily Subdistrict (RMF)** – This parcel is along Front St NE and next to the Skatepark (Taxlot 04N25E09DA00801).
- **5 Residential (R)** – These additional parcels include several residentially-zoned parcels that have a single unit dwelling on them, but either have a lot size >2.5 times the minimum estimated lot size for the zone type and less than \$300,000 in improvements. These parcels include:



04N25E08DB02100



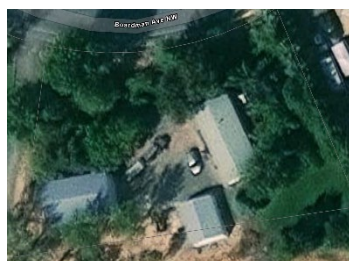
04N25E08DB02102



04N25E08DA03700



04N25E16AB00126



04N25E08DC00600

Next Steps

The results of this draft BLI will be compared to forecasted need and inform policy recommendations in the City's Housing Needs Analysis and other work. Additionally, the City will be completing a Development-Ready Land Inventory analysis as a follow-up step to this process.

TECHNICAL MEMORANDUM

Measures to Accommodate Needed Housing

City of Boardman, Oregon

TO: City of Boardman
FROM: Andrew Parish, AICP, and Megan Gryzbowski, MIG
RE: **DRAFT Measures to Accommodate Needed Housing**
DATE: September 15, 2026

Introduction

Purpose

This memorandum describes the measures the City of Boardman may choose to adopt in order to implement as the findings of the City's Housing Capacity Analysis (HCA) and reduce barriers to accommodate needed housing or promote infill development.

The City of Boardman HCA includes the following components:

- Housing Needs Allocation, provided by the State of Oregon's Department of Administrative Services (DAS)
- Residential Buildable Lands Inventory (BLI)
- Development-Ready Lands Inventory (DRLI)
- Residential Land Needs Assessment (RLNA)
- Measures to Accommodate Needed Housing (or Land Use Efficiency Measures, LUEM)

This memorandum provides a review of the City's Comprehensive Plan and Development Code to determine if there are opportunities for amendments in order to meet housing needs. Where relevant, it also includes a brief discussion of topics and conversations addressed by the City's Housing Advisory Committee (HAC), which cover several of these recommendations.

Regulatory Basis and Background

This report implements the requirements of ORS chapter 197A (Land Use Planning: Housing and Urbanization) and its OAR chapter 660.

1. ORS 197A.280 (Housing Capacity) – Requires cities outside of the Portland Metro area and below 25,000 in population to **determine their needed housing, inventory buildable land**

within the urban growth boundary, and take necessary actions under ORS 197A.100(3) to accommodate that need.

2. ORS 197A.018 (Needed Housing) – **Defines "needed housing"** to include detached single-family housing, the middle housing types described in ORS 197A.420, multifamily housing, government-assisted housing, manufactured dwelling parks and individual manufactured home lots, agricultural worker housing, accessible housing, housing for older persons, student housing where relevant, and single room occupancies.
3. ORS 197A.400 (Clear and Objective Approval Criteria) – Requires **clear and objective standards for housing approvals** within the UGB.
4. ORS 197A.420 (Middle Housing; Duplex Mandate) – Requires cities of 25,000 or greater, and cities/counties within a Metro service district, to allow all middle housing types wherever detached single-family dwellings are allowed. Cities outside a metro service district with population 2,500 to 25,000, Boardman's tier, **need only allow a duplex on each qualifying lot**; triplex, quadplex, cottage cluster, and townhouse remain a local choice rather than a state requirement.
5. ORS 197A.425 (Accessory Dwelling Units) – Requires cities of 2,500 or greater to allow at least **one (1) accessory dwelling unit (ADU)** per each detached single-family residence; and cannot require additional off-street parking as a condition of approval.

Housing Allocation

OHNA Allocation Methodology

The OHNA 2026 production targets for Boardman are derived through a multi-step statewide methodology administered by the Oregon Department of Administrative Services (DAS).¹ The OHNA 2026 production targets are summarized below:

Table 1. 20-Year Targets by AMI. OHNA 2026 Results Report, Figure 26, Northeast Region

	Total	0-30% AMI	31-60% AMI	61-80% AMI	81-120% AMI	>120% AMI
Boardman UGB	728	145	136	79	136	232

Housing Need by AMI Tier

Table 2 presents the estimated need for net new housing units by income segment.

¹ Current OHNA production targets were developed with population estimates that have since been amended. The 2027 population forecast will be based on these amended 2020 Census numbers resulting in a more accurate population forecast and OHNA production target.

Table 2. Boardman UGB – OHNA 2026 Production Targets by AMI Tier

Income Segment		Income Level (Rounded)	Owner Units	Renter Units	Total	Share	Common Housing Type
Upper	>120% AMI	>\$103K	199	33	232	32%	Single-detached homes; Townhomes; Condominiums; Luxury Apts.
Middle	80-120% AMI	\$69-103K	114	22	136	19%	Single-detached homes; Townhomes; Small homes; New apartments
Low	60-80% AMI	\$51-69K	60	19	79	11%	Market apartments; Manufactured homes; -plexes; Aging single-detached
Very Low	30-60% AMI	\$26-51K	61	75	136	19%	Aging/substandard rentals; Government-subsidized; Voucher
Extremely Low	<30% AMI	< \$26K	38	107	145	20%	Government-subsidized; Voucher; Shelter; Transitional
Total			473	255	728	100%	

Translation to Housing Type and Zoning

Unit need by AMI tier is translated into housing type and density or lot size assumptions appropriate to Boardman's market context and allocated to specific zoning designations, as shown in Tables 3 and 4.

Table 3. Unit type by AMI tier

	Single Detached	Single Attached	Multi-Family			Manuf. Home	Boat, RV, Other	Totals
			2-unit	3- or 4-plex	5+ unit MFR			
Ownership Housing	279	24	9	9	47	87	16	472
Rental Housing	43	11	40	7	140	15	-	256
Totals (#)	322	35	49	17	187	102	16	728
Totals (%)	44.2%	4.8%	6.8%	2.3%	25.7%	14.0%	2.3%	100%

Table 4. Comparison of Forecasted Need with Available Capacity (Within City Limits)

		Supply	Demand			
		BLI – Unit Capacity	New Unit Need	Surplus or (Deficit)		
Zone & Plan Category	Typical Housing Type			Units	Avg. Units/acre	Acres
Low-Density	SF detached, some SF attached & ‘plexes	4,115 (80%)	338	3,777	6	629

Med-Density	SF attached, manufactured, 2-4 'plexes	90 (2%)	203	(113)	12	(9)
High-Density	Multi-family apartments	950 (18%)	187	763	20	38
Totals	-	5,516	728	4,427	-	658

City staff have noted that the City of Boardman has faced significant growth pressure in recent years and expect a level of growth more than 2020 Census forecasts. With this perspective in mind, the following recommendations are aimed at promoting significant residential development within the City of Boardman that respond to these adjusted population estimates.

Boardman Comprehensive Plan

This City of Boardman is currently updating their Comprehensive Plan as part of a broader Strategic Plan and Housing Needs update. This review recommends updates to housing policy within the City's comprehensive plan with the intent of increasing housing supply and reducing or removing barriers to affordable housing development.

Adopted Comprehensive Plan

The current Comprehensive Plan was adopted in 2003, with the Housing Element (Chapter 10) featuring data and analyses from the later 1990's. Much has changed both in the City of Boardman and the broader regional and state-wide housing environment since that time.

Comprehensive Plan Update

The City's draft update of Comprehensive Plan contains 4 overarching chapters, as follows. Relevant draft goals and policies are included below, followed by recommendations from the HCA consultant team:

1. Chapter 1: People
2. Chapter 2: Development
3. Chapter 3: Services
4. Chapter 4: Nature

Chapter 1: People

This chapter reflects community engagement efforts that will incorporate the evolving and up-to-date housing needs of community members.

Goal 1.1: Establish and maintain a community engagement program that provides all Boardman residents with timely, accessible, and meaningful opportunities to participate in land use planning decisions.

Policy 1.1.5 The City shall maintain consistency between the Comprehensive Plan, the Development Code, and other implementing policies to ensure that decisions made through public processes are reflected in adopted regulations.

Policy 1.1.6 The City shall periodically review and update this Comprehensive Plan to ensure it remains consistent with state requirements, reflects current community priorities, and is grounded in current data and conditions.

Goal 1.2: Ensure that community engagement in land use planning is inclusive, culturally appropriate, and reflective of the full diversity of Boardman's population.

Policy 1.2.1 The City shall actively work to remove barriers to participation in land use planning, including language, work schedule, transportation, and unfamiliarity with planning processes.

Considerations: *No modifications recommended. Goals and policies identified support development of housing by aligning the development code with the Comprehensive Plan and supporting community understanding of the land use process.*

Chapter 2: Development

This chapter focuses on maintaining land capacity for housing and employment over the next 20-years.

Goals and Policies

Goal 2.1: Maintain an adequate supply of buildable residential land to meet the City's 20-year housing production target and accommodate the full range of needed housing types.

Policy 2.1.1 The City shall maintain a sufficient supply of buildable residential land within the UGB to meet the 20-year housing production target established by the Oregon Housing Needs Analysis (OHNA) program and shall monitor land supply annually against that target.

Policy 2.1.2 The City shall permit, through Development Code standards and zoning map designations, all needed housing types, including single-family detached homes, middle housing types (duplexes, triplexes, cottage clusters, and townhomes), multifamily apartments, manufactured homes, and government-assisted units.

Policy 2.1.3 The City shall coordinate residential land supply planning with infrastructure capacity, including water, sewer, and transportation, and shall prioritize the extension of services to residential lands in a logical and cost-efficient sequence consistent with the conversion standards for urbanizable lands within the UGB.

Policy 2.1.4 The City shall support infill and redevelopment of underutilized residential land within the UGB as the preferred means of accommodating housing growth before pursuing UGB expansion for residential uses.

Goal 2.2: Ensure that Development Code standards permit and actively support the housing types needed to meet Boardman's projected demand, with particular emphasis on middle housing, multifamily, and manufactured homes.

Policy 2.2.1 The City shall adopt and maintain clear and objective Development Code standards for all needed housing types, including accessory dwelling units, duplexes, triplexes, fourplexes, cottage clusters, townhomes, and multifamily structures, consistent with the requirements of ORS 197A.400 and applicable middle housing statutes.

Policy 2.2.2 The City shall ensure that Development Code standards such as lot size minimums, setbacks, height limits, parking requirements, and design standards do not function as unnecessary barriers to the development of needed housing types, particularly middle housing and multifamily units.

Policy 2.2.3 The City shall permit manufactured homes on individual lots in residential zones on the same basis as site-built homes and shall permit manufactured home parks in appropriate residential and mixed-use zones, consistent with state law requirements.

Policy 2.2.4 The City shall permit accessory dwelling units on all lots with a primary residential use, consistent with applicable state law, and shall maintain Development Code standards that facilitate rather than discourage their construction.

Goal 2.3: Address housing affordability across all income levels, with priority attention to households earning below 60% of Area Median Income.

Policy 2.3.1 The City shall use the OHNA production target income breakdown as the factual basis for housing affordability policy, recognizing that approximately 39% of Boardman's 20-year housing need is for households earning below 60% of Area Median Income, including extremely low-income households earning below 30% AMI.

Policy 2.3.2 The City shall actively seek state and federal funding, tax credit programs, and other financing tools to support the development of income-restricted affordable housing in Boardman, and shall work with nonprofit housing developers, the Oregon Housing and Community Services (OHCS), and other partners to bring affordable housing projects to the city.

Policy 2.3.3 The City shall maintain and support existing affordable housing properties and shall work with property owners and OHCS to prevent loss of affordability restrictions on these units.

Policy 2.3.4 The City shall use Development Code tools like density bonuses, reduced parking requirements, and expedited review to reduce barriers to the development of housing affordable to lower-income households.

Goal 2.4: Ensure that housing supply reflects the specific household characteristics of Boardman's community, including large family sizes, an agricultural workforce, and a predominantly Hispanic and Latino population.

Policy 2.4.1 The City shall ensure that Development Code standards permit and encourage the development of housing units large enough to serve family households.

Policy 2.4.2 The City shall maintain zoning provisions that permit agricultural worker housing and shall work with agricultural employers, farmworker housing nonprofits, and state agencies to support the development of additional farmworker housing units.

Policy 2.4.3 The City shall engage Boardman's Hispanic and Latino community in the design of housing programs and policies to ensure they reflect the community's actual needs and preferences.

Goal 2.5: Support housing development that is compatible with neighborhood character, connected to services, and resilient over time.

Policy 2.5.1 The City shall promote residential development in areas that are proximate to schools, parks, commercial services, and transit connections, and shall use zoning and Development Code standards to encourage walkable neighborhood patterns that reduce reliance on automobile travel.

Policy 2.5.2 The City shall ensure that new residential development in all zones meets applicable clear and objective design standards that maintain neighborhood compatibility and quality while not functioning as barriers to needed housing types.

Policy 2.5.3 The City shall encourage the rehabilitation and maintenance of the existing housing stock and that allow lawfully established residential uses made non-conforming by updated zoning to continue, be maintained, and transition to conforming uses through clear conversion pathways.

Policy 2.5.4 The City shall ensure that housing policies and economic development policies are mutually supportive, recognizing that adequate workforce housing across a range of types and price points is a prerequisite for employer recruitment and retention, as documented in the adopted EOA.

Considerations:

Draft housing goals and policies reflect State requirements and aim to implement the findings of the OHNA and HCA. Goal 2.5 contains subjective language that is commonly flagged ("compatible with neighborhood character"), however specific policies note that clear and objective standards are required within the development code.

Policy 2.5.2 is somewhat unclear. Recommend rewording to “The City shall ensure that new residential development in all zones meets applicable clear and objective design standards, **which are designed to maintain** neighborhood compatibility and quality **without imposing** barriers to needed housing types.”

Policy 2.9.4 The City shall recognize that adequate workforce housing across a range of types and price points is a prerequisite for economic growth and employer recruitment and shall ensure that housing and economic development policies are mutually supportive.

Considerations:

Policy 2.9.4 is a good link between workforce housing and economic development. The City could also consider adding language to this or another policy noting that childcare facilities are another key component of growing and maintaining a strong workforce.

Goal 2.10: Maintain a land use planning process and policy framework grounded in current data and community priorities, implemented through a consistent and regularly updated Comprehensive Plan and Development Code.

Policy 2.10.1 The City shall ensure that all land use decisions are grounded in a factual basis, including current demographic data, buildable land inventories, and the findings of the adopted EOA, HCA, Transportation System Plan, Parks Master Plan, and other supporting technical studies.

Policy 2.10.2 The City shall maintain consistency between this Comprehensive Plan, the Development Code, the Comprehensive Plan Map, and the Zoning Map, and shall update these documents in a coordinated manner to ensure that adopted policies are reflected in implementing regulations.

Policy 2.10.3 The City shall periodically review and update this Comprehensive Plan and its supporting technical studies to ensure they remain consistent with state requirements, reflect current community priorities, and provide an accurate factual basis for land use decisions.

Policy 2.10.4 The City shall plan for a city center that serves as Boardman's civic and commercial heart and shall use the Development Code and land use designations to support investment in this area.

Policy 2.10.5 The City shall maintain clear and objective development regulations that provide predictability for property owners, applicants, and the public, and shall review and update the Development Code on a regular basis to remove barriers to needed development and ensure alignment with current Comprehensive Plan policy.

Goal 2.11: Manage the Urban Growth Boundary to meet 20-year land needs, prioritizing infill and logical service extension within the existing boundary before pursuing expansion.

Policy 2.11.1 The City shall encourage orderly conversion of urbanizable lands within the UGB in a pattern that assures the economical extension of municipal services, prioritizing lands adjacent to existing development and infrastructure before converting lands at the fringe of the UGB.

Policy 2.11.2 The City shall manage growth so that urban development is served by water, sewer, transportation, and other public facilities before or concurrent with development, and shall not approve conversion of urbanizable lands within the UGB where the extension of services is not feasible within a reasonable timeframe.

Policy 2.11.3 The City shall avoid sprawl and leap-frog development by encouraging infill and compact development within existing urban areas before converting urbanizable lands within the UGB.

Policy 2.11.4 The City shall use the Comprehensive Plan Map, Zoning Map, and Development Code to direct growth to areas where services can be efficiently extended, where development is compatible with adjacent land uses, and where public investment in infrastructure can be maximized.

Policy 2.11.5 The City shall maintain a current inventory of buildable land within the UGB, monitor supply against 20-year needs as established in the adopted EOA and HCA, and shall initiate UGB amendment proceedings when the inventory indicates that supply is insufficient to meet projected demand.

Policy 2.11.6 The City shall encourage infill and redevelopment of underutilized land within the UGB as the preferred means of accommodating growth before pursuing UGB expansion for residential or commercial uses where feasible.

Policy 2.11.7 The City shall work with Morrow County to maintain and amend the Urban Growth Boundary consistent with the Joint Management Agreement, and shall seek to update that agreement, as opportunities allow, to reflect the findings of the adopted EOA and HCA and the land supply needs documented in this Comprehensive Plan update.

Policy 2.11.8 The City shall coordinate with the Port of Morrow, Oregon Department of Land Conservation and Development, Oregon Department of Transportation, and other state and regional agencies on land use decisions and UGB planning processes that affect areas of shared jurisdiction or regional significance.

Policy 2.11.9 The City shall maintain Comprehensive Plan Map designations for all urbanizable land within the UGB that identify the intended urban use of each area, so land divisions, infrastructure planning, and eventual annexation are guided by the use for which each area is ultimately planned.

Policy 2.11.10 The City shall require, as conditions of annexation for urbanizable lands within the UGB, that: (a) the land is contiguous with existing city limits; (b) municipal water, sewer, and transportation facilities are available or can be extended concurrent with

development; (c) the proposed development is consistent with the Comprehensive Plan Map designation for the area; and (d) the annexation supports the orderly and efficient extension of urban services consistent with the sequencing priorities of this plan.

Policy 2.11.11 The City shall not extend municipal water service to urbanizable lands within the UGB without concurrent provision of or a binding commitment to municipal sewer service, to prevent partial infrastructure investment that would entrench development patterns inconsistent with planned urban densities.

Policy 2.11.12 The City shall seek to assume land use and land division authority and responsibility for lands within the Urban Growth Boundary but outside the city limits in coordination with Morrow County and through an updated Joint Management Agreement, in order to prevent rural-density development that would foreclose planned urban use and density.

Policy 2.11.13 The City shall designate the West Glenn neighborhood on the Comprehensive Plan Map for commercial use with residential as an ancillary use, recognizing the area's established commercial character and trucking-related operations, and shall apply Development Code standards at annexation that accommodate existing commercial uses while permitting continued residential occupancy.

Goal 2.12: Plan ahead for the Urban Growth Boundary expansions that Boardman's projected residential and employment growth will require, including through the designation of urban reserves, and sequence those expansions to protect resource lands and ensure efficient provision of public services.

Policy 2.12.1 The City shall pursue a UGB expansion for employment lands consistent with the findings of the adopted EOA, which identifies a need for approximately 810 additional gross acres that cannot be accommodated within the current boundary.

Policy 2.12.2 The City shall evaluate residential UGB expansion needs on a periodic basis using the OHNA production target and current buildable land inventory as the primary measures of sufficiency and shall initiate residential UGB expansion proceedings when the inventory of buildable residential land is insufficient to accommodate the remaining 20-year production target.

Policy 2.12.3 In evaluating and sequencing UGB expansions for either employment or residential uses, the City shall give preference to lands that minimize impacts to productive agricultural lands, are contiguous with existing development, can be efficiently served by existing or planned infrastructure, and are consistent with the land use designations and transition standards of this Comprehensive Plan.

Policy 2.12.4 The City shall ensure that UGB amendments are supported by an adequate factual basis, including updated population and employment forecasts, buildable land inventories, infrastructure capacity analysis, and findings of consistency with Oregon Statewide Planning Goals and applicable administrative rules.

Policy 2.12.5 The City shall ensure that large industrial and employment lands brought into the UGB through expansion are designated for their identified use and protected consistent with the requirements of Oregon Statewide Planning Goal 9 and its administrative rules, including limitations on alternative uses of large-lot industrial land.

Policy 2.12.6 The City shall work with Morrow County to establish urban reserves outside the Urban Growth Boundary to identify lands suitable for orderly and efficient transition to urban use over the long term for both employment and residential purposes.

Policy 2.12.7 The City shall pursue urban reserve designation as a means of protecting lands needed for future urbanization from rural-density development and parcelization that would foreclose their efficient transition to urban use and shall coordinate with Morrow County so that county zoning applied to designated urban reserve lands supports, rather than undermines, future urban development.

Policy 2.12.8 In identifying and prioritizing urban reserve lands, the City shall apply the criteria in Policy 2.12.3 and give preference to lands consistent with the employment and residential land needs documented in the adopted EOA and HCA, including lands in proximity to and served by the Port of Morrow.

Goal 2.13: Ensure that land use and urbanization decisions reflect the community's vision for a more compact, connected, and livable Boardman.

Policy 2.13.1 The City shall use land use designations, zoning standards, and infrastructure investments to promote a growth pattern that strengthens Boardman's city center, supports walkable neighborhoods, and reduces the dispersed, disconnected development pattern that has characterized much of the city's growth.

Policy 2.13.2 The City shall ensure that urbanizable lands designated for residential use on the Comprehensive Plan Map are zoned at annexation to permit the density and housing types needed to meet the OHNA production target, including middle housing and multifamily.

Policy 2.13.3 The City shall require community engagement and planning prior to the annexation of large land areas or significant UGB expansions to ensure that growth decisions reflect the community's vision and are informed by current residents.

Considerations:

Recommend modifying language within the introductory narrative to reflect the findings of the HCA, which does not identify a deficiency of residential land within the City's current UGB for the next 20 years.

Chapter 3: Services

This chapter consolidates parks and recreation, public facilities and infrastructure, and transportation needs and future access to reflect updated City plans.

Goals and Policies

Goal 3.1: Create an inclusive and accessible park system that ensures all residents, regardless of age, ability, background, or income, have access to safe, well-maintained parks and recreational opportunities.

Policy 3.1.1 The City shall implement the Boardman Parks Master Plan as the guiding framework for park acquisition, development, and improvement, and shall maintain a level-of-service target of at least 15 acres of developed parkland per 1,000 weighted service population.

Policy 3.1.2 The City shall prioritize closing walkable park-access gaps in underserved areas, particularly south and northeast Boardman, with the goal that all residents live within a 10-minute walk of a developed park.

Policy 3.1.3 The City shall ensure that parks and recreational facilities meet applicable accessibility standards, including ADA-compliant routes, restrooms, play areas, and water access, and shall incorporate universal and inclusive design in new and upgraded facilities.

Policy 3.1.4 The City shall provide culturally inclusive park features, including bilingual signage and wayfinding, and shall engage Boardman's Hispanic and Latino community and other underrepresented groups in the design of parks and recreation programs.

Goal 3.5: Improve park infrastructure, safety, and connectivity by investing in well-maintained, safe, and connected parks.

Policy 3.5.1 The City shall improve safe access to parks through sidewalk infill, lighting, improved crossings of I-84, the railroad, and truck corridors, and multilingual wayfinding that links parks, schools, neighborhoods, and the waterfront.

Policy 3.5.2 The City shall maintain parks to consistent safety, ADA, and design standards, and shall implement proactive maintenance practices that keep facilities clean, safe, and reliable as the system grows.

Considerations:

Parks and Rec. Recommend consolidating duplicative policies. For instance, policies in Goal 3.1 overlap with those in Goal 3.5. Could connect to the availability of Development Ready Lands in close-proximity to existing parks or green spaces for priority investments.

Infrastructure and Transportation. *No modifications recommended.*

Chapter 4: Nature

The Natural Resources and Environment subsection consolidates natural resources, scenic and historic areas, and open spaces; air, water, and land resources quality.

Considerations: *No modifications recommended.*

The Climate Change and Natural Hazards subsection focuses on areas subject to natural hazards and energy conservation to reflect updated City plans.

Goals and Policies

Goal 4.4: Protect people and property from natural hazards by aligning the City's planning and development with the adopted Morrow County Multi-Jurisdictional Natural Hazards Mitigation Plan.**

Policy 4.4.1 The City shall maintain the Morrow County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP) as the City's natural hazards mitigation strategy, implement the mitigation actions identified in that plan for the City of Boardman, and participate in future updates of the plan.

Policy 4.4.2 The City shall consider natural hazard risk, including flood, wildfire, extreme heat, windstorm, and drought, in its land use decisions and in the location and design of public facilities, and shall consider measures to avoid or mitigate undue risk to people and property.

Policy 4.4.3 The City shall maintain its participation in the National Flood Insurance Program (NFIP) and apply its floodplain regulations to development in mapped flood hazard areas, recognizing that while regulation of the Columbia River has reduced flood risk, localized flood hazards remain.

Policy 4.4.4 The City shall coordinate with Morrow County, the Boardman Rural Fire Protection District, the Oregon Department of Forestry, and other partners to reduce wildfire risk in and around the community, including vegetation management in parks, trails, and the wildland-urban interface.

Policy 4.4.5 The City shall reduce the community's exposure to extreme heat by incorporating shade, tree canopy, cooling features, and heat-resilient design into parks, public spaces, and development, with particular attention to older adults, outdoor workers, and other residents most vulnerable to heat.

Policy 4.4.6 The City shall manage wind-blown dust and erosion by encouraging the stabilization and revegetation of disturbed and undeveloped land and by applying appropriate erosion and sediment control standards to development.

Policy 4.4.7 The City shall provide hazard information and emergency preparedness outreach in English and shall seek to make such materials accessible in Spanish, recognizing the needs of Boardman's predominantly Latino, family-oriented community and other vulnerable populations.

Goal 4.5: Conserve energy and resources and ensure that large energy- and water-intensive development supports, rather than strains, the community's long-term resilience.

Policy 4.5.1 The City shall promote compact, walkable development patterns that locate higher-density housing near schools, parks, shopping, and transit, reducing energy consumed in travel.

Policy 4.5.2 The City shall support alternatives to automobile travel, including the bikeways, sidewalks, and multimodal connections identified in the Transportation System Plan, as a means of conserving energy.

Policy 4.5.3 The City shall encourage energy-efficient building design, site planning, and development practices, and shall support the use of renewable energy, including solar, where appropriate.

Policy 4.5.4 The City shall support energy and water efficiency in its own facilities and operations, including its water and wastewater systems, and shall consider energy and operating cost in the design of public infrastructure.

Policy 4.5.5 The City recognizes that the Boardman area has become a regional center for data centers and other large energy- and water-intensive industrial uses, and that this growth brings both economic opportunity and new pressure on the community's water supply, energy infrastructure, and natural resources. The City shall plan for these uses deliberately, so that they strengthen rather than strain the community's long-term resilience.

Policy 4.5.6 The City shall coordinate with the Port of Morrow, Morrow County, utility providers, and the State to understand and plan for the water and energy demands of large industrial users within and adjacent to the UGB, and to ensure that the City's own drinking-water supply, groundwater resources, and residents' utility service are protected as a first priority.

Policy 4.5.7 The City shall evaluate clear and objective siting and development standards for data centers and other high-intensity water and energy users, which may address water-efficient cooling, on-site or contracted renewable energy, stormwater and waste heat management, noise, backup-generator emissions, and buffering from residential areas.

Policy 4.5.8 The City shall encourage large energy users to meet their demand with new clean energy resources and to contribute to the resilience of the regional energy and water systems they rely on, so that the costs of growth are not shifted onto Boardman's households and existing businesses.

Considerations: Policy 4.4.2 could consider including housing/residential development, as opposed to just public infrastructure. Alternatively, a policy can be added that references the constraints identified within the BLI and the efforts the City is making to promote residential development in areas of low-risk. Reducing property risk is mentioned in the overarching goal, but not within the individual policies.

In addition to Policy 4.5.3, there could be a policy regarding weatherization efforts to preserve the existing housing supply, as a contribution to conservation efforts. *See Appendix A: Category D below for more information.*

Boardman Development Code

In order to create consistency across planning procedures and documents and indicate Boardman's approach and measures to accommodate needed housing, the project team conducted a review of the City's existing Development Code (BDC), in accordance with ORS 197A.270 (5). The BDC will be updated as a separate effort as part of the Strategic Plan Process, and these recommendations and strategies for Development Code updates will support the City's efforts.

General Structure

While the general structure of the Development Code may not have direct implications for the City and its capacity to accommodate housing, recommendations may support cohesion across the Code in regard to housing standards.

Considerations:

Boardman's development code currently exists as a series of PDFs on the City's website. Other municipal code items are available via Municode, which is generally easier to access and use from a development/public perspective. If retaining PDF format, consider combining into one PDF with chapter bookmarks, allowing for increased searchability and ease when updating or ensuring consistency across chapters.

Ensure headings match sections. For example, the Chapter 2.2 within the Land Use Districts Chapter is labeled as "Placeholder for Downtown District (Pending)" though Chapter 2.2 is labeled as the Commercial District.

Chapter 1.2 - Definitions

Accessory Dwelling - An accessory dwelling is a small, secondary housing unit on a single family lot, usually the size of a studio apartment. See Chapter 2.1, Section 200.B.

Cottage - A small house that may be used as an accessory dwelling, in conformance with Chapter 2.1, Section 200.B.

Duplex - A building with two attached housing units on one lot or parcel.

Single-family attached housing (townhomes) - Two or more single family dwellings with common end-walls. See also, Chapter 2.1, Section 110 and Section 200.

Single-family detached house - A single family dwelling that does not share a wall with any other building. See also Chapter 2.1, Section 110.

Single-family detached zero-lot line house - A single family detached house with one side yard setback equal to "0". See also, Chapter 2.1, Section 110 and Section 200.

Considerations:

Regarding housing types, the OHNA Model Code for Medium Cities ("Model Code") recommends consolidating definitions for housing types, so unit types are all included in one location. Suggest

modifying definitions within Chapter 1.2 to mimic structure within the model code, paying special attention to include language that is less limiting, though still clear and objective. Housing type definitions could be updated for accessory dwelling units, cottage clusters, detached single unit, duplexes, middle housing (which currently is not included in the chapter), multi-unit housing, quadplex, townhome, and triplex. These types of housing are referenced in the 2026 Comprehensive Plan Update and should be reflected in the BDC.

Chapter 2.1 - Residential Districts

Chapter 2.1 pertains to residential districts and subdistricts within the City of Boardman; overall representing one Base Residential District and four Sub-Districts (Future Urban, Multi-Family, Manufactured Home Park, and Sunridge Terrace Sub-District). In the Code, lot area, lot coverage, and building height standards are organized by housing type, though some information is missing from certain housing unit types. Table 5 below has been populated with what is available in the BDC, alongside some assumptions made regarding density.

Table 5. Housing Standards within the Boardman Development Code

Housing type / district		Minimum lot area	Maximum density	Max. lot coverage	Max. height
Residential District	Accessory Dwelling Unit	N/A	N/A	N/A Max 1,200 sq.ft FA	25 ft
	Single-family detached	8,000 sf per site	*Assumed density: 6 units/acre	40%	35 ft gabled / 30 ft flat or 2.5 stories
	Duplex	8,000 sf per site	*Assumed density: 10.9 units/acre	60%	
	Triplex	9,000 sf per site	*Assumed density: 14.5 units/acre	60%	
MF Sub-District Multi-family		10,000 sf minimum	*Assumed density: 20 units/acre	60%	30 ft or 3 stories
Manufactured Home Park (MH Sub District)		2,500 sf minimum pad	12 units/acre	N/A	n/a
Master Planned Development		n/a	6 units/acre	N/A	n/a
Future Urban (FU) Sub District		10 acres minimum	*Assumed density: 6 units/acre	50%	35 ft or 2 stories

**Assumed density figures are calculated from the minimum lot area standard in Development Code (43,560 square feet per acre divided by minimum lot area per unit multiplied by number of units) for the purposes of the analysis and are not stated in the code.*

While the DLCD Model Code for Medium Cities makes recommendations based on Floor-Area-Ration (FAR) versus lot coverage, some jurisdictions prefer to keep lot coverage for ease of use. The

current development standards within the BDC are not particularly restrictive within the Base Residential District and may offer more flexibility in lot coverage than the Model Code's recommended FAR (1:1 for single-family detached versus 0.6:1). However, within the Multi-Family Sub-District, that ratio starts to become more restrictive.

Additionally, while certain provisions like (1) zero-lot-line single-family housing and (2) mid-block shared lane access and flag lot provisions may support infill development, there are other standards that may create barriers to middle housing development:

- Setbacks for housing units within the Residential District and Multi-Family Sub-District (aside from the zero-lot line housing exemptions) are higher than that in the Model Code (front and rear setbacks being 15 feet versus the recommended 5 feet within the Model Code) (Section 2.1.120).
- Duplexes and Triplexes are subject to approval through a Type III review, if exceeding the 2.5 story (30 feet) height restriction (Section 2.1.190).
- Quadplexes (or more than 3-units) are not permitted within the Residential District.
- Townhomes within the Residential District are not permitted to exceed 4 consecutively attached units (Section 2.1.190). Within the Multi-Family subdistrict, 6 consecutive units are permitted.
- Multi-Family housing (more than 3 units) and Mixed-Use buildings are only permitted within the Multifamily Sub-District and not allowed within the Base Residential District (Table 2.1.110A).
- Standards for cottages or cottage clusters are not included within the current BDC. Staff has expressed interest in allowing cottages/cottage clusters within Boardman.
- Accessory dwelling units (ADUs) appear to be included within Section 2.1.190 (F), though ORS 197A.425-specific language required for jurisdictions with populations of 2,500 or greater, allowing one ADU outright, is not included. Review procedures would change for this type of housing, potentially dialing back review type to a Ministerial (Type I) decision, once this language is added.
- Master Planned Development housing is restricted to a maximum of 6 units per acre, though allowing for density increases up to 15%, as long as the Comprehensive Plan permits (Section 2.1.190 and Chapter 4.5).

Considerations:

The proposed modifications to the Boardman Development Code could increase the City's ability to provide needed housing and reduce barriers to housing development.

Organization: Consider changing the organization of residential zones from the current Zone / Subdistrict organization to a more straightforward base zone approach. City staff have expressed frustration with the overlapping standards that result from the current process.

Purpose Statements: Align the purpose statements in 2.1.100 and subsequent Residential Sub Districts with the updated goals and policies within the Comprehensive Plan, when adopted.

Permit One ADU and Duplexes Outright. While this is the case within the Code, it could help to state this more explicitly. This would result in the addition of an ADU being a Type I ministerial decision.

Allow Quadplexes and Multi-Family Housing Outright in All Residential Districts. Additional standards could be included for building height, step-downs near lower-density housing types, and buffers. Allowing for middle housing types across zones would support more infill development opportunities.

Define ADU and Cottage Cluster Development and Design Standards. There are options for the City to include ADUs and cottage clusters more distinctly within the Code. The City of Molalla has a specific special use standard section for Accessory Dwellings (Section 17-2.3.160), where review type, floor area, building design, and height are all included. This is similar to the current BDC, though they include one ADU outright per legal lot. The City of Gold Beach includes a designated Cottage Cluster Development Standards section. Similar to Boardman, they only have one Base Residential Zone, so this helps outline design and development standards that set this style of housing apart from others.

Decrease Front and Rear Setbacks within the Base Residential District. The Model Code includes smaller setbacks (nearly a third of what the BDC includes). By reducing the setbacks, it will allow for smaller lots to become viable options for development. *See Chapter 5.1 – Variances discussion.*

Chapter 2.2 - Commercial Districts

Chapter 2.2 includes standards for the Base Commercial District as well as the three subdistricts; Tourist Commercial, City Center, and Service Center. While each of the commercial districts permits residential uses, they are all conditional. Each of the districts intends to incorporate residential development in some capacity, including:

- Commercial Base District – To offer flexibility for mixed-use development
- Tourist Commercial Sub-District – Same as the Commercial Base District, but in service of the public and travelers at the I-84 interchange
- City Center Sub-District – To offer flexibility for mixed-use development and to integrate human-scale design elements for a more walkable environment
- Service Center Sub-District – To accommodate heavy commercial uses and light industrial uses along I-84, which includes employees of these economic areas

Table 6. Housing Standards within the Commercial District and Sub-District

District/Sub-District	Permitted
Commercial District	Conditional Use; Single-family, duplex, triplex, and multi-family units
Tourist Commercial	
City Center	
Service Center	RV Parks

Considerations:

Current residential development within the Commercial District, Tourist Commercial Sub-District, and City Center Sub-District is permitted as Conditional Use (as opposed to outright). This may be

unnecessarily restrictive for residential and mixed-use development in these areas. There are some options that the City may consider moving forward that could promote additional units. One of which is to leave the Code as-is, though it will be assuming some level of risk and would not support the City's efforts of increasing connectivity and walkable neighborhoods.

Additional options include:

Permit Residential Development Types Outright. This may be too flexible for the City. Though it remains an option.

Remove Residential Uses from Commercial districts. This would require a rezone and potentially a comprehensive plan amendment as part of a residential application in a commercial zone but would serve the purpose of maintaining employment land for employment uses.

Include RV/Mobile Home Park Development Standards within Chapter 2.1. That way the chapter may adopt the standards by reference, and they can be permitted outright as long as the standards are achieved.

It is important to note that State statute ORS 197A.400 requires that any residential development meet Clear and Objective (C&O) Standards, so any code amendments need to meet this standard.

Create C&O Standards for the Commercial District and Sub-District. Continue to allow certain housing development types, though include specific standards or parameters that both meet C&O standards and encourage mixed-use development.

Chapter 2.3 - General Industrial District

No residential uses permitted within the General Industrial District, which does not appear to prevent the City from achieving additional housing standards. These areas were removed from the Buildable Lands Inventory (BLI) analysis, and even with doing so, the City still demonstrates capacity to accommodate projected housing needs.

Recommendations: None.

Chapter 2.4 - Light Industrial District

The stated purpose behind the Light Industrial District is to “provide a balance between jobs and housing and encourage mixed-use development” (Section 2.4.100). However, there are no residential land use types included in Table 2.4.110.A.

Considerations: Similarly to the General Industrial District, the Light Industrial District was not included as a zone that would accommodate housing development. However, language in the purpose or introduction of the chapter should reflect that intention as well.

Chapter 3 - Design Standards

Chapter 3 contains a range of design standards outside of the development standards (e.g., building height, lot sizes, setback requirements) established within Chapter 2. The main sections within Chapter 3 that may create barriers to infill development pertain to Chapters 3.1 and 3.3. Reviews were completed for both sections.

Chapter 3.1 – Access and Circulation includes safe and efficient options for pedestrian and vehicles accessing residential developments (Section 3.1.200). Access Options prioritized access to lowest classification street. Driveway Openings suggest consolidated options and keep maximum width to below those recommended by the Model Code.

Chapter 3.3 – Vehicle and Bicycle Parking includes minimum off-street parking spaces, which omits Accessory Dwelling Units entirely. Table 7 outlines the additional parking requirements (Section 3.3.300 (A)) and compares them to the Model Code.

Table 7. Minimum Required Off-Street Parking Spaces

Housing Type	Boardman Development Code	Model Code
Single Family Detached	2 spaces per unit	1 space per unit
Duplex	2 spaces per unit	1 space per unit
Triplexes	2 spaces per triplex	1 space per triplex
Quadplexes	<i>Quadplexes not mentioned</i>	2 spaces per quadplex
Townhouses	<i>Townhouses grouped with Multi-Family (called “Single Family Attached”)</i>	1 space per unit
Multi-Family	2 spaces per unit	0.5 spaces per unit
Cottage Clusters	<i>Cottages not mentioned</i>	1 space per unit

Considerations for Chapter 3.3

Reducing parking minimums would support infill development and reduce the lot size needed to incorporate parking, particularly with middle-housing types such as duplexes, triplexes, quadplexes, townhomes, multi-family units, and cottage clusters.

Chapter 4.1 – Types of Applications and Review Procedures

Reducing the time and process by which developers can obtain approval may reduce barriers to development. Chapter 2.1 mentions one such example of reducing that time through Accessory Dwelling Unit (ADU) Development.

Considerations. See Chapter 2.1 for Type I considerations for residential development.

Chapter 4.5 - Master Planned Developments

Master Planned Developments are mentioned within Chapter 2.1. Section 4.5.180 lists criteria by which the City may approve a detailed development plan, including an “increase of residential densities or lot coverage” and “changes to the amount of parking” by no more than 15 percent above what is permitted otherwise.

In terms of the review and approval process, there are rigorous, multi-step processes that outline requirements. However, provisions appear to match similarly sized jurisdictions.

Recommendations. Evaluate the appropriateness of the 15 percent cap on increases to densities/parking changes.

Chapter 5.1 – Variances

Chapter 5.1 – Variances is intended to provide some flexibility to the development standards; offering modifications to the requirements based on lot limitations. There are several classes or variances within the chapter:

- Class A Variances include modifications to front and interior setbacks, lot coverage, and landscaping requirements. These types of variances are reviewed through Type I procedures.
- Class B Variances include transportation improvement, access standard, and street tree modifications. These types of variances are reviewed through Type II procedures, as they are more discretionary.
- Class C Variances pertain to hardships or restrictions that are out of the applicant's control. These types of variances are reviewed through Type III procedures.

Class A Variances are the most applicable to residential development, however, they are reviewed through Ministerial (Type I) Review and can be requested based on lot configuration. Variances do not appear to be a hindrance to infill development.

Considerations. Consider adding building height increases to Class Variances. The City of Estacada permits a building height increase of more than ten percent (10%) in certain circumstances (Chapter 16.100), for example.

Class C Variances (Section 5.1.400 (B)) may need to be revisited if parking minimums change.

Appendix A: Additional Measures to Accommodate Needed Housing

In addition to the City's Comprehensive Plan and Development Code, there are many other potential strategies the City could pursue to implement its housing goals. DLCD publishes a list of potential strategies for communities to consider, and the City's own Housing Advisory Committee (HAC) has discussed several of these strategies to date. The full list is included in an attachment to this memorandum, and includes the following categories:

- Category A: Zoning and zone changes
- Category B: Reduce Regulatory Impediments
- Category C: Financial Incentives
- Category D: Financial Resources
- Category E: Tax Exemption and Abatement
- Category F: Land Acquisition, Leases, and Partnerships
- Category Z: Other

The remainder of this section discusses several strategies identified in the DLCD publication, their appropriateness for the City of Boardman, and their level of priority.

Category A: Zoning and Code Changes

Strategy	Priority/Fit for Boardman	Notes
A8 Promote cottage cluster housing	High Priority	<i>Active and detailed HAC discussion.</i> City is pursuing development on city-owned Columbia View property.
A2 Zoning changes for lower-cost housing types	High Priority	<i>Active HAC discussion.</i>
A12 Align lot division density with zoning density	High Priority	As BDC is updated, ensure subdivision standards match changes.
A5 Code provisions for ADUs	High Priority	City code updates are underway.
A23 Accessible design incentives	High Priority	Senior housing flagged as a community priority, with a note that ground-floor units avoid elevator costs. Accessible and adaptable units are a component of HCA need.
A3 Density bonuses	Moderate Priority	<i>Active HAC discussion.</i> Potentially ties incentive to price point rather than to type alone.

Strategy	Priority/Fit for Boardman	Notes
A17 Small dwelling unit developments	Moderate Priority	<i>Lot sizes discussed by HAC.</i> Interest in varying lot sizes throughout the City rather than allowing small lots everywhere.
A16 Manufactured housing preservation zone	Moderate Priority	Manufactured homes are roughly 25% of the stock today.
A7 / A6 SRO and broadened housing-type definitions	Moderate Priority	SRO identified as a component of future housing needs. Discuss zoning allowances and design standards with HAC.
A1 Minimum density standards	Moderate Priority	Minimums can ensure development makes efficient use of available and serviceable residential land.
A19 Density requirements for annexed land	Moderate Priority	Review City annexation policy and code provisions with HAC.
<i>A10 Inclusionary zoning</i>	<i>Not recommended</i>	DLCD's guidance flags the Portland research showing suppression rather than increase in housing production due to this measure.

Category B: Reduce Regulatory Impediments

Strategy	Priority/Fit for Boardman	Notes
B6 Streamline permitting process	High Priority	City capacity to handle volume is an issue. HAC roundtable feedback centered on tracking a project across departments. MMHF recommended investigating software solutions and benchmarking other Oregon models.
B11 Pro-housing agenda and staff capacity	High Priority	HAC discussion noted a shortage of technical staff to guide applicants and noted data center work absorbing bandwidth; a dedicated housing navigator position was raised, referencing Pendleton and Bend, and a shared county-level role
B9 / B10 CIP and public facility planning	High Priority	City currently / has recently undertaken infrastructure planning which will aid in planning for needed housing.

Strategy	Priority/Fit for Boardman	Notes
B18 Prioritize home ownership	High Priority	HAC has strong emphasis on for-sale housing as a way to create starter home opportunities.
B19 Survey applicants on decisions	Moderate Priority	A developer roundtable in June 2026 played this role; decide how frequently to reconvene developers or invite comments.
B5 Reduce regulatory barriers to lot division	Moderate Priority	Smaller lot sizes repeatedly raised by HAC as an affordability lever. Frontage and driveway standards may constrain small-lot for-sale products.
B3 Expedite permitting for needed housing types	Moderate Priority	May be limited by Staff capacity.
B1 Remove or reduce parking minimums	Moderate Priority	Two spaces per unit treated as the Boardman norm, with 1.0 and 1.5 noted as alternatives; HAC members cited limited transit and multi-vehicle households as reasons to keep current standards.
B2 Remove code impediments to conversions	Moderate Priority	The City's housing stock is on the younger side, making conversions less likely/financially feasible in many cases.
<i>B17 Reduce on-site open space</i>	<i>Low Priority</i>	HAC has pushed for public amenity space in recent discussions of the Columbia View project. The Parks Master Plan Update also is in the process of identifying areas of "park drought," which note the NE Quadrant of Boardman as an area in need of park facilities. Recommendations include the conversion of park facilities on commercially zoned land.

Category C: Financial Incentives

Strategy	Priority/Fit for Boardman	Notes
C1 Reduce, defer, or finance SDCs, or offer tiered incentives to hit a particular price point.	High Priority	Deferring SDC payment until after construction completion was raised as a financing-cost reducer and agreed to be a strong idea by the HAC. Developers suggested aligning incentives to the price points the City wants to hit.
C3 SDC reduction for ADUs	High Priority	Consider as part of current ADU work.

Strategy	Priority/Fit for Boardman	Notes
C6 Publicly funded infrastructure	High Priority	Infrastructure planning and projects underway.
C2 SDC schedule tied to dwelling size	Moderate Priority	Small starter homes currently pay the same rates as large homes. But SDC revenue loss has a potential impact on City services.

Category D: Financial Resources

Strategy	Priority/Fit for Boardman	Notes
D3 Housing trust fund	High Priority	Active. Council unanimously approved up to \$50,000 as catalyst funding for the Real Estate Development Master Plan; the committee also moved to recommend up to \$5,000 for pilot participation.
D13 Revolving loan fund	High Priority	Boardman is participating as a pilot city in a statewide Moderate Income Revolving Loan Fund effort backed by \$75 million, structured to share the cost of building the agreements and monitoring templates that rural cities otherwise cannot afford.
D10 TIF set-aside	High Priority	The HAC identified tax increment financing named as one option for funding a shared public amenity before the discussion was deferred.
D5 Employer-assisted housing	High Priority	City entities are pursuing opportunities (per HAC).
D18 Weatherization via community action agency	High Priority	Preserves aging manufactured stock. Umatilla Electric Cooperative (UEC) has a Weatherization Program for single-family and manufactured-type homes that offers rebates to eligible participants.
D9 Construction excise tax	Moderate Priority	Potential source of revenue but may exacerbate already-high construction costs in the region.
D2 / D20 LIHTC and LIFT	Moderate Priority	HAC addresses middle-income housing and hasn't discussed these vehicles for low-income housing in depth.
D1 CDBG	Low Priority	Boardman is non-entitlement; access is through the State program.

Category E: Tax Exemption and Abatement

Strategy	Priority/Fit for Boardman	Notes
E6 Homebuyer Opportunity Limited Tax Exemption	Moderate Priority	<i>Discussed by HAC.</i> Supports ownership products similar to a first-time-homebuyer incentive.
E1 Nonprofit low-income rental exemption	Moderate Priority	Enabling legislation to support nonprofit development of low-income rental housing.

Category F: Land, Acquisition, Lease, and Partnerships

Strategy	Priority/Fit for Boardman	Notes
F10 / F12 Housing on city-owned and surplus land	High Priority	Columbia View is City-owned property; the City also maintains a surplus property program.
F4 Public-private partnership	High Priority	City actively engaged in PPP for Columbia View property.
F16 Regulatory agreement tied to land sale	High Priority	Consider deed restriction or other means for permanently affordable housing.
F7 Education for small developers	High Priority	<i>City undertaking outreach to developers as part of HAC process.</i>
F1 Land banking	High Priority	<i>City is actively pursuing property acquisition and land banking.</i>
F8 Conversion of underperforming commercial	High Priority	<i>City is evaluating Downtown Main Street and Good Shepherd site as potential locations for conversion/investment.</i>
F6 Manufactured home preservation	High Priority	Boardman has significant existing manufactured housing stock, serving low- to moderate- income residents.
F5 Preserve naturally occurring affordable housing	High Priority	Similar to F6.
F19 Preservation inventory	Moderate Priority	Would support F6.

Category Z: Custom options

The HAC has generated several strategies that do not map cleanly onto the DLCD list but would be worth considering or discussing with the HAC.

- **Off-site and modular construction.** Under active research after HAC committee members noted that buyers get more square footage for less in Hermiston, attributed partly to construction labor travel costs. Methods reviewed include cross-laminated timber, steel frame modular, and geopolymer concrete block, alongside the HIVE demonstration project in Newberg building ten middle-income homes using different construction technologies on one lot.
- **Digital zoning and parcel information.** UrbanForm implementation to make zoning and parcel information quickly understandable for any parcel in the city.
- **Project tracking dashboard and single point of entry.** Updated City development software to support applicants and potential developers.
- **Upfront fee forecasting.** HAC has discussed Medford's model for giving applicants a reasonably accurate fee estimate early.



PLANNING COMMISSION MEETING

August 20, 2026 at 6:00 PM

Boardman City Hall Council Chambers
MINUTES

1. CALL TO ORDER

Commission Vice Chair Sam Irons called the meeting to order at 6:03 PM

2. FLAG SALUTE

3. ROLL CALL

Commissioners Present: Commissioner Rod Taylor, Commissioner Ragna TenEyck, Commission Chair Zack Barresse, Commission Vice Chair Sam Irons, Commissioner David Jones

Commissioners Absent: Commissioner Jolene Stensland (Excused), Commissioner Mike Connell (Excused)

4. APPROVAL OF MINUTES

A. Planning Commission Meeting July 30, 2026

Timestamp - 1:00

Motion to approve the minutes of July 30, 2026 as presented.

Motion made by Commissioner Jones, Seconded by Commissioner Taylor.

Voting Yea: Commissioner Taylor, Commissioner TenEyck, Commission Vice Chair Irons, Commissioner Jones

5. DISCUSSION ITEMS

A. Planning Official Update

Agenda Adjustment - 1:35

Planning Official Stephanie Case and Planning Specialist Carla McLane gave their staff report.

Timestamp: 1:40

6. PUBLIC HEARINGS

A. VAR26-000001: Angelica Araiza, applicant and owner. Property is described as tax lot 1800 of Assessor's Map 4N 25E 17AD and is zoned Residential. The request is to approve a secondary existing access point on a single parcel. Criteria are found in the Boardman Development Code (BDC) 5.1 Variances and is being processed as a Type III decision.

Commission Chair Barresse opened the public hearing at 6:21 PM

Motion to approve VAR26-000001 as presented.

Motion made by Commissioner Taylor, Seconded by Commissioner Jones.

Voting Yea: Commissioner Taylor, Commissioner TenEyck, Commission Chair Barresse, Commission Vice Chair Irons, Commissioner Jones

Commission Chair Barresse closed the public hearing at 6:31 PM

Timestamp - 18:27

- B. RVW26-000039: Guna Collaborative, applicant, Freehold LLC, owner. Property is described as tax lot 423 of Assessor's Map 4N 25E 09 and is zoned Commercial – Tourist Commercial Sub District. The request is to approve an approximate 8,575 sq ft. equipment rental, storage and service facility including an office, shop, and wash bay. Criteria for approval are found at the Boardman Development Code Chapter 4.2 Development Review and Site Design Review along with standards in Chapter 2.2.180 Tourist Commercial Sub-District and Chapter 3 Design Standards.

Commission Chair Barresse opened the public hearing at 6:33

Commissioner Jones recused himself and left the Dais.

Testimony in favor: Phil Robinson

Neutral Testimony: Jonathan Tallman, Kelli Martin

Testimony in opposition: None

Motion to approve Site Design Review RVW26-000039 as presented.

Motion made by Commission Vice Chair Irons, Seconded by Commissioner Taylor.

Voting Yea: Commissioner Taylor, Commissioner TenEyck, Commission Chair Barresse, Commission Vice Chair Irons, Commissioner Jones

Commission Chair Barresse Closed the public hearing at 7:10

Timestamp - 29:43

7. PUBLIC COMMENT

There was none.

8. COMMISSION COMMENTS

There was none.

9. ADJOURNMENT

Commission Chair Barresse Adjourned the meeting at 7:12 PM

PLANNING COMMISSION
FINDINGS OF FACT
RVW26-000045
TYPE III DECISION PROCESS

REQUEST: To approve the proposed development of a two-story multi-use incubator building.

APPLICANT AND OWNER: Torrie Griggs - Boardman Community Development Association
PO Box 1
Boardman, OR 97818

PROPERTY DESCRIPTION: Tax Lot 4900 of Assessor's Map 4N 25E 09DB.

GENERAL LOCATION: North of Interstate 84, East of Main Street, along SE Front Street.

ZONING OF THE AREA: Commercial - Tourist Commercial Subdistrict.

- I. GENERAL INFORMATION:** The subject property is currently a vacant, undeveloped lot, with an alley crossing the northern portion of the parcel. At this time, development is planned for only the western half of the property. A site team meeting was held on September 3, 2026, and was attended by representatives from local utility and public service providers.
- II. APPROVAL CRITERIA:** The application has been filed under the City of Boardman Development Code Chapter 4.2 Development Review and Site Design Review as a Type III Decision Process. Applicable criteria include 2.2.180 Tourist Commercial Sub-District, provisions in Chapter 3 Design Standards, and other chapters or sections as deemed appropriate. The applicable criteria are included below in **bold** type with responses in standard type.

Chapter 4.2 Development Review and Site Design Review
Section 4.2.600 Approval Criteria

The review authority shall make written findings with respect to all of the following criteria when approving, approving with conditions, or denying an application:

- 1. The application is complete, as determined in accordance with Chapter 4.1 - Types of Applications and Section 4.2.500, above.**
The application materials identify eight proposed business spaces within the building. As part of the application review, the applicant provided a site plan, a trip generation letter, and other supporting information.
- 2. The application complies with all of the applicable provisions of the underlying Land Use District (Chapter 2), including: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other special standards as may be required for certain land uses;**
The proposal is consistent with the intent of the Tourist Commercial Subdistrict. Setbacks, lot coverage, and building height are addressed below.

Chapter 2.2 Commercial (C) District
2.2.120 Building Setbacks.

C. Side Yard Setbacks. 1. There is no minimum side yard setback required, except that buildings shall conform to the vision clearance standards in Chapter 3.1 and the applicable fire and building codes for attached structures, fire walls and related requirements.

A 24-foot access lane is provided between the proposed structure and the adjoining property, allowing for adequate vehicle circulation, site access, and fire access. The width and configuration of the access lane provides the necessary clearance to meet applicable fire access requirements.

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2.2.130 Lot Coverage A. Lot Coverage. There is no maximum lot coverage requirement, except that compliance with other sections of the zoning codes may preclude full (100%) lot coverage for some land uses. Lot coverage in the Service Center and Tourist Commercial Sub District is limited to 85%

The entire parcel comes out to be 111,282 square feet. The proposed building will occupy approximately 10,695 square feet, covering approximately 10% of the total lot area. This criterion is met.

2.2.140 Building Height All buildings in the Commercial District shall comply with the following building height standards. The standards are intended to allow for development of appropriately scaled buildings.

A. Maximum Height. Buildings shall be no more than four (4) stories or fifty (50) feet in height, whichever is greater. The maximum height may be increased by ten (10) feet when conditionally approved housing is provided above the ground floor. The building height increase for housing shall apply only to that portion of the building that contains housing. Maximum height in the Tourist Commercial and Service Center Sub Districts are limited to four (4) stories or thirty-five (35) feet in height.

The submitted architectural drawings indicate that the top of the parapet is measured to be 28 feet 6 inches, which meets the applicable building height standard.

3. The applicant shall be required to upgrade any existing development that does not comply with the applicable land use district standards, in conformance with Chapter 5.2, Non-Conforming Uses and Development;

The subject property is currently undeveloped and has no non-conforming uses or development issues requiring resolution. Therefore, this criterion is not applicable.

4. The application complies with the Design Standards contained in Chapter 3. All of the following standards shall be met:

Chapter 3.1 - Access and Circulation

3.1.100 Purpose. The purpose of this chapter is to help insure that developments provide safe and efficient access and circulation, for pedestrians and vehicles. Section 3.1.200 provides standards for vehicular access and circulation. Section 3.1.300 provides standards for pedestrian access and circulation. Standards for transportation improvements are provided in Chapter 3.4.100.

Section 3.1.200 Vehicular Access and Circulation

...

C. Access Permit Required

1. City Street Permits. Permits for access to City streets shall be subject to review and approval by the City Manager or his/her designee based on the standards contained in this Chapter, and the provisions of Chapter 3.4.100 - Transportation Standards. An access permit may be in the form of a letter to the applicant, or it may be attached to a land use decision notice as a condition of approval.

There are three proposed access points which will require approval. Access permits are required and listed as a Condition of Approval.

...

- D. Traffic Study Requirements.** The City or other agency with access jurisdiction may require a traffic study prepared by a qualified professional to determine access, circulation and other transportation requirements. (See also, Section 3.4.100 - Transportation Standards, and Chapter 4.10.)

A trip generation letter was completed by Anderson Perry and has been submitted by the applicant and has been deemed complete and in compliance. Based on the trip generation letter the proposed development is not expected to require additional traffic analysis under the Boardman Development Code.

...

- F. Access Options.** When vehicle access is required for development (i.e., for off-street parking, delivery, service, drive-through facilities, etc.), access shall be provided by one of the following methods. These methods are “options” to the developer/subdivider, unless one method is specifically required by Chapter 2 (i.e., under “Special Standards for Certain Uses”). A minimum of 10 feet per lane is required.

The preliminary site plan identifies three access points for the development, one on NE Front and two from the alley. The access points will provide ingress and egress for the site, including access for the proposed drive-through. The existing alley behind the property will also be utilized for freight and delivery access. The proposed vehicle accesses will be designed to meet the access standards. An Access and Address permit will be required as conditions of approval.

- G. Access Spacing.** Driveway accesses shall be separated from other driveways and street intersections in accordance with the following standards and procedures:

- 1. Local Streets.** The minimum feet of separation on local streets (as measured from the sides of the driveway/street) shall be determined based on the policies and standards contained in Table 3.1.200 G except as provided in subsection 3, below.

The proposed driveway access is located along NE Front Street between NE 2nd Street and NE 3rd Street. The existing street intersections are appropriately spaced, and the proposed driveway access meets the applicable minimum separation requirements for local streets. The nearest intersection, NE 2nd Street, is approximately 431 feet from the proposed access point on NE Front Street. Service and delivery vehicles will access the site from the north side of the parcel using the newly improved and paved alley. Utilizing the alley for service and deliveries will provide efficient site access while minimizing conflicts with the proposed driveway.

...

- H. Number of Access Points.** For single-family (detached and attached), two-family, and three-family housing types, one street access point is permitted per lot; except that two access points may be permitted for two-family and three-family housing on corner lots (i.e., no more than one access per street), subject to the access spacing standards in Section ‘G’, above. The number of street access points for multiple family, commercial, industrial, and public/institutional developments shall be minimized to protect the function, safety and operation of the street(s) and sidewalk(s) for all users. Shared access may be required, in conformance with Section I, below, in order to maintain the required access spacing, and minimize the number of access points.

The proposed building will have three access points. Two of the access points will be located along the northern side of the property from the alley and will require access permits.

...

- I. Shared Driveways.** Where feasible, the number of driveway and private street accesses to public streets shall be minimized for commercial and industrial uses by

the sharing of driveways between adjoining parcels. The City shall require shared driveways as a condition of land division or site design review for commercial and industrial uses, as applicable, for traffic safety and access management purposes in accordance with the following standards:

The property will not share a driveway between adjoining parcels therefore this criterion is not applicable.

...

- K. Driveway Openings. Driveway openings [or curb cuts] shall be the minimum width necessary to provide the required number of vehicle travel lanes (10 feet for each travel lane). The following standards (i.e., as measured where the front property line meets the sidewalk or right-of-way) are required to provide adequate site access, minimize surface water runoff, and avoid conflicts between vehicles and pedestrians:**

The single access point located on the south end of the parcel is proposed to be 36 feet wide and will accommodate right- and left-turning traffic, as well as incoming traffic entering the property. The access point located on the northwest side of the parcel is proposed to be 24 feet wide. The access point located on the northeast side of the parcel is proposed to be 14.5 feet wide and will serve as a drive-through exit.

...

- 7. Loading area design. The design of driveways and on-site maneuvering and loading areas for commercial and industrial developments shall consider the anticipated storage length for entering and exiting vehicles to prevent vehicles from backing into the flow of traffic on the public street or causing unsafe conflicts with on-site circulation.**

Loading areas are not specifically identified on the site plan; however, deliveries can be made without affecting the proposed parking layout. The alley provides access for freight and service vehicles serving the properties located south of the alley.

L. Fire Access and Parking Area Turn-around. A fire equipment access drive shall be provided for any portion of an exterior wall of the first story of a building that is located more than 150 feet from an existing public street or approved fire equipment access drive. Parking areas shall provide adequate aisles or turn-around areas for service and delivery vehicles so that all vehicles may enter the street in a forward manner. For requirements related to cul-de-sacs or dead-end streets, please refer to Section 3.4.100.M.

The applicant shall calculate and submit fire access plan information for review by the Fire Marshal.

...

- N. Vision Clearance. No signs, structures or vegetation in excess of three feet in height shall be placed in "vision clearance areas", as shown in Figure 3.1.200N. This standard applies to the following types of roadways: streets, driveways, alleyways and railways. The minimum vision clearance area may be increased by the City Manager or his/her designee upon finding that more sight distance is required (i.e., due to traffic speeds, roadway alignment, etc.). An exception to this standard may be granted by the City Manager or his/her designee to allow utility structures (such as electrical transformers) for necessary services. This exception does not include the installation of utility poles.**

The applicant shall submit plans and obtain proper permits for signs, structures, or landscaping showing all vision clearance areas free and clear. This is listed as a Condition of Approval.

...

3.1.300 Pedestrian Access and Circulation

- A. Pedestrian Access and Circulation.** To ensure safe, direct and convenient pedestrian circulation, all developments, except single family detached housing (i.e., on individual lots), shall provide a continuous pedestrian and/or multi-use pathway system. (Pathways only provide for pedestrian circulation. Multi-use pathways accommodate pedestrians and bicycles.) The system of pathways shall be designed based on the standards in subsections 1-3, below:
- 1. Continuous Pathways.** The pathway system shall extend throughout the development site, and connect to all future phases of development, adjacent trails, public parks and open space areas whenever possible. The developer may also be required to connect or stub pathway(s) to adjacent streets and private property, in accordance with the provisions of Section 3.1.200 - Vehicular Access and Circulation, and Chapter 3.4. 100 - Transportation Standards.
 - 2. Safe, Direct, and Convenient Pathways.** Pathways within developments shall provide safe, reasonably direct and convenient connections between primary building entrances and all adjacent streets, based on the following definitions:
 - a. Reasonably direct.** A route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.
 - b. Safe and convenient.** Bicycle and pedestrian routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations.
 - c. Commercial and Industrial Primary Entrance.** For commercial, industrial, mixed use, public, and institutional buildings, the “primary entrance” is the main public entrance to the building. In the case where no public entrance exists, street connections shall be provided to the main employee entrance.
 - d. Residential Entrance.** For residential buildings the “primary entrance” is the front door (i.e., facing the street). For multifamily buildings in which each unit does not have its own exterior entrance, the “primary entrance” may be a lobby, courtyard or breezeway which serves as a common entrance for more than one dwelling.
 - 3. Connections Within Development.** For all developments subject to Site Design Review, pathways shall connect all building entrances to one another. In addition, pathways shall connect all parking areas, storage areas, recreational facilities and common areas (as applicable), and adjacent developments to the site, as applicable.

Sidewalks are listed in the site plan. The system of pathways shall be designed to meet the City of Boardman Development Code and all requirements of the Americans with Disabilities Act. This is listed as a Condition of Approval.

Chapter 3.2 Landscaping, Street Trees, Fences and Walls

3.2.200 New Landscaping

- A. Applicability.** This Section shall apply to all developments requiring Site Design Review, and other developments with required landscaping.
- B. Landscaping Plan Required.** A landscape plan is required. All landscape plans shall conform to the requirements in Chapter 4.2, Section 500.B (Landscape Plans).
- C. Landscape Area Standards.** The minimum percentage of required landscaping equals:

...

- 2. Commercial District.** 10 percent of the site.

The applicant shall submit a Landscaping Plan prior to issuance of the Development Review Permit which shall meet City of Boardman Development Code requirements for design, installation, and maintenance. This is listed as a Condition of Approval.

...

3.2.300 Street Trees

Street trees shall be planted for all developments that are subject to Site Design Review. Requirements for street tree planting strips are provided in Section 3.4.100 - Transportation Standards. Planting of unimproved streets shall be deferred until the construction of curbs and sidewalks.

Trees shall be incorporated into the landscaping plan meeting the requirements of this standard.

...

3.2.400 Fences and Walls

The applicant has not indicated that fencing will be installed. Any proposed fence shall be subject to review for compliance with applicable fencing standards and shall require approval through a Fence Permit application.

...

Chapter 3.3 Vehicle and Bicycle Parking

3.3.300 Vehicle Parking Standards

...

A. Minimum Required Off-street Parking Spaces

...

2. Commercial Uses

Business, general retail, personal services. General - one space for 350 square feet of gross floor area. Offices. Medical and Dental Offices - one space per 350 square feet of gross floor area; General Offices - one space per 450 square feet of gross floor area.

During the preliminary planning stages, the Planning Department determined that the parking requirements for the proposed mixed-use building would be calculated based on three anticipated uses. The 20,000-square-foot building is proposed to include approximately 50 percent general office, 25 percent medical office, and 25 percent general retail. Based on the applicable parking standards, the proposed mix of uses requires a total of 56 parking spaces. The applicant proposes 60 parking spaces, meeting and exceeding the minimum requirement by four spaces.

...

D. Parking Stall Size and Design Standards. All off-street parking stalls shall be improved to conform to City standards for surfacing, stormwater management and striping, and have a net area of not less than 180 square feet exclusive of access drives or aisles, and shall be of usual shape and condition. If determined on a gross area basis, 280 square feet shall be allowed per vehicles. (Disabled person parking shall be provided in conformance with Section F)

The Site Plan provides a total of 60 parking spaces, including 54 standard spaces measuring 9 feet by 20 feet, two ADA-accessible spaces, one ADA van-accessible space, and three compact spaces measuring 9 feet by 16 feet. This criterion is met.

E. Disabled Person Parking Spaces. The following parking shall be provided for disabled persons, in conformance with the Americans with Disabilities Act and State Law. Disabled parking is included in the minimum number of required parking spaces in Section A.

The applicant has submitted a site plan that shows three ADA parking spaces meeting this requirement.

3.3.400 Bicycle Parking Requirements

A. Number of Bicycle Parking Spaces. The following additional standards apply to specific types of development:

...

- 5. Multiple Uses.** For buildings with multiple uses (such as a commercial or mixed use center), bicycle parking standards shall be calculated by using the total number of motor vehicle parking spaces required for the entire development. A minimum of one bicycle parking space for every 10 motor vehicle parking spaces is required.

The incubator building is required to provide a minimum of six bicycle parking spaces. Compliance with all applicable bicycle parking requirements is included as a Condition of Approval.

...

3.4.100 Transportation Standards

A. Development Standards. No development shall occur unless the development has frontage or approved access to a public street, in conformance with the provisions of Chapter 3.1 - Access and Circulation, and the following standards are met:

1. Streets within or adjacent to a development shall be improved in accordance with the Transportation System Plan and the provisions of this Chapter.
2. Development of new streets, and additional street width or improvements planned as a portion of an existing street, shall be improved in accordance with this Section, and public streets shall be dedicated to the applicable city, county or state jurisdiction;
3. New streets and drives connected to a collector or arterial street shall be paved; and
4. The City may accept a future improvement guarantee [e.g., the property owner agrees not to remonstrate (object) against the formation of a local improvement district in the future which the City may require as a deed restriction] in lieu of street improvements if one or more of the following conditions exist:
 - a. A partial improvement may create a potential safety hazard to motorists or pedestrians;
 - b. Due to the developed condition of adjacent properties it is unlikely that street improvements would be extended in the foreseeable future and the improvement associated with the project under review does not, by itself, provide increased street safety or capacity, or improved pedestrian circulation;
 - c. The improvement would be in conflict with an adopted capital improvement plan; or
 - d. The improvement is associated with an approved land partition on property zoned residential and the proposed land partition does not create any new streets.

The proposed building has frontage along NE Front Street, an improved city street. The City is currently completing improvements to NE Front Street, with construction anticipated to be completed by the end of 2026. No new streets are proposed or required, and no future improvement guarantees are requested.

...

3.4.300 Sanitary Sewer and Water Service Improvements

A. Sewers and Water Mains Required. Sanitary sewers and water mains shall be installed to serve each new development and to connect developments to existing mains in accordance with the City's construction specifications and the applicable Comprehensive Plan policies.

- B. Sewer and Water Plan approval. Development permits for sewer and water improvements shall not be issued until the City Manager or his/her designee has approved all sanitary sewer and water plans in conformance with City standards.**

...

Water and wastewater connections can be achieved. All installations shall conform to this section and adopted Public Works Standards. This is listed as a Condition of Approval.

3.4.400 Storm Drainage

- A. General Provisions. The City shall issue a development permit only where adequate provisions for storm water and flood water runoff have been made in conformance with Chapter 3.5 - Surface Water Management.**

...

Storm water shall be maintained on site and in conformance with Chapter 3.5 Stormwater Management and adopted Public Works Standards. This is listed as a Condition of Approval.

3.4.500 Utilities

- A. Underground Utilities. All utility lines including, but not limited to, those required for electric, communication, lighting and cable television services and related facilities, shall be placed underground, except for surface mounted transformers, surface mounted connection boxes and meter cabinets which may be placed above ground, temporary utility service facilities during construction, and high capacity electric lines operating at 50,000 volts or above.**

...

All installed utilities shall comply with this standard and others found in the Boardman Development Code or Municipal Code related to utilities. This is listed as a Condition of Approval.

3.4.600 Easements

Easements for sewers, storm drainage and water quality facilities, water mains, electric lines or other public utilities shall be dedicated on a final plat, or provided for in the deed restrictions. See also, Chapter 4.2 – Site Design Review, and Chapter 4.3 – Land Divisions. The developer or applicant shall make arrangements with the City, the applicable district and each utility franchise for the provision and dedication of utility easements necessary to provide full services to the development. The City’s standard width for public main line utility easements shall be 10 feet unless otherwise specified by the utility company, applicable district, or City Manager or his/her designee.

No utility or other easements are proposed with the project. There are no existing easements on the subject property that are being retained or vacated.

3.4.700 Construction Plan Approval and Assurances

No public improvements, including sanitary sewers, storm sewers, streets, sidewalks, curbs, lighting, parks, or other requirements shall be undertaken except after the plans have been approved by the City, permit fee paid, and permit issued. The permit fee is required to defray the cost and expenses incurred by the City for construction and other services in connection with the improvement. The permit fee shall be set by City Council. The City may require the developer or subdivider to provide bonding or other performance guarantees to ensure completion of required public improvements.

The proposed development does not include any additional public improvements. The improvements along NE Front Street, including the new road, curb, and sidewalk, are being completed by the City. The alley located north of the property is already paved and improved and does not require additional improvements as part of this development. Therefore, no additional public improvement requirements are proposed as part of this development.

Chapter 3.6 Other Standards

...

3.6.500 Signs

...

B. Sign classifications

1. Permanent signs. Signs placed for a period of 31 days or longer within one calendar year shall be classified as permanent; shall advertise or provide direction to the premises of the identified business located within the City of Boardman; shall be subject to a permanent sign permit; and shall conform to this and other City of Boardman ordinances.
 - a. On-premises signs shall be permitted within the regulations of this ordinance, with any exceptions subject to the requirements set forth within this ordinance for requesting variances or, where conditional use is specified, the provisions for such as set forth in the zoning ordinance.

...

C. Permits Required.

The following permits are required for all new signs, for all signs being altered due to change in ownership, business name or business type and for all signs being altered structurally.

- 1) Structural Building Codes Permit
- 2) Electrical Building Codes Permit (if lighted)
- 3) Sign Permit for Planning of Planning Review and Approval

The applicant’s site plan does not clearly identify or outline a proposed sign. Should the applicant propose a sign as part of the development, a Sign Permit will be required and can be applied for at the time of Development Review. This is listed as a Condition of Approval.

III. **PROPERTY OWNERS NOTIFIED:** September 3, 2026
List of landowners notified is retained as part of the file.

IV. **PUBLISHED NOTICE:** September 2, 2026
East Oregonian

V. **AGENCIES NOTIFIED:** September 3, 2026
List of agencies notified is retained as part of the file.

VI. **SITE TEAM MEETING:** September 3, 2026
Boardman City Hall; Zoom

VII. **PLANNING COMMISSION PUBLIC HEARINGS:** September 24, 2026
Boardman City Hall

VIII. **PLANNING OFFICIAL RECOMMENDATION:** The Planning Official recommends approval of this request with the following **CONDITIONS OF APPROVAL**.

1. Submit a Development Review application for the building prior to construction.
2. Apply for Access and Address permits.
3. The applicant shall submit plans for and obtain proper permits for signs, structures, fencing and landscaping showing all vision clearance areas to be free and clear.
4. Install a minimum of six bicycle parking spaces in compliance with all applicable bicycle parking requirements.
5. Stormwater shall be maintained on site and in conformance with Chapter 3.5 Stormwater Management.

6. The Boardman Planning Official, Public Works Director, and City Engineer shall review the Construction Plan prior to construction.
7. All utilities and infrastructure proposed for the development shall comply with the applicable requirements of the Boardman Development Code, Municipal Code, and Public Works Standards.

Zack Barresse, Chair

Date

ATTACHMENTS:

Vicinity Map

Site Plans

Elevations

Trip Generation Letter

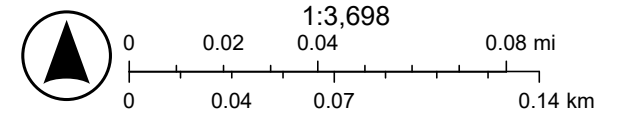
Vicinity Map

Section 6, Item A.



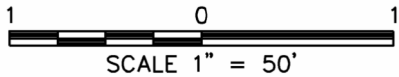
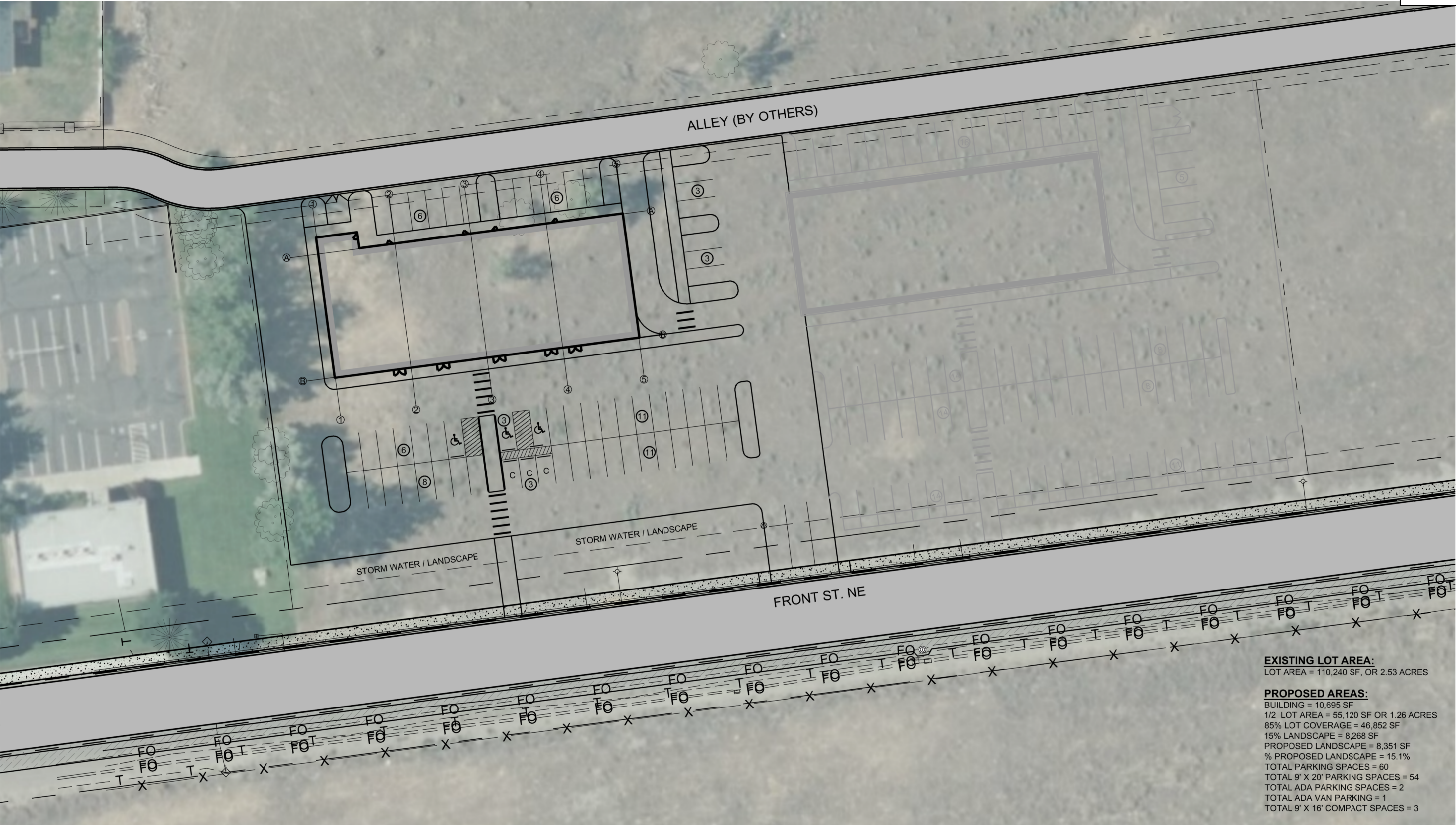
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 Taxlots



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community, Google

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CITY OF BOARDMAN, OREGON
RETAIL INCUBATOR BUILDING
MARCH 17, 2026

LAYOUT
6

**PRELIMINARY
NOT FOR
CONSTRUCTION**



- CIVIL ENGINEER
ANDERSON PERRY
- STRUCTURAL ENGINEER
LSB ENGINEERS
- MECHANICAL ENGINEER
KARTCHNER ENGINEERING
- ELECTRICAL ENGINEER
KWR ENGINEERING
CONSULTANTS
- FIRE PROTECTION

No.	Description	Date

CITY OF BOARDMAN
BUSINESS INCUBATOR
Front St NE, Boardman, OR 97818

PLAN

PROJECT NO.	439-117
DESIGNED BY	GC
DRAWN BY	AG
ISSUE DATE	8/18/2021
PHASE	100% DD
CHECKED BY	BH
SHEET NO.	

C-10 91

SITE WORK ITEMS

- ① FURNISH AND INSTALL 6" VERTICAL CONCRETE CURB AND GUTTER PER CITY OF BOARDMAN STANDARD DRAWING ST3
- ② FURNISH AND INSTALL CURB TERMINUS PER DETAIL, SHEET C-503
- ③ FURNISH AND INSTALL CONCRETE SIDEWALK PER CITY OF BOARDMAN STANDARD DRAWING ST2
- ④ FURNISH AND INSTALL ASPHALT PAVEMENT PER DETAIL, SEE SHEET C-503
- ⑤ FURNISH AND INSTALL 4' WIDE VALLEY GUTTER PER DETAIL, SEE SHEET C-503
- ⑥ FURNISH AND INSTALL ADA ACCESSIBLE RAMP PER DETAIL, SEE SHEET C-504
- ⑦ FURNISH AND INSTALL CURB CUT PER DETAIL, SHEET C-503
- ⑧ PROPOSED RAIN GARDEN. SEE GRADING AND DRAINAGE PLANS FOR DETAILS
- ⑨ TRANSFORMER. SEE ELECTRICAL PLANS AND COORDINATE WITH ELECTRICAL PROVIDER
- ⑩ FURNISH AND INSTALL 6" VERTICAL CONCRETE CURB DETAIL, SEE SHEET C-503
- ⑪ FURNISH AND INSTALL CONCRETE WHEEL STOP
- ⑫ FURNISH AND INSTALL TRASH ENCLOSURE. SEE ARCHITECTURAL PLANS.

NOTES

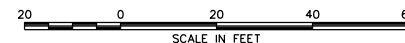
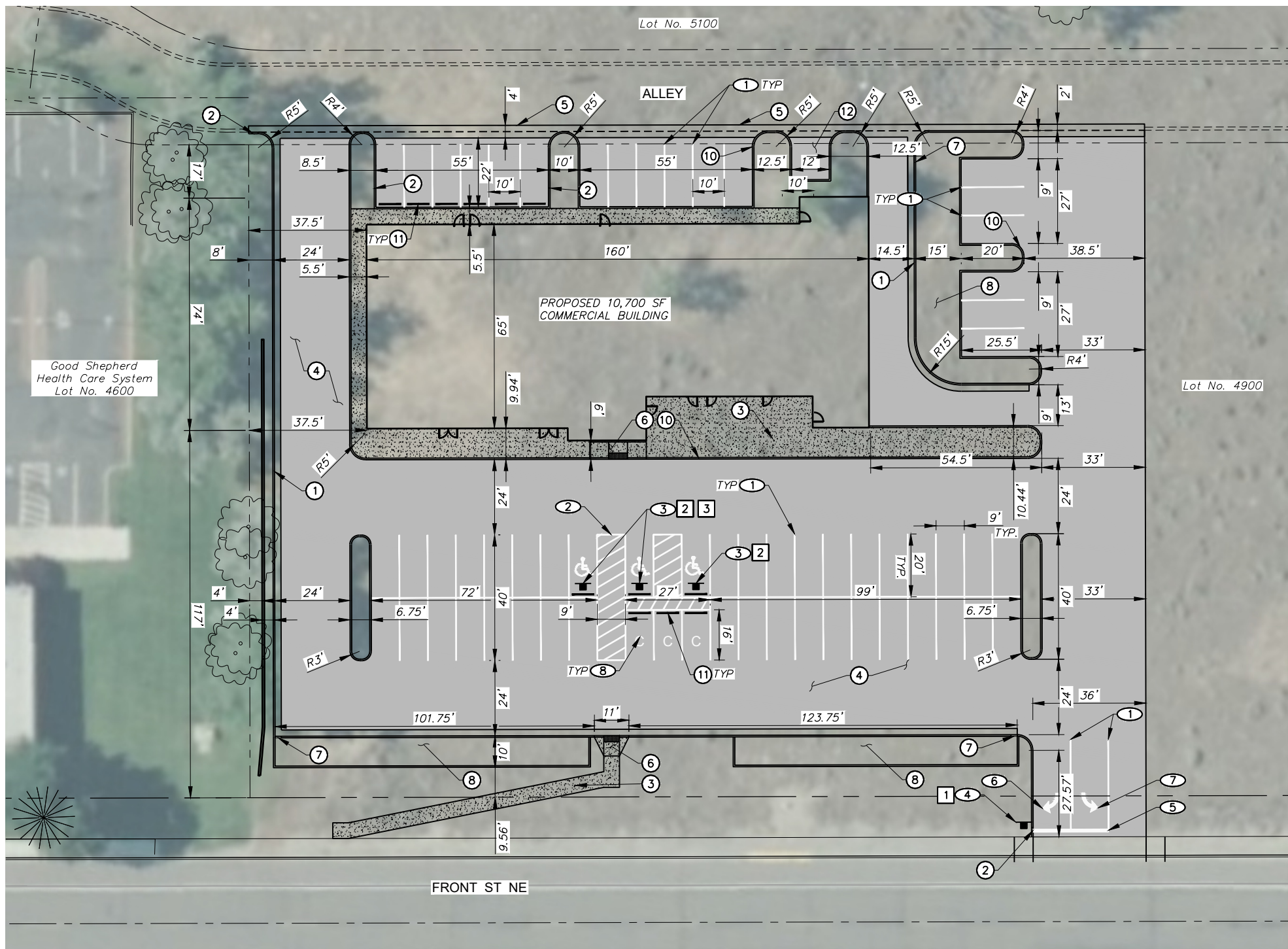
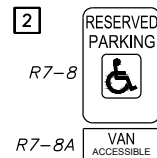
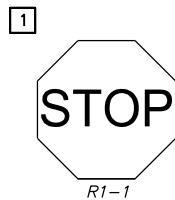
1. CONTRACTOR TO VERIFY IMPROVEMENTS SHOWN ON THE PLAN.
2. CONTRACTOR TO PROTECT IN PLACE, DURING DEMOLITION AND CONSTRUCTION, ALL EXISTING IMPROVEMENTS THAT ARE TO REMAIN AS NOTED ON THE DEMOLITION PLAN.
3. ANY EXISTING STRUCTURE, IMPROVEMENTS, OR APPURTENANCE TO REMAIN THAT IS DAMAGED DURING DEMOLITION OR CONSTRUCTION SHALL BE IMMEDIATELY REPAIRED OR REPLACED BY THE CONTRACTOR AT THE CONTRACTORS EXPENSE.
4. CONTRACTOR SHALL REFER TO THE ARCHITECTURAL PLAN SHEETS FOR ADDITIONAL SITE INFORMATION.
5. ALL EXISTING UTILITY VAULTS AND RIMS SHALL BE RAISED TO FINISH GRADE AT NO EXTRA COST.
6. CONCRETE JOINT SEALANT PER DETAIL, SEE SHEET C-504.

SIGNING AND STRIPING WORK ITEMS

- ① PAINT 4" PAVEMENT MARKING PER MUTCD STANDARDS
- ② PAINT ADA ACCESSIBLE PARKING STALLS AND ACCESSIBLE AISLE PER MUTCD STANDARDS AND SPECIFICATIONS
- ③ FURNISH AND INSTALL ACCESSIBLE PARKING SIGN PER MUTCD STANDARDS AND SPECIFICATIONS
- ④ FURNISH AND INSTALL 30"x30" STOP SIGN PER MUTCD R1-1
- ⑤ PAINT 12" WHITE STOP BAR PER MUTCD 3B.19
- ⑥ PAINT WHITE RIGHT TURN ARROW
- ⑦ PAINT WHITE LEFT TURN ARROW
- ⑧ PAINT WHITE "C"

SIGNING LEGEND

N INSTALL SIGN N
SEE SIGN DETAILS, THIS SHEET
AND CITY STD DWG ST19



KEYNOTE NO.	KEYNOTE DESCRIPTION
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GENERAL NOTES	
A.	SEE OTHER 'A' SERIES SHEETS FOR ADDITIONAL INFORMATION WHERE APPLICABLE.
B.	SEE MECHANICAL, ELECTRICAL, STRUCTURAL AND OTHER SYSTEMS DRAWINGS FOR INFORMATION NOT INDICATED ON THIS SHEET.



Architects West
210 E Lakeside Ave
Coeur d'Alene, ID 83814
t. 208.667.9402
architectswest.com

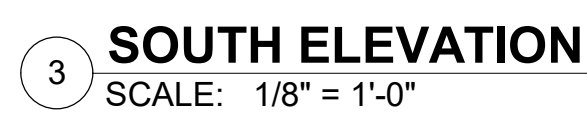
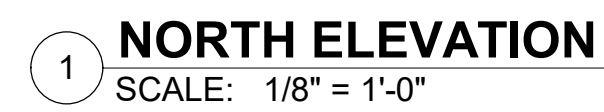
- CIVIL ENGINEER
ANDERSON PERRY
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LSB ENGINEERS
- MECHANICAL ENGINEER
KARTCHNER ENGINEERING
- ELECTRICAL ENGINEER
KWR ENGINEERING
- FIRE PROTECTION

No.	Description	Date
-----	-------------	------

CITY OF BOARDMAN
BUSINESS INCUBATOR
Front St NE, Boardman, OR 97818
EXTERIOR ELEVATIONS

PROJECT NO.	25072
DESIGNED BY	MLT
DRAWN BY	RF
ISSUE DATE	08/27/2026
PHASE	30% CD
CHECKED BY	MLT
SHEET NO.	

A3.01



PLOTTED: 8/26/2026 9:25:28 AM FILE PATH: Autodesk Docs://25072 Boardman Incubator/25072 Boardman Incubator_v26.rvt

September 2, 2026

Stephanie Case, Planning Official
City of Boardman
P.O. Box 229 / 200 City Center Circle
Boardman, Oregon 97818

RE: Boardman Community Development Association (BCDA) - Retail Incubator Building Trip
Generation Analysis

Dear Stephanie:

This letter provides preliminary data regarding the potential impact of vehicle trips at the future retail incubator building development in the City of Boardman, Oregon.

Project/Site Description

The BCDA's retail incubator building will be constructed on Tax Lot 04N25E09DB04900. The property is located on N.E. Front Street between N.E. 2nd and N.E. 3rd Streets. Location and vicinity maps for the property are shown on Figure 1, and a site map of the developable area and existing right-of-way is shown on Figure 2. Preliminary floor plans for the proposed building are included in Exhibit 1.

Trip Generation Data

The proposed building will have two floors, housing a total of eight units. Anticipated occupancies for some of the units include two medical clinics, a coffee shop, a sandwich shop, and general office space. For the units that do not currently have anticipated occupancies, certain assumptions were made to assign the Institute of Transportation Engineers (ITE) code to obtain hypothetical trip generation data. For this analysis, ITE Code 814 - Variety Store was used to compile trip generation data for these units.

The trip generation data are based on the ITE Trip Generation Manual, 11th Edition (September 2021). The trip generation results with associated generation equations are shown on Tables 1 through 8. The site trips were calculated using the ITE TripGen Web-based App for the average weekday and the weekday AM (morning) peak hour.

TABLE 1
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
MEDICAL TENANT A

Land Use (ITE Code)	Medical Clinic (630)
Independent Variable (IV)	1,911 square feet (sq. ft.)
ITE IV Value Input Variable (sq. ft./1,000)	1.91
Average Daily Trips (ADT)	27
Average Rate Equation	ADT = 13.96(IV)

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 September 2, 2026
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Peak Hour Trips (PHT)	AM Peak Hour
In	4
Out	3
Total PHT	7
Peak Hour Average Rate Equation	PHT = 3.44(IV)

TABLE 2
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
MEDICAL TENANT B

Land Use (ITE Code)	Medical Clinic (630)
IV	1,929 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	1.93
ADT	27
Average Rate Equation	ADT = 13.96(IV)
PHT	AM Peak Hour
In	4
Out	3
Total PHT	7
Peak Hour Average Rate Equation	PHT = 3.44(IV)

TABLE 3
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
SUITE 1 (SANDWICH SHOP)

Land Use (ITE Code)	High-turnover (Sit-down) Restaurant (932)
IV	832 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	0.83
ADT	11
Average Rate Equation	ADT = 13.04(IV)
PHT	AM Peak Hour
In	4
Out	4
Total PHT	8
Peak Hour Average Rate Equation	PHT = 9.57(IV)

TABLE 4
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
SUITE 2 (UNKNOWN VARIETY STORE)

Land Use (ITE Code)	Variety Store (814)
Independent Variable (IV)	832 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	0.83

Stephanie Case
 September 2, 2026
 Page -3-

ADT	17
Average Rate Equation	ADT = 20.51(IV)
PHT	AM Peak Hour
In	2
Out	2
Total PHT	4
Peak Hour Average Rate Equation	PHT = 4.51(IV)

TABLE 5
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
SUITE 3 (UNKNOWN VARIETY STORE)

Land Use (ITE Code)	Variety Store (814)
IV	832 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	0.83
ADT	17
Average Rate Equation	ADT = 20.51(IV)
PHT	AM Peak Hour
In	2
Out	2
Total PHT	4
Peak Hour Average Rate Equation	PHT = 4.51(IV)

TABLE 6
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
SUITE 4 (COFFEE SHOP)

Land Use (ITE Code)	Coffee/Donut Shop with Drive-through Window (937)
IV	1,088 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	1.1
ADT	340
Average Rate Equation	ADT = 309.41(IV)
PHT	AM Peak Hour
In	47
Out	47
Total PHT	94
Peak Hour Average Rate Equation	PHT = 85.88(IV)

Stephanie Case
 September 2, 2026
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TABLE 7
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
TENANT SPACE A (GENERAL OFFICE SPACE)

Land Use (ITE Code)	General Office Building (710)
IV	4,056 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	4.1
ADT	13
Average Rate Equation	ADT = 3.27(IV)
PHT	AM Peak Hour
In	5
Out	1
Total PHT	6
Peak Hour Average Rate Equation	PHT = 1.52(IV)

TABLE 8
INSTITUTE OF TRANSPORTATION ENGINEERS TRIP GENERATION
TENANT SPACE B (GENERAL OFFICE SPACE)

Land Use (ITE Code)	General Office Building (710)
IV	4,456 sq. ft.
ITE IV Value Input Variable (sq. ft./1,000)	4.5
ADT	15
Average Rate Equation	ADT = 3.27(IV)
PHT	AM Peak Hour
In	6
Out	1
Total PHT	7
Peak Hour Average Rate Equation	PHT = 1.52(IV)

According to the data, the total anticipated ADT generated by the BCDA's retail incubator building development is 467 vehicle trips during a typical weekday and 137 during the weekday AM peak hour.

Conclusion

The ITE TripGen Web-based App lacks information for rural or small town settings, with the least population density option being "General Urban/Suburban." The City is considered a rural area with an approximate population of 5,000; therefore, the average data provided by the ITE TripGen Web-based App are considered misrepresentative of the area. Standard deviations and a range of rates are provided in the ITE TripGen Web-based App's statistical data. To adjust for a rural location, an assumption was made to use the lower range of rates for the ADT values in this analysis. Based on this assumption, the calculated ADT for the proposed building is 467.

Stephanie Case
September 2, 2026
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Given that the ADT has been determined to be less than 500, a Traffic Impact Analysis required in the Oregon Highway Plan Action 1F.5 and the City of Boardman Development Code Chapter 4.10, Section 4.10.200 will not be needed for the proposed retail incubator building.

Sincerely,

ANDERSON PERRY & ASSOCIATES, INC.

By 
Daniel Park, Engineering Technician

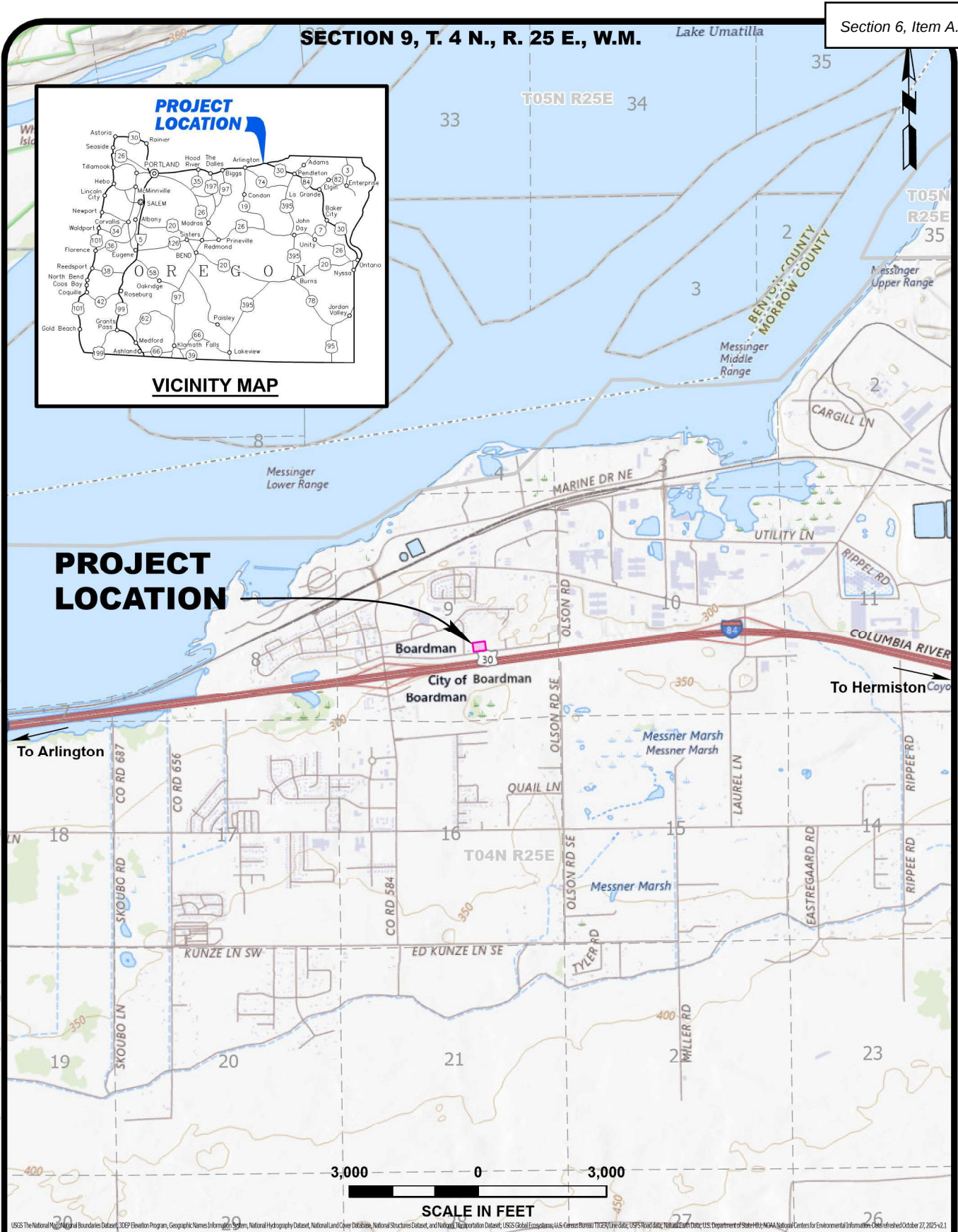
DP/mb

Enclosures

cc: Mike Lees, P.E., Anderson Perry & Associates, Inc.
File No. 439-117-002

CaseTripGenLtr_Boardman_RetailIncubatorBldg_439-117-002.docx

FIGURES



X:\Clients\Boardman OR\439-117 RetailIncubBldg\GIS\Drafting\439-117_Figs.aprx, TGL-439-117-FIG01_LocVic, 9/12/2026 3:14 PM, cglmore



X:\Clients\Boardman OR\439-117 RetailIncubBldg\CAD\TGA-439-117_FIG02_SiteMap.dwg, Layout1, 9/1/2026 3:17 PM, cglmore



40 0 40 80 120
SCALE IN FEET



CITY OF
BOARDMAN, OREGON
RETAIL INCUBATOR BUILDING
TRIP GENERATION ANALYSIS

SITE MAP

FIGURE

2

EXHIBIT A

Preliminary Floor Plans

- A. SEE OTHER 'A' SERIES SHEETS FOR ADDITIONAL INFORMATION WHERE APPLICABLE.
- B. SEE MECHANICAL, ELECTRICAL, STRUCTURAL, AND OTHER SYSTEMS DRAWINGS FOR INFORMATION NOT INDICATED ON THIS SHEET.
- C. EXTEND FLOOR FINISHES INTO OPEN/ KNEE SPACE BELOW BASE CABINETS AND EQUIPMENT.

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 210 E Lakeside Ave
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- CIVIL ENGINEER
ANDERSON PERRY
- STRUCTURAL ENGINEER
LSB ENGINEERS
- MECHANICAL ENGINEER
KARTCHNER ENGINEERING
- ELECTRICAL ENGINEER
KWR ENGINEERING
- FIRE PROTECTION

No.	Description	Date
-----	-------------	------

- SEE WALL TYPES & FLOOR PLANS FOR SIZES AND DIMENSIONS OF WALLS.
- ALL NON-STRUCTURAL WALLS EXTEND TO 6" ABOVE ADJACENT CEILING UNLESS INDICATED OTHERWISE. WHERE ACOUSTIC INSULATION IS INDICATED IN THE WALL TYPE, IT SHALL EXTEND FULL HEIGHT OF WALL.
- SEE STRUCTURAL FOR TOP OF WALL CONNECTIONS.
- SEE A0 SERIES SHEETS FOR ASSEMBLY DESCRIPTION.
- WALL TYPES APPLY FOR TOTAL LENGTH OF WALL / ROOM, UNLESS NOTED OTHERWISE.

- | | |
|--|--------------------------------------|
| | NEW WALL - FRAMING W/ MASONRY VENEER |
| | NEW WALL - MASONRY |
| | NEW WALL - CONCRETE |
| | NEW WALL - FRAMED |
| | INSULATION PER WALL TYPE |
| | WALL TYPE |
| | WALL TO DECK ABOVE |
| | EXISTING WALL |
| | MATCH LINE |
| | 1-HOUR FIRE BARRIER |
| | 2-HOUR FIRE WALL / HORIZONTAL EXIT |
| | 1-HOUR PROTECTED COLUMN |
| | NON-RATED COLUMN |

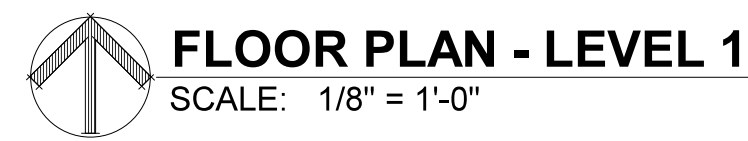
CITY OF BOARDMAN
BUSINESS INCUBATOR

Front St NE, Boardman, OR 97818

FLOOR PLAN - LEVEL 1

PROJECT NO.	25072
DESIGNED BY	MLT
DRAWN BY	RF
ISSUE DATE	08/27/2026
PHASE	30% CD
CHECKED BY	MLT
SHEET NO.	

A2.01



- A. SEE OTHER 'A' SERIES SHEETS FOR ADDITIONAL INFORMATION WHERE APPLICABLE.
- B. SEE MECHANICAL, ELECTRICAL, STRUCTURAL, AND OTHER SYSTEMS DRAWINGS FOR INFORMATION NOT INDICATED ON THIS SHEET.
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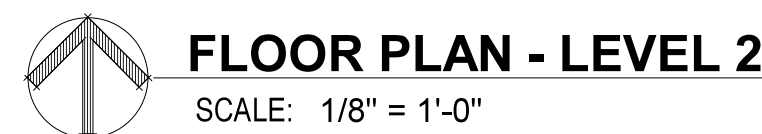
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- CITY OF BOARDMAN
BUSINESS INCUBATOR
Front St NE, Boardman, OR 97818
FLOOR PLAN - LEVEL 2

PROJECT NO.	25072
DESIGNED BY	MLT
DRAWN BY	RF
ISSUE DATE	08/27/2026
PHASE	30% CD
CHECKED BY	MLT
SHEET NO.	

103



MEMORANDUM

To: Mayor Keefer and members of the City Council
 Cc: Brandon Hammond, City Manager
 From: Stephanie Case, Planning Official
 Date: August 25, 2026
 RE: Planning Department Monthly Update

Warmer weather has brought an uptick in development projects, large and small, across Boardman. Many of these efforts directly advance our ongoing city strategic plan, keeping pace with an increasing demand for both residential and commercial development. Notably, construction is slated to begin soon on the newly approved Wilson Lane multifamily project, which will bring 240 new residential units to our community upon full build-out.

In addition to physical growth, tracking local data remains a high priority. The 2026 Portland State University (PSU) Population Survey has been successfully submitted for the reporting period of July 1, 2025, through June 30, 2026. These annual estimates are critical, as they direct the fair distribution of state-shared revenue, support our local planning decisions, and provide highly accurate data regarding net population changes since the last decennial Census. For community members interested in future growth trends, the upcoming Population Forecast for Morrow County relies heavily on historical models. You can view the previously published 2023 data via the [Portland State University Past Forecasts Hub](#).

Strategic Planning Program: You can follow these projects at [here](#) on the City’s website.

Nearly Completed Projects:

- **Parks Master Plan (PMP):** The Land Use Board of Appeals (LUBA) has heard oral argument on the PMP appeal and should issue its decision by mid-September. You can follow the PMP [here](#). You can find the Parks Page on the City of Boardman website [here](#).

Projects Underway:

- **Boardman Development Code (BDC) and Comprehensive Plan (CP):** The consultant team is prepping the final Comprehensive Plan preparing for the Department of Land Conservation and Development (DLCD) notice and public hearings. The Development Code is not quite to that point but is getting closer with staff having received the final review copy. You can follow the CP/BDC PAC [here](#).
- **Housing Capacity Analysis (HCA):** The next big deliverable is coming with the 3rd PAC scheduled for September 21 and a workshop on September 24. You can follow the HCA [here](#).
- **Main Street Interchange Area Management Plan Refinement (MS IAMP):** The TAC and PAC have reviewed alternatives. Now those alternatives are being sorted and evaluated for implementation. You can follow the MS IAMP project [here](#).

Other Programmatic work: Work is also progressing on other projects with a planning focus. Those include the:

- **System Development Charge (SDC) Update:** We are getting close to initiating the 90-day comment period. There will also be an update to the Municipal Code provisions.

