CITY COUNCIL SPECIAL MEETING

January 13, 2026 at 7:00 PM

Port of Morrow Riverfront Center, 2 East Marine Drive, Boardman, OR 97818

AGENDA

1. **CALL TO ORDER**
2. **FLAG SALUTE**
3. **ROLL CALL/EXCUSED ABSENCES**
4. **FORMAL PROCEEDINGS**
   - **A.** Park Master Plan Public Hearing
5. **ACTION ITEMS - RESOLUTIONS**
   - **A.** City of Boardman Resolution 4-2026 Adopting The Parks Master Plan
6. **DOCUMENT SIGNATURES**
7. **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.

MEMORANDUM

To: Mayor Keefer and members of the City Council
cc: Brandon Hammond, City Manager
From: Carla McLane, Planning Official
Date: January 6, 2026
RE: Parks Master Plan Update

The action before the City Council is the adoption of a Parks Master Plan (PMP), the first for the City, completed as a joint process with the Boardman Park and Recreation District. The collaboration was initiated when the City identified a need to have a parks master plan to support development of a system development charge for parks and the District's previous park plan had expired. In the fall of 2024, the City and the District jointly kicked off the Parks Master Plan process after the appointment of a Public Advisory Committee (PAC). Over the past 14 months five PAC meetings where held; several outreach activities occurred that included two open houses, a community survey, and several targeted focus group activities; and the Planning Commission held a public hearing on November 20, 2025, to consider the PMP and are recommending the City Council "do adopt" the PMP. The Planning Commission Findings of Fact are included as a part of the packet and address the substantive criteria for the adoption of the PMP, both to guide future park planning, development and management along with support for potential amendments to the City's Comprehensive Plan and Development Code.

The PMP has been written to assist both the City and the District to manage current park and recreation assets, address recent and continuing population growth, identify how transient workers impact park and recreation utilization, and provide information on investments that have been identified through a robust public involvement process. City staff can use the PMP as a road map for management of current park assets, development or redevelopment of parks, establish a vision with supporting goals and objectives, consider amendments to the City's Comprehensive Plan related to Goal 8 Recreation and support Development Code provisions related to park and trail dedication, and identify additional park and trail planning opportunities.

There is a lot of information in the PMP and even more when you consider the appendices. It is designed to be a 10-year plan that will need to be reconsidered in 2035. We will know that the PMP has been a success if the City has maintained parkland at a target of 15 acres per 1,000 residents, that there are no areas of the City that are underserved by City parks, that trail mileage has increased to more than 5 miles, and that all of the City's parks are accessible as defined by the American's with Disabilities Act. Having read the PMP through several versions I can confidently share that it is thorough, thoughtful, and forward thinking and will serve the City of Boardman well for the next 10 years.

Please reach out if you have any questions.

FINAL FINDINGS OF FACT
PLANNING COMMISSION
ADOPTION OF THE PARKS MASTER PLAN

REQUEST: To adopt a Parks Master Plan (PMP) as guidance to Goal 8 Recreation.

APPLICANT: City of Boardman
Post Office Box 229
200 City Center Circle
Boardman, Oregon 97818

I. GENERAL INFORMATION: The City of Boardman is working collaboratively with the Boardman Park and Recreation District (District) to draft and adopt this Parks Master Plan (PMP). The District had a PMP that expired in 2022; this will be the first PMP for the City of Boardman. The PMP is designed to be a long-range guide for enhancing and expanding Boardman's parks, trails, and recreational facilities. It translates community values into clear strategies for investment, programming, and stewardship. It is intended to be a practical, working document for use by City and District staff, community leaders, elected officials, and funding agencies.

For the City of Boardman, the PMP is part of a larger Strategic Planning process that started with the development and adoption of five strategic goals as part of a strategic plan. That planning process acknowledged that several planning documents were identified for update or development including this PMP, a Transportation System Plan, an Economic Opportunities Analysis, a Housing Capacity Analysis, and an update to the Comprehensive Plan and Development Code. A refinement to the Main Street Interchange Area Management Plan has been added to this list of planning projects.

II. PROCEDURE: This amendment is being processed using Type IV procedures found within the Boardman Development Code. The Type IV process requires a hearing before the Planning Commission with a recommendation to the City Council. The final hearing will take place before the City Council. Final adoption will be by Resolution as this is a guidance document, not a regulatory one.

III. APPROVAL CRITERIA: The request has been filed under the BDC Chapter 4.1 Types of Applications and Review Procedures, more specifically 4.1.600 Type VI Procedures (Legislative). The criteria are identified below in **bold** type with responses in regular type.

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

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

The Statewide Planning Goals applicable to this request are Goal 1, Citizen Involvement, Goal 2, Coordination, and Goal 8 Recreation.

Goal 1 requires the City to "develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process." Because the proposed

amendment, or adoption of the PMP, will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the PMP. Additionally, the hearings were published in the East Oregonian providing additional public notice. This is consistent with the City's acknowledged citizen involvement program. (Goal 1, Policy 4: The Planning Commission is officially designated as the Citizen Involvement Committee.)

Goal 2 requires the City to adopt a comprehensive plan and implement the plan through its development code and by extension other planning level documents. The proposed PMP is consistent with and will support the comprehensive plan relative to development of park and recreation infrastructure. (Goal 2, Policy 3: The City has adopted the City of Broadman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.)

Goal 8 requires the state to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. Current Recreation Development Policies within the Comprehensive Plan identify that open space in the form of park lands shall be maintained, that park land dedication may be a requirement of development, and that the City shall encourage development of parks.

For these reasons, the criterion is met.

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

The Boardman Comprehensive Plan (BCP) has a variety of policies that support the proposed amendment and the process used to achieve it. Goal 1 policies support citizen involvement and the public hearing process. Goal 1, Policy 4, designates the Planning Commission as the City's official Citizen Involvement Committee. Therefore, review by the Planning Commission ensures compliance with the comprehensive plan.

While none of the Goal 2 Policies are specifically applicable to this action, staff assert that the land use planning process required through Goal 2 is supported with the adoption of the Parks Master Plan. The desired result is a park system that addresses the recreational needs of the citizens of Boardman and visitors to our community. Proposed within the PMP are policies and updates to the Comprehensive Plan and Development Code that further good local planning practices.

Goal 8 requires, within the Boardman Comprehensive Plan, the City to satisfy the recreational needs of the city and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. Current Recreation Development Policies within the Comprehensive Plan are further defined by the proposed PMP. Adoption of the PMP and the proposed modifications to the Comprehensive Plan and Development Code that are forthcoming will work to further achieve these requirements.

For these reasons, the criterion is met.

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

The proposed Parks Master Plan does specify park and recreation areas within the City of Boardman that are owned by either the City or the District. These properties are currently or can be served by adequate public facilities, service or transportation networks to support the park and recreation uses at those locations. As new park or recreation facilities are planned, by either the City or District, proper planning review processes will ensure that continues for new or improved facilities.

For these reasons, the criterion is met.

IV. LEGAL NOTICE PUBLISHED: October 29, 2025
East Oregonian

V. DLCD 35-DAY NOTICE: October 15, 2025

VI. AGENCIES NOTIFIED: Dawn Hert, Department of Land Conservation and Development.

VII. HEARING DATES:

Planning Commission
November 20, 2025
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

City Council (Joint Public Hearing with the Boardman Park and Recreation District)
January 13, 2025
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

VIII. PLANNING OFFICIAL RECOMMENDATION: The Planning Official recommends the Planning Commission forward the request to the City Council with a 'do adopt' recommendation based on the following findings.

- The Planning Commission finds that the process utilized to review and recommend this proposed Parks Master Plan is compliant with the Statewide Planning Goals and the City's Comprehensive Plan Goal 1 and that the Planning Commission public hearing held to

consider this request allowed for citizen involvement. The City Council public hearing will also provide an opportunity for citizen involvement.

- The Planning Commission finds that the process utilized to review and recommend this proposed PMP adoption is compliant with the Statewide Planning Goals and the City's Comprehensive Plan Goal 2 and Goal 8.

- The Planning Commission finds that parks and recreation projects, when developed consistently with the Parks Master Plan, will be consistent with the Comprehensive Plan.

17-DEC-2025

Zack Barresse, Chair — Date
Planning Commission

ATTACHMENTS:

- DRAFT Parks Master Plan (including appendices)

PARK MASTER PLAN

CITY OF BOARDMAN AND BOARDMAN PARKS & RECREATION DISTRICT

BOARDMAN Park & Recreation District

Boardman STRATEGIC PLAN
CREATING PARKS FOR ALL
Making big dreams a reality.

January 2026

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ACKNOWLEDGMENTS

Thank you to the residents of Boardman whose ideas, feedback, and participation shaped this Parks and Recreation Master Plan. Your involvement ensured the plan reflects community values and local priorities. Additional thanks go to the advisory committee members, elected and appointed officials, staff, and project partners listed below, whose leadership and collaboration helped bring this plan to life.

Planning Commission

Zack Barresse, Chair

Sam Irons, Vice Chair

Jami Carbray

Jennifer Leighton

Mike Connell

Ragna TenEyck

David Jones

City of Boardman City Council

Paul Keefer, Mayor

Heather Baumgartner

Cristina Cuevas

Karen Pettigrew

Brenda Profitt

Richard Rockwell

Ethan Salata

Boardman Park and Recreation District Board (BPRD) of Directors

Krista Price, Chair

John Christy, Vice Chair

David Boor, Treasurer

Rick Weiss, Director

Ricardo Rosales, Director

Former Members (served during the planning process):

Norma Ayala, Former Director

Luis Campos, Former Director

Public Advisory Committee

Richard Rockwell, Boardman City Council

Ethan Salata, Boardman City Council

Michael Connell, Boardman Planning Commission

Luis Campos, BPRD Board Member

Norma Ayala, BPRD Board Member

Taylor Wightman, Citizen

Crystal Davison, Citizen

Lisa Mittelsdorf, Port of Morrow

Torrie Griggs, Chamber of Commerce

John Christy, Morrow County School District & BPRD Board Member

Mayte Cisneros, Student, Morrow County School District

George Shimer, Boardman Park & Recreation District CEO

Carla McLane, Planning Official, City of Boardman

Jessica Calderon, Morrow County Public Health

Dawn Hert, Oregon Department of Land Conservation and Development (DLCD)

District & City Staff

Special thanks to the City and District staff who provided coordination, insight, and logistical support throughout the planning process, including those who served on the Public Advisory Committee.

Prepared By

SHAPIRO DIDWAY

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with support from ECOnorthwest, Bridging Languages, Andersen Perry, and Wiggins Preconstruction Services

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PHOTO CREDITS

Unless otherwise noted, images are courtesy of the City of Boardman, Boardman Park & Recreation District, and the consultant team, with additional images from Boardman Chamber of Commerce and community contributors. The following community members and partners provided additional photos used in this plan. All images are used with permission.

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Boardman Chamber of Commerce — Photos 2.2, 2.3, 2.4, 3.4, 3.5, 4.1, 4.3, 4.4, 7.1, 7.3, G.1
Boardman Park & Recreation District — Photos 3.7, 5.6, 5.7, 5.11, 10.1, A.1, F.1
Clint Shoemake — Photos 3.3, 4.2, 8.2
Corbin Price — Photos 3.1
Marta Barajas — Photos 3.2, 5.9, 11.1
Mario Sepulveda — Photos ES-1, 3.6, 5.1, 5.8, 6.1, A.2, B.1, D.1, E.1, J.1
Norma Ayala — Photos 5.2, 5.3, 5.4

Photo Identification: Photos throughout the document are labeled by chapter and figure number (e.g., Photo 3.2). Each numbered photo corresponds to the contributors listed above.

ES.1

ES

EXECUTIVE SUMMARY

The Executive Summary highlights why this Master Plan is needed now and how it was shaped by Boardman's community. It provides a high-level overview of the community's parks and recreation needs, current level of service, and future growth through 2035. It also summarizes the Plan's vision, goals, system-wide initiatives, site-specific priorities, policy updates, and implementation framework that will guide coordinated investment by the City and District.

PURPOSE OF THE MASTER PLAN

The Boardman Park Master Plan provides a long-term roadmap for parks, trails, open space, recreation facilities, and waterfront access across the City of Boardman and the Boardman Park & Recreation District. The Plan establishes shared goals, coordinates investment, and identifies systemwide and site-specific priorities through 2035. It responds to community needs, future growth, and the distinct roles of the City and District in providing recreation for residents, workers, and visitors.

WHY THIS PLAN, AND WHY NOW?

Boardman's parks and recreation system is at a pivotal moment. Rapid residential growth, a large commuter workforce, and shifting demographics are increasing demand for parks, trails, and recreation facilities. At the same time, the City and District have transitioned to separate management of their respective parks, making coordinated planning essential for a cohesive system.

The Plan also addresses several urgent systemwide needs:

- Modernizing parkland and trail dedication standards
- Improving accessibility and inclusion
- Updating maintenance and design practices
- Laying the groundwork for a future parks System Development Charge (SDC).
- Many City parks lack formal dedication, and key District sites rely on long-term leases, reinforcing the need for stronger parkland protection.

With major growth expected by 2035, this Plan provides a shared vision to guide investment, protect public space, improve access, and support high-quality recreation for future generations.

HOW THE PLAN WAS DEVELOPED

The master plan was shaped through a fifteen-month, community-driven process grounded in research, technical analysis, and extensive public engagement. The planning team completed a full system inventory, evaluated recreation trends, analyzed community demographics and workforce dynamics, and reviewed related City, District, and regional plans.

More than 470 engagement touchpoints informed the work, including bilingual outreach materials, two open houses with Spanish-language facilitation, culturally inclusive outreach, youth-friendly activities, five Public Advisory Committee meetings, two surveys, stakeholder interviews, and joint site visits with City and District staff. Youth perspectives were incorporated through classroom activities, family-focused stations, take-home activity books, and a high school focus group that inspired the Park Naming Competition and a future design activity for Zuzu Park, with a youth representative also serving on the PAC.

This broad, bilingual, and inclusive participation ensured the Master Plan reflects Boardman's values, priorities, and vision for the future across cultures, age groups, and neighborhoods.

WHO LIVES, WORKS AND VISITS BOARDMAN

Who Lives in Boardman

Boardman is a young, diverse, and rapidly growing community, with **5,749 residents** in 2024. Families with children make up a large share of residents, contributing to high demand for parks, playgrounds, sports, and year-round recreation opportunities. A multicultural population—especially Boardman's majority Latino community—shapes preferences for gathering spaces, family-oriented amenities, and culturally inclusive features such as bilingual signage and interpretation. Continued residential growth through 2035 will expand housing in River Ridge, Northeast Boardman, and other developing areas, increasing demand for community and neighborhood parks with safe pedestrian connections.

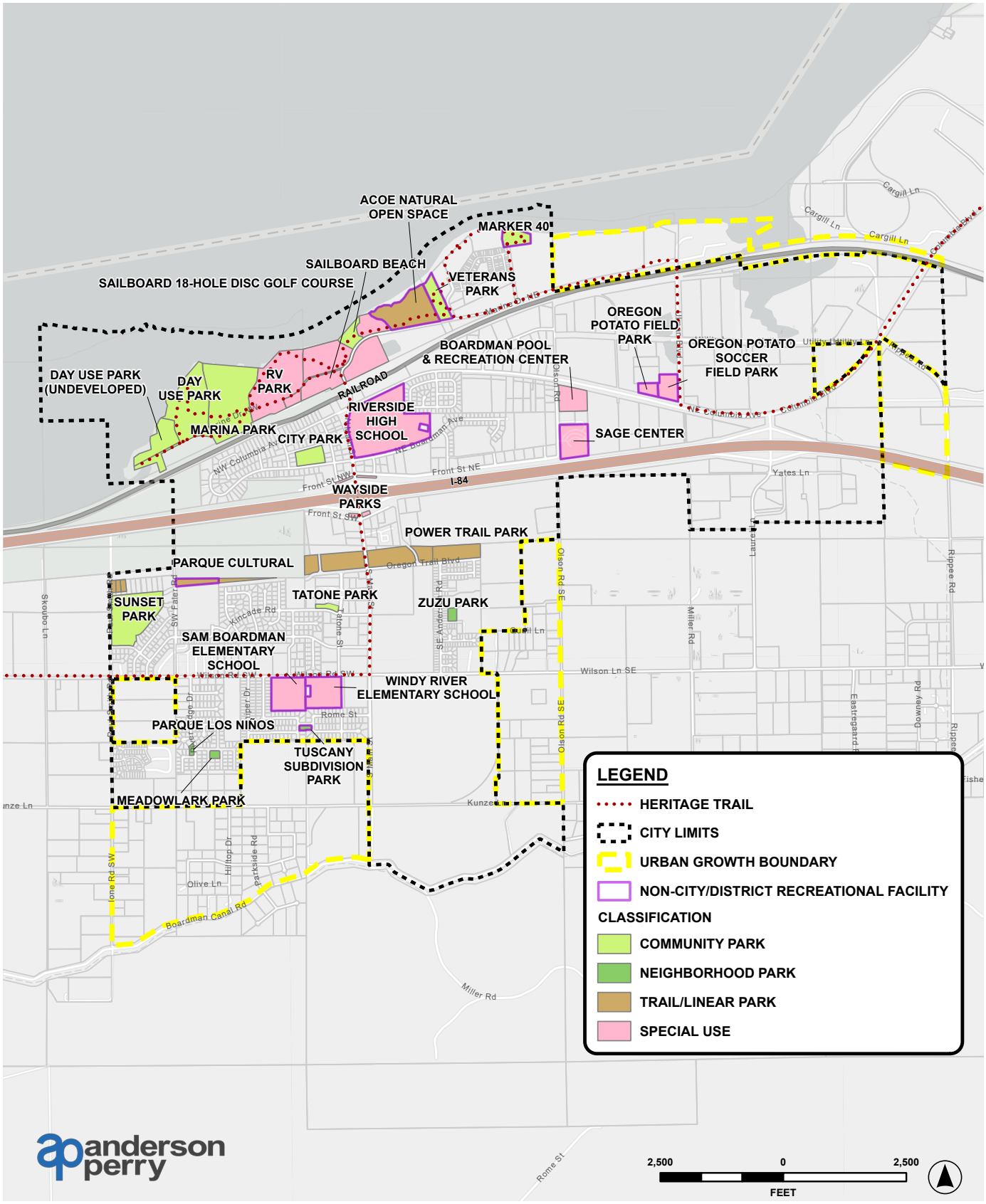
Who Works in Boardman

Boardman functions as a regional job center, supporting about **3,500 jobs**, less than one in five held by residents. One-third of local residents commute elsewhere for work. The Port of Morrow and major employers bring a large and diverse workforce, including seasonal workers and rotating contract labor. This **expanded weekday population** increases demand for after-hours park access, lighting, connectivity, and flexible indoor and outdoor recreation options, especially for those seeking nearby activities after long shifts.

Who Visits Boardman

Boardman attracts visitors year-round for **boating, camping, trail use, cultural destinations, events, and sports.** The Marina, RV Park & Campground, Day Use Park, and the Columbia River Heritage Trail are regional draws. Hotels host a substantial number of temporary workers as well as leisure travelers, while sites such as the SAGE Center, Marker 40, and Veterans Park provide educational and recreational opportunities that complement the City and District system. Visitor activity reinforces the need for waterfront amenities, parking, trail connectivity, wayfinding, and restrooms that can support high seasonal use.

Figure ES-1: Recreational Facilities within UGB



PARKS & RECREATION SYSTEM OVERVIEW

Boardman's parks and recreation system is provided by **three primary partners: the City of Boardman, the Boardman Park & Recreation District, and the Port of Morrow.** Together, they create a connected network of neighborhood and community parks, waterfront areas, indoor recreation, trails, and visitor-serving amenities.

Tables ES-1 and ES-2 summarize City and District park and trail assets, which are the focus of this Master Plan. Port facilities are not included in these tables but appear on the system map (Figure ES-1), along with other recreational facilities within the UGB to show how they support and complement local recreation.

City of Boardman

The City provides neighborhood- and community-scale parks within the Urban Growth Boundary. The City oversees **eleven park sites**. **Less than one-third of the City's park acreage is developed,** reflecting a small but growing system poised for significant expansion through 2035.

Boardman Park & Recreation District

The **District is a special service district** with dedicated taxing authority. It manages Boardman's **three major waterfront parks, Sailboard Beach Disc Golf Course, the RV Park & Campground, the Boardman Pool & Recreation Center, and the primary off-street multi-use trail** along the riverfront. All of the waterfront sites are on leased land, while the Recreation Center is the District's only owned property. The District's system is larger and more developed than the City's and serves as Boardman's primary destination-scale recreation provider.

Port of Morrow

The Port also contributes important recreation assets, including **Veterans Park, the SAGE Center playground, and Marker 40 Park.** Although not part of this planning effort, these sites appear on the system map to show how they enhance riverfront access, cultural interpretation, and tourism.

Table ES-1: City Recreational Assets

Park Name	Status	Size (Acres) / Length (miles)
Community Parks		
Tatone Park	Developed	1.12
City Park	Developed	4.20
Sunset Park	Undeveloped	19.60
Pocket Parks		
Parque Los Niños	Maintained Open Space	0.46
Meadowlark Park	Maintained Open Space	0.72
Neighborhood Parks		
Zuzu Park	Maintained Open Space	1.06
Special Use		
Wayside Park – Eastbound (SE)	Developed	0.31
Wayside Park – Eastbound (SW)	Developed	0.32
Wayside Park – Westbound (NE)	Developed	0.35
Wayside Park – Westbound (NW)	Developed	0.33
Linear Park		
Parque Cultural - Power Trail Park (W/E of Main St.)	Developed Undeveloped	7.41 14.74
Trails		
Off-street		.17
Columbia River Heritage Trail (shared roadway/on street)		5.6
Summary		
Developed (Park Assets)		14.05 acres
Undeveloped		34.34 acres
Maintained Open Space		2.23 acres
Total Acreage (all assets)		50.63 acres
Total Trails (off-street only)		.17 miles

Broader Recreation System

Additional recreation opportunities are provided by local schools, regional public lands, community organizations and privately owned sites. These partners offer sports fields, indoor space, playgrounds, natural areas, and cultural destinations that complement City and District facilities and help define Boardman's wider recreation landscape.

Table ES-2: District Recreational Assets

Park Name	Status	Size (Acres) / Length (Miles)
Community Parks		
Day Use Park	Developed Undeveloped	25.11 8.04
Marina Park	Developed	26.21
Sailboard Beach	Developed	4.02
Special Use		
Sailboard Beach Disc Golf Course	Developed Undeveloped	32.99 1.60
RV Park & Campground	Developed	28.21
Boardman Pool & Recreation Center	Developed	6.27
Trails		
Off-street Trails	Developed	2.19 Miles
Summary		
Developed		88.33 acres
Undeveloped		9.65 acres
Special Use		34.48 acres
Total Acreage (all assets)		132.46 acres

Planning Targets for Park System

This Master Plan establishes the following targets to guide parkland acquisition, development, and investment through 2035, addressing identified system gaps and aligning with national, state, and peer benchmarks.

- **Parkland LOS:** Maintain at least 15 acres of developed parkland per 1,000 weighted service population (~18 acres per 1,000 residents under current conditions).
- **Access:** Strive that all residents live within a 10-minute walk of a developed park. Close gaps in northeast and south Boardman. Improve crossings of I-84, the railroad, and truck corridors.
- **Trail Expansion:** Expand trail network to 4–10 miles, creating looped connections between neighborhoods, schools, civic spaces, and river.
- **Quality & Maintenance:** Meet baseline safety, ADA, and design standards by 2035. Establish consistent maintenance practices.
- **Amenity Diversity:** Add soccer and diamond fields, a skatepark, toddler and inclusive play areas, shade, restrooms, and other comfort amenities to provide a balanced mix for all ages.
- **Indoor Facilities & Shared Use:** Expand the Recreation Center and strengthen shared use agreements with the Field House and schools to broaden community access.
- **Inclusive Design:** Ensure parks are welcoming and accessible across languages, cultures, abilities, ages, and income levels.
- **Camping & Workforce Housing:** Expand camping to meet seasonal workforce and visitor demand.

COMMUNITY NEEDS, RECREATION TRENDS, & SYSTEM PERFORMANCE

Community-Identified Needs

Community input, trends analysis, and system conditions together revealed the following systemwide needs.

Park Maintenance & Safety

Residents want cleaner, safer parks with consistent upkeep—priority needs include improved restroom and pavilion cleanliness, geese and pet-waste management, better turf and court maintenance, regular trail repairs, vegetation management for safety and wildfire risk, upgraded amenities, clear rule signage, targeted lighting, and protective fencing near streets and water.

Cultural Identity, Art, Interpretation & Storytelling

Community members want parks that reflect Boardman's diverse culture and history through enhanced Indigenous and Old Boardman interpretation, community-driven public art, cultural events, Story Walk partnerships, and environmental education features like demonstration gardens and habitat signage.

Accessibility and Inclusion

Residents emphasized ADA access, continuous barrier-free routes, accessible water access, universal design in play areas and furnishings, culturally inclusive bilingual signage, multi-generational spaces, and affordable participation options for households with limited mobility, income, or transportation.

Access & Connectivity

Top priorities include safer routes to parks, sidewalk infill, lighting, improved crossings (I-84, rail, and truck corridors), expanded neighborhood parks in underserved areas, a connected looped trail system with long-distance options, upgraded trail surfacing, and multilingual wayfinding to link parks, schools, community destinations and the waterfront.

Shade, Comfort, and Climate Adaptation

Residents seek more shaded gathering areas, tree canopy and windbreaks, misting stations, drinking fountains, and native landscaping that improves comfort and resilience in Boardman's hot, windy climate.

Events, Gathering Spaces, and Community Use

Demand is strong for more shelters and reservable pavilions, a large amphitheater-style venue, durable and well-equipped gathering areas with seating, water, power, and Wi-Fi, clear reservation systems, and expanded community programming and festivals.

Indoor Recreation

Residents want expanded indoor capacity—including flexible multi-use courts, Recreation Center expansion and extended hours, youth and teen spaces, affordable programs, and better activation of underused indoor facilities like the Field House.

Youth, Play, and Family Amenities

Families want upgraded and inclusive playgrounds, toddler zones, destination play areas with shade, expanded water play, nature-based and sensory features, youth amenities (e.g. skatepark, bike skills, pump track, sand volleyball), outdoor fitness areas, and age-friendly spaces for older adults.

Active Waterfront Access

Priorities include expanded and accessible water entry points, ADA-compliant dock and fishing platform, scenic walkways and art, shaded riverfront gathering areas, shoreline stabilization, low-cost equipment rentals, and better pedestrian connections to waterfront parks.

Sports and Active Recreation

Residents strongly support more soccer fields, improved baseball/softball amenities, expanded court options (basketball, tennis, pickleball, sand volleyball), regular field maintenance, and development of a multi-sport complex with family amenities and tournament-ready facilities.

Recreation Participation Trends

Recreation participation patterns across Oregon, both statewide and in Eastern Oregon, closely mirror local preferences in Boardman. **Walking and trail use** remain the most popular activities statewide, reinforcing the need for improved trail mileage, safe crossings, and stronger neighborhood connectivity. **Water-based recreation**—swimming, fishing, boating, and beach use—is also in high demand regionally, placing Boardman's Columbia River frontage at the center of local and visitor interest. **Camping, shaded day-use areas, and upgraded restrooms** continue to be heavily used across the region, with Boardman's campground frequently operating at or near capacity.

Growing interest in **cultural festivals, agritourism, birdwatching, and nature-based experiences** aligns well with Boardman's agricultural heritage and riverfront setting. **New travel patterns—such as remote-work stays, combined business-leisure trips, and sports tourism**—also highlight opportunities for flexible event spaces, multipurpose fields, and indoor year-round facilities. At the same time, **Boardman must serve a large weekday service population** of in-commuting and temporary workers, creating evening and after-hours demand for recreation facilities.

Level of Service, Access & Facility Condition

Level of Service (LOS) evaluates how well parks meet community needs based on acreage, facility supply, access, quality, and equity. Because Boardman serves far more than its residential population, LOS is based on a **weighted weekday service population** that includes residents, in-commuting workers, temporary workforce lodging, and hotel/RV guests. This provides a realistic picture of daily demand. **Boardman's weighted service population is 6,890 in 2024, increasing to 10,450 by 2035. The City's LOS target is 15 acres per 1,000 weighted population.**

Parkland Supply

Within the UGB, Boardman has **112 acres of developed public parkland, including Port of Morrow-owned recreation sites (9.6 acres), equal to 16.3 acres per 1,000 weighted population (or 19.5 acres per 1,000 residents)**, within the NRPA benchmark range of 12.9–22.0 acres/1,000. When including maintained open greenspace and undeveloped parkland, the broader system totals 158 acres, providing a strong land base for development.

Outdoor Facilities

Benchmarks show key strengths—dog park, splash pad, disc golf, and playground quantity—and clear deficiencies. Boardman lacks soccer fields, tennis/pickleball courts, a skatepark, and trail mileage (2.36 miles) is below peer benchmarks (4-10 miles). Youth serving options and play quality is a need (more inclusive, diverse, toddler-friendly) and camping and systemwide amenities (restrooms, shade, group gathering) remain undersupplied.

Indoor Facilities

The Recreation Center exceeds NRPA benchmarks for aquatics and indoor court space but still experiences scheduling constraints due to shared uses. Other indoor recreation types not typical of small cities (e.g., walking tracks, racquet courts) are absent, and school facilities offer limited shared access.

Access & Connectivity

LOS mapping identifies major access gaps in south and northeast Boardman, areas with denser and lower-income neighborhoods. Connectivity is further constrained by I-84, the railroad, truck routes, and sidewalk gaps—factors that limit safe walking and biking to parks.

Quality & Condition

Field observations and community feedback highlight deferred maintenance, aging restrooms and furnishings, limited shade and wind protection, and very limited ADA access. Collectively, these issues reduce overall usability, equity, and comfort even where basic acreage benchmarks are met.

VISION AND GOALS

Vision

Boardman's parks and recreation system will provide vibrant, accessible, and well-maintained spaces that enhance quality of life, foster community connections, and celebrate the city's unique cultural and natural assets. Through thoughtful planning and sustainable investments, our parks will serve as welcoming destinations for recreation, health and economic growth, ensuring that all residents and visitors- regardless of age, ability, or background- have opportunities to explore, play, and thrive.

Goals & Objectives

The plan establishes clear goals to ensure parks keep pace with growth and community needs. They include:

Goal 1: Create an Inclusive, Accessible & Equitable Park System

Ensure all residents, regardless of age, ability, background or income, have equitable access to safe, well-maintained parks and recreational opportunities.

Goal 2: Enhance Recreation & Active Lifestyles

Expand diverse, year-round recreational opportunities that support physical activity, wellness, and enjoyment for all ages.

Goal 3: Strengthen Community Engagement and Partnerships

Build strong relationships with residents, organizations, and businesses to support parks and recreation.

Goal 4: Support Economic Growth, Tourism & Workforce Development

Leverage parks to strengthen Boardman's economy, attract visitors, and create workforce development opportunities.

Goal 5: Improve Park Infrastructure, Safety and Connectivity

Ensure well-maintained, safe, and connected parks by investing in infrastructure and accessibility improvements.

Goal 6: Ensure Fiscal Responsibility & Long-term Sustainability

Maintain a financially sustainable park system by securing diverse funding sources and prioritizing cost-effective investments.

Goal 7: Preserve Boardman's History, Cultural & Community Identity:

Integrate historical, cultural, and community elements into parks and programming to celebrate Boardman's identity.

SYSTEM-WIDE RECOMMENDATIONS

The Plan includes several systemwide initiatives that establish consistent standards, guide long-term investment, and support coordinated planning between the City and District. Key initiatives include:

- Expanding and connecting the trail network through a **Trail Master Plan,** improving safety, neighborhood access, and waterfront connectivity.
- Integrating public art, cultural interpretation, and storytelling through a **Public Art and Cultural Identity Master Plan** to reflect Boardman's heritage, diversity, and community identity.
- Improving navigation, accessibility, bilingual communication, and park identity with a unified **Wayfinding and Signage System.**
- Creating consistent standards for benches, tables, trash receptacles, shade structures, and other amenities through a **Park Furnishing Standards Study** to improve comfort, durability, and maintenance efficiency.
- Identifying dedicated sites for high-demand recreation amenities through **Future Amenities Requiring Siting,** including a **bike skills park, pump track, skatepark, pickleball courts, and additional soccer and diamond fields**, with siting confirmed through future planning and community input.

Park Planning Checklist

The Park Planning Checklist ensures future park improvements and acquisitions follow shared standards for quality, accessibility, and long-term maintenance. It provides guidance for:

- Play Areas
- Park Furnishings & Site Amenities
- Access & Inclusion
- Infrastructure for Events & Daily Use
- Shade, Cooling & Climate Comfort
- Sports & Active Recreation
- Safety, Lighting & After-Hours Use
- Indoor Recreation Facility Evaluation
- Parkland Acquisition and Development

These components provide a clear framework to support equitable, resilient, and community-aligned park design moving forward.

SITE SPECIFIC RECOMMENDATIONS

City of Boardman

City park recommendations emphasize expanding neighborhood access, upgrading existing facilities, improving comfort and inclusivity, and preparing newly acquired or undeveloped lands for future use. Key themes include:

- Enhancing **City Park** and **Tatone Park** with upgraded play areas, shade, ADA access, seating, and improved internal circulation. City Park will also receive a splash pad.
- Developing **Sunset Park** as a major future community park with multi-sport fields, playgrounds, shaded gathering areas, trails, and a looping paths as funding becomes available.
- Improving **neighborhood-scale parks—including Zuzu Park, Meadowlark Park, and Parque Los Niños**—with safe access, signage, shade, sports courts/fields and age-friendly play features.

- Strengthening the Parque Cultural - Power Trail Park corridor by acquiring land or securing easements to complete the corridor and adding wayfinding, interpretive elements, lighting, furnishings, rest stops and vegetation management protocols.
- Upgrading the **Wayside Parks** with improved landscaping, furnishings, signage, parking, and accessibility, coordinated with adjacent street improvements to better serve travelers.
- Planning for **future parks in River Ridge Subdivision and Northeast Boardman,** guided by improved dedication standards and policy updates referenced in this Plan.

These recommendations help ensure City parks grow alongside new housing and provide walkable, high-quality recreation opportunities across all neighborhoods.

Boardman Park & Recreation District

District recommendations focus on strengthening Boardman's waterfront, enhancing camping capacity, improving shoreline access, and expanding indoor and outdoor recreation offerings. Key themes include:

- Transforming **Day Use Park** with improved water access, shoreline stabilization at Hidden Gem Beach, new shelters, accessible beach access and boat launch, enhanced play areas including a new toddler play area, upgraded restrooms, enhanced cultural interpretation and site maintenance priorities.
- Improving **Marina Park** with an ADA fishing pier, reconfigured docks, extended waterfront trail, skatepark development, upgraded parking area and new boat storage building for public safety vessels and rentals.
- Expanding and modernizing the **RV Park & Campground** with two new zones, upgrading/adding restrooms and showers, laundry facilities, ADA retrofits, dog park, pump track and a rental shop, remodel District Offices with a second story addition.
- Enhancing **Sailboard Beach** with accessible restrooms, shaded picnic tables, improved parking, and enhanced shoreline access.
- Upgrading the **Sailboard Beach Disc Golf Course** with benches, and layout adjustments to accommodate campground expansion.
- Advancing the long-term expansion of the **Boardman Pool & Recreation Center**, including master planning for tiered north parking, weight room expansion, aerobics room addition, an enlarged party room, and a relocated rock climbing wall.
- Improving connectivity and amenities along the **Heritage Trail Spur**, including infill of gaps, new rest areas, vegetation management, and new interpretive features.

Together, these improvements strengthen the District's waterfront identity, support tourism and workforce needs, and enhance recreation opportunities for residents.

IMPLEMENTATION AND FUNDING

Because community needs exceed available resources, the Master Plan includes a clear framework for prioritizing and phasing projects across the park system. Projects are categorized as High, Medium, or Low priority, which generally align with near-, mid-, and long-term implementation.

Project ranking reflects multiple factors, including community input, Level of Service findings, safety and ADA compliance, feasibility and site readiness, cost and community benefit, partnership opportunities, and long-term sustainability. Staff and the Public Advisory Committee applied this framework to develop a draft list, which was refined based on public input throughout the planning process.

This prioritization structure forms the basis of the Capital Improvement Plan (CIP), summarized in the following tables. The CIP identifies systemwide, City, and District projects; each entry lists the site, project type—(S) System improvement, (P) Park Improvement, (D) Park Development, or (A) Acquisition—along with a description, cost, and priority level, establishes a logical sequence for investment; and positions the City and District to pursue grants, partnerships, and other funding opportunities.

Table ES-3: City Planned Projects and Prioritization Schedule

Project ID	Project Title	High (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
P1	City Park	$2,155,621	$584,145	$0
P2	Tatone Park	$821,954	$104,852	$0
P3	Wayside Parks	$26,998	$0	$0
D1	Sunset Park	$166,500	$17,716,440	$0
D2	Parque Los Niños, Meadowlark Park & Pájaro Azul Park	$382,950	$1,581,825	$0
D3	Zuzu Park	$0	$1,694,813	$0
D4	Parque Cultural - Power Trail Park	$3,170,826	$0	$0
D5	NE Boardman Community Park	$1,436,063	$0	$0
A1	Parque Cultural - Power Trail Park	*Appraised value at time of acquisition*		
	TOTAL	**$8,160,911**	**$21,682,075**	**$0**

Table ES-4 District Planned Projects and Prioritization Schedule

Project ID	Project Title	High (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
P1	Heritage Trail Spur	$2,460,806	$834,932	$0
P2	Day Use Park	$670,609	$2,525,117	$43,108
P3	Marina Park	$7,248,047	$3,679,088	$0
P4	RV Park & Campground	$229,866	$23,180,832	$0
P5	Sailboard Beach	$107,800	$790,913	$0
P6	Sailboard Beach & Disc Golf Course	$0	$39,392	$91,287
P7	Boardman Pool & Recreation Center	$0	$16,089,420	$0
	TOTAL	**$10,717,128**	**$47,139,694**	**$134,395**

Table ES-5: System-Wide Planned Projects and Prioritization Schedule

Project ID	Project Title	Near-Term (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
S1	Public Art & Cultural Identity Master Plan	$0	$0	$110,250
S2	Trail Master Plan	$0	$65,500	$0
S3	Park Furnishing Standards	$33,300	$0	$0
S4	Wayfinding & Signage System (Planning Only)*	$133,200	$0	$0
S5	Future Amenities Requiring Siting	$3,063,600	$5,067,489	$0
	TOTAL	**$3,134,238**	**$5,132,989**	**$110,250**

** Unit-cost estimate only. The subtotal assumes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.*

MAINTAINING A RESILIENT PARK SYSTEM

As the City and District prepare for significant system growth through 2035, strengthening operations and maintenance is essential to ensure parks remain clean, safe, and reliable. Today, staffing levels are close to national medians, but projected park and facility expansion will require additional capacity, upgraded equipment, and more consistent systems.

Both agencies have strong foundations—resourceful staffing models, bilingual service delivery, partnerships with schools, community organizations and employers, contracted maintenance support, and growing sustainability practices—but they also face challenges such as reactive maintenance, inconsistent standards, limited cost tracking, and environmental pressures like wind, dust, invasive weeds, and shoreline erosion.

NRPA benchmarks show that Boardman will need more staff and higher per-capita operating investment over the next decade to keep pace with its expanding system. To build long-term resilience, the Plan recommends:

- Implementing proactive maintenance systems (work-order tracking, inspections, Standard Operating Procedures (SOPs).
- Expanding staffing and equipment in line with system growth.
- Improving agreements, risk management, and cost accounting.
- Integrating climate-resilient, low-maintenance design into all new projects.
- Strengthening partnerships and community stewardship to extend capacity.

These steps will help ensure that Boardman's growing parks and recreation system remains safe, equitable, and well-maintained—and that future investments can be sustained over time.

POLICY AND GOVERNANCE FRAMEWORK

This Master Plan includes several major policy updates that give the City and District the tools needed to protect parkland, secure future sites, strengthen recreation access, and support long-term system sustainability.

Modernized Parkland Dedication Standards

Updated dedication standards ensure that new development contributes usable, well-located parkland aligned with **Boardman's Level of Service (LOS) target of 15 acres of developed parkland per 1,000 weighted service population.** Policies emphasize land dedication first, fee-in-lieu only when sites are unsuitable, and clear minimum standards for visibility, access, usability, and site size. A new Parkland and Trail Acquisition Fund will allow the City to pool in-lieu fees and strategically assemble larger, more functional park sites.

Trail Corridor Dedication and Construction

To build a connected trail system as development occurs, new standards require developers to dedicate and, when feasible, construct trail segments along mapped corridors—beginning with the Parque Cultural - Power Trail Parkcorridor alignment and expanding citywide through the Trails Master Plan. These standards prevent future gaps, improve walkability, and ensure high-quality, consistent trail design.

Permanent Parkland Protection

Strengthened parkland protection tools—including formal dedication, recreation easements, deed restrictions, and Park/Open Space zoning—to ensure that existing and future parks remain permanently protected for public use. An audit of all park sites and a future Park Advisory Board will help safeguard assets and provide oversight as Boardman grows.

Parks System Development Charges (SDCs)

The Plan establishes the foundation for a Parks SDC program so that new development helps fund the amenities and additional acreage needed to meet LOS goals. Dedication secures the land; SDCs provide the improvements—playgrounds, shelters, trails, and expanded indoor and waterfront facilities. A methodology study will determine eligible projects, fee structure, and crediting policies.

Projected Growth by 2035

City of Boardman

- Developed Acreage: 20.5 → 73
- Trails: 0.17 mi → 2 mi
- Restrooms: 3 → 4
- Playgrounds: 2 → 6
- Basketball Court: 2 → 2
- Volleyball Court: 0 → 1
- Multisports Court: 0 → 1
- Diamond Fields: 2 → 5
- Soccer Fields: 0 → 2
- Bike Skills Park: 0 → 1
- Park Furnishings: Significant additions across multiple sites
- Dog Park: 1 → 1

BPRD

- Developed Park Acreage: 88.3 → 77.6
- Other Recreation Assets: 34.5 → 54.9
- Trails: 2.2 mi → 3.3 miles
- Campground: 73 sites → 137 sites; 1 zone → 3 zones
- Restrooms/Showers: 2 → 5
- Playgrounds: 2 → 2 (one expanded with a toddler area)
- Volleyball Court: 1 → 1
- Multisports Court: 1 → 1
- Skatepark: 0 → 1
- Disc Golf: 1 → 1
- Dog Park: 0 → 1
- Docks: 3 → 2 with reconfigured/expanded system to increase capacity
- Fishing Pier: 0 → 1 new ADA-accessible pier
- Boat Launch: 1 → 2 including new accessible launch
- Boat Storage: 0 → 1 secure storage building
- Park Furnishings: System replacements; small additions across multiple sites
- Recreation Center: Expansion

**Note: existing → projected*

Sustainable and Climate-Resilient Standards

Sustainability policies call for drought-tolerant landscaping, shade structures, durable materials, and green infrastructure to improve comfort, reduce long-term maintenance, and ensure parks remain usable in Boardman's hot, windy climate. A Sustainable Park Design Manual will guide all future projects.

Micro-Mobility and E-Bike Policy

New micro-mobility standards support safe, predictable use of e-bikes and similar devices on trails and shared-use paths. Policies include permitted device types, design standards for mixed-use trails, consistent signage, and coordination with regional partners to align rules across connected trail systems.

Agreements and Risk Management

Clear agreements and consistent construction standards are essential for Boardman's mix of City-owned, District-managed, leased, and privately developed sites. Policies prioritize securing permanent access, formalizing HOA and developer agreements, clarifying maintenance responsibilities, and adopting trail and park construction standards that reduce liability and improve long-term safety.

SYSTEM GROWTH THROUGH 2035

As shown in the *Projected Growth by 2035* snapshot, the scale of planned improvements is transformative. By 2035, the City's developed park acreage will more than triple, the District's waterfront and campground network will expand dramatically, and both providers will add new amenities, improve trail connectivity, and invest in upgraded facilities across the system.

Successes by 2035

By 2035, planned investments will achieve several important system-wide outcomes:

- Developed parkland (City + District + Port) across the system reaches 154.7 acres of developed parkland (about 14.8 acres per 1,000 weighted service population, meeting NRPA benchmarks and just below the local LOS target. With two additional neighborhood park dedications in Northeast Boardman and Pájaro Azul Park, the City is expected to meet the target.
- City-developed park acreage more than triples, supported by new community and neighborhood parks, trail corridors, and major upgrades to existing sites.
- New parks in River Ridge, Sunset Park, Northeast Boardman, and other growth areas significantly improve walkable access and reduce service gaps.
- Recreation amenities diversify, including a new splash pad, bike skills park, skatepark, expanded toddler play areas, improved boat launches, upgraded docks, and a new waterfront rental facility and secure emergency-services boat storage and rental facility.
- Waterfront access is strengthened with an ADA fishing pier, accessible boat launch, shoreline stabilization, and improved riverfront pathways.
- Trail mileage expands to 5.3 miles, closing key waterfront gaps and improving connectivity between parks and neighborhoods.
- Campground capacity nearly doubles, adding new zones, restrooms, showers, laundry facilities, and upgraded RV/tent sites to better serve residents, visitors, and seasonal workers.
- Accessibility improves system-wide, with ADA-compliant restrooms and showers, water access improvements, inclusive play features, upgraded pathways, and ADA retrofits to campsites.
- Climate-adaptive and resilient design are strengthened, with expanded shade, drought-tolerant landscaping, improved irrigation, durable materials, and wind protection that enhance comfort and reduce maintenance needs.

- Park furnishings and amenities are standardized and upgraded, improving user comfort and long-term maintenance efficiency.
- Local identity and interpretation are expanded, with improved signage, updated displays, and new opportunities to highlight local culture, Indigenous history and community heritage.
- Policy frameworks are modernized, including updated parkland and trail dedication standards, strengthened park protection, clearer design and quality requirements, and groundwork for a future parks SDC program.

Remaining Deficiencies

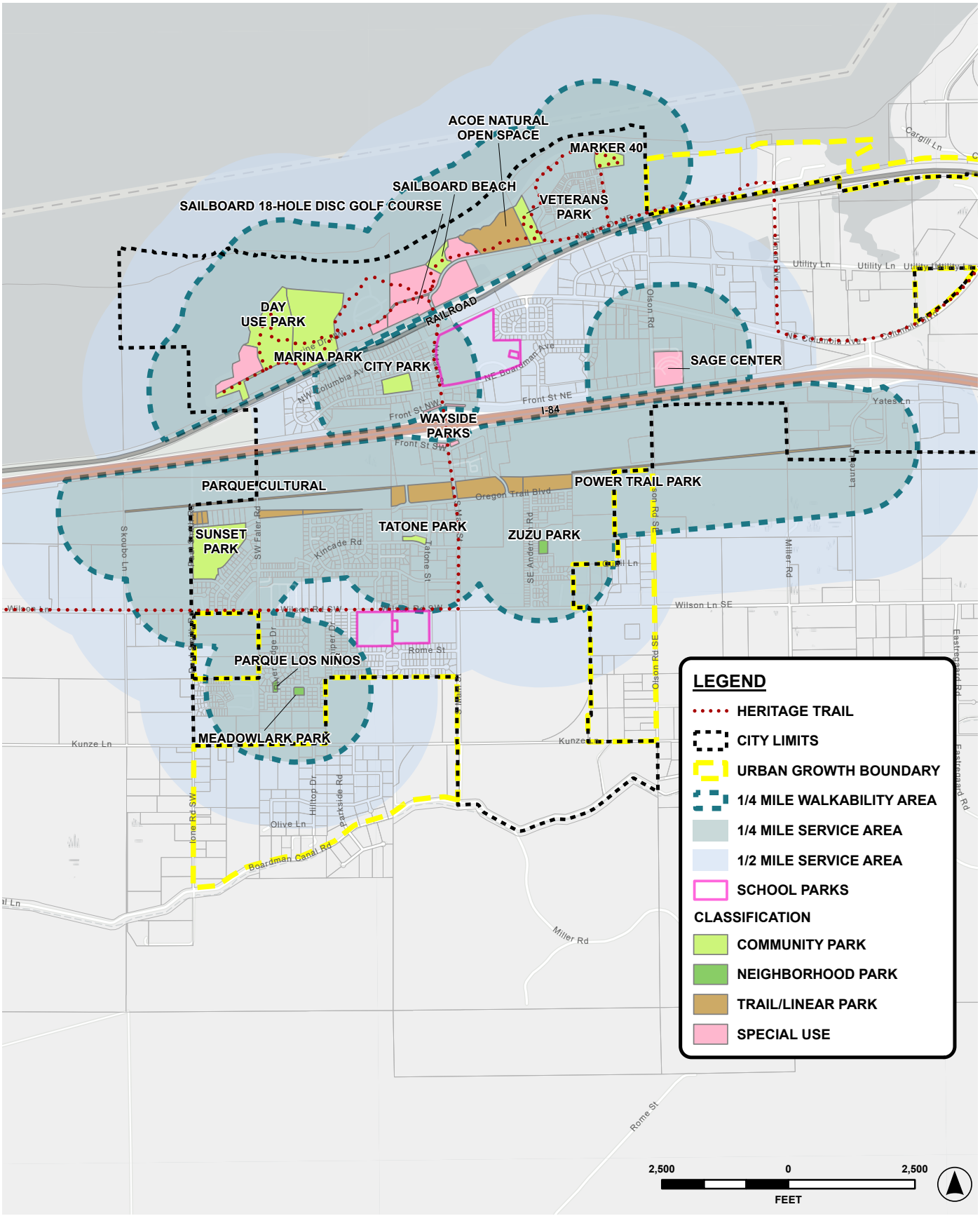
Even with substantial growth across both providers, several critical needs will remain beyond the 10-year horizon:

- Trail mileage remains at the low end of recommended 4–10 mile peer benchmark, particularly for fully off-street, multi-use paths and safe crossings of major barriers.
- Soccer fields remain the most significant unmet need, with demand exceeding supply even after the two planned fields at Sunset Park; full delivery depends on Sunset Park phasing and may extend beyond the 10-year horizon.
- Diamond field benchmarks may not be met within the planning period, as improvements also depend on Sunset Park development and funding.
- Indoor recreation space remains insufficient, even with planning for Recreation Center expansion, as limited court space and flexible rooms continue to create scheduling conflicts.
- Camping capacity remains strained by seasonal workforce housing and tourism, even with significant campground expansion.
- Youth recreation needs continue to grow, requiring additional investment in flexible indoor space, age-appropriate park amenities and year-round programming.
- Walkable park access gaps persist in south and northeast Boardman, particularly in multifamily, RV Park and manufactured-housing areas, where additional community-scale parks and new land acquisition will be required to fully address equity needs.

MOVING FORWARD

The Boardman Park Master Plan provides a coordinated roadmap to expand access, address system gaps, celebrate cultural identity, and guide thoughtful investment. By aligning efforts across two providers—and recognizing complementary contributions from the Port of Morrow—the plan strengthens the foundation for a safe, inclusive, and resilient park system that grows with the community.

Figure ES-2: LOS Mapping – Proposed Multi-Provider Facilities



01

INTRODUCTION AND PLANNING FOUNDATION

Parks and recreation are vital to Boardman's quality of life—supporting health, connecting neighbors, celebrating culture, and offering safe spaces to play, gather, and explore. As the city grows, its park system must evolve to remain a vibrant community asset. Chapter 1 introduces the plan's purpose and use, explains the dual-agency framework between the City of Boardman (City) and the Boardman Park & Recreation District (District), and outlines the planning process, engagement strategy, and key catalysts that shaped the vision for parks and recreation in Boardman.

PURPOSE AND USE OF THE PLAN

The Boardman Park Master Plan is a long-range guide for enhancing and expanding Boardman's parks, trails, and recreational facilities. It translates community values into clear strategies for investment, programming, and stewardship. It sets out to do three things:

1. Understand community needs based on public input, population growth, and recreation trends.
2. Inventory existing parks and facilities to identify strengths, gaps, and areas for improvement.
3. Establish clear priorities and projects to guide investments, maintenance, and partnerships for both the City of Boardman and Boardman Park & Recreation District.

This plan is intended to be a practical, working document—for use by City and District staff, community leaders, elected officials, and funding partners. While recommendations are informed by technical analysis, the document prioritizes readability and ease of use. Supporting data and background materials are provided in the appendices.

DUAL-AGENCY COORDINATION

This Master Plan was developed collaboratively by the City of Boardman and the Boardman Park & Recreation District. Along with the Port of Morrow, they are the three primary partners supporting parks and recreation in Boardman. This plan focuses on the City- and District-owned and managed assets within the Urban Growth Boundary (UGB).

- The **City of Boardman**, which owns and maintains a mix of neighborhood parks, along with maintained open greenspaces and undeveloped parkland.
- The **Boardman Park & Recreation District**, which manages Boardman's primary waterfront and destination facilities and the riverfront trail, and provides indoor recreation and community programming through District facilities and partnerships.

The plan reflects shared goals while clarifying roles, responsibilities, and long-term priorities for each agency.

PLANNING PROCESS

Over fifteen months, the City of Boardman and the Boardman Park & Recreation District partnered with the community to develop the Boardman Park Master Plan. The process unfolded in four phases, combining public input, technical analysis, and inter-agency coordination to ensure the plan reflects local needs and priorities.

The first phase established a foundation by reviewing past planning documents, evaluating regulatory frameworks, and conducting site visits to assess existing parks and facilities. It also included a system-wide inventory and classification of assets, creating a baseline understanding of system strengths and challenges.

Figure 1-1: Planning Process

WHY THIS PLAN, AND WHY NOW?

This plan addresses both the community's aspirations for great parks and the operational and policy challenges that must be solved to achieve them.

Boardman's parks and recreation system is at a turning point. Rapid growth, shifting demographics, and a change in governance structure between the City of Boardman and the Boardman Park & Recreation District, have created both urgent challenges and new opportunities. The following catalysts explain why this plan is needed now and how it sets the stage for long-term success.

Navigating the Governance Transition

In 2025, the City and District formally transitioned to separate management of their respective recreational facilities. This change makes unified goals and coordinated strategies essential to ensure the system grows cohesively and serves the entire community.

Building a Foundation for Investment

Boardman currently lacks System Development Charges (SDCs) for parks, leaving no dedicated mechanism to fund growth-driven improvements. This plan lays the groundwork for an SDC program to ensure new development contributes to high-quality, accessible public spaces.

Defining Boardman's Regional Role

Boardman plays an important role in the regional recreation system as both a residential community and a job center. Rather than duplicating nearby offerings, the plan emphasizes local amenities and investment opportunities that serve Boardman's residents and workforce while complementing broader regional opportunities.

Protecting Public Lands

Many City parks lack formal dedication and remain vulnerable to development, and several have already been lost, raising community alarm. Major District sites along the Columbia River also rely on leased land with uncertain futures. This plan calls for parkland protection measures to safeguard existing and future parks as lasting community assets.

Modernizing Parkland & Trail Dedication Standards

Boardman's parkland dedication standards are outdated, allowing small, encumbered sites without amenities or clear quality criteria; there are also no standards for securing trail corridors. This plan modernizes policies to prioritize usable parks, integrate trail corridors, and introduce funding tools for higher-quality spaces

Addressing Growth and Service Gaps

Rapid population growth, a large commuter workforce, and rising demand are stretching the park system. This plan identifies gaps in facilities and amenities, including age-appropriate recreation options and barriers to equitable, accessible use. It also addresses year-round needs, including indoor recreation capacity, so the system can keep pace with community demand.

Community Identity and Place

Parks and public spaces are vital to honoring Boardman's heritage and diverse community, and to making the Columbia River setting, local ecology, and community stories visible in everyday spaces. This plan emphasizes culturally inclusive gathering places, bilingual and welcoming design, and place-based storytelling that connects people to history, heritage, and landscape across generations.

Strengthening Operations and Long-Term Stewardship

As Boardman's park system grows, the ability to maintain new assets must grow with it. This plan pairs capital priorities with operational strategies to keep parks safe, clean, and reliable. It strengthens staffing alignment, maintenance standards, cost tracking, and risk management. It also supports site safety and after-hours use and promotes resilient design strategies suited to Boardman's climate.

The second phase focused on identifying community needs, supported by a community profile, level of service and access gap analysis, and complementary studies including a market assessment and an operations review.

The third phase translated findings into recommendations. System-wide and site-specific strategies were drafted, including the naming of five City parks and a "Park Planning Checklist" to guide design and reinvestment. Recommendations were refined through agency coordination, PAC review and additional community feedback.

The fourth and final phase compiled all elements into the completed Master Plan, confirming capital priorities, outlining a phased implementation strategy, and incorporating operational strategies to support long-term system sustainability and stewardship. It also establishes policy direction to strengthen parkland protection and guide future park and trail dedication, development, and management decisions.

COMMUNITY ENGAGEMENT STRATEGY

The foundation of this plan is an inclusive and intentional engagement process. The City and District set out to meaningfully involve the community, creating opportunities for participation that reflected Boardman's full diversity. From youth to seniors, Spanish-speaking families, and long-time residents, hundreds of voices helped shape the plan through surveys, school outreach, focus groups, and public events. This community engagement effort marked a step forward in building trust and broadening participation. A complete record of engagement activities is provided in Appendix A.

Public Advisory Committee (PAC)

The PAC met five times throughout the planning process to provide local leadership and community accountability. The committee included City and District representatives, community partner agencies and organizations, a youth representative, and resident members. Committee members reviewed community input, guided outreach priorities, shaped plan goals, and helped evaluate and prioritize park improvements. Their involvement ensured that technical recommendations aligned with lived experience and community values.

Focus Groups

Community members were engaged in familiar, accessible settings through meetings, tabling events, and informal conversations. This flexible engagement approach reached educators, families, youth, seniors, service providers, and

employees—ensuring input from voices less likely to attend formal meetings. Key groups included local schools, childcare providers, Boardman Foods, the Senior Center, the Recreation Center, the Chamber/BCDA, neighborhood residents, public safety agencies, and on-site park users. Insights from these conversations directly shaped the needs assessment and priorities in this plan.

Surveys

Two bilingual surveys provided broad opportunities for input. The first gathered feedback on park use, barriers, and desired amenities. The second provided a platform for a Park Naming Competition, inviting residents to help name five City parks (see Chapter 3 for selected park names).

Community Meetings

Two community meetings were hosted at City Hall as open houses, with Spanish facilitation provided to reflect the needs of Boardman's majority Spanish-speaking community. This less structured format allowed people to come and go, encouraged family participation, and included youth activities such as a "Design Your Dream Park" worksheet. The second meeting was planned as a playground event with ice cream to draw families, but weather moved it indoors while maintaining its focus on reviewing and prioritizing improvements for 14 park sites.

Youth Engagement

Young people played a meaningful role in shaping this plan. High school students participated in a focus group that inspired two community-wide competitions: the Park Naming Competition, and a High School Park Design Challenge, approved by City Council for future implementation at Zuzu Park. Elementary students contributed through a "Design Your Dream Park" activity at a community meeting and in local classrooms, while youth activity books at public events built early interest in park planning. A youth was also represented on the PAC.

Engagement Highlights

470+
Stakeholder Engagements

5 PAC Meetings

2 Surveys

Youth Engagement

2 Community Meetings

Spanish Language Outreach

Staff and Site Visits

The consultant team worked closely with City and District staff to understand operational needs and system-wide challenges. Joint site visits were conducted at most park and recreation facilities to evaluate conditions and gather on-the-ground insight for the needs assessment and recommendations.

RELATIONSHIP TO OTHER PLANS & INTERIM REPORTS

This plan builds on a range of past and ongoing efforts that shape Boardman's recreational landscape. Local, county, regional, and statewide plans provide policy direction, identify needs, and guide coordinated investment. Some remain current, while others, such as the City's Comprehensive Plan, are undergoing timely updates that this plan complements. Both adopted and in-progress efforts were reviewed to identify opportunities for alignment. The following plans and studies were considered in preparing this Master Plan. See Appendix B.1 for a discussion of each and how it influences this plan.

City & District Plans & Initiatives

- Boardman Park and Recreation District Master Plan (2012–2022)
- City of Boardman Comprehensive Plan – Goal 8: Recreational Needs (1991; update in progress)
- Boardman Transportation System Plan (update in progress)
- City of Boardman Housing Advisory Committee (in progress)
- Boardman Housing Capacity Analysis (in progress)
- Boardman Economic Opportunities Analysis—Draft Report (July 2025)
- Community & Economic Development Studies
- Boardman Hospitality and Tourism Needs Assessment (2023)
- Boardman Community Development Association Community Surveys (2023–2025)

County & Regional Plans

- Morrow County Parks Master Plan (2018–2038)
- Morrow County Comprehensive Plan – Goal 8 Recreational Element (2011)
- Morrow County Housing Strategies Summary (2019)
- Columbia River Heritage Trail Concept Plan (2000, update ongoing)

Statewide Frameworks

- Oregon Statewide Comprehensive Outdoor Recreation Plan (2024–2029)

Interim Reports

In addition to these existing policy documents, two interim reports were developed specifically to inform this plan:

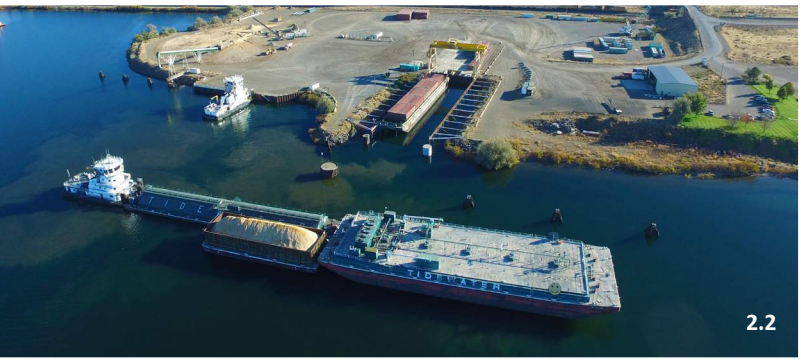
- **Integrated Market Assessment with Community Profile (Appendix D):** evaluating recreation demand, tourism, and regional positioning.
- **Operations Assessment and O&M Tools (Appendix H):** examining staffing, maintenance, and operational capacity.

2.1

02

UNDERSTANDING BOARDMAN

Boardman's parks and recreation system serves a community that is dynamic, diverse, and regionally connected. Understanding who lives in Boardman, who works here, and who visits, is key to knowing how the system is used today and how it must grow in the future. Chapter 2 presents an overview of the community and market profile, highlighting demographics, workforce, and tourism. These insights, anchored by young families, a large regional workforce, and steady visitation, establish the foundation for the Needs Assessment and Recommendations, with detailed data in Appendix D.



A Working Landscape, Visibly Defined

Boardman's landscape is visibly defined by its infrastructure. Interstate 84, the Union Pacific Railroad, high-voltage transmission lines, and Columbia River barge access all run east–west, physically dividing the city, while connecting it to regional and national markets. These corridors, combined with the circular green patterns of irrigated agriculture and the footprint of industrial campuses, shape Boardman's distinctive visual identity. The area's flat topography and open vistas further emphasize the scale and reach of these systems, highlighting the city's role as a key crossroads in Oregon's economic geography.

HISTORICAL OVERVIEW

Boardman sits in northeastern Oregon along the Columbia River and is the largest town in Morrow County. Its strategic location—where Interstate 84, the Union Pacific Railroad, and a navigable waterway converge—has long supported agriculture, trade, and industry. The region's semi-arid climate brings hot summers, strong winds, and low rainfall. Surroundings include irrigated farmland, open rangeland, and riparian corridors.

The area was first home to the Cayuse, Umatilla, and Walla Walla peoples, who relied on the Columbia for food, trade, and travel. White settlers arrived by the mid-1800s under the Oregon Donation Land Claim Act of 1850, homesteading with small-scale irrigation. Among the most influential was Samuel H. Boardman, who came in 1903 and later became Oregon's first full-time State Parks Superintendent. Known for planting trees and creating scenic roadside rest stops—two still visible in Veterans Park and Wayside Park—he is also honored through the Samuel H. Boardman State Scenic Corridor, located on the southern Oregon coast.

The community's early development was tied to irrigation. C.G. Blayden built the first permanent homestead in 1915, and the town was platted in 1916 after water from the West Extension Main Canal arrived. Boardman incorporated in 1921 but shifted twice: in 1952 with the realignment of U.S. Highway 30 (now I-84), and again in the mid-1960s when Lake Umatilla, created by the John Day Dam, submerged the original townsite. By 1964 the community was rebuilt on higher ground, with remnants of the old town still visible at low water off the shore of Day Use Park.

Boardman's role grew with mid-20th century infrastructure. The McNary Dam (1957) and John Day Dam (1971) brought hydropower and year-round navigation, while center-pivot irrigation in the late 1960s transformed the region into one of Oregon's most productive agricultural areas, marked by the circular fields that define the landscape (see *A Working Landscape, Visibly Defined*). Established in 1959, the Port of Morrow capitalized on these assets and has since become central to Boardman's industrial economy and regional significance (see *The Port of Morrow – A Regional Powerhouse*).

WHO LIVE IN BOARDMAN

Boardman is one of Oregon's fastest-growing small cities, with **5,749 residents** in 2024—nearly 80 percent growth since 2010. **Families and youth define the city**: nearly 40 percent of residents are under age 20, while older adults remain a smaller but growing share, pointing toward a more **multi-generational future**.

The community is highly diverse, with **two-thirds of residents identifying as Hispanic or Latino and Spanish spoken in most households**. Larger, often multi-generational households are common, but **incomes are generally lower than state averages**, with many families living below poverty thresholds. **Rapid housing construction** has added single-family and multifamily units, yet affordability and availability remain challenges.

Transportation, health, and access also shape recreation needs. Most households rely on personal vehicles, internet access is uneven, and county health data show higher rates of obesity and inactivity. Together these factors highlight the importance of affordable, close-to-home recreation opportunities.

The Port of Morrow – A Regional Powerhouse

- Established 1959; Oregon's second-largest port
- Supports ~6,700 permanent jobs
- Moves $2.5+ billion in goods annually across food processing, energy, transport, and data centers
- Generates ~8,200 construction jobs each year through ongoing projects
- Three local campuses: Boardman Industrial Park (within UGB), Airport Industrial Park, and East Beach Industrial Park.
- Provides one of Oregon's largest blocks of industrial land, reinforcing Boardman's role as a regional employment hub

WHO WORK IN BOARDMAN

Boardman functions as a regional job hub, supporting about **3,500 jobs** but with **fewer than one in five held by residents**. Most positions are filled by in-commuters from Hermiston, Umatilla, and Irrigon, while **one-third of residents travel elsewhere for work**. Employment is dominated by food processing, manufacturing, transportation, and logistics, all tied closely to the Port of Morrow's industrial campuses.

A large temporary and rotating workforce also shapes local demand. Seasonal crews, contractors, and long-term construction teams tied to Port and industrial growth bring thousands of non-resident workers to Boardman. Many rely on hotels, RV parks, and short-term housing that operate near capacity during the workweek. This pressure is expected to continue as major industrial and data-center projects advance. For example, the approved 1,200-acre exascale data center campus west of Tower Road is projected to sustain about 800 construction jobs for nearly a decade and employ more than 500 permanent staff once complete, further intensifying demand on lodging, housing, and recreation infrastructure.

WHO VISIT BOARDMAN

Boardman attracts a mix of local, regional, and extended visitors through its riverfront, trails, festivals, and community facilities. Most arrive by car, consistent with statewide **"drive-to" tourism patterns.** The **30-minute market** includes nearby towns with lower incomes and a preference for affordable, family-oriented amenities. The **60-minute market** reaches into Pendleton and the Tri-Cities, representing higher incomes and demand for day trips and events. The **120-minute market** extends to The Dalles and Yakima, supporting weekend camping and destination recreation.

Participation patterns reflect strong demand for **outdoor and family-based activities** such as walking, swimming, hiking, camping, and attending cultural events. **Seasonal peaks in summer and fall** drive especially high use, while agritourism and festivals remain key motivators. Boardman's amenities already align well with these trends: the Marina and RV Park reach capacity during peak season, Sailboard Beach serves as a regional disc golf destination, and the waterfront trail system, recreation center, and SAGE Center attract thousands of additional visits each year.

Looking ahead, Boardman is **strategically positioned for continued recreation and tourism growth**. It's Columbia River shoreline, beaches, and trails match top statewide interests like walking, nature observation, and water access. Direct access along I-84 and the Columbia River corridor ensures visibility and convenience for both day trips

Demographic Summary

5,749 residents (2024) +78% since 2010 — fastest growth in the region

↑ 78%

67% Hispanic/Latino
63% of households speak Spanish

67%

71% drive alone to work; only 5% walk or bike

71% 5%

18% of households lack internet

18%

3.2 average people per household with 4 the most common

3.2

37% under age 20
13% over age 60

37% 13%

1 in 3 households under $40k
Over half below 200% of poverty line

33% < $40K

16% < $25K

+50%

and extended stays. Undeveloped public lands near neighborhoods provide rare opportunities for integrated park and trail expansion, while consistent demand from the local workforce adds steady weekday use.

The City also benefits from **cultural and event-based appeal**. The Harvest Festival, Indigenous history, and agricultural heritage align closely with regional tourism priorities of outdoor recreation, agritourism, and cultural storytelling. Emerging markets such as sports tourism, "tournacations"—youth or amateur sports tournaments paired with family vacations, and "bleisure" travel—business trips are extended to include personal or family leisure time, create new opportunities for Boardman to host tournaments and extended visits that combine recreation, family activities, and regional attractions. Together, these factors establish a strong foundation for Boardman's future as a recreation destination.

What Visitors Say About Boardman's Signature Assets

Sailboard Beach Disc Golf Course – "Absolutely one of the best courses in the region. Great layout and beautiful views." (UDisc avg **3.9 out of 5 stars** from 300+ reviews)

Boardman Marina & RV Campground – "Peaceful spot right on the river. Clean sites and great walking trails."

Columbia River Heritage Trail – "A hidden gem. Perfect for a morning jog or sunset walk."

Based on online user reviews from travel and recreation platforms (TripAdvisor, Yelp, UDisc)

Demographic Summary (continued)

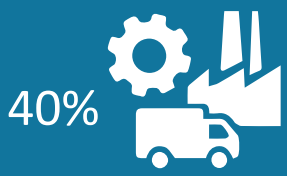
Tourism Market

30-min zone: 47,000 residents
60-min zone: 352,000 residents
120-min zone: 858,000 residents

Workforce

Sustains thousands of construction jobs a day

40% of jobs in manufacturing/ food processing



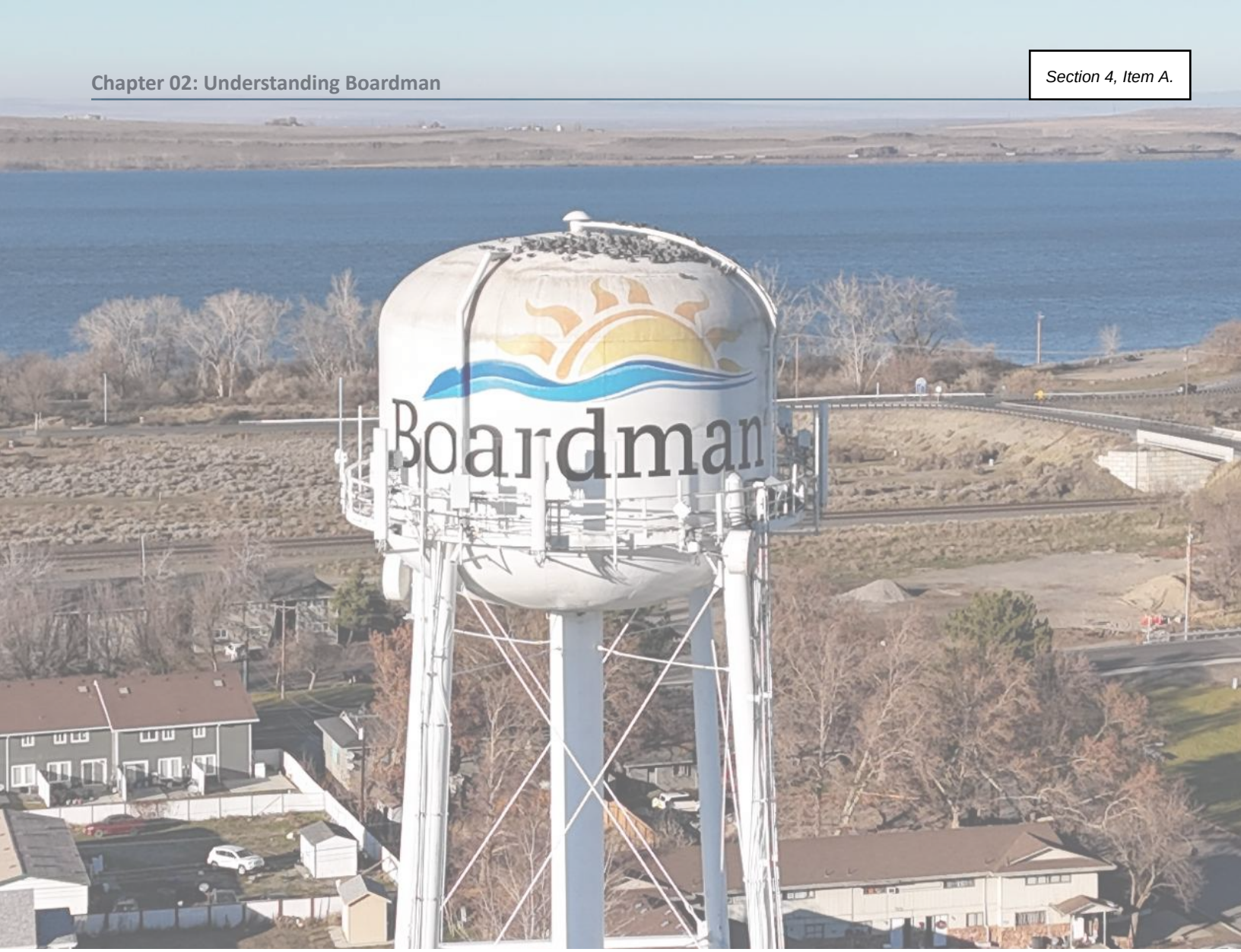
3,500 jobs in Boardman
Fewer than 20% held by residents

3500 Jobs

About 1/3 of Boardman residents commute out for work

85% of hotel stays are workforce; Lodging accommodations are often at capacity during workweek

85%



BOARDMAN'S POSITION IN THE REGION

Compared to nearby cities like Hermiston, Pendleton, and Umatilla, Boardman has clear advantages—and areas for growth.

- **Distinct Strengths:** Columbia River frontage with beaches, marina, RV park, and trail system; strong highway visibility; undeveloped public land that provides room for expansion; consistent weekday demand from workforce use.
- **Emerging Assets:** Event infrastructure (mobile stage), cultural interpretation opportunities, signature play opportunities, and growing tournament potential.
- **Key Gaps:** Hermiston leads in sports complexes, Pendleton in cultural heritage and large-scale events. Boardman's play features, cultural venues, and event facilities remain limited compared with peers.
- **Opportunity:** By investing in sports fields, cultural amenities, and signature recreation features, Boardman can leverage its riverfront advantage and workforce-driven demand to become a regional hub.

COMMUNITY INSIGHTS: IMPLICATIONS FOR PARKS AND RECREATION

Understanding who lives, works, and visits in Boardman reveals the forces shaping recreation demand today and into the future. Residents bring the needs of a **young, multi-generational, and culturally diverse community.** A **large commuting and temporary workforce** expands weekday demand and requires access outside traditional hours. Visitors contribute seasonal and event-driven use, while **competing for limited lodging** with workers. Together, these dynamics create unique pressures and opportunities for Boardman's park system. The following implications summarize how these factors translate into recreation needs and priorities.

Residents

- **Provide family- and multi-generational spaces** including play areas for all ages, teen gathering spaces, and senior-friendly walking loops.
- Ensure parks are c**ulturally relevant and welcoming** to Boardman's predominantly Hispanic community, with bilingual signage, inclusive programming and culturally relevant amenities.
- Prioritize **free or low-cost recreation** options to address income barriers.
- Apply **universal design and ADA standards**, given that more than one-quarter of households include a person with a disability and the population includes many young families and a growing aging population.
- Create **shaded, sheltered, and climate-resilient facilities** to offset extreme heat, dust, and wind.
- Expand neighborhood parks **near new housing**, particularly multifamily developments, RV Parks and manufactured housing, to serve residents without large yards.
- Address car dependence by **improving safe walking and biking access**, especially for youth, seniors, and low-income residents.

Workforce

- Plan for a **weekday service population much larger than the residential base**, reflecting in-commuters and temporary workers.
- Expand amenities near Port campuses, hotels, and RV parks to **serve employees and contractors** during breaks, after shifts and mid-week stays.
- Provide **lighting and extended hours** to support shift workers with nontraditional schedules.
- Anticipate surges in demand from construction crews and rotating data center workers, whose presence inflates weekday park use.
- Recognize that **heavy weekday hotel/RV occupancy** by the workforce reduces leisure lodging capacity, but sustains demand for parks evenings and weekends.

Visitor

- Strengthen Boardman's role as a **regional hub** by enhancing waterfront, trail, and event-based amenities.
- **Expand camping and RV capacity** to meet weekend tourism demand and relieve pressure from workforce occupancy.
- Invest in **sports fields and tournament facilities** to capture "tournacation" and sports-tourism markets.
- Incorporate **cultural and heritage programming** to showcase Boardman's unique identity and stand out from peer destinations.
- Manage seasonal peaks (summer water use, fall harvest/hunting) with **flexible facilities and year-round usability.**
- **Expand parking, trailheads, and boat launch capacity** to handle car-based visitors.
- Design **programming** that accommodates both weekday workforce users and weekend tourists, recognizing the split demand pattern.

03

EXISTING PARKS & RECREATION SYSTEM

Parks, trails, and recreation facilities are central to life in Boardman—places where children play, families gather, athletes compete, and neighbors celebrate. From riverfront parks and neighborhood greens to indoor recreation and special-use sites, these spaces shape community identity and visitor experience. Chapter 3 takes stock of what Boardman has today, outlining the roles of the City and District, and introducing the park classification framework that organizes facilities and programs across the system.

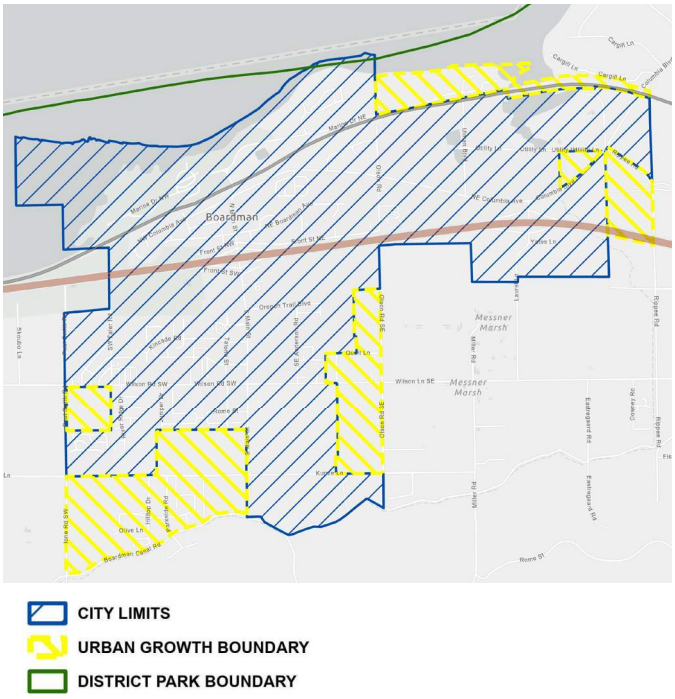
OVERVIEW OF RECREATION PROVIDERS

The City of Boardman and the Boardman Park & Recreation District share responsibility for delivering the public parks and recreation system covered in this plan, but each plays a distinct role in governance and operations.

City of Boardman

The City owns and maintains a mix of neighborhood parks, community parks, and civic green spaces within the Urban Growth Boundary (UGB). These range from small residential parks to larger community-scale facilities with sports fields and multi-use amenities. The City also manages planning and development for newly dedicated parkland, with future growth tied to anticipated UGB expansion. See Figure 3-1 for City and UGB limits.

Figure 3-1: City of Boardman & UGB Boundary



Boardman Park & Recreation District

Established in 1967, the District is a special service district with its own taxing authority. Its portfolio includes a series of connected waterfront parks, the RV Park & Campground, the Boardman Pool & Recreation Center, and the primary off-street multi-use trail segment in Boardman. The trail links the District's waterfront parks into a continuous recreation corridor that provides the community's most extensive multi-use experience. While the District's taxing boundary extends beyond the city limits, all current assets are within the City's UGB (See Figure 3-2). All District waterfront parks are located on leased land, with the Recreation Center as the only facility on District-owned property.

Until 2025, the District maintained some City-owned parks under an operations agreement. Today, each agency manages its own facilities while coordinating on capital projects, programming, and long-range planning.

Figure 3-2: Boardman Park & Recreation District Boundary

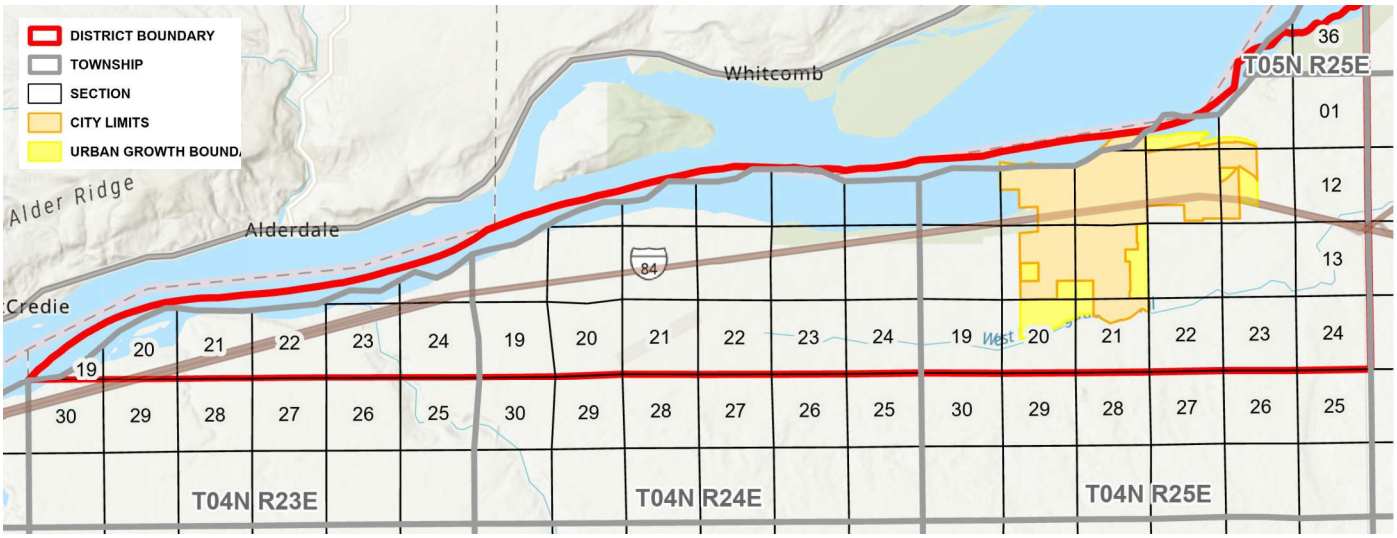


Table 3-1: Park Classification

	Classification	Typical Size	Service Area	Primary Function
	Pocket Park (Mini Park)	< 1 acre	Immediate Area	Very small sites for nearby residents, often with benches, shade trees, picnic tables, or a small play feature. Provide informal gathering spots in built-out areas or where larger parks are not feasible.
	Neighborhood Park	1–5 acres	¼ to ½ mile	Easily accessible parks for surrounding residents, typically with playgrounds, open lawns, shaded seating, and small sports courts. Support frequent, informal, active and passive recreation.
	Community Park	4–50 acres	1–3 miles	Multi-neighborhood parks with sports fields, event spaces, restrooms, picnic shelters, and parking. Serve as central hubs for recreation, cultural events, and community gatherings, often linked to trails or natural features.
	Special Use Facility	Varies	Local to Regional	Sites for specific recreation or operational purposes, such as aquatic centers, skateparks, golf courses, campgrounds, or recreation centers. May stand alone or are part of larger park sites, attracting local and regional users.
	Trail / Linear Park	Varies (length)	Community / Regional	Corridors for walking, running, cycling, and other non-motorized travel, linking neighborhoods, parks, schools, and destinations. Support recreation and active transportation, often following rivers, streets, or utility easements.
	Open Space / Natural Area	Varies	Connective	Undeveloped or minimally improved land preserved for scenic, ecological, or passive recreation. May include vegetation, wetlands, riparian corridors, or buffer zones, enhancing environmental resilience and habitat.

CLASSIFICATION OF PARK AND RECREATION ASSETS

The City of Boardman and the Boardman Park & Recreation District classify parks to distinguish them by their purpose and function. Classifications consider characteristics such as size, service area, and types of amenities, helping guide decisions about development, programming, and maintenance. The classification system presented in Table 3-1 has been adapted to reflect Boardman's unique mix of small neighborhood sites, community-scale parks, and large waterfront facilities.

In addition to classification, each site is assigned a development status that reflects its current level of improvement:

- **Developed:** Parks with amenities such as play areas, courts, shelters, or restrooms, consistent with their intended function and use.
- **Maintained Open Greenspace:** Actively maintained sites (e.g., mowed, irrigated) but lack built infrastructure, often serving as turf areas or early-phase parks.
- **Undeveloped:** Sites without improvements, reserved for future recreation, preservation, or major investment.

Using both systems together provides a more accurate and actionable picture of the park system by distinguishing between a site's intended role and its current condition. For example:

- **Zuzu Park** is a *Neighborhood Park*, but its status is Maintained Open Greenspace due to the absence of built features.
- **Sunset Park** is intended as a *Community Park* but remains Undeveloped at this time.
- The **Wayside Parks** are *Special Use Facilities* that are Developed rest areas along I-84.
- The **Parque Cultural - Power Trail Park corridor** is classified as a *Linear Park* due to its planned future role as a greenway, despite its patchwork ownership and undeveloped status. These adaptations ensure the classification system reflects local needs, site context, and functional value.

New Park Names

Select parks were renamed as part of a community naming competition. New park names have been incorporated into this plan.

Former Name / Location	New Name
River Ridge Subdivision Parks	Parque Los Niños
	Meadowlark Park
	Pájaro Azul Park
BPA Corridor (West) BPA Corridor (East)	Parque Cultural Power Trail Park
City Hall Park	Tatone Park
Hillview Subdivision	Sunset Park

Other playful suggestions included Boardman Sprout Park, Little Columbia Playland, Riverbend Romp, Happy Trails Park, and Kiddie Cove. Though not adopted, they may inspire future features like splash pads, play areas, or trails.

CITY OF BOARDMAN FACILITY INVENTORY

The City of Boardman owns eleven park sites totaling just over 50 acres. About 12.7 are developed with recreational amenities, while the remainder are maintained as open greenspace or undeveloped. Park names in this inventory reflect the updated names adopted by the City in September 2025. Some parks were referred to by different names during this planning process. See *New Park Names* callout for summary of name updates.

Table 3-2: City-Owned and/or Maintained Recreational Assets

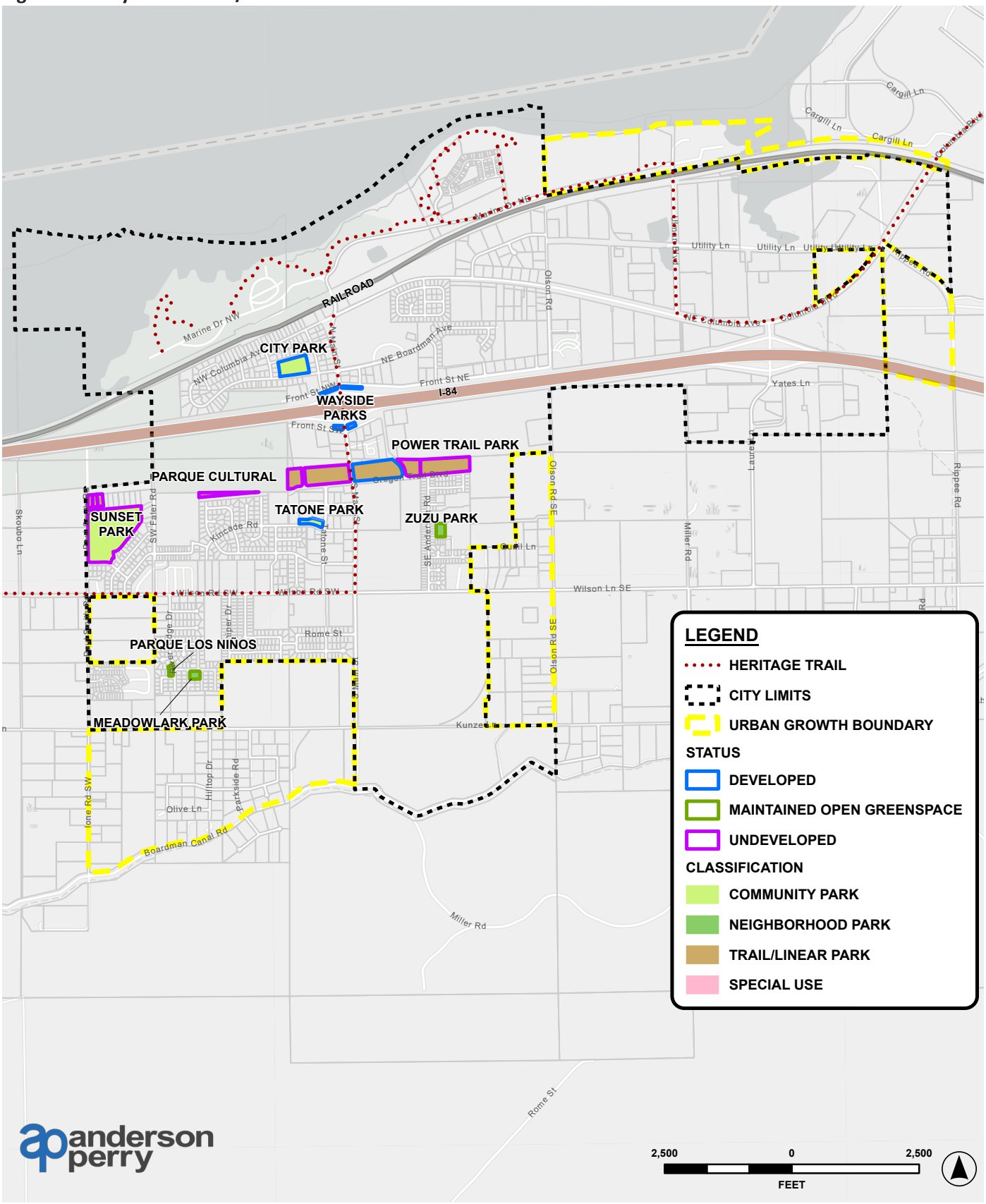
Park Name	Ownership / Management	Classification	Status	Size (Acres) / Length
Tatone Park	City / City	Community Park	Developed	1.12
City Park	City / City	Community Park	Developed	4.20
Sunset Park	City / City	Community Park	Undeveloped	19.60
Parque Cultural - Power Trail Park (W/E of Main St.)**	City / City	Linear Park / Trail	Developed Undeveloped	7.41* 14.74
Parque Los Niños	City / City	Pocket Park	Maintained Open Space	0.46
Meadowlark Park	City / City	Pocket Park	Maintained Open Space	0.72
Zuzu Park	City / City	Neighborhood Park	Maintained Open Space	1.06
Wayside Park – Eastbound (SE)	City / City	Special Use – Visitor-Oriented	Developed	0.31
Wayside Park – Eastbound (SW)	City / City	Special Use – Visitor-Oriented	Developed	0.32
Wayside Park – Westbound (NE)	City / City	Special Use – Visitor-Oriented	Developed	0.35
Wayside Park – Westbound (NW)	City / City	Special Use – Visitor-Oriented	Developed	0.33
Off-street Trails	City/City	Trail	Developed	.17 miles*
Columbia River Heritage Trail (shared roadway/on street	City/Morrow County	Trail	Developed	5.6 miles***
Summary				
Developed Acreage (Park Assets)				14.05 acres
Maintained Open Space Acreage				2.23 acres
Undeveloped Acreage				34.34 acres
Total Acreage (all assets)				50.63 acres
Total Trails (off street only)				.17 miles

** Note: 7.41 acres of Power Trail Park classified as "**developed**" reflects the installation of the new dog park east of Main Street; City-Managed Trails total reflects 0.17 miles of trail also constructed with the dog park.*

***Note: Power Trail Park (east of Main Street) and Parque Cultural (west of Main Street) are named segments within a single continuous linear park/trail corridor and are inventoried as one park asset. Acreages shown reflect combined totals for the full corridor.*

****Note: on-street trails provided for informational purposes only; not included in LOS metrics.*

Figure 3-3: City-Owned and/or Maintained Assets



Community Parks

Tatone Park (formerly City Hall Park)

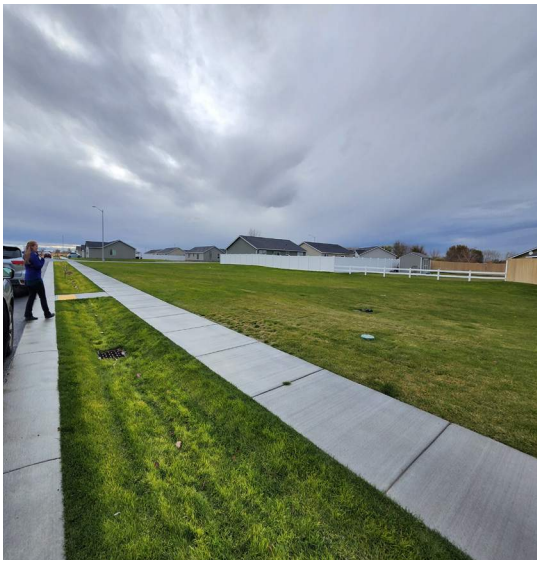
Tatone Park sits at the corner of Kinkade Road and Tatone Street SW, adjacent to City Hall and the Field House. It serves roughly 173 nearby homes south and east of City Hall. The park includes the "Little Tots Community Playground" with swings, a spinner, and a play structure on rubber mulch, along with two picnic shelters, benches, open lawn, basketball court and several small trees. Parking and a seasonal restroom are shared with the Field House and the City also maintains the public restrooms attached to the building.

City Park

City Park is located between Boardman Avenue NW and W Park Avenue in northwest Boardman and serves a dense residential neighborhood of approximately 132 homes. The park includes a lighted basketball court, playground with swings and a play structure on rubber chip surfacing, and a covered picnic shelter with water and electrical service. The western half of the site contains two grass baseball fields with limited seating along the north edge. South of the fields, an open lawn supports youth soccer and informal pickup games. Mature trees provide shade throughout the park. Restrooms with adjacent parking are available along W Park Avenue. A new splash pad is planned for the site (see Chapter 8 for related recommendations). Riverside High School, just east of the site, offers additional recreation within walking distance.

Sunset Park (formerly Hillview Subdivision)

Sunset Park is an undeveloped community park in southwest Boardman, located just south of the BPA power line corridor with access from Faler Road and Paul Smith Road (closed north of Wilson Road). Positioned at the western edge of the Urban Growth Boundary, it will serve existing neighbhorhoods north of Wilson Road, including Wilson Road Mobile Home Park, the Chaparral neighborhood, a newer development, and future westward growth as the UGB expands. The site, deeded to the City by Morrow County with a public use restriction, is currently covered in sagebrush, open in character, and crossed by informal dirt roads and paths. Planned transportation improvements include extending Oregon Trail Boulevard along the park's northern edge, and its location offers a convenient link to the planned Parque Cultural - Power Trail Park corridor. Possible onsite wetlands may present site constraints.



Neighborhood Parks

Zuzu Park

Zuzu Park is in southeast Boardman within the Sunridge Terrace subdivision, adjacent to the Bailey Park development. It serves about 135 homes, with more households expected as Bailey Park builds out; Sunridge Terrace is primarily manufactured housing, while Bailey Park will include a mix of manufactured and stick-built homes. The park is accessed from Zuzu Street, a dead-end local street, and consists of irrigated open lawn sloping toward the roadway with mature deciduous trees along the west edge. Amenities are limited to a dog waste station, and parking is on-street. The park area has the potential to connect to the planned Parque Cultural - Power Trail Park corridor, a future trail alignment, via Andersen Road and the planned Art Kegler Boulevard extension. However, existing sidewalk infrastructure—including curb ramps and crosswalks—requires improvement to provide safe and accessible pedestrian connections.

Parque Los Niños (Formerly River Ridge Park #1)

Parque Los Niños is in southwest Boardman at the northwest corner of River Ridge Drive and SW Goldfinch Lane. The park serves about 142 homes, with the service area expected to expand as subdivision phases are completed. The flat, rectangular parcel consists of irrigated turf with a shallow stormwater basin occupying much of the site and a grass-lined swale separating the sidewalk from the street. The site has no amenities, trees, or landscaping, though sidewalks and on-street parking are provided along the south and east frontages.

Meadowlark Park (Formerly River Ridge Park #2)

Meadowlark Park is a half a block east of Parque Los Niños along SW Goldfinch Lane, and shares the same 142 home service area. The gently sloping site is maintained with irrigated turf and includes a shallow stormwater basin near the street frontage with a grass-lined swale between sidewalk and roadway. It lacks amenities, trees, or landscaping, though sidewalks and on-street parking are available along its west, north and east edges.

Special Use Facilities

Wayside Parks

These include four small green spaces at each quadrant of the I-84 interchange, divided into Eastbound and Westbound sites and further split east-west by Main Street. They serve as gateways and convenient roadside stops for interstate travelers. Each site provides picnic tables, a pet waste station, and shaded lawn with mature trees. The Westbound Wayside Parks, along Front Street NW, feature gravel parking designated for truck use, with upgrades to the northeast quadrant planned with 2026 street projects. The Eastbound Wayside Parks, along Front Street SW, include the historic Wayside Gazebo and a memorial boulder. The southeast park has wayfinding signage, including a “Welcome to Boardman” sign, seasonal displays, and a newly improved parking lot with ADA stalls and designated 72-hour truck parking. Improvements to the southwest quadrant are planned for Fall 2025 as part of a street project.

Linear Park / Trail Corridor

Parque Cultural (West)- Power Trail Park (East) (formerly Park Blocks)

This developing linear park and trail corridor follows the Bonneville Power Authority transmission lines south of I-84 between Skoubo Lane and Laurel Lane. Main Street divides the corridor into two sections. Parque Cultural extends west, and Power Trail Park extends east. The City owns 22.15 acres of dispersed parcels, with 7.41 acres classified as “developed” to reflect the imminent installation of a relocated dog park and a .17-mile trail segment east of Main Street. The dog park will provide fenced off-leash areas, agility equipment, shaded seating, an asphalt parking area, and restrooms. Additional parcels are expected through subdivision dedications, including Chaparral and Bailey Park. Most of the corridor remains unimproved open space with sagebrush, informal walking, and dirt-bike paths. Its south edge is bordered by neighborhoods, vacant land, and the City’s civic center, while the north edge adjoins industrial campuses (e.g. Amazon), commercial areas near the I-84 interchange, and public land.

City-Managed Trails

A planned 0.17-mile paved trail segment within the dog park area of the Parque Cultural - Power Trail Park corridor is planned for near-term construction and is listed in the inventory as “existing” trail to reflect its imminent installation. This trail section will be the first link in a future continuous east–west corridor connecting multiple parks, neighborhoods and civic sites. In addition, the Columbia River

Heritage Trail (CRHT) runs through Boardman on about 5.6 miles of shared roadway and sidewalks maintained by the City. This county-managed route hosts interpretive signage, seating and a drinking fountain, and is described in greater detailed in Chapter 4.

Other Assets

Beyond its formal parks, the City supports several popular recreation amenities on properties not formally dedicated as parkland, including a soccer field, skatepark, and splash pad. These facilities have provided meaningful access to recreation for the community but are now impacted by planned private development. The splash pad will be decommissioned, and the skatepark and soccer field remain in use only until the properties are sold. Relocating these amenities is a key consideration of this plan.

The City also anticipates future park dedications in the River Ridge subdivision (1 or 2 parks) and segments of the planned Parque Cultural - Power Trail Park corridor for the Chaparral and Bailey Park subdivisions. While not yet included in the formal inventory, these sites represent important opportunities to expand park access as Boardman grows.

BOARDMAN PARK AND RECREATION DISTRICT FACILITY INVENTORY

The Boardman Park & Recreation District manages over 132 acres of parkland and recreational facilities within the Urban Growth Boundary. Only about 9.7 acres remain undeveloped.

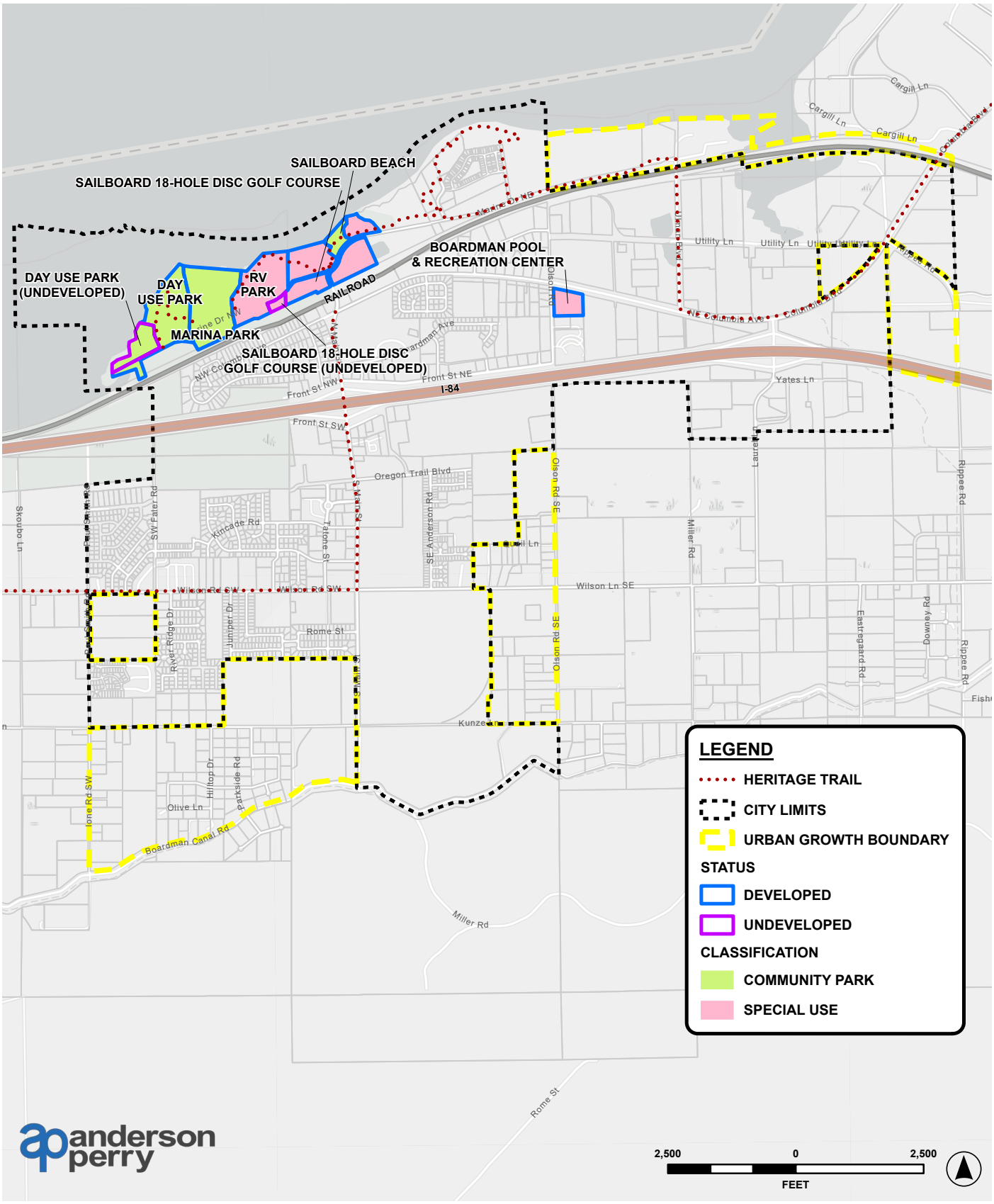
Table 3-3: District-Owned and Maintained Assets

Park Name	Ownership / Management	Classification	Status	Size (Acres) / Length
Day Use Park	District / District	Community Park	Developed Undeveloped	25.11 8.04
Marina Park	District / District	Community Park	Developed	26.21
Sailboard Beach	District / District	Community Park	Developed	4.02
Sailboard Beach Disc Golf Course	District / District	Special Use – Recreation	Developed Undeveloped	32.99 1.60
RV Park & Campground	District / District	Special Use – Fee-Based	Developed	28.21
Boardman Pool & Recreation Center	District / District	Special Use – Fee-Based Indoor Facility	Developed	6.27
Off-street Trails	District / District	Trail	Developed	2.19 Miles

Summary	
Developed Acreage	88.33 acres
Undeveloped Acreage	9.65 acres
Special Use (Visitor Oriented / Fee-based) Acreage	34.48 acres
Total Acreage (all assets)	132.46 acres
Total Trails (off street only)	2.19 miles

** Note: The District's portfolio includes both general parks and fee-based special use facilities such as the Boardman Pool & Recreation Center and RV Park & Campground. These are maintained and inventoried here for completeness; their treatment in Level of Service (LOS) analysis is discussed later in this plan.*

Figure 3-4: District-Owned and/or Maintained Assets



Community Parks

Day Use Park

Day Use Park is a key community destination offering open green space, one softball field, one baseball field, a basketball/volleyball court, a playground, sand volleyball, horseshoe pits, and a designated swimming area. Amenities include the riverside Pettigrew Sunset Gazebo, a large picnic shelter, two smaller shelters, paved paths, a restroom, and a cultural display honoring Indigenous heritage. The park adjoins the submerged town site of “Old Boardman” near Hidden Gem Beach and retains over seven acres of wooded land on its western edge, combining active recreation areas with natural shoreline. Its setting supports community events, informal gatherings, and regional tourism, making it a central recreation hub.

Marina Park

Marina Park is Boardman’s primary waterfront access site. It includes a two-lane boat launch with boarding dock, three boat docks, a pump-out and dump station, fish cleaning station, and trailer parking. The site provides boating and fishing access to the Columbia River and links to the waterfront trail. It also functions as an event venue, hosting fishing competitions and other activities that draw regional visitors.

Sailboard Beach

Sailboard Beach offers direct river access for residents and visitors, with a sandy beach, stone parking area, the first tee of the Boardman Disc Golf Course, and a segment of the riverfront trail. The beach supports picnicking, relaxation, and water play, often serving as an alternative when other swim or launch sites are crowded. Streambank erosion is visible, caused by both natural river processes and concentrated foot traffic.

Special Use Facilities

Sailboard Beach Disc Golf Course

Integrated into the Sailboard Beach area, this free 18-hole course was designed with input from professional disc golfer Eric McCabe. It combines open and wooded holes of varied length, offering scenic views and a moderate challenge for all skill levels. Amenities include tee pads, baskets, and wayfinding signage. The course has hosted PDGA-sanctioned events such as the 2022 Boardman Open and 2025 Battle at the Beach, contributing to its regional draw and strong community ratings for the course's design and setting.

RV Park & Campground

The District's waterfront RV Park & Campground provides 63 full-hookup RV sites, six overflow sites with electrical and water service, and four tent sites for rent on the weekends. Amenities include restrooms, showers, laundry, fire rings, picnic tables, a playground, and direct trail access. Serving about 20,000 annual visitors, the campground accommodates tourists, traveling recreationists, and temporary workers.

Boardman Pool & Recreation Center

Located in northwest Boardman at Columbia Avenue NE and Olson Road, the 43,000-square-foot Pool & Recreation Center anchors a civic hub with the SAGE Center, Blue Mountain Community College, and two daycare centers. It features a four-lane lap pool, two basketball courts, a 25-foot climbing wall, aerobic and weight rooms, and multipurpose spaces for classes, programs, tournaments, and rentals. The center is the community's primary year-round indoor recreation hub, serving residents as well as commuting and temporary workers through structured programs for all ages and drop-in use. The center reported 2,135 memberships at time of printing, reflecting its role as an accessible fitness and recreation option beyond the residential community.

3.6

Trail/Linear Park

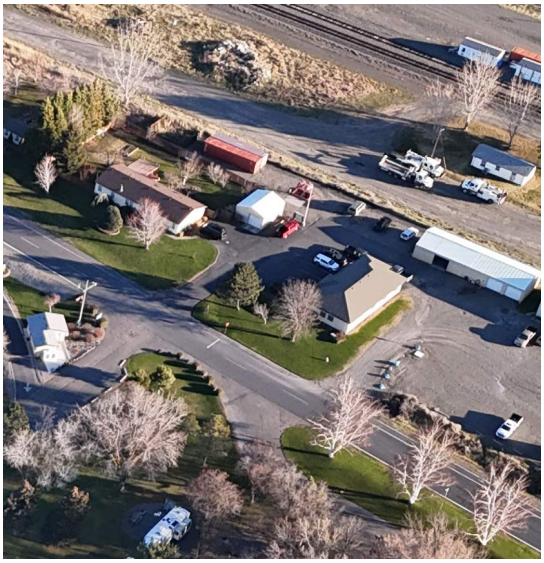
Boardman Waterfront Trail (Heritage Trail Spur)

The District maintains approximately 2.2 miles of 8-foot-wide, paved, non-motorized trail along the Columbia River shoreline, extending from Marker 40 Beach (managed by Port of Morrow) east to Day Use Park on the west. As a spur of the Columbia River Heritage Trail (CRHT), it links all District waterfront parks into a continuous riverfront recreation experience. The route supports walking, jogging, cycling, and casual use by residents and the local workforce, with benches and outdoor exercise stations along its alignment. Access is primarily by car or from nearby waterfront employment areas, as no direct neighborhood connections exist. The broader CHRT, managed by Morrow County, is described in Chapter 4.

3.7

Other Assets

Beyond parks and the Recreation Center, the District also manages facilities that support operations and recreation, including its administrative office, maintenance shop, staff residence, Oregon Department of Transportation (ODOT) ramp areas, and the Oregon Potato International (OPI) soccer fields.



PROGRAMS AND ACTIVITIES

Recreation programming in Boardman is a shared effort among the Park & Recreation District, the City, and community partners. The District leads most sports leagues, tournaments, and related programs, while other events and activities are hosted by various organizations. Together, these offerings provide year-round opportunities for physical activity, cultural engagement, and community connection.

This section catalogs signature programs, recurring activities, and annual events, noting where they are hosted—most often on park property. Tables summarize facilities used for District-supported activities, community events, ongoing programs, and fishing tournaments, offering a comprehensive view of how parks and facilities are activated throughout the year.

Table 3-4: Facilities Supporting Local Sports and Recreation

Facility / Site	Primary Uses	Owner/Partner	Coordination/ Agreement Type
Boardman Pool & Recreation Center	Basketball, volleyball, pickleball, practices, games & tournaments, swim practice, conditioning classes, fitness classes and aquatic classes	District	District-operated facility
Day Use Park	Softball, baseball, volleyball, basketball, kickball, horseshoe, cornhole	District	District-operated facility
High School Gym & Fields	Adult men's basketball, volleyball tournaments, wrestling, youth track, youth baseball/softball, mini cheer, youth soccer camp	Morrow County School District	Shared use form with District
Elementary School Fields	Youth soccer and flag football	Morrow County School District	Shared use form with District
City Park Fields	Youth soccer practices, youth baseball/ softball	City	District (reserves with City)
Front Street Soccer Field (to be decommissioned)	Youth and adult soccer league play	City	District (reserves with City)
OPI Soccer Fields	Adult soccer leagues	Oregon Potato International (OPI)	Informal agreement with District
The Field House	Indoor youth baseball/softball training, law enforcement training	BCDA	Community use coordinated with BCDA
Marina Park	Various Fishing Tournaments; 5K Fun runs;	District with Clubs	District-operated facility
Sailboard Beach Disc Golf	Recreation disc golf; PDGA-sanctioned tournaments	District with Clubs	District-operated facility
Marker 40 Golf Course	Individual play, tournaments, training	POM	Coordinated with POM

Note: The District uses a facility use form for coordinating access to shared school spaces and plans to formalize agreements with local leagues in the coming year.

Table 3-5: Annual Community Events

Event	Timeframe	Hosted / Organizer	Location
4th of July Celebration	July 4	Chamber of Commerce	Marina Park
Kick-off to Summer Celebration	Late May/ early June	BCDA	Marina Park
End of Summer Celebration	August	BCDA	Marina Park
Harvest Festival	October	Chamber of Commerce	SAGE Center
Holiday Lights at the SAGE Center	December	BCDA	SAGE Center
Winter Carnival	Mid-December	BPRD	Various Locations
SAGE Center Annual Awards Banquet	March	Chamber of Commerce	SAGE Center
Winter Market	December	Local Organizations	SAGE Center

Table 3-6: Recurring Community Programs

Program	Timeframe	Hosted By	Location
Farmers Market	Mondays, May–Sept	Boardman Farmers Market	Marina Park
Music in the Parks	Every other Monday, June–Aug	North Morrow Community Foundation	Marina Park
Movies in the Park	Summer		Marina Park
Grow Your Community Events	During Farmers Market	Local Organizations	Marina Park
Funtastic Kids	June–Aug	BPRD	Marina Park
Teen Summer Program	Summer	BPRD	Various locations
Marble Mania	Ongoing	BPRD	Various Locations
Catholic Harvest Festival	Fall	Catholic Church	Marina Park
Recurring Library Events (Summer reading program; teen nights, performances & activities)	Varies	Oregon Trail Library	City Park
Civic & Volunteer Program (e.g. Community-Wide City Clean-up Day)	Annual (Spring, Summer & Fall)	City	Citywide
Teen Pool Night / Pool Parties (seasonal)	Periodic	BPRD	Recreation Center
Holiday Programs (e.g. Easter Egg Hunt, Halloween Maze, Turkey Trot, Holiday Lights)	Seasonal	BPRD, BCDA, Chamber, Library	Marina Park, Rec Center, SAGE Center, City Park
Kids in Parks (Boardman Heritage TRACK Trail)	Year-round, self-guided	Kids in Parks (Blue Ridge Parkway Foundation) with Oregon Parks Forever	Heritage Trail Spur; Kiosk between Marina Park & Campground

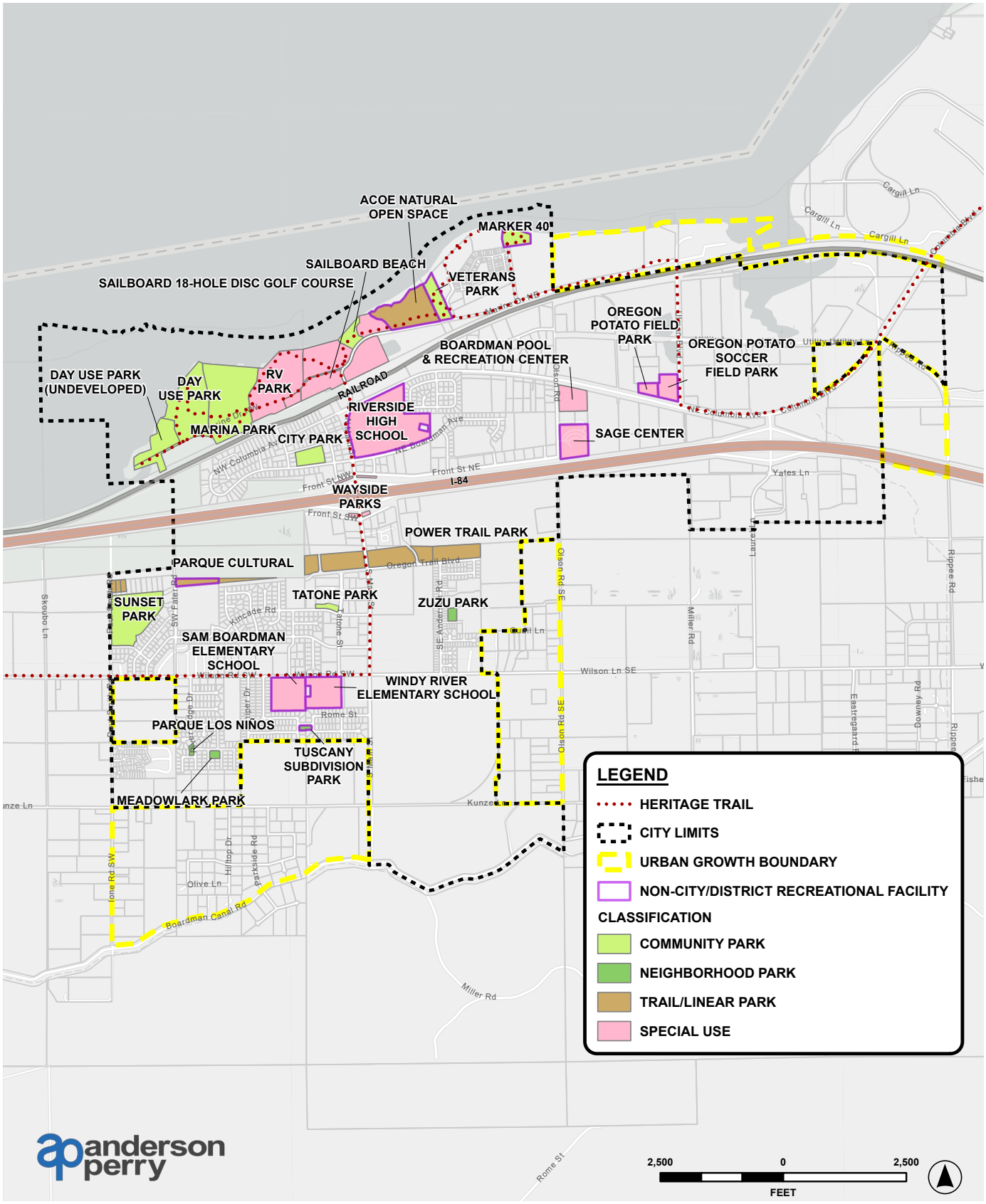
4.1

04

UNDERSTANDING THE BROADER SYSTEM

Boardman's parks and recreation system is part of a larger network of public, private, and institutional resources that shape the community's recreational landscape. Chapter 4 highlights providers beyond the City and District, focusing on facilities and open spaces within or near city limits that complement the local system. From regional trails and waterfront parks to school athletic facilities and privately managed fields, these assets expand access, connect with the local network, and strengthen Boardman's regional role.

Figure 4-1: Recreational Facilities within UGB



PUBLIC PROVIDERS

Figure 4-1 illustrates the location and distribution of recreation resources beyond the City and District system, showing how publicly accessible and partner-managed sites are interwoven with local assets. This spatial perspective highlights areas where recreational opportunities cluster, how they connect to regional corridors such as the Columbia River Heritage Trail, and where service gaps remain in relation to neighborhoods and key destinations.

Port of Morrow

As a regional economic development authority and major landowner, the Port of Morrow plays a pivotal role in Boardman's recreational landscape. In addition to its industrial operations, the Port has leveraged the Columbia River Enterprise Zone II (CREZ II) to fund public amenities and facilities that expand access to recreation, education, and community programs. These include the Boardman Pool & Recreation Center, Neal Early Childhood Center, and BMCC Workforce Training Center, along with other site and facility upgrades that improve opportunities for public use. The Port also owns and maintains several publicly accessible recreation sites that support tourism, riverfront access, and community gathering:

- **Marker 40 Park**: Developed waterfront site with beach access, covered picnic shelter, restrooms, shaded seating, and panoramic Columbia River views. Located on the Columbia River Heritage Trail, connected to Veterans Park and District-managed waterfront sites.
- **Veterans Park:** A small but meaningful interpretive space at the Port entrance, featuring the historic Captain Al James tugboat, a veterans memorial, interpretive signage, and trail access. Connected by the Columbia River Heritage Trail to Marker 40 Park and other waterfront destinations.
- **SAGE Center:** The Sustainable Agriculture and Energy Center serves as an interactive visitor destination with indoor exhibits, meeting space, and the only outdoor inclusive playground in Boardman (open to the public). The site is adjacent to the Boardman Pool & Recreation Center, creating a shared hub for public programs and community access.
- **Columbia River Heritage Trail (spur segments):** Trail portions along Port property, linking parks, attractions, and public access points.
- **Marker 40 Golf Course:** A 9-hole public executive course west of town, with dual tees for 18-hole play, designed for all skill levels.

These facilities reflect the Port's commitment to blending economic development with high-quality public amenities that serve both residents and visitors.

4.2

4.3

Morrow County and the Columbia River Heritage Trail (CRHT)

Morrow County manages the Columbia River Heritage Trail (CRHT), a planned 25-mile non-motorized route extending from Umatilla County to Gilliam County. About 12 miles are built between Boardman and Irrigon, including 5.6 miles within city limits along sidewalks and shared roadways. An additional 2.5-mile spur, maintained by the Boardman Park & Recreation District and the Port of Morrow, links waterfront parks with Port sites. The County is updating the CRHT Concept Plan to guide future improvements and expansion. See Appendix B.1 for more information about this update and past planning efforts.

LOCAL AND COMMUNITY ORGANIZATIONS

Morrow County School District

Boardman's school campuses provide year-round recreation opportunities for both school programs and the wider community. Scheduled access and partnerships help meet demand for athletic space—especially indoor gyms in the winter—while outdoor fields and courts complement City and District facilities. Key school facilities include:

- **Sam Boardman Elementary**: STEM-oriented early childhood play structure, school-age playground, multi-use courts, open lawns, outdoor soccer field, and indoor gym.
- **Windy River Elementary:** School-age playground, multi-use courts, and open play space.
- **Riverside Jr/Sr High School:** Football field with track and spectator seating, two tennis courts, two baseball/softball fields, one soccer field, indoor gym, and a wrestling room.

Boardman Community Development Association (BCDA) - Field House

The BCDA supports community access to recreation and youth activities through facility management and partnerships. It operates **The Field House**, a training space used primarily for youth baseball and softball, with occasional law enforcement training and other scheduled uses.

PRIVATELY OWNED ASSETS

While not part of the public park system, several privately owned or HOA-managed sites contribute to Boardman's recreational landscape. These can provide partnership opportunities, such as coordinated programming or shared facility use, as seen with privately operated sports venues. At the same time, there is a growing trend of HOAs seeking to transfer ownership and maintenance responsibilities to the City, often due to the challenges of long-term liability and upkeep.

Oregon Potato International (OPI) Soccer Fields

The OPI complex includes two soccer fields, one of which is irrigated and maintained to a high standard. These fields host adult soccer leagues and tournaments, with the irrigated field often described as the best full-size soccer field in Boardman. The Boardman Park & Recreation District currently helps coordinate use through informal arrangements, with plans to formalize access in the future.

Tuscany Subdivision Park

A small neighborhood park located within a private residential development. The homeowners association has expressed interest in transferring ownership to the City to reduce long-term maintenance and liability responsibilities.

Other Private Open Spaces and HOA Spaces

Additional private parks and green spaces may exist within residential subdivisions and are typically managed by homeowners associations (HOAs). Additionally, multifamily apartment complexes also provide private open space for residents. While not open to the general public, these sites help meet localized recreation needs and may reduce demand on publicly maintained parks.

STATE AND FEDERAL AGENCIES

Bureau of Indian Affairs (BIA)

The Bureau of Indian Affairs (BIA) manages or holds trust interest in several parcels in and around Boardman, particularly near the Columbia River and Day Use Park. These lands lie within the ancestral homelands of the Cayuse, Umatilla, and Walla Walla peoples, now federally recognized as the Confederated Tribes of the Umatilla Indian Reservation (CTUIR). While not formally designated for recreation, BIA-managed parcels intersect with open space, habitat areas, and river access points—shaping future planning, development coordination, and long-term stewardship. Their presence highlights the importance of collaborative land management and cultural sensitivity in public space planning. See Figure 4-2 for an interpretive panel found in Day Use Park.

U.S. Fish and Wildlife Service (USFWS) – Umatilla National Wildlife Refuge

Spanning 23,555 acres across Oregon and Washington, the refuge includes wetlands, shrub-steppe, and riparian habitats along the Columbia River. Figure 4-3 shows the refuge limits depicted on an interpretive panel found in Day Use Park. Two units are near Boardman:

- **The Boardman Unit** – Located about 3 miles west of the city, accessed via Tower Road (Exit 158 off I-84)
- **The McCormack Unit** – Primary entrance situated roughly 10 miles south of I-84 at the end of Paterson Ferry Road, near Irrigon.

The refuge provides habitat for migratory birds and offers wildlife viewing, photography, hunting, and self-guided programs. Designated parking areas are available; there is no visitor center. The refuge's ecological value and proximity to Boardman contribute to the region's open space and conservation landscape.

Oregon Department of Fish & Wildlife (ODFW) – Coyote Springs Wildlife Area

A 160-acre area owned by the U.S. Bureau of Reclamation and managed by ODFW, located about 2 miles east of Boardman, just south of I-84 and adjacent to the Port of Morrow. Primarily for habitat conservation, with limited recreational uses such as wildlife viewing and education.

Bonneville Power Administration (BPA)

Owns a utility corridor along the south side of I-84. While primarily for power transmission, it presents potential for recreational uses like trails. Portions west of Main Street are under review in the CRHT Master Plan. Any recreation development requires coordination with BPA safety and land use standards.

U.S. Army Corps of Engineers (USACE)

The USACE owns most of the 2-mile stretch of **Columbia River shoreline within the Boardman's Urban Growth Boundary**. All of the Boardman Park & Recreation District's waterfront parks are located on Corps-managed land and operated through long-term leases enabling public access while requiring compliance with federal land use and environmental regulations. The District's lease with the Corps has expired and is pending renewal, making ongoing coordination essential to ensure continued public access, address community concerns, and guide future maintenance and improvements.

Figure 4-2: Existing Sign Panel in Day Use Park - Cayuse, Umatilla and Walla Walla Homeland

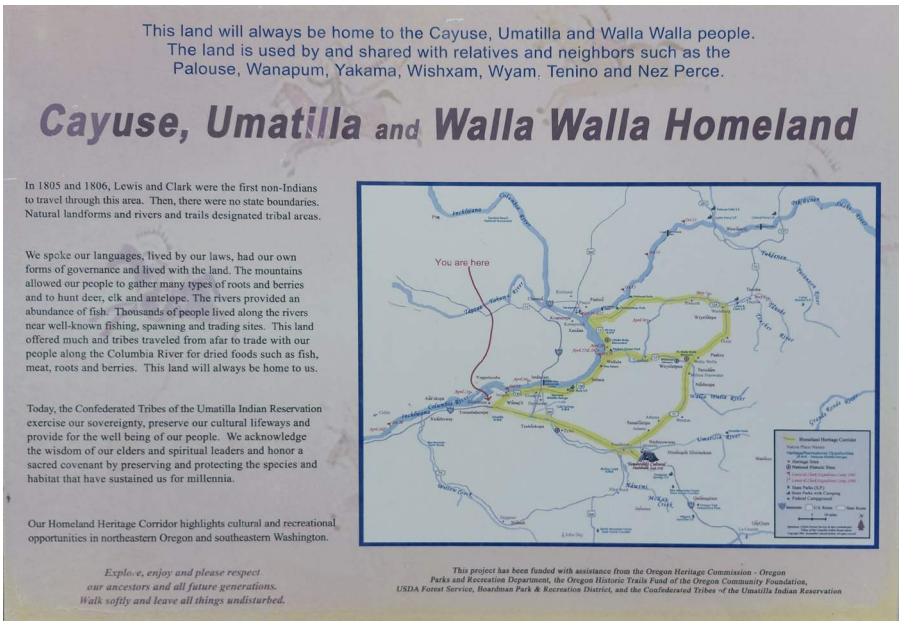
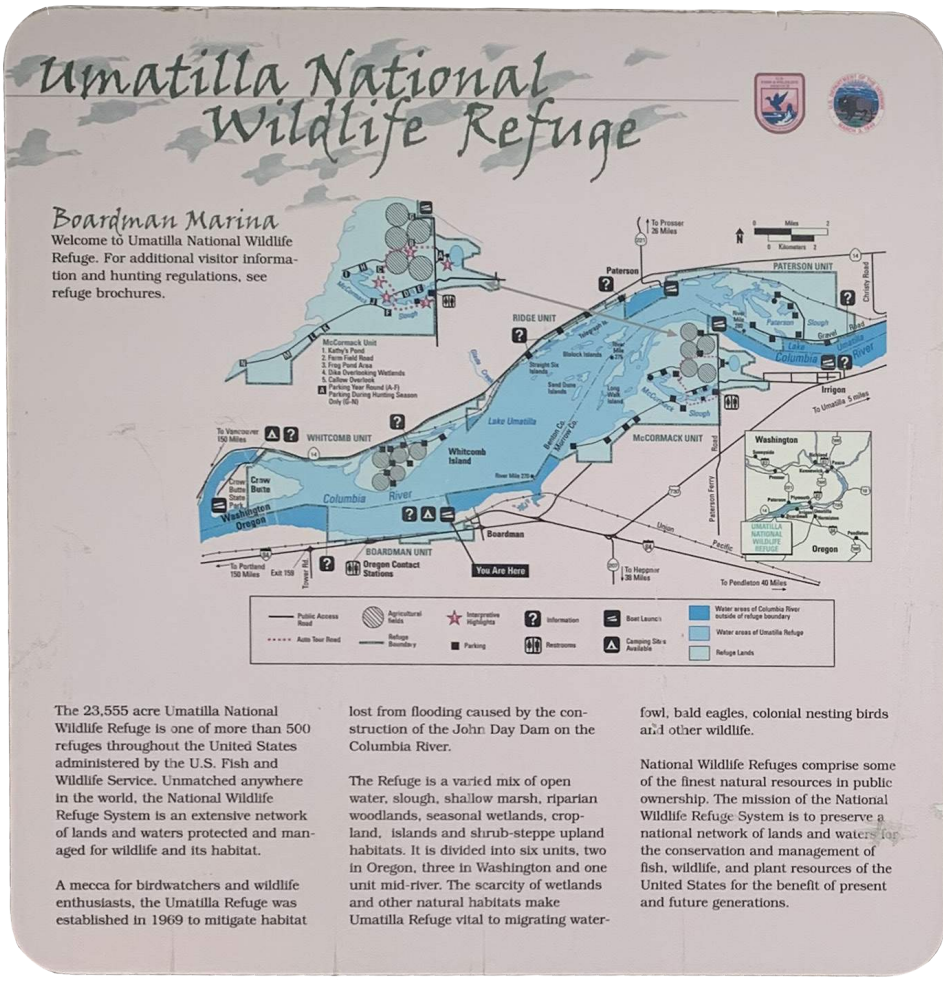
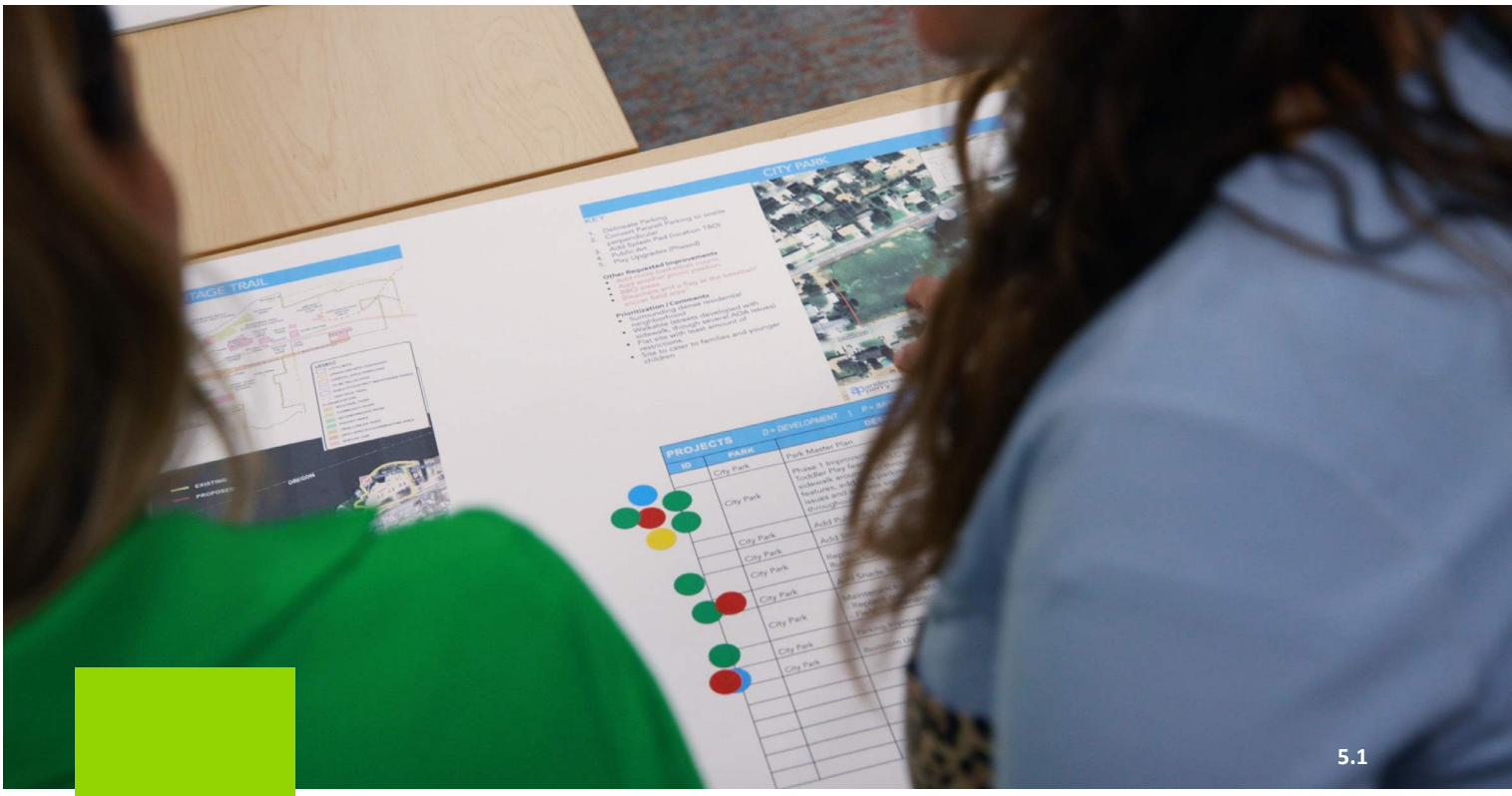


Figure 4-3: Existing Sign Panel in Day Use Park - Umatilla National Wildlife Refuge





05

COMMUNITY NEEDS ASSESSMENT

Understanding community needs is central to building a park and recreation system that reflects Boardman's values and priorities. Chapter 5 summarizes input from surveys, events, and stakeholder meetings, showing how people use parks, what they value, and the improvements they want, with regional and statewide trends providing context. These perspectives reveal both strengths and gaps in the current system, framing the recommendations that follow and ensuring they respond directly to community priorities.

Community Survey Snapshot

73% use parks evenings & weekends

82% typically drive to parks

Marina Park most visited (39%)

78% say not enough indoor rec space

93% value walking & biking trails

70-90% feel most amenities need upgrades

Most support beautification and recreation & sports facilities

Weather is the top barrier to recreation (30%)

Satisfaction landscaping, camping facilities, pet-friendly spaces & water access

Dissatisfaction restrooms, swim areas, group shelters & shade, cleanliness, sports courts

COMMUNITY SURVEY SNAPSHOT

The community-wide survey captured a representative snapshot of how people use Boardman's parks, what facilities and programs they value most and the kinds of improvements they would like to see. Findings highlight strong use of existing parks, demand for indoor space, and broad support for accessibility, beautification, and recreation upgrades.

How Residents Use Parks

Residents primarily visit parks on **evenings** and **weekends**, with most **arriving by car**. **Marina Park** was the most frequently used site, followed by **Tatone Park** and **City Park**. **Weather** was cited as the **greatest barrier** to use.

Top Priorities for Investment

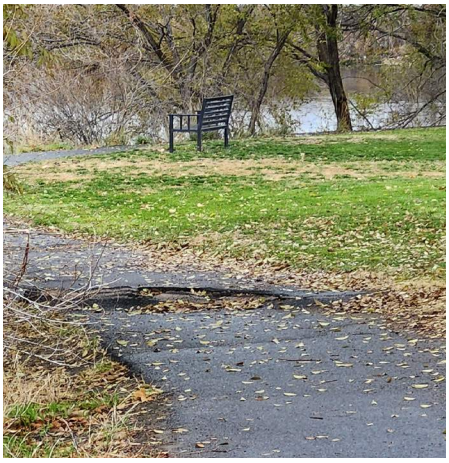
- **Indoor recreation:** Most respondents said there is not enough indoor space and ranked expansion of the Recreation Center as the top priority. A majority expressed willingness to support new funding to achieve this.
- **Park Amenities and comfort:** Strong demand emerged for upgrades to accessibility, pathways, restrooms, lighting, playgrounds, and group shelters/ shade. Features such as misting stations and barbecue areas also received majority support.
- **Recreation & sports:** Walking and biking trails were the most desired facility overall, followed by multi-sport complexes, softball, and basketball courts. Field and court improvements, such as soccer, pickleball, volleyball, and outdoor fitness, were broadly supported.
- **Park Beautification:** Residents emphasized the importance of more trees, landscaping, site furnishings, sustainable design features, public art, educational opportunities, and improved signage.

Satisfaction Levels

- **Lowest satisfaction:** Restrooms, swimming areas, cleanliness, and group shelters.
- **Moderate concerns:** Sports courts, athletic fields, playgrounds, and pathways.
- **Highest satisfaction:** Landscaped areas, camping facilities, pet-friendly spaces, and water access.

KEY THEMES FROM BROADER ENGAGEMENT

In addition to the survey, community input was gathered through focus groups, PAC meetings, staff engagement, site visits, and informal conversations. These qualitative insights reveal the lived experiences behind the numbers—highlighting unmet needs, cultural priorities, and aspirations for the future of Boardman's parks. Organized into cross-cutting themes, they reflect what matters most to residents—from expanding access and shade to celebrating cultural identity and ensuring inclusive, year-round recreation. Together, they help shape a vision for a more equitable, connected, and vibrant park system.



Park Maintenance & Safety

Residents value their parks but want cleaner, safer, and better-maintained facilities.

Key Priorities

- **Cleanliness and waste management** including restrooms, pavilions, trash collection, and pet/goose waste; strategies to address resident geese (coordination with ODFW); additional trash receptacles and dog waste stations.
- **Well-maintained sports fields and court** through turf leveling, weed and rock removal, and maintenance of dugouts and support structures.
- **Trail repairs** to fix root heaves and cracks, especially along high-use routes like the riverfront trail.
- **Vegetation maintenance** for safety, visibility, storm resilience and wildfire risk.
- **Waterfront area maintenance** addressing erosion, glass, algae, debris and beach racking.
- **Upgraded amenities** with replacement/repair of aging equipment and furnishings.
- **Clear signage** with park rules and etiquette to support maintenance and user responsibility.
- **Lighting improvements** along trails, sidewalks, restrooms, and gathering spaces for safe evening use, while discouraging overnight activity or misuse.
- **Fencing** near streets, water, and other hazards to protect children, separate pedestrians from vehicles and define park boundaries.

Community Quotes

- *"Less goose poop at the marina. Other park areas, better policing of people that don't pick up their dog poop!"*
- *"Better security and lighting."*
- *"The restrooms need to be clean."*
- *"Fix the walking path. There are a lot of potholes and raised areas that are tripping hazards for anyone using the paths."*

Cultural Identity, Art, Interpretation & Storytelling

Residents want parks to celebrate Boardman's diversity, indigenous heritage, local history and natural setting.

Key Priorities

- **Heritage interpretation** highlighting Old Boardman and existing indigenous heritage displays at Day Use Park.
- **Public art, murals, and community-driven storytelling features** with community- and youth-led projects.
- **Cultural events and design elements** that celebrate traditions.
- **Partnerships with institutions** such as the Library to install a story walk.
- **Interpretive and educational elements** including demonstration and community gardens, pollinator habitats, and signage highlighting sustainability, native vegetation, and local flora/fauna.

Community Quotes

- *"With the history of Boardman, there is very little to learn about it. We have remnants of 'Old Boardman,' but no signage or information that shows where and what."*
- *"High quality public art would be awesome. Metal sculptures, etc., and not the painted plywood stuff."*
- *"We miss the huge tree that was by the Pavilion. It had many, many pinatas hung from it and created core memories for many Boardman children."*

5.2

Accessibility and Inclusion

Residents stressed that parks should welcome all ages, abilities, cultures, and incomes.

Key Priorities

- **ADA accessibility** through removal of barriers and creation of safe, continuous routes to major features, with priorities such as accessible water access, camping sites, site furnishings, and pathways for strollers, wheelchairs, and other mobility devices.
- **Improved water access** through erosion control and accessible infrastructure such as piers, paths and boat transfer points.
- **Multi-generational spaces** where all ages can participate together.
- **Universal design strategies** across playgrounds and amenities to serve people of all abilities.
- **Culturally inclusive features** through bilingual signage and culturally relevant programs.
- **Affordability and equity** through free or low-cost programs, discounted memberships, and reduced equipment costs; lack of transportation creates further barriers.

Community Quotes

- *"Create sidewalks and street lamps, everywhere. Kids deserve a safe area that isn't the road or a field to walk on."*
- *"Signage so people can find the parks. Some parks are obscure and unused as a result."*

5.3

Access & Connectivity

Safe and convenient access to parks and stronger trail network were priorities, especially south of I-84, in newer neighborhoods and direct connections to the waterfront.

Key Priorities

- **Neighborhood access** to parks through sidewalk infill, lighting, safe crossings, and new park development in underserved areas.
- **Safe crossings** at key locations (e.g., Marina Drive & Main, Wilson Road, Boardman Avenue, near truck corridors) and improved/new, highway/ railroad crossings, including a west-end I-84 option.
- **Looping trail** network with routes of varying lengths, including long-distance options (10–20 miles) for wellness, events, and tourism ((e.g. cross-country meets and 5K/10K walks).
- **Local and regional connections** to neighborhoods, schools, the marina, the Recreation Center, and broader systems like the Columbia River Heritage Trail, Oregon Trail spurs, and potential wildlife refuge paths.
- **Trail quality** through widening, repairs and upgrades to support safe multi-use activity (walking, biking, running, athletics).
- **Trail amenities** including benches, shade, fountains, trash cans, lighting, fitness stations, wildlife viewing areas, interpretive signage.
- **Wayfinding** with multilingual maps, markers and trail heads for navigation and identity.

Community Quotes

- *"Create sidewalks and street lamps, everywhere. Kids deserve a safe area that isn't the road or a field to walk on."*
- *"Signage so people can find the parks. Some parks are obscure and unused as a result."*

Shade, Comfort, and Climate Adaptation

Shade and shelter are essential in Boardman's hot, windy climate.

Key Priorities

- **Shaded gathering and rest areas** near playgrounds, splash pads, sports fields, picnic spaces, event areas and trails.
- **Increase tree planting and landscaping** to restore canopy, provide shade and windbreaks, and improve aesthetics.
- **Misting stations** in high-use or exposed areas.
- **Drinking fountains and water bottle fillers** with pet-friendly options.
- **Ecological enhancements** such as native plantings, pollinator gardens, and observation areas for habitat and climate resilience.

Community Quotes

- *"I would like shade covers for the playground equipment."*
- *"Better seating and shade at ballparks."*
- *"Shade!"*

Events, Gathering Spaces, and Community Use

Residents see parks as vital spaces for community connection, calling for both small group gathering places and larger-scale facilities to support community programs and events.

Key Priorities

- **More picnic shelters and reservable pavilions** in high-use parks.
- **Large covered pavilion or amphitheater** (capacity of 400–500) for concerts, holiday festivals, and cultural programs.
- **Durable shelter designs** such as open-sided shelters that balance ease of maintenance (walls trap wind-blown debris) with wind protection.
- **Well-equipped gathering areas** with seating, tables, barbecues, water access, power and Public Wi-Fi.
- **Clear signage and equitable reservation process** for shelters.
- **Gathering spaces near other park amenities** like play to encourage multi-generational park use.
- **Expanded programming and events** such as Fishing Guide weekend, Get Outside! days, Music in the Parks.

Community Quotes

- *"Structures for outdoor events such as community yard sales, farmers markets and seasonal shaded picnic areas."*
- *"An amphitheater for groups to play on celebrations/holidays."*

Indoor Recreation and Year-Round Activities

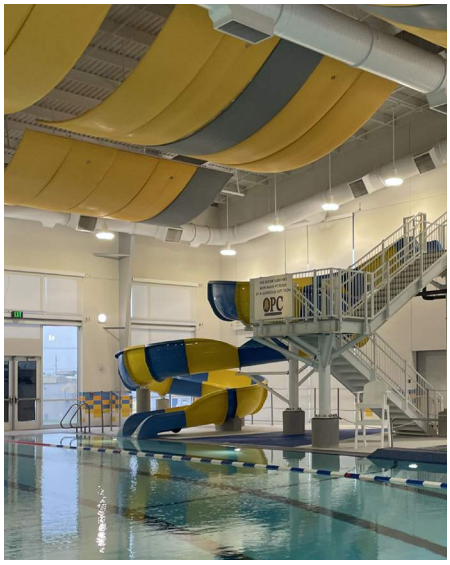
Indoor facilities are critical to supporting recreation throughout the year.

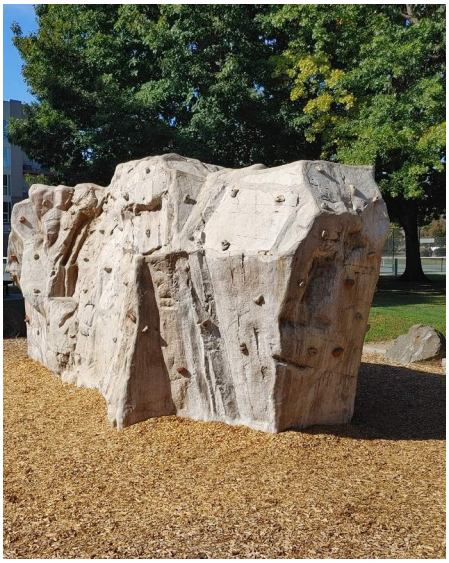
Key Priorities

- **Year-round indoor sports facilities** with flexible, multi-use space for soccer, pickleball, futsal, drop-in play, and training.
- **Recreation Center expansion and improvements** for more space, equipment, programming, and extended hours—especially evenings and weekends.
- **Flexible community recreation spaces** for classes, events, and low-cost activities, with dedicated areas for youth, teens, and families.
- **Affordable access options** such as sliding-scale fees, partnerships, clear user policies.
- **Activation of underutilized spaces** such as the Field House at Tatone Park, along with better community awareness of available resources.

Community Quotes

- *"A safe place for youth to hang out after school would be amazing."*
- *"Indoor turf field for soccer and a separate one for football."*





Youth, Play and Family Amenities

Residents expressed strong demand for diverse, engaging, and inclusive opportunities for all ages, from toddlers, to teens, to older adults.

Key Priorities

- **Upgrade play areas** in underserved neighborhoods by replacing aging structures with creative, engaging designs for different stages of development.
- **Toddler zones** separated from larger play areas to provide safe, age-appropriate options.
- **Larger, destination playgrounds** such as adventure-style play areas (e.g. Funland) and covered playgrounds, with shade, seating, and walking loops. Some suggested a community-led effort to build a large play structure.
- **Water play** expanded with a larger splash pad and potential outdoor pool, water slides or spray park features (e.g. Hermiston/Pendleton)
- **Nature-based and unstructured play** such as climbing features, natural elements, sensory features, obstacle courses, and outdoor games like ping pong, chess or wall ball.
- **Youth amenities** including skatepark upgrades, bike skills features, pump track, mini golf, free-access climbing walls, sand volleyball, drop-in gathering areas, and programs tailored to middle schoolers (e.g., futsal, gaming, trampoline play, challenge courses).
- **Outdoor fitness** with walking loops, upgraded exercise stations, obstacle challenge courses, or flexible-use spaces.
- **Age-friendly park features** for older adults, including quiet gardens, shaded seating, rest areas along trails, and other low-impact recreation options.

Community Quotes

- *"The neighbors in River Ridge would really like a playground for our kids!!"*
- *"More activities for young people."*
- *"Id love to see a playground that has more options for little kids/toddlers."*
- *"Younger kids have playgrounds, but teens don't have much."*

Activate the Waterfront and Improve River Access

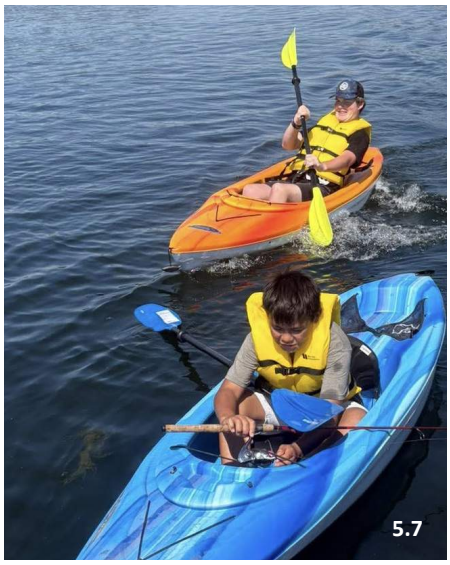
The Columbia River is one of Boardman's most valued assets. Residents want improved public access, upgraded amenities, and a continuous, family-friendly riverfront experience.

Key Priorities

- **Expanded water access** with new designated areas to relieve overcrowding.
- **Accessible water access facilities** including docks and safe fishing/boating platforms
- **Features that showcase the riverfront**, such as scenic walkways, public art, and photo-friendly spots that celebrate Boardman's setting.
- **Shaded areas** with picnic spots, play structures, seating, and upgraded site amenities.
- **Shoreline safety** through erosion control, trail stabilization, and cleanup.
- **Equitable recreation options** such as potential gear loan programs or low-cost rentals (kayak, paddleboards and paddle boats).
- **Improved pedestrian links to waterfront parks** through expanded trails, wayfinding, and safe walking/biking routes.
- **Partnerships** for equipment rentals, concessions, vendors, and community events.

Community Quotes

- *"More sand and something to help with the stagnant water in the swim area, like Arlington."*
- *"Kayak launch ramp, fishing docks in marina."*
- *"Would be nice to have some rental places to rent paddle boards or kayaks. A snack bar/ice cream truck by the Marina would also be cool."*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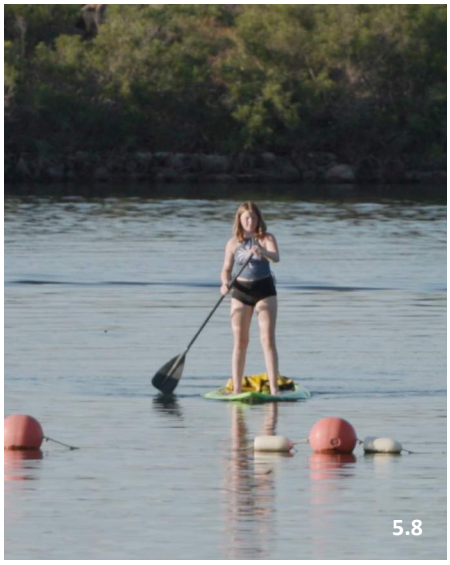
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5.9

Sports and Active Recreation

Investment in sports infrastructure was a major theme, with strong interest in soccer and support for a multi-sport complex.

Key Priorities

- **Maintenance of fields and courts** with turf care, soccer field repairs, and upgraded dugouts, bleachers, and restrooms.
- **Soccer facilities** with additional fields to support youth programs and adult leagues.
- **Improved baseball/softball infrastructure** with covered seating, concessions, and lighting.
- **Increased court capacity** by adding basketball, tennis, sand volleyball, and outdoor pickleball courts.

Multi-Sport Complex

- **Centralized facility** with fields, courts, spectator seating, concessions, and gear storage.
- **Integrate family amenities** such as playgrounds, splash pad, picnic areas, walking paths/trails, and shade.
- **Design for tournament** to boost regional events and tourism.
- **Flexible indoor/outdoor features** such as covered fields and indoor recreation space.
- **Serve all users** with space for competitive play, practice, pickup games, and social gatherings.

Community Quotes

- *"Amphitheatre, pump track, pickleball court, sand volleyball courts."*
- *"More basketball hoops, volleyball options, anything that encourages our community to go outside and play together."*
- *"I believe a sports complex would greatly improve Boardman youth sports."*
- *"We could use more soccer fields."*

5.10

RECREATION PARTICIPATION PATTERNS

Recreation trends across Oregon, Eastern Oregon, and Morrow County provide important context for Boardman's parks. These trends highlight the types of activities residents and visitors most enjoy, the facilities in highest demand, and emerging behaviors that will shape how people use parks in the future. Boardman's own demographic and market profile (see Chapter 2 and Appendix D) mirrors many of these broader patterns, underscoring the importance of trails, water access, camping, cultural amenities, and flexible event infrastructure.

Strong Demand for Trails and Walkable Environments

Walking, hiking, and trail-based recreation consistently rank among the top activities statewide. Expanding the Columbia River Heritage Trail, improving neighborhood connectivity, and ensuring safe pedestrian and bike access are clear priorities.

Water Access as a Competitive Strength

Participation in swimming, beach visits, boating, and fishing places Boardman's Columbia River frontage at the center of regional demand. Protecting and expanding public shoreline access, improving swimming and boating facilities, and enhancing amenities at Sailboard Beach and the Marina will directly meet these needs.

Camping and Day-use Infrastructure

Campground and picnic/day-use sites are heavily used across the region, often at or near capacity. Boardman's marina campground already sees peak-season saturation. Expanded RV and tent camping, shaded picnic shelters, and restrooms, are critical to capture this market.

Diverse Recreation Activities Beyond Water

Hunting, birdwatching, OHV riding, cultural festivals, agritourism and wildlife viewing/nature immersion are popular regionally. While not all fall within the City/District's direct purview, Boardman can support compatible facilities such as nature viewing areas, festival venues, multipurpose fields and partnerships with tourism agencies.

Equitable and Accessible Facilities

Oregon's 2025–2029 Statewide Comprehensive Outdoor Recreation Plan (SCORP) and Morrow County plans stress ADA access and siting facilities close to population centers. With many households facing disability and income barriers, Boardman can prioritize universally accessible design and affordable, neighborhood-serving amenities. Boardman's large Spanish-speaking population and households with disabilities make bilingual signage and universal design particularly relevant. High rates of family picnicking and playground use point to the importance of facilities that support multi-generational gatherings, from shaded shelters to age-friendly play and walking options.

Cultural & Heritage Recreation

Morrow County trends emphasize the economic and tourism value of heritage events and cultural celebrations. Boardman's agricultural identity, Indigenous history, and riverfront provide a foundation for cultural interpretation and heritage-based recreation. Dedicated spaces for festivals, interpretive signage, and partnerships with local organizations could strengthen Boardman's role as a cultural destination while enhancing community pride and visitor engagement.

Participation and Use Dynamics

Boardman's recreation system must balance multiple demand cycles. Seasonal peaks occur in summer and fall, driven by tourism, hunting, and harvest festivals. At the same time, a large share of residents commute out daily, concentrating their use of parks into evenings and weekends. This overlaps with steady weekday demand from in-commuting and temporary workers requires flexible facilities that can absorb both seasonal surges and daily after-hours use.

Event & Tournament Infrastructure

New travel behaviors are reshaping recreation demand. "Bleisure" travel blends business with personal or family leisure, "flexcations" combine remote work with extended stays, and "tournacations" pair sports tournaments with family getaways. These trends highlight opportunities for Boardman to expand event and tournament infrastructure—such as indoor aquatics, multipurpose fields, and flexible venues—that can attract tournaments and extend family stays. At the same time, regional participation trends show strong demand for spectator and cultural activities, suggesting a role for flexible event spaces, outdoor stages, and shaded bleachers to support concerts, festivals, and sports viewing.

Temporary Workforce Demand

Industrial growth and data center expansion bring thousands of temporary and contract workers to Boardman, who rely on RV parks, hotels, or bunk housing. Many use parks, trails, and waterfront areas after work, creating a service population larger than census figures suggest. Planning must scale amenities, lighting, and maintenance for weekday peaks and explore partnerships with employers and lodging providers.

LEVEL OF SERVICE, ACCESS GAPS, AND CONDITION

Access to parks shapes how often people use them and the benefits they provide. This section evaluates how well Boardman's park system serves the community using a combination of Level of Service (LOS) measures and broader performance indicators. LOS focuses on supply and access—how much parkland and how many recreation amenities are available relative to the population served, and how well those resources are distributed and reachable. To provide context for these findings, the analysis draws on national and state frameworks and benchmarks. The National Recreation and Park Association (NRPA) provides benchmarks for parkland acreage, facilities, and service delivery; the Trust for Public Land (TPL) promotes the goal that every resident should live within a 10-minute walk of a quality park; and Oregon's 2025–2029 Statewide Comprehensive Outdoor Recreation Plan (SCORP) emphasizes equitable access, sustainability, and recreation quality. Together, these tools reinforce that supply and access alone do not tell the full story; parks must also be usable, inclusive, and well maintained to meet day-to-day community needs. Accordingly, the analysis considers four complementary factors throughout this section: park access, access gaps viewed through an equity lens, amenity benchmarks (for context), and park quality and condition.

Understanding Daily Service Population

Boardman's park system serves more than its residential population. As a regional employment and temporary workforce lodging hub, the city has an estimated **weekday service population of about 6,890—roughly 20 percent higher than its residential base of 5,749[1].** This weighted service population provides a more accurate foundation for Level of Service (LOS) analysis and benchmark comparisons, which guide the gap and equity analysis presented in this chapter.

1 See Appendix D for detailed service population methodology and Appendix F for LOS methodology, spatial access mapping (existing vs. proposed) and full benchmark tables used in this chapter.

Parkland Supply

Within the UGB, Boardman has **112 acres of developed**, publicly owned recreational facilities that provide community benefit. This total includes assets managed by the City of Boardman (14.1 acres), the Boardman Park and Recreation District (88.3 acres), and the Port of Morrow (9.6 acres). Figures 5-1 and 5-2 map LOS service areas for City and District facilities, and the expanded service areas when Port-owned recreation sites are included. Based on the **weighted service population of 6,890, these assets provide 16.3 acres per 1,000 residents. Using the base residential population of 5,749, the ratio increases to 19.5 acres per 1,000 residents.** Both measures fall comfortably within NRPA's benchmark range for smaller cities (12.9–22.0 acres per 1,000). This total reflects the core park system used for LOS analysis, excluding:

- Fee-based or restricted facilities such as the Campground and Recreation Center (34.5 acres combined).
- Privately owned or managed sites such as the OPI soccer fields.
- Maintained open greenspaces that provide limited recreation value (e.g. Zuzu Park, other subdivision parks).
- Undeveloped parkland that is publicly owned but not yet improved for recreation use (e.g. Sunset Park).

When publicly owned open greenspaces and undeveloped parkland are included, Boardman's public parkland base increases to about 158 acres (excluding fee-based/restricted and privately managed sites). This land base highlights both a strong foundation and opportunities to increase functional value through targeted investment.

Outdoor Facilities

Benchmarks highlight both system strengths and clear deficiencies.

- **Playground** numbers exceed national ratios but lack toddler-specific and inclusive features.
- **Soccer fields** are entirely absent with the decommissioning of the Front Street field, creating the most significant amenity gap and one of the strongest community demands.
- **Diamond fields** meet benchmarks in number but need modernization and improved maintenance.

Planning Targets for Park System

This Master Plan establishes the following targets to guide parkland acquisition, development, and investment through 2035, addressing identified system gaps and aligning with national, state, and peer benchmarks.

- **Parkland LOS:** Maintain at least 15 acres of developed parkland per 1,000 weighted service population (~18 acres per 1,000 residents under current conditions).
- **Access:** Strive that all residents live within a 10-minute walk of a developed park. Close gaps in northeast and south Boardman. Improve crossings of I-84, the railroad, and truck corridors.
- **Trail Expansion:** Expand trail network to 4–10 miles, creating looped connections between neighborhoods, schools, civic spaces, and river.
- **Quality & Maintenance:** Meet baseline safety, ADA, and design standards by 2035. Establish consistent maintenance practices.
- **Amenity Diversity:** Add soccer and diamond fields, a skatepark, toddler and inclusive play areas, shade, restrooms, and other comfort amenities to provide a balanced mix for all ages.
- **Indoor Facilities & Shared Use:** Expand the Recreation Center and strengthen shared use agreements with the Field House and schools to broaden community access.
- **Inclusive Design:** Ensure parks are welcoming and accessible across languages, cultures, abilities, ages, and income levels.
- **Camping & Workforce Housing:** Expand camping to meet seasonal workforce and visitor demand.

Figure 5-1: Existing Level of Service - District & City Facilities

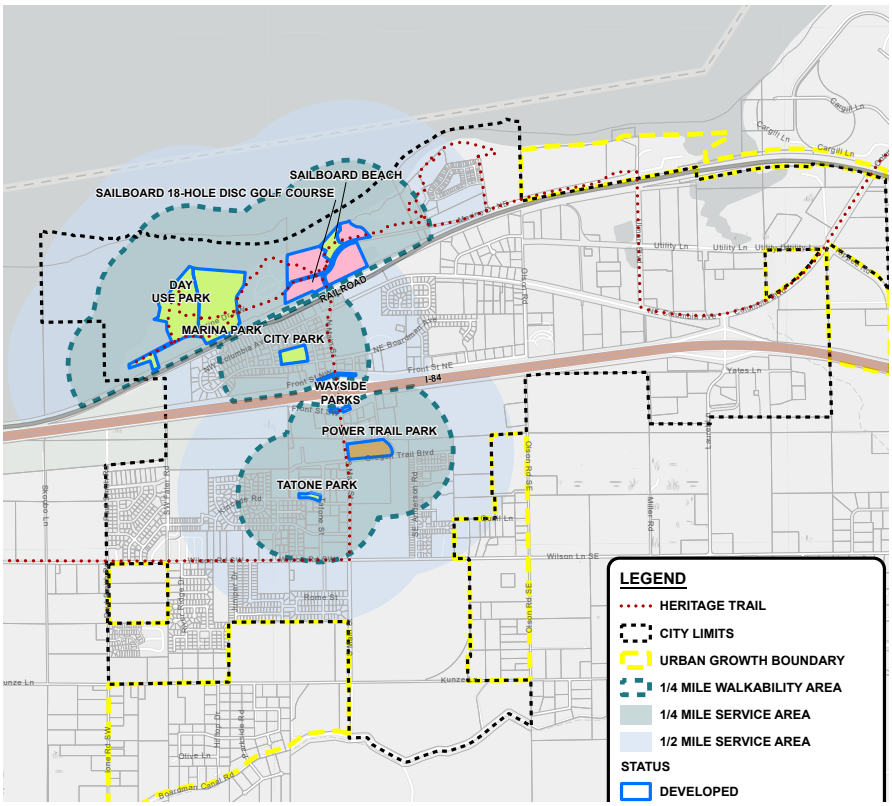
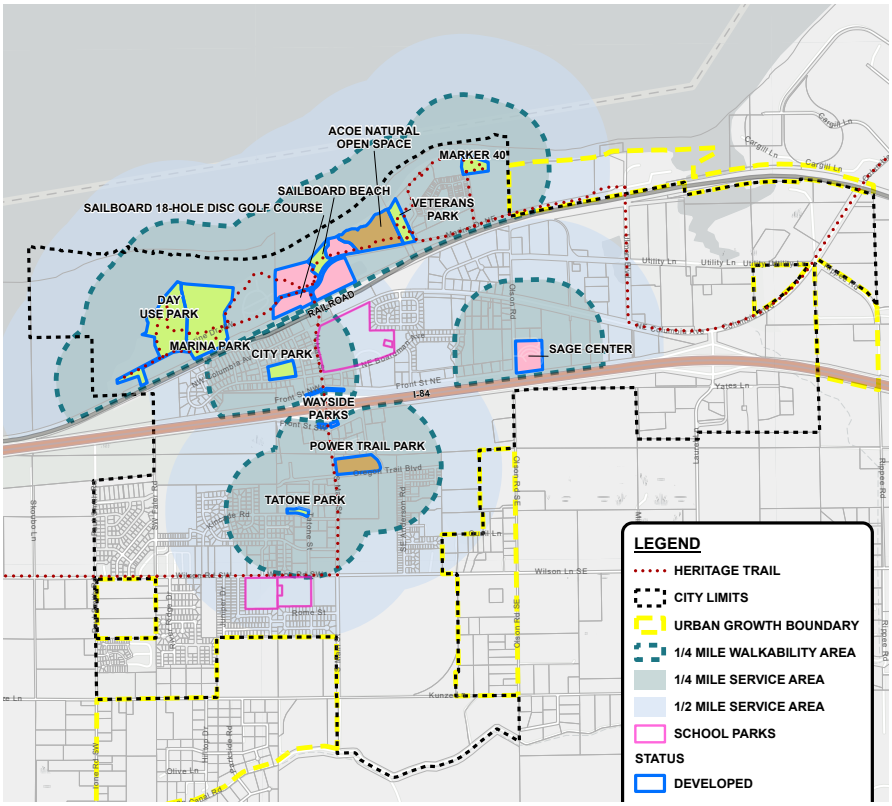


Figure 5-2: Existing Level of Service - All Public Recreational Facilities



- Current **basketball and volleyball courts** meet NRPA benchmarks, while **multi-use courts fall short**, with only one at Day Use Park. Tennis and pickleball courts are absent as dedicated facilities.
- **Trails** total just 2.36 miles—well below the 4–10 mile peer benchmark—and are fragmented, with poor neighborhood connections for walking and biking.
- **Dog park, splash pad, and disc golf** align with NRPA benchmarks and are a system strength for a City the size of Boardman.
- **Camping** is under-supplied per staff input, with seasonal pressures for workforce housing and tourism.
- **Skatepark facilities** are absent after Front Street park decommissioning, leaving a youth recreation gap.
- **System-wide amenities** like shaded gathering spaces and restrooms are limited. Restrooms were rated lowest in surveys, and few parks offer shaded group areas for use in hot or windy conditions.

Indoor Facilities

The Boardman Recreation Center anchors indoor recreation with a **competitive swimming pool and two basketball courts**. These **exceed NRPA benchmarks and set Boardman apart from many peer cities.** However, the gym is shared with volleyball and pickleball, creating scheduling conflicts and use patterns indicate a clear need for expansion. Other indoor facility types such as walking tracks, racquet courts, or therapeutic pools are absent, though this is typical of small communities. The Field House and two school gyms provide additional space, but community access is limited. Strengthening shared use agreements with these facilities represents a key opportunity to expand indoor recreation access without new construction.

Access Gaps and Barriers

As shown in Figure 5-3, Level of Service (LOS) mapping reveals clear access gaps in northeast Boardman and south Boardman. When overlaid with zoning and neighborhood data, these underserved areas align with some of the city's denser housing types, including mobile home communities, RV parks and multi-family developments—housing types that often serve lower-income households. This pattern highlights an equity concern in the distribution of parks. Key barriers and limitations include:

- **Major physical barriers such as I-84, the Union Pacific Railroad, and truck corridors** restrict safe pedestrian and bicycle connections, shrinking the effective reach of existing parks. Sidewalk gaps and missing links compound the issue—survey responses indicate that over 80 percent of residents typically drive to parks, even for short trips.
- While regional facilities like the Port of Morrow's SAGE Center playground technically expand mapped coverage, they do not substitute for neighborhood-scale amenities that families rely on for daily use.

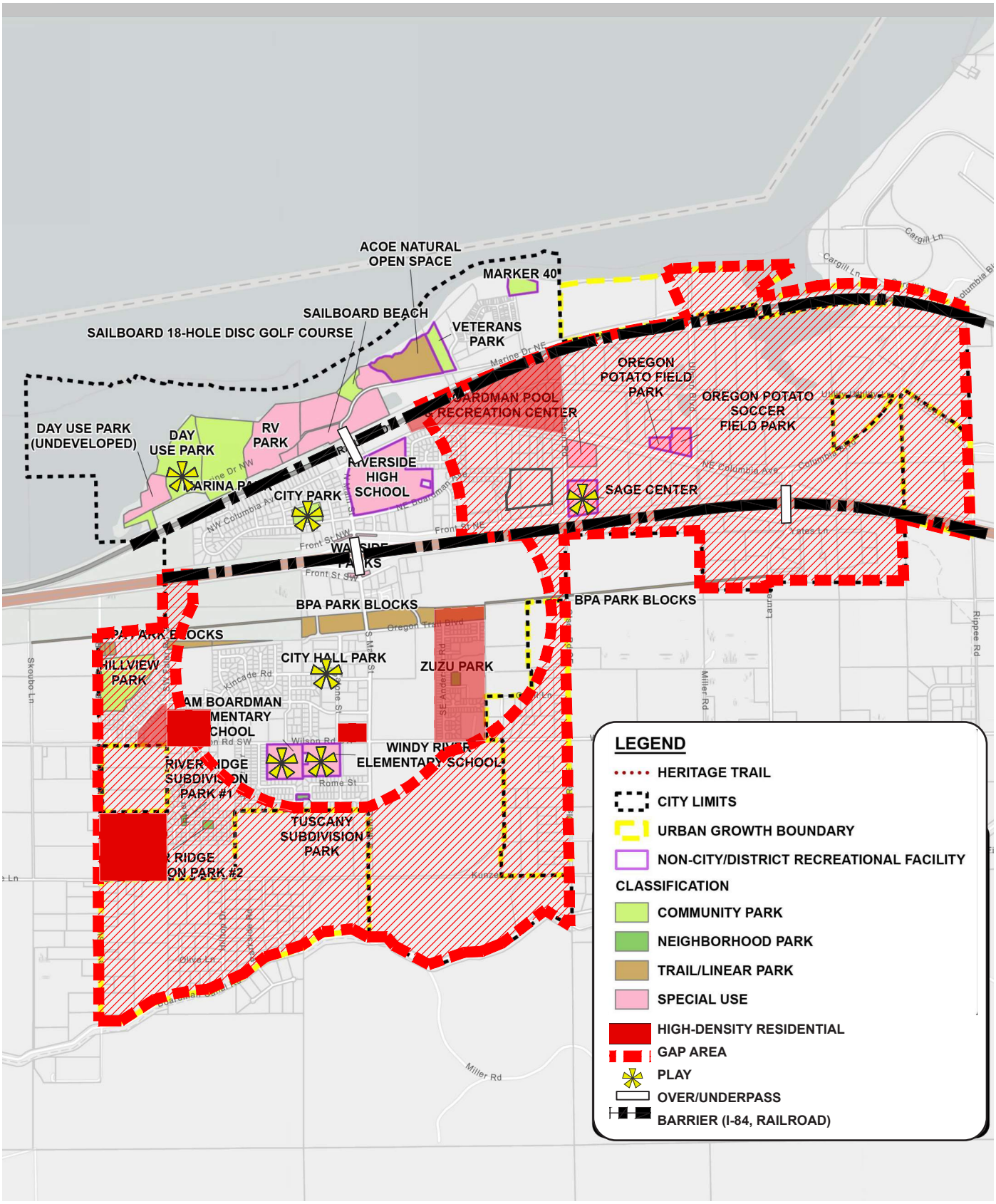
Quality and Condition

Beyond the presence or absence of amenities, the quality and usability of facilities determine how well they serve residents. Field visits, staff input, and community feedback highlight several issues:

- **Deferred Maintenance:** Restrooms, paved surfaces, and site furnishings show signs of aging and inconsistent upkeep.
- **Playgrounds:** Equipment is often one-dimensional, lacking variety and challenge.
- **Cultural Fit:** Facilities underserved community preferences and language needs—for example, limited shaded gathering areas and the absence of soccer fields, which are highly valued by Latino families, and a lack of bilingual signage.
- **Accessibility:** No park is fully ADA compliant, and gaps in sidewalks, crossings, and surfacing reduce system-wide accessibility.
- **Environmental Comfort:** Limited shade and wind protection reduce usability in Boardman's hot, dry, and windy climate.

Together, these factors reduce the overall equity and effectiveness of the park system, even where benchmarks for acreage or facility counts appear to be met.

Figure 5-3: Existing System Gaps



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06

PROJECT GOALS AND OBJECTIVES

Boardman has a history of investing in its parks and recreation system, with past planning efforts and community input shaping facilities and programs over time. As the city faces rapid growth and evolving needs, this plan offers an opportunity to reaffirm the vision and values that will guide future decisions. Chapter 6 presents the overarching vision for the park system, the core values that reflect community priorities, and the goals, objectives, and strategies that translate those values into actionable direction.

CORE VALUES

Community Pride & Hometown Character
Residents value their small-town charm, strong community identity, and the pride that comes from knowing and supporting one another.

Health, Wellness & Active Living
Living a healthy and active lifestyle is important to the community, with an emphasis on physical, mental, and social well-being of all ages.

Inclusivity & Welcoming Spirit
Boardman strives to be a place where all people—regardless of background, culture, or ability—feel welcomed, respected, and included.

Cultural Heritage & Local Identity
Boardman's residents value the community's diverse cultural makeup, including its large and growing Hispanic population. There is a strong desire to honor the many stories, traditions, and identities that shape Boardman today—while also acknowledging its indigenous history, agricultural roots, and the ways the community is continuing to grow and evolve.

Equity & Accessibility
There is a strong belief that everyone deserves fair and meaningful access to public spaces, resources, and opportunities, no matter their income, location, or ability.

Forward-Thinking & Youth-Retention
Boardman is a community that embraces growth and change, while investing in youth—supporting their development, leadership, and long-term connection to the community.

Environmental Responsibility
Community members care deeply about protecting natural resources, expanding tree cover, and being good stewards of the land.

Connectivity & Access to Nature
Residents value access to natural areas, water, and the outdoors, as well as safe and convenient ways to connect across the community.

Community Engagement & Public Voice
People want to be involved in shaping the future of their community and value transparency, open communication, and meaningful opportunities to participate.

Fiscal Responsibility & Accountability
The community values the careful and transparent use of public resources and expects investments to be thoughtfully planned, cost-effective, and beneficial for the long term.

VISION FRAMEWORK

The 2035 Master Plan establishes a vision framework that ties community values to practical action. It is designed to guide the City and District in making choices that respond to growth, reflect local identity, and preserve quality of life. The framework is built on five connected elements:

- Our VISION expresses the long-term picture of what the park and recreation system aspires to be.
- Our CORE VALUES highlight the principles and priorities that matter most to the community..
- Our GOALS describe the broad directions for long-range improvement and change.
- Our OBJECTIVES identify specific outcomes that advance each goal.
- Our KEY STRATEGIES outline the practical steps and initiatives that translate objectives into action.

Collectively, these elements form a roadmap to ensure that investments, programs, and policies align with community needs and adapt to changing circumstances.

Core Values & Vision

The core values highlight what residents of Boardman care about most in their parks and recreation system, reflecting community identity, aspirations, and priorities while guiding future investments, programs, and partnerships.

GOAL 1: CREATE AN INCLUSIVE, ACCESSIBLE & EQUITABLE PARK SYSTEM

Objective:

Ensure all residents, regardless of age, ability, background or income, have equitable access to safe, well-maintained parks and recreational opportunities.

Key Strategies:

- Ensure parks feature multi-generational, bilingual, and inclusive amenities that are ADA-compliant and welcoming to all users.
- Improve signage and wayfinding by introducing consistent, accessible, and multilingual signs that enhance navigation and provide information on park features, amenities, and accessible routes.
- Ensure geographic equity by developing parks in underserved areas and upgrading existing parks to meet community needs.
- Offer financial assistance for low-income families through scholarships and sliding-scale pricing.
- Establish affordable rental programs for recreational equipment.
- Expand adaptive recreation opportunities through equipment lending programs and specialized facilities.
- Expand youth, family and senior programs that reflect Boardman's diverse communities.

GOAL 2: ENHANCE RECREATION & ACTIVE LIFESTYLES

Objective:

Expand diverse, year-round recreational opportunities that support physical activity, wellness, and enjoyment for all ages.

Key Strategies:

- Expand and diversify recreation facilities, including multi-use sports complexes, trails, and open spaces that accommodate a range of activities and abilities.
- Develop indoor and year-round recreational options for all seasons.
- Enhance water-based recreation by improving waterfront connections, access, rentals, and programming.
- Strengthen partnerships with local organizations, schools, and businesses to expand recreation programs.
- Ensure new recreational facilities and programs reflect community needs through public engagement and demographic data.

GOAL 3: STRENGTHEN COMMUNITY ENGAGEMENT AND PARTNERSHIPS

Objective:

Build strong relationships with residents, organizations, and businesses to support parks and recreation.

Key Strategies:

- Expand community outreach through social media, public meetings, surveys and targeted engagement efforts with underrepresented groups.
- Leverage partnerships with local businesses, schools, and organizations to support programming, events, and park improvements.
- Involve residents in park planning to ensure community needs are met and spaces are welcoming and inclusive.
- Promote volunteer programs to enhance park maintenance and engagement.

GOAL 4: SUPPORT ECONOMIC GROWTH, TOURISM & WORKFORCE DEVELOPMENT

Objective:

Leverage parks to strengthen Boardman's economy, attract visitors, and create workforce development opportunities.

Key Strategies:

- Support local businesses and vendors by integrating commercial opportunities within parks.
- Market Boardman's outdoor recreation assets to regional and national visitors.
- Provide seasonal jobs, internships, and workforce training in parks and recreation, and partner with schools and workforce programs to create career pathways and support youth retention.
- Align park investments with economic growth and tourism priorities.
- Enhance visitor-friendly amenities by improving waterfront spaces, gathering areas, and event venues that support tourism and community engagement.

GOAL 5: IMPROVE PARK INFRASTRUCTURE, SAFETY AND CONNECTIVITY

Objective:

Ensure well-maintained, safe, and connected parks by investing in infrastructure and accessibility improvements.

Key Strategies:

- Upgrade and maintain park facilities, including restrooms, playgrounds, sports courts, fields and picnic areas.
- Enhance park safety with improved lighting, clear sightlines, signage, and security measures.
- Improve trail systems, sidewalks, crosswalks and other infrastructure to ensure safe park access for pedestrians and cyclists.
- Develop a long-distance trail network that connects parks, neighborhoods, schools and key destinations.
- Expand tree canopy and shaded areas to improve visitor comfort and address excessive heat in high-use areas.
- Improve ADA accessibility by upgrading infrastructure and site furnishings to remove barriers and enhance universal access.

GOAL 6: ENSURE FISCAL RESPONSIBILITY & LONG-TERM SUSTAINABILITY

Objective:

Maintain a financially sustainable park system by securing diverse funding sources and prioritizing cost-effective investments.

Key Strategies:

- Focus park investments on dedicated public parklands to prevent the loss of community recreational assets to future private development.
- Create a Parks System Development Charge (SDC) to ensure new growth contributes to park expansion and improvements.
- Adopt Comprehensive Plan and Development Code provisions requiring new development to contribute to new parks, park expansions, and parks and trail corridors through land dedication and easements, payment in lieu, and—in targeted locations—construction of trail segments and basic site improvements, consistent with adopted plans and standards.
- Develop a balanced funding plan that ensures efficient resource use and aligns with long-term park needs.
- Secure grants, sponsorships, and partnerships for park improvements.
- Implement sustainable revenue models, such as event fees, facility rentals, and equipment lending programs.
- Prioritize investments with long-term impact, balancing cost and community benefit.

GOAL 7: PRESERVE BOARDMAN'S HISTORY, CULTURAL & COMMUNITY IDENTITY

Objective:

Integrate historical, cultural, and community elements into parks and programming to celebrate Boardman's identity.

Key Strategies:

- Pursue funding and partnerships to create a consistent parks signage system—coordinated with broader community wayfinding efforts—that establishes park identity, improves access and orientation, and incorporates interpretive elements to share Boardman's history and culture.
- Incorporate historical interpretation through signage, exhibits, and park features that highlight the John Day Dam relocation, Boardman's history, and agricultural heritage.
- Create public art and cultural installations that reflect Boardman's diverse communities, indigenous heritage, and natural landscapes.
- Work with tribal representatives to share and honor native cultural resources, traditions, and fishing practices.
- Develop interactive cultural and historical programming such as storytelling, guided tours, and educational events that bring history to life.
- Establish annual heritage and cultural events that celebrate Boardman's history, diverse communities and agricultural roots.

07

SYSTEM-WIDE RECOMMENDATIONS

Healthy, resilient communities rely on accessible, well-maintained, and diverse parks and recreation facilities. Chapter 7 presents system-wide recommendations, combining broad initiatives with a Park Planning Checklist to guide high-quality improvements across all sites. Grounded in community input, staff coordination, and best practices, these strategies establish consistent standards while supporting future projects throughout the system.

SYSTEM-WIDE PROJECTS

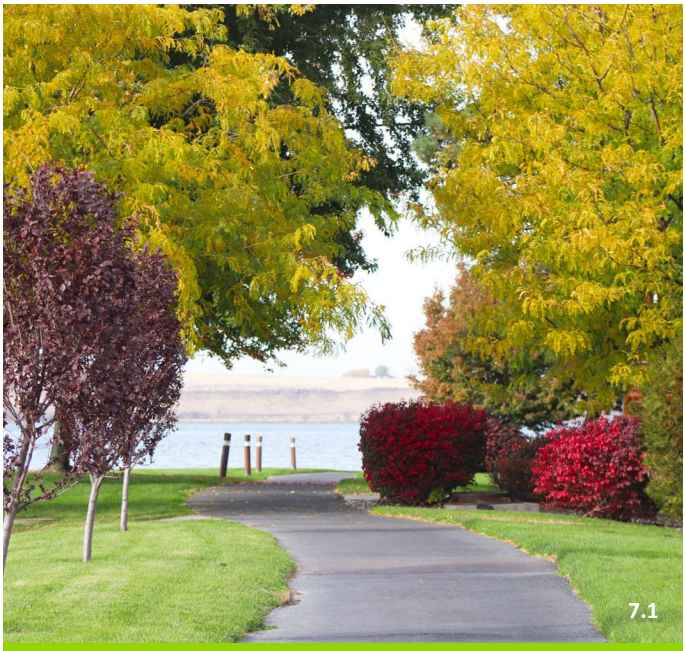
The following projects reflect broad, recurring priorities voiced by community members and supported by analysis. Each represents an initiative that can be pursued as a capital improvement, coordinated plan, or strategic partnership. These projects are intended to improve the park system as a whole and may include infrastructure upgrades, land acquisition, system planning, or new amenity development.

Trail Master Plan

The Trail Master Plan will guide development of a unified trail system, including a looped route that links neighborhoods, schools, civic spaces, Columbia River and regional destinations. It will set consistent standards and ensure safe, accessible experiences for all users. It will build on the Parque Cultural - Power Trail Park corridor already identified in this plan as a priority trail opportunity, while mapping additional corridors to expand the system. This effort will also explore opportunities on public lands managed by agencies such as USACE, BIA, ODFW, USFWS, and Morrow County to incorporate natural open space and nature-based trails.

Implementation actions:

- Coordinate with the Columbia River Heritage Trail and City Transportation System Plan to strengthen connectivity and crossings.
- Evaluate options for an additional I-84 crossing—such as a second overpass or improved underpass at Laurel Lane—to create a loop and improve pedestrian/bike safety. The City's Transportation System Plan (TSP) also identifies a potential pedestrian overpass that would connect NW Boardman to SW Boardman near Faler Road; future trail planning should coordinate with this concept.
- Map priority corridors including the BPA alignment and identify other routes to guide future dedications and acquisitions.
- Establish consistent standards for surfaces, widths, signage, furnishings, lighting, and planting.
- Identify trailhead and designate trail types (paved and soft-surface) for varied users.
- Address maintenance needs, including trail widening and safe accommodation of e-bikes (see callout box: *Electric Mobility & Trail Design*).
- Reference the City's Transportation System Plan (TSP) as a key resource for identifying potential trail corridor alignments, on-street connections, sidewalk infill projects, and additional crossing concepts to inform future trail master planning.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Electric Mobility & Trail Design

E-bikes, scooters, and other personal mobility devices are increasingly common in parks and trails. To keep the system safe and future-ready, trails should be designed to accommodate these users alongside walkers and cyclists.

Key Planning Considerations:

- Provide wider trails (10–12 feet) for shared use.
- Ensure continuous off-street connections to parks, neighborhoods, and schools.
- Improve safety at crossings, especially near high-speed roads and freeway overpasses.
- Establish consistent policies and signage on permitted devices, speed limits, and etiquette.
- Use design features—centerlines, slow zones, or separated spaces—where appropriate.

Public Art and Cultural Identity Master Plan

A coordinated Public Art & Cultural Identity Master Plan—developed with local partners—will guide investments to ensure projects reflect the city's multicultural identity, foster welcoming spaces, and support community storytelling. The accompanying callout box, *Place-Based Storytelling*, highlights community-driven ideas for integrating art, history, and interpretation throughout parks and public spaces.

Implementation actions:

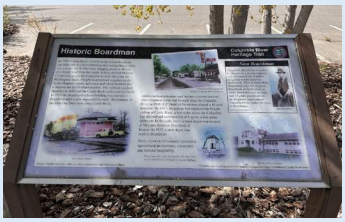
- Partner with Boardman Community Development Association, the Chamber of Commerce, artists, schools, and cultural groups to plan, fund, and implement public art.
- Integrate decorative and interactive art into high-visibility park features, benches, surfacing, murals, and play areas. Emphasize youth-friendly designs that spark creativity and connection, especially in features like the splash pad and basketball courts, drawing inspiration from creative precedents such as *Basketball Courts of the World*.
- Introduce rotating installations (story walks, temporary murals, seasonal exhibits, interpretive displays) to keep the experience fresh and community-driven.
- Ensure projects reflect Boardman's multicultural identity and helps foster inclusive, welcoming public spaces.

PLACE-BASED STORYTELLING

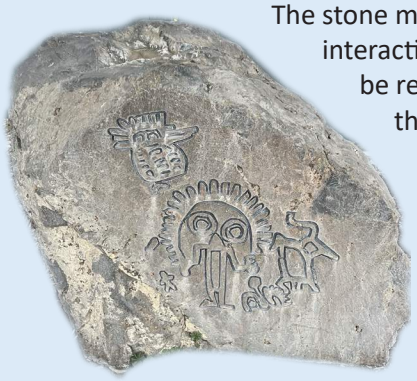
Boardman has a rich and evolving story—shaped by Indigenous heritage, agriculture, river navigation, industry, and the vibrant community that calls it home today. Community members shared ideas to celebrate this identity through place-based features that reflect local culture, elevate Indigenous voices, and invite discovery across generations.

Interpretive Opportunities on Foot and Water

Interpretive experiences can connect people to history through walking, biking, and paddleboarding. A paddleboard launch at the marina or "Hidden Gem Beach" could explore the submerged site of Old Boardman. Interpretive signage, trail markers, or a mobile app could share stories about river navigation, early settlement, and native ecology along land and water routes. The Columbia River Heritage Trail, with two existing signs and planned extensions, offers a foundation for expanded, self-guided tours.



Refresh Day Use Park Cultural Exhibit



The stone monument area could be refreshed with shaded seating, native landscaping, interactive displays, and updated signage. The old fishing derby sign at Marina Park could be repurposed as an interpretive feature. Partnering with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) would support respectful interpretation of Indigenous history and cultural practices, including seasonal ceremonies, language integration, and place-based storytelling.

Story Walk and Youth Partnerships

A "Story Walk" in partnership with the Boardman Library could display pages of a children's book or local history along a trail. Schools and the SAGE Center could further contribute youth-led exhibits, oral histories, and digital storytelling to ensure Boardman's evolving identity continues to be told by the next generation.

Public Art Reflecting Cultural Identity

Murals, sculptures, and integrated elements—like painted courts, benches, and interactive play features—can enliven spaces and express Boardman's shared identity. Ideas such as the *Basketball Courts of the World* offer inspiration. Public art and signage should reflect the city's cultural richness with bilingual, inclusive design that celebrates both heritage and the present-day community.

Annual Heritage Festival

An annual "Boardman Heritage Days" event could celebrate the city's evolving story through music, storytelling, art, food, and cultural demonstrations. Community members suggested reviving a powwow or hosting seasonal ceremonies at the Marina with tribal representatives—bringing people together in celebration and honoring Indigenous presence.

Immersive Learning in Everyday Spaces

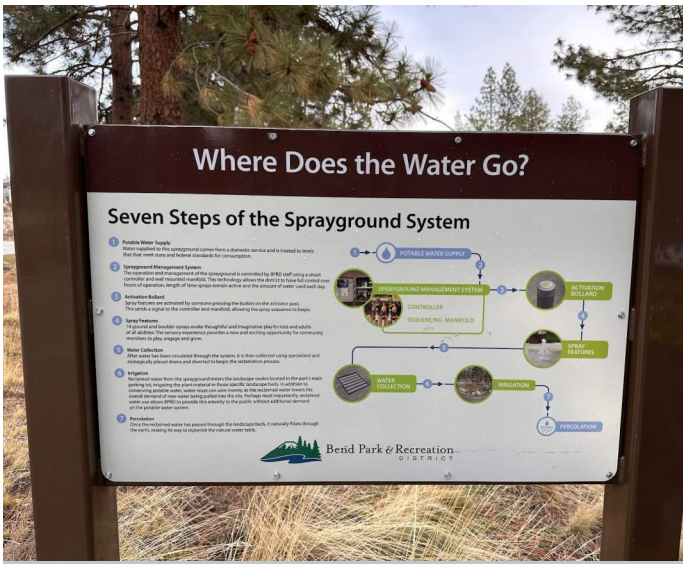
Viewing areas, cultural markers, and bilingual signage can celebrate Boardman's heritage and multicultural identity while also connecting visitors to the natural environment. Educational features such as pollinator gardens, demonstration plots, and wildlife viewing areas—paired with interpretive signage—can highlight local ecology and agriculture, weaving cultural and historical stories into everyday park experiences.

Park Furnishing Standards Study

Establishing consistent, durable, and accessible site furnishings will improve comfort, strengthen Boardman's visual identity, and reduce long-term maintenance costs. A coordinated study will define standards and siting guidance for all new development and replacement cycles across the park system.

Implementation actions:

- Create a unified "family" of site furnishings—benches, picnic tables, bike racks, trash receptacles, shade structures, and signage— with consistent styles, materials, colors, and placement standards.
- Apply ADA and universal design principles to all selections and layouts.
- Provide guidance on placement to maximize shade, comfort, and accessibility.
- Use standards for all future projects to streamline purchasing and improve maintenance efficiency.



Example of a "family" of site furnishings (Apenglow Park, Bend, OR).

Existing signage in Boardman.

Wayfinding and Signage System

A unified signage system will help users navigate parks and trails, share rules and safety information, and reinforce Boardman's visual identity. The BCDA's investment in citywide signage provides a strong foundation for expanding a cohesive system across all public spaces.

Implementation actions:

- Develop a coordinated signage system for parks, trails, and public spaces with BCDA, the Chamber, and other partners.
- Install a consistent suite of sign types, including:
  - Monument signs at park entries and major facilities.
  - Directional signage to parks, waterfront, and civic destinations.
  - Internal wayfinding signs for multi-feature parks.
  - Trail markers with route names and distances.
  - Regulatory signs for park hours, rules, and emergency contacts.
  - Interpretive signage highlighting history, ecology, and culture.
- Multilingual messaging to reflect community diversity and improve access.
- Accessible route indicators and emergency access points.
- Incorporate new park names from the naming competition.
- Ensure all parks have accurate addresses on record for emergency services.

Future Amenities Requiring Siting

Community engagement identified several high-demand amenities that lack assigned sites. Selecting locations will require considering space, compatibility with surrounding uses, access to infrastructure, and opportunities for co-location with other recreational features.

Bike Skills Park

Natural-surface facility with progressive features (e.g. rollers, berms, pump-track loops, tabletops, rock/tech sections, and small drops with bypass lanes), potentially integrated with trails.

Pump Track

A paved or dirt loop with banked turns and rollers for bicycles, skateboards, and scooters.

Skatepark

Concrete facility with ramps, bowls, and open skating space for multiple skill levels.

Pickleball Courts

Outdoor or indoor courts with potential for shared use. Noise impacts should be considered. BCDA is pursuing eight courts, creating partnership opportunities.

Soccer Fields

To meet median benchmarks, at least two fields are needed in the near term, with expansion to four within the next ten years to support league and tournament play (see Appendix F).

Diamond Fields (Softball/Baseball)

While current benchmarks are met, two additional fields will be needed by the ten-year horizon to maintain service levels (see Appendix F).

Implementation actions:

- Integrate location evaluation into future park planning, considering access, parking, noise, and proximity to neighborhoods.
- Explore co-location opportunities (e.g., pump track next to bike skills park or skatepark).
- Coordinate with developers and landowners to secure parcels, easements, or dedications.
- Confirm locations and design priorities with community input before finalizing.

Pump track example (Greenway Park, Portland, OR).

Pickleball courts example.

Progressive bike skills features.

PARK PLANNING CHECKLIST

To support consistent, high-quality park design, the City and District will use a Park Planning Checklist as a working tool. This resource consolidates best practices identified through community input and technical review, covering topics such as play area design, furnishings, access and inclusion, safety and lighting, event infrastructure, and climate comfort. The checklist will serve as an internal reference for staff, consultants, and partners to ensure that all park improvements reflect system-wide priorities and community values. A summary is provided below; a full checklist is included in Appendix G.

Table 7-1: Park Planning Checklist

Category	Examples of Key Considerations
Play Areas	Separate age zones, accessible surfacing, shade, varied play experiences, safety measures near hazards
Park Furnishings & Site Amenities	Consistent standards, ADA-compliant, comfort, integrate cultural relevant and local identity elements
Access & Inclusion	ADA site review and compliance upgrades, universal design strategies, culturally inclusive features, engage local advocacy groups
Infrastructure for Events & Daily Use	Power, water, lighting, and Wi-Fi for events
Shade, Cooling & Climate Comfort	Trees, shade structures, cooling features, heat reflective surfaces
Safety, Lighting & After-Hours Use	Pathway lighting, clear sight lines, emergency info
Sports & Active Recreation	Field upgrades, avoid artificial turf, support amenities, evaluate site for new amenities that have not been sited yet
Indoor Recreation Facility Evaluation	Assess sites for indoor facility opportunities
Parkland Acquisition and Development	Evaluate opportunities to close service gaps through new land or expansion

Together, these system-wide initiatives and design standards establish the framework for future site-specific projects, which are detailed in Chapter 8.

Skatepark example with beginner and intermediate features (Rassekh Park, Lake Oswego, OR).

8.1

08

SITE-SPECIFIC RECOMMENDATIONS

Building on the system-wide framework of the previous chapter, this section presents recommendations for individual parks and facilities. While system-wide strategies set the overall vision, site-specific projects respond to the opportunities and needs of each location. Tailored to assets owned and managed by the City and District, these recommendations reflect community priorities, staff input, and site observations, ranging from upgrades to existing parks to new development and acquisitions that improve connectivity and close service gaps.

CITY OF BOARDMAN PARKS AND FACILITIES

The following section lists planned projects for parks and facilities owned and managed by the City of Boardman.

City Park

City Park is envisioned as the community's signature youth- and family-oriented park, offering expanded recreation, improved accessibility, and modernized amenities.

- Prepare a park master plan to guide phased improvements to include circulation, parking, play areas, a splash pad, and other community-requested upgrades.
- Implement Phase 1 improvements, including a new splash pad, toddler play features, repairs to the existing play structure, sidewalks connecting park features, bike parking, parking upgrades, and site-wide ADA-compliant improvements.
- Replace the play structure and surfacing with poured-in-place rubber surfacing, add a shade structure, update site furnishings and add a Story Walk along accessible pathways (coordinated with Library).
- Upgrade restrooms.
- Enhance existing recreation amenities with basketball court art and ongoing maintenance of fields and facilities.

Figure 8-1: City Park

Splash pad example (Maple Street Park, Canby, OR).

Story walk panels in Spanish and English.

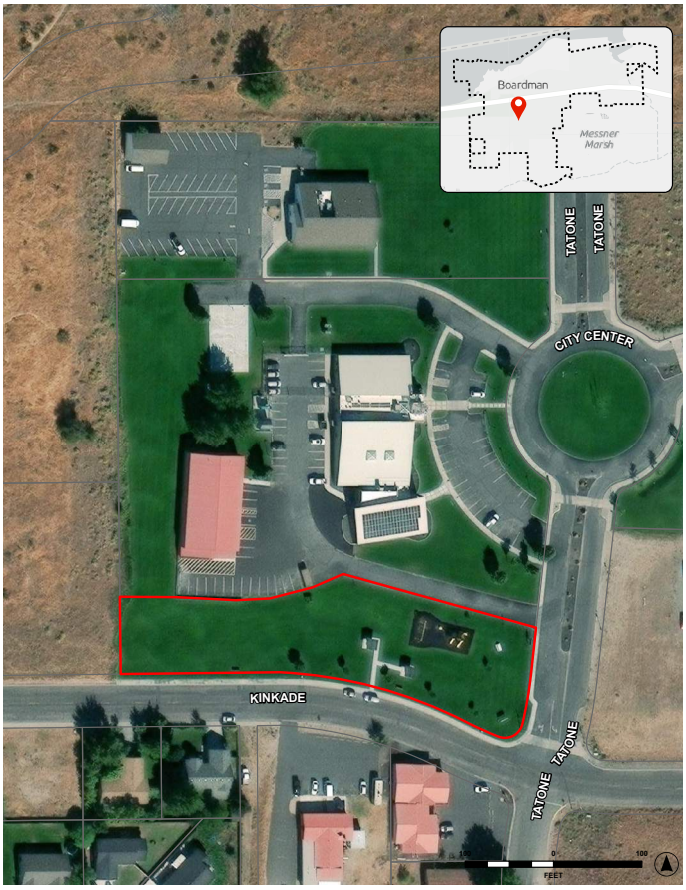
Upgrade existing restrooms.

Tatone Park

Tatone Park will be upgraded to improve safety, site circulation, and recreation amenities while adding shade, comfort, and updated play opportunities. Planned projects are to:

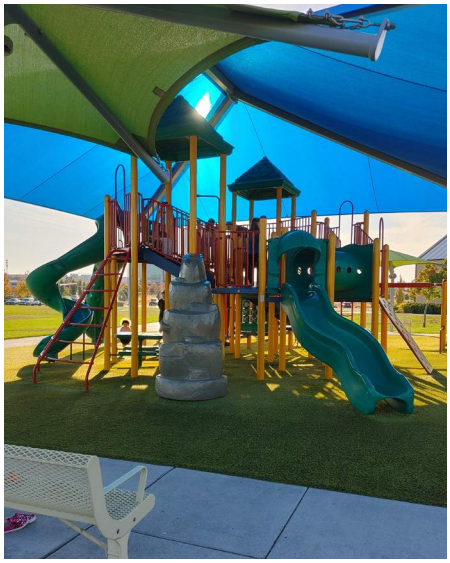
- Relocate the existing basketball court; construct a new multipurpose court.
- Explore park expansion west as adjacent development occurs to enlarge park and more fully meet community-scale needs.
- Upgrade play areas with a large shade structure, new equipment, poured-in-place surfacing, and toddler features (phased).
- Add landscaping, trees, bike parking, fencing along Kincaid, and updated site furnishings; consider activity features such as a large chess or checkerboard, a permanent table with chairs, or ping pong tables (e.g. Pioneer Park in Walla Walla).
- Construct sidewalks to connect major park features and parking areas.
- Consider the site for pickleball courts if not installed elsewhere.

Figure 8-2: Tatone Park



Toddler play example (Cook Park, Tigard, OR).

Relocate existing basketball court.



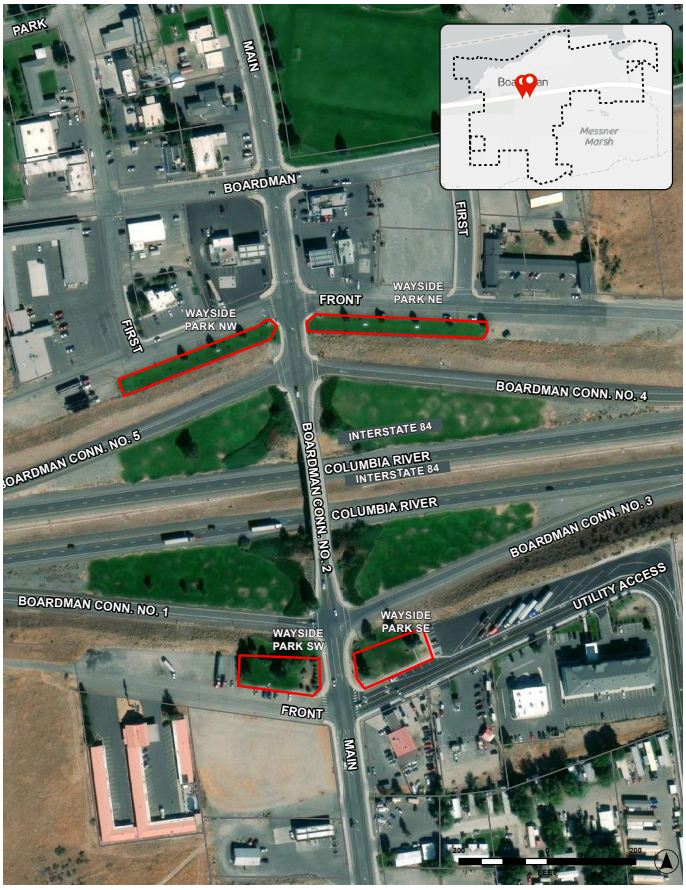
Shade canopy example (Southridge Sports and Events Complex, Kennewick, WA).

Wayside Parks

The four Wayside Parks serve as highway entry points and community gateways along I-84. Improvements will focus on enhancing landscaping, visitor amenities, and wayfinding to create a more welcoming and functional arrival experience. Most improvements will occur concurrent with adjacent street improvement projects. Planned projects are to:

- Upgrade parking and sidewalks in each quadrant, coordinated with surrounding street improvements.
- Add covered picnic tables, benches, trash receptacles, and dog waste stations to improve comfort and usability.
- Incorporate landscaping enhancements, including tree thinning and new plantings.
- Install informational kiosks in the northeast and southeast quadrants to strengthen the parks' role as community gateways.
- Add a transit stop at Main and Front Street.
- Repair and preserve the historic gazebo at the southeast quadrant.
- Restrict truck parking in the westbound parks (northern quadrants) to improve safety and usability.

Figure 8-3: Wayside Parks



Refurbish historic gazebo at Wayside Park SE.

Example of historic gazebo upgrades at Veterans Park; incorporates signage and open shelter.

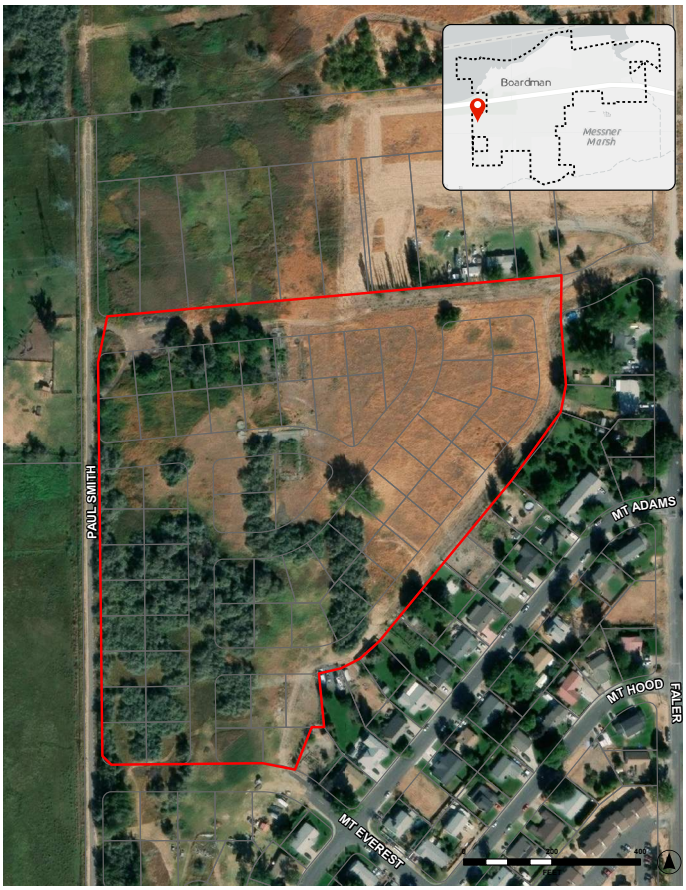
Parking improvements example at Wayside Park SE.

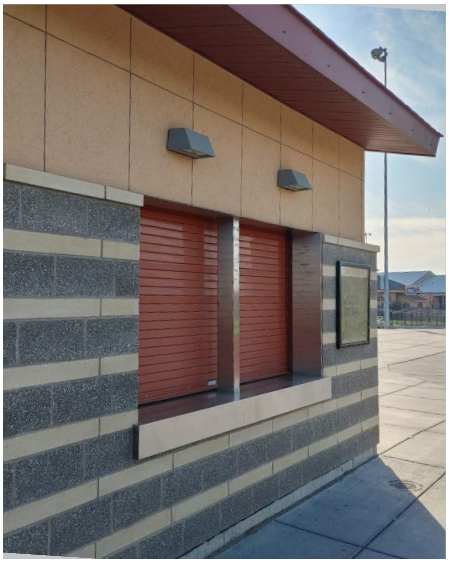
Sunset Park

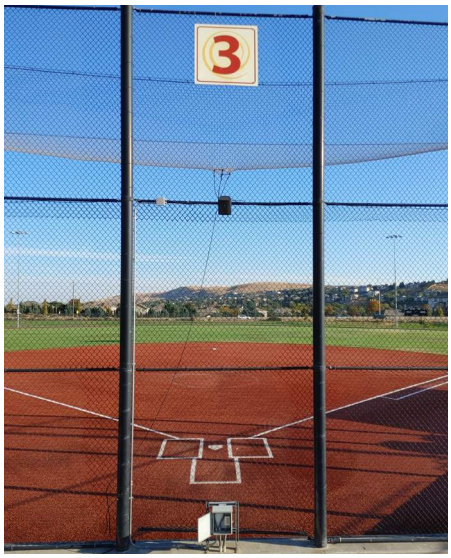
Located on a large, undeveloped site at the edge of a growing residential area, Sunset Park is envisioned as a future sports complex and community destination. Development will fill a service gap by providing new recreation opportunities and accommodating community growth. Planned projects are to:

- Prepare a park master plan to determine the preferred site use and guide phased development. While some residents suggested limited housing, the clear majority strongly supported exclusive park use, consistent with the County-to-City land transfer and deed restriction (see deed copy in Appendix B.2).
- Extend Oregon Trail Boulevard and Paul Smith Road, and connect the site to the Heritage Trail at the Parque Cultural - Power Trail Park corridor.
- Pursue funding for a sports complex with concessions, at least minimum of two ball diamonds and two soccer fields, play areas, and support facilities.
- Implement Phase 1 park improvements as identified in the master plan and supported by available funding.

Figure 8-4: Sunset Park







Sports complex example at Southridge Sports and Events Complex (Kennewick, WA): concessions, sports fields, restrooms, and play area.

River Ridge Subdivision Parks

The River Ridge subdivision includes three neighborhood parks located within close proximity. Parque Los Niños and Meadowlark Park are existing open spaces situated one block apart, while Pájaro Azul Park is planned in a future subdivision phase. Together, they will form a connected neighborhood park system serving play, gathering, and open space needs.

Parque Los Niños

Parque Los Niños will be the neighborhood's primary active recreation space, complementing nearby Meadowlark Park. Planned projects are to:

- Develop the park with play structures (including a designated toddler area), a basketball court, shade elements, picnic facilities, walkways, and site furnishings.
- Improve pedestrian safety and connectivity with crosswalks linking the two parks.

Meadowlark Park

Meadowlark Park will emphasize passive recreation and open space, complementing the active programming at Parque Los Niños. Planned projects are to:

- Develop park with trees, benches, picnic facilities, walkways, and open greenspace preservation.
- Improve pedestrian safety and connectivity with crosswalks linking the two parks.

Pájaro Azul Park (Future)

Future phases of the River Ridge subdivision are required to dedicate two small neighborhood parks. The City is working with the developer to consolidate these dedications into a single park site of approximately 0.75–1 acre. If consolidation is not achieved, the City will accept dedication of the two smaller parks sites.

- Develop a consolidated neighborhood park with amenities such as nature play, shaded gathering areas, and organically designed pathways.
- If consolidation is not achieved, develop two smaller neighborhood parks with limited amenities consistent with other subdivision dedications.
- Implement community-proposed name for park.

Figure 8-5: Parque Los Niños

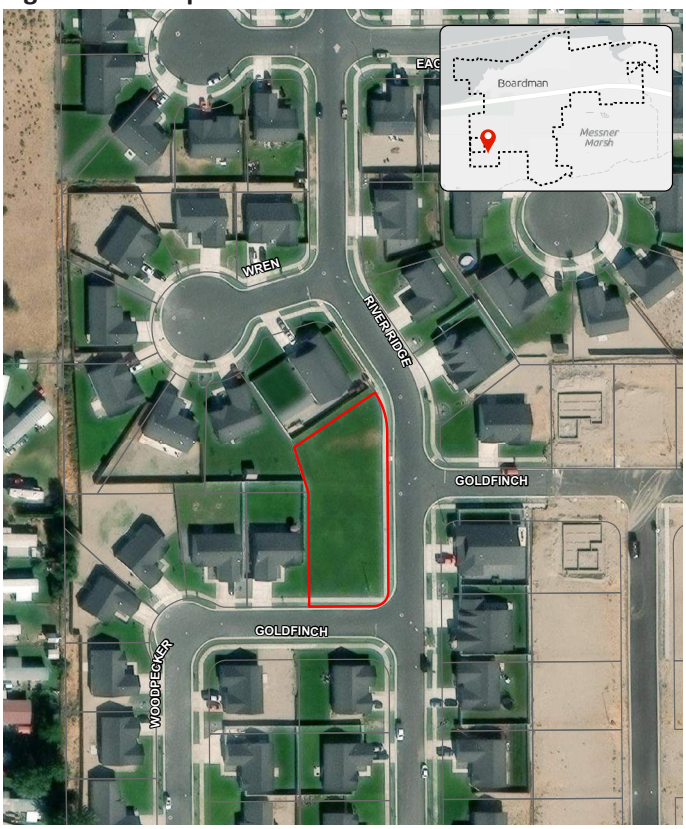
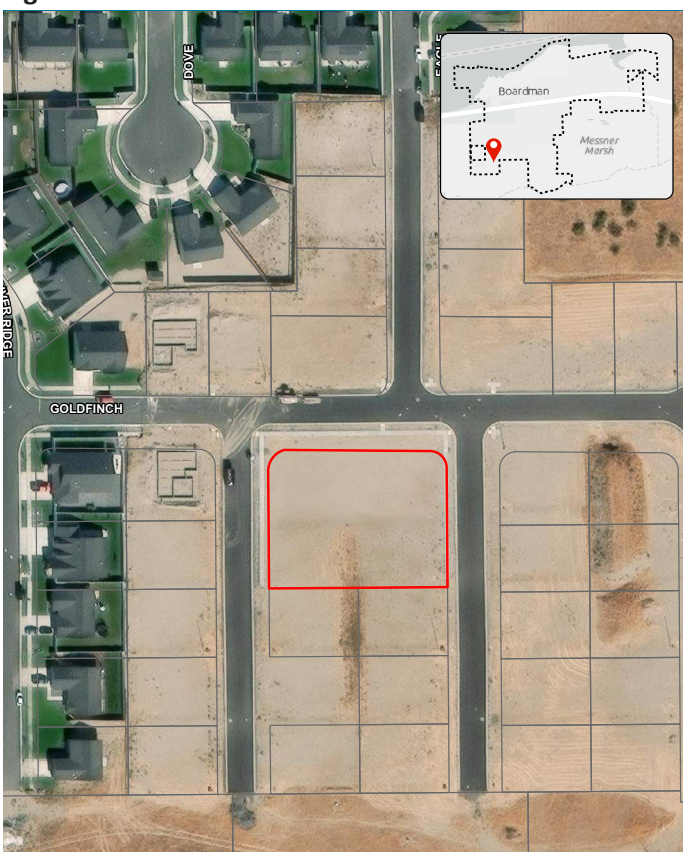


Figure 8-6: Meadowlark Park

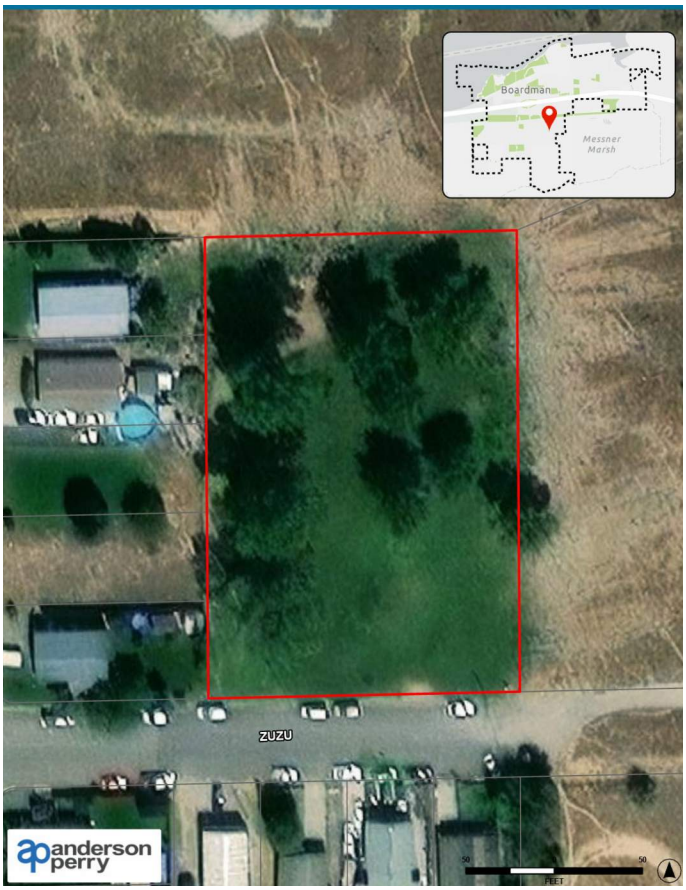


Zuzu Park

Zuzu Park is a neighborhood park serving a growing residential area. Improvements will occur in phases, beginning with small public works projects, followed by preparation of a park master plan. Potential expansion may be explored, in coordination with adjacent development, to determine whether the site can accommodate additional community-requested features. Planned projects are to:

- Complete small public works upgrades including fencing, parking turnaround, lighting, and basic site furnishings.
- Prepare a park master plan to evaluate expansion opportunities and community-requested amenities. Implement a City Council–approved high school park design competition as a future planning exercise.
- If feasible, implement park expansion north and east as development occurs, adding features such as nature play, volleyball, a baseball field, and other supporting amenities.

Figure 8-7: Zuzu Park



Nature play example (Columbia Tech Center, Vancouver, WA).

Add a parking turnaround at the street terminus.

Parque Cultural - Power Trail Park

The Parque Cultural - Power Trail Park corridor is envisioned as a continuous linear park and trail system from Skoubo Lane to Laurel Lane, running below the BPA transmission lines just south of I-84. Parque Cultural extends west of Main Street and Power Trail Park east. Though named separately for identity and wayfinding, the two segments function as one unified greenway connecting neighborhoods, civic sites and recreation destinations such as Tatone Park, Sunset Park, Zuzu Park, and the Senior Center, while forming a critical segment of Boardman's long-distance trail system. Planned projects are to:

- Secure additional dedications and easements to complete the corridor. Explore acquisition of adjacent parcels to allow for additional amenities restricted under the power lines.
- Develop a continuous greenway with trails, rest areas, interpretation, art and signage coordinated with the system-wide Trail Master Plan.
- Relocate Front Street dog park and improve with restroom (relocated from Splash Pad), parking, shade, seating, and signage (Power Trail Park).
- Incorporate recreation features such as a bike skills park, pump track, and story walk in coordination with the Library (if not located elsewhere).
- Coordinate corridor planning with roadway extensions, the County's Columbia River Heritage Trail through Parque Cultural, and other public infrastructure.
- Implement vegetation management practices to reduce wildfire risk and maintain safe, clear access.

Development Restrictions

Development within Bonneville Power Administration (BPA) transmission corridors is subject to BPA review and clearance standards. All design elements must be coordinated with BPA early in design to confirm allowable uses. In Boardman, the southern portion of Parque Cultural - Power Trail Park corridor contains 500 kV lines with the most restrictive limitations, while the northern portion contains 230 kV lines with somewhat more flexibility.

- Potentially Allowable (with review): Low-profile uses such as trails, signage, site furnishings, and vegetation management for fire mitigation—subject to BPA confirmation.
- Typically Prohibited: Permanent buildings, tall structures (e.g., play features, poles, or lighting that exceed BPA height limits), excavation near tower footings, and vegetation capable of reaching the lines.
- Clearances & Access: Minimum vertical and horizontal clearances must be confirmed with BPA for both 230 kV and 500 kV lines. Emergency and maintenance routes must remain unobstructed year-round.

Figure 8-8: Parque Cultural (West of Main Street)

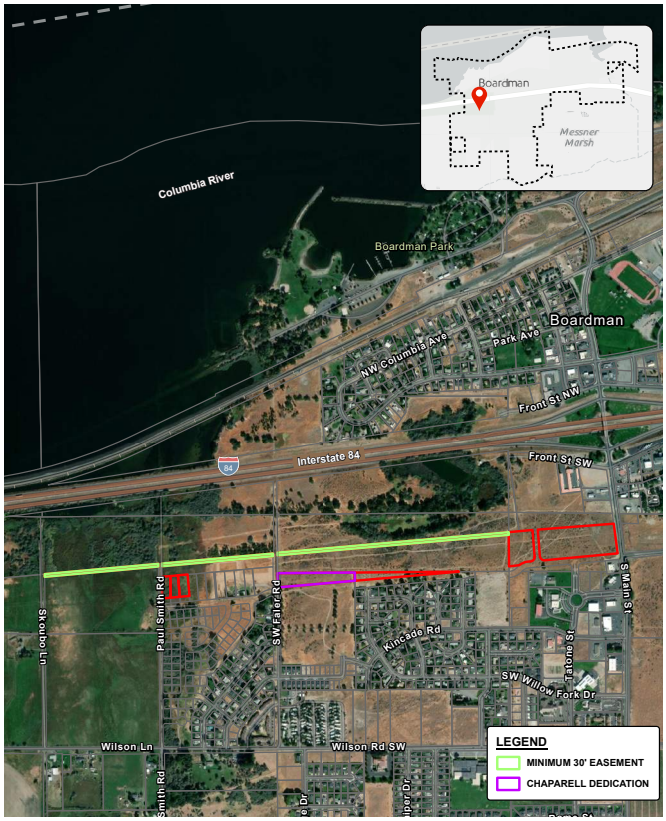


Figure 8-9: Power Trail Park (East of Main Street)

Northeast Boardman Neighborhood Park

The City has recently acquired property in Northeast Boardman that provides an opportunity to establish a future neighborhood-serving park. This investment is particularly important given the planned decommissioning of the nearby soccer field, skatepark, and splash pad as development occurs. This property can help offset the loss of existing facilities and address a recreation service gap in the area.

Note: *Figure 8-10 illustrates a recently acquired City-owned property in northeast Boardman. This site will support multiple future uses; only a portion of this site may ultimately be dedicated for neighborhood park development.*

Recommended actions are to:

- Dedicate a minimum 1-acre for permanent park use.
- Provide community gathering areas and multi-age play opportunities.
- Establish safe pedestrian and trail connections to surrounding neighborhoods and development.

Figure 8-10: Potential Neighborhood Park Site – Northeast Boardman

BOARDMAN PARK AND RECREATION DISTRICT FACILITIES

The following section lists planned projects for parks and facilities owned and managed by the Boardman Park & Recreation District.

Heritage Trail Spur @ Waterfront

The Heritage Trail spur will be improved to expand connectivity, add amenities, and update aging facilities for trail users. Planned projects are to:

- Extend the trail to close existing gaps and improve connections.
- Widen the trail surface to better accommodate multiple user types.
- Implement comprehensive maintenance, including pavement repairs and sealing, bridge replacement, and vegetation management.
- Add user amenities such as rest stops with seating and picnic tables, interpretive features, and upgraded fitness stations with accessible access.

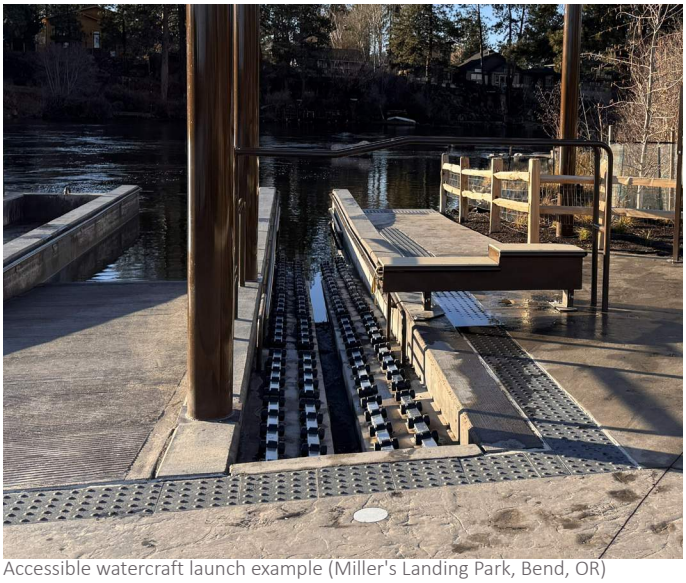
Day Use Park

Day Use Park will continue to serve as Boardman's flagship waterfront park, blending cultural interpretation, river access, sports facilities, and community gathering spaces. Planned improvements will enhance visitor comfort, expand play opportunities, and improve access to the water. Planned projects are to:

- Enhance cultural displays, including upgrades to the existing Confederated Tribes of the Umatilla Indian Reservation cultural monument area and new interpretive signage such as "Old Boardman" (see *Place-based Storytelling* callout box in Chapter 7).
- Improve access to water and site features through an accessible watercraft launch and connected pathways.
- Improve access and address shoreline erosion at Hidden Gem Beach.
- Enhance play areas with a new toddler play zone, upgraded play structure, and poured-in-place surfacing.
- Add three picnic shelters with BBQs, tables, and accessible trail connections.
- Replace and expand the restroom building with unisex/family units and a small rental facility.
- Relocate six RV parking spaces with utility hookups.
- Complete maintenance and upgrades including sports field improvements, volleyball court restoration, shoreline cleanup, wildlife management, vegetation control, site furnishing replacements, a new rinse station, additional life rings, and pavilion brick paving replacement.

Figure 8-11: Day Use Park

Install additional shelters to match existing.



Accessible watercraft launch example (Miller's Landing Park, Bend, OR)

Marina Park

Marina Park is envisioned as a more accessible and connected waterfront destination that balances boating, fishing, and community recreation. Improvements will focus on closing trail gaps, expanding recreation opportunities, and upgrading core facilities. Planned projects are to:

- Reconfigure existing boat docks into an “E” shape by extending the western dock and removing the middle and eastern docks.
- Construct an ADA-compliant fishing pier with low railings and a direct accessible path connection.
- Extend the trail across the marina frontage to connect existing waterfront path and Day Use Park.
- Develop a new skatepark (if not built elsewhere).
- Reuse the historic *Boardman Fishing Derby* sign as a photo point and upgrade the wood bulletin board.
- Expand stone Parking Lot #7 to support events and waterfront use.
- Build a secure boat storage facility for public safety vessels and rentals.

Figure 8-12: Marina Park

Bulletin sign example.

Accessible fishing platform example (E.E. Wilson Wildlife Area, Monmouth, OR)

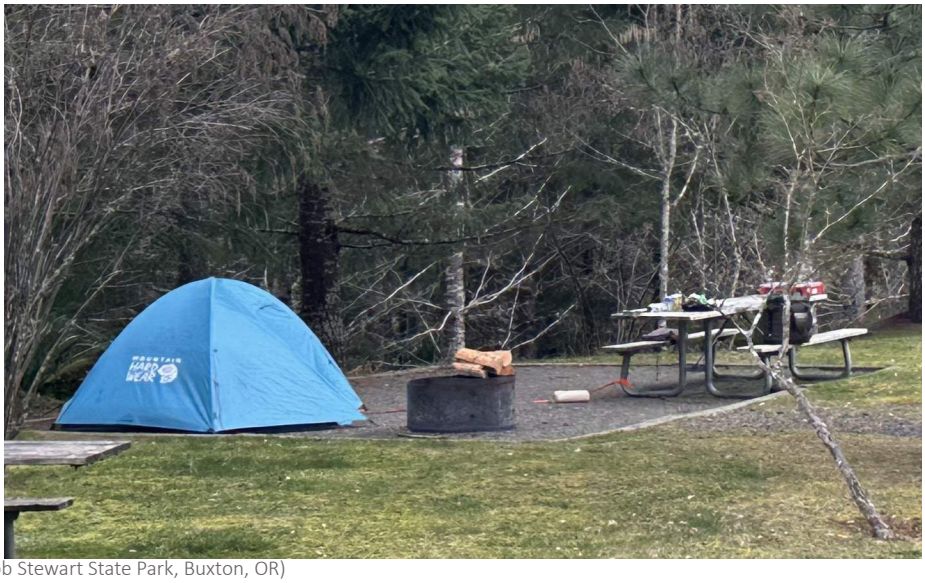
Creatively resuse fishing derby sign.

RV Park & Campground

The RV Park & Campground requires expansion and modernization to continue serving visitors, residents, and temporary workforce housing. Planned improvements will increase capacity, upgrade facilities, and diversify amenities. Planned projects are to:

- Replace the main restroom with a modern, ADA-compliant facility including laundry service.
- Expand campground in two locations — west of Day Use Park (17 RV, 3 tent sites) and east of the existing campground (29 RV, 15 tent sites) — with utility extensions and support facilities including restrooms, showers, and laundry.
- Upgrade existing campsites and furnishings, including ADA-compliant site retrofits, picnic table replacement, benches, receptacles, and wind fence repairs.
- Add new recreation amenities such as a pump track (if not constructed elsewhere), small fenced dog park, and a community Little Library booth.
- Construct a rental shop facility for paddleboards, kayaks, fishing gear, and safety equipment (alternate siting possible at Day Use Park).
- Remodel the District Office with a second-story addition.

Figure 8-13: RV Park & Campground



Signage and accessible tent camping example (L.L. Stubb Stewart State Park, Buxton, OR)

Sailboard Beach

Sailboard Beach will be improved to serve as a more attractive day-use destination with comfort amenities, accessible facilities, and safer shoreline access. Planned projects are to:

- Add two covered picnic tables (to match City standard).
- Install a permanent ADA-compliant restroom and designated ADA parking.
- Enhance shoreline access and address erosion with non-permanent stabilization measures.

Figure 8-14: Sailboard Beach

Covered picnic table (City standard).

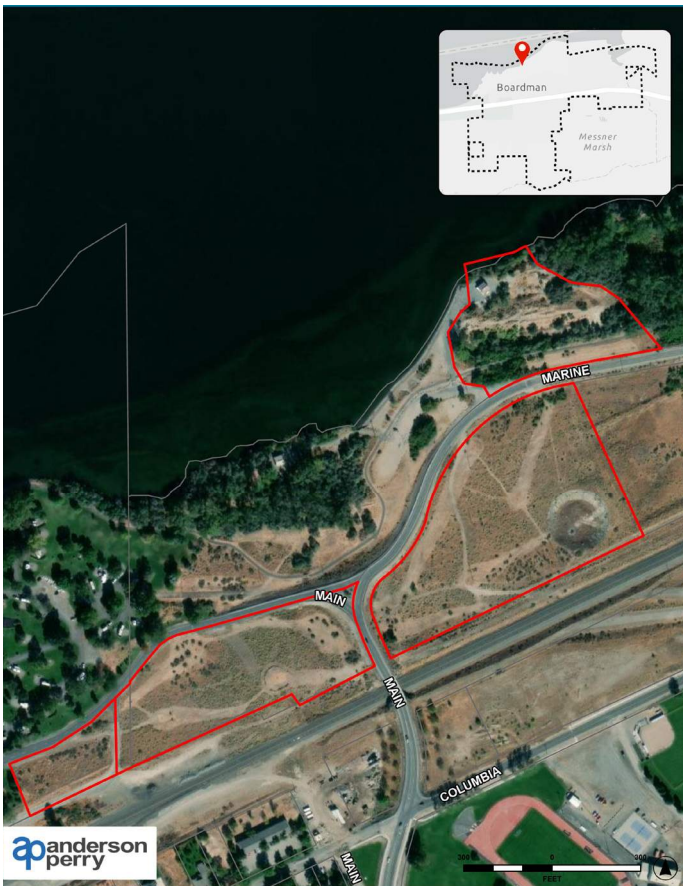
Park restroom example (Rassekh Park, Lake Oswego, OR)

Sailboard Beach Disc Golf Course

The Sailboard Beach Disc Golf Course will be improved to enhance player comfort and adjust the layout to accommodate campground expansion. Planned projects are to:

- Add benches at tee and basket locations across the course, consolidating where feasible
- Relocate four holes (#11, 16–18) south of Marine Drive to accommodate RV Campground expansion

Figure 8-15: Sailboard Beach Disc Golf Course



Existing disc golf signage.

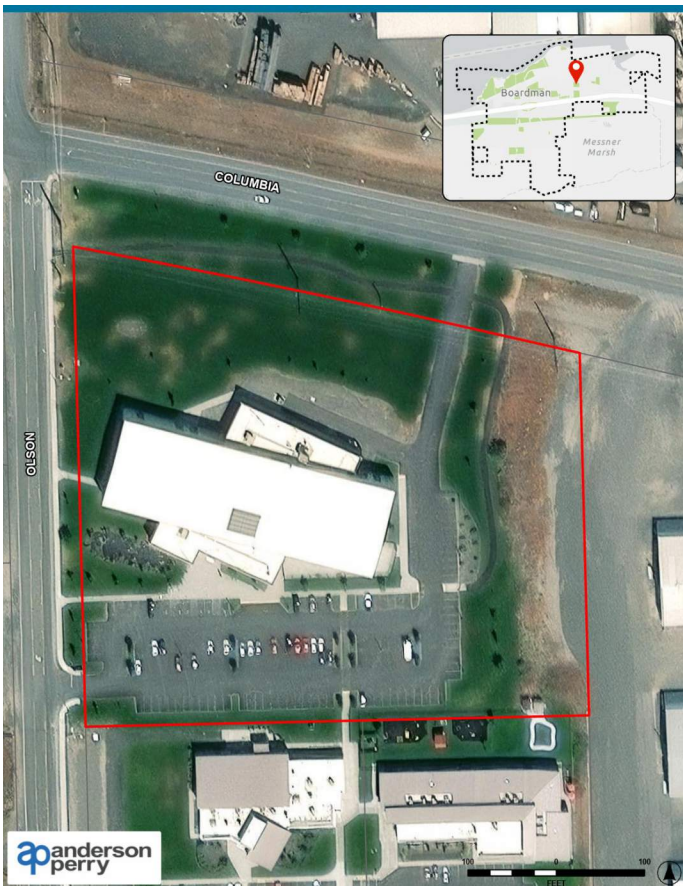
Add seating at baskets and tees.

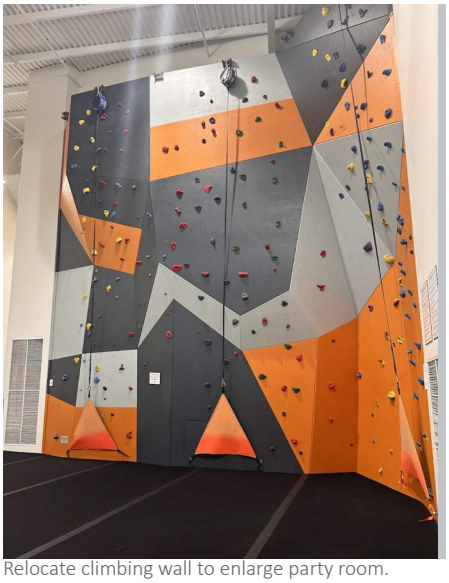
Boardman Pool & Recreation Center

The Boardman Recreation Center is the District's primary indoor hub for fitness, sports, and community programming. Expanding the facility is a critical need to meet community demand and support future growth. Planned projects are to:

- Complete a facility expansion master plan.
- Renovate and expand the building with tiered north parking, weight room expansion, aerobics room addition, an enlarged party room, and a relocated rock climbing wall.

Figure 8-16: Boardman Pool & Recreation Center




Relocate climbing wall to enlarge party room.

Enlarge weight room and aerobics room.

Cover outdoor patio with shade structure.

2035 OUTLOOK

This Master Plan focuses on planned City and District projects through 2035. Port of Morrow parklands are included in LOS calculations at their current condition; potential future Port improvements are not reflected in projections. When planned City, District, and existing Port parkland are combined, the system will achieve several important successes while still facing notable gaps. The updated LOS map (Figure 8-1) illustrates how future service areas expand with new facilities and connections.

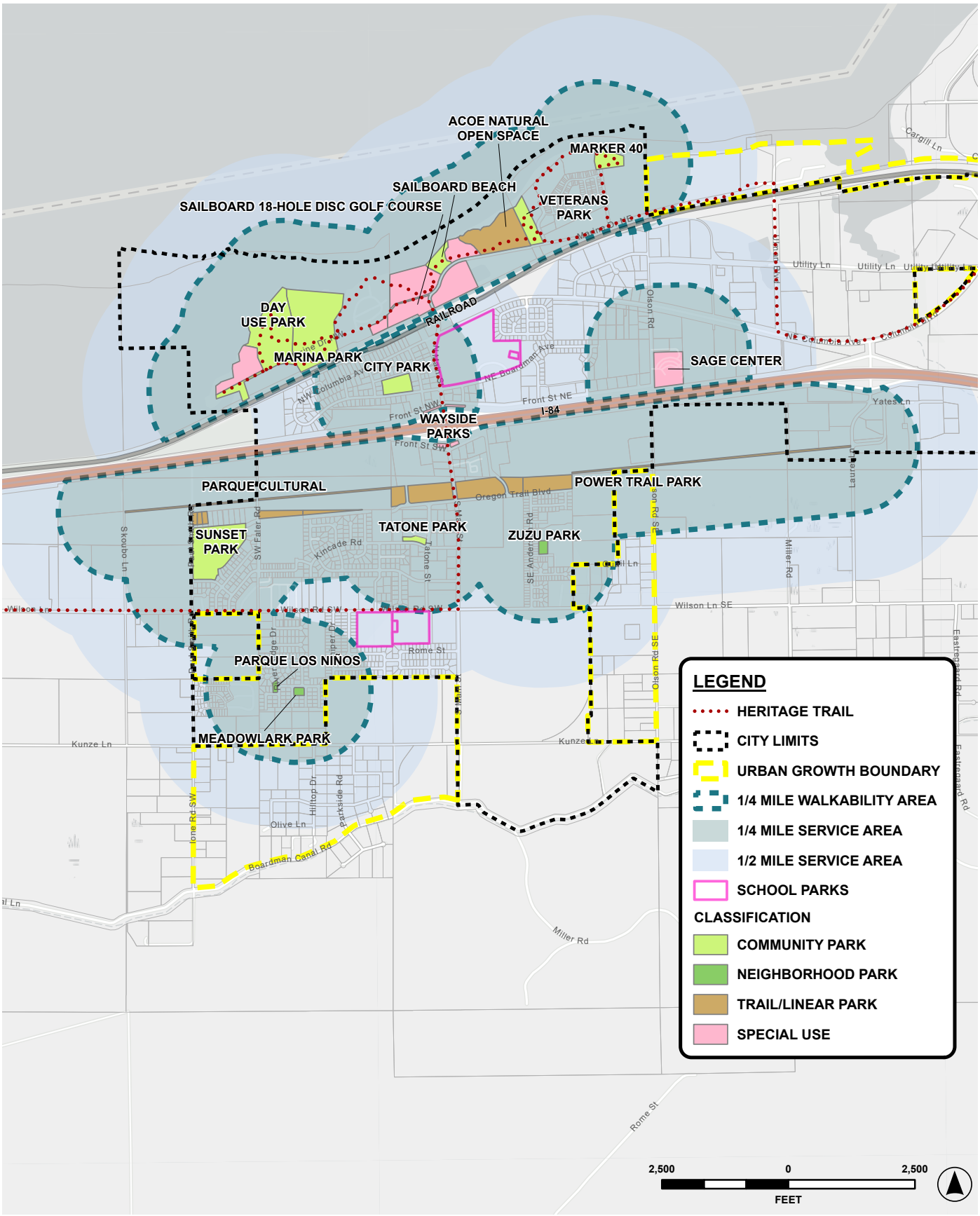
Successes by 2035

- **Parkland Supply:** With 154.7 acres of developed parkland, Boardman is projected to achieve 14.8 acres per 1,000 weighted service population (10,450) and 17.1 acres per 1,000 residential population (9,039) by 2035. This meets NRPA benchmarks but falls slightly below the local target of 15 acres per 1,000 weighted service population set in Chapter 5. Projected parkland supply does not include approximately two acres of anticipated future dedications—one each in River Ridge Subdivision (Pájaro Azul Park) and Northeast Boardman—which would bring the total to roughly 156.7 acres and allow the City to meet its LOS target.
- **Playgrounds:** The system will add new sites, including toddler specific play, more play diversity and improve distribution, continuing to exceed national ratios.
- **Pickleball courts:** The BCDA-proposed eight-court complex will more than meet demand, positioning Boardman as a regional destination.
- **Indoor multi-use courts and aquatics:** Indoor courts and the competitive pool will continue to exceed benchmarks and remain key strengths.
- **Dog park, splash pad, disc golf, and volleyball:** All will meet or exceed benchmarks with planned expansions.
- **LOS coverage:** New neighborhood parks (e.g. River Ridge Subdivision parks and Sunset Park) will reduce service gaps in growing subdivisions, expanding mapped access south of I-84.

Remaining Deficiencies

- **Trails:** Planned mileage results in a 5.3 mile trail network, still at the lower end of the 4–10 mile benchmark.
- **Soccer fields:** Two regulation fields are planned with the construction of Sunset Park, but demand will still outpace supply —an additional two fields will be needed to meet benchmark ratios. Soccer remains the most significant unmet facility need, and delivery of the planned fields depends on Sunset Park funding, which may extend beyond the 10-year horizon.
- **Diamond Fields:** With the addition of two fields at Sunset Park and one at Zuzu Park, diamond field ratios are projected to meet benchmarks. However, these improvements are also tied to Sunset Park funding and Zuzu Park expansion and may not be realized within the 10-year planning period.
- **Camping:** Facilities will expand, but seasonal workforce housing and tourism will continue to strain capacity.
- **Youth facilities:** Planned investments will help, but youth recreation needs will require ongoing attention.
- **Indoor recreation space:** The Recreation Center's pool, courts and gym remain core strengths, but total indoor capacity is insufficient for community needs. Ongoing scheduling conflicts between basketball, volleyball, and pickleball reflect the lack of flexible, multi-use space. Shared-use agreements with the Field House and local schools could help relieve pressure, but these will not meet demand for expanded indoor facilities.
- **Equity gaps:** Northeast and south Boardman neighborhoods, including mobile home, RV parks and multifamily areas, will still face limited walkable access without additional parkland. While some acquisitions are planned, they do not include true community-scale parks, so access gaps will remain without further investment.
- **South Boardman:** There are few suitable sites within current city limits to address access gaps for existing neighborhoods in South Boardman. Planned neighborhood parks in the River Ridge development will improve local access but will not provide the larger, community-serving park needed in this area. While land is available within the UGB, the City currently cannot build parks outside its limits, so future annexation and land acquisition will be required to develop a community park (minimum 4 acres) to serve South Boardman.
- **Northeast Boardman:** As growth occurs—particularly with new multifamily housing—the City should plan for acquisition of a community-scale park. Small private open spaces will not substitute for a larger, centrally located park that serves the broader neighborhood.

Figure 8-1: LOS Mapping – Proposed Multi-Provider Facilities



09

IMPLEMENTATION & FUNDING STRATEGY

Implementation turns vision into action by ensuring plan ideas become real improvements. Without clear priorities and funding strategies, even the best plans risk sitting on a shelf. This chapter provides the roadmap for carrying out recommendations, showing how projects are prioritized, presenting the Capital Improvement Plan (CIP), identifying funding sources, and establishing a framework for tracking progress so the City and District can invest strategically and keep pace with community needs.

PRIORITIZATION & PHASING FRAMEWORK

Because community needs exceed available resources, projects must be both prioritized and phased. This combined framework ensures that early investments address the most pressing needs while positioning the system for long-term growth. Projects are ranked as High, Medium, or Low priority, which also aligns with their anticipated phasing:

- **High Priority (Near-Term: 0–5 Years / FY 2026–2030):** Projects with broad public support, secure ownership, or urgent maintenance needs. This phase also emphasizes connectivity, adding amenities to underdeveloped greenspaces, relocating displaced features, and advancing system-wide planning for consistency.
- **Medium Priority (Mid-Term: 6–10 Years / FY 2031–2035):** Projects requiring additional design, permitting, or coordination, often tied to larger expansions, phased development, or adjacent infrastructure and land acquisition/dedication.
- **Low Priority (Long-Term: 10+ Years / FY 2036 and beyond:** Projects with lower community or staff priority, often dependent on site identification, major funding, or representing enhancements that can follow more urgent needs.

Project ranking reflects multiple factors, including:

- **Community Input:** Projects strongly supported by residents.
- **LOS Findings:** Addresses documented gaps in access or quality.
- **Safety & Compliance:** Corrects hazards or meets legal standards.
- **Feasibility & Readiness:** Sites with clear City/District ownership or completed design work.
- **Cost & Impact:** Provides broad benefit relative to cost or can be bundled efficiently.
- **Partnerships & Funding:** Leverages grants, contributions, or timing with external funding opportunities.
- **Sustainability:** Reduces long-term maintenance or increases system resilience.

Staff and the Public Advisory Committee applied the framework to develop an initial project list, which was refined through community input—elevating several projects where strong public support was expressed. This framework provides the foundation for the Capital Improvement Plan (CIP) tables, which summarize all system-wide, District, and City projects by site, cost, and priority/phase.

PLANNED PROJECTS

The following Capital Improvement Plan (CIP) guides investments through 2035. It includes both system-wide initiatives and site-specific improvements, presented in three tables: Table 9.1 (System-Wide Projects), Table 9.2 (District Projects), and Table 9.3 (City Projects). Each entry lists the site, project type— (S) System Improvement, (P) Park Improvement, (D) Park Development, or (A) Acquisition—along with a description, cost, and priority level.

Cost estimates are planning-level only, intended to provide order-of-magnitude guidance for decision-making and grant applications. As projects move into design and construction, estimates will require refinement. Detailed project descriptions and the full CIP framework are provided in Appendix I.

Table 9.1: System-Wide Projects

Project ID	Site	Project Description	Cost	Priority
S1	System	Public Art & Cultural Identity Master Plan	$110,250	Low
S2	System	Trail Master Plan	$65,500	Medium
S3	System	Park Furnishing Standards	$33,300	High
S4	System	Wayfinding & Signage System (per sign)	$133,200*	High
		Monument Sign (per sign)	$13,800	*(included above)*
		Information Kiosk (per sign)	$6,900	*(included above)*
		Interpretive Sign (per sign)	$4,140	*(included above)*
		Directional Sign / Regulatory Sign (per sign)	$1,380	*(included above)*
		Trail Marker / Accessible Route Indicator (per sign)	$690	*(included above)*
S5.1	System	Future Amenities Requiring Siting - Bike Skills Park	$225,975	Medium
S5.2	System	Future Amenities Requiring Siting - Pump Track	$451,950	Medium
S5.3	System	Future Amenities Requiring Siting - Skatepark	$4,389,564	Medium
S5.4	System	Future Amenities Requiring Siting - (4) Pickleball Courts*	$382,950	High
S5.5	System	Future Amenities Requiring Siting - (2) Soccer Fields**	$1,531,800	High
S5.6	System	Future Amenities Requiring Siting - (1) Softball Field**	$1,148,850	High

** Note: Unit-cost estimate only. The subtotal assumes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.*
***Note: Pricing for pickleball courts and soccer fields assumes multiple conjoined play areas. Pricing may fluctuate based on the final number.*

Figure 9-1: District Projects

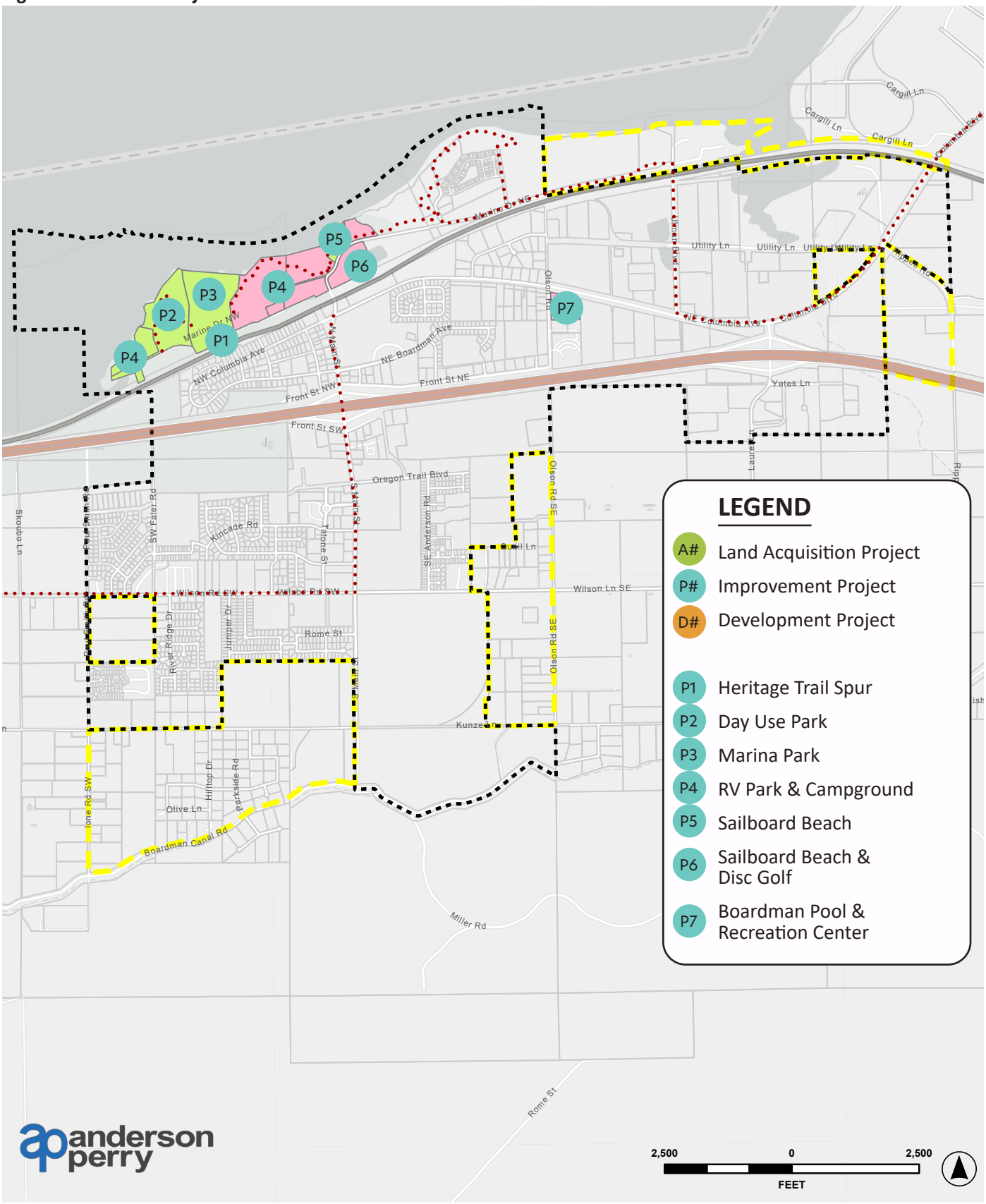


Table 9.2: District Projects

Project ID	Site	Project Description	Cost	Priority
P1.1	Heritage Trail Spur	Trail Extension Across Marina	$269,980	High
P1.2	Heritage Trail Spur	Trail Extension Along South Side of Marine Drive	$799,887	High
P1.3	Heritage Trail Spur	Trail Extension Using Existing Roadway	$73,526	High
P1.4	Heritage Trail Spur	Trail Extension Near Hidden Gem Beach	$363,324	High
P1.5	Heritage Trail Spur	Trail Rest Stops and Interpretive Signage	$133,075	High
P1.6	Heritage Trail Spur	Trail Maintenance	$533,802	High
P1.7	Heritage Trail Spur	Trail Widening	$787,478	Medium
P1.8	Heritage Trail Spur	Exercise Station Replacement	$47,455	Medium
P1.9	Heritage Trail Spur	Pedestrian Bridge Replacement	$287,213	High
P2.1	Day Use Park	"Old Boardman" Interpretive Area Improvements	$43,108	Low
P2.2	Day Use Park	Cultural Display Enhancements (with CTUIR Coordination)	$120,438	High
P2.3	Day Use Park	Accessible Watercraft Launch with Transfer Mat and Rollout Mat	$199,988	Medium
P2.4	Day Use Park	Picnic Table Shelter Additions	$427,093	Medium
P2.5	Day Use Park	Restroom Building Replacement and Expansion (Unisex/Family Unit + Rental Facility)	$1,191,453	Medium
P2.6	Day Use Park	Toddler Play Area Addition with PIP Surfacing	$236,472	High
P2.7	Day Use Park	Rinse Station	$16,948	Medium
P2.8	Day Use Park	Maintenance: Ballfields, Courts, Beach, Surfacing and Site Furnishings	$243,046	High
P2.9	Day Use Park	RV Parking Relocation with Utility Hookups	$186,429	Medium
P2.10	Day Use Park	Play Structure Replacement with PIP Surfacing Upgrade	$503,206	Medium
P2.11	Day Use Park	Hidden Gem Beach Access Improvements and Streambank Erosion Protection	$70,654	High
P3.1	Marina Park	Dock #2 Expansion and Reconfiguration	$3,110,083	Medium
P3.2	Marina Park	New Skatepark Facility (Location Alternative)	*See System Projects for costs*	Low
P3.3	Marina Park	Fishing Derby Sign Adaptive Reuse & Bulletin Sign Upgrades	$9,334	High

Table 9.2: District Projects (continued)

Project ID	Site	Project Description	Cost	Priority
P3.4	Marina Park	ADA Fishing Platform and Trail Connection	$569,005	Medium
P3.5	Marina Park	Parking Expansion (Lot #7)	$3,446,550	High
P3.6	Marina Park	Boat Storage Facility (10 - Boat Capacity	$3,792,162	High
P4.1	RV Park & Campground	Restroom Replacement (Main)	$1,514,033	Medium
P4.2	RV Park & Campground Expansion (East)	RV Park & Campground Expansion (East)	$13,190,251	Medium
P4.3	RV Park & Campground Expansion (West)	RV Park & Campground Expansion (West)	$5,906,083	Medium
P4.4	RV Park & Campground	Pump Track	*See System Projects for costs*	Medium
P4.5	RV Park & Campground	Maintenance & Furnishing Upgrades	$227,951	High
P4.6	RV Park & Campground	ADA Campsite Upgrades	$101,689	Medium
P4.7	RV Park & Campground	Small Dog Park	$56,494	Medium
P4.8	RV Park & Campground	Rental Shop Facility	$423,703	Medium
P4.9	RV Park & Campground	Little Library Booth	$1,915	High
P4.10	RV Park & Campground	District Office Remodel	$1,988,580	Medium
P5.1	Sailboard Beach	Covered Picnic Tables	$28,721	High
P5.2	Sailboard Beach	Water Access and Bank Stabilization	$79,079	High
P5.3	Sailboard Beach	Restroom and Parking Improvements	$790,913	Medium
P6.1	Sailboard Beach Disc Golf Course	Course Bench Additions	$91,287	Low
P6.2	Sailboard Beach Disc Golf Course	Disc Golf Hole Relocation	$39,392	Medium
P7.1	Boardman Pool & Recreation Center	Recreation Center Expansion Master Plan	*TBD*	High
P7.2	Boardman Pool & Recreation Center	Recreation Center Renovations & Expansion	$16,089,420	Medium

Figure 9-2: City Projects

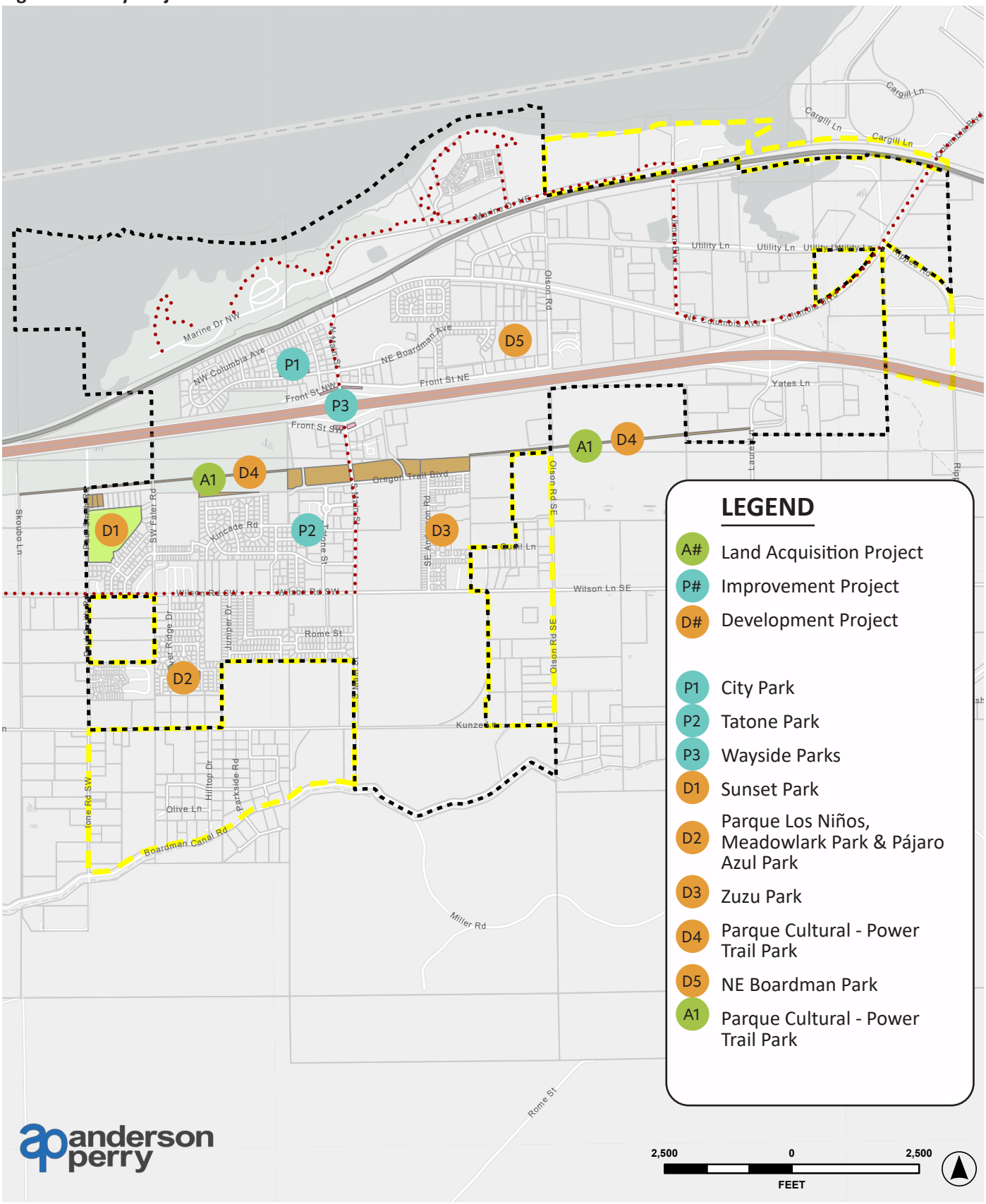


Table 9.3: City Projects

Project ID	Site	Project Description	Cost	Priority
Park Improvement Projects				
P1.1	City Park	Park Master Plan	$151,500	High
P1.2	City Park	Phase 1 Improvements:	$1,429,696	High
P1.3	City Park	Story Walk	$57,443	High
P1.4	City Park	Parking Improvements	$516,983	High
P1.5	City Park	Restroom Upgrades	$33,896	Medium
P1.6	City Park	Play Structure Replacement	$482,457	Medium
P1.7	City Park	Basketball Court Art	$67,793	Medium
P1.8	City Park	Maintenance Projects	*Public Works Project*	Ongoing
P2.1	Tatone Park	Multipurpose Court	*Public Works Project*	High
P2.2	Tatone Park	Shade Structure	$132,118	High
P2.3	Tatone Park	Landscape & Amenities	$379,121	High
P2.4	Tatone Park	Pickleball Courts	*See Project Cost w/ System Projects*	High
P2.5	Tatone Park	Play Structure Replacement	$310,716	High
P2.6	Tatone Park	Site Furnishings	$59,657	Medium
P2.7	Tatone Park	Sidewalk & Circulation Improvements	$45,195	Medium
P3.1	Wayside Parks	Wayside Park (Eastbound - SW Quadrant)	*Public Works Project*	High
P3.2	Wayside Parks	Wayside Park (Westbound - NE Quadrant\)	*Public Works Project*	High
P3.3	Wayside Parks	Wayside Park (Eastbound - SE Quadrant)	$26,998	High
P3.4	Wayside Parks	Wayside Park (Westbound - NW Quadrant)	*Public Works Project*	Medium
Park Development Projects				
D1.1	Sunset Park	Park Master Plan	$166,500	High
D1.2	Sunset Park	Infrastructure Improvements	*Public Works Project*	High
D1.3	Sunset Park	Sports Complex Funding	*Public Works Project*	Medium

** Note: Consultant services for master planning effort are not included in cost; cost to be determined.*

Table 9.3: City Projects (continued)

Project ID	Site	Project Description	Cost	Priority
D1.4	Sunset Park	Phase 1 Improvements	$17,716,440	Medium
D2.1	Parque Los Niños	Parque Los Niños Development	$382,950	High
D2.2	Parque Los Niños	Pedestrian Crosswalk	*Public Works Project*	High
D2.3	Meadowlark Park	Meadowlark Park - Initial Improvements	*In Current Budget*	High
D2.4	Meadowlark Park	Meadowlark Park - Expanded Development	$225,975	Medium
D2.5	Pájaro Azul Park	Pájaro Azul Park (Acquisition & Development)	$1,355,850	Medium
D3.1	Zuzu Park	Small Public Works Projects	*Public Works Project*	High
D3.2	Zuzu Park	Park Master Plan	*In Current Budget*	Medium
D3.3	Zuzu Park	Expansion and Development	$1,694,813	Medium
D4.1	Power Trail Park	Dog Park Development	*In Current Budget*	High
D4.2	Parque Cultural - Power Trail Park	Trail Development	$2,872,125	High
D4.3	Parque Cultural - Power Trail Park	Vegetation Management	$298,701	High
D4.4	Power Trail Park	Street Extensions	*Public Works Project*	Medium
D4.5	Parque Cultural - Power Trail Park	Bike Skills Park	*See Project Cost w/ System Projects*	Medium
D4.6	Parque Cultural - Power Trail Park	Pump Track	*See Project Cost w/ System Projects*	Medium
D5.1	NE Boardman Park	Land Acquisition - NE Boardman	$1,436,063	High
Park Acquisition Projects				
A1.1	Parque Cultural	Land Acquisition - Chaparral and Bailey Park Developments	*Dedication in Process*	High
A1.2	Parque Cultural - Power Trail Park	Land Acquisition - Corridor Completion	*Appraised value at time of acquisition*	High

FUNDING REQUIREMENTS & STRATEGIES

Tables 9.4–9.6 summarize planned projects by site and phasing period (near-, mid-, and long-term), providing an overview of cumulative funding needs through 2035.

Table 9.4: System-Wide Planned Projects and Prioritization Schedule

Project ID	Project Title	Near-Term (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
S1	Public Art & Cultural Identity Master Plan	$0	$0	$110,250
S2	Trail Master Plan	$0	$65,500	$0
S3	Park Furnishing Standards	$33,300	$0	$0
S4	Wayfinding & Signage System (Planning Only)*	$133,200	$0	$0
S5	Future Amenities Requiring Siting	$3,063,600	$5,067,489	$0
	TOTAL	**$3,134,238**	**$5,132,989**	**$110,250**

** Unit-cost estimate only. The subtotal assumes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.*

Table 9.5: City Planned Projects and Prioritization Schedule

Project ID	Project Title	High (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
P1	City Park	$2,155,621	$584,145	$0
P2	Tatone Park	$821,954	$104,852	$0
P3	Wayside Parks	$26,998	$0	$0
D1	Sunset Park	$166,500	$17,716,440	$0
D2	Parque Los Niños, Meadowlark Park & Pájaro Azul Park	$382,950	$1,581,825	$0
D3	Zuzu Park	$0	$1,694,813	$0
D4	Parque Cultural - Power Trail Park	$3,170,826	$0	$0
D5	NE Boardman Community Park	$1,436,063	$0	$0
A1	Parque Cultural - Power Trail Park	*Appraised value at time of acquisition*		
	TOTAL	**$8,160,911**	**$21,682,075**	**$0**

Table 9.6 District Planned Projects and Prioritization Schedule

Project ID	Project Title	High (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
P1	Heritage Trail Spur	$2,460,806	$834,932	$0
P2	Day Use Park	$670,609	$2,525,117	$43,108
P3	Marina Park	$7,248,047	$3,679,088	$0
P4	RV Park & Campground	$229,866	$23,180,832	$0
P5	Sailboard Beach	$107,800	$790,913	$0
P6	Sailboard Beach & Disc Golf Course	$0	$39,392	$91,287
P7	Boardman Pool & Recreation Center	$0	$16,089,420	$0
	TOTAL	**$10,717,128**	**$47,139,694**	**$134,395**

PRIMARY FUNDING SOURCES

The City of Boardman and the Boardman Park & Recreation District each maintain core funding sources that provide the foundation for capital investment.

General Fund & City SDCs

The City allocates resources from its General Fund to support park activities, which include repairs and maintenance. A Parks Fund will be implemented next fiscal year with the General Fund still being the primary funding source. The City is also considering a Park System Development Reserve Fund supported by future System Development Charges (SDCs). Policy updates—such as SDC adoption and parkland dedication requirements—will also be critical to ensure that future growth contributes fairly to parkland acquisition and development. See Chapter 11 for further discussion of both topics.

District Property Tax Levy & Revenue Sources

The District relies on a permanent property tax levy, revenues from the campground and recreation center and grants, donations and sponsorships as their largest sources of revenue. Community survey results also indicate majority support for a District bond measure, which could fund major projects such as a recreation center or campground expansion.

OTHER PARTNERSHIP & FUNDING SOURCES

Beyond these local sources, a variety of supplemental strategies—including grants, tourism revenues, partnerships, philanthropy, and community giving—will be essential. A detailed catalog of funding strategies is provided in Appendix J.

Grants

State and federal grant programs will continue to be essential for park acquisition, development, and trail improvements. Programs such as the Oregon Local Government Grant Program, Land and Water Conservation Fund, and Recreational Trails Program provide significant opportunities when paired with local match funding.

Tourism Revenues

Transient Room Tax (TRT) revenues collected by the City, and Transient Lodging Tax (TLT) revenues collected by Morrow County, can be applied to tourism-related park projects. Regional programs such as Eastern Oregon Visitors Association (EOVA) grants also provide funding for outdoor recreation and visitor-serving amenities.

Partnerships

Strong partnerships are critical to implementation. The Port of Morrow, local industries, and regional employers can contribute land, in-kind support, and funding such as Community Service Fees (CREZ III). Regional and state agencies support trail and waterfront connectivity, while schools extend recreation opportunities through shared-use agreements. Civic groups such as the library, BCDA, and Chamber of Commerce help deliver programming and cultural initiatives, and community members contribute through volunteer service, leadership, and grant assistance.

Private & Philanthropic Support

Private foundations and charitable funds—including the Ford Family Foundation, Meyer Memorial Trust, Oregon Community Foundation, and Wildhorse Foundation—offer competitive grant opportunities for recreation, cultural heritage, and community health initiatives. Corporate philanthropy, such as the Amazon Eastern Oregon Community Fund, provides additional potential.

Local Fundraising and Community Giving

Community contributions remain an important complement to public funding. Donations, sponsorships, and volunteer initiatives can help deliver visible amenities such as benches, trails, and play features while fostering stewardship. Fundraising events and “adopt-a-park” programs provide opportunities for businesses and residents to invest directly in their community’s park system.

MONITORING & UPDATES

Together, the prioritization framework, CIP tables, and funding strategies form a roadmap for implementation. To remain effective, this roadmap must be actively monitored and updated as conditions evolve. The Implementation Plan is intended as a living document—flexible enough to adapt to new opportunities, shifting priorities, and community growth. Recommended practices include:

- **Annual Review:** Reevaluate project status during budget cycles, adjusting costs, phasing, and schedules to reflect progress and inflation.
- **Progress Tracking:** Maintain a clear record of completed, ongoing, and deferred projects to support transparency.
- **Adaptive Prioritization:** Adjust timelines as land, funding, or partnerships become available.
- **System Reassessment:** Revisit service levels and system needs every five years.
- **Plan Renewal:** Complete a full Master Plan update within ten years.

Consistent monitoring and transparent reporting will help build trust, demonstrate progress, and ensure that Boardman’s parks keep pace with growth and community needs.

10.1

10

MAINTAINING A RESILIENT PARK SYSTEM

Maintaining a resilient park system requires more than new investment. Parks, trails, and facilities must remain safe, welcoming, and functional as Boardman grows. Both the City and District provide daily stewardship, but success depends on consistent care of existing assets alongside new improvements. This chapter reviews current challenges, organizational capacity, staffing and funding benchmarks, and system-wide strengths and weaknesses, outlining steps to shift from reactive upkeep to proactive management. Detailed operational findings and recommendations are provided in Appendix H.1.

STRENGTHS AND OPPORTUNITIES

The City and District demonstrate resourcefulness and have important assets to build upon. These strengths reflect the commitment of staff and community partners, creating a foundation for change. With careful coordination, they provide opportunities to expand capacity, secure new resources, and sustain future growth.

- **Resourceful Staffing:** The District extends capacity through student employment, seasonal staff, and its partnership with the Port of Morrow's Columbia Works program to recruit maintenance interns and youth lifeguards.
- **Cultural Inclusion:** Employing bilingual staff supports inclusive program delivery and ensures services are accessible to families and youth.
- **Dedicated Funding Mechanisms:** The City has a municipal parks fund, while the District reinvests revenues from the campground and recreation center.
- **Maintenance Support Contracts:** Since 2025, the City has supplemented Public Works staff with private landscaping contractors.
- **Sustainability Practices:** The District has naturalized areas of the disc golf course to reduce mowing and improve habitat, while the City is expanding tree planting.
- **Community Engagement and Volunteers:** Residents show willingness to volunteer, join stewardship events, and support bond measures. The City's annual cleanup events provide a base to expand through schools, civic groups, and employers.
- **Partnership Potential:** Schools, BCDA, the Boardman Library, Port of Morrow, and nonprofits present opportunities for shared use, programming, and maintenance.
- **Momentum from Planning:** This Master Plan, along with budgeted City design projects and District planning, creates momentum for coordinated improvement.

WEAKNESSES AND THREATS

The system also faces significant weaknesses and risks that must be addressed to ensure safe, reliable, and equitable services. If left unresolved, these issues could erode public trust and undermine future investment:

- **Staffing Capacity:** Staffing is near the national median but already falls short of public expectations and will drop further below benchmarks as the system grows.
- **Equipment Gaps:** Outdated or insufficient equipment and storage facilities limit effectiveness.
- **Reactive Maintenance:** Tasks are logged informally and handled as problems arise, with little proactive inspection or scheduling.
- **Inconsistent Standards:** Lack of Standard Operating Procedures (SOPs), inspection checklists, and furnishing standards causes inefficiencies, uneven quality, and training challenges.
- **Financial Tracking:** Costs are not coded by asset, making it difficult to assess needs, compare performance, or pursue cost recovery.
- **Risk Management:** Staff lack certifications such as CPSI and ADA training, increasing safety risks and liability as more adventurous play features are sought.
- **Equity and Access:** Rental fees, lack of scholarships, and limited after-hours access restrict participation for shift workers and lower-income families.
- **Climate and Water:** Heavy reliance on irrigated turf, drought pressures, and climate variability raise costs without more resilient practices.
- **Unclear Agreements:** Shared or leased facilities often lack written agreements, leaving roles and responsibilities uncertain.
- **Growth Pressures:** The District's recreation center, campground, and trails, and the City's expanding park system will outpace capacity without reforms (see callout box *Projected Growth by 2035*).
- **Potential Liability:** HOA park transfers could add cost and risk if not carefully evaluated.

LOCAL MAINTENANCE AND OPERATIONAL CHALLENGES

Beyond these systemic strengths and weaknesses, recurring challenges were identified through community engagement and staff input. These reflect environmental conditions and operational realities that increase workload and affect long-term system performance.

Routine Maintenance and Design Issues

- **Cleanliness and Routine Maintenance:** Restrooms, shelters, beaches, and other high-use areas draw frequent concerns about litter, sanitation, erosion, and general upkeep.
- **Vegetation Management:** Overgrown brush, tall grass, and invasive weeds create visibility and safety issues, increase wildfire risk, and add to routine workload.
- **Landscape Irrigation and Turf Maintenance:** Community expectations for green, healthy turf place high demands on irrigation systems; without efficiency upgrades, maintenance remains resource intensive.
- **Invasive Weeds and Field Conditions:** Aggressive weed species such as puncturevine spread easily, puncture bicycle tires, and diminish the safety and quality of fields, courts, and trails.
- **Maintenance-Efficient Design:** Some existing features require intensive upkeep; future designs will need to emphasize durable materials, water-wise landscaping, and layouts that reduce long-term maintenance needs.

Environmental and Site Challenges

- **High Winds and Dust:** Persistent winds damage trees, contribute to high tree mortality, and spread dust and debris across fields and courts.
- **Slope Stability and Riverfront Erosion:** Shoreline erosion and unstable banks present long-term access, safety, and infrastructure protection concerns.
- **Resident Geese:** Waste accumulation and field degradation reduce the usability of waterfront lawns and other high-traffic open spaces.

Best practices for addressing individual challenges are detailed in Appendix H.2, which staff can use as a practical reference. The following section shifts focus to organizational capacity, highlighting how staffing and resources influence the system's ability to keep pace with current needs and future growth.

Projected Growth by 2035

City of Boardman

- Developed Acreage: 20.5 → 73
- Trails: 0.17 mi → 2 mi
- Restrooms: 3 → 4
- Playgrounds: 2 → 6
- Basketball Court: 2 → 2
- Volleyball Court: 0 → 1
- Multisports Court: 0 → 1
- Diamond Fields: 2 → 5
- Soccer Fields: 0 → 2
- Bike Skills Park: 0 → 1
- Park Furnishings: Significant additions across multiple sites
- Dog Park: 1 → 1

BPRD

- Developed Park Acreage: 88.3 → 77.6
- Other Recreation Assets: 34.5 → 54.9
- Trails: 2.2 mi → 3.3 miles
- Campground: 73 sites → 137 sites; 1 zone → 3 zones
- Restrooms/Showers: 2 → 5
- Playgrounds: 2 → 2 (one expanded with a toddler area)
- Volleyball Court: 1 → 1
- Multisports Court: 1 → 1
- Skatepark: 0 → 1
- Disc Golf: 1 → 1
- Dog Park: 0 → 1
- Docks: 3 → 2 with reconfigured/ expanded system to increase capacity
- Fishing Pier: 0 → 1 new ADA-accessible pier
- Boat Launch: 1 → 2 including new accessible launch
- Boat Storage: 0 → 1 secure storage building
- Park Furnishings: System replacements; small additions across multiple sites
- Recreation Center: Expansion

STAFFING AND FUNDING CAPACITY

To address these operational challenges effectively, both the City of Boardman and the Boardman Park & Recreation District must work within their respective governance and funding structures. Although they operate separately, the public views Boardman parks as a single unified park system. Residents expect the same standard of care regardless of ownership, and both agencies acknowledge the need to collaborate to meet those expectations.

Together, the City and District provide stewardship of more than **180 aggregated acres** of public lands and recreational facilities, including parks, trails, waterfront areas, the campground, and recreation center. Yet staffing and equipment remain limited. Maintenance is carried out by a blend of Public Works crews, District maintenance staff, seasonal employees, and contracted support, but these arrangements do not provide the consistency or capacity required to keep pace with growth or to meet current public expectations for maintenance quality.

By 2035, planned park and facility expansions will significantly increase the scale of assets under City and District stewardship, underscoring the need for corresponding increases in staffing, funding, and operational capacity. Projected growth in park acreage, trails, recreational facilities, and amenities is summarized in the callout box *Projected Growth by 2035.* These figures provide essential context for understanding the scale of operational expansion that will be required over the next decade.

Staffing Benchmarks

Table 10.1: Staffing Benchmarks vs. Actuals (Populations <20,000)

Benchmark	O/M Staff per 10k (NRPA)	2025 (6,890 pop.)	2035 (10,450 pop.)
Low Quartile	3.2 (46% of 7)	2.2 staff	4.7 staff
Median	6.3 (46% of 13.7)	4.3 staff	6.6 staff
Upper Quartile	12.2 (46% of 26.6)	8.4 staff	12.7 staff
Boardman Actual*	—	6 - 7.0 staff (4.5-5 District + 1.5-2.0 City)	6 - 7.0 staff (if flat)

National Recreation and Park Association (NRPA) data show that about 46% of parks and recreation staff in small cities are dedicated to operations and maintenance (O/M). Applied to national staffing quartiles, yields a range of roughly 3 to 12 O/M staff per 10,000 residents. These figures were adjusted to Boardman's weighted service population[1] to establish the local benchmarks shown in Table 10.1.

Boardman's current staffing totals approximately 6 - 7 FTE. This includes 4.5 - 5 District Staff (3 full time employees, 1.5 FTE season workers and .5 contracted) and City resources equivalent to roughly 1.5–2 FTE. The City's contribution is distributed across multiple functions: oversight of a landscape maintenance contract ($6,555 per month for nine months of the year, equal to about one FTE), daily cleaning and upkeep performed by public works staff, and administrative staff time dedicated to facility scheduling and pavilion reservations. This patchwork approach places the system above the lower quartile and close to the national median today. By 2035, however, staffing at this level will fall below the median benchmark, even without accounting for new facilities. In other words, growth in staff capacity will be required simply to maintain a median level of service.

1 Weighted service population includes residents, in-commuting workers, and workforce lodging occupants. See Appendix D for methodology.

At the same time, community feedback and site observations show that expectations for cleanliness, consistency, and facility readiness are not being consistently met today. Boardman's asset mix—including waterfront areas, sports fields, playgrounds, trails, and a campground—may be more labor-intensive than many peer systems, while efficiency is limited by the absence of standardized procedures and proactive inspections. For this reason, the median should be viewed as a baseline, and above-median staffing levels should be the long-term target if the City and District are to meet public expectations and support continued growth.

Population-based ratios provide a helpful benchmark, but they remain broad measures. To make projections more precise, staffing can also be assessed by facility type, since assets such as restrooms, splash pads, sports fields, and campgrounds generate predictable workload demands. Appendix H.4 includes example workload multipliers that the City and District may use as a worksheet, refining assumptions over time based on local experience.

Operating Funding Constraints

Table 10.2: Per-Capita Operating Expenditures vs. NRPA Benchmarks (Populations <20,000)

Benchmark	2025 (6,890 pop.)	2035 (10,450 pop.)
NRPA Low Quartile ($76.04 per capita)	$524,000	$795,000
NRPA Median ($139.87 per capita)	$964,000	$1,462,000
NRPA Upper Quartile ($284.49 per capita)	$1,960,000	$2,973,000
Boardman Actual	Not calculable*	Not calculable*

** Note: Not calculable due to limitations in the District's current cost accounting.*

Staffing is only one side of the equation. Nationally, park agencies serving communities under 20,000 residents spend between **$76 and $285 per capita annually on operations**, with a median of about **$140 per capita**. When applied to Boardman's weighted service population, this equates to operating budgets ranging from roughly **$524,000 to nearly $2 million in 2025**, growing to **$795,000 to almost $3 million by 2035** (Table 10.2). These benchmarks illustrate the scale of funding typically required to sustain service levels in communities of Boardman's size. At present, exact per-capita expenditures for Boardman cannot be calculated because current cost accounting does not separate operations, programming, and capital costs in a way that aligns with NRPA definitions. Establishing this baseline will be an important step for future budget tracking—both to allow meaningful comparisons with national benchmarks and to align funding capacity with the staffing growth needed to maintain service standards.

Sustainable mowing strategy example.

BEST PRACTICES FOR RESILIENCY

The City and District can take both short-term steps and long-term reforms to strengthen operations and reduce risks. Some actions can begin immediately with minimal cost, while others will require investment, policy changes, or new staffing capacity. Best practices for resiliency include improving systems and workflows, prioritizing proactive over reactive maintenance, and integrating adaptive design. Equally important, many of these strategies rely on community stewardship, education, and partnerships to supplement limited staffing capacity and foster shared responsibility for park care.

Immediate Actions (What Can Be Done Now)

- Implement a standardized task and work-order logging system (digital or spreadsheet) to improve accountability, track response times, and support cost accounting.
- Begin coding maintenance hours by asset (e.g., City Hall lawn vs. City Park vs. trail).
- Adopt or create inspection checklists for playgrounds, surfacing, restrooms, waterfront features and other park assets.
- Require warranties and manuals at project closeout and create a shared filing system.
- Formalize agreements with sports leagues, schools, and partner organizations clarifying responsibilities for maintenance, repairs, scheduling, and shared use.
- Install temporary or low-cost signage to encourage responsible visitor behavior (e.g., geese feeding, litter, trail etiquette), building shared stewardship expectations among park users from the outset.
- Identify opportunities to integrate stewardship activities (e.g., youth service projects, volunteer cleanups) into early implementation steps to build momentum while larger systemic improvements are underway.
- Hold quarterly City–District coordination meetings to set priorities, review logs, and identify gaps.

Systemic Best Practices (Medium- to Long-Term Fixes)

In the medium to long term, the City and District will need to establish systemic reforms that shift operations from reactive to proactive. Table 10.3 outlines recommended tools, protocols, and staffing strategies that can guide this transition. These best practices provide a clear framework for modernizing operations, improving accountability, and reducing long-term maintenance burdens.

Table 10.3: Systemic Best Practices (Medium- to Long-Term Fixes)

Best Practice	Purpose / Benefit
Digital Work Order System	Replace informal logs with a digital platform for logging, assigning, and tracking tasks and linking to asset-level cost accounting for budgeting and cost recovery.
Dashboard / Management Tool	Monitor staff hours, equipment, and seasonal resource needs.
Cost Accounting Framework	Code labor, utilities, and contracts by asset for accurate budgeting and cost recovery.
Preventative Maintenance Calendar	Schedule regular inspections and tasks for all major assets, aligned with warranties, equipment cycles, and seasonal task load balancing.
Dedicated Staffing	Assign at least one City Public Works position to parks; stabilize District positions to reduce reliance on seasonal staff and create year-round capacity for preventative maintenance.
Succession Planning	Retain institutional knowledge, prepare internal candidates, cross-training between City and District staff, and ensure continuity as staff changes.
Standardized Operating Procedures (SOPs)	Create manuals for key assets with inspection forms and safety checklists; set maintenance frequencies and clear filing protocols to ensure consistency and accountability.
Warranty & Product Literature Management	Collect Operations & Maintenance (O&M) manuals and warranty documents at project closeout, and store them in a centralized system to track expirations and ensure proper maintenance.
Maintenance-Efficient Design Standards	Use durable materials, native landscaping, low-mow turf, naturalized areas, energy efficient lighting, and efficient irrigation to reduce future workload.
Equipment Upgrades and Sharing	Develop an equipment replacement schedule, expand storage and explore shared-use arrangements to optimize costs and capacity.
Volunteer Stewardship Programs	Implement Adopt-a-Trail/Field and community cleanups to supplement staff capacity, build stewardship culture, and provide hands-on opportunities for volunteers and partner organizations to support routine maintenance.
Inter-agency Coordination	Strengthen partnerships with DEQ, DLCD, Army Corps, BIA, CTUIR and other agencies for shoreline and environmental issues.
Staff Training and Certification	Provide ongoing training and certifications (e.g., CPSI, ADA) in safety inspections, compliance, and hazard identification to ensure consistent standards, reduce liability, and build expertise.
Educational Features in Parks	Add interpretive signage and demonstration gardens to promote sustainability, encourage responsible visitor behavior, and create everyday educational touchpoints that reduce maintenance pressures over time.
Community Engagement and Stewardship	Involve youth, diverse cultural groups, and community partners in park design, programming, and stewardship to build ownership and ensure parks reflect Boardman's full community.
Communication Protocols	Establish shared reporting formats and regular log reviews between City and District staff to support coordination between quarterly meetings.

11.1

11

PLANNING POLICIES AND STRATEGIC PRIORITIES

Strong policies are essential to ensure Boardman's parks keep pace with growth and remain resilient. Without clear standards, land can be lost, access limited, and public assets underinvested. Policies provide the framework to preserve open space, secure funding, and guide sustainable design. This chapter reviews the City's core tools—including land dedication, parkland protection, System Development Charges (SDCs), sustainable design, micro-mobility, and long-term agreements—that safeguard community values and ensure a park system for future generations.

PARKLAND DEDICATION POLICY

As Boardman grows, its parkland dedication standards will play a critical role in sustaining the City's newly established parkland Level of Service (LOS) target of at least 15 acres of developed parkland per 1,000 weighted service population through 2035. Under current service population assumptions, this is about 18 acres per 1,000 residents. Current parkland dedication requirements—0.015 acres per dwelling unit or an in-lieu fee—were established when development pressures were lower and expectations for park quality and connectivity were less defined. These standards no longer keep pace with the scale and quality of parks needed to serve a growing community.

The existing policy has resulted in a patchwork of sites that are often underdeveloped, undersized, poorly located, encumbered, or disconnected. Common outcomes include:

- **Privately maintained HOA parks** that later seek transfer to the City, creating unplanned maintenance and improvement obligations.
- **Undeveloped greenspaces** conveyed to the City as raw turf without basic amenities; without a dedicated funding source such as Parks System Development Charges (SDCs), these spaces often remain unimproved.
- **Encumbered sites**, including land with stormwater facilities or utility restrictions (e.g., under BPA powerlines), that limit recreational use and programming potential.
- **Undersized, poorly located, and disconnected parcels** that do not contribute meaningfully to the broader park system.

Peer cities across Oregon have modernized their policies by raising dedication standards, defining what qualifies as suitable parkland, and pairing dedication with Parks SDCs to ensure both land and amenities are delivered. For Boardman, the priority is securing usable, strategically located sites while retaining City control over improvements to maintain quality, consistency, and equity.

How Parkland Dedication Aligns with LOS Targets

Alignment with LOS and Peer Cities

- Communities under 20,000 residents typically provide 12.9–22.0 acres per 1,000 residents.
- Boardman currently falls within this range, providing 16.3 acres per 1,000 weighted service population (developed, publicly owned recreation lands).
- This plan recommends a long-term target of 15 acres of developed parkland per 1,000 weighted weekday service population through 2035. With planned acquisitions and anticipated parkland dedications in River Ridge and Northeast Boardman, the City is projected to maintain its target of 15 acres per 1,000 weighted service population through 2035. However, geographic gaps remain in Northeast and South Boardman, where additional community-serving park acquisitions will be needed to achieve equitable access.

What this means per dwelling unit

A LOS target of 15 acres per 1,000 people equals 0.015 acres per person. Using an average household size of 3.2 persons, this is approximately 0.048 acres per dwelling unit.

Policy takeaway

- The current standard (0.015 ac/unit) does not generate enough parkland to keep pace with growth and maintain the City's LOS target.
- Increasing dedication (e.g. 0.02–0.03 ac/unit) would better reflect today's needs and help secure usable park sites, but would still not meet parkland needs on its own.
- Meeting LOS over time requires a combined strategy of dedication, SDCs, and targeted acquisitions.

Dedication secures the land. SDCs and acquisitions build and complete the parks.

Legal Context

Dedication requirements must comply with constitutional limits on "takings." Courts have held that conditions placed on development must show both a clear nexus (connection between new housing and the need for parks) and proportionality (dedication roughly scaled to the impact of the project). Using a standard dedication formula tied to LOS targets provides this defensible link. The City also has flexibility to negotiate additional land through annexation agreements or voluntary development agreements, which can secure larger or strategically located sites beyond the baseline standard.

Policy Approach

Boardman will use a balanced approach to ensure new development contributes usable, well-located parkland that supports long-term LOS goals.

- **Dedication First:** Prioritize land dedication when it results in usable parks aligned with system priorities (see *Trail Corridor Dedication Policy* for mapped trail requirements).
- **Fee-in-Lieu as an Alternative:** Use fee-in-lieu contributions when proposed dedications are too small, isolated, or encumbered to serve system needs.
- **City Control:** The City determines whether dedication or fee-in-lieu best serves park and recreation objectives, pooling in-lieu revenues to strategically assemble larger, more functional park sites.

This framework addresses existing challenges—privately maintained parks seeking transfer, undeveloped or encumbered sites, and underfunded improvements—while positioning Boardman to guide growth toward a connected, equitable park system.

Key Policy Updates

- **Increase Dedication Standard:** Evaluate and adopt an increased parkland dedication standard—potentially in the range of 0.02–0.03 acres per dwelling unit—to better align with LOS needs and secure sufficient land as development occurs. See callout box: *How Parkland Dedication Aligns with LOS Targets.*
- **Establish a Parkland and Trail Acquisition Fund (Land Only):** Create a dedicated fund to receive all fee-in-lieu contributions related to parkland and trail corridor dedications. Pool revenues for strategic land acquisition in underserved areas and assembly of priority trail corridors (e.g., the BPA alignment and future mapped connections). Track revenues by category to ensure transparency. As trail planning expands, the City may establish a separate Trail Corridor Acquisition Fund for more detailed accounting.
- **Define Minimum Parkland Standards:** Require visibility, access, usability, and minimum site size. Land encumbered by stormwater facilities, steep slopes, or utility restrictions shall not count toward dedication requirements unless specifically designed and approved for dual recreational use.
- **Ensure Permanent Public Protection:** Require all dedicated park sites to be both publicly owned and legally protected for long-term park and recreation use, preventing conversion to non-park purposes without a formal public process. (See *Parkland Protection Tools* for specific mechanisms).
- **Integrate with SDC Framework:** Dedication/fees secure land; SDCs provide amenities and remaining acreage.
- **Adopt a Park Design Manual:** Guide City-directed improvements to ensure quality and consistency.
- **Require Fee-in-Lieu for Unsuitable Dedications:** The City may decline dedications that are too small, encumbered, or poorly located and instead require fee-in-lieu.

Implementation Priority

Update the subdivision code to raise dedication standards, define minimum site criteria, and give the City clear discretion to require fee-in-lieu when dedications are unsuitable. Establish the Parkland and Trail Acquisition Fund and pair it with a Parks SDC program to ensure that new development results in both land secured and parks improved, sustaining LOS at approximately 15 acres per 1,000 weighted service population through 2035.

TRAIL CORRIDOR DEDICATION POLICY

Securing trail corridors during development is essential to creating a connected, accessible system in Boardman. Current parkland dedication standards do not address trails, leaving costly gaps that the City must assemble later. Requiring incremental dedication and construction ensures continuous walking and biking routes linking neighborhoods, parks, schools, and the waterfront. Many Oregon cities already require developers to dedicate easements and construct trail segments along mapped corridors—an approach that assembles networks as development occurs, avoids retrofits, and maintains consistent standards. In Boardman, the Skoubo Lane to Laurel Lane corridor is identified as the first priority alignment, with additional corridors to be designated in the forthcoming Trails Master Plan, at which point this policy will apply citywide.

Key Policy Updates

- **Mapped Corridor Dedication:** Require public easement or right-of-way dedication when a development site contains or is adjacent to a mapped trail corridor.
- **Trail Construction Requirement:** Require developers to build trail segments to City standards unless immediate construction is deemed unnecessary.
- **Fee-in-Lieu Option:** When construction is not feasible, collect fee-in-lieu equal to estimated costs and direct to the Parkland and Trail Acquisition Fund for future corridor assembly and construction.
- **Apply Initially to Parque Cultural - Power Trail Park corridor:** Implement this policy immediately for the Parque Cultural - Power Trail Park corridor; expand to all mapped corridors after adoption of the Trails Master Plan.
- **SDC Credits for Eligible Trail Construction:** Once the Parks SDC program is adopted, allow credits for eligible trail construction consistent with City crediting policies.
- **Separate from Parkland Dedication:** Trail corridor dedication and construction are required in addition to parkland dedication and do not count toward required parkland acreage. In limited cases—such as portions of the BPA powerlines corridor—where a corridor is designed and improved to function as both a park and trail facility, the City may approve partial credit toward the parkland dedication requirement. Trail dedication requirements apply to all development types, not only subdivisions.
- **Parkland Adjacency and Connections:** Where feasible, parkland dedication should abut mapped corridors; otherwise, require public pedestrian connections to ensure safe, accessible linkages.
- **Ensure Nexus and Proportionality:** Scale dedication and construction to the development's frontage or segment length.
- **Trail Design Standards:** Adopt cross-sections, surfacing, and access standards to ensure high-quality, consistent trails.

Implementation Priority

Adopt trail corridor dedication standards in the subdivision code to apply to the Parque Cultural - Power Trail Park corridor immediately. Upon adoption of the Trails Master Plan, expand the policy to include all mapped priority trail alignments, using clear cross-references to trail design standards. Establish administrative procedures for determining when fee-in-lieu contributions are appropriate and for integrating trail dedications into development review. This approach will allow Boardman to assemble its trail network incrementally as development occurs, avoiding future gaps and supporting citywide connectivity goals.

PARKLAND PROTECTION TOOLS

Acquiring and dedicating parkland is only the first step; permanent protection is equally essential to safeguard community investments. As noted in Chapter 1, the loss or potential loss of several park sites has raised significant public concern about the long-term security of valued open spaces. Most City park sites lack formal dedication, and only City Park is currently zoned as Park/Open Space. Major District sites along the Columbia River also rely on leased land with uncertain futures. Strengthening legal protections will help ensure that existing and future parks remain lasting public assets.

Key Policy Updates

- **Formal Dedication by Council Action:** Require all lands intended for public recreation—including those conveyed through subdivision or transfer—to be formally dedicated by ordinance or resolution. Encourage the Boardman Park & Recreation District and Port of Morrow to adopt similar dedication practices for their recreation properties.
- **Permanent Easements:** When land cannot be transferred into full City ownership, require recorded public recreation easements to guarantee community access in perpetuity.
- **Deed Restrictions:** Apply deed-based covenants limiting use to public recreation and requiring public process for any proposed changes.
- **Comprehensive Plan & Zoning Designation:** Map all parks as Park/Open Space in official land use documents to ensure consistent long-term land use protection.
- **Strengthen Parkland Agreements:** Require subdivision agreements to ensure parkland is conveyed early in project phasing, with street access, utilities, and grading in place, and maintained by the developer until City acceptance.
- **Establish a Park Advisory Board:** Create a standing advisory body, initially composed in part of this Park Master Plan Public Advisory Committee members, to provide ongoing guidance on parkland dedication, protection, and plan implementation.

Implementation Priority

Conduct a comprehensive audit of all existing and future park sites to verify formal dedication, public ownership, or enforceable access rights. Apply zoning or easements where needed, and establish a Park Advisory Board to provide consistent oversight and community input.

SYSTEM DEVELOPMENT CHARGES

Boardman currently has no Parks System Development Charges (SDC), leaving park improvements dependent on limited general funds or voluntary developer contributions. This gap often results in unimproved parks that lack basic park amenities. Establishing a Parks SDC will provide a predictable, equitable, and growth-responsive funding source that complements dedication requirements: **dedication secures the land, SDCs fund amenities and additional acreage.**

Key Policy Updates

- **Prepare a Parks SDC Methodology Study:** Engage a consultant-led process to establish eligible costs, LOS basis, and fee calculations.
- **Adopt a Parks SDC:** Use the methodology to implement an SDC that includes both land acquisition (gap to LOS) and amenities in the eligible cost base.
- **Use Per-Unit Methodology:** Reflect household growth, average household size, and weighted service population.
- **Allow SDC Credits:** Provide credits when developers build City-approved improvements.
- **Apply to Community Facilities:** Make larger-scale amenities (e.g., indoor recreation, waterfront improvements) eligible.
- **Ensure Transparency:** Track SDC collection, credits, and expenditures with clear reporting.

Implementation Priority

Develop and adopt a Parks SDC methodology to ensure new development funds both land and improvements needed to sustain LOS.

Foundation for SDC Methodology

Establishing a Parks System Development Charge (SDC) requires a clear understanding of current park assets, desired service levels, growth projections, and capital investment needs. Appendix H.7 provides an overview of key inputs that will inform the City's future SDC methodology study, including: Communities under 20,000 residents typically provide 12.9–22.0 acres per 1,000 residents.

- Current park acreage, assets, and LOS baselines
- Growth assumptions and housing projections
- Eligible costs and capital project documentation requirements
- A sample SDC calculation and cost recovery chart using placeholder figures and targeted acquisitions.

This supporting information will guide the formal consultant-led SDC study and ensure compliance with Oregon SDC law

SUSTAINABLE & CLIMATE-RESILIENT PARKS

Extreme heat, dust, and high winds shape how residents use parks in Boardman. Sustainable design reduces maintenance costs and creates more comfortable, resilient spaces. By integrating drought-tolerant landscaping, shade, and renewable energy features, the City can ensure that parks remain usable year-round while also conserving resources.

Key Policy Updates

- **Use native, drough-tolerant plantings:** Require in all new and renovated parks.
- **Reduce heat exposure:** Integrate shade structures and canopy trees.
- **Use durable, low-maintenance materials:** Specify for furnishings and play equipment.
- **Apply green infrastructure**: Incorporate (e.g. bioswales, permeable pavements) for stormwater and cooling benefits.
- **Include sustainability criteria:** Apply in project prioritization and grant applications.

Implementation Priority

Adopt a Sustainable Park Design Manual with technical standards for planting, materials, and infrastructure.

MICRO-MOBILITY AND E-BIKES

E-bikes, scooters, and other micro-mobility devices are reshaping how people access and experience parks and trails. They expand access for residents and visitors, but also introduce new safety and design considerations. Establishing clear policy now will help Boardman integrate these modes while preserving comfort for pedestrians and other trail users.

Key Policy Updates

- **Define Permitted Devices:** Allow Class 1 and 2 e-bikes on shared-use paths; restrict Class 3 where speed poses safety concerns.
- **Shared-Use Design Standards:** Update trail design guidelines to accommodate higher speeds and mixed-use needs.
- **Signage and Education:** Install consistent signage with speed limits, right-of-way guidance, and e-bike etiquette.
- **Support Facilities:** Provide secure parking and consider charging stations at major trailheads and waterfront destinations.
- **Regional Consistency:** Coordinate e-bike policy with Port of Morrow, ODOT, and neighboring jurisdictions to ensure consistent rules across connected trail systems.

Implementation Priority

Incorporate micro-mobility policies and design standards into the City's Trail Master Plan and subdivision code to ensure safe, predictable, and accessible trail use.

AGREEMENTS AND RISK MANAGEMENT

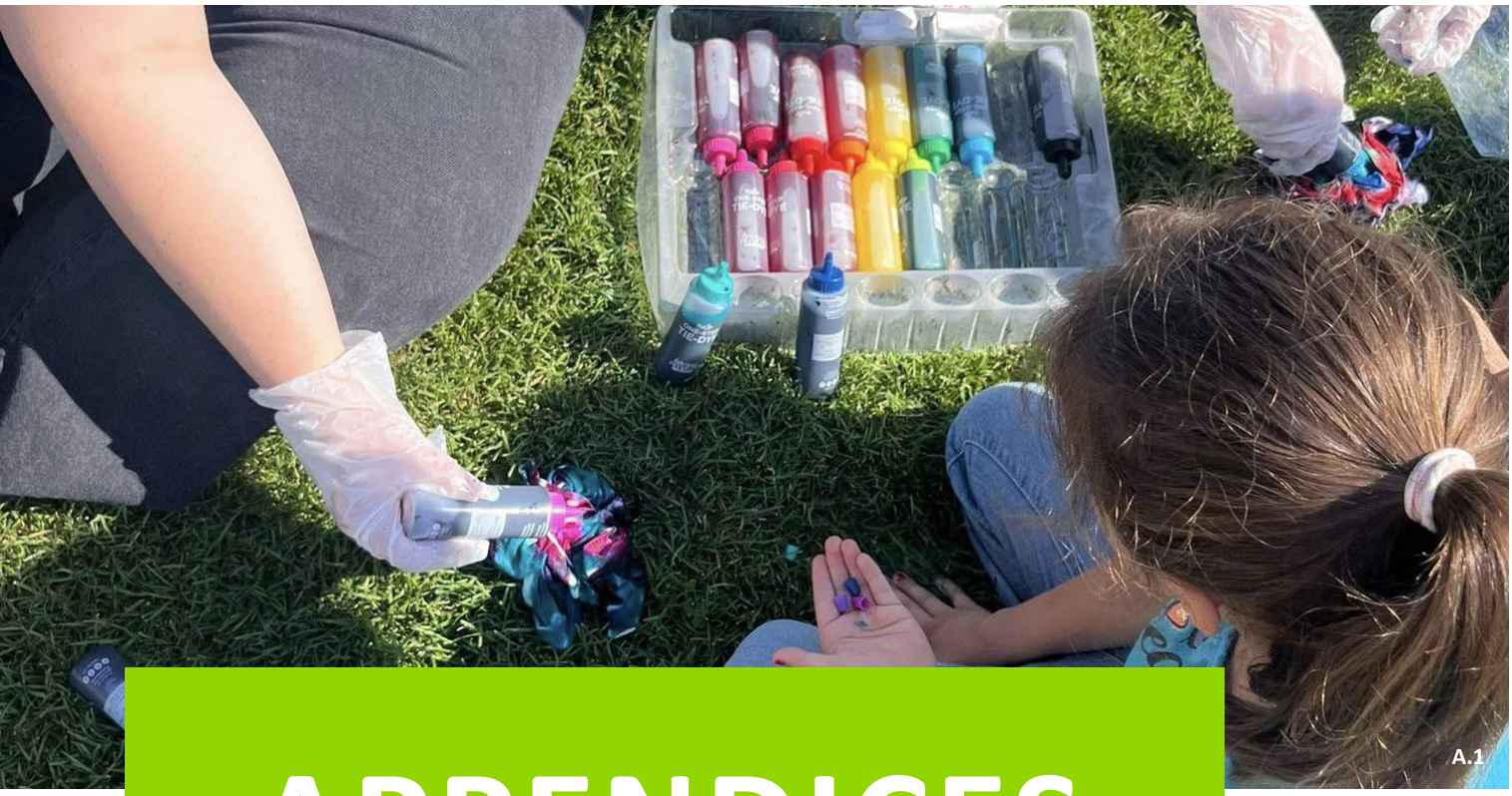
Boardman's recreational system includes a mix of City/District-owned, leased, and privately developed sites that provide public access. While these arrangements expand the system, they also create vulnerabilities including short-term leases along the waterfront, informal agreements, or non-standard trail construction that increases liability. Clear, enforceable agreements and consistent construction standards are essential to protect access, safety, and long-term investment.

Key Policy Updates

- **Secure Permanent Access:** Transition high-value leased sites into permanent City ownership or long-term leases with renewal clauses.
- **Formalize Public-Use Agreements:** Require written contracts with HOAs, developers, or private partners that specify access rights and maintenance duties.
- **Define Maintenance Responsibilities:** Clarify inspection, repair, and liability coverage in agreements, with remedies for noncompliance.
- **Adopt Construction Standards:** Create a Park and Trail Construction Standards Manual to ensure safe, accessible, and durable facilities system-wide.
- **Include Legal Protections:** Require indemnification, insurance, and public access easements in all agreements.

Implementation Priority

Conduct a citywide audit of all park and trail sites to document ownership, lease terms, and agreement status, and update agreements to secure permanent access and consistent maintenance.



A.1

APPENDICES

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B. Supporting Documents and Records
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APPENDIX A: COMMUNITY ENGAGEMENT RECORD

1. Survey Summary
2. Community Meeting Summaries
3. Public Advisory Meeting Summaries
4. Stakeholder Meeting Summaries

Boardman Park Plan 2035

SUMMARY

Community Survey #1: Needs Assessment

DATE RANGE: January 29, 2025 through February 21, 2025

OVERVIEW

From **January 29 to February 18, 2025**, a community survey was conducted to gather feedback from individuals who live or work in Boardman to help shape the future of the city's parks and recreation system. The survey aimed to understand community needs, priorities, and preferences, ensuring that improvements align with local interests.

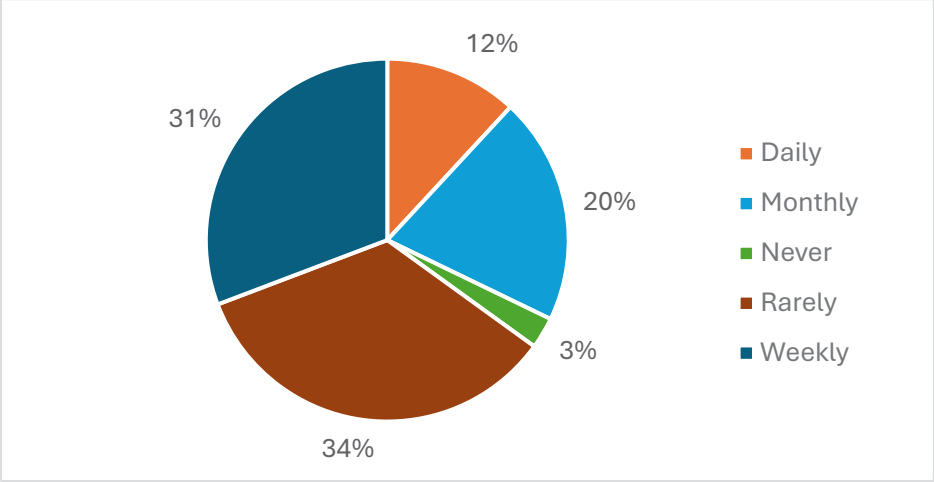
The survey consisted of **27 questions**, 19 of which were mandatory, while the remaining questions were optional. It was made available in both English and Spanish, with digital access as the primary distribution method and paper copies provided upon request. Outreach efforts included flyer postings, email blasts, and promotion through project stakeholders to maximize participation. A total of **144 respondents** contributed their insights, offering valuable perspectives on how Boardman's parks and recreational spaces can better serve the community.

This summary highlights key findings from the survey, providing a foundation for future planning and decision-making.

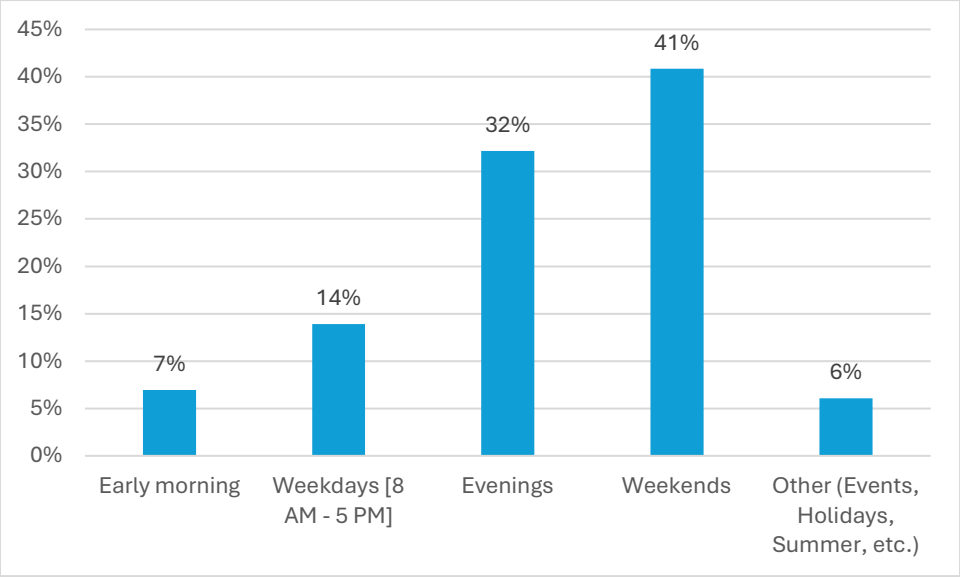
SURVEY QUESTIONS

General Park Usage & Satisfaction

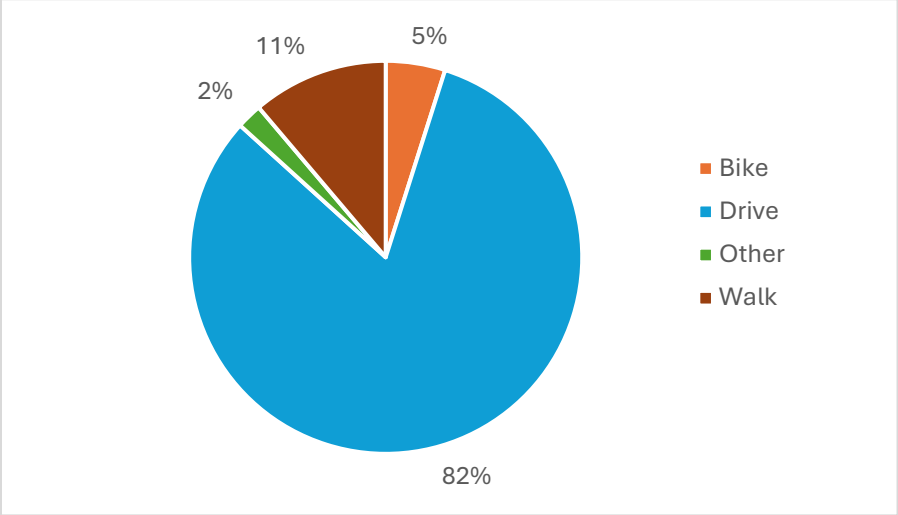
1. How often do you or your family visit Boardman parks?



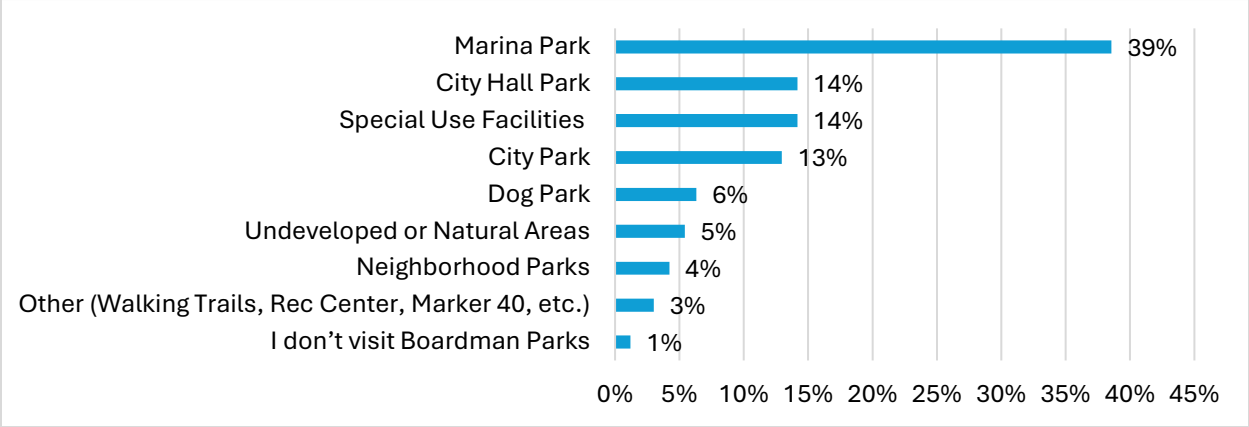
2. When do you or your family usually visit parks? *(Select all that apply)*



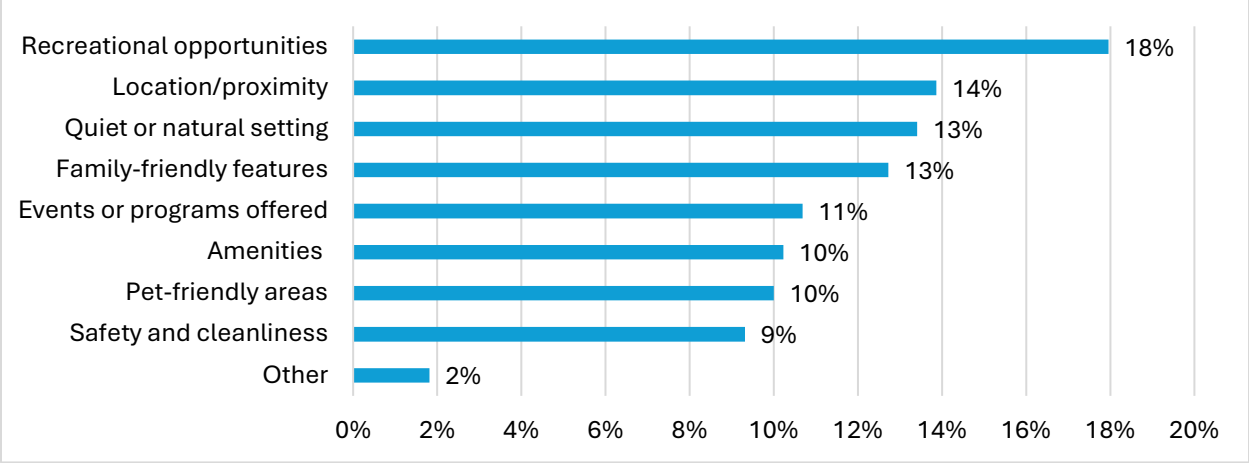
3. What is your primary way of getting to parks?



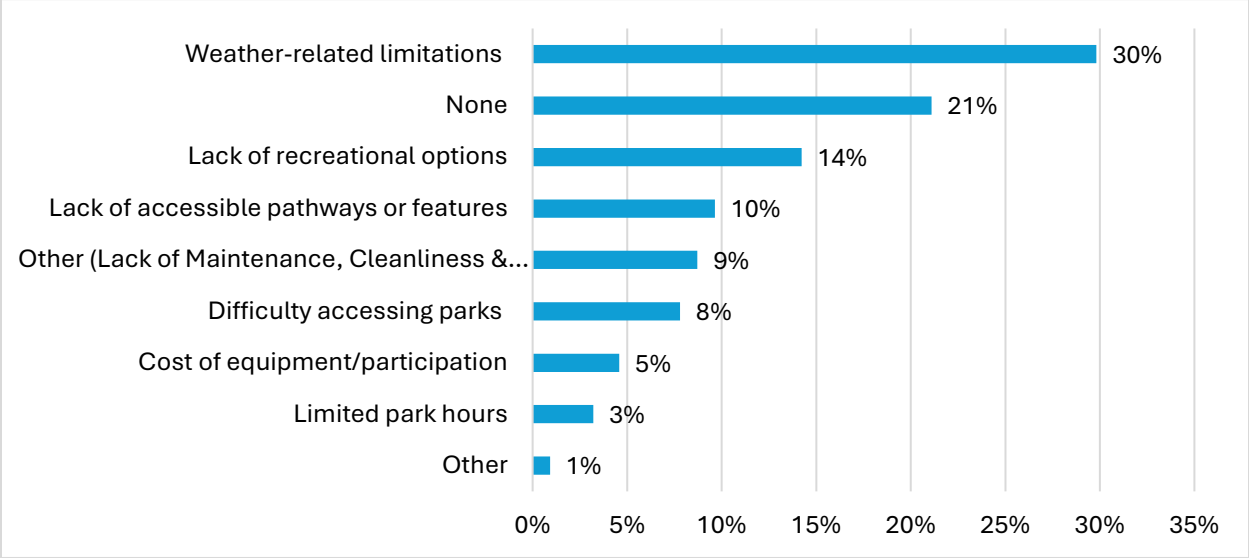
4. Which parks do you visit most often? *(Select all that apply)*



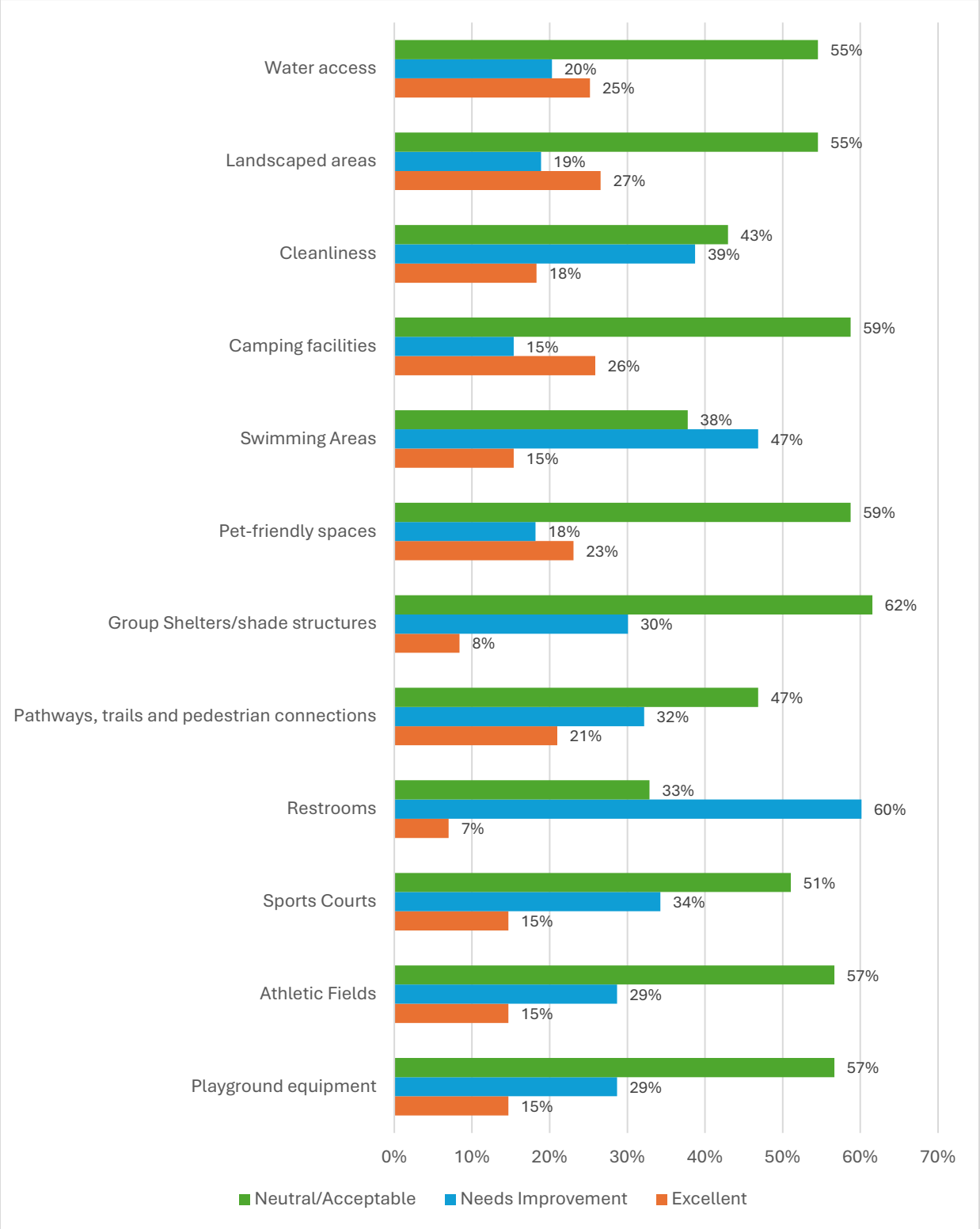
5. Why do you visit the park(s) you selected? *(Select all that apply)*



6. What challenge, if any, prevents you or your family from enjoying Boardman parks?



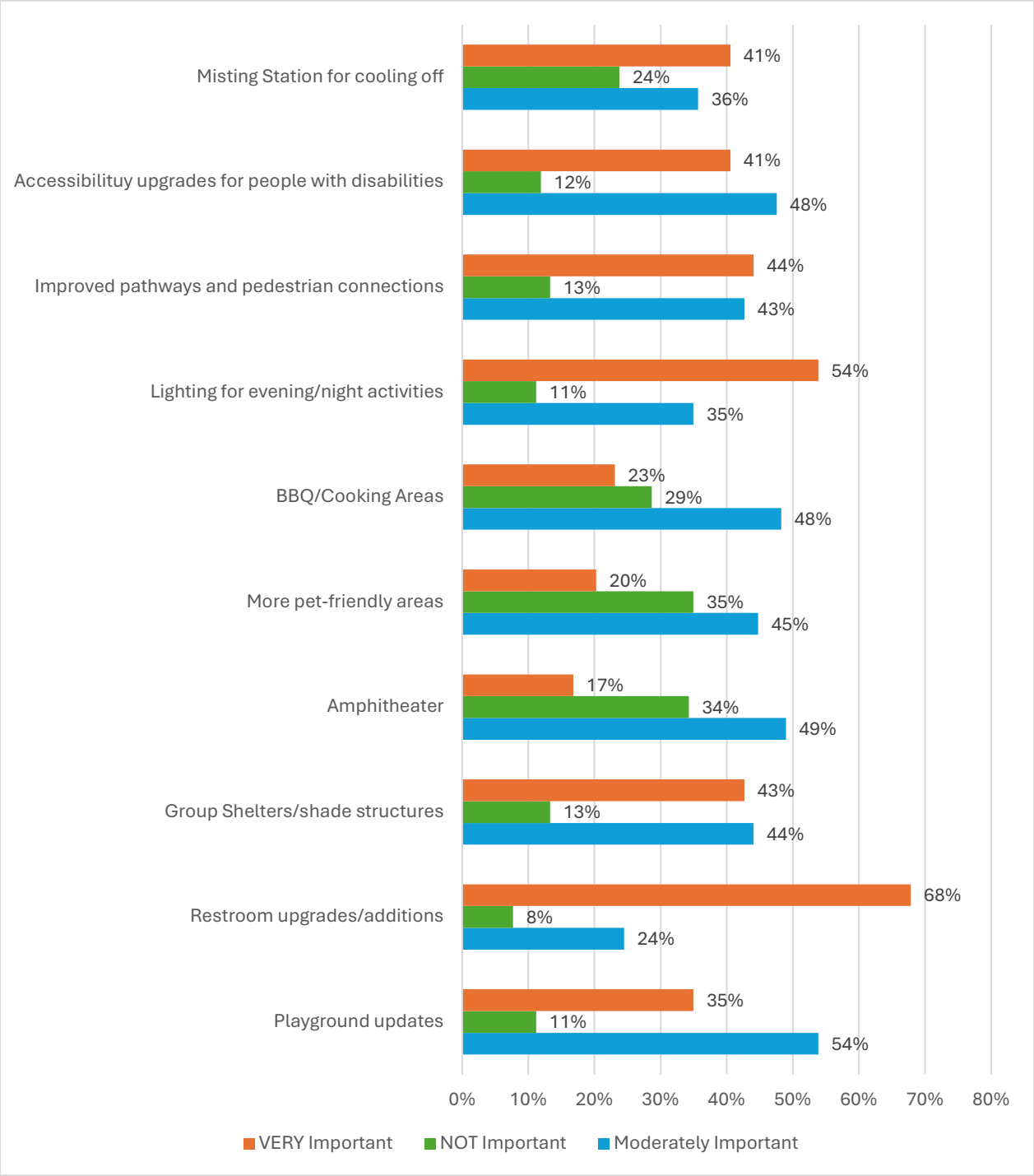
7. How satisfied are you with the following features of Boardman parks?



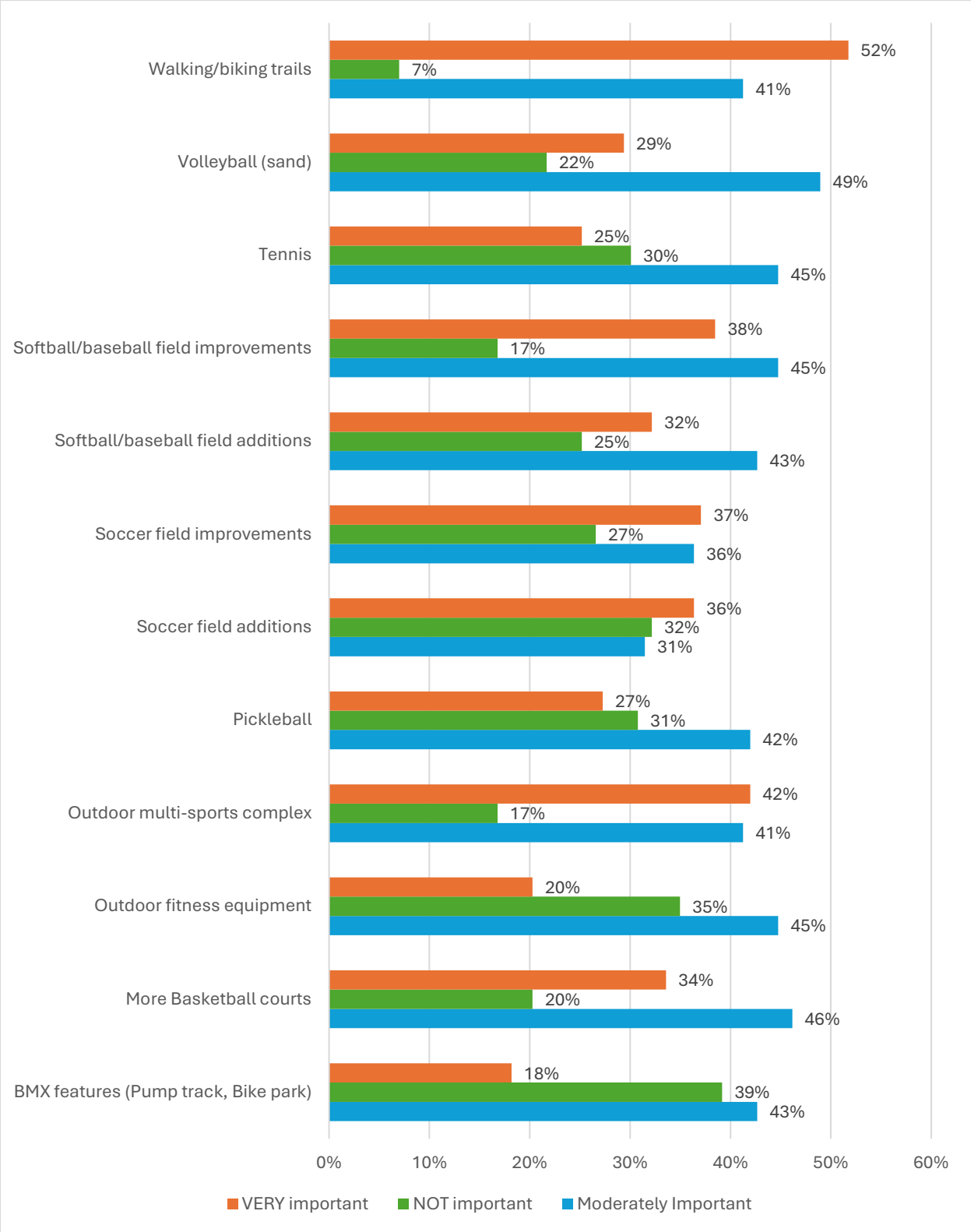
OUTDOOR Recreational Needs & Priorities

8. What improvements would you like to see in Boardman Parks?

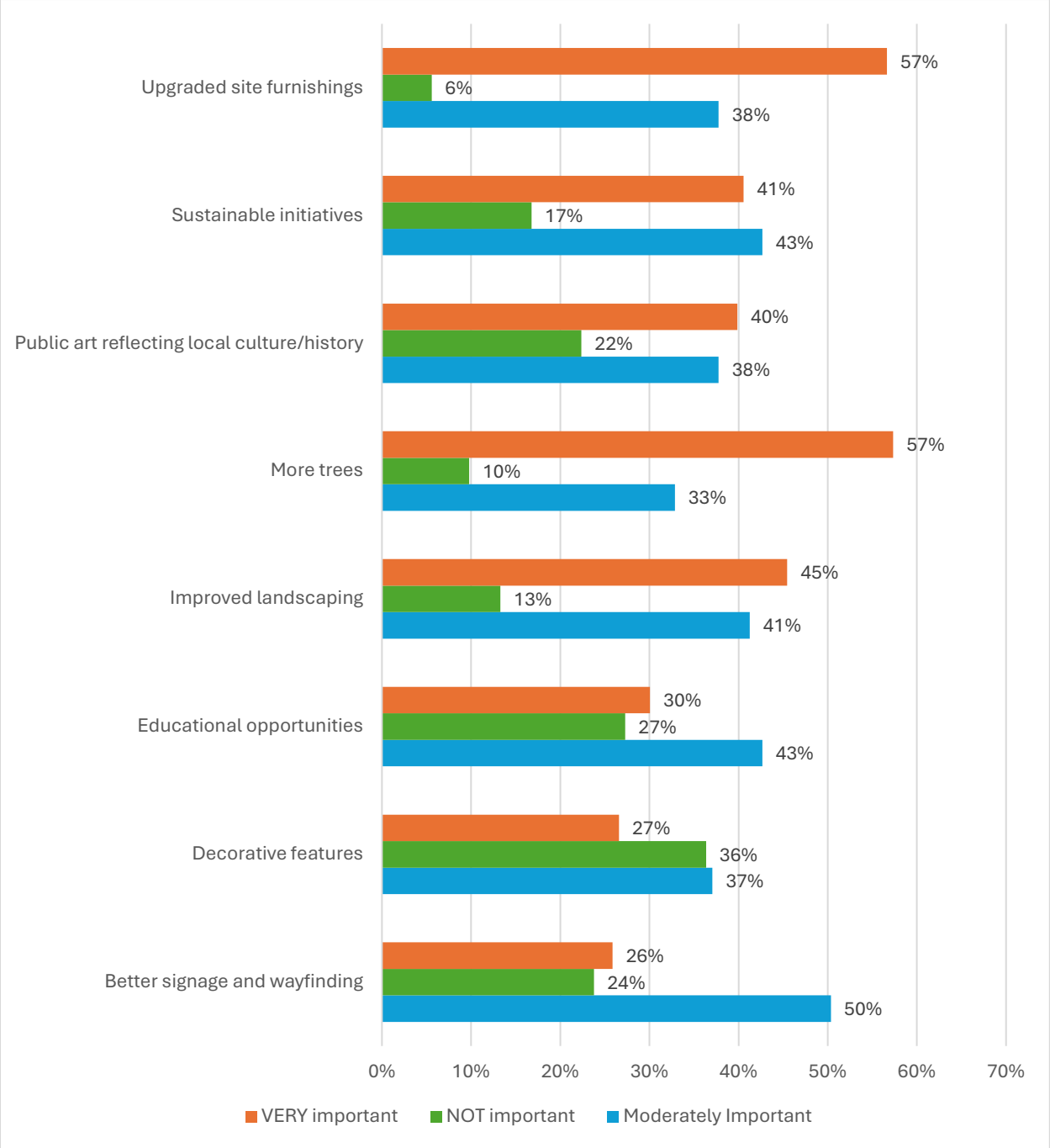
A. General Amenities



B. Recreation and Sports Facilities



C. Park Beautification Projects



9. What other improvements would you like to see in Boardman Parks?

Response Summary * (64 Responses)	#
Maintenance & Cleanliness *(better park upkeep and waste management including trash pickup, addressing geese droppings and dog waste issues, bird deterrent strategies, maintaining cleaner restrooms and pavilions, improving swim areas and docks, upgrading long-term moorage boat docks, pathway repairs, better maintenance of sports fields including youth baseball and softball fields and dugouts, and better enforcement of cleanliness and park rules)*	21
Trails & Pathways: *Improved walking paths (repair root damage), safer access points to the river walking path, wider walking paths, dedicated bike paths, family-friendly walking trails, and trail exercise equipment.*	11
Multi-Sports & Recreation Facilities *(Softball/baseball fields for juniors and above, Little League fields, fenced outdoor sports complexes, golf driving range (indoor preferred), mini-golf course return, skate park upgrades, tennis courts, wall ball courts, and a large pond with fishing and duck hunting spots.)*	9
Play & Water Features *(new playground requested in River Ridge, community-driven project for a large play structure and covered area, more play structures or interactive play areas, shade covers for playground equipment, expanding the splash pad, large water spray park similar to Hermiston's)*	7
Marina Recreation & ***Amenities*** *(more RV spaces and a group campfire pit, relocating horseshoe pits, expanded cement area for dance floor, kayak and stand-up paddleboard rentals, small paddle boat, rental places for paddle boards and kayaks, and food & concessions (snow cone and drink sales, snack bar or ice cream truck by the Marina).*	7
Shade & Weather Accommodations: *Misting stations, accommodations for extreme weather, increased shade along trails (especially by the marina to River Lodge and the Port of Morrow), general shade improvements, better seating and shade at ballparks.*	5
Park Amenities *(clean drinking water fountains for people and dogs, more drinking fountains along walking paths, additional trash cans for better waste disposal more seating along paths)*	5
Lighting & Security *(improved park lighting, enhanced security lighting for safety, better overall illumination in public spaces)*	4
Safety & Fencing *(Fenced-in areas for small children's play spaces near water, roads, and other hazards; playground fencing to prevent children from running toward the river; general fencing improvements for safety.)*	3
Skatepark *(existing skatepark with interest in expansion, noting that Irrigon has a well-developed skatepark as a reference)*	2
Indoor & Youth Spaces *(more indoor complexes, places for kids and teens to hang out)*	2
Gardens & Natural Spaces *(community gardens, more trees, walking path through a wildlife refuge similar to McNary Nature Area, shaded walking areas near the marina and water, increased natural and secluded spaces for relaxation and outdoor experiences)*	2
New/Improved Park Development *(suggestion for a park on the Southside of town near new developments, more parks throughout town with playgrounds, restrooms, and walking paths with benches to benefit seniors and provide resting areas)*	2
Signage & Education: Historical signage about "Old Boardman" and its remnants, educational plaques, and improved signage for pet waste disposal.	2
Bike Pump Track	1
Amphitheater	1
Marker 40 *(concerns about housing being too close to park areas with suggestion for better separation or seclusion between the two, desire for more activities.*	1
Large pavillion (*for parties of 400-500 people)*	1

** Comments have been summarized and categorized. See complete list of responses at end of document*

OUTDOOR Recreational Improvements (Site-Specific)

10. The City is working to acquire land beneath the BPA power lines, extending from Olson Road to SW Faler Rd, to create new recreational spaces and community amenities. The existing Dog Park will be relocated to this area, and the City is exploring other potential features. What other features would you like to see developed here?

Response Summary * (52 Responses)	#
Trails & Pathways *(multi-use trails (walking, biking, rollerblading), biking/BMX trails, nature trails, looping network to allow events like 5K/10K walks, lighting for nighttime safety)*	16
Play Areas & Structures *(play place for children, playgrounds (McDonald's-style suggestion), natural playscapes for kids/teens, swings)*	8
Sports Facilities *(outdoor basketball courts (4), soccer fields (2), tennis courts (2), badminton court, pickleball court (2), volleyball court, golf driving range.*	8
Park Amenities *(benches placed throughout, drinking stations/fountains, trash cans for waste management and cleanliness)*	7
Multi-Sports Facility *(multiple soccer fields with parking lot and restrooms (1), concession stand and equipment storage area, sports courts, baseball fields, walking trail around the outer part of the sports field area)*	6
Dog Park & Pet Amenities *(dog park area for wet and dry weather, larger dog park with more separation for different dog sizes and temperaments, additional amenities for pets, mixed opinions on the necessity of a dog park—some suggest removal in favor of other park features)*	5
Gardens *(flower garden park, community garden/orchard, general garden spaces)*	3
Green Space & Parks *(more parks, open green space, peaceful green space)*	3
Restroom	2
Traveler Amenities *(eating area for people passing through, easily accessible from the main road for travelers to stop and relax, EV chargers, proximity to stores or food pods to encourage spending)*	2
Cooling & Water Features *(water fountains, decorative water features, misters for summer use)*	2
Public Art *(murals, statues, cultural and art installations)*	2
Outdoor Events & Community Spaces *(structures for outdoor events such as community yard sales and farmers markets, seasonal shaded picnic areas)*	1
Indoor Sports Facilities *(indoor soccer field)*	1
Water Play *(splash pad with a preferred location different from the existing one)*	1

** Comments have been summarized and categorized. See complete list of responses at end of document*

11. The City plans to relocate the Skate Park to the Marina area. What other improvements would you like to see at parks along the waterfront?

Response Summary * (72 Responses)	Count
Maintenance & Upkeep *(cleaner swimming area (sand cleanup, removal of glass bottles and trash), better restroom cleanliness and upkeep, restroom repairs (boards coming off walls, bugs, spider webs), improvements for baseball and softball fields, trail repairs (uneven pavement, tree roots, cracks, potholes), and trimming bushes near the hotel)*	14
Recreation & Activities (*Free boating and swimming lessons, more recreational activities (including pet-friendly options), boat rentals (paddleboards, kayaks, small engine boats,*	8

and possibly larger boats), expanded kayak options, separate access for kayakers, kayak launch ramp, fishing docks in the marina, water sports and recreation, and improvements to the swim area (including more sand and addressing stagnant water like Arlington).	
Trail Maintenance *(repaving existing trails to address uneven pavement, tree roots, and tripping hazards, filling potholes, root removal, and trimming overgrown bushes near the hotel and along trails)*	6
Play Areas & Safety *(bigger slides, fenced playground section, fencing around the park to prevent kids from running to the water, more playground space, more play equipment for younger kids)*	5
Cooling & Water Features *(water mister, outdoor swimming pool, water park, water slide, splash pad at the marina – outdoor water park like Pendleton/Hermiston pool)*	5
Shade *(shaded picnic areas and more shade for families and tables)*	4
New & Expanded Trails & Pathways *(circular pathway like Oxbow in Hermiston for walking and biking, sidewalk/walking path from the fish washing station to the main marina park area, new and improved walking paths, wider paths)*	4
Lighting *(solar path lights for better visibility in winter/evening hours, more lighting along paths and parking areas, sustainable area lighting in parking areas (solar))*	3
Amphitheater & Event Space *(amphitheater for groups to play on celebrations/holidays)*	2
Park Amenities & Enhancements *(better trash cans and dog trash cans, more BBQ grills with picnic tables nearby, drinking fountains, pinata hanging station at the Pavilion (to replace the large tree) and other gazebos, more benches and seating areas)*	
Fitness & Recreation (exercise and stretch stations, exercise equipment)	2
Restroom Facilities *(bathroom closer to the baseball and softball fields, better restrooms)*	2
Concessions & Food Services *(availability of concessionaires, updated concession stand at the softball field)*	2
Landscaping & Aesthetics *(keep it natural/nature-looking, more landscaping, defined spaces for seating and enjoying the river view)*	2
Parking & RV Management *(reduce or expand RV overflow camping at the Marina to improve visitor experience, more parking for regular cars—not just truck and trailer spots)*	2
Pest & Animal Control *(bug repellent, goose population control to address mess at Marina Park)*	2
Safety *(safety buttons like on campuses, safety improvements for the railroad track and sidewalks, security cameras)*	3
Educational & Interpretive Signage *(historical signage near the "old Boardman" town site, wildlife educational boards, more educational plaques about the area and the trail)*	
Sports Facilities	
Bikes (pump track, pump track with a bowl, young children's bike trails, bike-friendly amenities)	4
Basketball *(More courts)*	1
Golf *(golf driving range, relocation and improved access for mini golf)*	2
Pickleball *(pickleball courts)*	2
Tennis *(tennis courts)*	3
Volleyball *(sand volleyball court)*	2
Skatepark *(expand skatepark, ensure it is smooth and weed-free for rollerskating, concerns about safety and potential issues, suggestion to fence it off from the playground area)*	6
Soccer *(Soccer Field)*	1
Multi Sports Complex	1

** Comments have been summarized and categorized. See complete list of responses at end of document*

12. Hillview Park, between Mount Adams Avenue and Paul Smith Road, is currently undeveloped. What improvements would you like to see here?

Response Summary * (61 Responses)	Count
Play Areas & Equipment: *Requests for playgrounds with separate toddler and older kids' play areas, shaded playgrounds with walking paths, large and interactive play structures, swings, slides, more options for younger children, benches and sidewalks suitable for bikes and scooters. Includes interest in splash pads for hot months.*	17
Trails & Pathways (accessible sidewalks and trails, nature walking paths, walking trails with differing slopes, BMX/quad trails, bike trails, biking/walking paths, additional sidewalks)	11
Sports Facilities	
Multi Sports Complex *(General interest in a large multi-sport facility that includes practice facilities like batting cages, soccer goals with backstops, basketball hoops with redirect rims, tennis court walls; sports courts and fields, concession stands, and gear storage areas)*	6
Workout Equipment (since its more in town)	1
Golf (driving range for golfers young and old, mini golf)	2
Basketball (concrete court)	7
Pickleball (pickleball courts)	2
Tennis (tennis courts and tennis court walls)	3
Volleyball (volleyball court)	2
Soccer (including soccer goals with backstops)	1
Skating (skating rim)	1
Baseball/softball fields	4
Park Amenities: *Addition of gazebos and shade protection, picnic tables, drinking fountains, benches, and seasonal snow sledding hill if hill present.*	4
Restroom Facilities *(bathroom closer to the baseball and softball fields, better restrooms)*	4
Landscaping & Natural Areas: *Addition of a botanical garden, landscaping, development of a nature park with native plants to support biodiversity, increased tree planting (including flowering bushes), and enhanced shaded areas.*	8
Housing & Development: Interest in additional housing options, including single-family homes (no rentals), lower-income housing, and potential separation between neighborhoods to maintain property values. Some suggestions for community areas as an alternative to housing development	7
Outdoor Amphitheater	2
Lighting & Safety: Increased street lighting in dark areas to improve visibility and safety.	2
Public Art & Features: *Interest in colorful, large-scale ("bulk size") art sculptures and/or water feature*	2
Common Areas *(for the community, including gardens; making neighborhoods more pedestrian- and bike-friendly to reduce car dependency)*	1

** Comments have been summarized and categorized. See complete list of responses at end of document*

13. Are there any improvements you'd like to see at a specific park in Boardman?

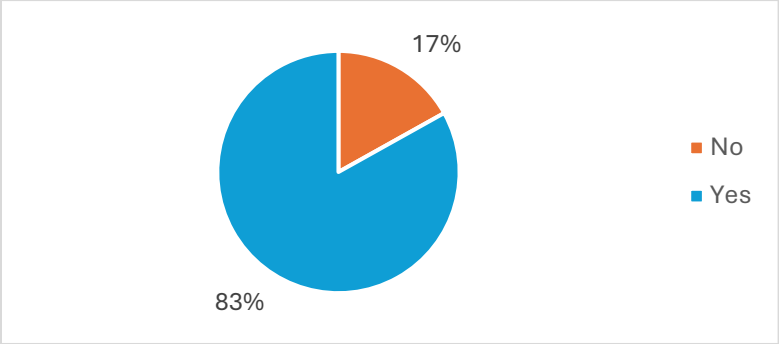
(Please identify the park(s) you are referring to and describe the improvements you'd like to see.)

Response Summary * (65 Responses)	#
City Hall Park: City Hall Park needs various safety, recreation, and aesthetic upgrades to improve its usability and appeal. Key concerns include better fencing for child safety, expanded playground and park amenities, and general park maintenance. • **Safety & Maintenance** (barrier between the road and park to slow kids from running into the street/traffic, address worn-out park areas, general park cleaning and upkeep) • **Playground & Recreation** (new swings, expanded and improved play structure to better match available space, wall ball court, sunshade over playground) • **Amenities & Landscaping** (covered picnic area with tables, water fountains, and BBQs, more trees and landscaping especially around the edges, transform the park into a more inviting space beyond just a grassy area with a toddler playground)	10
City Park: City Park has been identified as needing significant improvements to its play areas, sports facilities, maintenance, and amenities. Community feedback highlights the need for upgraded playgrounds, sports fields, better park maintenance, and enhanced accessibility. Concerns were also raised regarding restroom conditions, safety, and cleanliness. • **Playground & Recreation** (new play equipment, additional playground equipement) • **Sports Facilities** (upgraded baseball fields, add tennis courts, repaired soccer field including fixing holes, mowing grass, and replacing goalie nets, add bright and welcoming sports courts with lighting) • **Maintenance & Cleanliness** (regular cleaning of park premises, leveling the park, cleaned and maintained grass especially for little league season, better upkeep of bathrooms, addressing homelessness concerns) • **Amenities** (add bleachers for baseball fields, a flag at the baseball area)	11
Marina Park: Community feedback highlights the need for enhanced amenities, improved cleanliness, and better recreational opportunities at Marina Park. Specific requests focus on upgrading restrooms, increasing shade, improving accessibility, and maintaining walking trails • **Restrooms & Cleanliness** (improved restrooms and drinking water fountains, better bathroom maintenance, overall park cleanliness) • **Amenities & Concessions** (add concessions, rental location, and more recreational opportunities) • **Shade & Comfort** (shade over playground, add misting stations, add flowers and trees for improved shade) • **Trails & Accessibility** (cleaner walking trails, west end upkeep and accessibility improvements) • **Landscaping & Maintenance** (thinning trees like the old locusts, improve general upkeep) • **Recreation & Sports** (add bright and welcoming sports courts surfacing with lighting, Improvements baseball/softball fields.)	13
Boardman Pool & Recreation Center: Add sauna.	2
Special Use Facilities:	

• **Splash Pad, Dog Park, Skate Park & Soccer Field:** drinking water stations, cooling stations, and additional shade at the dog park, splash pad, skate park, and soccer field. • **OPI Soccer Field:** Add restroom facility • **Soccer Fields:** Better attendance and maintenance needed • **Water Play & Splash Pads** (maintain a spray park; enhance the new splash pad with a greater variety of water features, including a slide, water toys for smaller children, and activities for middle schoolers)	
System-wide: Community members expressed a strong interest in enhancing parks and recreational facilities across the system to create inviting, functional, and safer spaces. Key themes include improved sports facilities, enhanced park infrastructure, increased security, better maintenance, and expanded amenities for all ages. • **Sports Facilities & Courts** (add more basketball hoops and volleyball courts. Add to the park system: tennis courts, pickleball courts, sand volleyball courts, amphitheater, pump track, covered basketball/football court, driving range (Arlington doesn't have one and closest is Umatilla; growing high school team could also use), turfed fields with covered seating, more shade trees and seating around sports facilities) • **Park Infrastructure:** (need better and larger play structures, covered picnic and play areas, additional BBQ stations, more seating areas and water stations, improved bathrooms and basketball courts, • **Maintenance:** cleaning scribbling from playgrounds), removal of geese droppings, addressing uneven and hole-filled grassy areas to improve playability. • **Nature & Landscaping** (more trees and flowers; more shade trees at sports fields) • **Safety & Security** (increased security and enforcement like at city park and mile marker 40, ensuring parks remain accessible first come first serve, but not open 24/7 to deter unauthorized use and homeless encampments) • **Connectivity & Accessibility** (a lighted walking path connecting main parks to the recreation center) • **Youth & Family Amenities** (more playground equipment for kids under age 5, nicer and bigger playgrounds) • **Outdoor Recreation & Activities** (fishing and hunting spots, equipment rentals)	20
Trails & Pathways (more walking and bike paths, additional trash cans and water fountains along trails, specifically between Marina Park, Sailboard Beach, and Marker 41)	
Zuzu Park Improvements (playground installation, land leveling with grass, shade structures with picnic tables, a better dog trash can, and overall improvements to create a positive recreational space for families and children)	

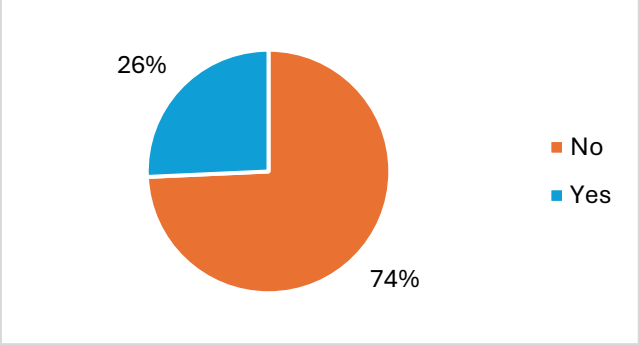
** Comments have been summarized and categorized. See complete list of responses at end of document*

14. Would you support the City Cleanup day(s) to improve park appearance?



INDOOR Recreation Needs

15. Are there enough indoor recreational spaces in Boardman?

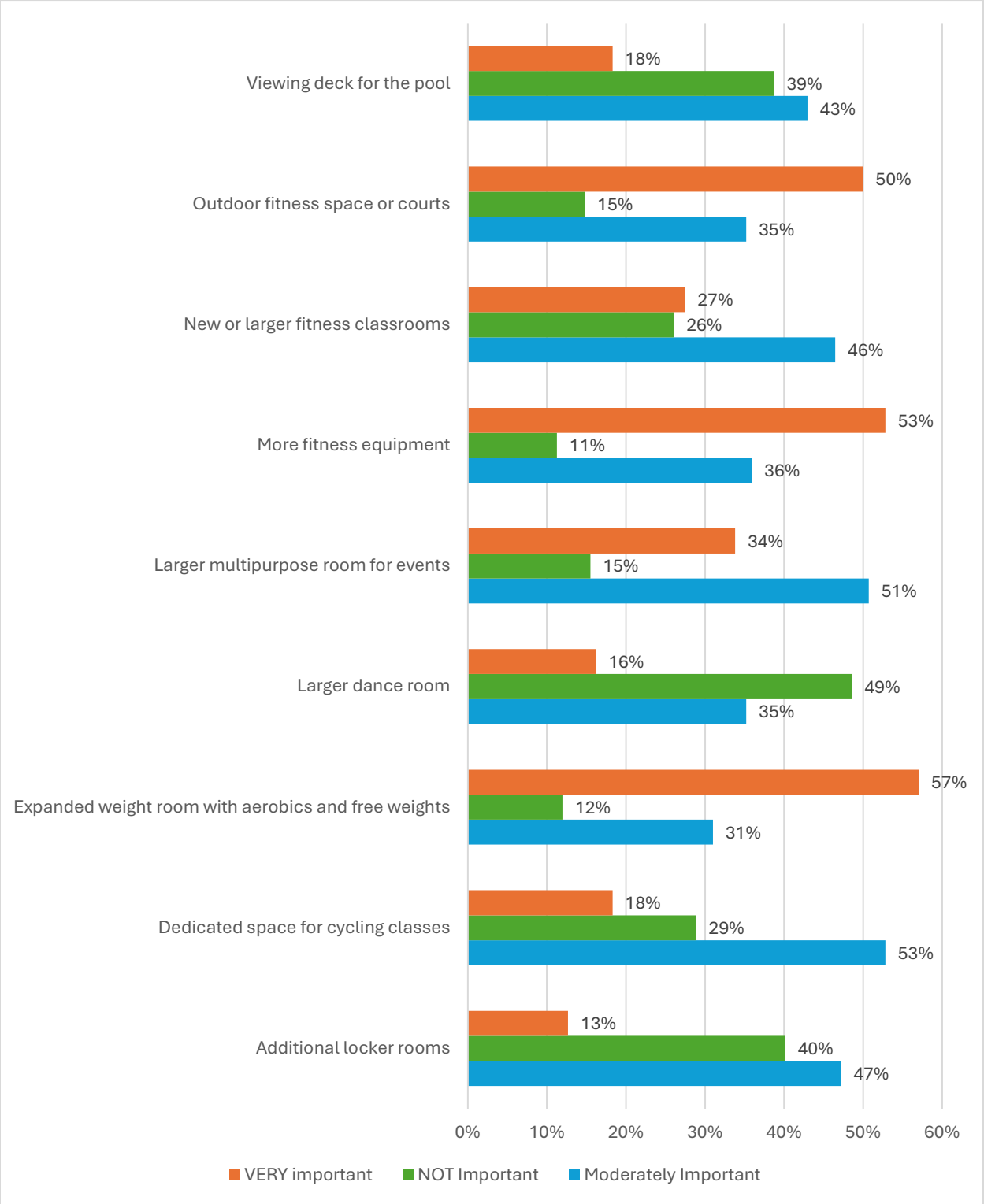


16. What indoor recreational improvements should Boardman prioritize?

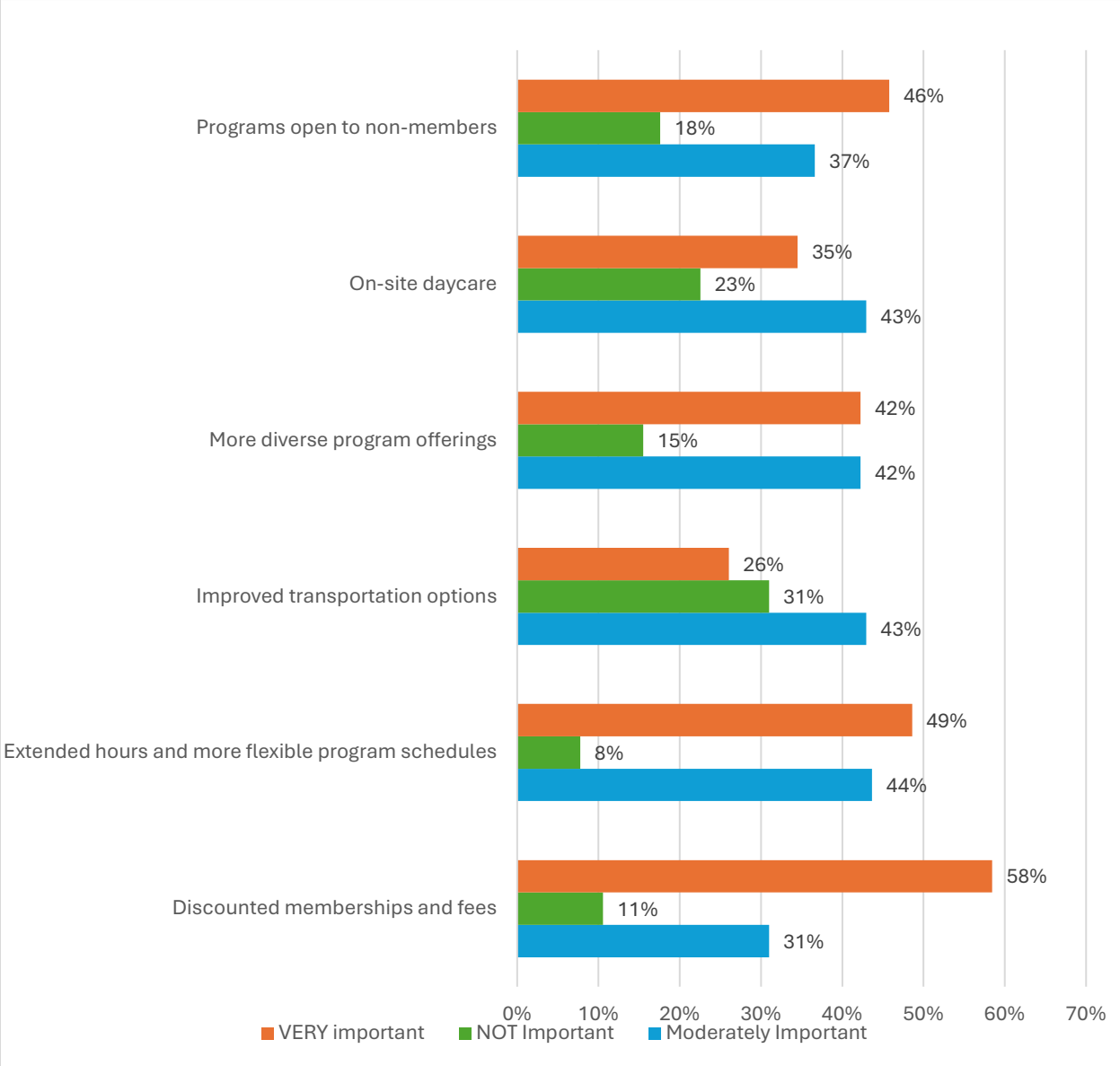
(Rank from 1 = Most Important to 4 = least important, select one per column)

	Average Rank	Final Rank
Expanded Boardman Pool & Recreation Center	2.32	1
New Indoor sports complex	2.49	2
Creating more community gathering spaces	2.56	3
Updated Field House at City Hall Park	2.63	4

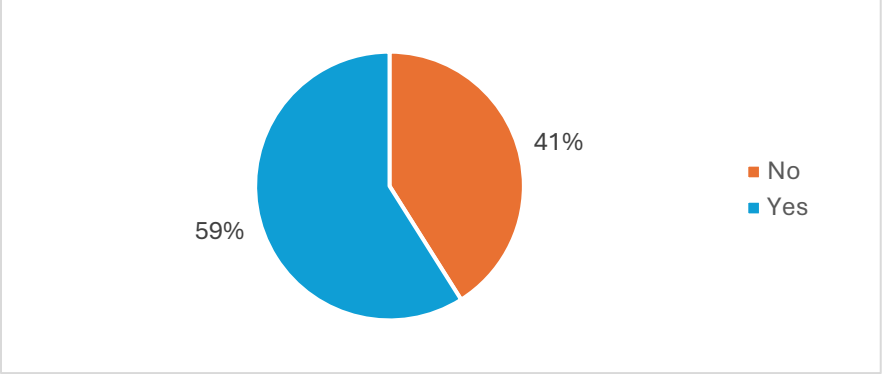
17. The District is considering expanding the Recreation Center. How important are the following potential improvements?



18. What improvements would make the Recreation Center more accessible?



19. Would you be willing to help support the desired improvements by supporting a small increase in the district's tax base?



Open Feedback (optional)

20. Do you have any other suggestions for improving Boardman's parks and recreation system?

Response Summary *	#
Boardman Recreation Center: Community members have expressed a need for improvements and expanded offerings at the Boardman Recreation Center. Suggestions include adjustments to membership pricing, better accessibility, additional classes, and facility upgrades to better serve residents. There is also interest in making the Rec Center more profitable while ensuring fair pricing for Boardman taxpayers. • **Membership & Pricing**: lower gym membership prices, better discounts for Boardman residents, introduction of a "Gym Specific" pass for $25/month, lower or free memberships for student-athletes, expansion of membership access to those outside Boardman, additional fees for non-taxpayers to make the center profitable. • **Facility & Equipment Upgrades:** expanding and improving the weight room, adding more exercise rooms for simultaneous classes, creating separate locker rooms for gym and pool users, installing a sauna, building two additional basketball courts) • **Classes & Program Expansion:** more instructors, additional classes including dance, tumbling, martial arts, cheer, and gymnastics, better accessibility and sign-ups for swimming lessons and pool classes, offering youth-focused activities. • **Hours & Accessibility**: extending gym hours for minors until 10 PM with adult supervision, opening on Sundays, making pool class schedules easier to navigate online. • **Community Outreach & Inclusivity**: allowing places like CCS to purchase monthly passes for staff and clients to improve mental health, enhancing customer service with additional staff, making the Rec Center website more user-friendly for accessibility.	19
Community Events & Programming: Residents have expressed interest in expanding community events and programs in Boardman's parks and recreational spaces. Suggestions include increasing event variety, improving promotion, making activities more accessible, and enhancing logistical support for existing events like Music in the Parks. • **Expanded & New Events** (more Spring/Summer/Fall events with increased advertising and promotion, Fishing Guide weekend, highlighting free fishing days, "Get Outside!" community days with simple activities and educational signage, encouraging groups to use parks for activities such as model rockets, RC cars/planes, and drones) • **Sports & Recreation Activities** (supporting flag football, adding more community-based recreational activities) • **Event Logistics & Accessibility** (improving setup for Music in the Parks at Marina Park by addressing heavy table placement and litter issues, ensuring future programs are free or low-cost)	5

System Wide Improvements • **Recreational Facilities**: Diverse park features can provide wider opportunities and greater interest to people. Suggested improvements include expanding fishing and hunting areas, adding more basketball courts, tennis courts, and outdoor pickleball courts at multiple sitee. • **Signage & Wayfinding:** adding more signage to help people locate parks, as some parks are currently obscure and underutilized. • **Restrooms:** improve and add more public restrooms and ensure they are available year-round, • **Wifi Service:** provide fast internet services and public WiFi access. • **Accessibility & Safety Enhancements**: Improving infrastructure to ensure safe and convenient access to parks for all residents, particularly low-income families without reliable transportation. Suggestions include expanding lighted sidewalks throughout town to provide safer routes, implementing sustainable and eco-friendly lighting, and installing street lamps to create safe pedestrian areas away from roads and fields. • **Maintenance:** Ongoing upkeep and improvements are needed to maintain parks, sports fields, and marina facilities. Suggestions include increased support for park and sports field maintenance, regular upkeep, improved marina restrooms, and water cleanup efforts to remove glass, trash, and algae.	8
Indoor & Community Recreation Facilities: Expanding indoor recreational options would provide year-round activity spaces for the community. Suggestions include an indoor turf field for soccer and a separate one for football, a trampoline park, a dance studio, and a dedicated teen center.	4
Camping & Outdoor Lodging: There is interest in adding more tent camping near the river, with trees to provide a more secluded experience for each site.	1

** Comments have been summarized and categorized. See complete list of responses at end of document*

Tell Us About Yourself (optional)

21. What is your age? (*142 Respondents)*

	Under 18	18-34	35-54	55+
Count	49	36	35	22
%	35%	25%	25%	15%

22. Which of the following best describes your race or ethnicity? ***Select all that apply.***
(*143 Respondents)*

	Count	Percentage
Asian	2	1.4%
Black or African American	1	.7%
Hispanic or Latino	52	37.4%
White	66	47.5%
I don't know	2	1.4%
Other	20	11.5%

23. How many people are in your household? (*141 Respondents)*

	1	2-3	4-5	6+
Count	5	59	61	16
%	4%	42%	43%	11%

24. Select all of the following that describe your living/family situation. (*134 Respondents)*

	Count	Percentage
I have kids	51	38%
I live with a partner/spouse	66	49%
I have multiple generations living in the same household	15	11%
I live alone	5	4%
I live with roommates	3	2%
I own my house	68	51%
I rent my house	10	7%
Other (I live with my Family/Parents)	31	23%

25. If you have kids in your household, how many do you have? *(74 Respondents)*

	1	2	3	4	5	6	9
Count	19	25	20	5	3	1	1
%	26%	34%	27%	7%	4%	1%	1%

26. Do you or a member of your household have a disability or mobility challenge that impacts park use? *(137 Respondents)*

	Yes	No
Count	12	125
%	9%	91%

27. Enter your email to sign up for project updates: *List provided separately.*

Boardman Park Plan 2035

SUMMARY

Community Survey #2: Park Naming Competition

DATE RANGE: May 14 to June 3, 2025

OVERVIEW

From **May 13 to June 3, 2025**, the City of Boardman invited community members to help name several parks through a public naming competition. The survey was part of the Boardman Park Plan 2035 and aimed to engage residents in shaping the identity of local parks through meaningful and creative names.

A total of **44 submissions** were received.

The survey invited participants to propose names for the following parks:

- **City Hall Park**
- **Hillview Park**
- **Park Blocks** (located under the BPA power lines between Paul Smith Road and Laurel Lane)
- **River Ridge Subdivision Parks (3 to 4 parks total)**
- **Any Park** – for those whose name ideas were not tied to a specific location

The survey invited community members to suggest park names aligned with the following themes:

- Local history (historical figures, events, or traditions)
- Natural environment (native plants, wildlife, or geographical features)
- Community spirit (themes of unity, recreation, or shared experiences)
- Indigenous or Multicultural Influences (respecting Boardman's diverse heritage)

The survey was offered in both English and Spanish and promoted widely to ensure diverse participation. Outreach efforts included:

- City of Boardman email and text message blasts
- Distribution through principals at three local schools
- On-site promotion at Community Meeting #2 via flyers and QR code
- Direct outreach to prior contacts, including local daycares, Amazon, Boardman Foods, BCDA, and Chamber of Commerce
- In-person visits to local businesses, with flyers posted at the library, Recreation Center, local daycares, and Blue Mountain Community College

Participants were asked to select a park (or choose "Any Park"), propose a name, and provide a short explanation of its significance. Contact information was optional for recognition purposes if selected.

Finalists will be selected by the Parks Master Plan Public Advisory Committee, with final decisions to be made by the City Council. Winning names will be publicly recognized at a future Council meeting.

The following sections summarize responses organized by park, including all name suggestions and explanations provided by participants.

SURVEY SUMMARY

PROPOSED PARK NAME	WHY DID YOU CHOOSE THIS NAME?
Any Park (Location doesn't matter)	
Blayden Park	C. G. Blayden was the first permanent settler in Boardman in 1915 after Samuel Boardman homesteaded the land in 1903.
Quetzal Park	A Quetzal is the national bird of Guatemala. It would help our neighbors feel more included and welcomed into the community. While I understand and appreciate the work that Karen did with the city, having a park that the majority of the population can't pronounce won't make the space inviting. A potential compromise could be "KP Park" and have an informational about Karen.
Wayiilet Winds Park (pronounced Way-yee-let)	Wayiilet means "welcome" in the Umatilla language. A strong symbol to honor the indigenous people and language of Morrow County
Parque de Todos	The majority of our community speaks Spanish as their first language. They deserve to have our parks reflect that! This name would embrace the community feel Boardman wants to continue growing. This would best be used on a park close to the main town area.
Wagon Wheel Park	Honoring the pioneers who migrated through the area
Parque Puente Cultural	Meant to reflect on the connection and mutual respect we should have for all cultures.
Boardman Sprout Park	Just names I came up with
Little Columbia Playland	
Riverbend Romp	
Happy Trails Park	
Kiddie Cove	
Beaver Landing Park	Beavers are along the Columbia river and the state animal.
Eagle Landing Meadows	Bald Eagles frequent our region
Docken Landing Park	Lee and Pam Docken have been influential leaders in the community their entire lives.
Parque de Los Ninos	Hispanic name for childrens park given we are 70 percent latino
Unity Meadows	Unity between cultures and generations
Heritage Park	Have some story boards or pavilion showcasing the history Indians Lewis and clark oregon trail. Dams. Agriculture
Central Park	I choose this name because it was like a good name and so thats why.
Parky McParkface	For the lolz.
Cartman Park, Windsor-Laurent	Hounouring my big brother Owen Carmen, and cuz

PROPOSED PARK NAME	WHY DID YOU CHOOSE THIS NAME?
City Hall Park	
Samual H. Boardman Park	He helped esablished state parks and homesteaded Boardman Oregon.
Weyiilet Winds Park (pronounced Way-yee-let)	Weyiilet means "welcome" from the Umatilla language. This name recognizes and history of the indigenous people and language of our area.
Heritage Way Park	Meant to honor the different cultures and histories and heritages, and the different paths we have all taken that have led us here.
Tatone Park	
Roundabout Park	When I think about this area I always think about how fun it is to drive around the roundabout to get to the park.
Pettigrew Park	Karen Pettigrew is a founding mother of Boardman and very influential to the support for our city's park.
Boardman playfield	because its good
Blaydon Park	According to Time Web, C.G. Blaydon, was the first settler to Boardman. Because Sam Boardman is honored in so many other ways, I thought Blaydon Park would be a nice alternative especially since the park is near City Hall and City Center Circle highlighting the surrounding business & residential community.
Hillview Park	
C.G. Blayden Park	He was the The first permanent settler in Boardman OR in 1915
Elemental Park	This is a sleek and modern name hinting at the wind, water, sun, and earth resources we have in Morrow County
Harvest View Park	To remember the strong agricultural roots that have made this community strong for so long.
Hillview Park	The existing name is fine.
Park Blocks	
Ryan Neal Memorial Park	In honor of the late Ryan Neal, former executive director of the Port of morrow
Watt Field Park	Watt Field Park is an ode to the powerlines overhead without being too obvious.
Blayden Park	CG Blayden was the first permanent settler of Boardman OR in 1915
Power Trail Park	
Columbia Park	For the Columbia river
Walk the Line Park	In 1964, I was 12 years old and my family moved to Boardman so my father could work on the new interstate being built along the Columbia River. We lived, in what then was, McKenzie Trailer Court, on Wilson Road. When we would walk into Boardman (city) we would walk under the old powerlines and always say to our friends, "let's walk the line." Powerlines have long been significant to Boardman and the surrounding area because of their economic impact for job creation, and agriculture & business development. And we could hear the lines buzzing and know we could follow that line home.

PROPOSED PARK NAME	
River Ridge Subdivision Parks (3 to 4 parks total)	
Seven Drums Park	Inspired by the Seven Drums religion practiced by many plateau tribes, symbolizing spirituality and community
Willow Bend Park	It's a beautiful name coming from a tree found in this area, and drawing attention to the river as well and all the bends in the waterway.
Pájaro Azúl Park	River Ridge Estates is full of streets all with bird names. This name pulls on that similarity, and also connects the community due to the name being in Spanish rather than English, reflecting on the fact that for the majority of our community, Spanish is the first language.
Willow y Cielo Park	Invokes a beautiful nature image while convincing English and Spanish to symbolize unity between our cultures
Hawk Park	River Ridge Subdivision Park 1 - to keep in line with the names of the streets
River Ridge Park	River Ridge Subdivision Park 2
Greenview Park	River Ridge Subdivision Park 3
Morrow Park	River Ridge Subdivision Park 4
Meadowlark park.	It's oregons state bird! And alot of bird named roads are around as well. Just thought it fit. Thank you.
Snow Geese Park	Boardman has always been known for the abundance of water fowl along the river & marshes. I remember walking along Wilson Lane near where the entrance to River Ridge development is now and seeing huge flocks of Snow Geese resting in the fields on the south side of the road. The ground seemed as though it was covered in white cotton, shiny in the sunlight, deep gray in the winter when the sun light faded at 4:30 pm. But then in fog, if something set them off, there would be this eery rising of honking and wings flapping, growing stronger & louder as they left the safety of those open fields. Snow Geese Park just seems fitting and respectful to the land, the birds who still find rest and protection around the area of the development.

SUPPORTING MATERIALS

The following materials are included as attachments to this summary:

- **City Council Letter** – Describes the purpose of the Park Naming Competition and outlines the decision-making process for final name selection.
- **Paper Survey (English & Spanish)** – Copies of the bilingual survey distributed to the community.
- **Promotional Flyer (English & Spanish)** – Used for outreach and posted at local businesses, community centers, and public facilities to encourage participation
- **Contact Information** – Contact information for those who submitted names for the competition.

Boardman Park Plan 2035

SUMMARY

Community Open House

DATE: January 29, 2025
TIME: 6:00 PM – 8:00 PM
LOCATION: City Hall
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

The City Hall Open House was held in collaboration with the Transportation System Plan (TSP) Update consultant team and drew approximately 35 community members. The event was structured with the Parks Planning component set up in the Council Chambers and the TSP project in the lobby.

As attendees arrived at the Parks Master Plan area, they were first presented with concept imagery of various park amenities and features to generate ideas and spark discussion. From there, participants moved through a series of interactive stations focused on park planning and improvements. Stations included:

- All Parks & Facilities
- BPA Easement (Park Blocks)
- City Parks
- Neighborhood Parks
- Waterfront Parks
- Special Use Facilities

Two City staff members and two consultant team members moved between stations, engaging with participants and facilitating discussions. Attendees placed numbered dots on plan exhibits corresponding to written comments about likes, dislikes, and suggested park improvements. Some comments were tied to specific locations, while others provided broader feedback on park and facility needs.

A Kids' Activity Table offered an interactive opportunity for younger participants to engage in park planning. The table featured:

- "Draw/Design Your Dream Park" writing and drawing activity
- Shape cutouts, glue sticks, and drawing supplies to illustrate park ideas

Public: Approximately 35 community members attended the meeting; The sign-in sheet was misplaced and is unavailable for reference. However, a list of attendees, based on the City's recollection, is included at the end of this document.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Noelia Ruiz (Bridging Languages), Carla McLane, Stephanie Case, Norma Ayala, Arely Cambero, Brandon Hammond (City of Boardman), and George Shrimer (Boardman Parks & Recreation District).

DISCUSSION

Overall Park & Facilities Feedback

Map Key:

1. I-84 (traveling east) exit - never turn left off the exit ramp because it is very unsafe and cannot see;
2. Land between Hwy 84 and BPA Easement Area, west of Main Street at the end of Front St. SW (behind the house): Existing Pond on Army/BLM lands; there were plans to develop a dock at the pond; explore connecting to the BPA lands with nature trails; work with Wildlife Refuge to provide access across their land.
3. Connect the waterfront trail from Day Use Park to Marker 40 (infilling gaps like in front of the Marina), crossing the highway at Main Street, running along the Park Blocks and connecting back to the waterfront over/under the highway on the west end of town.
4. Other Hwy 84 crossings discussed included the existing underpass at Laurel Lane, but this is considered dangerous for pedestrians as it is not controlled and too much semi traffic
5. There are a lot of kids in this neighborhood south of park that would service the park.

Other Comments:

- Longer looping trail network for fitness and distance running, walking and biking;
- Splash Pad (relocated): Do not like splash pad at City Hall Park, feels once the Park Blocks are developed, it will not be used; do not want it at the Marina (mosquitos); if sports complex is developed, prefer the sports fields at City Park get relocated to complex and it go at City Park (first choice) or Sports Complex.
- Path connections - infill missing segments in sidewalks to create more path connections.
- Weather resistant games (Walla Walla Pioneer Park)
- Like nature play for kids (sand, build forts)
- Sports Field concerns/comments
    - dirt and weeds;
    - Marina has very hard dirt.
    - Softball fields at schools - maintenance includes importing clay several times per year for better fields, this is not done as frequently as City/District sports fields, likely causing the issues.
    - Turf makes sense for an indoor sports complex, but in Boardman there is so much wind that dirt migrates and fills up even the rockscaping in town.

BPA Easement (Park Blocks) Feedback

Map Key:

1. Road connection between Olson and Main Street - extend the Oregon Trail
2. Nature Trails
3. Pump track and bike trails
4. Nature play, play structure, rock wall
5. Indoor Soccer Facility
6. Skate Park
7. Crosswalk across Main Street
8. Rifle and handgun range
9. Archery range

Other Comments:

- Currently used by dirt bikes (a nuisance) and informal trails.

City Parks Feedback

City Park

Map Key:

1. Shade on Boardman Ave. edge

Other Comments:

- Ball Field Use: Youth use the fields for T-ball, coach pitch, but not older kids and adults
- Shade / Shade by sports field
- Lighting for evening activities
- Splash pad
- Better lighting (every day see 10-20 people playing soccer)
- Trees

City Hall Park

Map Key:

1. Vacant green space east of Senior Center for splash pad
2. Overnight dog kennel at Northside of Field House building
3. Racquetball courts

Other Comments:

- Like the shaded picnic tables;
- Splash Pad Comments
    - Do not like the splash pad here, want it closer to a multipurpose site.
    - Don't like that splash pad will force people to come to City Hall.
    - Hillside may be problematic.
- Shade
- Dog park
- Swings
- Ping pong table

Hillview Park

- Sports complex (multisport – baseball, softball, soccer, basketball, pickleball)
- Playground
- Better Lighting
- Teen area
- Dog park
- Walking trails
- Shaded areas / shade
- Splash pad
- Bike trails
- Bike skills park
- Walking Trails
- Skate Park
- Mini golf
- Soccer facility

- Sports Complex/AKA "One Stop Shop:" playfield, play structures, splash pad within walking distance of a large residential neighborhood; Site has river views and beautiful sunsets. Adult softball is very popular and would provide tournament potential.
- Comment about park use: Not sure land should be used as a park or that the City has committed to this. The property was originally platted as a subdivision, which the City did not approve because the lot sizes were too small; intended to re-platt with larger lot sizes, not make into a park.

Neighborhood Parks Feedback

General Feedback:

- Need basic park amenities including play structures, benches, open green space
- Feel overall neighborhood park sizes are adequate but would have preferred one larger park vs. (2) smaller parks like at River Ridge Subdivision.
- More trees

Tuscany Park

- Needs playground
- Shaded seating area
- Drinking fountain
- Misters
- Pickleball and tennis court
- Dog area
- Water fountain

River Ridge #1

- Playground (bunch of swings, big slide)
- Shade
- Bench
- Dog park
- Pavillion

River Ridge #2

- Playground
- Shaded seating
- Drinking fountain
- Misters

Zuzu Park

- Playground
- Shaded seating
- Drinking fountain
- Misters
- Better lighting and safety nearby
- Benches
- Bike skills
- Nature play

- Volleyball
- Small basketball court

Waterfront Parks Feedback

Map Key:

1. Kayaking and paddleboarding would be fun!
2. Pump Track with barrier on West side to block wind. Thin out wooded area, but leave enough trees to provide shade and wind protection
3. Skatepark
4. Path Connections: Infill path connection in front of Marina
5. Youth Complex (no longer desired/viable): This area was previously planned for a Youth Complex, which the City has a design for, but encountered challenges with the Army Corp and BIA, so never developed. Plan included reorienting Marine Drive, which is no longer possible due to recent infrastructure improvements. Feel a better use of this space would be to expand the RV Park and campground.
6. RV Park & Campground Expansion
7. Expand Marker 40 to cabins: boats use park to beach and the meet up with others; very popular beach, gets crowded in the summer; intense heat, could use additional shade structures.
8. "Point of Interest:" develop with a historical marker of some interpretation for "Old Boardman." Old Boardman area is very shallow and not allow boat access; could be a great place for more passive water use like SUP
9. "Hidden Gem Beach:" could be a great spot to launch paddleboards and go tour Old Boardman;
10. Fishing Platforms
11. Dock, shade, pergolas/gazebo, more seating
12. Rentals: paddleboards/rowboats, pedal-boats, bikes, e-scooters
13. Additional seating covered benches.
14. Concessions, BBQ, ice cream like across the river at Crow Butte
15. Marker 40 Beach is dirty, beach overgrown with debris; could be improved with corn hole, horseshoes; MORE shade structures
16. "Old Boardman" – shallow and not good boat access
17. Sailboard Beach - more natural setting, people will go there and watch the sunset and BBQ; this is a pretty rocky beach and difficult to access by boat; sometimes see people anchor offshore; consider fishing platforms like at Lost Lake or Celilo Falls.
18. Disc Golf Area: nicknamed "goat golf" because of all the Goat weed. Lane designed intentionally narrow; the front 9 is a more challenging course, the back nine is more open and easier

Other Comments:

- River Use: Jet skis, kayaks, boats

Special Use Facilities

Splash Pad Relocation Feedback

City Hall Park

- Likes:
  - Vacant green space available east of the Senior Center.
  - Existing shaded picnic tables.
- Dislikes:
  - Not preferred as a splash pad location – attendees feel it should be closer to a multipurpose site.
  - Concerns that placing it here would force people to visit City Hall, which is not an ideal recreational destination.
  - The hillside may pose challenges for installation and usability.

City Park (Preferred Location)

- Likes:
  - Several consider this the best location for a splash pad if the sports complex is developed and the existing sports fields are relocated.
  - Already a popular recreation area with families.
  - Potential to integrate with other park amenities such as shaded areas and playgrounds.
- Dislikes:
  - None specifically mentioned.

Sports Complex (Alternative Preferred Location)

- Likes:
  - If developed, it could be a great alternative to City Park for placing the splash pad.
  - Would allow for a comprehensive recreation area with multiple sports and play amenities.
- Dislikes:
  - Currently not developed, so it is not an immediate option.

Marina

- Likes:
  - No specific positive comments about placing a splash pad here.
- Dislikes:
  - Mosquitoes are a major concern, making it an undesirable location.

Hillview Park (Potential Location)

- Likes:
  - It could be part of a multisport complex, making it a "one-stop shop" for recreation.
  - Located within walking distance of a large residential neighborhood, increasing accessibility.
  - Offers beautiful river views and sunsets, making it an attractive family destination.
- Dislikes:
  - Some community members are uncertain if this site should be a park, as it was originally platted for a subdivision with larger lot sizes.

Skate Park

- Youth like it relocated to marina, but adults feel it takes up valuable space that could be used for other things
- Need better skate park and teen area

New Soccer Field Park

- Shade
- Trees
- Restrooms
- Bleachers
- Several people mentioned they did not like the idea of a field here.
- Better lighting

Dog Park

- Existing location has pulled many people into Boardman because of visibility from the street; it will be hard to see in the Park Blocks; City should consider adding a digital reader board over highway to promote things like the relocated dog park

OPI Fields

- Air Dome with large play field with turf (used at universities year round, can split-full size soccer field and mod. Fields, gyms on ends, stand on sides (spectators); concessions, front face brick and mortar.
- Asphalt driveway and parking
- Soccer Complex or Sports Complex;
- People would go anywhere for indoor soccer.
- Play Structure
- Mister
- Shaded Seating
- Bathrooms
- Water Fountain
- High School does not use these fields anymore; used by adult leagues

Wayside Parks

Map Key:

1. Transit Stop at Front & Main (SW park)
2. Add parking lot like at south Front; tire air station, water station, family friendly restrooms with possible showers (North & South)
3. North parks (both sides): Sidewalks and lighting

Indoor Facilities

General Comments

- See additional comments under OPI Fields and Rec Center
- Indoor soccer
    - Need a facility for indoor soccer ASAP
    - Indoor soccer found at existing school gyms already
- Consider relocating rock wall at Rec Center to another facility that is more activity focused and to allow expansion of other Rec Center features
- Consider things that make money - indoor mini golf, trampoline park
- The city needs a bigger event facility.

Boardman Pool & Recreation Center

Other comments:

- Cleanliness / cleaning staff
- lack of equipment
- poor customer service / train staff better
- Consider relocating rock wall at Rec Center to another facility that is more activity focused and to allow expansion of other Rec Center features
- More senior and aging options - exclusive to seniors so it is more comfortable in facility without kids for set times
- Outdoor shaded exercise area
- More indoor pool features
- Expansion to include a trampoline park
- Weight room expansion
- Expansion with trampoline park;
- Pickleball can be played at the basketball courts already.
- Racquetball courts

Field House

- Available for public use and needs to be better advertised and managed so used by the public
- Used for school district to practice indoors
- Phone number on door that a community member can call and gain access
- Turf, so must be used for very specific activities
- Received CDA (?) funding to build field house because there were not indoor facilities available that were not tied to schools (off hours and off season)

SUMMARY

Boardman Park Plan 2035

Community Open House #2

DATE: May 13, 2025
TIME: 4:00 PM – 7:00 PM
LOCATION: Community Development Conference Room at City Hall
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

The meeting was supposed to be hosted at City Hall Park, but due to high winds, the meeting was moved indoors to the Community Development Conference Room at the south end of the building. The intent was to make the meeting fun and welcoming to families. The meeting was structured as an open house, allowing participants to come and go within the three-hour time frame. Ice cream was served and goody bags and stickers handed out to children in attendance. City staff, District Staff and two members of the consultant team were available to provide directions, answer questions and interpretation of meeting displays into Spanish as needed.

Public: Approximately 100 community members were engaged at the event. This included about 55 adults, 22 children and 23 people at the Sol Azteca Mecian store/restaurant adjacent to the park. A list of attendees is included at the end of this document. Not all attendees signed in.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Noelia Ruiz (Bridging Languages), Arely Cambero, Carla McLane, Brandon Hammond (City of Boardman), and George Shrimer (Boardman Parks & Recreation District).

DISCUSSION

Participants were encourage to sign in upon arrival and then circulate around the room. A small display of play features was mounted to the wall at eye level for children to engage with. Children were excited to look at the imagery, share their preferences with facilitators, and participate by placing stickers on their "favorite" play features. In many instances, children accompanied their parents around the table displays and, in several cases, even placed their dots on preferred park projects. This allowed them to have a direct hand in shaping the park improvements while working together with their parents or facilitators.

Adults were directed to 14 park panels placed on a tables in a circular shape. Displays were organized by City, District and the System as a whole. The panels featured a map exhibit of the park sites, improvement ideas keyed to the aerial map (where appropriate), a bulleted list of "other requested improvements," a bulleted list of "Prioritization/Comments" and itemized into potential "projects" under each park facility. Facility displays included:

1. System & Heritage Trail Projects
2. City Park

3. City Hall Park
4. Hillview Park
5. River Ridge Subdivision Parks #1 & #2
6. Zuzu Park
7. Park Blocks
8. Wayside Park (4 total: East & West Bound)
9. Day Use Park
10. Marina Park
11. RV Park & Campground
12. Sailboard Beach & Disc Golf Course
13. Boardman Recreation Center & Pool
14. Oregon Potato Soccer Field

Two additional displays highlighted:

- Overall park system to help orient and locate park facilities.
- Core Values, Mission and Goals and Objectives that have been identified for the project.

Attendees were given 6 dots to place next to park improvements they felt were most important. Many opted to review all the displays and then return to place their dots. The dot exercise was NOT intended as a "voting" exercise, but rather to understand community preference for prioritization. Participants could add ideas they felt were not represented and ask questions. Some language on the panels was modified by facilitators during discussions with participants to clarify the intent. Two main examples included the following:

- **Hillview Park:** The text on Hillview Park was modified to clarify that the future design of the park would "evaluate" the potential for housing. This clarification stemmed from prior public input suggesting housing could be part of the park's development. Most attendees expressed a preference for exclusive park use, so the intent of the discussion was to keep the process transparent, consider the community's input, and explore the feasibility of a mixed-use park and housing area, rather than committing to a specific outcome at this stage.
- **Oregon Potato Fields:** Facilitators clarified that the proposal for an indoor multi use facility was intended for the practice field location, not the main regulation soccer field. Additionally, before this site could be considered for such development, it would need to be acquired by the District, followed by a community design process and the implementation of improvements.

Specific Feedback

Several ideas were raised in discussion or added to the displays during the meeting:

- **Bike Skills Park:** A bike skills park similar to Family Man in Hood River was suggested as a valuable addition.
- **BPA Park Blocks:** Participants expressed interest in soft surface trails in addition to a paved path, with potential bike skills features along the route.

- **Toddler and Preteen/Teen Recreation:** There is a noted deficit in park infrastructure for toddlers and preteens/teenagers. A strong desire was voiced for outdoor spaces to keep children active and safe.
- **Youth Sports Progression:** Several participants highlighted the need for facilities that support youth progression in sports, particularly baseball and softball. It was noted that the Field House, as an existing asset, could be used more fully by the community to help children progress in these sports. Without proper facilities for progression at younger ages, children are unable to advance and play competitively in club sports. This year marked the first time in several years that the school could field a JV baseball team.
- **Field House Access:** Several participants expressed concerns that the Field House does not feel fully accessible to the community. One participant mentioned that it feels "selective," while another felt it doesn't seem like the facility is for the public. It was noted that the Field House is primarily used for practice sessions, but typically only for a couple of weeks before transitioning activities outside. There is a desire for year-round access and more equitable use for the community as a whole.
- **Support for Soccer:** A strong need for soccer facilities was expressed, particularly to support the adult soccer leagues. With the removal of the soccer field on Front Street, only the OPI field remains, which one participant referred to as the "best" field available in Boardman. Additionally, there are small kids' fields at City Park and the schools, but they are not adequate for broader community needs. It was recommended to reach out to the Adult Soccer League to engage more fully with this community and identify specific needs.
- **Hillview Park**: There was a strong voice in support of exclusive park use for Hillview Park, which was clearly demonstrated during the dot activity. Participants added three additional lines to the display, labeled "Park Master Plan - No Housing - deed restriction by county," "Housing? - No," and "Public Park - Yes," all of which received strong support. Many participants expressed that the site should be used for a multisport complex, and they noted that the deed restriction actually supports this type of use. If the site were to be used for housing, some participants believed that ownership would need to be returned to the County, in accordance with the deed restriction. Consultant team to acquire deed if feasible and include in Master Plan documentation.

Community Needs

Several community needs were identified in discussions with staff and the consultant team. These included:

- **Better communication with the public:** Participants expressed a desire for more timely and effective communication with the community about upcoming meetings and initiatives.
- **Meeting postings:** It was suggested that meetings be posted on the city calendar with as much notice as possible to ensure better community engagement.
- **Desire for neutral meeting venues:** Some community members indicated that hosting meetings on more neutral ground, like City Hall Park, is preferred as it offers a more welcoming environment. It was mentioned that City Hall does not always feel safe or welcoming to all.
- **Transparency in decision-making:** Several voiced a need for transparency in the planning and decision-making processes. Community members want to contribute meaningfully to city improvements and be assured that their feedback is considered and acted upon.

- **Improved access to the Field House:** Concerns were raised about the Field House feeling "exclusive" and not open to the community at large. Participants would like to see improvements in access to make the facility more inclusive.
- **Broader community engagement methods:** Suggestions were made to reach out to the Adult Soccer League leadership and engage with parents, aiming to reach a broader section of the community.
- **Improved event navigation:** Some participants noted challenges with finding the event location. They mentioned driving by and not seeing anyone at the park, which almost led them to leave. Upon arriving at the facility, they tried the main entrance, which was locked, and there were no clear signs to direct them inside. A sign at the entrance would help guide attendees more effectively in future events.
- **RV Park Expansion and Property Acquisition**: The need for RV park expansion in Boardman, was raised in conversation with a local property owner after referring to a meeting exhibit showing a potential acquisition site. It was clarified that the City and District are actively pursuing property for RV park expansion and are considering several options, including potential collaborations with local property owners.

Summary of Dot Exercise Input

The dot exercise allowed participants to express their preferences for various park projects. It is important to note that this was not a voting exercise, but rather a way to understand community priorities and gauge which projects resonated most with attendees. The scanned meeting exhibits, which capture these dot placements, are available for further reference. The following reflects the key community priorities based on the feedback received.

Key Priorities

These projects received the most community support and feedback, indicating strong public interest:

- **Hillview Park:** Received the most feedback, with a strong focus on exclusive park use, no housing, and the development of a multisports complex. The community clearly opposed housing development as demonstrated by text revisions and the high number of dots placed next to "No Housing" and "Public Park - Yes."
- **City Park**: Strong support for Phase 1 improvements, including a splash pad, toddler play areas, sidewalk connections, and ADA compliance.
- **Recreation Center Renovation & Expansion:** Clearly a community priority, with strong support for renovating and expanding the Recreation Center.
- **Day Use Park:** The most significant focus was on maintenance, followed by requests for bathroom facilities, a rinse pad, and enhancements to cultural displays.

Other Notable Areas of Interest

While these projects received less feedback compared to the key priorities, they still represent important areas of interest for the community:

- **Marina Park:** Support for the inclusion of a skatepark.

- **Oregon Potato Field:** Indicated community interest in potential investment and acquisition of the property.
- **City Hall Park:** Focus on adding a large shade structure, trees, and toddler play features.
- **Park Blocks:** Support for relocated dog park with restroom and parking, as well as the addition of a trail.
- **River Ridge Subdivision Park #1:** Community feedback highlighted interest in adding a play structure and improving park amenities, such as benches, shaded picnic tables, and other basic infrastructure.
- **RV Park & Campground:** Expansion of the campground at Sailboard Beach and Day Use Park and adding rental facilities for watercrafts and fishing gear.

Play Display Input

Children of all ages participated in the dot exercise, highlighting the desire for a diverse range of play experiences, including:

- Skatepark and pump track: confirming skating is a current trend (questioned in past outreach efforts) and showing strong support for bike facilities.
- Splash pad: received the most support, emphasizing a desire for engaging water play.
- Play structures, adventure play, themed play, mini golf and outdoor games (interest in various play types)

This feedback reinforces the need for a variety of play options to engage children of all ages.

Conclusion

The feedback from the dot exercise clearly highlights community priorities, particularly for Hillview Park, City Park, Day Use Park, and the Recreation Center renovation. Based on this input, the City, District, and Public Advisory Committee may consider adjusting project timelines and funding allocations, especially for projects that received less support. For example, Zuzu Park, while included in the city's design plans for this year, did not receive as much attention in the dot exercise. Given the strong support for other projects, it may be worth considering whether resources should be directed more toward higher-priority areas or if the design process for Zuzu Park should be reevaluated based on this feedback.

Attachments

- Meeting Displays with community markups and dot exercise
- Sign in Sheet
- Hillview Park Bargain & Sale Deed

SUMMARY

Public Advisory Committee Meeting #1

DATE: November 20, 2024
TIME: 5 PM – 7 PM
LOCATION: Boardman City Hall | 200 City Center Dr, Boardman, Oregon, 97818
VIRTUAL RECORDING LINK: https://youtu.be/DLL3449ngc4

ATTENDEES

Public Advisory Committee: Michael Connell (Boardman Planning Commission), Luis Campos (BPRD Board Member), Norma Ayala (BPRD Board Member), Taylor Whiteman (Citizen), Lisa Mittelsdorf (Port of Morrow), John Christy (Morrow County School District), Mayte Cisneros (Student, Morrow County School District), George Shimer (Boardman Parks and Rec District CEO), Carla McLane (Boardman Planning Official), Jessica Calderon (Morrow County Public Health), Dawn Hert (DLCD)

Consultant Team: Jessel Champoux (Shapiro Didway), Nate Otani (Shapiro Didway), Mario Martin (Shapiro Didway), Aaron West (Shapiro Didway), Bonnie Gee Yosick (ECOnorthwest)

Public: Robin Canaday (Morrow County Public Health)

DISCUSSION

Welcome & Introductions

Carla welcomed everyone to the meeting and expressed gratitude for their participation. She also provided context on what led up to the initiation of this project.

The consultant team and Public Advisory Committee members introduced themselves, sharing one thing they valued most about their community. These included:

1. Hometown feel and pride
2. Willingness to serve community
3. Consistency
4. Commitment to community
5. Dedication/cooperation of community
6. Active lifestyle, health & wellness
7. Growth, diversity, welcoming
8. Welcome change, progressive
9. Small town feeling and willingness to grow
10. Sense of community

Meeting Purpose & Agenda Review

The purpose of the meeting was to introduce committee members to the project, clarify their roles, gather input on public outreach efforts, and begin discussing key project details. The agenda was reviewed, outlining the topics to be covered during the session.

Committee Roles & Responsibilities

The committee's roles and responsibilities were reviewed, with an emphasis on ensuring community representation, providing advisory input, and supporting public engagement efforts. Meeting guidelines were also outlined, focusing on collaboration, respect, and constructive communication. Committee members were encouraged to advocate for diverse community needs and serve as ambassadors for the project.

Project Schedule

The project is divided into four phases, spanning 9 months from November 2023 to July 2024. One Public Advisory Committee Meeting will be held during each phase, totaling four meetings. Additionally, two community meetings are planned to gather public input. We encourage committee members to attend all six meetings, if possible, and to actively advocate for community involvement throughout the process.

Input received on preferred meeting times:

- Public Advisory Committee Meeting: Carla will gather suggestions from the group, and a Doodle poll will be sent out to select the most preferred time.
- Community Meetings: 6-8pm

Community Engagement Plan

We discussed community engagement strategies and requested input on a compiled list of focus groups we had prepared. Participants were asked to consider key groups to engage in the focus group discussions, with a particular emphasis on youth, the workforce, and the Spanish-speaking community. Suggestions for potential focus groups included:

1. Churches
2. Boardman Community Development Association (BCDA)
3. Youth
    a. Key Club
    b. Associated School Body (ASB)
    c. Future Farmers of America (FFA)
    d. 4H
    e. Other Youth Leadership
4. Nana's Baby Sitting
5. Woman, Infants and Children Program (WIC)
6. Food Pantry
7. Law Enforcement
8. Chamber of Commerce
9. Library
10. Workforce
    a. Port Workforce Development
    b. "In-communities" Team at Amazon
11. SAGE Center Groups
12. Chamber of Commerce
13. Events/Assemblies – Distribute Flyer

Breakout Sessions

The larger group was introduced to three key topics, which were highlighted at the beginning of the session. Afterward, participants were divided into three smaller groups, each consisting of 3-5 people. The facilitator spent approximately 20 minutes with each group before rotating between them to ensure everyone had the opportunity to engage with the content. Key findings are highlighted below.

Breakout Group #1: Recreational Market

The purpose of this group was to discuss and better understand the demographics, economics, and preferences of the local and regional users and visitors to Boardman Parks to inform potential programmatic recreation and asset-development opportunities.

Key themes from recreation-market breakouts included:

Desired uses:

- Improve access to the river.
- Activate the waterfront by increasing activities and amenities for locals.
- Provide recreation opportunities for all residents, including indoor youth/adult soccer.
- Ensure good geographic distribution of parks and park experiences.
- Expand and diversify recreational facilities (e.g., more soccer, pickleball, adventure parks).
- Address operational challenges and improve utilization of the recreation center.
- Enhance community spaces with landscaping and flexible use spaces.
- More parking with flex to address peak periods of parking demand.
- Increase pavilion capacity.
- Multi-Use Sports Complex.
- Balance local and tourist needs.
- Amphitheater/outdoor venue
- "Funland" playground, complete with seating areas and places to walk.
- More adult programming (with a range of staff intensities, from unstaffed walking groups, all the way to certifications/programs).
- Water recreation gear rental.
- Improve shaded areas (for example sunshades over play areas).
- Better transportation infrastructure for pedestrian safety.
- Develop improved access and signage (wayfinding signs, interpretive signs, provision of trail maps, etc.).

Key Boardman-specific assets to leverage

- Leverage riverfront areas
- Leverage I-84 access

Market segments

Desire to provide a positive experience for visitors, but primary focus should be on city and regional residents. (Note: check to see who is considered "in-district" for the parks district.)

- "Local" – City of Boardman
- "Regional" – Morrow County, Gillam, Wheeler, Sherman counties, part of Umatilla County
- "Visitors" – all others
    - Passing-through visitors

- Visitors with Boardman area as a destination

A detailed summary of discussion topics has been listed below.

Local Uses/Activities (Existing):

- Hiking, fishing, cycling, Marina
- Soccer is a popular activity:
  - Active youth soccer community: local (High School) team is at state-level competition.
  - Youth indoor soccer takes place in (2) local elementary schools one day a week (competition with basketball programs); more space is needed.
  - Adult leagues are popular, too (male and female).
  - Indoor soccer facility logistics: supported by the Boardman District in partnership with school facilities.
    - Schools do not charge rent.
    - Boardman Recreation District provides insurance.
    - League fees are an equity issue.
      - Recently started charging $20/person to support local church.
      - Not all residents can afford to provide fee/fees (i.e., multiple children).
- Main youth activity is going out and getting food.
- High school students often travel outside the area for activities but enjoy fishing locally
- Limited local recreational opportunities/activities - Travel is necessary to access more diverse activities.

Regional Uses/Activities (Existing):

- Bird watching (Irrigon, Umatilla Wildlife Refuge).
- Marina - Locals do not use the marina as frequently as regional visitors.
- Visitors use trails more than locals; however, local trail usage has recently increased.

Overall Goal:

- Rethink the approach to local and regional parks and recreational systems.
- Balance local and tourist needs.
- Attract more businesses

Boardman:

- Boardman is a hidden gem
- Best RV Park on the river.
- Boardman is centrally located between Spokane and Portland.
- Not a tourist town, take care of the ones who take care of this town, want more activity/recreation.
- Financial constraints limits access to recreational opportunities.

Infrastructure Challenges:

- Wilson Road is unsafe for pedestrian circulation.
- No pedestrian access to the main parks or splash pad.

Public Engagement:

- Use social media to increase awareness and connect with community partners.

Recreational Activity Needs

- More recreational opportunities/activities, components and destinations to make Boardman a tourist-friendly town.
- Water sports activities.
- Promote healthy lifestyles
    - Ensure residents have opportunities to stay active and healthy.
    - Introduce organized adult activities (e.g., early morning swim groups, walking groups).
    - Address gaps in programs (i.e., cycling groups).
    - Provide levels of intensity for these groups
- Need to provide amenities found in nearby waterfront cities, such as:
    - Water sports activities.
    - Waterfront restaurant/retail.
    - Dog park.
    - Green space.

Outdoor Improvements Needs:

- Existing Amenities/Facilities
    - Clean restrooms and facilities.
    - Better definition of what our parks are intended to be used.
    - Enhance amenities for locals and tourists. For example, landscaping enhancements would improve aesthetics and experience at parks.
- Need more recreational destinations
- Need shade protection (outdoor play, at waterfront)
- Need major park(s) evenly dispersed; only one near City Hall on south side of I-84.
- Additional picnic pavilions; not enough pavilions to meet group reservation needs and capacity.
- More soccer fields.
- Parking
    - Future Main Street changes will help with parking but need lots more.
    - Increase parking capacity
    - Lack of parking at City parks.
- Outdoor amphitheater
- Trails - Locals want more hiking trails
- Waterfront
    - Waterfront connectivity is an issue; must use a vehicle to access.
    - Increase access and capacity to the river; current access points are too small and fill up early; capacity full by 9am.
    - Create a connected waterfront experience with activities.
    - Work with local businesses to be catalyst for activated waterfront.
    - Recreational amenities (e.g., paddleboards, jet skis) are costly for residents; need access to rentable equipment for limited capital investment
    - Marina – Add pickleball courts pending land acquisition/land use agreement of development area.
- Improve access, signage and wayfinding
    - Parks lack signage, wayfinding, and proper pedestrian connectivity.

  - Hierarchical signage and improved wayfinding systems critically needed, especially for tourists and hotel guests.
  - Many assets spread out without pedestrian wayfinding to navigate to and from.

Indoor Improvement Needs:

- Need more indoor space for soccer, futsal and pickleball.
- Recreation Center
  - Expand the recreation center and streamline operations (e.g., lifeguard staffing for pools) to serve residents better.
  - Utilize existing spaces more efficiently for classes and activities.
  - Recreation center operations need refinement and better resource utilization.
  - Difficult to operate Rec. Center pool without lifeguards.
  - Day-use drop-in fees are available at the recreation center.
- Funland type "adventure park" (Similar to Hermiston)
  - More diverse than a traditional recreation center.
  - Provides activities for youth.
  - Allows seating and walking opportunities for adults to watch children.
- Multi-Use Sports Complex
  - Is a priority and would attract many people.
  - Would potentially remove the grass soccer field divided into multiple small youth fields.

Breakout Group #2: Evaluate Policies

Several key policy issues were presented to the consultant team during the project scoping phase. Participants were asked to confirm whether these issues are relevant to their community and should be included in the planning process, and to provide feedback on each issue. Key feedback for each category is summarized below.

Sustainable, Environmental, and Resiliency Practices

- Lots of trees for shade and beauty
- Draw people outside for health and wellness
- Seating with shade
- Water is cheap, the city likes their lawn
- Plant attractive landscaping.

Integration of Electric Recreation Mobility Devices

- Least concerned with this policy.
- Wide paths to allow for e-mobility.
- Fencing for children
- Plan for the growing trend
- Continuous connectivity to parks; concern with driving on roadways
- Need a dedicated path
- Young people are attracted to e-bikes
- The overpass is a huge safety concern, not safe for kids.
- Need to plan for the use of the devices
- Would support an e-scooter program

- Currently the devices don't feel safe

Enhancement of BPA Park Blocks and Preservation Zones

- Park blocks are an asset
- Bike pedestrian use and enhance natural area
- Wayfinding
- Several informal paths exist and are used as cut-throughs
- Hermiston walking path with waking route options
- Keep natural
- Distance markers
- Pave the paths for the maintenance.
- Wildlife refuges have amenities along paths such as gazebos and water fountains.

Hours of Operation and Lighting in Special Use and Community Park Facilities

- Safety is important
- Need lighting for walking
- Lights needed specifically at Zuzu Park
- Most parks to be day use only, lighting could extend the hours of use and help avoid the heat of the day
- Need to light sidewalks
- City Parks need lighting
- More river access

Accessibility and ADA Compliance

- Lack of access at all parks
- ADA dock
- Safe platforms to fish and safe trail to access platforms
- Very important seek money from available grants
- Encourages everyone to get outdoors and be active
- Reduces barriers to get to playground / park features (for example - playground edging, raised courts, no pathway connections)
- Accessible play features
- Replace/repair pedestrian bridge on walking trail at road split
- Surfacing strollers and wheelchairs
- Safe pedestrian and bike connections

Park Design and Renovation Compliance

- Pet friendly spaces
- Consistent signage
- A place to run
- Accommodate different age groups,
- Park names
- Need clear & objective development standards
- Need play amenities, kids play in streets,

- Uses cross country, volleyball, fishing, soccer.
- Underdeveloped green space.
- More things for teenagers to do.
- Develop sites not just leave open space.
- Adult use and exercise.
- Large population of children on southside of freeway with no play areas in walking distance other that city hall park.
- Riverside Park (Hermiston)

Breakout Group #3: Existing Park Infrastructure & Community Needs

Participants were asked to provide both site-specific and system-wide feedback, focusing on desired park improvements, including amenities and attractions. They also identified site assets, challenges, and maintenance and safety repair needs. Successive groups built on the list from earlier discussions, with some using sticky dots to emphasize the importance of specific line items. Note, the use of dots does not reflect the collective priorities of the entire group.

System Wide

- Park purpose better defined (1)
- Toddler friendly area (1)
- Better parking (2)
- More waterfront access – only one swim area
- Shaded area – particularly at play locations
- Added shade – general
- Tree canopy decreased several years ago when big windstorm took out many large trees (1)
- Added temporary restrooms during events
- Combo dog park with adjacent children's play

Site Specific

- Marker 40 – limited shaded areas, if a user is not one of first 50 people to show up on a given day, there won't be shaded spot to use. The site gets overcrowded quickly. Provide added pergola cover for shade from sun and added cover for rain protection (2). Added benches. Added temporary restrooms for events.
- BPA Parks - Lighting for walking paths (1)
- City Park – Added seating, lights, added restrooms (1) or added temporary restrooms for events, added pavilion (1)
- Marina Park – Upgrade swim area (reference made that sand is swept only a few times per year)
- Hillview Park – Sports complex and day use park (2)
- Sailboard Beach – Added restrooms
- Zuzu Park – Nothing there, provide BBQ amenity (1), better parking (1)
- River Ridge Subdivision #1 – Electrical outlets, covered space. Need to name and add amenities (1)

Maintenance/Safety

- Fencing to provide boundaries – generally and especially at Marina (1)
- Lack of sidewalks. For example - Boardman Ave and Frontage Rd leading to splash pad (1)

- Trail paving uplifted by adjacent tree roots – root heaves (1)
- Uneven ground in grass areas
- Lighting
- Resident geese - especially at Marina

Amenities/Attractions

- Sports Complex (reference made to a complex in Tri-Cities) (3)
- Indoor Soccer Facility (1)
- Lighting for Walking paths (1)
- Drinking fountains with bottle filler
- Funland style play park (Reference made to similar park currently in Hermiston)
- Amphitheater
- Pickleball Courts – question of location
- Added trash receptacles
- Doggy stations with poop container
- Community Multi-purpose Building (Reference made to Senior Center which is restricted to use by seniors only)
- Provide cover for shade from sun and cover for rain protection

Site Assets

- Water connection at Marina
- Mature trees at Zuzu and City Park

Boardman Park Plan 2035

SUMMARY

Public Advisory Committee Meeting #2

DATE: February 26, 2025
TIME: 5:00 – 7:00 PM
LOCATION: Virtual Team Meeting

ATTENDEES

Public Advisory Committee: Norma Ayala (BPRD Board Member), George Shimer (Boardman Parks and Rec District CEO), Carla McLane (Boardman Planning Official), Jessica Calderon (Morrow County Public Health), Ethan Salata (Boardman City Council) Torrie Griggs (Chamber of Commerce), Michael Connell (Boardman Planning Commission)

Consultant Team: Jessel Champoux (Shapiro Didway), Mario Martin (Shapiro Didway), Aaron West (Shapiro Didway)

DISCUSSION

Welcome & Introductions

Carla welcomed everyone to the meeting and introduced both in-person and online participants. She provided a brief update on the project's status and expressed appreciation for the progress made so far.

Meeting Purpose & Agenda Review

The purpose of the meeting was to present community survey findings and a high-level summary of community needs, make key project decisions—including recommended park facility relocations and community/student competitions—and review draft goals and objectives while compiling a list of actionable strategies to achieve them. Due to time constraints, a comprehensive review of project goals and objectives was not completed and will be addressed in a follow-up meeting.

Review of DRAFT Community Survey Results & Community Needs

The findings were introduced with an explanation that the graphs and tables in the presentation reflect responses to the multiple-choice survey questions. The written feedback was incorporated into a high-level summary of community needs, capturing input from focus group discussions, the first PAC meeting, Community Open House, the consultant team's site visit, and meetings with City and District staff, as well as other stakeholder discussions held to date. The information presented provided an overview rather than an exhaustive account, as feedback is still being processed. A composite summary will be provided at a future date. Feedback for each park facility was summarized, with key insights referenced on an aerial map where appropriate. Additional feedback was presented in a bulleted list.

<u>Multiple Choice Survey Feedback:</u>

- **Hispanic Participation:** The percentage of Hispanic respondents was notably high compared to past surveys, even though not representative of community demographic.

- **Survey Accessibility & Mandatory Questions:** The survey was shared on Facebook, but some respondents experienced frustration with mandatory questions. In some cases, they chose not to complete the survey because they could not answer questions in their preferred way. Consider allowing optional responses in future surveys.
- **District Tax Support:** There was appreciation that respondents found the added District taxes acceptable. Takes 50 + 1 to pass bond.
- **Draft Summary Review:** The draft summary provided in the packet contained some inconsistencies and missing information. Issues included:
    - Percentages missing at the end of bar charts
    - Some charts not displaying all response options (#5 Why Visit Parks)
    - Inconsistent bar chart colors
    - These items should be reviewed and updated accordingly.
- **Presentation Issue:** Question #16 was missing from the presentation.

Park Development Comments:

- **Pond Area:** The landowner has historically been difficult to work with, making development in this area and connections to the BPA easement potentially unfeasible. To manage expectations, the final master plan document should avoid creating false hope regarding its development.
- **Marina Park:** Some proposed development may not be feasible due to land ownership or other constraints. However, all community feedback should still be considered before prioritizing and determining which ideas may need to be eliminated in the final report.
- **Sailboard Beach:** The water remains shallow for approximately **300 yards** before reaching chest depth, making it an unsuitable fishing spot; Celilo Falls is currently under water but the fishing platforms are still there;
- **City Hall Park:** Feedback included an overnight dog kennel; this was not intended as a dog daycare facility, it is for animal control, so that can store a dog overnight. Clarification may be needed in summary.
- **City Park:** Youth soccer will no longer be held at City Park, as it is moving back to Sam Boardman. The existing soccer field could be repurposed as a multi-use facility to accommodate pickup games, as it remains a well-used space. City Park is also the preferred location for the splash pad.
- **Hillview:** There is uncertainty about whether the site can be used for housing or recreation. The City should clarify the intended use for this site and if housing is even an option.
- **Tuscany:** Pickleball may be undesirable due to noise concerns. Additionally, Tuscany Park will not be acquired by the City, so will not be included in the master plan.
- **River Ridge:** no comments.
- **Zuzu:** no comment
- **Pool & Recreation Center:** no comment
- **Field House at City Hall:** no comment
- **Other Indoor Suggestions**: no comment
- **Oregon Potato (OPI):** OPI owns the land but District maintains.
- **Wayside Parks:** The covered wagon has deteriorated beyond repair and has been removed. Additional parking will be added to the southwest side within the next year. The City can share plans. SE parking is brand new. There are no plans for parking improvements on the North side.
- **BPA Blocks:** City is acquiring land here, so the limiting factor is not ownership, but what can or cannot be built because of utility use.

Other Comments:

- The group discussed the importance of reviewing community desires to determine which projects are feasible based on land ownership and other factors. If the community expresses interest in improvements on land not owned or controlled by the City/District, the report could

frame these as opportunities to engage and demonstrate public support to entities like the BLM and Army Corps. Master Plan should make a clear delineation what lands are public lands vs. City/District. There are 5 native American treaties that public agencies have to deal with.
- **BPA Easement:** The underlying landowner is private, but over time, the City aims to acquire ownership. Only one section, located to the west, is owned by the Army Corps of Engineers. Coordination with BPA is still required to determine allowable uses.
- Ensuring that the public feels heard throughout the process was emphasized.
- The number of survey responses was considered strong. Recommendation to continue public engagement efforts with Hispanic community to increase participation for future phases of this project and future projects.
- There was agreement that the public has provided valuable input on their needs and preferences, which should be shared.

Relocated Park Facilities

Splash Pad

The group considered multiple potential locations for the splash pad, including BPA Park Blocks, the Recreation Center, Senior Citizen Greenspace, City Park, City Hall Park, Cemetery Property, the greenspace between the SAGE Center and Recreation Center, Marina Park, and the future Sports Complex at Hillview Park. After discussion, **City Park emerged as the preferred location and will be recommended by the PAC.**

Feedback from participants:

- **Marina Park:** While the adjacency to water was appealing, the community did not prefer this location due to concerns about bugs.
- **BPA Park Blocks:** Not a viable option, as there is no water beneath power lines.
- **City Hall Park:** Located near the elementary school and includes other park features, but it was generally not the community's preferred location.
- **City Park:** Considered an ideal location due to its existing amenities, including restrooms, a play structure, a covered structure, and sports fields. The space between the play structure and restrooms was identified as a potential placement area.
- **Greenspace Between SAGE Center and Learning Center:** This area has multiple utilities and stormwater infrastructure, making it less suitable.
- **Cemetery Property:** Offers ample open space, but lacks other park amenities, making it a less desirable option.
- **Restroom Considerations**: If the splash pad is placed in a location without an existing restroom, there will be added costs to provide these amenities.
- **Integration with Skatepark:** If the current skatepark is relocated, the splash pad could potentially be placed in its former location. However, there was concern about ensuring the skatepark is not relocated multiple times once a final location is chosen.

Skatepark

The group considered whether relocating the skatepark was necessary based on community feedback, particularly given that local youth expressed skateboarding is not a widely practiced hobby in the area. Ultimately, the group agreed that a new, improved skatepark in Boardman is desirable and that if a better location and upgraded facility were provided, it could become a valuable recreational amenity for preteens and teens.

- **Relocation Necessity:** The group discussed whether relocating the skatepark was necessary. Several mentioned that they rarely sees people using the current skatepark, while others pointed out that there is typically someone using it. The group questioned whether the issue lies with the

current location or with skateboarding as a hobby. Participants suggested that a better skatepark might attract more people interested in learning and using it.

- **Location Considerations:** City Park was suggested as a good location for smaller-use venues like a splash pad, skatepark, and picnic areas. However, there was concern that a splash pad and skatepark might not be compatible next to each other, so the skatepark should be located elsewhere.
- **Comparable Examples:** The group referenced the Tri-Cities sports complex as a good example of what could be scaled down for Boardman, incorporating facilities like sports fields and a skatepark.
- **Preferred Location:** Future multisports complex at Hillview Park.

Dog Park

The group was informed that the dog park will be relocated to the East side of Main Street in the Park blocks.

Student Competitions – Site Selection

Naming Competition Site:

- **Potential Sites:** The sites presented for the naming competition included ZuZu Park, (3-4) River Ridge Subdivision Parks, Hillview Park, and City Park. Participants were asked if additional parks should be included, but none were suggested.
- **City Hall Park:** It was noted that City Hall Park may already have a name, Pettigrew Park. The City will confirm before including it in the competition.

Park Design Competition – Site Selection

- **Potential Sites:** The group reviewed potential sites for the Park Design Competition, which included ZuZu Park, the four River Ridge Subdivision Parks, Hillview Park, and City Park.
- **Zuzu Park:** After discussion, ZuZu Park emerged as the preferred site due to its status as a blank slate, offering flexibility for creative design solutions.

Project Goals & Objectives

Due to time constraints, the group was unable to fully discuss the project goals, objectives, and strategies. The goals and objectives will be shared with the PAC for review, allowing them to brainstorm key strategies and ensure the goals are comprehensive and inclusive. This topic will be revisited in a future meeting.

Boardman Park Plan 2035

SUMMARY

Public Advisory Committee Meeting #3

DATE: April 15, 2025
TIME: 5:00 – 7:00 PM
LOCATION: Boardman City Hall | 200 City Center Dr, Boardman, Oregon, 97818
VIRTUAL RECORDING LINK: https://www.youtube.com/watch?v=CDuqhyTX7RI

ATTENDEES

Public Advisory Committee: Norma Ayala (BPRD Board Member), George Shimer (Boardman Parks and Rec District CEO), Carla McLane (Boardman Planning Official), Jessica Calderon (Morrow County Public Health), Ethan Salata (Boardman City Council), Michael Connell (Boardman Planning Commission), Luis Campos (BPRD Board Member), Lisa Mittelsdorf (Port of Morrow).

Consultant Team: Jessel Champoux (Shapiro Didway)

MEETING OVERVIEW

The third Parks Advisory Committee (PAC) meeting focused on reviewing project updates and rotating through three discussion topics. The first topic (Goals and Objectives) was discussed collectively, after which the group divided into smaller groups to review District and City Park projects. To allow more time for project discussions and prioritization, the final two agenda items—group report-outs and large group prioritization—were omitted. Follow-ups with City and District facilitators were made to confirm that the collective feedback summarized here accurately reflects the meeting discussions.

DISCUSSION

Welcome & Framing

- The meeting opened with remarks emphasizing the rapid progress of the Parks Master Plan project.
- It was acknowledged that Boardman has many parks and a variety of other places that serve park functions. An inventory of recreational assets was conducted to capture this broader range of spaces.
- Attendees were reminded that the project is scheduled to conclude in July, followed by an adoption process.
- A packet was provided to all participants, which included the draft goals, objectives, and strategies, as well as a consolidated summary of all public input received to date.
- The purpose of the meeting was outlined:

    - Review a preliminary list of projects vetted by City and District Staff and Torrie with the Chamber/BCDA.
    - To confirm seven goals, objectives and strategies are in line with expectations and community values
    - For each District or City Asset: prioritize projects (near, mid, long-term), confirm that the right projects have been identified, and determine if any important elements are missing. Attendees were asked to consider feasibility and priority during discussions.
- Removal of project sites not under ownership/management of District or City
    - Field House
    - Tuscany Park
    - Marker 40
    - Veterans Park
- Features from removed parks that will be relocated:
    - Dog Park (to move to east side of Main Street in park blocks)
    - New splash pad (to be located at City Park, planned to become a family friendly park)
    - Skatepark – new skate park is planned but location TBD; bike skills park prioritized over skate park based on community feedback; comments about issues in Irrigon with cusing and it influences adjacent park use negatively.

- Updates on concurrent initiatives, including:
    - A Park Naming Competition for City parks including River Ridge Parks, Hillview Park, City Hall Park and others. This will be launched to the whole community as part of this project.
    - Student-led design involvement for Zuzu Park master planning will be launched later (in the coming budget year) with park specific design efforts.

Topic Rotation #1: Goals & Objectives (Full Group Discussion)

A display was shared with the group highlighting goals and objectives that were created for the project based on a list of core values created from past engagement with the Public Advisory Committee and findings from the community engagement. (See graphics in attachments).

Review of Community Core Values

- 10 core values were presented
- The group confirmed that these values remain representative of community sentiment and local experience.

Vision Statement Review

- The draft Vision for the park system was presented
- Minor correction noted: "play" should replace "plan" (typographical error).
- The Vision was well received as generally inclusive and reflective of Boardman's values.

Goals & Objectives Review

Attention was directed to the 7 goals and objectives on the meeting graphic. PAC members were asked to refer to their meeting packets for strategies under each. The following prompt questions were asked:

- Does this goal reflect what you've heard or experienced in the community?

- Is anything important missing here?
- Are any strategies unclear or too similar to others?
- Do any words or phrases stand out in a good or bad way?

Highlights of feedback included:

- Goal 2: Enhance Recreation and Active Lifestyles
    - Strong support for expanding diverse recreation options beyond sports fields, "something everyone can do" (e.g., walking paths, bike trails, fitness stations).
    - Suggested adding language to accommodate a range of abilities (not just activities) in the strategies.
- Goal 3: Preserve Boardman's History, Culture, and Community Identity
    - Strong interest in integrating local history into parks, including ideas for:
        - Interpretive signage near Old Boardman sites at Marina; market paddleboarding access
        - Wayfinding systems highlighting historical and cultural locations.
        - Wayfinding master plan that incorporates interpretive panels, Old boardman, how many times has the city and highway has moved, etc.
        - Art Master Plan to showcase history, culture and identity moving forward; discussion of "Basketball Courts in the World" Facebook page showcases fun basketball courts); can integrate art into furnishings, surfacing, and other park features; BCDA planning a mural on side of car wash;
    - Discussion regarding the loss of history and lack of relevance in the community; comments indicated in the past, history was more relevant in the community and old parts of town were more visible (i.e. near old cemetery) but today only history they know is from old photos on café wall; Other sources of history mentioned included the SAGE Center and "Higher Ground" CD.
    - Precedents that exhibit history well: Baker City, Kellogg, Idaho; Pendleton (Underground tour); Arlington
- Goal 5: Improve Park Infrastructure, Safety, and Connectivity
    - Emphasized safety issues of the walking path caused by root heaving.
    - Trees and Shade Structures: Discussion included the need for some level of shade when installing new infrastructure and balancing the use of trees on a site with the potential for pavement damage and safety hazards. Some preferred shade structures over trees, while others expressed support for trees. Emphasis was placed on selecting the right tree species for the right space, considering tree size, scale, proximity to paving, and soil type (noting that blow sand causes shallow roots). Deep watering systems were suggested as a management system to encourage deeper root growth.
    - River Ridge Parks: Comments noted that some spaces, particularly at River Ridge, may be too small to accommodate many trees
    - Need for fencing and safer crossings between closely located parks.
    - Shade structures should accompany newly installed park features while trees mature, due to challenges with tree growth in sandy soils.
    - Emphasized the importance of safe connections and infrastructure between parks (sidewalks, crosswalks, pedestrian actuated Rectangular Rapid Flashing Beacon

(RRFB) as needed), for example two River Ridge Parks at North end and future two parks at South end need articulated crosswalks.
    - Add to third bullet "infrastructure"
- Goal 6: Ensure Fiscal Responsibility and Long-term Sustainability
    - Parkland Dedication and Preservation: Discussion highlighted the need for the City to identify where parkland is needed and secure its dedication to prevent the loss of recreational assets to future development.
    - Hillview Estates: Concerns were expressed about the site, which has deed restrictions for park use, but where there is still discussion about allowing future housing; some conversation focused on potentially using the southern end of the site to balance nearby plats, but several PAC members did not support this idea; it was noted this remains a conversation, not a decision.
    - Subdivision Parks and Dedication Standards: The Master Plan should support updates to SDCs and subdivision code requirements, including establishing clear parkland dedication standards and minimum amenity requirements. As part of the Master Plan process, subdivision standards will be evaluated, as current standards are unclear. Discussion included the amount of parkland that should be dedicated, whether it should be deeded to the City or retained by a subdivision, the City's fiscal ability to maintain new parks, and whether amenities should be required as part of dedication. It was emphasized that if park space is part of development approval, it must remain/get replaced as parkland even if ownership or development changes occur in the future.
    - Existing Park assets being dissolved; how do we protect parks in the future
    - Ownership and Investment: Concern was expressed about investing in parks that remain privately owned. Example of Front Street – park features built on private lands and now being removed to build a hotel.
    - Discussion of Tuscany Park transfer from HOA to City: City is not opposed to accepting park, but HOA must make the request.
    - SDC Charges Framework: Current SDC's do not account for streets or parks; need an improvement plan for parks to build cost structure for SDCs. City to help develop a bullet to this end in strategies.
- Goal 7: Support Economic Growth, Tourism, and Workforce Development
    - Consider integrating Strategies 3 and 4, seem redundant
    - Recognition that parks contribute to economic development through tourism, visitor attraction, and youth employment opportunities.

Key Takeaways from Goals and Objectives Discussion

- Consensus that the draft Goals and Objectives align well with community input and needs.
- Minor revisions to strategies were recommended to strengthen references to safety, historical interpretation, park dedication and preservation.
- Ideas for future projects (e.g., wayfinding plan, historical trail connections) emerged during discussions on cultural identity.

Topic Rotation #2: District Projects Discussion Summary

PAC members and staff discussed District-managed parks and facilities, focusing primarily on Marina Park, RV Park & Campground, Sailboard Beach, Recreation Center, OPI Fields and the Heritage Trail. The conversation centered around maintenance needs, facility improvements, expansion ideas, and long-term visioning. Key points are summarized below. Projects added to and prioritized during discussions have been identified in the attached.

Heritage Trail

- The trail condition is poor in several sections, especially near the campground and T-area.
- Priorities identified:
  - Resurfacing of damaged areas.
  - Rest areas with shade structures
  - Consider elevated trail segments or small bridges to minimize root damage instead of removing roots which would kills large trees.
- Improving trail safety and surfacing was emphasized as a major funding need.
- See discussion under Day Use and Marina about trail expansion.

Recreation Center Expansion

- Concepts discussed for future expansion of the Recreation Center include:
  - Adding a second aerobics room and expanding the weight room.
  - Relocate the indoor climbing wall to enlarge the party room (current space is inadequate for demand).
  - Relocated climbing wall – potential location in cycling room; potential with fold-up mats for flexible use).
- POM are pursuing the possibility of acquiring adjacent Lamb Weston property for expanded parking and facility growth; could partner with Rec Center.
- Potential to add parking in front of center; comments in support of maintaining the front lawn area as open green space was supported for aesthetics and representation of recreation.
- Childcare facility needed.

Marina Park Improvements

- Trail completion through Marina Park (south side of Marine Drive) to ensure a continuous pathway is a priority; to connect better with the City's future bridge widening project (bike lane and sidewalk); trail to end at existing crosswalk
- Dock improvements:
  - Plan to install a new ADA-accessible fishing dock/platform.
  - State Marine Board funding to be pursued.
  - Proposal to remove locked private docks (posed by State Marine Board) was discussed but concerns about losing secure moorage were raised.
- Expanded parking and boat storage proposed near the burn pile area
- Pump Track for bikes, skateboards, and RC cars
- Skate Park in triangle area; questioned whether existing park being used and discussion with local youth confirm use

- Pickleball Courts: Priority project to install courts west of the basketball courts. Example in Irrigon near baseball fields.
- Concerns expressed over building on lands not public; clarification that funding and final installation timing dependent on tribal lease resolution; concern over length of time needed to make transfer of lands; at beginning of conversation with BIA.
- Existing Derby Sign: Posts already approved, so why not put a different sign/feature there? This could become a photo point; possibly showcase a big map of the park or mural; could be lowered, or the bottom filled in, leaving footings in place.
- Parking lot expansion: Additional parking areas planned, using existing underutilized space.
- Request to add a shaded picnic table at the nose that wraps the west side of the Marina.

Day Use Park

- Potential for a paddleboard launch site in the marina area to promote water recreation and tie into heritage interpretation of Old Boardman; public interest in locating just west of ball fields, but insurance issues with this location.
- Access to west end of site: Build pathway with lighting along edge; vegetation is too thick; add Old Boardman Interpretation
- Upgrade play features
- Goose management remains a maintenance challenge; plans to coordinate with ODFW for population control during non-flying season (take young geese to Klamath Falls)
- Need field improvements: battling puncture vine; discussion of mitigation efforts including: sterilization, fire and puncture vine beetle (multiply until out of food); weed is pervasive
- Little League: District board considering taking back over due to management issues.
- Interest in enhancing tribal and cultural displays near existing monuments this summer; recommendation to discuss with The Confederated Tribes of the Umatilla Indian Reservation (CTUIR)
- Discussion of hosting a future Pow wow event to celebrate local indigenous culture.
- Algae in area really bad in summer, needs to be cleaned up.
-

RV Park Improvements

- Expand campground toward Sailboard beach (east) and to west of Day Use Park in tree area
    - Improved tent and RV camping amenities.
    - Group camping area with central firepit, new bathrooms, and showers.
- Small dog park: proposed addition within the park for campground visitors.
- Add rental facility for paddleboards (rent out of Hardware store and offer lessons); District wants to train staff to paddleboard and kayak
- Ongoing maintenance:
    - Replacing old picnic tables and dog waste stations.
    - Improving ADA accessibility across campsites (goal is 10%)
- Replace existing bathrooms with modernized, ADA-accessible facilities.
- Plans for a bond measure to support future recreation center expansion and campground expansion improvements.

Oregon Potato Fields

- District has contract with OPI to mow (they water)
- Ideas for a multi-purpose soccer facility were discussed, if land can be secured; discuss with OPI and potential conflicts with parking and potato storage; no place for celebrations or large gatherings; Port does not allow Quinceañera or similar large celebration. Prioritized at 5-10 years.

Other Comments

- Discussion of past plans for Multisport Complex at waterfront – softball fields, soccer fields, tennis, day use park, Amphitheater, etc.
- Field House – exclusive for baseball and softball
- Potential to add a ADA compliant toilet at Sailboard Beach

Topic Rotation #3: City Projects Discussion Summary

PAC members and staff discussed projects related to City-owned parks and facilities. The conversation covered short-term priorities, future visions for new and existing parks, coordination with ongoing development, and potential funding strategies. Key points are summarized below:

Zuzu Park

Current condition:

- Large open space with mature trees; no current amenities.
- Surrounded by Bailey Park Subdivision, phase 2 will begin soon and grow;

Short-term priorities (1–5 years):

- Fence installation (north and east edges) to define park boundaries; dependent on development
- Lighting improvements for safety and visibility.
- Initial parking improvements: create turnaround and small, head-in angled parking along road

Longer-term improvements:

- Nature play area (logs, boulders, natural elements, large sandbox or sand play area)
- Sand volleyball court
- Other improvements: Shaded seating areas, picnic tables, benches, barbecue areas, drinking fountains, and misters, dog waste station

Considerations:

- Park will primarily serve the Bailey Park subdivision and nearby neighborhoods including Anderson; only one other landowner adjacent to park;
- Future expansion and amenity development will occur alongside residential growth; currently serving a small neighborhood

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Wayside Park

- Four areas adjacent to 84 interchange
- Planned Improvements
    - Road Project: Rebuild Front Street and 1st and Oregon Trail back to Main; South Main Street being rebuilt back to Wilson

  - SE Quadrant:
    - Completed: rebuilt Front Street; enhanced parking; added truck parking
    - Add picnic tables and possibly small, covered seating areas; greenspace used by people visiting food pods
    - Potential to add Wayfinding Signage
    - Make improvements to historic gazebo
  - SW Quadrant:
    - Thinning trees, shorten up site and reconfigure parking (car parking only — not enough room to stripe for trucks).
    - Approved Development: Convenient Store (Circle K) and Burger King planned for this area, so it is likely to be use for car parking (16 spaces planned, 8 both sides)
    - Used as a park and ride for waste management (need to continue to manage this)
    - Potential to add Wayfinding Signage (here or SE?)
    - Maintenance and repairs to the existing gazebo.
    - One picnic table there; add a covered picnic table(s)
  - NE Quadrant (this year)
    - Next year: Front Street improvements planned; plan to install parking and sidewalk improvements with upgraded amenities (benches, picnic seating).
    - Site undeveloped on north side of street.
    - Eliminate truck parking as much as possible on north side of 84; desire to eliminate right in and right out; get rid of open lot and make private to mitigate truck parking; C&D, Chevron & Sinclair impacted.
  - NW Quadrant – not sure where this fits in timeline; discouraged truck parking on North side of 84 to avoid right in, right out.
- Improved wayfinding signage to better direct visitors to restaurants and services at all locations.
- Challenges: Careful coordination needed to manage truck traffic and circulation.

Park Blocks (BPA Corridor Parks)

- City desires ownership or management authority of all lands from Laurel Lane to Paul Smith Road;
- Planned Street Improvements / Other Development
  - Oregon Trail Blvd. already extends from Main Street to Bailey Park; plans are to extend from Laurel Lane to at least Faler and possibly to Paul Smith Road. Expansion east to Miller Road appears feasible with planned development, then work with land owner (Allen) to get from Miller to Laurel.
  - Craig Street Extension just north side of BPA power lines and south of Car Wash (Main west); Pond Area connection planned/desired across
  - Parking lot and striping
  - Amazon potentially funding the development of an RV Park;
  - Chaparral Development – question if moving forward; intent is to dedicate land under BPA to City come; access development using Kinkade to Chaparral (65 lots with single family lots; similar to Tuscany/river ridge.

- New Dog Park (relocated) – To be located just east of First Street, under the BPA line.
- Green + natural area with nature trails
- Relocate Splash pad restrooms to be relocated to Park Blocks site near new dog park.
- Heritage Trail connection: Long-term vision for trail realignment from Irrigon, down Main, then west under BPA lines all the way out to Town Road (will have to work with private property ownership and circles)

River Ridge Subdivision Parks (Parks 1, 2, and future 3/4)

- Current condition:
    - Parks 1 and 2 have grass, irrigation, and perimeter sidewalks installed.
    - Getting ready to begin phase 6; City needs to engage with developer about park
- Crosswalks needed to improve pedestrian access between park sites.
- Park #1 on River Ridge:
    - Install play structures and toddler play areas.
    - Add picnic tables with shade structures, basketball court, benches, dog waste receptacles, and drinking fountain.
    - Build meandering internal sidewalks through park.
    - Add fencing along River Ridge if toddler play is installed (River Ridge Park #1); two rail ranch fence, full vinyl, full wood; asked developer to put in additional fence
    - Suggested the name "Olsen Park" for one of the parks
- River Ridge Park #2:
    - Manage site, add a couple of trees and benches until budget allows more
    - Bench, dog waste, sidewalk through park, shaded picnic table, open green space (5-10)
- River Ridge #3/4 (Future)
    - To be located about a block off of Kunze at south side of development
    - Potential to combining future Parks 3 and 4 into one larger park
    - Need in community for areas for seniors
    - Discussion of restroom and costs (150K)
    - Will likely be developed as a larger neighborhood or small community park, possibly with a restroom, depending on growth and need.
    - Prioritization will be dictated by development. May develop this site before #2 if this makes sense and there is a need to balance park space in the community.

Hillview Park

- Concept is for a multi-sport complex
- The conversation about housing is from both the city and community; controversy over use for housing from PAC members, with the comment: "City should invest in its people" and protect parkland.
- Design and public engagement process needed to determine facility mix and layout.
    - Is it a baseball complex, soccer complex or soccer/baseball complex?
    - Is there a housing component?
    - Precedents discussed was of Kennewick, WA, though site is much larger. Mentioned "Canal" as a smaller example, Southridge Sports and Events Complex and Funland

    - Suggested layout of four diamonds with concessions in middle with soccer fields on edge; there is an area that is wet, could accommodate walking trails
    - It could also include walking trails, play structure, picnic areas, and potentially a splash pad.
- Site constraints include wet area

City Park

- Priorities:
    - Shift park focus to youth and family amenities (ages 0–10).
    - Is this an opportunity for Boardman's version of Funland?
- Proposed improvements:
    - New splash pad (to replace the existing one).
    - Toddler play structure.
    - Public art (murals on basketball courts).
    - Story walk panels along internal trails.
    - Address significant ADA accessibility upgrades throughout the park.
    - Need to update restrooms

Conclusion

- PAC members inquired whether there would be additional opportunities for similar in-depth discussions. Staff and the consultant team clarified that one final PAC meeting is planned to review the Draft Parks Master Plan, and that the next and final opportunity for broader public input will take place at the upcoming Community Meeting scheduled for Tuesday, May 13.
- It was noted that this date overlaps with the City's budgeting meeting and Urban Renewal (7–9 PM). To accommodate this conflict, the public meeting will be held before (tentative time: 5-7 PM).
- A request was made for a flyer to promote the public meeting to be distributed at the Elementary School concert on Thursday, April 17. Staff will aim to provide this promotional material in time for the event.

Next Steps

- Consultant team to revise Goals and Objectives based on PAC feedback.
- Prepare for community feedback on project prioritization at the next and final community meeting.

Attachments

- Goals & Objectives presentation board
- Scanned Project List with PAC and Staff Annotations

Boardman Park Plan 2035

SUMMARY

Public Advisory Committee Meeting #4

DATE: June 25, 2025
TIME: 5:00 – 7:00 PM
LOCATION: Boardman City Hall | 200 City Center Dr, Boardman, Oregon, 97818
VIRTUAL RECORDING LINK: https://youtu.be/gVVLlTfopHk?si=-DsdLzD3jGpG55LC

ATTENDEES

Public Advisory Committee: Norma Ayala (BPRD Board Member), George Shimer (Boardman Parks and Rec District CEO), Carla McLane (Boardman Planning Official), Jessica Calderon (Morrow County Public Health), Michael Connell (Boardman Planning Commission), Torrie Griggs (Chamber of Commerce), Stephanie Case (Boardman Principal Planner)

Consultant Team: Jessel Champoux (Shapiro Didway)

MEETING OVERVIEW

The meeting opened with a brief welcome and project update. Key objectives were to finalize recommendations from the Park Naming Competition, provide feedback on draft systemwide recommendations, and review/prioritize select site-specific capital improvement projects (ZuZu Park, Hillview Park, OPI Field, City Hall Park, and the Recreation Center).

DISCUSSION

Park Naming Competition Results

A total of 44 name submissions were received over a three-week survey period. The Public Advisory Committee (PAC) reviewed all entries based on the competition's stated themes—local history, natural environment, community spirit, and indigenous or multicultural influences—as well as rules such as: no names of living individuals, ease of pronunciation, originality, respectful tone, and no close resemblance to existing park, street, or public space names in the region. The PAC aimed to advance two or three names per park to City Council for final decision-making; however, in some instances, a single name was selected by consensus due to strong agreement among committee members.

The following names were recommended by the PAC for City Council consideration:

City Hall Park

- Tatone Park
  Named for nearby Tatone Street and the Tatone family, who were instrumental in shaping the community in the 1960s–70s. The name is locally meaningful and widely recognized.

Hillview Park (Sports Complex)

- Parque Cultural (revised from *Parque Puente Cultural*)
  PAC members supported the name based on its explanation—meant to reflect the connection

and mutual respect we should have for all cultures, and the value of respect taught through sports. The original name was simplified for clarity and ease of use.

- Ryan Neil Memorial Parque Cultural
  *This name blends two suggested names—*Ryan Neil Memorial Park *(initially recommended for the Park Blocks) and* Parque Cultural *(see above). Ryan Neil was a Boardman native recognized for his contributions to youth sports and scholarships. The name was considered fitting, as the site is planned as a future sports complex. PAC members also noted that the site could be master planned to incorporate cultural elements alongside athletic facilities.*

  Some PAC members expressed concern about naming a park after an individual who is already widely recognized through other local initiatives—such as the Ryan Neil Memorial Golf Tournament and Neil Learning Center—and noted that many other long-serving community members have not been similarly recognized.

- Hillview Park
  Retains the existing subdivision name and was supported by some PAC members as a straightforward, recognizable option.

Park Blocks (BPA Easement Corridor)

- Heritage Park Blocks
  The name reflects and reinforces the planned alignment of the Morrow County Heritage Trail, which is set to run directly through the corridor west of Main Street—routing the Heritage Trail through the Heritage Park Blocks by both name and route. There is also potential to extend the trail east toward Laurel Lane, under the highway, through the Port, and loop back, creating a continuous pedestrian loop. The name reflects the community's desire to celebrate local history through interpretive features and supports a cohesive master plan vision. Each block could serve as a distinct element within a unified heritage corridor.

River Ridge Subdivision Parks (3 or 4 total)

- Blayden Park
  Honors a community-nominated individual (deceased) recognized as the first permanent settler in Boardman in 1915, following Samuel Boardman's original homesteading of the land in 1903. Suggested for use if interpretive context can be provided, as some community members may not be familiar with the name's significance.

- Parque Los Niños (modified from Parque de Los Niños)
  Originally submitted in Spanish, this name—meaning "Children's Park"—was revised to a simplified bilingual form. It was favored for one of the River Ridge neighborhood parks and reflects the community's desire for a park geared toward children.

- Pájaro Azúl Park
  Means "Bluebird Park" in Spanish. The name aligns with the bird-themed street names in the neighborhood and was appreciated for contributing Spanish-language representation.

- Meadowlark Park
  Named after Oregon's state bird, this name was supported for its local symbolism—especially given the bird-themed street names in the neighborhood—though some felt it was a little wordy.

Overview of Dismissed Names

As part of the naming competition review, the PAC carefully evaluated all 44 name submissions received from the community. Several names were respectfully removed from consideration due to one or more of the following reasons:

- **Referenced living individuals**, which is not allowed per competition guidelines (e.g., Karen Pettigrew, Pam and Lee Docken, Cartman, and Windsor-Laurent).
- **Duplicated or closely resembled existing park, street, or public space names in Boardman or surrounding areas, which could cause confusion. For example:**
  - *"Sam Boardman"* is already the name of an elementary school and widely used throughout the region, including at state parks.
  - "Unity Meadows" was considered too like **Unity Loop**, a street within a manufactured home park in development that will include its own internal playground.
  - "Quetzal Park" was noted as too similar to **Quesnel Park**, a federal recreation site in the nearby Three Mile area.
  - Wagon Wheel is a subdivision name already in use in Irrigon and could cause confusion if used for a park.
  - "Harvest View Park" shares a name with Harvest Foods, a local grocery
- **Lacked originality or distinctiveness,** with names like *Central Park* or *Morrow Park* dismissed for being too common and widely used elsewhere, without a specific tie to Boardman.
- **Contained informal or unserious tone**, not aligned with the intent of the competition (e.g., "Parky McParkface").
- **Did not fit the intended themes or park contexts**, such as names implying waterfront access for inland parks (e.g., "Beaver Landing," "Eagle Landing Meadows").
- **Creative names with thematic appeal**—such as *Boardman Sprout Park*, *Little Columbia Playland*, *Riverbend Romp*, *Happy Trails Park*, and *Kiddie Cove*—were appreciated for their playfulness and imagination. While not advanced as full park names, the PAC noted that many of these could be excellent names for features within larger parks, such as splash pads, trails, or play areas. These types of names may be reconsidered during site master planning, provided they do not conflict with potential fundraising opportunities. The City and District may wish to reserve naming rights for key amenities or facilities as a strategy to attract corporate or foundation sponsorships.
- **Names with limited relevance to local context** were also set aside. For example, *Wayiilet Winds Park* was dismissed based on comments that the community does not have a strong Native cultural presence.

Systemwide Recommendations (Review Only)

The PAC was presented with 13 major systemwide planning themes that emerged from community input, site analysis, and agency coordination. Committee members were asked to reflect on whether these themes reflected community needs and priorities. There was general consensus that the topics were comprehensive and aligned with the feedback received throughout the planning process. Members were encouraged to review the full text in the meeting packet and provide any additional comments by email. A summary of the systemwide themes is provided below:

1. **Trail Master Plan** - Advance a long-term vision for a cohesive trail system with a looped, long-distance route, east-west and a second underpass under the highway.

2. Wayfinding and Signage System - Create a consistent, user-friendly signage network; work with BCDA and chamber to use the signage foundation established already.
3. Public Art and Cultural Identity Master Plan - Celebrate local culture and identity through accessible, inclusive public art. PAC was encouraged to read callout box and see ways to elevate Boardmans history, culture and connection to nature.
4. Sports and Active Recreation Facilities - Improve field conditions and expand recreation amenities to meet growing demand. PAC comments recommended splitting into two parts:
    - Hillview Park as a Dedicated Sports Complex - PAC members identified Hillview Park as the primary location for a future sports complex. Planning and investment at this site should prioritize long-term field improvements, multi-sport use, and public access.
    - Distributed Sports Opportunities Across Town – Beyond Hillview, community feedback emphasized the need for maintenance of existing sport fields and additional sports fields—especially soccer and baseball—throughout the city. Public comment stated that OPI fields are the only site currently meeting quality standards for adult league use. Once the Front Street field is lost, a major shortfall in soccer fields is expected.
        - The City is exploring ways to expedite development of a new soccer field on the Catholic church property on Front Street, including using fill material from a nearby road project. However, the field would be located on private property, raising concerns among PAC members about investing public funds into non-publicly owned land. While OPI has shown a strong commitment to maintaining the space, it is also privately owned. Both sites may be at risk of future sale, making the long-term viability of any improvements uncertain
        - PAC members recommended prioritizing sports field investments on park-dedicated public lands over the next 10 years to ensure lasting community benefit
5. Indoor Facilities and Recreation Access - Expand and improve access to year-round indoor recreation. For example, access to the Field House. REMOVE any reference to Oregon Potato, this site will be removed from master plan. Add a priority to identify a location for an indoor soccer/multi-use facility.
6. Campground and RV Park Expansion - Expand capacity to meet growing demand for tourism and workforce housing. This includes planned expansion along the waterfront and new RV Campground land acquisition (200 space capacity).
7. Parkland Acquisition and Equitable Distribution - Expand access by developing existing (park dedicated) sites such as maintained open greenspace and acquiring land where underserved; Several land acquisitions are in progress, including multiple lots of the Park Blocks.
8. Play Area Improvements - Safe, inclusive, and engaging play for all ages and abilities. More accessible surfacing, distribute age-appropriate play throughout the community (i.e. toddler play).
9. Park Furnishings and Site Amenities - Create a cohesive, comfortable, and inclusive experience through unified furnishings. Most parks have an eclectic mix of site furnishings, so a standard is needed.
10. Technology and Amenities for Events - Improve infrastructure to support community events and seasonal programming. For example, access to water and wifi.
11. Climate Resilience, Tree Planting, and Shade Infrastructure - Expand shade and cooling to support year-round comfort and sustainability.
12. Safety, Lighting & After-Hours Access - Enhance visibility, security, and evening access across the park system. This will accommodate early morning or late evening use.
13. ADA Upgrades and Inclusive Design - Advance accessibility and inclusion system-wide. For example, remove barriers to accessibility.
14. Maintenance - Add category with checklist for maintenance items.

Committee members expressed support for all 13 themes and agreed that they collectively addressed the core priorities heard throughout the process. A "maintenance" category was suggested as an addition. Carla, as the City representative noted the scope of work, further planning and funding needed to implement these ideas was significant, and urged a realistic approach.

To support implementation, the PAC recommended organizing the list into two categories:

- Capital Projects – improvements that require significant planning and investment (e.g., trail construction, RV park expansion, master planning efforts).
- Systemwide Guidelines or Checklists – criteria that should be applied during any park upgrade or new development (e.g., ADA improvements, signage consistency, inclusive furnishings and added maintenance).

SD will coordinate with the City to categorize each recommendation accordingly and develop a checklist to guide future planning and project implementation.

Recommendations – Site Specific

Prioritization of Hillview vs. Zuzu Park

The City currently has funds allocated for two park design and development efforts in the upcoming year. While funding is earmarked for Zuzu Park and City Park, strong community interest has also been expressed in prioritizing Hillview Park. The PAC was asked to provide input on which project—Hillview or Zuzu—should be prioritized.

- Overview of Planning Context:
    - Hillview Park: No improvements are currently planned within the next 10 years. The primary focus would be initiating master planning and bringing infrastructure to the site. It was noted that a previous ORPD grant was awarded for a sports complex at the waterfront. PAC members agreed that starting the design process could help catalyze new funding opportunities, including a strong community-led grant application.
    - Zuzu Park: Improvements could include fencing, lighting, parking, play areas, sand volleyball, and site furnishings. Many of these features could be implemented internally by the City's public works crew, given the existing budget capacity for minor upgrades.
- PAC Discussion and Priorities:
    - Hillview Park: There was clear consensus that Hillview Park should be the top priority. Members noted it would serve broader community needs and could fill the identified gap in sports field access, particularly for soccer. In contrast, Zuzu Park was viewed as a neighborhood-serving park for the Anderson and Bailey Park area.
    - City Park: PAC members supported the City's intent to prioritize City Park, which includes relocating the splash pad and improving central amenities.
    - Zuzu Park: While not selected as the top priority for design, PAC members supported incremental improvements at Zuzu through smaller-scale City-led efforts. Recommended improvements included: parking, lighting, security fencing, picnic tables (not covered), benches, dog waste stations, trash receptacles, a play structure, and volleyball (sand or grass TBD).

      Note: BBQs were discussed but not recommended for inclusion. Members felt they were

unnecessary for this site since residents often bring their own grills to parks like City Park. While BBQs are well-used at larger gathering places (e.g., Day Use Park or McNary Beach), they were not viewed as a priority for ZuZu.

New information

- **Recreation Center** – updates no longer relevant; ideas of pickleball courts, fill along eastern edge and land acquisition to west to be removed from master plan document.
- **OPI Fields** – parking and indoor complex concepts are no longer part of the master plan for this site. This site should be removed completely form the master plan document. The community expressed desire for a multipurpose indoor soccer facility should remain a general plan priority rather than be designated at the OPI fields. A separate location should be identified to meet this need. Hillview Park was mentioned as a possible site, but concerns were raised about limited space—especially given the need to separate softball and baseball areas (cannot cross use) and accommodate soccer fields sized for different age groups.
- **City Hall Park** – The existing basketball court will be relocated to accommodate a planned Police Department expansion. The limits of City Hall Park will extend along the south side of the Field House building. The City is in the process of acquiring two of the three adjacent properties to the west of City Hall, creating potential for future park expansion; however, this area will not be included in the current master plan.

Other PAC Questions

- The PAC was asked if they had any questions about CIP projects in packets, no questions were asked.

Next Steps

- The City will advance the recommended park names to the City Council for final selection.
- A fifth PAC meeting will be scheduled for **Thursday, September 4, 2025 at 5:30** (90 minute duration), to review the full draft master plan document and gather final feedback. Draft to be shared with PAC members a week or two before the meeting.

Attachments

- Sign in Sheet
- Meeting Presentation
- Meeting Agenda
- Meeting Packet

Boardman Park Plan 2035

SUMMARY

Public Advisory Committee Meeting #5

DATE: September 25, 2025
TIME: 5:30 – 7:30 PM
LOCATION: Boardman City Hall | 200 City Center Dr, Boardman, Oregon, 97818
VIRTUAL RECORDING LINK: https://youtu.be/nE0lYo9-81E

ATTENDEES

Public Advisory Committee: Norma Ayala (former BPRD Board Member), George Shimer (Boardman Parks and Rec District CEO), Carla McLane (Boardman Planning Official), Stephanie Case (Boardman Principal Planner), Ethan Salata (Boardman City Council), Taylor Wightman (Citizen), and Brandon Hammond (City Manager).

Consultant Team: Jessel Champoux (Shapiro Didway), Bonnie Yosick (ECOnorthwest)

MEETING OVERVIEW

The fifth Parks Advisory Committee (PAC) meeting centered on two main tasks: revisiting park naming recommendations and providing feedback on the Draft Master Plan. The meeting began with a project status update and review of the agenda. During the first portion, the committee revisited names advanced through the community naming competition, along with City Council's request for additional PAC review, and discussed options for City Hall Park, Hillview Park, the Park Blocks, and River Ridge subdivision parks.

The second portion of the meeting began with an open invitation for committee members to share comments or input on the draft plan. The group then worked through consultant-led topics requiring PAC direction, including photo and image needs, **new site-specific recommendations not previously reviewed by the committee**, park classification, equity and service gaps, and draft policy strategies. Input gathered during the meeting will be used to refine the plan for delivery to the Planning Commission, followed by City Council review. Revised park naming recommendations will also be forwarded to City Council for consideration at their next meeting.

DISCUSSION

Park Naming Discussion

The committee revisited park naming recommendations in response to City Council's request for further PAC input. Council had provided feedback on several options and asked the PAC to refine recommendations and provide additional direction.

- **City Hall Park:** The PAC confirmed that *Tatone Park* should be forwarded to City Council as the recommended name.
- **Hillview Park:** Council feedback indicated they were comfortable retaining *Hillview Park* (with "Sports Complex" omitted to avoid premature commitments). The PAC revisited alternatives and confirmed

that use of "Ryan Neal" was not preferred by either Council or PAC. While Hillview Park aligns with the subdivision name, it was not strongly favored by the PAC. Instead, the committee unanimously recommended forwarding *Sunset Park* for Council consideration, citing the site's prominent sunset views and the presence of a sunset in the City's logo as strong connections to community identity.

- **Park Blocks (BPA Easement Corridor):** Council expressed that "Heritage Park Blocks" was not a preferred choice. The PAC discussed how Main Street serves as a natural east–west divider for the linear park system and recommended selecting two names to reflect this distinction. After reviewing community submissions again, the PAC recommended *Power Trail Park* (east) and *Parque Cultural* (west). Members initially hesitated to recommend Parque Cultural due to concerns about easement limitations, but it was clarified that interpretive signage, site furnishings, and other features can be incorporated. The connection to the County Heritage Trail and the potential for additional City acquisitions adjacent to the corridor further strengthened support for this name.
- **River Ridge Subdivision Parks:** Council requested that names be ranked and assigned to specific park sites where possible. The PAC favored bird-related names that align with subdivision street names, while also recommending *Parque Los Niños* for the park intended to serve younger children. The following assignments were agreed upon:
    - *River Ridge Park 1 (River Ridge Drive):* **Parque Los Niños**
    - *River Ridge Park 2 (Goldfinch Drive):* **Meadowlark Park**
    - *River Ridge Park 3 (Future):* **Pájaro Azul**

These revised recommendations will be forwarded to City Council for consideration at their October meeting.

Draft Park Master Plan Review

The second portion of the meeting began with a consultant-led overview of each chapter in the Draft Master Plan. This walkthrough highlighted the plan's structure and key content areas:

- **Chapter 1–2:** Introduction and planning foundation; community profile of who lives, works, and visits Boardman.
- **Chapter 3–4:** Inventory of City and District assets; park classification framework; overview of other public, private, and regional recreation providers.
- **Chapter 5–6:** Community needs assessment; survey results; vision, core values, goals, and objectives.
- **Chapter 7–8:** System-wide and site-specific recommendations, including trails, signage, cultural identity, and project checklists.
- **Chapter 9–11:** Implementation strategies, operations and maintenance, and draft planning policies.

Following this overview, committee members were invited to share initial comments on the plan, then worked through consultant-led topics requiring PAC input.

Key discussion highlights included the following.

Photo and Image Needs

The plan requires higher-resolution photos and drone imagery to better illustrate existing conditions and community use. Specific requests included: precedent photos, park maintenance (e.g., cleanup day), local murals and art, parks in use (e.g. playgrounds, splash pads), sports activity, programmed activity, River Trail

use, sunset views, and some existing facilities (e.g. Sage Center playground, Marker 40, Multifamily housing open space, highway overpass, railroad)

Park Classification
The PAC reviewed the draft park classification framework and discussed whether certain sites were appropriately categorized. The discussion focused on two related questions: (1) whether to continue with the model of small subdivision parks, such as those in River Ridge and Tuscany (classified as pocket parks), or to move toward fewer, larger neighborhood-scale parks; and (2) how to distinguish between neighborhood and community parks using City Hall Park and City Park as examples.

It was presented that River Ridge and Tuscany subdivision parks are very small (0.4–0.7 acres each) and function only as pocket parks with limited amenities for homes in the immediate vicinity. In contrast, ZuZu Park, just over 1 acre, was presented as a more viable candidate for a neighborhood park, particularly as adjacent development could allow it to expand and support additional amenities.

The committee confirmed that larger neighborhood-scale parks are more desirable than pocket parks, as these serve more of a purpose and are easier to maintain then multiple smaller parks.

The discussion then turned to City Hall Park (Tatone Park), which has been reduced to just over 1 acre due to land reserved for future Police Department expansion. This limits its ability to function as a true community park when compared with City Park, which is over 4 acres and provides a full range of community-serving amenities.

The basketball court is planned for relocation, and the PAC discussed possible sites. Options included the flat area adjacent to the Field House (outside the park boundary) and greenspace near the road frontage. Some members favored the road frontage site because it is visible and accessible, while others preferred to keep the area open for pet use.

The group also discussed features that would strengthen City Hall Park's role as a community park. Suggested additions included shaded seating areas, benches around the existing tree, and activity features such as a large chess or checkerboard, a permanent table with chairs, or ping pong tables (as seen at Pioneer Park in Walla Walla).

Recommendation: The PAC emphasized that the Master Plan should recommend expansion of City Hall Park as adjacent development occurs so it can grow beyond its current size and more fully meet community-scale needs.

Existing Facility Use, Programs and Events
The PAC also provided input on how existing facilities and programs are currently being used across the system. Comments included:

- **School Gym:** Hosts activities such as mini cheer programs.
- **Outdoor Fields:** Used for youth soccer camps.
- **Jiu-Jitsu:** Noted as another program making use of local facilities.

- **Golf Course:** Hosts golf tournaments, which are coordinated in part with the Chamber and contribute to the broader system of recreation opportunities.
- **Riverside High School:** Outdoor field used for soccer

The District will review these items and provide further comments following the meeting to ensure all ongoing uses and programs are accurately reflected in the Master Plan.

Park Supply

The PAC reviewed the current and projected supply of parkland compared to level-of-service benchmarks. Boardman maintains 112.0 acres of developed, publicly owned parkland, which equates to **16.3 acres per 1,000 residents when measured against the weighted service population of 6,890, and 19.5 acres per 1,000 residents based on the 2024 residential population of 5,749**. Both figures fall within NRPA's benchmark range for peer communities under 20,000 residents (12.9–22.0 acres per 1,000 residents), indicating that Boardman currently has a good overall supply of parkland. Projections also show that the system can continue to meet benchmarks through 2035, provided that planned acquisitions and dedications are secured.

In addition to meeting acreage standards, Boardman offers a diverse range of park assets not typically seen among peer communities of this size, including splash pad, Rec Center, Disc Golf, dog park, and fitness circuit.

System Gaps

The committee reviewed identified system gaps in amenities, park quality, and access (¼- and ½-mile walk radius) across the park system. Discussion highlighted unmet needs in facilities such as soccer fields (4 needed), inclusive and toddler play areas, shaded gathering spaces, camping capacity, accessibility, youth recreation, and restroom quality.

Mapping also showed that geographic gaps overlap with some of the densest neighborhoods in Boardman, including areas with RV parks, mobile home parks, and multifamily housing. Additional neighborhood- or community-scale parks are needed now and to serve future growth.

- **Northeast Boardman:** Although much of the land is industrial, it also contains significant multifamily housing, underscoring the need for improved park access.
- **South Boardman:** A large service gap exists, though much of the affected area lies outside current city limits. While the City can only build parks within its boundaries, this gap highlights the importance of planning for future parkland acquisitions as the city grows.

New Recommendations

The PAC also reviewed new recommendations to address identified service gaps and strengthen the overall park system. Consultant-led discussion introduced proposals not previously seen by the committee, and PAC feedback was recorded for refinement in the next draft.

- **Park Blocks Corridor:** Advance the vision of a continuous linear park and trail system by securing minimum 30' easement between Skoubo and Laurel Lane. Relocated dog park is listed as "existing" in park plan given its imminent installation. The PAC also discussed the strategy of acquiring adjacent lands to allow for additional amenities and noted that the City is pursuing park dedications with subdivision development, including parcels at Chaparrel and Bailey Park.

- **Northeast Boardman:** Dedicate at least one acre of newly acquired City parcels for a neighborhood park. This will help offset the future loss of nearby facilities (soccer field, skate park, and splash pad) and provide park access in an area with growing multifamily housing. In addition to this near-term action, a future community-serving park in Northeast Boardman is needed to meet long-term demand.
- **River Ridge Parks #3 and #4 (South Boardman):** Negotiate consolidation into a single 0.75–1 acre neighborhood park with improved amenities. While this would address immediate neighborhood needs in South Boardman, a true community-scale park will still be required in the long term as the area develops.

Future Amenities Requiring Siting

The PAC reviewed facilities identified through public input and technical analysis that do not yet have designated locations. These include:

- Bike Skills Park
- Pump Track
- Skate Park (replacement)
- Pickleball Courts
- Soccer Fields – To meet median benchmarks, at least two fields are needed in the near term, with expansion to four fields within the next ten years to support league and tournament play. Potential location is Hillview Park.
- Diamond Fields (Softball/Baseball) – While current benchmarks are met, two additional fields will be needed by 2035 to accommodate demand. Potential location is Hillview Park.

System Overview

The PAC reviewed anticipated City and District system growth through the horizon year of 2035. Planned acquisitions, dedications, and capital projects will expand both the scale and diversity of facilities.

<u>City of Boardman</u>

- Parkland is projected to increase fivefold by 2035.
- Confirmed growth includes +2 diamond fields and +2 soccer fields at Sunset Park (Hillview Park).
- Planned investments also include:
    - New neighborhood parks in growth areas.
    - Upgraded play areas (inclusive and toddler-focused).
    - Relocated and expanded basketball courts.
    - New bike skills park.
    - Expanded pathways and trail connections.
- This projection **excludes** pending dedications and acquisitions at Chaparrel Park, Bailey Park, Tuscany Park, Northeast Boardman Park, and River Ridge #3.
- skate park replacement, and long-term improvements to the recreation center.

<u>Boardman Park and Recreation District</u>

- Plan calls to triple camping zones and grow overall campground capacity.
- Additions include a dog park, pump track, and skate park replacement.
- Planned expansion of the Recreation Center.
- New boat storage building, accessible boat launch, and accessible fishing pier.

- Reconfiguration of the dock system to improve usability and safety.

2035 Outlook
The PAC reviewed projections for system growth through 2035, including confirmed improvements by both the City and the District. By that time, Boardman is expected to maintain a **healthy parkland ratio within NRPA benchmarks**, with **17.1 acres per 1,000 residents (2035 population = 9,039)** and **14.8 acres per 1,000 residents (2035 weighted service population = 10,450)**.

Growth will be driven by the City's planned fivefold increase in parkland, new neighborhood parks, expanded sports facilities, and improved play distribution, alongside the District's campground expansion, recreation center upgrades, and new waterfront amenities. A map showing improved park access was shared with the committee, illustrating how new sites (e.g., River Ridge and Hillview) will reduce service gaps and expand coverage, particularly south of I-84.

While these gains represent important successes, the PAC also acknowledged that several **deficiencies will persist into the next decade**. Even with new development, the trail system will remain at the low end of benchmark standards, and soccer fields will continue to be the most significant unmet need. Diamond fields are projected to fall below benchmark ratios, requiring modernization and additional fields over time. Indoor recreation space will also remain constrained, with current scheduling conflicts demonstrating the need for more flexible multi-use facilities.

Other gaps include the absence of tennis courts, limited camping capacity despite planned expansions, and the need for more youth-oriented spaces. Equity concerns also remain, particularly in South and Northeast Boardman, where mobile home and multifamily neighborhoods will continue to face limited walkable access without new community-serving parks. The PAC confirmed that land acquisition in these areas should remain a priority for long-term service equity.

Staffing
Skipped over and deferred as a follow up item with the District.

Policy Strategies (Chapter 11)
The PAC's policy discussion centered on **parkland supply** and how new acquisitions and designs can better reflect community needs. Members emphasized the importance of looking at what is most used in existing parks and ensuring those elements are incorporated into future sites — a point the group agreed should be added to the planning checklist in the Master Plan.

At the same time, members noted that use patterns often reflect what is available rather than true preference. To foster greater diversity in recreation, the City will need to ensure that new parks provide a broader range of opportunities, supporting both youth progression in sports and inclusive, multi-generational amenities.

Next Steps

The consultant team will incorporate PAC feedback into the next draft of the Master Plan, refining recommendations, classifications, and policy strategies. The following milestones were highlighted:

- **Planning Commission:** The revised draft will be presented for review at the November 20th meeting (public hearing); Draft PMP + Appendices due October 15th for DLCD Department of land conservation and development; planning commission meeting 11/10-13th. Includes a staff report from Carla + draft PMP.
- **City Council Adoption:** Targeted public hearing in January for adoption.
- **Possible Joint City–District Meeting:** The PAC emphasized the importance of the City and District adopting the plan concurrently. A joint meeting in January was proposed to support this coordination, as the District does not meet in December and its next meetings are scheduled for the end of November and January. If not feasible, both boards will adopt separately in January.
- **Comprehensive Plan Alignment:** The Parks Master Plan will also inform Goal 8 (Recreational Needs) in the City's Comprehensive Plan update.
- **Follow-Up Items:** Staffing analysis and facility siting details will be coordinated with the Boardman Park and Recreation District and City outside of the PAC process.

Attachments

- Sign in Sheet
- Meeting Presentation
- Meeting Agenda
- PMP Park Naming Memo 9.25.25

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Pool & Recreation Center

DATE: January 29, 2025
TIME: 4:00 PM – 5:15 PM
LOCATION: Boardman Pool & Recreation Center
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

We visited the Boardman Pool & Recreation Center and Marina Day Use Park and informally engaged with staff and facility/park users. At the Recreation Center, discussions were held with seven staff members and 12 facility users, including basketball players, two Pendleton Swim Team coaches, three pool users, and two other community members. Additional conversations occurred with three families using Marina Park. Participants provided feedback on facility needs, park programming, and trail connectivity while also being encouraged to participate in the community survey.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway) and Noelia Ruiz (Bridging Languages)

DISCUSSION

Recreation Center Facility & Use

- Basketball players who use the gym after work mentioned that when youth basketball teams have practice, the court is closed to the public, limiting access.
- Basketball players mentioned the need for better hoops, as foam is coming off the current ones.
- Weight room users requested additional workout machines to expand capacity.
- Gym users noted a shortage of fitness equipment, including workout machines and weights, resulting in long wait times during peak hours.
- The gym space is not large enough to accommodate evening demand.
- Several people requested the addition of a sauna at the facility.
- Pool users suggested adding a diving area, making part of the pool deeper and adding more lanes.

Potential Use & Programming

- Interest in more family-friendly events and activities, including:
    - "Kids in the Park" events.
    - Scavenger hunts for children and families.
    - Concerts and movies in the park.
    - "Fantastic Kids" programming.
    - Fourth of July Festival with food trucks.

- Two Pendleton Swim Team coaches expressed interest in using the pool for competitions and suggested adding more lanes to accommodate events.

Trails & Pedestrian Connections Feedback

- More trails are needed for running, and surface type (soft or hard) was not a major concern for users.
- BMX and bike trails are not a high priority, but some participants like the idea of jumps and features for riders.

Marina Park Feedback

- Marina Park is a popular destination for families, with users enjoying the space with their children and dogs.
- Love the park for its natural setting and accessibility, making it a great spot for recreation.
- Walking trail along the river is appreciated, but tree roots have made the surface uneven, creating challenges for walkers and runners.
- Lighting along the trail is needed, both for safety and to create a scenic nighttime reflection off the water.
- Add a carousel

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Riverside High School

DATE: January 29, 2025
TIME: 2:30 PM – 4:30 PM
LOCATION: Riverside High School Library & Lobby
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

Library Session: 12 students participated in a 30-minute discussion, which included a brief introduction, followed by students gathering at two tables to review inspiration imagery, park system maps, and aerial views of existing parks. Students provided verbal and written feedback. See signin sheet for participating students.

Dismissal Engagement: Additional feedback was gathered from 12 students, one teacher, and Principal John Christy during student dismissal. Survey promotional were posted to the school information board located in the lobby.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Noelia Ruiz (Bridging Languages), Brandon Hammonds (City of Boardman), and George Shrimer (Boardman Parks & Recreation District).

DISCUSSION

Current Park Use & General Feedback

- Better lighting is needed in parks.
- Parks need water fountains that work.
- Grass quality of sports fields should be improved—current fields have uneven surfaces, weeds, rocks and hard dirt.
- Goatheads, also referred to by students as "pockie weed" is a pervasive weed and a nuisance.
- Students dislike mosquitoes and bugs.
- More shade is needed, as many areas are exposed.
- Pavilions fill with leaves and get dirty and require more frequent maintenance.
- Better and more seating is needed, including picnic tables and benches.
- Play areas should have more play variety and more engaging equipment, such as disc swings and thematic play structures (e.g., students liked Funland's castle theme but noted it is now rundown).
- Need more play options for little kids.
- More swings should be added to parks.

- Better public restrooms are needed and should be well-maintained—students noted that restroom conditions are unpredictable.
- Interest in adding mural art, with public restrooms suggested as a potential location.
- More shelters needed, such as gazebo-style structures with roofs but no walls so debris is not collected.
- Misting stations would provide relief during hot weather.
- More trees needed throughout parks to increase shade and improve the landscape.
- Interest in adding a tennis court.

Potential Use & Programming

- Cross Country team does not have home meets due to a lack of long-distance trails—interest in 10-20 mile trails for running and biking.
- More youth programs and activities should be offered by Parks & Recreation.

Waterfront Park Feedback

Marina Park

- Pavement is uneven and needs resurfacing—tree roots have caused bumps and cracks.
- Walking trails should have picnic tables along them.
- Marina baseball fields need upgrades, as students said they "suck." Concerns included uneven areas, weeds, hard dirt.
- Volleyball and basketball courts need “to be fixed.”.
- Outdoor workout machines are not used and should be removed.
- More swings and better play equipment are needed.
- Interest in a dog park at Marina Park.
- Need better access to fishing areas.

Sailboard Beach

- Students like the quiet, natural setting and want it to remain that way.
- Paved access to the water would improve accessibility.

Marker 40

- Interest in adding a volleyball court.

Special Use Facilities

Sports Complex

- A multi-field sports complex is needed to allow for more teams to practice and play without waiting for school fields to be available.
- Grass on sports fields should be leveled for better playability.

Splash Pad

- Support for relocating to Marina Park as its current location is "in the middle of the road." The splash pad should be improved with relocation.
- A second splash pad is unnecessary, as one is sufficient.

OPI Fields

- Need cleanup and seating for spectators.

Skate Park

- Most students feel the skate park is not widely used and not a local youth hobby so relocating it is unnecessary.

Indoor Facilities

- Field House is currently used for police training and baseball.
- Interest in an indoor track.
- Indoor soccer is popular, though students currently play at the elementary school.

Trails & Pedestrian Connections

- Mile markers should be added to trails for better tracking of distances.
- Cross Country team does not have home meets due to a lack of long-distance trails—interest in 10-20 mile trails for running and biking.
- A safe pedestrian crossing is needed on the west side of town.

Student Engagement & Competitions

During the discussion, students were asked if they would be interested in participating in a competition. Three options were presented:

1. Park Design Challenge – Students would create their own park concepts, addressing themes such as sustainability, accessibility, or community engagement. They could apply these ideas to one or more parks in the city based on community needs.
2. Art Competition – Students would create original artworks celebrating cultural and community values. Winning pieces could be showcased in public spaces such as light pole banners, benches, trash bins, murals, event banners, or posters.
3. Park Naming Competition – Students would propose meaningful, creative names for new or existing city parks, incorporating local history, culture, environment, or community values.

Students expressed interest in participating in the Park Design Challenge and Park Naming Competition (options 1 and 3). For the park design competition, students felt that focusing on designing one park would be the best approach.

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Sam Boardman Elementary

DATE: January 29, 2025
TIME: 11:15 AM – 1:00 PM
LOCATION: Sam Boardman Elementary School Teachers Lounge
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

The meeting took place in the teachers' lounge during staff break times and lunch. Conversations were casual and informal, engaging teachers and staff while they ate and took breaks. The TSP planning team also attended and participated in discussions. Approximately 20 school staff members, including the principal, custodial staff, teachers, and educational assistants, provided input. Survey promotional flyers were posted to the school information board located in the lobby.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Noelia Ruiz (Bridging Languages), Brandon Hammonds (City of Boardman), (4) members of Transportation System Plan Consultant Team

DISCUSSION

General Feedback

Current Park Use & General Feedback

- Most participants frequent Marina Park and City Hall Park for recreation.
- Shade and weather protection are needed throughout Boardman.
- Existing play structures lack variety—children climb up, slide down, and lose interest. There is a desire for more engaging, creative, and educational play elements, like the new STEM-focused school playground that incorporates lifecycles (salmon, bee), sounds, and tactile features which is successful because it's tied into the curriculum.
- Parks need more trees, especially after the recent windstorm caused significant tree loss.
- Pavilions are frequently used for gatherings and parties.
- Sidewalk improvements are needed for safer pedestrian access to parks.

Potential Use & Programming

- Interest in student-led garbage cleanup activities as educational opportunities.
- A demonstration garden would provide hands-on learning and community engagement.
- The school takes walking field trips to the Library and City Hall Park—a splash pad at City Hall Park would be a valuable addition for field trips.

City Parks Feedback

City Park

- Needs a paved path.
- Needs shade during the hot summer months.
- Needs benches at soccer fields.
- Needs maintenance on a regular basis.
- Needs more trees.

City Hall Park

- A splash pad at City Hall Park would be within walking distance from the school and centrally located.

Waterfront Park Feedback

Marina Park

- Could benefit from an art/mural area to create a popular photo spot.
- Used for walking, walking dogs, biking, jogging, and basketball.
- Play structure needs upgrades to provide better play options.
- Maintenance issues—the park is often unclean, with dog feces being a recurring issue.
- Trail needs improvement and the current path is too short.
- Paths are narrow and uneven.
- The campground area is well-maintained, offers good shade, and attracts visitors. `
- The disc golf course needs more grassy areas; sagebrush makes it difficult to find lost discs.
- Waterfront parks need more picnic tables and pavilions, as they are always in use.
- Some participants previously enjoyed Marker 40, but new residential development has made it less desirable.

Special Use Facilities Feedback

Dog Park

- The current two enclosures are not enough, as some dogs do not get along.
- Participants want multiple enclosed areas, such as open fields, agility spaces, and walking paths (like Salem's dog park).
- More benches and spectator seating are needed.

Indoor Facilities

- Some participants travel from Hermiston to use the Rec Center pool because it is less crowded than other options.

Trails & Pedestrian Connections

Crossing Interstate 84

- The only safe crossing is at Main Street. The underpass at the port is unsafe for pedestrians due to heavy semi-truck traffic.
- Olsen Road is a better location for an over/underpass compared to Laurel, which lacks traffic control and is not safe for pedestrians.
- There was a plan to convert the Laurel intersection into a roundabout, but concerns remain about pedestrian safety.

Biking & Trail Needs

- Biking in Boardman is challenging due to unsafe roads and goathead thorns, which frequently cause flat tires.
- Some participants do not use parks regularly because there are limited biking and walking options.
- The Marina trail is too short (only 6 miles down and back)—there is strong interest in longer trails (10-20 miles) for walking and biking.

Sidewalks & Pedestrian Connections

- Lighting and sidewalks needed at Anderson
- People like flashing light at Wilson & Tatone
- Sidewalks leading to parks are not safe or well-connected.

Follow up & Next Steps

- Parent-Teacher Conferences in late March/early April present a good opportunity for outreach, such as a project information table.
- Interest in student engagement, including a "Design Your Own Park" activity.
- Follow-up Contacts
    - Lisa Connell (3rd Grade Teacher) – lisa.connell@morrowsd.org (send activity packet).
    - Jami Carbray (Principal) – jami.carbray@morrowsd.org.

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Boardman Foods

DATE: January 30, 2025
TIME: 11:00 AM – 12:00 PM
LOCATION: Boardman Foods
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

A meeting was held at Boardman Foods, where seven staff members participated in discussions about the Boardman Park Plan 2035. Three staff members joined via teams, and four participated in person. The meeting included a tour of the facility and a discussion in the conference room. Concept imagery and the overall park plan showing existing parks were shared, followed by an open discussion about park improvements and community needs.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Noelia Ruiz (Bridging Languages)

DISCUSSION

General Feedback

- Parks should promote gathering spaces for family and community events.
- Parks should include outdoor exercise opportunities, such as walking trails and outdoor fitness.
- Shade and shelter are needed throughout parks for comfort and usability.
- Introduce more public art, such as murals and decorative elements. Suggestions included:
    - Incorporate decorative and interactive elements at the new splash pad park to make it more visually engaging and entertaining.
    - Add murals to community spaces, such as the car wash or library, featuring designs that youth can connect with and will remember.
- Park maintenance concerns:
    - Restroom cleanliness needs improvement—lack of maintenance and supplies make them uncomfortable to use.
    - Pavilions need better upkeep, including removal of spider webs and debris.

Playground & Recreation Enhancements

- Outdoor Obstacle Challenge & Fitness concept image was seen as an "amazing idea", with interest in bar climbs, climbing nets, and other outdoor fitness components. Suggestion to present ideas at a future meeting.
- Interest in rock climbing but with caution about injury risks for small children.
- Positive response to outdoor games like ping-pong.

- Suggested adding volleyball courts to additional parks.

City Parks Feedback

City Park

- Needs BBQ areas
- Suggested location for splash pad relocation.

City Hall Park

- Splash pad relocation here would be okay, but concerns exist over lack of shelter.

Special Use Facilities Feedback

Skatepark

- Underutilized in its current location.
- If moved, it would take up significant space, and the Marina might be a better location than city parks.

Splash Pad

- Current location is important due to visibility to travelers.
- Suggested relocation options:
    - City Park
    - Marina Park
    - City Hall Park (though lack of shelter is a concern).
    - If moved, promotion via social media should be used to inform travelers and residents.
    - It is important to locate near other park amenities.

Dog Park

- Too hidden in its current location and lacks visibility.
- Suggested relocating the dog park to:
    - Near the Marina
    - Near new apartments
    - Closer to city center
    - Near the highway
    - When selecting location, first confirm who the primary user is and what their needs are (travelers vs. locals).

Waterfront Parks Feedback

Sailboard Beach

- Considered a great viewpoint and an alternative location when other areas are crowded.
- Need tables, benches, BBQ area
- Consider adding a restroom
- Liked the concept of improved water access with boulders along the shoreline and shallow water for children to play.

- Suggested adding a simple shelter with a bench for people exiting the water to rest and place their belongings without putting them on the sand.
- Boating activity is high in this area.

Marina Park

- Participants like to use the frisbee course, gazebo and occasional benches
- The sand volleyball court needs maintenance.
- Riverfront trail is well liked.
- The park needs more benches.
- The park needs more covered shelter.

Indoor Recreational Facilities Feedback

Indoor Recreational Needed/Desires

- Residents enjoy playing soccer during the summer but don't do anything during the winter, having indoor soccer fields would be nice.
- Need opportunity for indoor soccer and multi-use spaces, such as wall tennis or other flexible activities.
- Add an arcade facility near schools so kids have a place to go and hang out with each other.
- An indoor facility would help build community by drawing people together and keeping youth out of trouble.

Rec Center Gym

- The gym is always crowded, and the space is not large enough to accommodate demand.
- Not enough exercise equipment or weights—requests for more stair masters.
- Expansion of the facility is needed.
- Gym space is shared between volleyball and basketball, which creates discomfort and scheduling challenges.

Field House

- Could this be used for multiple sports year-round?
- Could a gym component be added?
- Could this be used for indoor soccer?

Trails & Pedestrian Connections Feedback

- Marina Park trail is well liked.
- Residents must drive to waterfront parks and would like a walking option.
- More walking trails are needed, especially ones that provide a nature-focused experience.

Follow up & Next Steps

- NA

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Childcare

DATE: January 30, 2025
TIME: 7:30 AM – 8:30 AM
LOCATION: Families First Childcare Center & Umatilla-Morrow Head Start (UMCHS)
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

This tabling event took place at Families First Childcare Center and Umatilla-Morrow Head Start (UMCHS) during morning drop-off hours to engage with parents as they dropped off their children before work. The event provided an opportunity to gather informal feedback from four parents while promoting the community survey to additional attendees. Staff members, including directors from both childcare facilities, also participated in discussions.

A static display featuring concept imagery of parks, an overall Park System map, and bilingual (Spanish and English) flyers promoting the Community Survey was set up and left at each daycare center for continued outreach.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway) and Noelia Ruiz (Bridging Languages)

DISCUSSION

General Feedback

- Sage Center – Noted as an important community asset.
- Parking Needed – Families with small children will rotate between different parks to maintain variety, so adequate parking is necessary.
- Planning for a new library (Oregon Trail Blvd. Street Continuation) is underway. Contact Kathy Street.

Playground & Recreation Enhancements

- Interest in nature-based play areas.
- More play opportunities for little ones. Lil Tots playground is the only one.
- If north of Main Street is developed with housing, a playground is needed to serve families in the area.
- Limited play opportunities for kids aged 9 and up—a bike skills park, improved skate park, sand volleyball courts, mini golf, and a free-access rock climbing wall (not requiring Rec Center admission) were ideas that could help fill this gap.

Potential Use & Programming

Expanded Youth Programming

- More activities for school-age to older children, especially during breaks and summer.
- Friday programming at the Rec Center (since school runs Monday–Thursday), like Kidscape, which provided crafts, snacks, and activities.
- Some activities like Kidscape is cost-prohibitive for some families; consider a sliding scale or scholarship program for program accessibility.

City Parks Feedback

City Hall Park

- Parents expressed safety concerns due to adults lingering in the children's area.
- Little Tots playground needs to be fenced to keep children out of road at grocery store; some kids are runners.
- Lil Tots playground is the only play for little ones; it needs a bucket swing.

City Park

- Play area needs to get revamped.
- South of Main Street this is the only developed park with old fashion swings;
- T-ball diamond is used for younger youth.

River Ridge Estates

- Some prefer using the open grassy field for dogs over the existing dog park.

Zuzu Park

- Add nature play, a skills park, a baseball field, and sand volleyball.

Hillview Park

- Pump track and bike skills park suggested.

Trails & Pedestrian Connections Feedback

- More trails are needed – Runners and walkers would like additional options.

Special Use Facilities

Dog Park

- Users love the agility course but wish it were available on both sides of the fenced area since not all dogs are friendly.

Skatepark

- Considered too hidden, with a suggestion to relocate it to the west end of the Park Blocks.

Splash Pad Relocation Considerations

- Used to have produce stand at the Skatepark area (Jim Young)

- Existing splash pad location is valued as a quiet, safe stop-off area for families traveling on the freeway. If the surrounding area is developed with housing, the location remains logical.
- Support for relocating the splash pad to City Hall Park.
- Alternative locations suggested:
    - Front of the Rec Center at the corner of Olson & Columbia
    - Marina Park near the water (similar to the Tri-Cities splash pad in Hermiston).

Waterfront Parks Feedback

Marker 40

- Mentioned as a valued recreation space.

Marina Park

- Frequently used and appreciated for its trail and play structure.
- Interest in kayaking and paddleboarding, with free equipment rentals available for public use.

Indoor Facilities & Recreation Center Feedback

Indoor Play Options Needed

- Trampoline park with party room and dramatic play area (to keep kids entertained if finished with the trampoline area) suggested.

Rec Center Gym

- Always busy, requiring long wait times unless you visit at 4:30 AM.
- The space is too small for demand.

Field House

- Considered underutilized and should be shared more with the public.
- Currently used for police training and managed by the City & Chamber of Commerce.
- Suggested District management for broader community access.

Follow up & Next Steps

- Families First Childcare Center: Email flyer to Angie Hasbell at ahasbell@umchs.org to share with their network and drop off 45 half-page flyers (English front, Spanish back) for distribution to parents.
- Umatilla-Morrow Head Start (UMCHS): Email flyer to Brenda to share with their network and drop off 45 half-page flyers (English front, Spanish back) for distribution to parents.

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Senior Citizen Center

DATE: January 30, 2025
TIME: 12:00 PM – 1:00 PM
LOCATION: Boardman Senior Citizen Center
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

A meeting was held at the Boardman Senior Center during lunch hour, engaging seven people. The meeting began with a brief presentation on the Boardman Park Plan 2035, followed by informal discussions to gather feedback on the existing park and recreational system and needs specific to seniors and the Senior Center.

A map exhibit of the overall park system and concept imagery were displayed on a table for participants to review and provide input.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Noelia Ruiz (Bridging Languages), and George Shrimer (Boardman Parks & Recreation District).

DISCUSSION

General Feedback

Playground & Recreation Enhancements

- More play opportunities are needed for younger children.
- Strong support for improving baseball diamonds, with a preference for grass fields over turf due to concerns about windblown dust and maintenance challenges.
- Participants felt better-maintained ball fields were achievable, referencing the high school's successful upkeep of grass fields, but noted that similar efforts are not being made elsewhere.
- Like miniature golf but feel the Marina was an odd location for it.
- "Bikes in Boardman are not a form of transportation; they are a form of recreation."

City Parks Feedback

City Hall Park

- Play area is extremely hot in the sun and needs shade improvements.

Park Blocks (BPA Park Blocks)

- Enthusiastic about potential connection between the Senior Center and Park Blocks; seen as an opportunity to attract people to the center for lunch or as a rentable community space.
- Suggested adding restrooms, a dog park, and relocated splash pad; would help draw people to the south side of town.
- Like the idea of a walking path, though some feel there are already plenty of places to walk in Boardman.

Hillview Park
- Support for a sports complex, particularly decent baseball diamonds.

Neighborhood Parks
- Need swings, slides, and play equipment.

Wayside Parks
- Do not need restrooms, as food carts, City Hall, and City Hall Park already provide public restrooms.

Special Use Facilities Feedback
Skate Park
- Rarely see it used.
- Originally designed as a beginner-friendly skate park, with the potential for layout changes but layout changes have not been happening. Referenced Irrigon's skate park as being more technical.
- Occasionally used by young adults, but does not seem to be a current trend for young people in Boardman (specifically ages 10-13).

Splash Pad
- Participants frequently see it running but rarely see people using it.
- Some were against relocating it, as it draws travelers from the highway.
- Would support a relocation if the intent is to build a splash pad specifically for Boardman youth.

Dog Park
- Suggested relocation of the dog park to the east side of Main Street.

Indoor Recreational Facilities Feedback
Indoor Recreational Needed/Desires
- Indoor sports complex needed

Boardman Recreation Center
- Rock wall takes up too much space and could be relocated to another indoor facility.
- Rock wall is used by a club every two weeks.
- Gym & Fitness Access
    - Too many people using the gym, making access to equipment difficult.
    - Need extended hours, especially early morning and late evening (until 9:30/10 PM, but minimally after 5 PM).
    - Most people cannot attend midday activities.
- Interest shown in senior programs such as water aerobics, Golden Sneakers, and yoga.
- Hot tub addition suggested near the chemical storage area.

Senior Center-Specific Feedback
- Vacant greenspace in front of the Senior Center

    - Seniors do not support using this space for splash pad or park purposes mentioned by participants in other outreach events.
    - Preferred use: Developing assisted living units/cottage clusters (8-unit proposal).
- Suggested adding outdoor enhancements such as a gazebo with flowers and benches so people can sit outside and eat lunch.

Community & Infrastructure Feedback

- Move the ballot drop box closer to City Hall and the Police Station for better access.
- Requested posting signage to explain the reservation process.

Follow up & Next Steps

- Provide paper copies of community survey; QR codes are not user-friendly for most seniors.

SUMMARY

Boardman Park Plan 2035

Focus Group Discussion - Boardman Community Development Association (BCDA)

DATE: February 13, 2025
TIME: 7:30 AM – 9:00 AM
LOCATION: Virtual via ZOOM and in person POM Riverfront Center
VIRTUAL RECORDING LINK: NA

MEETING OVERVIEW

The Boardman Community Development Association (BCDA) hosts a monthly meeting on the second Thursday of each month from 7:30 to 9:00 a.m. at the POM Riverfront Center, Wells Springs Room, with a virtual option available. The meeting follows a roundtable format, allowing each participant to provide updates from their respective organizations.

As part of the meeting, a 10-minute presentation was given on the Boardman Park Master Plan 2035 and the ongoing community survey. The discussion emphasized the importance of gathering public input to shape future park and recreation improvements (indoor and outdoor) and encouraged participants to help spread awareness about the survey.

Presentation Highlights: The Role of Internal Advocacy

The Boardman Park Master Plan 2035 is a 10-year vision for improving indoor and outdoor recreational facilities in Boardman. This planning effort, conducted on behalf of the Boardman Park & Recreation District and the City of Boardman, aims to identify community needs and guide future capital improvement projects.

BCDA members were encouraged to advocate within their own organizations to help distribute the survey and ensure broad community participation. Given the influential roles of BCDA members, their efforts to share the survey through staff communications, newsletters, or direct outreach would help capture diverse perspectives.

Additionally, it was noted that follow-up discussions would be scheduled with key individuals in the room for more focused conversations about the Park Master Plan, allowing for deeper engagement on specific needs and priorities.

Participants & Updates

The meeting included representatives from various community organizations, including:

- Riverside High School
- Morrow County School District
- Morrow County
- POM Workforce Development

- Port of Morrow
- Boardman Police Department
- Boardman Fire Department
- City of Boardman
- BMCC Workforce Training Center
- BMCC Foundation
- Boardman Park and Rec District
- UEC
- Morrow County Broadband Network Consortium
- Child Care – Families First Child Care
- Boardman Food Pantry
- Oregon Trail Library District
- Real Estate
- Health Care

Participants had the opportunity to provide community updates and share information relevant to their sectors.

Follow-Up Actions

1. Coordinate email follow-up with attendees with Torrie Griggs, the Chief Executive Officer for both the Boardman Community Development Association (BCDA) and the Boardman Chamber of Commerce. She will send out an email to members and add me into the City membership as a representative so that I can be undated on these emails and other important information happening around the community as we work through the Park Master Plan process.
2. Schedule additional one-on-one follow-ups will with individuals from the meeting like the Boardman Police Department and the Boardman Fire Department to gather more detailed input on park needs and priorities.
3. Review findings relevant to the Park Master Plan from BCDA Community Survey shared with the public February 12, 2025.

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Boardman Public Library

DATE: April 15, 2025
TIME: 2:00 – 2:45 PM
LOCATION: Boardman Public Library
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

A meeting was held at Boardman Public Library and was attended by Kathy Street, Library Director. This meeting was held to coordinate planning efforts between the Boardman Park Plan 2035 and the Boardman Public Library's current facility planning and programming initiatives. Discussion focused on shared priorities for park space, potential collaborations such as a story walk installation, and facility observations based on library-led programming. Ideas for shade, pavilion upgrades, dog amenities and concerns, and coordination around signage and programming were discussed.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway)

DISCUSSION

Library Facility Planning

- The library is working with Hacker Architects on a Master Facilities Plan for all three library branches.
- The new Boardman library will be located between the existing back of the library and the BPA easement, with an estimated size of 7,000 to 7,500 square feet.
- The project has a 5–7 year timeline.
- The library operates as a special district with its own tax base—separate from the City or County.

Potential Park Partnership: Story Walk

- The library is interested in installing a permanent story walk in the BPA Park Blocks or alternatively City Park
- Alternative Locations Discussed:
    - Marina Park: Not ideal due to high levels of goose and dog waste.
    - City Hall Park: Too small for a full installation (past temporary install no longer maintained).
    - City Park: Considered a good option due to space availability.
- Proposed installation: Barking Dogs exhibits with single metal posts and angled displays.
- Minimum of 20 displays required to complete a story.

- The library is willing to pay for the story walk components but will need City support for installation.

City Park Feedback and Event Use

- The library frequently uses City Park for events including:
  - End-of-summer reading parties
  - Teen nights (e.g., tie-dye, water balloons)
  - Performances and activity stations
- Events typically use the existing pavilion, plus setup of tables, tents, and mister stations.
- Pavilion feedback:
  - Considered inadequate for event needs.
  - Would benefit from being larger, with upgraded electrical access and a more functional water spigot.

Shade & Climate Considerations at City Park

- Limited seasonal usability due to extreme heat or cold and lack of shade.
- Noted loss of large trees in a recent "sideways hurricane" event.
- Strong interest in adding a shade sail over the play area.
  - Mentioned preference for a triangle-style shade structure.
  - Showed a photo of shade canopy installed at nearby Kenniwick, the Southridge Sports & Event Complex, as a reference for design and coverage.

Existing Splash Pad Concerns & Recommendations

Discussion included concerns about the existing splash pad, as well as considerations for a future splash pad at City Park.

Current Issues at the Existing Splash Pad:

- Repeated observations of dogs on the splash pad, posing a safety concern for small children.
- Current setup appears to lack adequate drainage. The grass perimeter stays wet and muddy, leading to children throwing mud onto the pad.

Future Considerations for City Park Splash Pad:

- Incorporate effective drainage solutions to prevent standing water and muddy areas.
- Include signage and design features that discourage pet access from the start.

Dog Park Comments

- Some concern expressed over locating the dog park in the BPA blocks if it will be close to the new library location
- Has heard negative feedback from community members and travelers:
    - "Lovely dog park that nobody takes care of"
    - Ongoing issues with dog waste not being picked up by owners.

Interpretive Signage

- Mentioned Heritage Trail interpretive signage located in front of the library and at Wilson.
- Suggested confirming with Stephanie at City Hall whether signage updates will be part of the Main Street project this summer.

Next Steps

- Kathy will follow up by sending a list of existing library programs that could be supported or enhanced through park facilities and partnerships.

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting - Fire & Safety

DATE: April 15, 2025
TIME: 1:00 PM - 2:00 PM
LOCATION: City Hall
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

The meeting was a collaborative effort between the Parks Master Plan and Comprehensive Plan consultant teams and City representatives. We met at City Hall with fire and safety officials to discuss key questions related to parks, public spaces, and other areas relevant to ongoing planning projects. The conversation focused on identifying current safety concerns, emergency access challenges, hazard mitigation strategies, and future planning considerations to better support public safety and community resilience.

Attendees: Marty Broadbent (Fire Marshall), Jeremy Gierke (Captain, Boardman Fire Rescue District), Loren Dieter (Captain, Boardman Police Department), Erik Patton (Civil-Records Clerk, Morrow County Sheriff's Office)

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Carla McLane (Planning Official, City of Boardman), Angélica Martínez (Cascadia Partners)

*Questions posed are shown in **bold** font with bulleted responses to follow.*

1. General Safety & Crime

What are the most common safety or security concerns you've encountered in the city's parks—for example, recurring issues with vandalism, crime, or after-hours activity? Are there particular parks or areas where these concerns are more frequent?

- Graffiti is a recurring but relatively infrequent issue. Primarily seen non-staffed parks, on the gazebos and other structures.
- Conflicts and fights occasionally occur during large events, typically arguments between two people.
- EMS is the most common response.
- Marina - biggest hazard, one fire hydrant and water supply is not adequate, no hydrants in the RV park area, streets are narrow, driveway narrow, turning radiis tight. Too much traffic on 4th of July; North end of park (Army Corps land) has history of fires from unattended campfires.
- Marina has staff there, so no graffiti issues there, while other parks don't have full-time staff. Zuzu Park: End of the street, dark; needs lighting, its too dark at night to monitor; possibe Improvements: lighting, security cameras activated by motion, signage

- Park Signage: adding hours of operation would be helpful. If it's not posted, you can't enforce it.
- City Park: several ways to get in, so hard to sign
- Park Naming, Signage & Addresses: A need was identified for providing addresses for all parks. Proper signage with park names are also very helpful. Addresses are most critical; they don't need to be posted but each park should have an address to help emergency services locate.
- Are there design or programming ideas—such as community watch signs, safety
- education events, or increased visibility from streets—that you'd recommend to make parks feel more welcoming and secure?
- What is the most common safety or security concerns you've encountered in
- Boardman's industrial/commercial area?
- Safety concerns - traffic, speed is an issue on streets in port industrial areas.
- The port has installed electronic speed signs that serve to assist in self-patrol.

2. Access & Emergency Response

Over the past five years, what natural disasters or hazards have most frequently impacted the Boardman community? earthquakes? heat waves? flooding? Other?

- Windstorms, including several in recent years, proved destructive. Blocked roadways, downed power lines. They can occur in the summer and winter.
- Mitigation: Regular tree trimming;
- Large, unmanaged windbreaks can become hazards during windstorms. Concerns with Zuzu Park as the trees are large.
- Heat, fire: Heat exhaustion calls every summer. The homeless population is susceptible to this. No shelters in Boardman. Same for winter.
- People ask for areas for shade and cooling.

How well do current park layouts support your ability to monitor activity and respond to incidents? Are there barriers—such as dense vegetation, limited lighting, or fenced-off areas—that make this harder?

- Marina - dense vegetation on the east and west sides. People like to use the old road go to play and fish there. No way to get out of it if there is an emergency. Access is steep, no actual vehicular access.
- Marina-RV Park – between Park and Marina many people like to go off the walkway to fish and often park their jet skis, several foot paths to water. This area needs brush cleanup.
- City Hall Park – existing cable is an obstacle, though can still get around it.

Have you experienced challenges accessing parks during emergencies, such as tight gates, narrow paths, or lack of vehicle access points?

- Splash Pad: Fencing improves safety but now encloses a fire hydrant; future fencing projects should ensure critical access points remain accessible

What improvements—such as lighting, emergency call boxes, clear sightlines, or security cameras—would help increase safety and support emergency response?

- Lighting, motion activated cameras, park signage for rule enforcement, park addresses

Could any parks serve a role in broader emergency planning, such as staging areas or evacuation points?

- Soccer fields used to be helipad. Eventually the helipad will be at the fire station.
- Community evacuation point: Not really other than schools.
- Alternative emergency landing would be helpful at the Suggest future training exercise to test feasibility.
- Coast Guard typically launches out of Marina in Quesnal Park / AKA three Mile Park.

Do public facilities have emergency preparedness plans in place to support the community in case of a disaster?
None

Are there programs to educate low-income residents, immigrants, non-English speakers, and other vulnerable populations about hazard preparedness?

- No. CPR classes is the only class in Spanish

3. Context-Specific Considerations

Are there safety concerns related to waterfront areas in parks—such as drowning risks, slippery access points, or lack of rescue equipment? What measures would help improve safety around these areas (e.g., signage, barriers, life rings, patrol presence)?

- Marina & Marker 40: Lots of drinking there. No major incidents so far, but there's risk with boats, jet skis, drinking and crowding, especially during busy events
- Past equipment (life rings, rescue ropes) at Marker 40 and Marina should be assessed and reinstalled if missing.

Are there any safety concerns or access issues the City should consider when developing the Park Blocks as a linear park system with trails—such as visibility or emergency response access?

- The city has purchased property on both sides of Main Street to begin the conversion into a park blocks system. It will align along Oregon Trail Boulevard. Accessibility was identified with a request to make sure walking trails are wide enough for a brush truck or ambulance (10 feet wide); consideration should be given to fixture and furnishing placement. for example, at the Marina, they can drive the walkway, but with fixtures like benches it's tight and restrictive
- Access should be provided at each street crossing
- Parking areas with gates so EMS or police can access the park blocks.

- If using bridges that don't allow vehicles, emergency vehicle access at minimum on both sides.
- Parking lots must have gates and accessible trails (either paved or reinforced turf routes) connecting directly to trails, not just through grass.
- Safety zones (non-combustible areas for shelter-in-place during fire) incorporated into trail design.
- Fire hydrants and fire mitigation zones (cleared vegetation) included.
- Vegetation management to reduce fuel potential keep grass and brush down by managing vegetation; examples from Marine Drive disc golf course thinning project could serve as a model.
- Opportunity to provide interpretation

4. Fire Safety

Are there areas within parks that present fire hazards—for example, unmanaged brush, illegal campfires, or dry vegetation near structures? How might these be reduced through design or maintenance? And is access to water sources or fire hydrants near these parks adequate for suppression if needed?

Specific Areas of Concern:

- Dense brush and unmanaged vegetation along Army Corps lands adjacent to Marina.
- Perimeters - south side of old road backing up to tribal lands
- East End of Marina between camp and Silver Beach
- Areas between railroad and Marine Drive, people park here and frequently ignite during dry conditions.
- East side of Zuzu Park has limited access and no turnaround options for emergency vehicles.
- Fish and wildlife – put in fire bridge – pursue conversation about lands at Roadway Inn to west end of town on Southwest Wayside Park.
- Coordination needed with Fish & Wildlife for managing access/firebreak near Southwest Wayside Park and West End Road areas.

New Developments:

- Chaparral Subdivision: BPA easement will serve as dedicated parkland
- Hillview Park (acquired from County 30 years ago): minor nuisances; future development must consider fire access.
- BPA Blocks: Informal dirt bike use to wildlife refuge presents liability; paved trail access could increase use and should be carefully evaluated.

Questions we didn't ask we should have asked?

None.

Follow-ups

Marty to follow up with more information on safety zones (see attached email)

Attachments

- Email Response from Marty Broadbent
- Agenda

From: Marty Broadbent
To: Jessel Champoux
Subject: Safety Zones
Date: Monday, April 21, 2025 8:56:21 AM

Good Morning Jessel,
The definition of a safety zone is 2 ½ times the size of the nearest fuel. Meaning if you have fuel loading that is 4' tall you would need a clear space of 10' X10'. So with that said Boardman Fire is requesting a drivable walking path of 10' drivable walking path, no sagebrush within 20' of walking path (both sides) and mowed vegetation from edge of path and 20' This will create the safety zone for the entire path. Please reach out if you have further questions.

Marty Broadbent
Fire Marshal
Boardman Fire Rescue District

SUMMARY

Boardman Park Plan 2035

Focus Group Meeting –Tuscany & River Ridge Neighborhood Meeting

DATE: April 15, 2025
TIME: 3:00 PM - 4:00 PM
LOCATION: River Ridge Park (River Ridge & Goldfinch)
VIRTUAL RECORDING LINK: NA

ATTENDEES & MEETING FORMAT

This on-site meeting was held with residents from the River Ridge and Tuscany subdivisions to discuss current park conditions, desired amenities, and community preferences for future improvements. While Tuscany Park is currently maintained by an HOA and is not a City asset, some discussion took place regarding its future and the potential for transfer to the City. The primary focus was on the two existing River Ridge parks, which are currently open irrigated greenspaces with no developed amenities, and plans for future park expansion as River Ridge grows.

Attendees: 11 adults and 4 children from the River Ridge and Tuscany neighborhoods.

Consultant Team & City/District Representative(s): Jessel Champoux (Shapiro Didway), Carla McLane Planning Official (City of Boardman), Norma Ayala (City of Boardman)

DISCUSSION

Tuscany Park Discussion (HOA-Owned, Not a City Asset)

Although Tuscany Park is not part of the City system, residents shared insights into current use and needs, especially as discussions about dissolving the HOA continue.

- Used for community gatherings;
- Needs include:
  - Additional picnic table
  - Shade (shade structure suggested at a minimum to provide temporary shade until trees mature).
  - A dog waste station with bags
  - Trash receptacle
  - Basketball court requested, as HOA rules prohibit hoops in driveways.
- No play structure is needed due to proximity to the school.
- Concern over parking on Rome Street.
- A basketball hoop was mentioned for Sage Road's dead end ("road to nowhere").
- No plans to connect River Ridge to Tuscany; though a 30' easement exists on Tuscany's south side, River Ridge's layout prevents street connectivity.
- Safe routes to school remain a city planning focus.

River Ridge Subdivision Parks

The River Ridge subdivision currently includes two small undeveloped parks, located within a block of each other. Both sites are open irrigated greenspaces with no existing amenities. Street frontage is developed with curb and sidewalk. As the neighborhood continues to grow, plans are in place to add either two additional smaller parks or one larger park to serve future phases of development.

During the meeting, residents provided input on desired improvements for the existing parks and offered feedback on preferences for the new park(s).

General Priorities

- Essential amenities: play structure, benches, shade, picnic tables, sidewalks, pet waste stations, and drinking fountains with dog bowls.
- Separate toddler and older kid play areas at the same site were preferred, since most families have children across age groups and need consolidated play options. Funland Park in Hermiston was referenced as a positive example.
- Preference for fencing along busy frontages (especially River Ridge/Goldfinch?), which will eventually become a high-traffic through-street.
- Other requests included:
    - Book nook
    - BBQ areas to support gatherings
    - Outdoor movie space, possibly using rentable equipment and blow-up screens from the City.
    - Shaded seating areas
    - Pet-friendly drinking fountains.

River Ridge Park #1 (River Ridge & Goldfinch Lane)

- Include two play structures—one for toddlers, one for older children.
- Basketball Court
- Other features discussed:
    - Skate park (half size of Irrigon) or skate-friendly features (preferred), not a full skate park, possibly a toddler loop or balance bike track around the park.
    - Mention of Spokane's "Ribbon" (Numerica Skate Ribbon), located in Spokane's Riverfront Park, as an inspiring multi-use court concept that accommodates ice skating in the winter and roller skating and other activities in warmer months.

River Ridge Park #2

- To remain primarily open green space.
- Add basic site furnishings: shaded picnic table, benches, pet waste station, and drinking fountain (with dog bowl).
- Sand volleyball court considered; concerns about maintenance and goathead weeds noted.
- Small dog park idea raised, though a new dog park will be located nearby in the BPA park blocks, close enough to drive.

Future Parks in River Ridge Expansion Area

- Discussed plans for two small future parks as the subdivision expands; alternatively, the City could work with the developer to create one larger park.
- Residents preferred one larger park rather than two small ones in close proximity, as with the current parks.
- Preferences for a larger park included:
    - Passive park character: organic pathways, open space, water feature.
    - Restroom facility, with some suggestion of access control (key/code) for local residents.
    - Amenities to support family gatherings and longer visits (shelter, BBQs, and restrooms)
    - Recognition that a restroom could shift the park to serve a broader community park role.

APPENDIX B: SUPPORTING DOCUMENTS AND RECORDS

1. Relationship to Other Plans
2. Sunset Park Deed Restrictions
3. Engineering Letter for Splash Pad Relocation
4. City Resolution Naming Parks
5. Columbia River Heritage Trail Review Letter

B.1 RELATIONSHIP TO OTHER PLANS

City & District Plans & Initiatives

Boardman Park and Recreation District Parks Master Plan (2012–2022)

Adopted in 2012, this ten-year plan guided development and improvements for the Boardman Park and Recreation District. It aimed to enhance quality of life, expand recreational access, and align capital investments with community needs. Key accomplishments included the Boardman Pool and Recreation Center and select upgrades at Marina Park. However, many priorities remain unmet—such as consistent signage, lighting, updated play equipment, additional shelters, signature style for site furnishings and expanded campground and trail access. The plan emphasized adaptability and coordination, themes still relevant today.

INFLUENCE ON THIS PLAN

- Provides a baseline for identifying unmet needs and tracking accomplishments.
- Includes system-wide and site-specific recommendations still relevant today.
- Highlights recurring issues such as wind-resilient shelters and standardized signage.
- Reinforces the need for more coordinated planning between the District and City.

City of Boardman Comprehensive Plan – Goal 8: Recreational Needs (1991)

Goal 8 provides the City's original policy foundation for parks and recreation, emphasizing neighborhood-scale parks, bike and pedestrian connectivity, and the Columbia River as a key recreational asset. Policies such as mandatory parkland dedication and open space preservation remain conceptually relevant. However, the plan has not been updated since 1991 and no longer reflects current growth patterns, infrastructure needs, or community diversity. As a result, recent park dedications often fall short of meeting modern standards for amenities, size, and accessibility.

The City is currently undertaking a major update to its Comprehensive Plan and Development Code, including a full revision of Goal 8. This active effort will modernize policy guidance to reflect today's population growth, equity priorities, and infrastructure demands. It offers a timely opportunity to strengthen alignment between parkland dedication standards, zoning policy, and long-range development trends.

INFLUENCE ON THIS PLAN

- Reinforces the importance of accessible, neighborhood-oriented parks.
- Emphasize bike and pedestrian connectivity as part of the park system.
- Highlights the need to modernize parkland dedication standards to ensure public ownership, require basic amenities at the time of dedication, and establish clear criteria for size, access, and usability.
- Establishes the Columbia River as a long-standing recreational focus.
- Aligns with opportunities to integrate updated zoning and parkland policy through the City's active plan update.

Boardman Transportation System Plan (TSP) Update (Ongoing as of 2025)

The City of Boardman is currently undertaking a major update to its Transportation System Plan (TSP) to address multimodal transportation needs in light of projected growth, land use changes, and regional development pressures. While the TSP is primarily focused on roadway infrastructure and long-range transportation planning, the update carries significant implications for parks and recreation planning. The TSP identifies priority corridors for pedestrian and bicycle access, safe routes to schools, and regional trail connectivity—all of which align with

community feedback gathered for the Parks and Recreation Master Plan. Coordinating these two plans will help ensure that future transportation investments support shared-use paths, improved crossings, and park-to-park connections—enhancing overall access to parks and recreational opportunities.

INFLUENCE ON THIS PLAN

- Reinforces the importance of multimodal connectivity between parks, neighborhoods, schools, and civic destinations.
- Informs future investments in safe crossings, sidewalks, trails, and on-street bike infrastructure.
- Aligns park planning with corridor-level improvements identified in the TSP.
- Supports interdepartmental collaboration to ensure recreational access is prioritized in long-range transportation planning.

City of Boardman Housing Advisory Committee

The Housing Advisory Committee was born out of work done in 2024 to focus attention, resources, and partnerships on addressing Boardman's housing affordability and availability crisis. Boardman is Oregon's fastest growing city, but housing supply has not kept up, leading to ever increasing housing costs for Boardman's workforce. Major employers are having challenges filling jobs; commutes are increasing as Boardman-based employees live further and further away; and the economy and vital services are impacted due to employees not being able to afford or find the types of housing they want.

In response, the City of Boardman has launched a revolving investment fund to support building the type of housing needed to support economic growth and vitality. The Housing Advisory Committee will set goals and parameters for the fund, review investment opportunities, and make investment recommendations. Potential uses of funds could be project financing, supporting housing innovations, or supporting planning activities.

INFLUENCE ON THIS PLAN

- Supports park planning and land dedication strategies in tandem with projected residential growth and development.

Boardman Housing Capacity Analysis

The City of Boardman is working on an update to its Comprehensive Plan and Development Code and to support Goal 10 Housing is completing a Housing Capacity Analysis, previously referred to as a Housing Needs Analysis. This work will inform an update to Goal 10 Housing, changes to the Residential provisions within the Boardman Development Code, and set the stage for potential changes to the Boardman Urban Growth Boundary, or UGB.

This HCA will help the city determine if they have enough land to meet projected housing needs for the next two decades. If there is a shortfall in housing capacity, they must either amend their urban growth boundary (UGB), allow more housing development within the existing UGB, or combine both approaches.

It is anticipated that this work will be underway by the end of 2025 with one of the first tasks to appoint a Public Advisory Committee (PAC).

INFLUENCE ON THIS PLAN

- Supports coordinated park planning and land dedication strategies in tandem with projected residential growth and development.
- Emphasizes the importance of integrated planning to create livable, amenity-rich neighborhoods that support equity, housing access, and workforce retention.
- Anticipates potential Urban Growth Boundary (UGB) expansion and the need to proactively plan for parks and trails in future growth areas.

Boardman Economic Opportunities Analysis – Draft Report (July 2025)

The 2025 EOA serves as the City of Boardman's most recent economic framework, evaluating land supply, employment trends, and future development potential through the 2045 planning horizon. It responds to statewide planning mandates (Goal 9: Economic Development) and provides data-driven guidance for employment zoning, infrastructure investment, and economic diversification.

The EOA identifies key sectors driving local employment, including warehousing, transportation, food processing, and large-scale data center development. A notable emphasis is placed on the transformative economic influence of the Port of Morrow, which accounts for the majority of industrial land demand and supports both permanent and rotating workforce needs. The report also anticipates continued pressure on land supply due to data center expansion and the need to accommodate a growing industrial labor force.

Key assumptions include a baseline of over 3,400 current jobs within the Urban Growth Boundary (UGB) and significant near-term increases tied to infrastructure-ready parcels and regional market demand. The EOA evaluates land needs by zone type, vacancy status, and development readiness—ultimately projecting the need for targeted UGB expansion and industrial land protection.

INFLUENCE ON THIS PLAN

- Validates the need for a weighted weekday service population model based on job and commuting forecasts.
- Reinforces the role of employment centers as key drivers of park and trail demand.
- Highlights the significance of non-resident workers and the temporary construction workforce.
- Supports planning for future growth near data center sites, lodging nodes, and industrial campuses.
- Underscores the need for inter-agency coordination between the City, Port, and Park District to address shared land use and livability goals.

Community & Economic Development Studies

Boardman Hospitality and Tourism Needs Assessment (2023)

Commissioned by the Boardman Community Development Association, this report evaluates opportunities to grow Boardman's tourism sector through expanded recreation, lodging, and event-based visitation. It highlights the city's scenic location, industrial growth, and accessibility along I-84, while noting challenges such as limited youth sports facilities, dispersed amenities, and the absence of a recognizable cultural identity. Key attractions include the Columbia River Heritage Trail, Marina Park, and the SAGE Center. The plan recommends enhancing waterfront and trail assets, creating multipurpose venues for events and tournaments, and elevating festivals like the Harvest Festival into signature regional draws. Partnerships with nearby cities such as Hermiston and Pendleton are encouraged to expand offerings and attract diverse visitors. Branding Boardman as a gateway to Columbia River recreation is a central theme.

INFLUENCE ON THIS PLAN

- Positions recreation as a foundation for tourism and economic development.
- Recommends upgraded lodging, youth sports, and waterfront amenities to attract longer visitor stays.
- Emphasizes branding, public art, and event programming to build a distinct cultural identity.
- Encourages partnerships with nearby cities and agencies to expand regional tourism opportunities.

Boardman Community Development Association (BCDA) Community Survey (2024/25)

The Boardman Community Development Association conducts periodic community surveys to better understand local priorities related to housing, recreation, business development, education, infrastructure, and quality of life. The 2025 survey, conducted in both English and Spanish and accompanied by a follow-up community meeting, gathered broad public input on investment priorities and community needs. A 2023 version of the survey—summarized in this Appendix—captured similar themes and provides a useful point of comparison for tracking evolving values and aspirations. Together, these surveys helped establish a foundation for identifying community needs and priorities reflected in this Parks and Recreation Master Plan.

INFLUENCE ON THIS PLAN

- Emphasizes demand for expanded outdoor recreation spaces and athletic fields
- Highlights priorities for a larger recreation center and event-capable facilities
- Reinforces the need for improved park lighting, safety, and sidewalk connectivity
- Supports family-oriented programming and inclusive access to recreation
- Underscores the role of parks in economic development, beautification, and placemaking
- Encourages cross-sector partnerships to support youth, housing, and workforce needs
- Identifies communication strategies to improve outreach and public participation

County & Regional Plans

Morrow County Parks Master Plan (2018–2038)

The Morrow County Parks Master Plan, most recently updated in 2018, serves as a long-term strategic guide for enhancing recreational opportunities across the county. While the plan does not specifically reference Boardman, its priorities and strategies offer relevant direction for park development, management, and investment. The plan emphasizes the role of parks in promoting quality of life, tourism, and environmental stewardship, while aligning with evolving recreation trends such as increased demand for trails, camping, and wildlife viewing. Key priorities include expanding ADA-accessible facilities, improving park connectivity, managing natural resources responsibly, and leveraging diverse funding sources. These countywide goals offer replicable strategies that support Boardman's efforts to enhance infrastructure, broaden access, and provide a high-quality recreation system that reflects both community needs and regional outdoor interests

INFLUENCE ON THIS PLAN

- Highlights regional trends in outdoor recreation, including demand for trails, wildlife viewing, OHV access, and equestrian use
- Emphasizes ADA accessibility, improved signage, and connected trail systems as system-wide priorities
- Reinforces the economic value of day-use and overnight recreation, including upgraded camping and sanitation facilities
- Encourages strategies for riparian restoration, erosion control, and resilient park infrastructure
- Supports sustainable funding through partnerships, user fees, and revenue from resource-based management

Morrow County Comprehensive Plan – Goal 8: Recreational Element (2011)

The Morrow County Comprehensive Plan (updated in 2011) establishes a broad framework for enhancing recreational opportunities countywide, emphasizing the importance of high-quality parks, open space, and diverse facilities as vital to quality of life, tourism, and economic development. The plan calls for improved and expanded amenities—such as trails, campsites, indoor arenas, and water-based recreation—while prioritizing equitable access, environmental stewardship, and collaborative funding models. It encourages land acquisition, mixed-use revenue

strategies, and programming that serves all age groups, particularly youth and young adults. Boardman is identified as a key recreational hub in northern Morrow County, offering significant assets including Columbia River waterfront access, the Boardman Marina Park, nearby wildlife refuges, and tourism infrastructure. These elements position Boardman as a central node in the regional recreation system and a driver of both local enjoyment and broader economic opportunity.

INFLUENCE ON THIS PLAN

- Affirms Boardman's role as a recreational and tourism anchor in northern Morrow County
- Supports investment in new and enhanced neighborhood parks, trails, and water access points
- Encourages inter-agency partnerships and public-private coordination for project funding
- Provides policy direction for mixed-use development and sustainable recreation strategies
- Reinforces the need for equitable access, youth facilities, and land acquisition tied to growth

Morrow County Housing Strategies Summary (2019)

Developed through a coordinated effort by Morrow County and the cities of Boardman, Irrigon, Ione, Heppner, and Lexington, this summary outlines key housing challenges and strategic solutions to support the region's workforce and livability. The plan identifies a shortage of affordable and diverse housing types, infrastructure limitations, and regulatory constraints as barriers to housing development. It recommends zoning reforms, incentives for affordable and workforce housing, and infrastructure investment to unlock development potential. While the primary focus is housing, the strategies strongly intersect with parks and recreation—particularly in new neighborhoods where land dedication, pedestrian access, and community amenities are crucial for quality of life. The plan also emphasizes community engagement and equitable access, both of which reinforce values reflected in the park planning process.

INFLUENCE ON THIS PLAN

- Encourages integration of parks into new housing developments.
- Reinforces the value of accessible, walkable, and amenity-rich neighborhoods.
- Aligns with equity goals around inclusive access to recreation.
- Highlights the importance of planning for growth areas with park infrastructure in mind.

Columbia River Heritage Trail Concept Plan (2000) & Ongoing Planning Efforts

The Columbia River Heritage Trail Concept Plan (2000) outlines a 25 -mile non-motorized trail along the Columbia River corridor, connecting Umatilla to Gilliam County via walking, biking, equestrian, and water-access routes. Approximately 12 miles are currently complete, including a 5.6 mile continuous route through Boardman using shared roadways and sidewalks, as well as a 2.5-mile off-road spur connecting Marina Park to Marker 40 Beach. The plan emphasizes connectivity, recreation, and conservation, envisioning a continuous trail supported by partnerships, interpretive signage, and low-maintenance design.

In **2024, Morrow County initiated a master plan update** to reflect new priorities, community input, and evolving regional needs since the first plan was first adopted in 2000. Rooted in over two decades of community-driven planning and supported by local, state, and federal partnerships, the CRHT and the updated Plan aim to serve as a model for a statewide trail system, aligning with regional growth plans and enhancing connectivity between parks, communities, and recreational spaces. The CRHT Plan update emphasizes four key goals: expanding transportation options, highlighting key points of interest, increasing community visibility and involvement, and enhancing user amenities and accessibility. The four goals will guide improvements and additions to the CRHT as funding is available.

INFLUENCE ON THIS PLAN

- Positions Boardman as a regional trail hub with strong connectivity and tourism potential.
- Supports expanded trail access, waterfront connections, and infrastructure upgrades, including signage, interpretive elements and trail width standards for multi-use
- Informs inclusive design strategies focused on ADA accessibility, equity, and visitor experience.
- Reinforces long-term stewardship through inter-agency collaboration, volunteer engagement, and sustainable maintenance practices.

CONSIDERATIONS FOR ONGOING CRHT PLANNING

Through this master planning effort, several local priorities were identified that should be considered in the ongoing update process:

- Improved connectivity using BPA easements
- Accessible surfacing and upgraded signage within city limits
- Expanded water and rest stop access
- Inclusive design aligned with SCORP goals
- Community engagement that is bilingual and ADA-accessible

Statewide Frameworks

Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP, 2024–2029)

The SCORP provides a data-driven framework for outdoor recreation planning across Oregon. It identifies key statewide priorities—including inclusive access, health and wellness, environmental stewardship, and resilient infrastructure—and offers demographic insights into changing recreation trends. The plan places particular emphasis on addressing disparities for underserved communities, including Hispanic and Latino populations, low-income households, and people with disabilities.

INFLUENCE ON THIS PLAN

- Reinforces Boardman's commitment to equitable access, particularly for youth, low income and Latino families, and people with disabilities.
- Supports investments in health-focused infrastructure such as trails, shade, and water access.
- Aligns with community goals for resilience, safety, and climate-adaptive amenities.
- Provides statewide participation data and equity-driven priorities that inform facility planning and programming strategies.

B.2 SUNSET PARK DEED RESTRICTIONS

M-43226

BARGAIN AND SALE DEED

MORROW COUNTY, a political subdivision of the State of Oregon, (Grantor), grants and conveys to THE CITY OF BOARDMAN, a political subdivision of the State of Oregon (Grantee), the following described real property free of encumbrances except as specifically set forth herein situated in Boardman, Morrow County, Oregon, to-wit:

Lots 9, 10, and 11, of Block 1, Hillview Estates No. 2; Lots 1 through 17, inclusive, of Block 2, Hillview Estates No. 2; Lots 1, 2, and 3 of Block 3, Hillview Estates No. 2; Lots 1 through 24, inclusive, of Block 4, Hillview Estates No. 2; and Lots 1 through 16, inclusive, of Block 6, Hillview Estates No. 2; SUBJECT TO the condition that the property continue to be used for public purpose; in the event that the property in converted to private use, all right title and interest shall immediately and automatically REVERT to Morrow County.

The said property is free from encumbrances except any and all encumbrances of record.

The true consideration for this conveyance is $-0-.

THIS INSTRUMENT DOES NOT GUARANTEE THAT ANY PARTICULAR USE MAY BE MADE OF THE PROPERTY DESCRIBED IN THIS INSTRUMENT. A BUYER SHOULD CHECK WITH THE APPROPRIATE CITY OR COUNTY PLANNING DEPARTMENT TO VERIFY APPROVED USES.

Dated this 6th day of July, 1994.

ATTEST:
Barbara B. Bloodsworth
County Clerk

APPROVED AS TO FORM:
County Counsel

MORROW COUNTY COURT

Louis A. Carlson, Judge

R.J. French, Commissioner

Donald C.J. McElligott
Commissioner

ACCEPTANCE

The City Council of the City of Boardman, Oregon, by and on behalf of the people of Boardman, Oregon, hereby ACCEPTS the above-described property this 7th day of July, 1994.

THE CITY OF BOARDMAN

By: T. D. Meyers
Mayor (PRO TEMPORARE)

ATTEST: Brenabel D. Mittelsdorf
City Recorder

ReTurn To:
City of Boardman
P.O. Box 229
Boardman, OR 97818

B.3 ENGINEERING LETTER FOR SPLASH PAD RELOCATION

anderson perry
Engineering Surveying Natural Resources Cultural Resources GIS

1901 N. Fir Street, P.O. Box 1107
La Grande, OR 97850
(541) 963-8309
www.andersonperry.com

MEMO

To: Carla McLane, Planning Official

From: Mike Lees, P.E., City Engineer

Subject: **City of Boardman – Splash Pad Relocation**

Date: February 19, 2025

Job/File No. 439-58-010

cc: Brandon Hammond, City Manager

Dear Carla,

The purpose of this memo is to provide information on relocating the City of Boardman's existing splash pad as commercial development opportunities exist at its current location.

Background

The City has operated a splash pad since its construction around 2016. Between 2021 and 2024, the average water usage for the splash is approximately 4-million gallons annually. Water used at the splash pad is disposed of through evaporation, runoff from the concrete slab into the surrounding grass, or primarily through drains that discharge into the City's sanitary sewer collection system. The water discharged into the collection system is conveyed to Lift Station (LS) 3 by gravity and where the water is pumped to City's Wastewater Treatment Facility (WWTF) for treatment and disposal. The existing splash pad operates for approximately 4-months and consumes around 4-million gallons which equates to approximately 33,000 gallons per day.

In 2022, the City received DEQ approval on the Wastewater Facilities Plan (WWFP). The design criteria in the WWFP provided a historical analysis of inputs to the WWTF that showed that average daily gallons per capita flow for the residents of Boardman is 71 gallons per day.

The WWFP also identified improvement projects to meet system demands through 2042. The improvements generally consisted of adding a wastewater storage lagoon at the WWTF and increasing the pumping capacity of the primary lift stations (LS1, LS2, and LS3). The identified improvements were completed by 2023. This is of importance because the existing splash pad flows were calculated into the design criteria for LS3.

Splash Pad Options

As mentioned, the current splash pad utilizes potable water and discharges the water used into the collection system, otherwise known as a freshwater system. Therefore, there is no reuse or recycling of the water.

Reuse is defined as recirculating the the water used so there is less water consumption, and less water discharged to the collection system. On average, there is an approximate 80 percent reduction in water consumption. However, water reuse requires water treatment and water treatment has more capital costs and more costs associated with operation and maintenance (labor hours, chemicals, power, permitting, etc.). Reuse systems cost approximately $25,000 to $50,000 and will add to the installation cost and construction timeline. Reuse systems also require certified operators to check water quality daily and to maintain proper operation.

Recycling of the water is defined as beneficially using the water used for another purpose such as irrigating grass. Like reuse, regulations require that recycled water also be treated to protect public safety. Therefore, recycled water systems have similar capital costs and operation and maintenance costs as a reuse system.

Freshwater systems utilize potable water and are pressurized by the water distribution system. Freshwater systems are simple and cost significantly less to install, operate, and maintain. The drawback on freshwater systems is water consumption is the greatest.

Splash Pad Relocation

It is the City's desire to relocate the existing splash pad as commercial development opportunities exist at its current location. Potential locations for the new splash pad have been discussed near City Hall, at the City Park, or near the Sage Center.

Each of the potential locations and splash pad options has pros and cons. Locating the new splash pad near the Sage Center would mean that a freshwater splash pad could be installed without impacting the capacity of the collection system because the water discharged has already been accounted for in the LS3 flow projections.

Installing the splash pad near City Hall or at the City Park would require the installation of a reuse or recycled water system to minimize capacity impacts to LS 1, LS 2, and collection system piping.

XX/xx

https://andersonperry.sharepoint.com/sites/Secretarial/SharedDocs/Memos/AP2023Memo-LG.docx

B.4 CITY RESOLUTION NAMING PARKS

CITY OF BOARDMAN
RESOLUTION 24-2025

A RESOLUTION NAMING PARKS

WHEREAS, the City of Boardman is drafting a Parks Master Plan; and

WHEREAS, the City of Boardman had a public engagement event that requested community members provide suggested names for the following park areas – city hall park, the future park areas below the Bonneville Power Administration powerlines, the neighborhood parks within the River Ridge subdivision, and the park area within the Hillview Subdivision; and

WHEREAS, the Public Advisory Committee (PAC) for the Parks Master Plan forwarded proposed names for each of these park areas to the City Council for consideration after which the City Council sent the request back to the PAC for further input. Based on further consideration by the PAC the proposed names have been refined for the City Council's adoption.

NOW, THEREFORE, BE IT RESOLVED: The City of Boardman adopts the following park names:

City Hall Park	Tatone Park
Hillview subdivision park area	Sunset Park
BPA park blocks	Power Trail Park (east of Main Street) Parque Cultural (west of Main Street)
River Ridge neighborhood parks	Parque Los Niños (River Ridge Park #1) Pájaro Azúl Park (River Ridge Park #3) Meadowlark Park (River Ridge Park #2)

DATED this 7th day of October 2025.

CITY OF BOARDMAN

Mayor – Paul Keefer

Council President – Ethan Salata

Councilor – Karen Pettigrew

Councilor – Richard Rockwell

Councilor – Brenda Profitt

Councilor – Cristina Cuevas

Absent
Councilor – Heather Baumgartner

ATTEST:

Amanda Mickles – City Clerk

1

B.5 COLUMBIA RIVER HERITAGE TRAIL REVIEW LETTER

PLANNING DEPARTMENT

P.O. Box 40 • 215 NE Main Ave. Irrigon, Oregon 97844
(541) 922-4624 • www.morrow.or.us/planning

October 9, 2025

City of Boardman
Attn: Carla McLane
200 City Center Circle
PO Box 229
Boardman, OR 97818

Re: City of Boardman Park Master Plan and Columbia River Heritage Trail Plan

Dear Ms. McLane,

The Morrow County Planning Department would like to thank the City of Boardman for providing a draft copy of its Park Master Plan Update for our office to review. We appreciate the opportunity to coordinate planning efforts and ensure consistency between projects of mutual interest.

Upon review, we note that the City's plan and the County's ongoing Columbia River Heritage Trail (CRHT) Plan Update appear to be generally aligned in concept and intent. Specifically, the City's Park Master Plan's references to a future Trail Master Plan and the enhancement of trail connectivity within the city limits complement the broader, countywide vision established through the CRHT.

Both the City's and the County's plans are conceptual in nature, jurisdiction-specific, and are expected to evolve as further planning and design transpire, and funding become available. Given this, we agree there is no need to co-adopt these plans.

It is encouraging to see that both jurisdictions are working toward compatible long-term goals for trail connectivity and public recreation access. We appreciate the City's collaborative approach and look forward to continued coordination as both planning efforts advance towards implementation.

Please contact me or Clint Shoemake if you have any questions. We can be reached at the number above or by email at tmabbott@morrowcountyor.gov or cshoemake@morrowcountyor.gov.

Cordially,

Tamra Mabbott
Planning Director

cc: Clint Shoemake, Morrow County Planning
Stephanie Case, City of Boardman Planning

APPENDIX C: FACILITY INVENTORY

Boardman Parks Master Plan 2035 - Inventory

Updated: 11/11/2025

| | | | | ACRES | | | | | TRAILS | PARKING | | | | | | | ATHLETIC FACILITIES | | | | | | |

Boardman Parks Master Plan 2035 - Inventory

Updated: 11/11/2025

| | | | | ACRES | | | | TRAILS | PARKING | | | | | | | ATHLETIC FACILITIES | | | | | | |

Boardman Parks Master Plan 2035 - Inventory

Updated: 11/11/2025

| | | | | ACRES | | | | TRAILS | PARKING | | | | | | | ATHLETIC FACILITIES | | | | | | |

D.1

APPENDIX D: INTEGRATED MARKET ASSESSMENT WITH COMMUNITY PROFILE

Prepared by ECOnorthwest

with support by Shapiro Didway

October 14, 2025

Reformatted for inclusion as part of the Boardman Parks & Recreation Master Plan.

Introduction and Methodology

Boardman's parks and recreation system serves a community that is growing quickly, and shaped by a diverse mix of residents, workers, and visitors. This market assessment provides the context needed to plan for that future. It combines demographic, economic, and visitation trends from the Boardman Economic Opportunities Analysis and the Community Profile of the Transportation System Plan with market and participation data from the Boardman Hospitality and Tourism Needs Assessment (2023) and Oregon's Statewide Comprehensive Outdoor Recreation Plan (SCORP, 2025–2029). Together, these sources create a comprehensive picture of:

- **Residents** of Boardman: Who lives in Boardman;
- **Employees** in Boardman: Who works here; and
- **Visitors** to Boardman: Who visits the region.

For these general audience groups of residents, workers, and visitors, the assessment examines population growth, household income, recreation preferences, and market participation patterns.
Local context from the Economic Opportunities Analysis and the Community Profile of the Transportation System Plan—such as Boardman's rapid population growth, minority-majority status, relatively young age structure, among other factors—is integrated throughout, ensuring that recommendations reflect the unique composition of the community.

Key sources used in this assessment include:

- Boardman Hospitality and Tourism Needs Assessment (BCDA, 2023)
- Oregon Statewide Comprehensive Outdoor Recreation Plan (OPRD, 2025–2029)
- American Community Survey (U.S. Census Bureau, 2018–2022)
- PSU Population Research Center (2024 population forecasts)
- Boardman Economic Opportunities Analysis (Johnson Economics, in progress)
- Boardman Transportation System Plan Community Profile (MIG, in progress)
- Boardman Park & Recreation District Asset Inventory (in progress)

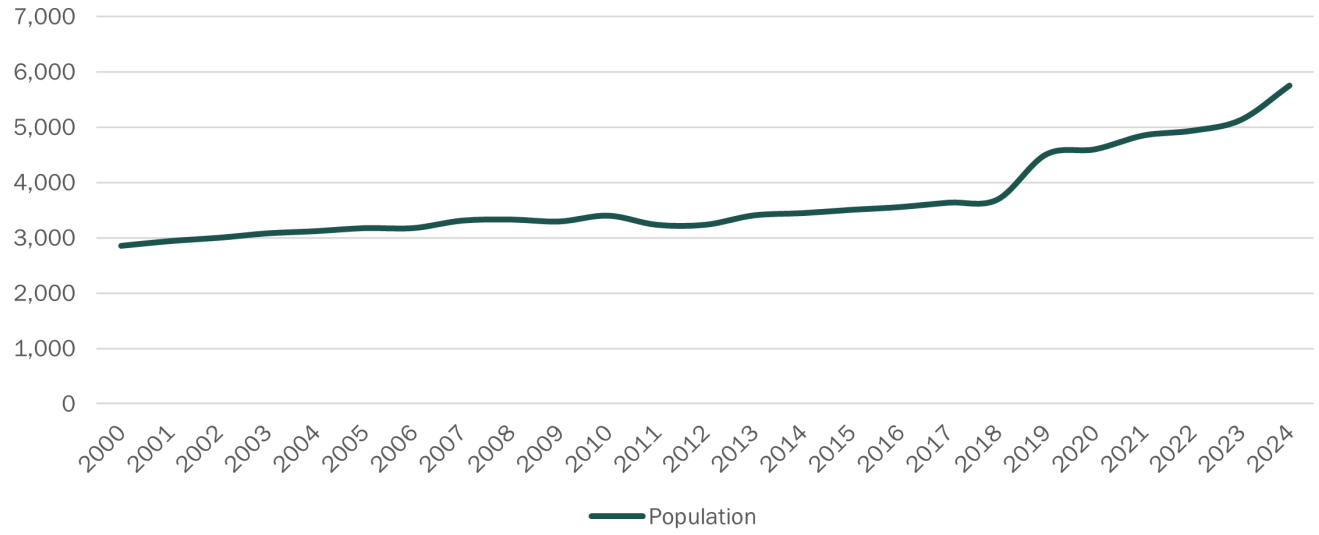
Who Lives in Boardman: Demographics and Household Characteristics

Understanding who lives in Boardman is central to planning a park system that reflects community needs, removes barriers to access, and supports culturally relevant programming. Boardman is one of Oregon's fastest-growing small cities, and its population profile is distinct from that of the county and the state.

Population Growth and Age Structure

Boardman's population grew rapidly in recent years, reaching an estimated **5,749 residents in 2024** (Exhibit 1), an increase of more than **78 percent since 2010**—more than three times Morrow County's growth rate and over five times the state's (Exhibit 2). The city's population growth has been fueled by its role as a regional employment hub, available land for development, and its strategic location along the Columbia River.

Exhibit 1. City of Boardman, Population 2000–2024



Source: Population Research Center at Portland State University

Exhibit 2. Historical Population Growth and Projections

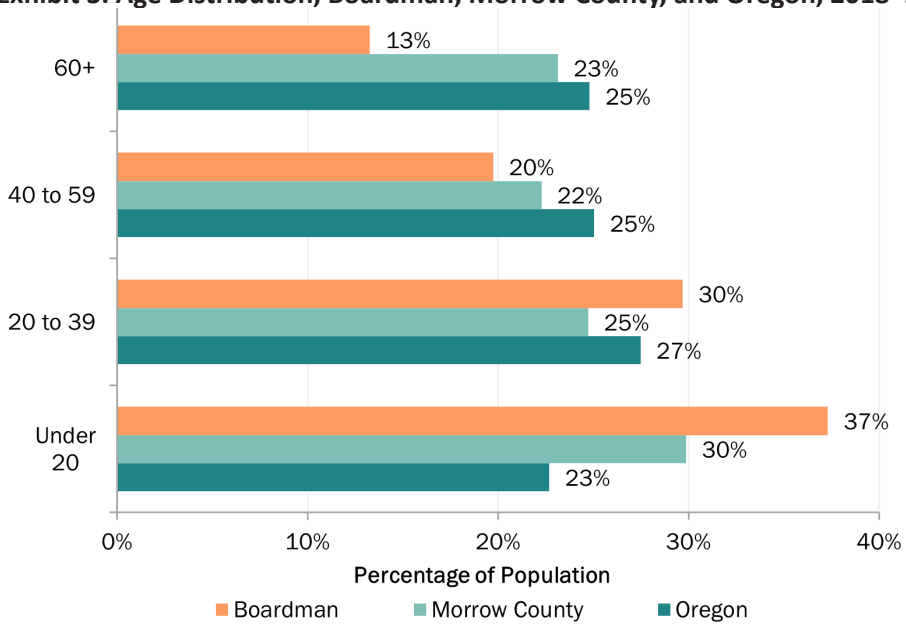
Location	2010	2020	2030	2040	2050
Oregon	3,831,074	4,237,256	4,589,920	4,837,179	5,045,154
Morrow County	11,173	12,186	13,227	14,271	15,410
Boardman UGB	3,546	4,160	4,828	5,246	5,610
City of Boardman	3,220	4,597*	N/A	N/A	N/A
City of Hermiston	16,745	19,354	N/A	N/A	N/A

** PSU has revised population estimates for the City of Boardman, making them higher than estimates for the Boardman UGB*

Source: Portland State University Population Research Center.

The city is also notably young as shown in Exhibit 3. As of 2022, **37 percent of residents are under age 20**, compared with 30 percent in Morrow County and 23 percent statewide. Only 13 percent are over age 60, but the fastest-growing cohorts are adults ages 55–64 and 75+, suggesting a gradual shift toward a more multi-generational population in the coming decades.

Exhibit 3. Age Distribution, Boardman, Morrow County, and Oregon, 2018–2022

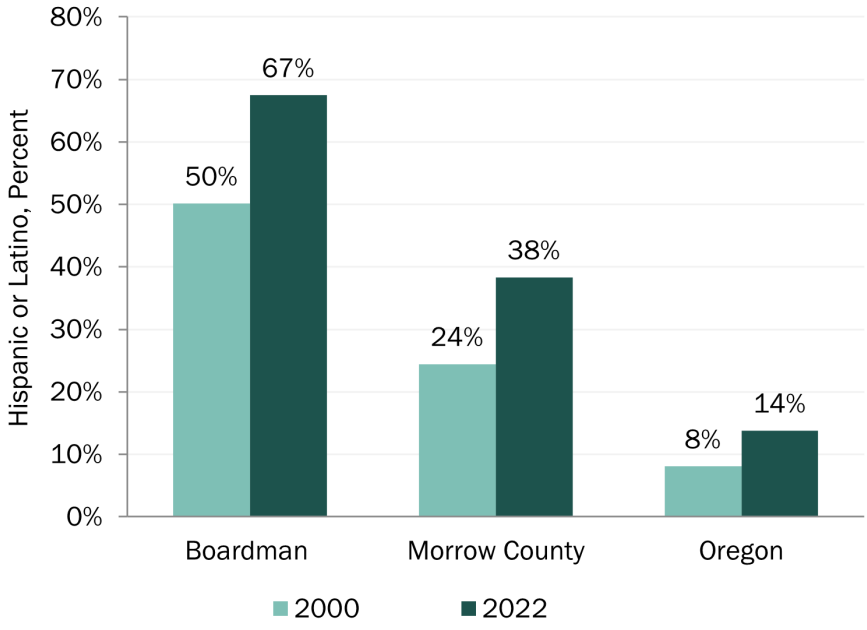


Source: U.S. Census Bureau, American Community Survey, 2018–2022 5-Year Estimates, Table B01001.

Cultural and Linguistic Diversity

Boardman is a **minority-majority community: 67 percent** of residents identify as Hispanic or Latino, compared to just 14 percent statewide as shown in Exhibit 4. People of color make up more than half the population.

Exhibit 4. Hispanic or Latino Population as a Percentage of the Total Population, Boardman, Morrow County, and Oregon, 2018–2022



Source: U.S. Census Bureau, 2000 Decennial Census, Table P008; 2018–2022 American Community Survey, 5-Year Estimates, Table B03002.

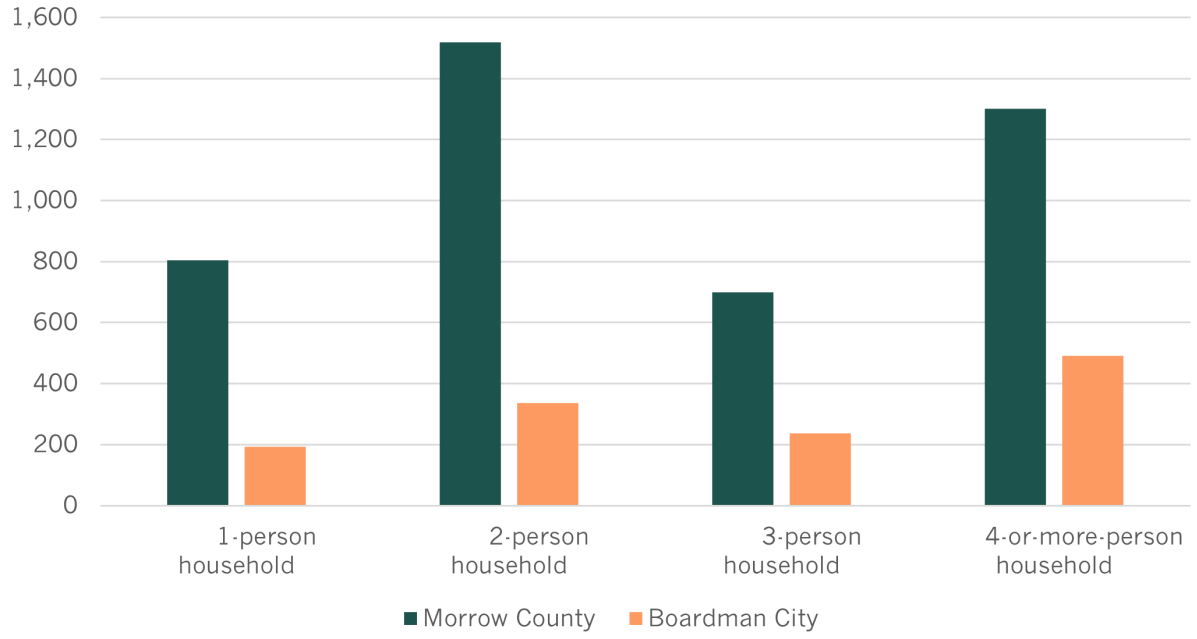
Language data also reflect this diversity. Roughly **63 percent of households speak only Spanish at home**, nearly five

times the state average and far higher than the rate in Morrow County. Many of these households report limited English proficiency, underscoring the importance of bilingual signage, multilingual programming, and culturally relevant activities.

Household Size, Structure, and Income

The **average household size in Boardman is 3.2 people**, compared with 2.9 in Morrow County and 2.5 statewide. Households with four or more members are most common (as shown in Exhibit 5), often reflecting multi-generational living arrangements.

Exhibit 5. Household Type by Number of Household Residents, 2019—2023, Morrow County and City of Boardman



Source: U.S. Census Bureau, 2019–2023 American Community Survey, 5-Year Estimates, Table S2501.

Income distribution shows a mixed economic picture, as shown in Exhibit 6. About one in three households earns less than $40,000 annually, and **over half live below 200 percent of the federal poverty level**—approximately $60,000 for a family of four, Boardman's most common household size, underscoring widespread economic hardship. The city's median household income is about 10 percent below the state median, and affordability is a recognized barrier to recreation participation.

Exhibit 6. Household Income Distribution – Boardman, Morrow County, and Oregon (2018–2022)

Annual Household Income	Boardman	Morrow County	Oregon
Less than $25,000	16%	15%	13%
$25,000–$39,999	18%	17%	12%
$40,000–$59,999	21%	20%	17%
$60,000–$99,999	25%	28%	27%
$100,000+	20%	20%	31%

Source: U.S. Census Bureau, ACS 2018–2022 5-Year Estimates.

Disability and Access

Approximately **27 percent of Boardman's households are reported to include at least one person with a disability** as shown in Exhibit 7. Although this proportion is below the countywide rate of 38 percent, it represents a substantial portion of the community that will require accessible and universally designed facilities.

Exhibit 7. Population with a Disability in Boardman, Morrow County, and Oregon 2018–2022

	Number of Households	With Disability	
		Total	Percent
Morrow County	4,201	1,581	37.6%
Boardman UGB	1,313	414	31.5%
City of Boardman	1,119	307	27.4%

Source: U.S. Census Bureau, 2018–2022 American Community Survey, 5-Year Estimates, Technical Memorandum #1, City of Boardman Transportation System Plan Update, 2025.

Housing Growth and Development

According to Portland State University's corrected 2020 Census estimates, Boardman had a housing stock of about **1,535 housing units, with 47 percent of those renter-occupied**. Manufactured housing and multifamily units form a significant share of the housing stock. The 2019 Morrow County Housing Strategies assessment projected that Boardman would need 1,788 new housing units by 2039—including 1,134 owner units and 654 rental units of various sizes and types. However, those projections assumed a 2039 population of 5,418—below the city's current population—making the figures difficult to apply directly.

Despite this omission, the assessment provides useful benchmarks. It identified a need for 96 new multifamily units, yet more than 384 units have been constructed in recent years (e.g. Port View and Tidewater Apartments). Similarly, it called for 41 three- and four-plex units, and at least 29 have already been delivered. Although single-family construction is harder to track precisely, progress has been made toward the 946 units identified as needed. Manufactured housing has also expanded, with the Unity Mobile Home Park expected to deliver between 72 and 130 units, reducing the 225-unit gap originally identified for rental manufactured housing.

Overall, the **pace of housing development has far outstripped earlier forecasts**, reflecting strong demand. Even with these gains, however, housing affordability and availability remain pressing challenges. To respond, the City of Boardman has formed a Housing Advisory Committee and launched a revolving investment fund to support new development. Also coming is a Housing Capacity Analysis to better understand current land supply and anticipated housing needs.

Transportation Access

According to the American Community Survey, about **88 percent of Boardman workers commute by car**, with 71 percent driving alone. Only 5 percent walk or bike to work, and transit use is minimal (approximately 2.2 percent). The City's Transportation System Plan reports that approximately **67 percent of residents commute to regional destinations** for employment, including Hermiston, Irrigon, and Umatilla—though the percentage of residents working in Boardman has gradually increased over the past five years.

These patterns reflect Boardman's auto-oriented development and regional employment connections. As the City grows, it will be important **to improve pedestrian and bicycle connections—particularly to parks, schools, and recreation facilities**. Enhancing transportation access for youth, seniors, and households without reliable vehicle access will also help **ensure more equitable use of the City's park system**.

In addition, high rates of out-commuting have direct implications for how and when residents use parks. With many working adults away during the day, there is greater demand for evening and weekend access to outdoor spaces, especially for families seeking nearby opportunities to unwind and connect, underscoring the importance of safe, well-lit parks, after-hours amenities, and neighborhood-scale recreation options that accommodate quick, informal use. These strategies can help ensure that residents—regardless of their work schedules—have access to meaningful recreation close to home.

Internet Access

While broadband access is widely available in Boardman, not all households are equally connected. According to the American Community Survey, approximately 1**7.8 percent of households in the City lack any type of internet subscription**, either wired or cellular data plans. Rates of limited or no internet access are higher among lower-income households and non-English-speaking households—two groups that are also more likely to face barriers to recreation access.

These disparities underscore the importance of offering both in-person and **offline ways to access park assets and recreation programming**. Paper flyers, multilingual signage, and phone-based program registration options can help ensure that all residents—regardless of digital accessibility—can participate fully in community offerings.

Public Health and Well-Being

Extensive research shows that access to parks and recreation opportunities plays a critical role in supporting physical and mental health. While detailed local health data for Boardman is limited, Morrow County health indicators point to several areas where access to active living infrastructure can make a difference. According to the Oregon Health Authority's County Health Rankings & Roadmaps (2024), Morrow County's rates of obesity, diabetes, and physical inactivity are higher than statewide averages—especially concerning in a community where nearly 40% of residents are under age 20 and lifelong health habits are still forming. Participation tends to be lower among rural, low-income, and older adults, groups well represented locally and likely to expand as the senior population grows.

Given Boardman's younger population and high proportion of families, investing in accessible outdoor spaces, safe walking and biking routes, and inclusive programming can help promote healthier outcomes across all age groups. Parks also play an important role in mental health, providing space for social connection, stress reduction, and time in nature.

Implications for Parks and Recreation

This rapid growth and multicultural nature of the population present opportunities and challenges for the City and BPRD as it considers investments in the parks system:

- With a recent increase in population and anticipated continued growth, park acreage, recreation facilities, and maintenance budgets will all need to scale ahead of demand to prevent overcrowding and preserve quality.
- Investments should consider the age makeup of the population, including youth play spaces, teen-friendly amenities, as well as senior-accessible walking loops, seating, and shade.
- The majority–minority population calls for culturally-relevant and multilingual access, including bilingual signage, culturally specific events, and programs that reflect community traditions and sports preferences.
- Parks planning should consider larger multi-generational households in a variety of ways, including potentially larger picnic shelters, group seating areas, and multipurpose fields for family gatherings and informal play.
- Consider ways to address economic barriers to participation, given the economic diversity of the population, such as prioritizing free or low-cost facilities, programs, and equipment lending to reduce cost as a barrier to access.
- With over a quarter of all households including someone with a disability, universal design should be standard for trails, playgrounds, restrooms, and event spaces.

- Heavy car dependency, low walking/biking rates, and high out-commuting patterns mean greater demand for safe, well-lit parks with evening and weekend programming, as well as improved pedestrian/bike links to neighborhoods.
- **Need to Maintain Offline and In-Person Program Access:** with nearly 18 percent of households lacking internet, the provision of printed program guides, multilingual outreach, and phone registration options can help ensure equitable access to recreation opportunities.

Who Works in Boardman: Employment and Workforce Dynamics

Boardman is a regional employment hub, with an economy anchored by industrial, manufacturing, and logistics sectors. Its strategic position—at the intersection of Interstate 84, the Union Pacific Railroad, and the Columbia River—supports a job base that far exceeds the size of its resident workforce.

Understanding labor force participation, employment sectors, and commuting patterns in the City of Boardman will help shape the region's needs for park assets and recreation opportunities.

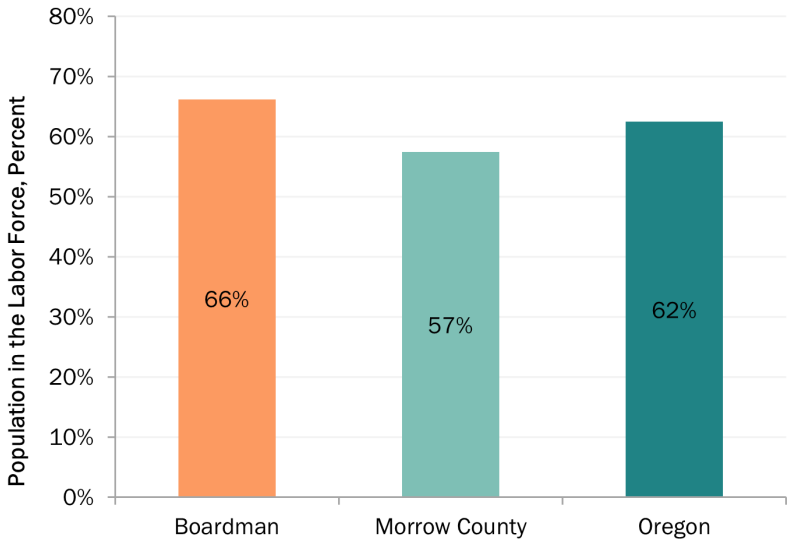
Labor Force

The labor force consists of individuals age 16 and over who are either working or actively seeking work, including both employed and unemployed people. It does not include individuals who are not working and not seeking employment, such as children, retirees, and students. According to the 2018–2022 American Community Survey, Morrow County had an active labor force of 5,312 people, with Boardman's active labor force of 1,803 people. Labor Force Participation rates of the city, county, and state are shown in Exhibit 8.

Despite having nearly 3,500 jobs located within the city in 2025, it is believed that most of these positions are filled by nonresidents. The Economic Opportunities Analysis (EOA) estimates that 2,075 people commute into Boardman for work, while 1,200 residents commute out, and only 639 residents both live and work within the city. These data suggest an increased reliance on in-commuting workers to sustain its job base, particularly in industries such as food processing, logistics, and data center operations, highlighting the need for investments in housing and workforce-training programs.

Boardman has a slightly higher labor force participation rate (66 percent) relative to Morrow County (57 percent) and Oregon overall (62 percent).

Exhibit 8. Labor Force Participation Rate, Boardman, Morrow County, and Oregon, 2018–2022



Source: U.S. Census Bureau, American Community Survey 2018–2022 5-Year Estimates, Table B23001.

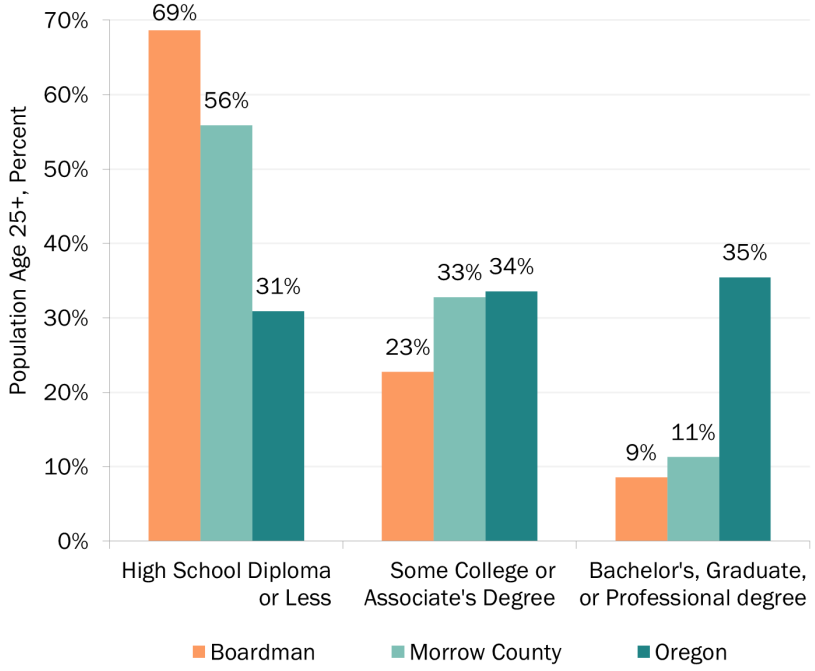
Educational Attainment

The educational level of a community's workforce is a crucial factor that influences the quality of labor available – a community with a highly educated population is better positioned to attract and retain industries and employers seeking skilled workers, which directly translates to potential future economic development.

Around 9 percent of Boardman residents have a Bachelor's, Graduate, or Professional degree, which is a slightly lower share than the county and a much lower share than the state.

On the other hand, just under 70 percent of the residents have received a High School Diploma or less, and relatively fewer workers have some college or an associate's degree.

Exhibit 9. Educational Attainment for the Population 25 Years and Over, Boardman, Morrow County, and Oregon, 2018–2022



Source: U.S. Census Bureau, American Community Survey 2018–2022 5-Year Estimates, Table B15003.

Employment Concentration and Major Sectors

With a workforce of approximately 1,800 workers, it is estimated that about one-third of Boardman's workforce has jobs within the City. At the same time, the City supports approximately **3,500 jobs,** but fewer than **20 percent** are estimated to be held by residents who live within the city limits. Most positions are filled by in-commuters from surrounding communities, reflecting Boardman's role as a regional job center and the reality of housing constraints and workforce alignment challenges.

The **Port of Morrow (POM)** is a particularly large economic driver in the region. Established in 1959, it hosts over 50 businesses across four industrial campuses. In 2020, Port operations supported more than **6,700 permanent jobs** and moved over **$2.5 billion in goods annually**. Capital projects have generated an average of 8**,200 construction-related jobs per year**, creating sustained demand for temporary housing and weekday services.

Three campuses—Airport Industrial Park, Boardman Industrial Park, and East Beach Industrial Park—are within or adjacent to the BPRD boundary and retain substantial capacity for future development.

Temporary Workforce and Demand Implications

Boardman also hosts a large temporary and rotating workforce—seasonal agricultural laborers, contractors, and construction crews—particularly tied to Port expansion and industrial projects. The recent approval of a **1,200-acre exascale data center campus** west of Tower Road is projected to generate 800 ongoing construction jobs over

eight years and employ 560 permanent staff once complete. With at least 17 large campuses planned or under construction across Morrow and Umatilla Counties, long build-out timelines will continue to drive demand for lodging, housing, and recreation. Overlapping projects amplify these impacts, intensifying weekday use of local facilities. These permanent and temporary workers contribute to **daily fluctuations in population and demand for infrastructure and services**.

Temporary workers often rely on hotels, RV parks, bunk housing, or short-term rentals, many of which operate near or at capacity Monday through Thursday. The 2023 Hospitality & Tourism Needs Assessment found that **85 percent of hotel guests** in Boardman are workforce-related or business travelers.

Boardman's labor force participation reflects the city's younger population and the city's concentration of jobs in agriculture, food processing, logistics, and warehousing. According to the City's Transportation System Plan (TSP) update, **many of these jobs involve non-traditional or rotating shift schedules, which can affect how and when residents are able to participate in recreation programs**. The TSP also notes that Boardman functions as a regional employment hub, with a large share of workers commuting in from surrounding communities such as Hermiston, Umatilla, and rural areas of Morrow County.

These patterns highlight the need for **recreation opportunities that are accessible to both residents and the regional workforce. Flexible, drop-in, and self-directed recreation options—as well as parks and amenities open beyond standard hours**—can help meet the needs of working families, shift-based employees, and temporary workers who may have limited availability during conventional programming times.

Implications for Parks and Recreation

This employment profile creates opportunities and challenges for the park system:

- **Weekday demand spikes** from in-commuters and temporary workers can place pressure on parks, trails, and waterfront areas.
- **Partnerships with large employers** could expand access to recreation amenities—through joint-use agreements, after-hours facility access, or coordinated event programming.
- **Investments in lighting, flexible-use spaces, and trails near employment** hubs could extend usability for shift-based workers.

Who Visits Boardman: Tourism and Regional Recreation Demand

Boardman attracts a mix of local, regional, and extended-market visitors, drawn by its riverfront access, trail network, events, recreational infrastructure, and other attractions. Understanding these audiences—how far they travel, what they value, and when they visit—helps shape strategies for tourism and seasonal demand management.

Regional Markets

The Boardman Hospitality and Tourism Needs Assessment (2023) defines three drive-time markets, summarized in Exhibit 10 and shown geospatially in Exhibit 11:

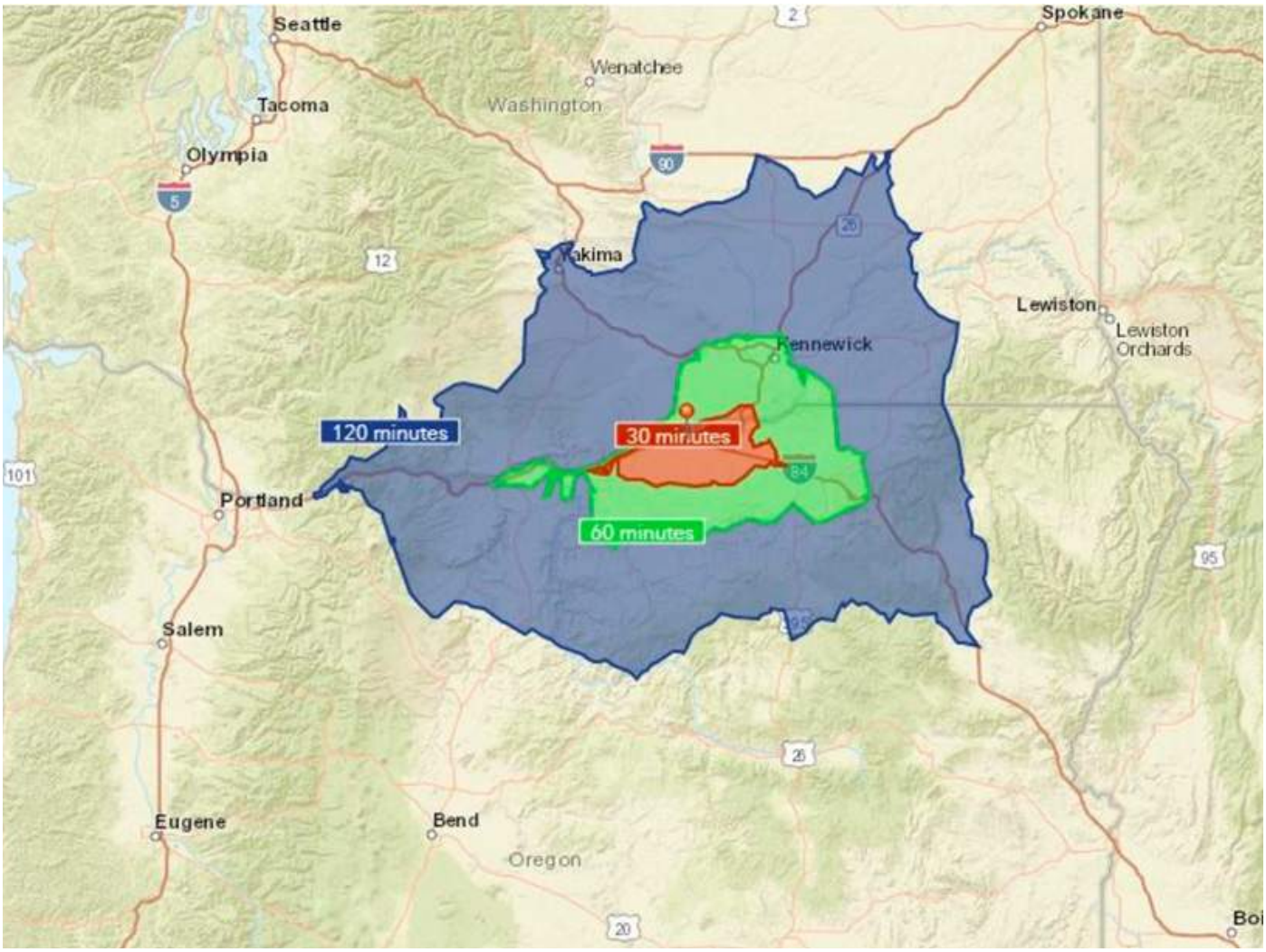
- **30-minute local market:** Boardman, Irrigon, Umatilla, and Hermiston. Nearly 47,000 residents by 2027. Lower median incomes and slower growth than other zones suggest strong demand for affordable, family-oriented recreation.
- **60-minute regional market:** Adds Heppner, Pendleton, and the Tri-Cities. Projected to exceed 352,000 residents by 2027, with the highest household incomes and fastest income growth (4.24 percent annually). Represents strong potential for day-trip tourism.
- **120-minute extended market:** Adds The Dalles, La Grande, Walla Walla, and Yakima. Over 858,000 residents by 2027, supporting weekend tourism, camping and destination recreation.

Exhibit 10. Boardman Market Area Population and Income Trends

Market Area	2010 Population	2020 Population	2020 Population	2027 Projected	Compound Annual Growth Rate	2022 Median Household Income	Annual Growth Rate
30-minute	40,654	45,150	46,760	0.37%	$61,378	$71,619	3.13%
60-minute	278,973	328,216	352,098	0.78%	$75,559	$92,998	4.24%
120-minute	747,281	825,492	858,516	0.43%	$67,074	$81,493	3.97%
Oregon	3,831,074	4,237,256	4,380,784	0.31%	$75,390	$90,647	3.75%
United States	308,745,538	331,449,281	339,902,796	0.25%	$72,414	$84,445	3.12%

Source: Boardman Hospitality and Tourism Needs Assessment (2023).

Exhibit 11. Map of 30-, 60-, and 120-minute Drive Times from City of Boardman



Source: Boardman Hospitality and Tourism Needs Assessment, 2023.

Recreation Participation Patterns

Across all markets, the most popular activities are walking for exercise, visiting beaches, and swimming. Hiking ranks especially high in the 60-minute market. Other high-interest activities include theme parks, overnight camping, and attending sporting or music events, as shown in Exhibit 12.

Exhibit 12. Top Activities by Participation – 0–60 and 60–120 Minute Markets

	0-60-Minute Drive-Time Radius		60-120-Minute Drive-Time Radius	
Activity	Population	% of Population	Population	% of Population
Walking for Exercise	75,951	30.5%	103,709	28.4%
Visited Beach	74,440	29.9%	104,046	28.5%
Swimming	40,292	16.2%	54,944	15.1%
Hiking	38,766	15.6%	53,455	14.7%
Visit Theme Park	37,737	15.2%	56,298	15.4%
Overnight Camping Trip	33,750	13.6%	51,476	14.1%
Attend Sports Events	31,912	12.8%	42,353	11.6%
Fishing (freshwater)	27,760	11.2%	43,035	11.8%
Bicycling (road)	27,355	11.0%	37,381	10.3%
Attend State/County Fair	25,605	10.3%	40,345	11.1%
Bowling	21,396	8.6%	28,301	7.8%
Golf	20,192	8.1%	26,691	7.3%
Attend Rock Music Performance	19,892	8.0%	26,337	7.2%
Canoeing / Kayaking	18,073	7.3%	25,120	6.9%
Attend Country Music Performance	12,736	5.1%	17,433	4.8%

Source: Oregon's Statewide Comprehensive Outdoor Recreation Plan 2025 - 2029.

Breaking down activities by those who participate in them, urban, suburban, and rural residents' preferred activities pattern is noted in Exhibit 13, with the urban group more likely to go picnicking, the suburban group is more likely to participate in visiting historical sites or history-themed parks, while **rural group is more likely to participate in nature observation.**

Exhibit 13. Top Ten Activities Inside Community per Oregon Resident Demographic Groups, Ranked by % of Group Participating, 2022

Activities	Urban	Suburban	Rural
Walking on streets or sidewalks			
Walking on paved paths or natural trails			
Nature immersion			
Picnicking			
Attending outdoor concerts, fairs, or festivals			
Visiting historical sites or history-themed parks			
Nature observation			
Visiting nature centers			
Pedaling bikes on streets or sidewalks			N/A
Taking children or grandchildren to a playground			

Source: Oregon's Statewide Comprehensive Outdoor Recreation Plan 2025 - 2029. Note: Color ramp suggests activities interest levels, with darker shades indicate higher ranking in participation percentages.

The recreational practices and usage patterns observed and documented in the SCORP, and the Boardman Tourism Assessment suggest support for **increased investment in the trail system, children's play areas, and affordable equipment rental options.** Specifically, the high level of walking and bicycling participation—particularly along paths and trails—could support investment in connected trail systems, either improvements to the Columbia River Heritage Trail or in developing a larger network of trails, and high levels of playground use could help the community guide its investments in **inclusive play improvements**. Additionally, the levels of park users picnicking suggests a need to **track the permits for picnic shelters and similar assets, allowing the City and District to monitor usage and picnic area occupancy,** to guide future investments picnic areas, and geospatial analysis of picnic-area occupancy can help inform decision-makers whether those investments might best be made by increasing the number of picnic areas, otherwise enhancing existing picnic areas, and then direct those investments accordingly.

State and National Travel Trends

While participation data highlight the activities most common across Boardman's regional markets, broader travel trends also shape how and why visitors engage in recreation. According to the Boardman Hospitality & Tourism Needs Assessment (2023), several emerging behaviors are gaining influence nationwide. Remote work has fueled longer "flexcations"—extended vacations where travelers combine leisure with working remotely. "Bleisure" travel, where business trips are extended to include personal or family leisure time, is also growing in popularity.

Sports tourism is expanding quickly, with families increasingly taking "tournacations"—youth or amateur sports tournaments paired with family vacations. These multi-purpose trips highlight the growing role of sports as both a recreation driver and a tourism market.

Together, these patterns underscore national shifts that can directly benefit Boardman. The city's location, riverfront access, workforce lodging base, and growing recreation infrastructure align with emerging opportunities in sports-driven tourism, extended stays, and culturally diverse outdoor participation.

Local / Eastern Oregon Tourism Trends

According to the Boardman Hospitality and Tourism Needs Assessment (2023), Eastern Oregon—including Morrow County—shows distinct recreation spending patterns compared to statewide trends. In 2021, the region enjoyed $409 million in direct tourism spending, up 8.4 percent from 2020, with 1.9 million person-trips and average spending of $289 per trip (17 percent higher than the previous year). The average spending per person-night was $106—24 percent lower than the Oregon average—reflecting the area's more affordable, rural tourism profile.

Spending patterns by category show that accommodations account for the largest share (56 percent, or $220 million), a proportion slightly higher than the state average. **Campgrounds generate 9 percent of that spending**—almost double the statewide share of 5 percent—underscoring the appeal of outdoor, lower-cost lodging in the region. Day trippers make up 17 percent of visitors, suggesting a substantial market that doesn't contribute to overnight lodging revenue.

Eastern Oregon's visitor air transportation spending is notably low, indicating limited air service and a predominantly "drive-to" tourism economy. Retail sales, food service, and local transportation/gasoline are also major spending categories, while spending on arts, entertainment, and recreation account for a smaller share. This pattern underscores the area's emphasis on nature-based and self-directed activities over ticketed attractions and aligns with Eastern Oregon Visitors Association tourism pillars of outdoor recreation, agritourism, and cultural heritage.

Seasonal lodging demand differs sharply from statewide patterns. While Oregon as a whole experiences relatively even demand across seasons, Eastern Oregon experiences heavier concentration in peak months, with Fall as the busiest visitation period (45 percent) driven by hunting, agricultural festivals and harvest events, and strong summer use tied to travel, outdoor recreation, and seasonal events.

Exhibit 14. Overnight Lodging Market Share by Type (2021)

Lodging Type	Eastern Oregon Share	Oregon Statewide Share
Hotels/Motels	62%	69%
Campgrounds/RV Parks	9%	5%
Vacation Rentals	7%	9%
Private Homes	15%	13%
Other	7%	4%

Source: Boardman Hospitality and Tourism Needs Assessment (2023)

MORROW COUNTY RECREATION TRENDS

The *2018–2038 Morrow County Parks Master Plan and 2011 Comprehensive Plan* identify several long-standing patterns and priorities that continue to shape recreation in the region. Outdoor recreation is diverse, with strong participation in hiking, biking, hunting, fishing, OHV riding, wildlife viewing, and birdwatching, supported by the county's scenic routes, trails, and water access.

Camping and day-use facilities are also in high demand, ranging from primitive campsites to full RV hookups, with early reservations common. Continued upgrades to picnic areas, playgrounds, restrooms, and other day-use amenities were identified as important to support growing use.

Recreation contributes significantly to the local economy, with county fairs, rodeos, heritage events, and outdoor sports drawing both residents and visitors. To meet future needs, county plans have emphasized facility expansion—including additional parks, campsites, trails, boat launches, swimming pools, ballfields, and tennis courts—along with a strong focus on equitable and accessible recreation. Priorities include improving ADA compliance, locating facilities near population centers, and ensuring inclusive access for all users.

BOARDMAN'S COMPETITIVE POSITION AMONG PEER COMMUNITIES

Boardman's role within the regional recreation landscape can be understood through a comparison to nearby cities and markets. Exhibit 15 summarizes relative strengths across amenities, access, and recreational offerings.

Peer community comparisons highlight both Boardman's strengths and its gaps relative to nearby cities such as Hermiston, Pendleton, and Umatilla. Boardman's most distinctive competitive advantage lies in its **Columbia River frontage**—including beaches, marina, RV park, and trail system—which provides access to water-based and nature-oriented activities highly valued across the region. The city's location on Interstate 84 also ensures visibility and accessibility that support both day trips and extended visits.

Boardman also benefits from **growth capacity**. Unlike many peers, it has undeveloped public lands near neighborhoods and community facilities, creating opportunities for new parks, trail extensions, and tournament-ready facilities. Combined with consistent demand from its large workforce population, this positions Boardman to capture steady weekday and evening use as well as seasonal tourism.

At the same time, the peer comparison underscores areas where Boardman lags. **Sports field and event infrastructure** are more developed in Hermiston, which currently serves as the region's center for tournaments and large-scale recreation. **Cultural and heritage programming** are more established in Pendleton, which leverages its nationally recognized Round-Up and related events. Compared with these communities, Boardman's **signature play features and cultural venues** remain limited, suggesting clear opportunities for future investment.

Together, these findings suggest that Boardman is well positioned as a **riverfront recreation hub with room to grow**, while strategic investments in sports, cultural amenities

Tourism Potential and Lodging Capacity

The Boardman Hospitality and Tourism Needs Assessment identified 234 hotel rooms across five properties located within the City of Boardman. Additional accommodation is available through short term rentals, and RV parks and campgrounds, including the Boardman Marina & RV Park and Driftwood RV Resort. City and District staff estimate approximately **182 RV and tent sites** are currently available—73 at the Boardman Marina (69 RV spots and 4 tent sites) and 109 at Driftwood. These assets position Boardman to support regional tourism, particularly for recreation-oriented visits.

However, the assessment highlighted a key limitation: **lodging capacity is frequently constrained during the workweek** due to high demand from construction workers, industrial contractors, and other temporary workforce populations. Estimated hotel occupancy forecasts range from **72 to 75 percent (2026-2028)**, translating to approximately **220 to 260 overnight guests per night**. Of these, an estimated **85 percent are workforce-related or transient business/leisure travelers**, leaving few rooms available for leisure tourism.

Exhibit 15: Peer Communities and Regional Comparative Assets
(✓ = Strength, ▲ = Emerging/In Progress, ✕ = Limited/Not Present)

Feature / Asset	Boardman	Hermiston	Pendleton	Umatilla
Columbia River Access	✓ Marina, beaches, disc golf	✕ Inland	✕ Inland	✓ Riverfront limited, disc golf, walking trails
RV & Campgrounds	✓ Marina RV/ Campground	✓ Fairgrounds, Butte Park	✓ Round-Up Grounds	✓ Small sites; Marina RV, Private RV
Highway Visibility (I-84)	✓ High	✓ High	✓ High	✓ High
Event Infrastructure	▲ Emerging, mobile stage	✓ Fairgrounds, events	✓ Major events, convention center	▲ Community events (Rock the Locks)
Signature Play Features	▲ Basic, limited variety	✓ Funland Playground, splash pad	✓ Large playgrounds; Aquatic Center	▲ Upgraded playground
Sports Fields & Complexes	▲ Shared-use soccer (private)	✓ Multiple complexes (Butte Sports Complex)	✓ Sportsplex, equestrian facilities	▲ Basic fields
Indoor Recreation	✓ Pool & Rec Center	✓ Community Center, gym	✓ Convention & aquatic centers	▲ Shared spaces
Cultural Interpretation & History	✓ Indigenous & historic relocation history potential	▲ Some	✓ Western heritage emphasis	▲
Trails & Riverfront Access	✓ Riverfront trail system & beaches	▲ McNary trails, emerging connectivity	▲ Umatilla River trails	✓ Shoreline access; Lewis & Clark Trail
Art & Cultural Events	▲ Seasonal events, potential for expanded art/ interpretation	▲ Fairground events	✓ Round-Up, arts venues	▲ Local events
Destination/ Weekend Tourism Appeal	▲ Regional tournaments, marina, growing overnight stays	▲ Events-based, not scenic destination	✓ Events and heritage tourism	✕ Limited draw; Rock the Locks
Workforce Recreation	✓ Port-related and weekday demand	▲ Some commuting	▲ Some industries, less transient	▲ Local industry, small scale
Growth Potential	✓ Undeveloped public land (riverfront, utility corridor)	▲ Infill opportunities	▲ Limited by topography and land use	▲ Limited trails, parks offerings

Source: Consultant team analysis using publicly available information and City staff discussions (2024–2025).

This weekday saturation places pressure not only on tourism but also on the availability of suitable housing for temporary workers. **Expanding temporary accommodations—such as RV parks, extended-stay lodging, and workforce housing—is increasingly critical** to support Boardman's growing industrial and construction-related labor force. Without additional housing options, this constraint will continue to limit the City's ability to host recreational events, attract overnight visitors, and support a thriving tourism economy.

Despite these challenges, opportunities remain. Expanding seasonal and weekend offerings—such as tournaments, waterfront events, and destination activities—could help optimize existing lodging assets during periods of lower occupancy. With Columbia River access, a growing trail system, marina amenities, and event infrastructure, Boardman is well positioned to strengthen its role as a regional recreation and tourism destination.

Implications for Parks and Recreation

This tourism profile creates opportunities and challenges for the park system:

- **Need to Prioritize Affordable, Family-Oriented Recreation:** The 30-minute local market has lower median incomes and slower growth, suggesting demand for low-cost, inclusive amenities such as free waterfront access, playgrounds, picnic shelters, and low-fee equipment rentals. Culturally relevant programming and bilingual communication can further expand reach, given Boardman's predominantly Hispanic community.
- **Enhance Trail Connectivity and Walking Infrastructure:** Walking for exercise is the top activity in all market zones, and the Columbia River Heritage Trail is a key asset. Expanding trail networks, improving linkages between parks, and enhancing trail amenities (shade, seating, lighting) would serve both residents and visitors.
- **Expand Waterfront and Beach-Oriented Amenities:** Visiting beaches and swimming rank in the top three activities. Boardman can strengthen its competitive position by improving beach access, adding water play features, expanding swim areas, and upgrading riverfront park amenities. **Enhance pedestrian waterfront connectivity** between neighbhorhoods and the waterfront parks to strengthen the destination experience.
- **Plan for Camping and RV Capacity:** Eastern Oregon's campground/RV park share (9 percent) is nearly double the statewide average, and Boardman's existing 182 RV/tent sites are a tourism asset. Expanding capacity, improving amenities, and integrating campground programming could increase overnight tourism revenue. Morrow County planning documents also emphasize strong demand for both primitive and full-service campgrounds, with early reservations common, reinforcing the importance of expanding sites and supporting day-use facilities alongside camping.
- **Balance Workforce and Leisure Lodging Needs:** Weekday lodging is heavily used by temporary workers, limiting availability for leisure visitors. Partnerships to expand RV/workforce lodging could free hotel capacity for weekend events and tourism, supporting greater park and facility use by visitors.
- **Target Day-Trip and Regional Markets with Activity Programming:** The 60-minute market has the highest incomes and growth, making it a strong target for day-trip tourism. Boardman Parks could develop short-duration, high-impact offerings—such as sports tournaments, guided water recreation, or seasonal festivals—to draw this group. **Consider cultural and agricultural tourism** to draw extended market visitors year-round.
- **Strengthen Cultural and Heritage Programming:** Peer cities like Pendleton have leveraged heritage tourism as a differentiator. Boardman can expand cultural interpretation, Indigenous history, festivals, and agricultural heritage events to align with EOVA's cultural and heritage tourism pillar.
- **Develop Sports and Tournament Infrastructure:** The growth of sports tourism and "tournacations" suggests value in strengthening fields, courts, and event facilities. Investments in multipurpose complexes or partnerships for tournament hosting could capture regional and extended markets.
- **Address Seasonal Peaks and Event-Based Demand:** With fall visitation peaking at 45% and summer also strong, parks and recreation programming should anticipate surges. Expanding shaded seating, flexible event infrastructure, and adaptive staffing can help manage seasonal and event-based crowding.
- **Expand Inclusive and Accessible Recreation:** Both Morrow County plans and SCORP emphasize ADA compliance and equitable access. Boardman can reinforce its position by prioritizing universal design, bilingual signage, and culturally relevant gathering spaces.

Effective Service Population

This assessment has reviewed three interconnected audiences: the people who call Boardman home, the workforce that supports its economy, and the visitors who come to enjoy its riverfront, trails, and events. It brings together demographic, economic, and recreation participation data to create a complete picture of local and regional demand, providing a data-driven foundation for understanding current and future demand for parks and recreation in Boardman.

Boardman's rapid population growth, minority-majority makeup, and relatively young age structure all influence how, when, and where people use parks. These factors, combined with the city's role as a regional job center and its position along the Columbia River, underscore the need for a park system that is responsive, equitable, and culturally relevant. The result is a fact-based foundation for investment decisions that will serve both current users and the generations to come.

The Park Master Plan must primarily consider Boardman's residential population, estimated to be **5,749 in 2024** (PSU-corrected), but weekday demand on parks and recreation facilities is larger due to non-resident users. These additional users include in-commuting workers, Port of Morrow employees, temporary contractors, and guests staying in hotels or RV parks who may use local trails, picnic areas, and waterfront amenities during breaks or after work.

To better reflect real-world demand, the level of service calculations consider a **weighted weekday service population**. Each population segment was assigned a usage weight based on how often they are likely to use park assets and recreation services relative to residents:

- Residents: 1.0 weight
- In-commuters: 0.33 weight
- Hotel/RV guests: 0.33 weight

This approach attempts to capture the likely impact of users not included among the residential population, such as in-commuting workers, workers employed with the Port of Morrow, and temporary contractors staying in hotels or RV parks. It recognizes full-time residents as the primary system users, but acknowledges these additional groups' impact to midweek use of trails, recreation facilities, picnic areas, and water amenities using a coefficient based on local-use indicators and general user type.

The result of this method is a weighted service population for calculating LOS metrics, ensuring that park investment planning aligns with real-world usage, and not just census-based population. All job and population growth estimates are approximated using recent trends and planning assumptions, and should be viewed as informed estimates intended to support recreation system planning, not as formal projections.

Exhibit 15. 2024 Weighted Weekday Service Population

Segment	Estimate	Usage Weight	Weighted Population
Residents	5,749	1.0	5,749
In-commuters (all)	2840	0.33	947
Hotel & RV guests	572	0.33	~191
Total Weighted Service Pop.			6,890

Estimates developed with coordination and consultation with the City of Boardman, Shapiro Didway, Johnson Economics, and ECOnorthwest.

This estimate suggests an **effective daily service population roughly 20 percent higher than the residential population.**

2035 Projection

By 2035, residential growth (4.2 percent annually), job expansion (0.9 percent annually), and the planned **Boardman Marina RV Park expansion** (net +264 sites) could push the weighted weekday service population to **roughly 10,450.** The RV expansion alone could add **~190–310 people nightly**, depending on occupancy.

Key Drivers of Effective Population

Although the full-time residents of Boardman are the primary park users, there are several key considerations impacting the effective park users, including:

- **Employment concentration:** Over two-thirds of the city's labor force works outside Boardman, and most local jobs are filled by non-residents (over 2,200 daily commuters).
- **Port of Morrow scale:** 3,500+ direct jobs, plus indirect, induced, and seasonal positions.
- **Transient lodging:** 234 hotel rooms, ~182 current RV/tent sites, mostly occupied by workforce travelers midweek (an estimated 85 percent of guests).
- **Event & recreation draw:** Boardman Marina (~20k annual visitors), SAGE Center (~13k), Heritage Trail, and events (~6k).

Opportunities and Considerations for Parks Master Planning

This integrated market and community analysis identifies clear opportunities for the City of Boardman and BPRD to strengthen the park system while addressing the needs of residents, the regional workforce, and visitors.

The following roadmap integrates market, community, and demographic insights to guide the City of Boardman and Boardman Park & Recreation District (BPRD) in delivering a park system that meets the needs of residents, workers, and visitors now and into the future. It organizes priorities into nine interrelated strategies, each with facility and program considerations.

1. Plan for Rapid Growth and Capacity Expansion

FACILITIES

- Acquire and develop new parkland in growth areas.
- Expand multi-use sports fields and increase trail mileage.
- Design new parks for scalable expansion.
- Use weighted weekday service population estimates to size facilities more accurately, accounting for residents, in-commuters, and workforce lodging demand.

PROGRAMS

- Update Level of Service (LOS) targets regularly.
- Track usage to anticipate and mitigate crowding.
- Implement phased facility build-outs to match demand.

2. Expand Affordable, Accessible Recreation

FACILITIES

- Maintain free or low-cost access to core park amenities.
- Provide low-cost sports courts, play areas, and community gardens.
- Improve safe walking/biking connections to parks.

PROGRAMS

- Maintain/expand offering subsidized youth fees and volunteer-led activities.
- Maintain equipment lending programs (e.g., balls, bikes, fishing/paddling gear).

3. Design for a Young, Multi-generational Community

FACILITIES

- Inclusive playgrounds, teen gathering spaces, and senior-friendly walking paths.
- Shaded seating and multi-generational outdoor fitness zones.
- Integrate shaded, climate-resilient features to address heat and dust conditions that limit outdoor use.

PROGRAMS

- Build on District-led programming (youth sports leagues, intergenerational events, senior wellness classes) and expand offerings as facilities and partnerships grow.

4. Integrate Culturally Relevant and Multilingual Access

FACILITIES

- Bilingual/multilingual wayfinding and interpretive signage.
- Expand cultural interpretation linked to heritage tourism, highlighting agricultural identity, Boardman's relocation, Indigenous history, and festivals as regional draws. Flexible event spaces for cultural celebrations.
- Add soccer fields.

PROGRAMS

- Culturally relevant sports and events (e.g., Latin dance, community fiestas).
- Bilingual staff or interpreters for major events.

5. Accommodate Larger, Multi-generational Households

FACILITIES

- Large picnic shelters with grills and cluster seating areas.
- Reservable group-use pavilions and multipurpose lawns.

PROGRAMS

- Consider family movie nights, weekend tournaments, and community cooking events.

6. Enhance Accessibility for People with Disabilities

FACILITIES

- ADA-compliant trails, restrooms, and sensory-friendly play areas.
- Connect all major site features with accessible routes.
- Adaptive sports equipment.
- Reference Oregon Parks & Recreation Department's 2023 Accessibility Design Standards as a benchmark

PROGRAMS

- Inclusive recreation activities.
- Staff training in adaptive recreation.
- Partnerships with disability advocacy organizations.

7. Enhance Waterfront Connectivity and Trail Networks

FACILITIES

- Infill missing trail segments along Marina Park, Day Use Park and south side of Marine Drive. Improve waterfront amenities, wayfinding, and lighting.
- Improve pedestrian connections between north Boardman neighborhoods and the waterfront by addressing the railroad barrier through the City's planned Main Street sidewalk improvements and future enhanced crossings.

PROGRAMS

- Seasonal waterfront events and guided recreation.

8. Leverage Workforce and Tourism Partnerships

FACILITIES

- Locate amenities near Port campuses, hotels, and RV parks.
- Expand campground/RV capacity and group-use facilities.

PROGRAMS

- Provide employee break-time access to recreation facilities.
- Coordinate with employers on fitness programs.
- Develop shoulder-season tourism events to boost weekend use.

9. Manage Use, Maintenance, and Access Equitably

FACILITIES

- Well-lit trails and gathering areas to extend use hours.
- On-site kiosks and bulletin boards for offline program information.

PROGRAMS

- Track trends in weighted service population to refine LOS standards.
- Balance workforce and leisure tourism needs when scheduling events.
- Maintain paper and phone-based program registration for those without internet access.

E.1

APPENDIX E: COMMUNITY NEEDS SUMMARY (SITE SPECIFIC)

CITY OF BOARDMAN FACILITIES

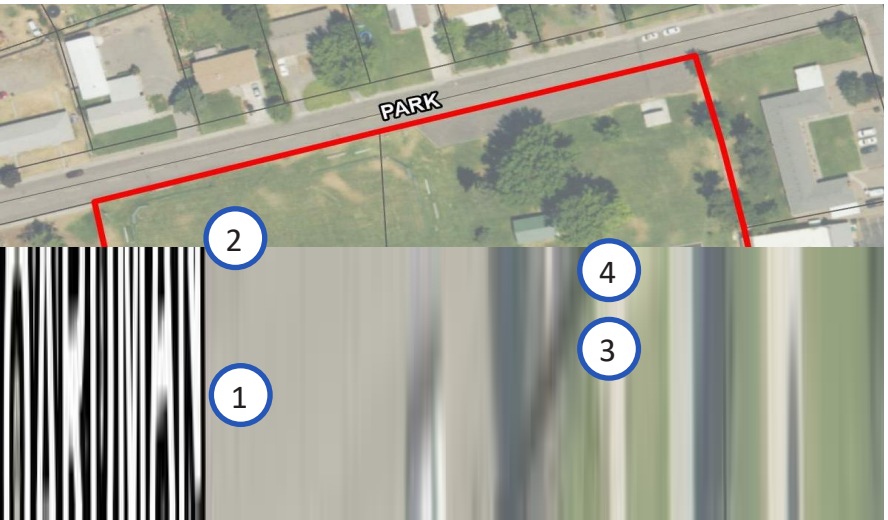
City Park

At a Glance:

City Park is valued for its mature trees, active youth sports, and frequent community use, including evening pickup soccer games. Residents emphasized the need for upgraded play and sports amenities, improved shade, better maintenance, and enhanced safety and cleanliness. The site was also identified as the community preferred location for the splash pad replacement and selected by the Public Advisory Committee due to its central location, existing family-oriented amenities, and strong community support for integrating water play into a larger multi-purpose recreation area.

Community Input Summary

- **Maintenance & Cleanliness:** Improve restroom upkeep and stocking, restroom access for events, grass upkeep, trash removal, and site cleanliness. Regular maintenance is needed to support usability especially during the busy little league season.
- **Play Area:** Needs significant upgrades; current equipment is outdated and lacks shade. City Park is the only developed park south of Main Street with traditional swings, but more inclusive and engaging play features are needed. Add early childhood play.
- **Shade & Trees:** Increase tree planting and provide shade, especially at play areas and sports fields and Boardman Ave Edge; the park is extremely hot in summer. Southridge Sports and Events Complex in Kennewick, WA referenced for play shade sale.
- **Sports Facilities:** Currently used for T-ball, coach pitch, and youth soccer; however, youth soccer is moving back to Sam Boardman. The field remains well-used for evening pickup games and could be repurposed as a flexible-use space. Requested improvements include maintaining the T-ball diamond for younger youth, leveling fields, fixing holes, mowing grass, replacing goalie nets, and adding tennis courts and lighted, welcoming sports courts.
- **Lighting & Safety:** Add lighting for evening use —multiple respondents noted regular evening soccer games with 10–20 players. Improve safety and discourage unauthorized use and homelessness through clearer enforcement of hours.
- **Accessibility:** Add paved paths around and through the site to improve access to key site features like playground, pavilion, basketball court.
- **Amenities:** Existing restrooms are newer. Add bleachers and a flag at the baseball area, benches at the soccer field, more seating, BBQ areas, and a pavilion; generally needs better site furnishings. Add bike parking to meet City code.
- **Public Art:** Basketball Court Surfacing
- **Splash Pad Replacement Location:** Suggested as a preferred location by the community and selected by PAC.
- **Pavilion Rental:** A pavilion rental arrangement has recently been instituted by the City.
- **Parking:** Not enough parking and existing parking needs to be delineated.



Key

1. Shade & Trees: Increase tree planting and provide shade, especially at play areas and sports fields and Boardman Ave Edge
2. Sports Fields: Maintain T-ball diamond for younger youth; improve field conditions. Maintenance: Ensure regular upkeep of park facilities.
3. Public Art: Basketball Court Surfacing
4. Play Area Improvements: Revamp the play area, add early childhood play, and improve shade to reduce heat new equipment

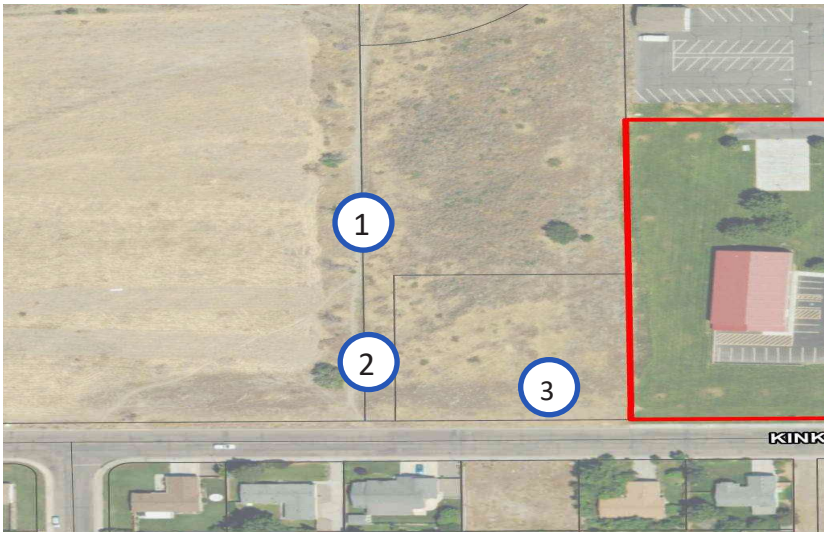
Tatone Park (formerly City Hall Park)

At a Glance:

Tatone Park is appreciated for its shaded picnic tables and toddler-focused play. However, community members identified several areas for improvement, including expanded play features, better safety fencing, enhanced landscaping, and general maintenance. Opinions were mixed about relocating the splash pad to this site and ultimately was not selected by the PAC.

Community Input Summary

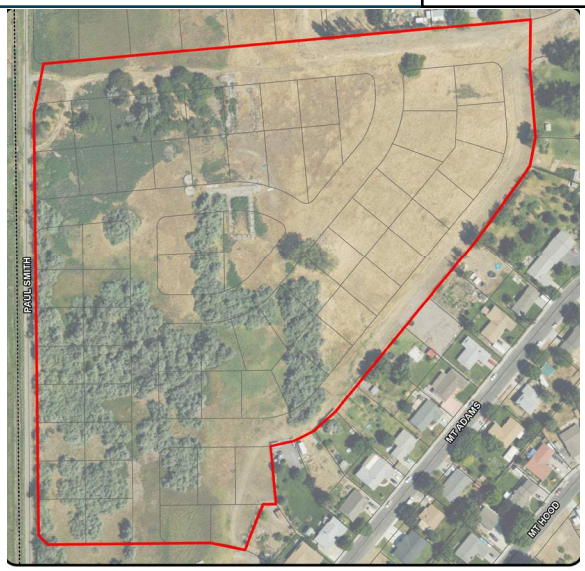
- **Maintenance & Cleanliness:** Improve general cleaning, upkeep, and maintenance. Address worn or aging park features.
- **Play Area:** Expand and improve the existing Lil Tots playground to better match the available space. Add new swings—including a bucket swing for toddlers and more swings overall—and additional play features for broader age groups.
- **Safety & Fencing:** Add fencing or barriers between the playground and nearby roads to prevent children from running into traffic.
- **Shade & Trees:** Requests included adding more trees for shade and a sunshade over the playground (similar to Southridge Sports and Events Complex in Kennewick, WA.
- **Amenities:** Add covered picnic area with tables, BBQs, ping pong table, wall ball court, drinking fountain, and bike parking to meet city code. Update worn out park furnishings.
- **Dog Facilities:** Interest in a fenced dog park was noted, along with a separate suggestion for an overnight dog kennel—not intended as a daycare facility, but as an animal control measure to house dogs temporarily when needed.
- **Landscaping:** Add trees and enhance plantings, especially along the park edges, to make the space feel more inviting beyond just grass and a toddler play area.
- **Splash Pad Replacement Location:** Feedback was mixed on placing the splash pad here. Some appreciated the central, walkable location near schools, while others expressed concern about the hillside, lack of shade, or feeling forced to use the site. Ultimately the site was NOT selected by PAC.
- **Park Naming:** Slated for inclusion in a community naming competition, but may already be officially named Pettigrew Park. The City will confirm before moving forward.
- **Public Restrooms:** Exterior restrooms attached to Field House are available for public use.
- **Basketball Court Relocation:** City plans to relocate for safe issues and visibility and to create space for other non park purposes.



Key

1. Overnight dog kennel
2. Racquetball courts
3. Play, Safety & Fencing: fence playground, add a bucket swing and more swings overall.

Sunset Park (formerly Hillview Subdivision)



At a Glance:

Sunset Park is envisioned by the community as a major new destination for active recreation, flexible trails, and family-oriented amenities. Residents emphasized the site's potential for a multi-sport complex and large-scale play areas, citing its river views, open space, and location near residential neighborhoods. Suggestions included everything from shaded playgrounds, a new splash pad, to botanical gardens, public art, and a seasonal sledding hill—making it clear that the community sees this site as a key opportunity for year-round use, tournament potential, and intergenerational recreation

Community Input Summary

- **Play Area:** Requests for large, interactive playgrounds with separate areas for toddlers and older kids, plus swings, slides, and shaded structures. Add benches and sidewalks for strollers, bikes, and scooters.
- **Trails & Pathways:** Add accessible trails and sidewalks. Suggestions included nature paths, bike trails, BMX/quad trails, and walking trails with varied slopes and grades.
- **Sports & Recreation Facilities:** Strong support for a multi-sport complex/AKA "One Stop Shop" with baseball/softball fields, basketball courts with hoops that have redirect rims, pickleball, soccer, batting cages, and concessions. Additional requests included mini golf, driving range, pump track, bike skills park, volleyball court, skatepark/skate area, tennis courts, tennis court walls, and workout equipment. Reference was made to Kennewick's Southridge Sports Complex.
- **Amenities:** Interest in gazebos, shaded picnic areas, benches, picnic tables, drinking fountains, teen gathering spaces, and a splash pad. Seasonal snow hill was suggested if site allows.
- **Relocated Skatepark:** Sunset Park was selected by the PAC as the preferred location for a relocated and improved skatepark, envisioned as part of a larger multi-sport or teen-focused complex. (See "relocated skatepark" for more information on proposed facility).
- **Splash Pad:** Several community members requested a splash pad at Sunset Park to provide seasonal water play and relief from the summer heat.
- **Restroom Facilities:** Add bathrooms near sports fields and high-use areas.
- **Landscaping:** Add more trees, flowering shrubs, and native vegetation to support biodiversity. Suggestions included creating a botanical garden or a nature park.
- **Lighting & Safety:** Increase street and park lighting in darker areas to improve visibility and address safety concerns.
- **Public Art & Identity:** Interest in a colorful large-scale ("bulk size") art sculpture and/or water feature.
- **Community Gathering:** Support for amphitheater, gardens or other shared-use community spaces.
- **Site Use:** While most community members expressed a strong desire for the site to become a public park, some noted the site's history as a proposed housing development and suggested it still be considered for that use. There is general uncertainty about whether the site is designated for housing or recreation; City to clarify the intended use and whether housing remains an option.

Parque Los Niños (Formerly River Ridge Park #1) & Meadowlark Park (Formerly River Ridge Park #2)

At a Glance:

The River Ridge Subdivision includes two of three or four planned neighborhood parks. While residents appreciate the presence of open space, both parks currently lack basic amenities. Community members emphasized the need for play features, shade, trees, and park furnishings to support everyday neighborhood use. Some residents suggested that one larger park might have been more functional than two smaller ones.

Community Input Summary

- **Play Features:** Add play structures such as swings, big slide, and equipment for different age groups.
- **Amenities & Furnishings:** Provide shaded seating, benches, a pavilion, electrical outlets, drinking fountains and misters for hot weather.
- **Shade & Trees:** Plant more trees and incorporate shaded areas throughout the park spaces.
- **Dog Facilities:** Some residents prefer using the grassy open space at River Ridge Estates as an informal dog area over the existing designated dog park; interest in adding a fenced dog area was noted.
- **Park Design & Scale:** Several residents felt the park sizes were generally adequate but would have preferred one larger, amenity-rich park rather than multiple smaller ones.
- **Park Naming:** Parks have not yet been formally named—assign names and installing signage.

Zuzu Park

At a Glance:

This undeveloped site is valued for its mature trees but currently lacks any amenities. Community members suggested transforming it into a welcoming neighborhood space with play areas, shaded seating, and recreational features for families and children.

Community Input Summary

- **Play Area:** Install a playground, nature play features, a bike skills park, a baseball field, and sand volleyball.
- **Shade & Seating:** Add shaded seating areas, including picnic tables and benches.
- **Amenities:** Include BBQ areas, drinking fountains, misters, and a dog waste station
- **Lighting & Safety:** Improve lighting to enhance safety.
- **Site Improvements**: Level the ground, plant grass, and improve parking access or off-street parking
- **Signage and wayfinding:** Upgrade

Parque Cultural (West) - Power Trail Park (East) (formerly Park Blocks)

At a Glance:

The Parque Cultural - Power Trail Park corridor is viewed as a valuable community asset with strong potential for trails, recreation, and gathering spaces. While the City is actively acquiring land, coordination with BPA is required to determine allowable uses. The site's linear layout offers a unique opportunity to connect parks, neighborhoods, and destinations across Boardman. While many support keeping the area natural, others emphasized the opportunity to activate the space with amenities, events, and accessible pathways.

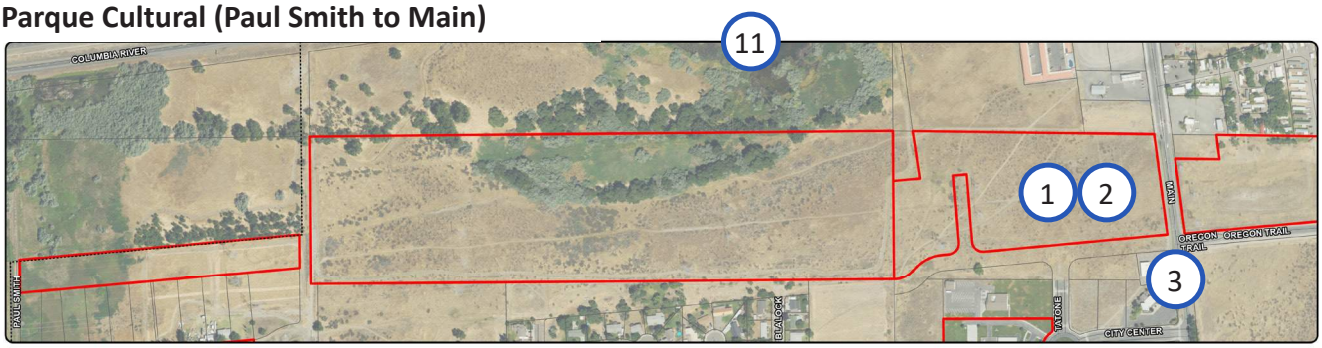
Community Input Summary

- **Existing Use & Informal Activity:** Several informal paths are currently used as cut-throughs. PAC members noted unregulated use of the BPA corridor by dirt bikes and quads.
- **Proposed Use:** Emphasis on preserving natural character while incorporating trails, passive use areas, and flexible recreational opportunities. Some residents noted there are already sufficient walking spaces in town but supported additional options if unique or shaded.
- **Trails & Connectivity:** Add multi-use trails for walking, biking, and roller blading; improve existing informal paths; include nature trails, distance markers, lighting, and paved routes. Connect the Senior Center to the Parque Cultural - Power Trail Park corridor and extend trail networks—such as a potential Heritage Trail routing—with wayfinding to support navigation.
- **Play Features*:** Suggested additions included nature play, swings, a play structure, rock wall, and playgrounds designed for children and teens. Some preferred a play structures, while others supported more natural playscapes.
- **Sports & Recreation Facilities*:** Feedback included strong interest in both outdoor and indoor amenities such as: relocated skatepark, pump track, indoor soccer facility, basketball courts, soccer fields, baseball fields, volleyball and badminton courts, pickleball, tennis, archery, rifle and handgun ranges, a golf driving range, BMX/quad trails and sports complex–style amenities such as concession stands, equipment storage, parking and restrooms were also suggested.

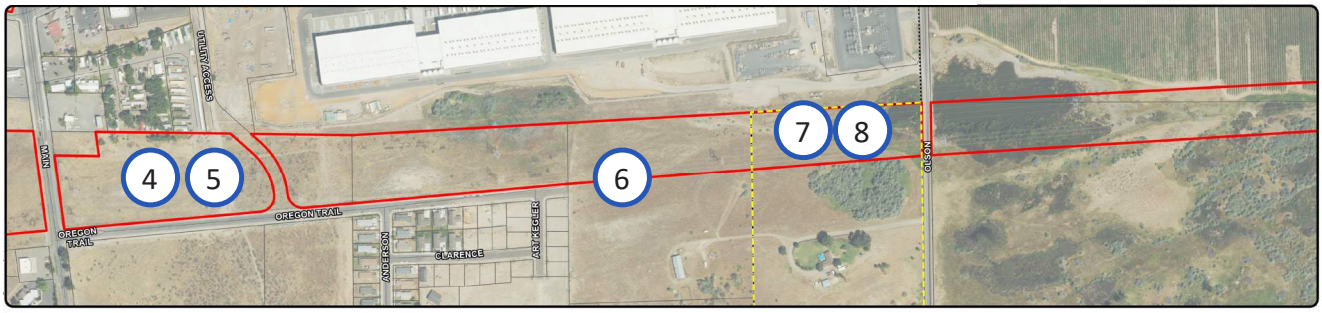
- **Event & Gathering Space*:** Suggestions included a space for outdoor events such as farmers markets, yard sales, and shaded seasonal picnic areas.
- **Amenities:** Requests included benches, shaded seating, restrooms, trash cans, drinking fountains, misters, and traveler amenities like EV charging and picnic areas near roads to encourage use by passersby.
- **Dog Facilities:** Dog park to be relocated to Power Trail Park east of Main Street and include relocated features from existing facility. Participants shared mixed opinions about the existing dog park and potential for dog-related features within the BPA easement Some supported a larger, better-designed dog park with wet/dry zones and small/large dog separation. Others questioned whether a dog park was the best use of space, suggesting it could be repurposed for more inclusive features like trails, play spaces, or gathering areas.
- **Gardens & Green Space:** Community members expressed interest in gardens, orchards, and peaceful, open green spaces. Ideas included community gardens, demonstration gardens to showcase sustainable planting techniques, pollinator habitats with native wildflowers, and natural landscaping to support biodiversity and provide quiet areas for reflection.
- **Public Art:** Ideas included murals, cultural installations, statues, and bulk-scale art features.
- **Water Features:** Suggestions included splash pad relocation, decorative water elements, and misting stations for summer cooling.
- **Safety & Lighting:** Add lighting along walking paths and throughout the park for visibility and nighttime safety.
- **Connectivity:** Strengthen connections between the Parque Cultural - Power Trail Park corridor and key destinations, including the Senior Center and a potential nature trail link to an existing pond west of Main Street. The pond—located between the BPA power lines and I-84 on Army Corp land—has been considered in the past for a future dock. While staff and the PAC noted that working with the current landowner has presented challenges in the past, the partnership opportunity could be explored.

* Development Restrictions: Sites lie beneath high-voltage transmission line, which are owned and operated by the Bonneville Power Administration (BPA). These areas are subject to strict development limitations. Any improvements within the BPA easement must comply with federal safety regulations, including restrictions on height, materials, and potential interference with power infrastructure. Features that could conduct or capture electricity—such as light poles, tall structures, or metal play equipment—are generally not permitted. All proposed developments within these easements must be reviewed and approved by BPA prior to construction. Restricted improvements could be located on land adjacent to easement areas, if feasible.

Parque Cultural (Paul Smith to Main)



Power Trail Park (Main to Olson)



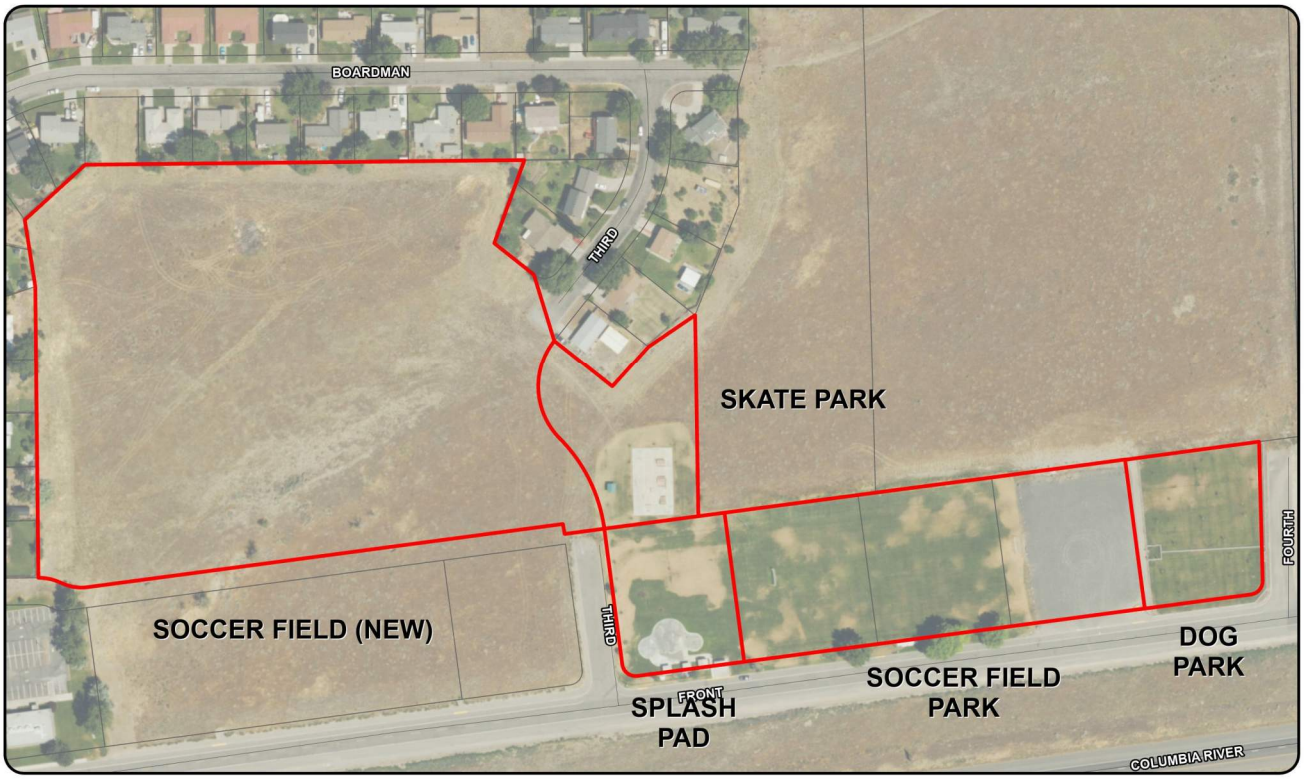
Power Trail Park (continued) (Olson to Laurel)

Key:

1. Indoor Soccer Facility
2. Skatepark
3. Crosswalk across Main Street
4. Nature play, play structure, rock wall
5. Relocated Dog Park
6. Road connection between Olson and Main Street - extend the Oregon Trail
7. Nature Trails
8. Pump track and bike trail
9. Rifle and handgun range*
10. Archery range*
11. Pond**

* City staff noted that firearm-related uses are currently not permitted within city limits. Portions of Parque Cultural - Power Trail Park corridor (comments 9 and 10) are located outside city boundaries at this time but are likely to be incorporated into the city as part of the future Blueberry development project.

** Pond not located on City/District lands; partnership needed for connection and development



Splash Pad (to be removed; new location @ City Park

At a Glance:

Community feedback on removing the splash pad and locating a new one at another location was mixed. Some appreciated the current location for its visibility to travelers, while others felt it was underused, lacked nearby amenities, and wasn't easily accessible for local families. The strongest support was for placing the splash pad in a more active park setting with other recreation options. After reviewing several potential sites and weighing community input and technical considerations, the PAC selected City Park as the recommended location due to its central location, family-friendly amenities, and opportunity for integration with other park features. The existing splash pad will be removed and site features like the fence, restroom, and picnic shelter salvaged for reuse elsewhere.

Community Input Summary

- **Current Location Feedback:** While the existing location is valued for its visibility to travelers and role as a stop-off along the freeway, several community members noted that it is underused and lacks sidewalks along Front Street NE.
- **Feedback on Relocation:** Opinions were mixed. Some supported moving the splash pad to better serve local families and integrate it with other park amenities. Others expressed concern that relocating it would reduce its value to travelers or create conflicts at new locations.
- **Final Location:** City Park was selected by the PAC due to its central location, family-friendly amenities (existing play area, restrooms, shade), and opportunity for integration with other park features. The area between the restrooms and the existing playground was identified as the ideal placement zone.
- **Engineering Considerations:** This information was considered alongside community input when selecting the final site. Based on input from the City Engineer, potential locations near City Hall or City Park would require a water reuse or recycled system to avoid overloading the City's wastewater system. These systems add cost and maintenance complexity. A location near the SAGE Center would allow a freshwater system to be used, as

existing infrastructure can accommodate the flow.

- **Desired Features:** Community members requested a larger, more interactive splash pad with expanded spray features, water slides, toddler-friendly elements, and play options for middle schoolers. Additional features such as misting stations, drinking fountains, integrated public art, and shaded seating were also suggested.
- **Expanded Water Features:** Some participants recommended going beyond a basic splash pad by creating a larger outdoor water facility—such as a spray park or pool—with water slides, misting stations, and features for older children, modeled after water parks in Hermiston or Pendleton. This was seen as a way to provide cooling relief during hot summers and increase recreational value for a wider age range.

Soccer Field (to be removed; new location TBD)

At a Glance:

Community feedback reflected strong concern about the loss of the Front Street soccer field and the resulting shortage of fields citywide—especially for adult leagues. Participants described soccer as one of Boardman's most active sports, noting that the OPI Fields are currently the only facility meeting quality standards for league play. The removal of the Front Street field is expected to create a major gap in access, underscoring the need for a long-term public replacement.

Community Input Summary

- **Existing Field:** Soccer was repeatedly identified as one of the most popular recreation activities in Boardman, serving both youth and adult leagues. The Front Street soccer field was highly valued for its accessibility and community use, particularly by adult leagues. Its removal is seen as a significant loss. Participants described the OPI field as the "best" remaining soccer facility, but noted that it is privately owned and may not be sustainable as a long-term public resource. Participants emphasized that the fields removal will further strain limited field capacity and affect league scheduling.
- **Proposed Replacement:** The City has explored developing a new soccer field on private property along Front Street, using fill material from a nearby road project. Community members acknowledged this potential but expressed concern about investing in a facility located on privately owned land. PAC members recommended that future soccer investments prioritize park-dedicated public lands to ensure lasting community benefit.
- **Facility Needs:** Across open houses and surveys, participants expressed a desire for additional soccer fields and improved maintenance at existing sites. Requests included restrooms, shaded seating, bleachers, and better lighting for evening play. There was also interest in indoor soccer opportunities—several participants noted that "people would go anywhere for indoor soccer" and urged the City and District to identify a year-round facility.
- **Next Steps:** Identify a publicly owned site for new soccer fields, ensuring long-term accessibility and avoiding reliance on private or temporary agreements. Coordination with the Adult Soccer League and local schools will help define field dimensions, lighting, and shared-use opportunities. Explore partnerships with the school district, OPI, and local churches to maintain short-term field access while pursuing a long-term, publicly owned site.

Dog Park (to be removed & features relocated to Park Blocks)

At a Glance:

The existing dog park will be removed and relocated east of Main Street within Power Trail Park. While many residents expressed interest in enhanced dog facilities, the current dog park was seen as underused, poorly maintained, and lacking visibility. Suggestions focused on creating a larger, more accessible space with thoughtful amenities, clearer signage, and design features that reflect local use patterns.

Community Input Summary

- **Existing Facility Feedback:** Some residents noted that the existing dog park is not well-used by locals and seems to attract more pass-through traffic or tourists. Other residents found the current dog park lacking and instead preferred using nearby grassy fields—such as in River Ridge Estates, marina or beach areas—for off-leash play. Concerns included a lack of cleanup, limited dog waste stations, and the need for more consistent maintenance.
- **Size & Separation:** Requests included a larger fenced area with designated spaces for large and small dogs, as well as wet and dry zones.
- **Desired Amenities:** Suggestions included shade structures, seating, agility features, drinking fountains, and additional dog waste stations.
- **Site Integration:** Some participants proposed relocating the dog park to a more central and visible site, such as Marina Park, while ensuring compatibility with other park uses.
- **Signage & Rules:** Post clear, visible signage with hours, usage guidelines, and dog etiquette to promote responsible use.

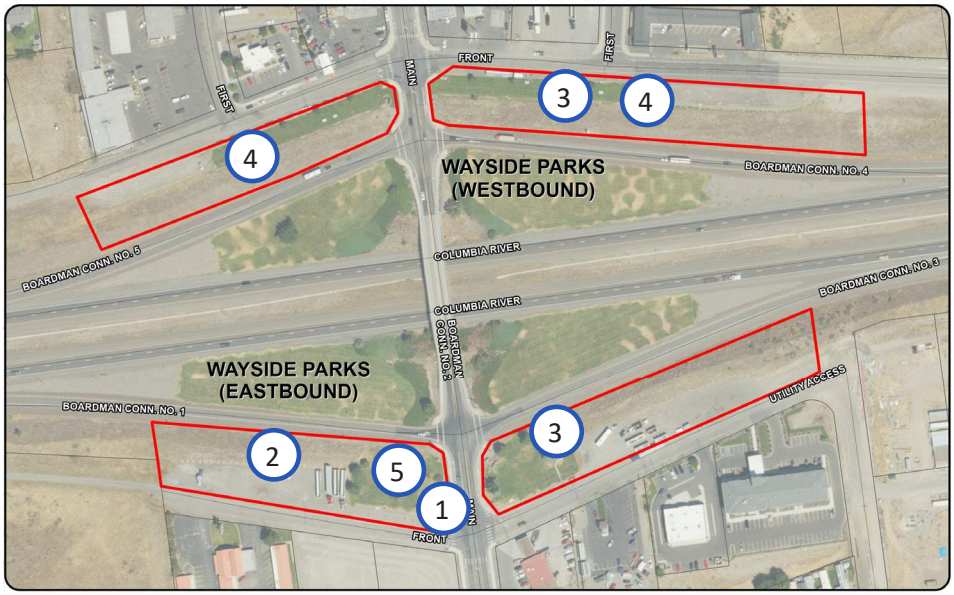
Skatepark (to be removed; new location TBD)

At a Glance:

Boardman's existing skatepark—originally built as a beginner-friendly facility—is considered underutilized and not widely aligned with current youth interests. While some questioned the relevance of skateboarding locally, many felt that a better-designed and more visible facility could increase use among teens and preteens. Public and PAC input supports relocating and upgrading the skatepark to serve a wider range of skill levels and become a more engaging recreational amenity. Although a pump track and bike skills area were generally prioritized over a new skatepark, the feature is still seen as a valuable part of the system. A new location has not yet been selected.

Community Input Summary

- **Current Use & Visibility:** The existing skatepark is rarely used and considered hidden. Some participants noted that it doesn't reflect current youth trends, especially for ages 10–13. Others said it sees occasional use by young adults.
- **Design & Functionality:** Originally intended as a beginner facility, the current layout has not evolved. Suggestions included creating a more engaging design, referencing Irrigon's skatepark as a better model.
- **Relocation Preference:** PAC members supported relocating the facility, with suggested sites including the Marina (popular with youth), the west end of Parque Cultural (preferred for better visibility), or new multi sport complex.
- **Teen Space & Amenities:** Feedback emphasized the need for a better skatepark and teen-oriented space, with supportive amenities such as shade, cooling stations, and drinking fountains.
- **Future Site Planning:** Community feedback suggested alternate locations for the relocated skatepark, including the Marina, west of Main Street in Parque Cultural, Sunset Park and City Park. Some felt the Marina site was too valuable for other uses, and that City Park's focus on younger children made it incompatible. The preferred approach was to include the skatepark within a larger multi-sport or teen-focused complex—Sunset Park was preferred by the PAC as the new location, but a final location is yet to be determined. PAC members want to prioritize a bike skills park over a new skatepark, as input from youth indicate this is not a strong local hobby.



Map Key

1. Transit Stop at Front & Main (SW park)
2. Add parking lot like at south Front; tire air station, water station
3. Family friendly restrooms with possible showers (North & South)
4. North parks (both sides): Sidewalks and lighting.
5. Covered Wagon Repairs

Wayside Parks

At a Glance:

Boardman's four Wayside Parks—located at the I-84 eastbound and westbound ramps on both the north and south sides of the highway—serve as key entry points and rest areas for travelers and are often the first impression of the community for visitors. While not central to community recreation, these green spaces are valued for their mature trees, truck and RV parking access, and potential to enhance the visitor experience through improved amenities, shaded seating, and historical features.

Community Input Summary

- **Maintenance & Cleanliness:** Ensure regular upkeep of green spaces and parking areas. The historic covered wagon has been removed due to its deteriorated condition.
- **Restroom Needs:** Feedback was mixed—some felt the wayside parks do not need restrooms due to proximity to City Hall and food carts, while others supported family-friendly restrooms with potential showers. Staff and PAC members noted that permanent restrooms are unlikely and that shower facilities are not currently viewed as a priority need.
- **Parking, Semi-Truck & RV Amenities:** Eastbound parks (east of Main Street) include newly improved paved parking for cars, RVs, and semi-trucks. The City has confirmed plans to add similar improvements on the west side of Main Street.
- **Westbound Parks (Northside):** Maintain designated truck and 72-hour RV parking zones, and add sidewalks and lighting to improve access and safety at westbound parks.
- **Visitor Amenities & Experience:** Add shaded seating, picnic shelters, and windbreaks—especially near picnic areas—to improve comfort. Suggestions also included interpretive signage to highlight local history, geography, or cultural identity and enhance the traveler's experience.
- **Transit Services:** Suggested amenities included a transit stop near Front & Main, a tire air station, and a water station for travelers.
- **Upcoming Development:** The City is currently adding paved parking to the southwest corner of the site (2025). Additional improvements to the northeast side are expected to occur alongside future reconstruction of NE Front Street. No improvements are currently planned for the northwest side, as there is no development anticipated that would trigger required upgrades.

BOARDMAN PARK AND RECREATION DISTRICT FACILITIES

Day Use Park

At a Glance:

Day Use Park is a well-loved destination for family recreation, walking, and riverfront access, valued for its natural setting, play structure, and water-based activities. It is also a popular place for walking dogs and spending time outdoors with family and pets. Community members identified opportunities to improve cleanliness, safety, amenities, and recreational features.

Community Input Summary

- **Maintenance & Cleanliness:** Improve restroom cleanliness and maintenance; upgrade water fountains; address dog waste, goose droppings and trash; remove algae, glass, and debris from waterfront areas; maintain volleyball court, basketball court, and baseball fields (described as uneven, weedy, and hard-packed); upgrade site furnishings, and remove/upgrade underused workout equipment.
- **Water Access & Recreation*:** Community members expressed interest in upgrading the swim area—with more regular sand cleanup—and improving shoreline access for safety and usability. There was also interest in a designated stand-up paddleboard (SUP) launch at "Hidden Gem Beach" to explore "Old Boardman." However, Staff and PAC comments noted new permanent water access points along the Columbia River require a complex, multi-agency permitting process and are generally restricted to designated marinas or protected areas due to environmental and regulatory constraints, so this is not feasible.
- **Trails & Accessibility:** Repair trail surfaces damaged by roots and cracking; extend and widen trails; improve access on the west end; include picnic tables and benches along walking paths; provide accessible connections to site amenities such as play, gazebos, water access and site furnishings.
- **Play Areas:** Upgrade existing play structure and add more swings; provide fencing near the playground to prevent children from running toward the river; requests for a carousel and more engaging and "better" play features.
- **Shade & Comfort:** Add shade over play areas, seating and picnic areas; include misting stations, and trees plantings to improve comfort during hot months.
- **Amenities & Seating:** Add drinking fountains, more benches, BBQs, shaded picnic tables, and covered shelters/ picnic pavilions—existing facilities are often overcrowded and in high demand;
- **Parking & RV Management:** Feedback noted the need to better manage overflow RV camping near the park to ensure a quality experience for day-use visitors.
- **Concessions & Rentals:** Interest in low cost or free paddleboard, kayak, and small paddle boat rentals; support for food options such as snow cone stands, snack bars, or ice cream trucks (like at Crow Butte); suggested upgrades to the concession stand near the softball field.
- **Recreation & Sports:** Add bright and welcoming surfacing for courts, improve field conditions; relocate horseshoe pits; expand cement area for use as a dance floor; and generally more recreational opportunities.
- **Lighting:** add lighting to support evening use, safety and ambiance.
- **Dog Facilities:** Some support for adding a dog park at this site to better serve families with pets.
- **Art & Identity:** Add a mural or public art installation—such as on the restroom building—to create a photogenic and popular gathering spot. Include a "point of interest" with interpretive signage about "Old Boardman;" improve tribal cultural display
- **Interpretive & Educational Features:** Suggestions included adding interpretive signage about local wildlife and ecology, as well as historic and cultural plaques to enhance educational value for visitors.

Key

1. Pump Track
2. Skatepark
3. Path Connections (Infill in front of Marina)
4. RV Park & Campground Expansion
5. Expand Marker 40 to cabins & add shade structures.
6. “Point of Interest” - “Old Boardman” Interpretation & SUP Area (no boat access)
7. “Hidden Gem Beach” SUP Launch site
8. Fishing Platforms
9. Marker 40 Suggested Improvements (POM-owned property): Dock, shade, pergolas/gazebo, more seating, corn hole, horseshoes
10. Sailboard Beach suggestions: Fishing platforms like at Lost Lake or Celilo Falls, bench
11. Disc Golf Area - add comfort amenities
12. ADA compliant fishing platform; dock modifications

Marina Park

At a Glance:

Marina Park is valued for its riverfront location, boating access, and proximity to the campground and Day Use Park. It is used for fishing and water recreation. Community feedback emphasized the need for improved moorage, ADA-accessible docks, completed trail connections, and better maintenance.

Community Input Summary

- **Maintenance & Cleanliness:** Maintain water access areas; and remove or update underused infrastructure like the "Boardman Fishing Derby" Sign and wooden bulletin board.
- **Water Access & Recreation:** Requests included an ADA-compliant dock, safer platforms for fishing and boating, and better access to designated fishing areas.
- **Marina Access & Moorage:** Improve marina moorage areas to support safe, long-term boat access and accommodate a range of users.
- **Trails & Connectivity:** Infill trail connection between the fish cleaning station and the Day Use Park entry, across Marina.
- **Safety & Visibility:** Improve lighting around parking lots and walkways.
- **Amenities:** Interest in adding pickleball courts near the marina pending land use coordination.
- **Parking:** Improve and expand gravel overflow parking area and define parking.
- **Boat Storage:** Proposed near burn pile location.

RV Park & Campground

At a Glance:

Boardman's RV Park and Campground is valued for its shade, scenic river access, and proximity to Marina and Day Use Parks. Community members praised its overall condition and upkeep but suggested expanding options for RV and tent campers. Feedback emphasized the importance of preserving the peaceful setting while improving capacity, amenities, and the overall visitor experience.

Community Input

- **Tent Camping:** Interest in expanding tent camping near the river, with more trees and vegetation to provide privacy and a more secluded experience for each site.
- **Expansion:** Add cabins, tent camping and RV park to Sailboard Beach and west of Day Use Park.
- **Group Amenities:** Add features such as a group campfire pit or shared gathering space.
- **Campsite Amenities:** Upgrade site furnishings, campsite amenities, and ADA accessibility features. Replace/upgrade restroom and laundry facilities.
- **Maintenance & Privacy:** Repair trail surfacing and improve wood privacy fencing between campsites and Marina Drive and adjacent campsites.
- **Shade & Comfort:** Maintain and expand tree canopy to preserve and expand shaded areas.
- **Overflow Parking Management:** Address concerns about RV overflow from the impacting nearby public spaces.
- **Signage & Wayfinding:** Improve signage to better direct visitors and support easier navigation.

Sailboard Beach Disc Golf Course

At a Glance:

Sailboard Beach Disc Golf Course is appreciated for its scenic waterfront setting and mix of open and technical holes. The course offers a range of challenges for all skill levels but some felt vegetation issues impact playability. Community members praised the course's design and setting but suggested targeted maintenance and comfort improvements to enhance the overall user experience.

Community Input Summary

- **Course Design:** Professionally designed to balance play variety and natural landscape character, the course combines narrow, technical holes on the front nine with more open, accessible fairways on the back nine. Players described this contrast as offering "something for everyone," from beginners to advanced users.
- **Signage and Navigation:** Clear directional signage and well-marked tee pads were appreciated were appreciated and supports positive user experience. Some users recommended adding supplemental markers or maps between holes for first-time visitors.
- **Amenities:** Add benches, trash cans, shaded picnic tables, trash cans and restroom access to improve comfort and convenience during rounds and accommodate longer play sessions.
- **Ground Conditions:** Vegetation—particularly sagebrush and goat weed—was cited as a challenge when locating discs. While suggestions included adding grass to improve playability, staff and PAC members noted that the course was intentionally designed to be more challenging and natural, and extensive changes could detract from its intended character.
- **Maintenance:** Suggested improvements include targeted vegetation management, occasional resurfacing of informal trails between holes, and upkeep of tee pads and course signage.

Sailboard Beach

At a Glance:

Sailboard Beach is valued for its quiet, natural setting, scenic river views, and relaxed atmosphere. It's considered a peaceful alternative when other waterfront areas are crowded, and is commonly used for watching sunsets, informal gatherings, and river access. Community feedback emphasized preserving the site's natural character while enhancing comfort, access, and amenities.

Community Input Summary

- **Maintenance & Erosion Repairs:** Streambank erosion and several eroded footpaths between bank and parking. PAC and staff note limitations of "permanent" improvements, but noted railroad ties could be considered.
- **Natural Setting:** Many emphasized preserving the area's quiet and more natural atmosphere, particularly as an alternative to busier sites.
- **Water Access:** Suggestions included paved access to the shoreline, shallow areas for children, bench and improved shoreline design using boulders. Non motorized watercrafts activity is noted but can be challenging due to rocky shore and limited access.
- **Fishing Access:** Suggestions included adding fishing platforms like those at Lost Lake or Celilo Falls, but others noted the water remains shallow for over 300 yards—making the site unsuitable for fishing.
- **Amenities & Comfort:** Requests for more picnic tables, benches, BBQs, and a simple shelter where users can rest and place belongings when exiting the water.
- **Signage:** "Sailboard Beach Day Use Only" Sign at entry is in good repair; consider repeating style at other sites. Improve signage.

- **Restrooms:** Add a permanent restroom.
- **Accessibility & Parking:** Add ADA upgrades including beach access and designated ADA parking spaces. Users noted parking feels undefined and confusing; define parking with clear stall layout and boundaries to improve organization and accessibility.

Boardman Pool & Recreation Center

At a Glance:

The Boardman Pool & Recreation Center was developed as a result of the District's previous Parks and Recreation Master Plan. Opened in July 2017, the 43,000-square-foot facility was funded through a voter-approved bond and has become a widely used community asset, with over 1,700 members. However, many features originally proposed—such as a second-floor walking track, expanded gym and pool areas, and larger multi-use rooms—were not included in the final build due to budget constraints.

Community feedback throughout this planning process emphasized that the facility is often at or beyond capacity and does not meet the current demand for fitness, aquatic, and program space. The following needs and suggestions were shared by residents and stakeholders during focus groups, meetings, and surveys.

Community Input Summary

PROGRAMMING, OPERATIONS & ACCESSIBILITY

- Extend operating hours to accommodate early morning and evening users.
- Offer more classes, including youth-focused activities (cheer, gymnastics, martial arts) and senior-friendly options (yoga, Golden Sneakers, water aerobics).
- Address staffing challenges, especially related to pool lifeguards and class instructors.
- Enhance affordability through sliding-scale pricing, gym-specific passes, and free or low-cost access for local student-athletes.
- Improve the website, class registration, and accessibility of program information.
- Make passes available for local organizations (e.g., CCS) to support community wellness.

WEIGHT & FITNESS AREAS

- Expand the weight room to alleviate overcrowding; currently wait times can exceed 2 hours during peak times.
- Add more cardio machines and free weights; increase storage space and upgrade equipment.
- Provide a dedicated aerobics/dance room that can support larger classes (Zumba, dance, ballet, tumbling, etc.).
- Add a shaded outdoor fitness area adjacent to the building.

GYMNASIUM AND COURT USE

- Improve basketball court access or expand gym space to reduce conflicts between public users and scheduled team practices, including volleyball and basketball.
- Upgrade basketball hoops, as existing foam padding is deteriorating.
- Consider adding two additional basketball courts and a designated racquetball area to support multiple activities at the same time.

AQUATICS

- Expand the pool area to better accommodate public swim, lap swim, and potential competitions.
- Add a diving area or increase pool depth.
- Add a viewing deck for parents and spectators—originally planned but not constructed.

CLASSROOMS AND MULTI-USE ROOMS

- Add more multi-purpose rooms for classes, birthday parties, and family events.
- Create flexible-use rooms that support youth programs, senior activities, and wellness classes.
- Increase the capacity of the current "party room," which is too small for its typical use.

WELLNESS & AMENITIES

- Add features like a sauna or hot tub (both mentioned repeatedly by participants).
- Expand locker room facilities and separate gym and pool locker areas.
- Upgrade building systems including the heating system, intercom, and window blinds.
- Improve cleanliness, maintenance, and customer service staffing.

PARKING & ACCESS

- Expand parking on-site; a tiered lot north of the building was suggested as a future expansion area.
- Improve front desk layout for better circulation and service

Other Indoor Facility Recommendations

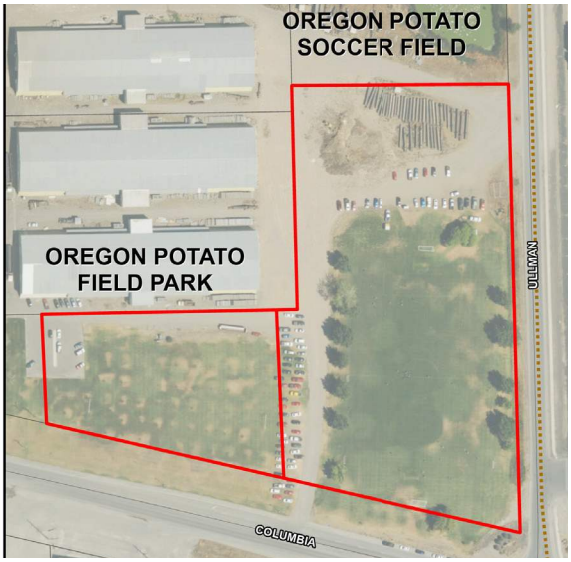
Participants also suggested additional indoor spaces to serve youth, families, and community events:

- Multi-sport gymnasium and fields to support basketball, volleyball, soccer, pickleball, Futsal, football, and Racquetball.
- Trampoline park with party room and dramatic play zone for younger children
- Mini golf
- Arcade
- Large, flexible event or rental space
- Cultural event venues
- Rock wall relocation from Rec Center to new facility to free up usable space
- Dance Studio
- Indoor walking or jogging track
- Makerspace or hands-on learning center for crafts, STEM activities, or creative exploration.
- Indoor skatepark or pump track
- Teen lounge or drop-in space with games, snacks, and a safe, supervised environment.
- Indoor splash pad or water play area.
- Gymnastics or tumbling space
- After-school program space with dedicated area for tutoring, homework help, and recreation.

OTHER RECREATIONAL FACILITY FEEDBACK

The following feedback reflects community input on recreational areas not owned or managed by the City of Boardman or the Boardman Park & Recreation District. These sites are documented here for reference and future coordination.

Oregon Potato International (OPI) Soccer Fields



At a Glance:

The OPI Soccer Fields are currently used primarily by adult leagues, as the high school no longer uses the site. The space includes two fields separated by an access drive and gravel parking area, but shows signs of wear and underused—particularly the practice field. Community input highlights interest in transforming the site into a more permanent and better-equipped recreation facility, including ideas for a full-scale indoor soccer complex.

Note: OPI Fields are privately owned by Oregon Potato Company (OPI) and are not part of the City or District park system. Feedback is included for documentation of public input only.

Community Input

- **Maintenance & Field Conditions:** Address bare spots, dormant grass, and uneven grade on the practice field. Improve overall cleanliness and field upkeep.
- **Use:** The OPI Fields are no longer used by the high school but remain essential for adult play.
- **Parking & Access:** Current parking is undefined and primarily gravel or mud. Requests included asphalt surfacing and a more organized driveway and parking layout.
- **Restroom Facilities:** Add permanent restroom facilities and drinking fountains.
- **Seating & Shade:** Provide shaded seating areas for spectators, including benches and covered viewing areas.
- **Amenities:** Add misting stations and a play structure for children to support family use.
- **Indoor Facility Concept:** Strong interest in a year-round sports complex, such as an air dome with a full-size turf field that can be divided into smaller fields, gyms on either end, spectator stands, concessions, and a brick-and-mortar entry—modeled after university-style facilities.
- **Future Planning:** Consider permanent transfer of site ownership to the District to enable long-term improvements and expanded programming.

Marker 40

Note: Marker 40 Park is owned and managed by the Port of Morrow and is not part of the City or District park system. Feedback is included for documentation of public input only.

At a Glance:

Marker 40 is recognized as a valued riverfront recreation space and gathering spot, particularly during the summer. It is appreciated for its natural setting, water access, and popularity with boaters who beach at the site. However, recent residential development nearby has made it less appealing to some users, and the site is noted for overcrowding, limited amenities, and lack of shade.

Community Input Summary

- **Maintenance & Cleanliness:** Improve beach cleanliness—remove debris, trash, and overgrowth. Marker 40 Beach was described as dirty and in need of cleanup.
- **Shade & Shelter:** Add shaded seating, benches, pergolas, or gazebos to address overcrowding and lack of protection from sun and rain.
- **Restroom Access:** Restrooms exist at the site; participants suggested providing temporary restrooms for events.
- **Activities & Amenities:** Add more amenities including corn hole, horseshoes, and a volleyball court. Suggestions also included more seating, a dock, and event-friendly features.
- **Safety & Security:** Increase enforcement and implement park hours to prevent overnight use, deter encampments, and ensure spaces remain safe and available for public use.
- **Expansion:** Suggested expanding the beach area westward to connect with the existing cabins, providing more space for recreational use and add shade.
- **Public Use vs. Residential Impact:** While some residents still enjoy the site, others feel it has become less desirable due to nearby housing. Suggestions included creating buffer zones or greater separation between park areas and adjacent residential development to preserve the park's recreational feel

Veterans Park

Note: Veterans Park is owned and managed by the Port of Morrow and is not part of the City or District park system. Feedback is included for documentation of public input only.

At a Glance:

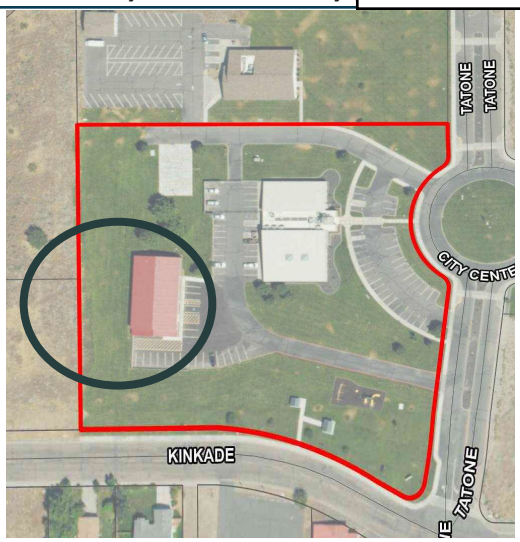
Veterans Park is a quiet, reflective space that serves as the front yard of the Port of Morrow and includes a Veterans Memorial, the Captain Al James Tugboat, and riverfront walking paths. Though not typically used for active recreation, the park is appreciated as a scenic and peaceful corridor for walking, especially as part of the Columbia River Heritage Trail loop connecting Sailboard Beach to Marker 40.

Community Input Summary

- **Primary Use:** Commonly used as a walk-through space rather than for recreation, particularly as part of the broader riverfront trail loop.
- **Trails & Connectivity:** The Columbia River Heritage Trail passes through the park, offering a continuous loop to other waterfront sites. New sidewalk connections and a pedestrian crossing improve access from Marine Drive and nearby businesses.
- **Amenities & Features:** Key elements include a meandering walking path, the Captain Al James Tugboat, and the Veterans Memorial, which together provide passive recreation and cultural interest.
- **Visibility & Entry:** Recent sidewalk and crossing improvements enhance access to and from the parking area and help connect the park to nearby destinations like Burnt Field Brewing.

Field House (at Tatone Park)

Note: The Field House is owned and operated by the Boardman Community Development Association (BCDA) and is not part of the City or District park system. Feedback is included for documentation of public input only.



At a Glance:

The Field House at Tatone Park was built to provide indoor recreation space for baseball and softball practices and serve as an emergency service training facility. While it fulfills these roles, many community members consider it underutilized and not easily accessible for general public use. Community members suggested broader access, more diverse uses, and potential Recreation District management.

Community Input Summary

- **Current Use & Management:** Used primarily for police and emergency service training and for indoor baseball and softball practice, and school sports practice. Managed by the BCDA, with outdoor restrooms maintained by the City (agreement to be confirmed). The turf surface limits the facility to select sports (baseball and softball only). Originally funded to provide non-school indoor recreation and emergency training space. The building is privately owned but located on public property.
- **Management and Oversight:** Suggested transition to Recreation District management for broader public use and better coordination with community recreation programming. Participants noted a need for clearer scheduling, communication, and consistent policies for public rentals or reservations.
- **Public Accessibility & Awareness:** The facility is considered available for public use but not well advertised. Current access is through a phone number posted on the door, though procedures for community use remain unclear. Some participants felt the facility appears “selective” or not fully open to the public.
- **Diversify Use:** Interest in adapting the facility for year-round multi-sport use, including ideas such as adding a gym component, hosting indoor soccer, or converting it into a flexible indoor multi-sports complex; however feedback indicates that this is not feasible given the specific use for softball and baseball.
- **Youth & Community Benefits:** Recognized as an important facility for supporting youth sports progression, particularly baseball and softball. Improved access and coordination could allow year-round practice and better alignment with community recreation needs.

Tuscany Park

Note: This park is not part of the City or District park system. Feedback is included for documentation of public input only.

At a Glance:

Tuscany Park is not yet publicly owned but is expected to be turned over to the City in the future. Community members shared ideas for future improvements, emphasizing the need for active recreation, shaded seating, and basic park amenities.

Community Input Summary

- **Play Area:** Install a new playground with shaded seating
- **Sports Facilities:** Add courts for pickleball or tennis
- **Amenities:** Provide a drinking fountain and misters
- **Dog Facilities:** Consider integrating a small dog area

APPENDIX F: ACCESS, EQUITY & LEVEL OF SERVICE ANALYSIS

Access to nearby parks strongly influences how often people use them and the benefits they provide for health, social connection, and economic vitality. National frameworks such as the National Recreation and Park Association (NRPA) Park Metrics, the Trust for Public Land (TPL) 10-Minute Walk standard, and Oregon's 2025–2029 Statewide Comprehensive Outdoor Recreation Plan (SCORP) emphasize both traditional ratios and broader measures of access and equity. In this document, Level of Service (LOS) refers to the traditional ratio-based measure of how much parkland or how many amenities are provided relative to the population—such as acres of parkland per 1,000 residents. While LOS ratios remain a useful benchmark, they do not fully capture whether parks are equitably distributed, accessible, or designed to serve diverse cultural and multi-generational needs. This appendix therefore evaluates Boardman's system through a broader lens of access, equity, and quality, supported by benchmark data where appropriate. The analysis considers:

- **Equitable access to parks and services:** who can reach parks within a short walk and where barriers create gaps.
- **Gap areas and equity overlays:** neighborhoods most affected by poor access.
- **Amenity benchmarks:** how Boardman compares to national and state standards, used for context rather than rigid thresholds.
- **System-wide quality and condition:** the usability, inclusivity, and maintenance of existing parks.

ADJUSTED SERVICE POPULATION

As shown in Table F.1, Boardman's service population is larger than its resident base because it also includes in-commuting workers and workforce lodging occupants. These groups raise the effective demand on parks beyond the census population.

Table F.1: Weighted Weekday Service Population

Population Segment	Base Year 2020–25 / 2035	Usage Weight	Weighted Value (2025 / 2035)	Notes
Residents	5,749 / ~9,039	1.0	5,749 / ~9,039	Full use of system throughout day/ week
In-Commuting Workers (All)	2,840 /3,545	.33	947 / 1,182	Use parks during breaks, before/after shifts
Temporary Workers (Est.)	Not Available	0	0	Not separately quantified; partially represented in workforce lodging
Workforce Lodging Occupants (Hotel & RV Guests)	~572 / ~689	.33	~191 / ~230	Primarily workforce-related stays with evening and weekday use assumed
Total Weighted Service Population (2025/2035)			**~6,890 / ~10,450**	**Used for planning & LOS adjustment**

Estimates developed with coordination and consultation with the City of Boardman, Shapiro Didway, Johnson Economics, and ECOnorthwest.

Table F.2: Existing (2025) vs. Proposed (2035) LOS Compared to Benchmarks

Amenity Type	2025 NRPA Benchmark (<20,000 pop)	Boardman		Primary Provider (existing → projected)
		Current (2025)	Projected (2035)	
Total Recreational Assets	NA	192.69 acres	209.57 acres	City (50.6 → 67.5 acres) District (132.5) POM (9.6 acres) (TOTAL: 192.7 → 209.6)
Park Acres (developed & public use only)	12.9 – 22.0 acres per 1,000	16.3 acres per 1,000	14.8 acres per 1,000	City (14.1 → 67.5 acres) District (88.3 → 77.6) POM (9.6 acres) (TOTAL: 112.0 →154.7)
Trails (miles)	4 – 10 miles (total)	2.36 miles (total)	5.34 miles (total)	City (.17→ 2), District (2.19→3.34)
Playgrounds	2,000	1378	1,161	City (2 → 6), District (2), POM (1)
Volleyball Courts*	7,057	6,890	5,225	City (0 → 1), District (1)
Basketball Courts*	4,479	3,445	5,225	City (2 → 2) +1 NEEDED
Multi-use courts (volleyball + basketball)	3,900	6,890	5,225	City (0 → 1), District (1) +1 NEEDED
Tennis Courts	3,500	0	0	–
Pickleball Courts	3,483	0	2,613	BCDA/Other (0 → 4)
Rectangular Fields (Soccer Field)	2,578	0	5,225	City (0 → 2); +2 NEEDED
Diamond Fields	1,958	1,723	1,492	City (2→ 5), District (2)
Fitness Zones/ Exercise Stations (entire circuit)	8,274	6,890	10,450	District (1) + 1 ZONE NEEDED
Dog Park	10,188	6,890	5,225	City (1), District (0 → 1)
Splash Pads	13,391	6,890	10,450	City (1)
Disc Golf Courses	9,402	6,890	10,450	District (1)
Skateparks	10,776	0	10,450	District (0 → 1)
Recreation Centers (gyms)	9,875	6,890	10,450	District (1) EXPANSION NEEDED
Nine-hole golf courses	17,500	6,890	10,450	
Restrooms	No NRPA benchmark	1,378	1,306	City (3), District (2 → 5)
Picnic Shelters	No NRPA benchmark	3,445	5,225	City (1), District (1)
Beach Access (swimming)	No NRPA benchmark	2,297	2,613	District (2 → 3); incl. Sailboard Beach, Day Use Park & Hidden Gem Beach
Boat Ramp Lanes	No NRPA benchmark	3,445	5,225	District (2)
Non-Motorized Boat Launches	No NRPA benchmark	0	10,450	District (0 → 1)
Tent Campsites	No NRPA benchmark	1,723	475	District (4 → 22)
RV/Trailer Campsites	No NRPA benchmark	39	47	District (69 → 115)

**Note: (dedicated to a single sport, not muli-use)*
Source: National Recreation and Park Association (NRPA), 2025 Agency Performance Review, Figure 3; City of Boardman

Explanatory Notes:

- Population estimates are based on 2025 resident counts, in-commuting worker totals, and hotel/RV lodging figures. The BCDA Hospitality & Tourism Needs Assessment (2023) reports ~85 percent of hotel guests are workforce-related.
- Usage weights reflect assumed levels of park use by each group (e.g., residents = full use; workers/lodgers = partial use).
- The methodology accounts for daily demand but does not separately quantify temporary or rotating construction workers.

Interpretation:

- Weighted weekday service population = ~6,890 in 2025 and ~10,450 in 2035.
- This is 20–50 percent higher than the resident base, meaning Boardman's parks consistently serve non-residents.
- Using weighted figures ensures LOS measures capture real-world weekday demand.

AMENITY BENCHMARKS

Amenity-level benchmarks identify whether specific facilities (fields, courts, trails, playgrounds) are adequate relative to national standards. Table 1 compares current and projected (2035) benchmarks, noting the amenity type, NRPA benchmark and primary provider for each amenity.

Explanatory Notes:

- Population figures use weighted weekday population.
- Primary provider indicates which public entity owns the facility (City, District, or Port of Morrow).
- NRPA benchmarks are population-based ratios; some facilities (e.g., restrooms, picnic shelters) have no direct benchmarks; median to upper quartile used for trail length and park acreage benchmarks.

Interpretation:

- **Park Acreage:** Boardman's current supply is well within NRPA standards, but the ratio will trend downward as the population grows. Sustaining this level will require continued acquisition and development.
- **Trails:** The system is far behind peers, and while planned mileage helps, lack of connectivity will limit walking and biking as everyday options. This is one of the most critical deficiencies.
- **Playgrounds:** Numbers are healthy, but design gaps (toddler, inclusive play) mean many families still feel underserved. New playgrounds must focus on quality and accessibility, not just count.
- **Soccer Fields (regulation):** Entirely absent with the decommissioning of the Front Street field, creating the most significant gap. Two planned fields at Sunset Park will not meet standards, and strong community demand underscores this as a top system-wide priority.
- **Diamond Fields:** Exceed current and projected benchmarks, however, community input emphasizes the importance of quality upgrades and potential expansion to maintain service levels. Two proposed at Sunset Park and one at Zuzu Park.
- **Sports Courts (Basketball, Volleyball, Multi-use):** Boardman currently meets NRPA benchmarks for basketball and volleyball courts and has one multi-use court, though this remains below the multi-use benchmark. By 2035, the city is projected to fall below basketball and multi-use benchmarks, highlighting opportunities to add courts through future park development. Courts are planned at Sunset Park, Tatone Park (relocated), Parque Los Ninos)
- **Pickleball Courts:** There is a clear gap today, but BCDA's planned 8-court complex will meet and exceed benchmarks, positioning Boardman as a regional pickleball destination. To be conservative, 4 courts are projected in Table F.2.
- **Tennis Courts:** Boardman currently has no tennis courts. While this represents a gap, community input and recent recreation trends indicate low local demand, so investment may be better directed toward multipurpose and pickleball courts unless future demand emerges.

- **Fitness Stations:** The District's current circuit meets benchmarks today, but by 2035 it will fall short. Additional circuits or distributed stations will be needed to keep pace with adult recreation and health demand.
- **Skatepark & Youth Facilities:** The absence of a skatepark leaves a clear youth recreation gap. Planned facilities will help balance the system and respond to strong community interest.
- **Water access & boating:** Columbia River access remains a defining strength; proposed non-motorized launch will add options.
- **Camping:** Observed supply of tent and RV sites is severely underserving demand; proposed expansions will improve capacity but pressures from workforce housing and tourism will continue to strain facilities.
- **Other Amenities:** Dog parks, splash pad, fitness zones, and disc golf generally meet benchmarks, all system strengths of a city the size of Boardman, and should be monitored for future incremental additions as demand grows.

INDOOR FACILITY BENCHMARKS

Indoor facilities provide year-round recreation. NRPA benchmarks in Table F.2 highlight supply relative to smaller communities (<20,000 population).

Table F.3: Benchmarks for Indoor Park and Recreation Facilities

Facility Type	<20k Pop Benchmark (Population per Facility)	Boardman		% of Agencies (Context)
		Current (2025)	Projected (2035)	
Multi-use courts	5,250	3,445	5,225	29%
Competitive swimming pools	10,224	6,890	10,450	23%
Basketball courts*	5,188	0	0	21%
Leisure pools	11,625	6,890	10,450	20%
Walking/Running tracks	11,625	0	0	18%
Pickleball courts	4,625	0	0	17%
Multi-use racquet courts	5,000	0	0	15%
Therapeutic pools	13,000	0	0	13%
Racquetball/Handball/Squash courts	7,692	0	0	10%
Tennis courts	N/A	0	0	5%

**Note: (dedicated to a single sport, not muli-use)*
Source: National Recreation and Park Association (NRPA), 2025 Agency Performance Review, Figure 3

Explanatory Notes:

- The Recreation Center's (2) basketball courts are programmed and striped for volleyball and pickleball, so not listed under "basketball" courts.
- Benchmarks reflect median agency practices nationally.
- The "percent of agencies with facilities" column is included for context. It illustrates, for example, that facilities such as therapeutic pools, racquet courts, and walking tracks are uncommon at this scale.
- Line items with no current or proposed facilities in Boardman are still included to provide a full benchmark comparison and highlight potential long-term planning considerations.

Interpretation:

- **Basketball Courts:** The Recreation Center's two courts meet current benchmarks and remain aligned through 2035. They are heavily used and also accommodate volleyball and pickleball, underscoring their role as flexible indoor space.
- **Competitive Swimming Pool:** Boardman's pool is a major strength, exceeding benchmarks and setting the community apart from many small cities where pools are less common.
- **Indoor Pickleball:** Pickleball is currently accommodated in the Recreation Center gym, but this reduces basketball access. With eight outdoor courts planned, demand will largely shift outside, easing conflicts.
- **Other Indoor Facilities:** Amenities such as walking tracks, leisure pools, racquet courts, and therapeutic pools are absent locally, but this is consistent with most small communities. Their inclusion here highlights possible long-term considerations rather than immediate gaps.
- **School Gyms:** Two school gyms provide supplemental space but limited public access. They help meet demand, though they are not counted toward LOS benchmarks.

SPATIAL ACCESS AND EQUITY

Spatial access mapping measures who lives within a ¼-mile (5-minute walk) and ½-mile (10-minute walk) of a park. These distances are drawn as straight-line buffers from park boundaries, not actual walking routes along sidewalks or streets. As a result, they often overstate real-world access. In Boardman, when these buffers are clipped to reflect major barriers—including I-84, the Union Pacific Railroad, and truck corridors—the service areas shrink significantly. Survey data confirms this discrepancy: although many households fall within mapped service areas, more than 80 percent of residents report driving to parks, underscoring the limits of Boardman's pedestrian connectivity. Maps accompanying this section include:

- **Exhibit 1: Existing Level of Service – City and District Facilities:** Shows current service areas (¼- and ½-mile buffers) around all City- and District-managed parks.
- **Exhibit 2: Proposed Level of Service – City and District Facilities:** Shows projected service areas (¼- and ½-mile buffers) around all City- and District-managed parks.
- **Exhibit 3: Existing Level of Service – Multi-Provider Facilities:** Incorporates other public providers, including the Port of Morrow, to reflect the broader recreation system available to residents.
- **Exhibit 4: Proposed Level of Service – Multi-Provider Facilities:** Adds planned City and District projects to show how future service areas could expand.

Together, these maps reveal where Boardman residents have ready access to parks today, where gaps remain, and how future investments could expand coverage.

Explanatory Notes

- **Barriers:** I-84 and the railroad divide the city, with only one pedestrian crossing over I-84 at Main Street. The City is planning sidewalk improvements on the Main Street railroad overpasses, near Marine Drive, which will remove the primary barrier to reaching waterfront parks on the west side. Truck corridors, especially near Laurel Lane and highway ramps and industrial sites, further reduce safety.
- **Inclusions:** Facilities counted in LOS mapping because they provide free, public, everyday recreation opportunities:
  - **SAGE Center playground (Port of Morrow):** Provides a free, public play area, though it is not counted in City/District park acreage totals.
  - **Special use facilities:** Such as the disc golf course and marina site because they offer free recreation and are experienced by residents as part of a connected waterfront park system, even if categorized separately in the inventory.
  - **Undeveloped City/District parcels**: Not mapped as existing, but shown in proposed mapping to illustrate future access potential.

- **Exclusions:** Facilities not counted in LOS mapping due to limited or specialized use:
  - **School sites:** Two gyms and outdoor fields supplement recreation, but access is not guaranteed outside school hours. Outlined on maps for location only.
  - **Wayside parks:** Excluded because they function primarily as highway rest stops for travelers rather than as community-serving parks.
  - **Fee-based facilities:** Recreation Center and Campground require admission, limiting casual neighborhood use.
  - **Green spaces without amenities:** Irrigated lawns lacking play equipment, furnishings, or recreation features.

Interpretation

- **Mapped coverage vs. reality:** Straight-line buffers suggest broad access, but safe walking routes are often much longer—or don't exist—due to I-84, the railroad, missing sidewalks, and poorly located crossings.
- **Underserved areas:** Significant portions of northeast Boardman and south Boardman remain outside a 10-minute walk of a developed park.
- **Community park reliance:** City Park anchors the north side and City Hall the south side, but requires ongoing reinvestment to remain a functional community-scale destination.
- **Multi-provider context:** Facilities managed by the Port of Morrow expand mapped coverage, but they lack the amenities and orientation of everyday neighborhood parks.
- **Barriers shape service patterns** – I-84 and the railroad cut off safe access for many neighborhoods, reducing the functional reach of otherwise "covered" areas.
- **Future opportunities:** Developing undeveloped City/District holdings and adding safe pedestrian connections (trails, improved crossings at Main Street and Laurel Lane) will be critical to closing gaps and expanding neighborhood-scale access.

GAP ANALYSIS AND PRIORITY NEIGHBORHOODS

Gap analysis overlays service area mapping with zoning and neighborhood data to identify where unmet needs most affect residents. This step highlights not only where parks are missing on the map, but where their absence most affects quality of life. The following exhibit accompany this section:

- **Exhibit 5 – Gap Areas with High-Density Residential Neighborhoods:** identifies baseline gap areas where residents live outside a 10-minute walk of a developed park and staff-identified neighborhoods with the highest need, including mobile home parks, multifamily housing, and RV parks with limited outdoor space.
- **Exhibit 6 – Existing System Gaps Overlayed with Zoning Overlay:** overlays zoning classifications highlighting higher-density housing areas such as multifamily and mobile home parks.

Key findings

- **Most Significant Gaps – Northeast and South Boardman:** northeast Boardman and south Boardman, where denser housing including multifamily housing, apartments, RV Parks and mobile home parks coincides with poor access to developed parks.
- **Land Availability and UGB Constraints:** The City is limited to developing new parks within the Urban Growth Boundary (UGB) and, more narrowly, within City limits. This restricts available sites, particularly in South Boardman where land within the UGB but outside City jurisdiction cannot be developed until annexation occurs. While the City owns a parcel in northeast Boardman that could support a new park, land holdings in South Boardman are currently limited to neighborhood-scale sites.
- **Neighborhood vs. Community Park Needs:** City staff note that community-serving parks would best address long-term needs in both northeast and south Boardman. However, current holdings can only support neighborhood-scale development, serving new subdivisions as they come online. In northeast Boardman, open space requirements tied to multifamily development will provide some private recreation space, but this will not fully replace the need for public, community-serving facilities.

- **Underserved Areas – Mobile Home, Multifamily, and Workforce Housing:** These households often lack private yards and have limited shared open space, making nearby parks essential for children, families, and outdoor social life. Their absence disproportionately affects lower-income and workforce-related households who rely more heavily on public amenities.
- **Barriers – I-84, the Railroad, and Truck Corridors:** Even where parks appear proximate, physical barriers sharply reduce functional access. With only one pedestrian crossing over I-84 and limited safe connections across truck routes and rail lines, many residents must drive to parks that are otherwise within a short distance.
- **Planned Parks – Pájaro Azul** Park **and Sunset Park:** Development of these sites will improve coverage in newly developing subdivisions, but they will not fully resolve gaps in older neighborhoods or areas isolated by barriers. Without larger-scale acquisitions or connections, underserved populations will remain beyond a walkable park.
- **Closing the most significant gaps –** Addressing these deficiencies will require:
  - Developing the City-owned parcel in northeast Boardman to provide a neighborhood park that reduces access gaps.
  - Safe pedestrian connections across I-84, the railroad, and industrial truck routes.
  - Pursuing long-term acquisition in South Boardman as City limits expand, with a focus on securing land for a community-serving park comparable in size to City Park.
  - Partnerships for land access with developers, the Port of Morrow, and other landholders to secure well-located sites.

Exhibit 1: Existing Level of Service - City & District Facilities

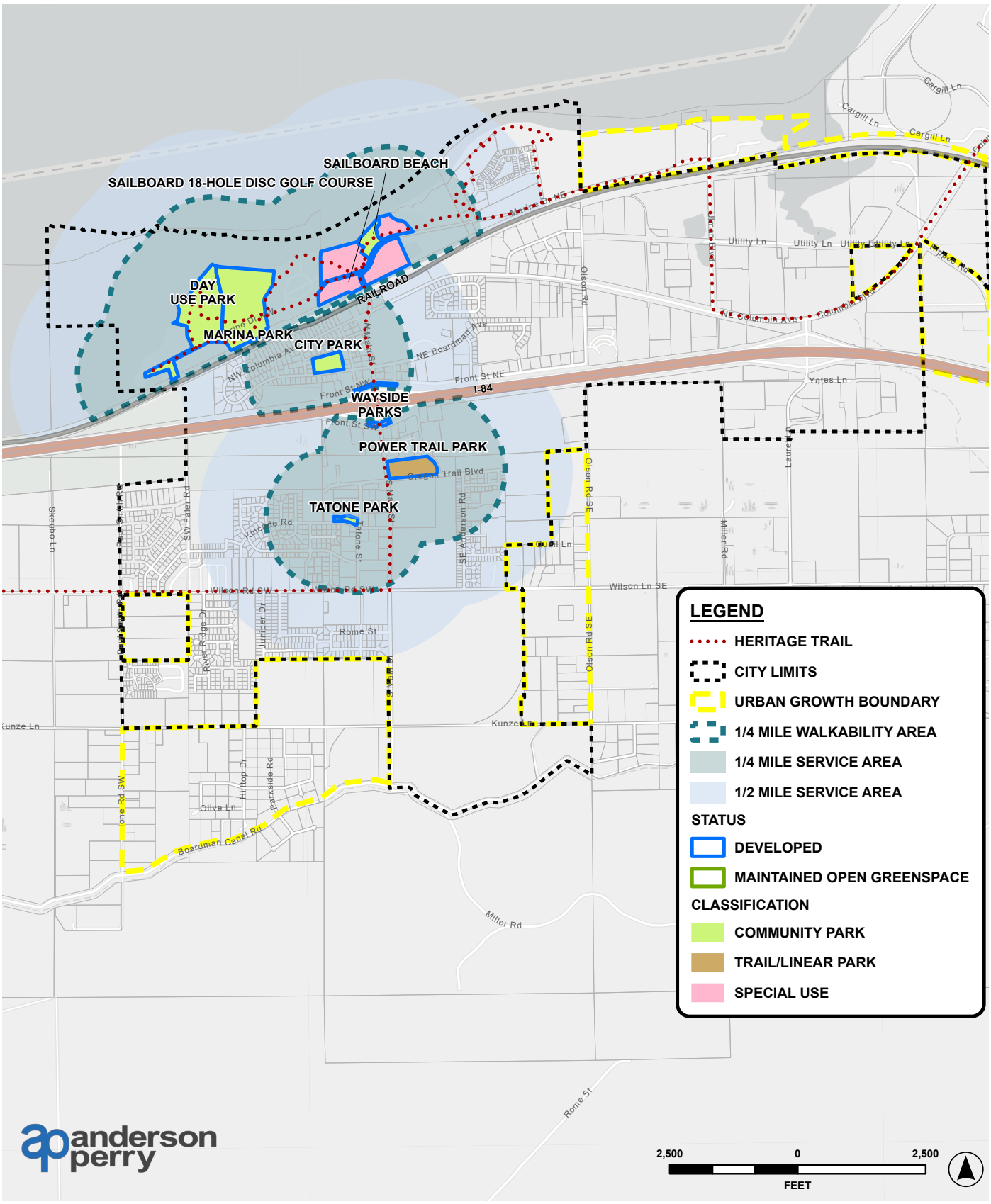


Exhibit 2: Proposed Level of Service - City & District Facilities

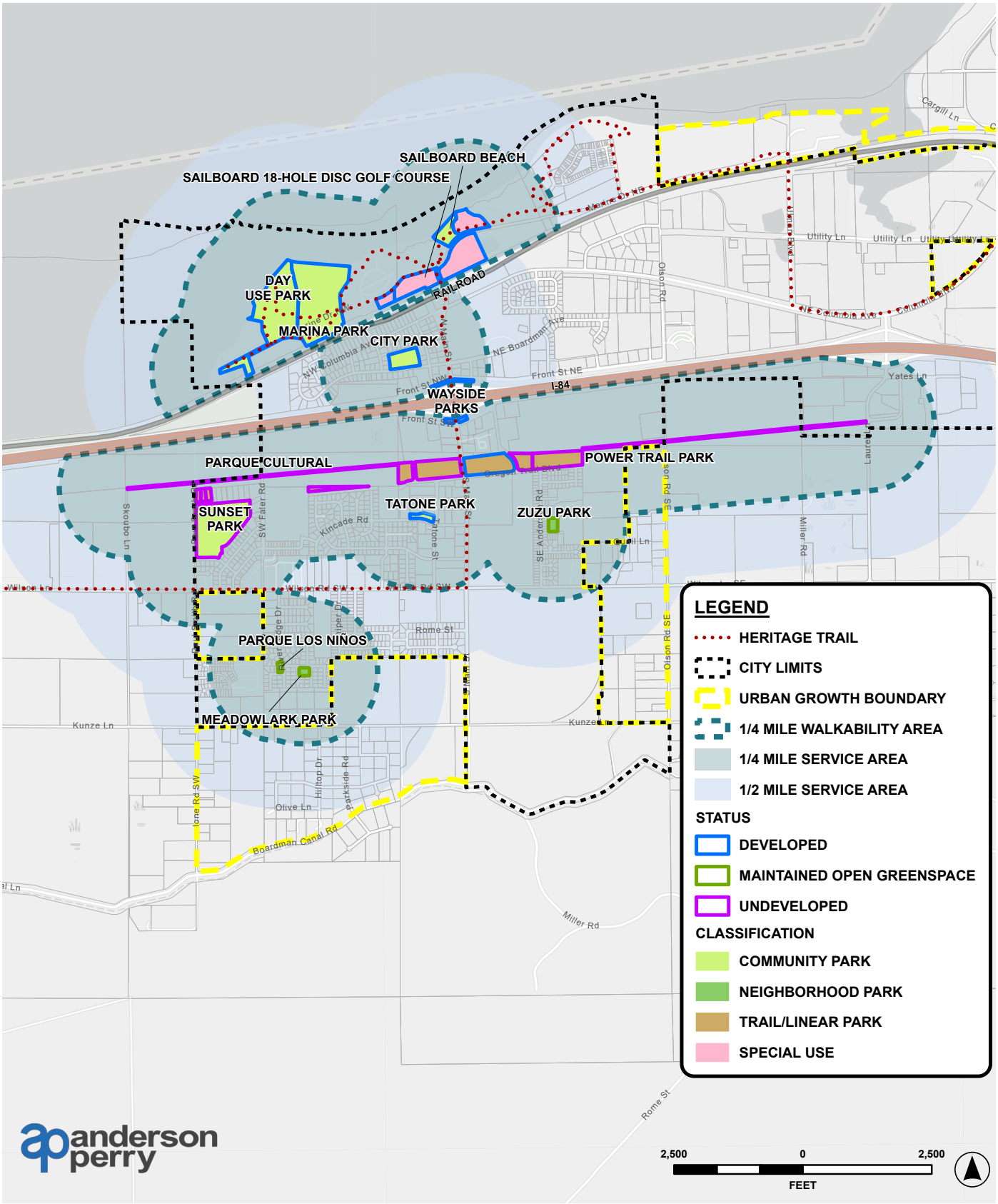


Exhibit 3: Existing Level of Service - All Public Recreational Facilities

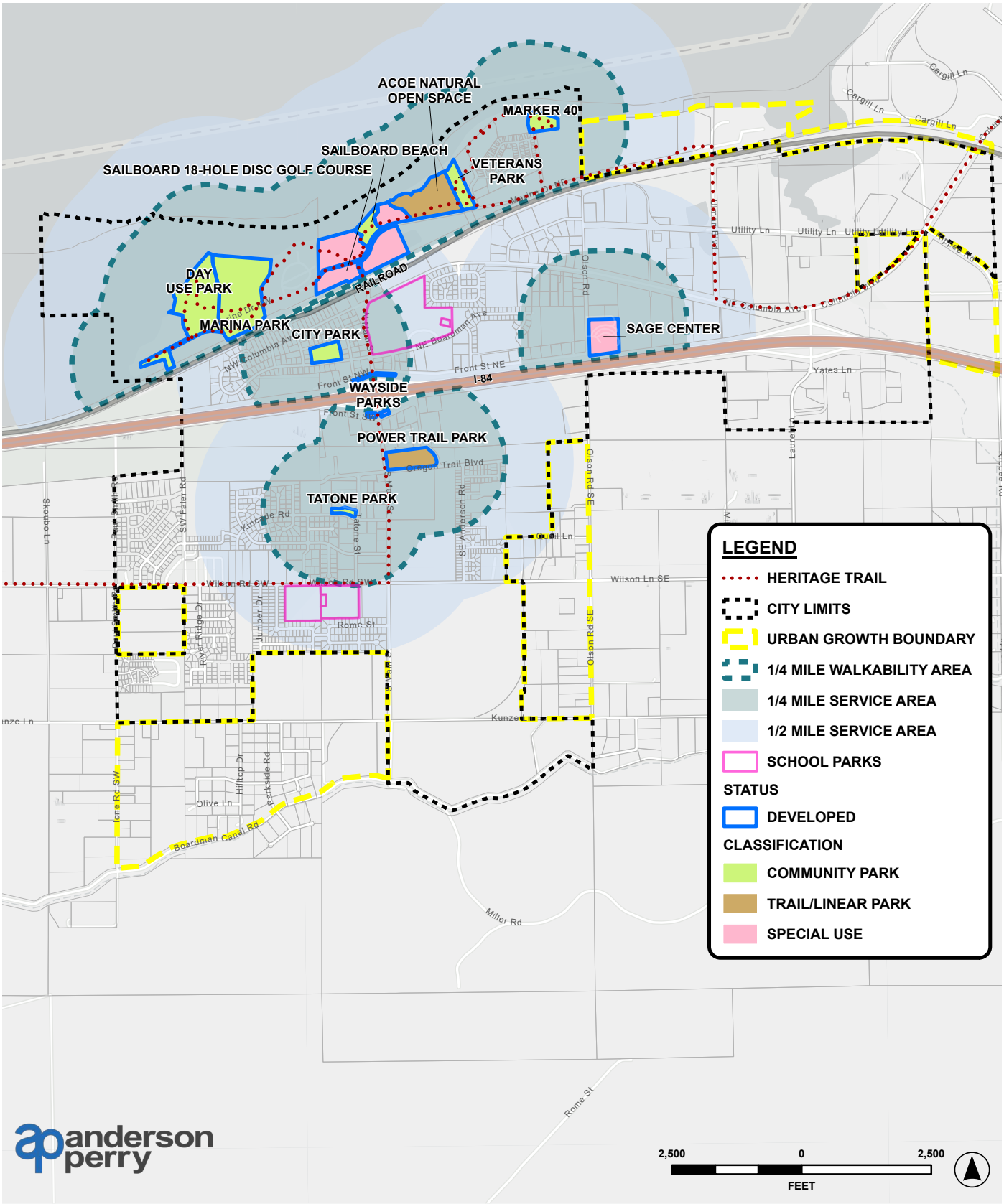


Exhibit 4: Proposed Level of Service - All Public Recreational Facilities

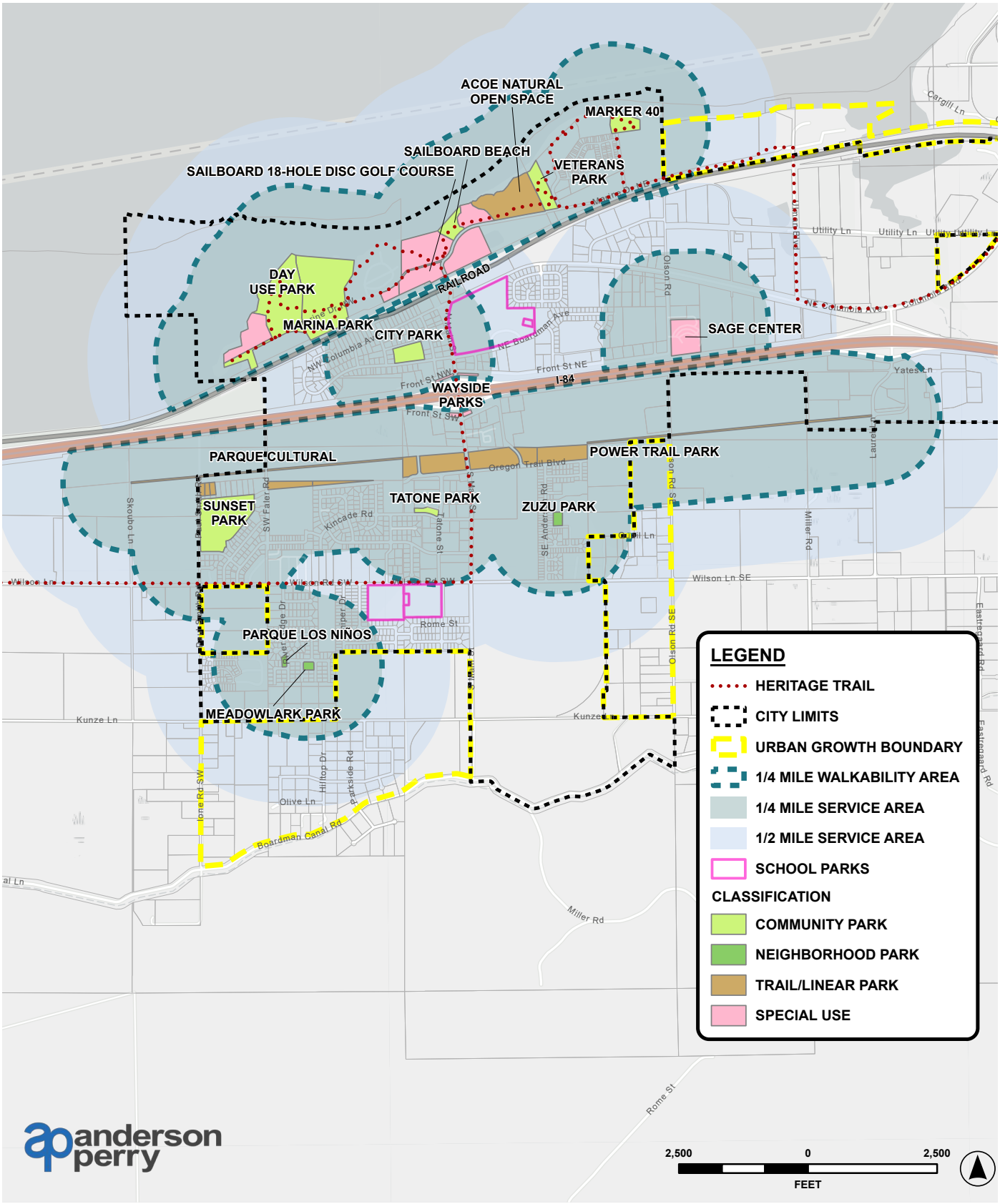


Exhibit 5: Existing System Gaps

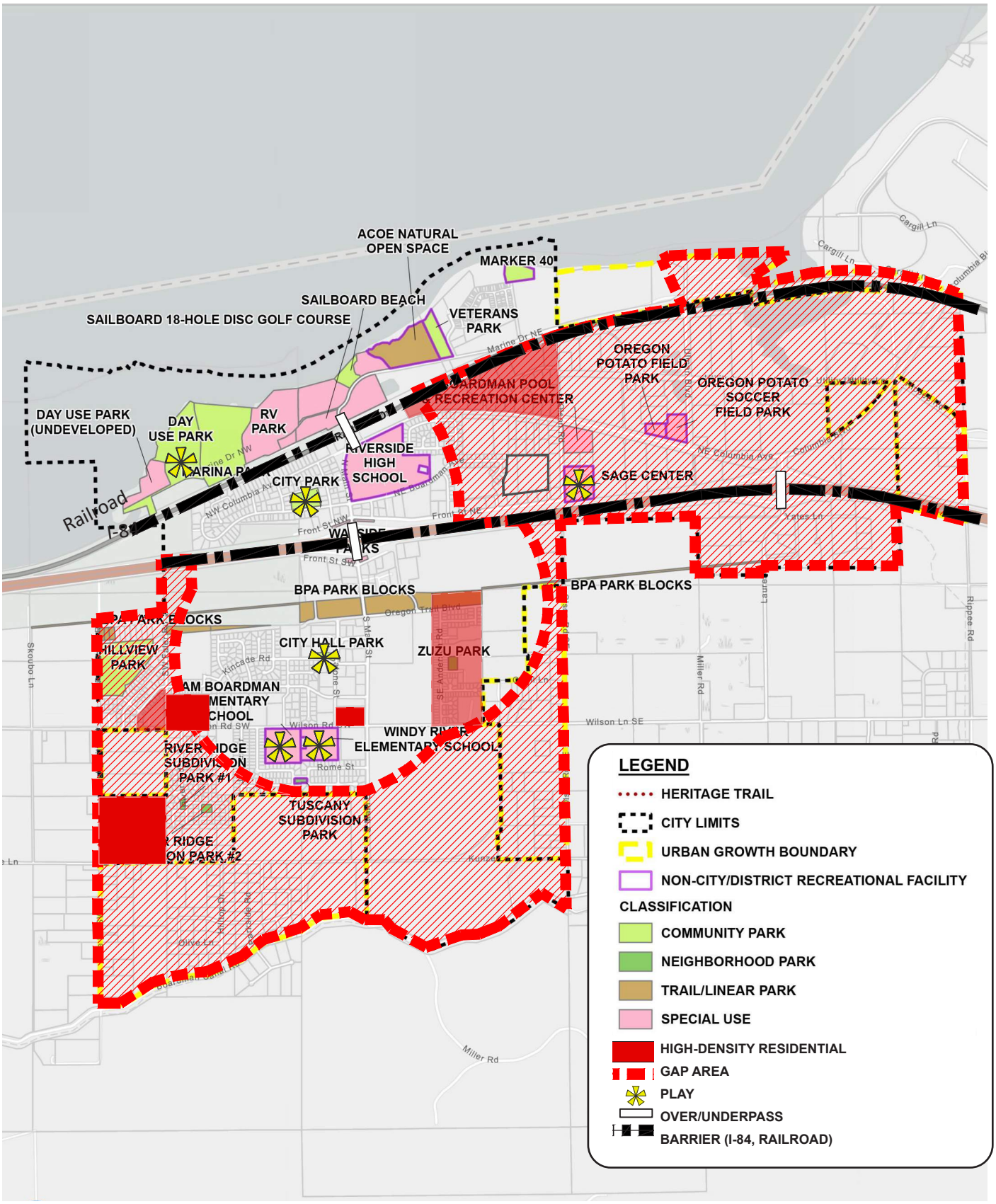
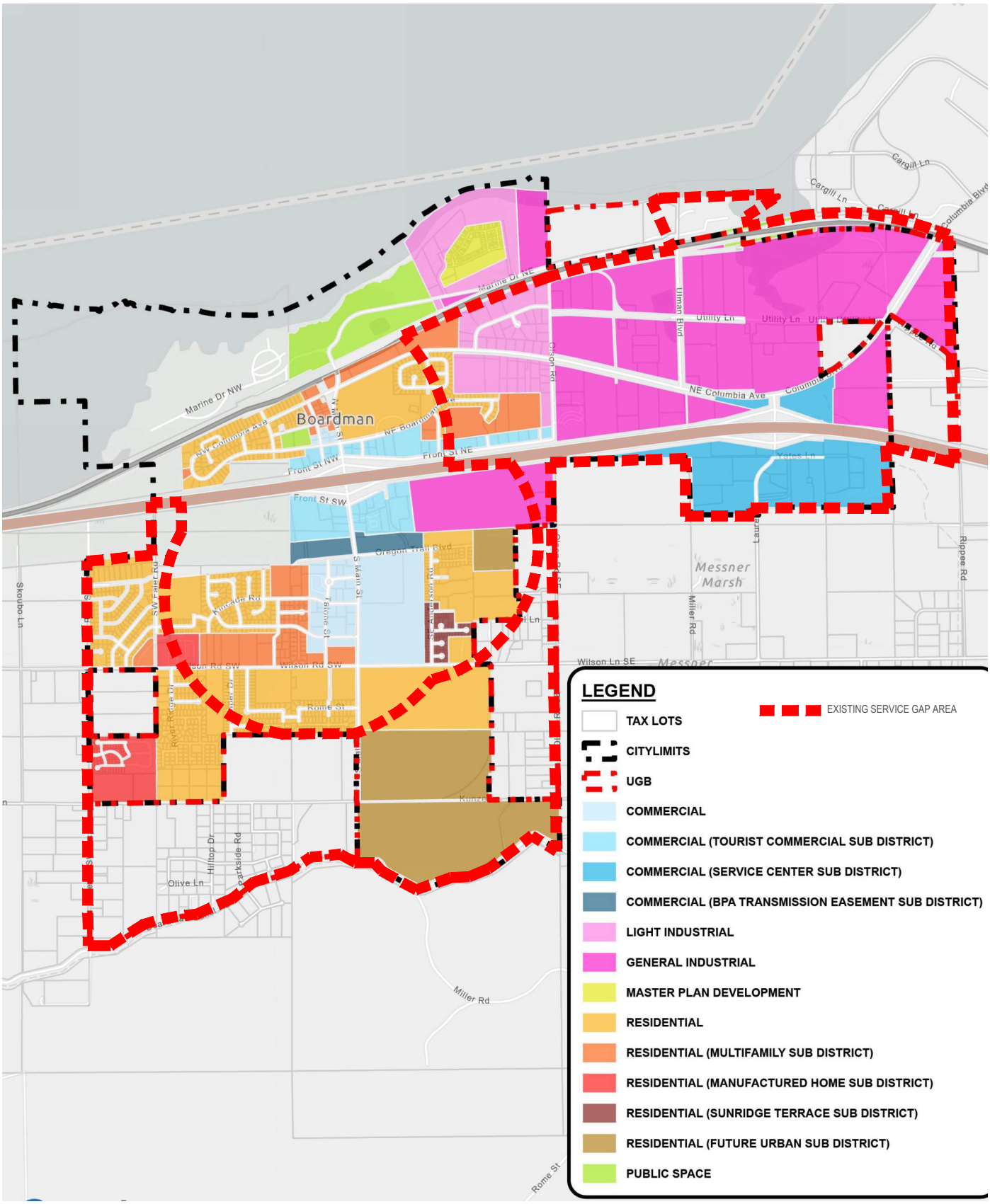


Exhibit 6: Existing System Gaps with Zoning Overlay



G.1

APPENDIX G:
PARK PLANNING CHECKLIST

PARK PLANNING CHECKLIST

This Park Planning Checklist provides a framework to guide improvements at individual park sites. It is designed for City and District staff, consultants, and partners to ensure that planning and design decisions reflect community values, system-wide priorities, and best practices. Each category highlights core principles that can be adapted to the scale and context of each park.

How to Use

- **New development:** Reference the checklist during programming and design to confirm essential elements are addressed.
- **Renovations:** Apply the checklist to identify gaps and opportunities for upgrades.
- **Project review:** Use the checklist to evaluate proposals for consistency with community priorities and standards.
- **Living tool:** Update as best practices and community needs evolve.

Play Areas

Safe, inclusive, and engaging play for all ages and abilities

Creating engaging, safe, and inclusive play areas is a core priority for Boardman's park system. Well-designed play spaces support physical activity, creativity, and social interaction for children of all ages and abilities. Community feedback emphasized the need for upgraded equipment, more shade, diverse play experiences, and designs that accommodate both younger and older children. In addition to meeting current safety and accessibility standards, future improvements should incorporate nature-based features, inclusive elements, and layouts that encourage intergenerational use. By investing in innovative play design, the City and District can ensure that each play area becomes a valued destination for residents and visitors alike.

Implementation actions:

- Provide separate structures for toddlers (ages 2–5) and school-age children (ages 5–12)
- Use poured-in-place (PIP) rubber surfacing to provide smooth, durable, and accessible play areas. Remove curbs and other barriers to improve universal access.
- Add shade structures and shaded seating near play areas.
- Install perimeter fencing where playgrounds adjoin roads, parking, or water.
- Connect playgrounds to restrooms, parking, and amenities with accessible pathways.
- Offer a diverse mix of play experiences that complement—not duplicate—existing facilities (e.g., SAGE Center, Boardman Elementary):
  - **Adventure Play** – climbing towers, obstacle courses
  - **Nature Play** – logs, boulders, water features
  - **STEM & Educational Play** – interactive, exploratory elements
  - **Sensory Play** – tactile, auditory, and visual features
  - **Creative Play** – imaginative structures, art stations
  - **Social Play** – group and cooperative elements
  - **Inclusive Play** – environments welcoming to users of all ages and abilities

Table G.1: Park Planning Checklist – At-a-Glance

Category	Checklist Item
Play Areas	☐ Include distinct age zones (2–5, 5–12)
	☐ Accessible surfacing
	☐ Provide shade (Trees/structures)
	☐ Offer varied play experiences
	☐ Safety measures near hazards
Park Furnishings & Site Amenities	☐ Apply furnishing standards consistently
	☐ ADA-compliant and placed along accessible routes
	☐ Prioritize Comfort (shade, proximity to use areas)
	☐ Integrate culturally relevant and local identity elements
Access & Inclusion	☐ ADA site review and apply minimum ADA-compliant upgrades and design
	☐ Strive to apply universal design strategies
	☐ Culturally inclusive features
	☐ Engage local disability advocates in review
Infrastructure for Events & Daily Use	☐ Provide event-ready infrastructure (power, water, lighting)
	☐ Public Wi-Fi in key areas
Shade, Cooling & Climate Comfort	☐ Shade structures and tree planting
	☐ Use drought-tolerant, climate-adaptive plantings
	☐ Heat-reflective surfaces
	☐ Cooling features with pet accommodations
Safety, Lighting & After Hour Use	☐ Pathway and Court Lighting (motion activated)
	☐ Clear sightlines & vegetation management
	☐ Signage with rules, address and emergency info
	☐ Assign official site addresses and ensure emergency response access
Sports & Active Recreation	☐ Field/court repairs & upgrades
	☐ Avoid artificial turf
	☐ Add support amenities (shade, restrooms, and seating)
	☐ Assess site for new amenities that have not been sited yet but a community priority (pickleball, skatepark, bike skills, pump track, etc.)
Indoor Recreation Facility Evaluation	☐ Evaluate site for indoor facility
Parkland Acquisition and Development	☐ Evaluate opportunities to close service gaps through development of existing sites or acquisition of adjacent/underserved lands; consider trail connections, new amenity siting, partnerships, and long-term O&M feasibility

Park Furnishings and Site Amenities

Comfortable, consistent, and accessible elements for daily use

Consistent, accessible park furnishings enhance comfort, safety, and usability for all visitors. A cohesive design approach helps unify the park system, makes spaces feel cared for and intentional, and reflects Boardman's unique identity. Upgrading outdated or mismatched elements also reduces maintenance needs and invites longer, more enjoyable visits.

Implementation actions:

- Apply the adopted Park Furnishing Standards when replacing or installing furnishings.
- Prioritize new furnishings in parks that currently lack adequate seating, gathering areas, or comfort features.
- Add shaded seating and picnic areas near high-use amenities like playgrounds, sports fields, and trails to support longer visits.
- Ensure furnishings are ADA-compliant and located along accessible paths.
- Integrate culturally meaningful design elements—such as a new piñata stand to replace the beloved "piñata tree" at Day Use Park—and explore furnishings that reflect local traditions and community identity, in alignment with public art goals.

Access & Inclusion

Welcoming people of all ages, abilities, and backgrounds

Meeting minimum **ADA-compliant requirements** is a fundamental priority for all City- and District-managed parks and facilities. However, Boardman can go further—integrating universal design principles that create spaces usable, comfortable, and welcoming for people of all ages, abilities, and cultural backgrounds. By building beyond code requirements, the City and District can ensure that investments serve the widest possible range of users.

Implementation actions:

- Conduct a site-specific ADA review and identify barriers to access.
- **Apply minimum accessibility design standards and strive to apply universal design strategies (see callout box: Accessibility & Universal Design Strategies).**
- Engage local disability advocates to inform priorities and review key projects for usability.
- Incorporate culturally inclusive features that reflect community traditions.

Table G.2: Accessibility & Universal Design Strategies

When applying the Access & Inclusion standard, consider the following strategies for common park design areas:

Design Area	Accessibility & Universal Design Strategy
Playgrounds	Use firm, impact-attenuating surfacing (e.g., poured-in-place rubber); include ramps, transfer platforms, and accessible ground-level features.
Parking & Drop-off Zones	Provide accessible parking, including van-accessible spot(s); locate drop-off zones near major amenities
Restrooms	Ensure restrooms have adequate turning space, grab bars, lever-style handles, and clear approach routes from parking and pathways.
Pathways & Surfacing	Build wide, slip-resistant routes (≤5% slope) with smooth transitions; connect all major amenities; use firm, stable, slip-resistant surfacing in activity areas.
Programming & Events	Provide integrated accessible seating and clear routes to shelters, performance areas, and temporary sites (e.g., seasonal programs, stages, pop-up markets).
Seating & Furnishings	Install benches with back/arm support and companion space, ideally in shaded areas near key park features and with clear approach areas.
Water & Shoreline Access	Provide multiple accessible entry points for different abilities, such as boarding piers, kayak launches, fishing platforms with accessible rail openings, and seasonal beach mats or transfer systems. Ensure seasonal solutions are installed on schedule.
Nature Viewing	Build firm, accessible platforms with edge protection; include tactile, high-contrast interpretive signage.
Signage, Wayfinding & Information	Use consistent bilingual signage with braille, tactile characters, and universal icons onsite, and provide detailed accessibility information online (“Know Before You Go” approach per Access Recreation) to help visitors plan.
Lighting for Safety & Comfort	Add lighting along key accessible routes, especially between parking, restrooms, and major amenities, to improve nighttime usability
Campgrounds	Designate accessible sites with firm surfaces, accessible furnishings (tables, fire rings, water access), and proximate restrooms and utility hookups.
Emergency Access	Ensure emergency evacuation routes from accessible amenities are also accessible.
Participation in Review	Use an accessibility advisory group or local disability advocates to test and review new facilities.
General Design Practice	Apply universal design in all projects to meet a broad spectrum of physical, sensory, and cognitive needs, including quiet, shaded, or low-stimulation spaces to support neurodiverse users and those seeking respite.
Maintenance as Accessibility	Ensure routes, surfaces, and features are regularly inspected and maintained for accessibility (e.g., repair erosion, remove obstructions, level surfacing).

Reference Resource: *Oregon Parks and Recreation Department Accessibility Transition Plan: The state’s internal strategy for assessing and addressing barriers in existing facilities, ensuring continuous progress toward accessible spaces.*

Infrastructure for Events & Daily Use

Improve infrastructure to support community events and seasonal programming.
As Boardman's parks host more community events and seasonal activities, reliable infrastructure is essential for smooth operations. Enhancements to power, lighting, water, and connectivity will expand event capacity, reduce setup challenges, and improve the experience for both participants and organizers. These investments also benefit day-to-day park use by providing convenient access to utilities and technology.

Implementation actions:

- Upgrade electrical service in key gathering areas such as pavilions and performance spaces.
- Provide utility hook-ups (power, light, water) to support temporary uses during events and programs.
- Consider adding public Wi-Fi in popular park areas to support digital access, event coordination, and visitor engagement.
- Incorporate infrastructure improvements into broader site planning to minimize future retrofits and disruptions.

Shade, Cooling, and Climate Comfort

Expand shade and cooling to support year-round comfort and sustainability.
Extreme heat can limit park use—particularly for families with young children, older adults, and individuals with health concerns. A balanced mix of trees, shade structures, and climate-adaptive features can reduce heat exposure, improve comfort, and encourage year-round use. Integrating these strategies into new projects and retrofits will also support long-term sustainability.

Implementation actions:

- Prioritize shade at high-use areas, including playgrounds, sports fields, seating areas, gathering spaces, and key trail segments.
- Install shade structures such as pavilions, sails, or awnings in areas lacking mature trees, and as interim solutions while new plantings establish.
- Use drought-tolerant, deep-rooting trees appropriate to local soils and nearby pavement; incorporate root barriers and deep-watering systems to protect infrastructure and promote tree health.
- Use drought-tolerant, climate-adaptive plantings throughout landscaped areas.
- Provide shaded seating and rest stops along trails and at recreation hubs.
- Incorporate reflective or pervious surfacing materials to reduce ground heat.
- Add cooling features such as misters, drinking fountains, and shaded furnishings at popular activity areas.

Safety, Lighting & After-Hours Use

Enhance visibility, security, and evening access across the park system

Safe, well-lit parks with clear signage and open sightlines encourage responsible after-hours use, reduce vandalism, and improve emergency response. Targeted improvements to lighting, vegetation management, and access clarity will help ensure that parks remain welcoming and secure during extended hours, particularly at high-use or harder-to-monitor sites.

Implementation actions:

- Install pedestrian-scale lighting along high-use trails, sports courts, gathering areas, and primary park entries.
- Use motion-activated, dark-sky-compliant fixtures to enhance safety while reducing glare, light pollution and energy use.
- Manage vegetation to maintain open sightlines, eliminate concealed areas, and keep emergency access routes clear.
- Define formal park entrances with clear signage displaying hours, rules, addresses, and emergency contact information.
- Assign official addresses to all park sites to support emergency dispatch—even if not publicly posted.

Sports and Active Recreation

Improve field conditions and expand recreation amenities to meet growing demand.

Access to quality public sports fields is limited, with the privately-owned Oregon Potato Field serving as the only site for adult leagues. Because this facility is not City- or District-owned, it is not a secure, long-term sports field asset. Residents emphasized the need more places to play—especially well-maintained fields and expanded recreation options beyond traditional sports.

Implementation actions:

- Expand field capacity for youth and adult sports leagues
- Improve existing fields and courts with seasonal maintenance modeled on school standards (e.g., clay replenishment, weed control).
- Avoid synthetic turf due to wind and dust conditions.
- Add amenities such as shade, seating, restrooms, and lighting at high-use recreation sites.
- Identify locations for new recreation features such as pickleball courts, a skatepark, pump track, and bike skills area.
- See Future Amenities Requiring Siting for community-identified facilities not yet located within the park system.

Indoor Facilities and Recreation Access

Expand and improve access to year-round indoor recreation.
For every major park development or redevelopment project, evaluate the site's suitability for accommodating a year-round indoor recreation space. This practice ensures that potential opportunities are not overlooked and aligns facility planning with long-term indoor recreation goals (see Chapter 11 for related policy direction).

Evaluation considerations include:

- Proximity to residential neighborhoods and service areas
- Parking availability and access to transit or trails
- Compliance with ADA and universal design standards
- Compatibility with adjacent land uses and zoning
- Opportunities to integrate with existing or planned recreation amenities

Parkland Acquisition and Development

When planning for future park needs, prioritize developing existing dedicated park sites and acquiring land in underserved areas. Evaluate opportunities adjacent to BPA easements or other constrained lands, and use tools such as parkland dedication, SDCs, and public-private partnerships to expand the park system (see Chapter 11 for related policy direction).

Evaluation considerations include:

- Development potential of existing dedicated parkland (e.g., Parque Los Niños, Meadowlark Park, Sunset Park, Sunset Park) to close service gaps
- Acquisition opportunities in areas with service gaps or adjacent to sites with development restrictions such as the BPA corridor to expand usable recreation space and critical amenities.
- Partnerships or co-investment opportunities with developers, agencies, or private landowners
- Long-term maintenance and operational feasibility of new acquisitions

APPENDIX H: OPERATIONS ASSESSMENT AND O&M TOOLS

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with support by Shapiro Didway

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Reformatted for inclusion as part of the Boardman Parks & Recreation Master Plan.

H.1 OPERATIONS ASSESSMENT

The Boardman Parks Master Plan will serve as a tool for Boardman to build, maintain, and enhance its parks, open spaces, and recreation service programming efficiently and cost effectively. ECOnorthwest is supporting Shapiro Didway, the City of Boardman, and the Boardman Park and Recreation District (BPRD) to create a plan that will establish service levels and priorities consistent with the Boardman community's values of stewardship: consciously investing in parks and natural spaces while continuously preserving and protecting them to benefit future generations.

The Master Plan synthesizes relevant information relating to current conditions, including management practices of the City's and District's parks, open spaces, and other natural resources, and its provision of recreation services. This memorandum provides an overview of current management practices and allocated resources, including the roles and responsibilities of the City and BPRD in policy development, operations, and facilities management. This assessment includes:

- **Current Service Delivery Summary:** Including an overview of:
  - Organizational structure;
  - Vision and goals;
  - City and Park District budgets;
  - Review of the assets being maintained;
- **Best Practice Considerations** for improving public service delivery; and
- **Recommendations:** Strategies for cost-effective improvements supported by best practices

Boardman Current Service Delivery Summary

Parks and open spaces provide value to communities in a variety of ways. Access to nature has a range of benefits for community members including promoting public health, encouraging environmental stewardship, and building social cohesion. Trails, fields, and other facilities can provide necessary space for physical activity and relieving stress that can enhance health outcomes, while also creating community gathering spaces. Natural systems also work to reduce temperatures in cities, counter urban heat island effects (even in smaller cities like Boardman) and perform other functions like stormwater management and carbon sequestration. With this wide range of functions, parks provide valuable social and physical infrastructure to strengthen community resilience.

Boardman has a history of delivering high-quality parks and open spaces to benefit residents. It largely does so through a partnership between the City and BRPD, with the Port of Morrow also providing supplementary recreation services in the area. This partnership is now undertaking this Parks Master Plan to build upon its prior strategic planning efforts that prioritize tangible improvements to its park infrastructure. The 2025 Capital Improvement Plan outlines several key projects, including the City's development of the Bonneville Power Administration Greenspace, a City-led plan to transform 39 acres of underutilized land into a vibrant public space featuring multi-use paths, grassy areas, a dog park, and a public restroom, enhancing the city's green footprint and providing residents with additional recreational opportunities. This and similar projects underscore Boardman's dedication to creating accessible, high-quality parks that contribute to the community's quality of life and environmental sustainability.

City of Boardman Mission and Structure

The City of Boardman operates under a council-manager form of government, which combines political leadership of elected officials with the professional management of an appointed city manager. The City is governed by a City Council with six Councilors and one Mayor, who each serve four-year terms (elected on a staggered cadence) to collaboratively approve budgets, adopt city laws, and set policy.

The City Manager acts as the chief executive of the city and serves at the pleasure of the council to implement the council's policies and manage the day-to-day operations of the city and its various departments. The City also works with the department heads and finance director to prepare the annual budget, advise the council on policy matters, and ensure services are delivered efficiently.

VISION AND GOALS

The following vision and goals are drawn from the City of Boardman's adopted Strategic Plan.

COUNCIL MISSION

"The Boardman City Council believes responsible leadership is built on principles of transparency, communication, integrity, and the desire to serve our citizens with the shared goal towards the betterment of our community.

We will actively listen, involve, and work together to foster growth and prosperity for the good of all residents. Through unified actions, we believe small towns can realize big dreams".[1]

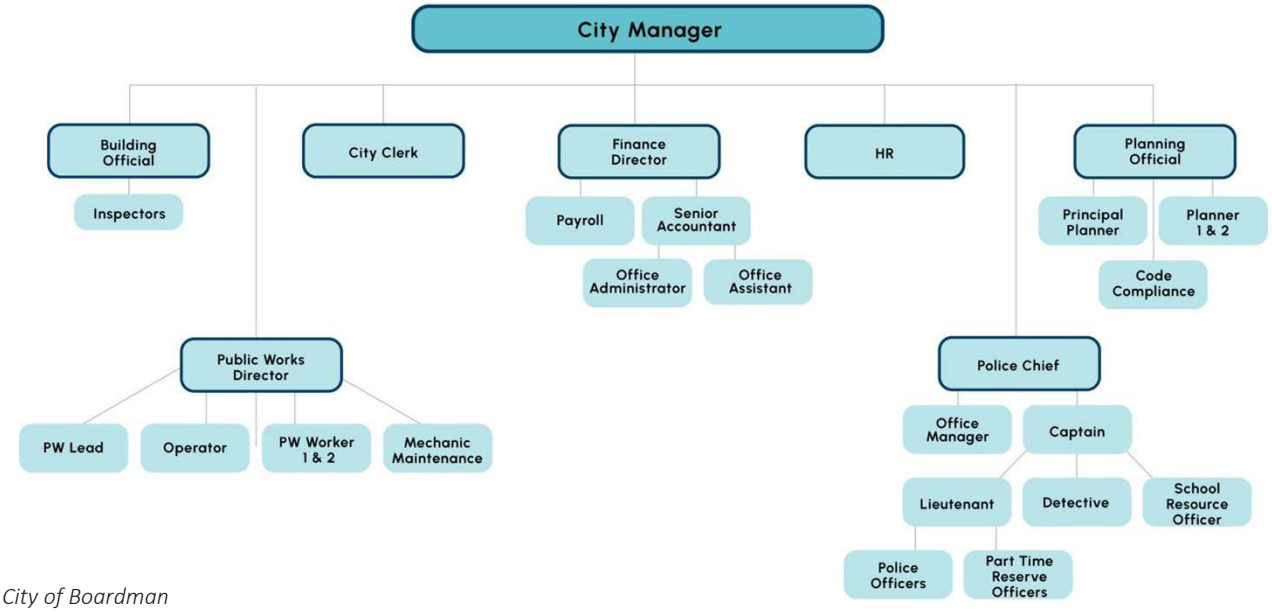
STRATEGIC PLAN GOALS

- Expand shopping and service opportunities
- Provide a full range of housing options
- Support modest, sustainable growth while retaining the City's small-town feel
- Provide adequate public facilities and services
- Build on natural resources and other assets

ORGANIZATIONAL STRUCTURE

To achieve its vision and goals, Boardman is organized with seven department and administrative heads managing specific functional areas as shown in Exhibit 1: the Building Department, Public Works, City Clerk, Finance Director, Human Resources, Police Department, and Planning Department. Boardman also coordinates with Morrow County for certain regional services.

Exhibit 1. City of Boardman Organization Chart



Source: City of Boardman

1 City of Boardman

Boardman Park & Recreation District Mission and Structure

The BPRD is a local government Special District which was first established in 1967, and is governed by a five-member elected Board of Directors. [2] It was originally established to lease a-126-acre parcel from the U.S. Army Corps of Engineers into today's RV Park and four dayuse parks linked by a 2.2-mile multi-use trail. District offerings have expanded to include a 43,000-square-foot recreation center opened in 2017.

MISSION AND VALUES

The following statements are drawn from the Boardman Park & Recreation District's adopted Mission Statement and organizational guiding principles.

MISSION STATEMENT

Enriching our community by fostering safe and enjoyable recreational experiences within well-maintained parks and facilities.

VISION STATEMENT

To provide a safe, clean environment for the community to enjoy recreation.

VALUES

We show dedication through hard work and teamwork.
We work collaboratively with taxpayers and community stakeholders to offer events, sports, and facilities while ensuring fiscal responsibility with the funds entrusted to the District.
We provide the best customer service possible.
We mentor those who work among us to become community leaders.

WORK MOTTO AND PILLARS OF SUCCESS

"Go with the flow and make each patron feel they are the most important person we saw that day!"
The District's operational focus is organized around seven pillars of success: Fiscal Governance, Community Connections, Staff Performance, Marina and RV Park, Pool and Rec Center, Events, and Sports.

These values and guiding principles reflect the District's commitment to providing safe, inclusive, and welcoming opportunities for all residents and visitors to enjoy the outdoors and community life. Its slogan—"Play, explore, fish, and more!"—captures this spirit of recreation and connection.

ORGANIZATIONAL STRUCTURE

The District is financed through a permanent tax rate of $0.2989 per $1,000 of assessed property within the district boundaries, which includes the entirety of the City of Boardman and surrounding areas.

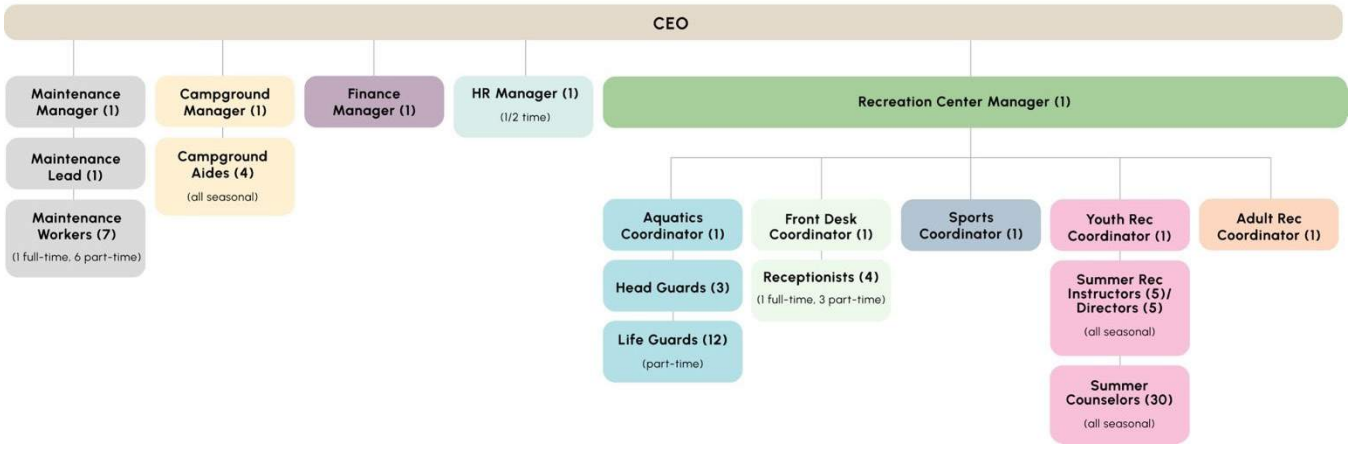
The Campground Manager and Rec Center Manager each report to the District's Chief Executive, as do the Maintenance Manager, Finance Manager, and HR Managers, as shown in Exhibit 2. The district supplements its regular staff with seasonal and part-time workers as needed.

In general, the Maintenance, Finance, and HR / Marketing Divisions support the operations of the key District assets: the Campground and Recreation Center. The Campground Manager and Booth Workers provide operations and staffing to the RV Park and Campground, while the Rec Center staff, comprising the Sports Coordinator and Sports Aide, Aquatics Coordinator and Life Guards (including Head Guards), Front Desk Coordinator and Assistants, and Recreation Coordinator, Recreation Aide, Summer Rec Coordinator, Instructors/Directors, and Counselors provide recreation programming and operations and staffing to the Recreation Center.

2 Boardman Parks & Recreation District webpage: https://boardmanparkandrec.com/

Within the Maintenance Division, the District employs three full-time maintenance workers who provide year-round support for groundskeeping, custodial work, and facilities care. These staff are supplemented by six part-time seasonal employees, whose hours vary by season and operational need. On average, this seasonal workforce equates to approximately 1.5 full-time equivalents (FTE) when expressed annually. This staff total is also supplemented by contracted staff providing services commensurate with another roughly 0.5 FTE, bringing the District's total maintenance capacity to about 4.5 to 5.0 FTE.

Exhibit 2: Park and Recreation District Organization Chart Detail



Source: Boardman Park and Recreation District.

Budget Structure

This analysis primarily considers the City of Boardman's 2023-24 budget and the BPRD 2023-24 budget as a benchmark for the proportionate allocation of different funding sources towards Parks facilities and operations.

City of Boardman

The City of Boardman's Finance Department is responsible for managing all financial aspects of the city government, ensuring transparency, accountability, and prudent use of public resources. This includes overseeing budget preparation, financial reporting, revenue collection, utility billing, and expenditures. The department's mission is to support the City Council, city staff, and residents by providing accurate and timely financial information, ensuring compliance with state and federal laws, and maintaining sound fiscal policies.

Budgeting is a central function of the Finance Department. The city operates on a biennial budget cycle, carefully developed with input from various departments and ultimately approved by the City Council. The budget reflects the city's strategic priorities and outlines projected revenues and planned expenditures across all funds, including the general fund, enterprise funds (like water and sewer), and capital improvement funds. Annual audits are conducted by external firms to ensure that the city's financial statements are presented fairly and comply with Generally Accepted Accounting Principles (GAAP).

The City of Boardman accounts for its budget in nine separate funds whose names correspond with uses reflected in the fund name:

- **General Fund:** Supports essential services such as public safety, administration, and community services.
- **Water Fund:** Dedicated to the operation, maintenance, and improvement of the city's water infrastructure.
- **Sewer Fund:** Supports wastewater management and related infrastructure projects.
- **Garbage Fund:** Manages waste collection and disposal services.

- **Street Fund:** Allocated for street maintenance, improvements, and related infrastructure.
- **Building Fund:** Finances building inspections, permitting, and code enforcement activities.
- **Reserve Funds:** Set aside for future capital projects and unforeseen expenses.
- **Capital Project Funds:** Allocated for significant infrastructure projects, including the construction of new facilities and major upgrades.
- **G.O. Bond Debt Service Fund:** Handles the repayment of general obligation bonds issued for large-scale capital improvements.

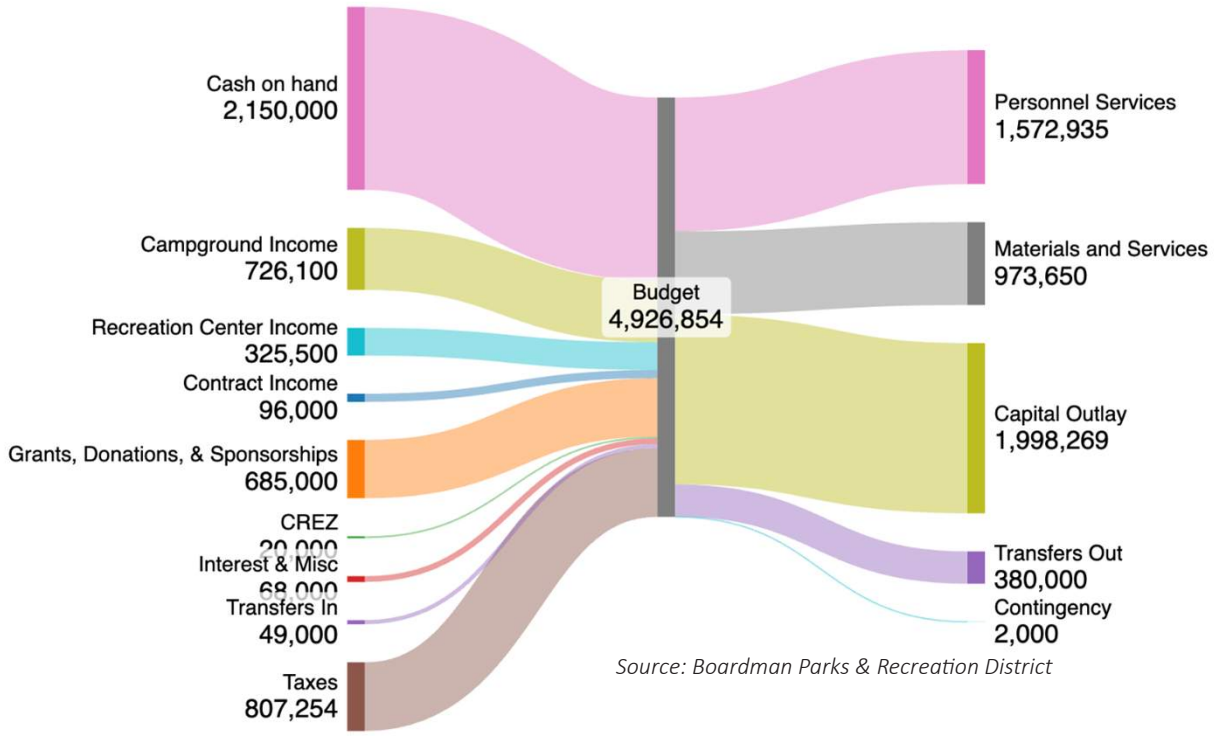
Aggregated across these nine funds, the City of Boardman overall budget (all funds) totals $76.1 million.

Boardman Park & Recreation District

For the BPRD, the general budget is comprised primarily of the costs of participant recreation programs, administration and staffing, facilities operations, and general maintenance which is funded primarily through ongoing sources like the District's local taxes, charges for services such as campground income and recreation center income, and grants, donations, and sponsorships. Other smaller sources come from contract income, the Columbia River Enterprise Zone, transfers, and interest and other miscellaneous sources. Nearly $2 million of the $4.9 million budget is allocated to capital outlay with the next largest use of funds going towards personnel services, as shown in Exhibit 4.

As shown in the budget sources shown below, taxes (at $807,254), campground rental income ($726,100), and grants, donations & sponsorships ($685,000) provide the largest sources of revenue, though the recreation center also provides sizeable revenue ($325,500). Unfortunately, the cost allocation methodology makes it difficult to ascertain the extent to which key revenue-producing park assets (such as the campground and recreation center) are recovering costs. A more disaggregated cost allocation is available but it merely separates out the "personnel services" category to salaries and payroll taxes and benefits, and the "materials and services" category to utilities, administrative, employee-related, programs and community outreach, and maintenance, but does not allocate costs to the specific revenue-producing park asset (i.e. campground or recreation center).

Exhibit 3: FY 2023-24 Boardman Parks & Recreation District Budget



Source: Boardman Parks & Recreation District

Maintenance of Assets

Boardman Park & Recreation District

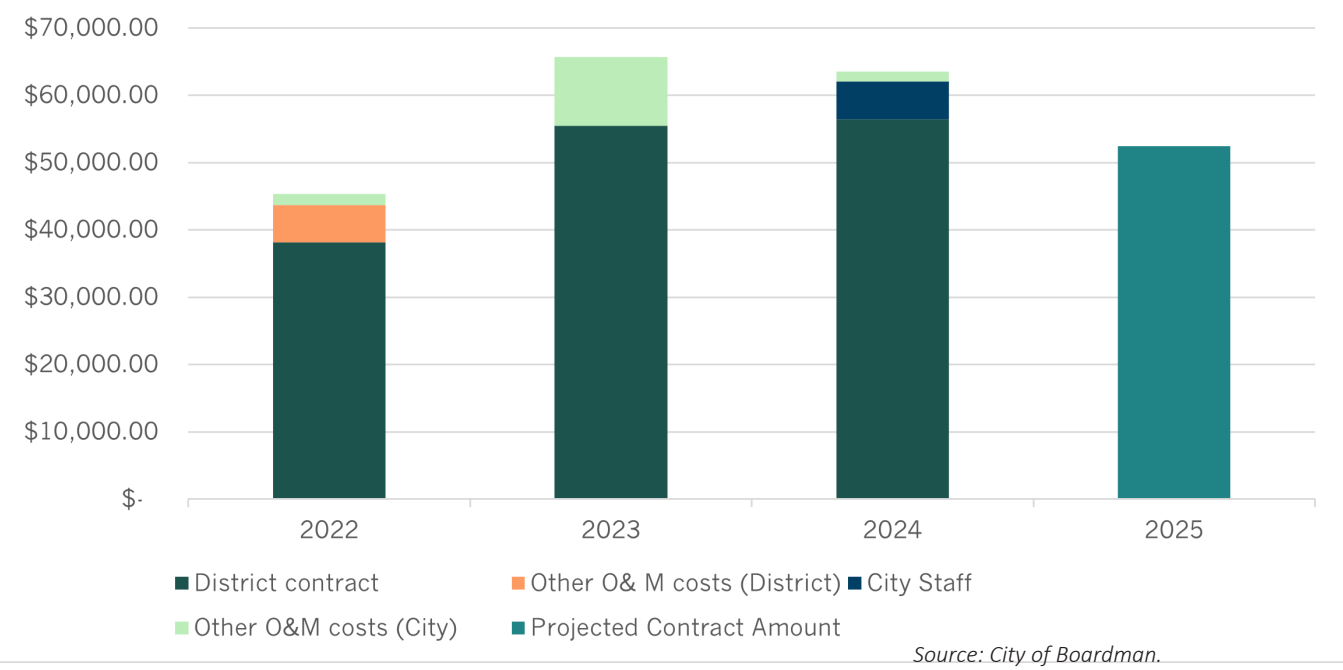
The BPRD manages its 43,000-square-foot recreation center with pool, basketball court, rock-climbing wall, and aerobics room, weight room, and multipurpose rooms, with recreation offerings including, exercise and aquatics classes, youth and Active Older Adult (AOA) activities, and rental spaces. In addition, the district manages over 126 acres of public lands including (4) free day-use areas with (1) softball field, (1) baseball fields, a basketball/volleyball court, (2) playgrounds, a sand volleyball, horseshoe pits, (2) restrooms, swimming areas, marina with boat docks and a 2-lane boat launch, (1) pavilion, small picnic shelters, a 2.2-mile paved walking trail, 73 spaces tent and RV public campground, and an 18-hole disc golf course.[3] In addition to its park and recreation properties, the District is also responsible for maintaining several other sites, including its administrative office, a residence, Department of Transportation (ODOT) ramps, and the Oregon Potato International (OPI) soccer fields (practice and regulation size

City of Boardman

As noted earlier, the BPRD maintained City-owned park assets for many years under a landscape maintenance agreement with the City of Boardman. District staff provided routine upkeep for these facilities—including the splash pad and other City park areas—with the City compensating the District annually in amounts ranging from $40,000 to $70,000, as detailed in Exhibit 6.

Beginning in 2025, this shared management approach has shifted. The City's Public Works staff has taken on the responsibility of providing O&M for city parks, utilizing a landscaping company to provide mowing and related services from spring through fall. This shift allows both the City and the District to focus on maintaining their own assets moving forward.

Exhibit 4: City of Boardman Expenditures for Landscape Maintenance



Source: City of Boardman.

3 Boardman Parks & Recreation District webpage: https://boardmanparkandrec.com/

Best Practice Considerations for Improving Public Service Delivery

Best practices for improving service delivery related to parks, open space, and recreation services can demonstrate how other public agencies have achieved efficiency gains in their service delivery processes. As the City of Boardman and the BPRD seek to enhance service delivery as part of the Parks Master Plan, recent literature on public policy and administration provides direction and options for consideration. Where possible, this section calls out areas Boardman is applying best practices and makes specific recommendations for actions either the City of Boardman or BPRD could undertake to improve. Site-specific operational issues relevant to Boardman are addressed in Appendix H.2: *Site Maintenance Challenges & Best Practices.*

Managing Natural Resources

Maintaining high-quality natural resources is a major component of parks and open space management, which includes specific considerations for sustaining complex ecosystems. These resources are delineated according to both natural phenomena (e.g. watersheds or topography) as well as human-made boundaries (e.g. developed parks or reserved natural areas). Natural resources often cross jurisdictional boundaries and can often require inter-agency, intergovernmental, or public-private partnerships.[4] Subsequently, management of natural resources typically requires both objective scientific measures (e.g. water quality testing) and accountability between institutions (e.g. intergovernmental agreements) to sustainably manage ecological systems, services, and their benefits to communities.

Emerging external challenges like climate change as well as changing state legislative rules will also require agencies to continue to adapt to different approaches to managing natural resources. Implementing measures to increase climate resilience and respond to state (or federal) level policies will require adaptable strategies from jurisdictions like Boardman. In this context, the City and Park District coordinates with agencies such as the Oregon Department of Land Conservation and Development (DLCD), which sets statewide land use policies and guidelines. Along with the City's Economic Opportunities Analysis, the City's comprehensive plan update is being developed in consultation with DLCD, providing a framework for how land is used and growth is managed, and also providing a framework from which all other plans such as the TSP and this Parks Master Plan are developed.

Boardman also coordinates with a wide range of other state and federal agencies, including the Oregon Department of Environmental Quality (DEQ) which regulates stormwater, and issues air and water permits to industry and municipal sewage treatment plans in the region, including those in Boardman, and also the Oregon Department of Fish and Wildlife (ODFW), U.S. Fish and Wildlife (USFWS), Bonneville Power Administration (BPA), and the Army Corps of Engineers for management of its waterfront, as well as the Bureau of Indian Affairs (BIA) which coordinates tribes who had historically inhabited the area, including the Yakama, Cayuse, Walla Walla, and Umatilla.

Measuring Improvements and High-Impact Activities

Measuring improvements to natural resource delivery can be done in several ways, which may sometimes require tradeoffs between different outcomes. Thinking through the types of services Boardman Parks provides, this analysis considers how to ensure high-impact activities are prioritized at a system level. These high-impact activities would be defined as those which optimize benefits to the community or be those that are early investments to allow long-term impacts.

Broad types of best practices for measuring improved service delivery include:

4 Dianna M. Hogan et al., "Urban Ecosystem Services and Decision Making for a Green Philadelphia," USGS Numbered Series, Urban Ecosystem Services and Decision Making for a Green Philadelphia, vol. 2014–1155, Open-File Report (Reston, VA: U.S. Geological Survey, 2014), https://doi.org/10.3133/ofr20141155, 8.

More efficient service delivery and resource allocation. Changes to service delivery methods that reduce costs, level of staff effort, and timelines can more efficiently use public funding and resources, and typically lead to a greater quantity of services provided. Efficiency in information systems and communication can also facilitate more clear and consistent internal coordination between partnering agencies and the public. Information, additional education, and leadership from the City and District on expectations can help provide consistency across land use types, both public and privately-owned. However, a greater volume of services provided does not necessarily guarantee other criteria like ecosystem services goals, quality, and equitable access.

BPRD already partners with the Port of Morrow's Columbia Works summer internship program, which is coordinated with the Eastern Oregon Workforce Board, to recruit seasonal maintenance interns and youth lifeguards. The approach enhances capacity and aligns with regional workforce-development goals.

Similarly, the City of Boardman transitioned to a hybrid maintenance model in Fiscal year 2025, combining in-house Public Works staff with private landscaping contractors, enabling cost savings and quality control for mowing, trail maintenance, and irrigation tasks.

To enhance these existing programs, the City and District may consider offering training incentives for staff and certifications and establishing tracking of maintenance costs by site. One approach might be a dashboard or maintenance management tool to track staff hours, equipment needs, and seasonal resource demands, or development of a long-term staffing and succession strategy, enabling retention of high service standards. Similarly, the City might consider including local students in civic and design decision-making, to foster a sense of ownership and promote future stewardship among youth. For example, the Master Plan recommends, and the City plans, to engage youth with the design of Zuzu park.

More equitable distribution of and access to services in the community. A more equitable distribution of public resources can address deficiencies within communities that have been historically underserved by public programs, investments, and processes. The tradeoffs between equitable outcomes (which may be more costly) and efficiency (which may be insufficient for addressing equity issues) can require a nuanced balance in service delivery from public agencies related to physical distribution, funding allocation, and specific criteria within programs and decision-making.

The City and BPRD are already intentionally employing bilingual staff to support inclusive program delivery and offer programming and services accessible to a board demographic, including families and youth.

To enhance these offerings, the City and District may consider offering affordable equipment rentals and providing scholarships or fee assistance to low-income families to reduce financial barriers, thereby expanding access to recreational opportunities. And the multilingual communication can be improved, through multilingual signage, website content, and outreach materials. The City and District can also support multicultural events and partnerships by collaborating with community-based organizations to offer culturally-relevant programming, such as a local powwow or heritage events that reflect the interests and ancestry of Hispanic, Indigenous, and other underrepresented groups.

Similarly, the City and District may consider deepening community engagement through targeted strategies for community members who may not participate in traditional engagement channels. Culturally-tailored engagement can help share more inclusive programming and park access. And after-hours access and safety enhancements such as investments in lighting, visibility, and secure park infrastructure, along with expanded hours for recreation and flexible scheduling, can better serve shift workers and the industrial workforce.

Higher quality ecosystem services and social benefits. Public-sector agencies are recognizing parks, trails, and open space as critical infrastructure. And improving services in the context of natural resources can mean improving outcomes directly for the ecosystem (e.g. air and water quality) and social benefits (e.g. recreation and improved health outcomes). Over time, leadership to prioritize these resources and guide policy relating to climate change will need to revise benchmarks for measuring these qualities, shifting toward indicators that reflect ecosystem health and community benefits. Agencies may define quality services differently, but have shared goals such as prioritizing native plants, protecting critical assets and resources like the urban tree canopy, or other metrics.

Natural zones already exist in several parks (along the trail system and at the disc-golf course) which provide habitat and reduce mowing needs, and tree planting has occurred recently, though more can be added, along with an expanded use of native and drought-tolerant plantings throughout the park system, particularly undeveloped park areas.

Although Boardman residents do seem to prefer expansive green lawns, the City and District can explore strategies to reduce water use in its maintenance of parks and natural areas, such as transitioning select low-use areas to drought-tolerant turf varieties, improving irrigation efficiency, or incorporating native planting zones at park edges or along streetscapes, applying a balanced approach to preserve the green aesthetic residents expect while advancing long-term sustainability goals.

Further, the City can strive to increase tree canopy and shade, particularly in neighborhood parks that lack coverage, and expand and enhance green infrastructure elements, such as bioswales, rain gardens, pervious surfaces, and other green infrastructure to manage runoff and support ecological function. Retrofitting existing swales with native or drought-tolerant plantings would improve habitat and reduce maintenance demands.

Future park development may also consider educational elements, such as demonstration gardens to showcase sustainable landscaping practices or educational signage to engage youth and other community partners to strengthen awareness and foster long-term environmental responsibility. Efforts can be measured with the implementation of specific benchmarks (such as for canopy cover) to track progress over time.

As Boardman works to improve its service delivery for natural resources, balancing greater efficiency, equitable distribution, and high-quality services will require a careful look at how to align community priorities of natural character features with activities in cooperation with partners to work towards the City's and District's commitments.

Recommendations for Cost-Effective Service Delivery Improvements

This memorandum focuses on improvements for service delivery related to management practices and allocation of resources towards parks, open space, natural areas, and recreation services. The recommendations below are organized around two key strategies, including strengthening collaboration with partner organizations, and aligning internal organization and metrics, including refining labor and cost allocation.

STRENGTHEN COLLABORATION WITH PARTNERS

Establish management standards that can give clear guidance to City and BPRD staff and private landowners to help meet the goals of climate resiliency, best management practices, and effective resource allocation. Consider a systems-based approach with minimal expectations for different types of land, including private landowners, HOAs, stormwater facilities, steep slopes, open spaces, trails, rights-of-way, wetlands, shorelines, and parks. This approach can improve consistency across public and privately owned land and help prioritize the most impactful practices to human and ecosystem health. Communicating these standards and the mutual benefits of a holistic approach to parks and open space should be a priority for the City and District between departments and private landowners and HOAs. Although the City and District may have more agency to change practices on publicly owned land, it can provide guidance and build relationships to increase participation from private partners. Examples include:

- **Facility and infrastructure standards** would ensure that play areas include age-segregated zones, inclusive features, and shade structures; that trails meet minimum width and ADA compliance requirements; and that furnishings and signage use consistent materials and include bilingual communication. Standards would also address climate comfort by requiring shade, cooling features, or windbreaks in new park projects.
- **Maintenance and operations standards** would guide routine practices such as mowing frequency, which would be set by park zone—for example, weekly for sports turf and seasonally for natural areas. Chemical use would be limited or phased out in favor of organic or mechanical controls. Standards could also define minimum trash collection frequency and require provision of recycling and compost bins in larger parks, as well as expectations for pathway lighting, visibility, and after-hours access.
- **Water and irrigation standards** would require efficient irrigation systems such as smart controllers and drip lines in all new and retrofitted sites, along with benchmarks to track irrigation consumption per acre. In addition, bioswales, rain gardens, and pervious paving could be incorporated to improve stormwater management
- **Vegetation and landscape standards** would emphasize the use of native and drought-tolerant plants in all new landscapes and retrofits, while defining where high-water turf is appropriate, such as athletic fields, and where low-water or naturalized areas should be prioritized. Standards would also set minimum tree canopy coverage by park classification—for example, 30 percent in neighborhood parks—and establish proactive monitoring and removal requirements for invasive species.
- **Partnership and private land standards** would extend guidance beyond publicly owned sites. Voluntary standards could be offered to HOAs and private landowners for landscaping, tree planting, and stormwater management. Incentives or recognition programs could encourage adoption of these practices, and coordinated standards across jurisdictions could strengthen management of natural resource corridors, wetlands, and waterfront areas.

Establish agreements with sponsoring businesses and other partners for collaborative management of ecosystem services and recreational resources. Proactively engaging with businesses already supporting parks-like assets and establishing formal agreements can help to advance collective expectations and efforts to improve quality of life for residents and maintain ecosystems. While the City, District, and private landowners may have different sets of considerations for their operations related to natural resource management, this work should begin by identifying shared goals (like preventing spread of invasive species and providing recreational amenities). Creating foundational agreements can help the public sector and these private actors to work together (and can also be used as models for structuring agreements with nonprofits and other partners). Potential mechanisms include:

- **General written agreements.** Written agreements between public agencies and private or nonprofit partners often come in the form of memorandums of understanding (MOUs) which can lay out details for a variety of programming, maintenance, or other operations activities. While not necessarily binding, MOUs can help to provide a clear roadmap for cooperating with partners. In Boardman, written agreements could help to facilitate symbiotic relationships with other entities to provide park services.
  Such agreements would be particularly helpful with facilities such as schools, OPI and other soccer fields, and facilities maintained by the Port of Morrow, and maybe the “Field House” and indoor softball/baseball facility operated by the Boardman Chamber (BCDA), in addition to the easement agreement under the BPA power lines for development of a linear trail system, which will be known as “Power Trail Park” to the east and “Parque Cultural” to the west.

  - For more context and information on such agreements, the Project for Public Spaces[5] has summarized a spectrum of written agreements between nonprofits and public agencies, ranging from rigid, formal contracts to loosely defined arrangements. It shows how partners may use grant agreements to specify funding responsibilities—such as capital improvements or staff salaries—and ensure clarity, and notes that many nonprofits begin partnerships informally, but often transition to written agreements after changes in leadership or when issues emerge. Ultimately, this resource shows how written agreements can help stabilize and clarify roles, reducing the risk of miscommunication and strengthening long-term collaboration.

- **Payment-in-lieu agreements.** This type of voluntary agreement between taxing jurisdictions and other entities provides payments in exchange for park benefits even when they are not required. In some cases, payment-in-lieu agreements are used between cities and special districts or larger nonprofit organizations (like churches or universities) who are exempt from local fees or taxes but elect to contribute because of mutual benefits of adjacent park space. These agreements can also be used with developers who are providing park facilities on private land but wish to pay an agreed upon amount to public entities for cooperative maintenance or other costs.

  - For more context and information on such agreements, Resources for the Future's report Paying for State Parks[6] includes a Payment in lieu of section (pages 21-22) which notes the voluntary nature of PILTs (which the RRF report refers to as "PILOTs", demonstrates the ways PILT funds can support local park operations or infrastructure, but also notes that PILT funds can be unpredictable, modest, and only feasible in areas with significant non-taxable land, making them an innovating funding mechanism in specific local contexts only.

- **Operations and maintenance agreements.** Similar to payment-in-lieu agreements, operations and maintenance agreements set out specific roles and responsibilities for cities and private or nonprofit partners. These are often established with mission-driven organizations to fill gaps in operating needs for specific facilities (like the example linked below for the Ann and Roy Butler Trail in Austin, TX).

  - The Austin, TX[7] example establishes a 25-year initial term—extendable by up to five successive five-year periods—with the nonprofit partner responsible for maintaining the park beginning with Phase I, and the option to assume additional park areas upon meeting performance, budget and community engagement benchmarks. It also outlines implementation documents for operations, maintenance, and staffing, requiring the partner to fund the operating expenses, while stipulating that the City retains oversight rights, and allowing the City to step in for emergency repairs, closures associated with health and safety reasons, and collaborating on arts, programming, and concession management to ensure public access and standards are upheld.

Expand staff capacity within the City or Park District to engage with private landowners, HOAs, community-based groups, and volunteers. Encouraging residents to participate in volunteer stewardship of the natural environment can be mutually beneficial both for participants and the City. Dedicating either a part- or full-time staff member to engage with these efforts can maximize capacity for stewardship at a lower cost while providing meaningful educational opportunities for community members and access to nature. It can also focus efforts on city-wide goals to maximize the impact for systems or areas of need.

Additional activities could include:

- **Maintaining parks and natural areas.** Many volunteer groups support cities with programs that help residents get involved in activities (e.g. removing invasive species or tree plantings) often through organized one-time events (like volunteer days) or ongoing relationships where a group may 'adopt' an area to maintain over time.

  The City already organizes a volunteer cleanup day every year, with snacks and lunch provided, and may consider augmenting this type of activity with BCDA, Port of Morrow, or area employers such as Amazon. It may further support the formation of neighborhood associations or informal resident groups to strengthen communication,

5 Source: https://www.pps.org/article/pppp-chapter4
6 Source: https://media.rff.org/documents/RFF-Rpt-Walls-FinancingStateParks.pdf
7 Source: https://services.austintexas.gov/edims/document.cfm?id=383497

organize local initiatives (such as cleanup days or park watches) to serve as liaisons between the community and City or BPRD. These groups could help guide park improvements, identify maintenance concerns, and foster a stronger sense of shared ownership.

- For more context, information, and an example, the Friends of the Columbia Gorge[8] program organizes seasonal, half-day stewardship work parties where volunteers help restore habitat across Land Trust preserves and public lands in partnership with U.S. Forest Service, Oregon and Washington State Parks, and other agencies.

- **Beautification and clean-up.** Beautification and clean-up activities like litter/graffiti removal or installing new signage can be organized in a similar way to ecosystem maintenance activities, with targeted events or ongoing programs that help to keep public open spaces in good shape and welcoming to users.

  The City and District may consider engaging additional civic groups, such as BCDA or others as a potential partner to co-lead school and/or community projects.

  - For more context, information, and an example, SOLVE Oregon[9] is a Portland-based environmental nonprofit that mobilizes thousands of volunteers statewide to clean up litter, restore natural habitats, plant native species, and protect waterways across Oregon and Southwest Washington through a diverse range of community-led programs, emphasizing the fostering of shared environmental stewardship, with the aim to build a lasting legacy of community pride and environmental health.

- **Enhancing educational programs.** Volunteer programs frequently include educational opportunities for individuals to learn more about their ecosystem while participating in parks maintenance or beautification efforts. Working with mission-based organizations to augment existing recreation offerings can also help to expand opportunities to a wider range of community members for these services (e.g. by providing culturally-specific and responsive services). They also provide an opportunity for training community members to help with proactive efforts to identify or mitigate potential hazards or long-term stressors, as well as respond to a specific request by the community to include demonstration gardens and interpretive signage in the plan.

  - For more context, information, and an example, Portland Parks Community Partnership Program[10] contracts with community organizations to deliver targeted services such as soccer camps, teen programs, and land stewardship—supplementing grants and space access to strengthen park offerings. These service contracts are not grants, but paid arrangements directed by the Portland Park Bureau to fill identified community needs and enhance access to recreation, youth engagement, and environmental stewardship.

- **Advocacy and fundraising.** Consider a local Parks Foundation to provide volunteer capacity for a range of activities (like those listed above) as well as support for fundraising for park improvements and different types of advocacy to benefit parks.
  - For more information and examples, the Portland Parks Foundation[11] is the main philanthropic partner of Portland Parks & Recreation, working since 2001 to raise over $13 million and direct community and donor support toward park improvement projects, grants, leadership awards, volunteer celebrations, and public space initiative. Similarly, the Camas Parks Foundation[12] is a volunteer-driven 501(c)(3) nonprofit that enhances local parks, trails, recreation programs, and community events through financial support and hands-on volunteerism whose key initiatives include funding scholarships for youth and seniors, organizing events like Turkey Bingo and cemetery cleanups, invasive ivy removal through the Ivy League program, and supporting park improvements and community gatherings.

Create ongoing channels with state and county level partners. Cooperating with relevant partners from the State of Oregon and Morrow County can ensure both alignment with changing policies (e.g. statewide planning goals) and knowledge of new opportunities to expand capital facilities or programs (e.g. grants). State-level policies can

8 Source: https://gorgefriends.org/conserve-connect/volunteer-stewardship.html
9 Source: https://www.solveoregon.org/
10 Source: https://www.portland.gov/parks/cpp#toc-current-service-contract-partnerships
11 Source: https://www.portlandpf.org/
12 Source: https://www.camasparksfoundation.org/about

have both direct and indirect impacts on planning for park facilities. Patterns of new development and growth can necessitate different considerations for the location, size, and features of new park spaces to serve residents. Maintaining dialogue with these partners can help to proactively plan for future facilities as well as associated operating costs and staffing needs.

REFINE ALLOCATION OF LABOR AND OTHER COSTS TO SPECIFIC ASSETS AND PROGRAMS

Establish labor and cost codes to enable accurate cost allocation. Accurate allocation of labor and other costs to specific assets is essential for understanding the true cost of public investments and programs. When labor and other expenses are not correctly assigned, decision-makers risk underestimating or mischaracterizing the resources required to maintain critical assets and/or offer important community programs. Allocating these costs directly to assets helps to establish a clearer picture of the total life cycle and program costs, thereby improving transparency and enabling more effective financial planning.

Labor cost allocation also plays a critical role in evaluating asset performance and return on investment. By connecting labor inputs to particular assets, the City and BPRD can assess which investments require the most ongoing staff support and which yield greater efficiency. For instance, if the District were to allocate the maintenance, finance, HR, and marketing expenses by key asset (i.e. RV Park, Recreation Center, or other specific park), it can identify which assets require more maintenance (or finance, or HR) time—informing future programming and budgeting decisions.

Moreover, tying labor costs to assets supports better compliance with grant and funding requirements. Many capital projects funded through federal or state grants require documentation of how staff time contributes to specific deliverables. Proper labor allocation ensures agencies meet audit standards and maintain eligibility for future funding. This practice also enhances internal accountability and promotes equity in cost distribution across projects.

For example, when billing time or other specific expenditures, staff and contractors should assign codes by asset or park feature (e.g., “City Hall Grounds” vs. “Tatone Park Grounds”). This approach allows the City and BPRD to see exactly how much time is being spent on parks versus other public works functions, which specific features require the most ongoing support and enables policy- and decision-makers to make future investment decisions in alignment with community needs and values.

A simple cost allocation coding system could help distinguish park vs. non-park costs. An example framework is shown in the table below.

Exhibit 5: Cost Accounting Framework Example

Activity	Department	Cost Center Code	Notes
Lawn care – City Hall	General Govt.	GG-LAWN-001	Not a parks cost
Lawn care – City Park	Parks	PK-LAWN-001	Parks maintenance
Restroom supplies – Marina	Parks	PK-REST-002	Use consistent vendor coding
Lighting repair – Main St.	Streets	ST-MAINT-003	Track separately from park lighting
Tree removal – City Park	Parks	PK-ARBOR-003	Parks expense

Recommendation: Tag all labor/materials in the accounting system with a function-specific code (PK, ST, GG, etc.).

ALIGN OTHER INTERNAL OPERATIONS AND METRICS

In addition to improving labor and other cost allocation, providing clear policy and practices to guide operations and maintenance funding can help to ensure alignment with the City's and District's asset-management and programming goals.

Organize maintenance staff by asset type and train or hire champions to provide overall stewardship practices and goals. Organizing maintenance staff by asset type or system can better align internal structures with performance and help provide context for understanding the extent to which different assets recover costs. Additional considerations for natural features like tree canopy, soil, vegetation/habitat, and water may have their own set of best practice considerations for more efficient services systemwide. For example, invasive species removal to ensure healthy vegetation and overall habitat may apply to areas designated as parks, but also require maintenance on other publicly-owned lands, like lawns adjacent other City buildings, in public ROWs, along trails, or other areas. Either training existing staff or hiring new team members to align with these systems and champion stewardship across Boardman's parks and open spaces can also help to take a more holistic approach to implementing best practices.

The City may consider developing a Park Maintenance Manual, which might include staff references such as:

- Standard Operating Procedures (SOP)
- Maintenance frequency tables
- Preventative maintenance calendar
- Seasonal checklists
- Inspection forms/logs
- Staff-training timelines
- Requirements for O&M manuals and "as-built" drawings as part of project closeout
- Regular review and communication protocol

Each of these elements strengthens consistency, accountability, and long-term efficiency in operations. A preventative maintenance calendar ensures proactive tasks such as fertilization, resurfacing, pruning, and inspections are scheduled before issues become costly, tracked through visual or digital tools, and aligned with warranty timelines.

Standardized inspection practices provide clear expectations for staff and contractors. Industry checklists—such as PlayCore's high- and low-frequency playground inspection forms[13]—can serve as models, with similar forms developed for restrooms, docks, trails, sports fields, and other key assets. Requiring inspections to be signed, dated, and stored digitally in a standardized filing system strengthens accountability, improves record-keeping, and makes it easier to track recurring issues over time.

A strong **training and cross-training program** further ensures the manual is applied effectively. Seasonal onboarding with clear SOPs allows new staff to transition quickly, while cross-training prepares staff to handle multiple responsibilities. Manufacturer and contractor training should also be incorporated whenever new equipment, surfacing, or systems are introduced to ensure proper care and safety. **Regular review and communication protocols**—including quarterly staff check-ins and documenting seasonal lessons learned—help keep practices current and feed real-world experience back into budget planning and project design

Implement per-capita spending targets and tracking metrics to ensure adequate funding levels for maintaining high-quality park and recreation amenities that meet the needs of the community in Boardman and regional visitors. Other work includes an assessment of a number of metrics related to performance measures like per-capita

13 Source: https://www.playcore.com/resources/publications-guides/playground-maintenance

spending, per-acre spending, and acres per 1,000 residents that demonstrate both efficiency in parks spending and level of service. Tracking existing and new metrics alongside implementation of recommendations outlined in this section can provide a guide for the effectiveness of new measures, including the implications of indicators such as:

- **Per-Capita Spending.** In general, higher per-capita spending on parks often equates with more services offered proportionate to residents as the community grows. Setting targets to increase per-capita spending can show progress towards providing more services. However, measures to improve efficiency can also reduce spending per capita while still offering high-quality parks and open space. Tracking of per-capita spending should consider where changes are occurring within the Parks budget. For example, if coordinated volunteer efforts are reducing the cost of maintenance activities, this reduction may lower per-capita spending but free up resources for other initiatives.
- **Acres per 1,000 Residents.** Compared with national averages for comparable nearby cities, Boardman has a high level of service in parkland acres per 1,000 residents which contributes to its high quality of life. As Boardman continues to grow, it will be important to expand its parks and open space facilities in proportion with population (which is anticipated with notable employment projections).
- **Related Metrics.** In addition to direct parks metrics, working with other departments or agencies to track correlations with related indicators like public health can help to understand the impact of parks and open space. For example, a better understanding of the proportion of the population susceptible to obesity, developing diabetes, heat-related illnesses, or other chronic conditions, and the extent to which a robust park system can help reduce the population's risk to these conditions will improve the population's general well-being and lower health care and related costs.

For more context and information, the Trust for Public Land[14] compiles comprehensive data on parks in the 100 most populous U.S. cities, including park acreage, amenities, staffing, spending, and volunteer engagement. For smaller cities and towns, the Trust also maintains its ParkServe database. In addition the National Recreation and Parks Association[15] has compiled data from over 900 U.S. park and recreation agencies on 27 essential metrics related to facilities, programming, staffing, budgeting, and funding, noting that the "typical" agency:

- Maintains roughly one park per 2,400 residents;
- Maintains about 10 to 11 acres of parkland per 1,000 residents;
- Employs around 8.6 staff per 10,000 residents, with nearly half of those staff (46 percent) dedicated to operations and maintenance, or about 4 operations and maintenance staff per 10,000 population served;
- Spends about $103 per capita annual on operations
- Has operating expenditures of roughly $8,600 per acre of parkland; and
- Has nearly $120,000 per FTE in staffing costs.

Note that these benchmarks and not universal standards, but can be helpful guidance alongside local context and peer comparisons to optimize services in support of advocacy efforts. In addition, the NRPA analysis includes aggregations of median, lower quartile, and upper quartile benchmarks, further aggregated by community size, from as small as jurisdictions under 20,000 residents to as large as 500,000 residents or more. Such aggregations suggest that parks per thousand or parkland per thousand tend to trend above the typical median. Specifically on the metrics for typical agencies identified above, those metrics for jurisdictions under 20,000 depart from the typical agency as follows:

- **One park per 2,400 residents:** one per for between 640 and 1,778 residents for jurisdictions under 20,000;
- **About 10 to 11 acres of parkland per 1,000 residents:** between 6 and 22 acres per 1,000 for jurisdictions under 20,000);
- **Around 8.6 staff per 10,000 residents, with nearly half of those staff (46 percent) dedicated to operations**

14 Source: https://www.tpl.org/city-park-facts

15 https://www.nrpa.org/publications-research/research-papers/agency-performance-review/

and maintenance, or about 4 operations and maintenance staff per 10,000 population served: between 7 and 26.6 staff overall, or between 3.3 and 12.2 operations and maintenance staff per 10,000 for jurisdictions under 20,000;

- **Spending of about $103 per capita annual on operations:** Between $76 and $284.50 spending per capita for jurisdictions under 20,000;
- **Operating expenditures of roughly $8,600 per acre of parkland:** Between $3,400 and $27,700 per acre for jurisdictions under 20,000; and
- **Nearly $120,000 per FTE in staffing costs:** Between $70,000 and $150,000 per FTE for jurisdictions under 20,000.

Where Boardman measures up against these metrics is shown in Exhibit 6 on the next page.

Particularly when measured against the intensity of assets the City maintains (multiple developed parks with restrooms, irrigated turf, and play structures), Boardman's current staffing and maintenance resources fall below these medians. Without adjustments, projected growth will further widen the gap.

Key Takeaways

- Labor: While current FTEs per resident appear close to benchmarks, Boardman's staff are stretched across multiple functions, leaving gaps in daily/weekly park maintenance. More dedicated park labor is needed.
- Maintenance Costs: Based on observation, it appears that maintenance-related spending is not able to keep up with current asset needs, suggesting a risk of deferred maintenance if funding does not increase. By establishing baseline spending, the City and District can gradually increase funding to sustain quality.
- Future Planning: By tracking expenditures per acre and per capita, Boardman can better forecast budget needs, justify SDCs, and maintain alignment with peer agencies.

Next Steps

Boardman should continue to build on its strength in overall park acreage, which currently exceeds national benchmarks. However, the city should focus future investments on quality and usability, since much of its acreage is not presently developed for recreation and many facilities require modernization. Investments in playgrounds, trails, and shaded gathering spaces should be prioritized, as these are areas where the city falls below both state and national benchmarks. Upgrading existing spaces will help ensure that acreage translates into real access and value for both residents and visitors.

Connectivity and equitable access need to be central to future improvements. Physical barriers such as I-84 and the Union Pacific Railroad significantly limit walkable access, even in areas that may appear well-served on maps. Addressing these challenges will require targeted infrastructure improvements, such as safer crossings and extended trail linkages. These investments would strengthen equitable access for neighborhoods currently cut off from recreational opportunities.

In addition, Boardman should enhance staffing and operational practices to align more closely with national peers. With NRPA agencies typically employing about nine staff per 10,000 residents, Boardman should ensure staffing levels keep pace with its weighted weekday service population, which will grow to over 10,000 by 2035. Clearer allocation of staff time and costs to specific assets—such as the RV Park, Recreation Center, or other specific asset—will improve transparency and allow decision-makers to evaluate true costs, recovery levels, and efficiency.

Per-capita operating expenditures should be strengthened over time. Boardman's combined City and District expenditures remain limited. Establishing per-capita spending targets and monitoring them annually could help ensure services keep pace with growth. Targeted increases in operating budgets, paired with partnerships and

Exhibit 6: Boardman Parks Recommendations vs. NRPA Benchmarks

Indicator	NRPA Benchmark	Boardman Current (2025)	Boardman Projected (2035)	Recommendations
Parks per Residents	~1 park per 640 to 2,400 residents	11 "developed" parks (7 with the City and 4 with the District) for 5,749 residents (~1 per 639)	~15 parks for 9,000+ residents (~1 per 643)	Maintain advantage; ensure parks are usable and equitably distributed across neighborhoods.
Parkland Acres per 1,000 Residents	10-22 acres	Within the UGB, Board-man has 112 acres of developed, park assets, owned by the City, BPRD, or the Port of Morrow. Based on the weighted service population of 6,890, suggests 16.3 acres per 1,000, or 19.5 acres per 1,000 using the base residential population of 5,749	With 154.7 acres of developed parkland, Boardman is projected to achieve 14.8 acres per 1,000 weighted service population (10,450) or 17.1 acres per 1,000 residential population (9.039) by 2035	Meets benchmark; focus on quality upgrades and development of underutilized acreage.
Staffing (O&M Only)	~3.2-12.2 O&M staff per 10,000 residents	6-7 FTE (4.5 district staff + 1 City staff + ~1.5 contracted staff) inline with peer average; staffing not fully aligned with asset demands	Staffing should increase as the service population grows (projected at 10,450)	Consider maintenance demands of Boardman's particular park assets; Increase staffing and align with weighted service population; track staff hours by asset; dedicate more specialized FTEs to park system as assets expand.
Operating Expenditure per Capita	~$100 per resident (range of $76 to $284 for small jurisdictions)	Limited per-capita spending data available)	Not projected	Establish per-capita spending target; gradually increase funding to sustain quality and access.
Access	~70–80% of residents within 10-min walk (typical peers)	Large gaps due to I-84 and railroad barriers	Continued gaps without investment	Invest in safe crossings, trail linkages, and neighborhood-scale parks in gap areas to improve walkability.
Amenities	Range of park experiences, playgrounds, soccer fields, shaded gathering spaces, etc. for community standards	Under supply of inclusive play areas, soccer fields, diamond fields, shaded shelters, ADA features	Deficits will grow with population	Prioritize new soccer fields, shaded areas, and ADA improvements; expand culturally relevant amenities.

efficiency measures, would allow the City and District to deliver higher-quality services without overburdening local tax resources.

Boardman should expand culturally relevant and inclusive amenities. The LOS analysis highlighted gaps in soccer fields, diamond fields, shaded family gathering spaces, and ADA accessibility—all critical to meeting community needs. Partnerships with local cultural organizations, multilingual outreach, and programming tailored to Boardman's majority Hispanic community should be expanded to improve equity and inclusivity. Providing fee assistance, rental equipment programs, and after-hours recreation opportunities would further support access for shift workers and lower-income families.

Finally, Boardman should strengthen partnerships to leverage additional capacity. Formal agreements with schools, the Port of Morrow, BCDA Field House, OPI Soccer Field and community organizations could expand the recreational network while spreading maintenance responsibilities. Volunteer and stewardship programs—such as neighborhood cleanups, tree planting, and demonstration gardens—could also expand capacity while fostering civic pride. Establishing a local Parks Foundation could further support advocacy and fundraising, reinforcing community investment in parks for the long term.

These recommendations are intended to advance the community values around parks, open space, and recreation services in Boardman. Specifically, these recommendations for improving operating practices both within the City of Boardman, BPRD, and between partners focus primarily on the identified community value of financial and resource allocation. However, they also have overlapping benefits for other values of equitable access, asset protection, and public safety, preserving and enhancing natural features, and outreach and education.

Many of these recommended actions will take time to implement. In the next one to two years, the City and Park District will likely have the greatest ability to begin addressing actions that are internal to the City's Public Works Department and the BRPD. BPRD, in particular, may consider coding costs by asset type (campground, recreation center, or other park asset, for example). Applying cost allocation to all capital and labor functions will enable a more meaningful assessment of each individual asset's ability to generate revenue and recover operating costs.
In the short term, the City and BPRD can also initiate conversations with other public agencies at the County and State level and private landowners, which will establish clear channels for ongoing relationships over the longer term. This clarity will be critical as assets are developed and added to the portfolio of park assets to ensure assets are consistent in terms of development and maintenance standards.

Recommendations for increased staffing and reorganization of current staff to align with stewardship practices and goals may require additional support and occur over a longer term. Cumulatively over the long term, investing in parks and open space brings a wide range of benefits and embodies community values in the Boardman community. These actions will allow the City and BPRD to implement more holistic and integrated management practices to sustain Boardman's strong park and recreation ecosystem.

H.2 SITE MAINTENANCE CHALLENGES & BEST PRACTICES

This section compiles recurring site maintenance challenges identified through staff and community input and pairs them with best practices for addressing them. It is intended as a quick reference for daily operations—offering targeted strategies that can reduce workload, improve safety, and extend the useful life of facilities.

How to use: Scan the challenge you're addressing (e.g., geese, erosion, weeds) and apply the tactics listed.

Table G2.1: Local Maintenance Challenges and Best Practices

Challenge	Why It Matters	Best Practices
High Winds & Dust	Persistent winds damage trees, increase tree mortality, and spread dust across fields and courts, creating hazards and ongoing cleanup needs.	■ Proactive tree management with regular trimming and planting of deep-rooted, wind-resistant species ■ Install deep-watering systems to promote rooting and long-term tree stability ■ Avoid synthetic turf (dust accumulation) ■ Use rock mulch in exposed sites ■ Increase sweeping/cleanup in wind-prone areas
Resident Geese	Waste buildup degrades lawns and waterfronts, creates sanitation concerns and reduces usability of high-traffic areas.	■ Modify habitat and redesign lawns to discourage congregation/nesting ■ Use deterrents in problem areas ■ Regular droppings cleanup ■ Seasonal removal with ODFW coordination
Cleanliness & Routine Maintenance	Litter, pet waste, and under-maintained restrooms and shelters reduce park appeal and user satisfaction.	■ Establish Daily/weekly restroom and shelter cleaning schedules ■ Provide waste/recycling receptacles and pet stations ■ Encourage user responsibility with signage ■ Engage volunteers in cleanups

Challenge	Why It Matters	Best Practices
Vegetation Management	Overgrown brush and tall grass limit visibility for emergency responders, heighten wildfire risk, and reduce the sense of safety for park users along trails and undeveloped edges. Invasive weeds compound the workload and degrade aesthetics.	■ Regular mowing, brush clearance, selective thinning ■ Maintain vegetation buffers for emergency access and visibility ■ Apply consistent vegetation protocols across all sites ■ Align trail/landscape design with fire mitigation
Slope Stability & Riverfront Erosion	Shoreline erosion threatens safe access, trails, and public infrastructure. Unstable banks near informal trails and sloped areas require stabilization.	■ Monitor erosion-prone areas ■ Use erosion-control plantings and reinforced treatments ■ Coordinate with regulatory agencies on stabilization projects ■ Integrate river access/launch points with stabilization
Invasive Weeds & Field Conditions	Puncturevine ("goathead") spreads quickly, puncturing bike tires, deterring trail use, and reducing safety. Weed overgrowth also affects fields/courts, degrading play quality and aesthetics.	■ Regular mowing and targeted herbicide ■ Monitor high-use/disturbed areas ■ Maintain sand/clay surfaces in courts and fields ■ Apply school-district style ball field maintenance (mowing, clay amendments)
Irrigation & Turf Maintenance	Community expects green turf; inefficient systems waste water and raise costs.	■ Smart, zone-based irrigation systems ■ Routine inspections and leak detection ■ Optimize seasonal schedules ■ Select turf mixes suited for climate/function ■ Use low-maintenance plantings in passive areas
Maintenance-Efficient Design	Current features require intensive upkeep; future projects must reduce workload.	■ Drought-tolerant/native plantings ■ Low/no-mow turf mixes in passive areas ■ Durable materials for furnishings ■ Energy-efficient lighting with timers/sensors

H.3 INTEGRATED MAINTENANCE TASK MATRIX

This section provides sample maintenance tasks and recommended frequencies for common park elements found in Boardman. This tool is not a substitute for a full maintenance manual, but is intended to provide a practical starting point for organizing responsibilities, scheduling, and staff training. Tasks and frequencies should be adjusted based on local site conditions, staffing capacity, and community priorities.

How to use: Reference the asset type (e.g., restrooms, trails, playgrounds) and apply the suggested task frequencies. Adjust based on site-specific needs, staffing capacity, and seasonal demands. Document exceptions in the digital work order system.

Table H3.1: Integrated Maintenance Task Matrix (City + District Assets)

Feature / Asset	Task & Detail	Frequency
Playgrounds	Visual safety check (hardware, wear, hazards)	Monthly; after major storms
	Sanitize high-touch surfaces (swings, railings)	Weekly
	Rake/level loose-fill surfacing; check depth	Weekly
	Top off loose-fill; patch/coat unitary surfacing	Quarterly–Annually
	Full CPSI-certified safety audit	Annually
Splash Pad / Water Features	Inspect pumps, filters, drains	Daily (in season)
	Sanitize pad surfaces	Weekly
	Winterize / de-winterize system	Annually
Restrooms (Permanent & Portable) & Shower Facilities	Clean, restock, disinfect	Daily (peak); 2–3x/week (off-season)
	Deep-clean fixtures & walls	Monthly
	Plumbing/fixture inspection	Monthly
	Winterize plumbing	Annually
Sports Fields & Courts	Line/drag fields, inspect bases/goals	Weekly (in season)
	Weed control, soil amendments	Monthly
	Resurface courts, repaint lines	Every 3–5 years
Irrigated Turf / Green Spaces	Mow and edge	Weekly (growing season)
	Irrigation inspection/adjustment	Monthly
	Fertilize, aerate, overseed	2–4x/year
Trails	Clear debris, inspect surface	Weekly
	Trim overhanging vegetation	Monthly
	Resurface/gravel repair	Annually
Dog Park/Off-Leash Area	Waste station refill, trash removal	2–3x/week
	Inspect fences/gates, turf reseeding	Monthly / Annually
Pavilions / Shelters / Picnic Areas	Sweep, clean surfaces & furniture	Weekly
	Inspect roofing, lighting, furniture	Monthly
	Event setup/cleanup	As needed

Table H3.1: Integrated Maintenance Task Matrix (City + District Assets) (continued)

Feature / Asset	Task & Detail	Frequency
Benches / Site Furnishings / Signage / Public Art	Clean surfaces, remove graffiti	Monthly
	Tighten fasteners, replace damaged parts	Monthly
	Refinish/repaint	Annually
Lighting & Electrical	Visual check	Weekly
	Inspect wiring, timers, controls	Annually
Skatepark / Fitness Equipment	Remove debris, wipe down	Weekly
	Inspect surfaces, rails, moving parts	Monthly
	Structural safety inspection	Annually
Marina / Docks / Waterfront	Inspect floats, decking, railings	Weekly
	Pressure wash	Seasonal
	Structural inspection	Annually
Campground (1→3 zones)	Clean restrooms, remove waste	Daily (peak)
	Inspect site utilities, signage	Weekly
	Winterize water/electric systems	Annually
Boat Storage & Parking Areas	Sweep, clean, inspect fencing	Monthly
	Repaint striping, repair surface	Annually
Parking (Site, Street, RV/ Trailer, ADA)	Litter/sweeping	Weekly
	Inspect/repaint, repair surface, ADA signage	Annually
BBQs	Clean ash/debris	Weekly (in use season)
	Inspect grills for safety	Monthly
Stage (Temporary)	Inspect before/after use	Each use
	Store safely off-season	As needed
Waste & Pet Stations	Empty trash, restock bags	2–3x/week
Life Ring Stations / Water Safety	Inspect condition, signage, ropes	Monthly
Signage & Information Boards (entry, regulatory, interpretive, kiosks)	Clean surfaces, remove dirt/graffiti	Monthly
	Inspect for fading, damage, vandalism	Quarterly
	Replace/repair posts, panels, or decals	As needed (typically every 5–7 years for panels, 10–15 years for structures)
	Swap out/update temporary notices (events, safety info, rules)	Weekly or as needed

Table H3.1: Integrated Maintenance Task Matrix (City + District Assets) (continued)

Feature / Asset	Task & Detail	Frequency
Wildlife Management (Geese, Pests, Others)	Remove goose waste from high-use lawns and waterfront zones	2–3x/week
	Inspect and maintain deterrents (visual, habitat, fencing)	Monthly
	Coordinate with ODFW/contractor for seasonal goose management	Annually or as needed
Vegetation Management (Brush, Trees, Invasives)	Mow and trim tall grass/brush in undeveloped areas	Monthly (growing season)
	Clear vegetation for emergency access and trail visibility	Quarterly
	Remove invasive weeds (puncturevine, etc.)	Weekly (active season); herbicide/ soil amendment annually
	Tree inspection and trimming	Annually; after major storms
Shoreline & Riverbank	Inspect erosion-prone slopes and informal access points	Quarterly; after high water events
	Replant or reinforce with erosion-control vegetation	As needed (typically every 2–5 years)
	Maintain formal river access points (stairs, launches, docks)	Weekly cleaning; annual safety inspection
Dust & Wind Impacts	Clear dust/debris from courts, shelters, and pavilions	Weekly (wind season)
	Inspect mulch/groundcover migration	Monthly
	Replace/refresh wind-prone surface materials (rock mulch, surfacing)	As needed

H.4 STAFFING EQUIVALENTS MULTIPLIERS AND WORKSHEETS

This appendix provides example workload multipliers that translate park assets into estimated staffing needs, expressed as full-time equivalents (FTEs). Because few standards define staffing per asset, the multipliers were built from routine maintenance tasks (e.g., restroom cleaning, turf care, irrigation checks). They are intended as illustrative tools—not benchmarks—and should be refined over time using local work-order data and staff experience.

To reflect the realities of a small agency, two sets of multipliers are provided to show a range of potential staffing outcomes:

- **Higher Service Level Estimate** – assumes more frequent maintenance cycles and dedicated crews typical of fully built-out park systems.
- **Efficient Baseline FTE Equivalent** – a scaled approach more realistic for Boardman's size, where generalist crews, seasonal labor, host/volunteer support, and right-sized maintenance frequencies are the norm.

How to Use Worksheets

The worksheets are designed as a flexible tool for the City and District to translate assets into estimated labor needs. To apply them:

1. **List routine tasks** for each asset type (daily, weekly, seasonal, annual).
2. **Estimate labor hours** for each task.
3. **Add the totals** to determine the annual labor requirement per asset.
4. **Convert hours to FTEs** by dividing by 2,080 hours (the typical annual workload for one full-time employee).
5. **Compare to current staffing** to identify gaps.
6. **Use the worksheets** to project future needs and align total hours with specific job roles (e.g., Maintenance Technicians, Seasonal Support).

Example: Restroom Facility

- Daily cleaning: 0.5 hrs × 365 days = 183 hrs
- Weekly deep clean: 1 hr × 52 weeks = 52 hrs
- Seasonal plumbing/winterization checks: 2 hrs × 4 = 8 hrs
- Annual repairs/fixtures: 20 hrs

Total = 263 hrs/year ÷ 2,080 = ~0.13 FTE per restroom

This bottom-up calculation can be used to confirm or adjust the example multipliers provided in the following table. Over time, local work-order data should be incorporated to refine the estimates and improve accuracy.

Table H3.2: DISTRICT Staffing Equivalent Multipliers EXAMPLE ONLY

Asset Type	Higher Service Level Estimate (FTE Equivalent)*	Efficient Baseline Estimate (FTE Equivalent)*	Notes
Developed Park Acreage (residual open space	0.05-0.1 FTE per acre	0.02–0.05	Mowed/irrigated lawns, open grassy areas between park features, and landscaped zones not tied to specific amenities (fields, courts, playgrounds).
Restroom Facility (per heavily used unit)	0.25–0.5 FTE	0.15–0.25	Daily cleaning, stocking, seasonal deep cleaning
Shower Facility	0.25–0.5 FTE	0.20–0.35	Higher upkeep needs than standard restroom
Splash Pad	0.5 FTE (in season)	0.5 (in season)	Water system monitoring, cleaning, shutdown/ startup
Playground	0.1–0.2 FTE	0.08–0.12	Weekly cleaning, monthly inspection, annual CPSI audit
Sports Field (per 4–6 fields)	1.0 FTE	0.5–0.75	Mowing, lining, irrigation, soil/turf care
Sports Courts (per 2-3 courts)	0.25-0.5 FTE	0.15–0.30	Surface sweeping, nets/goals, resurfacing every 3-5 years
Dog Park (per site)	0.1-0.2 FTE	0.08–0.12	Weekly turf reseeding, fence/gate checks, waste station refills, trash removal
Skatepark (small-mid-size)	0.25-0.5 FTE	0.15–0.30	Weekly debris clearing, surface inspection, graffiti removal, annual structural review
Bike Skills/Pump Track	0.25-0.5 FTE	0.15–0.30	Surface upkeep, vegetation trimming, compaction/gravel repairs
Outdoor Exercise Equipment Zone	0.01-0.25 FTE	0.05–0.10	Weekly wipe-down/inspection, quarterly equipment checks
Trail (per mile)	0.25–0.5 FTE	0.10–0.25	Debris clearing, vegetation trimming, resurfacing
Campground Zone (20–30 sites)	1.0 FTE	0.5–0.75	Daily cleaning, check-ins, trash, utilities; excludes host
Waterfront/Dock Facility	0.25 FTE	0.15–0.25	Weekly safety checks, seasonal pressure washing, annual structural inspection
Beach/Swim Areas (per site)	0.15–0.25 FTE	0.10–0.20 FTE	Litter patrol, signage, rake/sand grooming as needed, swim markers/buoys (seasonal), shoreline vegetation management, signage
Recreation & Aquatic Center (grounds only)	0.05–0.10	0.05–0.10	Grounds mowing, edging, irrigation checks only; excludes custodial, aquatics, and building staff

** Note: These values are illustrative estimates derived from task-based modeling for typical maintenance frequencies. They are not formal benchmarks and should be adjusted as local maintenance data becomes available.*

Table H3.2: DISTRICT Staffing Equivalent Multipliers EXAMPLE ONLY (continued)

Asset Type	FTE Equivalent	Current Assets (2025)	Current FTE Equivalent	Projected Assets (2035)	Projected FTE Equivalent
Developed Park Acreage	—	88.3 acres*	—	—	—
Undeveloped Park Acreage	—	9.7 acres*	—	0 acres	—
Rec Center (grounds only)	0.05–0.10 FTE per acre	6.27 acres	0.05–0.10	6.27 acres	0.31–0.63
Campground	0.50–0.75 FTE per zone	34.5 acres 69 RV + 4 tent sites (~2 zones)	1.00–1.50	54.9 acres 115 RV + 22 tent sites (≈3 zones)	1.50–2.25
Shower Facilities	0.20–0.35 FTE each	1	0.20–0.35	3	0.60–1.05
Restrooms	0.15–0.25 FTE each	2	0.30–0.50	5	0.75–1.25
Dog Parks	0.08–0.12 FTE each	0	0	1	0.08–0.12
Trails	0.10–0.25 FTE per mile	2.19 miles	0.22–0.55	3.34 miles	0.33–0.84
Waterfront/Docks	0.15–0.25 FTE each	4 facilities	0.60–1.00	4 facilities	0.60–1.00
Beaches/Swim Areas	0.10–0.20 FTE each	2	0.20–0.40	3	0.30–0.60
Playgrounds	0.08–0.12 FTE each	2	0.16–0.24	2 w/ new toddler area	0.16–0.24
Sports Fields	0.50–0.75 FTE per 4–6 fields	4	0.50–0.75	0.50–0.75	0.50–0.75
Sports Courts	0.15–0.30 FTE per 2–3 courts	1 multi-sport + 1 volleyball (sand)	0.15–0.30	1 multi-sport + 1 volleyball (sand)	0.15–0.30
Disc Golf Course (18-hole)	0.05–0.10 FTE each	1	0.05–0.10	1	0.05–0.10
Skatepark	0.15–0.30 FTE each	0	0	1	0.15–0.30
Waterfront/Docks	0.15–0.25 FTE each	3 docks + 1 boat launch	0.60–1.00	4 docks + 2 boat launches	0.90–1.50
Beach/Swim Areas (per site)	0.10–0.20 FTE	3	0.30–0.60	3	0.30–0.60
2025 Approximate Totals:	**5.33–8.39 FTE**				
2035 Approximate Totals:	**7.68–11.53 FTE**				

**Note: Park acreage is provided for context only. Maintenance needs for fields, courts, playgrounds, and other amenities within these areas are accounted for separately in the relevant asset categories.*

Table H3.3: CITY Staffing Equivalent Multipliers EXAMPLE ONLY

Asset Type	FTE Equivalent	Current Assets (2025)	Current FTE Equivalent	Projected Assets (2035)	Projected FTE Equivalent
Developed Park Acreage	—	20.5 acres*	—	72.9 acres	—
Maintained Open Space	—	2.23 acres*	—	—	—
Undeveloped Park Acreage	—	34.34 acres*	—	—	—
Restrooms	0.25–0.50 FTE per unit	3	0.75–1.50	3	0.75–1.50
Splash Pads	0.50 FTE (Seasonal)	1	0.5	1	0.50
Dog Parks	0.10–0.20 FTE per site	1	0.10–0.20	1	0.10–0.20
Playgrounds	0.10–0.20 FTE each	2	0.20–0.40	5	.50–1.00
Sports Fields	1.0 FTE per 4–6 fields	2 diamond 0 soccer	0.33–0.50	4 diamond 4 soccer	1.33–2.00
Sports Courts	0.25–0.50 FTE per 2–3 courts	2 basketball	0.25–0.50	2 basketball 1 volleyball	0.25–0.50
Bike Skills Park	0.25–0.50 FTE per site	0		.5 miles	1.00
Trails	0.25–0.50 FTE per mile	0.17 miles	0.04–0.09	2 miles	0.50–1.00

2025 Approximate Totals:	**2.29–3.91 FTE**
2035 Approximate Totals:	**4.18–7.20 FTE**

**Note: Park acreage is provided for context only. Maintenance needs for fields, courts, playgrounds, and other amenities within these areas are accounted for separately in the relevant asset categories.*

Table H4.4: Blank Staffing Worksheet (Asset-Based) EXAMPLE ONLY

Asset Type	# of Units	Routine Tasks (daily, weekly, seasonal, annual)	Estimated Labor Hours (per unit per year)	Total Hours (all units)	FTE Equivalent (÷ 2,080 hrs)	Notes / Staff Assignment
Restroom Facilities (Example)	2	■ Daily cleaning: 0.5 hrs × 365 = 183 hrs ■ Weekly deep clean: 1 hr × 52 = 52 hrs ■ Seasonal plumbing/ winterization: 2 hrs × 4 = 8 hrs ■ Annual repairs: 20 hrs	263 hrs	926 hrs	0.26 FTE	Maintenance Tech (with seasonal support)
Developed Park Acreage						
Maintained Open Space						
Undeveloped Park Acreage						
Trails (miles)						
Shower Facilities						
Splash Pads						
Playgrounds						
Sports Fields						

Table H4.4: Blank Staffing Worksheet (Asset-Based) EXAMPLE ONLY (continued)

Asset Type	# of Units	Routine Tasks (daily, weekly, seasonal, annual)	Estimated Labor Hours (per unit per year)	Total Hours (all units)	FTE Equivalent (÷ 2,080 hrs)	Notes / Staff Assignment
Sports Courts						
Dog Parks						
Skateparks						
Bike Skills / Pump Track						
Outdoor Exercise Zones						
Campground Zones						
Waterfront / Dock Facilities						
Beach/Swim Area						
Recreation & Aquatic Center Grounds						
Totals						

H.5 SAMPLE JOB DESCRIPTION

This appendix provides an example job description to illustrate typical duties, skills, and combined responsibilities for parks and facilities maintenance roles. It is intended as a reference template for the City of Boardman and Boardman Park & Recreation District to adapt when developing or updating their own maintenance and operations positions.

Title: Parks & Facilities Maintenance Worker
Type: Full-time, General Services
Reports to: Public Works Director or Parks Supervisor

Summary:

Performs general park and facility maintenance, including landscaping, janitorial services, and minor repair. Assists with maintaining City parks, trails, public restrooms, and recreational facilities.

Key Duties:

- Mow, edge, and water lawns in public parks and City-owned spaces.
- Prune trees, shrubs, and maintain planting beds.
- Clean and restock restrooms; empty waste receptacles daily.
- Inspect, clean, and maintain play structures and benches.
- Set up, maintain, and inventory Tiny Tots kit for weekly use.
- Perform seasonal tasks like snow/leaf removal and irrigation maintenance.
- Coordinate with vendors on repairs and warranties.

Skills:

- Grounds maintenance knowledge.
- Ability to operate mowers, trimmers, and basic hand tools.
- Understanding of safety procedures in public spaces.
- Combined Roles (for smaller communities):
- The above may be combined with general Public Works duties (e.g., streets or utilities), with park responsibilities prioritized seasonally.

H.6 CASE STUDY: NORTHERN WASCO COUNTY PARKS & RECREATION DISTRICT BUDGET

This appendix presents the Northern Wasco County Parks & Recreation District (NWCPRD) budget packet as a solid example of clear and functional financial organization. The budget packet:

- Separates costs into Administration, Parks, Recreation, and Aquatics
- Uses job titles and responsibilities in the org chart
- Demonstrates seasonal hiring and adjusted staffing levels

NWCPRD organizes its General Fund expenditures into four core functional areas, each with dedicated cost tracking and FTE counts:

- Administration
- Parks
- Recreation
- Aquatics

As seen in the budget summary:

Functional Area	2024–25 Adopted Budget
Administration	$644,668
Parks	$965,572
Recreation	$106,600
Aquatics	$286,200
Total	$2,003,040

This breakdown provides clarity on resource allocation for each programmatic function.

Staffing Defined by Function

- Each functional area lists full-time equivalent (FTE) positions aligned with scope:
  - Administration: 7 FTE
  - Parks: 2 FTE
  - Recreation: (Not explicitly stated but implied via personnel costs)
  - Aquatics: (Part of detailed budget lines, especially wages and benefits)
- Personnel costs (wages, benefits, etc.) are contained within each functional budget, ensuring transparency about staffing investment per area.

Applying NWCPRD's Model to Boardman — Recommendations

What NWCPRD Does Well:

- Each function has a dedicated budget line, making expenditures and staffing easily traceable.
- Both personnel and operational costs are clearly associated with the specific function they support.

Boardman could follow this lead to:

- Establish separate cost centers (e.g., Administration, Parks, Recreation, Aquatics).
- Allocate FTEs and related personnel costs against these centers.
- Ensure material, services, and capital costs are tracked by function (e.g., park supplies vs. restroom maintenance vs. recreation program supplies).
- Use this framework to better inform budgeting and SDC planning.

Maintenance Practices Integration

By defining a Parks function with specific staffing and budget, NWCPRD ensures maintenance routines and responsibilities are clearly funded and described.

Boardman can:

- Group maintenance duties (daily cleaning, mowing, play structure upkeep) under the Parks cost center.
- Assign specific staff roles or hours (even part-time or seasonal) dedicated to park operations.
- Ensure supplies (e.g., janitorial, repairs, Tiny Tots Kit materials) fall under the Parks budget for clarity and accountability.

Job Description Formulation

NWCPRD's alignment of staff by function allows clear role delineation.

Boardman can mirror this general approach by:

- Crafting job descriptions that align with department categories:
  - Parks & Maintenance Worker (Parks)
  - Recreation Coordinator (Recreation)
  - Aquatics Manager / Lifeguard Staff (Aquatics)
  - Admin Support (Administration)

- Assigning duties directly associated with cost centers—making performance tracking, accountability, and cost recovery more straightforward.

Summary Table: Northern Wasco County Model vs. Boardman Opportunities

Element	NWCPRD Approach	What Boardman Can Adopt
Functional Cost Tracking	Distinct budgets for Admin, Parks, Recreation, Aquatics	Create similar cost centers for clearer expense attribution
Staffing & Payroll Allocation	FTEs and personnel costs apportioned per function	Allocate staff roles and payroll line items by functional area
Maintenance Budgeting	Parks maintenance clearly separated from programs like Aquatics	Ensure maintenance costs and materials are coded under Parks cost center
Role Clarity via Cost Centers	Staff descriptions align with budget area they support	Draft job descriptions that reflect functional responsibilities

The NWCPRD budget packet offers a strong model for Boardman: one where financial clarity, operational accountability, and staffing alignment support effective park management. By following a similar structure, Boardman can enhance its own cost accounting, sharpen maintenance routines, and align staff roles for meaningful impact—especially valuable in a smaller community where roles may overlap.

H.7 KEY INPUTS FROM THE ASSESSMENT FOR SYSTEM DEVELOPMENT CHARGES (SDC) DEVELOPMENT

This appendix summarizes findings from the assessment that inform development of a System Development Charge (SDC) framework for Boardman's park system. It highlights how capital planning, level of service, growth projections, and cost documentation can support a transparent, growth-related funding strategy.

Key Inputs

1. Capital Needs and Growth Planning

The assessment outlines existing capital needs and recommends a capital improvement plan (CIP) for park infrastructure, which is a foundational requirement for an SDC methodology.

The need for planning tied to future park projects and expansion, which supports the basis for growth-related cost allocation.

2. Level of Service (LOS) and Asset Inventory

Park acreage, assets, and condition are all key LOS factors in establishing current service levels that can be translated into per-capita metrics for SDCs.

3. Growth Assumptions

We advise the City to continue coordinating planning efforts to understand population and housing unit growth projections which are critical for calculating a fair share cost per unit (e.g., per new dwelling unit or employee) for SDCs.

4. Eligible Costs and Documentation

We recommend better documentation of capital project costs and warranty resources — both of which are important for identifying SDC-eligible costs and ensuring compliance with Oregon SDC law (ORS 223.297–223.314).

Potential SDC Framework for Boardman Parks

Here is a simplified example SDC calculation and a cost recovery chart tailored for Boardman, using placeholder figures that can be refined once actual capital project costs and growth projections are finalized.

Sample SDC Calculation:

Assumptions

Input	Value
10-Year Growth (new housing units)	750 units (based on local projections)
Growth-eligible park project costs	$1,875,000 (from a future CIP list)
Average household size	2.7 people/unit (for context)

SDC Per Unit Formula

$$\text{SDC per unit} = \frac{\text{Total Growth-Eligible Cost}}{\text{Projected New Units}}$$

$$\text{SDC per unit} = \frac{\$1{,}875{,}000}{750} = \$2{,}500$$

Example SDC Calculations

Project	Total Cost	Growth-Eligible %	SDC Eligible Amount
New Neighborhood Park	$600,000	100%	$600,000
Expansion of Recreation Center	$1,000,000	75%	$750,000
Trail Linkage (New Growth Area)	$400,000	75%	$300,000
Total	$2,000,000	—	$1,875,000

Note: Projects must add system capacity to be SDC-eligible. Maintenance, repair, or replacement costs are not eligible under Oregon law.

H.8 COST ACCOUNTING FRAMEWORK EXAMPLE

This appendix provides a simple example of a cost allocation chart to help distinguish park vs. non-park expenses.

Activity	Department	Cost Center Code	Notes
Lawn care – City Hall	General Govt.	GG-LAWN-001	Not a parks cost
Lawn care – City Park	Parks	PK-LAWN-001	Parks maintenance
Restroom supplies – Marina	Parks	PK-REST-002	Use consistent vendor coding
Lighting repair – Main St.	Streets	ST-MAINT-003	Track separately from park lighting
Tree removal – City Park	Parks	PK-ARBOR-003	Parks expense

Recommendation: Tag all labor/materials in the accounting system with a function-specific code (PK, ST, GG, etc.).

APPENDIX I: CAPITAL IMPROVEMENT PLAN (CIP)

I.1 CIP OVERVIEW AND COST BASIS

Purpose and planning horizon

This appendix constitutes the Capital Improvement Plan (CIP) for the Boardman Parks and Recreation Master Plan. Chapter 9 summarizes the CIP framework and phasing; this appendix provides the CIP project documentation, including summary tables and site-based project sheets with supporting exhibits.

Project selection

Projects included in the CIP were developed through a multi-step planning process to align investments with community priorities and system needs. Staff and the Public Advisory Committee (PAC) drafted an initial project list and refined it through community input, elevating projects with strong public support.

Prioritization and phasing

Because needs exceed available resources, projects were prioritized and grouped into phased implementation categories to guide budgeting and coordination over time. Each project is assigned a priority level that aligns with its anticipated timeframe: **Near-Term (Years 1–5), Mid-Term (Years 6–10), or Long-Term (Beyond 10 Years).** Prioritization considers factors such as community input, Level of Service (LOS) needs, safety and accessibility, feasibility/readiness, partnerships, cost/impact, and long-term sustainability.

How projects are organized in this appendix

Projects are organized in three CIP sections: **System-Wide, Boardman Park & Recreation District (BPRD), and City of Boardman (City)**. Each section begins with a summary table listing project title, description, project type, estimated cost, and priority/phasing. Detailed project sheets then follow (organized by site) and provide expanded descriptions, imagery, public input documentation, and exhibits with projects keyed to conceptual site plans. Projects are also coded by type: **(S) System Improvement, (P) Park Improvement, (D) Park Development, or (A) Acquisition.**

Cost estimate assumptions

CIP costs are p**lanning-level, order-of-magnitude** estimates intended to support prioritization, early budgeting, and funding planning; they should be refined as projects advance into design and construction. Estimates were developed using industry standard unit costs and comparable projects of similar scope, scale, and region, and are expressed in Q4 2025 dollars (baseline pricing) prior to applying escalation for future implementation. For the Master Plan, the CIP tables and project sheets present summary project costs only. A digital estimating workbook has been provided to the City and BPRD for internal budgeting and refinement; it documents the estimate structure and assumptions used to develop each project total and is intended to be updated as scopes, procurement approach, and construction timing are confirmed.

Some CIP items are shown without a cost estimate where improvements are anticipated to be delivered as part of other planned public works projects or where scope is not yet defined enough to assign an order-of-magnitude cost. Unless specifically noted, estimates also exclude land acquisition/real estate and financing costs, including bond issuance and legal fees.

Escalation and timing

Costs are sensitive to timing. For Master Plan purposes, escalation is applied based on each project's phasing category (Near-, Mid-, or Long-Term). The City and District can refine timing and escalation in the workbook as schedules and market conditions become clearer.

I.2 SYSTEM-WIDE CIP

This section presents system-wide projects that apply across multiple sites or establish consistent standards for the overall parks and recreation system. These projects are intended to improve cohesion, efficiency, and user experience—such as planning initiatives, standards, and system tools that support coordinated implementation by both agencies. The summary table identifies system-wide actions and planning efforts, and accompanying project table offers additional context on scope and intent. Projects S5.1 through S5.6 identify facility concepts that are not yet assigned to a specific site. Potential locations for these facilities are identified within the District and City project sections that follow; the S5.1–S5.6 entries provide the scope and planning-level cost basis for reference until siting is confirmed.

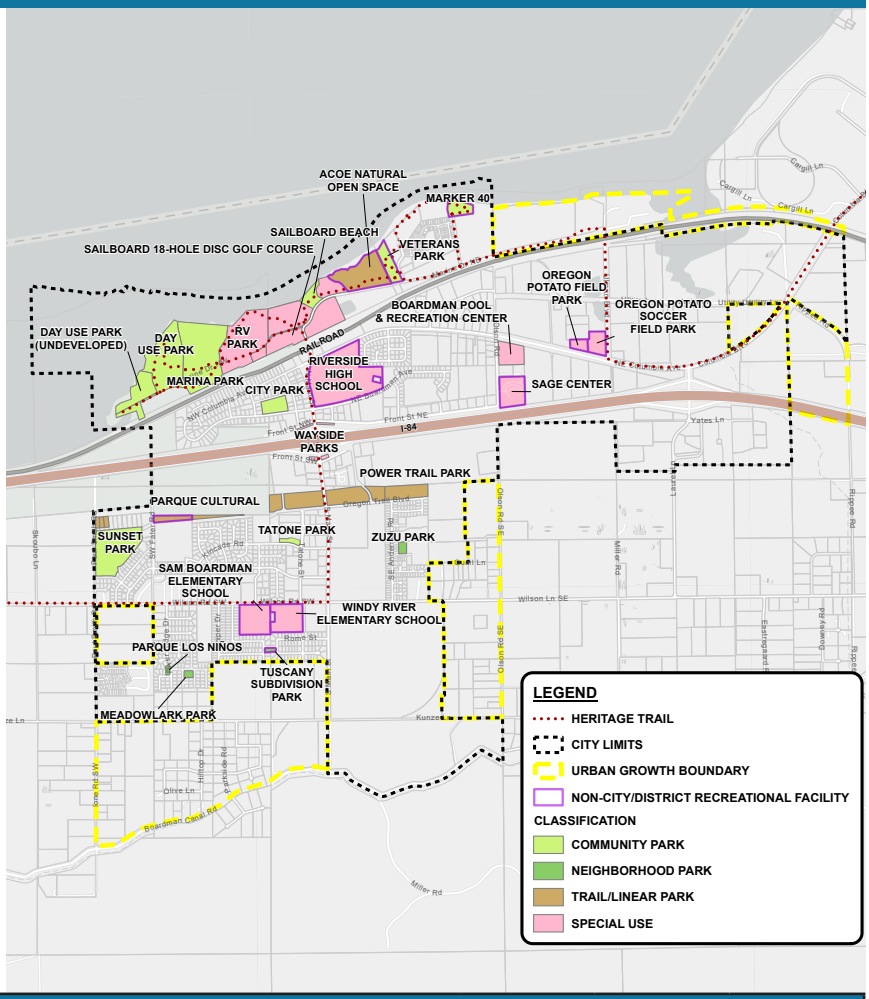
Table I.2.1: System-Wide Projects

Project ID	Site	Project Description	Cost	Priority
S1	System	Public Art & Cultural Identity Master Plan	$110,250	Low
S2	System	Trail Master Plan	$65,500	Medium
S3	System	Park Furnishing Standards	$33,300	High
S4	System	Wayfinding & Signage System (per sign)	$133,200*	High
		Monument Sign (per sign)	$13,800	*(included above)*
		Information Kiosk (per sign)	$6,900	*(included above)*
		Interpretive Sign (per sign)	$4,140	*(included above)*
		Directional Sign / Regulatory Sign (per sign)	$1,380	*(included above)*
		Trail Marker / Accessible Route Indicator (per sign)	$690	*(included above)*
S5.1	System	Future Amenities Requiring Siting - Bike Skills Park	$225,975	Medium
S5.2	System	Future Amenities Requiring Siting - Pump Track	$451,950	Medium
S5.3	System	Future Amenities Requiring Siting - Skatepark	$4,389,564	Medium
S5.4	System	Future Amenities Requiring Siting - (4) Pickleball Courts*	$382,950	High
S5.5	System	Future Amenities Requiring Siting - (2) Soccer Fields**	$1,531,800	High
S5.6	System	Future Amenities Requiring Siting - (1) Softball Field**	$1,148,850	High

** Note: Unit-cost estimate only. The subtotal assumes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.*

***Note: Pricing for pickleball courts and soccer fields assumes multiple conjoined play areas. Pricing may fluctuate based on the final number.*

SYSTEM



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Scope Description**	**High**	**Medium**	**Low**
S1	Public Art & Cultural Identity Master Plan	Prepare a master plan to guide the integration of public art, cultural storytelling, and identity features across the park system			$110,250
S2	Trail Master Plan	Prepare a system-wide Trail Master Plan to identify future trail corridors, connections, accessibility upgrades, and maintenance priorities.		$65,500	
S3	Park Furnishings Standards	Establish standards for benches, picnic tables, shelters, receptacles, bike racks, and other furnishings to ensure consistency across the park system.	$33,300		
S4	Wayfinding & Signage Master Plan and Implementation	Develop and implement a unified signage and wayfinding system. Includes monument signs, directional signage, trail markers (routes/ distances), regulatory signs, interpretive signs (single pedestal), and accessible route/emergency indicators.	$133,200*		
S5.1	Bike Skills Park	Develop a 0.5-mile natural-surface bike skills facility integrated with the multi-use path, featuring small progressive elements (e.g., berms, rollers, technical features) to support riders of varying abilities, along with basic signage for safe use. Precedent Reference: Gateway Green Park in Portland, OR		$225,975	

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Scope Description**	**High**	**Medium**	**Low**
S5.2	Pump Track	Construct a paved or dirt pump track loop with rollers and banked turns, designed for bicycles, skateboards, and scooters.		$451,950	
S5.3	Skatepark	Develop a concrete skatepark with features such as ramps, bowls, rails, and open skating space for multiple skill levels.		$4,389,564	
S5.4	Pickleball Courts**	Outdoor or indoor courts meeting official dimensions, with potential for shared use with tennis or multi-use sport courts. Consider noise impacts when selecting a site. BCDA currently pursuing (8) courts on City Property at corner of Main Street and Columbia Avenue.	$382,950		
S5.5	Soccer Field**	2 each conjoined regulation size soccer field with spectator seating, field lighting	$1,531,800		
S5.6	Softball Field	Softball field with backstop, wind flag, spectator seating and dugout	$1,148,850		
SYSTEM PROJECT COST TOTALS			**$3,257,010**	**$5,132,989**	**$110,250**

**Note: Unit-cost estimate only. The subtotal includes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.*

***Note: Pricing for pickleball courts and soccer fields assumes multiple conjoined play areas. Pricing may fluctuate based on the final number*

I.3 BOARDMAN PARK & RECREATION DISTRICT CIP

This section compiles the Boardman Park & Recreation District (BPRD) projects included in the CIP. It includes a District summary table followed by site-based project sheets organized by District-managed parks and facilities. Projects are also keyed to a District CIP map to show approximate locations and how improvements relate across sites.

Figure X-1: District Projects

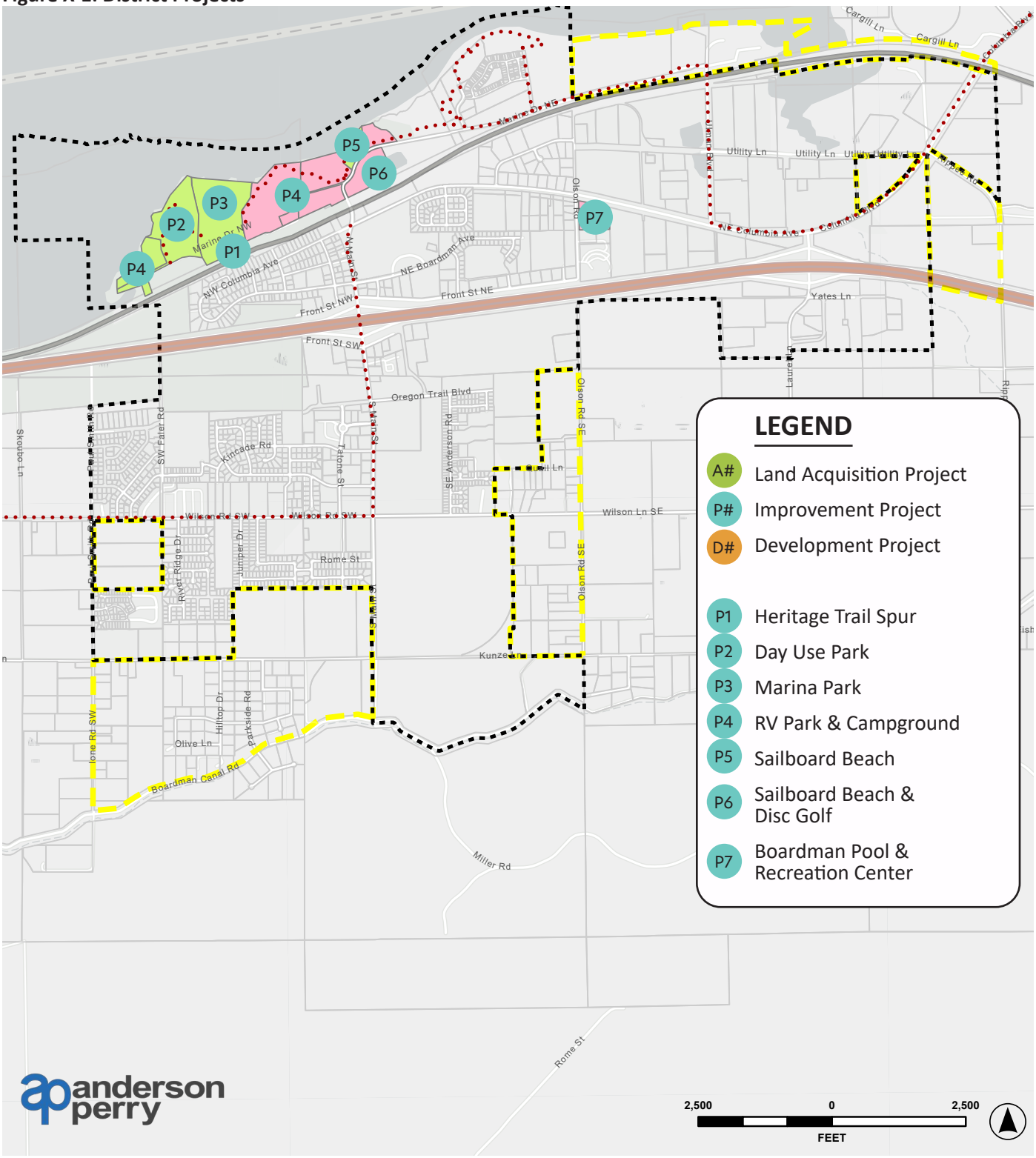


Table I.3.1: District Projects

Project ID	Site	Project Description	Cost	Priority
P1.1	Heritage Trail Spur	Trail Extension Across Marina	$269,980	High
P1.2	Heritage Trail Spur	Trail Extension Along South Side of Marine Drive	$799,887	High
P1.3	Heritage Trail Spur	Trail Extension Using Existing Roadway	$73,526	High
P1.4	Heritage Trail Spur	Trail Extension Near Hidden Gem Beach	$363,324	High
P1.5	Heritage Trail Spur	Trail Rest Stops and Interpretive Signage	$133,075	High
P1.6	Heritage Trail Spur	Trail Maintenance	$533,802	High
P1.7	Heritage Trail Spur	Trail Widening	$787,478	Medium
P1.8	Heritage Trail Spur	Exercise Station Replacement	$47,455	Medium
P1.9	Heritage Trail Spur	Pedestrian Bridge Replacement	$287,213	High
P2.1	Day Use Park	"Old Boardman" Interpretive Area Improvements	$43,108	Low
P2.2	Day Use Park	Cultural Display Enhancements (with CTUIR Coordination)	$120,438	High
P2.3	Day Use Park	Accessible Watercraft Launch with Transfer Mat and Rollout Mat	$199,988	Medium
P2.4	Day Use Park	Picnic Table Shelter Additions	$427,093	Medium
P2.5	Day Use Park	Restroom Building Replacement and Expansion (Unisex/Family Unit + Rental Facility)	$1,191,453	Medium
P2.6	Day Use Park	Toddler Play Area Addition with PIP Surfacing	$236,472	High
P2.7	Day Use Park	Rinse Station	$16,948	Medium
P2.8	Day Use Park	Maintenance: Ballfields, Courts, Beach, Surfacing and Site Furnishings	$243,046	High
P2.9	Day Use Park	RV Parking Relocation with Utility Hookups	$186,429	Medium
P2.10	Day Use Park	Play Structure Replacement with PIP Surfacing Upgrade	$503,206	Medium
P2.11	Day Use Park	Hidden Gem Beach Access Improvements and Streambank Erosion Protection	$70,654	High
P3.1	Marina Park	Dock #2 Expansion and Reconfiguration	$3,110,083	Medium
P3.2	Marina Park	New Skatepark Facility (Location Alternative)	*See System Projects for costs*	Low
P3.3	Marina Park	Fishing Derby Sign Adaptive Reuse & Bulletin Sign Upgrades	$9,334	High

Table I.3.1: District Projects (continued)

Project ID	Site	Project Description	Cost	Priority
P3.4	Marina Park	ADA Fishing Platform and Trail Connection	$569,005	Medium
P3.5	Marina Park	Parking Expansion (Lot #7)	$3,446,550	High
P3.6	Marina Park	Boat Storage Facility (10 - Boat Capacity	$3,792,162	High
P4.1	RV Park & Campground	Restroom Replacement (Main)	$1,514,033	Medium
P4.2	RV Park & Campground Expansion (East)	RV Park & Campground Expansion (East)	$13,190,251	Medium
P4.3	RV Park & Campground Expansion (West)	RV Park & Campground Expansion (West)	$5,906,083	Medium
P4.4	RV Park & Campground	Pump Track	*See System Projects for costs*	Medium
P4.5	RV Park & Campground	Maintenance & Furnishing Upgrades	$227,951	High
P4.6	RV Park & Campground	ADA Campsite Upgrades	$101,689	Medium
P4.7	RV Park & Campground	Small Dog Park	$56,494	Medium
P4.8	RV Park & Campground	Rental Shop Facility	$423,703	Medium
P4.9	RV Park & Campground	Little Library Booth	$1,915	High
P4.10	RV Park & Campground	District Office Remodel	$1,988,580	Medium
P5.1	Sailboard Beach	Covered Picnic Tables	$28,721	High
P5.2	Sailboard Beach	Water Access and Bank Stabilization	$79,079	High
P5.3	Sailboard Beach	Restroom and Parking Improvements	$790,913	Medium
P6.1	Sailboard Beach Disc Golf Course	Course Bench Additions	$91,287	Low
P6.2	Sailboard Beach Disc Golf Course	Disc Golf Hole Relocation	$39,392	Medium
P7.1	Boardman Pool & Recreation Center	Recreation Center Expansion Master Plan	*TBD*	High
P7.2	Boardman Pool & Recreation Center	Recreation Center Renovations & Expansion	$16,089,420	Medium

WATERFRONT TRAIL SYSTEM (HERITAGE TRAIL SPUR)

KEY

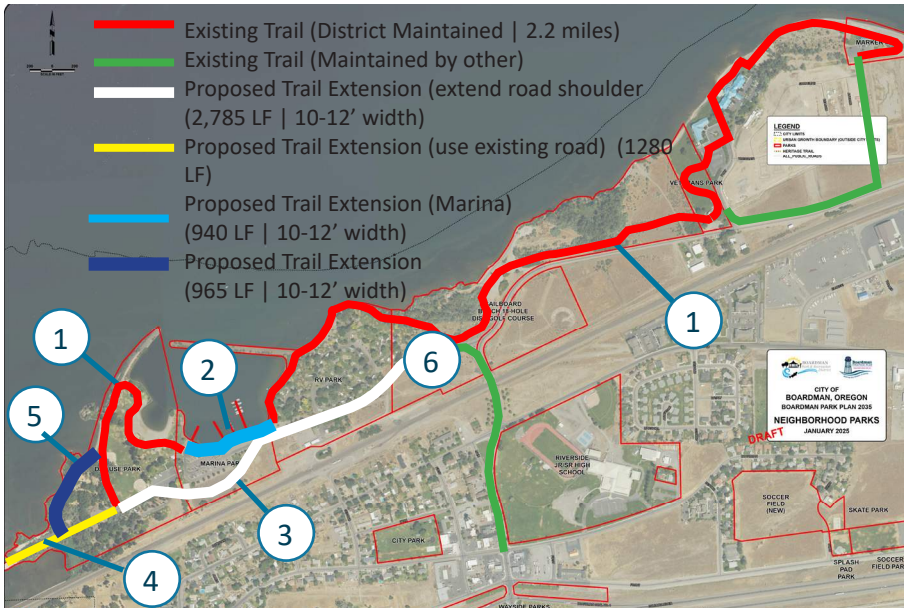
1. Repair Trail Surfacing & Widen 8' Trail to 10-12' (multi-use best practice)
2. Add trail connection across Marina
3. Add trail extension to crosswalk on Marine Drive by widening shoulder
4. Extend trail on existing road
5. Extend trail between Hidden Gem Beach and existing road
6. Replace Bridge

OTHER REQUESTED IMPROVEMENTS

- Path expansion west of Day Use Park desired
- Route Heritage Trail through the Parque Cultural

PRIORITIZATION / COMMENTS

- Path maintenance is a safety issue
- Opportunity to coordinate with future bridge widening project with sidewalk and bike lane extension planned along both sides of North Main Street, extending west along Marine Drive, ending at existing crosswalk.
- Heritage Trail Planning with County is underway; planned routing and expansion through Boardman is still pending



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Scope Description**	**High**	**Medium**	**Low**
P1.1	Trail Extension Across Marina	Extend trail across the Marina; 10-12' width; 940 LF	$269,980		
P1.2	Trail Extension Along South Side of Marine Drive	Extend trail along the south side of Marine Drive to existing crosswalk (where City sidewalk extension ends) by extending road shoulder; 10-12' width; 2,785 LF	$799,887		
P1.3	Trail Extension Using Existing Roadway	Extend Trail along existing road; clear vegetation & create opening in cable; use existing roadway; 1,280 LF	$73,526		
P1.4	Trail Extension Near Hidden Gem Beach	Extend Trail along shoreline near Hidden Gem Beach and return to existing asphalt road; 10-12' width; 1,265 LF	$363,324		
P1.5	Trail Rest Stops and Interpretive Signage	Add rest stops with amenities (picnic tables and benches), and interpretive signage along Trail (2.2 miles; assume every 1/4 mile)	$133,075		
P1.6	Trail Maintenance	Repair cracks and heaved paving (consider bridging tree roots), seal path, and complete vegetation management (2.2 miles)	$533,802		
P1.7	Trail Widening	Widen Asphalt Trail by minimum two feet (2.2 miles)		$787,478	
P1.8	Exercise Station Replacement	Replace exercise stations along trail and create accessible connections; 7 total ((3) at Day Use Park + (4) along path))		$47,455	
P1.9	Pedestrian Bridge Replacement	Replace Pedestrian Bridge	$287,213		
HERITAGE TRAIL SPUR PROJECT COST TOTALS			**$2,460,806**	**$834,932**	**$0**

HERITAGE SPUR TRAIL

INTERPRETIVE PANEL AT LIBRARY (MATCH FOR NEW PANELS)

TRAIL SIGNAGE

PAVEMENT HEAVING

REPAIR PEDESTRIAN BRIDGE

8’ ASPHALT TRAIL - WIDEN 2’

EXISTING TRAIL FURNISHINGS (DRINKING FOUNTAIN, TRASH, DOG WASTE RECEPTACLE, BENCH, EXERCISE STATION

DAY USE PARK

KEY

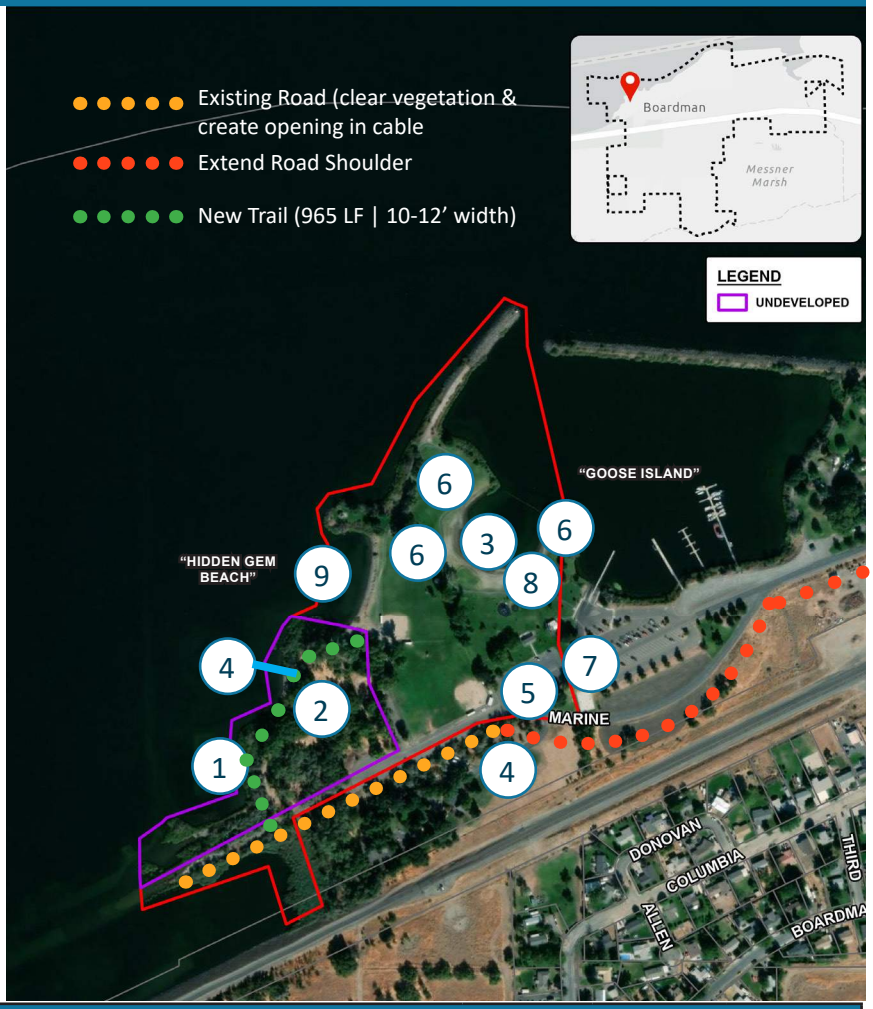
1. "Old Boardman" Interpretive Area with pathway extension along West edge
2. RV Park & Campground Expansion (Group RV Campsites) - See RV Campground
3. Additional life rings
4. Trail extension (See Heritage Trail Exhibit)
5. Relocate RV Overflow Parking
6. New covered picnic tables (to match existing)
7. Cultural Display Enhancements
8. Accessible Launch
9. Hidden Gem Beach Access Improvements

OTHER REQUESTED IMPROVEMENTS

- Accessibility upgrades including access routes to play, pavilion, site furnishings & major park features
- Improve signage

PRIORITIZATION / COMMENTS

- Funding and final installation timing dependent on tribal lease resolution
- Bond Funding
- New permanent water access points along the Columbia River require a complex multi-agency permitting process
- District insurance limitation only allow water access points within protected areas
- Existing play only for 5-12 year olds; no toddler play



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P2.1	"Old Boardman" Interpretive Area Improvements	"Old Boardman" Interpretive Area; Add (2) interpretive signs, bench, (3) trash receptacles along trail			**$43,108**
P2.2	Cultural Display Enhancements (with CTUIR Coordination)	Enhance cultural display near existing monuments in coordination with The Confederated Tribes of the Umatilla Indian Reservation (CTUIR); Replace structure, paving, seating and signage; add (3) interpretive signs along trail (location TBD)	**$120,438**		
P2.3	Accessible Watercraft Launch with Transfer Mat and Rollout Mat	Accessible watercraft launch with transfer platform, handrails, and a rollout mat for access from existing path		**$199,988**	
P2.4	Picnic Table Shelter Additions	Add (3) Picnic Table Shelters (match existing) with BBQ, Table, Pad and structure; add accessible connection to main trail		**$427,093**	
P2.5	Restroom Building Replacement and Expansion (Unisex/ Family Unit + Rental Facility)	Replace restroom building (existing size: 35' x 35') and enlarge; individual unisex/family restrooms on each side (4 total) with pipe room in middle back and rental facility in middle front;		**$1,191,453**	

Appendix I: Capital Improvement Plan (CIP)

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Description**	**High**	**Medium**	**Low**
P2.6	Toddler Play Area Addition with PIP Surfacing	Add toddler play area in vicinity of existing play with Poured-in-Place (PIP) Rubber Surfacing	**$236,472**		
P2.7	Rinse Station	Add spigot rinse area in restroom vicinity; existing water present (connect to existing well water)		**$16,948**	
P2.8	Maintenance: Ballfields, Courts, Beach, Surfacing and Site Furnishings	Maintenance: - Improve field conditions @ (2) ball fields; - Add Flag to (1) ball field - Remove turf and fully re-establish sand volleyball court - Beach Raking - Goose Deterrent & droppings cleanup (coordinate with ODFW to Remove) - Replace (12) trash receptacles - Replace (9) Benches - Add (1) dog waste station - Add (3) additional life rings (every 90 feet); (1) existing life ring and life jacket stand - Replace brick and concrete paving around pavilion	**$243,046**		
P2.9	RV Parking Relocation with Utility Hookups	Relocate (6) RV Parking away from restrooms to other side of lot; includes water and electrical hookups		**$186,429**	
P2.10	Play Structure Replacement with PIP Surfacing Upgrade	Replace existing play structure to be more current; replace rubber chip with PIP surfacing		**$503,206**	
P2.11	Hidden Gem Beach Access Improvements and Streambank Erosion Protection	Improve water access and address streambank erosion with non-permanent solutions such as surface-placed railroad tie steps or boulders. Final approach subject to agency coordination and permitting.	**$70,654**		
DAY USE PARK PROJECT COST TOTALS			**$670,609**	**$2,525,117**	**$43,108**

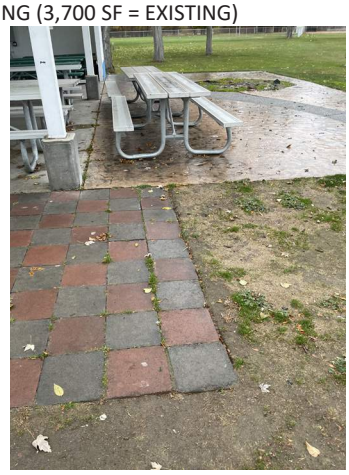
DAY USE PARK

REPLACE EXISTING RESTROOM

RELOCATE RV OVERFLOW (6 SPACES)

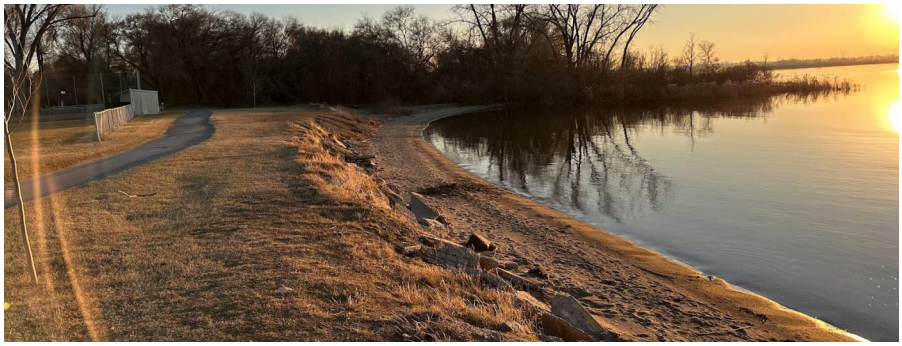
CULTURAL DISPLAY

REPLACE PLAY FEATURES & SURFACING (3,700 SF = EXISTING)



EXISTING PAVILION - REPLACE PAVING

PICNIC TABLE SHELTERS W/ TABLE, BBQ & TRASH



HIDDEN GEM BEACH - IMPROVE ACCESS @ GRADE CHANGE (500 LF)

MARINA PARK

KEY

1. Heritage Trail extension
2. Dock Modifications
3. Upgrade Bulletin Board
4. Skatepark (TBD)
5. New Picnic Table Shelter (see Day Use Park)
6. Boat Storage
7. Parking #7
8. Adaptive Reuse of "Boardman Fishing Derby" Sign
9. ADA fishing platform/dock

PRIORITIZATION / COMMENTS

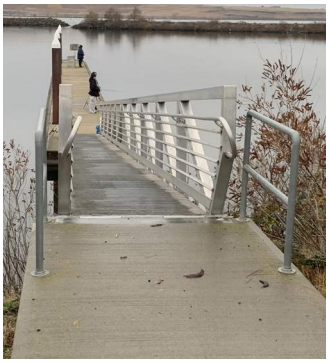
- Funding and final installation timing dependent on tribal lease resolution
- Bond Funding
- New permanent water access points along the Columbia River require a complex multi-agency permitting process and are generally only allowed within designated marinas or protected areas due to regulatory and environmental constraints.
- District insurance limitation only allow water access points within protected areas

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P3.1	Dock #2 Expansion and Reconfiguration	Remove the middle and eastern docks and extend the western dock into an "E" configuration. Improvements include a 180-foot extension and two finger piers (183 feet and 180 feet), totaling about 4,344 SF with 18 pilings, plus an additional 180-foot extension (2,112 SF with 12 pilings). Construct as one project but cost in two phases for estimating. See plans.		$3,110,083	
P3.2	New Skate Park Facility	Consider site for new skate park. 20,000 SF of available space. See project S5.3 for project scope.			*See System Projects*
P3.3	Fishing Derby Sign Adaptive Reuse & Bulletin Sign Upgrades	- Adaptive reuse of "Boardman Fishing Derby" sign into a photo point (e.g. big map/mural); lower or infill bottom, leaving footings in place; - Upgrade wood bulletin sign.	$9,334		
P3.4	ADA Fishing Platform and Trail Connection	Construct an ADA-accessible fishing pier (approx. 100', half the length of the existing boat dock) with a slip-resistant surface, barrier-free edges, and low railings for seated fishing. Provide a 72-inch-wide accessible path with clear turning space, connect from the existing walkway to the pier. See concept image.		$569,005	
P3.5	Parking Expansion (Lot #7)	Extend existing parking lot (appox. 90,000 SF); remove vegetation, grade and install gravel parking area; if feasible, match existing lot materials (Coal Fire Ash).	$3,446,550		
P3.6	Boat Storage Facility (10-Boat Capacity)	Construct a pre-engineered metal building with ten enclosed bays, including two oversized bays (15' x 50', 16' clear height) with 12'x14' rollup doors, for public safety vessels (fire, sheriff, and police) and eight standard bays (14' x 40') for rentals. Features include metal siding and roof, paved drive aisle, bollards, interior lighting, electrical outlets, and perimeter fencing with security gate.	$3,792,162		
MARINA PARK PROJECT COST TOTALS			**$7,248,047**	**$3,679,088**	**$0**

MARINA PARK - EXISTING PHOTOS

DOCK SYSTEM & BOAT LAUNCH



DOCK #2

REMOVE DOCK

2-LANE BOAT LAUNCH & LOADING DOCK W/ DUMP STATION

REPURPOSE DERBY SIGN

BULLETIN BOARD - UPDATE

BULLETIN BOARD - CONCEPT

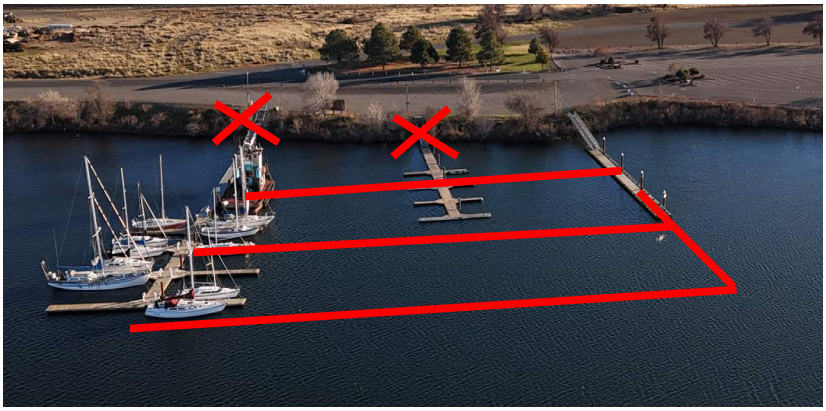
TRAIL EXTENSION: ACROSS GRAVEL PARKING & PLANT BED

PARKING LOT #7 EXPANSION

BOAT STORAGE BUILDING CONCEPT

For estimating, assume a pre-engineered metal building to house fire, sheriff, and police department patrol boats along with rental storage spaces. The facility will provide (10) enclosed bays, with (2) oversized bays sized approximately 15 feet wide by 50 feet deep, 12- by 14-foot roll-up doors, and 16-foot clear interior height to accommodate larger public safety vessels. The remaining bays may be around 14 feet wide by 40 feet deep for typical rental storage. Construction will include a steel frame with metal siding and roof, minimal insulation, and a paved drive aisle for maneuvering. Standard features will include bollards at each door, interior lighting, electrical outlets in each bay, and perimeter fencing with a security gate.

DOCK MODIFICATION CONCEPT

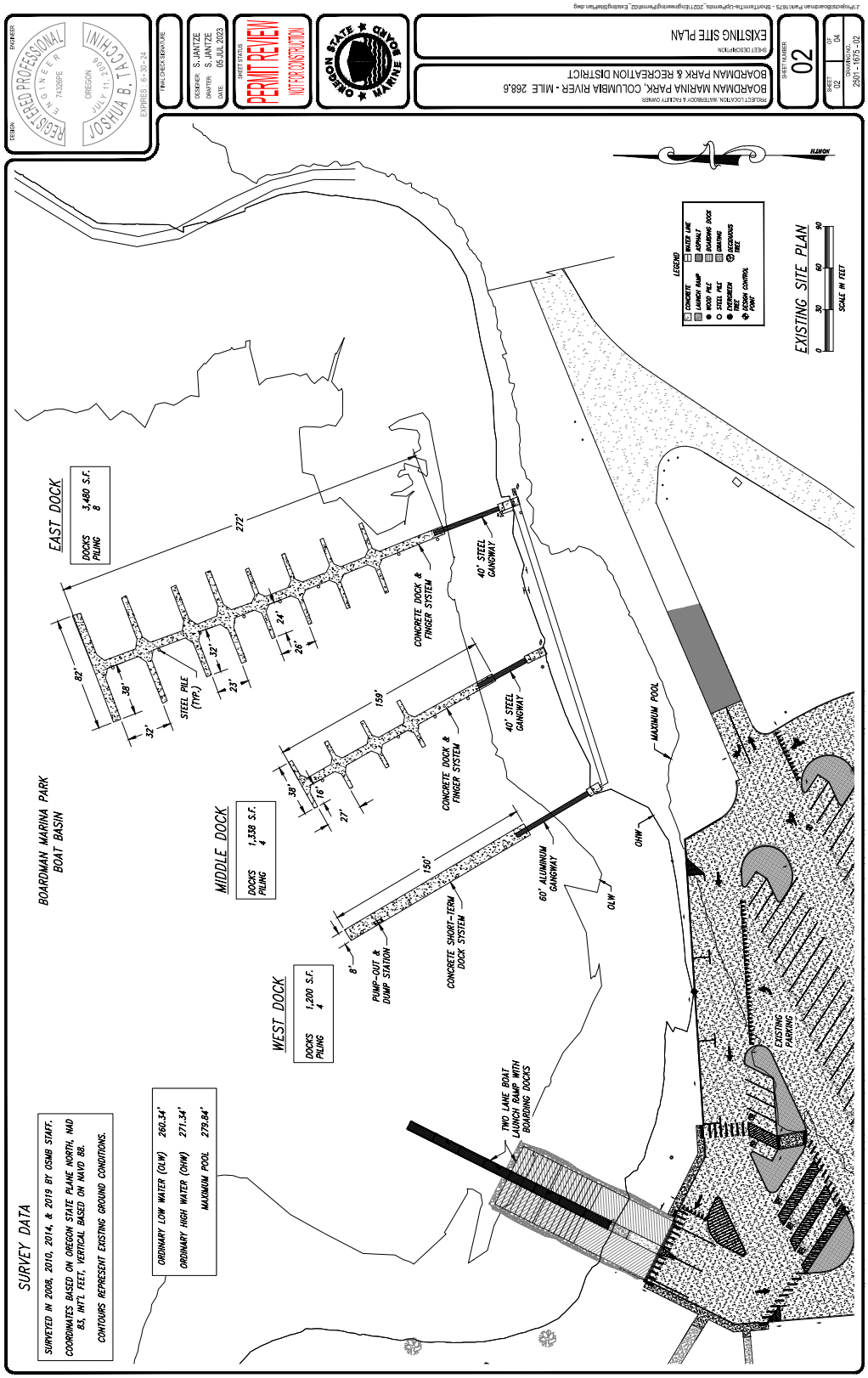


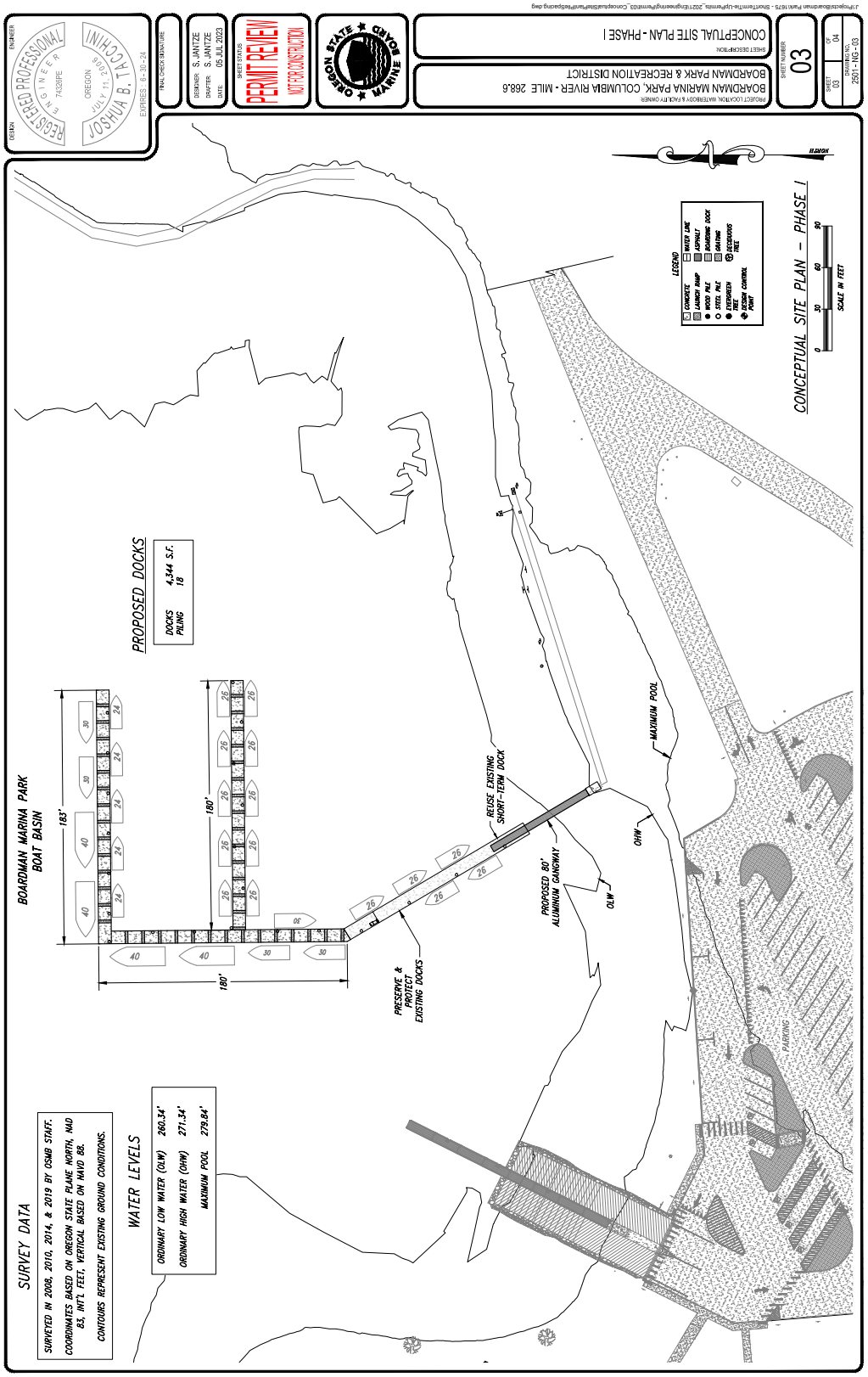
EXTEND DOCK #2, REMOVE (2) EXISTING DOCKS, CREATE “E’ FORMATION
See plans for proposed work

ADA FISHING PIER CONCEPT

ADA-accessible fishing pier with a smooth, slip-resistant surface, barrier-free edges, and low railing sections to allow fishing from seated positions. The pier will connect to parking and walkways by an accessible path (72” wide) and include clear space for turning and maneuvering mobility devices. Assume length is half the existing boat launch dock (~100 LF)

BOAT DOCK MODIFICATION PLANS (PROPOSED)




CONCEPTUAL SITE PLAN - PHASE 1
SCALE IN FEET
0
30
60
90
NORTH
LEGEND
CONCRETE
GANGWAY RAMP
WOOD PILE
STEEL PILE
DECIDUOUS TREE
PROPOSED DOCKS
DOCKS 4,344 S.F.
PILING 18
BOARDMAN MARINA PARK
BOAT BASIN
183'
180'
180'
REUSE EXISTING SHORT-TERM DOCK
PROPOSED 80' ALUMINUM GANGWAY
PRESERVE & PROTECT EXISTING DOCKS
MAXIMUM POOL
OHW
OLW
PARKING
SURVEY DATA
SURVEYED IN 2008, 2010, 2014, & 2019 BY OSMB STAFF.
COORDINATES BASED ON OREGON STATE PLANE NORTH, NAD 83, INT'L FEET, VERTICAL BASED ON NAVD 88.
CONTOURS REPRESENT EXISTING GROUND CONDITIONS.
WATER LEVELS
ORDINARY LOW WATER (OLW) 260.34'
ORDINARY HIGH WATER (OHW) 271.34'
MAXIMUM POOL 279.84'
CONCEPTUAL SITE PLAN - PHASE 1
BOARDMAN MARINA PARK & RECREATION DISTRICT
PERMIT REVIEW
NOT FOR CONSTRUCTION
03
JOSHUA B. TAYLOR
EXPIRES: 6-30-24

REGISTERED PROFESSIONAL ENGINEER
OREGON
JULY 11, 2003
JOSHUA B. TRAHIN
EXPIRES: 6-30-24
PERMIT REVIEW
NOT FOR CONSTRUCTION
OREGON STATE MARINE BOARD
CONCEPTUAL SITE PLAN - PHASE II
BOARDMAN PARK & RECREATION DISTRICT
BOARDMAN MARINA PARK, COLUMBIA RIVER - MILE 268.8
04
2501 - NG - 04
CONCEPTUAL SITE PLAN - PHASE II
SCALE IN FEET
0 30 60 90
LEGEND
CONCRETE
LAUNCH RAMP
WOOD PILE
STEEL PILE
BOARDING DOCK
GANGWAY
DECIDUOUS TREE
EVERGREEN TREE
FLOW CONTROL POINT
WATER LINE
ASPHALT
PROPOSED DOCKS
DOCKS 2,112 S.F.
PILING 12
BOARDMAN MARINA PARK
BOAT BASIN
MAXIMUM POOL
OHW
OLW
PARKING
SLIP RESERVED FOR PUMPOUT & DUMP STATION USE.
SURVEY DATA
SURVEYED IN 2008, 2010, 2014, & 2019 BY OSMB STAFF.
COORDINATES BASED ON OREGON STATE PLANE NORTH, NAD 83, INT'L FEET. VERTICAL BASED ON NAVD 88.
CONTOURS REPRESENT EXISTING GROUND CONDITIONS.
WATER LEVELS
ORDINARY LOW WATER (OLW) 260.34'
ORDINARY HIGH WATER (OHW) 271.34'
MAXIMUM POOL 279.84'

RV PARK & CAMPGROUND

KEY

1. Add pump track
2. Replace Restrooms & Laundry Facilities
3. Add Little Library Booth
4. New Dog Park
5. New Shop & Rental Building
6. Disc Golf Course Relocation with Campground Expansion East of RV Campground
7. Campground Expansion (west)
8. Campground Expansion (east)
9. District Offices

OTHER REQUESTED IMPROVEMENTS

- Vegetation maintenance between Marina and campground
- Improve signage
- Gravel overflow parking at Day Use Park

PRIORITIZATION / COMMENTS

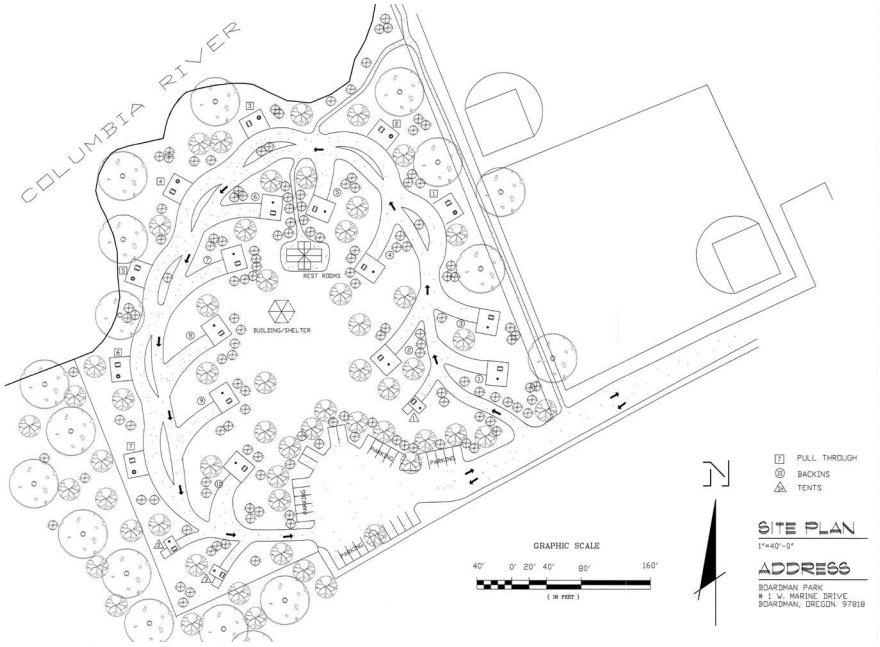
- Funding and final installation timing dependent on tribal lease resolution
- Bond Funding

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P4.1	Restroom Replacement (Main)	Replace existing restroom with modernized, ADA-accessible facility. Proposed size: 35' x 60'. Layout includes men's and women's sides, pipe room with (2) storage rooms in back, and laundry facility in front with (2) stacked washer/dryers.		$1,514,033	
P4.2	RV Park & Campground Expansion (East)	Develop new campground area with a combined restroom and shower building, 29 RV sites, and 15 tent sites. Features include a covered gazebo/structure, group fire pit area, and 10% ADA-accessible campsites.		$13,190,251	
P4.3	RV Park & Campground Expansion (West)	Develop new campground area with a combined restroom and shower building, 17 RV sites, and 3 tent sites. Features include a group fire pit area and 10% ADA-accessible campsites.		$5,906,083	
P4.4	Pump Track	Develop pump track (if not completed by the City), with rollers and banked turns, designed for bicycles, skateboards, and scooters. For estimating purposes, model after Greenway Trail pump track for precedent.		See System Projects	
P4.5	Maintenance & Furnishing Upgrades	Maintenance: - Paint and repair wind fence (63 spaces) - Replace picnic tables (63 spaces) - Add (2) dog waste receptacles, (3) benches and (4) trash receptacles	$227,951		
P4.6	ADA Campsite Upgrades	Upgrade six campsites (10% of available sites) near the restroom sidewalk to meet ADA standards. Improvements include replacement of fire rings, picnic tables, and water spigots.		$101,689	
P4.7	Small Dog Park	Construct 30' x 60' fenced dog park with double-gate entry system, (2) benches, (1) dog waste receptacle, and dog water fountain.		$56,494	

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISIT*					
ID	**Project**	**Description**	**High**	**Medium**	**Low**
P4.8	Rental Shop Facility	Construct 30' x 25' shop and rental facility for paddleboards, kayaks, life jackets (all ages), fishing gear rentals. Include counter space, storage, and utility connections. Alternate siting possible at Day Use park.		$423,703	
P4.9	Little Library Booth	Install small free-standing "Little Library" booth for book lending and exchange; single post	$1,915		
P4.10	District Office Remodel	Remodel District Office with a second-story addition. Target implementation: Year 9.		$1,988,580	
RV PARK & CAMPGROUND PROJECT COST TOTALS			**$229,866**	**$23,180,832**	**$0**

CAMPGROUND EXPANSION - WEST



CAMPGROUND EXPANSION - EAST

SAILBOARD BEACH

KEY

1. RV Park & Campground Expansion
2. Water access improvements & erosion repairs
3. Covered picnic table
4. Permanent Restroom
5. Water & Sewer extension w/ lift station (assume 1500 LF)

PRIORITIZATION / COMMENTS

- Funding and final installation timing dependent on tribal lease resolution
- Bond Funding
- New permanent water access points along the Columbia River require a complex multi-agency permitting process
- District insurance limitation only allow water access points within protected areas
- Only temporary or surface-placed amenities (e.g., picnic tables) are permitted; permanent in-ground construction requires a permitting process.

City-style covered picnic table

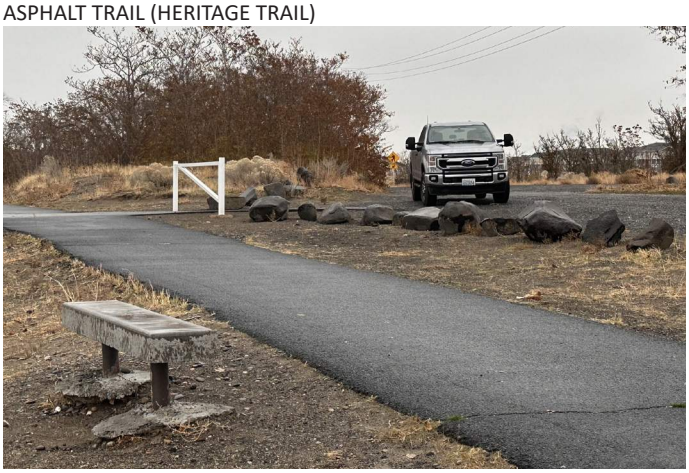
PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P5.1	Covered Picnic Tables	Add (2) covered picnic tables (to match City style - concrete pad, (2) wood posts, roof; see image). One to be located along the pathway overlooking the river, and one at Pad #1.	$28,721		
P5.2	Water Access and Bank Stabilization	Improve water access and address shoreline erosion (650 LF shoreline) with non-permanent solutions such as surface-placed railroad tie steps or boulders. Final approach subject to agency coordination and permitting.	$79,079		
P5.3	Restroom and Parking Improvements	Install a permanent, two-stall unisex ADA-accessible restroom. Extend water and sewer from RV Campground (approx. 1,500 LF) with lift station. Improve existing parking area by paving one ADA stall and constructing an accessible route to the restroom.		$790,913	
SAILBOARD BEACH PROJECT COST TOTALS			**$107,800**	**$790,913**	**$0**

SAILBOARD BEACH EXISTING PHOTOS

ASPHALT TRAIL (HERITAGE TRAIL)

SITE SIGNAGE



GRAVEL PARKING, TRAIL, BENCH (REPLACE)

FUTURE RESTROOM LOCATION (SEE #4 KEY)

BANK EROSION

DISC GOLF COURSE - TEE #1

BANK EROSION

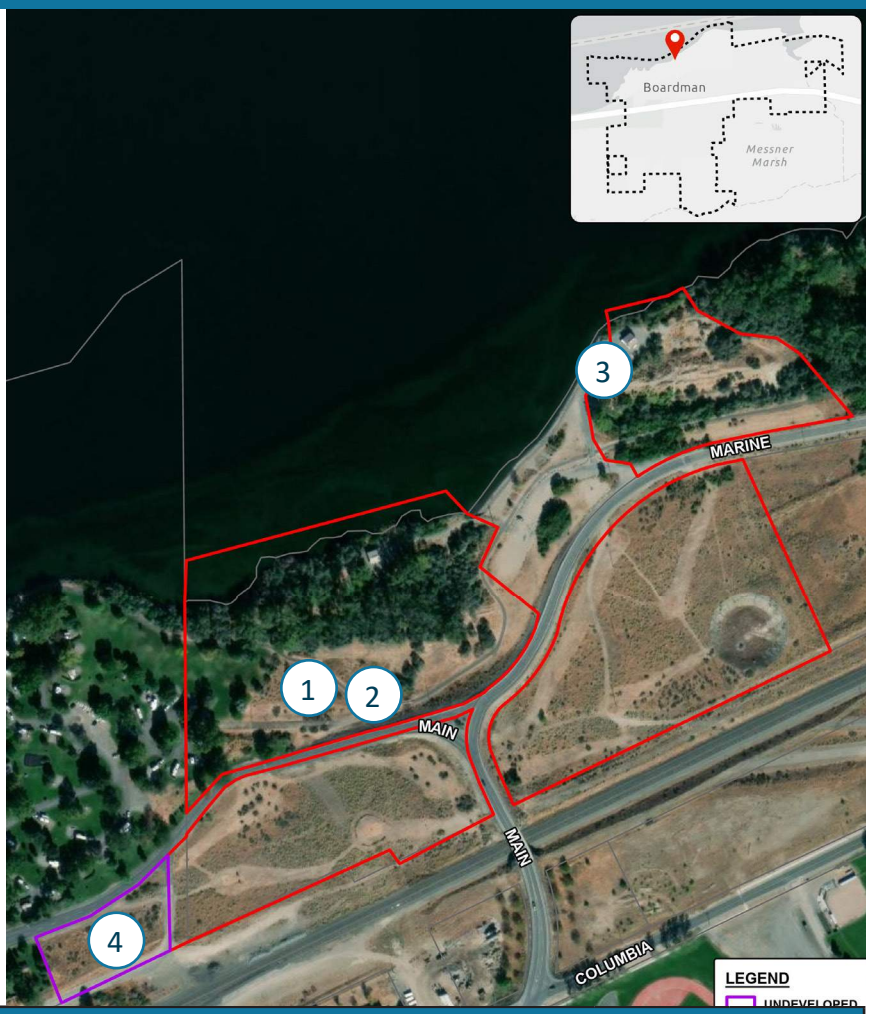
SAILBOARD BEACH DISC GOLF COURSE

KEY

1. Relocate Disc Golf Holes with Campground Expansion (see RV Campground Exhibit)
2. Replace Bridge (see heritage Trail Exhibit)
3. New bench at 1st tee
4. Relocated holes & Disc Golf Course Expansion

PRIORITIZATION / COMMENTS

- Funding and final installation timing dependent on tribal lease resolution
- Bond Funding
- New permanent water access points along the Columbia River require a complex multi-agency permitting process
- District insurance limitation only allow water access points within protected areas
- Only temporary or surface-placed amenities (e.g., picnic tables) are permitted; permanent in-ground construction requires a permitting process.



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P6.1	Course Bench Additions	Add benches at each tee and basket location across the 18-hole course (36 benches total). Where feasible, consolidate benches to efficiently serve both tee and basket areas.			$91,287
P6.2	Disc Golf Hole Relocation	Relocate four disc golf holes (#11, 16–18) to accommodate RV Park expansion. Scope includes design, clearing, and installation of new tees, baskets, signage and furnishings.		$39,392	
SAILBOARD BEACH DISC GOLF COURSE PROJECT COST TOTALS			**$0**	**$39,392**	**$91,287**

SAILBOARD BEACH - DISC GOLF COURSE

COURSE MAP

BASKET

TEE

COURSE CHARACTER

BOARDMAN RECREATION CENTER & POOL

KEY

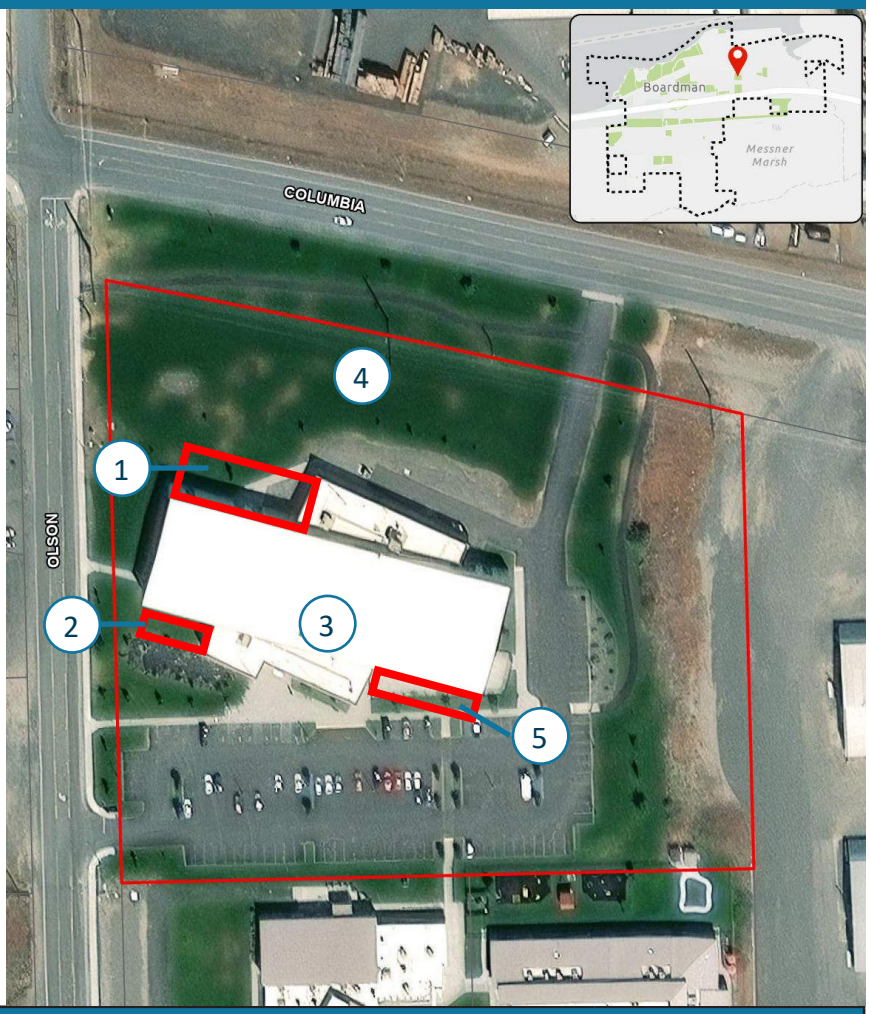
1. Aerobic Room Expansion
2. Weight Room Expansion
3. Relocate rock wall into one of the classrooms & expand party room
4. Parking expansion
5. Sun Shade

OTHER REQUESTED IMPROVEMENTS

- Improve front desk layout
- Add spectator/viewing area @ pool

PRIORITIZATION / COMMENTS

- Bond Funding Needed
- Opportunity to partner with POM, who are possibly acquiring adjacent property, for expanded parking and facility growth



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P7.1	Recreation Center Expansion Master Plan	Prepare a facility expansion master plan to evaluate site capacity, building needs, and future amenities.	*TBD*		
P7.2	Recreation Center Renovations & Expansion	Renovate and expand the recreation center. Scope includes tiered parking on the north side, weight room expansion, aerobics room expansion, relocation of climbing wall, party room expansion and sunshade addition. Consider locating climbing wall in the cycling room with fold-up mats.		$16,089,420	
BOARDMAN RECREATION CENTER PROJECT COST TOTALS			**$0**	**$16,089,420**	**$0**

I.4 CITY OF BOARDMAN CIP

This section compiles the City of Boardman projects included in the CIP. It includes a City summary table followed by site-based project sheets organized by City-owned parks and facilities. Projects are also keyed to a City CIP map to show approximate locations and how improvements relate across sites.

Figure I.4.1: City Projects

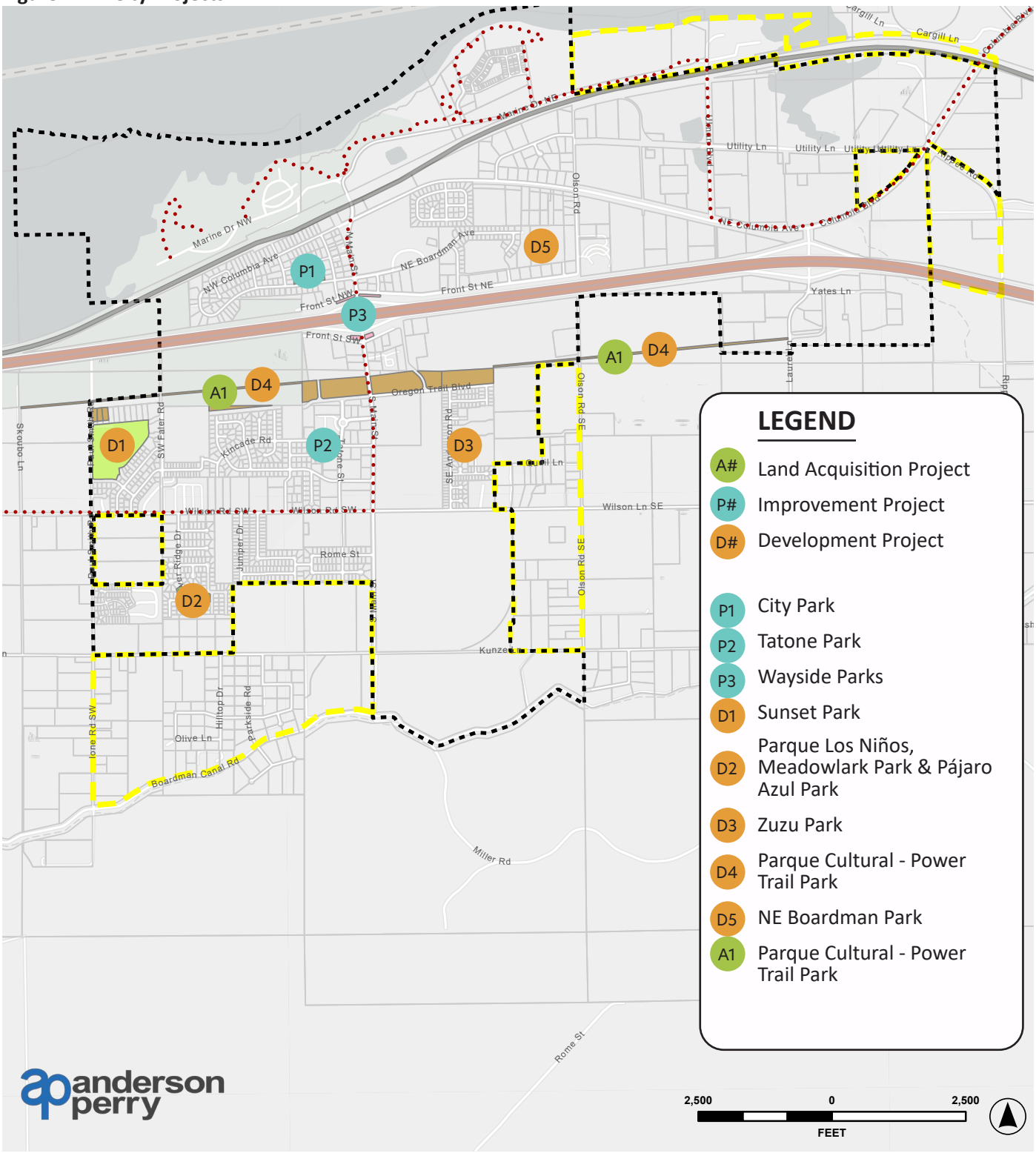


Table I.4: City Projects

Project ID	Site	Project Description	Cost	Priority
Park Improvement Projects				
P1.1	City Park	Park Master Plan	$151,500	High
P1.2	City Park	Phase 1 Improvements:	$1,429,696	High
P1.3	City Park	Story Walk	$57,443	High
P1.4	City Park	Parking Improvements	$516,983	High
P1.5	City Park	Restroom Upgrades	$33,896	Medium
P1.6	City Park	Play Structure Replacement	$482,457	Medium
P1.7	City Park	Basketball Court Art	$67,793	Medium
P1.8	City Park	Maintenance Projects	*Public Works Project*	Ongoing
P2.1	Tatone Park	Multipurpose Court	*Public Works Project*	High
P2.2	Tatone Park	Shade Structure	$132,118	High
P2.3	Tatone Park	Landscape & Amenities	$379,121	High
P2.4	Tatone Park	Pickleball Courts	*See Project Cost w/ System Projects*	High
P2.5	Tatone Park	Play Structure Replacement	$310,716	High
P2.6	Tatone Park	Site Furnishings	$59,657	Medium
P2.7	Tatone Park	Sidewalk & Circulation Improvements	$45,195	Medium
P3.1	Wayside Parks	Wayside Park (Eastbound - SW Quadrant)	*Public Works Project*	High
P3.2	Wayside Parks	Wayside Park (Westbound - NE Quadrant\)	*Public Works Project*	High
P3.3	Wayside Parks	Wayside Park (Eastbound - SE Quadrant)	$26,998	High
P3.4	Wayside Parks	Wayside Park (Westbound - NW Quadrant)	*Public Works Project*	Medium
Park Development Projects				
D1.1	Sunset Park	Park Master Plan	$166,500	High
D1.2	Sunset Park	Infrastructure Improvements	*Public Works Project*	High
D1.3	Sunset Park	Sports Complex Funding	*Public Works Project*	Medium

Table I.4.1: City Projects (continued)

Project ID	Site	Project Description	Cost	Priority
D1.4	Sunset Park	Phase 1 Improvements	$17,716,440	Medium
D2.1	Parque Los Niños	Parque Los Niños Development	$382,950	High
D2.2	Parque Los Niños	Pedestrian Crosswalk	*Public Works Project*	High
D2.3	Meadowlark Park	Meadowlark Park - Initial Improvements	*In Current Budget*	High
D2.4	Meadowlark Park	Meadowlark Park - Expanded Development	$225,975	Medium
D2.5	Pájaro Azul Park	Pájaro Azul Park (Acquisition & Development)	$1,355,850	Medium
D3.1	Zuzu Park	Small Public Works Projects	*Public Works Project*	High
D3.2	Zuzu Park	Park Master Plan	*In Current Budget*	Medium
D3.3	Zuzu Park	Expansion and Development	$1,694,813	Medium
D4.1	Power Trail Park	Dog Park Development	*In Current Budget*	High
D4.2	Parque Cultural - Power Trail Park	Trail Development	$2,872,125	High
D4.3	Parque Cultural - Power Trail Park	Vegetation Management	$298,701	High
D4.4	Power Trail Park	Street Extensions	*Public Works Project*	Medium
D4.5	Parque Cultural - Power Trail Park	Bike Skills Park	*See Project Cost w/ System Projects*	Medium
D4.6	Parque Cultural - Power Trail Park	Pump Track	*See Project Cost w/ System Projects*	Medium
D5.1	NE Boardman Park	Land Acquisition - NE Boardman	$1,436,063	High
Park Acquisition Projects				
A1.1	Parque Cultural	Land Acquisition - Chaparral and Bailey Park Developments	*Dedication in Process*	High
A1.2	Parque Cultural - Power Trail Park	Land Acquisition - Corridor Completion	*Appraised value at time of acquisition*	High

CITY PARK

KEY

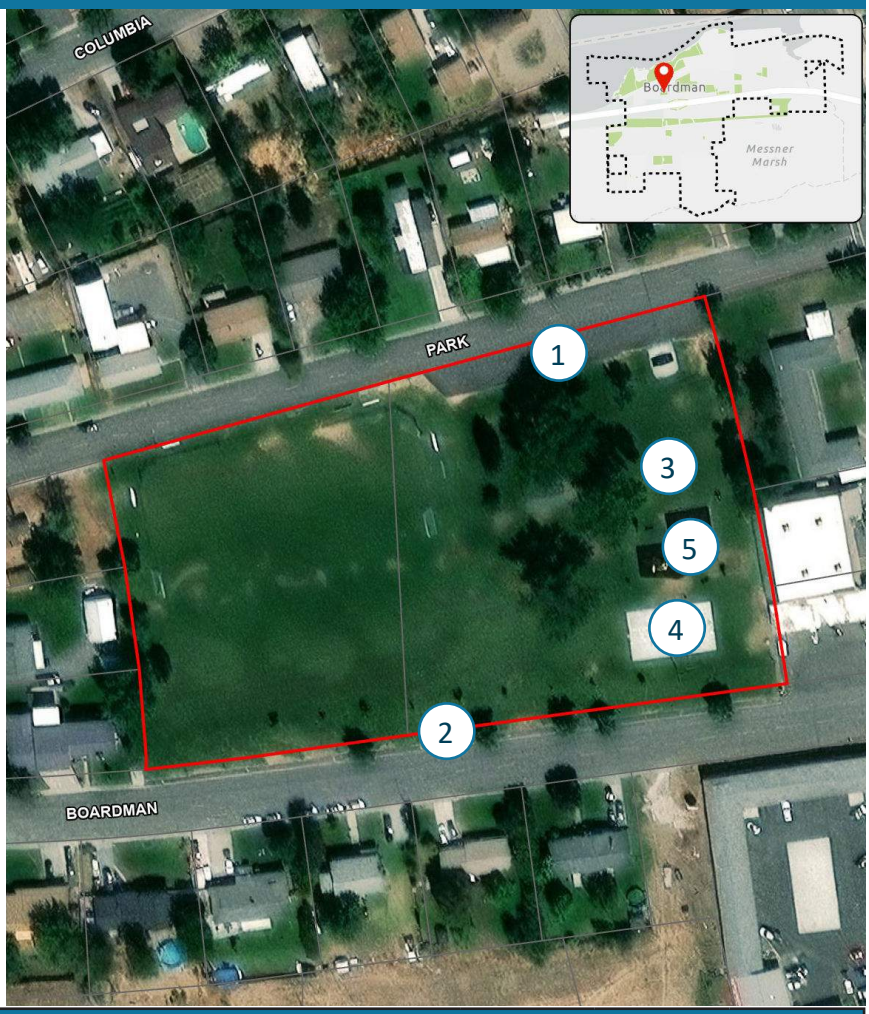
1. Delineate Parking
2. Convert Parallel Parking to on site perpendicular
3. Add Splash Pad (location TBD)
4. Public Art
5. Play Upgrades (Phased)

OTHER REQUESTED IMPROVEMENTS

- Add more basketball courts,
- Add another picnic pavilion
- BBQ areas
- Bleachers and a flag at the baseball/soccer field area

PRIORITIZATION / COMMENTS

- Surrounding dense residential neighborhood (132 homes)
- Walkable (streets developed with sidewalk, though several ADA issues)
- Flat site with least amount of restrictions.
- Site to cater to families and younger children
- Youth soccer no longer located here



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P1.1	Park Master Plan*	Prepare master plan to guide phased improvements, site circulation, parking, play features, splash pad and other upgrades noted by the community.	$151,500		
P1.2	Phase 1 Improvements	Implement initial phase of improvements. Scope includes splash pad installation, toddler play features, targeted repairs to existing play structure, sidewalks connecting major park features, bike parking (per City code), parking upgrades, and ADA accessibility improvements throughout the site. Splash Pad to use reuse/ recycled water system and collection piping to avoid overloading wastewater system (see engineering letter, Appendix B.3). Community requests include a larger, more interactive splash pad with expanded spray features, toddler-friendly elements, play options for middle schoolers, integrated public art, and shaded seating.	$1,429,696		
P1.3	Story Walk	Install Story Walk panels along accessible routes. Include 20 displays w/ single posts (Precedent: Barking Dog exhibits); Coordinate with Boardman Library.	$57,443		
P1.4	Parking Improvements	Construct new perpendicular parking along Boardman Avenue (600 LF) and extend parking along W. Park Avenue (300 LF); eliminate on-street parking.	$516,443		

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Description**	**High**	**Medium**	**Low**
P1.5	Restroom Upgrades	Modify and modernize existing restroom facility (10'x20'); not full replacement.		$33,896	
P1.6	Play Structure Replacement	Replace existing play structure and loose-fill rubber mulch with Poured-in-Place (PIP) surfacing. Add shade structure over play area and update site furnishings.		$482,457	
P1.7	Basketball Court Art	Add public art element integrated into the basketball court surface/ design.		$67,793	
P1.8	Maintenance Projects*	Maintenance: - Replace soccer/goal nets - Complete field maintenance - Address safety issues including protruding metal bolts in play area paving.	*Internal Public Works Projects*		
CITY PARK PROJECT COST TOTALS			**$2,155,621**	**$584,145**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

TATONE PARK

KEY

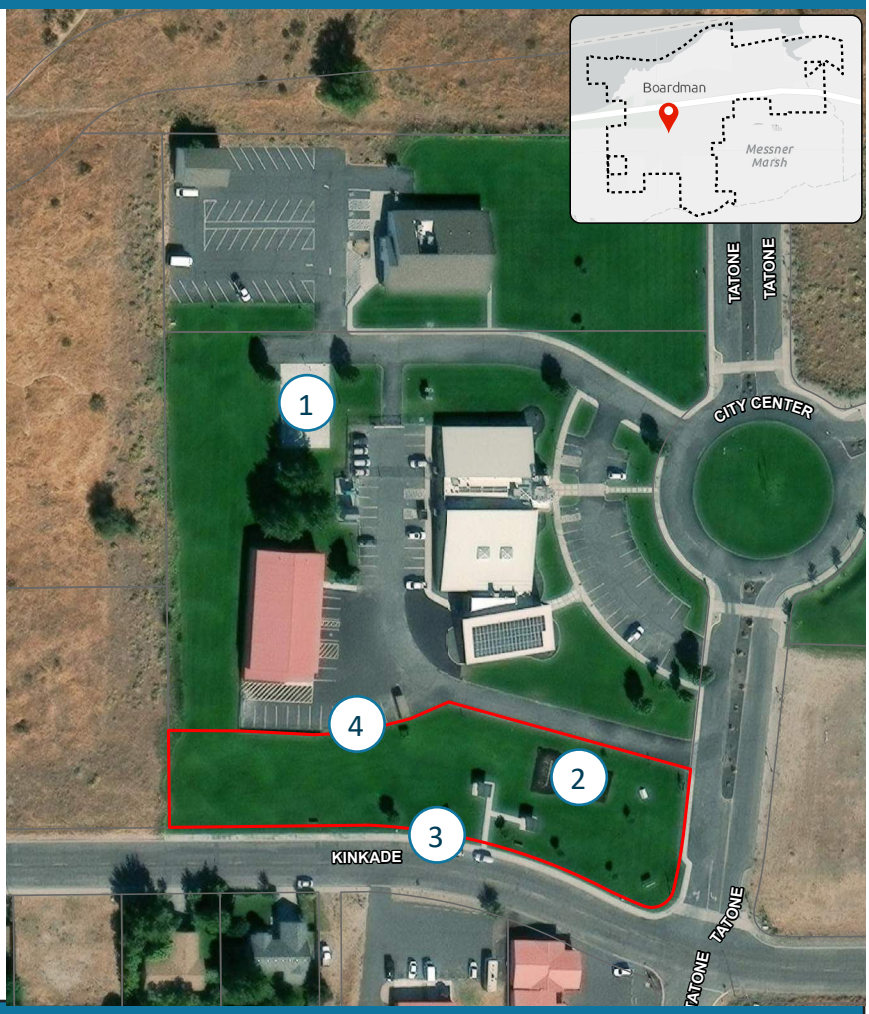
1. Relocate Basketball Court to accommodate Police Department expansion
2. Play Upgrades (Phased) including adding Toddler Play features including a bucket swing, upgrading structure, adding shade canopy
3. Install Fence @ Kincaid
4. New Park Boundary

OTHER REQUESTED IMPROVEMENTS

- Add Pickleball Court (If not done at elsewhere)
- Add Bike Parking
- Add BBQs, ping pong table, wall ball court, drinking fountain

PRIORITIZATION / COMMENTS

- Basketball court needs to be relocated for safety/visibility reasons and to accommodate other non park related improvements



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
P2.1	Multipurpose Court*	Relocate existing basketball court and construct a new multipurpose court	*PW Project**		
P2.2	Shade Structure	Install large, permanent shade structure covering play area, modeled after the Southridge Sports and Events Complex in Kennewick, WA.	$132,118		
P2.3	Landscape & Amenities	Add trees, toddler play features, bike parking (per City code), and a fence along Kincaid (repurposed from Splash Pad Park).	$379,121		
P2.4	Pickleball Courts	Consider site for (2) pickleball courts (if not developed elsewhere)	*See System Projects*		
P2.5	Play Structure Replacement	Replace existing play structure and loose-filled rubber mulch with poured-in-place rubber surfacing.	$310,716		
P2.6	Site Furnishings	Update Site Furnishings including (2) Picnic Tables, (2) trash receptacles and (2) benches.		$59,657	
P2.7	Sidewalk & Circulation Improvements	Construct sidewalks to connect major park features and parking areas		$45,195	
TATONE PARK PROJECT COST TOTALS			**$821,954**	**$104,852**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

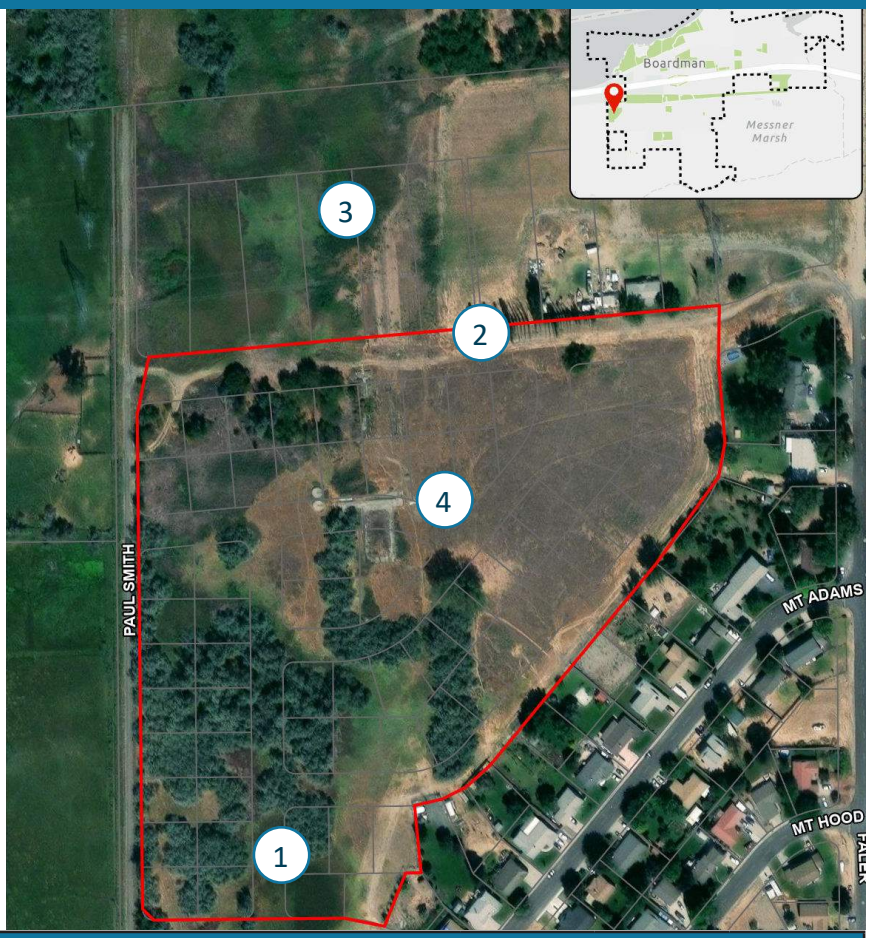
SUNSET PARK

KEY

1. Explore feasibility of adding homes to south end of site.
2. Oregon Trail Blvd. extension
3. Connections to Parque Cultural - Power Trail Park corridor.
4. Multi-sports complex

PRIORITIZATION / COMMENTS

- Adjacent to infrastructure & housing, but needs to be extended to site
- Convenient connection to BPA Easement
- Potential wetland issues
- Possibility to add 10-12 homes at south end of site to
- Significant investment and scale. Has to be a partnership between City & Parks & Recreation District.
- As funding becomes available.
- Amenities need to be located close to where have existing infrastructure (South or Northeast end)
- Will Serve: Bella Vista Neighborhood, a newer development along Mt Hood and Mt. Adams roads.
- Cited precedents for sport complex concept included: Southridge Sports and Events Complex and Funland.
- Potential of wetlands on site.



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
D1.1	Park Master Plan	Develop a Park Master Plan to evaluate site options, including: • Exclusive park use featuring a sports complex with four ball diamonds, a central concession area, soccer fields (at edges), walking trails, a play structure, picnic areas, and a potential splash pad. • Combined park and limited housing use, with housing confined to southern end to complete the adjacent subdivision. Community feedback during the planning process has been mixed: while some residents questioned excluding housing, the majority expressed strong support for exclusive park use. This position aligns with the original County-to-City land transfer and deed restriction for parkland use. The planning process will assess feasibility and rely on additional community input to determine the preferred direction.	*TBD*		
D1.2	Infrastructure Improvements*	Extend Oregon Trail Boulevard and Paul Smith Road to improve access to the site. Provide trail connections to the Heritage Trail at the BPA power line corridor.	*PW Project**		
D1.3	Sports Complex Funding	Pursue grant funding and partnerships (e.g., OPRD Local Government Grant) to support sports complex development.	*PW Project**		
D1.4	Phase 1 Improvements	Implement initial park improvements once funding is secured, guided by the master plan.		$17,716,440	
SUNSET PARK PROJECT COST TOTALS			**$0**	**$17,716,440**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

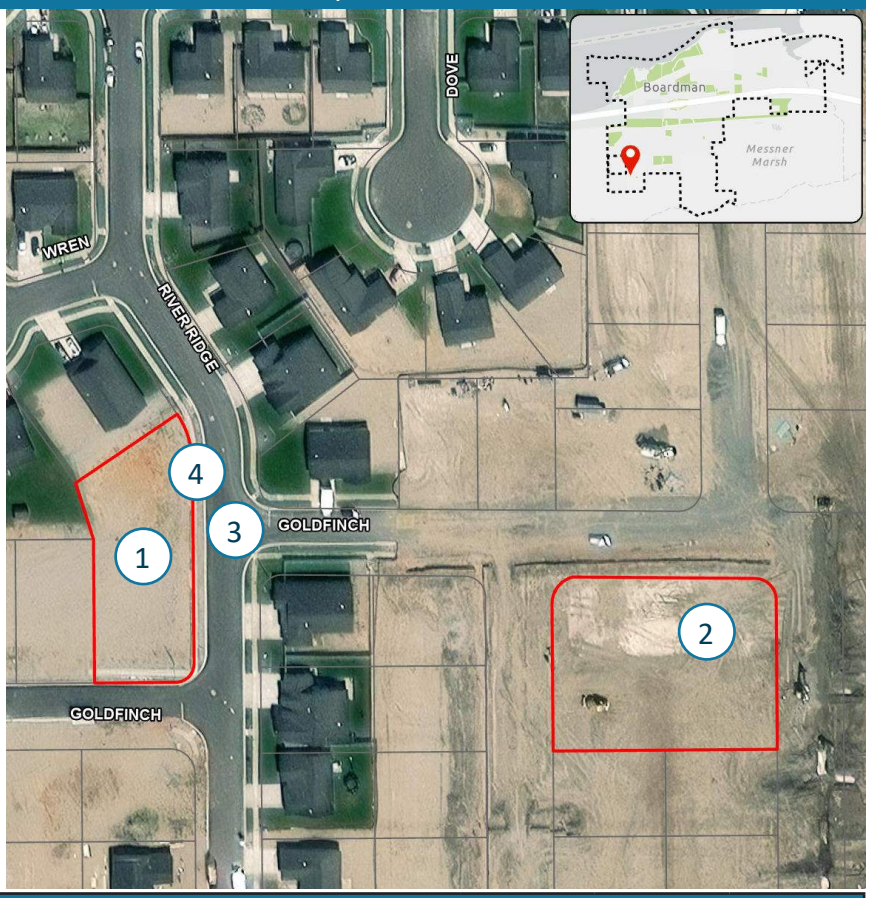
PARQUE LOS NIÑOS, MEADOWLARK PARK, & PÁJARO AZUL PARK

KEY

1. Parque Los Niños (.46 Acres)
2. Meadowlark Park (.72 Acres)
3. Crosswalk
4. Safety Fencing @ River Ridge Dr.

PRIORITIZATION / COMMENTS

- Need essential park amenities
- Sites are flat with perimeter sidewalks and safe neighborhood access
- Opportunity to distribute amenities between parks (including future park addition(s) to provide variety
- Getting ready to begin phase 6; City engaging developer about future (2) parks - opportunity to combine into one larger park.
- Pájaro Azul Park (future) to be located about a block off of Kunze at south side of development;
- Prioritization will be dictated by development.
- Surrounding neighborhood include many young families
- Much of both sites occupied by stormwater facility which may result in development restrictions; given Boardman's low annual rainfall, ponding water is not a concern.
- A planned extension of River Ridge Drive is expected to increase traffic along the park's frontage, which may influence future design or buffering needs.



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
D2.1	Parque Los Niños Development	Add toddler play structure, kid play structure, poured-in-Place rubber surfacing (at play), covered picnic table, pet waste station, trash receptacle, drinking fountain (with dog bowl), shade trees, shade structure and basketball court, meandering walkway through park, fencing along River Ridge;	**$382,950**		
D2.2	Pedestrian Crosswalk*	Install crosswalks to improve pedestrian safety and connectivity between park sites.	*PW Project**		
D2.3	Meadowlark Park - Initial Improvements*	Enhance and manage the site with initial improvements as budget allows. Initial elements may include shade trees, benches, covered picnic table(s), and access walkways.	*In Current Budget*		
D2.4	Meadowlark Park - Expanded Development	Add features including pet waste station, trash receptacle, drinking fountain (with dog bowl), shade trees, shade structure, while maintaining open greenspace as a defining feature of the park.		**$225,975**	
A1	Pájaro Azul Park (Acquisition & Development)	**Option A –** Two Neighborhood Parks: Develop two small neighborhood parks (each under 1 acre) on subdivision-dedicated sites. Each park to include limited amenities: open greenspace, shade trees, walkways, picnic tables, benches, trash receptacles, and a pet waste station. **Option B –** Consolidated Community Park: Design and develop one larger community park (assume ~2 acres if consolidated). Improvements to include passive-use features such as a water feature, nature play area, shaded gathering spaces, restroom, organically designed pathways, and supporting site furnishings.		$1,355,850	
PARK PROJECT COST TOTALS			**$382,950**	**$1,581,825**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

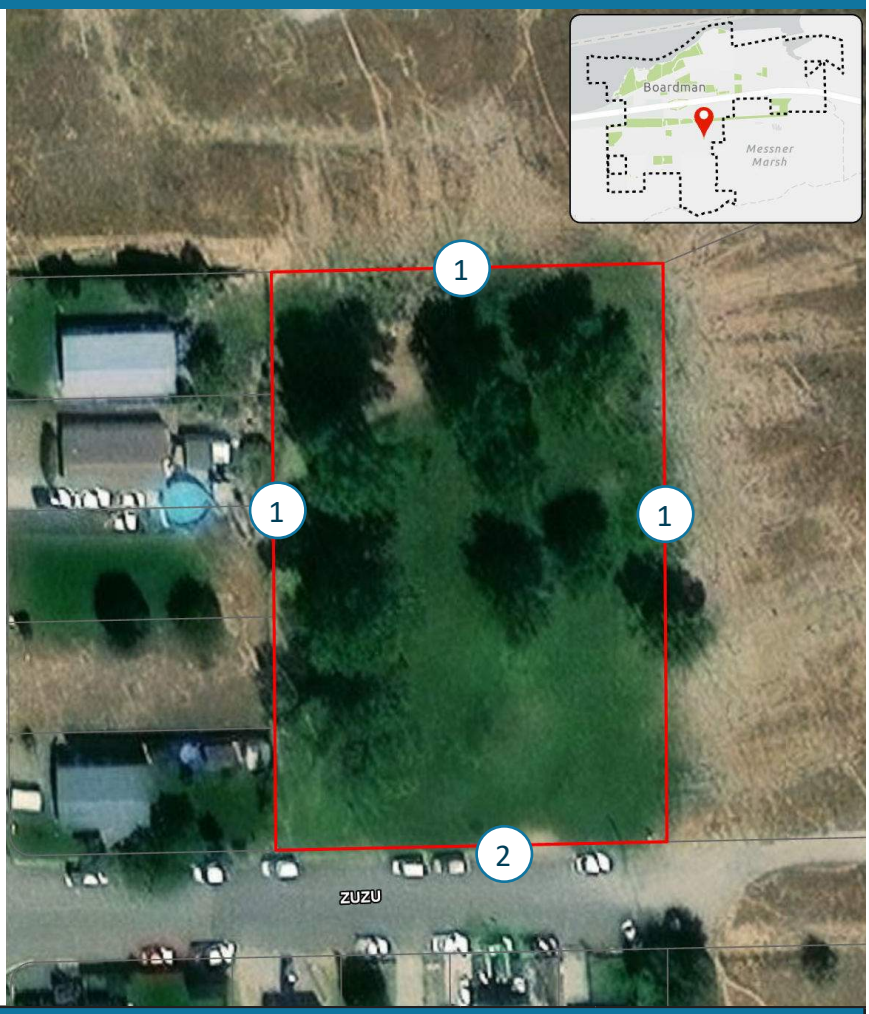
ZUZU PARK

KEY

1. Add Fence @ West Property Line (North & East tentative depending on development)
2. Parking improvements

Prioritization / Comments

- The original neighborhood, Sunridge Terrace, primarily consists of mobile homes (135 Homes).
- Bailey Park, a new residential development to the north, includes a mix of manufactured and stick-built homes. Phase 1 of Bailey Park is nearly complete, and Phase 2 will begin soon and will increase housing density.
- The neighborhood connects to the BPA easement via Anderson Road and Art Kegler Boulevard (future). However, sidewalk and street improvements are needed on Anderson, including sidewalk improvements that could be addressed through City Public Works or future private development. There are several infrastructure gaps (No sidewalks on Zuzu or Anderson until reaching newer development; undeveloped gaps and missing infill sidewalks, especially at the southern end; ADA curb ramps and painted crosswalks needed).
- Opportunity to expand the park depending on what developed; expansion to the north is constrained by transportation access (new road); Expansion to the east is more feasible and could increase the park size by up to 50%.
- Future expansion and amenity development will occur alongside residential growth; currently serving a small neighborhood.



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
D3.1	Small Public Works Projects*	Add a fence along the west property line. Improve parking by creating a turnaround and small head-in angled parking along the road. Install site lighting and provide basic site amenities including shaded seating (no cover), picnic tables, benches, and a dog waste station.	*PW Project**		
D3.2	Park Master Plan	Prepare a park master plan to explore expanding park with new development and requested park features by the community.		*In current budget*	
D3.3	Expansion and Development	Install fencing along the north and east edges to define park boundaries (dependent on adjacent development). Add expanded site amenities including a play area (nature play), volleyball court, drinking fountains, misters, and a baseball field.		$1,694,813	
ZUZU PARK PROJECT COST TOTALS			**$0**	**$1,694,813**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

PARQUE CULTURAL - POWER TRAIL PARK

KEY

1. Dog Park w/ Public Restroom & Parking
2. Oregon Trail Road extension (East & West)
3. Prag Street Extension
4. Pond Area Connection (requested)
5. Minimum 30' easement for trail corridor

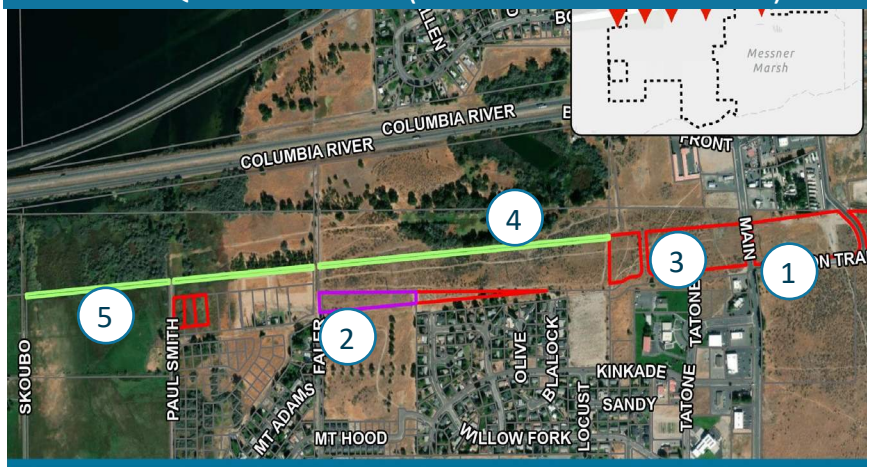
OTHER REQUESTED IMPROVEMENTS

- Add Pump Track and Bike Skills Park (Both ends)
- Story walk
- Wayfinding Signage
- Lighting
- Garden/Gardening (Demonstration Garden, community garden, pollinator garden)
- Misting Stations (limited under power lines)

PRIORITIZATION / COMMENTS

- Development Restriction: more restrictive on South side (higher voltage line); structures that conduct or attract electricity are prohibited. All improvements require BPA review and approval.
- Look for land adjacent to BPA easements to support park development not permitted within the restricted zone.
- Create connectivity to other sites such as Senior Citizen Center, Zuzu Park, Tatone Park and other recreational opportunities
- Heritage Trail routing West of Main St.
- Continuous public open space between Skoubo Lane and Laurel Lane within the BPA corridor.

PARQUE CULTURAL (WEST OF MAIN STREET)



POWER TRAIL PARK (EAST OF MAIN STREET)

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
A2.1	Land Acquisition - Chaparral and Bailey Park Developments*	Secure dedication of approximately 9 acres of land under the BPA corridor including the Chaparral and Bailey Park Developments (Tax lot 100 of 4N25E17A / Lot 66 of proposed subdivision)	*Dedication in Process*		
A2.2	Land Acquisition - Corridor Completion*	Acquire additional land and easements under the BPA Power line to complete trail corridor from Laurel Lane to Skoubu Lane. Minimum 30-foot width required; acquire adjacent parcels where feasible to allow development of park features restricted under power lines.	*Appraised value at time of acquisition*		
D4.1	Dog Park Development*	Construct a new dog park on 7.41 acres parcel using relocated features from the Front Street dog park. Improvements include .17 mile trail segment, fencing, signage with rules, relocated restrooms (from splash pad), striping of existing parking and supporting amenities such as shade structure (outside easement area, possibly in parking area), seating, and a drinking fountain. The site is piped and plumbed for a restroom.	*In current budget*		
D4.2	Trail Development	Construct a hard surface trail from Skoubo (west) to Laurel Lane (East) (~2 miles). Incorporate soft surface trail offshoots. Include rest areas with benches, signage (Trail markers, interpretation, wayfinding); 10' drivable walking path. Remove all sagebrush within 10 feet of path (both sides); maintain as mowed safety zone.	$2,872,125		

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Description**	**High**	**Medium**	**Low**
D4.3	Vegetation Management	Implement vegetation management to reduce wildfire risk and improve corridor safety. Manage sagebrush, grass and brush to reduce fuel loads, following the Marine Drive Disc Golf Course thinning project as a precedent.	$298,701		
D4.4	Street Extensions*	Support planning and coordination for street extensions surrounding the Parque Cultural - Power Trail Park corridor. Includes: - Oregon Trail Boulevard Extension (Main Street to Bailey Park; Planning comment: plans are to extend from Laurel Lane to at least Faler and possibly to Paul Smith Road. Expansion east to Miller Road appears feasible with planned development, then work with land owner (Allen) to get from Miller to Laurel. - Prag Street Extension just north side of BPA power lines and south of Car Wash (Main west); - Pond Area connection planned/desired across		*PW Project**	
D4.5	Bike Skills Park	Possible location to develop a natural-surface bike skills area throughout the Parque Cultural - Power Trail Park corridor. See Project S5.1.		See System Projects	
D4.6	Pump Track	Possible location to construct a pump tract. See Project S5.2		See System Projects	
PARQUE CULTURAL - POWER TRAIL PARK PROJECT COST TOTALS			**$3,170,826**	**$0**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

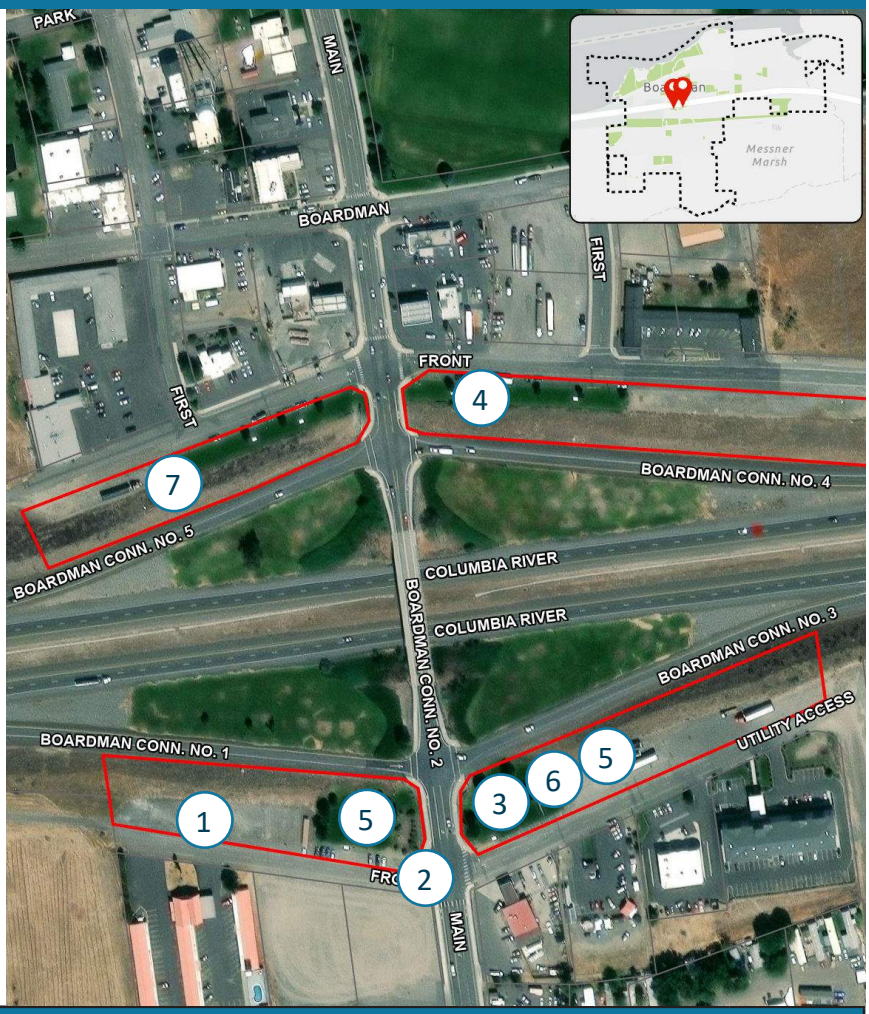
WAYSIDE PARKS

KEY

1. Parking improvements (limited truck parking)
2. New Transit Stops to be incorporated in vicinity as development dictates
3. Repair The Wayside Gazebo
4. NE Front Street Improvements
5. New covered picnic table(s)
6. Wayfinding Signage
7. Parking & sidewalk improvements with upgraded amenities; no truck parking

Prioritization / Comments

- Tourist and traveling hub with easy access to highway, lodging and food.
- Opportunity to direct people to other parts of Boardman
- Road Project (City Planned): Rebuild Front Street and 1st and Oregon Trail back to Main; South Main Street being rebuilt back to Wilson
- Careful coordination needed to manage truck traffic and circulation.



PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*					
ID	**Project**	**Description**	**High**	**Medium**	**Low**
	Wayside Park (Eastbound - SW Quadrant)*	Construct parking and sidewalk improvements (planned for 2025), add a transit stop at Main & Front Street, thin trees and install landscaping, and add site amenities including a covered picnic table (relocated from splash pad or skate park), covered seating areas, and an informational kiosk.	*PW Project**		
	Wayside Park (Westbound - NE Quadrant)*	Construct parking and sidewalk improvements with NE Front Street upgrades planned for 2026. Add site amenities including a covered picnic table, trash receptacle, dog waste station. Restrict truck parking.	*PW Project**		
	Wayside Park (Eastbound - SE Quadrant)	Add trees and landscaping, install a covered picnic table (relocated from splash pad or skate park), install an Information kiosk and repair historic gazebo	**$26,998**		
	Wayside Park (Westbound - NW Quadrant)*	Construct parking and sidewalk improvements and add site amenities including a covered picnic table, trash receptacle and dog waste station. Restrict truck parking.		*PW Project**	
WAYSIDE PARKS PROJECT COST TOTALS			**$26,998**	**$0**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

NE BOARDMAN PARK

PRIORITIZATION / COMMENTS

- Figure illustrates a recently acquired City-owned property in northeast Boardman. This site will support multiple future uses; only a portion of this site may ultimately be dedicated for neighborhood park development.
- Dedicate a minimum 1-acre for permanent park use.
- Provide community gathering areas and multi-age play opportunities.
- Establish safe pedestrian and trail connections to surrounding neighborhoods and development. City Recently purchased land for development
- Additional Community-scale park still needed in NE Boardman

PROJECTS *(S) SYSTEM IMPROVEMENT | (P) PARK IMPROVEMENT | (D) PARK DEVELOPMENT | (A) PARK ACQUISITION*

ID	Project	Description	High	Medium	Low
D5.1	NE Boardman Park	Develop park (amenities similar to Zuzu Park Phase 2 assumption)	$1,436,063		
NE BOARDMAN PARK PROJECT COST TOTALS			**$1,436,063**	**$0**	**$0**

** Note: Work budgeted or part of a City Public Works or other development project.*

J.1

APPENDIX J: FUNDING STRATEGIES

The Boardman Park and Recreation District (District) and the City of Boardman (City) can pursue a variety of funding sources to support the development, enhancement, and maintenance of parks, trails, and recreational facilities. These funding opportunities include state and federal grants, private foundations, corporate funding, transient lodging tax (TLT) revenues, and local fundraising strategies. By leveraging multiple funding sources, the District and City can maximize investment in recreational infrastructure and programming.

STATE AND FEDERAL GRANT PROGRAMS

State and federal grant programs provide significant funding opportunities for park acquisition, trail development, recreational facility construction, and environmental preservation. These grants are often competitive and require matching funds, making it important to strategically align local funding with available grant programs.

Eastern Oregon Visitors Association (EOVA) – Regional Tourism Grants

The Eastern Oregon Visitors Association (EOVA) administers regional tourism grants that support projects aligned with Eastern Oregon's strategic tourism priorities. Eligible projects include outdoor recreation infrastructure, interpretive or wayfinding signage, cultural or heritage features, and amenities that enhance the visitor experience.

- **Funding Limits:** Varies by project and annual allocation
- **Match Requirement:** Typically 10 percent
- **Website:** https://eova.com/grant-program

OPRD County Opportunity Grant

Available for Oregon counties with populations under 30,000, this grant supports improvements to overnight camping facilities, including campground expansion, restrooms, parking lots, landscaping, and feasibility studies for future camping sites.

- **Match Requirement:** 25 percent required, which may include local budget funds, agency labor, equipment, donations, and grants.
- **Website:** www.oregon.gov/oprd/grants/county

Oregon Heritage Commission Grant

Administered by Oregon Parks and Recreation Department, Oregon Heritage offers **a variety of grant programs** for heritage-related projects, including historic building preservation, collections care, oral histories, signage, and interpretive planning. These grants support efforts to preserve, interpret, and share Oregon's diverse cultural heritage. Municipalities, nonprofits, and tribal entities are typically eligible to apply.

- **Funding Limits:** most grants range from $3,000 to $20,000
- **Match Requirement:** 1:1 match (cast or in-kind), depending on the program
- **Website:** www.oregon.gov/oprd/OH/pages/grants.aspx

Oregon Parks and Recreation Department (OPRD) Grants

OPRD administers several grant programs that support park planning, land acquisition, development, rehabilitation, and trail expansion for cities, counties, park districts, and tribal governments across Oregon.

Local Government Grant Program (LGGP)

Funded by the Oregon Lottery, LGGP supports land acquisition, new park development, facility rehabilitation, and park planning. Eligible projects include restrooms, shelters, sports fields, trails, splash pads, and planning studies.

- Funding Limits: Small Grants up to $100,000; Large Grants up to $1,000,000; Planning Grants up to $50,000.
- Match Requirement: 40 percent for communities between 5,000 and 25,000 residents; match may include local funds, agency labor/equipment, grants, donated funds/materials, or land acquired within the past six years. Pre-development costs (up to 15 percent of total costs) may also count toward the match.
- Website: www.oregon.gov/oprd/gra/pages/gra-lggp.aspx

Land and Water Conservation Fund (LWCF) Grant –

Federally funded by the National Park Service (NPS), LWCF provide matching grants for outdoor recreation projects including land acquisition, park facility development, and environmental restoration. Eligible projects include land purchases for parks, development of trails, boat ramps, nature preserves, and rehabilitation of recreation spaces.

- Funding Limits: Covers up to 50 percent of total project costs;
- Match Requirement: 1:1 match (50 percent) required through local funds, grants, or in-kind sources.
- Website: www.oregon.gov/oprd/gra/pages/gra-lwcf.aspx

Oregon State Marine Board (OSMB) Grants

The Oregon State Marine Board offers a suite of grant programs to enhance public recreational boating access and infrastructure across Oregon. Funding supports both motorized and non-motorized boating facilities, including planning, construction, upgrades, and routine maintenance. OSMB operates on a biennial grant cycle, with a primary application period typically opening in early spring.

- **Funding Limits:** Varies by program; up to $300,000+ for competitive federal grants
- **Match Requirement:** Typically 25 percent; varies by program (some non-motorized grants have no match)
- **Website:** https://www.oregon.gov/osmb/boating-facilities

Recreational Trails Program (RTP)

Federally funded by the Federal Highway Administration (FHWA) and administered by OPRD, RTP grants support motorized and non-motorized trail development, maintenance, and rehabilitation. Eligible projects include trail construction, rehabilitation, signage, land acquisition, and trail education.

- **Funding Limits:** $10,000 minimum; recommended $150,000 max for non-motorized projects; no max for motorized projects.
- **Match Requirement:** 20 percent required (may include volunteer labor, donated materials, or other funding sources)
- **Application Deadline:** January annually.
- **Website:** www.oregon.gov/oprd/gra/pages/gra-rtp.aspx

Travel Oregon – Competitive Grants Program

Administered by the Oregon Tourism Commission, this program funds projects that enhance the visitor experience and support tourism in Oregon. Funded projects must demonstrate how they **enhance, expand, or promote the visitor experience**. Eligible proposals may include tourism-related infrastructure, planning, or marketing efforts.

- **Funding Limits:** $20,000–$150,000;
- **Match Requirement:** not required, but encouraged
- **Website:** https://industry.traveloregon.com/grants/competitive-grants-program

USDA Rural Development – Recreation Economy for Rural Communities (RERC) and Related Grants

USDA Rural Development offers grants, loans, and planning assistance that can support parks, trails, and recreation facilities in rural communities. The Recreation Economy for Rural Communities (RERC) program, delivered in partnership with the U.S. Environmental Protection Agency and USDA Forest Service, provides no cost planning support to help towns grow their outdoor recreation economy. While RERC does not fund construction, it offers facilitated workshops, technical expertise, and an action plan that can strengthen future grant applications. Additional USDA programs include the Community Facilities Program (construction or improvement of community parks, trails, and recreation centers), Rural Economic Development Loan and Grant Program (REDLG) (zero interest loans and small grants for job creating projects), and the Rural Community Development Initiative (capacity building and facility improvements in low income rural areas).

- **Funding Limits:** Varies by program; Community Facilities Program grants up to $50,000 with larger loan options available
- **Match Requirement:** Varies by program
- **Website:** https://www.rd.usda.gov

REGIONAL & LOCAL PUBLIC FUNDING

Local and county-level funding mechanisms, such as transient lodging tax revenues and discretionary budgeting, can support tourism-related park improvements and infrastructure enhancements.

City of Boardman Transient Room Tax (TRT) Funds

The City of Boardman collects a 5 percent transient room tax (TRT). Under Oregon law, a portion of these funds must support tourism promotion and visitor-related amenities. Certain projects, such as trails, park event spaces, and tourism-focused recreational facilities, may be eligible.

Morrow County Transient Lodging Tax (TLT) Funds

Morrow County collects TLT revenue, which must be used for tourism-related purposes under Oregon law. While no formal grant program currently exists, projects that enhance visitor experiences—such as trails, wayfinding signage, and event infrastructure—may be eligible for funding through the County's discretionary budget process. Interested applicants should confirm with Morrow County whether TLT funds can be allocated to a proposed project and coordinate timing with the County's annual budgeting cycle.

Columbia River Enterprise Zone III (CREZ III)

CREZ III is a state-authorized tax incentive program administered jointly by Morrow County and the Port of Morrow. It allows qualifying businesses that invest within the designated zone to receive property tax exemptions in exchange for annual Community Service Fees (CSFs)—payments made in lieu of taxes.

These CSFs are negotiated as part of the enterprise zone agreements and are used to fund public-benefit projects across the region. While CREZ III is not a grant program with an open application process, local governments and community partners may collaborate with the Port or County to request funding for eligible projects. Investments have supported major community assets such as the Boardman Pool and Recreation Center, the SAGE Center, and public parks and trails. Parks and recreation projects that benefit workforce families, support tourism, or provide shared community infrastructure may be good candidates for CREZ III investment when coordinated through inter-agency partnerships.

Port of Morrow: Strategic Infrastructure and Community Partnerships

The Port of Morrow regularly collaborates with the City of Boardman, Morrow County, and the Boardman Park & Recreation District to enhance parks, trails, and public spaces. In many cases, the Port contributes land access, site development, or in-kind maintenance for recreational amenities located on its property. Public sites such as Marker 40 Park, Veterans Park, and portions of the Columbia River Heritage Trail have been developed and maintained through these partnerships. The Marker 40 Golf Course, acquired by the Port in 2020, continues to offer low-cost public recreation and scenic river views.

Although Port funding is discretionary and project-specific, local agencies are encouraged to coordinate with Port leadership when pursuing recreation or infrastructure initiatives that:

- Serve the local workforce and their families
- Support tourism or economic diversification
- Enhance riverfront access or trail connectivity
- Align with broader regional development goals

The Port also jointly administers the Columbia River Enterprise Zone III (CREZ III) with Morrow County, a state-authorized tax abatement program that has supported numerous public-benefit projects through Community Service Fees. For more information, see the CREZ III section of this Appendix.

In this capacity, the Port of Morrow functions not only as an industrial authority, but also as a long-term civic partner—playing a unique role in shaping the built environment and supporting quality of life in the greater Boardman area.

CORPORATE AND INSTITUTIONAL PARTNERS

Several corporate and institutional partners operating in and around Boardman offer funding or partnership opportunities that may align with park and recreation goals. While direct funding for park infrastructure is not always guaranteed, projects that align with corporate social responsibility priorities, such as sustainability, community development, and public recreation, may qualify for support.

Amazon Eastern Oregon Community Fund

Amazon offers funding for community-led initiatives through the Amazon Eastern Oregon Community Fund. Grants support a wide range of focus areas including sustainability, environment, health, STEM education, and equity. While

park-related projects are not explicitly listed, those that improve community well-being or environmental quality may be eligible. The application process is managed by the non-profit organization ChangeX. More information is available at: https://www.changex.org/us/funds/amazon-oregon.

Bonneville Power Administration (BPA)

BPA supports energy efficiency, conservation, and educational initiatives. While BPA does not offer direct grants for park infrastructure, partnerships that incorporate sustainability or conservation strategies may be eligible for support. For detailed information, reaching out to BPA or visiting their official website is recommended.

Portland General Electric (PGE)

PGE offers various community support programs, including grants and sponsorships focused on education, environmental stewardship, and community vitality. While specific programs targeting park development aren't detailed, projects that enhance environmental sustainability or community engagement may be eligible for support. It's advisable to contact PGE directly or visit their official website to inquire about current funding opportunities relevant to park-related projects. More information is available at: https://portlandgeneral.com/about/who-we-are/community/grants-sponsorships.

Port of Morrow

The Port of Morrow plays a key role in regional economic development. While it does not offer a formal grant program, it may support community infrastructure projects—particularly those that enhance livability and promote growth. Coordination with Port leadership is recommended to explore partnership opportunities.

PRIVATE FOUNDATION GRANTS AND CHARITABLE FUNDS

Private foundations play a vital role in supporting parks, recreation, and community development across Oregon. Many foundations operating in or near the Boardman region offer funding for capital improvements, environmental restoration, outdoor recreation, and health and wellness initiatives. These grant programs often complement public funding sources and can be especially effective in supporting local priorities through community partnerships. The following foundations offer relevant grant opportunities that may be applicable to park and recreation projects in Boardman.

Collins Foundation

A large private foundation based in Oregon that offers responsive grants through its GO Grants program (formerly "Responsive Grantmaking"). Grants support a variety of sectors, including arts & culture, community welfare, environmental stewardship, and health equity. The foundation emphasizes diversity, equity, inclusion, and community well-being, and while capital funding is not excluded, proposals must align closely with its focus on equitable community outcomes. More information is available at: https://www.collinsfoundation.org/grants.

Ford Foundation

Based in Roseburg, Oregon, the Ford Family Foundation supports rural communities (populations under 35,000) in Oregon and Siskiyou County, California. The foundation offers Good Neighbor Grants for capital and programmatic needs, Technical Assistance Grants for capacity-building efforts, and Strategic Funding Initiatives that align with the Foundation's focus areas: Family, Education, and Community impact by invitation only.

- Good Neighbor Grants: Up to $25,000 (Small); Over $25,000 (Large)
- Technical Assistance Grants: Up to $5,000
- **Match Requirement:** 10 percent cash match for Technical Assistance Grants
- **Website:** https://www.tfff.org/grants/

Good Shepherd Foundation

Located in Hermiston, Oregon, the Good Shepherd Foundation awards grants twice a year to nonprofits supporting the health and wellness of northeast Oregon communities. In 2024, grants funded approximately 30 local projects focused on physical and mental health services, care access, and overall community wellness.

- **Funding Limits:** $500 to $27,500 (2024 cycle)
- **Website:** https://www.gshealth.org/foundation/awards

Meyer Memorial Trust

Provides grant funding for capital improvement projects related to parks and recreation, focusing on equity, accessibility, and environmental sustainability. Grant types include Project Support Grants for specific, high-priority initiatives and Operating Support Grants for organizations closely aligned with Meyer's mission and goals. More information is available at: www.mmt.org.

M. J. Murdock Charitable Trust

Provides funding for park development, outdoor recreation, and environmental conservation, prioritizing projects that enhance access to nature and support active lifestyles. The Trust supports infrastructure projects, capacity-building, and major renovations. More information is available at: www.murdocktrust.org.

Oregon Community Foundation (OCF) – Oregon Parks Foundation Fund

The Oregon Parks Foundation Fund was established in 1975 and now operates as a community-advised fund of the Oregon Community Foundation (OCF). OPFF supports projects that acquire, restore, and enhance Oregon's parks, with priority given to improving public access, educational programming, and the natural environment. Eligible initiatives include land acquisition, native habitat restoration, trail construction, interpretive signage, and ecological education—particularly those that demonstrate strong community support, foster partnerships, benefit underserved populations, and offer measurable public impact.

- **Funding Limits:** $1,000–$5,000, with larger grants possible for unique, high-impact proposals
- **Website:** https://oregoncf.org/grants-and-scholarships/grants/oregon-parks-foundation-fund

Wildhorse Foundation Grant

The Wildhorse Foundation, managed by the Confederated Tribes of the Umatilla Indian Reservation, distributes over $1 million annually through a quarterly competitive grant program. It supports nonprofit organizations—especially those serving the Cayuse, Umatilla, and Walla Walla tribal areas—across ten key focus areas: arts, culture, education, public health, public safety, historic preservation, environmental initiatives, youth programs, community infrastructure, and cultural events. For more information, visit: https://www.thewildhorsefoundation.com/grants.

LOCAL FUNDRAISING AND REVENUE STRATEGIES

Local fundraising and revenue strategies can provide sustainable, community-driven support for parks, trails, and recreation programs. These approaches foster local pride, build stewardship, and create long-term investment in recreational spaces.

Community Donations and Sponsorships

Community donations and sponsorships provide accessible, meaningful ways for individuals and businesses to support local parks, trails, and recreation programs. Naming opportunities for benches, trails, play features, and other amenities allow donors to contribute funding in exchange for visible recognition. Boardman is home to a wide range of corporate, industrial, and agricultural employers—many of whom may be interested in sponsorships or philanthropic partnerships that enhance livability and promote employee well-being.

The City and District may also consider offering a "**triple-impact donation**" option, modeled after endowment-style giving. In this approach, donors contribute three times the cost of a selected improvement. One-third supports the immediate feature (e.g., a bench, trail segment, or play element), one-third is set aside for long-term maintenance, and one-third is directed to an equity-focused or lower-profile need elsewhere in the system. This model encourages sustainable investment, reinforces stewardship, and helps elevate underfunded priorities.
To deepen donor engagement and expand access, the City and District could also implement targeted and recurring giving initiatives, such as:

- **Mini-campaigns** like "Buy-a-Brick," "Light the Trail," or "Build-a-Bench," which allow donors to fund specific elements at various giving levels.
- **Monthly donor programs**, enabling community members to make consistent, budget-friendly contributions over time.
- **"Round-up at checkout"** partnerships with local retailers, offering residents a way to donate small change toward community parks.

These flexible giving options allow people of all income levels to contribute, foster a sense of ownership, and strengthen long-term community support for the park system.

Community Partnerships, Volunteerism and In-Kind Contributions

Local businesses, civic organizations, and volunteers play a vital role in improving and maintaining parks. These partnerships can take the form of in-kind contributions (such as donated labor, materials, or services), financial support, or ongoing programming collaborations.

- **Potential partners** include the Boardman Chamber of Commerce and BCDA, which may support signage and amenity standards, and the Boardman Library, which is interested in a Story Walk initiative.
- **Volunteer-led initiatives** such as coordinated cleanup days, tree planting, and trail work, can serve as match for grants. In the 2024 survey, **83 percent of participants said they would support City cleanup days to improve park appearance**, suggesting strong community interest.

Business and Youth-Led Initiatives

Local businesses and youth organizations can provide meaningful support through financial, promotional, and service-oriented efforts:

- **Adopt-a-Park or Adopt-a-Trail** programs allow businesses, civic groups, or families to sponsor ongoing improvements or maintenance of defined areas, with recognition signage to encourage visibility and community pride.

- **Businesses can participate in structured, ongoing giving programs with defined contribution levels** (e.g., Bronze, Silver, Gold). In return, sponsors receive recurring visibility—such as co-branding at annual events, recognition on the City/District's website or signage, or acknowledgment in seasonal program guides. Unlike one-time naming donations, this model encourages sustained support and strengthens long-term partnerships between local businesses and the park system. Examples of sponsor visibility may include branded signage on outfield fencing at ball fields or other high-traffic areas—offering businesses a meaningful way to demonstrate community investment while enhancing the identity of public spaces.
- **Youth-led fundraisers and service projects**—such as cleanup days, mural installations, or event support—build leadership skills while fostering a culture of stewardship and ownership among local youth.

Property Tax Levy

A voter-approved tax levy increase could provide additional funding for park and recreation infrastructure and maintenance. In the 2024 community survey, **59% of respondents said they would support a small increase in the District's tax base to help fund desired improvements—**demonstrating public openness to a potential levy.
Fundraising Events and Campaigns
Special events such as 5K races, festivals, and benefit concerts can generate revenue while engaging the community. Crowdfunding platforms also provide direct community support.

By leveraging a diverse mix of grants, private donations, corporate sponsorships, and community-driven fundraising strategies, the Boardman Park and Recreation District and the City of Boardman can build a sustainable foundation for enhancing parks, trails, and recreational programs—now and for future generations.

PARK MASTER PLAN

CITY OF BOARDMAN

Boardman Park & Recreation District ← added per George

BOARDMAN Park & Recreation District

Boardman STRATEGIC PLAN
CREATING PARKS FOR ALL
Making big dreams a reality.

January 2026

ACKNOWLEDGMENTS

Thank you to the residents of Boardman whose ideas, feedback, and participation shaped this Parks and Recreation Master Plan. Your involvement ensured the plan reflects community values and local priorities. Additional thanks go to the advisory committee members, elected and appointed officials, staff, and project partners listed below, whose leadership and collaboration helped bring this plan to life.

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City of Boardman City Council

Paul Keefer, Mayor

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Boardman Park and Recreation District Board (BPRD) of Directors

Krista Price, Chair

John Christy, Vice Chair

David Boor, Treasurer

Rick Weiss, Director

Ricardo Rosales, Director

Former Members (served during the planning process):

Norma Ayala, Former Director

Luis Campos, Former Director

Public Advisory Committee

Richard Rockwell, Boardman City Council

Ethan Salata, Boardman City Council

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District & City Staff

Special thanks to the City and District staff who provided coordination, insight, and logistical support throughout the planning process, including those who served on the Public Advisory Committee.

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with support from ECOnorthwest, Bridging Languages, Andersen Perry, and Wiggins Preconstruction Services

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Table ES-2: District Recreational Assets

Park Name	Status	Size (Acres) / Length (Miles)
Community Parks		
Day Use Park	Developed Undeveloped	25.11 8.04
Marina Park	Developed	26.21
Sailboard Beach	Developed	4.02
Special Use		
Sailboard Beach Disc Golf Course	Developed Undeveloped	32.99 1.60
RV Park & Campground	Developed	28.21
Boardman Pool & Recreation Center	Developed	6.27
Trails		
Off-street Trails	Developed	2.19 Miles
Summary		
Developed		88.33 acres
Undeveloped		9.65 acres
Special Use		34.48 acres
Total Acreage (all assets)		132.46 acres

Planning Targets for Park System

This Master Plan establishes the following targets to guide parkland acquisition, development, and investment through 2035, addressing identified system gaps and aligning with national, state, and peer benchmarks.

- **Parkland LOS:** Maintain at least 15 acres of developed parkland per 1,000 weighted service population (~18 acres per 1,000 residents under current conditions).
- **Access:** Strive that all residents live within a 10-minute walk of a developed park. Close gaps in northeast and south Boardman. Improve crossings of I-84, the railroad, and truck corridors.
- **Trail Expansion:** Expand trail network to 4–10 miles, creating looped connections between neighborhoods, schools, civic spaces, and river.
- **Quality & Maintenance:** Meet baseline safety, ADA, and design standards by 2035. Establish consistent maintenance practices.
- **Amenity Diversity:** Add soccer and diamond fields, a skatepark, toddler and inclusive play areas, shade, restrooms, and other comfort amenities to provide a balanced mix for all ages.
- **Indoor Facilities & Shared Use:** Expand the Recreation Center and strengthen shared use agreements with the Field House and schools to broaden community access.
- **Inclusive Design:** Ensure parks are welcoming and accessible across languages, cultures, abilities, ages, and income levels.
- **Camping & Workforce Housing:** Expand camping

COMMUNITY NEEDS, RECREATION TRENDS, & SYSTEM PERFORMANCE

Community-Identified Needs

Community input, trends analysis, and system conditions together revealed the following systemwide needs.

Park Maintenance & Safety

Residents want cleaner, safer parks with consistent upkeep—priority needs include improved restroom and pavilion cleanliness, geese and pet-waste management, better turf and court maintenance, regular trail repairs, vegetation management for safety and wildfire risk, upgraded amenities, clear rule signage, targeted lighting, and protective fencing near streets and water.

Recreation Participation Trends

Recreation participation patterns across Oregon, both statewide and in Eastern Oregon, closely mirror local preferences in Boardman. **Walking and trail use** remain the most popular activities statewide, reinforcing the need for improved trail mileage, safe crossings, and stronger neighborhood connectivity. **Water-based recreation**—swimming, fishing, boating, and beach use—is also in high demand regionally, placing Boardman's Columbia River frontage at the center of local and visitor interest. **Camping, shaded day-use areas, and upgraded restrooms** continue to be heavily used across the region, with Boardman's campground frequently operating at or near capacity.

Growing interest in **cultural festivals, agritourism, birdwatching, and nature-based experiences** aligns well with Boardman's agricultural heritage and riverfront setting. **New travel patterns—such as remote-work stays, combined business-leisure trips, and sports tourism**—also highlight opportunities for flexible event spaces, multipurpose fields, and indoor year-round facilities. At the same time, **Boardman must serve a large weekday service population** of in-commuting and temporary workers, creating evening and after-hours demand for recreation facilities.

Level of Service, Access & Facility Condition

Level of Service (LOS) evaluates how well parks meet community needs based on acreage, facility supply, access, quality, and equity. Because Boardman serves far more than its residential population, LOS is based on a **weighted weekday service population** that includes residents, in-commuting workers, temporary workforce lodging, and hotel/RV guests. This provides a realistic picture of daily demand. **Boardman's weighted service population is 6,890 in 2024, increasing to 10,450 by 2035. The City's LOS target is 15 acres per 1,000 weighted population.**

Parkland Supply

Within the UGB, Boardman has **112 acres of developed public parkland, including Port of Morrow-owned recreation sites (9.6 acres), equal to 16.3 acres per 1,000 weighted population (or 19.5 acres per 1,000 residents)**, within the NRPA benchmark range of 12.9–22.0 acres/1,000. When including maintained open greenspace and undeveloped parkland, the broader system totals 158 acres, providing a strong land base for development.

Outdoor Facilities

Benchmarks show key strengths—dog park, splash pad, disc golf, and playground quantity—and clear deficiencies. Boardman lacks soccer fields, tennis/pickleball courts, a skatepark, and trail mileage (2.36 miles) is below peer benchmarks (4-10 miles). Youth serving options and play quality is a need (more inclusive, diverse, toddler-friendly) and camping and systemwide amenities (restrooms, shade, group gathering) remain undersupplied.

Indoor Facilities

The Recreation Center exceeds NRPA benchmarks for aquatics and indoor court space but still experiences scheduling constraints due to shared uses. Other indoor recreation types typical of small cities (e.g., walking tracks, racquet courts) are absent, and school facilities offer limited shared access.

NOT

Access & Connectivity

LOS mapping identifies major access gaps in south and northeast Boardman, areas with denser and lower-income neighborhoods. Connectivity is further constrained by I-84, the railroad, truck routes, and sidewalk gaps—factors that limit safe walking and biking to parks.

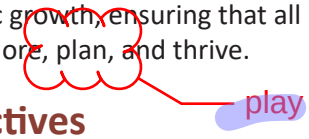
Quality & Condition

Field observations and community feedback highlight deferred maintenance, aging restrooms and furnishings, limited shade and wind protection, and very limited ADA access. Collectively, these issues reduce overall usability, equity, and comfort even where basic acreage benchmarks are met.

VISION AND GOALS

Vision

Boardman's parks and recreation system will provide vibrant, accessible, and well-maintained spaces that enhance quality of life, foster community connections, and celebrate the city's unique cultural and natural assets. Through thoughtful planning and sustainable investments, our parks will serve as welcoming destinations for recreation, health and economic growth, ensuring that all residents and visitors- regardless of age, ability, or background- have opportunities to explore, plan, and thrive.



Goals & Objectives

The plan establishes clear goals to ensure parks keep pace with growth and community needs. They include:

Goal 1: Create an Inclusive, Accessible & Equitable Park System

Ensure all residents, regardless of age, ability, background or income, have equitable access to safe, well-maintained parks and recreational opportunities.

Goal 2: Enhance Recreation & Active Lifestyles

Expand diverse, year-round recreational opportunities that support physical activity, wellness, and enjoyment for all ages.

Goal 3: Strengthen Community Engagement and Partnerships

Build strong relationships with residents, organizations, and businesses to support parks and recreation.

Goal 4: Support Economic Growth, Tourism & Workforce Development

Leverage parks to strengthen Boardman's economy, attract visitors, and create workforce development opportunities.

Goal 5: Improve Park Infrastructure, Safety and Connectivity

Ensure well-maintained, safe, and connected parks by investing in infrastructure and accessibility improvements.

Goal 6: Ensure Fiscal Responsibility & Long-term Sustainability

Maintain a financially sustainable park system by securing diverse funding sources and prioritizing cost-effective investments.

Goal 7: Preserve Boardman's History, Cultural & Community Identity:

Integrate historical, cultural, and community elements into parks and programming to celebrate Boardman's identity.

SYSTEM-WIDE RECOMMENDATIONS

The Plan includes several systemwide initiatives that establish consistent standards, guide long-term investment, and support coordinated planning between the City and District. Key initiatives include:

- Expanding and connecting the trail network through a **Trail Master Plan,** improving safety, neighborhood access, and waterfront connectivity.
- Integrating public art, cultural interpretation, and storytelling through a **Public Art and Cultural Identity Master Plan** to reflect Boardman's heritage, diversity, and community identity.
- Improving navigation, accessibility, bilingual communication, and park identity with a unified **Wayfinding and Signage System.**
- Creating consistent standards for benches, tables, trash receptacles, shade structures, and other amenities through a **Park Furnishing Standards Study** to improve comfort, durability, and maintenance efficiency.
- Identifying dedicated sites for high-demand recreation amenities through **Future Amenities Requiring Siting,** including a **bike skills park, pump track, skatepark, pickleball courts, and additional soccer and diamond fields**, with siting confirmed through future planning and community input.

Park Planning Checklist

The Park Planning Checklist ensures future park improvements and acquisitions follow shared standards for quality, accessibility, and long-term maintenance. It provides guidance for:

- Play Areas
- Park Furnishings & Site Amenities
- Access & Inclusion
- Infrastructure for Events & Daily Use
- ~~RV Park & Campground~~ Shade, Cooling & Climate Comfort
- Sports & Active Recreation
- Safety, Lighting & After-Hours Use
- Indoor Recreation Facility Evaluation
- Parkland Acquisition and Development

These components provide a clear framework to support equitable, resilient, and community-aligned park design moving forward.

SITE SPECIFIC RECOMMENDATIONS

City of Boardman

City park recommendations emphasize expanding neighborhood access, upgrading existing facilities, improving comfort and inclusivity, and preparing newly acquired or undeveloped lands for future use. Key themes include:

- Enhancing **City Park** and **Tatone Park** with upgraded play areas, shade, ADA access, seating, and improved internal circulation. City Park will also receive a splash pad.
- Developing **Sunset Park** as a major future community park with multi-sport fields, playgrounds, shaded gathering areas, trails, and a looping paths as funding becomes available.
- Improving **neighborhood-scale parks—including Zuzu Park, Meadowlark Park, and Parque Los Niños**—with safe access, signage, shade, sports courts/fields and age-friendly play features.

Table ES-5: System-Wide Planned Projects and Prioritization Schedule

Project ID	Project Title	Near-Term (FY 2026-2030)	Mid-Term (FY 2031-2035)	Long-Term (FY 2036 +)
S1	Public Art & Cultural Identity Master Plan	$0	$0	$110,250
S2	Trail Master Plan	$0	$65,500	$0
S3	Park Furnishing Standards	$33,300	$0	
S4	Wayfinding & Signage System (Planning Only)*	$133,200	$0	$0
S5	Future Amenities Requiring Siting	$3,063,600	$5,067,489	$0
	TOTAL	**$3,134,238**	**$5,132,989**	**$110,250**

* Unit-cost estimate only. The subtotal assumes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.

MAINTAINING A RESILIENT PARK SYSTEM

As the City and District prepare for significant system growth through 2035, strengthening operations and maintenance is essential to ensure parks remain clean, safe, and reliable. Today, staffing levels are close to national medians, but projected park and facility expansion will require additional capacity, upgraded equipment, and more consistent systems.

Both agencies have strong foundations—resourceful staffing models, bilingual service delivery, partnerships with schools, community organizations and employers, contracted maintenance support, and growing sustainability practices—but they also face challenges such as reactive maintenance, inconsistent standards, limited cost tracking, and environmental pressures like wind, dust, invasive weeds, and shoreline erosion.

NRPA benchmarks show that Boardman will need more staff and higher per-capita operating investment over the next decade to keep pace with its expanding system. To build long-term resilience, the Plan recommends:

- Implementing proactive maintenance systems (work-order tracking, inspections, Standard Operating Procedures (SOPs).
- Expanding staffing and equipment in line with system growth.
- Improving agreements, risk management, and cost accounting.
- Integrating climate-resilient, low-maintenance design into all new projects.
- Strengthening partnerships and community stewardship to extend capacity.

These steps will help ensure that Boardman's growing parks and recreation system remains safe, equitable, and well-maintained—and that future investments can be sustained over time.

Staff and Site Visits

The consultant team worked closely with City and District staff to understand operational needs and system-wide challenges. Joint site visits were conducted at most park and recreation facilities to evaluate conditions and gather on-the-ground insight for the needs assessment and recommendations.

RELATIONSHIP TO OTHER PLANS & INTERIM REPORTS

This plan builds on a range of past and ongoing efforts that shape Boardman's recreational landscape. Local, county, regional, and statewide plans provide policy direction, identify needs, and guide coordinated investment. Some remain current, while others, such as the City's Comprehensive Plan, are undergoing timely updates that this plan complements. Both adopted and in-progress efforts were reviewed to identify opportunities for alignment. The following plans and studies were considered in preparing this Master Plan. See Appendix B.1 for a discussion of each and how it influences this plan.

City & District Plans & Initiatives

- Boardman Park and Recreation District Master Plan (2012–2022)
- City of Boardman Comprehensive Plan – Goal 8: Recreational Needs (1991; update in progress)
- Boardman Transportation System Plan (update in progress)
- City of Boardman Housing Advisory Committee (in progress)
- Boardman Housing Capacity Analysis (in progress)
- Boardman Economic Opportunities Analysis—Draft Report (July 2025)
- Community & Economic Development Studies
- Boardman Hospitality and Tourism Needs Assessment (2023)
- Boardman Community Development Association Community Surveys (2023–2025)

County & Regional Plans

- Morrow County Parks Master Plan (2018–2038)
- Morrow County Comprehensive Plan – Goal 8 Recreational Element (2011)
- Morrow County Housing Strategies Summary (2019)
- Columbia River Heritage Trail Concept Plan (2000, update ongoing)
- Statewide Frameworks
- Oregon Statewide Comprehensive Outdoor Recreation Plan (2024–2029)

heading

Interim Reports

In addition to these existing policy documents, two interim reports were developed specifically to inform this plan:

- **Integrated Market Assessment with Community Profile (Appendix D):** evaluating recreation demand, tourism, and regional positioning.
- **Operations Assessment and O&M Tools (Appendix H):** examining staffing, maintenance, and operational capacity.

WHO LIVE IN BOARDMAN

Boardman is one of Oregon's fastest-growing small cities, with **5,749 residents** in 2024—nearly 80 percent growth since 2010. **Families and youth define the city**: nearly 40 percent of residents are under age 20, while older adults remain a smaller but growing share, pointing toward a more **multi-generational future**.

The community is highly diverse, with **two-thirds of residents identifying as Hispanic or Latino and Spanish spoken in most households**. Larger, often multi-generational households are common, but **incomes are generally lower than state averages**, with many families living below poverty thresholds. **Rapid housing construction** has added single-family and multifamily units, yet affordability and availability remain challenges.

Transportation, health, and access also shape recreation needs. Most households rely on personal vehicles, internet access is uneven, and county health data show higher rates of obesity and inactivity. Together these factors highlight the importance of affordable, close-to-home recreation opportunities.

The Port of Morrow – A Regional Powerhouse

- Established 1959; Oregon's second-largest port
- Supports ~6,700 permanent jobs
- Moves $2.5+ billion in goods annually across food processing, energy, transport, and data centers
- Generates ~8,200 construction jobs each year through ongoing projects
- Three local campuses: Boardman Industrial Park (within UGB), Airport Industrial Park, and East Beach Industrial Park.
- Provides one of Oregon's largest blocks of industrial land, reinforcing Boardman's role as a regional employment hub

WHO WORK IN BOARDMAN

Boardman functions as a regional job hub, supporting about **3,500 jobs** but with **fewer than one in five held by residents**. Most positions are filled by in-commuters from Hermiston, Umatilla, and Irrigon, while **one-third of residents travel elsewhere for work**. Employment is dominated by food processing, manufacturing, transportation, and logistics, all tied closely to the Port of Morrow's industrial campuses.

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A large temporary and rotating workforce also shapes local demand. Seasonal crews, contractors, and long-term construction teams tied to Port and industrial growth bring thousands of non-resident workers to Boardman. Many rely on hotels, RV parks, and short-term housing that operate near capacity during the workweek. This pressure is expected to continue as major industrial and data-

center projects advance. For example, the approved 1,200-acre exascale data center campus west of Tower Road is projected to sustain about 800 construction jobs for nearly a decade and employ more than 500 permanent staff once complete, further intensifying demand on lodging, housing, and recreation infrastructure.

WHO VISIT BOARDMAN

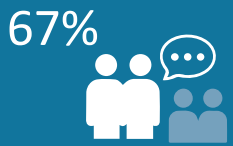
Boardman attracts a mix of local, regional, and extended visitors through its riverfront, trails, festivals, and community facilities. Most arrive by car, consistent with statewide **"drive-to" tourism patterns.** The **30-minute market** includes nearby towns with lower incomes and a preference for affordable, family-oriented amenities. The **60-minute market** reaches into Pendleton and the Tri-Cities, representing higher incomes and demand for day trips and events. The **120-minute market** extends to The Dalles and Yakima, supporting weekend camping and destination recreation.

Participation patterns reflect strong demand for **outdoor and family-based activities** such as walking, swimming, hiking, camping, and attending cultural events. **Seasonal peaks in summer and fall** drive especially high use, while agritourism and festivals remain key motivators. Boardman's amenities already align well with these trends: the Marina and RV Park reach capacity during peak season, Sailboard Beach serves as a regional disc golf destination, and the waterfront trail system, recreation center, and SAGE Center attract thousands of additional visits each year.

Demographic Summary

5,749 residents (2024) +78% since 2010
— fastest growth in the region

67% Hispanic/Latino
63% of households speak Spanish



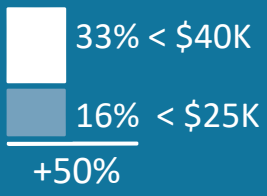
71% drive alone to work;
only 5% walk or bike

18% of households lack internet

3.2 average people per household
with 4 the most common

37% under age 20
13% over age 60

1 in 3 households under $40k
Over half below 200% of poverty line



Looking ahead, Boardman is **strategically positioned for continued recreation and tourism growth**. It's Columbia River shoreline, beaches, and trails match top statewide interests like walking, nature observation, and water access. Direct access along I-84 and the Columbia River corridor ensures visibility and convenience for both day trips and extended stays. Undeveloped public lands near neighborhoods provide rare opportunities for integrated park and trail expansion, while consistent demand from the local workforce adds steady weekday use.

The City also benefits from **cultural and event-based appeal**. The Harvest Festival, Indigenous history, and agricultural heritage align closely with regional tourism priorities of outdoor recreation, agritourism, and cultural storytelling. Emerging markets such as sports tourism, "tournacations"—youth or amateur sports tournaments paired with family vacations, and "bleisure" travel—business trips are extended to include personal or family leisure time, create new opportunities for Boardman to host tournaments and extended visits that combine

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What Visitors Say About Boardman's Signature Assets

Sailboard Beach Disc Golf Course – "Absolutely one of the best courses in the region. Great layout and beautiful views." (UDisc avg **3.9 out of 5 stars** from 300+ reviews)

Boardman Marina & RV Campground – "Peaceful spot right on the river. Clean sites and great walking trails."

Columbia River Heritage Trail – "A hidden gem. Perfect for a morning jog or sunset walk."

Based on online user reviews from travel and recreation platforms (TripAdvisor, Yelp, UDisc)

Demographic Summary (continued)

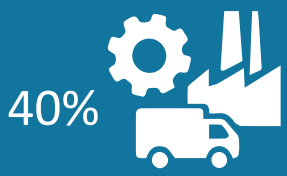
Tourism Market

30-min zone: 47,000 residents
60-min zone: 352,000 residents
120-min zone: 858,000 residents

Workforce

Sustains thousands of construction jobs a day

40% of jobs in manufacturing/ food processing



3,500 jobs in Boardman
Fewer than 20% held by residents

3500 Jobs

About 1/3 of Boardman residents commute out for work

85% of hotel stays are workforce; Lodging accommodations are often at capacity during workweek

85%

Community Parks

Tatone Park (formerly City Hall Park)

Tatone Park sits at the corner of Kinkade Road and Tatone Street SW, adjacent to City Hall and the Field House. It serves roughly 173 nearby homes south and east of City Hall. The park includes the "Little Tots Community Playground" with swings, a spinner, and a play structure on rubber mulch, along with two picnic shelters, benches, open lawn, basketball court and several small trees. Parking and a seasonal restroom are shared with the Field House and the City also maintains the public restrooms attached to the building.

City Park

City Park is located between Boardman Avenue NW and W Park Avenue in northwest Boardman and serves a dense residential neighborhood of approximately 132 homes. The park includes a lighted basketball court, playground with swings and a play structure on rubber chip surfacing, and a covered picnic shelter with water and electrical service. The western half of the site contains two grass baseball fields with limited seating along the north edge. South of the fields, an open lawn supports youth soccer and informal pickup games. Mature trees provide shade throughout the park. Restrooms with adjacent parking are available along W Park Avenue. A new splash pad is planned for the site (see Chapter 8 for related recommendations). Riverside High School, just east of the site, offers additional recreation within walking distance.

Sunset Park (formerly Hillview Subdivision)

Sunset Park is an undeveloped community park in southwest Boardman, located just south of the BPA power line corridor with access from Faler Road and Paul Smith Road (closed north of Wilson Road). Positioned at the western edge of the Urban Growth Boundary, it will serve existing neighbhorhoods north of Wilson Road, including Wilson Road Mobile Home Park, the Chaparral neighborhood, a newer development, and future westward growth as the UGB expands. The site, deeded to the City by Morrow County with a public use restriction, is currently covered in sagebrush, open in character, and crossed by informal dirt roads and paths. Planned transportation improvements include extending Oregon Trail Boulevard along the park's northern edge, and its location offers a convenient link to the planned Power Trail Park / Parque Cultural corridor. Possible onsite wetlands may present site constraints.

Parque Cultural - Power Trail Park (universal change for consistency)

Table 3-5: Annual Community Events

Event	Timeframe	Hosted / Organizer	Location
4th of July Celebration	July 4	Chamber of Commerce	Marina Park
Kick-off to Summer Celebration	Late May/ early June	BCDA	Marina Park
End of Summer Celebration	August	BCDA	Marina Park
Harvest Festival	October	Chamber of Commerce	Sage Center
Holiday Lights at the SAGE Center	December	BCDA	SAGE Center
Winter Carnival	Mid-December	BPRD	Various Locations
SAGE Center Annual Awards Banquet	March	Chamber of Commerce	SAGE Center
Winter Market	December	Local Organizations	SAGE Center

uppercase

Table 3-6: Recurring Community Programs

Program	Timeframe	Hosted By	Location
Farmers Market	Mondays, May–Sept	Boardman Farmers Market	Marina Park
Music in the Parks	Every other Monday, June–Aug	North Morrow Community Foundation	Marina Park
Movies in the Park	Summer		Marina Park
Grow Your Community Events	During Farmers Market	Local Organizations	Marina Park
Funtastic Kids	June–Aug	BPRD	Marina Park
Teen Summer Program	Summer	BPRD	Various locations
Marble Mania	Ongoing	BPRD	Various Locations
Catholic Harvest Festival	Fall	Catholic Church	Marina Park
Recurring Library Events (Summer reading program; teen nights, performances & activities)	Varies	Oregon Trail Library	City Park
Civic & Volunteer Program (e.g. Community-Wide City Clean-up Day)	Annual (Spring, Summer & Fall)	City	Citywide
Teen Pool Night / Pool Parties (seasonal)	Periodic	BPRD	Recreation Center
Holiday Programs (e.g. Easter Egg Hunt, Halloween Maze, Turkey Trot, Holiday Lights)	Seasonal	BPRD, BCDA, Chamber, Library	Marina Park, Rec Center, SAGE Center, City Park
Kids in Parks (Boardman Heritage TRACK Trail)	Year-round, self-guided	Kids in Parks (Blue Ridge Parkway Foundation) with Oregon Parks Forever	Heritage Trail Spur; Kiosk between Marina Park & Campground

SYSTEM-WIDE PROJECTS

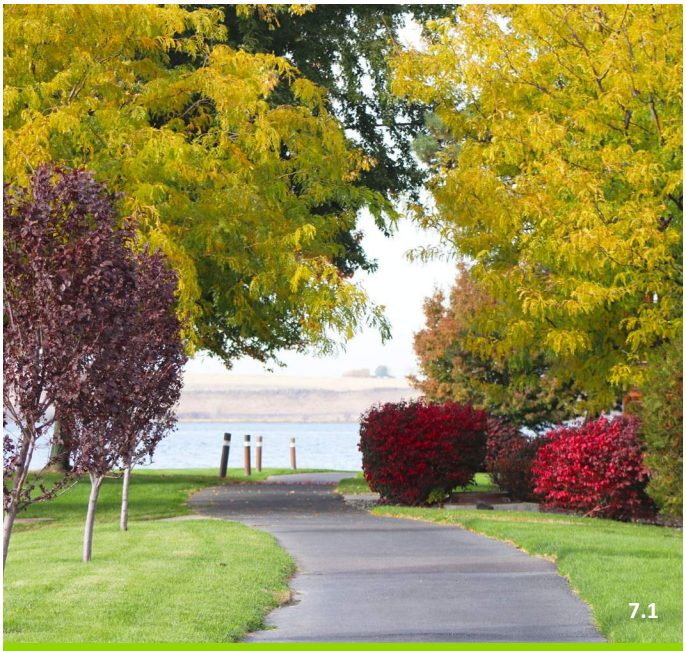
The following projects reflect broad, recurring priorities voiced by community members and supported by analysis. Each represents an initiative that can be pursued as a capital improvement, coordinated plan, or strategic partnership. These projects are intended to improve the park system as a whole and may include infrastructure upgrades, land acquisition, system planning, or new amenity development.

Trail Master Plan

The Trail Master Plan will guide development of a unified trail system, including a looped route that links neighborhoods, schools, civic spaces, Columbia River and regional destinations. It will set consistent standards and ensure safe, accessible experiences for all users. It will build on the Power Trail–Parque Cultural trail corridor already identified in this plan as a priority trail opportunity, while mapping additional corridors to expand the system. This effort will also explore opportunities on public lands managed by agencies such as USACE, BIA, ODFW, USFWS, and Morrow County to incorporate natural open space and nature-based trails.

Implementation actions:

- Coordinate with the Columbia River Heritage Trail and City Transportation System Plan to strengthen connectivity and crossings.
- Evaluate options for an additional I-84 crossing—such as a second overpass or improved underpass at Laurel Lane—to create a loop and improve pedestrian/bike safety. The City's Transportation System Plan (TSP) also identifies a potential pedestrian overpass that would connect NW Boardman to SW Boardman near Faler Road; future trail planning should coordinate with this concept.
- Map priority corridors including the BPA alignment and identify other routes to guide future dedications and acquisitions.
- Establish consistent standards for surfaces, widths, signage, furnishings, lighting, and planting.
- Identify trailhead and designate trail types (paved and soft-surface) for varied users.
- Address maintenance needs, including trail widening and safe accommodation of e-bikes (see callout box: *Planning for E-Bikes and Electric Mobility Devices*).
- Reference the City's Transportation System Plan (TSP) as a key resource for identifying potential trail corridor alignments, on-street connections, sidewalk infill projects, and additional crossing concepts to inform future trail master planning.



Electric Mobility & Trail Design

E-bikes, scooters, and other personal mobility devices are increasingly common in parks and trails. To keep the system safe and future-ready, trails should be designed to accommodate these users alongside walkers and cyclists.

Key Planning Considerations:

- Provide wider trails (10–12 feet) for shared use.
- Ensure continuous off-street connections to parks, neighborhoods, and schools.
- Improve safety at crossings, especially near high-speed roads and freeway overpasses.
- Establish consistent policies and signage on permitted devices, speed limits, and etiquette.
- Use design features—centerlines, slow zones, or separated spaces—where appropriate.

Electric Mobility & Trail Design

photo quality

Existing signage in Boardman.

Wayfinding and Signage System

A unified signage system will help users navigate parks and trails, share rules and safety information, and reinforce Boardman's visual identity. The BCDA's investment in citywide signage provides a strong foundation for expanding a cohesive system across all public spaces.

Implementation actions:

- Develop a coordinated signage system for parks, trails, and public spaces with BCDA, the Chamber, and other partners.
- Install a consistent suite of sign types, including:
  - Monument signs at park entries and major facilities.
  - Directional signage to parks, waterfront, and civic destinations.
  - Internal wayfinding signs for multi-feature parks.
  - Trail markers with route names and distances.
  - Regulatory signs for park hours, rules, and emergency contacts.
  - Interpretive signage highlighting history, ecology, and culture.
- Multilingual messaging to reflect community diversity and improve access.
- Accessible route indicators and emergency access points.
- Incorporate new park names from the naming competition.
- Ensure all parks have accurate addresses on record for emergency services.

PARK PLANNING CHECKLIST

To support consistent, high-quality park design, the City and District will use a Park Planning Checklist as a working tool. This resource consolidates best practices identified through community input and technical review, covering topics such as play area design, furnishings, access and inclusion, safety and lighting, event infrastructure, and climate comfort. The checklist will serve as an internal reference for staff, consultants, and partners to ensure that all park improvements reflect system-wide priorities and community values. A summary is provided below; a full checklist is included in Appendix G.

Table 7-1: Park Planning Checklist

Category	Examples of Key Considerations
Play Areas	Separate age zones, accessible surfacing, shade, varied play experiences, safety measures near hazards
Park Furnishings & Site Amenities	Consistent standards, ADA-compliant, comfort, integrate cultural relevant and local identity elements
Access & Inclusion	ADA site review and compliance upgrades, universal design strategies, culturally inclusive features, engage local advocacy groups
Infrastructure for Events & Daily Use	Power, water, lighting, and Wi-Fi for events
Shade, Cooling & Climate Comfort	Trees, shade structures, cooling features, heat reflective surfaces
Safety, Lighting & After-Hours Use	Pathway lighting, clear sight lines, emergency info
Sports & Active Recreation	Field upgrades, avoid artificial turf, support amenities, evaluate site for new amenities that have not been sited yet
Indoor Recreation Facility Evaluation	Assess sites for indoor facility opportunities
Parkland Acquisition and Development	Evaluate opportunities to close service gaps through new land or expansion

Together, these system-wide initiatives and design standards establish the framework for future site-specific projects, which are detailed in Chapter 9.

CHAPTER 8

Skatepark example with beginner and intermediate features (Rassekh Park, Lake Oswego, OR).

River Ridge Subdivision Parks

The River Ridge subdivision includes three neighborhood parks located within close proximity. Parque Los Niños and Meadowlark Park are existing open spaces situated one block apart, while Pájaro Azul Park is planned in a future subdivision phase. Together, they will form a connected neighborhood park system serving play, gathering, and open space needs.

Parque Los Niños

Parque Los Niños will be the neighborhood's primary active recreation space, complementing nearby Meadowlark Park. Planned projects are to:

- Develop the park with play structures (including a designated toddler area), a basketball court, shade elements, picnic facilities, walkways, and site furnishings.
- Improve pedestrian safety and connectivity with crosswalks linking the two parks.

Meadowlark Park

Meadowlark Park will emphasize passive recreation and open space, complementing the active programming at Parque Los Niños. Planned projects are to:

- Develop park with trees, benches, picnic facilities, walkways, and open greenspace preservation.
- Improve pedestrian safety and connectivity with crosswalks linking the two parks.

Pájaro Azul Park (Future)

Future phases of the River Ridge subdivision are required to dedicate two small neighborhood parks. The City is working with the developer to consolidate these dedications into a single park site of approximately 0.75–1 acre. If consolidation is not achieved, the City will accept dedication of the two smaller parks sites.

- Develop a consolidated neighborhood park with amenities such as nature play, shaded gathering areas, and organically designed pathways.
- If consolidation is not achieved, develop two smaller neighborhood parks with limited amenities consistent other with subdivision dedications.
- Implement community-proposed name for park.

Figure 8-5: Parque Los Niños

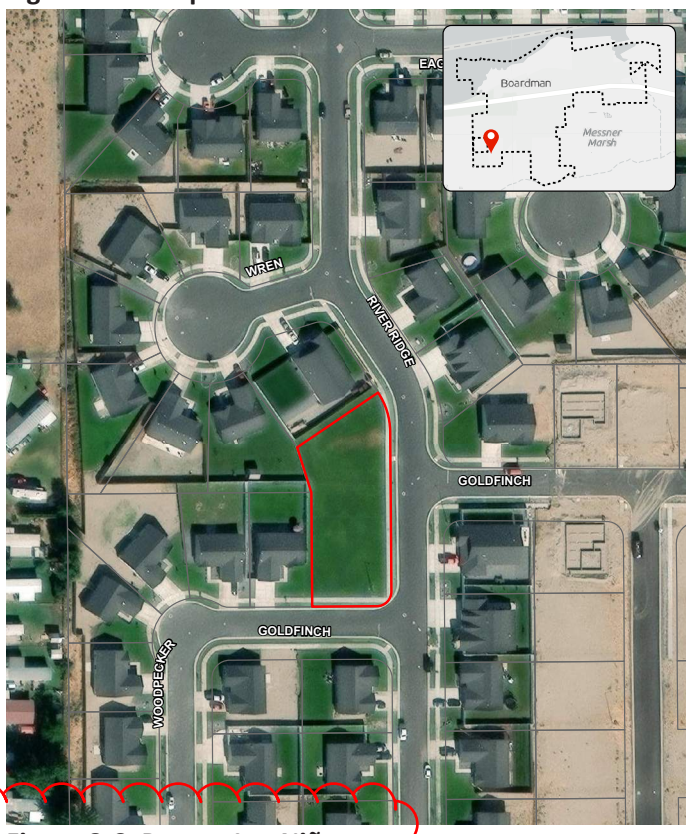
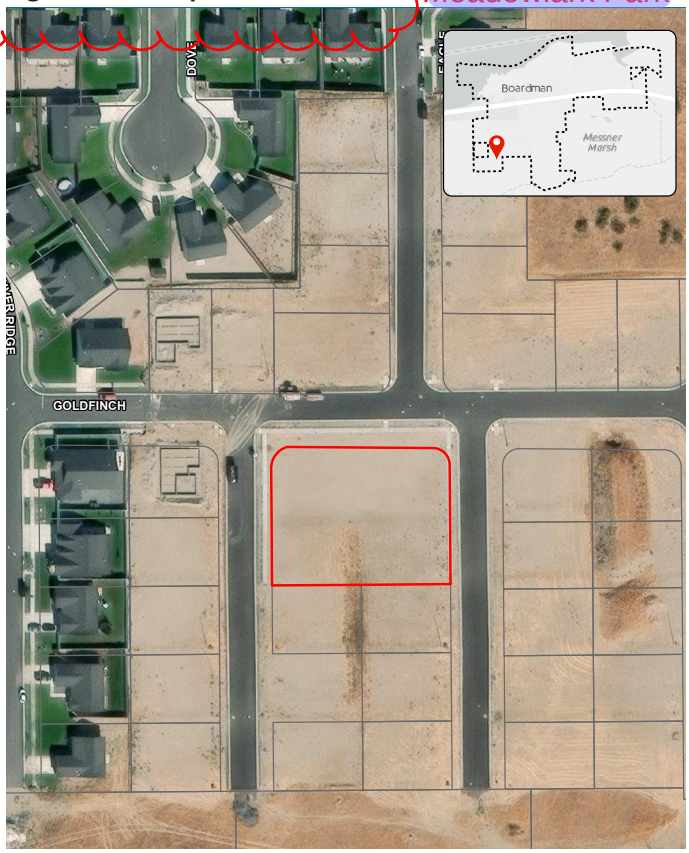


Figure 8-6: Parque Los Niños

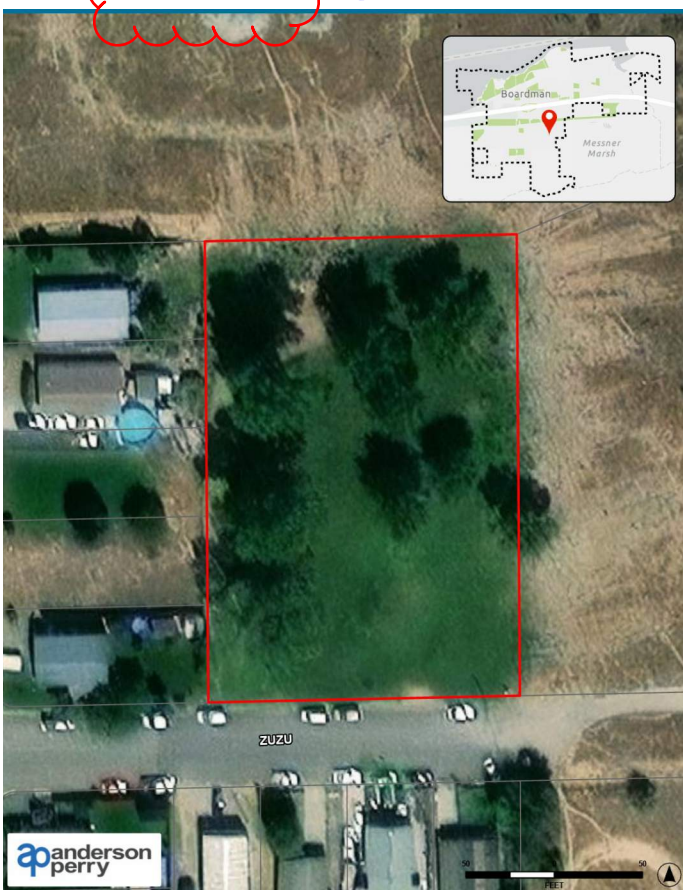


Zuzu Park

Zuzu Park is a neighborhood park serving a growing residential area. Improvements will occur in phases, beginning with small public works projects, followed by preparation of a park master plan. Potential expansion may be explored, in coordination with adjacent development, to determine whether the site can accommodate additional community-requested features. Planned projects are to:

- Complete small public works upgrades including fencing, parking turnaround, lighting, and basic site furnishings.
- Prepare a park master plan to evaluate expansion opportunities and community-requested amenities. Implement a City Council–approved high school park design competition as a future planning exercise.
- If feasible, implement park expansion north and east as development occurs, adding features such as nature play, volleyball, a baseball field, and other supporting amenities.

Figure 8-7: Sunset Park Zuzu Park



Nature play example (Columbia Tech Center, Vancouver, WA).

Add a parking turnaround at the street terminus.

Parque Cultural & Power Trail Park

The Parque Cultural–Power Trail Park Corridor is envisioned as a continuous linear park and trail system from Skoubo Lane to Laurel Lane, running below the BPA transmission lines just south of I-84. Parque Cultural extends west of Main Street and Power Trail Park east. Though named separately for identity and wayfinding, the two segments function as one unified greenway connecting neighborhoods, civic sites and recreation destinations such as Tatone Park, Sunset Park, Zuzu Park, and the Senior Center, while forming a critical segment of Boardman's long-distance trail system. Planned projects are to:

- Secure additional dedications and easements to complete the corridor. Explore acquisition of adjacent parcels to allow for additional amenities restricted under the power lines.
- Develop a continuous greenway with trails, rest areas, interpretation, art and signage coordinated with the system-wide Trail Master Plan.
- Relocate Front Street dog park and improve with restroom (relocated from Splash Pad), parking, shade, seating, and signage (Power Trail Park).
- Incorporate recreation features such as a bike skills park, pump track, and story walk in coordination with the Library (if not located elsewhere).
- Coordinate corridor planning with roadway extensions, the County's Columbia River Heritage Trail through Parque Cultural, and other public infrastructure.
- Implement vegetation management practices to reduce wildfire risk and maintain safe, clear access.

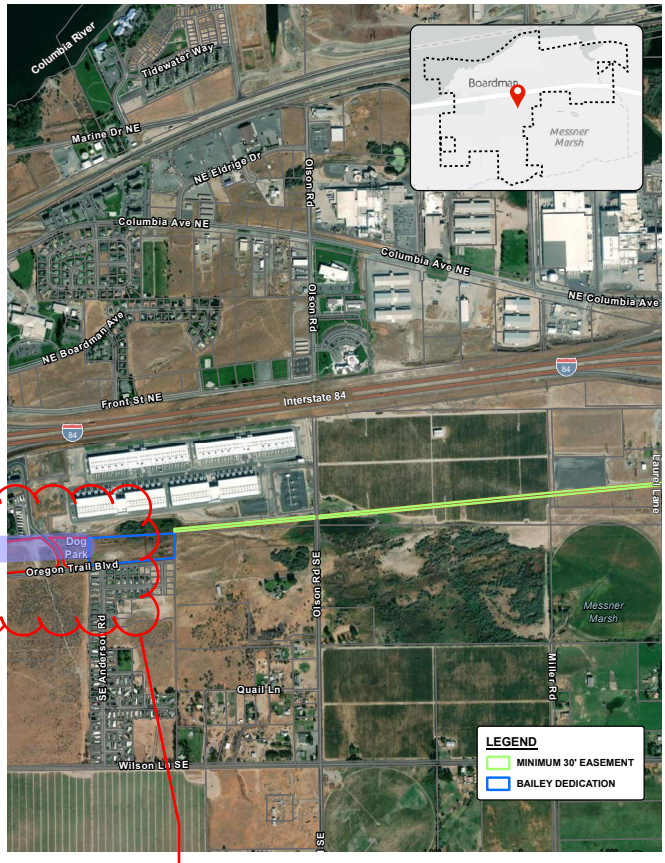
Development Restrictions

Development within Bonneville Power Administration (BPA) transmission corridors is subject to BPA review and clearance standards. All design elements must be coordinated with BPA early in design to confirm allowable uses. In Boardman, the southern portion of Power Trail Park-Parque Cultural corridor contains 500 kV lines with the most restrictive limitations, while the northern portion contains 230 kV lines with somewhat more flexibility.

- Potentially Allowable (with review): Low-profile uses such as trails, signage, site furnishings, and vegetation management for fire mitigation—subject to BPA confirmation.
- Typically Prohibited: Permanent buildings, tall structures (e.g., play features, poles, or lighting that exceed BPA height limits), excavation near tower footings, and vegetation capable of reaching the lines.
- Clearances & Access: Minimum vertical and horizontal clearances must be confirmed with BPA for both 230 kV and 500 kV lines. Emergency and maintenance routes must remain unobstructed year-round.

Figure 8-8: Parque Cultural (West of Main Street)

Figure 8-9: Power Trail Park (East of Main Street)



adjusted window to include whole segment...where is dog park?

STAFFING AND FUNDING CAPACITY

To address these operational challenges effectively, both the City of Boardman and the Boardman Park & Recreation District must work within their respective governance and funding structures. Although they operate separately, the public views Boardman Parks as a single unified park system. Residents expect the same standard of care regardless of ownership, and both agencies acknowledge the need to collaborate to meet those expectations.

Together, the City and District provide stewardship of more than **180 aggregated acres** of public lands and recreational facilities, including parks, trails, waterfront areas, the campground, and recreation center. Yet staffing and equipment remain limited. Maintenance is carried out by a blend of Public Works crews, District maintenance staff, seasonal employees, and contracted support, but these arrangements do not provide the consistency or capacity required to keep pace with growth or to meet current public expectations for maintenance quality.

By 2035, planned park and facility expansions will significantly increase the scale of assets under City and District stewardship, underscoring the need for corresponding increases in staffing, funding, and operational capacity. Projected growth in park acreage, trails, recreational facilities, and amenities is summarized in the callout box *Projected Growth by 2035.* These figures provide essential context for understanding the scale of operational expansion that will be required over the next decade.

Staffing Benchmarks

Table 10.1: Staffing Benchmarks vs. Actuals (Populations <20,000)

Benchmark	O/M Staff per 10k (NRPA)	2025 (6,890 pop.)	2035 (10,450 pop.)
Low Quartile	3.2 (46% of 7)	2.2 staff	4.7 staff
Median	6.3 (46% of 13.7)	4.3 staff	6.6 staff
Upper Quartile	12.2 (46% of 26.6)	8.4 staff	12.7 staff
Boardman Actual*	—	6.5-7.0 staff (4.5-5 District + 1.5-2.0 City)	6.5-7.0 staff (if flat)

National Recreation and Park Association (NRPA) data show that about 46% of parks and recreation staff in small cities are dedicated to operations and maintenance (O/M). Applied to national staffing quartiles, yields a range of roughly 3 to 12 O/M staff per 10,000 residents. These figures were adjusted to Boardman's weighted service population[1] to establish the local benchmarks shown in Table 10.1.

4.5 - 5 District Staff (3 full time employees, 1.5 FTE season workers and .5 contracted)

Boardman's current staffing totals approximately 6.5-7 FTE. This includes ~~3 full-time District maintenance workers, about 1.5 FTE from seasonal staff~~, and City resources equivalent to roughly 1.5–2 FTE. The City's contribution is distributed across multiple functions: oversight of a landscape maintenance contract ($6,555 per month for nine months of the year, equal to about one FTE), daily cleaning and upkeep performed by public works staff, and administrative staff time dedicated to facility scheduling and pavilion reservations. This patchwork approach places the system above the lower quartile and close to the national median today. By 2035, however, staffing at this level will fall below the median benchmark, even without accounting for new facilities. In other words, growth in staff capacity will be required simply to maintain a median level of service.

1 Weighted service population includes residents, in-commuting workers, and workforce lodging occupants. See Appendix D for methodology.

At the same time, community feedback and site observations show that expectations for cleanliness, consistency, and facility readiness are not being consistently met today. Boardman's asset mix—including waterfront areas, sports fields, playgrounds, trails, and a campground—may be more labor-intensive than many peer systems, while efficiency is limited by the absence of standardized procedures and proactive inspections. For this reason, the median should be viewed as a baseline, and above-median staffing levels should be the long-term target if the City and District are to meet public expectations and support continued growth.

Population-based ratios provide a helpful benchmark, but they remain broad measures. To make projections more precise, staffing can also be assessed by facility type, since assets such as restrooms, splash pads, sports fields, and campgrounds generate predictable workload demands. Appendix H.4 includes example workload multipliers that the City and District may use as a worksheet, refining assumptions over time based on local experience.

Operating Funding Constraints

corrected figures to be consistent with appendix

Table 10.2: Per-Capita Operating Expenditures vs. NRPA Benchmarks (Populations <20,000)

Benchmark	2025 (6,890 pop.)	2035 (10,450 pop.)
NRPA Low Quartile (~~$88.68~~ 76.04 per capita)	~~$610,000~~ 524,000	~~$927,000~~ 795,000
NRPA Median ($139.87 per capita)	$963,000 4	$1,462,000 3
NRPA Upper Quartile ($284.49 per capita)	$1,961,000	$2,972,000
Boardman Actual	Not calculable*	Not calculable*

** Note: Not calculable due to limitations in the District's current cost accounting.*

76 524,000

Staffing is only one side of the equation. Nationally, park agencies serving communities under 20,000 residents spend between **~~$88~~ and $285 per capita annually on operations**, with a median of about **$140 per capita**. When applied to Boardman's weighted service population, this equates to operating budgets ranging from roughly **~~$610,000~~ to nearly $2 million in 2025**, growing to **~~$927,000~~ to almost $3 million by 2035** (Table 10.2). These benchmarks illustrate the scale of funding typically required to sustain service levels in communities of Boardman's size. At present, exact per-capita expenditures for Boardman cannot be calculated because current cost accounting does not separate operations, programming, and capital costs in a way that aligns with NRPA definitions. Establishing this baseline will be an important step for future budget tracking—both to allow meaningful comparisons with national benchmarks and to align funding capacity with the staffing growth needed to maintain service standards.

795,000

Tatone Park (formerly City Hall Park)

At a Glance:

Tatone Park is appreciated for its shaded picnic tables and toddler-focused play. However, community members identified several areas for improvement, including expanded play features, better safety fencing, enhanced landscaping, and general maintenance. Opinions were mixed about relocating the splash pad to this site and ultimately was not selected by the PAC.

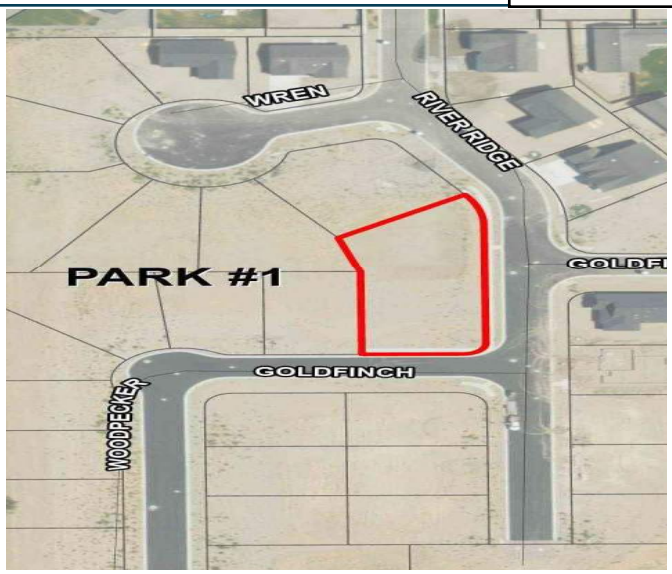
Community Input Summary

- **Maintenance & Cleanliness:** Improve general cleaning, upkeep, and maintenance. Address worn or aging park features.
- **Play Area:** Expand and improve the existing Lil Tots playground to better match the available space. Add new swings—including a bucket swing for toddlers and more swings overall—and additional play features for broader age groups.
- **Safety & Fencing:** Add fencing or barriers between the playground and nearby roads to prevent children from running into traffic.
- **Shade & Trees:** Requests included adding more trees for shade and a sunshade over the playground (similar to Southridge Sports and Events Complex in Kennewick, WA.
- **Amenities:** Add covered picnic area with tables, BBQs, ping pong table, wall ball court, drinking fountain, and bike parking to meet city code. Update worn out park furnishings.
- **Dog Facilities:** Interest in a fenced dog park was noted, along with a separate suggestion for an overnight dog kennel—not intended as a daycare facility, but as an animal control measure to house dogs temporarily when needed.
- **Landscaping:** Add trees and enhance plantings, especially along the park edges, to make the space feel more inviting beyond just grass and a toddler play area.
- **Splash Pad Replacement Location:** Feedback was mixed on placing the splash pad here. Some appreciated the central, walkable location near schools, while others expressed concern about the hillside, lack of shade, or feeling forced to use the site. Ultimately the site was NOT selected by PAC.
- **Park Naming:** Slated for inclusion in a community naming competition, but may already be officially named Pettigrew Park. The City will confirm before moving forward.
- **Public Restrooms:** Exterior restrooms attached to Field House are available for public use.
- **Basketball Court Relocation:** City plans to relocate for safe issues and visibility and to create space for other non park purposes.

Key

1. Overnight dog kennel
2. Racquetball courts
3. Play, Safety & Fencing: fence playground, add a bucket swing and more swings overall.

Parque Los Niños (Formerly River Ridge Park #1) & Meadowlark Park (Formerly River Ridge Park #2)



At a Glance:

The River Ridge Subdivision includes two of three or four planned neighborhood parks. While residents appreciate the presence of open space, both parks currently lack basic amenities. Community members emphasized the need for play features, shade, trees, and park furnishings to support everyday neighborhood use. Some residents suggested that one larger park might have been more functional than two smaller ones.

Community Input Summary

- **Play Features:** Add play structures such as swings, big slide, and equipment for different age groups.
- **Amenities & Furnishings:** Provide shaded seating, benches, a pavilion, electrical outlets, drinking fountains and misters for hot weather.
- **Shade & Trees:** Plant more trees and incorporate shaded areas throughout the park spaces.
- **Dog Facilities:** Some residents prefer using the grassy open space at River Ridge Estates as an informal dog area over the existing designated dog park; interest in adding a fenced dog area was noted.
- **Park Design & Scale:** Several residents felt the park sizes were generally adequate but would have preferred one larger, amenity-rich park rather than multiple smaller ones.
- **Park Naming:** Parks have not yet been formally named—assign names and installing signage.

Zuzu Park

At a Glance:

This undeveloped site is valued for its mature trees but currently lacks any amenities. Community members suggested transforming it into a welcoming neighborhood space with play areas, shaded seating, and recreational features for families and children.

Community Input Summary

- **Play Area:** Install a playground, nature play features, a bike skills park, a baseball field, and sand volleyball.
- **Shade & Seating:** Add shaded seating areas, including picnic tables and benches.
- **Amenities:** Include BBQ areas, drinking fountains, misters, and a dog waste station
- **Lighting & Safety:** Improve lighting to enhance safety.
- **Site Improvements**: Level the ground, plant grass, and improve parking access or off-street parking
- **Signage and wayfinding:** Upgrade

Parque Cultural (West) & Power Trail Park (East) (formerly Park Blocks)

At a Glance:

The Parque Cultural - Power Trail Park corridor is viewed as a valuable community asset with strong potential for trails, recreation, and gathering spaces. While the City is actively acquiring land, coordination with BPA is required to determine allowable uses. The site's linear layout offers a unique opportunity to connect parks, neighborhoods, and destinations across Boardman. While many support keeping the area natural, others emphasized the opportunity to activate the space with amenities, events, and accessible pathways.

Community Input Summary

- **Existing Use & Informal Activity:** Several informal paths are currently used as cut-throughs. PAC members noted unregulated use of the BPA corridor by dirt bikes and quads.
- **Proposed Use:** Emphasis on preserving natural character while incorporating trails, passive use areas, and flexible recreational opportunities. Some residents noted there are already sufficient walking spaces in town but supported additional options if unique or shaded.
- **Trails & Connectivity:** Add multi-use trails for walking, biking, and roller blading; improve existing informal paths; include nature trails, distance markers, lighting, and paved routes. Connect the Senior Center to the Parque Cultural - Power Trail Park corridor and extend trail networks—such as a potential Heritage Trail routing—with wayfinding to support navigation.
- **Play Features*:** Suggested additions included nature play, swings, a play structure, rock wall, and playgrounds designed for children and teens. Some preferred a play structures, while others supported more natural playscapes.
- **Sports & Recreation Facilities*:** Feedback included strong interest in both outdoor and indoor amenities such as: relocated skatepark, pump track, indoor soccer facility, basketball courts, soccer fields, baseball fields, volleyball

Field House (at Tatone Park)

Note: The Field House is owned and operated by the Boardman Community Development Association (BCDA) and is not part of the City or District park system. Feedback is included for documentation of public input only.

At a Glance:

The Field House at Tatone Park was built to provide indoor recreation space for baseball and softball practices and serve as an emergency service training facility. While it fulfills these roles, many community members consider it underutilized and not easily accessible for general public use. Community members suggested broader access, more diverse uses, and potential Recreation District management.

Community Input Summary

- **Current Use & Management:** Used primarily for police and emergency service training and for indoor baseball and softball practice, and school sports practice. Managed by the BCDA, with outdoor restrooms maintained by the City (agreement to be confirmed). The turf surface limits the facility to select sports (baseball and softball only). Originally funded to provide non-school indoor recreation and emergency training space. The building is privately owned but located on public property.
- **Management and Oversight:** Suggested transition to Recreation District management for broader public use and better coordination with community recreation programming. Participants noted a need for clearer scheduling, communication, and consistent policies for public rentals or reservations.
- **Public Accessibility & Awareness:** The facility is considered available for public use but not well advertised. Current access is through a phone number posted on the door, though procedures for community use remain unclear. Some participants felt the facility appears “selective” or not fully open to the public.
- **Diversify Use:** Interest in adapting the facility for year-round multi-sport use, including ideas such as adding a gym component, hosting indoor soccer, or converting it into a flexible indoor multi-sports complex; however feedback indicates that this is not feasible given the specific use for softball and baseball.
- **Youth & Community Benefits:** Recognized as an important facility for supporting youth sports progression, particularly baseball and softball. Improved access and coordination could allow year-round practice and better alignment with community recreation needs.

Tuscany Park

Note: This park is not part of the City or District park system. Feedback is included for documentation of public input only.

At a Glance:

Tuscany Park is not yet publicly owned but is expected to be turned over to the City in the future. Community members shared ideas for future improvements, emphasizing the need for active recreation, shaded seating, and basic park amenities.

Community Input Summary

- **Play Area:** Install a new playground with shaded seating
- **Sports Facilities:** Add courts for pickleball or tennis
- **Amenities:** Provide a drinking fountain and misters
- **Dog Facilities:** Consider integrating a small dog area

Exhibit 6: Boardman Parks Recommendations vs. NRPA Benchmarks

Indicator	NRPA Benchmark	Boardman Current (2025)	Boardman Projected (2035)	Recommendations
Parks per Residents	~1 park per 640 to 2,400 residents	11 "developed" parks (7 with the City and 4 with the District) for 5,749 residents (~1 per 639)	~15 parks for 9,000+ residents (~1 per 643)	Maintain advantage; ensure parks are usable and equitably distributed across neighborhoods.
Parkland Acres per 1,000 Residents	10-22 acres	Within the UGB, Board-man has 112 acres of developed, park assets, owned by the City, BPRD, or the Port of Morrow. Based on the weighted service population of 6,890, suggests 16.3 acres per 1,000, or 19.5 acres per 1,000 using the base residential population of 5,749	With 154.7 acres of developed parkland, Boardman is projected to achieve 14.8 acres per 1,000 weighted service population (10,450) or 17.1 acres per 1,000 residential population (9.039) by 2035	Meets benchmark; focus on quality upgrades and development of underutilized acreage.
Staffing (O&M Only)	~3.2-12.2 O&M staff per 10,000 residents	~~5.5-6.5~~ 6-7 FTE (4.5 district staff + 1.0 City staff + ~1.0 5 contracted staff) inline with peer average; staffing not fully aligned with asset demands	Staffing should increase as the service population grows (projected at 10,450)	Consider maintenance demands of Boardman's particular park assets; Increase staffing and align with weighted service population; track staff hours by asset; dedicate more specialized FTEs to park system as assets expand.
Operating Expenditure per Capita	~$100 per resident (range of $76 to $284 for small jurisdictions)	Limited per-capita spending data available)	Not projected	Establish per-capita spending target; gradually increase funding to sustain quality and access.
Access	~70–80% of residents within 10-min walk (typical peers)	Large gaps due to I-84 and railroad barriers	Continued gaps without investment	Invest in safe crossings, trail linkages, and neighborhood-scale parks in gap areas to improve walkability.
Amenities	Range of park experiences, playgrounds, soccer fields, shaded gathering spaces, etc. for community standards	Under supply of inclusive play areas, soccer fields, diamond fields, shaded shelters, ADA features	Deficits will grow with population	Prioritize new soccer fields, shaded areas, and ADA improvements; expand culturally relevant amenities.

Carla McLane

From: Jonathan Tallman <1stjohn217llc@gmail.com>
Sent: Monday, January 12, 2026 3:35 PM
To: Amanda Mickles; Brandon Hammond; Paul Keefer; Carla McLane; George Shimer
Cc: HERT Dawn * DLCD; brandi.elmer@dlcd.oregon.gov; Derrin Tallman; Ty K. Wyman; The Farmers Cup; Matthew Jensen; Tamra Mabbott; Clint Shoemake
Subject: Fwd: Joint city Council Special Meeting January 13, 2026
Attachments: January 15 city planning commission .pdf; Boardman_PRR_9262025_Filled.pdf

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Ms. Mickles and City Counsel,

I am writing in my capacity as an affected landowner to request clarification and correction of the administrative record concerning redlined revisions to the Parks Master Plan, as well as related transparency issues affecting meaningful participation, prior to and in connection with the January 13, 2026 joint City Council / Boardman Park & Recreation District hearing.

Redlined revisions and reposting deficiencies affecting the current record

As reflected in the most recent version of the Parks Master Plan, substantive revisions have been made through redline edits rather than through a clearly identified amended or superseding document. One clear example appears in Chapter 10 (Maintaining a Resilient Park System), where numerical assumptions and projections related to operating funding have been revised.

Specifically, the redlined edits revise:
- per-capita operating cost assumptions,
- total operating budget figures for 2025 and 2035, and
- narrative conclusions describing anticipated funding needs,

with an annotation indicating that the figures were “corrected to be consistent with the appendix.”

These revisions are not clerical or formatting changes. They alter quantitative assumptions and projected funding ranges that are expressly relied upon to discuss staffing levels, operating capacity, and long-term system sustainability. As such, they directly affect how the Plan is understood, relied upon, and implemented.

At present, the administrative record contains unresolved deficiencies that affect meaningful review:

1. Multiple versions of the Parks Master Plan have been posted or reposted without a consolidated redlined comparison explaining all substantive changes;
2. The City has not clearly identified which version of the document, and which revised figures, constitute the operative version intended to be relied upon by decision-makers;
3. Redlined revisions were posted close in time to the scheduled hearing, limiting the ability of affected parties to evaluate their significance;

4. No staff memorandum, errata, or explanatory notice has been provided describing the sco
of the revised figures; and
5. It remains unclear whether staff presentations, Capital Improvement Plan references, or intergovernmental coordination materials rely on the original figures or the revised redlined figures.

Because the Parks Master Plan is being advanced in conjunction with capital programming, staffing assumptions, and corridor planning that directly affect private property, clarity as to the operative document and operative assumptions is essential to preserve procedural fairness and ensure an accurate administrative record.

“Guidance” characterization and reliance

Recent Planning Commission materials characterize portions of the Parks Master Plan and related planning documents as “guidance.” However, the redlined numerical corrections described above demonstrate that the Plan is being actively refined to support budgeting, staffing projections, and future implementation decisions.

When a document described as guidance is revised to correct internal inconsistencies and align funding assumptions—and is relied upon for capital planning and intergovernmental coordination—it functions in practice as more than advisory material. The current record does not reconcile this distinction or explain how the revised figures are intended to be used.

These reliance issues compound the redline and reposting deficiencies and further limit the ability of affected landowners to understand how, and on what basis, planning decisions are being advanced.

Accordingly, to the extent additional or revised materials are relied upon, I respectfully reserve the right to submit written evidence or rebuttal consistent with applicable notice and record-keeping requirements.

Transparency and opportunity for participation

I also wish to note a related transparency concern relevant to record completeness. In prior Parks Master Plan–related meetings and advisory settings, I have attempted to participate or seek clarification as an affected landowner but was advised that public comment or participation was not permitted in those forums.

I raise this not to revisit past meetings, but to explain why written clarification of document versions, redlined changes, and reliance assumptions is especially important. Where opportunities to ask questions or seek clarification in meetings are limited or unavailable, the accuracy and completeness of the written administrative record becomes the primary means for meaningful participation.

Clear identification of operative documents, revised figures, and reliance distinctions is therefore essential to ensure transparency, consistency, and public confidence in the planning process.

Follow-up on Public Records Request No. 926-2025

Finally, I am following up on Public Records Request No. 926-2025, submitted on September 26, 2025, pursuant to ORS 192.311–192.478, which seeks records directly related to the Parks Master Plan,

Transportation System Plan, Heritage Trail planning, Capital Improvement Plans, and intergo coordination referenced in Planning Commission materials.

I understand the City has indicated that fees will be required for production of the requested records. I respectfully request reconsideration of that determination or, at minimum, a written explanation of the statutory basis for charging fees in this instance.

The records requested consist primarily of documents required to exist within the City's official planning files and administrative record. Disclosure is in the public interest and necessary for informed participation in active land-use proceedings affecting my property. Under ORS 192.324(5), fee waiver or reduction is appropriate where disclosure contributes to public understanding of governmental operations and is not primarily for a commercial purpose.

Requiring payment for records necessary to clarify document versions, revised assumptions, and reliance distinctions further complicates meaningful participation while these proceedings are actively advancing.

Requested confirmations

Accordingly, I respectfully request that the City:

1. Confirm which version of the Parks Master Plan, including which redlined figures, is the operative document intended to be relied upon at the January 13, 2026 hearing;
2. Identify whether a consolidated redlined comparison or explanatory memorandum will be provided describing substantive revisions;
3. Clarify how revised figures and documents characterized as "guidance" are being relied upon for capital programming, staffing projections, and intergovernmental coordination;
4. Reconsider and waive the fees associated with PRR No. 926-2025, or alternatively provide a written explanation of the statutory basis for the fee assessment; and
5. Provide a reasonable timeline for production of responsive records once the fee issue is resolved.

This correspondence is submitted in good faith and is not intended to delay or obstruct any public project. It is intended solely to ensure procedural clarity, transparency, and a complete administrative record as these matters advance.

For transparency and record continuity, I am copying the Oregon Department of Land Conservation and Development (DLCD) and Morrow County Planning on this correspondence.

Thank you for your attention. I look forward to your written response.

Sincerely,

Jonathan Tallman
1st John 2:17 LLC

cc: Oregon Department of Land Conservation and Development (DLCD)
cc: Morrow County Planning Department

---------- Forwarded message ---------
From: **Jonathan Tallman** <1stjohn217llc@gmail.com>
Date: Sun, Jan 11, 2026 at 6:46 AM
Subject: Re: Joint city Council Special Meeting January 13, 2026
To: Amanda Mickles <micklesa@cityofboardman.com>, Carla McLane <mclanec@cityofboardman.com>, Brandon Hammond <HammondB@cityofboardman.com>, George Shimer <georges@boardmanorprd.gov>, <keeferp@cityofboardman.com>
CC: HERT Dawn * DLCD <Dawn.Hert@dlcd.oregon.gov>, <brandi.elmer@dlcd.oregon.gov>, Tamra Mabbott <tmabbott@morrowcountyor.gov>, Clint Shoemake <cshoemake@morrowcountyor.gov>, Matthew Jensen <mjensen@morrowcountyor.gov>, Michaela Ramirez <mramirez@morrowcountyor.gov>

Dear Ms. Mickles, Mr. Hammond, and City Counsel,

I am writing on behalf of 1st John 2:17 LLC, the owner of property identified within the Heritage Trail, BPA Park Blocks, and related transportation and parks corridors currently being advanced by the City and County.

Because the City of Boardman and Morrow County have now programmed capital funding for the Heritage Trail and related corridor facilities through their respective Capital Improvement Plans, any adoption of the Parks Master Plan that maps, relies upon, or advances this corridor has direct land-use and property-rights implications for our property.

In addition, although the City indicated that the Parks Plan would be amended and reposted due to formatting issues, no amended or redlined version has been provided to 1st John 2:17 LLC. As of today, it remains unclear which version of the document is intended to be relied upon by the Park & Recreation District at the January 13, 2026 hearing.

Absent resolution of these corridor impacts and document inconsistencies prior to the January 13 hearing, 1st John 2:17 LLC anticipates that the same land-use, property-rights, and procedural issues will need to be addressed in the County's Chapter 9 / Heritage Trail proceeding beginning January 26, 2026, in order to preserve its rights and ensure a complete administrative record.

Because the County Planning Commission will be required to evaluate corridor feasibility, land-use impacts, and consistency with state planning goals as part of that process, unresolved property and process issues may affect how the Heritage Trail proposal is reviewed by the County and by the Oregon Department of Land Conservation and Development (DLCD). We therefore seek to address these matters cooperatively before those proceedings advance. Neither 1st John 2:17 LLC nor its tenant(s) The Farmer's Cup seeks to delay or disrupt funding or grant timelines.

This correspondence is not intended to delay or obstruct public projects. It is intended to en corridor planning, capital programming, and land-use approvals are not advanced without addressing affected property interests and the requirements of ORS Chapter 35, as well as applicable notice and record-keeping obligations.

For clarity and preservation of the administrative record, 1st John 2:17 LLC notes that any final adoption by the Boardman Park & Recreation District that relies upon or advances corridor facilities affecting private property may constitute a land use decision subject to appeal. Consistent with Oregon law, any such appeal rights would be preserved through the filing of a Notice of Intent to Appeal within the applicable statutory timeframe following issuance of a written decision. This statement is provided solely to clarify procedural posture and does not reflect a desire to initiate litigation if these matters can be resolved cooperatively in advance through lawful coordination under ORS Chapter 35.

To facilitate good-faith coordination, we respectfully request that the City contact counsel for The Farmer's Cup (TFC), Ty Wyman of Dunn Carney LLP, for coordination purposes relating to that entity, to begin discussion of a Memorandum of Understanding (MoU) addressing corridor location, required easements or acquisitions, construction timing, and compensation or mitigation consistent with Oregon law.

In addition, we request that the City Council consider placing the following item on the January 13, 2026 joint meeting agenda for discussion:

"Heritage Trail Corridor Coordination, ORS Chapter 35 Process, and Delegation of Negotiation Authority."

Given the existence of City and County capital funding and the pending Park & Recreation District action, and in light of the fact that 1st John 2:17 LLC has raised these corridor-impact issues more than once without resolution, we request that the City Council consider authorizing the City Manager and City Attorney to negotiate corridor-related agreements — including good-faith payments, land transactions, or acquisitions — consistent with ORS Chapter 35, without requiring repeated Council approvals.

For clarity and to support an accurate and complete administrative record, 1st John 2:17 LLC notes that it possesses additional materials, maps, meeting records, and correspondence relevant to the Heritage Trail corridor and associated property impacts. However, because the Parks Master Plan has been identified as subject to amendment and reposting, and because it remains unclear which version of the document is intended to be relied upon by the Park & Recreation District, we are awaiting confirmation of the operative version before submitting further supplemental materials.

To ensure meaningful participation and a complete administrative record, 1st John 2:17 LLC respectfully requests that any amended or reposted version of the Parks Master Plan, together with any staff reports, findings, exhibits, or materials intended to be relied upon by the Boardman Park & Recreation District, be made publicly available with sufficient notice to allow review and response. Consistent with Oregon land-use procedures, we request a reasonable opportunity to submit written evidence and, if applicable, written rebuttal addressing any new or revised materials prior to or following the January 13, 2026 hearing. This request is made solely to preserve procedural fairness and does not seek delay or prejudice to the proceedin

This sequencing is intended solely to ensure that any additional submissions are responsive to the final

format and content of the Parks Master Plan and are accurately aligned with the document b
considered for adoption. Nothing herein waives any rights to supplement the record consistent with applicable notice and record-keeping requirements.

Providing such delegation would allow these matters to be addressed efficiently and would help reduce administrative, legal, and financial risk associated with advancing funded projects while property impacts remain unresolved.

For transparency and record continuity, we are copying the Oregon Department of Land Conservation and Development (DLCD) and Morrow County Planning on this correspondence.

Sincerely,

Jonathan Tallman
1st John 2:17 LLC

On Fri, Jan 9, 2026 at 7:00 AM Jonathan Tallman <1stjohn217llc@gmail.com> wrote:

> Dear Ms. Mickles,
>
> I am writing in my capacity as an affected landowner to request that this correspondence, together with the referenced Capital Improvement Plan materials, be entered into the official record for the January 13, 2026 Park & Recreation District hearing concerning the Heritage Trail. I am copying the Oregon Department of Land Conservation and Development (DLCD) with Morrow County for transparency and records continuity.
>
> On December 30, 2025, at 9:00 a.m., the Morrow County Board of Commissioners held a Special Session and considered Agenda Item 4.a., CIP Initial Project Approval. The agenda packet for that meeting identifies the Heritage Trail as a Parks capital project within the County's preliminary Capital Improvement Plan, with an estimated cost of $2,000,000.
>
> In addition, the City of Boardman issued its 2025 Capital Improvement Plan on August 26, 2025, which identifies capital projects tied to transportation, parks, and connectivity and serves as the City's capital planning framework for implementation of adopted and proposed plans, including the Transportation System Plan. The City's CIP predates both the County's December 30, 2025 capital programming action and the Park & Recreation District hearing scheduled for January 13, 2026.
>
> As reflected in the County materials, while the Heritage Trail is identified as a capital project, the Board of Commissioners' packet contains no information regarding route, alignment, right-of-way acquisition, affected parcels, or landowner impacts. No maps, corridor descriptions, or implementation details were included in the materials considered by the Board. Similarly, neither the City nor County CIP materials identify parcel-level impacts associated with the Heritage Trail at this stage.
>
> Because the Park & Recreation District hearing scheduled for January 13, 2026 occurs after both the City's issuance of its CIP and the County's capital programming action, the District's consideration of the Heritage Trail has direct procedural significance. Proceeding with a Park & Recreation vote without route, right-of-way, or land-impact information separates capital funding decisions from land-use

impacts and limits the ability of affected landowners to meaningfully evaluate or respond to the proposal.

This submission is provided solely for inclusion in the record to document the timing, content, and relationship between the City and County capital planning actions and the Park & Recreation District's upcoming hearing.

In addition, and in the interest of avoiding unnecessary procedural disputes or appeals, I remain willing to engage in good-faith discussion and coordination regarding the Heritage Trail as it relates to my property and any potential alignment, access, or right-of-way considerations. I believe these issues are best addressed collaboratively and transparently before further implementation steps are taken.

Please include any intergovernmental agreements relied upon for implementation of the Parks Master Plan in the record.

Please note and add the collectors Luba case 2022 (remand) attached.

Finally, to ensure clarity and a complete public record, I respectfully request that any formatting changes to the Parks Plan be accompanied by a redlined version identifying those changes, and that the record remain open in accordance with applicable 7-7-7 requirements to allow meaningful review and response.

Please confirm that this correspondence and the referenced CIP materials will be included in the official record for the January 13, 2026 Park & Recreation District proceedings.

Thank you for your assistance.

Sincerely,

Jonathan Tallman
1st John 2:17 LLC

cc: Oregon Department of Land Conservation and Development (DLCD), Morrow county officials for record preservations

On Thu, Jan 8, 2026 at 3:46 PM Jonathan Tallman <1stjohn217llc@gmail.com> wrote:

> Good afternoon Amanda,
>
> Thank you for your January 8 message regarding the amendment and reposting of the Parks Plan packet.
>
> Given the timing of the upcoming meeting, I am submitting this correspondence to ensure the record reflects the sequence of postings and amendments.

To ensure clarity and a complete public record, I am submitting this correspondence for the official record for the January 13, 2026 meeting. Given the sequence of notices and corrections issued on January 6, January 7, and January 8, I respectfully request confirmation of the following for the record:

1. Whether the amended version of the Parks Plan will fully supersede the previously posted "2026.01.06_Park Plan 2035-OPT."
2. Whether the amended document is the version intended to be relied upon by the Board at the January 13 meeting.
3. Whether the amended document will be clearly posted and accessible to the public in advance of the meeting so that interested parties are reviewing the same materials as the Board.

This correspondence is not intended to advocate for any particular outcome, but solely to ensure procedural clarity and consistency in the materials relied upon for the upcoming decision.

For transparency, I will be copying the Oregon Department of Land Conservation and Development (DLCD) on this correspondence for record-keeping purposes.

Thank you for your assistance, and please include this email and the related correspondence as part of the meeting record.

Sincerely,

Jonathan Tallman

---------- Forwarded message ---------
From: **Amanda Mickles** <micklesa@cityofboardman.com>
Date: Thu, Jan 8, 2026 at 3:18 PM
Subject: Re: Joint city Council Special Meeting January 13, 2026
To:

Good afternoon,

Due to formatting issues within the original document, the "2026.01.06_Park Plan 2035-OPT" will be edited and reposted. Edits will be accomplished tomorrow morning, look for the update as it will say "Amended" in the document title.

Amanda Mickles
City Clerk | City of Boardman

From: Amanda Mickles <micklesa@cityofboardman.com>
Sent: Wednesday, January 7, 2026 9:40 AM
Subject: Re: Joint city Council Special Meeting January 13, 2026

Good morning,

Correction - the scheduled date for this special meeting is January 13th.

It was brought to my attention that I provided the incorrect date in the original email body. The date for this meeting in the official posting and subject line is correct for January 13th. This meeting will be held at the Port of Morrow Riverfront Event Center at 7:00 PM. My apologies for the confusion and any inconvenience this caused.

Amanda Mickles
City Clerk | City of Boardman

From: Amanda Mickles <micklesa@cityofboardman.com>
Sent: Tuesday, January 6, 2026 5:25 PM
Subject: Joint city Council Special Meeting January 13, 2026

Good evening,

Packet for the special meeting scheduled on Tuesday, January 6, 2026 are available for review.

Special Meeting 7:00 PM at Port of Morrow Riverfront Event Center

As always, please let me know if you have any questions or concerns.

Amanda Mickles
City Clerk | City of Boardman
PO Box 229 | 200 City Center Circle
Boardman, OR 97818
PH: (541) 481-9252

CITY OF BOARDMAN
REQUEST FOR PUBLIC RECORD

Date of Request: 9/26/2025

I, Jonathan Tallman, pursuant to ORS 192.311–192.478, am requesting the following public record(s) from the City of Boardman:

1. Any and all Non-Disclosure Agreements (NDAs), confidentiality agreements, or similar contracts signed by the Mayor, City Councilors, the City Manager, City Recorder, Planning Staff, or consultants from January 1, 2018 to present, including agreements with Amazon, Umatilla Electric Cooperative (UEC), Bonneville Power Administration (BPA), or any data center–related entities.

2. All emails, text messages, meeting notes, or correspondence between City officials/staff/consultants and Amazon, UEC, BPA, or their representatives concerning: • The Laurel Lane / Loop Road corridor; • The 'New RV Site' near the BPA Park Blocks (including records of its later blurring/removal from maps); • Road access classifications under the IAMP; • Development of Parcels 3302, 3207, and 3205.

3. All maps, exhibits, or draft planning materials that depict or reference park and RV site siting south of I-84, including Zuzu Park, Hillview Park, BPA Park Blocks, Tuscany/River Ridge subdivision parks, and the 'New RV Site' — provide both pre-blurred and post-blurred/removed versions.

4. All staff reports, findings, technical memoranda, and supporting documentation included in or relied upon for the City’s September 15, 2025 Transportation System Plan (TSP) and Urban Growth Boundary (UGB) amendment submission to DLCD, especially those referencing my property (28.11 acres, Laurel Lane).

5. All agendas, minutes, recordings, and transcripts of the April 15, 2025 City/Planning meeting, in which Amazon’s potential funding of an RV park was discussed.

Fee Waiver Request: This request should be fulfilled without charge because these records are already required to be part of the City’s public record and included in the DLCD draft submission under ORS 197.610–197.650. They directly affect the public interest and my ability to participate in TSP/UGB planning proceedings.

Signature of Requester: Jonathan Tallman
Email Address: [Insert Email]
Mailing Address: 706 Mt Hood Ave, Boardman, OR 97818
Phone Number: 208-570-7589

PLANNING COMMISSION MEETING

January 15, 2026 at 6:00 PM

Boardman City Hall Council Chambers

AGENDA

1. **CALL TO ORDER**
2. **FLAG SALUTE**
3. **ROLL CALL**
4. **WELCOME NEW MEMBERS**
5. **ELECTION OF OFFICERS**
   - **A.** Chair
   - **B.** Vice Chair
6. **APPROVAL OF MINUTES**
   - **A.** Planning Commission Meeting Minutes December 18, 2025
7. **PUBLIC HEARINGS**
   - **A.** RVW25-000057: KPFF, applicant, and Amazon Data Services, owner. Property is described as tax lot 411 of Assessor's Map 4N 25E 09 and is zoned General Industrial. The request is for civil site plan modifications to support the installation of an owner-provided wastewater treatment system. Criteria for approval are found at the Boardman Development Code Chapter 4.2 - Development Review and Site Design Review with the standards in 4.2.500 Site Design Review - Application Submission Requirements and 4.2.600 - Site Design Review Approval Criteria. Also applicable is Chapter 2.3 General Industrial and provisions in Chapter 3. It is being processed as a Type III decision.

     Staff requests this action to be continued to February 19, 2026 at 6 PM to be held at the Council Chambers at City Hall.
   - **B.** CONTINUED - Amendment LND25-000005: Unity Partners LLC, applicant. This request is to amend Chapter 2.1 of the Boardman Development Code to update the Development Code to accommodate higher-density residential development. Criteria for approval are found at the BDC Chapter 4.7 Land Use District Map and Text Amendments. It is being processed as a Type IV decision with the final hearing before the City Council.

     Staff requests this action to be continued to February 19, 2026 at 6 PM to be held at the Council Chambers at City Hall.
   - **C.** The request is to adopt the Economic Opportunities Analysis as a guidance document for a planned update to the City of Boardman Comprehensive Plan to inform Goal 9 Economics. Criteria for approval are found at the Boardman Development Code Chapter 4.1 Types of Applications and Review Procedures, specifically 4.1.600 Type

IV Procedure (Legislative). It is being processed as a Type IV decision, with the final hearing before the city council.

8. DISCUSSION ITEMS

A. Planning Official Update

9. 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.

10. COMMISSION COMMENTS

11. 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.

PRELIMINARY FINDINGS OF FACT
PLANNING COMMISSION
ADOPTION OF THE ECONOMIC OPPORTUNITIES ANALYSIS

REQUEST: To adopt an Economic Opportunities Analysis as guidance to Goal 9 Economics.

APPLICANT: City of Boardman
Post Office Box 229
200 City Center Circle
Boardman, Oregon 97818

I. GENERAL INFORMATION: The City of Boardman is working to update the multiple planning documents that guide development, residential, commercial, and industrial, within the City. This Strategic Planning process started with the development and adoption of five strategic goals as part of a strategic plan adopted by the City Council in March 2025. The result will be an updated Transportation System Plan, a refinement of the Main Street Interchange Area Management Plan, a Parks Master Plan, a Housing Capacity Analysis, this Economic Opportunities Analysis, all concluding with an updated Comprehensive Plan and Development Code.

An Economic Opportunities Analysis (EOA) is required of cities to reconcile estimates of future employment land demand with existing inventories, something Boardman has not done since the last century. And with the growth that Boardman has seen over the past decade, it is time for a clear understanding of what the economic opportunities may be. The Data Center industry has exploded in north Morrow County and west Umatilla County starting in only 2008. In less than 20 years this industry has transformed our landscape, employment picture, and placed housing demands on Boardman and the other communities in this region.

The EOA lays the groundwork for understanding the national, state, and local economic trends and outlines Boardman's comparative advantages of our community and workforce. It evaluates key industries the City should consider targeting as economic opportunities and projects demand for both industrial and commercial lands. It concludes by summarizing the City's current inventory of commercial and industrial lands and discusses the adequacy of that inventory over both a five- and twenty-year period.

A Buildable Lands Inventory was completed as part of the consultant's work that evaluated developed, partially developed, and vacant land as inputs to the EOA. They also have provided, as part of their work, suggested changes for the City's Comprehensive Plan and Development Code which will be adopted through a separate process.

II. PROCEDURE: This amendment is being processed using Type IV procedures found within the Boardman Development Code. The Type IV process requires a hearing before the Planning Commission with a recommendation to the City Council. The final hearing will take place before the City Council.

III. APPROVAL CRITERIA: The request has been filed under the BDC Chapter 4.1 Types of Applications and Review Procedures, more specifically 4.1.600 Type VI Procedures (Legislative). The criteria are identified below in **bold** type with responses in regular type.

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

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

The Statewide Planning Goals applicable to this request are Goal 1, Citizen Involvement, Goal 2, Coordination, and Goal 9 Economics.

Goal 1 requires the City to "develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process." Because the proposed amendment, or adoption of the EOA, will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the EOA. Additionally, the hearings were published in the East Oregonian providing additional public notice. This is consistent with the City's acknowledged citizen involvement program. (Goal 1, Policy 4: The Planning Commission is officially designated as the Citizen Involvement Committee.)

There was also a Public Advisory Committee (PAC) that was appointed to provide input to the Consultant team and review the various work products. The PAC, consisting of 11 citizens and state agency professionals, met four times over the past year, providing valuable information and feedback. This would also be consistent with the City's acknowledged citizen involvement program.

Goal 2 requires the City to adopt a comprehensive plan and implement the plan through its development code and by extension other planning level documents. The proposed EOA is consistent with and will support the comprehensive plan relative to development of commercial and industrial businesses. (Goal 2, Policy 3: The City has adopted the City of Broadman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.)

Goal 9 requires the state to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. It also requires that comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state and that those comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities throughout the state and to ensure that comprehensive plans are based on information about state and national economic trends. The proposed EOA meets these standards.

For these reasons, the criterion is met.

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

The Boardman Comprehensive Plan (BCP) has a variety of policies that support the proposed amendment and the process used to achieve it. Goal 1 policies support citizen involvement and

the public hearing process. Goal 1, Policy 4, designates the Planning Commission as the City's official Citizen Involvement Committee. Therefore, review by the Planning Commission ensures compliance with the comprehensive plan.

While none of the Goal 2 Policies are specifically applicable to this action, staff assert that the land use planning process required through Goal 2 is supported with the adoption of the EOA. The desired result of this process is twofold – first to adopt the EOA to better understand the city's needs for land inventory to meet our economic needs for commercial and industrial lands and second to update Goal 9 of the Comprehensive Plan and address inadequacies within the Development Code which will follow the adoption of the EOA.

Goal 9 requires, within the Boardman Comprehensive Plan and based on the economic policies, that the City position Boardman as a regional center for industry and commerce; encourage tourist commercial activity near Interstate 84; allow for the creation of industrial park development; and monitor the City's industrial land related to supply and demand. The EOA and its related outcomes does work towards meeting these policies.

For these reasons, the criterion is met.

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

The proposed EOA does not specify properties, other than the analysis within the Buildable Lands Inventory, but does work to achieve a framework that the City can work within to identify lands for both commercial and industrial development. No current public facilities, services, or transportation networks are impacted by the adoption of the EOA. It is intended to be a roadmap to the lands inventory that is needed. As lands are brought into the urban growth boundary or rezoned for employment purposes these factors would be reviewed initially and again when development occurs.

For these reasons, the criterion is met.

IV. LEGAL NOTICE PUBLISHED: December 24, 2025, and January 21, 2026
East Oregonian

V. DLCD 35-DAY NOTICE: December 9, 2025

VI. AGENCIES NOTIFIED: Dawn Hert and Leigh McIlvaine, Department of Land Conservation and Development.

VII. HEARING DATES: Planning Commission
January 15, 2026
Council Chambers

Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

City Council
February 3, 2026
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

VIII. PLANNING OFFICIAL RECOMMENDATION: The Planning Official recommends the Planning Commission forward the request to the City Council with a 'do adopt' recommendation based on the following findings.

- The Planning Commission finds that the process utilized to review and recommend this proposed EOA is compliant with the Statewide Planning Goals and the City's Comprehensive Plan. Goal 1 was met through the Public Advisory Committee meetings and the Planning Commission public hearing held to consider this request. The City Council public hearing will also provide an opportunity for citizen involvement.

- The Planning Commission finds that the process utilized to review and recommend this proposed EOA adoption is compliant with the Statewide Planning Goals and the City's Comprehensive Plan related to both Goal 2 and Goal 9.

- The Planning Commission finds that the EOA is consistent with the Comprehensive Plan.

_____

Zack Barresse, Chair Date
Planning Commission

ATTACHMENTS:
- DRAFT Economic Opportunities Analysis
- Comprehensive Plan Memorandum
- Development Code Memorandum

DRAFT

ECONOMIC OPPORTUNITIES ANALYSIS
BOARDMAN, OREGON

Prepared For:
City of Boardman, Oregon

November 2025

Boardman
STRATEGIC PLAN
JOBS & BUSINESSES
Making big dreams a reality.

Acknowledgments

Johnson Economics prepared this report for the City of Boardman. Johnson Economics and the City of Boardman thank the many people who helped to develop this document.

Project Advisory Committee

Jennifer Leighton	Boardman Planning Commission
Leslie Pierson	Local Real Estate Agent
Isaias Valencia	Local Builder/ Woodhill Homes
Debbie Radie	Boardman Foods
Kalie Davis	AWS
Joe Young	Harvest Town Foods
Mark Patton	Port of Morrow
Michael Hughes	Chamber Board Member
Carla McLane	Boardman Planning Official
Ryan DeGrofft	Business Oregon
Dawn Hert	DLCD

City Staff

Carla McLane, Planning Official

Consultants

Brendan Buckley, Johnson Economics
Andrew Parish, MIG
Matt Hastie, MIG

This report was prepared in accordance with the requirements of OAR 660 Division 9: Economic Development.

City of Boardman
200 City Center Circle
Boardman, OR 97818
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Portland, OR 97205
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I. INTRODUCTION

This report presents an Economic Opportunities Analysis (EOA) for the City of Boardman, Oregon.

Cities are required to reconcile estimates of future employment land demand with existing inventories of vacant and redevelopable employment land within their Urban Growth Boundary (UGB). The principal purpose of the analysis is to provide an adequate land supply for economic development and employment growth. This is intended to be conducted through a linkage of planning for an adequate land supply to infrastructure planning, community involvement and coordination among local governments and the state.

To this end, this report is organized into seven primary sections:

- **Economic Development Objectives:** The community goals and policies that form the foundation for the EOA.
- **Economic Trends:** Provides an overview of national, state, and local economic trends affecting Morrow County and the City of Boardman, including population projections, employment growth and a demographic profile.
- **Economic Development Potential:** A discussion of the comparative advantages of the local community and work force.
- **Industries Differentiation Analysis:** Analysis of key industry typologies the City should consider targeting as economic opportunities over the planning period.
- **Employment Land Needs:** Examines projected demand for industrial and commercial land based on anticipated employment growth rates by sector.
- **Reconciliation:** Summarizes the City's inventory of vacant and redevelopable industrial and commercial land (employment land) within City of Boardman's UGB. Compares short- and long-term demand for employment land to the existing land inventory to determine the adequacy and appropriateness of capacity over a five and twenty-year horizon.
- **Conclusions and Recommendations:** Summary of findings and policy implications.

DRAFT

II. COMMUNITY ECONOMIC DEVELOPMENT OBJECTIVES

The City of Boardman is preparing an Economic Opportunities Analysis (EOA) based on a 20-year forecast of employment growth. This project is part of a broader Strategic Planning initiative taking place in the city that aims to modernize plans for all aspects of the community's growth and prosperity. This approximately two-year process will explore where and how to grow to accommodate new jobs, housing, parks, and other essential community needs.

Through community outreach at the outset of this process, Boardman identified the following five community goals:

- Goal 1: Expand shopping and service opportunities
- Goal 2: Provide a full range of housing options
- Goal 3: Support modest, sustainable growth with retaining the City's small-town feel
- Goal 4: Provide adequate public facilities and services
- Goal 5: Build on natural resources and other assets

All of these objectives intersect with job growth and economic development initiatives. Economic growth impacts population growth, housing availability and affordability, job quality and income levels, and the strength of the tax base to provide vital service and infrastructure to employers and residents alike.

The City of Boardman is in a somewhat rare economic position in that the wide availability of jobs located in the industrial lands of the city and at the Port of Morrow has outpaced the availability of local housing and puts stress on the adequacy of commercial and public infrastructure. Boardman is a fast-growing economy and community, and comprehensive planning is badly needed to catch up with realities on the ground.

Boardman aspires to be an attractive place to both live and work. The city would like to provide opportunities for all households to locate in the community and enjoy a high quality of life with good public services. To this end, the city will ensure that there is sufficient land for commercial and industrial employment to accommodate continued growth. The city will work with the Port and other regional partners to support economic development across the region.

Boardman supports small businesses, entrepreneurs, contractors, craftspeople and artisans who sustain economic activity in the place they live. At the same time, Boardman will be positioned to take advantage of cutting-edge industries and share in the economic transformation currently underway in the Columbia Basin.

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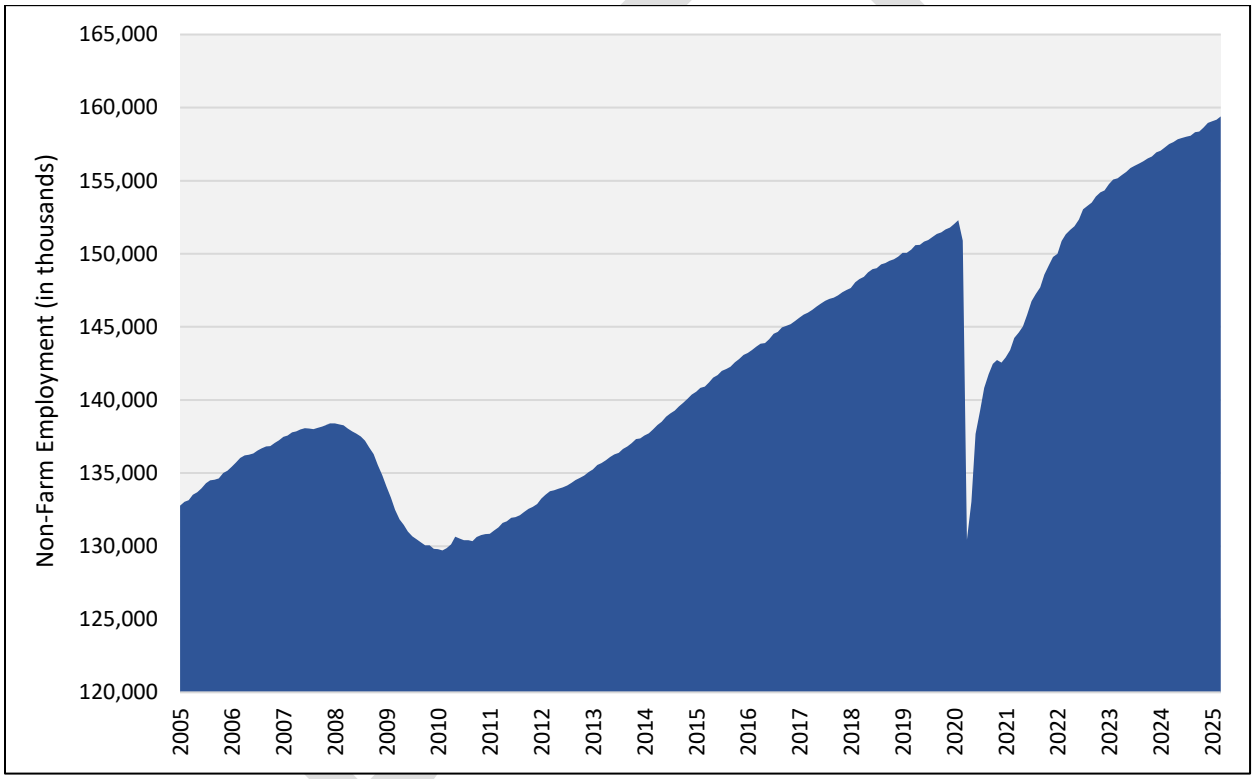
III. ECONOMIC TRENDS

This section summarizes employment and workforce trends at the national, state, and local level that will influence economic conditions in the City of Boardman over the 20-year planning period. This section is intended to provide the economic context for growth projections and establish a socioeconomic profile of the community.

A. NATIONAL TRENDS

Employment: In the first months of the 2020 pandemic, the nation lost nearly 22 million jobs, or 14% of total employment. However, the economy recovered quickly, displaying rapid growth as early as February 2021. National employment returned to pre-pandemic levels as of late 2022 and has grown to new a new record level of 162 million non-farm jobs as of March of 2025 (Figure 3.1).

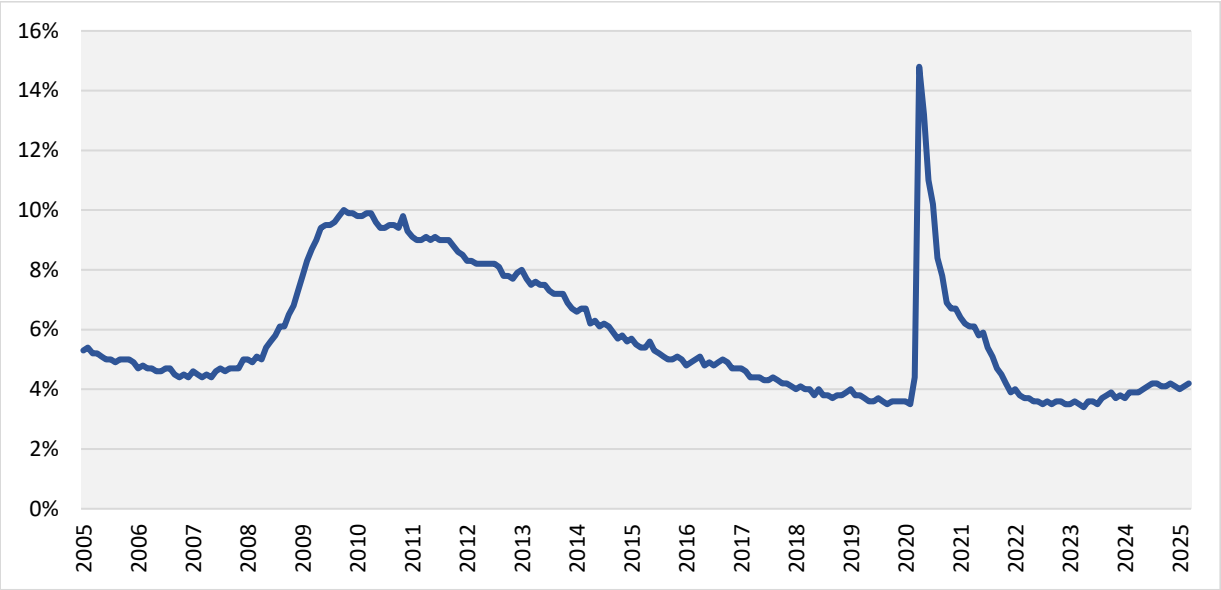
FIGURE 3.1: NATIONAL EMPLOYMENT LEVELS (JAN 2005– MAR 2025)



Source: U.S Federal Reserve Bank of St. Louis

Unemployment Rate The national unemployment rate spiked to nearly 15% in 2020 as many businesses paused operations or closed permanently in the first months of the pandemic. However, the unemployment rate began to decline almost immediately, and by mid-2022 had fallen back to roughly 3.5%. After maintaining some of the lowest levels of unemployment seen in decades, there has been a slight uptick in rates since 2023. Since then, unemployment rates have hovered around the 4% range as of March 2025 (Figure 3.2).

FIGURE 3.2: NATIONAL UNEMPLOYMENT RATE (JAN 2005 – MAR 2025)

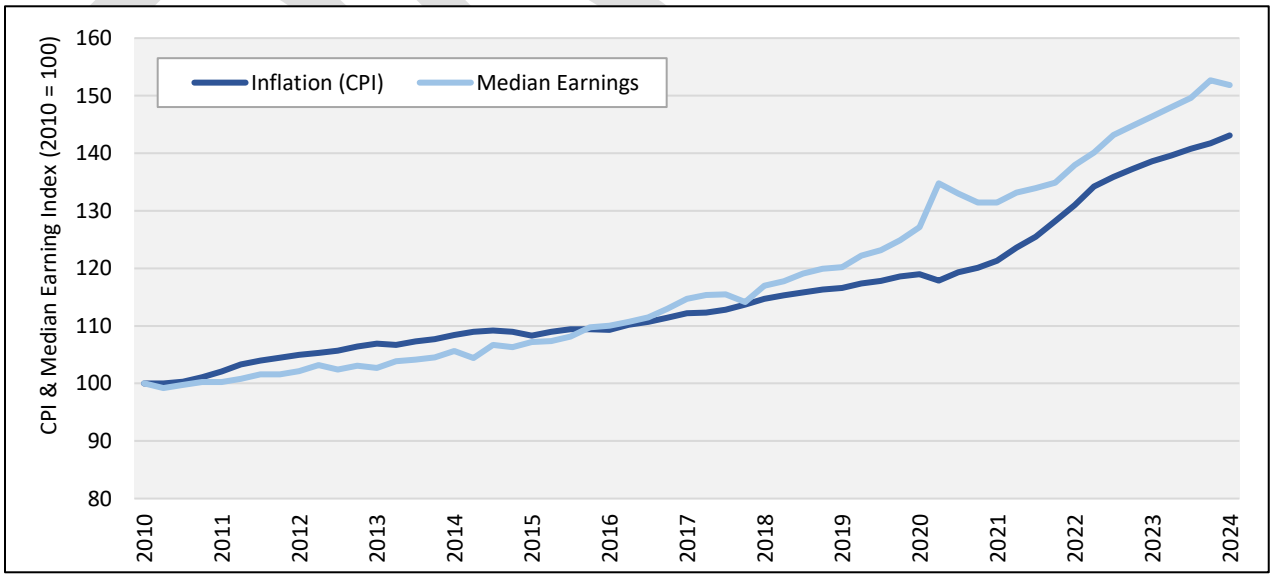


Source: U.S Federal Reserve Bank of St. Louis

Inflation: The counterpoint to the strong rebound in employment coming out of the pandemic was a rising rate of inflation. Various government stimulus measures, combined with supply shortages, led to rising prices for many consumer products, energy, and food. The rate of inflation accelerated in 2021 and began moderating towards the end of 2022. The inflation rate has fallen closer to the pre-COVID trend as of 2025 at under 3% inflation annually.

Wages: On a positive note, median household earnings also enjoyed growth coming out of the recession and largely outpaced inflation in the following years. Earnings spiked in 2020 when government stimulus payments were added to earned wages. However, earnings growth decelerated beginning in 2022, and fell slightly in 2024 (Figure 3.3).

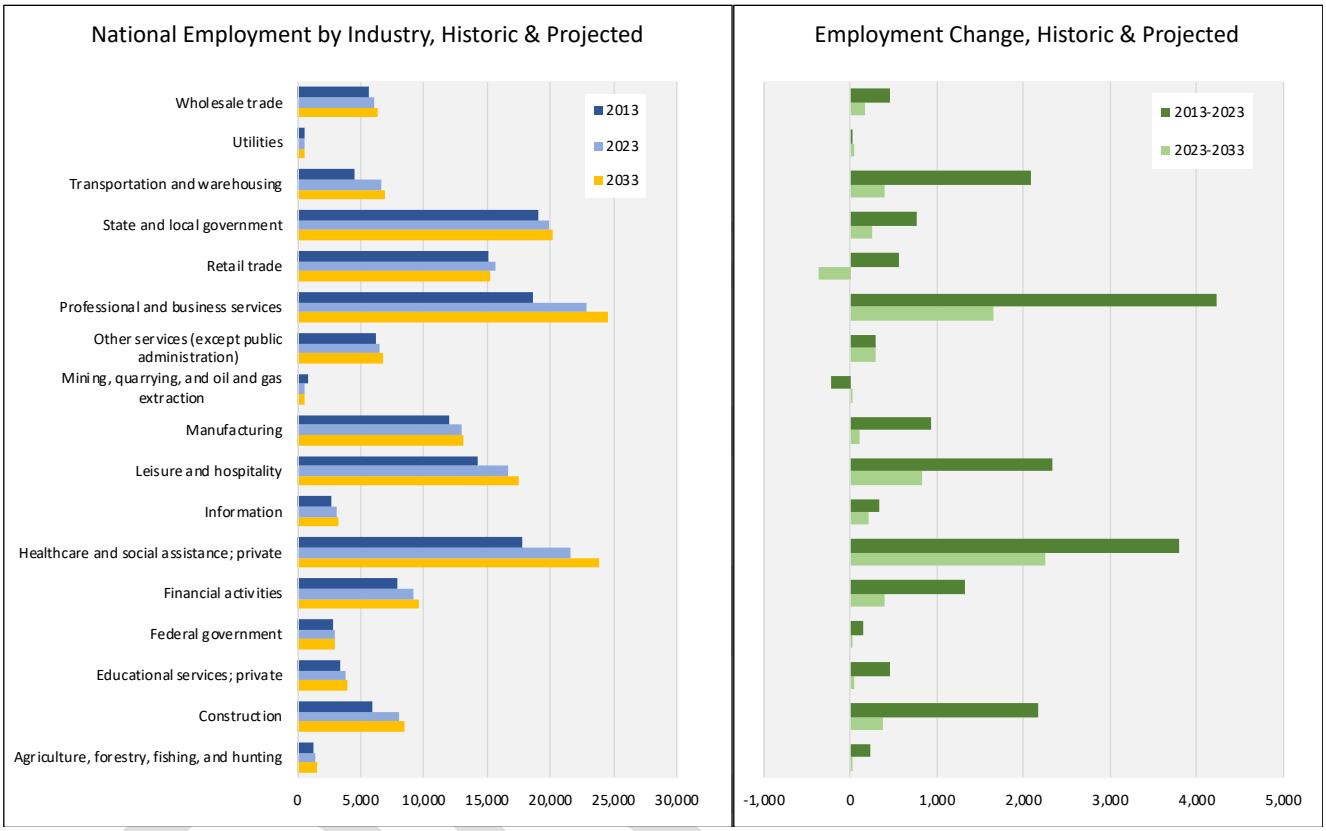
FIGURE 3.3: INFLATION INDEX VS. MEDIAN EARNINGS INDEX (2010 – 2024)



Source: U.S. Federal Reserve Bank of St. Louis; Consumer Price Index for Urban Consumers (US); Median Earnings for Full-Time Employees, Seasonally Adjusted

Industry Sector Employment: At a national level, professional and business services, and the healthcare & social assistance sector accounts for the largest share of employment growth, followed by professional & business services, and leisure & hospitality. The aging of the population is expected to drive the healthcare sector over the next few decades.

FIGURE 3.4: NATIONAL EMPLOYMENT BY SECTOR (2013 – 2023, 2033 PROJECTED)

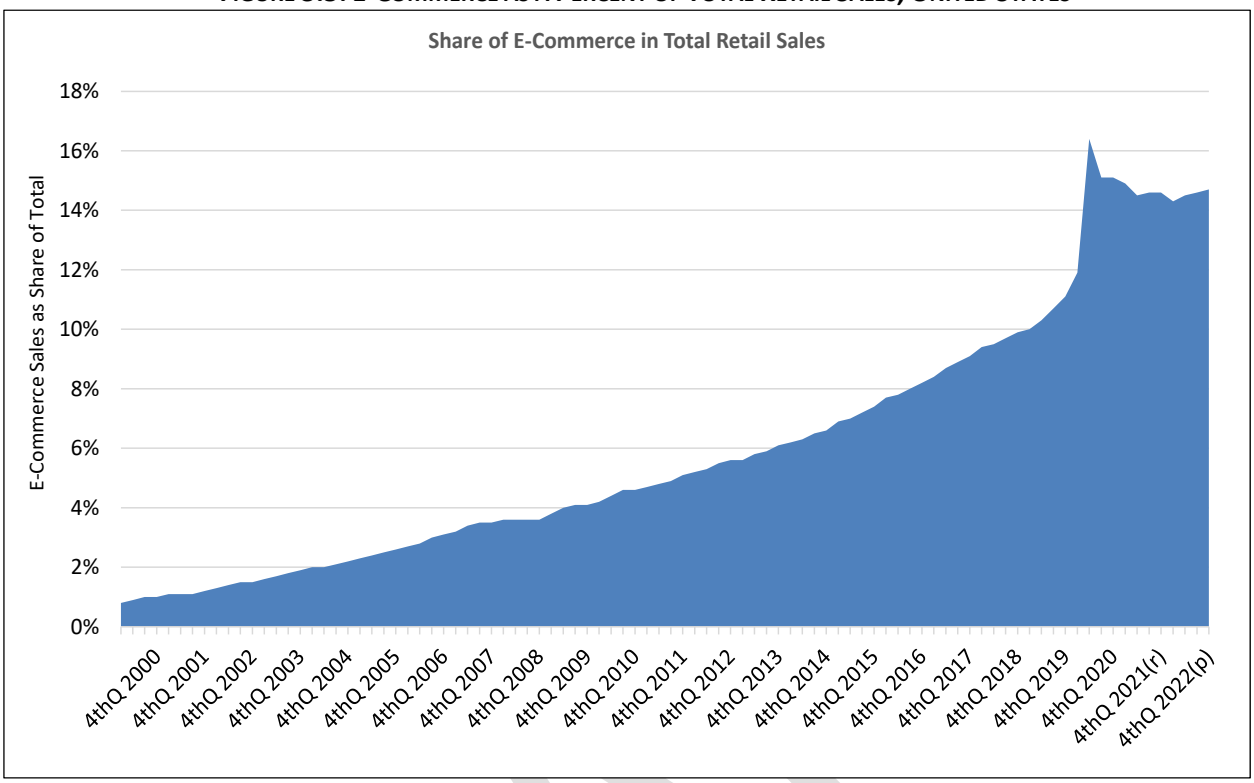


Source: U.S Bureau of Economic Analysis

Recent trends and current forecasts reflect a shift from a goods economy, featuring manufacturing and natural resources, towards a service economy, which emphasizes technological innovation, research, and design.

The most dramatic spending shift in the context of real estate in recent times is the growth in online shopping, which has reduced the overall need for brick-and-mortar space, especially from retailers selling physical goods. While the share of sales accounted for by e-commerce has grown at a steady pace over the last decade, the pandemic greatly accelerated this trend. In 2020, the share of sales taking place online jumped from 12% of total retail spending to 16%. It has since settled to 14.5% of spending, which is well above the pre-pandemic share (Figure 3.5).

FIGURE 3.5: E-COMMERCE AS A PERCENT OF TOTAL RETAIL SALES, UNITED STATES



SOURCE: Retail Indicators Branch, U.S. Census Bureau, JOHNSON ECONOMICS

The growth in e-commerce has accelerated a shift in storage needs from retail stores to warehouses and distribution centers. At the same time, automation is causing a consolidation within the warehousing and distribution industry, leading to increasing reliance on larger third-party operators able to make heavy investments in capital and expertise. Finally, changes in the use of electronic devices and growth in online services are causing a shift in the tech sector, from hardware manufacturing to software development.

This pattern has also been reflected in the State of Oregon, with e-commerce employment increasing at the expense of brick-and-mortar retail employment. This is causing a shift in storage needs from retail stores to warehouses and distribution centers. This has also been one factor underlying the growth of the data center industry to facilitate the growth in online activity, which is discussed in greater detail in a following section.

B. CITY OF BOARDMAN EMPLOYMENT AND FIRMS

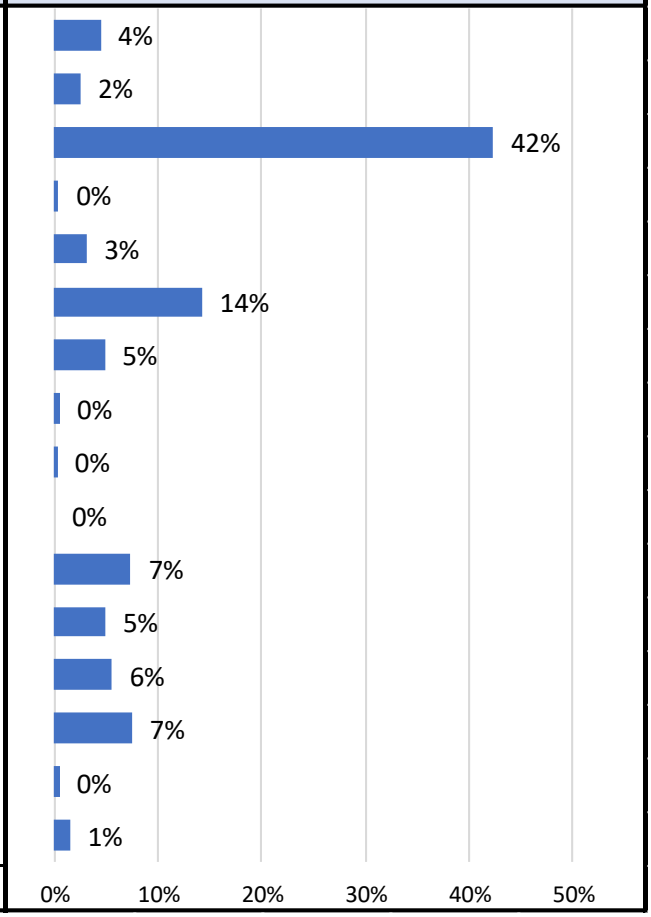
As of 2025, the City of Boardman is home to roughly 150 businesses with nearly 3,500 workers, including the self-employed (inside the city's Urban Growth Boundary or UGB). The largest industries by employment are manufacturing which includes food processing, utilities, administrative services which includes security firms, and leisure and hospitality which includes dining and tourism-related companies. Data center employment is included under the "information" sector which has growth rapidly over the past decade. Data centers also support many other types of jobs including security, construction, and suppliers.

Boardman's rapid past and future residential growth support dining, shopping, education and health care, as well as government employment at the local, state, and port levels.

Boardman has the lowest estimated employment representation in some of the "white collar" professional services such as finance & insurance, real estate & professional sectors. (Industry sectors are discussed in more detail in Section IV of this report)

FIGURE 3.6: ESTIMATED EMPLOYMENT BY INDUSTRY SECTOR, CITY OF BOARDMAN (2025)

Major Industry Sector	Estimated Employment 2025	Share of Employment
Agr., forestry, outdoor	154	4%
Construction	87	2%
Manufacturing	1,475	42%
Wholesale Trade	14	0%
Retail Trade	108	3%
Transport., Warehousing, Utilities	498	14%
Information	168	5%
Finance & Insurance	17	0%
Real Estate	9	0%
Professional & Technical Services	0	0%
Administration Services	257	7%
Education	170	5%
Health Care/Social Assistance	193	6%
Leisure & Hospitality	261	7%
Other Services	15	0%
Government	52	1%
TOTAL	3,479	



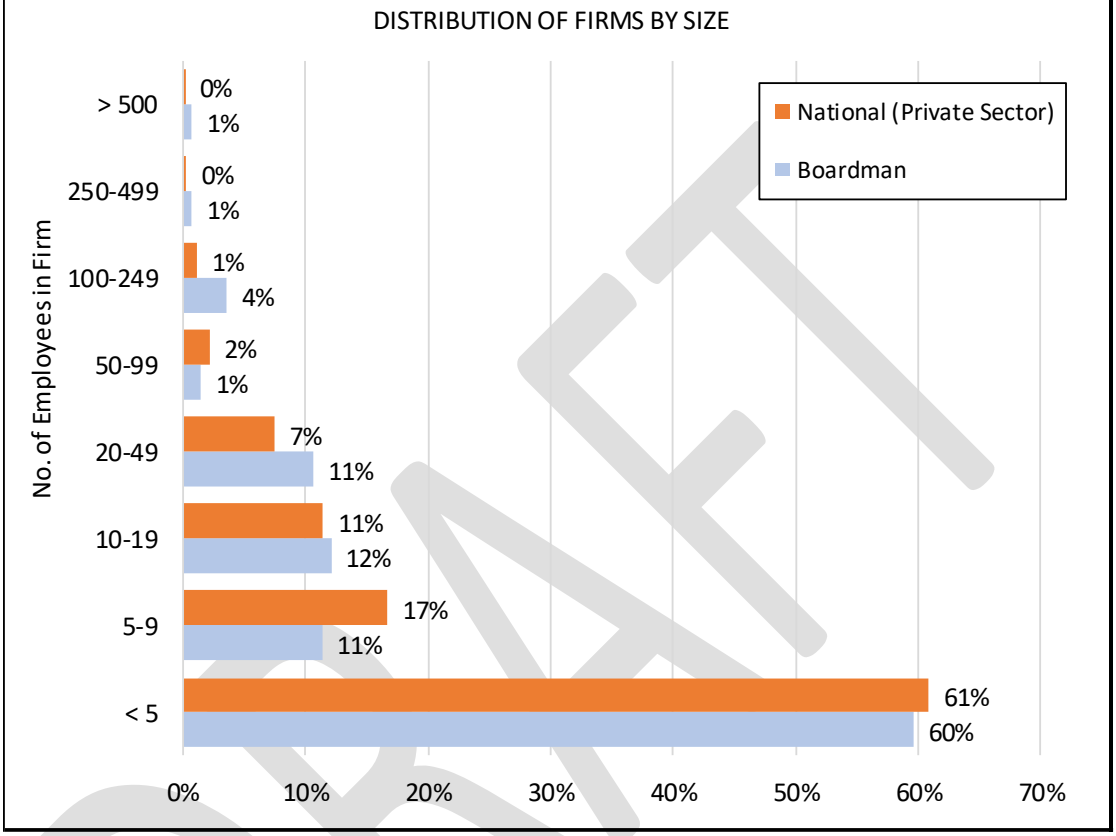
SOURCE: Oregon Employment Department, 2023 QCEW data projected to 2025, Johnson Economics

The local employment base is dominated by relatively small firms, with over 70% of businesses having fewer than 10 employees, and nearly 85% of businesses having fewer than 20 employees (Figure 3.7). However, this trend is in keeping with the national averages. Most businesses are small businesses. (This is based on the most recent 2023 QCEW data for unemployment-insurance covered employment and therefore doesn't include all self-employment or owner/operator businesses.) Only a handful of firms and organizations have more than 100 employees. This is again, in keeping with national trends.

As of 2023 (most recent granular data available from Oregon Employment Department), there were an estimated 140 firms in Boardman with covered employees.

FIGURE 3.6: DISTRIBUTION OF FIRMS BY SIZE, CITY OF BOARDMAN - 2023

	Size of Firm/Employees								
	< 5	5-9	10-19	20-49	50-99	100-249	250-499	> 500	Total
TOTAL	84	16	17	15	2	5	1	1	141



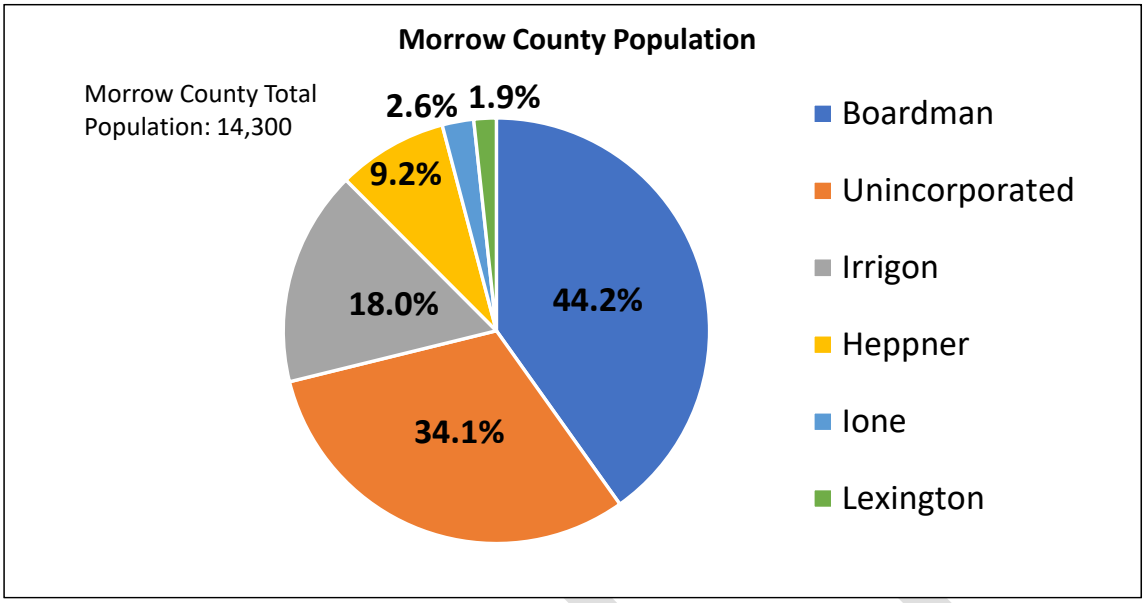
Source: Oregon Employment Department, QCEW data

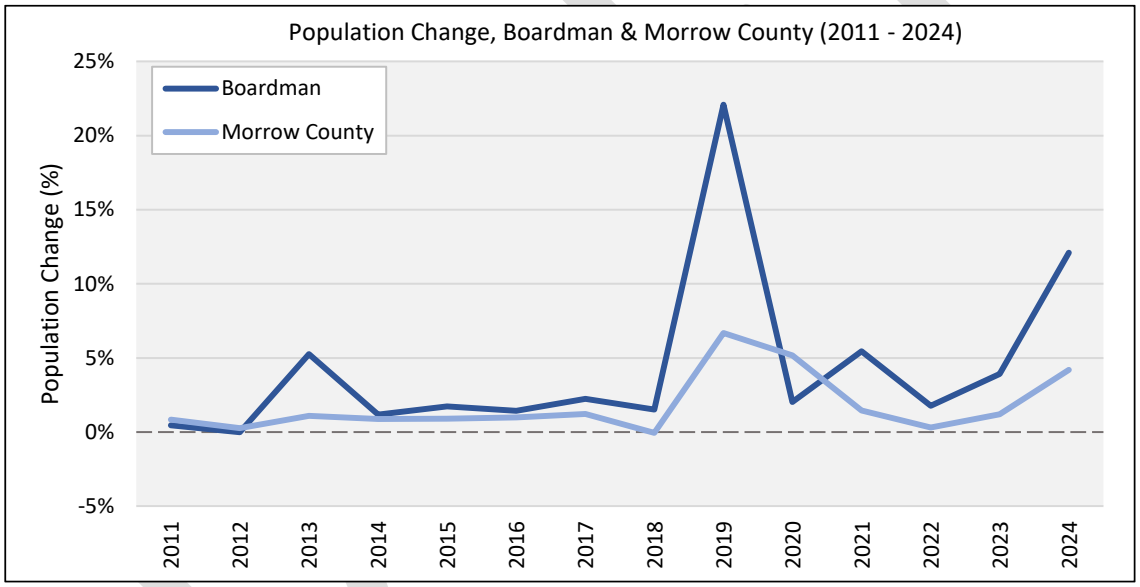
B. LOCAL POPULATION AND WORKFORCE TRENDS

Population: The City of Boardman was estimated to have a population of 5,750 as of 2024, representing over 44% of Morrow County's overall population and is the county's largest city. Boardman is estimated to have grown at a rate of 4.4% per year since 2010, well over double the county's growth rate (1.8% per year). The city has grown by over 2,500 residents since 2010, which accounts for 80% of the county's growth in that period. Portland State University projects that by 2045 Boardman's population will have grown to 6,630 residents, though past trends suggest this projection may prove conservative.

DRAFT

FIGURE 3.7: POPULATION TRENDS, BOARDMAN & MORROW COUNTY (2024)



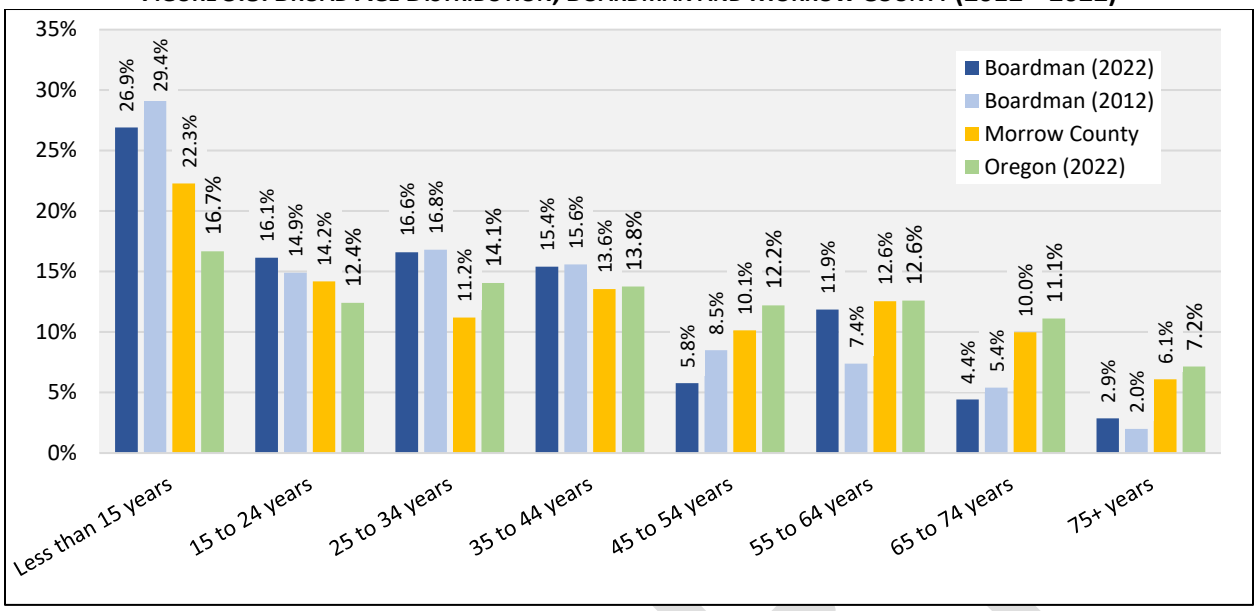


SOURCE: Population Research Center, Portland State University

The City of Boardman has a larger proportion of children and young adults when compared to the county and state as of 2022. Nearly 75% of the city's population is younger than 45 years old according to the Census (Figure 3.8). Overall, those aged 15 or younger is the largest age group in the city, estimated to be over 25% of the population. The next largest age cohort are those aged 25 to 34.

The share of Boardman residents in the traditional retirement age bracket (65+) is much lower than seen in the county or statewide. In Oregon, this group averages over 18% of the population, while in Boardman it is an estimated 8% of the population.

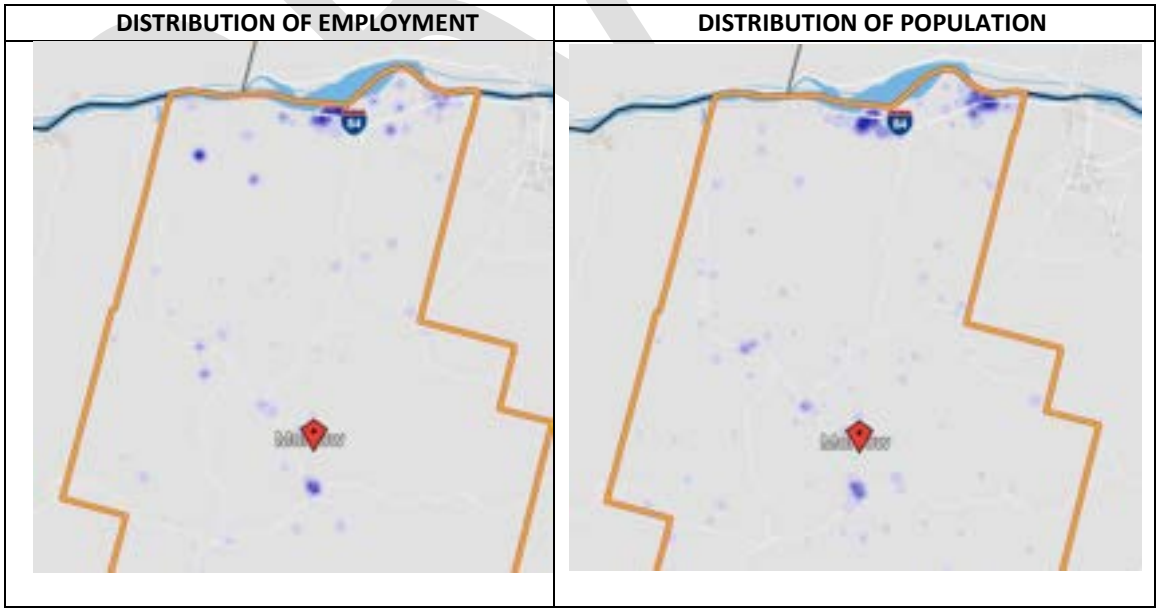
FIGURE 3.8: BROAD AGE DISTRIBUTION, BOARDMAN AND MORROW COUNTY (2012 – 2022)



SOURCE: U.S Census Bureau, ACS 5-Year Estimate

Despite this, between 2012 and 2022, the 55 to 64 age bracket grew the most as a share of the population, growing by roughly 4 percentage points. The 75+ age bracket also saw growth. This reflects a nationwide trend attributed to the aging of the large Baby Boom generation. The first half of this generation is now well past the traditional retirement age, while much of the younger half will be retiring over the coming decade.

FIGURE 3.9: DISTRIBUTION OF EMPLOYMENT AND WORKFORCE, MORROW COUNTY, 2022



SOURCE: Census Bureau, Longitudinal Employer-Household Dynamics (LEHD) Data

Employment and Population Concentrations: As Figure 3.9 shows, employment in Morrow County is concentrated around the city of Boardman and the Port of Morrow at the north end of the county along the Columbia River; smaller concentrations of employment are found in the county's smaller cities and in some rural locations. The distribution of population is similar, however with more households spread throughout the unincorporated areas of the county around Boardman and Irrigon.

Commuting Trends: In 2022 (the most recent data available), the City of Boardman was estimated to have roughly 2,075 people commuting in for work, while 1,200 people commuted out; 470 residents both lived and worked in the city. As for the county, it is estimated that 3,450 people commuted in for work, 3,000 commuted out for work, while 2,300 live and work in the county during 2022.

These figures reflect "covered employment" as of 2022, 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 the self-employed and therefore is not a complete picture of local employment. The figures discussed here are best understood as indicators of the general pattern of commuting and not exact figures.

Of those residents who work outside of the city, the most common commute destinations are Hermiston, Pendleton, Umatilla, and Portland. For local employees who commute in from outside of Boardman, most live in Hermiston, Kennewick, Umatilla, Irrigon, or Richland.

FIGURE 3.10: NET INFLOW-OUTFLOW OF EMPLOYEES, BOARDMAN AND MORROW COUNTY, 2022

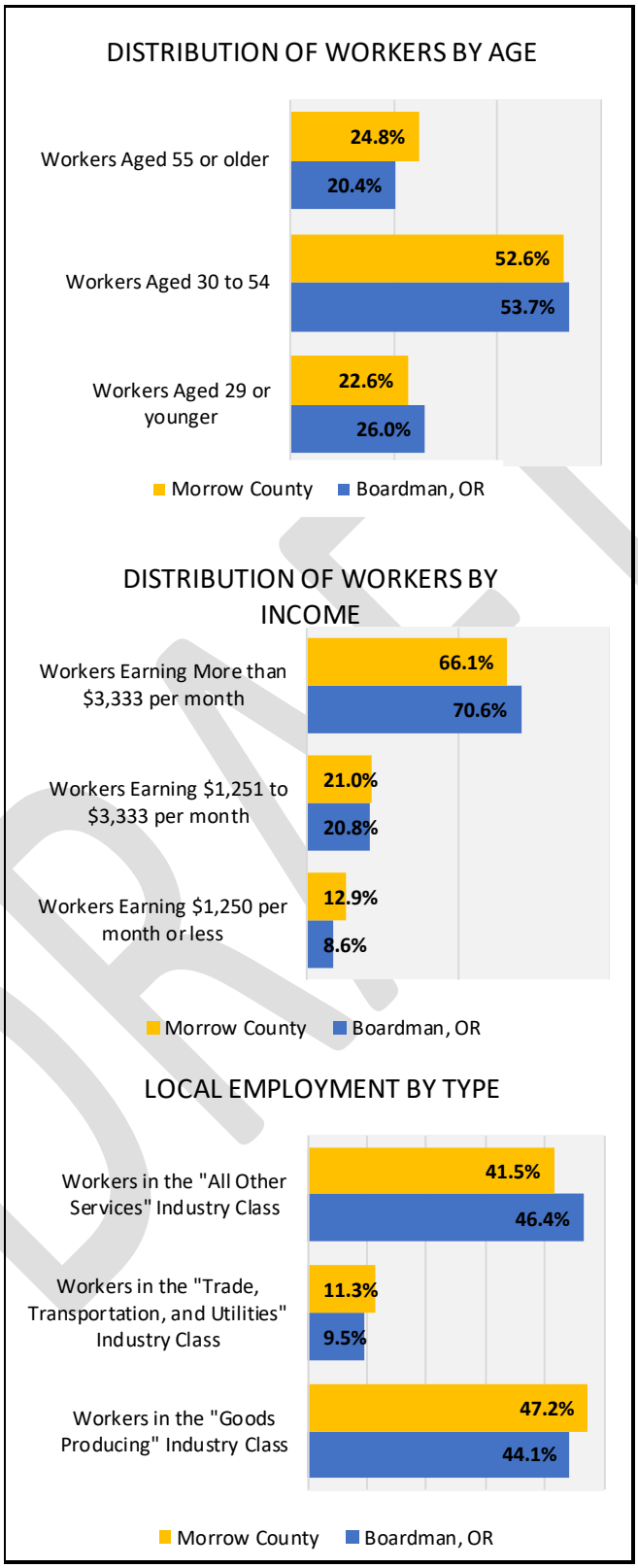
MORROW COUNTY COMMUTING TRENDS	BOARDMAN COMMUTING TRENDS

SOURCE: Census Bureau, Longitudinal Employer-Household Dynamics (LEHD) Data

Some amount of cross-commuting is common in most communities, as residents are willing to consider a larger employment market beyond the city boundaries, and as workers in the broader area search for available housing that may be in other cities. However, it is estimated that less than 10% of Boardman's population both live and work in the city, which is a relatively low share compared to other communities in the county.

Labor Force Characteristics: The figures below show a comparison of labor force distribution in the City of Boardman and Morrow County. Boardman has a distribution of workers similar to the county in age and income characteristics.

FIGURE 3.11: WORKER CATEGORIES, BOARDMAN AND MORROW COUNTY, 2022



SOURCE: Census Bureau, Longitudinal Employer-Household Dynamics (LEHD) Data

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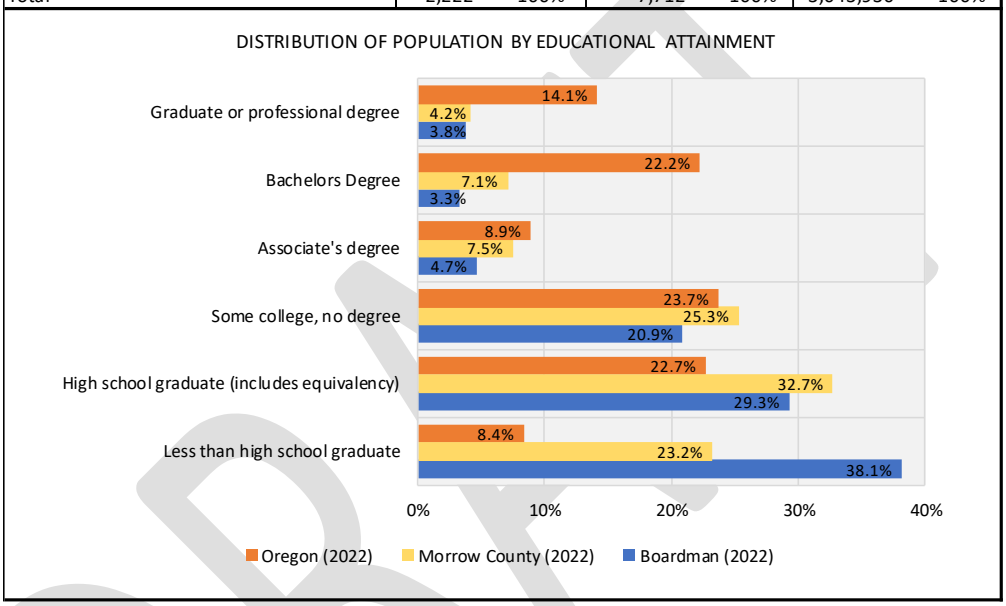
The figure below summarizes the adult population's educational attainment in Boardman compared to the county and state. On average, the City of Boardman has lower-education levels in comparison to the county or state (Figure 3.12).

FIGURE 3.12: EDUCATIONAL ATTAINMENT PROFILE FOR THE POPULATION 25 AND OVER, 2023

	Boardman (2023)		Morrow Co. (2023)		Oregon (2023)	
Population 25 years and older	Count	%	Count	%	Count	%
Less than high school graduate	846	38.1%	1,790	23.2%	254,596	8.4%
High school graduate (includes equivalency)	650	29.3%	2,522	32.7%	690,248	22.7%
Some college, no degree	464	20.9%	1,948	25.3%	721,161	23.7%
Associate's degree	104	4.7%	581	7.5%	271,686	8.9%
Bachelors Degree	74	3.3%	547	7.1%	675,825	22.2%
Graduate or professional degree	84	3.8%	324	4.2%	430,414	14.1%
Total	2,222	100%	7,712	100%	3,043,930	100%



SOURCE: U.S. Census Bureau, 2019-2023 ACS 5-Year Estimates

- Roughly 38% of the local population 25 and older have not completed high school, as compared to 8.4% statewide.
- Roughly 30% of the city's adults only have a high school education, higher than both the county (33%) and the state (23%).
- 33% of the adult population has some education beyond high school, compared to 44% countywide, and 69% statewide.
- 12% of local adults have completed a post-secondary degree, compared to 19% of the county population, and 45% of the state population.

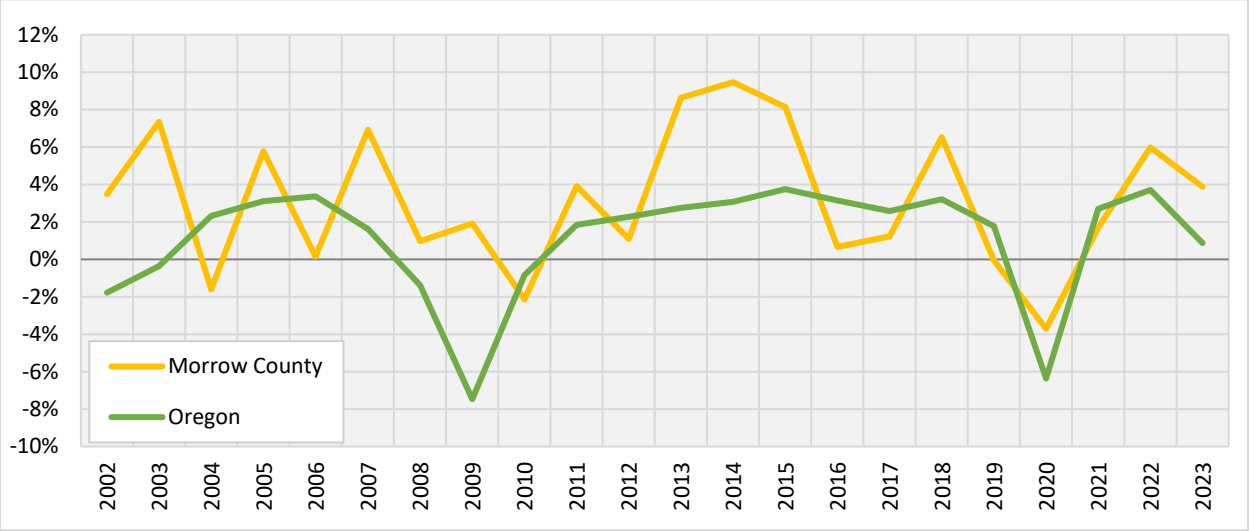
The local workforce has good capacity to fill many information technology (IT) jobs, a field which has seen growing demand due to the region becoming an emerging data center hub. Contrary to popular belief, many IT jobs do not require a college degree. For example, data from Indeed.com shows that as of 2023, 36% of "Data Center Technician" job openings only require a high school diploma or GED, while 31% require a bachelor's degree, 27% require an associate's degree, and 6% require a master's degree [1].

Regional Employment Growth: Morrow County has tended to display stronger employment growth when compared to the State of Oregon. Throughout the 2010's Morrow County's employment growth ranged from 1.5% to 9% annually.

[1] https://www.indeed.com/career/data-center-technician/career-advice

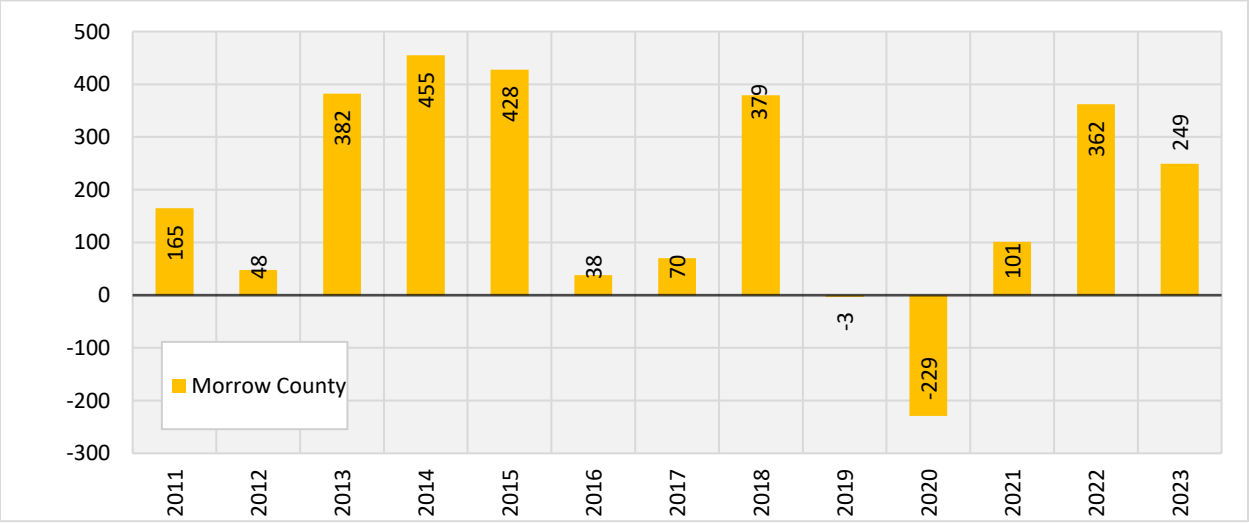
In comparison, the state's employment growth rate hovered consistently around the 2% to 4% range, averaging at 2.4% annually in the same time span. Morrow County has been less affected by recent shocks such as the '08 – '09 and COVID recessions. This is most likely due to a large share of the county's employment base being historically employed in agriculture, government, and the health care and social assistance sectors which are more resilient to economic shocks. During the most recent COVID recession, Morrow County's employment base decreased by 4% while the state's employment base decreased by 7%.

FIGURE 3.13: YEAR-OVER-YEAR EMPLOYMENT GROWTH RATE, BOARDMAN, MORROW COUNTY & OREGON (2002 – 2023)



Source: Oregon Employment Department, QCEW Estimates

FIGURE 3.14: NET CHANGE IN EMPLOYMENT, MORROW COUNTY (2011 – 2023)



Source: Oregon Employment Department, QCEW Estimates

Employment growth in Morrow County in the 2010's was generally robust with more years of strong job growth than not throughout the decade. As with most of the nation, the county experienced significant job less in 2020 due to the COVID pandemic but quickly rebounded in the following years. As of 2022, all the jobs lost in 2020 were recovered, while the state had only recovered roughly 80% of the jobs lost by the end of that year.

IV. COMMUNITY ECONOMIC DEVELOPMENT POTENTIAL

The economic climate of a community helps foster growth of existing firms and industry clusters and make the area attractive for new businesses. The City of Boardman has several existing advantages that boost its potential as a location for current and future business.

Location: Boardman's location is an advantage for some industries and a challenge for others. Located on the I–84 Freeway in Eastern Columbia River Gorge, the addressable market for goods and service providers in Boardman stretches from Arlington to the Hermiston area and smaller Morrow County communities to the south. However, the market for small local, non-traded sector businesses is limited by population size and density.

The location has strong benefits for some industry, in particular agriculture and ag support businesses, food processing and manufacturing, warehousing and freeway distribution, businesses benefiting from river access and transport, and those drawing from the ample power, water, and land resources, which notably includes the data center industry over the past decade.

Transportation Connectivity: Boardman has strong regional transportation access, being located on the I-84 freeway, and near multiple state and federal highways. Access to I-82 is located roughly 15 miles to the east. I-84 is the main route for commuters, freight, and travelers between Boise and Portland, while I-82 provides direct access to the Tri-Cities area in Washington State to the north. Boardman has roughly 20-min access to its nearest neighboring communities including smaller Morrow County cities as well as Hermiston and Umatilla. Pendleton is located roughly 45 miles to the east, and the Dalles an hour to the west. The region lacks regular transit services between cities.

Businesses in the north industrial area have access points to freight rail service with connections to the remainder of the Northwest. There are small municipal airports located in Boardman and nearby Hermiston, and the larger Tri-Cities airport is located an hour to the north. Portland International Airport is located roughly three hours to the west, and Boise Airport four hours to the east.

Labor Market: The availability of ample and skilled labor is a key factor in economic development potential. Beyond the talent pool of Boardman residents, the city's location and freeway access give local businesses the ability to draw on a larger labor pool from the region. In Oregon, Boardman draws on a labor pool from across Morrow and Umatilla counties, and as far as La Grande. The Tri-Cities metro area, with a population of over 300,000, is located 60 minutes to the north and is an important source of skilled labor across the region.

However, the limited size of the local workforce, and housing to grow that workforce have been an ongoing challenge in Boardman. The small community is home to a large amount of employment in the industrial lands of the city and Port of Morrow. Employers in this area commonly have job openings that are difficult to fill given the limited size of the local workforce and need to recruit from a broader area. Also, the limited size of the workforce means that some needed skillsets may be hard to find among residents.

To grow the local workforce at a range of income and skill levels, there must be sufficient housing available at a range of price points. The community has grown quickly, but not yet fast enough to meet the demand for new housing affordable to everyone in the workforce. The long commutes and lack of regional transit service exacerbate challenges with workforce recruitment.

Regionwide, common workforce issues include finding qualified workers with the proper basic and technical skills, training entry-level workers effectively, and successfully employing contractors from staffing agencies. With the ongoing development of large data center facilities in Morrow County, a specialized industry that hardly existed 15 years ago, along with other employment growth, drawing sufficient skilled workers to the area may remain a challenge for the foreseeable future. The continued population growth in Boardman and ready access to the broader region will help this effort. New and existing local businesses can also assist in developing the specific skills and education they will need from their workforce.

Quality of Life: Boardman offers a high quality of life and urban amenities to attract new workers and businesses to the city. The city offers a mixture of small-town lifestyle, diverse cultural activities, with access to nature and rural amenities, while also being a quick trip away from other communities with additional urban amenities. The community features relatively affordable housing in comparison to other parts of the region, good schools, parks, and ample shopping and local services. Achieving sustainable growth and protecting the small town character of Boardman was identified as a community goal during the strategic planning process that preceded this project.

Boardman's location on the gorge in Northeastern Oregon offers ready access to a full range of river and mountain recreation, including camping, hiking, fishing, and hunting.

Utilities: The City of Boardman and Morrow County have ready access to ample green energy from regional dams on the Columbia River watershed, and area wind and solar projects. The area also has ample water resources to meet the needs of agriculture and water-dependent industry. This combination has made Morrow and Umatilla counties attractive to the data center industry over the past decade as they need dependable sources of both.

Flat, Buildable, Land: The study area has a diversity of potentially available land to accommodate a range of uses and intensity of uses. This diversity can expand regional marketability and offers the flexibility to plan uses meeting specific site criteria. Within the State of Oregon, there are limited opportunities for large-lot industrial development. The region's potential supply of large sites can provide a strong competitive advantage, if it is made available. While the land in the county may be hypothetically suitable however, the right amount, location, and sizes of development sites for different employers may not be currently available within the Urban Growth Boundary.

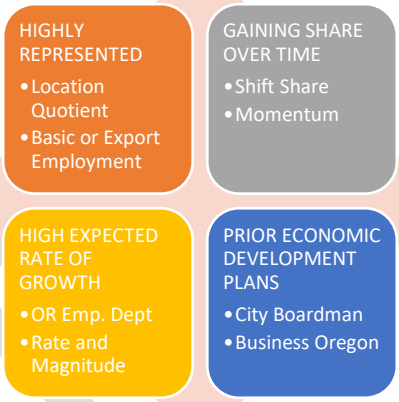
Economic Development Partnerships: Boardman has several partners in economic development, including the Boardman Chamber of Commerce, the Port of Morrow, Morrow County, neighboring cities, GEODC, and Business Oregon. Nearby Hermiston features a Blue Mountain Community College campus to offer ongoing education and training to the local workforce.

Local and regional employers are also key partners in promoting and growing their industries. Boardman works with these and other regional partners to provide the infrastructure and services needed to retain and attract businesses to the city.

Economic Development Tools: Boardman features the Columbia River Enterprise Zone (CREZ) which allows for tax abatements to incentivize new business development across most of the employment lands in the city. The Enterprise Zone covers most of the industrial land of the city and port, as well as land to the west of Boardman around Tower Road and the airport. Boardman also features an Urban Renewal (TIF) Agency that administers three TIF districts, in the northern, central, and western areas of the city.

V. INDUSTRY DIFFERENTIATION ANALYSIS

This element of the Economic Opportunities Analysis utilizes analytical tools to assess the economic landscape in Morrow County and the City of Boardman. The objective of this process is to identify a range of industry types that can be considered targeted economic opportunities over the planning period.



A range of analytical tools to assess the local and regional economic landscape are used to determine the industry typologies the county and individual cities should consider targeting over the planning period. Where possible, we look to identify the sectors that are likely to drive growth in current and subsequent cycles.

ECONOMIC SPECIALIZATION (MORROW COUNTY)

A common analytical tool to evaluate economic specialization is location quotient analysis. This metric compares the concentration of employment in an industry at the local level to a larger geography. All industry categories are assumed to have a quotient of 1.0 on the national level, and a locality's quotient indicates if the local share of employment in each industry is greater or less than the share seen nationwide. For instance, a quotient of 2.0 indicates that locally, that industry represents twice the share of total employment as seen nationwide. A quotient of 0.5 indicates that the local industry has half the expected employment.

FIGURE 5.1: INDUSTRY SECTOR SPECIALIZATION BY MAJOR INDUSTRY (PRIVATE), MORROW COUNTY, 2023

Industry	Annual Establishments	Average Employment	Total Annual Wages	Average Annual Wages	Employment LQ
102 Service-providing	248	2,704	$193,378,251	$71,522	0.57
101 Goods-producing	128	2,913	$194,693,598	$66,842	2.96
1011 Natural resources and mining	61	1,148	$69,174,830	$60,244	14.39
1012 Construction	52	211	$21,655,629	$102,796	0.61
1013 Manufacturing	16	1,554	$103,863,139	$66,843	2.78
1021 Trade, transportation, and utilities	70	852	$53,833,005	$63,160	0.68
1023 Financial activities	20	57	$2,891,962	$51,185	0.15
1024 Professional and business services	27	339	$19,290,606	$56,974	0.34
1025 Education and health services	50	285	$15,362,214	$53,855	0.27
1026 Leisure and hospitality	31	250	$5,391,588	$21,602	0.35
1027 Other services	27	65	$2,203,027	$33,677	0.33
Total	354	4,761	$681,737,849	$143,192	

SOURCE: U.S. Bureau of Labor Statistics

A location quotient analysis was completed for Morrow County, which evaluated the distribution of local employment relative to national averages, as well as average annual wage levels by industry (Figure 5.1). The industries that are well-represented countywide are good candidates for growth in localities such as Boardman as the city has the ability to tap into regional advantages to grow locally.

Among major industries, the natural resources sector (which includes agriculture) was the most strongly represented, followed by manufacturing, which includes food processing. Trade, transportation, and utilities and construction have the next highest representation though still somewhat lower than the national average. Recent additions to employment in the information sector from data center development are not adequately reflected in

this 2023 data. The professional & business services and financial activities sector were the most under-represented major industries. The utilities sector provided the highest average wages among these industries, while the leisure and hospitality industry (dining and tourism) has the lowest average wages.

A more detailed analysis shows that the industries with the highest LQ in the county are the "natural resources" category followed by utilities, manufacturing, transportation & warehousing, and government. The industries that employ the most people in the county are agriculture, manufacturing, and the local government. The most under-represented industries are finance, real estate, and health care and social services.

FIGURE 5.2: INDUSTRY SECTOR SPECIALIZATION BY DETAILED INDUSTRY (PRIVATE + GOVT.), MORROW COUNTY, 2023

Industry	Annual Establishments	Average Employment	Total Annual Wages	Average Annual Wages	Employment LQ
Natural Resources & Mining	62	1,149	$69,211,555	$60,236	14.40
Utilities	8	99	$12,840,733	$129,814	3.96
Construction	52	211	$21,655,629	$102,796	0.61
Manufacturing	16	1,554	$103,863,139	$66,843	2.78
Wholesale trade	16	107	$9,090,390	$84,957	0.40
Retail trade	25	295	$9,464,417	$32,128	0.44
Transportaion and warehousing	20	352	$22,437,465	$63,773	1.26
Information	-	-	-	-	-
Finance and Insurance	11	41	$2,331,573	$56,409	0.15
Real Estate and Rental	9	15	$560,389	$36,949	0.14
Professional and business services	27	339	$19,290,606	$56,904	0.34
Educational services	-	-	-	-	-
Health care and social assistance	50	285	$15,362,214	$53,855	0.31
Leisure and Hospitality	31	250	$5,391,588	$21,566	0.35
Other services	27	65	$2,203,027	$33,677	0.33
Unclassified	-	-	-	-	-
Government	49	1,037	$68,002,661	$65,576	1.09
Total	426	6,655	$456,126,941	$68,539	

SOURCE: U.S. Bureau of Labor Statistics

The level of indicated export employment per sector is estimated by combining the location quotients and overall employment levels. Export industries are important in that they grow the overall size of the local economy by bringing in dollars from outside the community, rather than recirculating internal spending.

The industries with the highest level of export employment are agriculture followed by manufacturing, government, warehouse & transportation, and utilities.

ECONOMIC SPECIALIZATION (CITY OF BOARDMAN)

The same analysis for the City of Boardman reveals high levels of employment concentration in the food manufacturing which has an employment LQ of 32 in 2023. Following this, the next industries with a notable employment concentration in the city are utilities, delivery and warehousing, agriculture, and educational services. [Figure 5.3 presents data based on *covered employment* from 2023 (the most recent year available), not including self-employment.]

Overall, the professional, technical, and "white collar" sectors tend to have an LQ below 1, indicating that the city's employment concentration is less than what is expected nationwide on average. As with the countywide data, the reality of job growth in the information sector from data centers is not yet reflected in this data set.

FIGURE 5.3: INDUSTRY SECTOR SPECIALIZATION BY DETAILED INDUSTRY, CITY OF BOARDMAN, 2023

Industry	Annual Establishments	Average Employment	Total Annual Wages	Average Annual Wages	Employment LQ
Agriculture, forestry, fishing, and hunting	6	77	$4,331,962	$56,259	3.22
Mining	-	-	-	-	-
Construction	25	66	$7,347,429	$111,325	0.43
Food Manufacturing	6	1,470	$97,420,332	$66,272	32.37
Wood Manufacturing	-	-	-	-	-
Metals Manufacturing	-	-	-	-	-
Utilities	3	187	$15,967,425	$85,387	16.99
Wholesale trade	3	14	$1,680,142	$120,010	0.12
Retail trade	9	90	$2,563,987	$28,489	0.30
Transportation	3	22	$1,844,078	$83,822	0.33
Delivery and warehousing	2	200	$13,214,459	$66,072	3.56
Information	5	20	$782,024	$39,101	0.35
Finance and Insurance	4	16	$954,639	$59,665	0.13
Real Estate and Rental	4	9	$390,860	$43,429	0.20
Professional, Scientific, and Technical Services	-	-	-	-	-
Management of Companies and Enterprises	1	6	$443,026	$73,838	0.12
Administrative and Waste Management	5	195	$8,139,027	$41,739	1.09
Educational services	4	129	$7,846,370	$60,825	2.16
Health care and social assistance	18	146	$8,730,407	$59,797	0.36
Arts, Entertainment, and Recreation	-	-	-	-	-
Accommodation and Food Services	17	217	$4,569,706	$21,059	0.81
Other services	2	13	$354,981	$27,306	0.15
Government	2	50	$3,893,528	$77,871	0.12
Unclassified	7	7	$61,209	$8,744	0.19
Total	126	2,934	$180,535,591	$61,532	

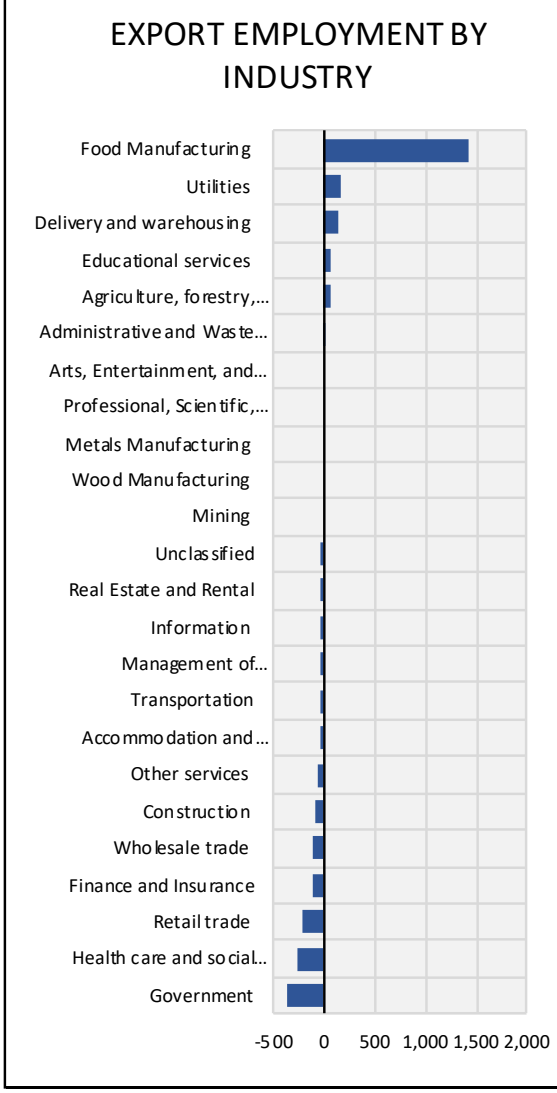
SOURCE: Oregon Employment Department

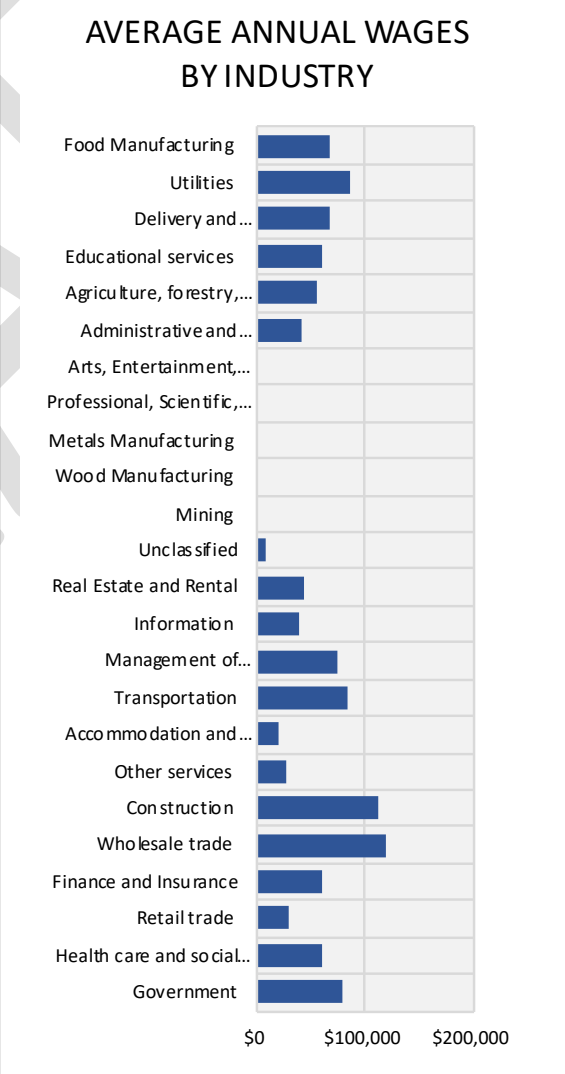
The top sectors in terms of overall employment were food manufacturing, utilities, and warehouse and deliveries. Manufacturing is a strong export industry, with most product leaving the city and county and bringing outside dollars into the local economy. The large and long-established food processing plants located in the city and Port's industrial lands are large contributors to the traded sector. Data centers also sell their services to customers largely beyond the local area, and are similarly considered export businesses.

FIGURE 5.4: TOP TEN INDUSTRIES IN TERMS OF TOTAL AND EXPORT EMPLOYMENT, CITY OF BOARDMAN (2023)

Industry	Total Employment
Food Manufacturing	1470
Accommodation and Food Services	217
Delivery and warehousing	200
Administrative and Waste Management	195
Utilities	187
Health care and social assistance	146
Educational services	129
Retail trade	90
Agriculture, forestry, fishing, and hunting	77
Construction	66

Industry	Location Quotient
Food Manufacturing	32.37
Utilities	16.99
Delivery and warehousing	3.56
Agriculture, forestry, fishing, and hunting	3.22
Educational services	2.16
Administrative and Waste Management	1.09
Accommodation and Food Services	0.81
Construction	0.43
Health care and social assistance	0.36
Information	0.35





SOURCE: Oregon Employment Department and Bureau of Labor Statistics

ECONOMIC DRIVERS

Shift Share Analysis

The identification of the economic drivers of a local or regional economy is critical in informing the character and nature of future employment, and by extension land demand over a planning cycle. To this end, we employ a shift-share analysis of the local economy emerging out of the latter half of the recent expansion cycle[2].

A shift-share analysis measures the local effect of economic performance within a particular industry or occupation. The process considers local economic performance in the context of national economic trends—indicating the extent to which local growth can be attributed to unique regional competitiveness or simply growth in line with broader trends. For example, consider that Widget Manufacturing is growing at a 1.5% rate locally, about the same rate as the local economy. On the surface we would consider the Widget Manufacturing industry to be healthy and contributing soundly to local economic expansion. However, consider also that Widget Manufacturing is booming across the country, growing at a robust 4% annually. In this context, local widget manufacturers are struggling, and some local or regional conditions are stifling economic opportunities.

We can generally classify industries, groups of industries, or clusters into four groups:

Growing, Outperforming: Industries that are growing locally at a rate faster than the national average. These industries have characteristics locally leading them to be particularly competitive.

Growing, Underperforming: Industries that are growing locally but slower than the national average. These industries generally have a sound foundation, but some local factors are limiting growth.

Contracting, Outperforming: Industries that are declining locally but slower than the national average. These industries have structural issues that are impacting growth industry wide. However, local firms are leveraging some local or regional factor that is making them more competitive than other firms on average.

Contracting, Underperforming: Industries that are declining locally at a rate faster than the national average. These industries have structural issues that are impacting growth industry wide. However, some local or regional factors are making it increasingly tough on local firms.

The average annual growth rate by industry from 2013 to 2023 (the latest available data) in Boardman was compared to the national rate. The observed local change was compared to a standardized level reflecting what would be expected if the local industry grew at a rate consistent with national rates for that industry.

As shown in Figure 5.5, most local industries grew at a faster rate than the rest of the country. Sectors that did experience a notable positive regional shift in employment during this period were manufacturing, utilities, delivery and warehousing, and information. Sectors with a negative regional shift in employment compared to the national growth rate include wholesale trade and some professional sectors, however the size of the negative trend is not large.

2 Measured from 2013 through 2023

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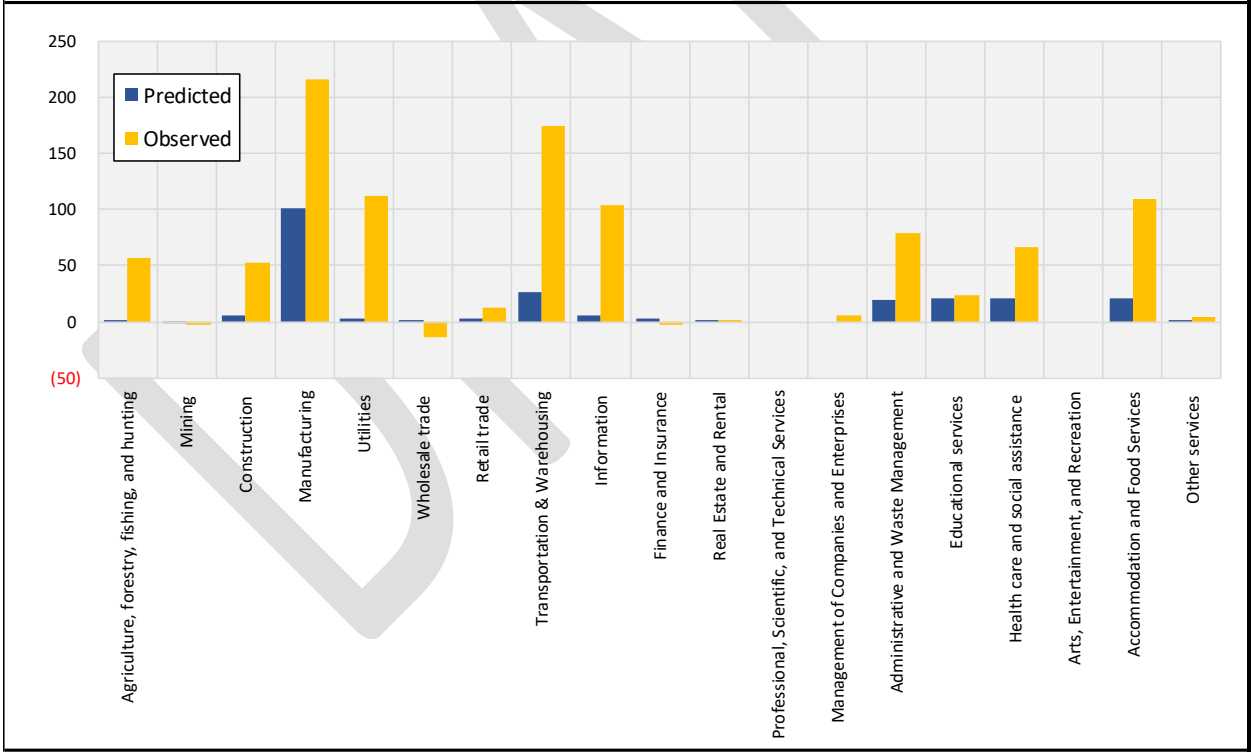
FIGURE 5.5: INDUSTRY SECTOR SHIFT SHARE ANALYSIS, CITY OF BOARDMAN (2013 – 2023)

Industry	Average Employment 2013	Average Employment 2023	Net Change Total	Net Change AAGR	Standardized Level - 2022*	Regional Shift
Agriculture, forestry, fishing, and hunting	20	77	57	14.4%	21	56
Mining	3	0	(3)	0.0%	2	(2)
Construction	13	66	53	17.6%	19	47
Manufacturing	1,254	1,470	216	1.6%	1,355	115
Utilities	75	187	112	0.0%	79	108
Wholesale trade	27	14	(13)	0.0%	29	(15)
Retail trade	78	90	12	1.4%	81	9
Transportation & Warehousing	48	222	174	16.5%	74	148
Information	56	160	104	11.1%	62	98
Finance and Insurance	19	16	(3)	-1.7%	21	(5)
Real Estate and Rental	8	9	1	1.2%	10	(1)
Professional, Scientific, and Technical Services	0	0	0	0.0%	0	0
Management of Companies and Enterprises	0	6	6	0.0%	0	6
Administrative and Waste Management	116	195	79	5.3%	136	59
Educational services	106	129	23	2.0%	127	2
Health care and social assistance	80	146	66	6.2%	101	45
Arts, Entertainment, and Recreation	0	0	0	0.0%	0	0
Accommodation and Food Services	108	217	109	7.2%	128	89
Other services	9	13	4	3.7%	9	4
TOTAL	2,020	3,017	997	4.1%	2,256	761



* Employment level in each industry had it grown at the same rate as its counterparts at the national level over the same period.

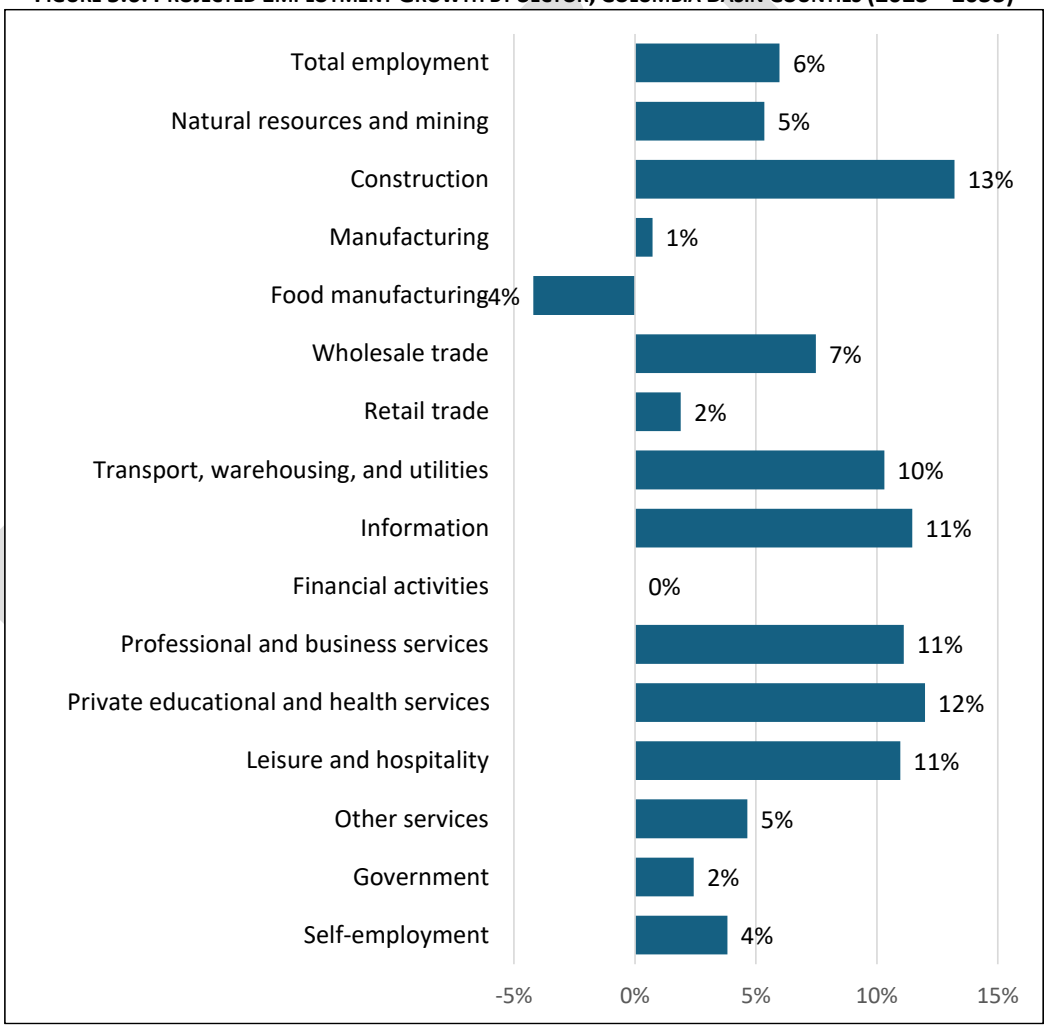
SOURCE: U.S. Department of Commerce, Bureau of Economic Analysis, Bureau of Labor Statistics

PROJECTED EMPLOYMENT GROWTH (OED)

The State of Oregon produces employment forecasts by sector at the broader regional level, which groups the Morrow and Umatilla counties together into one Columbia Basin region. The most recent forecast anticipated an average annual growth rate of less than 1% during the 2023 – 2033 period. This projected growth rate would be slower than Morrow County's historical average annual growth rate of 3% per year since 2002 as highlighted in Section III.

In this region, the major industries with the fastest projected growth rates are information including data centers, private educational & health services (including nursing facilities), construction, and professional services. Food manufacturing, which is important to the region, is projected to shrink slightly, while some other sectors are expected to experience flat or very low growth. The projected large increase in the information industry is, in part, due to the influx of data centers that have been recently constructed and planned to be introduced in the region.

FIGURE 5.6: PROJECTED EMPLOYMENT GROWTH BY SECTOR, COLUMBIA BASIN COUNTIES (2023 – 2033)



SOURCE: Oregon Employment Department, Workforce and Economic Research Division

DATA CENTER DEVELOPMENT ACTIVITY – MORROW COUNTY

This EOA analysis would be incomplete without addressing the recent history of data center development in the area, including Morrow County and adjacent Umatilla County. These facilities have been attracted to the area, as well as Central Oregon, due to the availability of ample affordable power and water resources that meet the criteria for data center campuses, as well as large, flat development sites to house these substantial facilities. Local and state financial incentives have also helped attract this development.

Data centers accommodate the physical equipment necessary to store, manage, process, and transmit digital information over the internet. Demand for data centers has and continues to increase rapidly, especially as cloud computing, streaming services, e-commerce, and artificial intelligence (AI) become more prevalent.

While data centers come in a wide variety of sizes and capacities, development in Morrow and Umatilla Counties has been almost exclusively of "hyperscale" data center campuses, which serve the needs of the largest internet and cloud computing companies including Amazon, Google, Facebook, Apple, and Microsoft. These companies are among the largest and best capitalized in the world with the resources to make these massive investments.

National Growth

A 2024 report[3] by Cushman and Wakefield on the data center (DC) market finds that new development of these facilities is still accelerating globally, with the amount of new development known to be in the current pipeline (excluding those in land planning stage) expected to increase DC capacity by 2.5 times in the Americas market alone. (The data center industry measures capacity in megawatts of power to run equipment.) The report forecasts that DC revenues from cloud storage and AI customers is expected to grow by nearly 900% within the next 5 years.

The hyperscale DC category has been the fastest growing type in terms of capacity. As of 2010, hyperscale campuses represented an estimated 13% of total capacity among data centers. As of 2022, they represented an estimated 77% of total capacity.[4] With the largest technology companies needing their own dedicated data centers to accommodate their own storage and AI needs or run cloud operations, the growth of hyperscale centers is expected to continue to outpace other categories. McKinsey & Company estimates that hyperscale DC capacity will grow by another 2.5 times by 2030.[5]

Co-location centers, owned by third-party operators with capacity that is leased to multiple other businesses, are also expected to continue to grow, but less quickly (1.8 times). Growth in small "enterprise centers", run by smaller individual businesses for their own needs, has stagnated as they increasingly rely on outsourcing to the other two categories for their data storage and processing needs. Enterprise now make up 10% of data center capacity and this share is falling year to year.

Physical capacity in land, facilities, power and water will be needed globally, nationally, and regionally to meet this strong demand that is not slowing but accelerating. The United States remains the leading market in the world for DC development, capacity, and usage.

[3] "Global Data Center Market Comparison." Cushman and Wakefield, 2024.

[4] "*What do you Need to Know About Designing Data Centers?",* Consulting Specifying Engineer, May/June 2023

[5] "Investing in the rising data center economy." McKinsey & Company, 2023.

Regional Growth (Oregon)

Oregon is now an established major market for data center development with the largest data center clusters focused on the eastern Columbia Basin (Morrow and Umatilla counties), Portland metro area, and Prineville. Currently, the Portland metro area has the greatest number of data centers, with most in the Hillsboro area. However, these tend to be smaller data centers in the co-location category. Land constraints and shortage of available industrial sites in the Metro area restrict the size and expansion of DC campuses. The Prineville area is home to a small number of very large campuses, specifically Apple and Meta (Facebook) campuses of roughly 150 and 360 acres respectively.

The Columbia Basin is home to the greatest concentration of hyperscale data centers in the state, with a much larger number of similarly sized campuses averaging roughly 100 to 125 acres (see more below).

Oregon is a globally significant data center market. The Cushman and Wakefield report assesses Oregon to be the #8 DC market in the world, and #4 in the United States. Oregon is now home to hyperscale data centers for many of the largest tech companies in the world. Established markets have advantages for DC operators including vendors, construction expertise, and state and local governments and utilities that are familiar with the industry and its needs. Oregon ranks even better in some categories, including:

- #3 globally in IT load (computation capacity), #2 nationally
- #6 globally in presence of cloud operators, #4 nationally
- #5 globally in renewable power options, #1 nationally
- #1 in tax structure nationally

Regional Growth (Morrow and Umatilla Counties)

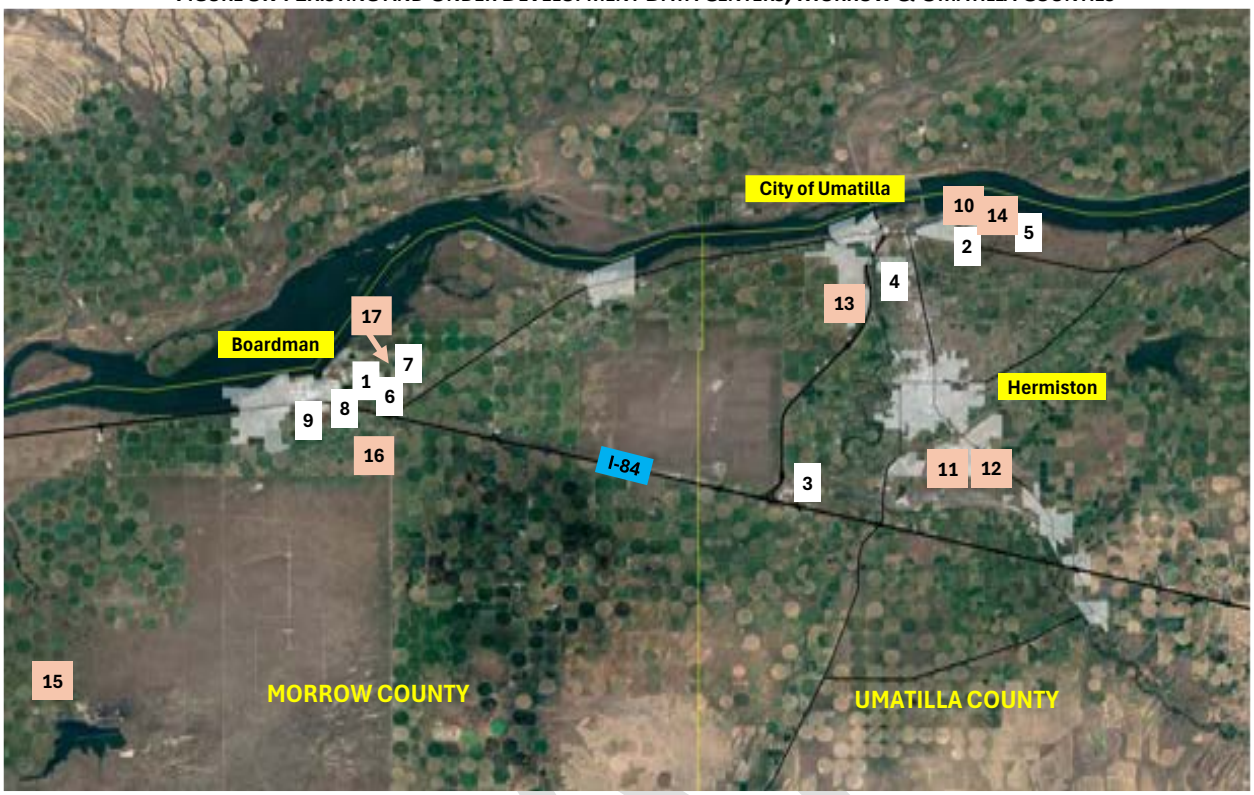
Over the last decade, investment and jobs growth in this sector has been extremely robust and outstripped growth in any other sector in the region. Since roughly 2014, nine large data center campuses have been developed in Morrow and Umatilla Counties. These campuses include 34 individual data center buildings of roughly 200k-225k square feet each, and cover an estimated 850 acres, including accompanying substations. There are currently eight additional campuses currently under construction or in advanced planning, for a total of 17 hyperscale data center campuses expected to be completed over a period of roughly 12 years. (And multiple known campuses *in addition* to these are in less advanced planning and proposed phases.)

Most of this development (7 of 9 completed campuses, with 28 buildings) has taken place just in the last five years, with an average of 1.5 centers completed each year across the two counties. At an average of 108 acres per campus, this is average land development of roughly 160 acres per year for hyperscale data centers.

In Morrow County, there have been five campuses developed over a decade (four in the past five years), three more under development, and more in planning. These developments (existing and proposed) will average 130 acres in size, with an average of four large buildings per campus, qualifying as hyperscale data center campuses. Morrow County is expected to average development of two sites per year over the next three years. Recently, a land use application was approved to allow the region's first "exascale" data center of over 1,000 acres in Morrow County. The campus might hold 16 or more data center buildings after it is completed in phases.

The following map and table (Figure 5.7) summarize the existing and planned hyperscale data center developments in Morrow and Umatilla Counties. Two of these were built prior to 2019, but all the remaining have been built in the last five years, with eight more under construction or in advanced planning, and more in earlier planning stages.

FIGURE 5.7: EXISTING AND UNDER DEVELOPMENT DATA CENTERS, MORROW & UMATILLA COUNTIES



Site #	Years Built (Est.)	Total Acres	DC Buildings
Completed			
1	2014-2017	60	3
2	2014-2022	35	3
3	2022-2023	126	4
4	2023	187	4
5	2023-2024	83	4
6	2021-2022	108	4
7	2023	100	4
8	2019-2023	68	4
9	2021-2023	82	4
Under Development/Planned			
10	2024	131	4
11	2024-2025	100	4
12	2024-2025	114	4
13	2024-2025	194	4
14	2025-2026	133	4
15	2024-2025	100	4
16	2024-2025	125	4
17	2024-2025	130	4
TOTALS:	17	1,876	66
Since 2019:	15	1,781	60
Avg. Annual (Since 2019):	2.5	297	10

SOURCE: Baxtel, Data Centers.com, Umatilla and Morrow County assessors and GIS, Google Earth, Johnson Economics

Continuous growth over the last five years indicates that large technology companies have the will and resources to develop hyperscale data center campuses at a rate of one to two per year, consuming somewhere between 100 to 300 acres per year, for the foreseeable future.

Data Center Employment

Data from the Oregon Employment Department for Morrow and Umatilla Counties indicates that between 2014 and 2024 job growth in the "Information" sector that includes data centers far outpaced the growth rate in all other sectors. The sector added an estimated 800 new jobs over that decade with most of this growth taking place in the second half of the period. It is important to note that this data is lagging and does not include at least one new data center facility that came online in 2024, which is estimated to have added hundreds of additional jobs in this sector.

The 800 new jobs represented growth of 300% in this sector between 2014 and 2024, or 15% per year. The second fastest growing sector in the county was Construction, which grew at 4% annually (roughly 600 new jobs). The accelerated growth in construction jobs is also at least partially attributable to the development of these large data center campuses.

Data center operators maintain confidentiality over details of their operation. As noted, the most recent year of employment data available from both BEA and QCEW data provided by the state is 2023, which does not include the completion of most of the data centers in the area.

However, a handful of real-world examples analyzed by Johnson Economics finds an average estimated employment at 35 to 40 employees per building (avg. hyperscale building of roughly 200k to 250k sqft). Industry sources also estimate that employment at data centers can be anywhere from 20 – 50 employees per building. So that a hyperscale campus, typically of four buildings, might have an average of 140 employees once it is in operation. This assumption is applied in the following section to estimate average employment at hyperscale data centers.

Indirect and Induced Employment

Due to the sheer size of data center investments, the new direct employment they bring, and continued spending by the enterprise in the local economy, DC development is estimated to have large secondary impacts in other sectors.

Using the IMPLAN (IMPact for PLANning)[6] economic multiplier model, Johnson Economics estimated the impact of the data center operations activity on secondary employment in the broader economy. Large data center campuses are very high-value investments that generate significant additional spending in the region. This added economic activity helps generate new jobs across support industries. These are called indirect or induced effects.

IMPLAN Methodology: IMPLAN models the magnitude and distribution of economic impacts, and measures three types of effects. These are the direct, indirect, and induced changes within the economy. The following is a brief definition of the three impact types:

> ***Direct Impacts***: The actual change in activity affecting the local economy. For example, if a new industrial building is constructed, direct economic impacts represent the value-added output for that firm/user, as well as the jobs required for development and the labor income paid.

6 IMPLAN is an economic impact model designed for analyzing the effects of industry activity (employment, income, or business revenues) upon all other industries in an economic area. Minnesota IMPLAN Group (MIG), Stillwater, Minnesota

Indirect Impacts: Indirect impacts reflect the response of all other local businesses within the geographic area to the direct impact. Continuing the previous example, indirect impacts of a new institutional user would comprise revenues for related venders (e.g., real estate services, vendors, etc.), and the jobs and labor income thereby generated.

Induced Impacts: These reflect the response of households within the geographic area affected by direct and indirect impacts. In the given example, induced impacts would be the increase in all categories of spending by households in the geography directly or indirectly employed by the businesses' activities.

Due to the sheer size of the data center investments in a relatively rural county, the resulting indirect and induced employment across other industries is estimated to be roughly 70% of the direct data center employment. Figure 5.8 shows an estimate of the amount of additional employment generated by the on-going operating activities of one hyperscale data center campus (four buildings of roughly 225k sqft each, with 140 avg. total employees).

FIGURE 5.8: ESTIMATED INDIRECT AND INDUCED IMPACTS
STANDARD HYPERSCALE DATA CENTER (140 JOBS)

Employment Category	Jobs	Share of Total	Share of Direct Jobs
Direct (DC per Bldg)	140	59%	
Indirect	80	34%	57%
Induced	18	7%	13%
TOTAL:	238	100%	70%

Source: Minnesota IMPLAN Group, Johnson Economics

IMPLAN estimates that the ongoing operations of a data center will support secondary employment equal to 70% of the direct DC employment. In the case of a 140-employee DC (building), this amounts to an additional 98 employees in secondary industries. Figure 5.9 presents an estimate of the top ten industries that this activity would support.

FIGURE 5.9: ESTIMATED INDIRECT AND INDUCED IMPACTS BY SECTOR

Sector	Description	Est. Share of Indirect/ Induced Empl.
51	Data processing, hosting, ISP, web search portals and related services	40.1%
22	Electric power generation, transmission, and distribution	12.2%
72	Food services and drinking places	7.4%
54	Employment services	4.1%
53	Real estate establishments	3.5%
62	Offices of physicians, dentists, and other health practitioners	3.3%
23	Maintenance and repair construction of nonresidential structures	2.2%
44	Retail Stores - Food and beverage	1.9%
45	Retail Stores - General merchandise	1.7%
62	Private hospitals	1.7%

Source: Minnesota IMPLAN Group, Johnson Economics

The indirect and induced impacts, while significant, are distributed over many other sectors. Indirect and induced impacts are discussed more in the following section, and these figures help form the assumptions for estimated impacts.

VI. FORECAST OF EMPLOYMENT AND LAND NEED

CITY OF BOARDMAN EMPLOYMENT FORECAST

Goal 9 requires that jurisdictions plan for a 20-year supply of commercial and industrial capacity. Because employment capacity is the physical space necessary to accommodate new workers in the production of goods and services, employment need forecasts typically begin with a forecast of employment growth in the community. The previous analysis of economic trends and targeted industries set the context for these estimates. This analysis translates those trends into estimates of employment growth by broad industry. Forecasts are produced at the sector or subsector level (depending on available information) and subsequently aggregated into two-digit North American Industry Classification System (NAICS) sectors. Estimates in this analysis are intended for long-range land planning purposes and are not designed to predict or respond to business cycle fluctuation.

The projections in this analysis are built on an estimate of employment in 2025, the commencement year for the planning period. Employment growth will come as the result of the expansion of existing businesses in the community, new business formation, or the relocation/recruitment of new firms. Forecast scenarios consider a range of factors influencing growth. Long-range forecasts typically rely on a macroeconomic context for growth.

The forecast does not consider the impact of a significant exogenous shift in employment such as recruitment of an unforeseen major employer, as these events are difficult to predict. (This forecast **does** include the anticipated employment at data center facilities currently under construction, because this employer is known at the time of this analysis. More detail below.)

OVERVIEW OF EMPLOYMENT FORECAST METHODOLOGY

Our methodology starts with employment forecasts for major commercial and industrial sectors. Forecasted employment is allocated to building type, and a space demand is a function of the assumed square footage per employee ratio multiplied by projected change. The need for space is then converted into land and site needs based on assumed development densities using floor area ratios (FARs).

FIGURE 6.1: UPDATE TO BASELINE YEAR AND CONVERSION OF COVERED TO TOTAL EMPLOYMENT

The first analytical step of the analysis is to update covered employment to the 2025 base year. The Quarterly Census of Employment and Wages (QCEW) data was used to determine the City of Boardman's covered employment by industry through 2023, the latest year available. To update these estimates, we use observed industry specific growth rates for Morrow County between 2014 and 2024.

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The second step in the analysis is to convert "covered"[7] employment to "total" employment. Covered employment only accounts for a share of overall employment in the economy. Specifically, it does not consider sole proprietors or commissioned workers. Covered employment was converted to total employment based on observed ratios at the county level derived from the Oregon Employment Department. The adjusted 2025 total employment base for the City of Boardman is just under 3,500 jobs.

FIGURE 6.2: UPDATE TO 2025 BASELINE AND CONVERSION OF COVERED TO TOTAL EMPLOYMENT, CITY OF BOARDMAN (2023 – 2025)

	QCEW Employment				
Major Industry Sector	2023 Employment	'23-'25 County Δ[1]	2025 Estimate	Total Emp. Conversion[2]	2025 Estimate
Agriculture, forestry, outdoor	77	0.0%	77	50%	154
Construction	66	2.6%	71	82%	87
Manufacturing	1,470	-0.7%	1,438	97%	1,475
Wholesale Trade	14	0.0%	14	98%	14
Retail Trade	90	4.7%	103	96%	108
Transport., Warehousing, Utilities	409	3.2%	449	90%	498
Information	160	0.0%	160	95%	168
Finance & Insurance	16	-1.3%	15	92%	17
Real Estate	9	-1.3%	9	92%	9
Professional & Technical Services		5.4%	0	92%	0
Administration Services	201	5.4%	236	92%	257
Education	129	8.2%	163	96%	170
Health Care/Social Assistance	146	8.2%	185	96%	193
Leisure & Hospitality	217	4.4%	247	95%	261
Other Services	13	0.0%	13	85%	15
Government	50	1.3%	52	100%	52
TOTAL	**3,067**	**5.4%**	**3,232**	**93%**	**3,479**

Source: Johnson Economics, Oregon Employment Department
1/Growth rate calculated using CES data for Morrow County
2/ Bureau of Economic Analysis (2022 County Averages)

BASELINE SCENARIO: BASELINE "SAFE HARBOR" FORECAST

The Goal 9 statute does not have a required method for employment forecasting. However, OAR 660-024-0040(9)(a) outlines several safe harbor methods, which are intended to provide jurisdictions with an agreed-upon methodological approach to job forecasting. The recommended approach for the City of Boardman is 660-024-0040(9)(a)(B), which uses the most recent 20-year coordinated population forecast for the city prepared by Portland State University Population Research Center and assume that the employment growth matches population growth rate.

The second safe harbor method would use the regional employment forecast by industry, published by the Oregon Employment Department (see Figure 5.6), to the current estimated employment base of the city. In the case of Boardman, the first method results in a somewhat higher growth rate. The baseline growth rate used in this analysis is based on the forecasted population growth rate (0.9% annually). The OED employment growth rate (0.6% annually) is not used.

The baseline forecast projects the creation of roughly 650 new jobs over the 20-year forecast period.

7 The Department of Labor's Quarterly Census of Employment and Wages (QCEW) tracks employment data through state employment departments. Employment in the QCEW survey is limited to firms with employees that are "covered" by unemployment insurance.

ADJUSTED EMPLOYMENT FORECAST: DATA CENTER GROWTH, AND ECONOMIC IMPACTS

A second forecast scenario presented in Figure 6.3 is an adjusted forecast. It was influenced by the analysis conducted in the EOA, and specific known employment-use developments that are proposed in Boardman and adjacent parts of Morrow County. The adjusted forecast adopts the employment growth of the baseline scenario as a starting point, but accounts for additional forecasted growth stemming from:

- The anticipated employment created by hyperscale data center developments, including known and proposed projects;
- An estimate of additional "indirect and induced" employment that will result from the economic activity generated in the general community from these large investments;
- An additional estimate of growth in the construction sector employment given the scale and on-going nature of very large and high-investment data center construction projects.
- Additional need for household serving sectors such as retail, education, and health to reflect the rapid permitting and construction of new housing in recent years.

Pace of Hyperscale Development Activity (Morrow County and City of Boardman)

As discussed in Section V, the data center industry has grown rapidly in the region over the past decade, with eight hyperscale data center campuses finished or under development in Morrow County. Three campuses are currently under development or advanced planning in or nearby the City of Boardman. These three campuses cover roughly 360 acres, are assumed to include 12 individual data center buildings, and will house hundreds of future jobs (reflected as future growth in the "Information" sector in Figure 6.3 below).

As Section VII of this report discusses, after the development of these three identified sites, there will be few buildable sites remaining within the UGB suitably large enough for data center development. The remaining supply of large-lot industrial land has largely been exhausted in recent years.

Morrow and Umatilla counties have experienced rapid growth in hyperscale campus development over the last decade, and particularly in the last five years. Considering the pace of development over the past five years, plus anticipated additions over the next three years, the region has experienced the addition of at least two hyperscale data centers per year on average. If appropriate large sites continue to be available, Johnson Economics concludes that this pace will be sustainable for the foreseeable future, Sufficient interest in available sites has already been expressed by multiple developers to maintain this pace for at least the next ten years.

This pace implies an estimated 20 new data center developments in Morrow County over the 20 year planning period of this report, of which the City of Boardman could reasonably expect to capture a significant share if appropriate land is available. The proposed ongoing development of multiple new hyperscale campuses in the immediate area is credible, supported by very large and well-capitalized technology companies.

Based on this analysis, high employment growth has been forecasted in the Information sector as shown in Figure 6.3. As multiple data center developers have demonstrated that they have the intent and the resources to make these large investments on an ongoing basis, this analysis finds that they are not speculative and are feasible if suitable sites are available.

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Direct Data Center Employment (Information Industry Sector)

- The adjusted forecast estimates the creation of 955 information sector jobs over the 20-year period, of which 700 would be anticipated to be direct data center employment. At an average of 140 employees per campus, this implies up to 5 potential campuses.
- The remaining 250 information sector jobs are expected to be those induced in related industries and vendors as this sector continues to boom (see below), but these jobs will not be housed directly at data center sites.

Indirect and Induced Employment (Across Sectors)

- Using the IMPLAN (IMPact for PLANning)[8] economic multiplier model, Johnson Economics estimated the impact of the data center development and operation activity on the broader economy. Large data center campuses are very high-value investments that generate significant additional spending in the region, in the building and operations phases. This added economic activity helps generate new jobs across support industries. These are called indirect or induced effects. Due to the sheer size of the data center investments and ongoing economic activity, the resulting indirect and induced employment across other industries is estimated at roughly 70% of the direct data center employment. (See Section V)
- This analysis indicates that an additional 490 indirect and induced jobs are expected over the 20-year period as the data center development takes place. These jobs are distributed over all sectors as they experience some indirect impact of the new investment and direct employment. However, the employment is not expected to be distributed evenly, with an estimated 40% being in support industries and vendors serving the data center industry. Utilities sector is expected to account for 12% of the indirect growth, with all other sectors experiencing diminishing shares.

Increased Direct Construction Employment

- Employment in the construction sector in the region has grown at a rate of 4% over the decade 2014 to 2024, adding roughly 600 jobs. The amount and pace of large data center development, construction investments that may approach or exceed $1B each, has greatly increased since that data was current. Each project is estimated to require hundreds or thousands of individual specialists over the course of the construction phase.
- For this reason, this analysis assumes that the county will experience continued growth in the construction sector beyond the 1.5% reflected in the OED regional forecast. Applying this 1.5% forecast to the baseline scenario results in growth of only 30 jobs over 20 years.
- Assuming continued growth of 4% over the coming 20 years in the county would imply more robust growth. Given the continued local development of high-investment mega-scale construction projects, this seems realistic over a 20-year period. If Boardman grows at this recent trend rate of 4%, that implies over 100 additional construction jobs over the 20-year planning period, which is reflected in Figure 6.3.

As summarized in Figure 6.3 below, this adjusted growth forecast estimates an average annual growth rate of 2.6% for the period, for a total addition of nearly 2,300 new jobs. The forecasted rate of 2.6% while robust would actually be lower than the realized employment growth rate since 2010 of 4.0% per year, (source: Oregon Employment Department, QCEW data).

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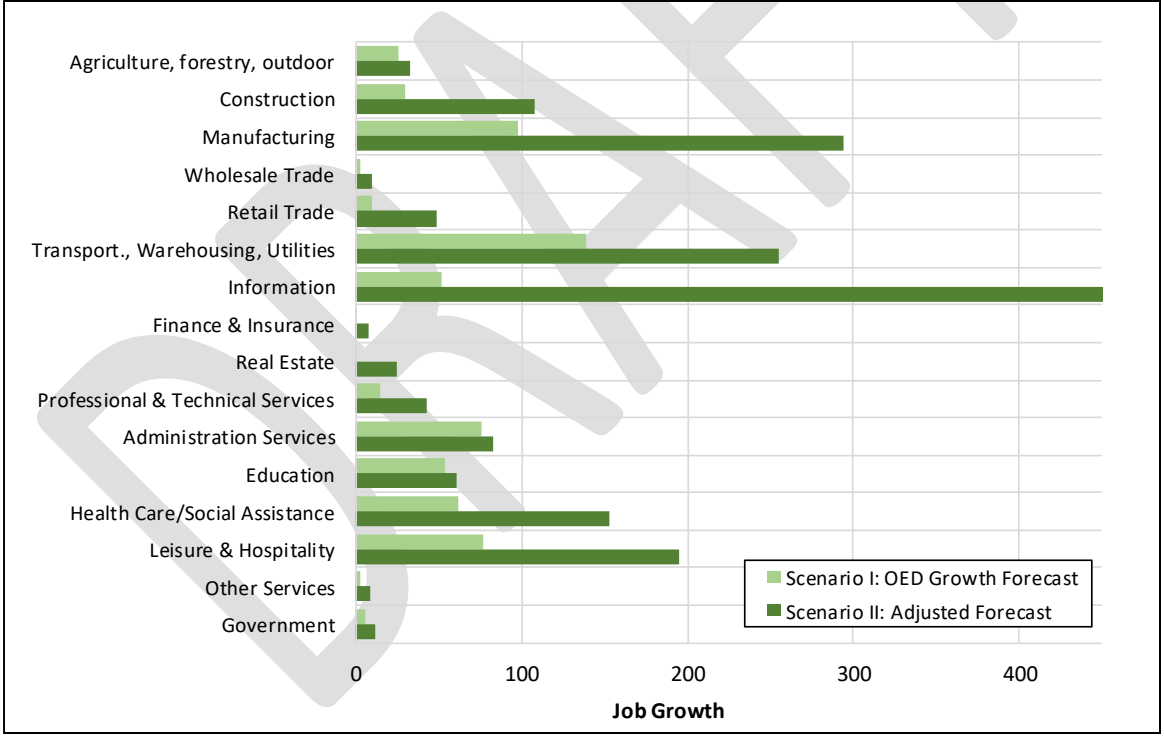
8 IMPLAN is an economic impact model designed for analyzing the effects of industry activity (employment, income, or business revenues) upon all other industries in an economic area. Minnesota IMPLAN Group (MIG), Stillwater, Minnesota

FIGURE 6.3: ADJUSTED GROWTH FORECAST, CITY OF BOARDMAN (2025 - 2045)

Industry	SCENARIO I (Population Forecast)				SCENARIO II (Adjusted Forecast)			
	2025	2045	Chg.	AAGR	2025	2045	Chg.	AAGR
Agriculture, forestry, outdoor	154	180	26	0.8%	154	186	32	1.0%
Construction	87	117	30	1.5%	87	195	108	4.1%
Manufacturing	1,475	1,573	97	0.3%	1,475	1,769	294	0.9%
Wholesale Trade	14	17	3	1.0%	14	24	10	2.6%
Retail Trade	108	118	10	0.4%	108	157	49	1.9%
Transport., Warehousing, Utilities	498	637	139	1.2%	498	754	255	2.1%
Information	168	220	51	1.3%	168	1,123	955	10.0%
Finance & Insurance	17	18	1	0.2%	17	24	8	1.9%
Real Estate	9	10	0	0.2%	9	34	24	6.6%
Professional & Technical Services	0	15	15	14.5%	0	43	43	20.7%
Administration Services	257	333	76	1.3%	257	339	83	1.4%
Education	170	225	54	1.4%	170	231	61	1.5%
Health Care/Social Assistance	193	254	61	1.4%	193	345	153	3.0%
Leisure & Hospitality	261	337	77	1.3%	261	455	195	2.8%
Other Services	15	18	2	0.7%	15	24	9	2.3%
Government	52	57	5	0.5%	52	64	12	1.0%
TOTAL:	**3,479**	**4,128**	**649**	**0.9%**	**3,479**	**5,769**	**2,290**	**2.6%**



Source: Oregon Employment Department, Johnson Economics

FIVE-YEAR INCREMENTAL FORECAST

The adjusted growth forecast, accounting for the development of hyperscale data centers, estimates an annual growth rate of 2.6%, or 2,300 new jobs over the 20-year period. Roughly 950 of these new jobs in the information sector, attributable mostly to data center development, would account for over 40% of the total anticipated growth.

Forecasts grounded in broad based economic variables cannot account for all the realities of local businesses and trends among evolving industries. Any long-term forecast is inherently uncertain and should be updated on a regular basis to reflect more current information. This is particularly true in a smaller jurisdiction such as Boardman, in which a single large firm's location and/or operational decision may substantively impact the rate of growth.

The adjusted growth forecast was further broken down into four five-year increments, assuming a consistent rate of growth over the period. We expect that in reality the twenty-year period will include multiple business cycles, and that the growth rate will be variable over that time.

FIGURE 6.4: GROWTH FORECAST, 5-YEAR INCREMENTS, CITY OF BOARDMAN (2025 - 2045)

Industry	Overall Employment					Net Change by Period				Total
	2025	2030	2035	2040	2045	25-30	30-35	35-40	40-45	25-45
Adjusted Growth Forecast										
Agriculture, forestry, outdoor	154	162	169	178	186	8	8	8	9	32
Construction	87	106	130	159	195	19	24	29	35	108
Manufacturing	1,475	1,544	1,616	1,691	1,769	69	72	75	79	294
Wholesale Trade	14	16	18	21	24	2	2	3	3	10
Retail Trade	108	119	130	143	157	11	12	13	14	49
Transport., Warehousing, Utilities	498	553	613	680	754	54	60	67	74	255
Information	168	271	435	699	1,123	102	164	264	424	955
Finance & Insurance	17	18	20	22	24	2	2	2	2	8
Real Estate	9	13	18	25	34	4	5	7	9	24
Professional & Technical Services	0	10	20	30	43	10	10	10	13	43
Administration Services	257	275	295	316	339	19	20	21	23	83
Education	170	184	199	214	231	14	15	16	17	61
Health Care/Social Assistance	193	223	258	299	345	30	35	40	47	153
Leisure & Hospitality	261	300	344	396	455	39	45	52	59	195
Other Services	15	17	19	22	24	2	2	2	3	9
Government	52	55	58	61	64	3	3	3	3	12
TOTAL:	**3,479**	**3,865**	**4,343**	**4,955**	**5,769**	**386**	**478**	**612**	**815**	**2,290**

Source: Oregon Employment Department, Johnson Economics

EMPLOYMENT LAND FORECAST

The next step in the analysis is to convert projections of employment into forecasts of land demand over the planning period. The methodology begins by allocating employment by sector into a distribution of building typologies that those economic activities typically use. As an example, insurance agents typically locate in traditional office space, often along commercial corridors. However, a percentage of these firms are also located in commercial retail space adjacent to retail anchors. Cross tabulating this distribution provides an estimate of employment in each typology.

The next step converts employment growth into real estate space using estimates of the typical square footage exhibited within each typology. Adjusting for the average market vacancy we arrive at an estimate of total space demand for each building type.

Finally, we can consider the physical characteristics of individual building types and the amount of land they typically require for development. The site utilization metric commonly used is referred to as a "floor area ratio" or FAR. For example, assume a 25,000-square foot general industrial building requires a site of roughly 100k square feet to accommodate its structure, setbacks, parking, and necessary yard/storage space. This building would have an FAR of roughly 0.25. Demand for space is then converted to net acres using a standard floor area ratio (FAR) for each development form.

LAND DEMAND ANALYSIS – ADJUSTED GROWTH FORECAST

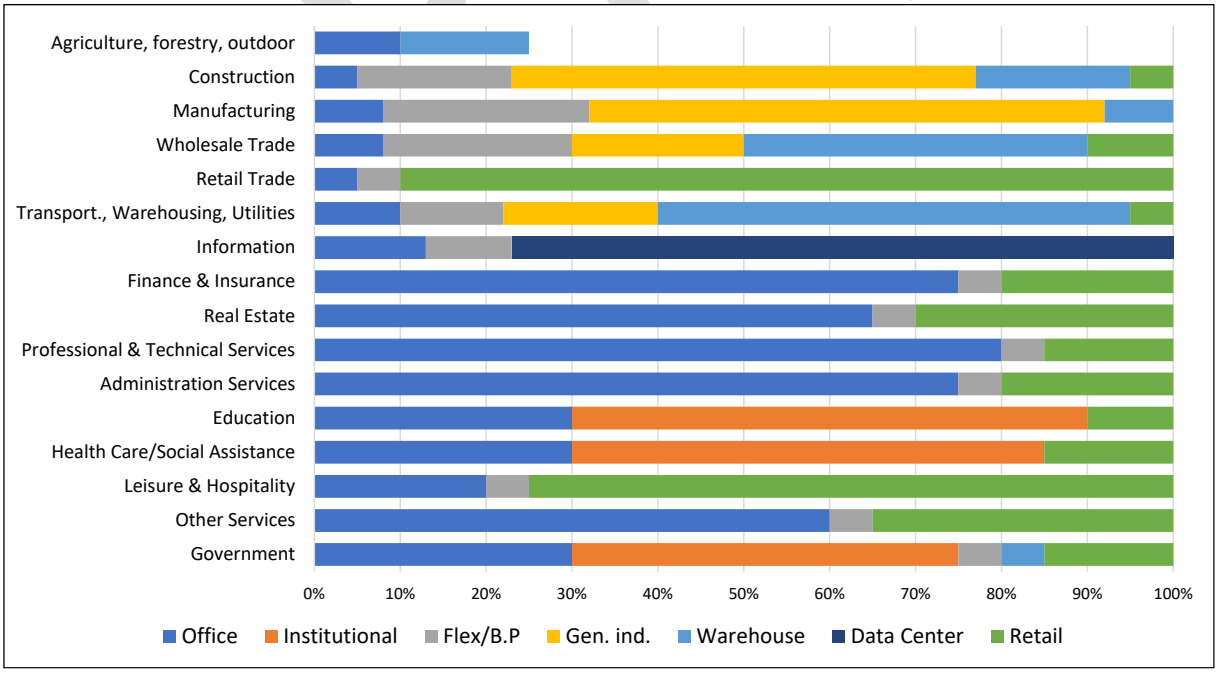
In this step we allocate employment growth to the standard building typologies. The building typology matrix represents the share of sectoral employment that is located across various building types. (Note that only a fraction of employment in the agricultural sector is assumed to need urban real estate, as many of these companies operate in unincorporated areas in the region around the city. Food processing operations are captured under "manufacturing.")

FIGURE 6.5: DISTRIBUTION OF EMPLOYMENT BY SPACE TYPE, CITY OF BOARDMAN (ADJUSTED FORECAST)

	BUILDING TYPE MATRIX						
Industry Sector	**Office**	**Institutional**	**Flex/B.P**	**Gen. ind.**	**Warehouse**	**Data Center**	**Retail**
Agriculture, forestry, fishing, hunting	10%	0%	0%	0%	15%	0%	0%
Construction	5%	0%	18%	54%	18%	0%	5%
Manufacturing	8%	0%	24%	60%	8%	0%	0%
Wholesale Trade	8%	0%	22%	20%	40%	0%	10%
Retail Trade	5%	0%	5%	0%	0%	0%	90%
T.W.U.	10%	0%	12%	18%	55%	0%	5%
Information	13%	0%	10%	0%	0%	77%	0%
Finance & Insurance	75%	0%	5%	0%	0%	0%	20%
Real Estate	65%	0%	5%	0%	0%	0%	30%
Professional & Technical Services	80%	0%	5%	0%	0%	0%	15%
Administration Services	75%	0%	5%	0%	0%	0%	20%
Education	30%	60%	0%	0%	0%	0%	10%
Health Care	30%	55%	0%	0%	0%	0%	15%
Leisure & Hospitality	20%	0%	5%	0%	0%	0%	75%
Other Services	60%	0%	5%	0%	0%	0%	35%
Government	30%	45%	5%	0%	5%	0%	15%
TOTAL	**16%**	**6%**	**9%**	**7%**	**5%**	**43%**	**11%**

Source: Johnson Economics

FIGURE 6.6: ASSUMED DISTRIBUTION OF SPACE BY TYPE AND INDUSTRY SECTOR, CITY OF BOARDMAN



Source: Johnson Economics

Under the adjusted employment forecast scenario, employment housed in data center developments accounts for the greatest share of growth, followed by employment housed in office and retail space. If we exclude the forecasted data center employment (~700 jobs), the combined employment forecast in commercially zoned space (~815 jobs) is greater than that forecast for other (non-data center) industrially zoned space (~715 jobs). Note that the 2,266 total jobs shown here is less than the total employment in the adjusted forecast (2,290 jobs) because not all agricultural jobs require real estate space.

FIGURE 6.7: NET GROWTH IN EMPLOYMENT BY BUILDING TYPE, CITY OF BOARDMAN (ADJUSTED FORECAST) 2025-2045

	20-year Job Forecast		NET CHANGE IN EMPLOYMENT BY BUILDING TYPE - 2025-2045							
Industry Sector	Number	AAGR	Office	Institutional	Flex/B.P	Gen. ind.	Warehouse	Data Center	Retail	Total
Agriculture, forestry, fishing, hunting	32	1.0%	3	0	0	0	5	0	0	8
Construction	108	4.1%	5	0	19	58	19	0	5	108
Manufacturing	294	0.9%	24	0	71	177	24	0	0	294
Wholesale Trade	10	2.6%	1	0	2	2	4	0	1	10
Retail Trade	49	1.9%	2	0	2	0	0	0	44	49
T.W.U.	255	2.1%	26	0	31	46	140	0	13	255
Information	955	10.0%	124	0	95	0	0	735	0	955
Finance & Insurance	8	1.9%	6	0	0	0	0	0	2	8
Real Estate	24	6.6%	16	0	1	0	0	0	7	24
Professional & Technical Services	43	20.7%	35	0	2	0	0	0	6	43
Administration Services	83	1.4%	62	0	4	0	0	0	17	83
Education	61	1.5%	18	37	0	0	0	0	6	61
Health Care	153	3.0%	46	84	0	0	0	0	23	153
Leisure & Hospitality	195	2.8%	39	0	10	0	0	0	146	195
Other Services	9	2.3%	5	0	0	0	0	0	3	9
Government	12	1.0%	4	5	1	0	1	0	2	12
TOTAL	**2,290**	**2.6%**	**415**	**126**	**239**	**283**	**193**	**735**	**275**	**2,266**

Source: Johnson Economics

Employment growth estimates by building type are then converted to demand for physical space. This conversion assumes the typical space needed per employee on average. This step also assumes a market average vacancy rate, acknowledging that equilibrium in real estate markets is not 0% vacancy. We assume a 10% vacancy rate for office, retail, and flex uses, as these forms have high rates of speculative multi-tenant usage. A 5% rate is used for general industrial and warehouse - these uses have higher rates of owner occupancy that lead to lower overall vacancy. Institutional uses and data centers are assumed to have no vacancy, as they are typically purpose-built for healthcare, nonprofit, government, or the data center operators.

The demand for space is converted into an associated demand for acreage using an assumed Floor Area Ratio (FAR). The combined space and FAR assumptions further provide estimates indicated of job densities, determined on a per net-developable acre basis.

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FIGURE 6.8: NET ACRES REQUIRED BY BUILDING TYPOLOGY, CITY OF BOARDMAN (ADJUSTED FORECAST) – 20-YEAR

	DEMAND BY GENERAL USE TYPOLOGY, 2025-2045							
	Office	Institutional	Flex/B.P	Gen. Ind.	Warehouse	Data Center	Retail	Total
Employment Growth	415	126	239	283	193	735	275	2,266
Avg. SF Per Employee	350	350	990	600	1,800	6,000	500	2,423
Demand for Space (SF)	145,300	44,000	237,000	169,500	346,800	4,410,500	137,600	5,490,700
Floor Area Ratio (FAR)	0.30	0.30	0.25	0.25	0.25	0.18	0.25	0.17
Market Vacancy	10.0%	0.0%	10.0%	5.0%	5.0%	0.0%	10.0%	1.4%
Implied Density (Jobs/Acre)	33.6	37.4	9.9	17.2	5.7	1.3	19.6	3.4
Net Acres Required	12.4	3.4	24.2	16.4	33.5	562.5	14.0	666.4
Share for infrastructure (Net-to-Gross)	20%	20%	15%	15%	15%	10%	20%	11%
Gross Acres Required	15.4	4.2	28.4	19.3	39.4	625.0	17.5	749.4

* Average of Totals excludes data centers, due to distorting effect.
Source: Johnson Economics

Commercial office and retail densities are 34 and 20 jobs per acre, respectively. Industrial uses range from 17 for general industrial to less than 6 jobs per acre for warehouse/distribution. Data centers have low employment density due to the very large buildings and large-acreage sites typical of this use.

The projected 2,300-job expansion in the local employment base through 2045 requires an estimated 665 net acres, and 750 gross acres of employment land. A large majority of this needed land (625 gross acres) will be very large industrial sites suitable for planned and new hyperscale data center development. This growth in the data center industry represents 33% of forecasted employment growth, and the bulk of the land need (83%).

Due to the large impact of this identified future use, Figure 6.9 separates out data centers from other industrial uses to better represent the need from other sectors over the planning period. Excluding data centers, there is a forecasted need for 125 gross acres to house job growth in other commercial and industrial categories.

FIGURE 6.9: EMPLOYMENT GROWTH AND LAND NEED BY BUILDING TYPOLOGY, CITY OF BOARDMAN

	Land Use (Excluding D.C.)				
	Commercial	Industrial	Subtotal	Data Center	Total
20-Year Job Growth:	816	715	1,531	735	2,266
Job Share:	*53%*	*47%*	*100%*	*32%*	*100%*
Net Needed Acres:	29.8	74.1	103.8	562.5	666.4
Gross Needed Acres:	37.2	87.2	124.4	625.0	749.4
Land Need Share:	*30%*	*70%*	*100%*	*83%*	*100%*

Source: Oregon Employment Department, Portland State University, City of Boardman, Johnson Economics LLC

Despite the higher number of commercial jobs, the gross acreage of industrial land needed is 70% of the gross (non-data center) land need, and commercial is 30%. This is because of the relatively lower average job density of industry users requires more land to accommodate the same number of jobs.

VII. RECONCILIATION OF EMPLOYMENT LAND NEED AND INVENTORY

The inventory of buildable employment land provides a snapshot of the current local capacity to accommodate more businesses and jobs over the planning period. This current available land is compared to the forecasted need for new land over the 20-year planning period, presented in Section VI.

SUMMARY OF LAND DEMAND (ACRES)

The estimate of future land need is presented again below. A total need for roughly 750 gross acres was identified across a range of land use and building types, based on the adjusted growth forecast. Data centers account for 625 gross acres of this need. Other industrial uses account for 87 gross acres of need, and commercial uses 37 gross acres.

FIGURE 7.1: SUMMARY OF FORECASTED 20-YEAR LAND NEED BY BUILDING TYPOLOGY (BOARDMAN)

	Land Use (Excluding D.C.)				
	Commercial	Industrial	Subtotal	Data Center	Total
20-Year Job Growth:	816	715	1,531	735	2,266
Job Share:	*53%*	*47%*	*100%*	*32%*	*100%*
Net Needed Acres:	29.8	74.1	103.8	562.5	666.4
Gross Needed Acres:	37.2	87.2	124.4	625.0	749.4
Land Need Share:	*30%*	*70%*	*100%*	*83%*	*100%*

Source: Oregon Employment Department, City of Boardman, Johnson Economics LLC

SUMMARY OF LAND SUPPLY (ACRES)

To assess the remaining supply of buildable employment land suitable to accommodate the 20-year land need, an inventory of land with the proper zoning was conducted. Figure 7.2 is a summary of the results on that inventory. A more detailed explanation of the methodology and findings of the Buildable Land Inventory (BLI) is presented as an appendix to this report.

FIGURE 7.2: BUILDABLE LAND INVENTORY, NET DEVELOPABLE ACRES BY ZONE (BOARDMAN)

Zoning	Net Developable Acres	
	Vacant and Partially Vacant Lots	*Net Developable Acres*
Industrial		
General Industrial (County)	1	.1
Port Industrial (County)	0	0
Light Industrial	40	32.3
General Industrial	22	93.8
Commercial		
Commercial	8	50.8
Commercial (Service Center Sub District)	15	73.3
Commercial (Tourist Commercial Sub District)	24	25.9
Total	**110**	**276.3**

Source: City of Boardman, MIG

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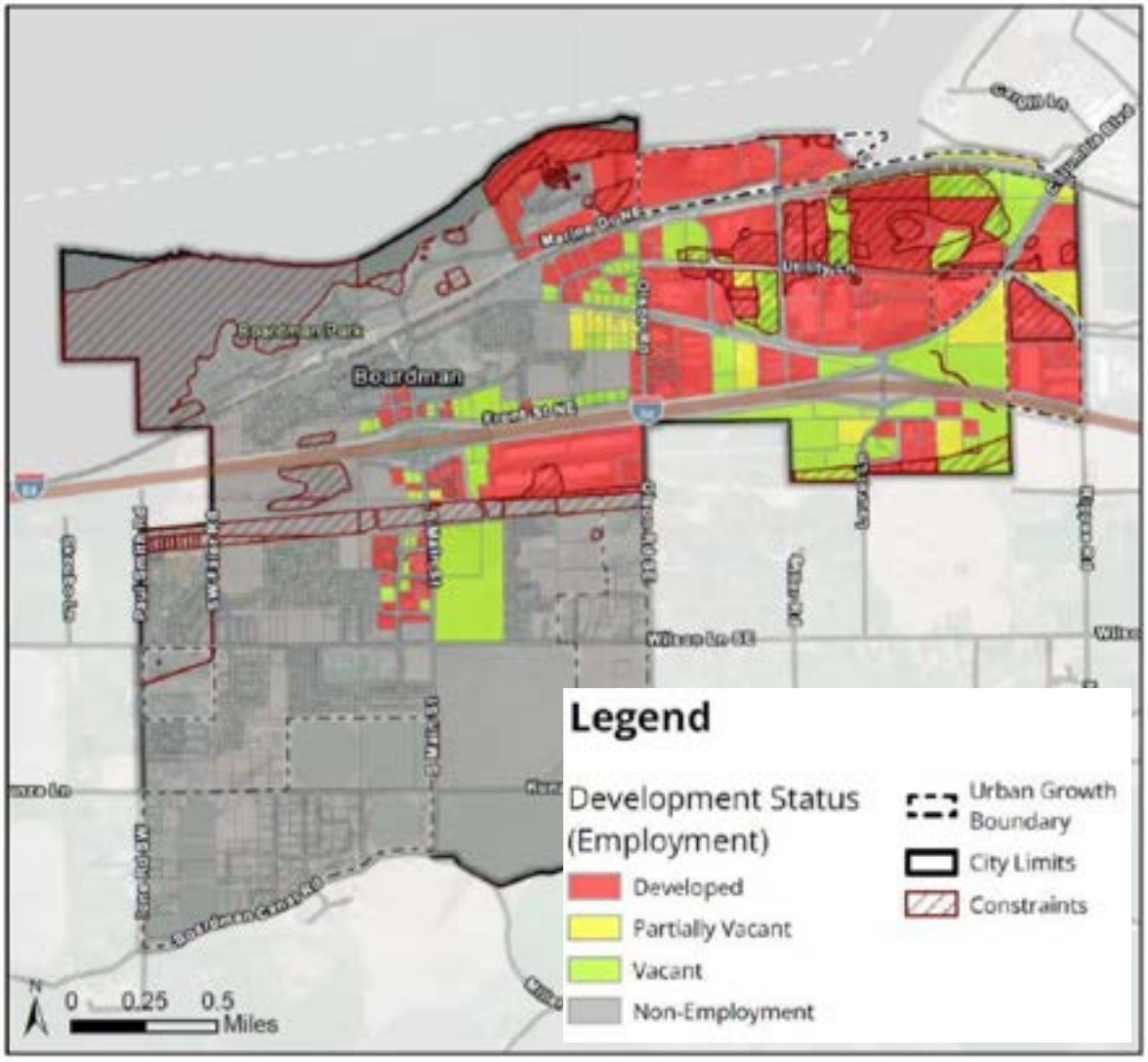
The BLI filtered the zoned employment land in Boardman by Commercial or Industrial zoning category, environmental constraints that will limit development, and whether the parcel is already developed, vacant, or partially vacant (see Appendix for more detail). The inventory was vetted to address development projects in the pipeline and known limitations on specific sites that will prevent development on all or a portion of the site.

The preceding figure presents the estimated net developable acres of land by zone. There are an estimated 161 net acres of buildable Commercial land and an estimated 132 net acres of buildable Industrial land.

FIGURE 7.3: BUILDABLE LAND INVENTORY, EMPLOYMENT LAND BY DEVELOPMENT STATUS (BOARDMAN)



Source: City of Boardman, MIG

RECONCILIATION OF 20-YEAR LAND SUPPLY AND DEMAND (GROSS ACRES)

Comparing the Buildable Land Inventory to the 20-year forecast of employment land need indicates that the City of Boardman faces a deficit of employment land over the planning period, specifically in large-lot sites for hyperscale or larger data center campuses (discussed more below).

There is sufficient *gross* buildable Commercial land and general Industrial land. However, as discussed more below, there is also a shortage of large lot parcels remaining for other commercial and industrial users.

Figure 7.4 shows gross acres of buildable land which reflects the net acres shown in Figure 7.2, plus an assumption of 20% for Commercial land and 15% for Industrial land to accommodate internal streets, right of way, and other infrastructure. This is the same net-to-gross assumption used in preparing the BLI.

A summary of the comparison of land supply and demand in gross acres is presented below.

FIGURE 7.4: RECONCILIATION OF LAND SUPPLY AND 20-YEAR DEMAND (BOARDMAN)

EMPLOYMENT ZONING DESIGNATION	20 YR. DEMAND (Gross Acres)	BUILDABLE LAND (Gross Acres)[1]	SURPLUS OR (DEFICIT) (Gross Acres)
Commercial (Office, Institutional, Retail)	37.2	150.1	112.9
Industrial (Gen. Ind., Warehouse, Flex)	87.2	126.2	39.0
Data Center Campus	625.0	0	(625.0)
TOTAL:	**749.4**	**276.3**	**(473.1)**

[1] While the buildable land inventory found a surplus of industrial land in gross terms, none of the remaining sites meet the specific unique requirments of hyperscale data center campuses. Most importantly, remaining buildable sites lack the size to house a new campus. Following the development of the three known sites identified above, no additional appropriate large-lot sites will remain.

Source: Johnson Economics, City of Boardman, MIG

- This analysis indicates that Boardman has sufficient *gross* acres of general Commercial land, and (non-data center) general Industrial land to accommodate the forecasted 20-year demand for land (other than for large-lot data centers).
- It is important to note that some of the forecasted growth will include employers who may have specific site needs and preferences that are not reflected in the available buildable inventory. (See Appendix A for more details on site preferences for certain key industries.) There is forecasted demand for more suitable large-lot commercial and industrial sites while relatively few of these sites were found to remain in the inventory that are unconstrained. This is discussed in greater detail below.
- Based on proposed data center projects in the Boardman area, and the rate of development of data centers generally in Boardman, Morrow and Umatilla Counties over the past decade, there is a strong identified need for significant acreage for large-lot industrial sites appropriate for these developments.
- In keeping with recent data center campuses in the county, hyperscale data centers require an average of 100 to 120 acres of buildable land to accommodate at least four buildings. Each campus is also accompanied by an electrical substation to meet power needs, that typically requires an additional five to fifteen acres (see Appendix A). The average site size of hyperscale data center campuses in Morrow and Umatilla Counties over the past decade is 110 acres, with more recent developments averaging 128 acres.
- There is an estimated need for 625 gross acres in the Boardman area to accommodate multiple hyperscale data center campuses averaging 125 acres. These campuses may take the form of individual hyperscale centers, or one or more consolidated mega campuses as seen recently in Morrow County. Over a 20-year period, this forecasted rate of development would be in keeping with the observed development of these facilities in the County over the past decade.

SITE SUPPLY VS. SITE DEMAND (NUMBER AND SIZE OF SITES)

This section compares the more specific site requirements of projected future commercial and industrial users with the specific inventory of prospective employment sites identified within the UGB. Oregon Administrative Rules requires a determination of 20-year employment land need, as well as a determination of need for suitable, readily serviceable land to meet short-term demand.

The following definitions from OAR 660-009-005 are relevant to this discussion:

> (2) "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas….
>
> (10) "Short-term Supply of Land" means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.
>
> (11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.
>
> (12) "Suitable" means serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use.

As noted in the prior section, the Buildable Land Inventory was screened for major constraints, including current development, floodways, wetlands, steep slopes, and federal ownership. The remaining parcels in the inventory may be buildable but may not meet the specific site requirements of certain users. Others may be part of the long-term supply but not be well-suited for the short-term supply.

ESTIMATED 20-YEAR SITE NEEDS VS. CURRENT SUPPLY

The following figures represent the findings of estimated need (Section VI) and current supply (Section VII) of sites by size. Note that the estimate of future needs is approximate, as economic growth is dynamic and difficult to predict. Communities should maintain flexibility and ensure a supply of a variety of site types with short-term availability, as allowed through the Goal 9 EOA process.

Figure 7.5 presents the estimated supply of sites by zoning and site size as found in the BLI. As shown, there are few remaining Commercial or Industrial sites over 10 acres in size in the inventory. In total, there are 63 commercial sites remaining, mostly under 5 acres in size.

There are some remaining Industrial sites over 10 acres, however, none over 20 acres. There are no remaining medium or large lot industrial sites within the UGB. This will greatly limit the types of firms that can locate in the area unless additional land supply is made available.

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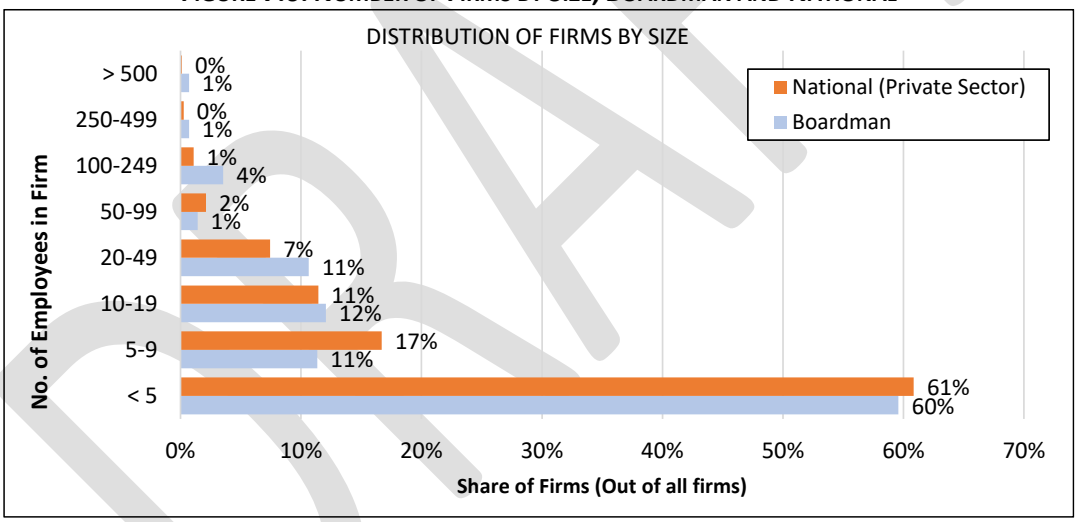
FIGURE 7.5: SUMMARY OF SITE SUPPLY BY LAND USE SIZE (ACRES), BOARDMAN

Size Classification	Number of Lots: Industrial Designation	Commercial Designation	Total
<1 Acre	21	15	36
1-5 Acres	34	21	55
5-10 Acres	5	6	11
10-20 Acres	3	4	7
20-30 Acres	0	0	0
30-40 Acres	0	0	0
40-50 Acres	0	1	1
Total	**63**	**47**	**110**

Source: City of Boardman, MIG

As is the trend nationwide, most firms in Boardman are small businesses. The number of firms under five employees is 61% nationally, and 60% in Boardman. Those with fewer than 10 employees are 78% of businesses nationwide and 70% locally. However, while large firms or organizations of at least 100 employees make up a small percentage of businesses, their high employment means they still represent a significant share of overall employment.

FIGURE 7.6: NUMBER OF FIRMS BY SIZE, BOARDMAN AND NATIONAL



Source: Bureau of Economic Analysis

By applying assumptions of the amount of space and land firms require based on size, we come to an estimate of the number of sites needed for commercial and industrial users from the 20-year growth forecast. Note that many of the smallest firms of one to four people will likely include home businesses, those sharing space, in multi-tenant commercial centers and other arrangements than strictly needing their own sites. Most of the larger firms likely will need their own sites, particularly industrial businesses with externalities that make it difficult to operate in shared space.

While need is weighted towards smaller sites for most businesses that have five or fewer employees, there is also a need for sites at larger sizes to provide opportunities for new businesses to locate and allow existing businesses to expand.

Need for medium and large sites: The comparison of forecasted land demand to the remaining inventory found that there is a surplus of commercial land and general industrial land. Through the EOA process, and discussion of interim findings, the advisory committee and local officials expressed the community's desire to have additional medium (10+ acres) and larger sites (20+ acres) available for commercial and industrial users, so that the city can competitively recruit larger businesses.

So while there is surplus of industrial land measured in gross acres, this land is mostly found in fragmented smaller sites. This means that there is a finding of need for additional industrial land and sites to meet the identified community goals.

There is a need for additional sites of 20+ acres for commercial users, and 20 - 30 and 100+ acres for industrial users including data centers (Figures 7.7 and 7.8).

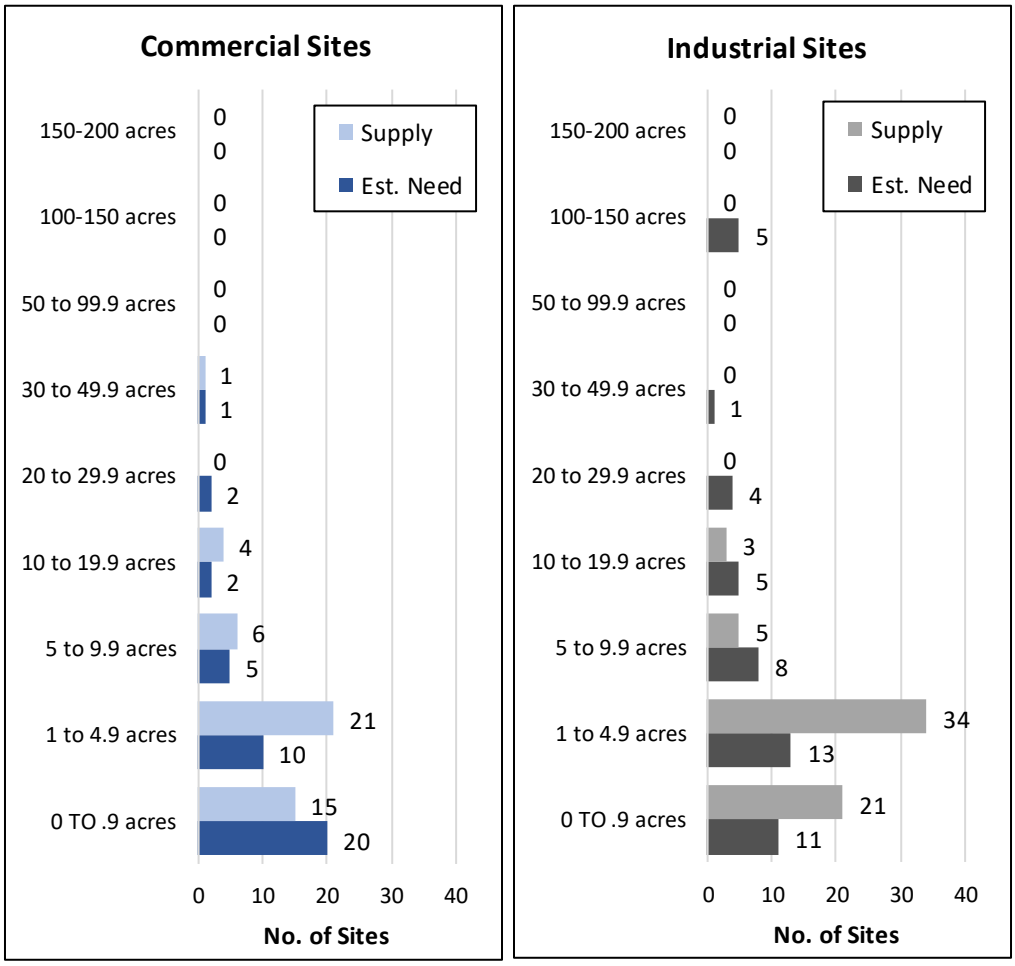
FIGURE 7.7: ESTIMATE OF FORECASTED 20-YEAR SITE NEED BY LAND USE AND SITE SIZE (ACRES)

LAND USE	0 TO .9 acres	1 to 4.9 acres	5 to 9.9 acres	10 to 19.9 acres	20 to 29.9 acres	30 to 49.9 acres	50 to 99.9 acres	100-150 acres	150+ acres	TOTAL (sites)
Office	10	5	2	1	0	0	0	0	0	18
Institutional	5	1	1	0	1	0	0	0	0	8
Retail	5	4	2	1	1	1	0	0	0	14
Commercial Total:	**20**	**10**	**5**	**2**	**2**	**1**	**0**	**0**	**0**	**40**
Flex/B.P	4	3	2	1	1	0	0	0	0	11
Gen. Ind.	3	5	4	2	2	0	0	0	0	16
Warehouse	4	5	2	2	1	1	0	0	0	15
Industrial Total:	**11**	**13**	**8**	**5**	**4**	**1**	**0**	**0**	**0**	**42**
Data Center	0	0	0	0	0	0	0	5	0	5
TOTAL:	***31***	***23***	***13***	***7***	***6***	***2***	***0***	***5***	***0***	***87***

Source: Oregon Employment Department, BEA, Johnson Economics LLC

Figure 7.8 presents a side-by-side comparison of forecasted need and current supply (inventory) by site size.

FIGURE 7.8: SUMMARY OF FORECASTED 20-YEAR SITE NEED VS. SITE SUPPLY BY LAND USE AND SITE SIZE (ACRES), BOARDMAN



Source: Oregon Employment Department, Boardman, Johnson Economics LLC

The forecasted need for sites of different sizes does not match exactly with the current supply. The demand for commercial sites (retail/office/institutional) and industrial (general industrial, warehousing, multi-tenant flex park) exceeds the current supply.

It is estimated that the supply for commercial sites exceeds the 20-year need for most sizes, including small sites, however there is some need for sites of 20 - 30 acres.

Similarly for industrial users, sites are estimated to be undersupplied in a range of large site sizes 20 to 50 acres in size. The remaining sites are less than 20 acres, and most less than 5 acres in size.

FINDINGS OF NEW SITE NEEDS – COMMERCIAL AND INDUSTRIAL

Figure 7.9 summarizes the findings of the number and size of sites that are estimated to be needed over the 20-year planning period, *in addition* to the current remaining inventory of buildable land.

FIGURE 7.9: SUMMARY OF FORECASTED *NEW* SITE NEED & ESTIMATED ACREAGE

Site Size	Commercial		Industrial		Total	
	# of Needed Sites	Total acres (=/-)	# of Needed Sites	Total acres (=/-)	# of Needed Sites	Total acres (=/-)
< 5 acres	0	0	0	0	0	0
5 acres (+/-)	0	0	3	15	3	15
10 acres (+/-)	0	0	2	20	2	20
20 acres (+/-)	2	40	4	80	6	120
30 acres (+/-)	0	0	1	30	1	30
50 acres (+/-)	0	0	0	0	0	0
100 acres (+/-)	0	0	0	0	0	0
125 acres (+/-)	0	0	5	625	5	625
150-200 acres (+/-)	0	0	0	0	0	0
TOTAL:	***2*** **Sites**	***40*** **Acres (+/-)**	***15*** **Sites**	***770*** **Acres (+/-)**	***17*** **Sites**	***810*** **Acres (+/-)**

Source: Oregon Employment Department, Boardman, Johnson Economics LLC

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VIII. CONCLUSIONS

The EOA report points to several key conclusions regarding economic development goals and target industries in Boardman over the next 20 years. It also estimates the projected employment growth and land need within the UGB, and the adequacy of the current supply of employment land to meet that need.

Through this planning process, a few major economic development themes were identified:

- The City of Boardman is a pro-growth community, seeking to attract new jobs, industries, and households to continue its history of rapid expansion. The community seeks to support and build on its traditional foundation of agriculture, food processing, and supporting sectors. However, the city seeks to attract new and growing industries, and data center development specifically.
- To this end, the City has a proactive goal of ensuring an adequate supply of commercial and industrial land within the Urban Growth Boundary to provide job creation and economic growth. The City planning efforts aim to provide adequate infrastructure to support all employment activities through public and private funding sources.
- The single largest growth industry in the Boardman area is the data center industry, which has grown exponentially over the last ten years, and particularly in the last five years. Multiple additional hyperscale data centers are under construction or planned at this time, each requiring an average of 125 acres of appropriate land.
- Trends in this sector point to accelerating growth in coming years, with Oregon looking to be a top five national, and top 10 global location, if appropriate sites for expansion are available.
- The data center industry entails significant investment and on-going economic activity that supports long-term employment in other sectors. The size of this sector in Morrow County will attract competitors, suppliers and support vendors, and construction firms for on-going expansion.
- Other than the "information" and "construction" sectors directly impacted by data center development, sectors with the highest forecasted employment growth include manufacturing, health care, retail, transportation/warehousing/utilities, and tourism-related businesses including hotel and dining.

Employment Growth

Boardman is home to an estimated 3,500 jobs as of 2025. The largest sectors by number of jobs are manufacturing including food processing, utilities, transportation and warehousing, dining and hospitality, and information. Based on a forecasted annual growth rate of 2.6%, the city is expected to add nearly 2,300 jobs by 2045. A significant share of this job growth is projected in the data center industry (33%), with accompanying growth in construction and supportive information-sector jobs among vendors and suppliers. The community's rapid household growth in recent years is anticipated to bring increased growth in service sectors such as retail, education, and health care.

Broken down into broad categories of employment that tends to use commercial/retail space, or that tends to use industrial space, the analysis forecasts roughly 65% of new employment in industrial categories (including data centers) and 35% in commercial categories.

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Employment Land Need

The EOA analysis finds that the forecasted 20-year job growth by industry, will translate to a need for 750 total gross acres of land zoned for employment uses. However, this includes an estimated 625 acres of need for hyperscale data center development. Excluding data centers, an estimated 70% of the remaining land need is for other industrial users (Industrial, Warehouse, Business Park), and 30% of need is for commercial users (Office, Institutional, Retail).

A range of site sizes will be needed ranging from the small to the very large to accommodate the projected business expansion. Different commercial and industrial users have different site requirements driven by the specific nature of their business operations, firm size, location and infrastructure requirements, and other factors.

Adequacy of Employment Land Supply

The Buildable Land Inventory (BLI) of employment lands completed in conjunction with the EOA found a total of 337 gross buildable acres (286 net) in commercial, industrial and mixed-use zones. While this total supply exceeds the total forecasted need (excluding data centers), the zoning categories, site sizes and site characteristics of the available supply do not fully meet the forecasted demand.

- The inventory of remaining buildable lands points to a lack of medium sized commercial sites and medium and large sized industrial sites. There are no remaining sites large enough to accommodate hyperscale data centers. There are no remaining general industrial sites over 20 acres, which is a detriment to business recruitment and expansion across industrial sectors.
- Given very strong growth trends in the data center industry, the established and growing local cluster, and known future projects under planning by credible investors, there is a need for as many as five large sites averaging 125 acres, appropriate for hyperscale data centers, or larger consolidated campuses. The projected regional, national, and global trends in this industry support this demand if appropriate sites are available.
- The following table summarizes the estimated need for new sites, in addition to the remaining buildable land inventory, to address the finding of a deficit of medium-sized commercial sites and meet the identified community goals towards economic development on industrial land.

FIGURE 8.1: SUMMARY OF FORECASTED *NEW* SITE NEED & ESTIMATED ACREAGE

Site Size	Commercial		Industrial		Total	
	# of Needed Sites	Total acres (=/-)	# of Needed Sites	Total acres (=/-)	# of Needed Sites	Total acres (=/-)
< 5 acres	0	0	0	0	0	0
5 acres (+/-)	0	0	3	15	3	15
10 acres (+/-)	0	0	2	20	2	20
20 acres (+/-)	2	40	4	80	6	120
30 acres (+/-)	0	0	1	30	1	30
50 acres (+/-)	0	0	0	0	0	0
100 acres (+/-)	0	0	0	0	0	0
125 acres (+/-)	0	0	5	625	5	625
150-200 acres (+/-)	0	0	0	0	0	0
TOTAL:	***2*** **Sites**	***40*** **Acres (+/-)**	***15*** **Sites**	***770*** **Acres (+/-)**	***17*** **Sites**	***810*** **Acres (+/-)**

Source: Oregon Employment Department, Boardman, Johnson Economics LLC

EOA Implementation Strategies

This section discusses a range of strategies and/or action items that the city may consider that are consistent with the findings of this report. (Adoption of this report does not imply official commitment to any of these steps although some of these strategies may be incorporated in Comprehensive Plan policies in some form.)

PROVIDE AN ADEQUATE SUPPLY OF EMPLOYMENT LAND & SITES		
CORE INITIATIVE		
	Actions	**Notes**
MEET INDUSTRIAL AND COMMERCIAL LAND NEEDS		
1	Establish and maintain a competitive short-term and long-term supply of employment land, in readily developable sites.	The City should maintain an inventory of available employment land to meet the 20-year economic development needs of the community, including identifying sites of varying sizes that can be readily served with new infrastructure in the short-term. Options: UGB swap or expansion to increase the land supply; rezoning of other land categories to employment categories; public effort to prioritize and serve key employment areas with infrastructure. Given the finding of a large deficit of employment land to meet 20-year need, and lack of medium and large sites, a UGB expansion is the most likely avenue for maintaining adequate supply.
2	Prioritize serving key employment subareas and sites in the TSP and Capital Improvement Plan	Given limited public resources, ensure that all planning efforts reflect the prioritization and sequencing of infrastructure and utility projects to serve key sites and new areas.
3	Encourage infill, redevelopment and/or adaptive reuse of obsolete or underused properties in current employment zones.	Some existing commercial and retail space in the Downtown area and along commercial corridors might be more intensively used, accommodating more job growth in existing employment areas. More intensive development and mixed-use construction often encounter a feasibility gap between costs and end value. Common approaches to bridging this gap include TIF funding, tax credit programs, tax incentives, and public/private partnerships.
4	Inventory properties that might be good opportunity sites for potential public/private catalyst projects.	Public control of a property by the City, TIF agency, or other public agency provides the public with a valuable incentive with which to forge a public/private deal that provides public benefits that a private development might not. Examples include incentivizing the developer to build at greater density, mixed uses, design elements, transit-oriented or other design elements, and other public goods.

POLICY AND CODE STRATEGIES		
5	Continue to improve and streamline development regulations and review processes where possible, to reduce cost and time, and provide predictability.	The community and city work to be development- and employer-friendly.
6	Ensure that applicable Comp Plan designations and zoning allow the mix of uses sought in employment areas, and if necessary, limit those uses that don't contribute to goals.	Ensure that the desired zones are in place and permit the uses that are foreseen in the City's existing and future employment areas. Where current zoning does not match the vision, consider rezoning, or amending zone standards. Ensure that new uses such as data center have been properly defined in code, with appropriate permissions and standards by zone. In keeping with updated Goal 9 rules, large lot industrial sites brought into the UGB must be protected and preserved for the identified use. There are strict limitations on reusing that added land for other uses unless specific conditions are met.
7	Review and update Development Code language to support the desired development types and streetscape initiatives.	A review of code standards can reveal where the adopted standards for elements like building height, setbacks, floor-area-ratio, parking, etc. may be posing difficulties in achieving feasible development in the target industries. Some large-lot commercial businesses and industrial users may benefit from more flexibility in site and building design to allow for creative design solutions and make projects more feasible.

TARGET INDUSTRIES AND BUSINESS DEVELOPMENT		
CORE INITIATIVE		
	Actions	Notes
SUPPORT AND EXPAND EMPLOYMENT IN TARGETED INDUSTRIES		
8	Maintain and enhance business outreach and communication.	Coordinate business cluster and employment district networking opportunities. Participate in efforts of major regional economic development partners. Potential actions in support of this strategy include developing and updating marketing materials, attending industry trade shows, following up on referrals by partner organizations, publicizing the success of local businesses, and highlighting competitive advantages of the area for proposals.

9	Develop a marketing plan to attract businesses within the identified target industry business sectors.	Assemble and distribute materials of specific interest to targeted industries and identify key industry groups.
10	Support and engage regional and statewide partners.	Regularly meet and coordinate with groups such as the Chamber of Commerce, the Port, neighboring cities, Morrow County, GEODC, and Business Oregon. Promote available employment space and land.
11	Regularly update Oregon Prospector to promote available employment space and land to site selectors.	Business Oregon provides the Oregon Prospector tool which provides open, free data on available employment lands across the state, including both industrial and commercial properties. Ensure that all key sites are listed, and information is accurate and up to date.
12	Promote locally available tools: Enterprise Zone and Urban Renewal Programs.	In all site listings and marketing materials, ensure that the benefits of the existing zones are mentioned where applicable.
SUPPORT SMALL BUSINESS DEVELOPMENT		
13	Develop and/or market programs to assist emerging and under-capitalized firms	Technical assistance, micro loans, storefront improvement programs, master leases, and credit enhancement. Urban renewal (TIF) can be one source of funding for these types of programs. Refer businesses to partner agencies providing grants, training, and other programs.
14	Support the growth of the city's new incubator space	An incubator provides space for small but promising companies to work and collaborate in a subsidized environment while they grow. Incubator space can be appropriate for high tech or professional start-ups, but also light industrial, crafting, or food production businesses.
15	Connect small business opportunities with property owners.	The City can serve as a matchmaker, matching business needs with local property owners. This could include food carts, which can serve as an incubator for future food service tenants. Consider using public land for food carts, weekend markets, or similar small businesses.
WORKFORCE INITIATIVES		
16	Support connections between local industry, K-12, BMCC, and state education and training courses.	Help match training programs to employers, potentially coordinating internships, or regular interaction with local businesses. Ensure that these programs address the data center industry and other target industries in particular and stay up to speed on rapidly evolving industry norms and technology.
17	Promote workforce training resources.	Increase knowledge of existing resources for job seekers. Proactively address data center staffing and training needs.

18	Ensure the housing policies allow for an appropriate mix of housing for the local workforce.	The community should strive to provide the full range of housing types and price points to meet the needs of the full workforce and encourage residents to both live and work in Boardman.
19	Support local affordable housing developers	Many lower-wage positions are a foundational component of any local economy, and most industries rely on this workforce either primarily, or through their supporting firms. Subsidized affordable housing is one key segment of the workforce housing puzzle.
20	Prioritize childcare as a workforce readiness issue.	Childcare is a commonly identified need for working households if all adults are working, or working unusual hours, etc. This topic is increasingly raised as an important part of attracting and maintaining an available workforce. Home-based childcare businesses are also usually a category of self-employment.

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APPENDIX A: INDUSTRIAL COMPETITIVE SITE NEEDS

STATE OF OREGON - Infrastructure Finance Authority
Industrial Development Competitiveness Matrix

			Production Manufacturing		Value-Added Manufacturing and Assembly		Light / Flex Industrial			Warehousing & Distribuiton		Specialized		
	PROFILE		A	B	C	D	E	F	G	I	H	J	K	L
	CRITERIA		Heavy Industrial / Manufacturing	High-Tech / Clean-Tech Manufacturing	Food Processing	Advanced Manufacturing & Assembly	General Manufacturing	Industrial Business Park and R&D Campus	Business / Admin Services	Regional Warehouse / Distribution	Local Warehouse / Distribution	UVA Manufacturing / Research	Data Center	Rural Industrial
1	**GENERAL REQUIREMENTS**		Use is permitted outright, located in UGB or equivalent and outside flood plain; and site (NCDA) does not contain contaminants, wetlands, protected species, or cultural resources or has mitigation plan(s) that can be implemented in 180 days or less.											
	PHYSICAL SITE													
2	TOTAL SITE SIZE**	Competitive Acreage*	10 - 100+	5 - 100+	5 - 25+	5 - 25+	5 - 15+	20 - 100+	5 - 15+	20 - 100+	10 - 25+	10 - 25+	20 - 100+	5 - 25+
3	COMPETITIVE SLOPE:	Maximum Slope	0 to 5%	0 to 5%	0 to 5%	0 to 7%	0 to 5%	0 to 7%	0 to 12%	0 to 5%	0 to 5%	0 to 7%	0 to 7%	0 to 5%
	WORKFORCE													
4	AVAILABLE WORKFORCE POPULATION IN 50 MILE RADIUS:	People	30,000	150,000	20,000	60,000	30,000	750,000	25,000	75,000	20,000	60,000	10,000 - 25,000	1,000
	TRANSPORTATION													
5	TRIP GENERATION:	Average Daily Trips per Acre	40 to 60 (ADT / acre)	40 to 60 (ADT / acre)	50 to 60 (ADT / acre)	40 to 60 (ADT / acre)	40 to 50 (ADT / acre)	60 to 150 (ADT / acre)	170 to 180 (ADT / acre)	40 to 80 (ADT / acre)	40 to 80 (ADT / acre)	40 to 80 (ADT / acre)	20 to 30 (ADT / acre)	40 to 50 (ADT / acre)
6	MILES TO INTERSTATE OR OTHER PRINCIPAL ARTERIAL:	Miles	w/ in 10	w/ in 10	w/ in 30	w/ in 15	w/ in 20	N/A	N/A	w/ in 5 (only interstate or equivalent)	w/ in 5 (only interstate or equivalent)	N/A	w/ in 30	N/A
7	RAILROAD ACCESS:	Dependency	Preferred	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Avoid	N/A
8	PROXIMITY TO MARINE PORT:	Dependency	Preferred	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Preferred	Preferred	Not Required	Not Required	N/A
9	PROXIMITY TO REGIONAL COMMERCIAL AIRPORT:	Dependency	Preferred	Competitive	Preferred	Competitive	Preferred	Required	Preferred	Preferred	Preferred	Preferred	Competitive	N/A
		Distance (Miles)	w/ in 60	w/ in 60	w/ in 60	w/ in 30	w/ in 60	w/ in 30	w/ in 60	w/ in 60	w/ in 60	w/ in 30	w/ in 60	N/A
10	PROXIMITY TO INTERNATIONAL AIRPORT:	Dependency	Preferred	Competitive	Preferred	Competitive	Preferred	Competitive	Preferred	Preferred	Preferred	Competitive	Preferred	N/A
		Distance (Miles)	w/ in 300	w/ in 300	w/ in 300	w/ in 100	w/ in 300	w/ in 100	w/ in 300	w/ in 300	w/ in 300	w/ in 100	w/ in 300	N/A

STATE OF OREGON - Infrastructure Finance Authority
Industrial Development Competitiveness Matrix

	CRITERIA / PROFILE		Production Manufacturing		Value-Added Manufacturing and Assembly		Light / Flex Industrial			Warehousing & Distribuiton		Specialized		
			A	B	C	D	E	F	G	I	H	J	K	L
			Heavy Industrial / Manufacturing	High-Tech / Clean-Tech Manufacturing	Food Processing	Advanced Manufacturing & Assembly	General Manufacturing	Industrial Business Park and R&D Campus	Business / Admin Services	Regional Warehouse / Distribution	Local Warehouse / Distribution	UVA Manufacturing / Research	Data Center	Rural Industrial
	UTILITIES													
11	WATER:	Min. Line Size (Inches/Dmtr)	8" - 12"	12" - 16"	12" - 16"	8" - 12"	6" - 10"	8" - 12"	4" - 6"	4" - 8"	4" - 6"	4" - 8"	16"	4" - 8"
		Min. Fire Line Size (Inches/Dmtr)	10" - 12"	12" - 18"	10" - 12"	10" - 12"	8" - 10"	8" - 12"	6" - 10"	10" - 12"	6" - 8"	6" - 10"	10"-12"	6" (or alternate source)
		High Pressure Water Dependency	Preferred	Required	Required	Preferred	Not Required	Preferred	Not Required	Not Required	Not Required	Not Required	Required	Not Required
		Flow Gallons per Day per Acre)	1600 (GPD / Acre)	5200 (GPD / Acre)	3150 (GPD / Acre)	2700 (GPD / Acre)	1850 (GPD / Acre)	2450 (GPD / Acre)	1600 (GPD / Acre)	500 (GPD / Acre)	500 (GPD / Acre)	1600 (GPD / Acre)	50-200 (Gallons per MWh) †	1200 (GPD / Acre)
12	SEWER:	Min. Service Line Size (Inches/Dmtr)	6" - 8"	12" - 18"	10" - 12"	10" - 12"	6" - 8"	10" - 12"	6" - 8"	4"	4"	6"	8"-10"	4" - 6" (or on-site source)
		Flow (Gallons per Day per Acre)	1500 (GPD / Acre)	4700 (GPD / Acre)	2600 (GPD / Acre)	2500 (GPD / Acre)	1700 (GPD / Acre)	2000 (GPD / Acre)	1600 (GPD / Acre)	500 (GPD / Acre)	500 (GPD / Acre)	1300 (GPD / Acre)	1000 (GPD / Acre) ‡	1000 (GPD / Acre)
13	NATURAL GAS:	Preferred Min. Service Line Size (Inches/Dmtr)	4" - 6"	6"	4"	6"	4"	6"	2"	2"	2"	2"	4"	N/A
		On Site	Competitive	Competitive	Preferred	Competitive	Competitive	Competitive	Preferred	Preferred	Preferred	Preferred	Preferred	Preferred
14	ELECTRICITY:	Minimum Service Demand	2 MW	4-6 MW	2-6 MW	1 MW	0.5 MW	0.5 MW	0.5 MW	1 MW	1 MW	0.5 MW	5-25 MW	1 MW
		Close Proximity to Substation	Competitive	Competitive	Not Required	Competitive	Preferred	Competitive	Preferred	Not Required	Not Required	Not Required	Required, could be on site	Not Required
		Secondary System Dependency	Required	Preferred	Not Required	Required	Not Required	Competitive	Required	Not Required	Not Required	Not Required	Required	Not Required
15	TELECOMMUNICATIONS:	Major Communications Dependency	Preferred	Required	Preferred	Required	Required	Required	Required	Preferred	Preferred	Required	Required	Preferred
		Route Diversity Dependency	Not Required	Required	Not Required	Required	Not Required	Preferred	Required	Not Required	Not Required	Not Required	Required	Not Required
		Fiber Optic Dependency	Preferred	Required	Preferred	Required	Preferred	Required	Required	Preferred	Preferred	Required	Required	Not Required

STATE OF OREGON - Infrastructure Finance Authority
Industrial Development Competitiveness Matrix

CRITERIA / PROFILE		Production Manufacturing		Value-Added Manufacturing and Assembly		Light / Flex Industrial			Warehousing & Distribuiton		Specialized		
		A	B	C	D	E	F	G	I	H	J	K	L
		Heavy Industrial / Manufacturing	High-Tech / Clean-Tech Manufacturing	Food Processing	Advanced Manufacturing & Assembly	General Manufacturing	Industrial Business Park and R&D Campus	Business / Admin Services	Regional Warehouse / Distribution	Local Warehouse / Distribution	UVA Manufacturing / Research	Data Center	Rural Industrial
16	**SPECIAL CONSIDERATIONS:**	Adequate distance from sensitive land uses (residential, parks, large retail centers) necessary. High throughput of materials. Large yard spaces and/or buffering required. Often transportation related requiring marine/rail links.	Acreage allotment includes expansion space (often an exercisable option). Very high utility demands in one or more areas common. Sensitive to vibration from nearby uses.	May require high volume/supply of water and sanitary sewer treatment. Often needs substantial storage/yard space for input storage. Onsite water pre-treatment needed in many instances.	Surrounding environment of great concern (vibration, noise, air quality, etc.). Increased setbacks may be required. Onsite utility service areas. Avoid sites close to wastewater treatment plants, landfills, sewage lagoons, and similar land uses. Lower demands for water and sewer treatment than High-Tech Manufacturing.	Adequate distance from sensitive land uses (residential, parks) necessary. Moderate demand for water and sewer. Higher demand for electricity, gas, and telecom.	High diversity of facilities within business parks. R&D facilities benefit from close proximity to higher education facilities. Moderate demand on all infrastructure systems.	Relatively higher parking ratios may be necessary. Will be very sensitive to labor force and the location of other similar centers in the region. High reliance on telecom infrastructure.	Transportation routing and proximity to/from major highways is crucial. Expansion options required. Truck staging requirements mandatory. Minimal route obstructions between the site and interstate highway such as rail crossings, drawbridges, school zones, or similar obstacles.	Transportation infrastructure such as roads and bridges to/from major highways is most competitive factor.	Must be located witihn or near FAA-regulated UAV testing sites. Moderate utility demands. Low reliance on transportation infrastructure.	Larger sites may be needed. The 25 acre site requirement represents the more typical site. Power capacity, water supply, and security are critical. Surrounding environment (vibration, noise, air quality, etc.) is crucial. May require high volume/supply of water and sanitary sewer treatment.	Located in more remote locations in the state. Usually without direct access (within 50 miles) of Interstate or City of more than 50,000 people.

Mackenzie; Business Oregon

Terms:

More Critical ↑ Less Critical	**'Required'** factors are seen as mandatory in a vast majority of cases and have become industry standards
	'Competitive' significantly increases marketability and is *highly recommended by Business Oregon* . May also be linked to financing in order to enhance the potential reuse of the asset in case of default.
	'Preferred' increases the feasibility of the subject property and its future reuse. Other factors may, however, prove more critical.

* Competitive Acreage: Acreage that would meet the site selection requirements of the majority of industries in this sector.

**Total Site: Building footprint, including buffers, setbacks, parking, mitigation, and expansion space

† Data Center Water Requirements: Water requirement is reported as gallons per MWh to more closely align with the Data Center industry standard reporting of Water Usage Effectiveness (WUE).

‡ Data Center Sewer Requirements: Sewer requirement is reported as 200% of the domestic usage at the Data Center facility. Water and sewer requirements for Data Centers are highly variable based on new technologies and should be reviewed on a case-by-case basis for specific development requirements.

APPENDIX B: BUILDABLE LAND INVENTORY

METHODOLOGY AND FINDINGS

TO: City of Boardman

FROM: Andrew Parish and Meg Gryzbowski, MIG

RE: City of Boardman Employment Buildable Lands Inventory

DATE: October 6, 2025

Introduction

Purpose

This DRAFT memorandum describes the methodology and initial results of the Buildable Lands Inventory (BLI) for the City of Boardman Economic Opportunities Analysis (EOA). This analysis supports the broader EOA by identifying the amount and types of land available for employment uses in the City's Urban Growth Boundary (UGB). The results of this BLI will be compared to the forecast of needed employment land in order to quantify the surplus or deficiency of land in any or all of the City's commercial and industrial land categories.

Regulatory Basis

This BLI is consistent with the following requirements of Statewide Planning Goal 9 (Economic Development) and the Goal 9 administrative rule (OAR 660-009) as they pertain to BLIs. The BLI supports an Economic Opportunities Analysis that is currently underway.

1. **Economic Opportunities Analysis (OAR 660-009-0015)**. The Economic Opportunities Analysis (EOA) requires communities to:
    - Identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends;
    - Identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on site characteristics typical of expected uses;
    - Include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and
    - Estimate the types and amounts of industrial and other employment uses likely to occur in the planning area.
2. **Industrial and commercial development policies (OAR 660-009-0020)**. Cities with a population over 2,500 are required to enact commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also

include policies to provide necessary public facilities and transportation facilities for the planning area.

Methodology

Study Area

The study area for this analysis is the City of Boardman Urban Growth Boundary (UGB). The study area is shown in Figure 1.

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
- Urban Growth Boundaries, Oregon Department of Land Conservation and Development

Analysis Steps

Consistent with OAR 660-009-0015, the 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 "Employment" or "Non-Employment" based on zoning and additional characteristics. This analysis addresses land that is classified "Employment."
- **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," "Partially Vacant," "Developed," and "Committed," based on a series of filters using available data.
- **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.

Figure 1. Study Area Map

Step 1: Classify Land in Study Area

Land in the City of Boardman is classified as "Residential," Employment," or "Other," based on City and County Zoning/Comprehensive Plan designations. This BLI focuses on "Employment" land.

Error! Reference source not found. describes the designations that make up each land category. Additional reclassifications may be made based on site ownership and other characteristics. Land classification within the study area is shown in Figure 3.

Table 1. Land Classification and Boardman Designations

Land Classification	Zoning/Comprehensive Plan Designations
Residential	City of Boardman: Residential, Residential (Multifamily Subdistrict), Residential (Future Urban Subdistrict), Residential (Master Plan Development), Residential (Manufactured Home Subdistrict), and Residential (Sunridge Terrace Subdistrict) Morrow County: Suburban Residential (SR)
Employment	City of Boardman: Commercial, Commercial (Tourist Commercial Subdistrict),Commercial (Service Center Subdistrict), General Industrial, and Light Industrial. Morrow County: General Industrial (M-G), Port Industrial (PI)
Other	City of Boardman: Commercial (BPA Transmission Easement Subdistrict), Federally Owned Parcels Morrow County: Exclusive Farm Use (EFU), Federally-Owned Parcels (UZ)

Figure 2. City and County Zoning

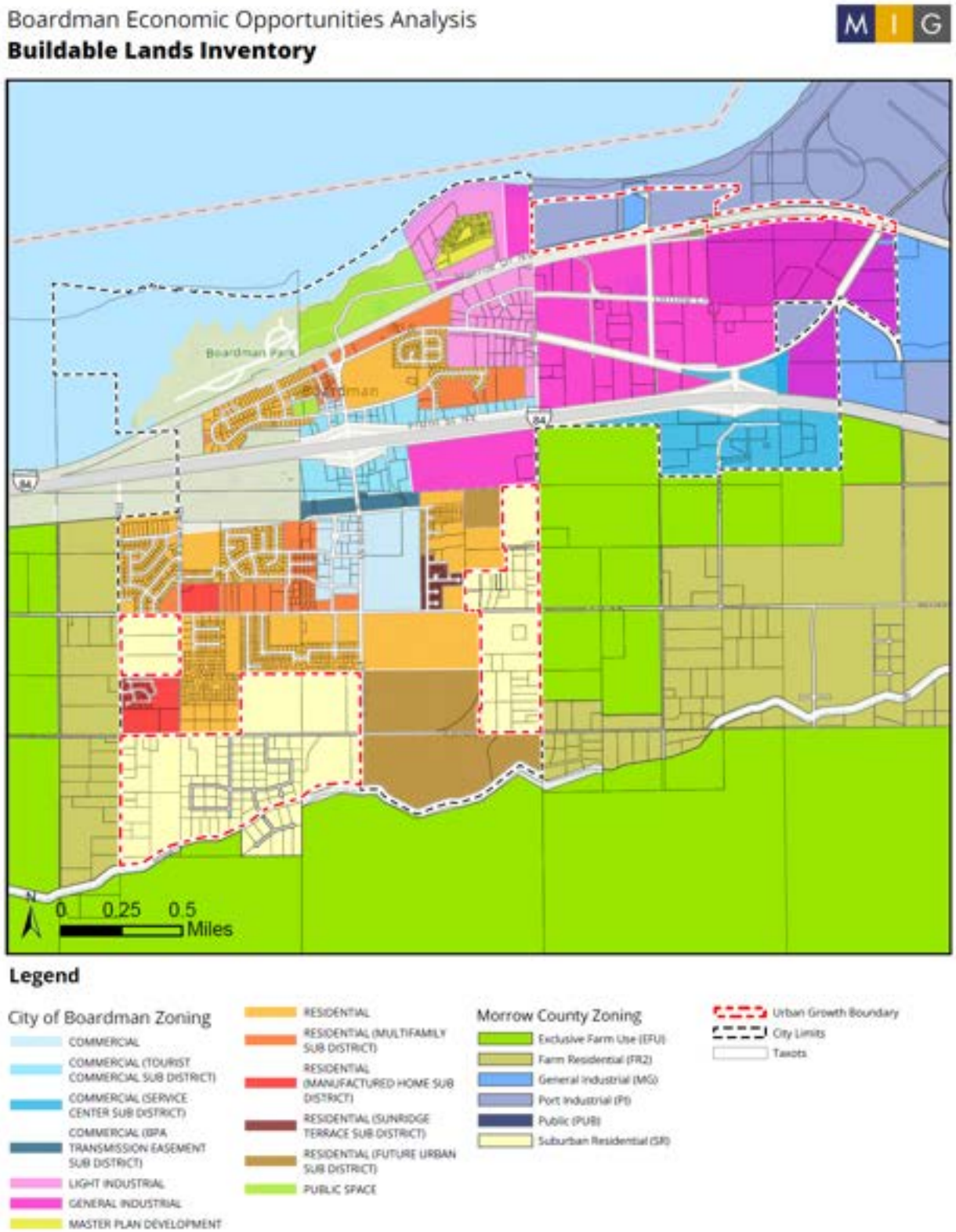
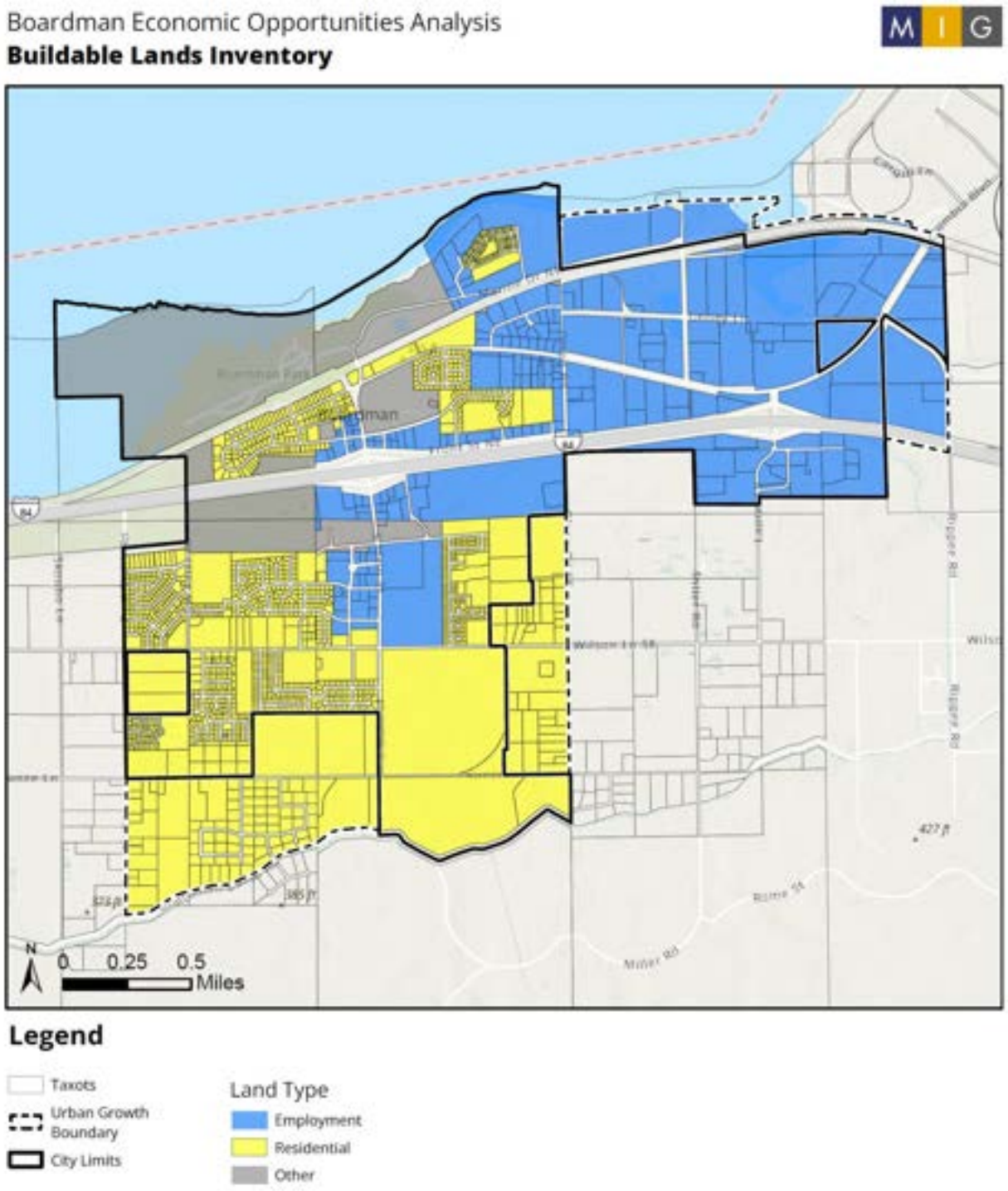


Table 2 summarizes the number of tax lots and gross acreage associated with each classification. Nearly 40% of land in the UGB is classified as "Employment".

Table 2. Study Area Land Classification Summary

Category	Number of Tax Lots	Gross Acres in Study Area
Employment	228	1,175
Residential	1,415	1,291
Other	18	514
Total	**1,661**	**2,979**

Figure 3. City of Boardman Land Classification



Step 2: Identify and Calculate Constraints

Constraints are identified to reduce OAR 660-009-005 states:

> *"Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.*

The constraints used for this analysis include:

- Morrow County Steep Slope Inventory (Prepared by APG, 2019)
- Local Wetlands Inventory (Morrow County)
- State of Oregon Wetlands Inventory
- National Wetlands Inventory
- FEMA Flood Hazards
- Bonneville Power Authority Right-of-Way and Easements

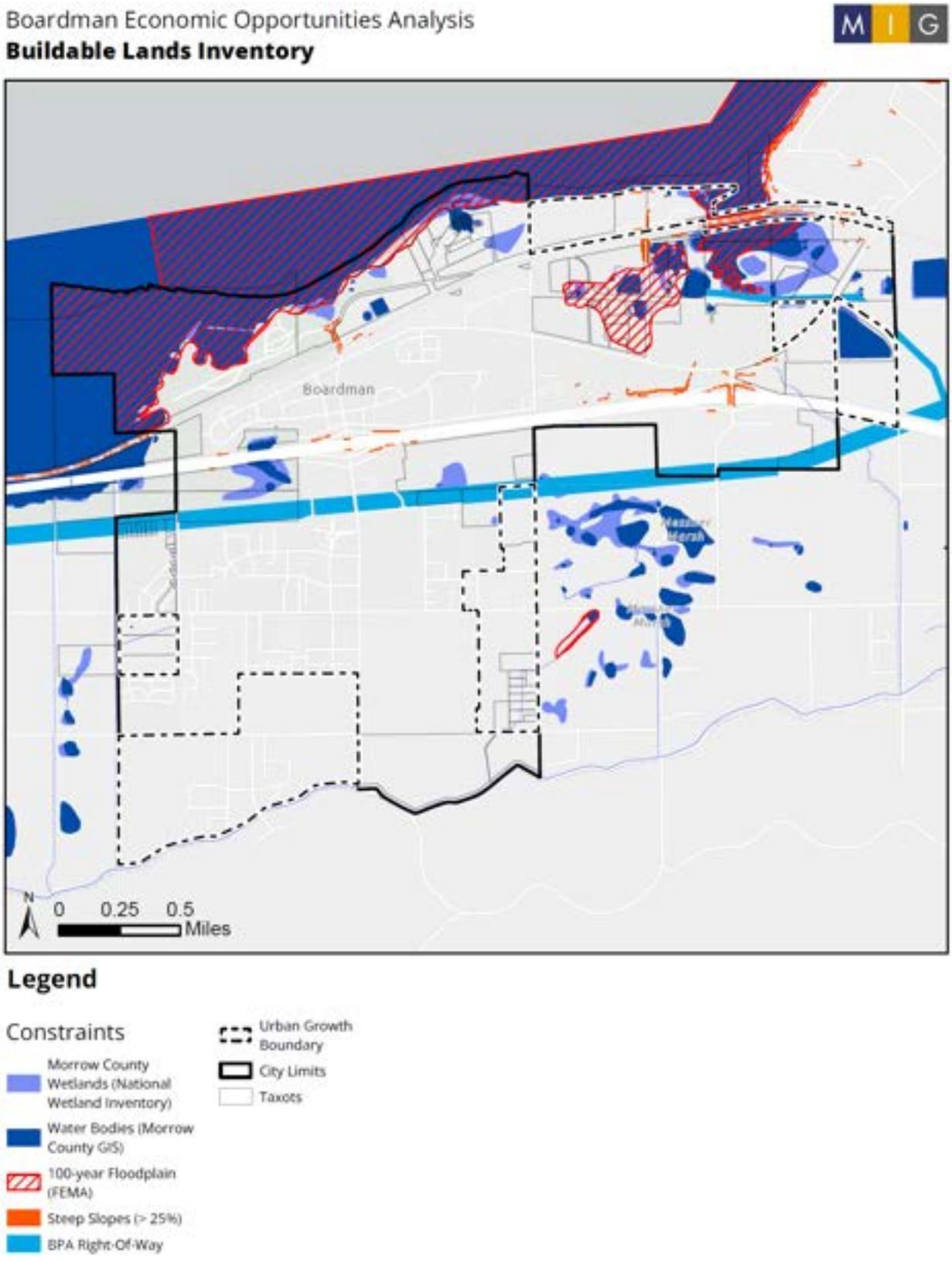
Table 3 provides a summary of the overall amount of constrained areas present within the UGB. This analysis assumes that 100% of land in these categories is unavailable for future development.[1] Based on these assumptions, approximately 219 acres of employment land are constrained within the study area.

Table 3. Study Area Constraints

Category	Constrained Acres	Unconstrained Acres	Total
Employment Land	260	915	1,175
Residential Land	37	1,254	1,291
Other Land	255	259	514
Total	**552**	**2,427**	**2,979**

[1] FEMA is currently planning for the National Flood Insurance Program (NFIP) – Endangered Species Act (ESA) Integration in Oregon which is expected to further limit development within floodplains in Oregon. More information is available at https://www.fema.gov/about/organization/region-10/oregon/nfip-esa-integration

Figure 4. Study Area Constraints



Step 3: Assign Development Status

Employment land within the study area is assigned a "Development Status," as follows. These classifications are based on safe harbors provided in administrative rules, professional judgement, and standard planning practice. Additional input from property owners and City of Boardman planning staff was utilized to refine the development status of specific sites.

- **"Vacant"** land meets one or more of the following criteria:
  - Equal to or larger than ½ acre and not currently containing permanent improvements.[2]
  - Equal to or larger than 5 acres where less than ½ acre is occupied by permanent buildings or improvements.[3]
  - Improvement value is less than $5,000 or less than 5% of the property's land value.
- **"Partially Vacant"** land has an improvement value of between 5% and 40% of the land value, or is greater than one acre in size with at least ½ acre not improved (based on aerial imagery review). Each Partially Vacant parcel is assigned a vacant area based on review of aerial photos with the assumption that existing uses will remain on site.
- **"Developed"** land does not meet the definition of vacant or partially vacant.
- **"Committed"** land with special uses such as religious or fraternal organizations, charitable property, public property, etc. is considered not developable. Two taxlots belonging to the Boardman Cemetery and slated for cemetery expansion fall into this category, and are shown as "non-employment" on subsequent maps.

Table 4 describes the development status of employment land organized by Comprehensive Plan/Zone designation in the Study Area.

Figure 5 illustrates the development status of employment land within the UGB.

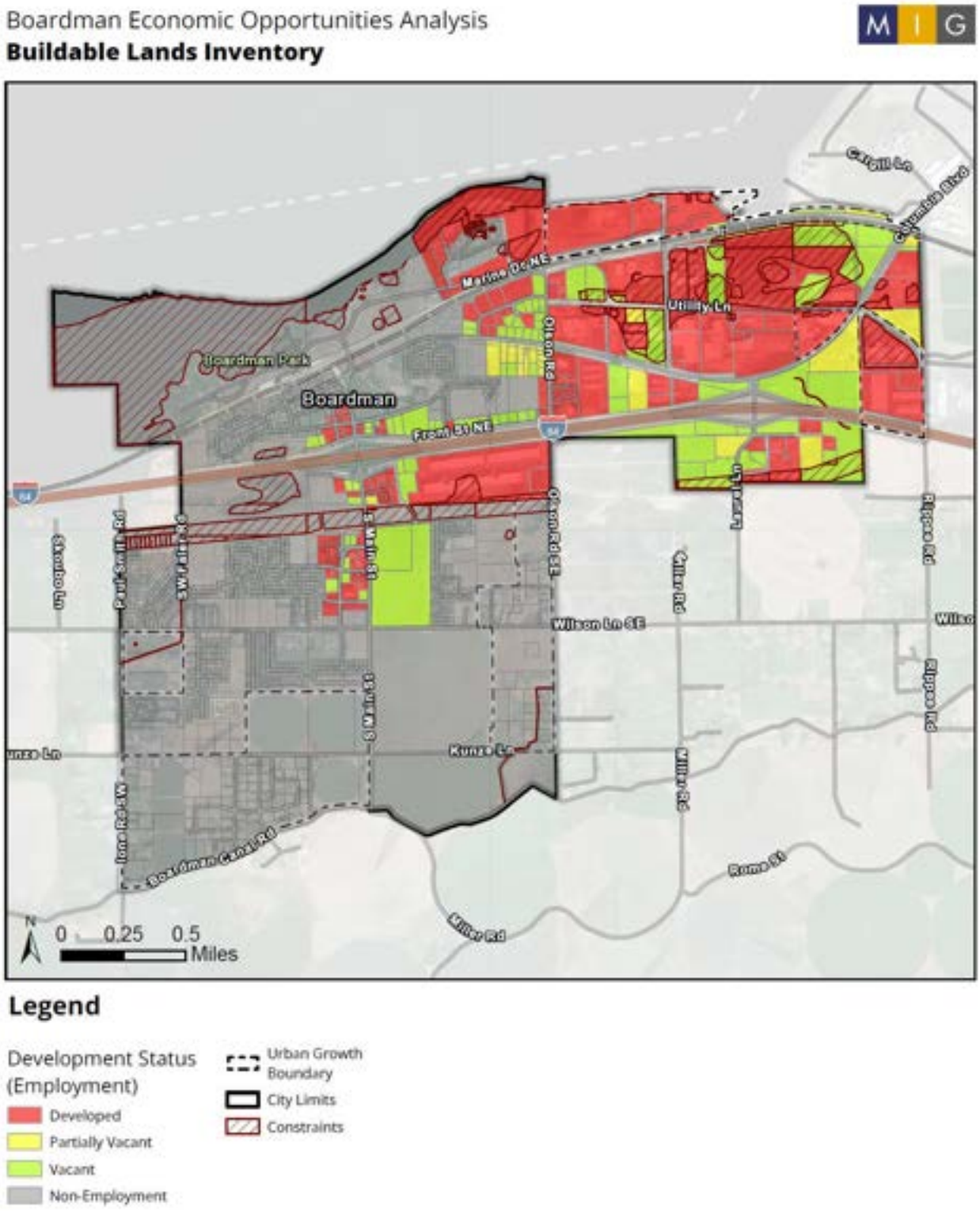
[2] Safe harbor pursuant to OAR 660-024-0050(3)(a)

[3] Safe harbor pursuant to OAR 660-024-0050(3)(b)

Table 4. Development Status of Employment Land

Zoning / Comprehensive Plan	Vacant		Partially Vacant			Developed/ Committed	
	Lots	*Un-constrained Acres*	*Lots*	*Developed Acres on PV Properties*	*Un-constrained Acres*	*Lots*	*Un-constrained Acres*
Industrial	**38**	**95.8**	**25**	**16.4**	**44.9**	**56**	**-**
General Industrial (County)	1	0.2	-	-	-	4	-
Port Industrial (County)	-	-	-	-	-	2	-
Light Industrial	20	22.5	20	4.8	12.2	16	-
General Industrial	17	73.0	5	6.8	32.7	34	-
Commercial	**44**	**179.9**	**3**	**1.7**	**12.7**	**54**	**-**
Commercial	8	67.7	-	-	-	24	-
Commercial (Service Center Subdistrict)	13	78.4	2	1.5	12.0	7	-
Commercial (Tourist Commercial Subdistrict)	23	33.7	1	0.3	0.8	21	-
Total	**82**	**275.6**	**28**	**18.2**	**57.6**	**110**	**-**

Figure 5. Study Area Development Status



Step 4: Net Developable Area and Inventory Results

To report net developable area within study area taxlots, the following rules are applied:

- Developed and committed lots have no net developable area
- Vacant lots have net developable area equal to unconstrained acreage minus land 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 the following takeouts:
    - 15% of vacant industrial employment land.
    - 20% of vacant commercial employment land.

  The 15% and 20% deductions for vacant industrial and commercial employment lands are to account for potential infrastructure improvements on vacant land. Typically, infrastructure improvements include right-of-way dedications for street improvements.[4]
- Partially Vacant land is assumed to have net developable area based on site-specific review of aerial photography.

Table 5 summarizes net developable acreage by development status and Comprehensive Plan designation. Table 6 identifies the number of vacant/partially vacant lots in several size categories ranging from <1 acre to 10-50 acres.

Table 5. Developable Acreage by Zoning Designation

Zoning	Net Developable Acres	
	Vacant and Partially Vacant Lots	*Net Developable Acres*
Industrial		
General Industrial (County)	1	.1
Port Industrial (County)	0	0
Light Industrial	40	32.3
General Industrial	22	93.8
Commercial		
Commercial	8	50.8
Commercial (Service Center Sub District)	15	73.3
Commercial (Tourist Commercial Sub District)	24	25.9
Total	**110**	**276.3**

[4] Note, OAR 660-024-0040(10) allows a safe harbor deduction of 25% for a residential buildable land inventory to account for streets and roads, parks, and school facilities. There is no equivalent rule in the OAR for an employment buildable land inventory. A lesser set-aside is used for this employment BLI due to the lower intersection density typical of employment land, as seen in many communities throughout the state.

The results of this BLI will be compared to forecasted need and inform policy recommendations in the City's EOA.

Table 6. Number of Vacant/Partially Vacant Lots by Lot Size Within UGB

	Number of Lots		
Size Classification	**Industrial Designation**	**Commercial Designation**	**Total**
<1 Acre	21	15	36
1-5 Acres	34	21	55
5-10 Acres	5	6	11
10-20 Acres	3	4	7
20-30 Acres	0	0	0
30-40 Acres	0	0	0
40-50 Acres	0	1	1
Total	**63**	**47**	**110**

TO: City of Boardman

FROM: Andrew Parish and Meg Gryzbowski, MIG

RE: Draft Comprehensive Plan Amendments - EOA

DATE: November 12, 2025

Introduction

This memorandum includes recommendations and proposed revisions to the City of Boardman's Comprehensive Plan (Plan) chapter narrative, objectives, goals, and implementation policies as they pertain to the Economic Development and Needs of the City. The City is currently in the process of updating their Comprehensive Plan. However, the current narrative for Chapter 9: Economic Needs contains an outdated narrative and reference to a Buildable Lands Inventory (BLI) conducted in 1997.

Recommendations are intended to align with and reflect the findings from the Economic Opportunities Analysis (EOA) Report (2025). Chapter 9 of the City's Comprehensive Plan contains the narrative and policies related to economic growth and development. The updated language is anticipated to be included in the Plan as part of a larger Comprehensive Plan update being undertaken by the City with assistance from Cascadia Partners. The draft information presented in this memo may be further revised to ensure consistency with those efforts.

Changes are shown in underline and ~~strikeout~~ below. Notes are provided in shaded text boxes.

Comprehensive Plan Narrative

Introduction

~~The Boardman area is ideal for economic growth because of a vast amount of agricultural potential and attractive siting for industrial development. As it becomes economical to irrigate lands farther south from the Columbia River, agricultural development will expand. With the railroad, freeway and Columbia River to provide for the efficient movement of goods and services, the Port of Morrow industrial park is an excellent site for a new industrial activity. The City of Boardman has the advantage of planning for growth without the burden of solving a multitude of problems associated with present public services. Boardman has no deteriorated sewer or water lines to replace, no sanitary-storm sewer separation to accomplish, the street and storm drainage systems are in good conditions, and there are no blighted residential or commercial areas to renovate. Instead, the City can concentrate its efforts on sound planning for new growth. Within the Planning Area, sufficient land exists for commercial, light industrial, industrial, and a broad range of residential development choices. For the purposes of this Plan, the planning area includes all areas within the Urban Growth Boundary.~~

Note: We recommend replacing existing narrative with references to the current EOA and BLI.

The City of Boardman updated its Economic Opportunities Analysis (EOA) in 2025, looking at the long-term employment and growth potential for the city over the next 20 years. The EOA builds on five strategic community goals and development objectives adopted by the City as part of a

Strategic Planning process also conducted in 2025. The EOA also evaluates workforce trends, employment potential for targeted industries, provides an employment land needs analysis, and an employment land inventory.

Located along the I-84 corridor, Boardman has strong regional connectivity and is easily accessible to commuters, goods, and visitors traveling to the area. Situated in the eastern part of the Columbia River Gorge, Boardman is also in close proximity to other economic hubs in Morrow, Umatilla, and Wasco Counties, including Hermiston, Umatilla, Pendleton, and the Dalles, as well as Idaho to the east and the Washington Tri-Cities to the northwest. With freight rail and airport connections, Boardman has great connectivity to locations throughout the Pacific Northwest. Access to the Columbia River also opens additional opportunities for water transport and freight services, including through the Port of Morrow's facilities.

Boardman's location provides opportunities for agriculture, food processing and manufacturing, and warehousing and distribution industries. The area features ample power and water resources that are required for emerging industries, like data center campuses. Its proximity and accessibility also lend themselves to recruiting workforce from the surrounding areas. As of 2025, it is estimated that more than four times the amount of people commute to Boardman for work, compared to those that live and work in Boardman . Only 10% of Boardman's population live and work in the city.

However, as a whole, the City of Boardman is home to an estimated 3,500 workers and 140 businesses with "covered" employees.[1] Employment and industry trends in 2025 include:

- The largest employment sectors include manufacturing (42%), utilities, transport and warehousing (14%), administrative services (7%), and hospitality and tourism-related industries (7%). Other industries like finance and insurance, real estate, and other "professional" and technical sectors were ranked amongst the lowest employers in the city.
- Similar to national averages, the majority of firms in the City of Boardman are relatively small, with over 85% of businesses employing less than 20 workers.
- Though the need for skilled labor is seen as a challenge for the growing workforce needs, the majority of data center and IT jobs that are part of the emerging industry do not require college degrees as a condition for employment. According to a study of recent job postings, only 31% of jobs in this sector require a bachelor's degree.
- Although roughly one-third of the adult population in Boardman has earned some level of education beyond high school, that is significantly lower than the broader county representation (44%). While this may be a challenge for Boardman, it may bode well for attracting new households to the area.
- Morrow County's prominent employment base in agriculture, government, and health care or social service has made the region more resilient to the recent COVID-19 (2020) recession, losing fewer jobs compared to the state (-4% versus -7%).
- Renewable energy from the dams, and wind or solar projects all present opportunities to Boardman and Morrow County. Data center development has equally benefited from these resources and has proven to be an emerging industry that should be considered for Boardman's economic growth and development. Between 2014 and 2024, 800 new jobs in

[1] Covered employment refers to jobs that include federal unemployment insurance.

the data industry were added in Umatilla and Morrow counties, accounting for a 300% job growth in this sector (or 15 % per year).

- Between 2014 and 2024, the construction industry grew by 600 jobs (an estimated 4% per year).

~~Buildable Lands Inventory – 1997~~

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

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

~~Need for Economic Growth~~

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

~~Control of Growth~~

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

~~Regional Deficiency~~

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

Replace with new BLI and Economic Growth information

Buildable Lands and Economic Growth

Oregon Statewide Land Use Planning Goal 9 (Economic Development) and related state rules (Oregon Administrative Rule 660-009) require jurisdictions to ensure adequate land and supportive infrastructure to accommodate employment growth over a forecasted 20-year period (including commercial and industrial lands). The City of Boardman's 2025 EOA uses employment growth trends, economic development potential and land use demands, and land availability (or capacity) analysis to determine whether Boardman can meet the projected demands and needs of the community.

The City of Boardman estimates an additional 2,300 jobs by 2045 (Figure 1).

Figure 1. Employment Growth Forecast, City of Boardman (2025-2045)

Industry	Overall Employment					Net Change by Period				Total
	2025	2030	2035	2040	2045	25-30	30-35	35-40	40-45	25-45
Adjusted Growth Forecast										
Agriculture, forestry, outdoor	154	162	169	178	186	8	8	8	9	32
Construction	87	106	130	159	195	19	24	29	35	108
Manufacturing	1,475	1,544	1,616	1,691	1,769	69	72	75	79	294
Wholesale Trade	14	16	18	21	24	2	2	3	3	10
Retail Trade	108	119	130	143	157	11	12	13	14	49
Transport., Warehousing, Utilities	498	553	613	680	754	54	60	67	74	255
Information	168	271	435	699	1,123	102	164	264	424	955
Finance & Insurance	17	18	20	22	24	2	2	2	2	8
Real Estate	9	13	18	25	34	4	5	7	9	24
Professional & Technical Services	0	10	20	30	43	10	10	10	13	43
Administration Services	257	275	295	316	339	19	20	21	23	83
Education	170	184	199	214	231	14	15	16	17	61
Health Care/Social Assistance	193	223	258	299	345	30	35	40	47	153
Leisure & Hospitality	261	300	344	396	455	39	45	52	59	195
Other Services	15	17	19	22	24	2	2	2	3	9
Government	52	55	58	61	64	3	3	3	3	12
TOTAL:	**3,479**	**3,865**	**4,343**	**4,955**	**5,769**	**386**	**478**	**612**	**815**	**2,290**

Source: Oregon Employment Department, Johnson Economics

According to the Buildable Lands Inventory presented in the EOA update, the projected commercial land supply needed for 2045 is 37.2 acres. Given the total supply of 150.1 buildable commercial acres in Boardman, there is commercial land zoned to accommodate forecasted growth. The amount of industrial acreage in the City is an estimated 87.2 acres. Given the supply of 126.2 buildable acres of general industrial land, the City of Boardman has industrial land to meet these generalized, aggregate growth projections.

While the City has adequate commercial and generalized industrial land supply to provide for the forecasted employment growth rates over the next 20-year period when viewed from a generalized perspective, it does not have sufficient land to accommodate specific types of employment uses, specifically data center campus needs. When considering the demand for these types of uses, the analysis of land needs indicates a deficit of 625 acres (Figure 2).

Figure 2. Land Supply and Availability, City of Boardman (2045)

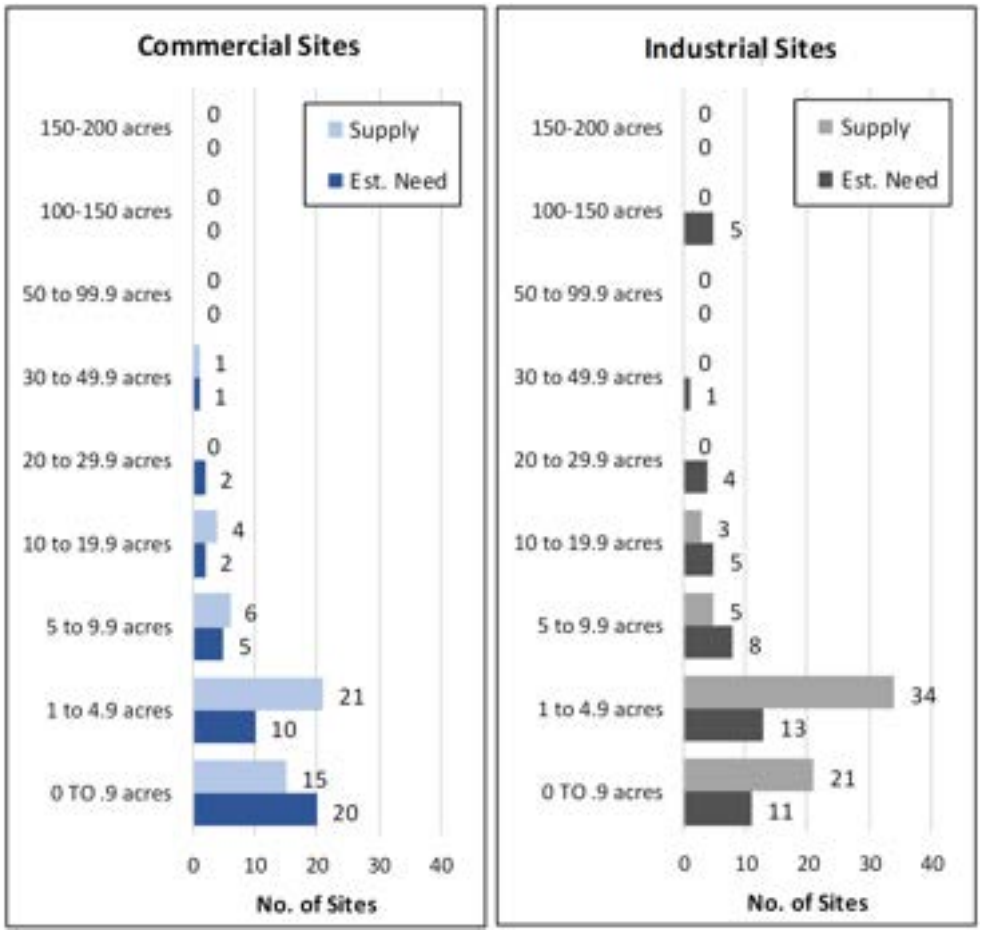
EMPLOYMENT ZONING DESIGNATION	20 YR. DEMAND (Gross Acres)	BUILDABLE LAND (Gross Acres)[1]	SURPLUS OR (DEFICIT) (Gross Acres)
Commercial (Office, Institutional, Retail)	37.2	150.1	112.9
Industrial (Gen. Ind., Warehouse, Flex)	87.2	126.2	39.0
Data Center Campus	625.0	0	(625.0)
TOTAL:	**749.4**	**276.3**	**(473.1)**

[1] While the buildable land inventory found a surplus of industrial land in gross terms, none of the remaining sites meet the specific unique requirments of hyperscale data center campuses. Most importantly, remaining buildable sites lack the size to house a new campus. Following the development of the three known sites identified above, no additional appropriate large-lot sites will remain.

Source: Johnson Economics, City of Boardman, MIG

According to the land use analysis, available lots consist primarily of smaller parcels, creating a mismatch between the supply of land and the estimated need for larger sites (Figure 3). In order to meet demands of emerging data center industries, more medium- (20+ acre) and large-lot (100+ acre) sites are needed (Figure 4).

Figure 3. Forecasted Land Supply Compared to Land Needs



Source: Oregon Employment Department, Boardman, Johnson Economics LLC

Figure 4. Requirements for New Site Supply and Estimated Acreage of Sites

Site Size	Commercial		Industrial		Total	
	# of Needed Sites	Total acres (+/-)	# of Needed Sites	Total acres (+/-)	# of Needed Sites	Total acres (+/-)
< 5 acres	0	0	0	0	0	0
5 acres (+/-)	0	0	3	15	3	15
10 acres (+/-)	0	0	2	20	2	20
20 acres (+/-)	2	40	4	80	6	120
30 acres (+/-)	0	0	1	30	1	30
50 acres (+/-)	0	0	0	0	0	0
100 acres (+/-)	0	0	0	0	0	0
125 acres (+/-)	0	0	5	625	5	625
150-200 acres (+/-)	0	0	0	0	0	0
TOTAL:	***2*** Sites	***40*** Acres (+/-)	***15*** Sites	***770*** Acres (+/-)	***17*** Sites	***810*** Acres (+/-)

Source: Oregon Employment Department, Boardman, Johnson Economics LLC

~~Goal IX: Economic Policies~~

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

Replace current policies with new goal and policy language below.

Economic Goals and Policies

The following goals, policies, and implementation actions are based on the forecasted economic development and employment needs of the community.

Goal 1. Support and build upon the foundation of existing industry sectors in the City of Boardman.

Policy1.A. *The City shall manage the City's Urban Growth Boundary (UGB) to ensure sufficient employment land for continued economic growth and workforce creation, as identified in the Economic Opportunities Analysis (EOA).*

Policy 1.B: *The City shall work with the Port of Morrow and other regional partners to support industrial and commercial growth.*

Policy 1.C: *The City shall cluster hyperscale data centers to minimize infrastructure and land needs.*

Policy 1.D: *The City shall protect sites brought into the UGB for specific employment uses (such as data centers) for those intended uses through policy, annexation agreements, the development code, and/or other means as appropriate.*

Goal 2. Incentivize new business development and attract new industries prominent in the region.

Policy 2.A: *The City shall evaluate and update as necessary the North Boardman Urban Renewal economic development incentives to attract interest in key development areas.*

Policy 2.B: *The City shall utilize the Columbia River Enterprise Zone (CREZ) along Olson Rd and near the Port of Morrow Interchange to attract developers.*

Policy 2.C: *The City shall leverage other existing public finance and economic development tools as deemed necessary and effective to achieve economic and employment goals.*

Goal 3. Strengthen Boardman's position as a regional hub for industry and commerce.

Policy 3.A: *The City shall promote public-private partnerships with key partners, including the Boardman Chamber of Commerce, Port of Morrow, Greater Eastern Oregon Development Corporation (GEODC), and Business Oregon.*

Policy 3.B: *The City shall ensure sufficient infrastructure and support systems to sustain business development by collaborating with the Port of Morrow, Oregon Department of Transportation, GEODC, and other regional partners.*

Policy 3.C: *The City shall facilitate the safe movement of people, goods, and services throughout the region by identifying joint planning efforts and shared funding opportunities for key infrastructure investments based on the City's Transportation System Plan (TSP).*

Goal 4. Attract and strengthen a skilled and technical workforce.

Policy 4.A: *The City shall identify and pursue partnerships with local training and education or vocational studies programs, including with Columbia River Health Services, Blue Mountain Community College, Eastern Oregon University, other schools or universities with training programs and specialized education for specialized or target industry jobs that could support a workforce pipeline.*

Policy 4.B: *The City shall aim to maximize workforce recruitment from surrounding jurisdictions through joint marketing efforts with Morrow County and staffing agencies in the region to attract skilled employees in the construction or manufacturing, healthcare, or information technology sector for data centers and other employment gaps in key industry sectors.*

Policy 4.C: *The City shall attract employees by supporting the development of a variety of housing options and other community amenities, consistent with the City's Housing Capacity Analysis, Parks Master Plan, and Strategic Plan.*

Goal 5. Respond to economic development opportunities with speed and flexibility.

Policy 5.A: *The City shall identify and implement opportunities to increase staff capacity through interagency or interdepartmental collaboration.*

Policy 5.B: *The City shall update development standards as needed to allow for projected and desired employment uses and to ensure that development permitting is expeditious and efficient.*

TO: City of Boardman

FROM: Andrew Parish and Meg Gryzbowski, MIG

RE: Draft EOA Development Code Recommendations

DATE: November 12, 2025

Introduction

This memorandum includes recommendations for the City of Boardman's Development Code (Code) for better alignment with the 2025 Economic Opportunities Analysis (EOA) and anticipated Comprehensive Plan revisions. This document includes a description of the existing relevant Code sections, as well as a general approach for making future code revisions. Recommendations are intended to provide high-level context and identify changes that support economic development strategies, goals, and actions for the City.

The City of Boardman is expected to undertake a thorough update of its development code as part of the Comprehensive Plan and Development Code Update process at a later time. We assume that consultants and/or the City will prepare adoption-ready code language for the City to implement the recommendations described in this memo after further consultation and coordination with City staff and stakeholders.

This memorandum contains three sections to address issues and concerns identified by City staff and the Project Advisory Committee. The first section provides targeted recommendations for the City's development code with regard to data centers, the second section provides examples of mixed use districts from other jurisdictions in Oregon for the City to consider, and the third section addresses potential landscaping standards to include in a development code update.

Section 1: Data Centers

The City of Boardman's development code contains the following employment zones where data centers may be an appropriate use. This memorandum will only address the Commercial District (C) and Commercial Service Center Subdistrict, the General Industrial (GI) district, as well as the code's Definitions chapter.

Recommendations are shown in blue boxes; specific underline/strikeout code language will be provided as part of a separate development code update.

Chapter 1.2 – Definitions

Recommendation: Data centers and so-called "hyperscale" data centers or campuses are not included in the definitions.

Recommend including a separate "data centers" or "hyperscale data campuses" definition to create clear and objective language for both commercial and industrial zones and subdistricts. Perhaps, adding site size or structure square footage requirements to these definitions may be desired.

Example langage:

Data centers: Structures that house servers and store data and sensitive information.

Hyperscale data centers: Data center campuses that contain multiple structures, are typically greater than 75 acres in size, and often requires dedicated large-scale utility infrastructure.

Chapter 2.2 – Commercial (C) District

Section 2.2.100 Purpose

The primary purpose of the Commercial District is to create standards that allow for a variety of commercial uses in the Commercial areas of the City of Boardman. This Chapter also creates three Sub Districts---Tourist Commercial, City Center and Service Center. The Service Center Sub District provides standards for commercial and light industrial uses located west of the City. This geographic area has been designated to form the "center" of Boardman's commercial activities. This chapter provides standards for the orderly creation and expansion of the Commercial District by adherence to the following principles:

- Effective and efficient use of land and urban services;
- Direct commercial and retail development to a concentrated and localized area;
- Provide a mix of uses which provides a destination within the community and encourages walking over driving;
- Create connection with the balance of the community by directing connected transportation routes to commercial areas of the city;
- Provide for additional service employment opportunities.

Section 2.2.200 Service Center Sub District

A. Purpose. The Service Center Sub District is designed to accommodate heavy commercial uses and light industrial uses along portions of the I-84 corridor. The base standards of the Commercial District apply, except as modified by the standards of this Sub District.

B. Uses Permitted. The land uses listed in Table 2.2.200B are permitted in the Service Center Sub District, subject to the provisions of this Chapter. Only land uses that are specifically listed in Table 2.2.200B and land uses that are approved as "similar" to those in Table 2.2.200B, may be permitted. The land uses identified with a "CU" in Table 2.2.200B require Conditional use Permit approval prior to development or a change in use, in accordance with Chapter 4.4.

Table 2.2.200B
Land Uses and Building Types Permitted in the Service Center Sub District

1. Residential: a. One caretaker unit shall be permitted for each development, subject to the standard in Section 2.2.200D. b. RV Parks (CU) **2. Public and Institutional:** a. Government facilities (e.g. public safety, utilities, school district bus facilities, public works yards, transit and transportation and similar facilities) where the public is generally not received. b. Private utilities (e.g. natural gas, electricity, telephone, cable and similar facilities) c. Water supply and treatment facility (CU) d. Sewage disposal and treatment facility (CU)	e. Transportation Facilities and Improvements. 1. Normal operation, maintenance; 2. Installation of improvements within the existing right-of-way; 3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval; 4. Landscaping as part of a transportation facility; 5. Emergency Measures; 6. Street or road construction as part of an approved subdivision or partition; 7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and **3.** Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU)	**4. Commercial:** a. Retail store, office or service establishment b. Commercial / industrial full service trucking and automotive facilities, to include automobile service stations and vehicle refueling. c. Commercial residential use, to include tourist or travelers' accommodations. d. Commercial amusement or recreation establishment. Medical Marijuana dispensary, Medical Marijuana Grow Facility (not on same parcel) *** (CU) **5. Industrial:** a. Manufacturing or warehousing. **5. Agricultural:** a. Farming excluding commercial livestock feedlot, livestock sales yard hog farms and mink farms. b. Agriculturally-oriented commercial use (CU) c. Medical Marijuana Grow Facility *** (CU) **6. Services:** a. Kennel or animal hospital. **5. Wireless Communication Equipment** - subject to the standards in Chapter 3.6.200.

Uses marked with an asterisk (*) are subject to the standards in Section 2.2.180 - Special Standards for Certain Uses. Temporary uses are subject to the standards in Chapter 4.9. ** Uses marked with two asterisks are subject to the standards in Section 4.4.400.D. *** Uses subject to Section 4.4.400.E.

Recommendation: Consider including Data Centers as a permitted (or conditional) use included in the Service Center Sub District; outlining where development would be best suited and that would include permitted uses that align with data center needs, subject to siting and design requirements. See later section for sample design requirements.

Chapter 2.3 – General Industrial (GI) District

Section 2.3.100 Purpose

The General Industrial District accommodates a range of light and heavy industrial land uses. It is intended to segregate incompatible developments from other districts, while providing a high quality environment for businesses and employees. This chapter guides the orderly development of industrial areas based on the following principles:

- Provide for efficient use of land and public services;
- Provide transportation options for employees and customers;
- Locate business services close to major employment centers;
- Ensure compatibility between industrial uses and nearby commercial and residential areas;
- Provide appropriate design standards to accommodate a range of industrial users, in conformance with the Comprehensive Plan.

Section 2.3.110 Permitted Land Uses

A. Permitted Uses. The land uses listed in Table 2.3.110.A are permitted in the General Industrial District, subject to the provisions of this Chapter. Only land uses that are specifically listed in Table 2.3.110.A, and land uses that are approved as "similar" to those in Table 2.3.110, may be permitted. The land uses identified with a "CU" in Table 2.3.110.A require Conditional Use Permit approval prior to development or a change in use, in accordance with Chapter 4.4.

B. Determination of Similar Land Use. Similar use determinations shall be made in conformance with the procedures set in Chapter 4.8 – Interpretations.

Table 2.3.110.A
Land Uses and Building Types Permitted in the General Industrial District

1. Industrial:

a. Heavy manufacturing, assembly, and processing of raw materials;
b. Light manufacture (e.g., electronic equipment, printing, bindery, furniture, and similar goods);
c. Warehousing and distribution;
d. Junk yard, motor vehicle wrecking yards, and similar uses;
e. Uses similar to those listed above

2. Public and institutional uses

a. Government facilities (e.g., public safety, utilities, school district bus facilities, public works yards, transit and transportation, and similar facilities) where the public is generally not received;
b. Private utilities (e.g., natural gas, electricity, telephone, cable, and similar facilities);
c. Passive open space (e.g., natural areas);
d. Transportation facilities and improvements:
   1. Normal operation, maintenance;
   2. Installation of improvements within the existing right-of-way;
   3. Projects identified in the adopted Transportation System Plan not requiring future land use review and approval;
   4. Landscaping as part of a transportation facility;
   5. Emergency Measures;
   6. Street or road construction as part of an approved subdivision or partition;
   7. Transportation projects that are not designated improvements in the Transportation System Plan ** (CU); and
   8. Transportation projects that are not designed and constructed as part of an approved subdivision or partition** (CU)
e. Special district facilities (e.g., irrigation district, and similar facilities);
f. Vocational schools co-located with parent industry or sponsoring organization;
g. Uses similar to those listed above.

3. Residential:

a. One caretaker unit shall be permitted for each development, subject to the standards in Section 2.3.160. Other residential uses are not permitted, except that residences existing prior to the effective date of this Code may continue.

4. Commercial:

a. Offices and other commercial uses that are integral to a primary industrial use (e.g., administrative offices, and wholesale of goods produced on location and similar uses);
b. Small-scale retail and service commercial uses up to 10 percent of building in total floor area, for general use of industrial use employees and customers (e.g., restaurants, hair salons, banks, dry cleaners, book stores, coffee retailers).

5. Wireless Communication Equipment - subject to the standards in Chapter 3.6.200.

6. Accessory uses and Structures

Land uses with (CU) shall require a Conditional Use Permit in accordance with Chapter 4.4. Uses marked with an asterisk (*) are subject to the standards in Section 2.3.160 Special Use standards, "Special Standards for Certain uses)" ** Uses marked with two asterisks are subject to the standards in Section 4.4.400 D.

Recommendation: Allow data centers in the general industrial district as a permitted use. See Section 3 in this memorandum for examples of specific landscaping recommendations.

Alternatively, Boardman Development Code (BDC) Chapter 3.6 – Other Standards includes specific standards for special facilities (e.g., telecommunication facilities). This may be an appropriate space for Data Centers' standards; including purpose, definitions specific to centers/hubs/campuses, what type of data centers are permitted by district and subdistrict, what general provisions are included, and what requires special use approval.

Siting and Design Considerations

Data Centers and Hyperscale Data Centers should be subject to siting and design requirements. The following brief sample language comes from the Urban Land Institute: ULI, *Local Guidelines for Data Center Development* (2024), https://knowledge.uli.org/-/media/files/research-reports/2024/uli-data-center-whitepaper_hm_2024-11-12_final-final-round.pdf.

E. Data centers or hyperscale data campuses. Data centers shall conform to the standards listed in 2.2.200(B). "Data centers" means a primary building and accessory structures that house servers and store data and sensitive information.

1. All outdoor and power supply equipment be fulling enclosed, unless otherwise deemed mechanically unfeasible, with the exception of solar panels.

2. Building design standards

a. Building facades must either (1) change in texture, color, pattern, or material every 150 horizontal feet or (2) must be comprised of at least 30% window or fenestration design materials.

b. Primary entrances must be on a separate plane than the building plane.

3. Maximum building height. Can be up to 100 feet, subject to FAA limitations.

Additional considerations for code requirements include addressing noise, lighting, resource extraction, safety features regarding batteries or generators, emergency access, and parking.

Section 2: Examples of Mixed Use Districts

This memorandum also reviewed peer cities with the intent of finding sample code language that could support the City's goal of developing a new mixed use district that includes both residential and employment opportunities. The peer cities' code was reviewed for example language that included:

- Clear and objective standards for residential development
- Flexibility for a wider range of uses or development types
- Both integrated mixed residential and commercial development, as well as stand-alone residential development

While adoption-ready code language has not been prepared for this effort, additional recommendations are included for how the City could utilize parts of the code to support the economic development strategies, goals, and actions identified in the Boardman EOA. Commentary and recommendations are included in blue boxes below the sample code language, and links to the corresponding code are included.

Sandy, Oregon Village Commercial Zone (Sandy Municipal Code 17.46)

The City of Sandy has a Village Commercial Zone (C-3) that promotes more mixed-use, nodal development that provides both housing and access to amenities through a compact and walkable environment. Residential units above commercial space and detached (or attached) accessory dwelling units (ADUs) are permitted outright and commercial development is oriented towards service-driven and neighborhood-serving establishments (e.g., restaurants, corner stores, supermarkets, daycare facilities, community services, educational institutions, and medical facilities).

Design standards reiterate the intention of having a walkable pedestrian environment with building entrances facing the sidewalk and massing and articulation standards supporting a more varied and approachable landscape.

- *Site Layout and Vehicle Access* promotes traffic calming measures and parking lots in the rear of the lot (if necessary)
- *Building Facades, Materials, and Colors* encourage "visual interest," warm color palettes in keeping with the surrounding environment, and look to reduce bulk
- *Building Orientation and Civic Spaces* encourage connectivity and pedestrian-friendly spaces

Some limitations in this code include:

- Residential development is clear and objective, in that the standards for residential units must abide by the standards set by the mixed use zone, including setbacks, building height, and other design standards. This works for Sandy because the zone does not allow for stand-alone residential units, but that may not be the approach Boardman would like to take.
- There are no transitional height standards in Section 17.46 or in the accompanying design standards chapter. Additionally, there are no first-floor height considerations or standards included for a "vertically mixed use building."
- The maximum building height is limited to 45 feet. However, it might be helpful to consider the inclusion of height bonuses, especially for buildings with a certain percentage of residential use, affordable housing, or green infrastructure (similar to Puyallup's Municipal Code 20.31.028 (4)).
- "Sandy style" design standards apply, which can be very prescriptive. Boardman likely would want to adopt a simpler set of design standards for its mixed use areas.

Sandy Municipal Code:
https://library.municode.com/or/sandy/codes/code_of_ordinances?nodeId=TIT17DECO_CH17.46VICOC-

Sisters, Oregon Downtown Commercial Zone (Sisters Development Code Chapter 2.4)

The City of Sisters employs a Downtown Commercial (DC) District to strengthen their mixed-use development types; focusing on creating a mix of development types, promoting pedestrian-scale development, encouraging walkability, providing more employment opportunities and accessibility to employment areas, and preserving the historic nature of Downtown. Detached residential units are permitted outright, including single-family units, duplexes, townhomes (up to two units), manufactured dwelling units, cottage clusters, and accessory dwelling units (ADUs). This is different from Sandy in that it supports limited-scale, standalone residential uses, encouraging a more flexible integration of neighborhood services and residential development. Commercial uses include retail sales, neighborhood services, and entertainment uses (e.g., artist studios, concert halls, daycare facilities, restaurants, corner stores, offices, professional services, and community centers).

Design standards include more specific code language for ground floor and upper story standards. Additional standards are included for stand-alone residential uses within the Downtown Commercial District, by housing type (Table 2.4.2.a). This brings in clear and objective standards for residential units included in this zoning designation. However, it should be noted that these standards have not been audited by MIG to ensure that they are completely clear and objective. Additional development standards that support both employment opportunities and housing include:

- *Exceptions to Building Height* which includes height bonuses for vertical mixed use buildings
- *Building Orientation Standards* that encourage connectivity and pedestrian-friendly environments through walkability and accessibility
- *Pedestrian Amenity Standards* which include a menu of design standards for stand-alone residential units in the mixed-use commercial zone

This code is a good example for integrating stand-alone residential development into a mixed-use zone; including both clear and objective standards, a menu of standards to encourage pedestrian-oriented design and encouraging an environment that supports both vertically integrated buildings as well as stand-alone residential units.

Sisters Development Code:
https://www.codepublishing.com/OR/Sisters/html/SistersDevCode02/SistersDevCode0204.html

North Plains, Oregon Community Commercial Zone (North Plains Development Code Section 155.200)

The City of North Plains utilizes a Community Commercial (C-1) District that focuses on being more adaptable to market demands, allowing for flexible design standards that support both new development and redevelopment. This district looks to promote more integration of higher-density housing to use land efficiently and housing for residents. Townhomes, multifamily dwelling units, and mixed use developments are included in the residential development allowed in this zone. Allowed commercial uses include neighborhood-serving amenities (similar to Sisters) that encourage trip-chaining and aim to reduce single-occupancy vehicle trips (e.g., artist studios, daycare facilities, restaurants, corner stores, offices, and professional services such as dry cleaning, and retail spaces).

As stand-alone residential uses are permitted until the Community Commercial District, residential standards by housing type are referenced in the Permitted Uses section (Section 155.216 (Q and R)). This brings standards for residential units into this zoning designation, while also aligning standards with residential development in other parts of the City. Additional development standards that support both employment opportunities and affordable housing include:

- *Multi-family dwellings* allow for density increases (up to 20%) if at least 20% of residential units are affordable
- *Visual examples* provide graphic representation of window transparency and appropriate facades for both commercial spaces along Commercial Street and residential buildings
- *Distinct base* standards include provisions and regulations for a visual separation of the first floor commercial space from additional residential stories above the unit

This code is a good example for integrating stand-alone residential development into a mixed-use zone; including clear and objective standards, a distinction between commercial and residential spaces, exceptions and flexibility to design standards that may change with the marketplace demands and employment opportunities presented to the City over time, and a menu of design standards to encourage pedestrian amenities throughout the landscape.

Design standards are also clear and objective, but not overly restrictive in that there are many options included to help developments meet design standards and encourage redevelopment, as necessary.

North Plains Development Code:
https://codelibrary.amlegal.com/codes/northplainsor/latest/northplains_or/0-0-0-5796

Gladstone, Oregon Downtown Core Overlay District (Gladstone Development Code Chapter 17.21)

The City of Gladstone utilizes an overlay district – The Downtown Core Overlay District – to encourage mixed-use development in the City. Similar to the other jurisdictions, Gladstone encourages walkable, pedestrian-oriented design and development in this district, but the overlay is limited to a four-block section of the City. Residential uses are limited to second-story development unless the development is on a side-street, in which case ground-floor residential units are permitted. Non-residential uses are similar to those seen in other peer city examples and focus on neighborhood-serving and small-scale retail businesses.

Design standards reiterate the intention of having a walkable pedestrian environment with building design and features encouraging interaction with the ground-floor environment.

- *Building Design* includes a building heigh maximum of 35 feet, but allows for an exemption of up to 45 feet if the ground floor is 12 feet in height, allowing for more flexibility
- *Building Form* encourages "visual interest," through a menu of design standards that discourage blank walls and facades
- *Color* encourages (though doesn't require) certain tones and schemes that would align buildings with the surrounding environment

Using an overlay approach adds to the complexity of implementing the development code but might be appropriate for specific locations or intersections where mixed use development is desired.

Gladstone Development Code:
https://www.codepublishing.com/OR/Gladstone/html/Gladstone17/Gladstone1721.html#17.21

Another important consideration for a mixed-use district is consistency throughout the code, so including a mixed-use development or district definition in Chapter 1.2 would be helpful to orient those utilizing the development code.

Chapter 1.2 – Definitions

Recommendation: Include a separate "mixed use development or district" definition to create reference language for the new district included in the code.

Example definitions for mixed-use development include:

"Mixed-use development: A development that integrates some combination of retail, residential, commercial, office, institutional, recreation or other functions. It is pedestrian-oriented and contains elements of a live-work-play environment. It maximizes space usage, reduces reliance on the automobile and encourages community interaction." (North Plains Development Code 155.012)

"Village Commercial Intent: ...Allowing a mixture of residential uses beside and/or above commercial uses will help create a mixed-use environment, which integrates uses harmoniously and increases the intensity of activity in the area. The orientation of the uses should integrate pedestrian access and provide linkages to

adjacent residential areas, plazas and/or parks, and amenities." (Sandy Municipal Code Section 17.46.00)

These examples include thoughtful language for how the landscape is oriented and what the goal of the distinct district is.

Section 3: Examples of Landscaping Standards

This section provides an overview of Boardman Development Code Chapter 3.2 - Landscaping. It also reviews standards from peer cities with the intent of finding sample code language for a future update of the Boardman Development Code. The goal is to provide slightly more flexibility in how this standard is met but still require buffers to protect surrounding neighborhoods and adjacent areas from negative or adverse impacts.

Each example is followed by considerations in the blue box below the sample code language.

Boardman, Oregon Landscaping, Street Trees, Fences and Walls (Boardman Municipal Code 3.2)

Landscaping is required in all residential, commercial, and industrial districts, though the amount varies:

- Residential = 20%
- Commercial = 10%
- Light Industrial = 10%
- General Industrial = 20%

Hardscape features can account for 30% of the landscaping requirement (unless in the City Center Sub District) and non-vegetative ground covers can account for 25% of the landscaped area. The purpose of these parameters are to allow for up to 75% of coverage over 5 years, while also providing "erosion control, visual interest, buffering, privacy, open space and pathway identification, shading and wind buffering."

These general provisions and standards for landscaping are relatively flexible and on-par with other cities, there are other considerations that may be positive additions to the existing standards.

Peer Cities

Tualatin, Oregon – Landscaping Standards (Tualatin Development Code 73B.050)

The City of Tualatin has general landscaping requirements for each zone, similar to Boardman. However, the minimum area requirements are different:

- Permitted Uses Residential = None
- Conditional Uses Residential = 25%
- Commercial and Manufacturing **outside of** the Central Tualatin Overlay = 15%
- Commercial, Manufacturing, and Mixed Use **within** the Central Tualatin Overlay = 10%
- Industrial, Medical, Neighborhood Commercial, Manufacturing Park = 25%
- Basalt Creek Employment Zone = 20%

Tualatin's code contains requirements for residential zones, non-residential zones, and mixed-use commercial zones that specify the type of buffers and screening that are applicable to each type of development. The other one is the inclusion of abutting land uses.

Tualatin's code also addresses adjacent uses in its buffer requirements. The code includes Table 73B-3 and Table 73B-4 that work together to provide specific screening requirements/options in each situation

Tualatin Development Code Table 73B-3

Existing/Abutting Districts	Residential	Commercial	Industrial	Parking Lots 4—50 spaces	Parking Lots 50+ spaces
Residential	—	D	D	C	D
Commercial	C	—	D	—	—
Industrial	D	A	—	—	—
Parking Lots	C	—	—	—	—
Arterial Streets	A	—	A	—	—

Tualatin Development Code Table 73B-4

	Options	Width (feet)	Trees (per linear feet of buffer)	Shrubs or Groundcover	Screening
A	—	10	—	Lawn/living groundcover	—
B	—	10	20 feet min/30 feet max spacing	Lawn/living groundcover	—
C	1	10	15 feet min/30 feet max spacing	Shrubs	4 feet hedges
	2	8		Shrubs	5 feet fence
	3	6		Shrubs	6 feet wall
D	1	30	10 feet min/30 feet max spacing	Shrubs	Berm
	2	20		Shrubs	6 feet hedge
	3	15		Shrubs	6 feet fence
	4	10		Shrubs	6 feet wall

Tualatin's code provides landscaping and buffering standards in for specific combinations of neighboring zones. The code outlines various ways in which an applicant can meet the standard, offering flexibility in the type of landscaping that is implemented alongside the development.

Tualatin Development Code:
https://library.municode.com/or/tualatin/codes/development_code?nodeId=THDECOTUOR_CH73BLAST_TDC_73B.050ADMILAREALUSMIUSCOZO#:~:text=TDC%2073B.&text=Use%20trees%20and%20other%20landscaping,%2C%20noise%2C%20and%20air%20pollution.&text=Use%20trees%20and%20other%20landscaping%20materials%20as,element%20within%20the%20urban%20environment

Prineville, Oregon Landscaping Requirements (Prineville Municipal Code 153.087)

The City of Prineville recently became a hub for hyperscale data centers. The City's landscaping, buffering, and screening requirements in 153.087 list abutting land use types rather than using tables.

1. *Commercial uses abutting a residential zone, public recreation area or use, institutional use, scenic resource, noise sensitive use or public right-of-way.*
2. *Industrial uses abutting residential or commercial zones, public recreation area or use, institutional use, scenic resource, noise sensitive use or public right-of-way.*
3. *Multifamily complexes containing four or more units abutting a residentially zoned parcel that is limited to single-family residential use, public recreation area, scenic resource, institutional use or public right-of-way.*
4. *Manufactured or mobile dwelling subdivision or park abutting a residentially zoned parcel that is limited to single-family residential use, public recreation area, scenic resource, institutional use or public right-of-way.*
5. *Public or private recreation area or facility abutting a residential or commercial use, institutional use, scenic resource, noise sensitive use or public right-of-way.*

This example is provided as a peer community rather than a recommendation to copy. The way abutting uses are addressed may be applicable for Boardman. Code provisions are generally discretionary; more specificity would be required for residential uses in order to meet current State law.

Prineville Municipal Code:
https://www.codepublishing.com/OR/Prineville/#!/Prineville15/Prineville153.html#153.087

Sisters, Oregon Landscaping and Screening (Sisters Development Code 3.2.300)

The City of Sisters has similar landscaping standards to the above examples but provides additional detail on fencing and screening that may be useful for Boardman. Section 3.2.300 Screening, Fences, and Walls lists the type of structure required, based on the zone. It includes material, transparency, style, and height requirements for fences.

2. *In Residential Districts, fences shall comply with the following requirements:*

    a. *Solid, non-transparent fences located in the required front setback area shall not exceed four (4) feet in height, except decorative arbors, gates, and similar features which shall not exceed six (6) feet in length.*

    b. *Fences with fifty-percent (50%) or greater transparency located in the required front setback area shall not exceed six (6) feet in height.*

    c. *On corner lots, only one front setback area restriction shall apply relative to the four (4) foot fence height and solid fence restrictions. The fence along the exterior side yard shall not exceed six (6) feet in height from the area subject to the front setback to the rear property line.*

    d. *All other fences shall not exceed six (6) feet in height.*

3. *In Commercial Districts, fences shall comply with the following requirements:*

a. Fences located in the required front and exterior side yard setback areas shall not exceed four (4) feet in height, except decorative arbors, gates, and similar features which shall not exceed six (6) feet in length.

b. Fences outside of the front and exterior side yard setback areas shall not exceed six (6) feet in height.

These zone-based requirements may provide a solid foundation for Boardman to construct screening requirements that are more reflective of the City's needs and districts and that complement neighboring uses and neighborhood character.

Sisters Development Code:
https://www.codepublishing.com/OR/Sisters/html/SistersDevCode03/SistersDevCode0302.html#3.2.300

MEMORANDUM

To: Mayor Keefer and members of the City Council
Cc: Brandon Hammond, City Manager
From: Carla McLane, Planning Official
Date: December 26, 2025
RE: Planning Department Monthly Update

When you read this, or by the time the City Council convenes for their first meeting of 2026, the calendar will have turned. Not by just a month but also a year. As we welcome 2026, I think it is a good time to take stock of what was accomplished in the year that is ending. And for the Planning Department the list is long. The following are just a couple of highlights:

- The Transportation System Plan was adopted. We are now waiting for Morrow County to co-adopt which should be concluded by mid-February.
- The Parks Master Plan has been reviewed by the Planning Commission and will come before the City Council on January 13th.
- The Economic Opportunities Analysis is completed with the adoption hearings scheduled for January and February of 2026.
- Development Review Permits for homes in Boardman continued at a regular pace again in 2025 with the approval and infrastructure installation initiated for the Chaparral subdivision assuring that single-family lots will continue to be available.
- New hotels, fast food restaurants, and speculative retail space have either been approved or will soon be.
- Significant work has been accomplished on the Comprehensive Plan and Development Code update project.

Strategic Planning Program: One down, two to go!! And more getting underway! You can follow these projects at this location on the City's website. For more information on the various projects, see below:

- **Transportation System Plan (TSP):** The City has adopted the TSP and next up is the Morrow County co-adoption. There has been an appeal to the Land Use Board of Appeals. As we move through the various steps of the appeal process, they will be reported here. You can follow the next steps of the TSP Update here.

- **Economic Opportunity Analysis (EOA):** Public hearings are scheduled with the Planning Commission review in January with the City Council to follow in February. You can follow the EOA here.

- **Housing Capacity Analysis (HCA):** We have achieved kickoff! The Public Advisory Committee has been selected with appointment on the February City Council agenda. You can follow the HCA here.

- **Parks Master Plan (PMP):** The joint public hearing with the City Council and the Board of the Boardman Park and Recreation District is scheduled for January 13 at 7:00 pm at the Port of Morrow Riverfront Center. You can follow the PMP here.

- **Boardman Development Code (BDC) and Comprehensive Plan (CP):** Still in a holding pattern. You can follow the CP/BDC PAC here.

- **System Development Charge (SDC) Update:** Look for work on this project in the new year.

- **Main Street Interchange Area Management Plan (IAMP) Refinement:** The Scope of Work for this project is under development which will be promoted with a Request for Qualifications, working to get a consultant on board shortly. In the next month or so a Strategic Plan page will be established and a Public Advisory Committee appointed soon thereafter.

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

- **Boardman Municipal Code (BMC):**
  - Addressing Ordinance: Work is currently stalled.
  - The Transient Merchant ordinance is in place with staff doing outreach and education with those individuals and companies currently doing business in Boardman that would be regulated under these new provisions. An application form is available for those wishing to become compliant.
  - Park Regulations: More on this topic over the next two or three months.

- **Code Enforcement and Animal Control Program:** Focus areas have been around Winter sidewalk maintenance; abandoned vehicles and vehicles parking over 72 hours; and identifying inconsistencies within the Municipal Code that need to be addressed.

Planning Reviews and Approvals: My intent here will be to add Planning Department actions that end in an approval for development. I will be cautious to protect the City Council's role as the appeal body for any local decisions. And if there haven't been any decisions this section may be blank.

- ✓ **Homes, homes, and more homes:** The winter doldrums are in place with the issuance of Development Review Permits for homes slowing. The development of the Chaparral subdivision will be a welcome addition to the housing inventory in Boardman.
- ✓ **Community Development:** As 2026 gets underway there are several action items that the Planning Commission will be reviewing over the next several months that will include industrial upgrades, commercial development on both sides of the Interstate, and multi-family development.

😊

Carla McLane

From:	Jonathan Tallman <1stjohn217llc@gmail.com>
Sent:	Wednesday, January 7, 2026 12:16 AM
To:	Amanda Mickles; Carla McLane; Brandon Hammond; Paul Keefer; George Shimer
Cc:	HERT Dawn * DLCD; brandi.elmer@dlcd.oregon.gov
Subject:	Record Preservation and Request for 7-7-7 – Parks Master Plan Adoption (January 13, 2026)
Attachments:	IMG_3566.jpeg; IMG_3520.jpeg; IMG_3881.jpeg; IMG_3568.jpeg; IMG_2684.jpeg; 12022025 PC packet.pdf; 2022 collectors.pdf
Follow Up Flag:	Follow up
Flag Status:	Flagged

Mayor Keefer, City Councilors, Park & Recreation District Board Members, and Planning Staff,

This correspondence is submitted on behalf of 1st John 2:17 LLC, owner of property depicted within or adjacent to corridor concepts and site-specific recommendations contained in the Parks Master Plan (PMP) materials scheduled for consideration at the January 13, 2026 joint meeting.

This submission is made solely to preserve the administrative record and to request procedural clarity prior to any final action.

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1. Landowner Record Preservation

The PMP materials, including mapped corridors and site-specific recommendations, depict linear facilities and connectivity concepts that overlap or directly affect privately owned land. While the City characterizes the PMP as a guidance document, the inclusion of specific corridors, acquisition labels, and coordination references creates real-world implications for property use, valuation, financing, and long-term planning.

From a landowner perspective, depiction of corridors in an adopted plan—regardless of regulatory label—can function as a planning baseline for future governmental action.

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2. Relationship to Other Active Proceedings

The corridor concepts shown in the PMP overlap with infrastructure and alignment issues that are currently the subject of:

- Transportation System Plan review and appeal,
- County-level Heritage Trail and PAPA-related proceedings, and
- Prior City and County records referencing future access, alignment, and funding.

Advancing the same corridor concepts through multiple planning vehicles, without consolid
or clear landowner coordination, raises concerns regarding incremental pre-commitment of alignment and purpose.

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3. Request for Clarification and Procedural Safeguards

Accordingly, the property owner respectfully requests that the City and the Park & Recreation District:

1. Clearly state on the record whether the mapped corridors and site-specific recommendations are intended to be purely illustrative, or whether they are anticipated to guide future alignment, acquisition, dedication, or coordination decisions; and
2. Defer reliance on corridor depictions affecting private property until appropriate notice, coordination, and procedural protections have occurred, including any applicable response periods under Oregon land-use law.

   To the extent the City or Park & Recreation District relies on, clarifies, or introduces new evidence, interpretations, or implementation intent regarding corridor alignments, acquisition authority, funding sources, or coordination with other jurisdictions during or after the January 13, 2026 hearing, the property owner formally requests that the evidentiary record remain open in accordance with ORS 197.763(6) to allow adequate opportunity for response.

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4. Reservation of Rights

Nothing in this correspondence constitutes consent to any corridor placement, alignment, access, or future acquisition affecting the property. All rights and remedies under Oregon law—including rights under ORS Chapter 35—are expressly reserved.

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5. Prior Acquisition Discussions (Record Context)

The property owner further notes for the record that the Boardman Park & Recreation District (George Shimer, Executive Director) previously initiated acquisition discussions regarding the same property now depicted within the Parque Cultural / Power Trail Park corridor. Those discussions were memorialized in a Letter of Intent between the parties.

The transaction did not proceed after additional transportation and trail concepts affecting the property were raised during those discussions, materially altering the scope and implications of the proposed acquisition. The existence of those negotiations demonstrates that the corridor has been treated in practice as a real and implementable project—not merely an abstract or illustrative concept.

This history is directly relevant to the City's characterization of the Parks Master Plan as a guidance-only document.

To preserve confidentiality, the Letter of Intent itself is not attached at this time. However, the owner is prepared to provide the document to the City, the District, DLCD, or a reviewing body under appropriate confidentiality protections if requested.

Please include this correspondence and referenced materials in the official public record for the January 13, 2026 Parks Master Plan public hearing.

Respectfully,

Jonathan Tallman

1st John 2:17 LLC

Attachments / Record References:

- Morrow County Planning Commission Packet and Minutes (Dec. 2, 2025)
- April 15, 2025 PMP PAC meeting video (YouTube)
- 2020 Collector Road materials (remand context)

LUBA
OCT 27 202
Section 4, Item A.

BEFORE THE LAND USE BOARD OF APPEALS
OF THE STATE OF OREGON

1st JOHN 2:17, LLC and JONATHAN TALLMAN,
Petitioners,

vs.

CITY OF BOARDMAN,
Respondent.

LUBA No. 2022-062

FINAL OPINION
AND ORDER

Appeal from City of Boardman.

Sarah C. Mitchell filed the petition for review and reply brief and argued on behalf of petitioners. Also on the brief was Kellington Law Group, PC.

Christopher D. Crean filed the respondent's brief and argued on behalf of respondent. Also on the brief was Beery, Elsner & Hammond, LLP.

RYAN, Board Chair; ZAMUDIO, Board Member, participated in the decision.

RUDD, Board Member, did not participate in the decision.

REMANDED 10/27/2022

You are entitled to judicial review of this Order. Judicial review is governed by the provisions of ORS 197.850.

Opinion by Ryan.

NATURE OF THE DECISION

Petitioners appeal a city council decision approving improvements to an existing intersection and an existing street, and construction of a new collector.

FACTS

Yates Lane is an existing, unpaved street that extends east from Laurel Lane in the Commercial district and the Service Center (SC) subdistrict. Laurel Lane is a north-south arterial that connects to I-84 north of the Laurel Lane/Yates Lane intersection, forming what is referred to as the Port of Morrow Interchange. The Port of Morrow Interchange is subject to the Port of Morrow Interchange Area Management Plan (IAMP), which the city adopted in 2012 as part of its Transportation System Plan (TSP). The IAMP lists as a city transportation project improvements to the Laurel Lane/Yates Lane intersection and the construction of a new collector, Devin Loop. Devin Loop would begin on Yates Lane east of the Laurel Lane/Yates Lane intersection, loop south and west from Yates Lane, and connect to Laurel Lane south of the Laurel Lane/Yates Lane intersection, just north of a Bonneville Power Administration (BPA) transmission easement.

On November 16, 2021, city staff filed an application seeking planning department approval to improve the Laurel Lane/Yates Lane intersection and construct Devin Loop, as described in the IAMP. In addition, the application proposed improving to neighborhood collector standards the Yates Lane right-of-way between the Laurel Lane/Yates Lane intersection and the Yates

Lane/Devin Loop intersection. We refer to Devin Loop and Yates Lane, together, as the "Loop Road," and we refer to the proposed construction, collectively, as the "Loop Road project."

On March 11, 2022, city staff approved a "Zoning Permit" authorizing the Loop Road project. The city provided notice of the Zoning Permit to persons, including petitioners, who own property west of Laurel Lane. After petitioners attempted to file a local appeal of the Zoning Permit, the city chose to proceed under its "Type II" land use procedures, effectively allowing petitioners to appeal the Zoning Permit to the planning commission.

The planning commission held a public hearing on May 18, 2022, and ultimately denied petitioners' appeal, affirming city staff's approval of the Loop Road project. Petitioners appealed the planning commission's decision to the city council. The city council conducted a public hearing on June 28, 2022, and denied the appeal, adopting in support of its decision city staff's findings, the planning commission's findings, and its own findings. The city council expressly adopted any code interpretations made in city staff's and the planning commission's findings. This appeal followed.

FIRST ASSIGNMENT OF ERROR

In its March 11, 2022 decision, city staff noted that the SC subdistrict allows as permitted uses (1) installation of improvements within the existing right-of-way and (2) projects identified in the TSP. Record 11. The city council concluded that the Loop Road project involves uses that are permitted in the SC

subdistrict and, therefore, "do not require further land use review." Record 6. The city council stated:

> "Because the permit approves a transportation facility that is authorized by and consistent with the IAMP and [Boardman Development Code (BDC)], it is not a land use decision and the city was not required to process the permit application under its land use procedures. Nonetheless, after the City mailed notice of the decision to area property owners, [petitioners] sought to file a local appeal and, out of an excess of caution and to ensure full public participation, the City agreed to process the permit as if it was a Type II land use decision. Accordingly, an appeal was heard before the Planning Commission on May 18, 2022." Record 5.

On appeal to LUBA, petitioners do not dispute that the Loop Road project involves uses that are permitted in the SC subdistrict. However, petitioners dispute the view that the city's approval of the project is not a "land use decision" and, in particular, the implication that, because the approval is not a land use decision, no land use standards apply to the project.[1] Petitioners argue that is it is clear that the project is subject to many land use standards, including the IAMP and a number of city land use regulations.

The city responds that petitioners misunderstand the above-quoted findings and that the city does not dispute that the project is subject to land use

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[1] ORS 197.015(10)(a) defines "land use decision," in relevant part, as a "final decision or determination made by a local government" that "concerns" the application of a comprehensive plan provision or land use regulation. The city does not dispute that the challenged decision concerns the application of one or more comprehensive plan provisions or land use regulations, and is a "land use decision," as defined at ORS 197.015(10)(a).

standards, as evidenced by the fact that, in approving the project, the city applied a number of land use standards.

We agree with the city that petitioners' arguments under the first assignment of error provide no basis for reversal or remand. The city's characterization of the Loop Road as a "permitted use" and its conclusion that approving an application for a use that is permitted in the SC subdistrict does not result in a "land use decision" or necessarily trigger the city's Type II procedures are merely *dicta* because the city proceeded to apply land use regulations to the application.

The first assignment of error is denied.

SECOND ASSIGNMENT OF ERROR

Under the second assignment of error, petitioners advance four subassignments of error that challenge the city's conclusions that the Loop Road project complies with applicable land use regulations.

A. Neighborhood Collector

The IAMP designates the Loop Road as a "City Collector," but it does not determine what kind of collector. The TSP identifies two kinds of collectors: neighborhood and minor. The city concluded that the Loop Road is functionally classified as a "neighborhood collector" and, therefore, subject to standards that apply to that functional classification. Petitioners argued below, however, that the Loop Road is more properly classified as a "minor collector" subject to

different, more demanding standards. For example, the minimum right-of-way width for a neighborhood collector is 60 feet; that of a minor collector is 68 feet.

The city rejected those arguments, noting that the existing, graveled Yates Lane right-of-way is 60 feet in width and classified as a neighborhood collector, and concluding that Devin Loop will also qualify as a neighborhood collector under the applicable IAMP, TSP, and BDC standards.[2]

On appeal, petitioners argue that the city council's findings fail to explain why the Loop Road is properly classified as neighborhood collector. Petitioners note that the TSP includes the following descriptions:

> "*Minor Collectors*
>
> "Collector facilities link arterials with the local street system. As implied by their name, collectors are intended to collect traffic from local streets and sometimes from direct land access, and channel it to arterial facilities. Collectors are shorter than arterials and tend to have moderate speeds.
>
> "* * * * *
>
> "*Neighborhood Collectors*

---

[2] The city council's findings state, in relevant part:

> "[Petitioners] argue that the proposed roads 'on balance' are a minor collector, not a neighborhood collector. Staff disagrees. Under the applicable standards in the IAMP, TSP and [BDC] described in the findings above, staff concludes that the proposed roadways are a neighborhood collector and comply with all of the relevant standards for a neighborhood collector." Record 8.

> "Neighborhood collectors are a subset of collectors serving the objective of penetrating local neighborhoods to provide direct land access serviced and traffic circulation. These facilities tend to carry lower traffic volumes at slower speeds than typical collectors. On-street parking is more prevalent and bike facilities may be exclusive or shared roadways." (Italics in original.)

Petitioners note that the TSP description under the heading "Minor Collectors" mentions linking arterials with the local street system, while the description under the heading "Neighborhood Collectors" does not mention linking to arterials. Because the Loop Road will connect to an arterial, Laurel Lane, at both ends, and because it could carry heavy truck traffic when adjoining properties develop, petitioners argue that, on balance, the Loop Road is more like a minor collector than a neighborhood collector.

The city responds that the TSP describes neighborhood collectors as a "subset" of the general category of collectors, and the city suggests that the description under the heading "Minor Collectors" is not limited to that subcategory but, instead, describes the overall category of "collector facilities," which includes both neighborhood and minor collectors. Under that interpretation, the city argues, both neighborhood and minor collectors are intended to "link arterials with the local street system."

We agree with petitioners that the city's findings on this point are inadequate. The city council's finding refer to "applicable standards in the IAMP, TSP and [BDC] described in the findings above." *See* n 2. However, we see no preceding findings that identify the applicable standards that the city used to

determine that the Loop Road is properly classified as a neighborhood collector rather than a minor collector. The respondent's brief also does not identify what criteria city staff used to determine the functional classification of the Loop Road. The interpretation of the TSP descriptions suggested in the respondent's brief might be sustainable, if it were adopted by the city council. However, interpretations of a local code provision offered for the first time in a respondent's brief at LUBA are not interpretations made by the local government. *Munkhoff v. City of Cascade Locks*, 54 Or LUBA 660, 665-66 (2007). Because the decision must be remanded in any event, as discussed below, the better course is to also remand under this subassignment of error for the city council to adopt more adequate findings, supported by any necessary local plan or code interpretations, to explain its conclusion that the Loop Road is properly classified as a neighborhood collector.

The first subassignment of error is sustained.

B. Street Standards

1. Minor Collector Standards

The findings address a number of BDC standards that apply to neighborhood collectors and conclude that the Loop Road meets those standards. For example, the findings note that the Yates Lane right-of-way is 60 feet wide, which complies with the 60-foot minimum right-of-way width for a neighborhood collector. Petitioners first argue that these findings are erroneous if, in fact, the proper classification for the Loop Road is minor collector. We agree

with petitioners that, if, on remand, the city concludes that minor collector is the appropriate functional classification, then the city must address compliance with the standards for a minor collector.

2. Roadway Width

Alternatively, petitioners argue that, even if neighborhood collector is the appropriate functional classification, the city still erred in two respects. Petitioners cite evidence that the paved roadway width for some portions of the Loop Road will be only 32 feet, and they argue that the minimum paved roadway width for a neighborhood collector under BDC Table 3.4.100(F) is 38 feet. The city does not respond to this argument or cite any findings addressing the minimum roadway width. We agree with petitioners that, on remand, the city must address compliance with the appropriate paved roadway width.

3. Lateral Improvements

Finally, petitioners argue, even if the Loop Road is classified as a neighborhood collector, the city erred in failing to require construction of lateral improvements such as sidewalks, planter strips, bicycle lanes, curbs, streetlights, and other improvements, as required by BDC 3.4.100(J), (O), and (X).

BDC 3.4.100(J) provides, "Sidewalks, planter strips and bicycle lanes shall be installed in conformance with the standards in Table 3.4.100, applicable provisions of the [TSP], the Comprehensive Plan, and adopted street plans. Maintenance of sidewalks, curbs, and planter strips is the continuing obligation of the adjacent property owner." BDC 3.4.100(O) provides, "Concrete curbs,

curb cuts, wheelchair, bicycle ramps and driveway approaches shall be constructed in accordance with the standards specified in Chapter 3.1 - Access and Circulation." BDC 3.4.100(X) provides, "Streetlights shall be installed in accordance with City standards which provides for installation at intervals of 300 feet."

The planning commission's decision explains that the full standards at BDC 3.4.100 will be met when adjoining properties are developed:

> "The City is purposefully not improving the street to the full standards identified in the BDC leaving those future improvements to be the responsibility of development along the roads being installed to the east of Laurel Lane. Those additional improvements that will be required at the time of development include curb, sidewalk, access cuts, and other associated street improvements. A four-foot-wide paved walking and bicycle path is included in the pavement width to support limited multi-path utilization." Record 21.

The city council also adopted findings rejecting petitioners' arguments that the requirements of BDC 3.4.100(J) and (X) must be met when the Loop Road is constructed:

> "Staff finds that [BDC 3.4.100(J)] is intended to apply at the time of site development of the adjacent property; it does not apply to the installation of a public roadway that provides access to the adjacent property. In this case, the 'applicable standards' of the TSP is the IAMP which does not include standards for sidewalks, planters and bike lanes. Further, under the Comprehensive Plan and adopted street plans (if any), the location, nature and extent of the sidewalks, planter strips and bike lanes will vary depending on the type and nature of development on the adjacent property. Moreover, any continuous curbs, planter strips or sidewalks that are installed now would be subject to frequent cuts, removal and damage as the

> adjacent properties develop with driveways, underground utility installations, construction traffic and other related impacts. Accordingly, staff finds that this criterion is intended to apply in coordination with [BDC 3.4.100(O)] concurrent with development of the adjacent property. * * * Finally, staff finds that it would be inappropriate and the city did not intend to impose a maintenance obligation for public improvements on the adjacent property owner until such time as the adjacent property develops. For these reasons, staff finds that this criterion does not apply. It will apply at the time the adjacent property develops and the design, location and installation of the improvements will be determined based on the nature of the development." Record 7.

The city council adopted a similar finding regarding the streetlights required under BDC 3.4.100(X).[3]

Petitioners argue that the city council's code interpretations are inconsistent with the express language of the relevant code provisions, which

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[3] The city council's findings state:

> "For the same reasons described in the findings above for [BDC 3.4.100(J)], staff concludes that [BDC 3.4.100(X)] does not apply. Staff interprets this standard to apply at the time the adjacent property develops. Until the site design of development on the subject properties is known, the City cannot determine the proper spacing for streetlights. Simply placing streetlights every 300 feet could conflict with the site plan for development on the adjacent properties (for example, driveway locations), which would then require lights to be removed and replaced. This results in unnecessary costs and potentially wasting public resources. Moreover, until the adjacent properties develop, there will be little need for street lights because there will be few if any pedestrians. Accordingly, staff finds that the city does not intend this criterion to apply to the installation of roadways except when provided in conjunction with development of the adjacent property." Record 8.

provide that certain infrastructure "shall be installed" and "shall be constructed." Petitioners contend that the required infrastructure may be long delayed, or never installed, if adjoining property owners fail to develop their properties. Petitioners also note that some of the properties that will be served by the Loop Road are already developed, and the city does not explain when and how the infrastructure for those properties will be constructed.

The city responds that nothing in the relevant code sections or elsewhere requires that such infrastructure be installed at the same time a roadway is built. We understand the city to argue that the relevant code provisions are silent or ambiguous on this point and that the city council's interpretation resolving that ambiguity is plausible and should be affirmed under the deferential standard of review that LUBA applies to a governing body's code interpretations under ORS 197.829(1).[4] *Siporen v. City of Medford*, 349 Or 247, 243 P3d 776 (2010).

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[4] ORS 197.829(1) provides:

> "[LUBA] shall affirm a local government's interpretation of its comprehensive plan and land use regulations, unless the board determines that the local government's interpretation:
>
> (a) Is inconsistent with the express language of the comprehensive plan or land use regulation;
>
> (b) Is inconsistent with the purpose for the comprehensive plan or land use regulation; [or]
>
> (c) Is inconsistent with the underlying policy that provides the basis for the comprehensive plan or land use regulation[.]"

We agree with petitioners. Although the relevant code provisions do not explicitly require concurrency between roadway construction and lateral improvements, the code provisions mandate that lateral improvements be constructed, with the strong implication that lateral improvements must be built at the same time as the roadway. As petitioners argue, if adjoining property is never developed, then, under the city council's interpretation, no lateral improvements will be constructed, contrary to the express requirements of the code. The city council's interpretation also provides no mechanism or process to require lateral improvements for already-developed properties that are adjacent to the new roadways. The clear purpose of the relevant code provisions is to require lateral improvements to be constructed along city roadways. The city council's interpretation may not be inconsistent with any *express* language in the cited code provisions, but it is certainly inconsistent with the purpose of those code provisions. Accordingly, we cannot affirm that interpretation. ORS 197.829(1)(b).

The second subassignment of error is sustained.

C. Other City Land Use Regulations

Petitioners argue that the city erred in failing to apply a number of other city land use regulations, including BDC chapter 4.2 (Development Review and Site Design Review); BDC chapter 3.1 (Access and Circulation); BDC chapter 3.2 (Landscaping, Street Trees, Fences and Walls); BDC 3.4.100(A) (Development Standards); BDC 3.4.100(G) (Traffic Signals and Traffic Calming

Features); BDC 3.4.100(I) (Street Alignment and Connections); BDC 3.4.100(K) (Intersection Angles); BDC 3.4.100(L) (Existing Rights-of-Way); BDC 3.4.100(Q) (Development Adjoining Arterial Streets); BDC 3.4.100(T) (Street Names); BDC 3.4.100(U) (Survey Monuments); BDC 3.4.100(V) (Street Signs); BDC 3.4.100(W) (Mail Boxes); BDC 3.4.100(Y) (Street Cross-Sections); BDC 3.4.400 (Storm Drainage); BDC 3.4.500 (Utilities); and BDC chapter 3.5 (Stormwater Management).

To explain why petitioners believe the foregoing are applicable approval criteria for the challenged decision, petitioners direct us to the jurisdictional section of the petition for review and to unspecified arguments in the first assignment of error. However, the jurisdictional section simply lists the same code provisions, in a footnote, without providing any basis to conclude that the cited code provisions are applicable approval criteria. Petition for Review 10 n 4. The only argument we can find in the first assignment of error that bears on any of the cited code provisions is a single paragraph arguing that transportation improvements are subject to site design review standards at BDC chapter 4.2. Petition for Review 27. The planning commission adopted findings rejecting this contention. Record 21. Petitioners do not challenge that finding or provide any basis to conclude that site design review standards or the other cited code provisions apply to the Loop Road project.

The third subassignment of error is denied.

D. BPA Subdistrict

Petitioners argue that the city erred in finding that the Loop Road is located entirely within the SC subdistrict.[5] According to petitioners, a portion of Devin Loop would be located within the BPA easement south of the Loop Road. Petitioners argue that property located within the BPA easement is subject to an entirely different subdistrict, the BPA Transmission Easement (BPA) subdistrict, which has its own regulations that the city did not apply.

The city responds first that petitioners failed to raise any issue during the proceedings below that the BPA subdistrict regulations apply, and petitioners are precluded from raising that issue for the first time at LUBA. ORS 197.835(3); ORS 197.797(1). In the reply brief, petitioners respond that ORS 197.835(4)(a) allows them to raise the issue raised in the fourth subassignment of error because the notices for the city's hearings failed to list the criteria that apply to the BPA

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[5] Again, rather than supply argument in support of this subassignment of error, petitioners direct us to unspecified arguments made in the jurisdictional section of the petition for review. Simply directing LUBA to unidentified arguments made in other sections of a brief runs the risk that LUBA will fail to locate those arguments. In addition, relying on arguments in the jurisdictional section of a petition for review to establish a basis for reversal or remand on the merits, especially in an appeal where jurisdiction is undisputed, runs the risk that such arguments will be overlooked. *See Regency Centers, L.P. v. Washington County*, 265 Or App 49, 61, 335 P3d 856 (2014) (LUBA was not required to scour the petition for review for material that potentially could have supported an argument that the county's decision involved a "proposed development of land" when the petitioners did not make that argument for themselves).

subdistrict.[6] The waiver question depends on whether the provisions of the BPA subdistrict are applicable criteria. We therefore turn to that question.

We agree with the city's response to the substance of the fourth subassignment of error that petitioners are mistaken and that the BPA easement is not subject to the BPA subdistrict, which is located a mile to the west. The city attaches to its brief a zoning map showing the different locations of the subject property and the BPA subdistrict.

The city is correct that the BPA easement south of the Loop Road is not subject to the BPA subdistrict. Petitioners' unsupported arguments under this subassignment of error do not provide a basis for reversal or remand.

The fourth subassignment of error is denied.

The second assignment of error is sustained, in part.

The city's decision is remanded.

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[6] ORS 197.835(4)(a) provides that a petitioner at LUBA may raise new issues that were not raised below if "[t]he local government failed to list the applicable criteria for a decision under ORS * * * 197.797(3)(b)[.]"

PLANNING DEPARTMENT

P.O. Box 40 • Irrigon, Oregon 97844
(541) 922-4624 or (541) 676-9061 x 5503
FAX: (541) 922-3472

AGENDA
Morrow County Planning Commission
Tuesday, December 2, 2025, 6:00 pm
Bartholomew Building, Heppner, OR

For Electronic Participation See Meeting Information on Page 2

Members of Commission
Stacie Ekstrom, Chair
John Kilkenny, Vice Chair
Norma Ayala
Charlene Cooley
Stephen Henthorn
Karl Smith
Tripp Finch
Brian Thompson
Elizabeth Peterson

Members of Staff
Tamra Mabbott, Planning Director
Stephen Wrecsics, GIS Analyst
Michaela Ramirez, Administrative Assistant
Clint Shoemake, Planning Technician
Kaitlin Kennedy, Code Compliance Planner

1. **Call to Order**

2. **Roll Call**

3. **Pledge of Allegiance**

4. **Minutes**: (Draft) October 28, 2025 pgs. 4-6

5. **Public Hearings** to begin at 6:00 PM (COMMISSION ACTION REQUIRED)

I. **Goal 5 Aggregate Resources Amendment: AC-161-25, Comprehensive Plan Amendment.** Cliff Dougherty, Applicant; Patricia Dougherty, Owner. Application is to identify an existing Goal 5 aggregate resource as a Large Significant Resource in the Goal 5 inventory. Criteria for approval include Morrow County Zoning Ordinance (MCZO) Article 8 Amendments, ORS 215.298, and OAR 660-023-0180(3)(5)(7), OAR 660-023-040, and OAR 660-023-060. pgs. 8-33

II. **Variance V-N-060-25: Rock It, LLC, Wade Aylett**, **Applicant and Owner:** The property is described as tax lot 800 of Assessor's Map 5N 26E 23A. The property is zoned Rural Residential (RR) and located on Washington Lane, approximately 0.7 miles west of the Irrigon city limits. The request is to allow a variance to seek relief from the age requirement for a manufactured home. Criteria for approval include Morrow County Zoning Ordinance (MCZO) Section 4.110(B) Manufactured Homes in a Rural Residential Zone and 7.200 Major Variance. pgs. 35-55

6. Other Business:

7. Correspondence:

8. Public Comment:

9. Adjourn

Next Meeting: Tuesday, January 27, 2026, at 6:00 p.m.
Location: Morrow County Government Center, Irrigon, OR

ELECTRONIC MEETING INFORMATION

Morrow County Planning is inviting you to a scheduled Zoom meeting. Topic: Planning Commission
Time: December 2, 2025, 6:00 PM Pacific Time (US and Canada)

Join Zoom Meeting
https://us02web.zoom.us/j/6554697321?pwd=dFMxR2xlaGZkK1ZJRFVrS1Q0SmRxUT09&omn=84249165172

Meeting ID: 655 469 7321
Passcode: 513093

Find your local number: https://us02web.zoom.us/u/kdmj6471tm

Should you have any issues connecting to the Zoom meeting, please call 541-922-4624. Staff will be available at this number after hours to assist.

This is a public meeting of the Morrow County Planning Commission and may be attended by a quorum of the Morrow County Board of Commissioners. Interested members of the public are invited to attend. The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, or for other accommodations for persons with disabilities, should be made at least 48 hours before the meeting to Tamra Mabbott at (541) 922-4624, or by email at tmabbott@morrowcountyor.gov.

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Draft Minutes of the Public Meeting of the
Morrow County Planning Commission
Tuesday, October 28, 2025, 6:00 pm
Morrow County Government Center
215 NE Main Ave, Irrigon, OR

COMMISSIONERS PRESENT:
Stacie Ekstrom, Chair
Norm Ayala
Charlene Cooley
Stephen Henthorn
Karl Smith
Liz Peterson

COMMISSIONERS ABSENT:
John Kilkenny
Brian Thompson

ATTENDANCE via ZOOM:
Tripp Finch

STAFF PRESENT:
Tamra Mabbott, Planning Director
Michaela Ramirez, Administrative Assistant
Clint Shoemake, Planning Technician
Kaitlin Kennedy, Code Compliance Planner
Staff Zoom:
Stephen Wrecsics, GIS Analyst

1. **CALL TO ORDER**
   Chair Ekstrom called the meeting to order at 6:00 PM

2. **ROLL CALL**

3. **PLEDGE**

4. **APPROVAL OF Ocotber 28, 2025, DRAFT MINUTES**

   Recommended Action: Approved with noted changes on page 5, an interruption, and a name misspelling.
   Motion by: Commissioner **Peterson**
   Seconded by: Commission **Cooley**
   Action: Unanimously Approved

Presented by: Planning Director Tamra Mabbott

Request: Legislative Code Update: AZ-160-25, Morrow County Zoning Ordinance Amendment. Zoning Code text update to implement new Eastern Oregon Solar Siting Standards found in Oregon Administrative Rules 660-33-0130(44) and OAR 660-006-0025. The new standards will be incorporated into the Exclusive Farm Use Zone and the Forest Use Zone. Criteria for approval are provided in MCZO Article 8 Amendments.

Director Mabbott: said that pages eight through ten were a summary of the rules. She went on to explain that the rules increase local thresholds for permitting based on the value of farm ground and include requirements for mitigating agricultural impacts. The commission considered adding Section 44 standards to their zoning ordinance, which would allow for more flexible rule application, while maintaining the existing Section 38 rules. She pointed out that Section 38 was not being replaced by 44.

Chair Ekstrom asked if the Planning Commission had any questions for Staff:

Commissioner Henthorn: asked why the acreage threshold was raised before permits came to the Planning Commission. He also asked if a plan came in under 140 acres under Section 44 on high-value farmland, it would automatically be approved.

Director Mabbott: responded no, they would need to meet all the standards.

Commissioner Henthorn: asked if a permit met the standards, it would not come to the Planning Commission.

Director Mabbott: responded that the project had to be 160 acres or lower to meet Section 44, and if not, it would then go to EFSC to meet the statewide acceptance goals.

Commissioner Henthorn: then asked why they changed it from 12 acres.

Director Mabbott: responded that the state had changed the rule.

Commissioner Henthorn: asked what would be the reason for Oregon opting out and said he also believes these projects would not be a cure-all. He went on to explain how these types of projects needed some type of backup and gave an example of a state that had a bad situation.

Director Mabbott: explained that the decision was made at a higher policy level.

Chair Ekstrom opened the Public Hearing for public testimony, comments, presentations, or rebuttal. There were none.

Testifying Parties:
Randy Baker, 70215, Boardman, OR 97818

Randy: asked if they were Topcon-type panels or Perth-type panels.

Director Mabbott: responded that she didn't know and that is not a site standard.

Randy: said he was asking about the technology.

Director Mabbott: responded that it's not a site standard.

Chair Ekstrom then closed the Public Hearing.

She then asked if the Planning Commission had any questions for the Staff; there were none.

Recommended Action: The Planning Commission recommends that the Board Of Commissioners approve Legislative Code Update: AZ-160-25, Morrow County Zoning Ordinance
Motion: **The Planning Commission recommended that the Board Of Commissioners approve Legislative Code Update: AZ-160-25, Morrow County Zoning Ordinance**
Motion by: Commissioner Peterson
Seconded by: Commissioner Smith
Vote: All voted
Action: 6 commissioners voted to recommend that the Board of Commissioners approve; Commissioner Henthorn voted not to recommend that the Board of Commissioners approve.

Director Mabbott: wanted to apologize about the previous meeting (Heritage Trail Concept Plan) and if the

was any confusion. She went on to say it was only a work session and not a formal hearing or proceeding, and that was why they didn't take public testimony. They would, however, schedule to adopt at the January 27th Planning Commission meeting. This would be adopted as an appendix, and public comments would be taken.

Counsel Kearns: spoke on Jonathan Tallman's comments and recommended that a Land Use procedure be done for the Heritage Trail Plan.

Clint: said he wanted to summarize the memo on page 22. He said they found a mistake and that the trail did entail private land. He pointed out that there were 11miles of proposed trail west of Boardman. He stated that there were seven and a half miles of the trail on the Port of Morrow and Threemile Farms properties. Both organizations confirmed they were in support of the concept. He also spoke with the City of Boardman and reviewed the master park plan; they were supportive and mentioned the plan could be subject to change. The City of Boardman also had to come to an agreement with the BPA. Oregon Potato requested that its property be taken out of the plan.

Correspondence: October Planning Update
Public Comment:
Jonathan Tallman, Boardman, OR 97818

Adjourned: Meeting adjourned at 6:56 PM

Next Meeting: Tuesday, December 2, 2025, at 6:00 p.m. The next meeting will be held in Heppner, OR, in the Bartholomew Building in Heppner, OR.

Respectfully submitted,
Michaela Ramirez

DRAFT

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PLANNING DEPARTMENT
PO Box 40 • Irrigon, Oregon 97844
(541) 922-4624

November 24, 2025

MEMO
TO: Planning Commission
FROM: Tamra Mabbott, Planning Director TJM
CC: Planning Department
RE: Comprehensive Plan Amendment to designate the Dougherty Quarry as a Goal 5 Large Significant Site in the Comprehensive Plan.

The above application is quasi-judicial as well as legislative and requires the Planning Commission to review and make a recommendation to the Board of Commissioners. The Board hearing is scheduled for December 17, 2025.

In 2019, the Planning Commission approved the quarry as a Conditional Use Permit (CUP) and limited the extraction to 500,000 tons, consistent with Oregon Administrative Rule 660—023-0180. The landowner now would like to designate the quarry as a Large Significant Site, which enables them to produce more than 500,000 tons of material.

In 2019, the CUP also approved a temporary concrete batch plant. Approval of this application would not affect the CUP approval for a temporary concrete batch plant; rather, that CUP remains valid.

The Planning Commission's action is to make a recommendation to the Board of Commissioners. That hearing is scheduled for December 17, 2025.

Morrow County Board of Commissioners
Findings of Fact
AC-161-25
Expansion of Existing Goal 5 Aggregate Site

REQUEST: To amend the Comprehensive Plan Goal 5 Aggregate Resources Inventory to amend the designation of the Dougherty Rock Quarry. The proposal is to increase the volume of material to be extracted from 500,000 tons to an undetermined amount, within the existing exterior boundary. Technically, the request is to amend the Goal 5 Significant Aggregate Resource Inventory in the County Comprehensive Plan and designate the quarry as a Large Significant Site in accordance with OAR 660-023-0180(4), and to modify the existing Conditional Use Permit CUP-S-336-19 for the aggregate activities.

APPLICANT/OWNER:	Cliff Dougherty and Patricia Dougherty 65450 Spur Loop Heppner, OR 97836
PROPERTY DESCRIPTION:	Tax Lot 505 of Assessor's Map 1S 27
PROPERTY LOCATION:	The property is located 14 miles north of Heppner on Spur Loop Road.

FINDINGS OF FACT:

I. BACKGROUND INFORMATION:

In 2019, the Planning Commission approved Conditional Use Permit CUP-S-336-19 which re-established a rock quarry and also approved a concrete batch plant. The 2019 CUP limited the volume of material to 500,000 tons. The Dougherty family would like to increase the volume of material to be extracted, although the surface area boundaries of the quarry area will not change. The quarry is on a list of significant aggregate resources in the Comprehensive Plan as required in OAR 660-023-0180. To permit the increased volume of material extracted, the county must adopt Findings to identify this as a Large Significant Site.

The quarry site is large enough to produce more than 500,000 tons of aggregate material; accordingly, the applicant has applied for protection as a site that will produce more than 500,000 tons. The applicant submitted test results from a lab that shows the material meets the Oregon Department of Transportation Base Aggregate Specifications.

Surrounding Land Uses. The surrounding land is agricultural, including dryland wheat and range land.

Quarry Site Operation and Reclamation. The applicant has provided information that indicates the area of extraction is 2.64 acres in size and will be mined in phases as the

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aggregate is needed. The applicant currently operates under Department of Geology and Mineral Industries (DOGAMI) permit 25-0034.

II. SUMMARY OF APPLICABLE CRITERIA

To approve the request, the Board of Commissioners will be required to adopt findings to show that the request meets the necessary criteria. Those criteria are presented below in **bold** print with responses in regular print.

Morrow County Zoning Ordinance Section 3.010 Exclusive Farm Use Zone

E. CONDITIONAL USES PERMITTED. The following uses are permitted subject to county review, any specific standards for the use set forth in Section F, Article 6, the general standards for the zone, and any other applicable standards and review process in the ordinance:

10. Operations conducted for mining, crushing or stockpiling of aggregate and other mineral and other subsurface resources subject to ORS 215.298.

Morrow County Zoning Ordinance Section 3.200 Significant Resource Overlay Zone

A. PURPOSE: The purpose of the Significant Resource Overlay Zone is to provide a mechanism to recognize and protect resources deemed significant in Morrow County and listed in the Morrow County Comprehensive Plan Inventory of Significant Resources. (MC OR-1-2013).

B. APPLICATION. The Significant Resource Overlay Zone shall be applied to those sites that have been designated by Morrow County as a Significant Resource and listed in the Morrow County Comprehensive Plan. The resource categories in Division 23 that can be listed as "significant" and protected under Goal 5 are:

- **Mineral and Aggregate Resources**
- **Wetlands**
- **Wildlife Habitat**
- **Federal Wild and Scenic Rivers**
- **Oregon Scenic Waterways**
- **Groundwater Resources**
- **Approved Oregon Recreation Trails**
- **Natural Areas**
- **Wilderness Areas**
- **Riparian Corridors**
- **Energy Sources**
- **Historic Resources**

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- **Open Space**
- **Scenic Views and Sites (MC-OR-1-2013)**

The proposed site is currently designated a "significant" Goal 5 resource in the Comprehensive Plan. Approval of the application would identify the site as a Large Significant Resource Site. The Significant Resource Overlay Zone would continue to be in effect.

C. CATEGORIES.

1. Aggregate and Mineral Sites. The Zoning Map will be amended to apply the Overlay Zone to an approved mining site including an impact area. Mineral and aggregate sites approved in Morrow County may have an impact area of up to 1500 feet when permitted under certain Comprehensive Plan approval processes. Based on the Comprehensive Plan analysis development in an Overlay Zone impact area is subject to the following standard:

a. Uses permitted Outright. Uses permitted outright in the underlying zone, except conflicting uses described in the Comprehensive Plan Analysis may be permitted subject to the standards and criteria of the underlying zone.

b. Uses Allowed Conditionally. Uses permitted conditionally in the underlying zone and conflicting uses shall be reviewed as conditional uses subject to the standards and criteria of the underlying zone and the criteria listed in paragraph 4 below.

c. Prohibited Uses. Uses identified through the Comprehensive Plan analysis as incompatible with mining in all instances shall not be permitted within the impact area.

d. Approval Criteria for proposed uses allowed conditionally in the impact area. The applicant must demonstrate compliance with the following criteria:

i. The proposed use will not interfere with or cause an adverse impact on lawfully established and lawfully operating mining operations;

ii. The proposed use will not cause or threaten to cause the mining operation to violate any applicable standards of this Section or County approval in the Comprehensive Plan;

iii. An application for a new noise or dust sensitive use shall demonstrate that the mining operation in the adjacent extraction area will maintain compliance with DEQ noise control standards and ambient air quality and emission standards as measured at the new noise or dust sensitive use. If deemed necessary by the Planning Director, the applicant for a new noise sensitive use shall submit an analysis prepared by an acoustical engineer, demonstrating that the applicable DEQ noise control standards are met or can be met by a specified date. If noise mitigation measures are necessary to ensure continued compliance on the part of the mining operation such measures shall be a condition of approval. If noise mitigation

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measures are inadequate to ensure compliance with DEQ noise control standards, the noise sensitive use shall not be approved within the impact area. (MC OR-1-2013)

The above criteria would apply to future conditional use permit applications on land located within the impact area. All the land in the 1,500 foot impact area is zoned Exclusive Farm Use and therefore only a limited number of uses are allowed. There are no dwellings in the impact area or commercial power generation windmills in the impact area.

Parcels abutting the proposed site include lands zoned EFU. See attached map.

The quarry location is on a rock bluff. According to OAR 660-023-0180(5), future land uses that are expected to conflict with the quarry are required to be analyzed. As noted above, the underlying EFU Zoning would permit only a very limited number of uses other than farming or possibly another farm dwelling. Provided an application meets the farm dwelling standards, a future dwelling may be permitted on land inside the impact area, and the property line setback will be 100 feet.

Given the above, the application appears to comply with this standard.

Termination of the Overlay Zone. When a significant aggregate site has been depleted or can be proven to be uneconomical to mine, and either the reclamation completed or a proposed zone change and development is approved by the County that would eliminate the need for the reclamation, the Overlay Zone can be removed. Rezoning or other actions to terminate mining or the protection of the resource will not relieve requirements on the part of the owner or operator of obligations regarding the site in accordance with County approvals and Oregon State Law. (MC OR-1-2013)

Morrow County Zoning Ordinance Article 8 <u>Amendments</u>

Section 8.040. CRITERIA. The proponent of the application or permit has the burden of proving justification for its approval. The more drastic the request or the greater the impact of the application or permit on the neighborhood, area, or county, the greater is the burden on the applicant. The following criteria shall be considered by the Planning Commission in preparing a recommendation and by the County Board of Commissioners in reaching their decision.

A. The local conditions have changed and would warrant a change in the zoning of the subject property(ies).

This amendment is requested by the landowners to extract more material. The amendment is required by the Oregon Revised Statutes and Oregon Administrative Rules.

B. The public services and facilities are sufficient to support a change in designation including, but not limited to, water availability relevant to both

quantity and quality, waste and storm water management, other public services, and streets and roads.

The proposed Plan amendment to designate the quarry a Large Significant Site will not require changes to existing roadways. The mining activity and use complies with the county TSP.

1. **Amendments to the zoning ordinance or zone changes which significantly affect a transportation facility shall assure that land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:**
   a. **Limiting allowed land uses to be consistent with the planned function of the transportation facility or roadway;**
   b. **Amending the Transportation System Plan to ensure that existing, improved, or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,**
   c. **Altering land use designations, densities, or design requirements to reduce demand for automobile travel to meet needs through other modes.**
2. **Amendments to the zoning ordinance or zone changes which significantly affect a transportation facility shall assure that land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:**
   a. **Changes the functional classification of an existing or planned transportation facility;**
   b. **Changes standards implementing a functional classification;**
   c. **Allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or**
   d. **Would reduce the level of service of the facility below the minimal acceptable level identified in the Transportation System Plan. (MC-C-8-98)**

   The proposed quarry will generate a modest volume of traffic only seasonally and will not cause a change to the functional classification of the primary and secondary access roads. The application complies with these standards.

C. That the proposed amendment is consistent with unamended portions of the Comprehensive Plan and supports goals and policies of the Comprehensive Plan, that there is a public need for the proposal, and that the need will be best served by allowing the request. If other areas in the county are designated for a use as requested in the application, then a showing of the

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necessity for introducing that use into an area not now so zoned and why the owners there should bear the burden, if any, of introducing that zone into their area.
The proposed amendment is consistent with unamended portions of the Comprehensive Plan. The application otherwise supports adopted goals and policies and complies with this standard.

D. The request addresses issues concerned with public health and welfare, if any.
This approval includes a condition to implement dust abatement measures.

III. OREGON REVISED STATUTES 215.298 Mining in exclusive farm use zone; Land use permit.

(a) For purposes of ORS 215.213 (2) and 215.283 (2), a land use permit is required for mining more than 1,000 cubic yards of material or excavation preparatory to mining of a surface area of more than one acre. A county may set standards for a lower volume or smaller surface area than that set forth in this subsection.

(b) A permit for mining of aggregate shall be issued only for a site included on an inventory in an acknowledged comprehensive plan.
This application will require a determination of Goal 5 significance by the Board of Commissioners for mining to be permitted. If approved, the site will be included in Morrow County's inventory of Large Significant Aggregate Sites in the Comprehensive Plan.

Oregon Case Law; Oregon Case Law LUBA Beaver State Sand and Gravel v. Douglas County, 43 or LUBA 140 (2002). The ORS 215.298 provision allows a mining operation on EFU-zoned lands if the site is on an "inventory" in a comprehensive plan. Because under the 1982 Goal 5 rule the term "inventory" referred to an inventory of significant mineral sites, ORS 215.209 allows mining in an EFU zone only if the site is on a comprehensive plan inventory of significant mineral sites, not if the site is on a separate list of non-significant sites. This action takes into account the LUBA Case described above. The aggregate mine will be placed on the Comprehensive Plan list of significant mineral sites and designated as a Large Significant Site that will produce more than 500,000 tons.

IV. STANDARDS OF THE OREGON ADMINISTRATIVE RULES, DIVISION 23 FOR GOAL 5 LARGE SIGNIFICANT SITES, OAR 660-023-0180(3),(5),(7), OAR 660-023-040 and OAR 660-023-050.

OAR 660-023-0180 Mineral and Aggregate Resources
This application can be found to comply with Statewide Planning Goal 5 where it

complies with OAR 660-023-0180(3) for Mineral and Aggregate Resources.

(3) [Large Significant Sites] An aggregate resource site shall be considered significant if adequate information regarding the quantity, quality, and location of the resource demonstrates that the site meets any one of the criteria in subsections (a) through (c) of this section, except as provided in subsection (d) of this section:

(a) A representative set of samples of aggregate material in the deposit on the site meets applicable Oregon Department of Transportation (ODOT) specifications for base rock for air degradation, abrasion, and soundness, and the estimated amount of material is more than 2,000,000 tons in the Willamette Valley, or more than 500,000 tons outside the Willamette Valley;

(b) The material meets local government standards establishing a lower threshold for significance than subsection (a) of this section; or

(c) The aggregate site was on an inventory of significant aggregate sites in an acknowledged plan on September 1, 1996.

(d) Notwithstanding subsections (a) and (b) of this section, except for an expansion area of an existing site if the operator of the existing site on March 1, 1996, had an enforceable property interest in the expansion area on that date, an aggregate site is not significant if the criteria in either paragraphs (A) or (B) of this subsection apply:

(A) More than 35 percent of the proposed mining area consists of soil classified as Class I on Natural Resource and Conservation Service (NRCS) maps on June 11, 2004; or

(B) More than 35 percent of the proposed mining area consists of soil classified as Class II, or of a combination of Class II and Class I or Unique soil, on NRCS maps available on June 11, 2004, unless the average thickness of the aggregate layer within the mining area exceeds: (i) 60 feet in Washington, Multnomah, Marion, Columbia, and Lane counties; (ii) 25 feet in Polk, Yamhill, and Clackamas counties; or (iii) 17 feet in Linn and Benton counties.

Adequate information has been provided to the Planning Department regarding the quality, quantity, and location of the aggregate, and it does meet (a) above. Test results from Carlson Testing, Inc. are attached. Based on the test results, the site can be deemed a large significant resource. The quarry area is comprised of predominantly Gravel very gravelly loam, a class VII soil (USDA Soil Survey of Morrow County Area, 1983). According to the landowner, the site has the potential to produce in excess of 500,000 tons of aggregate. The application complies with this standard.

(5) [Large Significant Sites] For significant mineral and aggregate sites, local governments shall decide whether mining is permitted. For a PAPA application involving an aggregate site determined to be significant under section (3) of this rule, the process for this decision is set out in subsections (a) through (g) of this

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section. A local government must complete the process within 180 days after receipt of a complete application that is consistent with section (8) of this rule, or by the earliest date after 180 days allowed by local charter.

(a) The local government shall determine an impact area for the purpose of identifying conflicts with proposed mining and processing activities. The impact area shall be large enough to include uses listed in subsection (b) of this section and shall be limited to 1,500 feet from the boundaries of the mining area, except where factual information indicates significant potential conflicts beyond this distance. For a proposed expansion of an existing aggregate site, the impact area shall be measured from the perimeter of the proposed expansion area rather than the boundaries of the existing aggregate site and shall not include the existing aggregate site.

An impact area map is attached to these findings. The existing uses within the impact area are agriculture, mainly grazing and dryland wheat farming.

(b) The local government shall determine existing or approved land uses within the impact area that will be adversely affected by proposed mining operations and shall specify the predicted conflicts. For purposes of this section, "approved land uses" are dwellings allowed by a residential zone on existing platted lots and other uses for which conditional or final approvals have been granted by the local government. For determination of conflicts from proposed mining of a significant aggregate site, the local government shall limit its consideration to the following:

(A) Conflicts due to noise, dust, or other discharges with regard to those existing and approved uses and associated activities (e.g., houses and schools) that are sensitive to such discharges;

The 1,500-foot impact area surrounding the proposed quarry boundary contains farmland and range land. The subject parcel is very large and abuts other similar farmland and range lands. The applicant owns the quarry site and entire impact area. The quarry activities do not appear to create noise, dust or other discharges that would impact future farms or grazing in the impact area.

(B) Potential conflicts to local roads used for access and egress to the mining site within one mile of the entrance to the mining site unless a greater distance is necessary in order to include the intersection with the nearest arterial identified in the local transportation plan. Conflicts shall be determined based on clear and objective standards regarding sight distances, road capacity, cross section elements, horizontal and vertical alignment, and similar items in the transportation plan and implementing ordinances. Such standards for trucks associated with the mining operation shall be equivalent to standards for other trucks of equivalent size, weight, and capacity that haul other materials;

The quarry operation has been in existence and has not created conflicts or

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negative impacts on the roadways and transportation system. Traffic and transportation operations are expected to be similar with the proposed expansion. There are no proposed mitigating measures. The application can be found to comply with this standard.

(C) Safety conflicts with existing public airports due to bird attractants, i.e., open water impoundments as specified under OAR chapter 660, division 013;

There is no airport within the impact area, or anywhere nearby. The closest airport identified by the Comprehensive Plan is located in Lexington. There are no proposed mitigating measures.

(D) Conflicts with other Goal 5 resource sites within the impact area that are shown on an acknowledged list of significant resources and for which the requirements of Goal 5 have been completed at the time the PAPA is initiated;

No significant resources have been identified on the site or within the impact area. There are no proposed mitigating measures.

(E) Conflicts with agricultural practices; and

Agricultural use within 1,500 feet is primarily grazing. The quarry owner also owns the land within the 1,500 foot impact area and does not anticipate that mining activities will interfere with current farming practices.

(F) Other conflicts for which consideration is necessary in order to carry out ordinances that supersede Oregon Department of Geology and Mineral Industries (DOGAMI) regulations pursuant to ORS 517.780;

No other conflicts have been identified.

(c) [If conflicts exist, measures to minimize] The local government shall determine reasonable and practicable measures that would minimize the conflicts identified under subsection (b) of this section. To determine whether proposed measures would minimize conflicts to agricultural practices, the requirements of ORS 215.296 shall be followed rather than the requirements of this section. If reasonable and practicable measures are identified to minimize all identified conflicts, mining shall be allowed at the site and subsection (d) of this section is not applicable. If identified conflicts cannot be minimized, subsection (d) of this section applies.

For this application, the only conflict mentioned is the possibility of fugitive dust, which can be easily mitigated with a gravel surface or water abatement on the haul roads. Reasonable and practicable measures are identified that will minimize the identified conflict and mining should be allowed at the site.

(d) [If conflicts cannot be minimized, then conduct an Economic, Social,

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Environmental and Energy (ESEE) analysis.] The local government shall determine any significant conflicts identified under the requirements of subsection (c) of this section that cannot be minimized. Based on these conflicts only, local government shall determine the ESEE consequences of either allowing, limiting, or not allowing mining at the site. Local governments shall reach this decision by weighing these ESEE consequences, with consideration of the following:

(A) The degree of adverse effect on existing land uses within the impact area;

(B) Reasonable and practicable measures that could be taken to reduce the identified adverse effects; and

(C) The probable duration of the mining operation and the proposed post-mining use of the site.

Mitigations can be added here in the future if conflicts are identified. Conflicting uses have not been identified.

(e) Where mining is allowed, the plan and implementing ordinances shall be amended to allow such mining. Any required measures to minimize conflicts, including special conditions and procedures regulating mining, shall be clear and objective. Additional land use review (e.g., site plan review), if required by the local government, shall not exceed the minimum review necessary to assure compliance with these requirements and shall not provide opportunities to deny mining for reasons unrelated to these requirements, or to attach additional approval requirements, except with regard to mining or processing activities:

(A) For which the PAPA application does not provide information sufficient to determine clear and objective measures to resolve identified conflicts;

(B) Not requested in the PAPA application; or

(C) For which a significant change to the type, location, or duration of the activity shown on the PAPA application is proposed by the operator.

The application did not identify any conflicts. The 1,500 foot impact area does not suggest the potential for impacts. The Comprehensive Plan may be amended based on the Board of Commissioners adopted findings.

(f) Where mining is allowed, the local government shall determine the post-mining use and provide for this use in the comprehensive plan and land use regulations. For significant aggregate sites on Class I, II and Unique farmland, local governments shall adopt plan and land use regulations to limit post-mining use to farm uses under ORS 215.203, uses listed under ORS 215.213(1) or 215.283(1), and fish and wildlife habitat uses, including wetland mitigation banking. Local governments shall coordinate with DOGAMI regarding the regulation and reclamation of mineral and aggregate sites, except where exempt under ORS 517.780.

The site will be reclaimed after the mining operation is no longer in operation. The quarry is permitted by the Department of Geology and Mineral Industries

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(DOGAMI) and will comply with all mining and reclamation requirements of that state agency. The application can be found to comply with this standard.

(g) Local governments shall allow a currently approved aggregate processing operation at an existing site to process material from a new or expansion site without requiring a reauthorization of the existing processing operation unless limits on such processing were established at the time it was approved by the local government.
The proposed site is an existing site proposed for expansion.

V. COMPREHENSIVE PLAN GOAL 5 INVENTORY

This proposed amendment to the Morrow County Comprehensive Plan is to add the Dougherty Pit to the list of Goal 5 protected sites and classify it as a Large Significant Aggregate site. The following proposed changes will be made in Chapter Page 7, updated in 2013 MC OR-1-2013.

Open Space, Scenic and Historic Area Aggregate mines with Goal 5 Protection. A list of aggregate sites, attached, includes both those with protections under Goal 5 and those located on farmland and listed in the Comprehensive Plan. Some aggregate sites were declared significant when the Comprehensive Plan was adopted in 1980 and acknowledged in 1986, and others were on Morrow County's inventory of significant aggregate sites as of September 1, 1996, thus meeting the requirements of OAR 660-023-0180(3)(c). The remainder, approved or reclassified since that date, were protected under the rules prescribed in OAR 660 Division 23. Comprehensive Plan (MC OR-1-2013) See attached Appendix Inventory of Natural Resources, Aggregate and Mineral Resources.

VI. MORROW COUNTY ZONING ORDINANCE ARTICLE 6 CONDITIONAL USES

SECTION 6.020. GENERAL CRITERIA.
In judging whether a conditional use proposal shall be approved or denied, the Commission shall weigh the proposal's appropriateness and desirability, or the public convenience or necessity to be served against any adverse conditions that would result from authorizing the particular development at the location proposed and, to approve such use, shall find that the following criteria are either met or can be met by observance of conditions.

A. The proposal will be consistent with the Comprehensive Plan and the objectives of the Zoning Ordinance and other applicable policies and regulations of the County.
The subject quarry area is a rocky hillside. Stockpiling, screening, crushing, and hauling of aggregate is located on land zoned for Exclusive Farm Use, where mining and mining activities are allowed. This application includes a Plan Amendment to change the designation of the site in the Aggregate and Natural Resources inventory in the Comprehensive Plan and classify it as a Large Significant Site. With the adoption of the plan amendment and in compliance with the applicable criteria in the MCZO, the proposed quarry complies with this standard.

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B. If located within the Urban Growth Boundary of a city, that said city has had an opportunity to review and comment on the subject proposal.
This requirement does not apply as the property is not located within the Urban Growth boundary of any city.

C. The proposal will not exceed the carrying capacities of natural resources or public facilities.
The mining operation area is not located within a designated Critical Groundwater Area as defined in Administrative Rule by the Oregon Department of Water Resources (OWRD). According to the application, water for dust abatement and crushing will come from an existing well on the property. The mining operation area is within the Heppner Rural Fire Protection District, and the District was mailed a copy of the preliminary Staff Report. No comments from the Fire District have been provided to date. The application stated that all solid waste will be hauled from the proposed site. Portable restrooms will be provided.

There is a flood hazard area located through part of the quarry area. See attached National Flood Hazard Flood Insurance Rate Map. Although no permanent structures are proposed, the quarry operation should avoid any obstruction to the drainage or floodplain. Stockpiling should also be located outside of the designated flood hazard area. This is listed as a condition of approval.

Based on the above, the application can be found to not exceed carrying capacities of natural resources or public facilities and therefore complies with this standard.

SECTION 6.025 RESOURCE ZONE STANDARDS FOR APPROVAL
Note: These county standards are the same as ORS 215.298.

A. In the Exclusive Farm Use Zone, a conditional use may be approved only when the County finds that the use will not:

1. Force a significant change in accepted farm or forest practices on surrounding lands devoted to farm or forest use; or

2. Significantly increase the cost of accepted farm or forest practices on surrounding lands devoted to farm or forest use.

The proposed mining activity is common throughout central and southern Morrow County and historically has been compatible with adjacent farming and grazing. Mining of this site has occurred for many years, including crushing for Morrow County Public Works, and no complaints have been filed and no negative impacts have been noted. While dust from mining activities can be a nuisance or negatively impact some farming operations, vineyards for example, this existing mining operation has no record of negative impacts to surrounding farming operations. As a precautionary measure, dust abatement is recommended as a condition of approval. Based on the above, the application complies with this standard.

Where these county standards are the same as ORS 215.298, the land use is found to comply with both state and local standards in this regard.

SECTION 6.030. GENERAL CONDITIONS.
In addition to the standards and conditions set forth in a specific zone, this article, and other applicable regulations; in permitting a new conditional use or the alteration of an existing conditional use, the Commission may impose conditions which it finds necessary to avoid a detrimental impact and to otherwise protect the best interests of the surrounding area or the County as a whole. These conditions may include the following:

A. Limiting the manner in which the use is conducted, including restricting the time an activity may take place and restraints to minimize such environmental effects as noise, vibration, air pollution, glare and odor.
The mining activities will remain within the boundaries of the permitted area and are expected to create minimal environmental effects.

If an air quality permit is required by the Department of Environmental Quality, for example, for the operator or permittee of the portable rock crusher, said operator shall be required to secure appropriate permits from the DEQ. To ensure the discharges of contaminants and dust created by the mining operation comply with the applicable DEQ ambient air quality and emissions standards, this is listed as a condition of approval.

Hours of operation were not mentioned in the application. Given the remoteness of the site, and the fact that the quarry owner also owns all lands within the 1,500-impact area, the Planning Department proposes that the hours of operation not be limited unless complaints are filed.

This application can be found to comply with this standard.

B. Establishing a special yard or other open space or lot area or dimension. Given the distance from neighboring lands and property lines, there does not appear to be a need to impose additional setbacks other than required in the underlying zone and to comply with reclamation requirements.
Additional setbacks are not recommended. The application can be found to comply with this standard.

C. Limiting the height, size or location of a building or other structure.
There are no plans for a permanent structure at the mining site.

D. Designating the size, number, location and nature of vehicle access points.
Spur Loop Road, a county road, will provide the single point of access to the quarry area.

1. Where access to a county road is needed, a permit from Morrow County Public Works department is required. Where access to a state highway is needed, a permit from ODOT is required.
Landowner will use existing access to the existing quarry.

2. In addition to the other standards and conditions set forth in this

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section, a Traffic Impact Analysis (TIA) will be required for all projects generating more than 400 passenger car equivalent trips per day. A TIA will include: trips generated by the project, trip distribution for the project, identification of intersections for which the project adds 30 or more peak hour passenger car equivalent trips, and level of service assessment, impacts of the project, and mitigation of the impacts. If the corridor is a State Highway, use ODOT standards. (MC-C-8-98)

The application did not address traffic impacts or estimate traffic volume. However, based on estimates from Public Works, truck traffic during hauling will be far below the 400-passenger car equivalent trips per day. Identified road impacts are addressed below. No TIA is deemed necessary.

E. Increasing the amount of street dedication, roadway width or improvements within the street right-of-way.

Additional street dedication is not proposed and is not warranted. The mining activity will utilize private internal roads that connect to Spur Loop Road, a county roadway.

1. It is the responsibility of the landowner to provide appropriate access for emergency vehicles at the time of development. (MC-C-8-98)

The subject site is in the Heppner Rural Fire Protection District, which was provided with a notice of the hearing. The District may recommend changes to access; however, the existing access appears to accommodate emergency services vehicles.

F. Designating the size, location, screening, drainage, surfacing or other improvement of a parking area or loading area.

The applicant provided a site plan that shows the general area for mining activity. A more specific site plan may be submitted in the future by the applicant or operator. The survey submitted with the application shows a stream, which was confirmed by the drone photos. The stream is intermittent. No permanent structures are proposed to be placed inside the channel. As noted above, a condition to comply with recommendations of the Natural Hazards Team of DLCD relative to the floodzone is listed as a condition of approval. The location is remote and parking will be provided on site. The applicant did not specify how dust will be controlled but did note there is a well on the property. Owner may use water for dust abatement if necessary. Drainage from the mining is expected to be contained on the subject property.

G. Limiting or otherwise designating the number, size, location, height, and lighting of signs.

The application did not indicate whether signs will be used for the aggregate site. Safety signs such as “trucks crossing” may be installed temporarily during hauling periods if recommended by Morrow County Public Works or the quarry operator.

H. Limiting the location and intensity of outdoor lighting and requiring its shielding.

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The application did not identify outdoor lighting. It is expected that, when needed, lights may be used during hours of operation. It is recommended that lighting be limited during non-operating hours.

I. Requiring diking, screening, landscaping or another facility to protect adjacent or nearby property and designating standards for its installation and maintenance.
Installation of a culvert may be considered as a precautionary measure, to prevent obstruction of water in the intermittent stream channel.

J. Designating the size, height, location and materials for a fence.
Signs are not proposed in the application. Any fence 6 feet in height or taller will require a Zoning Permit.

K. Protecting and preserving existing trees, vegetation, water resources, wildlife habitat or other significant natural resources.
The mining area will occur within an area that has limited vegetation. Milk Canyon runs through the middle of the mining area. According to the Federal Emergency Management Agency (FEMA) digital flood map, there is a special *flood hazard area* that runs through the property, however, there is not a regulatory *floodway* on the property. There is a well on-site for dust abatement. A notice of this application was provided to the Oregon Department of Fish and Wildlife (ODFW), Oregon Water Resources Department (OWRD) and Federal Emergency Management Agency (FEMA), who have an opportunity to provide comments and recommend conditions of approval.

L. Other conditions necessary to permit the development of the County in conformity with the intent and purpose of this Ordinance and the policies of the Comprehensive Plan.
No other policies are known to apply, and therefore, no additional conditions of approval are recommended.

SECTION 6.050. STANDARDS GOVERNING CONDITIONAL USES.
A conditional use shall comply with the standards of the zone in which it is located and with the standards set forth in this subsection.

Local Permit Approval Criteria: An application for mineral or aggregate mining must address provisions found in Article 6 Conditional Uses Section 6.020 General Criteria, Section 6.025 Resource Zone Standards for Approval when in a Farm or Forest Zone, and the following:

1. Proposed hours and/or days of operation. The conditions as to when the mining and processing would be restricted to specific hours of operation or days when mining operations would be limited. For operations conducted after dark, limiting the location and intensity of outdoor lighting and requiring its shielding.
See above discussion under Criteria 6.030(A) above.

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2. **Limiting or otherwise designating the number, size, location, height, and lighting of signs. Signs other than safety signs must comply with the sign requirements in Section 4 of the Zoning Ordinance.**
   See above discussion under Criterion 6.030(G).

3. **A rock crusher, washer or sorter shall not be located within 500 feet from a residential or commercial use unless it can be established that the use will meet DEQ performance standards for noise and not be expected to cause a noise nuisance at nearby residential or commercial uses. In farm or forest use zones the processing of rock, aggregate or minerals shall not be within one-half mile of a noise sensitive area if the operation operates more than nine hours per day or for more than five days per week. (ORS 467.120(2).**
   There are no dwellings within miles of the quarry. The application complies with this standard.

4. **All water necessary for the proposed operation shall be appropriated and legally available to the site.**
   According to the application, there is a well on the property.

5. **The discharge of airborne contaminants and dust created by mining shall comply with applicable DEQ ambient air quality and emissions standards, or approval shall be conditioned to ensure that such standards will not be violated.**
   The application does not identify the name of the rock crushing company. The owner of the rock crusher is responsible for holding appropriate DEQ air permits.

6. **A Reclamation Plan approved by DOGAMI will be required for mining operations. When reviewing an applicant's submittal regarding a proposed reclamation plan, Morrow County will review the plan against the following criteria:**
   a. **A description of the present land use and planned beneficial use of the site following the mining activity. The applicant must demonstrate that the planned beneficial use is compatible with the Comprehensive Plan and Zoning Ordinance.**
   b. **Provisions for the backfilling, recontouring, topsoil replacement, seedbed preparation, mulching, fertilizing, selection of plant species, seeding or planting rates, and schedules;**
   c. **Provisions for adequate setbacks and slopes to protect adjacent property and public safety;**
   d. **A proposed time schedule for surface mining and reclamation procedures for the removal or disposal or all equipment, refuse, structures, and foundations from the permit area except permanent structures that are part of an approved Reclamation Plan.**
      The landowner is responsible for complying with DOGAMI reclamation requirements. This is included as a condition of approval.

7. **In accordance with the Transportation System Plan, the requirements of the Public Works Department or the Oregon Department of Transportation shall**

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be complied with regarding the minimization of potential conflicts to local roads used for access and egress to the mining site.
No changes are proposed and the existing access will continue to be used for the quarry operation. A notice of this application was submitted to ODOT and Morrow County Public Works Department, who may make recommendations relative to roads and access.

8. **Designating the size, number, location and nature of vehicle access points.**
   a. **Where access to a county road is needed, a permit from Morrow County Public Works department is required. Where access to a state highway is needed, a permit from ODOT is required.**
   See above discussion under Criterion 6.030(D).

   b. **In addition to the other standards and conditions set forth in this section, a Traffic Impact Analysis (TIA) will be required for all projects generating more than 400 passenger car equivalent trips per day. A TIA will include: trips generated by the project, trip distribution for the project, identification of intersections for which the project adds 30 or more peak hour passenger car equivalent trips, and level of service assessment, impacts of the project, and mitigation of the impacts. If the corridor is a State Highway, use ODOT standards. (MC-C-8-98)**
   See above discussion under Criterion 6.030(D). The application does not warrant a TIA as traffic will be significantly less than 400 trips per day. The application is in compliance with this standard.

9. **Increasing the amount of street dedication, roadway width or improvements within the street right-of-way. It is the responsibility of the land owner to provide appropriate access for emergency vehicles at the time of development. (MC-C-8- 98)**
   See above discussion under Criterion 6.030(E). Additional street dedication is not warranted.

10. **An application for a mining operation contiguous to an existing operation approved under this section shall be evaluated in conjunction with the existing site when it appears the sites will be managed and operated as one.**
    The proposed mining operation is not contiguous to an existing approved operation.

11. **Ensuring adequate space for parking and loading**.
    See above discussion under Criterion 6.030(F).

12. **Approvals for or that include operations that batch and blend mineral and aggregate into asphalt cement may not be authorized within two miles of a planted vineyard. (one or more vineyards totaling 40 acres or more that are planted as of the date the application for batching and blending is filed).**
    There is not a vineyard within miles of the property. A temporary batch plant was approved as part of CUP-S-336-19. That CUP relative to the temporary batch plant will remain valid after this plan amendment is approved. This criterion is

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not applicable as the subject property is not within two miles of a planted vineyard.

13. A plan for the control of noxious weeds. (MC OR-1-2013)
The applicant shall provide to the Morrow County Weed Coordinator/Inspector a weed plan for the control of noxious weeds and "weeds of economic importance." This shall include a pre-mining weed survey. This is listed as a condition of approval.

VII. **AGENCIES NOTIFIED:** Amanda PUNTON, Goal 5 Specialist, Dawn HERT, Eastern Region Representative, Natural Hazards Team, Department of Land Conservation and Development; Teresa Penninger, Oregon Department of Transportation; Nicholas Tatalovich, DOGAMI; Department of Environmental Quality, Bend Region Office, Air Quality Specialist; Mike Gorman, Morrow County Assessor; Eric Imes, Morrow County Public Works; Heppner Rural Fire Protection District, Lindsay Somers, Steve Cherry, Oregon Department of Fish & Wildlife, FEMA Region 10.

VIII. HEARING DATES:

Planning Commission
December 2, 2025
Bartholomew Building
Heppner, OR 97836

Board of Commissioners
December 17, 2025
Bartholomew Building
Heppner, OR 97836

IX. FINAL DECISION:

Option to Approve:
The Planning Commission may recommend to the Morrow County Board of Commissioners approval of the application, specifically to:

1. Adopt the Findings.
2. Include the aggregate site as a Large Significant Site in the list of Goal 5 Significant Aggregate Resources in the Comprehensive Plan.
3. Apply the Aggregate Resources Overlay Zone to the quarry area boundaries.
4. The Conditional Use Permit for the concrete batch plant remains unchanged and may continue.

Approval of the application is subject to the following Conditions of Approval:

CONDITIONS OF APPROVAL:

1. The quarry operator shall comply with mining and operating permits in accordance with permits issued by the Department of Geology and Mineral Industries (DOGAMI).

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2. Reclamation of the quarry shall be completed in compliance with the reclamation standards of the DOGAMI.

3. Quarry will be operated in accordance with state and federal Mine Safety regulations.

4. The applicant and operator shall take appropriate measures to abate blowing dust and sand.

5. Once adopted, the Goal 5 protection and the Significant Resources Overlay Zone requires that any new use within 1,500 feet from the quarry that would have the potential to conflict with the protected mining site, such as a residential use, or uses that would cover or prevent access to the site, shall be evaluated as required and shown to not conflict with the mining use. For mitigation purposes, appropriate conditions of approval for the new use may be required.

6. Consult with the Morrow County Weed Coordinator/Inspector and develop a weed plan for the control of noxious weeds and "weeds of economic importance." This shall include a pre-mining weed survey.

7. Verify DEQ that the mining operation complies with applicable DEQ ambient air quality and emissions standards and submit the air permit, if applicable.

8. Provide water for dust abatement and mining, as necessary, to avoid fugitive dust.

9. Site shall remain free of garbage and debris and will otherwise comply with the Solid Waste Ordinance.

10. Operation of the quarry and mining activities shall not obstruct the flow of water from the intermittent stream.

11. Comply with recommendations of the state Natural Hazards Planning Team and/or FEMA, if any, relative to the special flood hazard area. Permanent structures within the mapped flood plain are prohibited unless the landowner complies with Flood Hazard Overlay Zone requirements.

MORROW COUNTY BOARD OF COMMISSIONERS

_____

David Sykes, Chair

_____

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Jeff Wenholz, Vice Chair

_____

Gus Peterson, Commissioner

DATE:_____

Attachments:
Vicinity Map
Soils Map
1,500 Impact Study Area Map
Comprehensive Plan Goal 5 Significant Resource Inventory

./planning/amendments/2025/Cliff Dougherty/BOC Findings

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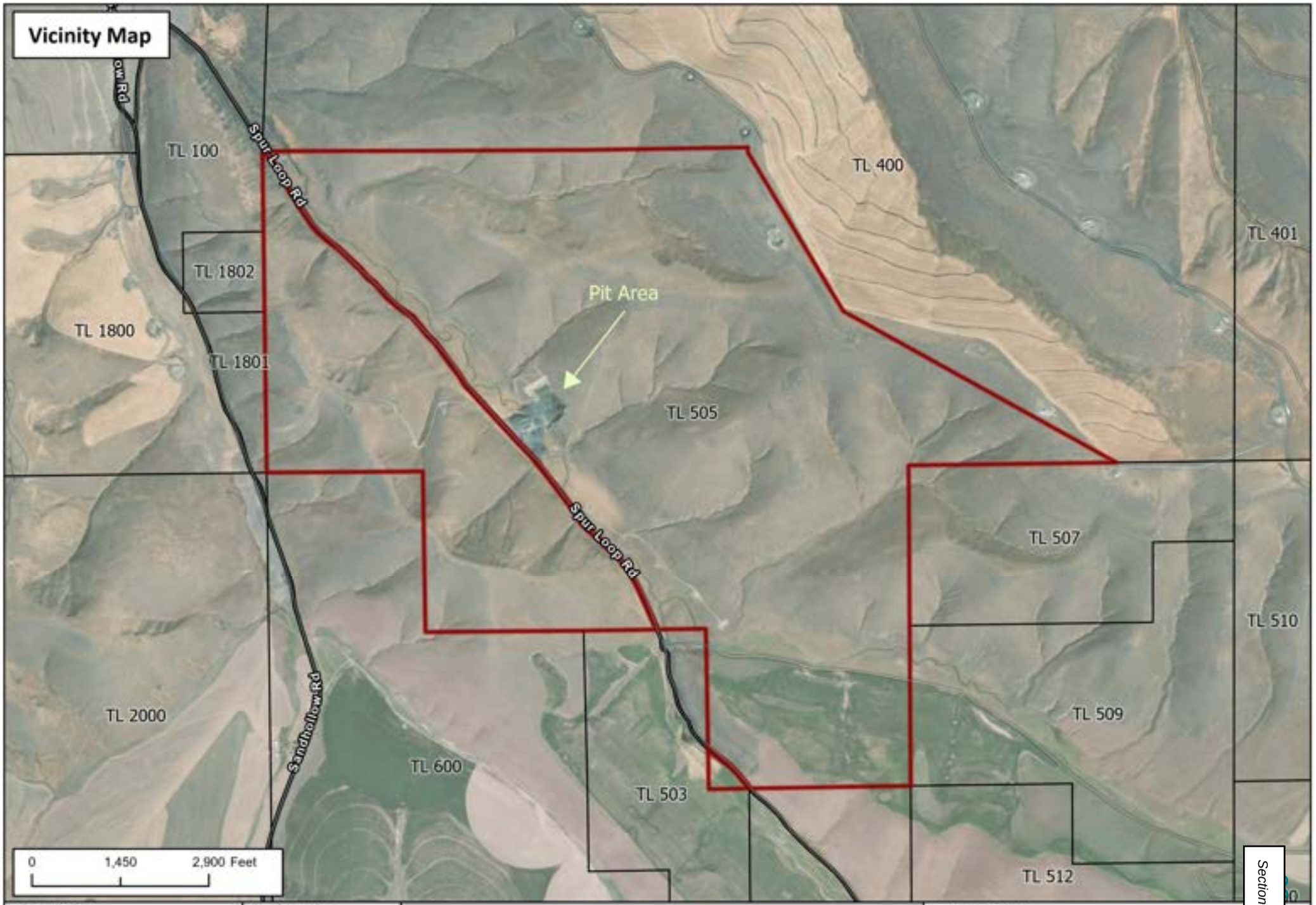

Application Number: AC-161-25	Subject Property Size: 1915.4ac
Assessor's Map and Tax Lot: 019 TL505	Subject Property Zone: EFU
Property Owner: Cliff Dougherty	Applicable MCZO Section: Section 3.010

Morrow County Tax Lots
City Limits
Urban Growth Boundary
Subject Parcel

S:Planning/LP/2025/North

Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 3601
Projection: Lambert Conformal Conic
Datum: North American 1983 HARN

Cartography By: Stephen Wrecsics
Friday, October 24, 2025
Morrow County Planning Department

T.1S R.27E. W.M.
MORROW COUNTY

IS 27

1" = 2000'

SCALE IN FEET 0 2000 4000

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY

SEE MAP IN 27

SEE MAP IS 26

SEE MAP IS 28

SEE MAP 2S 27

CANCELLED NO.
501
504
506
508
511
513

I-04

WILLAMETTE BASE LINE

EAST

WEST

NORTH

SPUR LOOP

SAND HOLLOW ROAD

MILK CANYON

SEE DETAIL MAP

Revised 2/14/2013, RAA

IS

Section 4. Item A.

597

$TIME$
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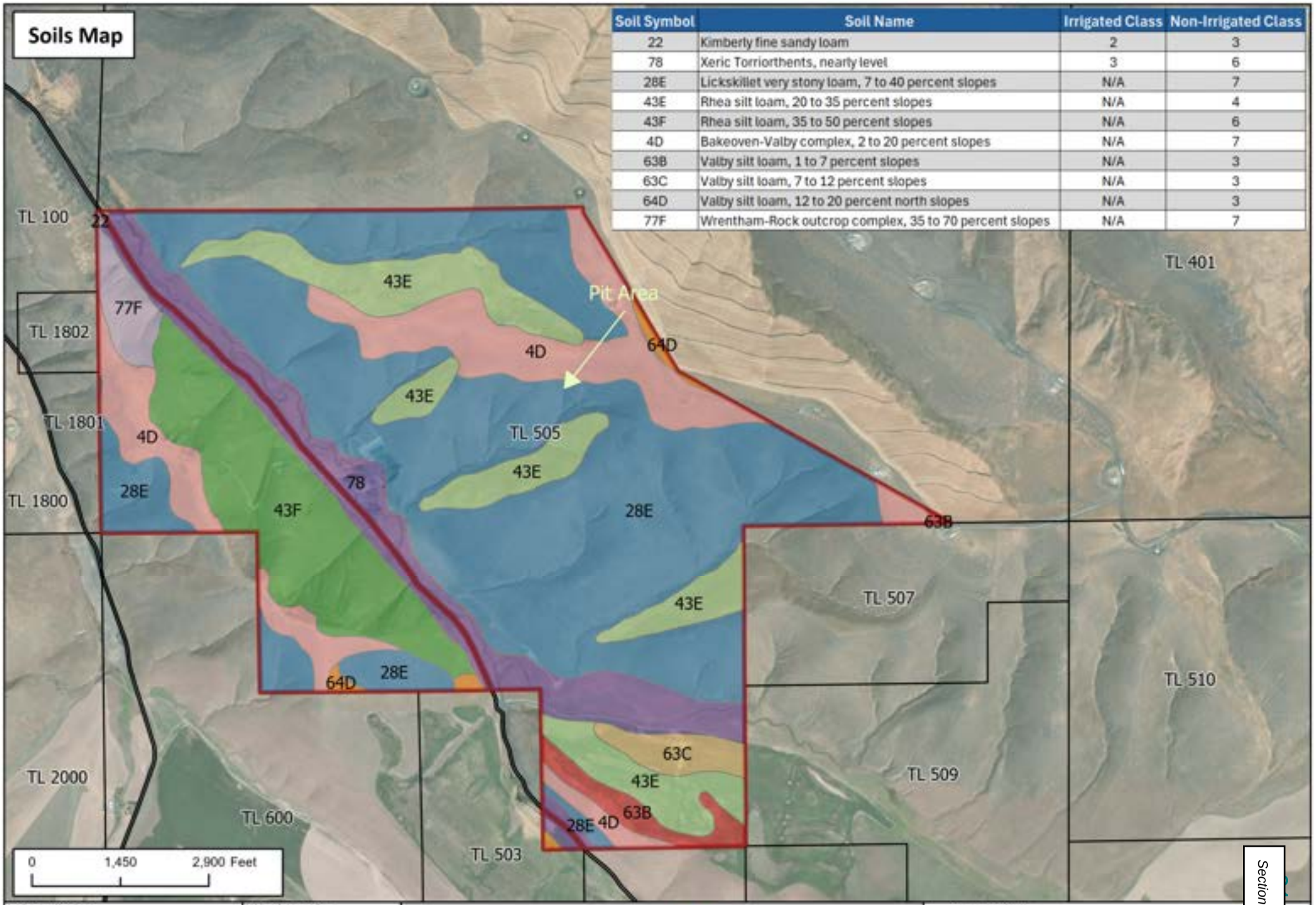
$USERNAME$

Soils Map

Soil Symbol	Soil Name	Irrigated Class	Non-Irrigated Class
22	Kimberly fine sandy loam	2	3
78	Xeric Torriorthents, nearly level	3	6
28E	Lickskillet very stony loam, 7 to 40 percent slopes	N/A	7
43E	Rhea silt loam, 20 to 35 percent slopes	N/A	4
43F	Rhea silt loam, 35 to 50 percent slopes	N/A	6
4D	Bakeoven-Valby complex, 2 to 20 percent slopes	N/A	7
63B	Valby silt loam, 1 to 7 percent slopes	N/A	3
63C	Valby silt loam, 7 to 12 percent slopes	N/A	3
64D	Valby silt loam, 12 to 20 percent north slopes	N/A	3
77F	Wrentham-Rock outcrop complex, 35 to 70 percent slopes	N/A	7



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Morrow County Tax Lots
City Limits
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Subject Parcel

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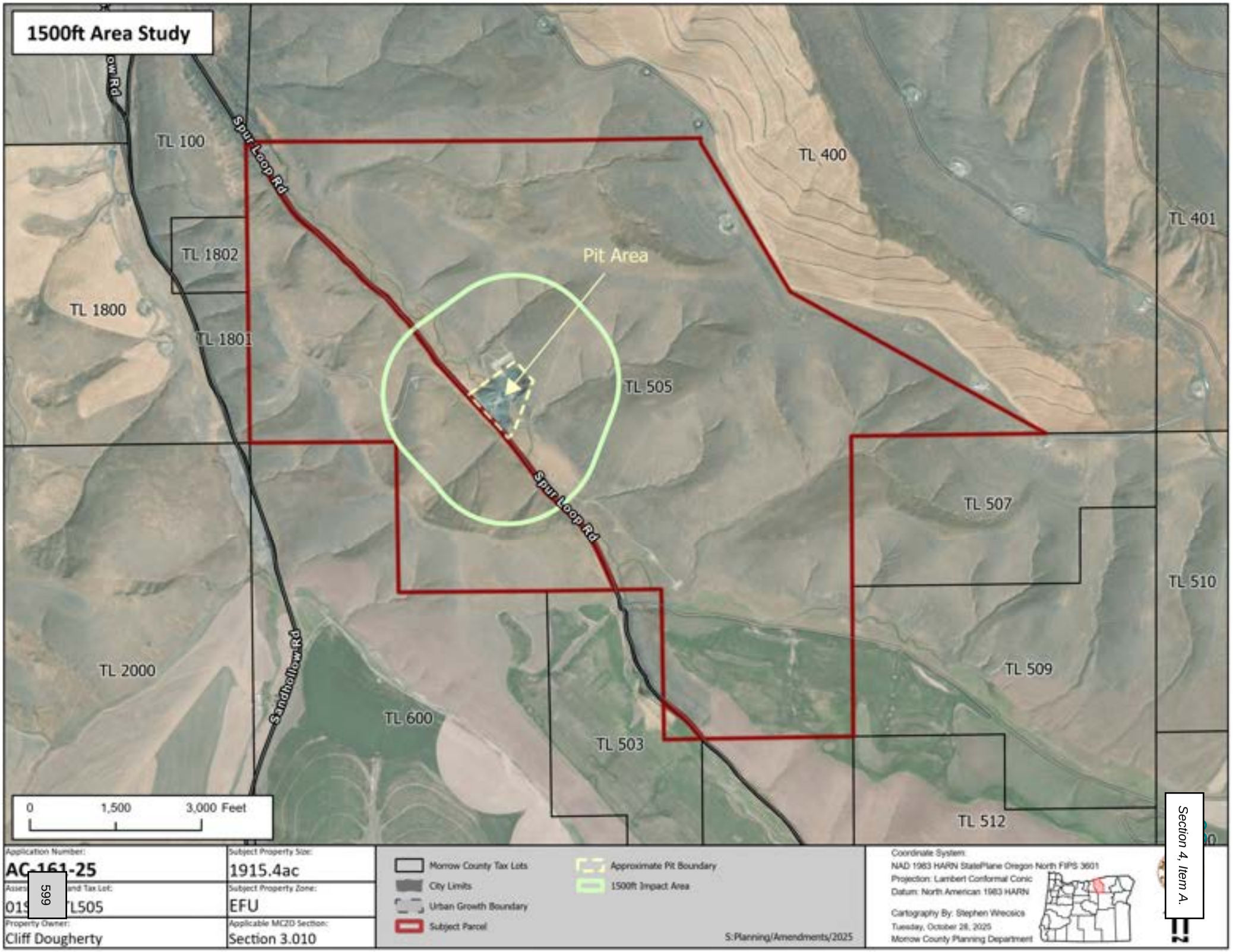
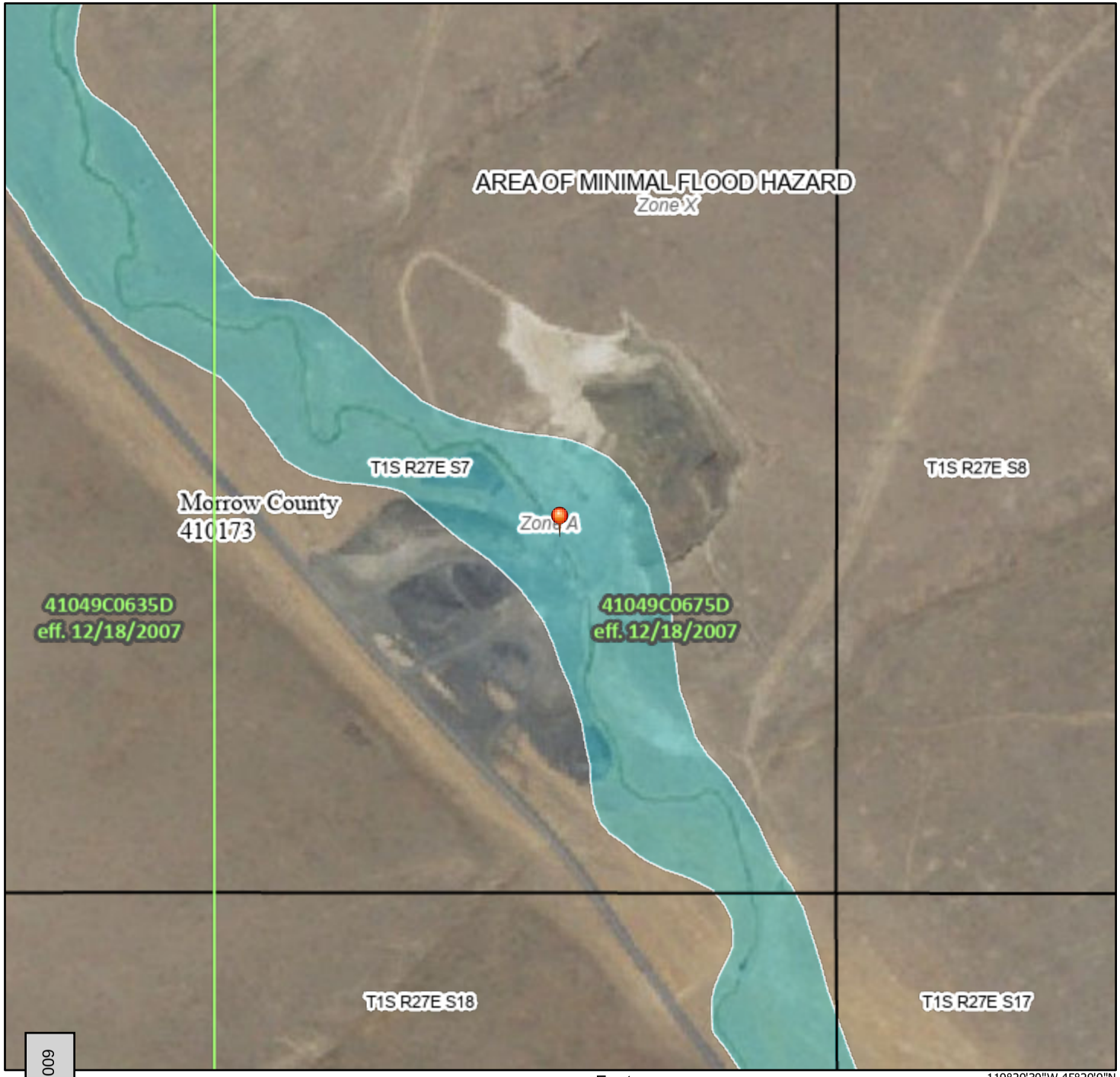
Friday, October 24, 2025
Morrow County Planning Department


1500ft Area Study
TL 100
Spur Loop Rd
TL 400
TL 401
TL 1802
Pit Area
TL 1800
TL 1801
TL 505
Spur Loop Rd
TL 507
TL 510
TL 2000
Sandhollow Rd
TL 600
TL 503
TL 509
TL 512
0
1,500
3,000 Feet
Application Number:
AC-161-25
Subject Property Size:
1915.4ac
Subject Property Zone:
EFU
Property Owner:
Cliff Dougherty
Applicable MCZO Section:
Section 3.010
Morrow County Tax Lots
City Limits
Urban Growth Boundary
Subject Parcel
Approximate Pit Boundary
1500ft Impact Area
S:Planning/Amendments/2025
Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 3601
Projection: Lambert Conformal Conic
Datum: North American 1983 HARN
Cartography By: Stephen Wrecsics
Tuesday, October 28, 2025
Morrow County Planning Department

National Flood Hazard Layer FIRMette



Basemap Imagery Source: USGS National Map 2023

Legend

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR FIRM PANEL LAYOUT

SPECIAL FLOOD HAZARD AREAS
- Without Base Flood Elevation (BFE) *Zone A, V, A99*
- With BFE or Depth *Zone AE, AO, AH, VE, AR*
- Regulatory Floodway

OTHER AREAS OF FLOOD HAZARD
- 0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile *Zone X*
- Future Conditions 1% Annual Chance Flood Hazard *Zone X*
- Area with Reduced Flood Risk due to Levee. See Notes. *Zone X*
- Area with Flood Risk due to Levee *Zone D*

OTHER AREAS
- NO SCREEN Area of Minimal Flood Hazard *Zone X*
- Effective LOMRs
- Area of Undetermined Flood Hazard *Zone D*

GENERAL STRUCTURES
- Channel, Culvert, or Storm Sewer
- Levee, Dike, or Floodwall

OTHER FEATURES
- 20.2 / 17.5 Cross Sections with 1% Annual Chance / Water Surface Elevation
- Coastal Transect
- Base Flood Elevation Line (BFE)
- Limit of Study
- Jurisdiction Boundary
- Coastal Transect Baseline
- Profile Baseline
- Hydrographic Feature

MAP PANELS
- Digital Data Available
- No Digital Data Available
- Unmapped

N

The pin displayed on the map is an approximate point selected by the user and does not represent an authoritative property location.

This map complies with FEMA's standards for the use of digital flood maps if it is not void as described below. The basemap shown complies with FEMA's basemap accuracy standards

The flood hazard information is derived directly from the authoritative NFHL web services provided by FEMA. This map was exported on 10/28/2025 at 9:59 PM and does n reflect changes or amendments subsequent to this da time. The NFHL and effective information may change become superseded by new data over time.

This map image is void if the one or more of the follow elements do not appear: basemap imagery, flood zon legend, scale bar, map creation date, community iden FIRM panel number, and FIRM effective date. Map im unmapped and unmodernized areas cannot be used f regulatory purposes.

Section 4, Item A.

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PRELIMINARY FINDINGS OF FACT
MAJOR VARIANCE
V-N-060-25

REQUEST: Request is for a variance to the manufactured home siting standards limiting installation to models that are no more than 10 years old.

APPLICANT/OWNER: Rock It, LLC
Wade Aylett
74854 Washington Ln.
Irrigon, OR 97844

PROPERTY DESCRIPTION: Tax lot 800 of Assessor's Map 5N 26E 23A

PROPERTY LOCATION: Approximately 0.7 miles west of Irrigon city limits and 0.25 miles south of the Columbia River, on the north side of Washington Lane.

I. BACKGROUND INFORMATION:

The subject parcel is approximately 3.27 acres, zoned Rural Residential (RR), and is located outside the Irrigon Urban Growth Boundary. It is fronted to the south by Washington Lane. Adjacent properties are zoned RR and developed accordingly.

The parcel currently contains two single-wide manufactured homes with separate driveways. The dwelling to the west is addressed as 74891 Washington Lane and the dwelling to the east is addressed as 74905 Washington Lane. The landowner recently purchased the parcel and is attempting to improve its condition.

The dwelling currently addressed as 74891 Washington Lane is an approximately 960 ft² 1990 Champion single-wide manufactured home in poor condition. The applicant proposes to replace it with an approximately 1,838 ft² 1993 Fleetwood double-wide manufactured home. The applicant has submitted as part of their application photos of the existing dwelling and the proposed replacement dwelling (see attached).

The Morrow County Zoning Ordinance (MCZO) requires a manufactured home placed in a rural residential zone to meet the manufactured home siting standards outlined in Section 4.110(B), Manufactured Homes in a Rural Residential Zone. This request would be a variance from the age requirement of MCZO Section 4.010(B)(1), which requires a manufactured home, "be multi-sectional (double-wide or larger); be a minimum of 1000 square feet; and be manufactured no more than ten years before the receipt date of the siting request application by the Planning Department".

II. APPROVAL CRITERIA:

Morrow County Zoning Ordinance (MCZO) Article 4, Section 4.110(B) Manufactured Homes in a Rural Residential Zone and Article 7, Section 7.200(B) Major Variance will apply. Criteria are listed below in **bold type**, followed by a response in standard type.

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ARTICLE 4. SUPPLEMENTARY PROVISIONS

SECTION 4.110. Minimum Standards for a Manufactured Home on Individual Lots or Parcels as a Single-Family Dwelling.

B. Manufactured Homes in a Rural Residential Zone: A manufactured home permitted as a single-family dwelling on an individual lot or parcel in a residential zone (Rural Residential, Farm Residential or Suburban Residential) shall be in compliance with the following standards and regulations as a minimum.

1. Be multi-sectional (double-wide or larger); be a minimum of 1000 square feet; and be manufactured no more than ten years before the receipt date of the siting request application by the Planning Department.
The proposed replacement dwelling is an approximately 1,838 ft² 1993 Fleetwood double-wide manufactured home. This application requests a variance from this age requirement, as it is more than ten years old.

2. Placed on an excavated and back-filled foundation and enclosed at the perimeter such that the manufactured home is located not more than 12 inches above grade.
The existing dwelling is not installed on a foundation, however the applicant proposes to install the replacement dwelling on a foundation. It is recommended and included as a Condition of Approval that the replacement dwelling be placed on a foundation that meets these standards.

3. Have a pitched roof with a nominal slope of at least three feet in height for each 12 feet in width.
The applicant states the replacement dwelling meets this standard. This criterion is met.

4. Certified by the manufacturer to have an exterior thermal envelope meeting performance standards which reduce levels equivalent to the performance standards required of single-family dwellings constructed under the state building code.
The applicant states the replacement dwelling meets this standard. Per conversation with the Building Official, it is likely a 1993 manufactured home is not constructed to any lesser energy conservation standard than a 1993 stick-built home. This is one of the standards that will be inspected by the Building Department.

5. Have exterior siding and roofing materials which in color, material and appearance is similar to the exterior siding and roofing material commonly used on residential dwellings within the community or which is comparable to the predominant materials used on surrounding dwellings as determined by the Planning Department.
The replacement dwelling is a neutral gray color with material and appearance comparable to surrounding dwellings. This criterion is met.

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6. **Have a garage or carport sited on the same lot or parcel of at least 180 square feet in size of like materials constructed before occupancy.**
The existing dwelling does not have a garage or carport that meets these requirements. It is recommended and listed as a Condition of Approval that the applicant construct a qualifying garage or carport prior to occupancy of the replacement dwelling.

7. **All manufactured home accessory buildings and structures shall comply with state and local construction and installation standards. Roofing and siding materials shall be of similar material and color and complementary to the existing manufactured home unit. Manufactured home accessory structures include porches and steps, awnings, cabanas, or any other structure or addition that depends in part on the manufactured home for its structural support, or in any manner is immediately adjacent to or attached to the manufactured home. Such structures or additions shall not total more than 40% of the total living space of the manufactured home. Garages or carports, either attached or detached, are not counted in this percentage. Ramadas, as defined in ORS 446, shall not be permitted.**
It is recommended and listed as a Condition of Approval that the required garage or carport shall be constructed of similar material and color and comply with state and local construction and installation standards. No other structures are being proposed as part of this application.

8. **When removing a manufactured home the owner of the property shall remove the foundation and all accessory structures and additions to the manufactured home and permanently disconnect sewer, water and other utilities if the manufactured home is removed from its foundation unless otherwise authorized by the County. In the event the owner fails to accomplish said work within 30-days from the day on which the manufactured home is moved from its foundation, the County may perform such work and place a lien against the property for the cost of such work. This condition shall not apply in the event that the manufactured home is replaced on the original foundation, or on the original foundation as modified, or by another approved manufactured home within 30-days of the original unit's removal. Said lien may be initiated by the County Board of Commissioners.**
The applicant proposes to install the replacement dwelling on a foundation as described in the response to 4.110(B)(2). This is recommended and listed as a Condition of Approval.

As part of the permitting process, the applicant will be required to obtain on-site septic approval from Umatilla County Public Health. This is recommended and listed as a Condition of Approval.

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9. **A manufactured structure is recognized as any manufactured dwelling, or prefabricated structure more than 8 ½ feet wide that can be moved to a new location.**
The existing dwelling and replacement dwelling both meet this definition.

ARTICLE 4. DIMENSIONAL ADJUSTMENTS, VARIANCES, TEMPORARY USE PERMITS, AND NON-CONFORMING USES

SECTION 7.200 VARIANCES
A Variance can serve multiple purposes and is designed to provide relief from the literal requirements of a regulation found within this Zoning Ordinance. The result of approving a Variance should result in improved planning that would benefit the applicant and the broader community, and it may be the first step in reevaluating requirements or allowed uses within a use zone.

B. MAJOR VARIANCE. The following are examples of Variances that could be considered: siting a manufactured home that is not in compliance with current manufactured home requirements, allowing for less frontage than required, allowing for a smaller lot size than required, approve a variance when a dimensional adjustment does not accomplish the needs of the property owner, and other similar or related instances. Use Variances amend or change the use of a property or structure. Area Variances tend to amend or change the area needed to validate a lot or parcel, or reduce necessary setbacks. Financial hardship does not qualify for a use or area Variance.

APPROVAL CRITERIA. The Planning Commission may grant a Major Variance upon finding that all of the following criteria are met. The burden is on the applicant to demonstrate compliance with the criteria.

1. **The variance relates to a specific lot or parcel of land.**
This variance is requested for a specific parcel. This criterion is met.

2. **The Variance can be granted without substantial detriment to the public good. It would allow for a building or site plan that is more compatible with adjacent land and land uses, or it does not create a conflict with adjacent uses.**
The subject parcel is in an area with several neighboring manufactured homes. The siting of a double-wide manufactured home which meets the design standards of Article 4 would be an improvement over the existing dwelling and would be comparable to homes within the surrounding area. This criterion is met.

3. **The Variance does not hinder compliance with applicable building code requirements or engineering design standards.**
This variance request is for relief from the age requirement of MCZO Article 4, Section 4.110(B)(1), which states that in a rural residential zone, a manufactured home permitted as a single-family dwelling shall be, “multi-sectional (double-wide or larger); be a minimum of 1000 square feet; and be manufactured no more than ten years before the receipt date

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of the siting request application by the Planning Department." The design standards are otherwise consistent with applicable building code requirements and engineering standards. The applicant will be required to comply with all other Building Code requirements for the proposed manufactured home.

4. **Approval of the Variance does not create a violation of this or any other adopted ordinance or code standard.**
Approval of this variance would not create a violation of any ordinance or code standard. If approved, the use would conform to the intent of the Zoning Ordinance. This criterion is met.

5. **Applicant shall provide evidence from the applicable fire district that services can be provided in the event of an emergency.**
A copy of these findings have been provided to the Irrigon Rural Fire Protection District for review and comment. It is recommended and listed as a Condition of Approval that the applicant comply with any recommendations regarding emergency vehicle access.

6. **Application for a Variance should include all necessary Variances anticipated for the proposed development.**
No other variances are requested or anticipated for the proposed development. This criterion is met.

7. **Application for a Variance is limited to one per year.**
There are no previous variances approved for this property and none are anticipated within the next year. This criterion is met. This permit is valid for the length of time the manufactured home is in place.

III. LEGAL NOTICE PUBLISHED: November 12, 2025
East Oregonian

November 12, 2025
Heppner Gazette-Times

IV. AGENCIES NOTIFIED: Mike Gorman, Morrow County Tax Assessor; Glenn McIntire, Building Official; Thomas Roberts, Irrigon RFPD; Umatilla County Public Health

V. PROPERTY OWNERS NOTIFIED: November 6, 2025

V. COMMENTS RECEIVED: None

VI. HEARING DATE: December 2, 2025
Bartholomew Building
Heppner, OR

VII. PLANNING COMMISSION:

Option #1: The Planning Commission may deny Major Variance V-N-060-25

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Option #2: The Planning Commission may approve Major Variance V-N-060-25 subject to the following **CONDITIONS OF APPROVAL**:

1. Applicant shall construct a garage or carport on the same lot of at least 180 square feet in size, of similar color and material, and in compliance with state and local construction and installation standards, prior to occupancy.

2. Applicant shall install the replacement dwelling on a foundation that meets the standards of MCZO Subsection 4.110(B)(2).

3. Applicant shall obtain appropriate Zoning and Building Permits for the replacement dwelling and the new garage or carport.

4. Applicant shall obtain on-site septic approval from Umatilla County Public Health.

5. Applicant shall comply with any recommendations from Irrigon RFPD regarding emergency vehicle access.

Stacie Ekstrom, Chair Date

ATTACHMENTS:
Vicinity Map
Adjoining Property Owners List
Application
Photographs of existing and replacement dwelling

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Application Number: V-N-060-25	Subject Property Size: 3.27ac
Assessor Map and Tax Lot: 05N 23A TL800	Subject Property Zone: RR
Property Owner: Rock It LLC	Applicable MCZO Section: Section 3.040

Morrow County Tax Lots
City Limits
Urban Growth Boundary
Subject Property

S:Planning/Variances2025/North

Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 3601
Projection: Lambert Conformal Conic
Datum: North American 1983 HARN

Cartography By: Stephen Wrecsics
Thursday, October 23, 2025
Morrow County Planning Department

ASSESSOR'S MAP/TAX	OWNER 1	OWNER 2	MAIL ADDRESS	CITY	STATE	ZIPCODE
05N26E23D001100	CARDENAS HERRERA, EUDORO ETAL		195 NE OREGON AVE	IRRIGON	OR	97844
05N26E23D001000	CARDENAS, GONZALO ETAL		311 KLICKITAT ST	UMATILLA	OR	97882
05N26E23D001200	CARDENAS, GONZALO ETAL		311 KLICKITAT ST	UMATILLA	OR	97882
05N26E23D001600	AYLETT, DEBORA & AYLETT, WADE		74854 WASHINGTON LN	IRRIGON	OR	97844
05N26E23A000800	ROCK IT LLC		74854 WASHINGTON AVE	IRRIGON	OR	97844
05N26E23A001000	STEAGALL, CAROLE J		74953 WASHINGTON LN	IRRIGON	OR	97844
05N26E23A000400	STEAGALL, CAROLE J		74953 WASHINGTON LN	IRRIGON	OR	97844
05N26E23A000900	STEAGALL, CAROLE J		74953 WASHINGTON LN	IRRIGON	OR	97844
05N26E23D001504	CLEMENTS, MICHAEL & CLEMENTS, SHERENA		74958 BRACE RD	IRRIGON	OR	97844
05N26E23D001500	GEORGE, FREDERICK W		PO BOX 1755	UMATILLA	OR	97882
05N26E23D001503	TAYLOR, MARION, III		PO BOX 298	IRRIGON	OR	97844
05N26E23A000600	YOUNG, PAUL D		PO BOX 714	IRRIGON	OR	97844
05N26E23A000601	YOUNG, PAUL D		PO BOX 714	IRRIGON	OR	97844
05N26E23A000701	TURNER, THOMAS R		PO BOX 966	IRRIGON	OR	97844

V-N-060-25|Rock It, LLC|RR 250ft Notice Area.

05N26E23A TL800

S:\Planning\Variances\North\2025

RECEIVED
OCT 22 2025
BY: MR
PAID ck 33830

LAND USE APPLICATION
Major VARIANCE REQUEST

V-N-060-25

Internal Use
File Number V-N-060-25 Date Received 10-22-25 Deemed Complete 10-29-25 Fee $1,000

Type: ☐ Minor Variance (Administrative) ☑ Major Variance (Planning Commission)

Applicant / Contractor:
Name(s) Wade Aylett
Mailing Address 74854 Washington lane Irrigon or.
Phone 541-571-9200 E-mail Rocksolid_live.com

Legal Property Owner: *(if different from applicant)*
Name(s) _____
Mailing Address _____
Phone _____ E-mail _____

Existing Property Description:
Township 5N Range 26 Section 23A Tax Lot ~~2,1~~ 800 Zoning Designation RR
Physical Address 74891 + 74905 Washington lane Irrigon or.
Located within a UGB? No If yes, which city? _____
Legal Access (e.g. road name) Washington lane
General Location The south 390 feet of lot 2 & south 390 feet west 35 ft. of lot 1 Block 35 west in section 23 Township 5n Range 26

The Planning Director or the Planning Commission, dependent upon the criteria identified, may authorize dimensional adjustments or variances from the requirements of this ordinance, or authorize temporary use permits, where it can be shown that owing to special and unusual circumstances related to a specific lot or desired activity, strict application of the ordinance would cause an undue or unnecessary hardship. In granting these permits, Planning Director decisions would be done either under clear and objective standards; or when discretion is applied by providing notice as required by law. Those decisions identified to be approved by the Planning Commission, conditions may be attached when the Planning Commission finds it necessary to protect the best interest of the surrounding property or vicinity and otherwise achieve the purpose of this ordinance.

Variance Type Requested: ☐ Area Variance ☐ Use Variance

Please explain why the variance is requested This variance is being requested to replace an old single wide trailer with a newer 1993 double wide. This property was purchased recently and we are trying to improve the property.

Signature: I(we), the undersigned, acknowledge that I am familiar with requirements of approval for a variance and propose to meet all standards set forth as outlined above. I certify that the statements and information provided with this application are true and correct to the best of my knowledge.

Signed: Wade Aylett (Applicant) Wade Aylett (Legal Property Owner)
Printed: Wade Aylett (Applicant) _____ (Legal Property Owner)
Date: 10-21-25

If this application is not signed by the property owner, a letter authorizing signature by the applicant must be attached.

Morrow County Planning Department
215 NE Main Ave, PO Box 40, Irrigon, OR 97844
(541) 922-4624 FAX: (541) 922-3472

Revised 3/4/25

We are asking the planning commission for a variance on property legal description : the south 390 feet of lot 2 and the south 390 feet of the west35 feet of lot 1 block 35 west, in section 23, Township 5 north, Range 26, east of the willamete meridian, in the county of morrow and the united states.

The purpose of the variance is to replace a single wide trailer which is currently on the property. The single wide trailer measures 16 by 60. We are wanting to replace it with a 1993 double wide measuring 27.6 by 66.6.

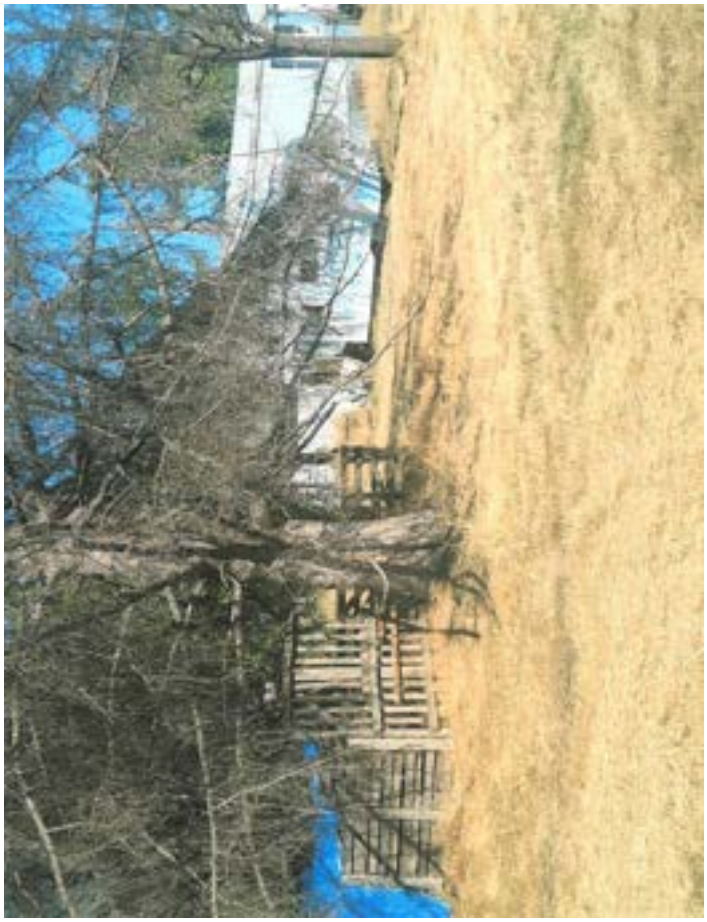
This property was purchased recently and we are trying to clean up and improve the property.

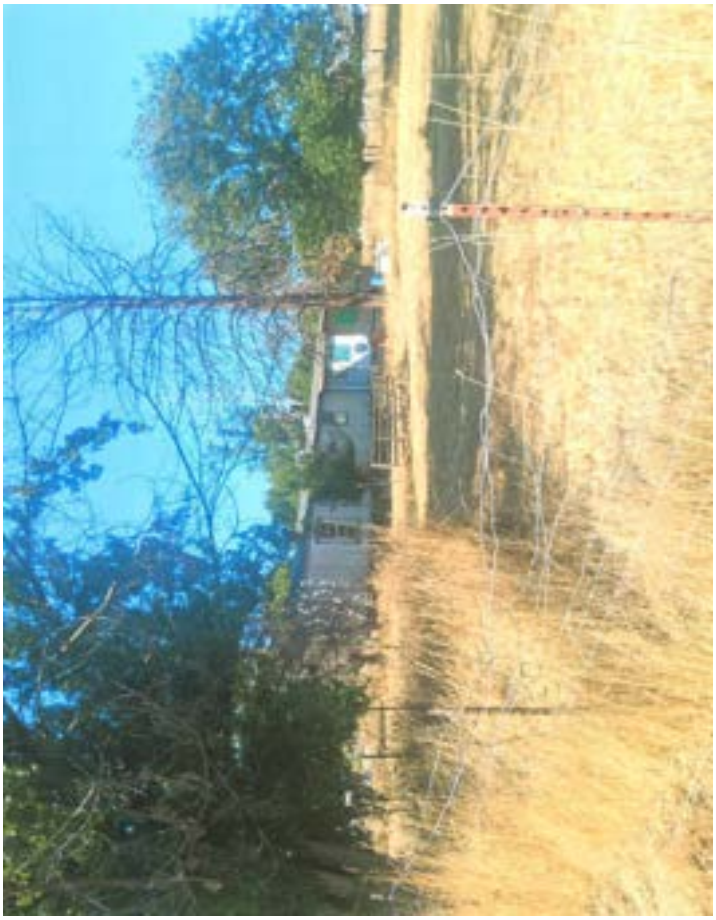
Thank you

APPLICANT PHOTOS

EXISTING DWELLING

1990 SINGLE-WIDE MANUFACTURED HOME





APPLICANT PHOTOS

REPLACEMENT DWELLING

1993 DOUBLE-WIDE MANUFACTURED HOME

27'-6"

4 miles)
oss Marina
rosswalk on

nts
ay Use Park

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ety e
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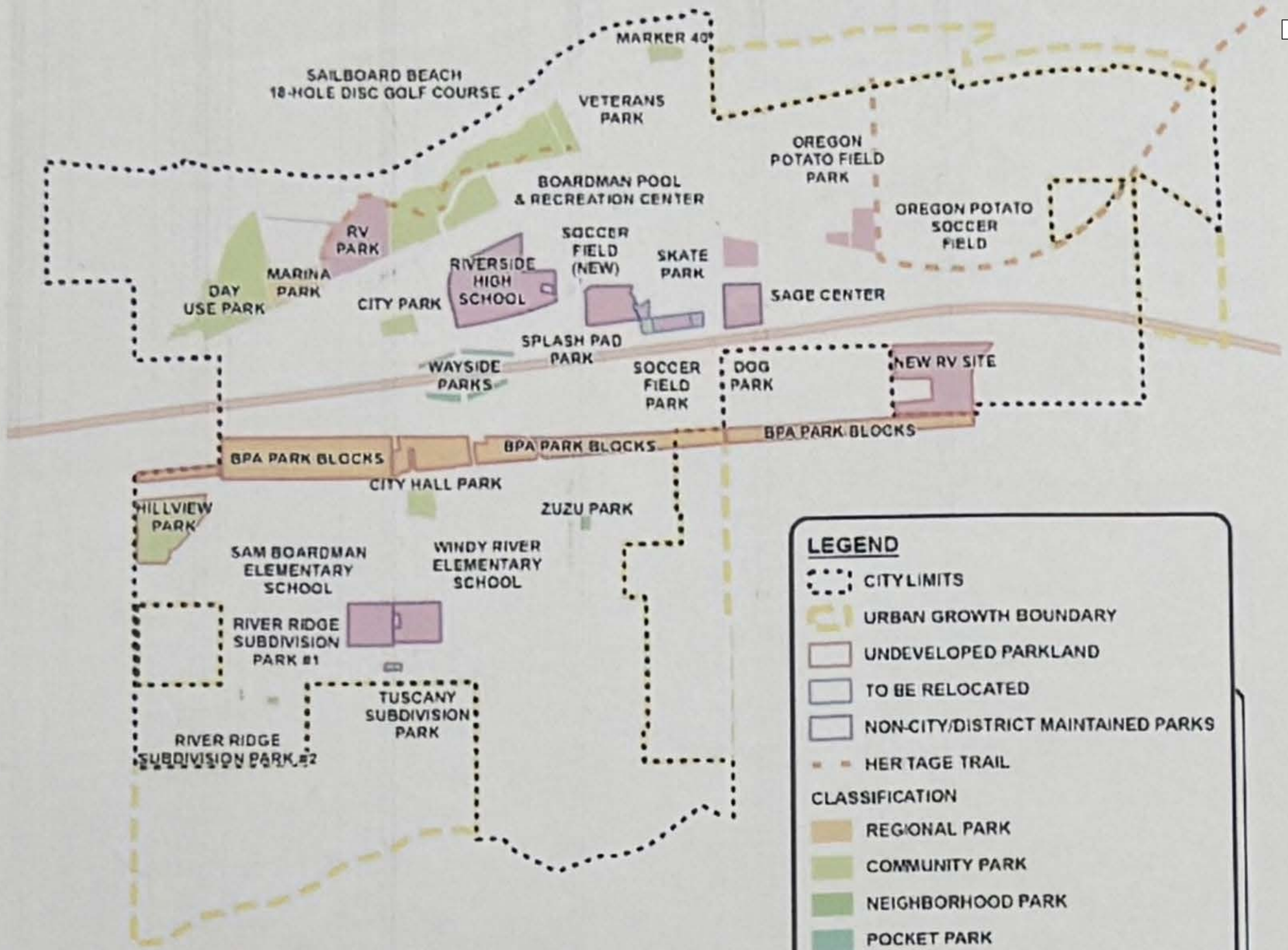
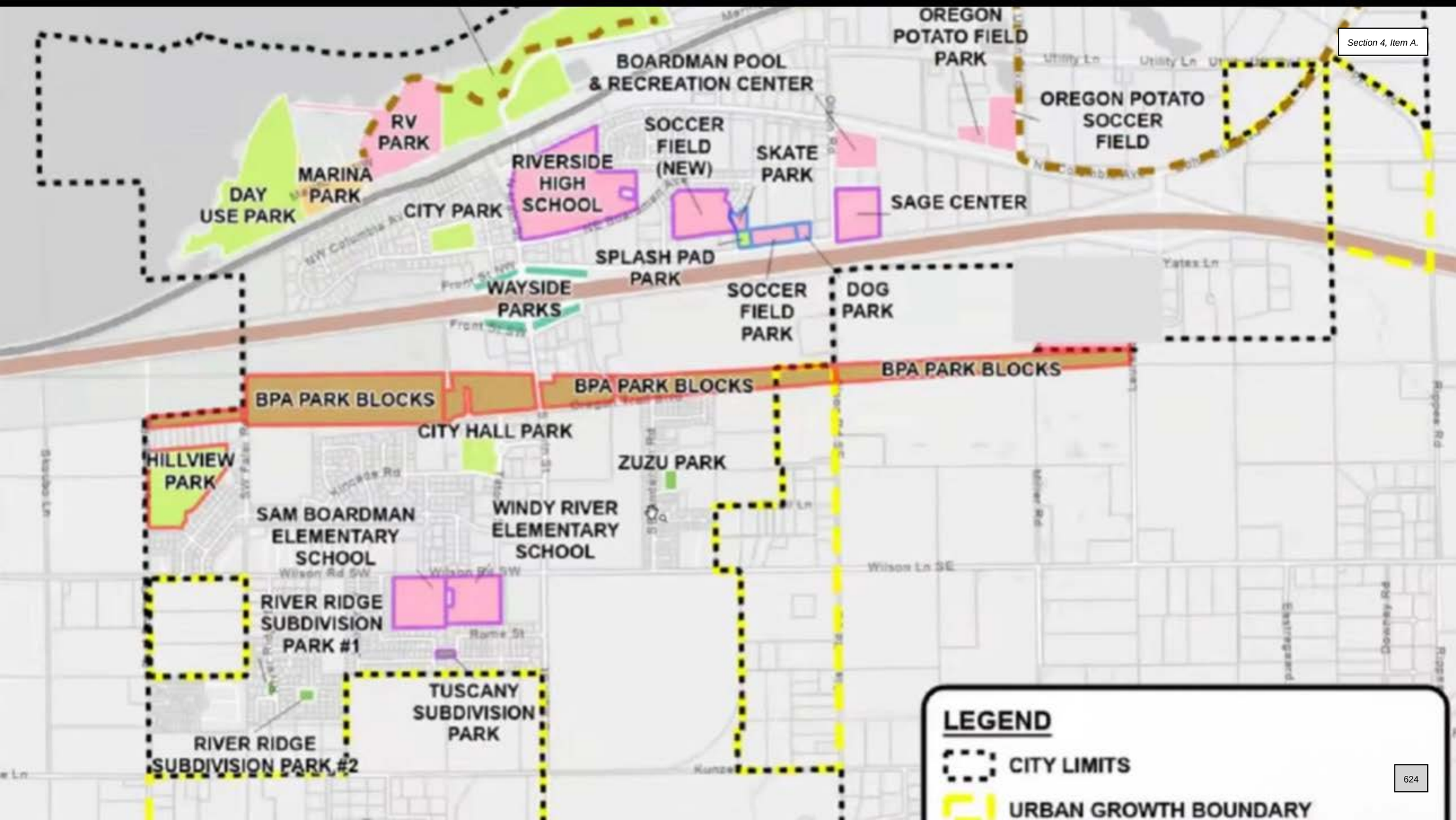
n County




OREGON POTATO FIELD PARK
BOARDMAN POOL & RECREATION CENTER
OREGON POTATO SOCCER FIELD
RV PARK
SOCCER FIELD (NEW)
SKATE PARK
MARINA PARK
RIVERSIDE HIGH SCHOOL
DAY USE PARK
CITY PARK
SAGE CENTER
SPLASH PAD PARK
WAYSIDE PARKS
SOCCER FIELD PARK
DOG PARK
BPA PARK BLOCKS
BPA PARK BLOCKS
BPA PARK BLOCKS
CITY HALL PARK
HILLVIEW PARK
ZUZU PARK
SAM BOARDMAN ELEMENTARY SCHOOL
WINDY RIVER ELEMENTARY SCHOOL
RIVER RIDGE SUBDIVISION PARK #1
TUSCANY SUBDIVISION PARK
RIVER RIDGE SUBDIVISION PARK #2
LEGEND
CITY LIMITS
URBAN GROWTH BOUNDARY

away from what's

1:52:43 his name? Is it Did I hear a a rumor that he sold that? There's Amazon. No,

1:52:51 **this this Oh, well, so Amazon is potentially funding um the development**

1:52:57 of an RV park. Yeah. Not for a data center. I didn't mean that way, but for that Yes. Oh, wait. Don't That's where

1:53:04 that sun that cafe or that coffee shop is at the port exit.

1:53:10 Farmers somewhere in there. What's What was J's

- Develop indoor and year-round recreational options for all seasons.
- Enhance water-based recreation by improving waterfront connections, access, rentals, and programming.
- Strengthen partnerships with local organizations, schools, and businesses to expand recreation programs.
- Ensure new recreational facilities and programs reflect community needs through public engagement and demographic data.

Goal 3: Preserve Boardman's History, Cultural & Community Identity

- **Objective:** Integrate historical, cultural, and community elements into parks and programming to celebrate Boardman's identity.
- **Key Strategies:**
  - Incorporate historical interpretation through signage, exhibits, and park features that highlight the John Day Dam relocation, Boardman's history, and agricultural heritage.
  - Create public art and cultural installations that reflect Boardman's diverse communities, Indigenous heritage, and natural landscapes.
  - Work with tribal representatives to share and honor native cultural resources, traditions, and fishing practices.
  - Develop interactive cultural programming such as storytelling, guided tours, and educational events that bring history to life.
  - Establish annual heritage and cultural events that celebrate Boardman's history, diverse communities and agricultural roots.

Goal 4: Strengthen Community Engagement and Partnerships

- **Objective:** Build strong relationships with residents, organizations, and businesses to support parks and recreation.
- **Key Strategies:**
  - Expand community outreach through social media, public meetings, surveys and targeted engagement efforts with underrepresented groups.
  - Leverage partnerships with local businesses, schools, and organizations to support programming, events, and park improvements.
  - Involve residents in park planning to ensure community needs are met and spaces are

1:52:57 / 2:08:13

Boardman, OR PMP PAC Meeting 4/15/25

90 views 5mo ago ...more

City of Boardman, Oregon 29

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Key Concepts

Economic growth
In economics, economic growth is an i...

View concept

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The BLANC FIRM LLC

39 SE Court
Pendleton, OR 9
Phone: (541) 215-
Fax: (541) 215-
www.blancfirm

April 5, 2021

Mr. and Mrs. Terry Tallman
706 SE Mt. Hood Ave.
Boardman, OR 97818

RE: City of Boardman
Loop Road Right-of-Way

Dear Mr. and Mrs. Terry Tallman:

I represent the City of Boardman, who has asked that I write to you about obtaining the necessary right-of-way to construct a loop road on the west and east sides of Laurel Lane.

First, enclosed you will find a letter to Karen Pettigrew from Matt Scrivner, Morrow County Public Works Director, dated March 25, 2021. Please be advised Morrow County has provided notice that it will be closing and removing the unpermitted access within 30 days of March 25, 2021 if an approved approach permit and safety concerns have not been met. To comply and prevent closure, the City is required to finalize its plans to construct the loop road as shown on the map provided by the City to you with the letter dated March 1, 2021.

Second, the City has asked that I respond to your letter to Karen Pettigrew, dated March 17, 2021. In your letter you asked if the City had any objections to using the west 10 acres for residential housing. The property is zoned Service Center. The property must be used as allowed for that zone pursuant to the Boardman Development Code, unless a zone change is requested. The City cannot advise you on whether you should retain a lawyer or have your son, Jonathan, handle negotiations. If you choose to retain a lawyer, this letter should be delivered to that individual.

Third, with the deadline of the County to close the unpermitted access, action needs to be taken as soon as possible to resolve this issue. As an offer of compromise, the City is offering to pay the sum of $30,000 for the necessary right-of-way. I need to hear from you on or before April 16, 2021. In the event this offer is not accepted by April 16, 2021, the City will have no choice but to proceed to the next step.

Carla McLane

From: Jonathan Tallman <1stjohn217llc@gmail.com>
Sent: Thursday, January 8, 2026 3:46 PM
To: Amanda Mickles; Carla McLane; Brandon Hammond; George Shimer; Paul Keefer
Cc: HERT Dawn * DLCD; brandi.elmer@dlcd.oregon.gov
Subject: Re: Joint city Council Special Meeting January 13, 2026

Follow Up Flag: Follow up
Flag Status: Flagged

Good afternoon Amanda,

Thank you for your January 8 message regarding the amendment and reposting of the Parks Plan packet.

Given the timing of the upcoming meeting, I am submitting this correspondence to ensure the record reflects the sequence of postings and amendments.

To ensure clarity and a complete public record, I am submitting this correspondence for inclusion in the official record for the January 13, 2026 meeting. Given the sequence of notices and corrections issued on January 6, January 7, and January 8, I respectfully request confirmation of the following for the record:

1. Whether the amended version of the Parks Plan will fully supersede the previously posted "2026.01.06_Park Plan 2035-OPT."
2. Whether the amended document is the version intended to be relied upon by the Board at the January 13 meeting.
3. Whether the amended document will be clearly posted and accessible to the public in advance of the meeting so that interested parties are reviewing the same materials as the Board.

This correspondence is not intended to advocate for any particular outcome, but solely to ensure procedural clarity and consistency in the materials relied upon for the upcoming decision.

For transparency, I will be copying the Oregon Department of Land Conservation and Development (DLCD) on this correspondence for record-keeping purposes.

Thank you for your assistance, and please include this email and the related correspondence as part of the meeting record.

Sincerely,

Jonathan Tallman

---------- Forwarded message ---------
From: **Amanda Mickles** <micklesa@cityofboardman.com>
Date: Thu, Jan 8, 2026 at 3:18 PM
Subject: Re: Joint city Council Special Meeting January 13, 2026
To:

Good afternoon,

Due to formatting issues within the original document, the "2026.01.06_Park Plan 2035-OPT" will be edited and reposted. Edits will be accomplished tomorrow morning, look for the update as it will say "Amended" in the document title.

Amanda Mickles
City Clerk | City of Boardman

From: Amanda Mickles <micklesa@cityofboardman.com>
Sent: Wednesday, January 7, 2026 9:40 AM
Subject: Re: Joint city Council Special Meeting January 13, 2026

Good morning,

Correction - the scheduled date for this special meeting is January 13th.

It was brought to my attention that I provided the incorrect date in the original email body. The date for this meeting in the official posting and subject line is correct for January 13th. This meeting will be held at the Port of Morrow Riverfront Event Center at 7:00 PM. My apologies for the confusion and any inconvenience this caused.

Amanda Mickles
City Clerk | City of Boardman

From: Amanda Mickles <micklesa@cityofboardman.com>
Sent: Tuesday, January 6, 2026 5:25 PM
Subject: Joint city Council Special Meeting January 13, 2026

Good evening,

Packet for the special meeting scheduled on Tuesday, January 6, 2026 are available for review.

Special Meeting 7:00 PM at Port of Morrow Riverfront Event Center

As always, please let me know if you have any questions or concerns.

Amanda Mickles
City Clerk | City of Boardman
PO Box 229 | 200 City Center Circle
Boardman, OR 97818
PH: (541) 481-9252

Carla McLane

From: Jonathan Tallman <1stjohn217llc@gmail.com>
Sent: Friday, January 9, 2026 7:01 AM
To: Amanda Mickles; Carla McLane; Brandon Hammond; George Shimer; Paul Keefer
Cc: HERT Dawn * DLCD; brandi.elmer@dlcd.oregon.gov; Tamra Mabbott; Clint Shoemake; Matthew Jensen; Michaela Ramirez
Subject: Re: Joint city Council Special Meeting January 13, 2026
Attachments: IMG_3657.png; IMG_4463.jpeg; IMG_3520.jpeg; IMG_2684.jpeg; IMG_4614.jpeg; IMG_4615.jpeg; IMG_4616.jpeg; 2022 collectors.pdf; City of Boardman 2025 cIP.pdf; BOC CIP morrow county.pdf

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Ms. Mickles,

I am writing in my capacity as an affected landowner to request that this correspondence, together with the referenced Capital Improvement Plan materials, be entered into the official record for the January 13, 2026 Park & Recreation District hearing concerning the Heritage Trail. I am copying the Oregon Department of Land Conservation and Development (DLCD) with Morrow County for transparency and records continuity.

On December 30, 2025, at 9:00 a.m., the Morrow County Board of Commissioners held a Special Session and considered Agenda Item 4.a., CIP Initial Project Approval. The agenda packet for that meeting identifies the Heritage Trail as a Parks capital project within the County's preliminary Capital Improvement Plan, with an estimated cost of $2,000,000.

In addition, the City of Boardman issued its 2025 Capital Improvement Plan on August 26, 2025, which identifies capital projects tied to transportation, parks, and connectivity and serves as the City's capital planning framework for implementation of adopted and proposed plans, including the Transportation System Plan. The City's CIP predates both the County's December 30, 2025 capital programming action and the Park & Recreation District hearing scheduled for January 13, 2026.

As reflected in the County materials, while the Heritage Trail is identified as a capital project, the Board of Commissioners' packet contains no information regarding route, alignment, right-of-way acquisition, affected parcels, or landowner impacts. No maps, corridor descriptions, or implementation details were included in the materials considered by the Board. Similarly, neither the City nor County CIP materials identify parcel-level impacts associated with the Heritage Trail at this stage.

Because the Park & Recreation District hearing scheduled for January 13, 2026 occurs after both the City's issuance of its CIP and the County's capital programming action, the District's consideration of the Heritage Trail has direct procedural significance. Proceeding with a Park & Recreation vote without route, right-of-way, or land-impact information separates capital funding decisions from land-use impacts and limits the ability of affected landowners to meaningfully evaluate or respond to the proposal.

This submission is provided solely for inclusion in the record to document the timing, conten relationship between the City and County capital planning actions and the Park & Recreation District's upcoming hearing.

In addition, and in the interest of avoiding unnecessary procedural disputes or appeals, I remain willing to engage in good-faith discussion and coordination regarding the Heritage Trail as it relates to my property and any potential alignment, access, or right-of-way considerations. I believe these issues are best addressed collaboratively and transparently before further implementation steps are taken.

Please include any intergovernmental agreements relied upon for implementation of the Parks Master Plan in the record.

Please note and add the collectors Luba case 2022 (remand) attached.

Finally, to ensure clarity and a complete public record, I respectfully request that any formatting changes to the Parks Plan be accompanied by a redlined version identifying those changes, and that the record remain open in accordance with applicable 7-7-7 requirements to allow meaningful review and response.

Please confirm that this correspondence and the referenced CIP materials will be included in the official record for the January 13, 2026 Park & Recreation District proceedings.

Thank you for your assistance.

Sincerely,

Jonathan Tallman
1st John 2:17 LLC

cc: Oregon Department of Land Conservation and Development (DLCD), Morrow county officials for record preservations

On Thu, Jan 8, 2026 at 3:46 PM Jonathan Tallman <1stjohn217llc@gmail.com> wrote:

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>
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As always, please let me know if you have any questions or concerns.

Amanda Mickles
City Clerk | City of Boardman
PO Box 229 | 200 City Center Circle
Boardman, OR 97818
PH: (541) 481-9252

LUBA
OCT 27 202
Section 4, Item A.

BEFORE THE LAND USE BOARD OF APPEALS
OF THE STATE OF OREGON

1st JOHN 2:17, LLC and JONATHAN TALLMAN,
Petitioners,

vs.

CITY OF BOARDMAN,
Respondent.

LUBA No. 2022-062

FINAL OPINION
AND ORDER

Appeal from City of Boardman.

Sarah C. Mitchell filed the petition for review and reply brief and argued on behalf of petitioners. Also on the brief was Kellington Law Group, PC.

Christopher D. Crean filed the respondent's brief and argued on behalf of respondent. Also on the brief was Beery, Elsner & Hammond, LLP.

RYAN, Board Chair; ZAMUDIO, Board Member, participated in the decision.

RUDD, Board Member, did not participate in the decision.

REMANDED 10/27/2022

You are entitled to judicial review of this Order. Judicial review is governed by the provisions of ORS 197.850.

Opinion by Ryan.

NATURE OF THE DECISION

Petitioners appeal a city council decision approving improvements to an existing intersection and an existing street, and construction of a new collector.

FACTS

Yates Lane is an existing, unpaved street that extends east from Laurel Lane in the Commercial district and the Service Center (SC) subdistrict. Laurel Lane is a north-south arterial that connects to I-84 north of the Laurel Lane/Yates Lane intersection, forming what is referred to as the Port of Morrow Interchange. The Port of Morrow Interchange is subject to the Port of Morrow Interchange Area Management Plan (IAMP), which the city adopted in 2012 as part of its Transportation System Plan (TSP). The IAMP lists as a city transportation project improvements to the Laurel Lane/Yates Lane intersection and the construction of a new collector, Devin Loop. Devin Loop would begin on Yates Lane east of the Laurel Lane/Yates Lane intersection, loop south and west from Yates Lane, and connect to Laurel Lane south of the Laurel Lane/Yates Lane intersection, just north of a Bonneville Power Administration (BPA) transmission easement.

On November 16, 2021, city staff filed an application seeking planning department approval to improve the Laurel Lane/Yates Lane intersection and construct Devin Loop, as described in the IAMP. In addition, the application proposed improving to neighborhood collector standards the Yates Lane right-of-way between the Laurel Lane/Yates Lane intersection and the Yates

Lane/Devin Loop intersection. We refer to Devin Loop and Yates Lane, together, as the "Loop Road," and we refer to the proposed construction, collectively, as the "Loop Road project."

On March 11, 2022, city staff approved a "Zoning Permit" authorizing the Loop Road project. The city provided notice of the Zoning Permit to persons, including petitioners, who own property west of Laurel Lane. After petitioners attempted to file a local appeal of the Zoning Permit, the city chose to proceed under its "Type II" land use procedures, effectively allowing petitioners to appeal the Zoning Permit to the planning commission.

The planning commission held a public hearing on May 18, 2022, and ultimately denied petitioners' appeal, affirming city staff's approval of the Loop Road project. Petitioners appealed the planning commission's decision to the city council. The city council conducted a public hearing on June 28, 2022, and denied the appeal, adopting in support of its decision city staff's findings, the planning commission's findings, and its own findings. The city council expressly adopted any code interpretations made in city staff's and the planning commission's findings. This appeal followed.

FIRST ASSIGNMENT OF ERROR

In its March 11, 2022 decision, city staff noted that the SC subdistrict allows as permitted uses (1) installation of improvements within the existing right-of-way and (2) projects identified in the TSP. Record 11. The city council concluded that the Loop Road project involves uses that are permitted in the SC

subdistrict and, therefore, "do not require further land use review." Record 6. The city council stated:

> "Because the permit approves a transportation facility that is authorized by and consistent with the IAMP and [Boardman Development Code (BDC)], it is not a land use decision and the city was not required to process the permit application under its land use procedures. Nonetheless, after the City mailed notice of the decision to area property owners, [petitioners] sought to file a local appeal and, out of an excess of caution and to ensure full public participation, the City agreed to process the permit as if it was a Type II land use decision. Accordingly, an appeal was heard before the Planning Commission on May 18, 2022." Record 5.

On appeal to LUBA, petitioners do not dispute that the Loop Road project involves uses that are permitted in the SC subdistrict. However, petitioners dispute the view that the city's approval of the project is not a "land use decision" and, in particular, the implication that, because the approval is not a land use decision, no land use standards apply to the project.[1] Petitioners argue that is it is clear that the project is subject to many land use standards, including the IAMP and a number of city land use regulations.

The city responds that petitioners misunderstand the above-quoted findings and that the city does not dispute that the project is subject to land use

---

[1] ORS 197.015(10)(a) defines "land use decision," in relevant part, as a "final decision or determination made by a local government" that "concerns" the application of a comprehensive plan provision or land use regulation. The city does not dispute that the challenged decision concerns the application of one or more comprehensive plan provisions or land use regulations, and is a "land use decision," as defined at ORS 197.015(10)(a).

standards, as evidenced by the fact that, in approving the project, the city applied a number of land use standards.

We agree with the city that petitioners' arguments under the first assignment of error provide no basis for reversal or remand. The city's characterization of the Loop Road as a "permitted use" and its conclusion that approving an application for a use that is permitted in the SC subdistrict does not result in a "land use decision" or necessarily trigger the city's Type II procedures are merely *dicta* because the city proceeded to apply land use regulations to the application.

The first assignment of error is denied.

SECOND ASSIGNMENT OF ERROR

Under the second assignment of error, petitioners advance four subassignments of error that challenge the city's conclusions that the Loop Road project complies with applicable land use regulations.

A. Neighborhood Collector

The IAMP designates the Loop Road as a "City Collector," but it does not determine what kind of collector. The TSP identifies two kinds of collectors: neighborhood and minor. The city concluded that the Loop Road is functionally classified as a "neighborhood collector" and, therefore, subject to standards that apply to that functional classification. Petitioners argued below, however, that the Loop Road is more properly classified as a "minor collector" subject to

different, more demanding standards. For example, the minimum right-of-way width for a neighborhood collector is 60 feet; that of a minor collector is 68 feet.

The city rejected those arguments, noting that the existing, graveled Yates Lane right-of-way is 60 feet in width and classified as a neighborhood collector, and concluding that Devin Loop will also qualify as a neighborhood collector under the applicable IAMP, TSP, and BDC standards.[2]

On appeal, petitioners argue that the city council's findings fail to explain why the Loop Road is properly classified as neighborhood collector. Petitioners note that the TSP includes the following descriptions:

> "*Minor Collectors*
>
> "Collector facilities link arterials with the local street system. As implied by their name, collectors are intended to collect traffic from local streets and sometimes from direct land access, and channel it to arterial facilities. Collectors are shorter than arterials and tend to have moderate speeds.
>
> "* * * * *
>
> "*Neighborhood Collectors*

---

[2] The city council's findings state, in relevant part:

> "[Petitioners] argue that the proposed roads 'on balance' are a minor collector, not a neighborhood collector. Staff disagrees. Under the applicable standards in the IAMP, TSP and [BDC] described in the findings above, staff concludes that the proposed roadways are a neighborhood collector and comply with all of the relevant standards for a neighborhood collector." Record 8.

> "Neighborhood collectors are a subset of collectors serving the objective of penetrating local neighborhoods to provide direct land access serviced and traffic circulation. These facilities tend to carry lower traffic volumes at slower speeds than typical collectors. On-street parking is more prevalent and bike facilities may be exclusive or shared roadways." (Italics in original.)

Petitioners note that the TSP description under the heading "Minor Collectors" mentions linking arterials with the local street system, while the description under the heading "Neighborhood Collectors" does not mention linking to arterials. Because the Loop Road will connect to an arterial, Laurel Lane, at both ends, and because it could carry heavy truck traffic when adjoining properties develop, petitioners argue that, on balance, the Loop Road is more like a minor collector than a neighborhood collector.

The city responds that the TSP describes neighborhood collectors as a "subset" of the general category of collectors, and the city suggests that the description under the heading "Minor Collectors" is not limited to that subcategory but, instead, describes the overall category of "collector facilities," which includes both neighborhood and minor collectors. Under that interpretation, the city argues, both neighborhood and minor collectors are intended to "link arterials with the local street system."

We agree with petitioners that the city's findings on this point are inadequate. The city council's finding refer to "applicable standards in the IAMP, TSP and [BDC] described in the findings above." *See* n 2. However, we see no preceding findings that identify the applicable standards that the city used to

determine that the Loop Road is properly classified as a neighborhood collector rather than a minor collector. The respondent's brief also does not identify what criteria city staff used to determine the functional classification of the Loop Road. The interpretation of the TSP descriptions suggested in the respondent's brief might be sustainable, if it were adopted by the city council. However, interpretations of a local code provision offered for the first time in a respondent's brief at LUBA are not interpretations made by the local government. *Munkhoff v. City of Cascade Locks*, 54 Or LUBA 660, 665-66 (2007). Because the decision must be remanded in any event, as discussed below, the better course is to also remand under this subassignment of error for the city council to adopt more adequate findings, supported by any necessary local plan or code interpretations, to explain its conclusion that the Loop Road is properly classified as a neighborhood collector.

The first subassignment of error is sustained.

B. Street Standards

1. Minor Collector Standards

The findings address a number of BDC standards that apply to neighborhood collectors and conclude that the Loop Road meets those standards. For example, the findings note that the Yates Lane right-of-way is 60 feet wide, which complies with the 60-foot minimum right-of-way width for a neighborhood collector. Petitioners first argue that these findings are erroneous if, in fact, the proper classification for the Loop Road is minor collector. We agree

with petitioners that, if, on remand, the city concludes that minor collector is the appropriate functional classification, then the city must address compliance with the standards for a minor collector.

2. Roadway Width

Alternatively, petitioners argue that, even if neighborhood collector is the appropriate functional classification, the city still erred in two respects. Petitioners cite evidence that the paved roadway width for some portions of the Loop Road will be only 32 feet, and they argue that the minimum paved roadway width for a neighborhood collector under BDC Table 3.4.100(F) is 38 feet. The city does not respond to this argument or cite any findings addressing the minimum roadway width. We agree with petitioners that, on remand, the city must address compliance with the appropriate paved roadway width.

3. Lateral Improvements

Finally, petitioners argue, even if the Loop Road is classified as a neighborhood collector, the city erred in failing to require construction of lateral improvements such as sidewalks, planter strips, bicycle lanes, curbs, streetlights, and other improvements, as required by BDC 3.4.100(J), (O), and (X).

BDC 3.4.100(J) provides, "Sidewalks, planter strips and bicycle lanes shall be installed in conformance with the standards in Table 3.4.100, applicable provisions of the [TSP], the Comprehensive Plan, and adopted street plans. Maintenance of sidewalks, curbs, and planter strips is the continuing obligation of the adjacent property owner." BDC 3.4.100(O) provides, "Concrete curbs,

curb cuts, wheelchair, bicycle ramps and driveway approaches shall be constructed in accordance with the standards specified in Chapter 3.1 - Access and Circulation." BDC 3.4.100(X) provides, "Streetlights shall be installed in accordance with City standards which provides for installation at intervals of 300 feet."

The planning commission's decision explains that the full standards at BDC 3.4.100 will be met when adjoining properties are developed:

> "The City is purposefully not improving the street to the full standards identified in the BDC leaving those future improvements to be the responsibility of development along the roads being installed to the east of Laurel Lane. Those additional improvements that will be required at the time of development include curb, sidewalk, access cuts, and other associated street improvements. A four-foot-wide paved walking and bicycle path is included in the pavement width to support limited multi-path utilization." Record 21.

The city council also adopted findings rejecting petitioners' arguments that the requirements of BDC 3.4.100(J) and (X) must be met when the Loop Road is constructed:

> "Staff finds that [BDC 3.4.100(J)] is intended to apply at the time of site development of the adjacent property; it does not apply to the installation of a public roadway that provides access to the adjacent property. In this case, the 'applicable standards' of the TSP is the IAMP which does not include standards for sidewalks, planters and bike lanes. Further, under the Comprehensive Plan and adopted street plans (if any), the location, nature and extent of the sidewalks, planter strips and bike lanes will vary depending on the type and nature of development on the adjacent property. Moreover, any continuous curbs, planter strips or sidewalks that are installed now would be subject to frequent cuts, removal and damage as the

> adjacent properties develop with driveways, underground utility installations, construction traffic and other related impacts. Accordingly, staff finds that this criterion is intended to apply in coordination with [BDC 3.4.100(O)] concurrent with development of the adjacent property. * * * Finally, staff finds that it would be inappropriate and the city did not intend to impose a maintenance obligation for public improvements on the adjacent property owner until such time as the adjacent property develops. For these reasons, staff finds that this criterion does not apply. It will apply at the time the adjacent property develops and the design, location and installation of the improvements will be determined based on the nature of the development." Record 7.

The city council adopted a similar finding regarding the streetlights required under BDC 3.4.100(X).[3]

Petitioners argue that the city council's code interpretations are inconsistent with the express language of the relevant code provisions, which

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[3] The city council's findings state:

> "For the same reasons described in the findings above for [BDC 3.4.100(J)], staff concludes that [BDC 3.4.100(X)] does not apply. Staff interprets this standard to apply at the time the adjacent property develops. Until the site design of development on the subject properties is known, the City cannot determine the proper spacing for streetlights. Simply placing streetlights every 300 feet could conflict with the site plan for development on the adjacent properties (for example, driveway locations), which would then require lights to be removed and replaced. This results in unnecessary costs and potentially wasting public resources. Moreover, until the adjacent properties develop, there will be little need for street lights because there will be few if any pedestrians. Accordingly, staff finds that the city does not intend this criterion to apply to the installation of roadways except when provided in conjunction with development of the adjacent property." Record 8.

provide that certain infrastructure "shall be installed" and "shall be constructed." Petitioners contend that the required infrastructure may be long delayed, or never installed, if adjoining property owners fail to develop their properties. Petitioners also note that some of the properties that will be served by the Loop Road are already developed, and the city does not explain when and how the infrastructure for those properties will be constructed.

The city responds that nothing in the relevant code sections or elsewhere requires that such infrastructure be installed at the same time a roadway is built. We understand the city to argue that the relevant code provisions are silent or ambiguous on this point and that the city council's interpretation resolving that ambiguity is plausible and should be affirmed under the deferential standard of review that LUBA applies to a governing body's code interpretations under ORS 197.829(1).[4] *Siporen v. City of Medford*, 349 Or 247, 243 P3d 776 (2010).

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[4] ORS 197.829(1) provides:

> "[LUBA] shall affirm a local government's interpretation of its comprehensive plan and land use regulations, unless the board determines that the local government's interpretation:
>
> (a) Is inconsistent with the express language of the comprehensive plan or land use regulation;
>
> (b) Is inconsistent with the purpose for the comprehensive plan or land use regulation; [or]
>
> (c) Is inconsistent with the underlying policy that provides the basis for the comprehensive plan or land use regulation[.]"

We agree with petitioners. Although the relevant code provisions do not explicitly require concurrency between roadway construction and lateral improvements, the code provisions mandate that lateral improvements be constructed, with the strong implication that lateral improvements must be built at the same time as the roadway. As petitioners argue, if adjoining property is never developed, then, under the city council's interpretation, no lateral improvements will be constructed, contrary to the express requirements of the code. The city council's interpretation also provides no mechanism or process to require lateral improvements for already-developed properties that are adjacent to the new roadways. The clear purpose of the relevant code provisions is to require lateral improvements to be constructed along city roadways. The city council's interpretation may not be inconsistent with any *express* language in the cited code provisions, but it is certainly inconsistent with the purpose of those code provisions. Accordingly, we cannot affirm that interpretation. ORS 197.829(1)(b).

The second subassignment of error is sustained.

C. Other City Land Use Regulations

Petitioners argue that the city erred in failing to apply a number of other city land use regulations, including BDC chapter 4.2 (Development Review and Site Design Review); BDC chapter 3.1 (Access and Circulation); BDC chapter 3.2 (Landscaping, Street Trees, Fences and Walls); BDC 3.4.100(A) (Development Standards); BDC 3.4.100(G) (Traffic Signals and Traffic Calming

Features); BDC 3.4.100(I) (Street Alignment and Connections); BDC 3.4.100(K) (Intersection Angles); BDC 3.4.100(L) (Existing Rights-of-Way); BDC 3.4.100(Q) (Development Adjoining Arterial Streets); BDC 3.4.100(T) (Street Names); BDC 3.4.100(U) (Survey Monuments); BDC 3.4.100(V) (Street Signs); BDC 3.4.100(W) (Mail Boxes); BDC 3.4.100(Y) (Street Cross-Sections); BDC 3.4.400 (Storm Drainage); BDC 3.4.500 (Utilities); and BDC chapter 3.5 (Stormwater Management).

To explain why petitioners believe the foregoing are applicable approval criteria for the challenged decision, petitioners direct us to the jurisdictional section of the petition for review and to unspecified arguments in the first assignment of error. However, the jurisdictional section simply lists the same code provisions, in a footnote, without providing any basis to conclude that the cited code provisions are applicable approval criteria. Petition for Review 10 n 4. The only argument we can find in the first assignment of error that bears on any of the cited code provisions is a single paragraph arguing that transportation improvements are subject to site design review standards at BDC chapter 4.2. Petition for Review 27. The planning commission adopted findings rejecting this contention. Record 21. Petitioners do not challenge that finding or provide any basis to conclude that site design review standards or the other cited code provisions apply to the Loop Road project.

The third subassignment of error is denied.

D. BPA Subdistrict

Petitioners argue that the city erred in finding that the Loop Road is located entirely within the SC subdistrict.[5] According to petitioners, a portion of Devin Loop would be located within the BPA easement south of the Loop Road. Petitioners argue that property located within the BPA easement is subject to an entirely different subdistrict, the BPA Transmission Easement (BPA) subdistrict, which has its own regulations that the city did not apply.

The city responds first that petitioners failed to raise any issue during the proceedings below that the BPA subdistrict regulations apply, and petitioners are precluded from raising that issue for the first time at LUBA. ORS 197.835(3); ORS 197.797(1). In the reply brief, petitioners respond that ORS 197.835(4)(a) allows them to raise the issue raised in the fourth subassignment of error because the notices for the city's hearings failed to list the criteria that apply to the BPA

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[5] Again, rather than supply argument in support of this subassignment of error, petitioners direct us to unspecified arguments made in the jurisdictional section of the petition for review. Simply directing LUBA to unidentified arguments made in other sections of a brief runs the risk that LUBA will fail to locate those arguments. In addition, relying on arguments in the jurisdictional section of a petition for review to establish a basis for reversal or remand on the merits, especially in an appeal where jurisdiction is undisputed, runs the risk that such arguments will be overlooked. *See Regency Centers, L.P. v. Washington County*, 265 Or App 49, 61, 335 P3d 856 (2014) (LUBA was not required to scour the petition for review for material that potentially could have supported an argument that the county's decision involved a "proposed development of land" when the petitioners did not make that argument for themselves).

subdistrict.[6] The waiver question depends on whether the provisions of the BPA subdistrict are applicable criteria. We therefore turn to that question.

We agree with the city's response to the substance of the fourth subassignment of error that petitioners are mistaken and that the BPA easement is not subject to the BPA subdistrict, which is located a mile to the west. The city attaches to its brief a zoning map showing the different locations of the subject property and the BPA subdistrict.

The city is correct that the BPA easement south of the Loop Road is not subject to the BPA subdistrict. Petitioners' unsupported arguments under this subassignment of error do not provide a basis for reversal or remand.

The fourth subassignment of error is denied.

The second assignment of error is sustained, in part.

The city's decision is remanded.

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[6] ORS 197.835(4)(a) provides that a petitioner at LUBA may raise new issues that were not raised below if "[t]he local government failed to list the applicable criteria for a decision under ORS * * * 197.797(3)(b)[.]"

MORROW COUNTY BOARD OF COMMISSIONERS MEETING AGENDA
Tuesday, December 30, 2025 At 9:00 A.M.
Bartholomew Building Upper Conference Room
110 N. Court Street, Heppner, Oregon
Zoom Meeting Information On Page 2

1. **Call to Order and Pledge of Allegiance**
2. **Public Comment**
3. **Consideration and Adoption of Agenda**
4. **Business Items**
   a. Consideration to Approve Initial Project List for Capital Improvement Plan (Matthew Jensen)
   b. Update on CFAA for funding Community Mental Health Programs (Matthew Jensen)
5. **Adjourn**

Agendas are available every Friday on our website (www.co.morrow.or.us/meetings). Meeting Packets can also be found the following Monday.

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to Valerie Ballard at (541) 676-5613.

Pursuant to ORS 192.640, this agenda includes a list of the principal subjects anticipated to be considered at the meeting; however, the Board may consider additional subjects as well. This meeting is open to the public and interested citizens are invited to attend. Executive sessions are closed to the public; however, with few exceptions and under specific guidelines, are open to the media. The Board may recess for lunch depending on the anticipated length of the meeting and the topics on the agenda. If you have anything that needs to be on the agenda, please notify the Board office before noon of the preceding Friday. If something urgent comes up after this publication deadline, please notify the office as soon as possible. If you have any questions about items listed on the agenda, please contact Administrator, Matthew Jensen, 541-676- 2529.

Zoom Meeting Information
https://zoom.us/j/83773016778 Password: **97836** Meeting ID: 837 7301 6778

One tap mobile
+12532050468,,83773016778#,,,,*97836# US
+12532158782,,83773016778#,,,,*97836# US (Tacoma)

Zoom Specific Notes:
If joining by a browser, use the raise hand icon to indicate you would like to provide public comment, if and when allowed. If using a phone, press *9 to indicate you would like to speak and *6 to unmute when you are called on.
El Condado de Morrow ofrece la opción de subtítulos traducidos en Zoom.
Instrucciones: https://support.zoom.com/hc/es/article?id=zm_kb&sysparm_article=KB007415If you need further assistance, please contact Justin Nelson at jnelson@morrowcountyor.gov

Commissioner Contact Information		
David Sykes, Chair	Jeff Wenholz, Commissioner	Gus Peterson, Commissioner
dsykes@morrowcountyor.gov	jwenholz@morrowcountyor.gov	apeterson@morrowcountyor.gov
541-240-0909	541-240-0750	541-379-2597

AGENDA ITEM COVER SHEET
Morrow County Board of Commissioners

(for BOC Use)
Item #
4.a.

Presenter at BOC: Matthew Jensen, County Administrator **Date Submitted:** December 23, 2025

Department: Administration **Requested Agenda Date:** December 30, 2025

Short Title of Agenda Item: CIP Initial Project Approval

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

The Board of Commissioners met in a work session on December 17, 2025, to review the initial project list prepared by the Capital Improvement Plan Advisory Committee. The Committee presented a list of 30 capital projects that mainly focused on buildings, new and remodeled, that would assist in continuing government services across the County. Of the thirty (30) projects listed, fourteen (14) were selected for inclusion in the initial Capital Improvement Plan (CIP), which includes projects for the next five years (2027-2031). An additional thirteen (13) projects were noted as important projects but should be included in future CIP consideration beyond fiscal year 2031. Three (3) projects were determined to not be a priority at this time.

As these discussions were held in a work session, no final approving action could be taken. Staff requests that the Board approves a motion to proceed with full estimating and scope development for the fourteen (14) approved projects in anticipation of a final presentation to the Board in February.

For the Board's consideration, an informal request for written solicitation for a consultant to assist in the final presentation has been distributed. The County has received several interested responses and proposals will be received before this meeting. Due to the anticipated amount of the contract, the Board is not expected to take any action. With the Board's approval of the project list, the Advisory Committee will meet with the chosen consultant on January 6, 2026, to review projects and make assignments.

2. FOR CONTRACTS AND AGREEMENTS:

Contractor/Entity:

Contractor/Entity Address:

Effective Dates - From: Through:

Total Contract Amount:

3. FISCAL IMPACT:

Approval of the project list has no immediate fiscal impact. However, adoption of the final CIP will provide budgeting direction for the next five years that can be adjusted on an annual basis. The consultant contract is anticipated to be less than $50,000 and will be taken from budgeted funds for strategic development.

4. SUGGESTED ACTION(S)/MOTION(S):

Motion to approve the initial project list of fourteen (14) projects for inclusion in the five-year capital improvement plan.

5. Reviewed By:

Matthew Jensen, County Administrator Created/Initiated - 12/23/2025

Matthew Jensen, County Administrator — Approved - 12/23/2025
Matthew Jensen, County Administrator — Final Approval - 12/23/2025

6 . ATTACHMENTS:

1. 2026 CIP Project Files - 2025 12 30

Preliminary Capital Projects List

					5-Year Consideration		
Project	**Reason**	**Fund**	**Reserve Funds**		**Yes**	**Extend**	**No**
Circuit Courthouse	Federal/State	Courts	$	18,803,004	☑	☐	☐
Courthouse Annex - City of Boardman	Expanded Svs	Courts	$	-	☑	☐	☐
Fair Flood Mitigation	Safety	Fair	$	-	☑	☐	☐
Fair Grounds - Dance Hall / Arcade Project	Modernization	Fair	$	1,223,000	☑	☐	☐
Fair Stadium Stabilization & ADA Access	Safety	Fair	$	-	☑	☐	☐
Facilities Shop	Federal/State	General	$	-	☑	☐	☐
Historic Courthouse Seismic Upfit	Safety	General	$	-	☑	☐	☐
Public Health Building - Boardman Facility	Operational	General	$	2,000,000	☑	☐	☐
Sheriff's Office Building - New Structure	Operational	General	$	-	☑	☐	☐
Weeds Building	Expanded Svs	General	$	-	☑	☐	☐
Anson Wright Shower/Office Building	Operational	Parks	$	-	☑	☐	☐
Heritage Trail	Expanded Svs	Parks	$	2,000,000	☑	☐	☐
Electrical Management & Generator at PW	Safety	PW	$	-	☑	☐	☐
SW Transfer Station Improvements	Expanded Svs	PW	$	-	☑	☐	☐
Fair Arena Improvements & Announcer Stand	Modernization	Fair	$	-	☐	☑	☐
Fair Grounds Parking	Modernization	Fair	$	-	☐	☑	☐
New Stage - Mobile or stationary	Expanded Svs	Fair	$	-	☐	☑	☐
Sheep Barn Roof & Structure	Modernization	Fair	$	-	☐	☑	☐
Historic Courthouse Exterior Update	Modernization	General	$	-	☐	☑	☐
Historic Courthouse Interior Remodel	Modernization	General	$	1,000,000	☐	☑	☐
Sheriff's Office North Satellite Building	Expanded Svs	General	$	-	☐	☑	☐
Cutsforth Park 4-H Building Replacement	Modernization	Parks	$	-	☐	☑	☐
New Park on Columbia River	Expanded Svs	Parks	$	-	☐	☑	☐
OHV Lodge Building	Expanded Svs	Parks	$	-	☐	☑	☐
Public Works Admin Building - Lexington	Modernization	PW	$	2,000,000	☐	☑	☐
Public Works Shop - North County	Expanded Svs	PW	$	-	☐	☑	☐
Public Transit Building - Boardman	Expanded Svs	Transit	$	651,073	☐	☑	☐
Airport Pilots Lounge	Expanded Svs	General	$	-	☐	☐	☑
Sheriff Shooting Range	Expanded Svs	General	$	-	☐	☐	☑
Sheriff's Office Emergency Operation	Safety	General	$	-	☐	☐	☑

Planning Considerations
Fairgrounds Flood Mitigation Plan
Fairgrounds Master Plan
Parks Master Plan

AGENDA ITEM COVER SHEET
Morrow County Board of Commissioners

(for BOC Use)
Item #
4.b.

Presenter at BOC: Matthew Jensen, County Administrator **Date Submitted:** December 23, 2025

Department: Administration **Requested Agenda Date:** December 30, 2025

Short Title of Agenda Item: Update on CMHP Funding

1. ISSUES, BACKGROUND, DISCUSSION AND OPTIONS (IF ANY):

The CFAA provides the majority of funding for the County's Community Mental Health Programs. Historically, the County has contracted with Community Counseling Solutions (CCS) to provide these services. These services are generally funded by the State of Oregon on a biennial cycle with the most recent contract expiring on June 30, 2025. In negotiating a new funding agreement, the State made some minor but significant adjustments that would open up the counties to covering the costs of these programs if State funding was withdrawn. This liability was unacceptable and the Association of Oregon Counties along with several county counsels led a negotiation session with the Governor's Office to address this exposure.

Initial discussions hit an impasse and an amendment extending the current contract to December 31, 2025, was distributed to each county. The CCS contract had a clause that automatically extended their term if the CFAA term was amended. Negotiations continued until last week when a compromise was made that allowed the Governor's Office and AOC to provide a path forward. A red-lined copy of this contract (without contractual amounts) is attached for your consideration. As part of the compromise, the contract acknowledges that many counties may not be able to adopt the contract before December 31, 2025. In good faith, the contract will retroactively cover any services provided between January 1, 2026 and actual adoption of the contract.

With this settlement, the County has three steps that it needs to take:

1. **Adopt Local Plan** - This is a comprehensive plan which outlines the County's approach on administering mental health programs. CCS has developed and submitted the Local Plan to the state and has received its approval. After a review with CCS, the Local Plan will be presented to the entire Board, as the Local Mental Health Authority, for approval.
2. **Approve CFAA Contract** - This is the funding document from the State. The County has not received the final iteration and needs to confirm a few issues around prevention funding. The term is anticipated to be January 1, 2026 through June 30, 2027. Generally, these contracts are submitted via electronic signature so the Board may need to designate a single person to sign.
3. **Award Provider Contract** - The contract with CCS has expired with the previous CFAA. Due to the uncertain nature of the CFAA negotiations, the County did not issue an RFP for these services. It is recommended that a Sole Source Determination be granted to CCS. County Counsel is outlining the process for proper notification for other interested parties.

As such, staff anticipates this work to largely take place at the Board meeting on January 21, 2026. We would rather delay action and make sure all is in order. This delay is softened as the assurance has been given that all services will be retroactively covered.

2. FOR CONTRACTS AND AGREEMENTS:

Contractor/Entity:

Contractor/Entity Address:

Effective Dates - From: Through:

Total Contract Amount:

3. FISCAL IMPACT:

Presentation and Update only.

4. SUGGESTED ACTION(S)/MOTION(S):

No action required.

5. Reviewed By:

Matthew Jensen, County Administrator	Created/Initiated - 12/23/2025
Matthew Jensen, County Administrator	Approved - 12/23/2025
Matthew Jensen, County Administrator	Final Approval - 12/23/2025

6 . ATTACHMENTS:

1. agreed-upon red lined CFAA1 12-17-25

In compliance with the Americans with Disabilities Act, this document is available in alternate formats such as Braille, large print, audio recordings, Web-based communications, and other electronic formats. To request an alternate format, please send an e-mail to dhs-oha.publicationrequest@odhsoha.oregon.gov or call 503-378- 3486 (voice) or 503-378-3523 (TTY) to arrange for the alternative format.

AGREEMENT # «KT»

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

This 2026-2027 Intergovernmental Agreement for the Financing of Community Mental Health Programs (this "**Agreement**") is between the State of Oregon acting by and through its Oregon Health Authority ("**OHA**") and **«AGENCY_NAME»,** a political subdivision of the State of Oregon ("**County**").

RECITALS

1. OHA is authorized to assist Oregon counties and groups of Oregon counties in the establishment and financing of Community Mental Health Programs (as hereinafter defined) operated or contracted for by one or more counties;

2. County has established and proposes, during the term of this Agreement, to operate or contract for the operation of a Community Mental Health Program in accordance with the policies, procedures, and administrative rules of OHA;

3. County has requested Financial Assistance (as hereinafter defined) from OHA to operate or contract for the operation of its Community Mental Health Program;

4. OHA is willing, upon the terms and conditions of this Agreement, to provide Financial Assistance to County to operate or contract for the operation of its Community Mental Health Program to provide the Services (as hereinafter defined); and

5. Various statutes authorize OHA and County to collaborate and cooperate in providing for basic services and incentives for community-based care in a manner that ensures appropriate and adequate statewide Service delivery capacity.

AGREEMENT

NOW, THEREFORE, in consideration of the foregoing premises and other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the parties hereto agree as follows:

1. **Effective Date and Duration.** This Agreement shall become effective on January 1, 2026 (the "**Effective Date**"). Unless terminated earlier in accordance with its terms, this Agreement shall expire on June 30, 2027.

2. **Agreement Documents, Order of Precedence.** This Agreement consists of the following documents:

This Agreement without exhibits
Exhibit A Definitions
Exhibit B Service Descriptions
Exhibit C Financial Assistance Award
Exhibit D Special Terms and Conditions
Exhibit E General Terms and Conditions
Exhibit F Standard Terms and Conditions
Exhibit G Required Federal Terms and Conditions
Exhibit H Insurance Requirements
Exhibit I Catalog of Federal Domestic Assistance (CFDA) Number Listing

In the event of a conflict between two or more provisions within any of the documents comprising this Agreement, the language in the provision with the highest precedence will control. The precedence of each of the documents comprising this Agreement is as follows, listed from highest precedence to lowest precedence: (i) this Agreement without exhibits, (ii) Exhibit G, (iii) Exhibit A, (iv) Exhibit C, (v) Exhibit D, (vi) Exhibit B, (vii) Exhibit F, (viii) Exhibit E, (ix) Exhibit H, (x) Exhibit I.

EACH PARTY, BY EXECUTION OF THIS AGREEMENT, HEREBY ACKNOWLEDGES THAT IT HAS READ THIS AGREEMENT, UNDERSTANDS IT, AND AGREES TO BE BOUND BY ITS TERMS AND CONDITIONS.

3. Signatures.

«County»
By:

_____	_____	_____	_____
Authorized Signature	Printed Name	Title	Date

State of Oregon, acting by and through its Oregon Health Authority
By:

_____	_____	_____	_____
Authorized Signature	Printed Name	Title	Date

Approved by: Director, OHA Behavioral Health Division
By:

_____	_____	_____	_____
Authorized Signature	Printed Name	Title	Date

Approved for Legal Sufficiency:
Approved by Lisa Gramp, Sr. Assistant Attorney General on XXXX XX, 2025; email in Agreement file

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT A
DEFINITIONS

As used in this Agreement, the following words and phrases have the indicated meanings. Certain additional words and phrases are defined in the Service Descriptions and Special Conditions. When a word or phrase is defined in a particular Service Description or Special Condition, the word or phrase will not have the ascribed meaning in any part of the Agreement other than the particular Service Description or Special Condition in which it is defined.

1. **"Addiction Treatment, Recovery, & Prevention Services"** means Services for Individuals at risk of developing or diagnosed with SUD.

2. **"Aging and People with Disabilities"** or **"APD"** means a division within the Oregon Department of Human Services that is responsible for management, financing, and regulating services for aging adults and people with disabilities.

3. **"Agreement Settlement"** means OHA's reconciliation, after termination or expiration of this Agreement, of amounts OHA actually disbursed to County with amounts that OHA is obligated to pay to County under this Agreement from the Financial Assistance Award, as determined in accordance with the Financial Assistance calculation methodologies set forth in the Service Descriptions.

4. **"Allowable Costs"** means the costs described in 2 CFR Part 200 or 45 CFR Part 75, as applicable, except to the extent such costs are limited or excluded by other provisions of this Agreement, whether in the applicable Service Descriptions, Special Conditions identified in the Financial Assistance Award, or otherwise.

5. **"Allowable Services"** means the reasonable, allocable, and necessary Services eligible for funding through this Agreement.

6. **"Behavioral Health"** refers to mental and emotional wellbeing or actions that affect wellness.

7. "**Behavioral Health Disorder**" means a mental illness, Mental or Emotional Disturbance, or Substance Use Disorder.

8. **"Behavioral Health Division"** or **"BHD"** means for the purpose of this Agreement, the division of OHA that is responsible for the functions described in ORS 430.021(2), including but not limited to coordinating, assisting, and directing a Community Mental Health Program in cooperation with local government units and integrate such a program with the state Community Mental Health Program, and direct and coordinate Addiction Treatment, Recovery, & Prevention Services.

9. **"Behavioral Health Prevention"** means interventions to minimize Behavioral Health Problems by addressing determinants of Behavioral Health Problems before a specific Behavioral Health Problem has been identified in the Individual, group, or population of focus.

10. "**Behavioral Health Problem**" means a mental illness, Mental or Emotional Disturbance, Substance Use Disorder, or serious psychological distress and suicide.

11. **"Behavioral Health Promotion"** means a set of strategies that encourage and increase protective factors and health behaviors to help prevent the onset of a diagnosable Behavioral Health Disorders and reduce risk factors that can lead to the development of a Behavioral Health Disorder.

12. "**Budget**" means the written plan of projected income and expenditures for Services paid for with the Financial Assistance, as approved by OHA.

13. **"Community Mental Health Program"** or **"CMHP"** means an entity established under ORS 430.620 that is responsible for planning and delivery of Services for Individuals with or at risk of developing a Behavioral Health Disorder in a specific geographic area of the state under an agreement with OHA or a Local Mental Health Authority.

14. **"Coordinated Care Organizations"** or **"CCO"** means a corporation, governmental agency, public corporation, or other legal entity that is certified as meeting the criteria adopted by the Oregon Health Authority under ORS 414.572 to be accountable for care management and to provide integrated and coordinated health care for each of the organization's members.

15. **"County Financial Assistance Administrator"** means a County appointed officer to administer this Agreement and amend the Financial Assistance Award on behalf of County, by execution and delivery of amendments to this Agreement in the name of County, in hard copy or electronically.

16. **"Federal Funds"** means all funds paid to County under this Agreement that OHA receives from an agency, instrumentality, or program of the federal government of the United States.

17. **"Financial Assistance Award"** or **"FAA"** means the description of financial assistance set forth in Exhibit C.

18. **"Financial Assistance"** means all or a portion of the Financial Assistance Award.

19. **"Individual**" or **"Client"** means any person being considered for or receiving Services funded with the Financial Assistance.

20. **"Local Mental Health Authority" or "LMHA"** has the meaning set forth in ORS 430.630(9)(a).

21. **"Local Plan"** or **"Plan"** means the comprehensive plan, adopted by the Local Mental Health Authority as set forth in ORS 430.630(9) and approved by OHA in accordance with ORS 430.640(1)(f). Each Local Mental Health Authority that operates or contracts for the operation of a Community Mental Health Program shall determine the need for local services and adopt a comprehensive Local Plan for the delivery of services for children, families, adults and older adults that describes the methods by which the Local Mental Health Authority shall provide or ensure provision of those services. The Local Plan must describe, among other things, how County will provide or ensure provision of the Services outlined in Exhibit B with the Financial Assistance. The Plan shall be consistent with content and format to that of OHA's Local Plan guidelines located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall provide Services in accordance with the Local Plan and Budget.

22. **"Mandated State Data System"** means the OHA data system that stores non-Medicaid Service data submitted by OHA contractors and subcontractors.

23. **"Medicaid"** means the federal grant-in-aid program to state governments to provide medical assistance to eligible individuals under Title XIX of the Social Security Act. (OAR 309-019-0105(96)).

24. **"Mental or Emotional Disturbance"** means a disorder of emotional reactions, thought processes, or behavior that results in substantial subjective distress or impaired perceptions of reality or impaired ability to control or appreciate the consequences of the person's behavior and constitutes a impairment of the resident's social, educational, or economic functioning. Medical diagnosis and classification must be consistent with the Diagnostic and Statistical Manual of Mental Disorders (DSM 5-TR) of the American Psychiatric Association."

25. **"Misexpenditure"** means funds, other than an Overexpenditure, disbursed to County by OHA under this Agreement and expended by County that are:

a. Identified by the federal government as expended contrary to applicable statutes, rules, OMB Circulars, or 45 CFR Part 75, as applicable, or any other authority that governs the permissible expenditure of such funds, for which the federal government has requested reimbursement by the State of Oregon, whether in the form of a federal determination of improper use of federal funds, a federal notice of disallowance, or otherwise; or

b. Identified by the State of Oregon or OHA as expended in a manner other than that permitted by this Agreement, including without limitation any funds expended by County contrary to applicable statutes, rules, OMB Circulars, or 45 CFR Part 75, as applicable, or any other authority that governs the permissible expenditure of such funds; or

c. Identified by the State of Oregon or OHA as expended on the delivery of a Service that did not meet the standards and requirements of this Agreement with respect to that Service.

26. **"ODHS"** means the Department of Human Services of the State of Oregon.

27. **"Older Adults"** means adults who are 60 years old or older.

28. **"OHA Contract Administrator"** means the person identified in Section 16 of Exhibit F or their designee.

29. **"Overexpenditure"** means funds disbursed to County by OHA under this Agreement and expended by County that is identified by the State of Oregon or OHA, through Agreement Settlement or any other disbursement reconciliation permitted or required under this Agreement, as in excess of the funds County is entitled to as determined in accordance with Exhibit C, "Financial Assistance Award" or in Exhibit D, "Special Terms and Conditions."

30. **"Provider"** means an entity or qualified person that holds all licenses, certificates, authorizations, and other approvals required by applicable law to deliver the Services. Provider also includes County if County provides the Service directly.

31. **"Provider Contract"** means the agreement by and between County and a Provider under which County subcontracts for the provision of certain Services, the terms and conditions of which must

be consistent with this Agreement with regard to any duties or obligations that are subcontracted. OHA's consent to any Provider or Provider Contract does not relieve County of any of its duties or obligations under this Agreement and County remains responsible for such duties or obligations regardless of any Provider Contract. The Provider Contract must be in writing, identify for sub-recipients the amount of federal funds included in the Provider Contract and provide the CFDA number.

32. "**Qualifying Mental Disorder**" means:

a. A developmental or intellectual disability, traumatic brain injury, brain damage or other biological dysfunction that is associated with distress or disability causing symptoms or impairment in at least one important area of the defendant's or youth's functioning and is defined in the current Diagnostic and Statistical Manual of Mental Disorders (DSM 5-TR) of the American Psychiatric Association; or

b. Any diagnosis of a psychiatric condition which is a significant behavioral or psychological syndrome or pattern that is associated with distress or disability causing symptoms or impairment in at least one important area of the defendant's or youth's functioning and is defined in the Diagnostic and Statistical Manual of Mental Disorders (DSM 5-TR) of the American Psychiatric Association.

c. Qualifying Mental Disorder does not include:

(1) A diagnosis solely constituting the ingestion of substances (e.g., chemicals or alcohol), including but not limited to transitory, episodic alcohol or drug-induced psychosis;

(2) An abnormality manifested solely by repeated criminal or otherwise antisocial conduct;

(3) An abnormality constituting a personality disorder; or

(4) Constituting solely a conduct disorder for a youth.

33. "**Required Federal Terms and Conditions**" mean the requirements set forth in Exhibit G.

34. **"Service(s)"** or **"Core Service Area(s)"** means any one of the following Services or group of related Services as described in the Service Descriptions.

Service Name	Service Code
Core Service Area(s):	BHD 500
a. System Management & Coordination	
b. Crisis Services	
c. Forensic & Involuntary Services	
d. Outpatient & Community-Based Services	
e. Residential & Housing Services	
f. Behavioral Health Promotion & Prevention	
g. Block Grant Funded Services	
h. Invoiced Services	

35. **"Service Description"** means the description of the Services as set forth in Exhibit B.

36. "**Service Priorities**" means the tiered provision of Services set forth in Section 2 of Exhibit B ~~interpreted consistent~~, provided that such Service Priorities do not conflict with ORS Ch. 430~~.~~.

Commented [MV1]: See ORS 430.644

Commented [LG2]: This revision allocates the appropriate authority of OHA to establish the priority of funding consistent with ORS 430.646 and ORS 430.644 and OHA's mandatory obligations under ORS 426 and ORS 161.

37. **"Special Condition"** means a clause added to a specific line item in the Financial Assistance Award.

38. **"Substance Use Disorder**" or "**SUD**" means, as defined in DSM-5-TR, disorders related to the taking of a drug of abuse including alcohol, the side effects of a medication, or a toxin exposure. The disorders include substance use disorders and substance-induced disorders, which include substance intoxication and withdrawal, and substance-related disorders such as delirium, neuro-cognitive disorders, and substance-induced psychotic disorder.

39. **"Substantial Compliance"** means a level of adherence to applicable administrative rules, statutes, other applicable regulations, and the required metrics associated with each Core Service Area that, even if one or more requirements is not met in the reasonable determination of OHA, subject to any and all ORS 183 appeal rights, does not:

- **a.** Constitute a danger to the health, welfare, or safety of any Individual or to the public;
- **b.** Constitute a willful, negligent, or ongoing violation of the rights of any Individuals as set forth in administrative rules; or
- **c.** Constitute significant impairment to the accomplishment of the purposes in providing funding through this Agreement.

40. **"Trauma Informed Services"** means services that are reflective of the consideration and evaluation of the role that trauma plays in the lives of people seeking mental health and substance use services, including recognition of the traumatic effect of misdiagnosis and coercive treatment. Trauma Informed Services are responsive to the vulnerabilities of trauma survivors and are delivered in a way that avoids inadvertent re-traumatization and facilitates individual direction of services. (OAR 309-019-0105(162)).

41. **"Underexpenditure"** means funds disbursed by OHA under this Agreement that remain unexpended at Agreement termination or expiration, other than funds County is permitted to retain and expend in the future under Exhibit E, "General Terms and Conditions," section 3.b."

42. **"Young Adult in Transition"** means an Individual who is developmentally transitioning into independence, sometime between the ages of 14 to 25. (OAR 309-019-0105(172)).

Commented [LG3]: OHA is fine with this standard.

Commented [MV4]: OHA committed to adding more language to address counties concerns about unilateral decision-making. We will respond to any additions, including the addressing of potential remedies.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT B
SERVICE DESCRIPTIONS

The parties acknowledge and agree that the Financial Assistance provided in this Agreement may not be sufficient to fully provide the Services to all Individuals. Likewise, the parties acknowledge and agree that the Local Plan and Budget, as well as County's CMHP obligations under ORS 430.630, encompass obligations that are not covered by this Agreement. Nothing in this Agreement entitles a third party to enforce its terms.

In addition, OHA acknowledges that County is not a party to the Mink-Bowman litigation. The intention of this Agreement is, consistent with ORS 430.646(1)-(3) and ORS 430.644, to ensure that the Financial Assistance is prioritized for the Service Priorities. In no event will County be required to use funds other than the Financial Assistance to fund the Services ~~or other requirements that solely arise under this agreement.~~ in this Exhibit B. Likewise, this Agreement does not create an obligation for County to create residential infrastructure.

County shall provide the Services described in this Exhibit B with the Financial Assistance Award provided by this Agreement, in accordance with the approved Local Plan and corresponding Budget. In providing the Services described in this Exhibit B, County shall follow the Service Priorities identified in Section 2. of this Exhibit B. To the extent that the Service Priorities set forth in Section 2.a. are adequately funded with the Financial Assistance, then, to the extent that Financial Assistance remains available, County shall provide the lower tiered Service Priorities in Section 2. County's compliance with this Exhibit B will be solely determined based on whether: (i) County has an approved Local Plan and Budget; (ii) is in Substantial Compliance with the required metrics for each Core Service Area in consideration of the approved Local Plan and Budget ~~consistent with the approved Local Plan and Budget~~; and (iii) is in Substantial Compliance with the required services section for each Core Service Area in consideration of the approved Local Plan and Budget ~~consistent with the approved Local Plan and Budget.~~ .

1. **Goals**. The parties agree that the goals of this Agreement are to:

- **a.** Provide a coordinated crisis system to all Individuals within the geographic service area of the County(ies).
- **b.** Provide individualized services to ensure that people are served in the least restrictive most integrated setting possible allowing Individuals across the lifespan to live as independently as possible.
- **c.** Coordinate access to stable housing to prevent Individuals with Behavioral Health Disorders and their families from being unhoused.
- **d.** Services address the unique needs of Individuals without regard to race, ethnicity, gender, gender identity, gender presentation, sexual orientation, religion, creed, national origin, age, intellectual and/or developmental disability, IQ score, or physical disability.
- **e.** Reduce risk of unnecessary emergency department utilization, criminal/legal involvement, and acute psychiatric hospitalizations by providing upstream services.
- **f.** Provide a trained, competent and compassionate system for Individuals at risk of involuntary civil or forensic commitment that focuses on diversion these services, when appropriate.
- **g.** Engage, and when appropriate, lead in community efforts that decrease deaths by suicide.

Commented [MV5]: While we can see this as a concession on OHA's responsibilities, we are concerned about how this specifically reads and may be interpreted in light of the Mink-Bowman litigation. For this reason, striking it entirely could resolve any concern over misinterpretation.

Commented [MV6]: We agree there may be some provisions that will require funding being spent, such as compliance with federal laws. This language would support the spending on the services without extending to any requirements that are already required under state or federal law.

Commented [LG7]: OHA rejects this change because the language proposed undermines the accountability of CMHPs for the Services provides by CMHPs. OHA's revisions reaffirms that there is no obligation for Services beyond the Financial

Commented [EM8]: The Counties propose language that more clearly indicates their obligations are inclusive of the entire agreement, not just the service priorities and in order to align the contract with

Commented [SE9R8]: Agreed. The current contract draft appears to leave multiple requirements in the CFAA unfunded. I still am unsure if that is actually OHA's intent or if (more likely) it is just a byproduct

Commented [KP10]: This would nullify the contribution language that resides outside of Exhibit B. This would effectively result in the State indemnifying the county, which it cannot legally do under Article

Commented [EM11]: Since OHA has declined to provide a clear definition of "service priorities", the Counties are seeking to clarify what constitutes "compliance" with the service priorities, and focus that

Commented [SE12R11]: Agreed. If OHA wants counties to sacrifice critical preventative health services, which would likely increase mental health needs long term, then OHA should say so. If not, then

Commented [EM13]: Since OHA has declined to provide a clear definition of "service priorities", the Counties are seeking to clarify what constitutes "compliance" with the service priorities, and focus that

Commented [EM14]: Memorializes OHA's email of October 8, 2025, regarding statutory obligations in order to address county concerns regarding assignation of liability and statutory obligations.

Commented [SE15R14]: Agreed. OHA told Marion County that "the CFAA does not override statutory requirements." This mirrors that.

Commented [LG16]: The Local Plan does not currently contain sufficient detail to be contractually binding and does not override the contractual provisions for required metrics and required services.

h. Engage, and when appropriate, lead in community efforts that decrease overdose and overdose deaths.

i. Engage, and when appropriate, lead in community efforts that decrease unnecessary criminal/legal involvement for Individuals with Behavioral Health Disorders.

2. **Service Priorities. The Individuals described under each subsection below are listed in no particular order. County shall be in Substantial Compliance with the required metrics and required services under each Core Service Area in consideration of the approved Local Plan and Budget ~~consistent with the Local Plan and Budget.~~**

Commented [LG17]: Same comment as above

a. **County shall give first priority in providing Services to each of the following, based on community need:**

(1) **Aid & Assist – Individuals who the court:**

(a) Has reason to doubt are fit to proceed by reason of incapacity (as defined in ORS 161.360) under ORS 161.365;

(b) Has determined lack the fitness to proceed under ORS 161.370 but has not yet determined what action to take under ORS 161.370(2)(c);

(c) Has found to lack fitness to proceed under ORS 161.370 and are committed to the custody of the superintendent of the Oregon State Hospital (OSH); or

(d) Has determined lack of fitness to proceed under ORS 161.370 and are ordered to engage in community restoration services.

(e) Has determined to have no substantial probability of gaining or regaining fitness under ORS 161.367 and who are being discharged to the community.

(2) **Psychiatric Security Review Board (PSRB – Individuals who:**

(a) Are found guilty except for insanity of a criminal offense under ORS 161.327 or responsible except for insanity under ORS 419C.529; or

(b) Are committed as extremely dangerous persons with qualifying mental disorders under ORS 426.701, or recommitted under ORS 426.702.

(3) **Civil Commitment - Individuals who:**

(a) Are currently committed to OHA for treatment under ORS 426.130 or recommitted to OHA under ORS 426.307;

(b) Are diverted through the civil commitment process to voluntary treatment, conditional release, outpatient commitment, and assisted outpatient treatment (AOT) as described in ORS 426.125 through ORS 426.133, or ORS 426.237; or

(c) Require emergency hold, custody, or secure transport services under ORS 426.228, ORS 426.231, ORS 426.232 and ORS 426.233, or are being held on a warrant of detention pending a civil commitment hearing under ORS 426.070.

b. **Depending on the availability of funds, County shall give second priority in providing Services to Individuals who are 18 years or older, and have a mental illness(es), including co-occurring mental health and Substance Use Disorders, and who as a result of their symptoms from their mental illness:**

(1) Have had law enforcement contact that could have resulted in an arrest, citation, booking, criminal charge, or transport to jail, but have instead been referred to County for Services;

(2) Are in jail and are in need of mental health treatment; or

(3) In the previous six months, have been twice detained on an emergency hold under ORS 426.232 or on a warrant of detention under ORS 426.070 but have not yet, as a result, been civilly committed.

c. Depending on the availability of funds, County shall give third priority in providing Services to all other Individuals, who do not otherwise qualify under Subsection 2.a and 2.b of Exhibit B, who:

(1) Are at immediate risk of hospitalization for the treatment of Mental or Emotional Disturbances, or are in need of Services to avoid hospitalization or posing a health or safety risk to themselves or others;

(2) Are under 18 years of age who, in accordance with the assessment of professionals in the field of mental health, are at immediate risk of removal from their homes for treatment of Mental or Emotional Disturbances or exhibit behavior indicating high risk of developing disturbances of a severe or persistent nature;

(3) Because of the nature of their mental illness, their geographic location or their family income, are least capable of obtaining assistance from the private sector; or

(4) In accordance with the assessment of professionals in the field of mental health, are experiencing Mental or Emotional Disturbances but will not require hospitalization in the foreseeable future.

d. Depending on the availability of funds, County shall give fourth priority in providing Services to all other Individuals who do not otherwise qualify under Subsections 2.a through 2.c of Exhibit B, and who have or are at risk of developing a Mental or Emotional Disturbance or Substance Use Disorder.

3. Core Service Areas

a. System Management and Coordination

(1) Planning and Service Delivery

(a) Description: County is responsible for developing a comprehensive Local Plan that describes how County will deliver mental health Services for Individuals that are responsive to the needs of Individuals in their community, as described in ORS 430.630(9).

(b) Population: County shall provide a delivery system for Services responsive to Individuals with Behavioral Health needs in their geographic service area, which specifically addresses the needs of Individuals described in Section 2.a of Exhibit B.

(c) Required Services: County shall:

i. Establish and maintain a structure for meaningful system design and oversight of Services funded with the Financial Assistance;

ii. Submit a comprehensive Local Plan, consistent with ORS 430.630(9) and this Agreement;

iii. Implement the delivery of Services as described in the County's Local Plan approved by OHA;

iv. Monitor the delivery of Services described in the County's Local Plan approved by OHA;

v. Evaluate delivery of Services described in the County's Local Plan approved by OHA;

vi. Ensure adequate administrative support for:

A. Activities related to contract negotiation, administration, and monitoring as needed to meet the Service needs of Individuals receiving Services under this Agreement;
B. Data collection, performance measurement, and reporting;
C. Activities to support the County's mental health advisory committee required in ORS 430.630(7); and
D. Activities to support collaboration in new developments for residential treatment, foster homes, crisis stabilization centers supported housing, and independent living resources.

vii. Provide complex case consultation, care coordination, and transition coordination as appropriate to the needs, preferences, and choices of each Individual including, but not limited to:
A. Coordination of Services not funded by Medicaid;
B. Providing assistance to interested Individuals in applying for public assistance, medical assistance, and any other state or federal benefits that they may be eligible for;
C. Collaborate with OSH, OHA, or ODHS to verify that entitlement enrollments (e.g. Medicaid, Medicare, SSI/SSDI) are in place and anticipated to be active upon discharge from a community hospital, residential treatment program, or OSH.
D. Facilitate access to quality, individualized community-based Services so that Individuals are served in the most integrated, least restrictive setting possible.

(d) **Other Allowable Services (Subject to Availability of Funds):** County may provide:
i. Public education and information related to Behavioral Health.
ii. Guidance and assistance to other human Service agencies for joint development of prevention programs and activities to reduce factors causing alcohol abuse, alcoholism, drug abuse and drug dependence.
iii. In the event of a disaster declaration, disaster response, crisis counseling Services to include responding to local disaster events by:
A. Providing Crisis counseling and critical incident stress debriefing to disaster victims; police, firefighters and other "first-responders"; disaster relief shelters; and the community-at-large.
B. Coordinating crisis counseling Services with County Emergency Operations Manager (CEOM); and providing crisis counseling and stress management Services to Emergency Operations Center staff according to agreements established between the County and CEOM.
C. Assisting other counties in the provision of these Services as part of a mutual aid agreement.

(e) **Required Metrics:** County shall be in Substantial Compliance with all reporting deadlines associated with the Local Plan and as otherwise noted in this Agreement.

(2) **Protective Services:**
(a) **Description:** Protective services are the necessary actions taken by the County to prevent abuse or exploitation of an adult, to prevent self-destructive acts,

and to safeguard the adult's person, property and funds, including petitioning for a protective order as defined in ORS 125.005.

(b) Population:

i. Adults with severe and persistent mental illness who receive mental health treatment from a community program as defined in ORS 430.735. Services may be provided posthumously in the event a person who would otherwise be eligible if living was reported to have died in a manner other than natural or accidental means.

ii. Severe and Persistent Mental Illness has the meaning set forth in OAR 419-110-0010

iii. The prioritization categories, described in Section 2 of Exhibit B, do not apply to Protective Services.

(c) Required Services: County shall provide protective services as described in OAR Chapter 419 Division 110, and ensure they are completed in the least intrusive manner feasible and support the greatest level of independence.

b. Crisis Services

(1) Description: Crisis services are designed to prevent or ameliorate a Behavioral Health crisis or reduce acute symptoms of a mental illness or a Substance Use Disorder.

(2) Population: Individuals experiencing a Behavioral Health crisis as defined by OAR 309-023-0110. The prioritization categories, described in Section 2 of Exhibit B, do not apply to crisis services.

(3) Required Services: County shall provide or ensure provision of mobile crisis intervention services (MCIS) and mobile response and stabilization services (MRSS) delivered in accordance with OAR Chapter 309 Division 72 as may be revised from time to time.

(4) Other Allowable Services (Subject to Availability of Funds): To the extent that MCIS and MRSS Services are in Substantial Compliance with OAR Chapter 309 Division 72, as may be revised from time to time, funds may also be allocated to support the following Services provided at a certified location:

(a) Crisis stabilization centers operated in accordance with OAR Chapter 309 Division 73 as may be revised from time to time.

(b) Walk-in Crisis Services: Outpatient clinics that operate for walk-in visits with no appointment needed for immediate mental health and substance use support during day hours. Services may include, but are not limited to:

i. Screening;

ii. Assessment;

iii. Brief intervention;

iv. Prescribing capabilities; and

v. Referrals and linkages to longer term Services.

(c) Crisis line services provided in accordance with OAR 309-019-0300, as may be revised from time to time.

(5) Required Metrics: County shall be in Substantial Compliance with the following requirements:

(a) MCIS and MRSS responses are conducted within the timelines required in OAR Chapter 309 Division 72.

(b) Individuals receiving an MCIS response are contacted (or contact attempts are made and documented) for follow-up within 72 hours of the MCIS response.

(c) Adults receiving MCIS receive the Services necessary to remain in the community following the initial MCIS response.

(d) Youth receiving MRSS receive the Services necessary to remain in the community following the initial MRSS response.

(e) Youth are screened for stabilization services following the initial MCIS response.

(f) Youth and families that consent to stabilization services are enrolled in stabilization services.

(g) Youth enrolled in stabilization services are referred to the recommended ongoing Services prior to discharge from stabilization services.

c. Forensic & Involuntary Services

(1) Aid and Assist and Competency Restoration Services:

(a) **Description:** Competency restoration services are provided to assist Individuals in gaining or regaining their competency in the most integrated, least restrictive setting possible. Competency restoration services, for Individuals found unable to aid and assist in their own defense, are provided either in the community or at OSH. Services include, but are not limited to, community transition planning, treatment designed to restore competency, placement in appropriate community-based care, monitoring and coordination of Services, coordination with providers and the court, and periodic assessment of the Individual's fitness to proceed.

(b) **Population:** Individuals who are described in Subsection 2.a(1) of Exhibit B.

(c) **Required Services:** County shall:

i. Ensure that community consultations are conducted as required in OAR 309-088-0125;

ii. Provide community restoration services as defined in OAR 309-088-0115 including, but not limited to:

A. Competency restoration services as defined in OAR 309-088-0115;

B. Forensic care coordination as defined in OAR 309-088-0115; and

C. Supportive services as defined in OAR 309-088-0115 necessary to support community integration.

iii. Provide competency restoration services during commitment at OSH including, but not limited to:

A. Community transition planning defined in OAR 309-088-0115;

B. Forensic care coordination defined in OAR 309-088-0115; and

C. If applicable, the plan of resolution described in Exhibit D.

iv. Ensure compliance with OAR 309-088-0130 including, but not limited to:

A. Developing within 30 calendar days of admission and updating at least once every 30 calendar days a community transition plan for the Individual in the least restrictive, most integrated

setting appropriate to meet the Individual's Behavioral Health needs, preferences, choices, and strengths;

B. Have both a primary community transition plan and at least one backup community transition plan;

C. In developing the community transition plan, County shall be primarily guided by the State Hospital's treating clinical team's recommendations. County may provide information to the State Hospital's treating clinical team to inform their recommendations.

D. The community transition plan must provide information about the availability of the State Hospital treating clinical team's clinical recommendations in the community, including any reasonable and clinically appropriate alternatives if the State Hospital treating clinical team's clinical recommendations are not present or available in the community.

E. Completion or coordination of any referrals, screenings, or other work to implement the community transition plan: and

F. Monitoring the status of any referrals, screenings, or other work to implement the community transition plan.

G. At least every 30 calendar days, County staff are required to:

I. Meet with the hospital to facilitate an effective transition back to the community. These meetings are required to create, update, or implement a community transition plan that aligns with the Individual's specific treatment needs outside of a hospital level of care setting. These meetings must include, but are not limited to:

(A) Attending Treatment Team meetings; or

(B) Speaking with the assigned qualified mental health professional (QMHP).

II. Meet with the Individual (in-person or by phone call or video conference) to discuss transition planning and treatment available in the community. These meetings also help with creating, reviewing, updating or implementing a community transition plan.

III. Determine whether community restoration services have become present and available. Consulting with Providers, agencies, CCOs, exceptional needs care coordinators (ENCCs), and Tribes (if applicable) helps to inform the 30-day review.

v. After OSH issues notice that an Individual is ready to place (RTP) under ORS 161.371(3)(a) or (4)(a), and the court orders a community consultation, County shall:

A. Attempt to consult with the Individual and with any local entity that would be responsible for providing community restoration services, if the Individual were to be released in the community, to determine whether community restoration services are present and available in the community;

B. Identify appropriate Providers that are able to meet the Individual's Behavioral Health needs and willing to provide that care, treatment, and Services to the Individual;

C. Identify Providers and planning for a community restoration placement, primarily guided by the level of Services, supervision or type of placement identified by OSH in its RTP notice, and advise whether those resources are present and available in the community;

D. Coordinate access to Services provided in the least restrictive and most integrated setting appropriate to meet the Individual's Behavioral Health needs;

E. Facilitate timely discharge from OSH and diversion from placement at a secure residential treatment facility (SRTF) when consistent with the level of Services, supervision or type of placement identified by OSH in its RTP notice, whenever possible;

F. Obtain any necessary approvals from the Provider to allow admission, if it is a residential placement;

G. Continue to send referrals to Providers until the Individual is accepted and can be immediately placed unless otherwise ordered by the court, if and when the court orders community restoration for the Individual;

H. Complete the standardized consultation report template available at https://www.oregon.gov/oha/osh/legal/pages/information-mental-health-providers.aspx; and

I. Within five judicial days, provide a copy of the consultation to OHA at aidand.assistadmin@odhsoha.oregon.gov, the court and OSH if applicable at cmhp.consults@odhsoha.oregon.gov.

J. If the court does not discharge the Individual from OSH due to a lack of an available and appropriate Provider, continue to send referrals and update the community transition plan until the Individual is discharged from OSH, collaborating with the extended care management unit (ECMU) unless otherwise ordered by the court.

vi. County shall provide Services to youth under juvenile fitness to proceed who the court:

A. Has determined lack of fitness to proceed as defined in ORS 419C.378 and court has ordered into an OHA designated facility for restoration services.

B. Services include case management and placement in appropriate community-based care.

vii. As directed by OHA, County shall attend and participate in weekly ECMU care coordination meetings and collaborate with ECMU staff to:

A. Facilitate timely Client transition across the residential system from OSH to supported housing.

B. Facilitate effective utilization of Services and facility-based care in the community.

C. Collaborate with care coordination teams and other state agencies as necessary to secure placements that meet individual Client needs.

D. Begin discharge planning to more integrated settings as soon as an Individual is admitted to OSH, SRTF, RTF settings.

E. Make referrals to the most integrated settings appropriate for the Individual's assessed needs and level of care.

F. Assist in identification of financial alternatives for Individuals who are over resourced for Medicaid.

viii. Participate in OSH interdisciplinary meetings for each Individual within the County's Service area to update the discharge plan and to coordinate appropriate community-based Services.

ix. For Individuals receiving community restoration services, County shall coordinate the Individual's Behavioral Health and medical treatment in the community:

A. Attempt to conduct an individualized assessment of the Individual and develop a treatment Service plan in coordination with the Individual's Provider and consistent with any court-ordered conditions; If the Individual does not participate in the initial assessment, continued efforts should be made to engage with the Individual to complete the assessment and develop a treatment Service plan;

B. Monitor the care, custody, and treatment of the Individual while on community restoration;

C. Monitor the Individual's progress in their treatment Service plan, and identify when the Individual may receive Services in a lower level of care and report that to the court;

D. Ensure treatment Service planning continues throughout the Individual's receipt of Services with the goal of the Individual receiving Services in the lowest level of care that will maintain their mental and physical health long term;

E. Provide care coordination to facilitate ongoing communication and collaboration to meet the Individual's needs, such as:
- **I.** Facilitating communication between natural supports, community resources, Providers, agencies (if eligible for APD or I/DD Services) and CCOs (if an enrolled member);
- **II.** Organizing, facilitating and participating in client staffing meetings;
- **III.** Providing for continuity of care by creating linkages to and managing transitions between levels of care;
- **IV.** Coordinating or providing transportation to and from the forensic evaluations and court appearances in this case; and
- **V.** Communication of court ordered requirements, limitations, and court dates to the defendant.

F. Provide coordination and consultation to the jurisdictional court or other designated agencies within the criminal justice system and OSH while the Individual is residing in the community and in the process of being returned to fitness. Services include, but are not limited to:
- **I.** Coordination of the periodic assessments of the Individual's fitness to proceed as required in OAR Chapter 309 Division 88;
- **II.** Collaboration and coordination with community corrections;
- **III.** Consultation to the county mental health court, if mental health court is available in the Service area;
- **IV.** Participation in mental health and law enforcement collaboration meetings; and
- **V.** Communication of court ordered requirements, limitations, and court dates.

G. Provide status reports as required in OAR Chapter 309 Division 88 to the appropriate court on the Individual's:
- **I.** Compliance or non-compliance with their conditional release requirements; and
- **II.** Progress in gaining or regaining fitness to proceed;

H. Notify the court if the Individual gains or regains fitness to proceed, and develop a transitional treatment Service plan for that Individual;

I. Provide interim quarterly reports for the purpose of communicating current status of Individuals to OHA and the court of jurisdiction;

J. Provide community restoration Services, which are necessary to safely allow the Individual to gain or regain fitness to proceed in the community; and

K. Coordinate transition from forensic services for Individuals discharging from community restoration.

x. When appropriate, County shall attempt to enter into a Memoranda of Understanding (MOU) between law enforcement agencies, jails, circuit and municipal courts, local mental health providers, and other parties involved in the referral and treatment of Individuals receiving aid & assist Services, that outline:

A. Roles of each entity;

B. Sequence and protocols of forensic diversion model including referral process;

C. Data sharing agreements;

D. Communication and reporting;

E. Confidentiality agreements; and

F. Individual rights while receiving diversion Services.

(d) **Other Allowable Services (Subject to Availability of Funds):** County may coordinate the transition from forensic services for Individuals described in Subsection 2.b of Exhibit B.

(e) **Required Metrics.** County shall be in Substantial Compliance with the following requirements:

i. Individuals under aid & assist orders or transitioning from OSH or jails are referred to community navigator services.

ii. Individuals under aid & assist commitment orders on the OSH waitlist are screened for forensic diversion services.

iii. Individuals under aid & assist orders at OSH who have been found ready to place will have a completed community transition plan by the time the community consult is sent to the court.

iv. All reports associated with aid & assist populations are completed and returned to OHA as required in OAR Chapter 309 Division 88.

(2) **Monitoring, Security and Supervision Services for Individuals Under the Jurisdiction of the Psychiatric Security Review Board (PSRB)**

(a) **Description:** Monitoring, security, and supervision Services delivered in accordance with OAR 309-019-0160.

(b) **Population:** Individuals who are described in Subsection 2.a(2) of Exhibit B.

(c) **Required Services:** County shall:

i. Complete requests for evaluation order as required by OAR 309-019-0160;

ii. Provide supervision and urinalysis drug screen consistent with the requirements of the PSRB Conditional Release Order;

iii. Coordinate with OSH and OHA (e.g. Civil, ECMU, aid & assist), a hospital, or facility designated by OHA on transition activities related to conditional release of an Individual to the community;

iv. Provide intensive case management for identified programs at approved budgeted rates;

v. Complete administrative activities related to the monitoring services described above, including but not limited to:

- **A.** Reporting of the Individual's compliance with the conditional release requirements, as identified in the order for conditional release, through monthly progress notes to the PSRB;
- **B.** Providing interim reports for the purpose of communicating the current status of an Individual to the PSRB;
- **C.** Submitting requests for modifications of conditional release orders to the PSRB;
- **D.** Implementing board-approved modifications of conditional release orders;
- **E.** Implementing revocations of conditional release due to violation(s) of conditional release orders and facilitating readmission to OSH or facility designated by OHA;
- **F.** Contacting the Individual when County is notified by the law enforcement data system that the Individual under the jurisdiction of PSRB has had an encounter with a law enforcement agency; and
- **G.** Completion of the annual comprehensive review of supervision and treatment services to determine if significant modifications to the conditional release order should be requested from the PSRB.
- **H.** Utilize an OHA approved risk assessment tool for the purposes of providing structured risk feedback to the PSRB, inclusion in the annual comprehensive review, and in determining security payment rates; and
- **I.** Report to OHA in writing to the GEI Coordinator at oha.gei.coordinator@odhsoha.oregon.gov the next business day, when there is concern that the County cannot provide the appropriate care and supervision that is needed for an Individual as stated in the conditional release plan. This concern and the communication with OHA must be documented in the Individual's Service record.

vi. Providing expert witness testimony to the PSRB from both the case monitor and a licensed medical professional who can speak to the Individual's current treatment regimen, including psychotropic medications;

vii. Completion of evaluation reports and the summary of conditions of release plan, if the Individual is accepted to a placement, as required by OAR 309-019-0160;

viii. Completion of monthly reports as required by OAR 309-019-0160;

ix. Completion of annual comprehensive reviews as required by OAR 309-019-0160; and

x. Coordinating transition from forensic services for Individuals ending jurisdiction under the PSRB within six months of termination.

(d) **Required Metrics:** County shall be in Substantial Compliance with the following requirements:

i. Conditional release evaluations for GEIs are completed and submitted within 30 calendar days of receiving the orders.

ii. PSRB monthly reports are submitted to PSRB as required by OAR 309-019-0160;

iii. Comprehensive annual reviews are submitted to OHA as required by OAR 309-019-0160;

iv. Treatment plans are reviewed and updated within 364 calendar days of the previous plan.

v. OHA approved risk assessments are updated within 180 calendar days of the previous assessment.

(3) **Civil Commitment Services**

(a) **Description:** Civil commitment services include pre-commitment services, placement and post-commitment activities, and outreach and stabilization activities.

(b) **Population:** Individuals who are described in Subsection 2.a(3) of Exhibit B.

(c) **Required Services:** County shall:

i. **Provide pre-commitment services including:**

A. Providing notice as required under ORS 426.070, ORS 426.233, ORS 426.234, and ORS 426.235;

B. Notifying and directing approved persons or peace officers to take custody and transport Individuals when appropriate;

C. Completing reporting and filing requirements relevant to authorized involuntary Services pursuant to ORS Chapter 426 such as custody, admission to nonhospital facilities, and Notices of Mental Illness;

D. Receiving Notices of Mental Illness submitted from the community under ORS 426.070 and from the circuit courts under ORS 426.070 and ORS 426.234;

E. Overseeing the placement and transfer of Individuals during the pre-hearing period of detention, including providing or arranging for transportation;

F. Having a certified mental health investigator initiate and conduct a prehearing investigation, within applicable statutory timeframes, pursuant to ORS 426.070, ORS 426.074, ORS 426.180, ORS 426.200 and OAR 309-033-0920 through OAR 309-033-0940;

G. Providing notices required in ORS Chapter 426 and OAR Chapter 309 Division 33 for Individuals eligible for diversion from civil commitment.

H. Monitor the Individual's cooperation with the provider's treatment plan throughout and move for a hearing, as appropriate, if the Individual disengages or requests to discharge.

I. Writing and submitting an investigation report as required under ORS 426.070, including a recommendation to the court to pursue or not pursue a civil commitment hearing, or to pursue a hearing for AOT;

J. Developing a person-centered treatment plan that is in the least restrictive, most integrated setting appropriate to meet the Individual's Behavioral Health needs, preferences, choices, and strengths, and addresses risk and protective factors;

K. Monitoring the person's progress in completing the treatment plan and provide regular and as-requested updates to the court, including making requests for the appointment of a guardian ad litem when indicated; and

L. Provide linkage to Services that enhance Individuals' life skills abilities including money management, nutrition, hygiene and personal care, shopping, social skills, and cooking.

ii. Provide placement and post-commitment Services including:

A. In providing recommendations, County shall ensure Individuals:

I. Are recommended for Services in the least restrictive, most integrated setting appropriate to meet the Individual's Behavioral Health needs;

II. Are certified for diversion or recommended for AOT whenever appropriate and feasible;

III. Are diverted from placement in OSH, community hospitals or SRTFs whenever possible; and

IV. Are considered for alternatives to inpatient placement such as voluntary treatment, conditional release, outpatient commitment, and, if already in an inpatient setting, trial visit;

B. Ensure that transition planning begins with intake and that the Individual is considered for initial outpatient commitment placement whenever appropriate;

C. Ensure the placement of Individuals with an appropriate provider in the least restrictive, most integrated setting appropriate to meet the Individual's Behavioral Health needs, preferences, choices and strengths;

D. Issue a written placement order immediately upon the civil commitment of the Individual and as required by OAR 309-033-0290 thereafter. Submit completed placement orders to OHA as required by OAR 309-033-0290;

E. Monitor the Individual's progress in their placement, and identify when the Individual may benefit from a more integrated, less restrictive level of care, up to and including independent living, attributable to symptom improvement; discharging from a facility and accessing more integrated community-based resources and treatment; or discharging from civil commitment because the Individual is no longer a person with mental illness or the Individual's best interest is to transfer to a voluntary status;

F. Monitor the Individual's progress while placed in an inpatient setting and assess for readiness to step-down on a trial visit or discharge from civil commitment;

G. Monitor Individual's progress while placed on outpatient commitment and assess for readiness to discharge for civil commitment;

H. Establish conditions of placement prior to placement on outpatient commitment or trial visit in accordance with ORS 426.127, ORS 426.273, and ORS 426.278;

I. Support the Individual in adhering to the conditions of placement and completing the court requirements associated with the order for treatment if the Individual is placed in the community. This may include modifying conditions of placement as indicated in accordance with ORS 426.273(5) and ORS 426.275(3);

J. Provide notice to the court when the Individual is not adhering to the conditions of placement and when a revocation hearing is being requested. Complete revocation processes as indicated in ORS 426.275 and OAR 309-033-0320;

K. Facilitate communication between and collaborate with the Individual, family, natural supports, community resources, providers, ODHS if eligible for Aging and People with Disabilities (APD) or Intellectual and Developmental Disabilities (I/DD) Services and the courts (when applicable); and

L. If discharging the Individual from civil commitment prior to the expiration date of the civil commitment order, file a written certificate discharging the Individual early from civil commitment pursuant to ORS 426.300 with the last committing court and the court in the county of residence.

(d) **Other Allowable Services (Subject to Availability of Funds).** The County may provide outreach and stabilization services, which include:

i. Establishing practices and procedures to identify Individuals within the Service area who are eligible for outreach and stabilization services in order to prevent or divert from civil commitment Services;

ii. Providing community-based supportive engagement with Individuals with aim of establishing rapport, identifying chronic needs resulting in multiple custodies, detentions, or holds; and proactively engaging in low barrier Services to reduce crisis episodes, access longer term benefits, and prevent civil commitments.

iii. Facilitating communication between and collaborate with the Individual, family, natural supports, community resources, providers, ODHS if eligible for APD or I/DD services and the courts (when applicable);

iv. Supporting Individuals access to and assistance in completing a Declaration for Mental Health Treatment (DMHT) including coordinating with providers to have the DMHT made part of the medical record; and

v. Removing barriers to support the life skills development needed for the Individual to live as independently as possible in the community, including but not limited to providing assistance in navigating communities safely, managing prescriptions and health-related needs, shopping, hobbies and social engagement, housekeeping, laundry, and paying bills.

(e) **Required Metrics:** County shall be in Substantial Compliance with the following requirements:

i. Individuals transitioning from OSH are referred to community navigator services.

ii. Individuals under civil commitment will be provided a blank DMHT and offered the opportunity to complete one within 30 calendar days of being transferred to County's supervision.

iii. All reports associated with civil populations are completed and returned to OHA as required in OAR Chapter 309 Division 33.

(4) **Forensic Diversion Services**

(a) **Description:** Services designed to address Behavioral Health Disorders contributing to criminal behavioral and reduce unnecessary criminal justice involvement.

(b) **Population:** Notwithstanding Section 2 of Exhibit B, the County shall prioritize providing forensic diversion services to:

i. Individuals described in Subsections 2.a and 2.b in Exhibit B;

ii. Individuals on the OSH aid & assist waitlist;

iii. Individuals the court has ordered to be evaluated under ORS 161.365 or ORS 161.370 and are in jail; and

iv. Individuals who the court has determined lack trial competency under ORS 161.370 at least twice in the preceding 24 months.

(c) Required Services: County shall:

i. Provide Behavioral Health treatment Services in accordance with ORS 430.450, ORS 430.490-430.515, and ORS 430.630;

ii. Designate a forensic jail liaison(s) to coordinate with the jail, court and health care delivery system to screen defendants who may be suitable for diversion from jail and OSH. The liaison shall:

A. Attempt to complete a Behavioral Health screening and, if the screening indicates further referrals, assessment and treatment are necessary, then attempt to coordinate them;

B. Identify jail and OSH diversion resources, including but not limited to:

I. Community-based placement resources;

II. Outpatient Behavioral Health services; and

III. Other basic needs and supports.

C. Identify those Individuals who a certified forensic evaluator has determined does not need hospital level of care or the CMHP has determined may be appropriate for community placement, and attempt to develop a community transition plan;

D. Facilitate communication with the court to discuss all potential actions such as: dismissal, commitment, community restoration, referral to OSH for each case;

E. Coordinate rapid forensic evaluations;

F. Coordinate with other programs such as aid and assist, civil commitment, PSRB, and crisis services; and

G. Coordinate with the jail medical staff to ensure continuity of care for Individuals known to County, including ensuring transmission of medication information and other treatment needs.

iii. Use the "Sequential Intercept Model" (SIM) to identify and intervene upon "points of interception" or opportunities for interventions to prevent Individuals from entering or penetrating deeper into the criminal legal system. Regardless of the intervention point, forensic diversion treatment Services include:

A. Providing voluntary, person-centered case planning;

B. Coordinating access to outpatient behavioral health treatment, housing, vocational, educational, and other Services;

C. Providing support Services to prevent or curtail relapses and other crises;

D. Supporting Individuals in their criminal justice obligations and navigating the court and legal system, which may include liaising with attorneys if applicable; and

E. Promoting peer support and the social inclusion of Individuals with or in recovery from Behavioral Health Disorders in the community.

iv. Facilitate communication between and collaborate with the Individual, family, natural supports, community resources, providers, ODHS if eligible for APD or I/DD services and the courts (when applicable).

(d) Required Metrics: County shall be in Substantial Compliance with the following requirements:

i. Attempt to contact and complete a Behavioral Health screening for Individuals who are described above in Subsection (4)(b) of this Exhibit B:

A. Within 7 business days of the applicable court order; or

B. Within 7 business days of the court, CMHP, a party, or OHA identifying the Individual as someone who the court determined lacked trial competency under ORS 161.370 at least twice in the preceding 24 months; and

ii. Develop a transition plan for Individuals, who a certified forensic evaluator has determined does not need hospital level of care or the CMHP has determined may be appropriate for community placement, within 14 calendar days of that determination. The transition plan must align with the least restrictive, most integrated setting appropriate to meet the Individual's Behavioral Health needs, preferences, choices, and strengths, and addresses risk and protective factors.

d. Outpatient & Community-Based Support Services

(1) General Outpatient & Community-Based Support Services

(a) Description: A range of Services necessary to ensure that Individuals receive the appropriate level of care in the most integrated setting, based on their needs, to facilitate recovery and enhance overall well-being.

(b) Population: Individuals with a Mental or Emotional Disturbance or a Substance Use Disorder, subject to the prioritization described in Section 2. of Exhibit B.

(c) Required Services: County shall provide or ensure provision of:

i. Early Assessment and Support Alliance (EASA).

A. Provide EASA services, delivered in accordance with the fidelity standards located at https://easacommunity.org/pro-resource/practice-guidelines/, for Individuals ages 12 through 30 years of age whom:

I. Have not had a diagnosable psychotic disorder other than psychosis-risk syndrome, identified by the structured interview for psychosis risk syndrome or other EASA Center for Excellence approved formal assessment, for a period longer than 12 months; and

II. Have psychotic symptoms not known to be caused by the temporary effects of substance intoxication, major depression, or attributable to a known medical condition.

B. Upon referral to EASA, contact shall be made within two (2) business days of the referral by EASA staff with the referent, the Individual, and the Individual's family in a location that best suits the Individual. Individuals are enrolled in EASA once they are determined to have met the eligibility criteria. The referent and/or the Individual and their family are provided crisis resources and tailored psychoeducation upon first contact;

C. Ensure that EASA Services are rendered based on the needs of the Individual and their family as frequently as needed to optimize the EASA program's support and impact on short- and long-term outcomes; and

D. Provide access to crisis Services for Individuals enrolled in EASA and their family and primary supports.

ii. **Outpatient Programs:** Ongoing treatment delivered in a community setting including, but not limited to:

A. Individual therapy;

B. Group therapy;

C. Medication management;

D. Skills training; and

E. Case management.

iii. **Intensive Outpatient Programs:** Structured programs that provide more frequent and intensive therapy while allowing Individuals to live at home. Typically, these programs involve several hours of treatment per week. Intensive outpatient programs may include, but are not limited to, Services such as assertive community treatment (ACT) delivered in accordance with OAR 309-019-0225 through 309-019-0255.

iv. **Aftercare and Recovery Support:** Ongoing support Services to help Individuals maintain their recovery and reintegrate into the community including, but not limited to:

A. Educational and vocational supports;

B. Recovery coaching; and

C. Relapse prevention programs.

v. **Services to Remove Barriers to Community-Based Care:** Financial Assistance made on behalf of an Individual with a Behavioral Health Disorder which may include, but is not limited to:

A. Phone or internet bills;

B. Transportation;

C. Interpreter services;

D. Medical services and medications; and

E. Costs associated with obtaining or continuing representative payee or guardianship services.

(d) **Other Allowable Services (Subject to Availability of Funds):** County may provide:

i. **Early Intervention:** Services that identify and address mental health or substance use issues at an early stage, often involving screening and brief interventions.

ii. **Partial Hospitalization Programs/Day Treatment:** A step between inpatient care and outpatient treatment, providing a higher level of care with daily programming while allowing Individuals to return home in the evenings.

iii. **Peer Delivered Services:** Community-based Services provided by peer support specialists, peer wellness specialists, family support specialists, and recovery mentors to Individuals or family members with similar lived experience. These Services are intended to support Individuals and families to engage Individuals in ongoing treatment and to live successfully in the community.

iv. **Care Coordination:** A process-oriented activity to facilitate ongoing communication and collaboration to meet multiple needs including facilitating communication between natural supports, community resources, and involved providers and agencies; organizing, facilitating, and participating in client staffing meetings; and providing for continuity of care by creating linkages to and managing transitions between levels of care.

v. **Case Management:** Services to assist Individuals to connect to and gain access to needed Services outlined in an Individual intervention plan; Substance Use Disorder treatment, health care, housing, employment and training, childcare and other applicable Services.

vi. **IPS Supported Employment** delivered in accordance with OAR 309-019-0270 through 309-019-0295 or other evidence-based vocational supports.

vii. **Supported Education** delivered in accordance with SAMHSA's Best Practices available at: https://store.samhsa.gov/sites/default/files/d7/priv/sma11-4654-buildingyourprogram-sed.pdf.

(e) **Required Metrics:** County shall be in Substantial Compliance with the following requirements:

i. Individuals are offered an appointment with a licensed medical provider within seven (7) business days of enrollment in EASA.

ii. Individuals enrolled in EASA are offered supported employment or supported education services to 100% of.

iii. Individuals enrolled in EASA and their families will have access to structured family psychoeducational groups.

iv. Adults with mental illness enrolled in Services are screened for potential home and community-based services eligibility and are referred when indicated.

v. New mental illness or Substance Use Disorder diagnoses are followed up by treatment with in 14 calendar days of initial diagnosis.

vi. New mental illness or Substance Use Disorder diagnoses are followed up by two engagement visits or medication treatments within 30 calendar days of initial treatment.

vii. A letter of acceptance and entry is sent to Individuals deemed eligible for Assertive Community Treatment as required by OAR 309-019-0248.

(2) Gero-Specialist Services:

(a) **Description:** Specialized geriatric Services.

(b) **Population:** Older or disabled adults subject to the prioritization described in Section 2. of Exhibit B.

(c) **Required Services:** County shall:

i. Provide direct care Services that are either supervised or delivered by a QMHP as defined in OAR 309-019-0105, including, but not limited to:

A. Quarterly interagency staffing;

B. Follow-up Services after treatment in local or state inpatient psychiatric hospitals; and

C. Screening and referrals.

ii. Collaborate and coordinate with APD, ODHS's Aging and Disabilities Resource Connection, ODHS's Adult Protective Services, CCOs, CMHPs, acute care hospitals, OSH, caregivers, community partners, family members, and any other appropriate participants in an Individual's care.

iii. Provide at least one workforce development training in geriatric Behavioral Health competencies each quarter. Trainings must include a competency confirmation verified by the gero-specialist including, but not limited to a certificate of attendance; and must be provided to a wide cross section of professionals, paraprofessionals, and volunteers using a variety of modalities such as:

A. Virtual webinars developed by OHA;

B. Team meetings,

C. Seminars, conferences, or symposiums;

D. Community of practice or learning collaboratives; or

E. Other community training forums.

iv. Provide complex case consultation and system navigation whether planned through a multidisciplinary team that meets regularly, ad hoc or crisis, or having regular office hours with APD/AAA to provide consultation to their case management staff; and

v. Provide consultation to key teams within the CMHP including, but not limited to, ACT, forensic services, SUD services, and crisis services. Regular complex care consultation meetings should include short didactic learning sessions on key Behavioral Health competencies.

(d) **Other Allowable Services (Subject to Availability of Funds):** County may provide indirect care Services including, but not limited to:

i. Consultation;

ii. Assistance working with multiple systems;

iii. Case coordination and planning;
iv. Supporting interagency collaboration; and
v. Education and training to agencies and caregivers who provide Services that may affect older and disabled adults with mental illness or Substance Use Disorder.

(e) **Required Metrics:** County shall be in Substantial Compliance with the following requirement: Older or disabled adults receiving Services are screened for potential home and community-based services eligibility and are referred when indicated.

e. Residential & Housing Support Services

(1) **Description:** Services to ensure that Individuals with Behavioral Health Disorders are served in the most integrated, least restrictive setting possible based on their individualized needs and strengths.

(2) **Population:** Individuals in need of residential Behavioral Health treatment subject to the prioritization described in Section 2. of Exhibit B.

(3) **Required Services:** County shall:

(a) Ensure that a Service plan is in place for each Individual in the least restrictive, most integrated setting appropriate to meet the Individual's Behavioral Health needs, preferences, choices, and strengths;

(b) Identify an appropriate residential services Provider that is able to meet the Individual's Behavioral Health needs and willing to provide that care, treatment, and Services to the Individual;

(c) Ensure that Services are provided in the least restrictive and most integrated setting appropriate to meet the Individual's Behavioral Health needs;

(d) Divert the Individual from placement at a state hospital, community hospital, or secure residential treatment facility, whenever possible;

(e) Obtain any necessary approvals from the Provider to allow admission, if it is a residential or state hospital placement;

(f) Continue to send referrals to Providers until the Individual is placed at or is no longer in need of residential Services;

(g) Monitor the Individual's progress in their Service plan while in a residential placement and identify when the Individual may be transferred to a lower level of care; and

(h) Ensure that discharge planning is conducted throughout the Individual's placement in a hospital or residential placement with the goal of moving the Individual to the lowest level of care that will maintain their mental and physical health.

(i) Provide care coordination to facilitate the Individual's access to Services in the least restrictive, most integrated setting appropriate to meet the Individual's Behavioral Health needs, preferences, choices and strengths, including:

i. Facilitate communication between the Individual, family, natural supports, community resources, Providers, and ODHS (if eligible for APD or I/DD Services);

ii. Identify Providers that can provide Behavioral Health Treatment Services consistent with the Individual's treatment Service plan, whether it is provided on an inpatient, residential or outpatient basis;

iii. Organize, facilitate and participate in interdisciplinary team meetings with the Individual, Providers, and CCO care coordinators (if the Individual is a CCO member);

iv. Facilitate access to community-based rehabilitative Behavioral Health treatment services that are recovery-oriented, culturally responsive, and geographically accessible;

v. Facilitate access to peer delivered services; and

vi. Collaborate with the ODHS, APD and I/DD divisions to support the Behavioral Health treatment needs of Individuals determined service-eligible for APD or I/DD.

(j) Within the limits of the Part A funds awarded in this Agreement, County shall provide the following housing support services, as clinically indicated, for Individuals who qualify under Subsection 2.a of Exhibit B:

i. **Rental Assistance:** Financial Assistance made on behalf of an Individual and their family, when applicable, that covers payment to landlords, property management companies, housing providers, property owners, or specific vendors for all or a portion of the monthly rent, or payment to specific vendors for resident utility expenses. Individuals who receive assistance may be living with other family members (e.g., where a parent is re-assuming custody of one or more children).

ii. **Housing Coordination Services:** Staff to support and assist Individuals to locate and secure safe, suitable housing, and provide referrals to other resources.

iii. **Services to Remove Barriers to Community-Based Care:** Financial Assistance made on behalf of an Individual may include, but is not limited to:

A. Room and board payments;

B. Utility deposits and fees including past due utility bills;

C. Phone or internet bills;

D. Moving and storage costs;

E. Household goods and supplies;

F. Cleaning or pest management Services; and

G. Interpreter Services.

(4) **Other Allowable Services (Subject to Availability of Funds):** County may provide:

(a) Peer Delivered Services: Services provided by peer support specialists, peer wellness specialists, family support specialists, and recovery mentors to Individuals or family members with similar lived experience. These Services are intended to support Individuals and families to engage Individuals in ongoing treatment and to live successfully in the community.

(b) Respite Services: Short-term residential services (less than 30 calendar days) for Individuals who require 24-hour observation and support but do not require acute psychiatric hospitalization. Services include access to multidisciplinary treatment including therapeutic supports and may include treatment with medications.

(c) Housing support services, as clinically indicated, for Individuals who meet second, third, or fourth priority criteria outlined in Section 2. above:

i. **Rental Assistance:** Financial Assistance made on behalf of an Individual and their family, when applicable, that covers payment to landlords, property management companies, housing providers, property owners, or specific vendors for all or a portion of the monthly rent, or payment to specific vendors for resident utility expenses. Individuals who receive assistance may be living with other family members (e.g., where a parent is re-assuming custody of one or more children).

ii. **Housing Coordination Services:** Staff to support and assist Individuals to locate and secure safe, suitable housing, and provide referrals to other resources.

iii. **Services to Remove Barriers to Community-Based Care:** Financial assistance made on behalf of an Individual may include, but is not limited to:

A. Room and board payments;
B. Utility deposits and fees including past due utility bills;
C. Phone or internet bills;
D. Moving and storage costs;
E. Household goods and supplies;
F. Cleaning or pest management services; and
G. Interpreter services.

(5) **Required Metrics:** County shall be in Substantial Compliance with the following requirements:

(a) Individuals who need residential treatment services are screened for potential home and community-based services eligibility and are referred when indicated.

(b) Individuals who receive housing support services are screened for potential home and community-based services eligibility and are referred when indicated.

(c) Individuals receiving residential Behavioral Health treatment are offered Services to assist with their transition to outpatient Services prior to discharge from residential treatment.

(d) Individuals enrolled in Behavioral Health treatment services establish or maintain housing prior to completion of treatment.

f. **Behavioral Health Promotion & Prevention**

(1) **Description:** Strategies aimed at improving mental health or preventing mental illness or Substance Use Disorders before they occur.

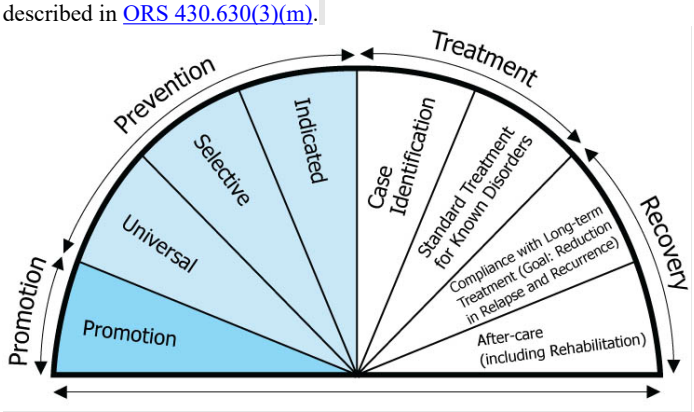
(2) **Population:** Individuals with or at risk of developing a Mental or Emotional Disturbance or a Substance Use Disorder, subject to the prioritization described in Section 2 of Exhibit B.

(3) **Required Services:** Using a framework, such as the Institute of Medicine's Continuum of Care Model (see graphic below) or other Behavioral Health Promotion and Prevention framework or strategy, the County shall:

(a) Create and implement an evidence-based continuum of activities, strategies, and supports that align with existing local prevention and promotion strategies;

(b) Provide preventive mental health Services for children and adolescents, including primary prevention efforts, early identification and early intervention Services as described in ORS 430.630(3)(L); and

(c) Preventive mental health Services for older adults, including primary prevention efforts, early identification and early intervention Services as described in ORS 430.630(3)(m).



(4) **Other Allowable Services (Subject to Availability of Funds):** County may:

(a) Develop and implement strategies and/or activities that prioritize the following determinants of Behavioral Health wellness across the life span.

(b) Develop and implement strategies to maintain healthy communities: Strategies and/or activities may include but are not limited to, community safety promotion, violence reduction, bullying prevention, social connectivity, and resource dissemination activities;

(c) Individual skill development: Strategies and/or activities may include but are not limited to, skill-building programs in schools, community and senior centers, assisted living facilities, and other community-based settings that emphasize social connection, problem solving and development of self-regulation; and

(d) Social emotional competence: Strategies and/or activities may include but are not limited to developing or sustaining community infrastructure, parenting/grandparenting education, stress reduction classes, communication skills classes, programs that address social isolation and loneliness, grief and other post distress supports, divorce and other losses, and community-based activities.

(5) **Required Metrics:** County shall be in Substantial Compliance with the following requirements:

(a) Individuals receiving Behavioral Health Prevention and Promotion Services report an increased understanding of mental health, substance use prevention, and available resources.

(b) Individuals receiving Behavioral Health Prevention and Promotion Services report a change in attitude toward mental health, substance use, or coping strategies.

(c) Individuals receiving Behavioral Health Prevention and Promotion Services report an increased likelihood of engaging in behavior change such as accessing counseling Services or delaying or decreasing use of alcohol and other drugs.

g. **Block Grant Funded Services:**

(1) **Description:** Activities and Services to address the complex needs of Individuals, families, and communities impacted by mental illness and Substance Use Disorders and associated problems paid for, in whole or in part, by Substance Use, Prevention, Treatment, and Recovery Services Block Grant ("**SUPTRS BG**") or Community Mental Health Services Block Grant ("**MHBG**") funds awarded in this Agreement.

(2) **Definitions:** For use in this section:

(a) **"Serious Mental Illness"** or **"(SMI)"** means an Individual 18 years of age or older who, within the past year, has had a diagnosable mental, behavioral, or emotional disorder that substantially interferes with their life and ability to function.

(b) **"Serious Emotional Disturbance"** or **"(SED)"** means an Individual under the age of 18 who, within the past year, has had a diagnosable mental, behavioral, or emotional disorder that resulted in functional impairment that substantially interferes with or limits the child's role or functioning in family, school, or community activities.

(3) **Population:**

(a) County shall ensure that MHBG funds awarded through this Agreement are used to support Services for the MHBG Priority Populations:

i. Children with Serious Emotional Disturbance;

ii. Adults with Serious Mental Illness including Older Adults; and

iii. Individuals with SMI or SED in rural areas and who are experiencing homelessness.

(b) County shall ensure that SUPTRS BG funds awarded through this Agreement are used to support Services for the SUPTRS BG Priority Populations:

i. Pregnant women with dependent children;

ii. Persons who inject drugs;

iii. Persons in need of recovery support Services for Substance Use Disorder;

iv. Individuals with a co-occurring mental illness and Substance Use Disorder;

v. Persons experiencing homelessness;

vi. Services for persons with SUD who have or are at risk of:

A. HIV/AIDS, designated states per CDC only; or

B. Tuberculosis; and

vii. Services for Individuals in need of substance use primary prevention.

(4) **Required Services:** County shall:

(a) Comply, and as indicated, require all Providers to comply with the Required Federal Terms and Conditions for Services funded in whole or in part by MHBG or SUPTRS BG funds;

(b) Allocate and expend no less than the minimum MHBG amount indicated in the Financial Assistance Award for Crisis Services;

(c) Allocate and expend no less than the minimum MHBG amount indicated in the Financial Assistance Award for EASA Services; and

(d) County shall ensure that MHBG or SUPTRS BG funds be directed toward the following purposes:

i. To fund priority treatment and support Services for Individuals without insurance or who cycle in and out of health insurance coverage;

ii. To fund those priority treatment and support Services not covered by Medicaid, Medicare or private insurance and that demonstrate success in improving outcomes and/or supporting recovery;

iii. To fund universal, selective, and targeted prevention activities and Services;

iv. To collect performance and outcome data to determine the ongoing effectiveness of Behavioral Health prevention, treatment, and recovery support Services and to plan the implementation of new Services on a nationwide basis. Additionally, SAMHSA strongly supports that states provide additional recovery support Services with SUPTRS BG funds beyond the scope of treatment programs currently available in most communities across the nation;

v. To ensure Oregonians have access to a comprehensive, integrated physical and Behavioral Health Service array statewide that is inclusive and where Individuals can choose providers that best fit their needs and cultural preferences within their community;

vi. To ensure that Individuals transitioning from a hospital level of care, including OSH, to community-based settings will be fully supported through care coordination, and inclusive Services and support;

vii. To ensure that older adults who live in rural areas of Oregon receive accessible and affordable Services;

viii. To ensure that Individuals have access to necessary Services and eliminate disparities in accessing care;

ix. To foster healthy families and environments through integrated care that promotes equitable health and well-being, for pregnant and post-partum persons;

x. To provide peer support services for Individuals transitioning between levels of care;

xi. To promote and provide activities that support physical health, substance use treatment, and mental health Services for young adults 18-25; or

xii. To increase prevention efforts including overdose, crisis response, and chronic disease prevention.

(5) **Other Allowable Services (Subject to Availability of Funds):** County may**:**

(a) Promote participation by Individuals with SMI, SED, or Substance Use Disorders in shared decision making and self-direction of their Services;

(b) Ensure access to effective culturally and linguistically appropriate Services for underserved populations including Tribes, racial and ethnic minorities, and LGBTQI+ Individuals;
(c) Promote recovery, resiliency, and community integration for adults with SMI and children with SED and their families;
(d) Prevent the use, misuse, and abuse of alcohol, tobacco products, illicit drugs, and prescription medications;
(e) Conduct outreach to encourage Individuals injecting or using illicit and/or licit drugs to seek and receive treatment;
(f) Provide early intervention Services for HIV at the sites at which Individuals receive Substance Use Disorder treatment Services;
(g) Coordinate Behavioral Health Prevention, early identification, treatment and recovery support services with other health and social services;
(h) Increase accountability for prevention, early identification, treatment, and recovery support activities through uniform reporting regarding substance use and abstinence, criminal justice involvement, education, employment, housing, and recovery support services;
(i) Ensure access to a comprehensive system of care, including education, employment, housing, case management, rehabilitation, dental services, and health services, as well as Behavioral Health services; and
(j) Provide continuing education regarding substance abuse prevention and Substance Use Disorder treatment services to any facility or program receiving amounts from the SUPTRS BG for such activities or Services.

(6) **Required Metrics:** County shall be in Substantial Compliance with the following requirements:
(a) Reduce the rate at which Individuals with a Mental or Emotional Disturbance or a Substance Use Disorder are admitted to the emergency room.
(b) SUD treatment Services are made available to Individuals who are pregnant or post-partum and request such Services.
(c) Ensure Individuals have a culturally responsive healthcare provider.

h. Invoiced Services

(1) **Description:** Services eligible for reimbursement through Part C funds identified in Exhibit C.
(2) **Invoiceable Services:** County may invoice OHA for:
(a) **Mental Health Residential Services:**
i. Daily Service rate for mental health residential treatment Services provided to adults age 18 years old or older in a secure residential treatment facility, residential treatment facility, or residential treatment home licensed under OAR Chapter 309 Division 35, who:
A. Are uninsured, underinsured, not eligible for Medicaid, or have exhausted Medicaid Services, including those who meet the criteria for Citizen Alien Waived Medical Program; or
B. Have been ordered by a court or PSRB to receive Services in a level of care for which the Individual does not meet medical necessity.
ii. Daily Service rate for mental health residential treatment Services provided to young adults in transition (YAT) age 17 through 25 years

old in a YAT residential treatment home licensed under OAR Chapter 309 Division 35 who:

A. Are uninsured, underinsured, not eligible for Medicaid, or have exhausted Medicaid Services, including those who meet the criteria for citizen alien waived medical program; or

B. Have been ordered by a court to receive Services in a level of care for which the Individual does not meet medical necessity.

(b) Room and board for:

i. Adults age 18 years old or older with limited or no income residing in a secure residential treatment facility, residential treatment facility, or residential treatment home licensed under OAR Chapter 309 Division 35; and

ii. YAT age 17 through 25 years old with limited or no income residing in a YAT residential treatment home licensed under OAR Chapter 309 Division 35.

(c) Personal Incidental Funds for:

i. Adults age 18 years old or older with limited or no income residing in a secure residential treatment facility, residential treatment facility, or residential treatment home licensed under OAR Chapter 309 Division 35; and

ii. YAT age 17 through 25 years old with limited or no income in a YAT residential treatment home licensed under OAR Chapter 309 Division 35.

(d) PSRB Security and Supervision Services

i. Security services as identified in the PSRB conditional release order, which are not medically necessary Services but are required for the safety of the Individual and the public, and are covered at a rate based on a determination of the risk and care needs identified in the security services matrix below:

Security Services Matrix (Community)	Low Risk	Med Risk	High Risk
High Care	Rate 1	Rate 2	Rate 3
Med Care	Rate 2	Rate 3	Rate 4
Low Care	Rate 3	Rate 4	Rate 5

ii. Supervision services are non-medically necessary Services that are necessary for an Individual to maintain compliance with terms set by a court or other supervising authority including, but not limited to:

A. Assessment;

B. Evaluation (including evaluations ordered beyond typical monitoring required by the PSRB);

C. Outpatient treatment; and

D. Polygraph if such expenses are needed to maintain compliance with the terms of a conditional release and not covered by some other mechanism.

(3) **Invoice Requirements:** Invoices must be submitted by email to BHD.Contracts@oha.oregon.gov using the BHD's forms and procedures available at http://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx.

4. **Reporting Requirements**

a. County shall:

(1) Prepare a Local Plan and Budget using forms and procedures prescribed by OHA located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall submit a draft Local Plan and Budget April -1, 2027 for the 2027-2029 biennium for review and approval by OHA electronically, to BHD.Contracts@oha.oregon.gov no later than June 30, 2027.

(2) Prepare quarterly Local Plan implementation and financial expenditure reports using forms and procedures prescribed by OHA located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall submit the quarterly Local Plan implementation and financial expenditure report electronically, to BHD.Contracts@oha.oregon.gov no later than 45 calendar days following the end of each subject quarter for which Financial Assistance is awarded through this Agreement.

(3) Prepare and submit monthly aid & assist reports using forms and procedures prescribed by OHA located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. no later than 14 calendar days following the end of each subject month for which Financial Assistance is awarded through this Agreement.

(4) Prepare a quarterly MCIS report using forms and procedures prescribed by OHA, located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall submit the quarterly MCIS report electronically, to mobilecrisisinfo@ohsu.edu no later than 30 calendar days following the end of each subject quarter for which Financial Assistance is awarded through this Agreement.

(5) Prepare a quarterly MRSS report using forms and procedures prescribed by OHA, located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall submit the quarterly MRSS report electronically, to stabilizationsvcinfo@ohsu.edu no later than 30 calendar days following the end of each subject quarter for which Financial Assistance is awarded through this Agreement.

(6) Prepare quarterly EASA data using forms and procedures prescribed by OHA, located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall submit the quarterly EASA data electronically, to Oregon Health & Science University using the EASA RedCap Data System at https://octri.ohsu.edu/redcap/ no later than 15 calendar days following the end of each subject quarter for which Financial Assistance is awarded through this agreement. Instructions for data entry into RedCap are located at https://www.easacommunity.org/resources-for-professionals.php.

(7) Prepare quarterly older adult Behavioral Health data using forms and procedures prescribed by OHA, located at https://www.oregon.gov/OHA/HSD/AMH/Pages/Reporting-Requirements.aspx. County shall submit quarterly older adult Behavioral Health data electronically, to Portland State University through Qualtrics at https://sso.pdx.edu/idp/profile/SAML2/Redirect/SSO?execution=e1s1 no later than 45

calendar days following the end of each subject quarter for which Financial Assistance is awarded through this agreement.

5. Financial Assistance Calculation, Disbursement, and Confirmation Requirements

a. OHA provides funding for Services through Part A, B, or C awards. The award type is identified in Exhibit C, "Financial Assistance Award," on lines in which column "Part ABC," contains an "A" for Part A award, a "B" for Part B award, and a "C" for Part C award:

(1) Funds awarded to County or Provider are subject to the following:

(2) OHA shall not authorize in aggregate, under this "Financial Assistance Calculation and Disbursement" section, Financial Assistance requested for Services in excess of the contractual Not-to-Exceed amount. "Total aggregate funding" means the total of all funding authorized in Exhibit C, "Financial Assistance Award." The monthly rate will be prorated for any month in which the Individual does not receive Services for a portion of the month. Funding received by County or Service Provider from an Individual, the Individual's health insurance provider, another person's health insurance provider under which Individual is also covered, or any other Third-Party Resource (TPR) in support of Individual's care and Services, in addition to payments received under this Financial Assistance agreement for the same Service, during the same time period or date of Service for the same Individual, must be returned to OHA unless TPR funding is used to provide additional Service – increasing capacity.

(3) County must make reasonable efforts to obtain payment first from other resources consistent with OAR 410-120-1280. County is obligated to report to OHA, by email at BHD.Contracts@oha.oregon.gov, any TPR payments received, no later than 30 calendar days following expiration of this Agreement. The following information shall be provided:

(a) OHA Contract name and number;
(b) Client name and date of birth;
(c) Service for which payment was received;
(d) Date of Service covered by payment;
(e) Date of TPR payment received by County or Service Provider; and
(f) Amount of payment.

(4) County is not entitled to funding in combination with Medicaid funds for the same Service, during the same time period or date of Services for the same Individual;

(5) At no time will OHA pay above the Medicaid rate.

(6) OHA is not obligated to provide funding for any Services that are not properly reported in accordance with the "Reporting Requirements" section of this Agreement or as required in an applicable Specialized Service Requirement by the date 60 calendar days after the earlier of expiration or termination of this Agreement, termination of OHA's obligation to provide funding for Services, or termination of County's obligation provide Services.

b. Part A awards:

(1) OHA provides Financial Assistance for Services through Part A awards for non-Medicaid-eligible Services. County and Service Providers shall maintain compliance with OAR 410-172-0600 through 410-172-0860 (Medicaid Payment for Behavioral Health), and OAR 943-120-0310 through 943-120-0320 (Provider Rules).

(2) Calculation of Financial Assistance: OHA will provide Financial Assistance for Services provided under a particular line of Exhibit C, "Financial Assistance Award," containing an "A" in column "Part ABC," from funds identified in that line in an

amount equal to that line of the Financial Assistance Award during the period specified in that line. The total of OHA funds for all Services delivered under a particular line of Exhibit C, "Financial Assistance Award" containing an "A" in column "Part ABC," shall not exceed the total of awards for Services as specified in that line of the Financial Assistance Award and are subject to the limitations described herein.

(3) Disbursement of Financial Assistance: Unless a different disbursement method is specified in that line of Exhibit C, "Financial Assistance Award," OHA will disburse the Part A allotments for Services provided under a particular line of the Financial Assistance Award containing an "A" in column "Part ABC," to County in substantially equal monthly allotments during the period specified in that line of the Financial Assistance Award subject to the following:

(a) OHA may, upon written request of County, adjust monthly allotments;

(b) Upon amendment to the Financial Assistance Award, OHA shall adjust monthly allotments as necessary, to reflect changes in the funds shown for Services provided under that line of the Financial Assistance Award; and

(c) OHA may, after 30 calendar days (unless parties agree otherwise) written notice to County, reduce the monthly allotments based on under-used funding identified through MOTS the state mandated data system and other reports in accordance with the "Reporting Requirements" and "Special Reporting Requirements" sections or applicable special conditions.

c. Part B awards: [Reserved – Not currently in use]

d. Part C awards:

(1) Part C awards are calculated and applied as follows:

(a) Unless a different disbursement method is specified in that line of Exhibit C, "Financial Assistance Award," OHA will disburse the Part C funds for Services provided under a particular line of the Financial Assistance Award containing a "C" in column "Part ABC" to County per receipt and approval of a written invoice with required attachments, as specified below, in the monthly allotment during the period specified in that line of the Financial Assistance Award. Invoice and required attachments are due no later than 45 calendar days following the end of the subject month or quarter, and must be submitted to BHD.Contracts@oha.oregon.gov, with the subject line "Invoice, contract # (your contract number), contractor name."

(b) For Services to Medicaid-eligible Individuals for whom the Services provided are not covered under Medicaid but are medically appropriate, County shall attach a copy of the Plan of Care (POC) and Coordinated Care Organization (CCO) refusal of payments for the item or Service. OHA will provide funding at the Medicaid Fee Schedule rate. At no time will OHA provide funding above the Medicaid Fee Schedule rate for Services.

(c) For Services to non-Medicaid-eligible Individuals, County shall attach a copy of the bill or receipt, for the item or Service, to a combined monthly invoice, itemized by Individual. Part C funding for Psychiatric Security Review Board (PSRB) non-medically approved Services are only for the time period shown and do not carry forward into following years' allotments.

e. Confirmation of Performance Requirements:

(1) OHA uses Confirmation of Performance requirements at the end of each contracting period.

(2) County shall be required to demonstrate through the data properly reported in accordance with the "Reporting Requirements section, the qualifying Services to which these Services can be attributed, how funds awarded were utilized consistent with the terms and limitations herein to meet the performance requirements of the Service Description, and that County shall be subject to the monitoring and review of performance requirements and quality measures by the OHA Contract Administrator for the Program under which these Services fall and subject to the terms and limitations in this Agreement.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT C
FINANCIAL ASSISTANCE AWARD

MOD#: _____
CONTRACT#: _____ CONTRACTOR: _____
INPUT CHECKED BY: _____ DATE CHECKED: _____
COLUMN HEADERS:

SE#	FUND	PROJ CODE	CPMS	PROVIDER	EFFECTIVE DATES
SLOT CHANGE / TYPE	RATE	OPERATING DOLLARS	PART ABC	PAAF CD	BASE
CLIENT CODE	SP#				

EXPLANATION OF FINANCIAL ASSISTANCE AWARD

The Financial Assistance Award set forth above and any Financial Assistance Award amendment must be read in conjunction with this explanation for purposes of understanding the rights and obligations of OHA and County reflected in the Financial Assistance Award.

1. **Format and Abbreviations in Financial Assistance Award**
   - **a. Heading.** The heading of the Financial Assistance Award consists of the following information:
     - **(1)** **MOD#** is the alphanumeric modification code, assigned by the OHA BHD contracts unit staff member, for that specific Financial Assistance Award. A MOD# beginning with an M is a mental health modification; a MOD# beginning with an A is a Substance Use Disorder modification.
     - **(2)** **CONTRACT#** is the unique identification number of this Agreement containing the Financial Assistance Award. This number is assigned by the Office of Contracts & Procurement (OC&P).
     - **(3)** **CONTRACTOR** is the County or the legal entity named in and for that specific Agreement containing the Financial Assistance Award.
     - **(4)** **Input Checked** is for OHA's internal use only.
     - **(5)** **Date Checked** is for OHA's internal use only.
   - **b. Financial and Service Information**. Each Service awarded funds is listed by Fiscal Year and then by the Service Element number. The amount of Financial Assistance awarded for each Service and certain other Service information is listed below the Fiscal Year and then by the Service Element number on one or more lines. Financial Assistance awarded for a particular Service may not be used to cover the costs of any other Service, except as permitted under Exhibit E, "General Terms and Conditions," section 3.a, of this Agreement. The funds, as set forth on a particular line, will be disbursed in accordance with and are subject to the restrictions set forth on that particular line. The awarded funds, disbursement information and restrictions on a particular line are displayed in a columnar format as follows:
     - **(1)** **Column 1, SE#:** The Service Element number(s) identifies the Services to be delivered as set forth on that particular line of the Financial Assistance Award.
     - **(2)** **Column 2, Fund:** This column identifies the fund number and description of the funding source, according to BHD's financial system, used for payments for this specific line of the Financial Assistance Award. The types of funds are as follows:
       - **(a)** **301: Mental Health Block Grant (MHBG) – Federal Funds:** County shall ensure expenditure of MHBG funds only as allowed by sections 1911-1920 of Title XIX, Part B, Subpart I and III of the Public Health Service Act
       - **(b)** **307: MHBG EASA Services – Federal Funds:** County shall ensure expenditure of MHBG EASA Services funds only for EASA Services as described in Exhibit B.
       - **(c)** **309: MHBG Crisis Services – Federal Funds:** County shall ensure expenditure of MHBG Crisis Services funds only for Crisis Services as described in Exhibit B.
       - **(d)** **401: Mental Health Marijuana Tax – Other Funds:** County shall ensure expenditure of Mental Health Marijuana Tax funds only as allowed by ORS 475C.726(d)(B).
       - **(e)** **406: Tobacco Tax New Investments – Other Funds:** County shall ensure

expenditure of Tobacco Tax New Investments funds only for Services described in Exhibit B.

(f) **407: 988 Tax Revenue – Other Funds:** County shall ensure expenditure of 988 Tax Revenue funds only for the expansion and ongoing funding of mobile crisis intervention teams as defined in ORS 430.626.

Commented [SE18]: I'm fine with this OHA change.

(g) **411: Tobacco Master Settlement Account – Other Funds:** County shall ensure expenditure of Tobacco Master Settlement Account funds only for Services described in Exhibit B.

(h) **421: Beer and Wine Tax (40%) Treatment – Other Funds:** County shall ensure expenditure of Beer and Wine Tax (40%) Treatment funds only as allowed by ORS 430.380.

(i) **450: Marijuana Tax (40%) – Other Funds:** County shall ensure expenditure of Marijuana Tax (40%) funds only as allowed by ORS 475C.726(d)(B).

(j) **520: Substance Use Prevention, Treatment, and Recovery Services Block Grant (SUPTRS BG) – Federal Funds:** County shall ensure expenditure of SUPTRS BG funds only as allowed by section 1921 of Title XIX, Part B, Subpart II and III of the Public Health Service Act.

(k) **804: Mental Health General Fund – General Funds:** County shall ensure expenditure of Mental Health General Fund funds only for Services described in Exhibit B that are provided for Individuals with or at risk of developing a Mental or Emotional Disturbance which may include a co-occurring Substance Use Disorder.

(l) **806: Mental Health New Investments – General Funds:** County shall ensure expenditure of Mental Health New Investment funds only for Services described in Exhibit B that are provided for Individuals with or at risk of developing a Mental or Emotional Disturbance which may include a co-occurring Substance Use Disorder.

(m) **807: Alcohol and Drug Treatment – General Funds:** County shall ensure expenditure of Alcohol and Drug Treatment funds only for Services described in Exhibit B provided for Individuals with or at risk of developing a Substance Use Disorder which may include a co-occurring Mental or Emotional Disturbance.

(n) **815: Mobile Response and Stabilization Services (MRSS) – General Fund:** County shall ensure expenditure of MRSS funds only for MRSS Services as described in Exhibit B.

Additional fund numbers may be added during the term of this Agreement and in the Financial Assistance Award by using an Administrative Memo to Counties via email to the contact person listed in Exhibit F, "Standard Terms and Conditions," section 18., "Notice." to note the new code number and description.

The fund numbers with source descriptions identifying General Funds or Other Funds as the funding source may actually be paid under a different fund number and source based upon actual funds available at the time of payment. Changes to the Financial Assistance Award to move amounts from one fund source to another fund source but otherwise Budget neutral will be processed as an Administrative Adjustment rather than issuing an Amendment to the Financial Assistance Award.

The notice of Administrative Adjustment will be sent to County via email to the contact person listed in Exhibit F, "Standard Terms and Conditions," Section 18., "Notice." County shall have 30 calendar days to request OHA replace the Administrative Adjustment notice with an Amendment to the Financial Assistance Award. If County does not make such a request, the Financial Assistance Award shall be deemed amended as noted in the Administrative Adjustment and agreed to by both parties.

(3) **Column 3, Proj Code:** This item is for OHA's internal use only.

(4) **Column 4, CPMS:** This item is for OHA's internal use only.

(5) **Column 5, Provider:** This is either the Provider's name or a description for a specific Service as set forth on that particular line of the Financial Assistance Award.

(6) **Column 6, Effective Dates:** This specifies the time period during which the Service or Service capacity, as applicable, is expected to be delivered utilizing the approved Service funds as set forth on that particular line of the Financial Assistance Award. For purposes of disbursement method "A" (as described in Section (10), "Column 10, Part ABC," below), these dates also specify the time period during which the approved Service funds will be disbursed to County.

(7) **Column 7, Slot Change/Type:** This is either the number of slots or number of days of Service or Service capacity, as applicable, OHA anticipates County to deliver during the period specified and utilizing the approved Service funds set forth on that particular line of the Financial Assistance Award. The Service or Service capacity, as applicable, must be delivered in the amounts and over the course of the time period specified on that line of the Financial Assistance Award. This column will be blank, followed by "NA" if the basis of payment set forth in the applicable Service Description is not tied to actual delivery of Services or Service capacity. The Slot Change/Type is the unit of measurement associated with the Effective Dates set forth in column 6. The Slot Change/Type is expressed in three-character designations and have the following meanings:

- **(a)** **CSD:** One CSD (or Client Service Day) is one day of Service or Service capacity, as applicable, delivered to one Individual or made available for delivery to one Individual, as applicable.
- **(b)** **N/A:** N/A means Slot Change/type is not applicable to the particular line.
- **(c)** **SLT:** One SLT (or Slot) is the delivery or capacity to deliver, as applicable, the Service to an Individual during the entire period specified in the corresponding line of the Financial Assistance Award.

(8) **Column 8, Rate:** This is the cost per day, per month, or per Slot Change/Type measurement for the Service or Service capacity, as applicable, to be delivered utilizing the approved Service funds as set forth on that line of the Financial Assistance Award.

(9) **Column 9, Operating Dollars:** This is the total amount of Financial Assistance Award for delivery of the Services and is OHA's maximum, not-to-exceed obligation during the time period specified on that particular line, in support of the Services described on that particular line, of the Financial Assistance Award.

(10) **Column 10, Part ABC:** This column indicates the method by which OHA disburses the Financial Assistance. The disbursement method listed in this column, as indicated by the letter A, B, or C, will usually be consistent with the disbursement method set forth in the Service Description for the particular Service

Element. The characters A, B and C indicate the following disbursement methods:

(a) The letter 'A' indicates OHA will disburse the awarded funds to County in substantially equal monthly allotments during the period set forth in Column 6, "Effective Dates."

(b) [Reserved] (The letter 'B' is no longer used.)

(c) The letter 'C' indicates OHA will disburse the awarded funds in the manner specified in Column 14, "SP#."

If the disbursement method listed in this column is different than the method set forth in the Service Description, the disbursement method listed in this column shall control. This column only indicates the disbursement method to be used should County be entitled to receive Financial Assistance, which shall be determined in accordance with the basis of payment as set forth in the applicable Service Element. Any disbursements made to County in excess of the funds County is entitled to, as determined in accordance with the applicable basis of payment and through the Agreement Settlement process, will be recovered by OHA in accordance with the terms of this Agreement.

(11) **Column 11, PAAF CD:** This column is the Plan/Amendment Approval Form (PAAF) code, which is the lookup field to title the various sections of the PAAF based on this PAAF code.

(12) **Column 12, Base:** This is the code used to indicate how the Services being provided, as set forth on that line of the Financial Assistance Award, are to be handled at the end of the respective biennium, as follows:

(a) The letter "Y" in this field indicates the Services subject to and modified by this Agreement, hereafter referred to as MOD, as set forth on that line of the Financial Assistance Award may continue into the next biennium. This will be contingent on the Services still being required, at that time and at that level, and upon OHA's funding being continued at the present funding level or higher, through the legislatively adopted budget for that specific biennium.

(b) The letter "N" in this field indicates the Services being modified in this MOD, as set forth on that line of the Financial Assistance Award, are not continuing into the next biennium.

(c) The letter "M" in this field indicates the Services being modified in this MOD, as set forth on that line of the Financial Assistance Award, are "maybe" going to continue into the next biennium. This will be determined at the time OHA is preparing the next biennium's Agreements. This code is typically used for Services paid by Federal Grants.

(13) **Column 13, Client Code:** This column is used when Service funds, as set forth on that line of the Financial Assistance Award, are for a specific Individual. The coded Individual name indicates the approved Service funds may only be expended on the delivery of the specified Service to the specified Individual. If this column is blank, Service funds are not intended for any particular Individual.

(14) **Column 14, SP#:** This column is for Special Conditions, if any, that must be complied with when providing the Service using approved Service funds set forth on that line of the Financial Assistance Award. For certain Services, the Special Conditions specify the rate at which Financial Assistance will be calculated for delivery of that Service or delivery of capacity for that Service. The Special Conditions are identified by a numeric code. A table or tables listing the Special

Conditions by numeric code is included in the Financial Assistance Award.

c. **Format and Abbreviations in Financial Assistance Award Amendments.** The format and abbreviations in a Financial Assistance Award amendment are the same as those used in the initial Financial Assistance Award. If a Financial Assistance Award amendment amends the financial and Service information in the Financial Assistance Award, the financial and Service information line in the amendment will either amend an existing line in the financial and Service information of the Financial Assistance Award or constitute a new line added to the financial and Service information of the Financial Assistance Award. A financial and Service information line in a Financial Assistance Award amendment (an "Amending Line") amends an existing line of the Financial Assistance Award (a "Corresponding Line") if the line in the Financial Assistance Award amendment awards funds for the same Service in the Financial Assistance Award and specifies a date range falling within the Effective Dates specified in that existing line (as previously amended, if at all). If an Amending Line has a positive number in the approved Operating Dollars column, those funds are added to the approved Operating Dollars of the Corresponding Line for the period specified in the Amending Line. If an Amending Line has a negative number in the approved Operating Dollars column, those funds are subtracted from the approved Operating Dollars of the Corresponding Line for period specified in the Amending Line. If an Amending Line has a positive number in the Slot Change/Type column, those Slots are added to the Slot Change/Type in the Corresponding Line for the period specified in the Amending Line. If an Amending Line has a negative number in the Slot Change/Type column, those Slots are subtracted from the Slot Change/Type in the Corresponding Line for the period specified in the Amending Line. All Special Conditions identified in a Corresponding Line apply to funds identified on an Amending Line (unless a Special Condition or portion thereof on an Amending Line specifies a rate). If an Amending Line contains a Special Condition or portion of a Special Condition that specifies a rate, that Special Condition or portion thereof replaces, for the period specified in the Amending Line, any Special Condition or portion thereof in the Corresponding Line that specifies a rate. If a financial and Service information line in a Financial Assistance Award amendment is not an Amending Line, as described above, it is a new line added to the Financial Assistance Award.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT D
SPECIAL TERMS AND CONDITIONS

1. **County Expenditures on Services.** In accordance with ORS 430.345 to ORS 430.380 (the "**Mental Health Alcoholism and Drug Services Account**"), County shall maintain its 2025-2026 financial contribution to alcohol and other drug treatment and prevention services at an amount not less than that for fiscal year 2024. Furthermore, and in accordance with the Mental Health Alcoholism and Drug Services Account, County shall maintain its 2026-2027 financial contribution to alcohol and other drug treatment and prevention services at an amount not less than that for fiscal year 2025. OHA may waive all or part of the financial contribution requirement in consideration of severe financial hardship or any other grounds permitted by law.

2. **Basic Accounting Records.** County shall comply with the basic record keeping standards prescribed in OAR 309-013-0120 through OAR 309-013-0220.

3. **Local Plan Revisions.**
   a. County shall notify OHA if, at any time, it determines that the Financial Assistance is insufficient to adequately fund the Service Priorities identified in Subsection 2.a. and other mandatory Services in Exhibit B, in which case, the parties shall work in good faith to create a mutually agreed upon revised Local Plan and Budget ~~for OHA's review and approval~~.
   ~~a.~~b. Once approved, a Local Plan is valid until changes are mutually agreed upon. In no event will County be required to expend funds other than Financial Assistance to fund any such revised Local Plan and Budget for the Services.
   ~~b.~~c. Upon notification from OHA that OHA has received a court order or written court appointed monitor directive that may requires a change to the Local Plan and Budget, and if so, the parties shall work in good faith to prepare and complete an agreed upon revised Local Plan and Budget within 30 calendar days of such notification. ~~Any such revised Local Plan and Budget must be reviewed and approved by OHA.~~ Any such OHA approved revised Local Plan and Budget must be initiated within 30 calendar days of OHA's approval or such date that the parties agree. In no event will County be required to expend funds other than Financial Assistance to fund any such revised Local Plan and Budget for the Services.

4. **Services for Children, Youth, and Families.** Services funded with the Financial Assistance must be guided by the following policy:
   a. Each child and youth is an Individual with unique strengths and needs and must be met with developmentally, culturally and linguistically appropriate and individually responsive services that recognize the as a whole person;
   b. Children, youth and their families are the experts on their lives and needs and must be meaningfully included in all decisions about their Individual services and be meaningfully included in policy making and service design:
   c. All children and youth, regardless of the type or severity of diagnoses or the disability they experience, must be supported to live, work, play and attend school in integrated community settings and must be supported to safely and successfully remain in their family

Commented [EM19]: Given the lack of a description of the "service priorities" and the broad language of "substantial compliance" it is unclear whether this shifts the responsibility for certain services to the County. For instance, it is unclear if this obligates the County to create inpatient treatment infrastructure that is beyond its fiscal capacity or legal responsibility based on the service priorities. We assume that this is not OHA's intent.

Commented [SE20R19]: Counties want to protect community-focused mental health services via local plans that are mutually agreed and protected. See ORS 430.630(9). A clause like this is needed due to other changes OHA wants to make to the current CFAA language that everyone (including OHA) has found agreeable for years.

homes and local schools to the maximum extent possible;

d. The unique strengths and potential of each child, youth, and family must be proactively recognized and built upon;

e. Child, youth, and family-centered supports must be prioritized toward prevention and recovery;

f. Children and youth must not be restricted to a single-Service setting or delivery system and must be provided with access to all Services for which the children or youth are eligible regardless of their disability type or family situation; and

g. Children, youth and their families must be supported to access the appropriate comprehensive home and community-based services that prevent crises from happening or from reoccurring and that provide support and stabilization in the event of a crisis.

5. **Trauma Informed Services** also referred to as **Trauma Informed Care (TIC)**. County shall ensure that the Services funded by the Financial Assistance comply with OAR 309-019-0105(162) and OHA's Trauma Informed Care Policy. The Local Plan must include County's TIC plan and will describe how County has incorporated TIC as a core principle in policies, mission statements, and written program and Service information, in accordance with the OHA Trauma Informed Care (TIC) Policy located at https://www.oregon.gov/oha/HSD/BH-Child-Family/Documents/Trauma-Informed%20Services%20Policy.pdf. County will initiate and complete an agency self-assessment and have a quality assurance structure/process to further develop and sustain TIC.

6. **Clinical Interventions and Support Services** provided to any Individual enrolled in the Oregon Health Plan (OHP) who is covered for these Services and for which the CCO or Medical Assistance Programs (MAP) pays for these Services are not eligible for Services. The OHP benefit package includes many of the Services provided under this Agreement. The intent is not to duplicate OHP but rather augment the package of Services.

7. **Corrective Action Plan.** Upon OHA's identification of any deficiencies in County's performance under this Agreement, including without limitation failure to submit reports as required, failure to expend available funding, or failure to meet performance requirements, County shall prepare and submit to OHA within 30 calendar days a Corrective Action Plan (CAP) to be reviewed and approved by OHA. The CAP shall include, but is not limited to, the following information:

a. Reason or reasons for the CAP;

b. The date the CAP will become effective, with timelines for implementation;

c. Planned action already taken to correct the deficiencies, as well as proposed resolutions to address remaining deficits identified, with oversight and monitoring by OHA; and

d. Proposed remedies, short of termination, should County not come into compliance within the timeframe set forth in the CAP.

8. **Mandated State Data System Reporting Requirement.** All Individuals receiving Services paid for with the Financial Assistance must be enrolled and that Individual's record maintained in ROADS (Resilience Outcomes Analysis and Data Submission), the mandated state data system, as required in OAR 309-019-0135(1)(e).

9. **Plan of Resolution Related to Individuals in OSH or Community Hospitals**

a. County acknowledges that OHA does not provide direct Services to the following Individuals, except for some services at Oregon State Hospital, and that OHA provides the Financial Assistance for County to provide placement-related Services to:

(1) Individuals who the court:
- **(a)** Are found to lack fitness to proceed under ORS 161.370 and are committed to the custody of the superintendent of OSH;
- **(b)** Has determined lack the fitness to proceed under ORS 161.370 and are ordered to engage in community restoration Services; or
- **(c)** Has determined have no substantial probability of gaining or regaining fitness under ORS 161.367 and who are being discharged to the community.

(2) Individuals who are currently committed to OHA for treatment under ORS 426.130 or recommitted to OHA under ORS 426.307.

b. If County determines that, for Individuals described in this Subsection 9.a.(1) and 9.a.(2) of Exhibit D, it cannot reasonably meet the requirements related to the identification and placement of an Individual with a Provider outside of the state or community hospital within 30 calendar days from when the state or community hospital notifies County that the Individual no longer requires state hospital level of care, then County shall follow the resolution process described in Subsections 9.d and 9.e of this Exhibit D.

c. If County makes the determination described in Subsections 9.b of Exhibit D, County shall:

(1) Develop a Plan of Resolution that provides the following information to OHA:
- **(a)** Identify the barrier(s) to providing the Service to the Individual including, but not limited to: insufficient funds, lack of Providers, Individual-specific barrier(s), or coordination issues with Providers, governmental bodies or contractors, or any other interested parties;
  - **i.** If the barrier is insufficient funding, provide OHA with specific information about the amount of funds that County has left under this Agreement to provide Services to Individuals described in Subsection 2.a of Exhibit B for the remaining term of the Agreement;
  - **ii.** If the barrier is lack of Providers, identify the specific gaps in Provider capacity (e.g., level of care and geographic area);
  - **iii.** If the barrier is an Individual-specific barrier(s), provide information whether this is an exceptional case or likely to reoccur with other Individuals; or
  - **iv.** If the barrier is in coordination, identify the issue and the entities or persons involved.
- **(b)** Provide information on how County has already attempted to address the identified barrier(s), such as:
  - **i.** Requested proposals for contracts from new Providers;
  - **ii.** Used existing funds to develop and fund new Providers;
  - **iii.** Contacted OHA to discuss complex case management and the use of funds or need for additional funds for new Providers or Individual-specific Services; or
  - **iv.** Coordinated with other entities or persons involved in providing or funding the Services to the Individuals described in Subsection 2.a of Exhibit B.
- **(c)** Provide a plan on how to resolve the identified barrier(s); and
- **(d)** Identify how OHA can assist County in resolving the barrier(s).

(2) Timely submit the Plan of Resolution to OHA, but no later than 10 business days from the date that County determines it cannot provide the Services to the

Individual due to insufficient funds, lack of Providers, Individual-specific barrier(s), or coordination issues;

(3) If OHA does not approve County's Plan of Resolution, meet with OHA within 10 business days of receipt of the non-approval in order to discuss it, unless the timeframe is extended by the mutual written agreement of County and OHA;

(4) After the meeting, submit a first Revised Plan of Resolution to OHA within 10 business days; and

(5) Implement the OHA-approved Plan of Resolution or OHA-approved Revised Plan of Resolution within the reasonable deadline set by OHA in its approval notice or by the mutually agreed upon deadline set by the County and OHA, whichever is longer.

d. If County's Plan of Resolution and first Revised Plan of Resolution are not approved by OHA, County shall elevate the issue to senior management or appropriate designee.

(1) County's senior management or their designee shall meet with OHA's senior management or designee to discuss the first Revised Plan of Resolution and the ways OHA can support County in resolving the issue within 10 business days from the date of OHA's notice of non-approval of the first Revised Plan of Resolution.

(2) County shall continue to submit Revised Plans of Resolution to OHA for review until it is approved by OHA. If County and OHA agree that further revisions will not resolve the barriers or allow County to provide the Services to the Individual, no further revisions of the Plan of Resolution will be required.

(3) If a revised Plan of Resolution is approved by OHA, County shall implement it within the reasonable deadline set by OHA in its approval notice or by the mutually agreed upon deadline set by County and OHA, whichever is longer.

e. OHA agrees to provide the following support to County for Services provided to Individuals described in Subsections 9.a of Exhibit D:

(1) Provide complex case management support to assist County in locating placements or Services for Individuals with placement barriers (e.g., sex offender history, special medical needs, and dual diagnosis).

(2) Assist County in resolving coordination issues with Coordinated Care Organizations, ODHS, and any other entities involved in providing or funding the Individual's Services.

(3) Act as a good faith partner with County to address shortages in staffing, capacity, or other needs required by County to provide the Services to Individuals described in Subsections 9.a of this Exhibit D.

f. If County submits a Plan of Resolution or Revised Plan of Resolution under Subsections 9.c and 9.d of this Exhibit D, OHA shall:

(1) Review the Plan of Resolution or Revised Plan of Resolution;

(2) OHA will send a written notice of approval or non-approval of the Plan of Resolution or Revised Plan of Resolution within three (3) business days of receiving it;

(3) If OHA does not approve County's Plan of Resolution or Revised Plan of Resolution, meet with County within 10 business days as described in Subsections 9.c and 9.d of this Exhibit D;

(4) Not unreasonably withhold approval of County's Plan of Resolution or Revised Plan of Resolution; and

(5) Set a reasonable timeframe, as determined by OHA, to implement the OHA-

approved Plan of Resolution or Revised Plan of Resolution based on the type of actions to be implemented by County to resolve the issue.

g. If OHA does not approve County's Plan of Resolution and first Revised Plan of Resolution, OHA shall elevate the issue to senior management or appropriate designee.

(1) OHA's senior management or designee shall meet with County's senior management or designee to discuss the first Revised Plan of Resolution and the ways OHA can support County in resolving the issue within 10 business days from the date of OHA's notice of non-approval of the first Revised Plan of Resolution.

(2) OHA shall continue to work with County and review any subsequently submitted Revised Plans of Resolution and shall respond to County with approval or non-approval of that Plan within 3 business days of receiving it. If County and OHA agree that further revisions will not resolve the barriers or allow County to provide the Services to the Individual, no further revisions will be required.

10. Mid-Term Agreement Changes.

a. Any changes by OHA to policies, forms, templates, procedures, or other external documents that are referenced by web links without being attached as exhibits to this Agreement that have a material effect require a fifteen (15) calendar day advance written notice of such change by OHA to County, and a copy of such notice must be sent by mail and to any emails designated in writing by County for this purpose. County will then have fifteen (15) calendar days from the date of the notice to consent or object to the change, and an objection can be sent to the email account from which OHA emailed the notice. If County does not object timely to the change, it will be binding on County. Any timely objected to changes will not go into effect unless negotiated and implemented through any amendment.

b. Any subsequent change to an administrative rule referenced in this Agreement is not binding on County if such change is determined by a court of competent jurisdiction to exceed OHA's authority or is otherwise invalid.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL PROGRAMS

EXHIBIT E
GENERAL TERMS AND CONDITIONS

1. Disbursement and Recovery of Financial Assistance.

a. Disbursement Generally. Subject to the conditions precedent set forth below, OHA shall disburse the Financial Assistance described in the Financial Assistance Award to County in accordance with the procedures set forth below and, as applicable, in the Service Descriptions and the Financial Assistance Award. Disbursement procedures may vary by Service.

(1) Disbursement of Financial Assistance for Services. As set forth in the Service Description for a particular Service, OHA will generally disburse financial assistance that is described in the Financial Assistance Award to County in monthly allotments in advance of actual delivery of the Service.

(2) Disbursements Remain Subject to Recovery. All disbursements of Financial Assistance, including disbursements made directly to Providers, remain subject to recovery from County, in accordance with Recovery of Financial Assistance section below.

b. Conditions Precedent to Disbursement. OHA's obligation to disburse Financial Assistance to County is subject to satisfaction, with respect to each disbursement, of each of the following conditions precedent:

(1) No County default, as described in Section 6 of Exhibit F, "Standard Terms and Conditions," has occurred.

(2) County's representations and warranties, as set forth in Section 4 of Exhibit F, "Standard Terms and Conditions," are true and correct on the date of disbursement with the same effect as though made on the date of disbursement.

c. Recovery of Financial Assistance.

(1) Notice of Underexpenditure, Overexpenditure. If OHA believes there has been an Underexpenditure or Overexpenditure of moneys disbursed under this Agreement, OHA shall provide County with written notice thereof, with a detailed spreadsheet providing supporting data of an under or over expenditure, and OHA and County shall engage in the process described in the Recovery of Underexpenditure or Overexpenditure section below. If OHA believes there has been a Misexpenditure of moneys disbursed to County under this Agreement, OHA shall provide County with written notice thereof and OHA and County shall engage in the process described in Recovery of Misexpenditures section below.

(2) Recovery of Underexpenditure or Overexpenditure.

(a) County's Response. County shall have 90 calendar days from the effective date of the notice of Underexpenditure or Overexpenditure or from the date of receipt of the notice, whichever is later, to pay OHA in full or notify OHA that it wishes to engage in the appeals process set forth in the Appeals Process section below. If County fails to respond within that 90 calendar-day time period, County shall promptly pay the noticed Underexpenditure or Overexpenditure.

(b) Appeals Process. Upon receipt of the final notice, if County notifies OHA that it wishes to engage in the Appeals Process, County and OHA shall

engage in non-binding discussions to give County an opportunity to present reasons why it believes that there was no Underexpenditure or Overexpenditure, or that the amount of the Underexpenditure or Overexpenditure was different than the amount identified by OHA, and to give OHA the opportunity to reconsider its notice. County and OHA may negotiate an appropriate apportionment of responsibility for the repayment of an Underexpenditure or Overexpenditure. At County request, OHA will meet and negotiate with County in good faith concerning appropriate apportionment of responsibility for repayment of an Underexpenditure or Overexpenditure. In determining an appropriate apportionment of responsibility, County and OHA may consider any relevant factors. An example of a relevant factor is the extent to which either party contributed to an interpretation of a statute, regulation or rule prior to the expenditure that was officially reinterpreted after the expenditure. If OHA and County reach agreement on the amount owed to OHA, County shall promptly repay that amount to OHA by issuing payment to OHA or by directing OHA to withhold future payments pursuant to the Recovery from Future Payment section below. If OHA and County are unable to agree to whether there has been an Underexpenditure or Overexpenditure or as to the amount owed, the parties may agree to consider further appropriate dispute resolution processes, including, subject to State of Oregon Department of Justice and County Counsel approval, arbitration. If both parties are unable to agree to further dispute resolution, the parties shall proceed according to the procedures described in the Recovery from Future Payments section below.

(c) **Recovery from Future Payments.** To the extent that OHA is entitled to recover an Underexpenditure or Overexpenditure pursuant to this Recovery of Underexpenditure or Overexpenditure section, OHA may recover the Underexpenditure or Overexpenditure by offsetting the amount thereof against future amounts owed to County by OHA, including, but not limited to, any amount owed to County by OHA under any other agreement between County and OHA, present or future. OHA shall provide County written notice of its intent to recover the amount of the Underexpenditure or Overexpenditure from amounts owed County by OHA as set forth in this Section and shall identify the amounts, which OHA intends to offset, (including the agreements, if any, under which the amounts owed arose and from those from which OHA wishes to deduct payments). County shall then have 14 calendar days from the date of OHA's notice in which to request the deduction be made from other amounts owed to County by OHA and identified by County. OHA shall comply with County's request for alternate offset. In the event that OHA and County are unable to agree on which specific amounts, owed to County by OHA, OHA may offset in order to recover the amount of the Underexpenditure or Overexpenditure, OHA may select the particular agreements, between OHA and County, and amounts from which it will recover the Underexpenditure or Overexpenditure, after providing notice to County and subject to the following limitations: OHA shall first look to amounts owed to County (but unpaid) under this Agreement. If that amount is insufficient, then OHA may look to any other amounts currently owing or owed in the future to County by OHA. In no

case, without the prior consent of County, shall OHA deduct from any one payment due to County under the agreement from which OHA is offsetting funds an amount in excess of twenty-five percent (25%) of that payment. OHA may look to as many future payments as necessary in order to fully recover the amount of the Underexpenditure or Overexpenditure.

(3) Recovery of Misexpenditure.

(a) If OHA believes there has been a Misexpenditure of money disbursed to County under this Agreement, OHA shall provide to County a written notice of recovery, with a detailed spreadsheet providing supporting data of the Misexpenditure attached, and OHA and County shall engage in the process described in the Appeal Process section below.

(b) **County's Response.** From the effective date of the Misexpenditure notice or from the date of receipt of notice, whichever is later, County shall have the lesser of 60 calendar days; or if a Misexpenditure relates to a federal government request for reimbursement, 30 calendar days fewer than the number of days (if any) OHA has to appeal a final written decision from the federal government, to either:

i. Make a payment to OHA in the full amount of the Misexpenditure as identified by OHA in the notice; or

ii. Notify OHA that County wishes to repay the amount of the Misexpenditure, as identified by OHA in the notice, from future payments pursuant to the Recovery from Future Payments section below; or

iii. Notify OHA that it wishes to engage in the applicable appeal process, as set forth in the Appeal Process section below.

If County fails to respond within the time required by this Section, OHA may recover the amount of the Misexpenditure identified in the notice from future payments as set forth in Recovery from Future Payment section below.

(c) **Appeal Process.** If County notifies OHA that it wishes to engage in an appeal process with respect to a notice of Misexpenditure from OHA, the parties shall comply with the following procedures, as applicable:

i. **Appeal from OHA-Identified Misexpenditure**. If OHA's notice of Misexpenditure is based on a Misexpenditure solely of the type described in Section 20(b) or (c) County and OHA shall engage in the process described in this Appeal Process section to resolve a dispute regarding the notice of Misexpenditure. First, County and OHA shall engage in non-binding discussions, to give County an opportunity to present reasons why it believes that there is, in fact, no Misexpenditure or that the amount of the Misexpenditure is different than the amount identified by OHA in the notice, and to give OHA the opportunity to reconsider its notice. County and OHA may negotiate an appropriate apportionment of responsibility for the repayment of the Misexpenditure. At County's request, OHA will meet and negotiate with County in good faith concerning appropriate apportionment of responsibility for repayment of the Misexpenditure. In determining an appropriate apportionment of responsibility, County and OHA may consider any relevant factors. An example of a

relevant factor is the extent to which either party contributed to an interpretation of a statute, regulation or rule prior to the expenditure that was officially reinterpreted after the expenditure. If OHA and County reach agreement on the amount owed to OHA, County shall promptly repay that amount to OHA by issuing payment to OHA or by directing OHA to withhold future payments pursuant to the Recovery from Future Payments section below. If OHA and County continue to disagree as to whether there has been a Misexpenditure or as to the amount owed, the parties may agree to consider further appropriate dispute resolution processes, including, subject to State of Oregon Department of Justice and County Counsel approval, arbitration.

ii. Appeal from Federal-Identified Misexpenditure.

A. If OHA's notice of Misexpenditure is based on a Misexpenditure of the type described in Section 20(a) and the relevant federal agency provides a process either by statute or administrative rule to appeal the determination of improper use of federal funds, the notice of disallowance or other federal identification of improper use of funds, and if the disallowance is not based on a federal or state court judgment founded in allegations of Medicaid fraud or abuse, then County may, 30 calendar days prior to the applicable federal appeals deadline, request that OHA appeal the determination of improper use, notice of disallowance or other federal identification of improper use of funds in accordance with the process established or adopted by the federal agency. If County so requests that OHA appeal the determination of improper use of federal funds, federal notice of disallowance or other federal identification of improper use of funds, the amount in controversy shall, at the option of County, be retained by County or returned to OHA pending the final federal decision resulting from the initial appeal. If County requests, prior to the deadline set forth above, that OHA appeal, OHA shall appeal the determination of improper use, notice of disallowance or other federal identification of improper use of funds in accordance with the established process and shall pursue the appeal until a decision is issued by the Departmental Grant Appeals Board of the Department of Health and Human Services (the "Grant Appeals Board") pursuant to the process for appeal set forth in 45 C.F.R. Subtitle A, Part 16, or an equivalent decision is issued under the appeal process established or adopted by the federal agency. County and OHA shall cooperate with each other in pursuing the appeal. If the Grant Appeals Board or its equivalent denies the appeal then either County, OHA, or both may, at their discretion, pursue further appeals. Regardless of any further appeals, within 90 calendar days of the date the federal decision resulting from the initial appeal is

final, County shall repay to OHA the amount of the Misexpenditure (reduced, if at all, as a result of the appeal) by issuing payment to OHA or by directing OHA to withhold future payments pursuant to Recovery from Future Payments section below. To the extent that County retained any of the amount in controversy while the appeal was pending, County shall also pay to OHA the interest, if any, charged by the federal government on such amount.

B. If the relevant federal agency does not provide a process either by statute or administrative rule to appeal the determination of improper use of federal funds, the notice of disallowance or other federal identification of improper use of funds or County does not request that OHA pursue an appeal 30 calendar days prior to the applicable federal appeals deadline, and if OHA does not appeal, within 90 calendar days of the date the federal determination of improper use of federal funds, the federal notice of disallowance or other federal identification of improper use of funds is final, County shall repay to OHA the amount of the Misexpenditure by issuing a payment to OHA or by directing OHA to withhold future payments pursuant to the Recovery from Future Payments section below.

C. If County does not request that OHA pursue an appeal of the determination of improper use of federal funds, the notice of disallowance or other federal identification of improper use of funds 30 calendar days prior to the applicable federal appeals deadline but OHA nevertheless appeals, County shall repay to OHA the amount of the Misexpenditure (reduced, if at all, as a result of the appeal), within 90 calendar days of the date the federal decision resulting from the appeal is final, by issuing payment to OHA or by directing OHA to withhold future payments pursuant to the Recovery from Future Payments section below.

D. Notwithstanding County's Response section above, if the Misexpenditure was expressly authorized by OHA rule or an OHA writing that applied when the expenditure was made but was prohibited by federal statutes or regulations that applied when the expenditure was made, County will not be responsible for repaying the amount of the Misexpenditure to OHA, provided that:

I. Where post-expenditure official reinterpretation of federal statutes or regulations results in a Misexpenditure, County and OHA will meet and negotiate in good faith an appropriate apportionment of responsibility between them for repayment of the Misexpenditure.

II. For purposes of this Section, an OHA writing must interpret this Agreement or OHA rule and be signed

by the Director of OHA, the Director of Behavioral Health Division or the Section Director.
OHA shall designate an alternate officer in the event the Behavioral Health Division is abolished. Upon County's request, OHA shall notify County of the names of the Individual officers listed above. OHA shall send OHA writings described in this paragraph to County by mail and email and to County directors by email.

III. The OHA writing must be in response to a request from County for expenditure authorization or a statement intended to provide official guidance to County or counties generally for making expenditures under this Agreement. The writing must not be contrary to this Agreement or contrary to law or other applicable authority that is clearly established at the time of the OHA writing.

IV. If the OHA writing is in response to a request from County for expenditure authorization, County's request must be in writing and signed by the director of a County department with the authority to make such a request or by County Counsel. It must identify the supporting data, provisions of this Agreement and provisions of applicable law relevant to determining if the expenditure should be authorized.

V. An OHA writing expires on the date stated in the writing, or if no expiration date is stated, six years from the date of the writing. An expired OHA writing continues to apply to County expenditures that were made in compliance with the writing and during the term of the writing.

VI. OHA may revoke or revise an OHA writing at any time if it determines in its sole discretion that the writing allowed expenditure in violation of this Agreement, law, or any other applicable authority. However, County is not responsible for a Misexpenditure that was based on an OHA writing that was effective at the time of the Misexpenditure.

VII. OHA rule does not authorize an expenditure that this Agreement prohibits.

(d) Recovery from Future Payments. To the extent that OHA is entitled to recover a Misexpenditure pursuant to the Appeal Process section above, OHA may recover the Misexpenditure by offsetting the amount thereof against future amounts owed to County by OHA, including, but not limited to, any amount owed to County by OHA under this Agreement or any amount owed to County by OHA under any other agreement between County and OHA, present or future. OHA shall provide County written notice of its intent to recover the amount of the Misexpenditure from

amounts owed County by OHA as set forth in this Section, and shall identify the amounts owed by OHA which OHA intends to offset (including the agreements, if any, under which the amounts owed arose and from those from which OHA wishes to deduct payments). County shall then have 14 calendar days from the date of OHA's notice to request the deduction be made from other amounts owed to County by OHA and identified by County. OHA shall comply with County's request for alternate offset. In the event that OHA and County are unable to agree on which specific amounts, owed to County by OHA, OHA may offset in order to recover the amount of the Misexpenditure, then OHA may select the particular agreements between OHA and County and amounts from which it will recover the amount of the Misexpenditure, after providing notice to County, and subject to the following limitations: OHA shall first look to amounts owed to County (but unpaid) under this Agreement. If that amount is insufficient, then OHA may look to any other amounts currently owing or owed in the future to County by OHA. In no case, without the prior consent of County, shall OHA deduct from any one payment due County under the agreement from which OHA is offsetting funds an amount in excess of twenty-five percent (25%) of that payment. OHA may look to as many future payments as necessary in order to fully recover the amount of the Misexpenditure.

(4) Additional Provisions related to parties' rights and obligations with respect to Underexpenditures, Overexpenditures and Misexpenditures.

(a) County shall cooperate with OHA in the Agreement Settlement process.

(b) OHA's right to recover Underexpenditures, Overexpenditures and Misexpenditures from County under this Agreement is not subject to or conditioned upon County's recovery of any money from any other entity.

(c) If the exercise of OHA's right to offset under this provision requires County to complete a re-budgeting process, nothing in this provision shall be construed to prevent County from fully complying with its budgeting procedures and obligations, or from implementing decisions resulting from those procedures and obligations.

(d) Nothing in this provision shall be construed as a requirement or agreement by County to negotiate and execute any future contract with OHA.

(e) Nothing in this Section shall be construed as a waiver by either party of any process or remedy that might otherwise be available.

2. Use of Financial Assistance. County shall use the Financial Assistance solely to cover actual Allowable Costs reasonably and necessarily incurred to deliver Services during the term of this Agreement.

3. Award Adjustments

a. County may use Financial Assistance to cover actual Allowable Costs reasonably and necessarily incurred to deliver Services, from the Effective Date of this Agreement through the termination or expiration of this Agreement.

(1) If County uses Financial Assistance described in the Financial Assistance Award in reliance on this Award Adjustments section (1) or (2) above, County shall promptly notify OHA in writing of such use.

b. Financial Assistance disbursed to County under this Agreement that County would be

entitled to retain if used prior to the termination or expiration of this Agreement (as calculated in accordance with the methodologies set forth in the applicable Service Descriptions), may be retained by County even if not used prior to the termination or expiration of this Agreement provided that other provisions of this Agreement do not require the Financial Assistance to be used by County prior to the termination or expiration of this Agreement and provided further that County uses the Financial Assistance solely to deliver future Services for the purpose it was originally awarded.

4. Amendments Proposed by OHA.

a. Amendments of Financial Assistance Award. County shall review all proposed amendments to the Financial Assistance Award prepared and presented to County by OHA in accordance with this Section. Amendments to the Financial Assistance Award will be presented to County in electronic form. OHA may withdraw a proposed amendment by and effective upon written notice to County. If not sooner accepted or rejected by County, or withdrawn by OHA, a proposed amendment will be deemed rejected by County 60 calendar days after County's receipt thereof and OHA's offer to amend the Financial Assistance Award will be automatically revoked. If County chooses to accept a proposed amendment presented in electronic form, County shall return the proposed amendment to OHA signed by County Financial Assistance Administrator. Upon OHA's actual physical receipt and signature of a proposed amendment signed by County Financial Assistance Administrator but otherwise unaltered, the proposed amendment will be considered accepted by the parties and the Financial Assistance Award, as amended by the proposed amendment, will become the Financial Assistance Award under this Agreement. If County returns a proposed amendment altered in any way (other than by signature of County Financial Assistance Administrator), OHA may, in its discretion, accept the proposed amendment as altered by County but only if County Financial Assistance Administrator has initialed each alteration. A proposed amendment altered by County and returned to OHA will be considered accepted by OHA on the date OHA initials each alteration and on that date the Financial Assistance Award, as amended by the proposed amendment (as altered), will become the Financial Assistance Award.

b. Other Amendments. County shall review all proposed amendments to this Agreement prepared and presented to County by OHA, other than those described in the previous subsection a., promptly after County's receipt thereof. If County does not accept a proposed amendment within 60 calendar days of County's receipt thereof, County shall be deemed to have rejected the proposed amendment and the offer to amend the Agreement, as set forth in the proposed amendment, will be automatically revoked. If County chooses to accept the proposed amendment, County shall return the proposed amendment to OHA signed by a duly authorized County official. Upon OHA's actual physical receipt and signature of a proposed amendment signed by a duly authorized County official but otherwise unaltered, the proposed amendment will be considered accepted by the parties and this Agreement will be considered amended as set forth in the accepted amendment. If County returns a proposed amendment altered in any way (other than by signature of a duly authorized County official), OHA may, in its discretion, accept the proposed amendment as altered by County but only if a duly authorized County official has initialed each alternation. A proposed amendment altered by County and returned to OHA will be considered accepted by OHA on the date OHA initials each alteration and on that date this Agreement will be considered amended as set forth in the accepted amendment.

5. **Provider Contracts**. Except when the Service expressly requires the Service or a portion thereof to be delivered by County directly and subject to the Provider Monitoring section below, County may use the Financial Assistance to purchase a particular Service from a Provider through a Provider Contract. Subject to the Provider Monitoring section below, County may permit a Provider to purchase the Service, or a portion thereof, from another person or entity under a subcontract and such subcontractors will also be considered Providers for purposes of this Agreement and those subcontracts will be considered Provider Contracts under this Agreement. County shall maintain an originally executed copy of each Provider Contract at its office and shall furnish a copy of any Provider Contract to OHA upon request.

6. **Provider Monitoring.** County shall monitor each Provider's delivery of = and promptly report to OHA when County identifies a deficiency in a Provider's delivery of a Service or in a Provider's compliance with the Provider Contract between the Provider and County. County shall promptly take all necessary action to remedy any identified deficiency on the part of the Provider. County shall also monitor the fiscal performance of each Provider and shall take all lawful management and legal action necessary to pursue this responsibility. In the event of a deficiency in a Provider's delivery of a Service or in a Provider's compliance with the Provider Contract between the Provider and County, nothing in this Agreement shall limit or qualify any right or authority OHA has under state or federal law to take action directly against the Provider.

7. **Alternative Formats and Translation of Written Materials, Interpreter Services.**
In connection with the delivery of Services, County shall make available to Client, without charge, upon the Client's reasonable request:

- **a.** All written materials related to the Services provided to the Client in alternate formats, including accessible electronic formats, brailed documents, and large print upon request. If County does not have access to such alternate formats, then County can request them from OHA.
- **b.** All written materials related to the Services provided to the Client in the Client's language. If County does not have access to such languages, then County can request written materials in the Client's language from OHA.
- **c.** Oral interpretation services related to the Services provided to the Client in the Client's language.
- **d.** Sign language interpretation services and telephone communications access services related to the Services provided to the Client. County shall work with OHA if it does not have staff that fluently speak the language of an eligible Client, including qualified Sign Language Interpreters for Client's who are deaf or hard of hearing and whose preferred mode of communication is sign language.

For purposes of the foregoing, "written materials" means materials created by County, in connection with the Service being provided to the requestor. County may develop its own forms and materials and with such forms and materials County shall be responsible for making them available to a Client, without charge to the Client in the prevalent non-English language(s) within County Service area. OHA shall be responsible for making its forms and materials available, without charge to the Client or County, in the prevalent non-English language(s) within County Service area.

8. **Operation of CMHP**. County shall operate or contract for the operation of a CMHP during the term of this Agreement. If County uses Financial Assistance for a particular Service, County shall include that Service in its CMHP from the date it begins using Financial Assistance for that

Service until the earlier of: (a) termination or expiration of this Agreement; (b) termination by OHA of OHA's obligation to provide the Financial Assistance for that Service in accordance with Exhibit F, Termination section; or (c) termination by County, in accordance with Exhibit F, Termination section, of County's obligation to include in its CMHP a Core Service Area that includes that Service.

9. **OHA Reports.** To the extent resources are available to OHA to prepare and deliver the information, OHA shall, during the term of this Agreement, provide County with the following reports:

a. Summary reports to County and County's Providers from data as reported to OHA through the mandated state data system under this Agreement; and

b. Monthly reports to County that detail disbursement of Financial Assistance under the Financial Assistance Award for the delivery of Services.

10. **Technical Assistance**. During the term of this Agreement, OHA shall provide technical assistance to County in the delivery of Services to the extent resources are available to OHA for this purpose. If the provision of technical assistance to County concerns a Provider, OHA may require, as a condition to providing the assistance, that County take all action with respect to the Provider reasonably necessary to facilitate the technical assistance.

11. **Payment of Certain Expenses**. If OHA requests that an employee of County or a Provider or a citizen of County attend OHA training or an OHA conference or business meeting and County has obligated itself to reimburse the Individual for travel expenses incurred by the Individual in attending the training or conference, OHA may pay those travel expenses on behalf of County but only at the rates and in accordance with the reimbursement procedures set forth in the Oregon Accounting Manual available at: https://www.oregon.gov/das/financial/acctng/pages/oam.aspx under 40.10.00 as of the date the expense was incurred and only to the extent that OHA determines funds are available for such reimbursement.

12. **Effect of Amendments Reducing Financial Assistance.** If County and OHA amend this Agreement to reduce the amount of Financial Assistance awarded, County is not required by this Agreement to utilize other County funds to replace the funds no longer received under this Agreement as a result of the amendment and County may, from and after the date of the amendment, reduce the quantity of that Service included in its CMHP commensurate with the amount of the reduction in Financial Assistance awarded for that Service. Nothing in the preceding sentence shall affect County's obligations under this Agreement with respect to Financial Assistance actually disbursed by OHA under this Agreement or with respect to Services actually delivered.

13. **Resolution of Disputes over Additional Financial Assistance Owed County After Termination or Expiration.** If, after termination or expiration of this Agreement, County believes that OHA disbursements of Financial Assistance under this Agreement are less than the amount of Financial Assistance that OHA is obligated to provide to County under this Agreement, as determined in accordance with the applicable Financial Assistance calculation methodology, County shall provide OHA with written notice thereof. OHA shall have 90 calendar days from the effective date of County's notice to pay County in full or notify County that it wishes to engage in a dispute resolution process. If OHA notifies County that it wishes to engage in a dispute resolution process, County and OHA's Chief Health Systems Officer for the Behavioral Health Division shall engage in non-binding discussion to give OHA an opportunity to present reasons why it believes that it

does not owe County any additional Financial Assistance or that the amount owed is different than the amount identified by County in its notices, and to give County the opportunity to reconsider its notice. If OHA and County reach agreement on the additional amount owed to County, OHA shall promptly pay that amount to County. If OHA and County continue to disagree as to the amount owed, the parties may agree to consider further appropriate dispute resolution processes, including, subject to Department of Justice and County Counsel approval, binding arbitration. Nothing in this Section shall preclude County from raising underpayment concerns at any time prior to termination or expiration of this Agreement under Alternative Dispute Resolution below.

14. **Alternative Dispute Resolution.** The parties should attempt in good faith to resolve any dispute arising out of this Agreement. This may be done at any management level, including at a level higher than persons directly responsible for administration of the agreement. In addition, the parties may agree to utilize a jointly selected mediator or arbitrator (for non-binding arbitration) to resolve the dispute short of litigation.

15. **Purchase and Disposition of Equipment.**

a. For purposes of this Section, "Equipment" means tangible, non-expendable personal property having a useful life of more than one year and a net acquisition cost of more than $10,000 per unit. However, for purposes of information technology equipment, the monetary threshold does not apply (except as provided below for Software and storage devices). Information technology equipment shall be tracked for the mandatory line categories listed below:

(1) Network;
(2) Personal Computer;
(3) Printer/Plotter;
(4) Server;
(5) Storage device that will contain Client information;
(6) Storage device that will not contain Client information, when the acquisition cost is $100 or more; and
(7) Software, when the acquisition cost is $100 or more.

b. For any Equipment authorized by OHA for purchase with funds from this Agreement, ownership shall be in the name of County and County is required to accurately maintain the following Equipment inventory records:

(1) Description of the Equipment;
(2) Serial number;
(3) Where Equipment was purchased;
(4) Acquisition cost and date; and
(5) Location, use, and condition of the Equipment.

c. County shall provide the Equipment inventory list electronically to the Agreement Administrator at BHD.Contracts@oha.oregon.gov no later than 45 calendar days following the end of this Agreement. County shall be responsible to safeguard any Equipment and maintain the Equipment in good repair and condition while in the possession of County or any Providers. County shall depreciate all Equipment, with a value of more than $10,000, using the straight-line method.

d. Upon termination of this Agreement, or any Service thereof, for any reason whatsoever, County shall, upon request by OHA, immediately, or at such later date specified by OHA, tender to OHA any and all Equipment purchased with funds under this Agreement as OHA may require to be returned to the State. At OHA's direction, County may be required to deliver said Equipment to a subsequent contractor for that contractor's use in the delivery of

Services formerly provided by County. Upon mutual agreement, in lieu of requiring County to tender the Equipment to OHA or to a subsequent contractor, OHA may require County to pay to OHA the current value of the Equipment. Equipment value will be determined as of the date of Agreement or Service termination.

e. If funds from this Agreement are authorized by OHA to be used as a portion of the purchase price of Equipment, requirements relating to title, maintenance, Equipment inventory reporting and residual value shall be negotiated, and the agreement reflected in a Special Condition authorizing the purchase.

f. Notwithstanding anything herein to the contrary, County shall comply with 45 CFR 75.320, which generally describes the required maintenance, documentation, and allowed disposition of equipment purchased with federal grant funds.

16. Nothing in this Agreement shall cause or require County or OHA to act in violation of state or federal constitutions, statutes, regulations, or rules. The parties intend this limitation to apply in addition to any other limitation in this Agreement, including limitations in Disbursement and Recovery of Financial Assistance above.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT F
STANDARD TERMS AND CONDITIONS

1. **Governing Law, Consent to Jurisdiction.** This Agreement shall be governed by and construed in accordance with the laws of the State of Oregon without regard to principles of conflicts of law. Any claim, action, suit or proceeding (collectively, "Claim") between the parties that arises from or relates to this Agreement shall be brought and conducted solely and exclusively within a circuit court for the State of Oregon of proper jurisdiction. THE PARTIES, BY EXECUTION OF THIS AGREEMENT, HEREBY CONSENT TO THE IN PERSONAM JURISDICTION OF SAID COURTS. Except as provided in this section, neither party waives any form of defense or immunity, whether sovereign immunity, governmental immunity, immunity based on the eleventh amendment to the Constitution of the United States or otherwise, from any Claim or from the jurisdiction of any court. The parties acknowledge that this is a binding and enforceable agreement and, to the extent permitted by law, expressly waive any defense alleging that either party does not have the right to seek judicial enforcement of this Agreement.

2. **Compliance with Law.** Both parties shall comply with laws, regulations, and executive orders to which they are subject, and which are applicable to the Agreement or to the delivery of Services. Without limiting the generality of the foregoing, both parties expressly agree to comply with the following laws, rules, regulations and executive orders to the extent they are applicable to the Agreement:
   - **a.** OAR 943-005-0000 through 943-005-0070, prohibiting discrimination against Individuals with disabilities and all applicable requirements of state civil rights and rehabilitation statutes, rules and regulations;
   - **b.** All state laws governing operation of Community Mental Health Programs, including without limitation, all administrative rules adopted by OHA related to Community Mental Health Programs or related to Client rights;
   - **c.** All state laws requiring reporting of Client abuse;
   - **d.** ORS 659A.400 to 659A.409, ORS 659A.145; and
   - **e.** 45 CFR 164 Subpart C, and all regulations and administrative rules established pursuant to those laws in the construction, remodeling, maintenance and operation of any structures and facilities, and in the conduct of all programs, services and training associated with the delivery of Services.
   - **f.** These laws, regulations and executive orders are incorporated by reference herein to the extent that they are applicable to the Agreement and required by law to be so incorporated. All employers, including County and OHA that employ subject workers who provide services in the State of Oregon shall comply with ORS 656.017 and provide the required Workers' Compensation coverage, unless such employers are exempt under ORS 656.126.

3. **Independent Contractors.** The parties agree and acknowledge that their relationship is that of independent contracting parties and that County is not an officer, employee, or agent of the State of Oregon as those terms are used in ORS 30.265 or otherwise.

4. **Representations and Warranties.** County represents and warrants as follows:
   - **a. Organization and Authority**. County is a political subdivision of the State of Oregon

duly organized and validly existing under the laws of the State of Oregon. County has full power, authority, and legal right to make this Agreement and to incur and perform its obligations hereunder.

b. **Due Authorization**. The making and performance by County of this Agreement: (a) have been duly authorized by all necessary action by County; (b) do not and will not violate any provision of any applicable law, rule, regulation, or order of any court, regulatory commission, board, or other administrative agency or any provision of County's charter or other organizational document; and (c) do not and will not result in the breach of, or constitute a default or require any consent under any other agreement or instrument to which County is a party or by which County may be bound or affected. No authorization, consent, license, approval of, filing or registration with or notification to any governmental body or regulatory or supervisory authority is required for the execution, delivery, or performance by County of this Agreement.

c. **Binding Obligation**. This Agreement has been duly executed and delivered by County and constitutes a legal, valid, and binding obligation of County, enforceable in accordance with its terms subject to the laws of bankruptcy, insolvency, or other similar laws affecting the enforcement of creditors' rights generally.

(1) County has the skill and knowledge possessed by well-informed members of its industry, trade or profession and County will apply that skill and knowledge with care and diligence to perform the Services in a professional manner and in accordance with standards prevalent in County's industry, trade, or profession;

(2) County shall, at all times during the term of this Agreement, be qualified, professionally competent, and duly licensed to perform the Services; and

(3) County prepared its proposal related to this Agreement, if any, independently from all other proposers, and without collusion, fraud, or other dishonesty.

d. **Services**. To the extent Services are performed by County, the delivery of each Service will comply with the terms and conditions of this Agreement and meet the standards for such Service as set forth herein, including but not limited to, any terms, conditions, standards, and requirements set forth in the Financial Assistance Award, applicable Service Description, and applicable Specialized Service Requirement.

e. OHA represents and warrants as follows:

(1) **Organization and Authority**. OHA has full power, authority, and legal right to make this Agreement and to incur and perform its obligations hereunder.

(2) **Due Authorization.** The making and performance by OHA of this Agreement: (a) have been duly authorized by all necessary action by OHA; (b) do not and will not violate any provision of any applicable law, rule, regulation, or order of any court, regulatory commission, board, or other administrative agency; and (c) do not and will not result in the breach of, or constitute a default or require any consent under any other agreement or instrument to which OHA is a party or by which OHA may be bound or affected. No authorization, consent, license, approval of, filing or registration with or notification to any governmental body or regulatory or supervisory authority is required for the execution, delivery, or performance by OHA of this Agreement, other than approval by the Department of Justice if required by law.

(3) **Binding Obligation**. This Agreement has been duly executed and delivered by OHA and constitutes a legal, valid, and binding obligation of OHA, enforceable in

accordance with its terms subject to the laws of bankruptcy, insolvency, or other similar laws affecting the enforcement of creditors' rights generally.

f. **Warranties Cumulative**. The warranties set forth in this section are in addition to, and not in lieu of, any other warranties provided.

5. **Ownership of Intellectual Property**.

a. Except as otherwise expressly provided herein, or as otherwise required by state or federal law, OHA will not own the right, title and interest in any intellectual property created or delivered by County or a Provider in connection with the Services. With respect to that portion of the intellectual property that County owns, County grants to OHA a perpetual, worldwide, non-exclusive, royalty-free and irrevocable license, subject to any provisions in the Agreement that restrict or prohibit dissemination or disclosure of information, to: (1) use, reproduce, prepare derivative works based upon, distribute copies of, perform and display the intellectual property; (2) authorize third parties to exercise the rights set forth in Section 5.a.(1) on OHA's behalf; and (3) sublicense to third parties the rights set forth in Section 5.a.(1).

b. If state or federal law requires that OHA or County grant to the United States a license to any intellectual property, or if state or federal law requires that OHA or the United States own the intellectual property, then County shall execute such further documents and instruments as OHA may reasonably request in order to make any such grant or to assign ownership in the intellectual property to the United States or OHA. To the extent that OHA becomes the owner of any intellectual property created or delivered by County in connection with the Services, OHA will grant a perpetual, worldwide, non-exclusive, royalty-free, and irrevocable license, subject to any provisions in the Agreement that restrict or prohibit dissemination or disclosure of information, to County to use, copy, distribute, display, build upon and improve the intellectual property.

c. County shall include in its Provider Contracts terms and conditions necessary to require that Providers execute such further documents and instruments as OHA may reasonably request in order to make any grant of license or assignment of ownership that may be required by federal or state law.

6. **County Default.** County shall be in default under this Agreement upon the occurrence of any of the following events:

a. County fails to perform, observe, or discharge any of its covenants, agreements or obligations set forth herein;

b. Any representation, warranty or statement made by County herein or in any documents or reports made in connection herewith or relied upon by OHA to measure the delivery of Services, the expenditure of Financial Assistance or the performance by County is untrue in any material respect when made;

c. County: (1) applies for or consents to the appointment of, or taking of possession by, a receiver, custodian, trustee, or liquidator of itself or all of its property; (2) admits in writing its inability, or is generally unable, to pay its debts as they become due; (3) makes a general assignment for the benefit of its creditors; (4) is adjudicated a bankrupt or insolvent; (5) commences a voluntary case under the Federal Bankruptcy Code (as now or hereafter in effect); (6) files a petition seeking to take advantage of any other law relating to bankruptcy, insolvency, reorganization, winding-up, or composition or adjustment of debts; (7) fails to controvert in a timely and appropriate manner, or acquiesces in writing to, any petition filed against it in an involuntary case under the Bankruptcy Code; or (8) takes any action for the

purpose of effecting any of the foregoing;

d. A proceeding or case is commenced, without the application or consent of County, in any court of competent jurisdiction, seeking:

(1) The liquidation, dissolution or winding-up, or the composition or readjustment of debts, of County;

(2) The appointment of a trustee, receiver, custodian, liquidator, or the like of County or of all or any substantial part of its assets; or

(3) Similar relief in respect to County under any law relating to bankruptcy, insolvency, reorganization, winding-up, or composition or adjustment of debts, and such proceeding or case continues undismissed, or an order, judgment, or decree approving or ordering any of the foregoing is entered and continues unstayed and in effect for a period of sixty consecutive days, or an order for relief against County is entered in an involuntary case under the Federal Bankruptcy Code (as now or hereafter in effect); or

(4) The delivery of any Service fails to comply with the terms and conditions of this Agreement or fails to meet the standards for Service as set forth herein, including but not limited to, any terms, condition, standards, and requirements set forth in the Financial Assistance Award and applicable Service Description.

7. OHA Default. OHA shall be in default under this Agreement upon the occurrence of any of the following events:

a. OHA fails to perform, observe, or discharge any of its covenants, agreements, or obligations set forth herein; or

b. Any representation, warranty or statement made by OHA herein or in any documents or reports made in connection herewith or relied upon by County to measure performance by OHA is untrue in any material respect when made.

8. Termination.

a. County Termination. County may terminate this Agreement in its entirety or may terminate its obligation to include a particular Program Area in its CMHP:

(1) For its convenience, upon at least three calendar months advance written notice to OHA, with the termination effective as of the first day of the month following the notice period;

(2) Upon 45 calendar days advance written notice to OHA, if County does not obtain funding, appropriations, and other expenditure authorizations from County's governing body, federal, state, or other sources sufficient to permit County to satisfy its performance obligations under this Agreement, as determined by County in the reasonable exercise of its administrative discretion;

(3) Upon 30 calendar days advance written notice to OHA, if OHA is in default under this Agreement and such default remains uncured at the end of said 30 calendar day period or such longer period, if any, as County may specify in the notice; or

(4) Immediately upon written notice to OHA, if Oregon statutes or federal laws, regulations or guidelines are modified, changed, or interpreted by the Oregon Legislative Assembly, the federal government, or a court in such a way that County no longer has the authority to meet its obligations under this Agreement.

b. OHA Termination. OHA may terminate this Agreement in its entirety or may terminate its obligation to provide Financial Assistance:

(1) For its convenience, upon at least three calendar months advance written notice to

County, with the termination effective as of the first day of the month following the notice period;

(2) Upon 45 calendar days advance written notice to County, if OHA does not obtain funding, appropriations, and other expenditure authorizations from federal, state, or other sources sufficient to meet the payment obligations of OHA under this Agreement, as determined by OHA in the reasonable exercise of its administrative discretion. Notwithstanding the preceding sentence, OHA may terminate this Agreement in its entirety or may terminate its obligation to provide Financial Assistance under this Agreement for one or more particular Services, immediately upon written notice to County or at such other time as it may determine if action by the Oregon Legislative Assembly or Emergency Board reduces OHA's legislative authorization for expenditure of funds to such a degree that OHA will no longer have sufficient expenditure authority to meet its payment obligations under this Agreement, as determined by OHA in the reasonable exercise of its administrative discretion, and the effective date for such reduction in expenditure authorization is less than 45 calendar days from the date the action is taken;

(3) Immediately upon written notice to County if Oregon statutes or federal laws, regulations or guidelines are modified, changed, or interpreted by the Oregon Legislative Assembly, the federal government, or a court in such a way that OHA no longer has the authority to meet its obligations under this Agreement or no longer has the authority to provide the Financial Assistance from the funding source it had planned to use;

(4) Upon 30 calendar days advance written notice to County, if County is in default under this Agreement and such default remains uncured at the end of said 30 calendar day period or such longer period, if any, as OHA may specify in the notice;

(5) Immediately upon written notice to County, if any license or certificate required by law or regulation to be held by County or a Provider to deliver a Service described in the Financial Assistance Award is for any reason denied, revoked, suspended, not renewed, or changed in such a way that County or a Provider no longer meets requirements to deliver the Service. This termination right may only be exercised with respect to the particular Service or Services impacted by loss of necessary licensure or certification; or

(6) Immediately upon written notice to County, if OHA reasonably determines that County or any of its Providers have endangered or are endangering the health or safety of a Client or others in performing the Services covered in this Agreement.

~~**c.** OHA and County agree that this Agreement extends to September 1, 2025, but only for the purpose of amendments to adjust the Financial Assistance Award for Services performed, or not performed, by County during the 2024 calendar year and first quarter of the 2025-2027 biennium, prior to July 1, 2025. If there is more than one amendment modifying the Financial Assistance Award, the amendment must be applied to the Financial Assistance Award in the order in which the amendments are executed by County and OHA. In no event is County authorized to provide any Services under this Agreement, and County is not required to provide any Services under this Agreement, after June 30, 2025.~~

9. Effect of Termination.

a. Entire Agreement.

(1) Upon termination of this Agreement in its entirety, OHA shall have no further

obligation to pay or disburse Financial Assistance to County under this Agreement, whether or not OHA has paid or disbursed to County all Financial Assistance described in the Financial Assistance Award except: (a) with respect to funds described in the Financial Assistance Award, to the extent OHA's disbursement of Financial Assistance for a particular Service, the Financial Assistance for which is calculated on a rate per unit of Service or Service capacity basis, is less than the applicable rate multiplied by the number of applicable units of Service or Service capacity of that type performed or made available from the effective date of this Agreement through the termination date; and (b) with respect to funds described in the Financial Assistance Award, to the extent OHA's disbursement of Financial Assistance for a particular Service, the Financial Assistance for which is calculated on a cost reimbursement basis, is less than the cumulative actual Allowable Costs reasonably and necessarily incurred with respect to delivery of that Service, from the effective date of this Agreement through the termination date.

(2) Upon termination of this Agreement in its entirety, County shall have no further obligation under this Agreement to operate a CMHP.

b. Individual Program Area or Service.

(1) Upon termination of OHA's obligation to provide Financial Assistance for a particular Service, OHA shall have no further obligation to pay or disburse any Financial Assistance to County for that Service, whether or not OHA has paid or disbursed to County all Financial Assistance described in the Financial Assistance Award for that Service except: (a) with respect to funds described in the Financial Assistance Award and if the Financial Assistance for that Service is calculated on a rate per unit of Service or Service capacity basis, to the extent that OHA's prior disbursement of Financial Assistance for that Service is less than the applicable rate multiplied by the number of applicable units of Service or Service capacity of that type performed or made available during the period from the first day of the period for which the funds were awarded through the earlier of the termination of OHA's obligation to provide Financial Assistance for that Service or the last day of the period for which the funds were awarded; and (b) with respect to funds described in the Financial Assistance Award and if the Financial Assistance for that Service is calculated on a cost reimbursement basis, to the extent that OHA's prior disbursement of Financial Assistance for that Service is less than the cumulative actual Allowable Costs reasonably and necessarily incurred by County with respect to delivery of that Service, during the period from the effective date of this Agreement through the termination of OHA's obligation to provide Financial Assistance for that Service.

(2) Upon termination of OHA's obligation to provide Financial Assistance for a particular Service, County shall have no further obligation under this Agreement to include that Service in its CMHP.

(3) Upon termination of County's obligation to include a Program Area in its CMHP, OHA shall have (a) no further obligation to pay or disburse Financial Assistance to County for System Management and Coordination –whether or not OHA has paid or disbursed to County all Financial Assistance described in the Financial Assistance Award for local administration of Services in that Program Area; and (b) no further obligation to pay or disburse any Financial Assistance to County for Services in that Program Area, whether or not OHA has paid or disbursed to County all Financial Assistance described in the Financial Assistance Award for

those Services except: (1) with respect to funds described in the Financial Assistance Award, to the extent OHA's disbursement of Financial Assistance for a particular Service falling within that Program Area, the Financial Assistance for which is calculated on a rate per unit of Service or Service capacity basis, is less than the applicable rate multiplied by the number of applicable units of Service or Service capacity of that type performed or made available during the period from the Effective Date of this Agreement through the termination of County's obligation to include the Program Area, in which that Service falls, in County's CMHP; and (2) with respect to funds described in the Financial Assistance Award, to the extent OHA's disbursement of Financial Assistance for a particular Service falling within that Program Area, the Financial Assistance for which is calculated on a cost reimbursement basis, is less than the cumulative actual Allowable Costs reasonably and necessarily incurred by County with respect to delivery of that Service, during the period from the Effective Date of this Agreement through the termination of County's obligation to include the Program Area, in which that Service falls, in County's CMHP.

(4) Upon termination of County's obligation to include a Program Area in its CMHP, County shall have no further obligation under this Agreement to include that Program Area in its CMHP.

c. **Disbursement Limitations.** Notwithstanding subsections (a) and (b) above:

(1) Under no circumstances will OHA be obligated to provide Financial Assistance to County in excess of the amount awarded under this Agreement for that Service as set forth in the Financial Assistance Award; and

(2) Under no circumstances will OHA be obligated to provide Financial Assistance to County from funds described in the Financial Assistance Award in an amount greater than the amount due County under the Financial Assistance Award for Services, as determined in accordance with the Financial Assistance calculation methodologies in the applicable Services Descriptions.

d. **Survival.** Exercise of a termination right set forth in the Termination section of this exhibit or expiration of this Agreement in accordance with its terms, shall not affect County's right to receive Financial Assistance to which it is entitled hereunder, as described in subsections a. and b. above and as determined through the Agreement Settlement process, or County's right to invoke the dispute resolution processes under Sections 14 and 15 of Exhibit E. Notwithstanding subsections a. and b. above, exercise of the termination rights in Section 8 of this exhibit or expiration of this Agreement in accordance with its terms, shall not affect County's obligations under this Agreement or OHA's right to enforce this Agreement against County in accordance with its terms, with respect to Financial Assistance actually disbursed by OHA under this Agreement, or with respect to Services actually delivered. Specifically, but without limiting the generality of the preceding sentence, exercise of a termination right set forth in Section 8 of this exhibit or expiration of this Agreement in accordance with its terms shall not affect County's representations and warranties, reporting obligations, record-keeping and access obligations, confidentiality obligations, obligation to comply with applicable federal requirements, the restrictions and limitations on County's use of Financial Assistance actually disbursed by OHA hereunder, County's obligation to cooperate with OHA in the Agreement Settlement process, or OHA's right to recover from County, in accordance with the terms of this Agreement, any Financial Assistance disbursed by OHA under this Agreement that is identified as an Underexpenditure, Overexpenditure or Misexpenditure. If a termination right set forth in

Section 8 of this exhibit is exercised, both parties shall make reasonable, good faith efforts to minimize unnecessary disruption or other problems associated with the termination.

10. **Insurance.** County shall require Providers to maintain insurance as set forth in Exhibit I, "Provider Insurance Requirements," which is attached hereto.

11. **Information Privacy/Security/Access.** If the Services performed under this Agreement requires County or its Provider(s) to access or otherwise use any OHA Information Asset or Network and Information System to which security and privacy requirements apply, and OHA grants County, its Provider(s), or both access to such OHA Information Assets or Network and Information Systems, County shall comply and require its Provider(s) to which such access has been granted to comply with the terms and conditions applicable to such access or use, including OAR 943-014- 0300 through OAR 943-014-0320.For purposes of this section, , "Information Asset" means any information, also known as data, provided through OHA, regardless of the source or media, which requires measures for security and privacy of the information (OAR 943-014-0305(6)) and "Network and Information System" means the State of Oregon's computer infrastructure, which provides personal communications, client records and other sensitive information assets, regional, wide area and local area networks, and the internetworking of various types of networks on behalf of OHA (OAR 943-014-0305(7)).

12. **Assignment of Agreement, Successors in Interest.**

a. County shall not assign or transfer its interest in this Agreement without prior written approval of OHA. Any such assignment or transfer, if approved, is subject to such conditions and provisions as OHA may deem necessary. No approval by OHA of any assignment or transfer of interest shall be deemed to create any obligation of OHA in addition to those set forth in this Agreement.

b. The provisions of this Agreement shall be binding upon and shall inure to the benefit of the parties to this Agreement, and their respective successors and permitted assigns.

13. **No Third Party Beneficiaries.** OHA and County are the only parties to this Agreement and are the only parties entitled to enforce its terms. The parties agree that County's performance under this Agreement is solely for the benefit of OHA to assist and enable OHA to accomplish its statutory mission. Nothing in this Agreement gives, is intended to give, or shall be construed to give or provide any benefit or right, whether directly, indirectly, or otherwise, to third persons any greater than the rights and benefits enjoyed by the general public unless such third persons are Individually identified by name herein and expressly described as intended beneficiaries of the terms of this Agreement.

14. **Amendment.** No amendment, modification or change of terms of this Agreement will bind either party unless in writing and signed by both parties and when required by the Department of Justice. Such amendment, modification, or change, if made, shall be effective only in the specific instance and for the specific purpose given.

15. **Severability.** The parties agree that if any term or provision of this Agreement is declared by a court of competent jurisdiction to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected, and the rights and obligations of the parties shall be construed and enforced as if the Agreement did not contain the particular term or provision held to be invalid.

16. **Notice.** Except as otherwise expressly provided in this Agreement, any communications between the parties hereto or notices to be given hereunder shall be given in writing by personal delivery, or mailing the same, postage prepaid to County or OHA at the address or number set forth below, or to such other addresses or numbers as either party may indicate pursuant to this section. Any communication or notice so addressed and mailed shall be effective five calendar days after mailing. Any communication or notice given by personal delivery shall be effective when actually delivered to the addressee.

OHA: Marisha L. Elkins
CFAA Administrator
500 Summer Street NE, E-86
Salem, OR 97301
Telephone: 971-900-7366
E-mail address: CFAA.Administrator@oha.oregon.gov

COUNTY: Contact Name: _____
Title: _____
Street Address: _____
City, State Zip: _____
Telephone: _____
E-mail address:_____

17. **Headings.** The headings and captions to sections of this Agreement have been inserted for identification and reference purposes only and shall not be used to construe the meaning or to interpret this Agreement.

18. **Counterparts.** This Agreement and any subsequent amendments may be executed in several counterparts, all of which when taken together shall constitute one agreement binding on all parties, notwithstanding that all parties are not signatories to the same counterpart. Each copy of this Agreement and any amendments so executed shall constitute an original.

19. **Integration and Waiver.** This Agreement, including all exhibits, constitutes the entire Agreement between the parties on the subject matter hereof. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. The failure of either party to enforce any provision of this Agreement shall not constitute a waiver by that party of that or any other provision. No waiver or consent shall be effective unless in writing and signed by the party against whom it is asserted.

20. **Construction.** This Agreement is the product of extensive negotiations between OHA and County. The provisions of this Agreement are to be interpreted and their legal effects determined as a whole. An arbitrator or court interpreting this Agreement shall give a reasonable, lawful, and effective meaning to the Agreement to the extent possible, consistent with the public interest.

21. **Contribution.** If any third party makes any claim or brings any action, suit or proceeding alleging a tort as now or hereafter defined in ORS 30.260 ("Third Party Claim") against a party (the "Notified Party") with respect to which the other party ("Other Party") may have liability, the Notified Party must promptly notify the Other Party in writing of the Third Party Claim and

deliver to the Other Party a copy of the claim, process, and all legal pleadings with respect to the Third Party Claim. Either party is entitled to participate in the defense of a Third-Party Claim, and to defend a Third-Party Claim with counsel of its own choosing. Receipt by the Other Party of the notice and copies required in this paragraph and meaningful opportunity for the Other Party to participate in the investigation, defense, and settlement of the Third-Party Claim with counsel of its own choosing are conditions precedent to the Other Party's liability with respect to the Third-Party Claim.

With respect to a Third-Party Claim for which the State is jointly liable with County (or would be if joined in the Third-Party Claim), the State shall contribute to the amount of expenses (including attorneys' fees), judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by County in such proportion as is appropriate to reflect the relative fault of the State on the one hand and of County on the other hand in connection with the events which resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of the State on the one hand and of County on the other hand shall be determined by reference to, among other things, the parties' relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines, or settlement amounts. The State's contribution amount in any instance is capped to the same extent it would have been capped under Oregon law if the State had sole liability in the proceeding.

With respect to a Third Party Claim for which County is jointly liable with the State (or would be if joined in the Third Party Claim), County shall contribute to the amount of expenses (including attorneys' fees), judgments, fines and amounts paid in settlement actually and reasonably incurred and paid or payable by the State in such proportion as is appropriate to reflect the relative fault of County on the one hand and of the State on the other hand in connection with the events which resulted in such expenses, judgments, fines or settlement amounts, as well as any other relevant equitable considerations. The relative fault of County on the one hand and of the State on the other hand shall be determined by reference to, among other things, the parties' relative intent, knowledge, access to information and opportunity to correct or prevent the circumstances resulting in such expenses, judgments, fines, or settlement amounts. County's contribution amount in any instance is capped to the same extent it would have been capped under Oregon law if it had sole liability in the proceeding.

22. Indemnification by Providers. County shall include in all Provider Contracts with Provider(s) that are not units of local government as defined in ORS 190.003, if any, a requirement to indemnify, defend, save and hold harmless the State of Oregon and its officers, employees and agents (the "**Indemnitee**") from and against any and all claims, actions, liabilities, damages, losses, or expenses (including attorneys' fees) arising from a tort (as now or hereafter defined in ORS 30.260) caused, or alleged to be caused, in whole or in part, by the negligent or willful acts or omissions of Provider or any of the officers, agents, employees or subcontractors of Provider ("**Claims**"). It is the specific intention of the parties that the Indemnitee shall, in all instances, except for Claims arising solely from the negligent or willful acts or omissions of the Indemnitee, be indemnified by Provider from and against any and all Claims. Provided, however, neither Provider nor any attorney engaged by Provider may defend any Claim in the name of the Indemnitee, nor purport to act as legal representative for the Indemnitee, without first receiving from the Oregon Attorney General in a form and manner determined appropriate by the Oregon Attorney General, authority to act as legal counsel for the Indemnitee, nor may Provider settle any

Claim on behalf of the Indemnitee without the approval of the Oregon Attorney General.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT G
REQUIRED FEDERAL TERMS AND CONDITIONS

In addition to the requirements of Section 2 of Exhibit F, County shall comply, and as indicated, require all Providers to comply with the following federal requirements when federal funding is being used. For purposes of this Agreement, all references to federal and state laws are references to federal and state laws.

1. **Miscellaneous Federal Provisions.** County shall comply and require all Providers to comply with all federal laws, regulations, and executive orders applicable to the Agreement or to the delivery of Services. Without limiting the generality of the foregoing, County expressly agrees to comply and require all Providers to comply with the following laws, regulations and executive orders to the extent they are applicable to the Agreement:
   - **a.** Title VI and VII of the Civil Rights Act of 1964, as amended;
   - **b.** Sections 503 and 504 of the Rehabilitation Act of 1973, as amended;
   - **c.** The Americans with Disabilities Act of 1990, as amended;
   - **d.** Executive Order 11246, as amended;
   - **e.** The Health Insurance Portability and Accountability Act of 1996, as amended;
   - **f.** The Age Discrimination in Employment Act of 1967, as amended;
   - **g.** The Age Discrimination Act of 1975, as amended;
   - **h.** The Vietnam Era Veterans' Readjustment Assistance Act of 1974, as amended;
   - **i.** All regulations and administrative rules established pursuant to the foregoing laws;
   - **j.** All other applicable requirements of federal civil rights and rehabilitation statutes, rules and regulations, and
   - **k.** All federal law governing operation of Community Mental Health Programs, including without limitation, all federal laws requiring reporting of Client abuse. These laws, regulations and executive orders are incorporated by reference herein to the extent that they are applicable to the Agreement and required by law to be so incorporated. No federal funds may be used to provide Services in violation of 42 U.S.C. 14402.

2. **Equal Employment Opportunity.** [RESERVED]

3. **Clean Air, Clean Water, EPA Regulations.** If this Agreement, including amendments, exceeds $100,000 then County shall comply and require all Providers to comply with all applicable standards, orders, or requirements issued under Section 306 of the Clean Air Act (42 U.S.C. 7606), the Federal Water Pollution Control Act as amended (commonly known as the Clean Water Act) (33 U.S.C. 1251 to 1387), specifically including, but not limited to Section 508 (33 U.S.C. 1368), Executive Order 11738, and Environmental Protection Agency regulations (2 CFR Part 1532), which prohibit the use under non-exempt Federal contracts, grants or loans of facilities included on the EPA List of Violating Facilities. Violations shall be reported to OHA, United States Department of Health and Human Services and the appropriate Regional Office of the Environmental Protection Agency. County shall include and require all Providers to include in all contracts with subcontractors receiving more than $100,000, language requiring the subcontractor to comply with the federal laws identified in this section.

4. **Energy Efficiency.** County shall comply and require all Providers to comply with applicable mandatory standards and policies relating to energy efficiency that are contained in the Oregon

energy conservation plan issued in compliance with the Energy Policy and Conservation Act 42 U.S.C. 6201 et. seq. (Pub. L. 94-163).

5. **Truth in Lobbying.** By signing this Agreement, County certifies, to the best of County's knowledge and belief that:

a. No federal appropriated funds have been paid or will be paid, by or on behalf of County, to any person for influencing or attempting to influence an officer or employee of an agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any federal contract, the making of any federal grant, the making of any federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment or modification of any federal contract, grant, loan or cooperative agreement.

b. If any funds other than federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this federal contract, grant, loan or cooperative agreement, County shall complete and submit Standard Form LLL, "Disclosure Form to Report Lobbying" in accordance with its instructions.

c. County shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients and subcontractors shall certify and disclose accordingly.

d. This certification is a material representation of fact upon which reliance was placed when this Agreement was made or entered into. Submission of this certification is a prerequisite for making or entering into this Agreement imposed by section 1352, Title 31 of the U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than $10,000 and not more than $100,000 for each such failure.

e. No part of any federal funds paid to County under this Agreement shall be used, other than for normal and recognized executive legislative relationships, for publicity or propaganda purposes, for the preparation, distribution, or use of any kit, pamphlet, booklet, publication, electronic communication, radio, television, or video presentation designed to support or defeat the enactment of legislation before the United States Congress or any State or local legislature itself, or designed to support or defeat any proposed or pending regulation, administrative action, or order issued by the executive branch of any State or local government.

f. No part of any federal funds paid to County under this Agreement shall be used to pay the salary or expenses of any grant or contract recipient, or agent acting for such recipient, related to any activity designed to influence the enactment of legislation, appropriations, regulation, administrative action, or Executive order proposed or pending before the United States Congress or any State government, State legislature or local legislature or legislative body, other than for normal and recognized executive-legislative relationships or participation by an agency or officer of a State, local or tribal government in policymaking and administrative processes within the executive branch of that government.

g. The prohibitions in subsections (e) and (f) of this section shall include any activity to advocate or promote any proposed, pending, or future Federal, State, or local tax increase, or any proposed, pending, or future requirement or restriction on any legal consumer product, including its sale or marketing, including but not limited to the advocacy or promotion of gun control.

h. No part of any federal funds paid to County under this Agreement may be used for any activity that promotes the legalization of any drug or other substance included in schedule I of the schedules of controlled substances established under section 202 of the Controlled Substances Act except for normal and recognized executive congressional communications. This limitation shall not apply when there is significant medical evidence of a therapeutic advantage to the use of such drug or other substance or that federally sponsored clinical trials are being conducted to determine therapeutic advantage.

6. **Resource Conservation and Recovery.** County shall comply and require all Providers to comply with all mandatory standards and policies that relate to resource conservation and recovery pursuant to the Resource Conservation and Recovery Act (codified at 42 U.S.C. 6901 et. seq.). Section 6002 of that Act (codified at 42 U.S.C. 6962) requires that preference be given in procurement programs to the purchase of specific products containing recycled materials identified in guidelines developed by the Environmental Protection Agency. Current guidelines are set forth in 40 CFR Part 247.

7. **Audits.** Sub recipients, as defined in 45 CFR 75.2, which includes, but is not limited to County, shall comply, and County shall require all Providers to comply, with applicable Code of Federal Regulations (CFR) governing expenditure of federal funds including, but not limited to, if a sub-recipient expends $500,000 or more in Federal funds (from all sources) in its fiscal year beginning prior to December 26, 2014, a sub-recipient shall have a single organization-wide audit conducted in accordance with the Single Audit Act. If a sub-recipient expends $750,000 or more in federal funds (from all sources) in a fiscal year beginning on or after December 26, 2014, it shall have a single organization-wide audit conducted in accordance with the provisions of 45 CFR part 75, subpart F. Copies of all audits must be submitted to OHA within 30 calendar days of completion. If a sub recipient expends less than $500,000 in Federal funds in a fiscal year beginning prior to December 26, 2014, or less than $750,000 in a fiscal year beginning on or after that date, it is exempt from Federal audit requirements for that year. Records must be available for review or audit by appropriate officials.

8. **Debarment and Suspension.** County shall not permit any person or entity to be a Provider if the person or entity is listed on the non-procurement portion of the General Service Administration's "List of Parties Excluded from Federal Procurement or Non-procurement Programs" in accordance with Executive Orders No. 12549 and No. 12689, "Debarment and Suspension". (See 2 CFR Part 180). This list contains the names of parties debarred, suspended, or otherwise excluded by agencies, and contractors declared ineligible under statutory authority other than Executive Order No. 12549. Providers with awards that exceed the simplified acquisition threshold shall provide the required certification regarding their exclusion status and that of their principals prior to award.

9. **Drug-Free Workplace.** County shall comply and require all Providers to comply with the following provisions to maintain a drug-free workplace: (i) County certifies that it will provide a drug-free workplace by publishing a statement notifying its employees that the unlawful manufacture, distribution, dispensation, possession or use of a controlled substance, except as may be present in lawfully prescribed or over-the-counter medications, is prohibited in County's workplace or while providing Services to Clients. County's notice shall specify the actions that will be taken by County against its employees for violation of such prohibitions; (ii) Establish a drug-free awareness program to inform its employees about: The dangers of drug abuse in the workplace, County's policy of maintaining a drug-free workplace, any available drug counseling, rehabilitation, and employee assistance programs, and the penalties that may be imposed upon

employees for drug abuse violations; (iii) Provide each employee to be engaged in the performance of Services under this Agreement a copy of the statement mentioned in paragraph (i) above; (iv) Notify each employee in the statement required by paragraph (i) above that, as a condition of employment to provide Services under this Agreement, the employee will: abide by the terms of the statement, and notify the employer of any criminal drug statute conviction for a violation occurring in the workplace no later than five (5) calendar days after such conviction; (v) Notify OHA within ten (10) calendar days after receiving notice under subparagraph (iv) above from an employee or otherwise receiving actual notice of such conviction; (vi) Impose a sanction on, or require the satisfactory participation in a drug abuse assistance or rehabilitation program by any employee who is so convicted as required by Section 5154 of the Drug-Free Workplace Act of 1988; (vii) Make a good-faith effort to continue a drug-free workplace through implementation of subparagraphs (i) through (vi) above; (viii) Require any Provider to comply with subparagraphs (i) through (vii) above; (ix) Neither County, or any of County's employees, officers, agents or Providers may provide any Service required under this Agreement while under the influence of drugs. For purposes of this provision, "under the influence" means observed abnormal behavior or impairments in mental or physical performance leading a reasonable person to believe County or County's employee, officer, agent, or Provider has used a controlled substance, prescription or non-prescription medication that impairs County or County's employee, officer, agent, or Provider's performance of essential job function or creates a direct threat to Clients or others. Examples of abnormal behavior include, but are not limited to hallucinations, paranoia, or violent outbursts. Examples of impairments in physical or mental performance include, but are not limited to slurred speech, difficulty walking or performing job activities; and (x) Violation of any provision of this subsection may result in termination of this Agreement.

10. **Pro-Children Act.** County shall comply and require all Providers to comply with the Pro-Children Act of 1994 (codified at 20 U.S.C. Section 6081 et. seq.).

11. **Medicaid Services.** To the extent County provides any Service in which costs are paid in whole or in part by Medicaid, County shall comply with all applicable federal and state laws and regulation pertaining to the provision of Medicaid Services under the Medicaid Act, Title XIX, 42 U.S.C. Section 1396 et. seq., including without limitation:

a. Keep such records as are necessary to fully disclose the extent of the Services provided to Individuals receiving Medicaid assistance and shall furnish such information to any state or federal agency responsible for administering the Medicaid program regarding any payments claimed by such person or institution for providing Medicaid Services as the state or federal agency may from time to time request. 42 U.S.C. Section 1396a (a) (27); 42 CFR Part 431.107(b)(1) & (2).

b. Comply with all disclosure requirements of 42 CFR Part 1002.3(a) and 42 CFR 455 Subpart (B).

c. Maintain written notices and procedures respecting advance directives in compliance with 42 U.S.C. Section 1396 (a) (57) and (w), 42 CFR Part 431.107 (b) (4), and 42 CFR Part 489 subpart I.

d. Certify when submitting any claim for the provision of Medicaid Services that the information submitted is true, accurate and complete. County shall acknowledge County's understanding that payment of the claim will be from federal and state funds and that any falsification or concealment of a material fact may be prosecuted under federal and state laws.

e. Entities receiving $5 million or more annually (under this Agreement and any other

Medicaid agreement) for furnishing Medicaid health care items or services shall, as a condition of receiving such payments, adopt written fraud, waste and abuse policies and procedures and inform employees, Providers and agents about the policies and procedures in compliance with Section 6032 of the Deficit Reduction Act of 2005, 42 U.S.C. § 1396a (1)(68).

12. **ADA.** County shall comply with Title II of the Americans with Disabilities Act of 1990 (codified at 42 U.S.C. 12131 et. seq.) in the construction, remodeling, maintenance and operation of any structures and facilities, and in the conduct of all programs, services and training associated with the delivery of Services.

13. **Agency-Based Voter Registration.** If applicable, County shall comply with the Agency-based Voter Registration sections of the National Voter Registration Act of 1993 that require voter registration opportunities be offered where an Individual may apply for or receive an application for public assistance.

14. **Disclosure.**

a. 42 CFR 455.104 requires the State Medicaid agency to obtain the following information from any provider of Medicaid or CHIP services, including fiscal agents of providers and managed care entities: (1) the name and address (including the primary business address, every business location and P.O. Box address) of any person (Individual or corporation) with an ownership or control interest in the provider, fiscal agent or managed care entity; (2) in the case of an Individual, the date of birth and Social Security Number, or, in the case of a corporation, the tax identification number of the entity, with an ownership interest in the provider, fiscal agent or managed care entity or of any subcontractor in which the provider, fiscal agent or managed care entity has a 5% or more interest; (3) whether the person (Individual or corporation) with an ownership or control interest in the provider, fiscal agent or managed care entity is related to another person with ownership or control interest in the provider, fiscal agent or managed care entity as a spouse, parent, child or sibling, or whether the person (Individual or corporation) with an ownership or control interest in any subcontractor in which the provider, fiscal agent or managed care entity has a 5% or more interest is related to another person with ownership or control interest in the provider, fiscal agent or managed care entity as a spouse, parent, child or sibling; (4) the name of any other provider, fiscal agent or managed care entity in which an owner of the provider, fiscal agent or managed care entity has an ownership or control interest; and, (5) the name, address, date of birth and Social Security Number of any managing employee of the provider, fiscal agent or managed care entity.

b. 42 CFR 455.434 requires as a condition of enrollment as a Medicaid or CHIP provider, to consent to criminal background checks, including fingerprinting when required to do so under state law, or by the category of the provider based on risk of fraud, waste, and abuse under federal law. As such, a provider must disclose any person with a 5% or greater direct or indirect ownership interest in the provider who has been convicted of a criminal offense related to that person's involvement with the Medicare, Medicaid, or title XXI program in the last 10 years.

c. OHA reserves the right to take such action required by law, or where OHA has discretion, it deems appropriate, based on the information received (or the failure to receive) from the provider, fiscal agent, or managed care entity.

15. Special Federal Requirements Applicable to Addiction Treatment, Recovery, & Prevention Services for Counties receiving Substance Use Prevention, Treatment, and Recovery Services (SUPTRS) Block Grant funds.

a. Order for Admissions:

(1) Pregnant women who inject drugs;
(2) Pregnant substance abusers;
(3) Other Individuals who inject drugs; and
(4) All others.

b. Pregnant Women. If County provides any Addiction Treatment, Recovery, & Prevention Services, County must:

(1) Within the priority categories, if any, set forth in Exhibit B - Service Descriptions, give preference in admission to pregnant women in need of treatment, who seek or are referred for and would benefit from such Services, within 48 hours;
(2) If County has insufficient capacity to provide treatment Services to a pregnant woman, County must refer the women to another Provider with capacity or if no available treatment capacity can be located, the outpatient Provider that the Individual is enrolled with will ensure that Interim Services are being offered. Counseling on the effects of alcohol and drug use on the fetus must be given within 48 hours, including a referral for prenatal care; and
(3) Perform outreach to inform pregnant women of the availability of treatment Services targeted to them and the fact that pregnant women receive preference in admission to these programs.

c. Intravenous Drug Abusers. If County provides any Addiction Treatment, Recovery, & Prevention Services, County must:

(1) Within the priority categories, if any, set forth in Exhibit B - Service Descriptions and subject to the preference for pregnant women described above, give preference in admission to intravenous drug abusers;
(2) Programs that receive funding under the grant and that treat Individuals for intravenous substance abuse, upon reaching 90 percent of its capacity to admit Individuals to the program, must provide notification of that fact to the State within 7 calendar days;
(3) If County receives a request for admission to treatment from an intravenous drug abuser, County must, unless it succeeds in referring the Individual to another Provider with treatment capacity, admit the Individual to treatment not later than:
(a) 14 calendar days after the request for admission to County is made;
(b) 120 calendar days after the date of such request if no Provider has the capacity to admit the Individual on the date of such request and, if Interim Services are made available not less than 48 hours after such request; or
(c) If County has insufficient capacity to provide treatment Services to an intravenous drug abuser, refer the intravenous drug abuser to another Provider with capacity or if no available treatment capacity can be located, the outpatient provider that the Individual is enrolled with will ensure that Interim Services are being offered. If the Individual is not enrolled in outpatient treatment and is on a waitlist for residential treatment, the provider from County of the Individual's residence that is referring the Individual to residential Services will make available counseling and education about human immunodeficiency virus (HIV) and tuberculosis(TB), risk of sharing needles, risks of transmission to sexual

partners and infant, steps to ensure HIV and TB transmission does not occur, referral for HIV or TB treatment Services, if necessary, within 48 hours.

(d) **"Interim Services"** as described in 45 CFR §96.121, means:

i. Services provided, until an Individual is admitted to substance abuse treatment program, for reducing the adverse health effects of such abuse, promoting the health of the Individual, and reducing the risk of transmission of disease. At a minimum Interim Services include counseling and education about HIV and tuberculosis, the risks of needle sharing, the risks of transmission of disease to sexual partners and infants, and steps that can be taken to ensure that HIV and tuberculosis transmission does not occur;

ii. Referral for HIV or TB treatment Services, where necessary; and

iii. Referral for prenatal care, if appropriate, until the Individual is admitted to a Provider's Services.

iv. If County treats recent intravenous drug users (those who have injected drugs within the past year) in more than one-third of its capacity, County shall carry out outreach activities to encourage Individual intravenous drug users in need of such treatment to undergo treatment and shall document such activities.

d. **Infectious Diseases.** If County provides any Addiction Treatment, Recovery, & Prevention Services, County shall:

(1) Complete a risk assessment for infectious disease including Human Immunodeficiency Virus (HIV) and tuberculosis, as well as sexually transmitted diseases, based on protocols established by OHA, for every Individual seeking Services from County; and

(2) Routinely make tuberculosis Services available to each Individual receiving Services for alcohol/drug abuse either directly or through other arrangements with public or non-profit entities and, if County denies an Individual admission on the basis of lack of capacity, refer the Individual to another provider of tuberculosis Services.

(3) For purposes of (2) above, "tuberculosis Services" means:

(a) Counseling the Individual with respect to tuberculosis;

(b) Testing to determine whether the Individual has contracted such disease and testing to determine the form of treatment for the disease that is appropriate for the Individual; and

(c) Appropriate treatment Services.

e. **OHA Referrals.** If County provides any Addiction Treatment, Recovery, & Prevention Services, within the priority categories, if any, set forth in Exhibit B - Service Descriptions and subject to the preference for pregnant women and intravenous drug users described above, give preference in Addiction Treatment, Recovery, & Prevention Service delivery to persons referred by OHA.

f. **Barriers to Treatment.** Where there is a barrier to delivery of any Addiction Treatment, Recovery, & Prevention Service due to culture, gender, language, illiteracy, or disability, County shall develop support Services available to address or overcome the barrier, including:

(1) Providing, if needed, hearing impaired or foreign language interpreters.

(2) Providing translation of written materials to appropriate language or method of

communication.

(3) Providing devices that assist in minimizing the impact of the barrier.

(4) Not charging Clients for the costs of measures, such as interpreters, that are required to provide nondiscriminatory treatment.

g. **Misrepresentation.** County shall not knowingly or willfully make or cause to be made any false statement or representation of a material fact in connection with the furnishing of items or Services for which payments may be made by OHA.

h. **Oregon Residency.** Addiction Treatment, Recovery, & Prevention Services funded through this Agreement may only be provided to residents of Oregon. Residents of Oregon are Individuals who live in Oregon. There is no minimum amount of time an Individual must live in Oregon to qualify as a resident so long as the Individual intends to remain in Oregon. A child's residence is not dependent on the residence of his or her parents. A child living in Oregon may meet the residency requirement if the caretaker relative with whom the child is living is an Oregon resident.

i. **Tobacco Use**. If County has Addiction Treatment, Recovery, & Prevention Services treatment capacity that has been designated for children, adolescents, pregnant women, and women with dependent children, County must implement a policy to eliminate smoking and other use of tobacco at the facilities where the Services are delivered and on the grounds of such facilities.

j. **Client Authorization.** County must comply with 42 CFR Part 2 when delivering an Addiction Treatment, Recovery, & Prevention Service that includes disclosure of Client information for purposes of eligibility determination. County must obtain Client authorization for disclosure of billing information, to the extent and in the manner required by 42 CFR Part 2, before a Disbursement Claim is submitted with respect to delivery of an Addiction Treatment, Recovery, & Prevention Service to that Individual.

16. **Community Mental Health Block Grant (MHBG)** funds, if any, awarded under this Agreement are subject to the federal use restrictions and requirements set forth in Catalog of Federal Domestic Assistance Number 93.958 and to the federal statutory and regulatory restrictions imposed by or pursuant to the Community Mental Health Block Grant portion of the Public Health Services Act, 42 U.S.C. 300x-1 *et. seq.,* and County shall comply with those restrictions.

17. **Substance Use Prevention, Treatment, and Recovery Support Services (SUPTRS BG).** To the extent County provides any Service in which costs are paid in whole or in part by the Substance Use, Prevention, Treatment, and Recovery Services Block Grant, County shall comply with federal rules and statutes pertaining to the Substance Use, Prevention, Treatment, and Recovery Services Block Grant, including the reporting provisions of the Public Health Services Act (42 U.S.C. 300x through 300x-66) and 45 CFR 96.130 regarding the sale of tobacco products. Regardless of funding source, to the extent County provides any substance abuse prevention or treatment Services, County shall comply with the confidentiality requirements of 42 CFR Part 2. County may not use the funds received under this Agreement for inherently religious activities, as described in 45 CFR Part 87.

18. **Information Required by 2 CFR Subtitle B with guidance at 2 CFR Part 200.** All required data elements in accordance with 45 CFR 75.352 are available at: https://www.oregon.gov/oha/hsd/amh/Pages/federal-reporting.aspx.

19. **Super Circular Requirements**. 2 CFR Part 200, or the equivalent applicable provision adopted by

the awarding federal agency in 2 CFR Subtitle B, including but not limited to the following:

a. **Property Standards**. 2 CFR 200.313, or the equivalent applicable provision adopted by the awarding federal agency in 2 CFR Subtitle B, which generally describes the required maintenance, documentation, and allowed disposition of equipment purchased with federal funds.

b. **Procurement Standards**. When procuring goods or services (including professional consulting services), applicable state procurement regulations found in the Oregon Public Contracting Code, ORS chapters 279A, 279B, and 279C or 2 CFR §§ 200.318 through 200.326, or the equivalent applicable provision adopted by the awarding federal agency in 2 CFR Subtitle B, as applicable.

c. **Contract Provisions**. The contract provisions listed in 2 CFR Part 200, Appendix II, or the equivalent applicable provision adopted by the awarding federal agency in 2 CFR Subtitle B, that are hereby incorporated into this exhibit, are, to the extent applicable, obligations of recipient, and recipient shall also include these contract provisions in its contracts with non-Federal entities.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT H
PROVIDER INSURANCE REQUIREMENTS

County shall require its first tier Providers(s) that are not units of local government as defined in ORS 190.003, if any, to: i) obtain insurance specified under TYPES AND AMOUNTS and meeting the requirements under ADDITIONAL INSURED, "TAIL" COVERAGE, NOTICE OF CANCELLATION OR CHANGE, and CERTIFICATES OF INSURANCE before the Providers perform under contracts between County and the Providers (the "Provider Contracts"); and ii) maintain the insurance in full force throughout the duration of the Provider Contracts. The insurance must be provided by insurance companies or entities that are authorized to transact the business of insurance and issue coverage in the State of Oregon and that are acceptable to OHA. County shall not authorize Providers to begin work under the Provider Contracts until the insurance is in full force. Thereafter, County shall monitor continued compliance with the insurance requirements on an annual or more frequent basis. County shall incorporate appropriate provisions in the Provider Contracts permitting it to enforce Provider compliance with the insurance requirements and shall take all reasonable steps to enforce such compliance. Examples of "reasonable steps" include issuing stop work orders (or the equivalent) until the insurance is in full force or terminating the Provider Contracts as permitted by the Provider Contracts, or pursuing legal action to enforce the insurance requirements. In no event shall County permit a Provider to work under a Provider Contract when County is aware that the Provider is not in compliance with the insurance requirements. As used in this section, a "first tier" Provider is a Provider with whom County directly enters into a Provider Contract.

TYPES AND AMOUNTS.

1. **Workers Compensation:** Must be in compliance with ORS 656.017, which requires all employers that employ subject workers, as defined in ORS 656.027, to provide workers' compensation coverage for those workers, unless they meet the requirement for an exemption under ORS 656.126(2).

2. **Professional Liability:** ☒ **Required by OHA** ☐ **Not required by OHA.**
   Professional Liability Insurance covering any damages caused by an error, omission or any negligent acts related to the Services to be provided under the Provider Contract, with limits not less than the following, as determined by OHA, or such lesser amount as OHA approves in writing:
   ☒ **Per occurrence for all claimants for claims arising out of a single accident or occurrence: $1,000,000 per occurrence with $2,000,000 aggregate.**

3. **Commercial General Liability:** ☒ **Required by OHA** ☐ **Not required by OHA.**
   Commercial General Liability Insurance covering bodily injury, death, and property damage in a form and with coverages that are satisfactory to OHA. This insurance shall include personal injury liability, products and completed operations. Coverage shall be written on an occurrence form basis, with not less than the following amounts as determined by OHA, or such lesser amount as OHA approves in writing:
   Bodily Injury, Death and Property Damage:
   ☒ **Per occurrence for all claimants for claims arising out of a single accident or occurrence:**

$1,000,000 per occurrence with $2,000,000 aggregate.

4. **Automobile Liability:** ☒ **Required by OHA** ☐ **Not required by OHA.**
Automobile Liability Insurance covering all owned, non-owned and hired vehicles. This coverage may be written in combination with the Commercial General Liability Insurance (with separate limits for "Commercial General Liability" and "Automobile Liability").
Automobile Liability Insurance must be in not less than the following amounts as determined by OHA, or such lesser amount as OHA approves in writing:
Bodily Injury, Death and Property Damage:
☒ **Per occurrence for all claimants for claims arising out of a single accident or occurrence: $1,000,000 per occurrence with $2,000,000 aggregate.**

5. **Additional Insured.** The Commercial General Liability insurance and Automobile Liability insurance must include the State of Oregon, its officers, employees, and agents as Additional Insureds but only with respect to the Provider's activities to be performed under the Provider Contract. Coverage must be primary and non-contributory with any other insurance and self-insurance.

6. **Notice of Cancellation or Change.** The Provider or its insurer must provide written notice to County at least 30 calendar days before cancellation of, material change to, potential exhaustion of aggregate limits of, or non-renewal of the required insurance coverage(s).

7. **"Tail" Coverage.** If any of the required insurance policies is on a "claims made" basis, such as professional liability insurance, the Provider shall maintain either "tail" coverage or continuous "claims made" liability coverage, provided the effective date of the continuous "claims made" coverage is on or before the effective date of the Provider Contract, for a minimum of 24 months following the later of : (i) the Provider's completion and County 's acceptance of all Services required under the Provider Contract; or (ii) the expiration of all warranty periods provided under the Provider Contract. Notwithstanding the foregoing 24-month requirement, if the Provider elects to maintain "tail" coverage and if the maximum time period "tail" coverage reasonably available in the marketplace is less than the 24-month period described above, then the Provider may request and OHA may grant approval of the maximum "tail" coverage period reasonably available in the marketplace. If OHA approval is granted, the Provider shall maintain "tail" coverage for the maximum time period that "tail" coverage is reasonably available in the marketplace.

8. **Certificate(s) of Insurance.** County shall obtain from the Provider a certificate(s) of insurance for all required insurance before the Provider performs under the Provider Contract. The certificate(s) or an attached endorsement must specify: i) all entities and Individuals who are endorsed on the policy as Additional Insured; and ii) for insurance on a "claims made" basis, the extended reporting period applicable to "tail" or continuous "claims made" coverage.

2026-2027 INTERGOVERNMENTAL AGREEMENT
FOR THE FINANCING OF COMMUNITY MENTAL HEALTH PROGRAMS

EXHIBIT I
CATALOG OF FEDERAL DOMESTIC ASSISTANCE (CFDA) NUMBER LISTING

1. **93.958 – Block Grants for Community Mental Health Services (MHBG)**

2. **93.959 – Block Grants for Prevention and Treatment of Substance Abuse (SUPTRS BG)**

CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

FOR

CITY OF BOARDMAN, OREGON

August 2025

ANDERSON PERRY & ASSOCIATES, INC.

La Grande, Redmond, Hermiston, and Enterprise, Oregon

Walla Walla, Washington

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Introduction

This Capital Improvements Plan (CIP) provides the framework for implementing the City of Boardman's facility and infrastructure asset-based improvement process over a five-year period starting in fiscal year 2025-26. The CIP outlines cost estimates for projects that require significant capital investment and are essential for safeguarding the City's financial health, while providing continued delivery of services to citizens and businesses.

The CIP is anticipated to continue to be reviewed and updated periodically (approximately every two years) to accommodate community needs and changes in financial resources. The CIP includes a list of the City's capital improvements projects, prioritizes the projects (subject to periodic review), and schedules the projects for funding and construction.

The CIP is a tool to be used in the development of responsible and progressive financial planning goals. The CIP complies with the City's financial policies. City policies and the CIP form the basis for making annual capital budget decisions and support the City's continued commitment to sound, long-range financial planning and direction.

The CIP identifies budgets and fiscal years for several types of capital projects. Capital improvements projects will be coordinated with the annual budget process to maintain full utilization of available resources. For each capital improvements project, the CIP provides a variety of information, including a project description, the service needs to be addressed, a proposed timetable, and proposed funding sources.

Generally, capital improvements projects will be prioritized with the most urgent projects first. In some instances, projects have been scheduled to coincide with an urgently needed project of another department to maximize effort, saving overall cost and/or maintaining the integrity of previously made investments. Ongoing operating costs are not included in the CIP.

Development of the CIP is a collaborative effort between the City's leadership team and the Public Works department to identify projects via specific master plans and other planning tools. Major capital improvements projects require City Council interaction during the development and funding stages.

Department Area Descriptions

This CIP is divided into the following sections:

- General
- Parks Department
- Planning Department
- Water Department
- Wastewater Department
- Street Department
- General Appendix
- Parks Department Appendix
- Planning Department Appendix
- Water Department Appendix
- Wastewater Department Appendix
- Street Department Appendix

Project Types

Projects generally fall within the primary categories identified below:

- System Repairs and Replacements - Projects needed to maintain existing infrastructure, typically needed to ensure reliable service.
- System Improvements - Projects designed to increase the functionality, efficiency, and/or capability of the infrastructure.
- Capacity-increasing Projects to Meet Population and Commercial Business Growth.
- Redevelopment and Community Enhancement - Projects created for urban renewal, overall community or neighborhood livability, and safety enhancement.
- Guidance and Regulatory Systems - Amendment of land use or other long-range planning documents to facilitate development of residential, commercial, and industrial land to help ensure water, wastewater, and transportation systems are adequate.

Department Goals

- Provide quality management of the CIP.
- Provide meaningful input for the City Council to make fiscally responsible decisions.
- Update the City Council on program implementation.
- Ensure timely information is provided to the Finance Department and City Council for cost differences.
- Provide timely project starts and completions.

What Projects Are in the Capital Improvements Plan

This CIP presents capital improvements and capital outlay. Capital improvements are expansions of, or improvements to, the City's physical facilities, such as buildings, land, and infrastructure, including roads, bridges, sidewalks, and utility systems. Capital outlay is generally used for equipment, vehicles, and technologies. The City's capitalization threshold has a minimum value of $5,000 and a life expectancy of at least three years. Projects costing less than $5,000 are not considered capital and are funded through operating budgets. Land use and other planning processes are also incorporated into this CIP to help ensure adequate funding for this important work is available going forward.

Projects in the CIP can include:

- Construction costs (i.e., labor, materials, and contractors involved in completing a project).
- Acquisition of land or structures.
- Engineering or architectural services, professional studies, or other administrative costs.
- Costs associated with the development or amendment of land use or other long-range planning documents.
- Expenses for City equipment, vehicles, and technologies.
- Expenses for expanding City facilities.

Funding Overview

Implementation of the CIP relies on a variety of potential funding sources. These include utility rate charges, tax increment revenues, user fees, general fund revenues, grants, and system development charges. Most of the funding scenarios may be somewhat complex and interwoven based on project goals, anticipated construction elements, and project timelines. The accounting of infrastructure income prohibits the transfer of funds between some departments. For example, street income can only be utilized for repair and maintenance or capital improvements associated with the Street Department.

Capital improvement cost estimates are created and/or updated based on discussions with City staff and vendors and current bid results of other recent construction projects in the area. Each project estimate includes a 5 percent per year inflation rate anticipated to cover escalating project costs realized each year. This percentage is based on inflation rates that vary based on the economy, and it is anticipated that rates will vary from those estimated. Estimates include planning fees, if any, design engineering fees, construction costs, and anticipated construction engineering service fees (i.e., bidding assistance, project observations technical assistance, construction surveying, etc.).

Each of the six departments/sections contain figures that show project priority with an estimated cost for the next five-year period.

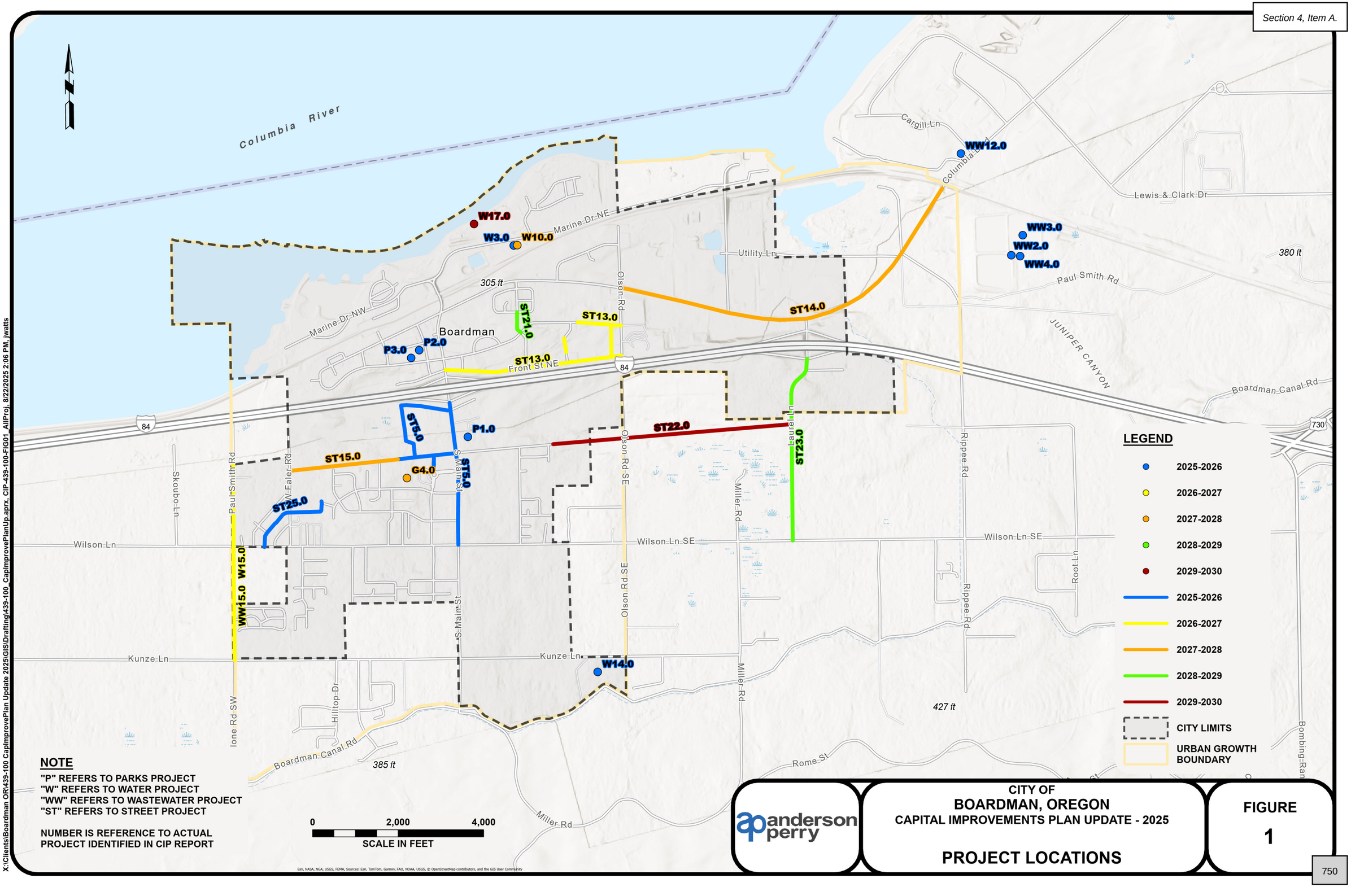
The CIP is not a financing document. Rather, the CIP is a planning document that places projects in the annual budget whereby funds are appropriated for them by the City Council. Prior to actual project work, refined scopes of work, construction cost estimates, and associated design fees will be presented to the City Council for final approval to expend funds.

Project Overview

Projects across the City that entail infrastructure improvements for the Parks, Water, Wastewater, Street, and Community Development and Planning Department, as well as the General section, are identified in this CIP. The projects within these departments are identified on Figure 1, and the associated labels are referenced to project summaries included in each of the six department sections.

Additional projects within each of the six departments/sections that are currently prioritized outside of the five-year CIP window due to funding limitations or priority have been identified. These projects are included in the appendices for inclusion in future CIP updates.

Completed CIP projects within each of the six departments/sections are shown in the appendices for reference.



NOTE

"P" REFERS TO PARKS PROJECT
"W" REFERS TO WATER PROJECT
"WW" REFERS TO WASTEWATER PROJECT
"ST" REFERS TO STREET PROJECT

NUMBER IS REFERENCE TO ACTUAL PROJECT IDENTIFIED IN CIP REPORT

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

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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

PROJECT LOCATIONS

FIGURE 1

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General

The City of Boardman, Oregon, has projects that need to be planned but will not be covered by the planning, water, wastewater, or street departments. The general fund covers these projects. Table 1 provides an overview of the proposed general projects, anticipated financial expenditures, and the proposed fiscal year of each improvement. Figure 2 shows the physical locations of the proposed general improvements projects throughout the City.

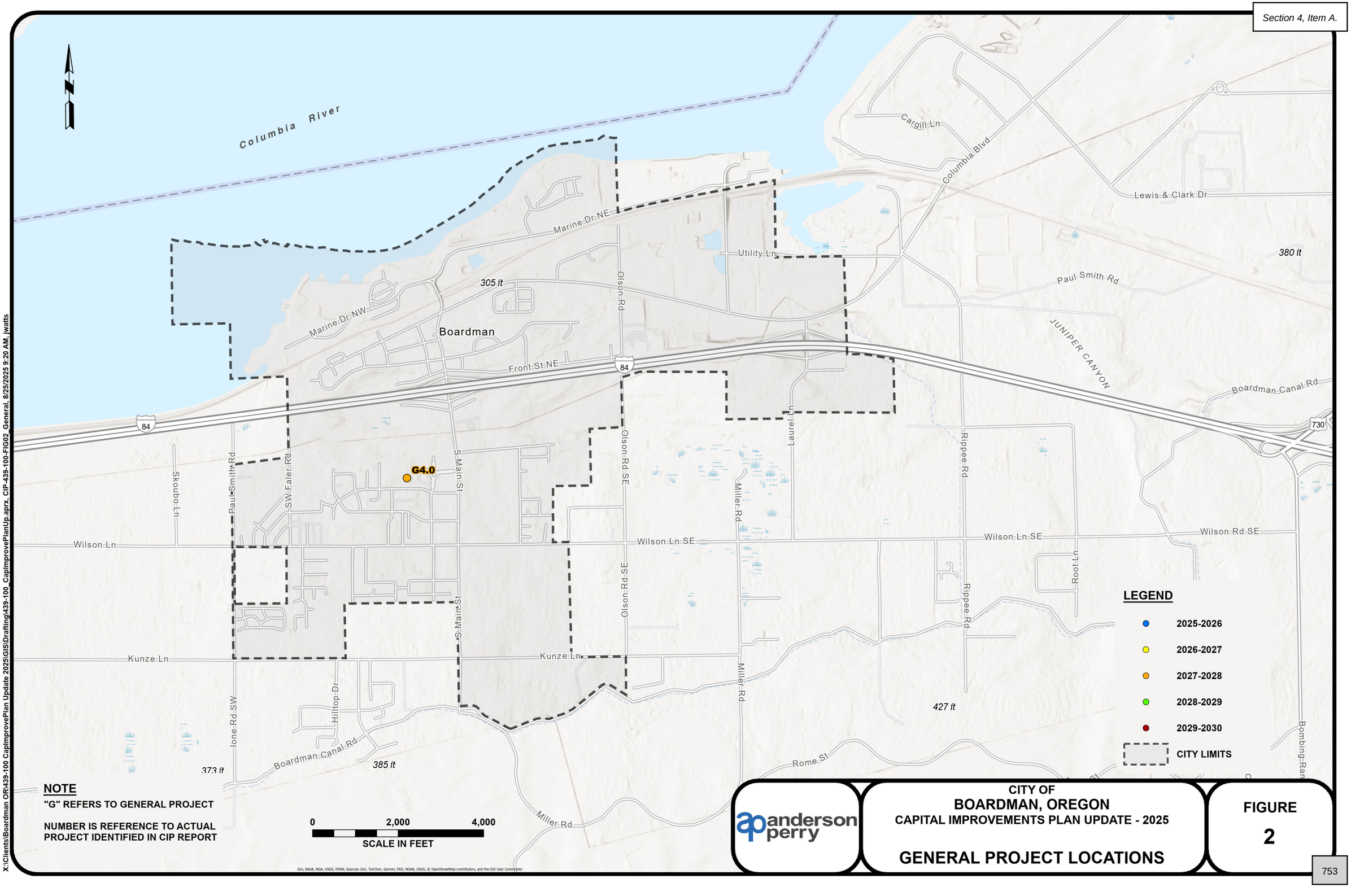
City of Boardman, Oregon
Capital Improvements Plan
Future Value - General Project Summary

Project No.	Project	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
	General Projects					
G 4.0	Police Station	$ -	$ -	$ 15,000,000	$ -	$ -
	General Total	$ -	$ -	$ 15,000,000	$ -	$ -

CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN

FUTURE VALUE - GENERAL PROJECT SUMMARY

TABLE
1



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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

GENERAL PROJECT LOCATIONS

FIGURE
2

Project Number:	G 4.0
Project Name:	Police Station
Fund:	General
Estimated Cost:	**$15,000,000**
Fiscal Year:	2027-28

Project Description:

Construct a new police station.

Project Justification:

The Police Department at City Hall has reached space capacity with current staffing levels. The City purchased 3 acres adjacent to City Hall where the new police station will be constructed. The new facility will be constructed to accommodate a municipal court in the future as Boardman is the largest city in Morrow County and continues to grow.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
G 4.0	General Fund	$15,000,000	2027-28
	Total	$15,000,000	

Parks Department

The City of Boardman is preparing to adopt its first Parks Master Plan (PMP) in fall 2025. The PMP will help the City inventory its current assets and identify community needs and priorities for future improvements. The PMP is expected to guide decisions around budgeting, staffing, and long-term planning for the Parks Department. It will serve as a useful tool for aligning future investments with the City's goals and the needs of its growing population.

Table 1 provides an overview of the current Parks Department projects, anticipated financial expenditures, and the proposed fiscal year of each improvement. The physical locations of the proposed parks improvements throughout the City are shown on Figure 2. The capital improvements list for the Parks Department provided herein is based on anticipated improvements that will be included in the PMP.

City of Boardman, Oregon
Capital Improvements Plan
Future Value - Parks Project Summary

Project No.	Project	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
	General Projects					
P 1.0	Oregon Trail Greenspace and Walking Path	$ 400,000	$ -	$ -	$ -	$ -
P 2.0	Splash Pad	$ 550,000	$ -	$ -	$ -	$ -
P 3.0	Park Improvements	$ 150,000	$ 750,000		$ -	$ -
	Parks Total	$ 1,100,000	$ 750,000	$ -	$ -	$ -

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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN

FUTURE VALUE - PARKS PROJECT SUMMARY

TABLE
2

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Columbia River
Marine Dr NE
Marine Dr NW
Boardman
Front St NE
84
Olson Rd
Utility Ln
Cargill Ln
Columbia Blvd
Lewis & Clark Dr
Paul Smith Rd
JUNIPER CANYON
Laurel Ln
Rippee Rd
Miller Rd
Olson Rd SE
Wilson Ln
Wilson Ln SE
Wilson Rd SE
Skoubo Ln
Paul Smith Rd
SW Faler Rd
S Main St
Kunze Ln
Ione Rd SW
Hilltop Dr
Boardman Canal Rd
Rome St
305 ft
373 ft
385 ft
427 ft
P1.0
P2.0
P3.0

NOTE

"P" REFERS TO PARKS PROJECT

NUMBER IS REFERENCE TO ACTUAL PROJECT IDENTIFIED IN CIP REPORT

0 2,000 4,000
SCALE IN FEET

LEGEND

- 2025-2026
- 2026-2027
- 2027-2028
- 2028-2029
- 2029-2030
- CITY LIMITS
- URBAN GROWTH BOUNDARY

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

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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

PARKS PROJECT LOCATIONS

FIGURE
3

Project Number:	P 2.0
Project Name:	Splash Pad
Fund:	Parks
Estimated Cost:	$550,000
Fiscal Year:	2025-26

Project Description:

Build a splash pad at Boardman Park.

Project Justification:

A splash pad will provide a safe, accessible, and cost-effective recreational amenity that promotes outdoor activity, especially for young children and families. It will enhance community well-being, support public health through active play, serve as a gathering space during hot summer months, and is particularly important in areas with limited access to aquatic facilities.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
P 2.0	Parks	$550,000	2025-26
	Total	$550,000	

Project Number:	P 3.0
Project Name:	Park Improvements
Fund:	Parks
Estimated Cost:	$900,000
Fiscal Year:	2025-26, 2026-27

Project Description:

This project will include parking and sidewalk improvements to improve accessibility to the facility and address Americans with Disabilities Act (ADA) compliance.

Project Justification:

The current park configuration is limited on parking and lacks sidewalks for pedestrian and ADA accessibility.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
P 2.0	Parks	$150,000	2025-26
P 2.0	Parks	$750,000	2026-27
	Total	$900,000	

Community Development and Planning Department

The City of Boardman's Community Development and Planning Department (CDPD) is responsible for assisting citizens and developers by applying the adopted City codes for proposed developments. The CDPD has identified the long-range planning work needed to update and upgrade the City of Boardman planning program.

Projects included in the Capital Improvements Plan are anticipated to be completed by subconsultants. Therefore, updates to planning documents that will be completed by the CDPD are not included.

Table 2 provides an overview of the proposed CDPD projects, anticipated financial expenditures, and the proposed fiscal year of each project.

City of Boardman, Oregon
Capital Improvements Plan
Future Value - Community Development and Planning Project Summary

Project No.	Project	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
	Planning Projects					
CD 1.0	Comprehensive Plan	$ -	$ -	$ -	$ -	$ -
CD 1.1	Housing Needs Analysis	$ -	$ -	$ 40,000	$ -	$ -
CD 4.0	Main Street Interchange Area Management Plan		$ 37,500	$ 37,500		
	Planning Total	$ -	$ 37,500	$ 77,500	$ -	$ -

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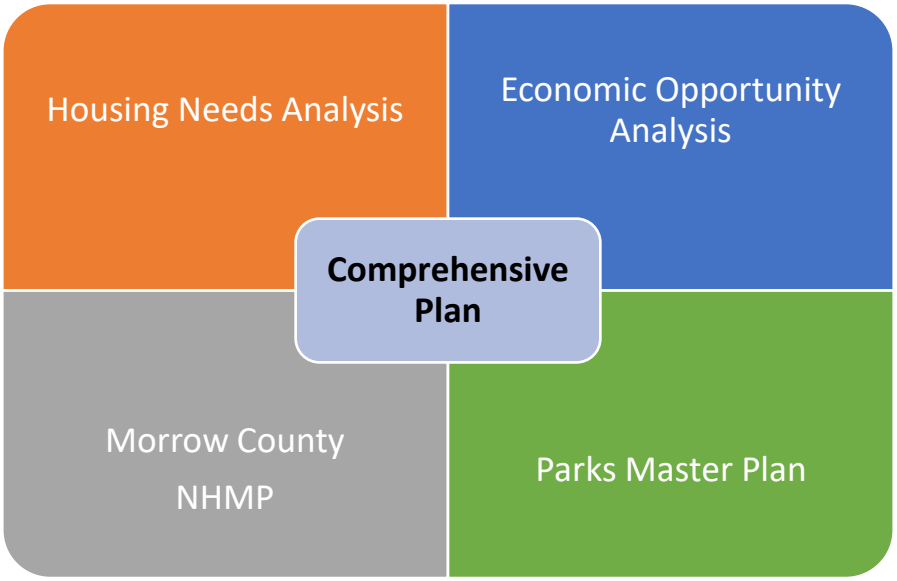
CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN

FUTURE VALUE - COMMUNITY DEVELOPMENT AND PLANNING PROJECT SUMMARY

TABLE
3



Project Number:	CD 1.0
Project Name:	Comprehensive Plan
Fund:	Planning
Estimated Cost:	*
Fiscal Years:	2024-25 to 2026-27

Project Description:

The project will include updating the City's 2003 Comprehensive Plan, which includes, but is not limited to, a Housing Needs Analysis, Economic Opportunity Analysis, Morrow County Natural Hazards Mitigation Plan (NHMP), and a Parks Master Plan.

Project Justification:

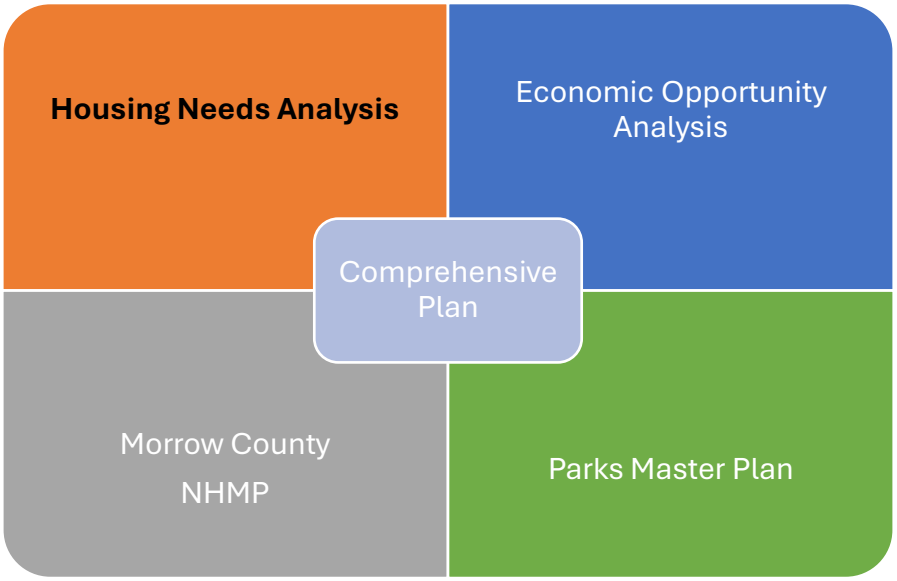
The Comprehensive Plan was adopted in 2003 with minimal amendments since. The Comprehensive Plan needs to be updated with a Housing Needs Analysis (Goal 10), Economic Opportunities Analysis (Goal 9), Morrow County Natural Hazards Mitigation Plan (Goal 7), and a Parks Master Plan (Goal 8). There may be other work identified to be completed prior to work on other sections of the Comprehensive Plan. The updates are needed to support urban growth boundary expansion, which is anticipated for residential and employment land needs.

The NHMP is an effort led by Morrow County at no cost to the City of Boardman. Due to the no cost impact to the City, it has not been included in the CIP.

*Costs included in projects CD 1.1 through CD 1.3.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Years
CD 1.0	Planning Fund	*	2024-25 to 2026-27
	Total	See subsequent cost breakdown	



Project Number:	CD 1.1
Project Name:	Housing Needs Analysis
Fund:	Planning
Estimated Cost:	$40,000
Fiscal Year:	2027-28

Project Description:

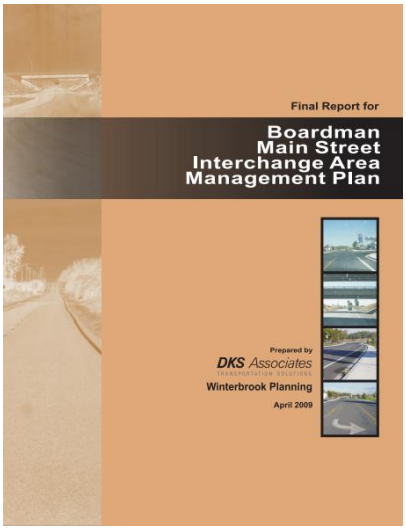
The project will include development of a Housing Needs Analysis.

Project Justification:

The Housing Needs Analysis (Goal 10) will inventory the City's buildable lands to help ensure there is enough zoned land to accommodate housing needs.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
CD 1.1	Planning Fund	$20,000	2027-28
CD 1.1	Planning Fund	$20,000	2027-28
	Total	$40,000	



Project Number:	CD 4.0
Project Name:	Main Street Interchange Area Management Plan
Fund:	Street
Estimated Cost:	$75,000
Fiscal Year:	2026-27, 2027-28

Project Description:

Update the 2009 Main Street Interchange Area Management Plan (IAMP).

Project Justification:

The IAMP provides planning and improvements for the Main Street overpass.

Funding Data:

Project No.	Fund Name		Amount	Fiscal Year
CD 4.0	Planning Fund		$37,500	2026-27
CD 4.0	Planning Fund		$37,500	2027-28
		Total	$75,000	

Water Department

The City of Boardman completed a Water System Master Plan (WSMP) in September 2015 that presents a detailed description and evaluation of the City's water system. In general, the City's water system consists of:

- Water Reservoirs 2
- Total Water Storage 1,300,000 gallons
- Miles of Pipe Approximately 17.5 miles
- Water Wells 3
- Booster Pump Stations 1

The City supplies water to residential, commercial, and industrial water users within its service area. The proposed projects in the Capital Improvements Plan may include "increased-capacity" projects, "replacement/ renewal" projects, and equipment upgrades. The proposed improvements have been programmed based on facility needs, the urgency of proposed upgrades, and anticipated funding availability.

Table 3 provides an overview of the proposed water system projects, anticipated financial expenditures, and the proposed fiscal year of each improvement. Figure 3 shows the physical locations of the proposed water system improvements throughout the City.

The capital improvements list for the Water Department provided herein is based on replacement/renewal/ repair projects completed and the City's WSMP prepared in 2015. Projects within the Water Department include distribution system improvements, reservoir modifications/construction, and improvements planned to improve system reliability.

Refer to the City's WSMP for additional information and future projects beyond the CIP five-year outlook.

City of Boardman, Oregon
Capital Improvements Plan
Future Value - Water Project Summary

Project No.	Project	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
	Water Projects					
W 3.0	300,000-gallon Reservoir Recoating		$ 410,000	$ -	$ -	$ -
W 4.0	Water System Master Plan Update	$ 80,000	$ -	$ -	$ -	$ -
W 8.0	Ten-yard Dump Truck	$ -	$ 12,000	$ -	$ -	$ -
W 9.0	Water Management and Conservation Plan Update	$ -	$ 50,000	$ -	$ -	$ -
W 10.0	Decommission Old Water Booster Pump Station	$ -	$ -	$ 25,000	$ -	$ -
W 11.0	Backhoe	$ -	$ 20,100	$ -	$ -	$ -
W 12.0	Rate Analysis	$ 12,000	$ -	$ -	$ -	$ -
W 13.0	Public Works Standards Update	$ 2,000	$ -	$ -	$ -	$ -
W 14.0	Kunze Well	$ 1,000,000	$ -	$ -	$ -	$ -
W 15.0	Paul Smith Rd. Improvements	$ -	$ 500,000	$ 500,000	$ -	$ -
W 16.0	Source Water Protection Plan	$ 120,000	$ -	$ -	$ -	$ -
W 17.0	Collector Well No. 1 Improvements	$ -	$ -	$ -	$ -	$ 3,000,000
	Water Total	$ 1,214,000	$ 992,100	$ 525,000	$ -	$ 3,000,000

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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN

FUTURE VALUE - WATER PROJECT SUMMARY

TABLE
4

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Columbia River

W17.0
W3.0
W10.0
W15.0
W14.0

Marine Dr NE
Marine Dr NW
Boardman
Front St NE
84
Olson Rd
Utility Ln
305 ft
380 ft
Cargill Ln
Columbia Blvd
Lewis & Clark Dr
Paul Smith Rd
JUNIPER CANYON
Boardman Canal Rd
730
Laurel Ln
Rippee Rd
Miller Rd
Olson Rd SE
Wilson Ln
Wilson Ln SE
Root Ln
Skoubo Ln
Paul Smith Rd
SW Faler Rd
S Main St
Kunze Ln
Ione Rd SW
Hilltop Dr
373 ft
385 ft
427 ft
Rome St
Bombing Range Rd

LEGEND

- 2025-2026
- 2026-2027
- 2027-2028
- 2028-2029
- 2029-2030
- 2025-2026
- 2026-2027
- 2027-2028
- 2028-2029
- 2029-2030
- CITY LIMITS
- URBAN GROWTH BOUNDARY

NOTE

"W" REFERS TO WATER PROJECT

NUMBER IS REFERENCE TO ACTUAL PROJECT IDENTIFIED IN CIP REPORT

0 2,000 4,000
SCALE IN FEET

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

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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

WATER PROJECT LOCATIONS

FIGURE 4

Project Number:	W 3.0
Project Name:	300,000-gallon Reservoir Recoating
Fund:	Water
Estimated Cost:	$410,000
Fiscal Year:	2026-27

Project Description:

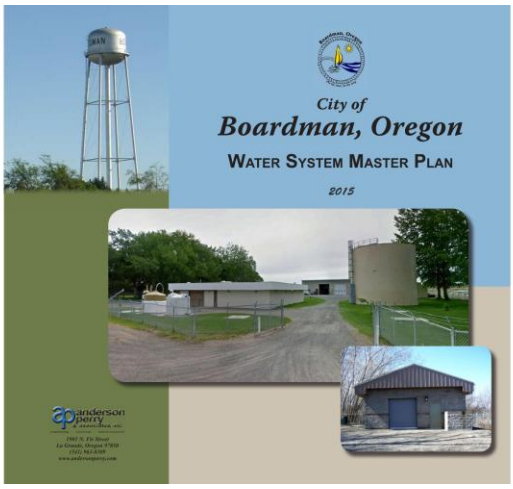
The project will include painting the welded steel reservoir interior and exterior surfaces. The reservoir will be drained and sandblasted to remove compromised coatings and rust. The reservoir will be coated with industry standard coatings and the cathodic protection system will be upgraded.

Project Justification:

The welded steel reservoir was constructed in 2001 with an inspection completed in approximately 2018. The inspection revealed coatings failure and rusting. Recoating of the welded steel reservoir and upgrading the cathodic protection system is needed to prolong the City's investments and are common practice considering the age of the reservoir.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 3.0	Water Fund	$410,000	2026-27
	Total	$410,000	



Project Number:	W 4.0
Project Name:	Water System Master Plan Update
Fund:	Water
Estimated Cost:	$80,000
Fiscal Year:	2025-26

Project Description:

Updating the City's current Water System Master Plan (WSMP) will include analyzing the City's water system and providing suggestions for improvements to increase, or meet, capacity and distribution requirements.

Project Justification:

The City's WSMP needs to be updated every ten years to maintain regulatory compliance. Since the WSMP was adopted in 2015, an update will be needed within the five-year scope of this Capital Improvements Plan. The WSMP will help the City identify areas of the water system that need improvements and help ensure the City will meet distribution and capacity needs for the future.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 4.0	Water Fund	$80,000	2025-26
	Total	$80,000	

Project Number:	W 8.0, WW 9.0, ST 12.0
Project Name:	Ten-yard Dump Truck
Fund:	Water, Wastewater, Street
Estimated Cost:	$12,000
Fiscal Year:	2026-27

Project Description:

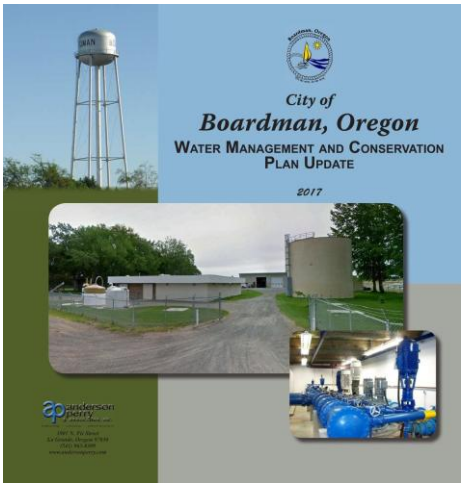
Purchase a ten-yard dump truck for Public Works use.

Project Justification:

Public Works needs a ten-yard dump truck to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 8.0	Water Fund	$12,000	2026-27
WW 9.0	Wastewater Fund	$8,000	2026-27
ST 12.0	Street Fund	$20,000	2026-27
	Total	$40,000	



Project Number:	W 9.0
Project Name:	Water Management and Conservation Plan Update
Fund:	Water
Estimated Cost:	$50,000
Fiscal Year:	2026-27

Project Description:

Updating the City's current Water Management and Conservation Plan (WMCP) will require analyzing the City's water system. After an analysis is finished, the WMCP will discuss how the City is managing and conserving water as well as permit requirements.

Project Justification:

The City's WMCP is required to be updated every ten years to maintain regulatory compliance. Since the last update to the WMCP was in 2017, an update will be needed within the five-year scope of this Capital Improvements Plan. The WMCP will help the City identify areas of the water system that need improvements. This will help the City meet distribution and capacity needs for the future.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 9.0	Water Fund	$50,000	2026-27
	Total	$50,000	

Project Number:	W 10.0
Project Name:	Decommission Old Water Booster Pump Station
Fund:	Water
Estimated Cost:	$25,000
Fiscal Year:	2027-28

Project Description:

Decommission the old water booster pump station.

Project Justification:

After construction of the new water booster pump station, the City's old booster pump station is redundant. The building structure and equipment enclosed is past its service life, and it is not feasible or reasonable to restore a redundant booster pump station.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 10.0	Water Fund	$25,000	2027-28
	Total	$25,000	

Project Number:	W 11.0, WW 11.0, ST 18.0
Project Name:	Backhoe
Fund:	Water, Wastewater, Street
Estimated Cost:	$20,100
Fiscal Year:	2026-27

Project Description:

Purchase a backhoe for public works use

Project Justification:

Public Works needs a backhoe to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 11.0	Water Fund	$20,100	2026-27
WW 11.0	Wastewater Fund	$13,400	2026-27
ST 18.0	Street Fund	$33,500	2026-27
	Total	$67,000	

Project Number:	W 12.0, WW 13.0
Project Name:	Rate Analysis
Fund:	Water, Wastewater
Estimated Cost:	$12,000
Fiscal Year:	2025-26

Project Description:

Provide a financial analysis and evaluation of the City's existing water and wastewater systems to ensure near- and long-term sustainable operations

Project Justification:

A rate analysis for the City would provide a clear understanding of how to budget effectively and allocate resources efficiently, ensuring that funds are used wisely to maintain and improve the City's water and wastewater systems.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 12.0	Water Fund	$12,000	2025-26
WW 13.0	Wastewater Fund	$13,000	2025-26
	Total	$25,000	

Project Number:	W 13.0, WW 14.0, ST 20.0
Project Name:	Public Works Standards Update
Fund:	Water, Wastewater, Street
Estimated Cost:	$2,000
Fiscal Year:	2025-26

Project Description:

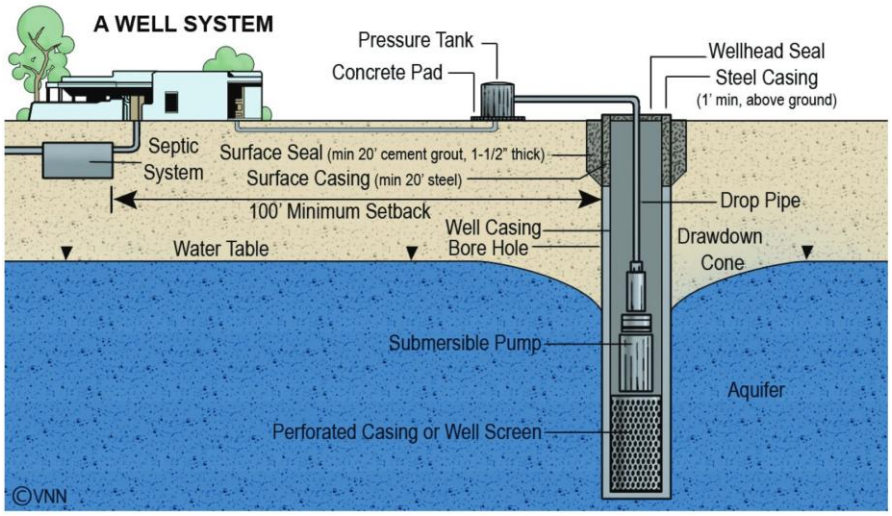
Update the City's existing public works standard drawings and technical specifications.

Project Justification:

The City's existing public works standards need to be updated to ensure specifications for current regulations are up to date. Additional standards will be added or updated to provide uniformity for utilities, roads, structures, and other required elements for developers.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 13.0	Water Fund	$2,000	2025-26
WW 14.0	Wastewater Fund	$3,000	2025-26
ST 20.0	Street Fund	$5,000	2025-26
	Total	$10,000	



Project Number:	W 14.0
Project Name:	Kunze Well
Fund:	Water
Estimated Cost:	$1,000,000
Fiscal Year:	2025-26

Project Description:

Decommission existing water well and construct a new well for the City's backup water supply. The existing water right will be transferred from the existing well to the new well.

Project Justification:

The City's existing groundwater well has not been used because the water is non-aesthetically pleasing due to hydrogen sulfide odors. Constructing a new well will provide a redundant drinking water source and allow the City to better serve areas in the southern parts of Boardman.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 14.0	Water Fund	$1,000,000	2025-26
	Total	$1,000,000	

Project Number:	W 15.0, WW 15.0
Project Name:	Paul Smith Road Improvements
Fund:	Water, Wastewater
Estimated Cost:	$1,000,000
Fiscal Year:	2026-27, 2027-28

Project Description:

This project is a collaboration between Morrow County, the West Extension Irrigation District (WEID), and the City. WEID is relocating and piping the irrigation canal, and the City intends to install water and sewer infrastructure during WEID's construction. The County will resurface the road once all infrastructure is installed.

Project Justification:

The City should use this opportunity to install infrastructure in a road that will be resurfaced, reducing the overall construction cost.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 15.0	Water Fund	$1,000,000	2026-27, 2027-28
WW 15.0	Wastewater Fund	$1,000,000	2026-27, 2027-28
	Total	$2,000,000	

Water Sources

Project Number:	W 16.0
Project Name:	Source Water Protection Plan
Fund:	Water
Estimated Cost:	$120,000
Fiscal Year:	2025-26

Project Description:

Provide a Source Water Protection Plan that addresses the following elements associated with the City's drinking water system: identify potential risks, prioritize those risks, identify strategies for addressing risks, develop an implementation plan and a contingency plan, as well as consider future water sources.

Project Justification:

Strategic and proactive protection and management of surface and groundwater sources are essential to ensuring a sustainable drinking water source for the community.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 16.0	Water Fund	$120,000	2025-26
	Total	$120,000	

Project Number:	W 17.0
Project Name:	Collector Well No. 1 Improvements
Fund:	Water
Estimated Cost:	$3,000,000
Fiscal Year:	2029-30

Project Description:

The project will include removing the old drywell and pumps. A new building will be constructed that includes new pumps, power service, electrical equipment, and backup generator.

Project Justification:

The Collector Well No. 1 pumps are installed in a subsurface drywell that requires confined space entry and makes operation and maintenance difficult. Pumps and electrical equipment have surpassed their design life and need to be replaced.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 17.0	Water Fund	$3,000,000	2029-30
	Total	$3,000,000	

Wastewater Department

The City of Boardman completed a Wastewater Facilities Plan (WWFP) in 2021 that presents a detailed description and evaluation of the City's wastewater system. In general, the City's wastewater system consists of:

- Miles of Pipe — Approximately 28
- Manhole Structures — Approximately 417
- Cleanouts — 30
- Recycled Water Discharge Point — The City's land application site (Circle 52)
- Sanitary Lift Stations — Seven

The proposed projects included in the Capital Improvements Plan are based on "increased-capacity" projects where upgrades are required to accommodate growth and "replacement" projects for collection system components that have deteriorated past the reasonable point of repair. When upgrading a system component, the project is sized to accommodate growth, reduce infiltration and inflow of stormwater and groundwater into the system, and to repair identified deficiencies in older collection system components.

Table 4 provides an overview of the proposed sewer system projects, anticipated financial expenditures, and the proposed fiscal year of each improvement. Figure 4 provides maps showing the physical locations of the proposed sewer system improvements throughout the City.

Refer to the City's WWFP for additional information and future projects beyond the CIP five-year outlook.

City of Boardman, Oregon
Capital Improvements Plan
Future Value - Wastewater Project Summary

Project No.	Project	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
	Wastewater Projects					
WW 2.0	Headworks Screen and Septage Receiving Station	$ 1,120,000	$ -	$ -	$ -	$ -
WW 3.0	Lagoon 1 Biosolids Removal	$ 1,310,000	$ -	$ -	$ -	$ -
WW 4.0	Replace On-Site Sodium Hypochlorite System	$ 380,000	$ -	$ -	$ -	$ -
WW 5.0	Collection System Study	$ 80,000	$ -	$ -	$ -	$ -
WW 9.0	Ten-yard Dump Truck	$ -	$ 8,000	$ -	$ -	$ -
WW 11.0	Backhoe	$ -	$ 13,400	$ -	$ -	$ -
WW 12.0	East Beach Flowmeter	$ 30,000	$ -	$ -	$ -	$ -
WW 13.0	Rate Analysis	$ 13,000	$ -	$ -	$ -	$ -
WW 14.0	Public Works Standards Update	$ 3,000	$ -	$ -	$ -	$ -
WW 15.0	Paul Smith Rd. Improvements	$ -	$ 500,000	$ 500,000	$ -	$ -
	Wastewater Total	$2,936,000	$ 521,400	$ 500,000	$ -	$ -

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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN

FUTURE VALUE - WASTEWATER PROJECT SUMMARY

TABLE
5

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Columbia River

Cargill Ln

Columbia Dr

WW12.0

Lewis & Clark Dr

WW3.0

WW2.0

WW4.0

380 ft

Paul Smith Rd

JUNIPER CANYON

Boardman Canal Rd

Marine Dr NE

Utility Ln

305 ft

Olson Rd

Marine Dr NW

Boardman

Front St NE

84

730

Laurel Ln

Rippee Rd

Olson Rd SE

Miller Rd

Wilson Ln SE

Wilson Ln

Root Ln

Skoubo Ln

Paul Smith Rd

SW Faler Rd

S Main St

WW15.0

Kunze Ln

Ione Rd SW

Hilltop Dr

385 ft

427 ft

Rome St

Bombing Range Rd

LEGEND

- 2025-2026
- 2026-2027
- 2027-2028
- 2028-2029
- 2029-2030
- 2025-2026
- 2026-2027
- 2027-2028
- 2028-2029
- 2029-2030
- CITY LIMITS
- URBAN GROWTH BOUNDARY

NOTE

"WW" REFERS TO WASTEWATER PROJECT

NUMBER IS REFERENCE TO ACTUAL PROJECT IDENTIFIED IN CIP REPORT

0 2,000 4,000

SCALE IN FEET

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

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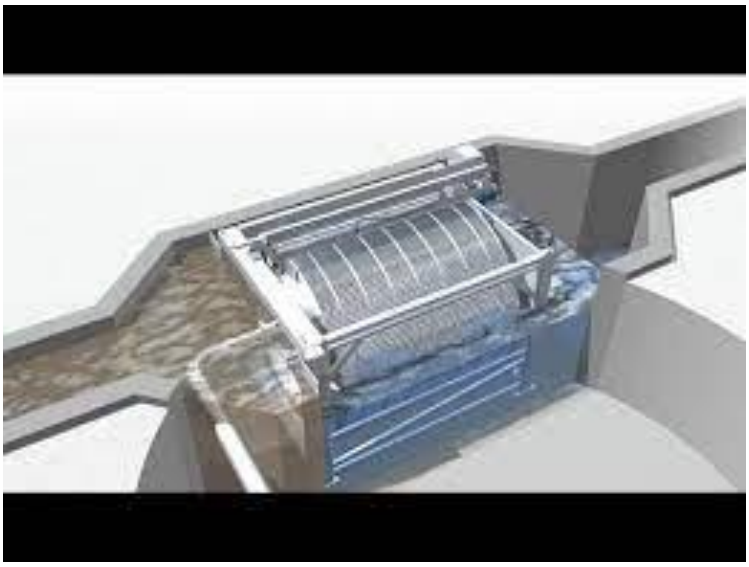
CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

WASTEWATER PROJECT LOCATIONS

FIGURE
5



Project Number:	WW 2.0
Project Name:	Headworks Screen and Septage Receiving Station
Fund:	Wastewater
Estimated Cost:	$1,120,000
Fiscal Year:	2025-26

Project Description:

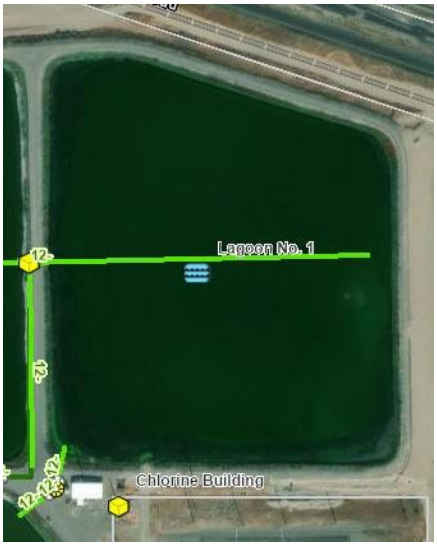
Construct a new headworks and septage receiving station.

Project Justification:

The City's lagoon system operates without a headworks screen allowing garbage to accumulate in the lagoon system. The project will involve installation of a new headworks screen to help remove garbage from wastewater influent and the installation of a septage receiving station to accept hauled waste.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
WW 2.0	Wastewater Fund	$1,120,000	2025-26
	Total	$1,120,000	



Project Number:	WW 3.0
Project Name:	Lagoon 1 Biosolids Removal
Fund:	Wastewater
Estimated Cost:	$1,310,000
Fiscal Year:	2025-26

Project Description:

The project will include draining Lagoon 1 at the wastewater treatment facility (WWTF). After the lagoon is drained, the biosolids will take approximately one to two years to dry. Once the biosolids have dried, work can begin to remove the biosolids, which will restore Lagoon 1 to its original depth. Since the WWTF does not currently have a headworks screen, the biosolids removed will contain inorganics and will need to be disposed of at the landfill.

Project Justification:

Increasing the depth of Lagoon 1 via biosolids removal will increase the overall capacity of the City's WWTF. Increasing the capacity of the WWTF will allow the City to accept more wastewater as the City grows. By removing biosolids from Lagoon 1, the overall efficiency of the WWTF will be improved, ensuring the City has reliable wastewater treatment for years to come.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
WW 3.0	Wastewater Fund	$1,310,000	2025-26
	Total	$1,310,000	

Project Number:	WW 4.0
Project Name:	Replace On-Site Sodium Hypochlorite System
Fund:	Wastewater
Estimated Cost:	$380,000
Fiscal Year:	2025-26

Project Description:

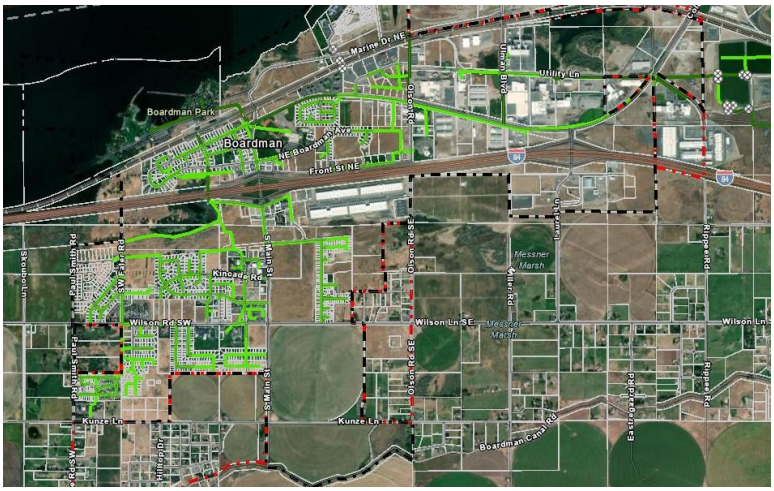
Replace the on-site sodium hypochlorite system.

Project Justification:

The existing on-site sodium hypochlorite system used for disinfecting recycled water land applied at Circle 52 has surpassed its service life and needs replaced.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
WW 4.0	Wastewater Fund	$380,000	2025-26
	Total	$380,000	



Project Number:	WW 5.0
Project Name:	Collection System Study
Fund:	Wastewater
Estimated Cost:	$80,000
Fiscal Year:	2025-26

Project Description:

Develop a wastewater Collection System Study.

Project Justification:

The Collection System Study will be developed for a 20-year planning period and will include design criteria and service goals for the planning period, identifying present and anticipated future system deficiencies, and evaluating future wastewater collection system needs. A system improvements implementation program will be developed to be incorporated in the Capital Improvements Plan.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
WW 5.0	Wastewater Fund	$80,000	2025-26
	Total	$80,000	

Project Number:	W 8.0, WW 9.0, ST 12.0
Project Name:	Ten-yard Dump Truck
Fund:	Water, Wastewater, Street
Estimated Cost:	$8,000
Fiscal Year:	2026-27

Project Description:

Purchase a ten-yard dump truck for Public Works use.

Project Justification:

Public Works needs a ten-yard dump truck to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 8.0	Water Fund	$12,000	2026-27
WW 9.0	Wastewater Fund	$8,000	2026-27
ST 12.0	Street Fund	$20,000	2026-27
	Total	$40,000	

Project Number:	W 11.0, WW 11.0, ST 18.0
Project Name:	Backhoe
Fund:	Water, Wastewater, Street
Estimated Cost:	$13,400
Fiscal Year:	2026-27

Project Description:

Purchase a backhoe for Public Works use.

Project Justification:

Public Works needs a backhoe to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 11.0	Water Fund	$20,100	2026-27
WW 11.0	Wastewater Fund	$13,400	2026-27
ST 18.0	Street Fund	$33,500	2026-27
	Total	$67,000	

Project Number:	WW 12.0
Project Name:	East Beach Flowmeter
Fund:	Wastewater
Estimated Cost:	$30,000
Fiscal Year:	2025-26

Project Description:

Replace flowmeter and connect to the City's supervisory control and data acquisition (SCADA) system.

Project Justification:

The existing flowmeter is aging and is currently unconnected from the City's SCADA system. Replacing the flowmeter and connecting it to the SCADA system will help the City track flows more accurately and efficiently.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
WW 12.0	Wastewater Fund	$30,000	2025-26
	Total	$30,000	

Project Number:	W 12.0, WW 13.0
Project Name:	Rate Analysis
Fund:	Water, Wastewater
Estimated Cost:	$13,000
Fiscal Year:	2025-26

Project Description:

Provide a financial analysis and evaluation of the City's existing water and wastewater systems to ensure near- and long-term sustainable operations

Project Justification:

A rate analysis for the City would clarify how to budget effectively and allocate resources efficiently, ensuring that funds are used wisely to maintain and improve the City's water and wastewater systems.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 12.0	Water Fund	$12,000	2025-26
WW 13.0	Wastewater Fund	$13,000	2025-26
	Total	$25,000	

Project Number:	W 13.0, WW 14.0, ST 20.0
Project Name:	Public Works Standards Update
Fund:	Water, Wastewater, Street
Estimated Cost:	$3,000
Fiscal Year:	2025-26

Project Description:

Update the City's existing public works standard drawings and technical specifications.

Project Justification:

The City's existing public works standards need to be updated to ensure specifications for current regulations are up to date. Additional standards will be added or updated to provide uniformity for utilities, roads, structures, and other required elements for developers.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 13.0	Water Fund	$2,000	2025-26
WW 14.0	Wastewater Fund	$3,000	2025-26
ST 20.0	Street Fund	$5,000	2025-26
	Total	$10,000	

Project Number:	W 15.0, WW 15.0
Project Name:	Paul Smith Road Improvements
Fund:	Water, Wastewater
Estimated Cost:	$1,000,000
Fiscal Year:	2026-27, 2027-28

Project Description:

This project is a collaboration between Morrow County, the West Extension Irrigation District (WEID), and the City. WEID is relocating and piping the irrigation canal, and the City intends to install water and sewer infrastructure during WEID's construction. The County will resurface the road once all infrastructure is installed.

Project Justification:

The City should use this opportunity to install infrastructure in a road that will be resurfaced, reducing the overall construction cost.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 15.0	Water Fund	$1,000,000	2026-27, 2027-28
WW 15.0	Wastewater Fund	$1,000,000	2026-27, 2027-28
	Total	$2,000,000	

Street Department

The capital improvements list for the City of Boardman Street Department is based on knowledge of the system provided by the Street Department staff. In general, the City's street system consists of:

- Roadway Centerline Miles Approximately 19
- Traffic Signals 0

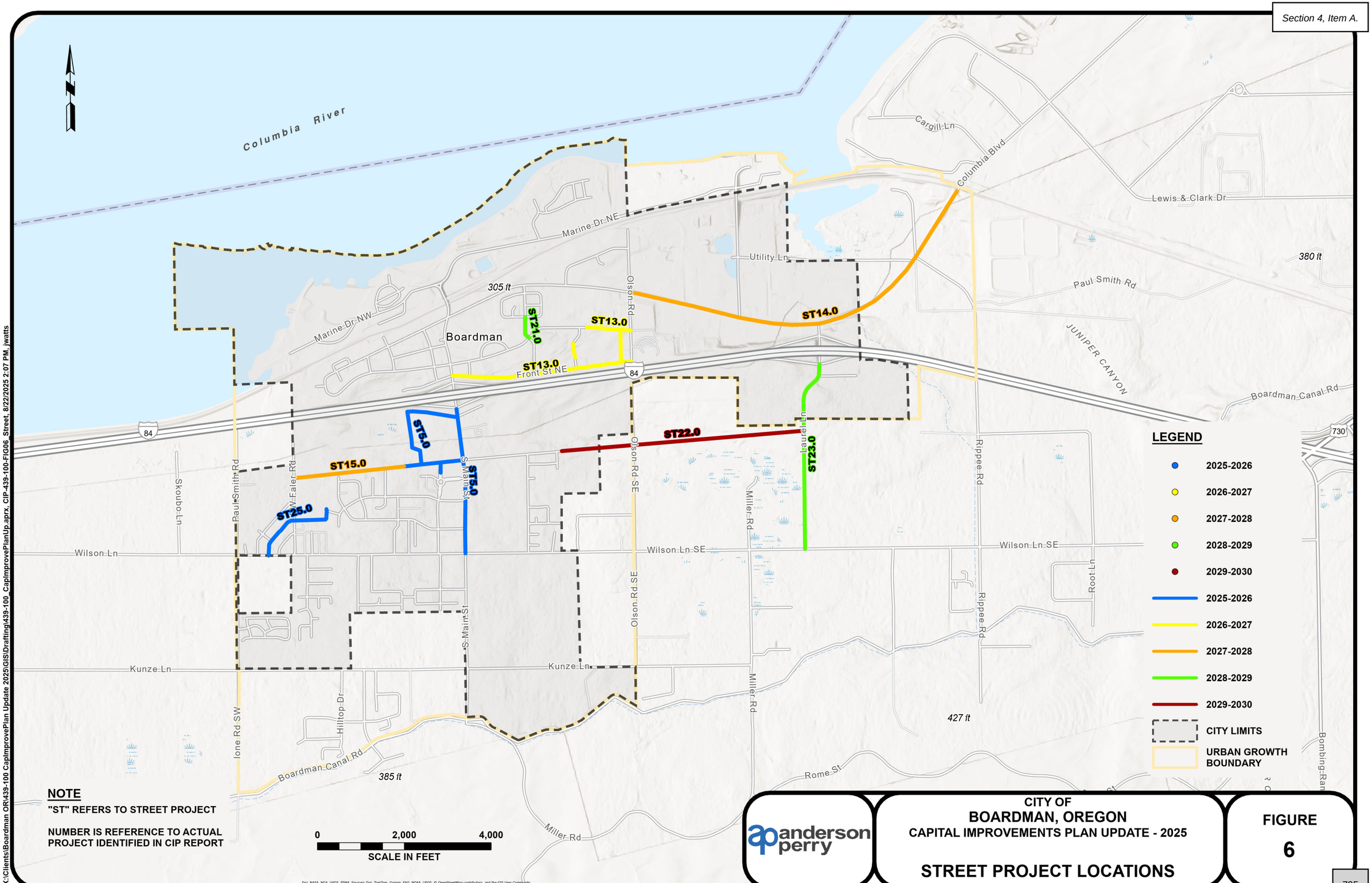
The Capital Improvements Plan projects identified by the Street Department include street rehabilitation, street beautification, street widening, intersection safety improvements, pedestrian improvements, and new streets.

Table 5 provides an overview of the proposed street system projects, anticipated financial expenditures, and the proposed fiscal year of each improvement. Figure 5 shows the physical locations of the proposed system improvements throughout the City.

Refer to the City's Transportation System Plan for additional information and future projects beyond the CIP five-year outlook.

City of Boardman, Oregon
Capital Improvements Plan
Future Value - Street Project Summary

Project No.	Project	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30
	Street Projects					
ST 5.0	S. Main Street and S.W. Loop Rd Improvements	$ 5,000,000	$ -	$ -	$ -	$ -
ST 12.0	Ten-yard Dump Truck	$ -	$ 20,000	$ -	$ -	$ -
ST 13.0	N.E. Front Street Improvements	$ -	$ 5,500,000	$ -	$ -	$ -
ST 14.0	N.E. Columbia Avenue: Olson Road to Union Pacific Railroad Overpass	$ -	$ -	$ 3,900,000	$ -	$ -
ST 15.0	Oregon Trail Boulevard to Faler Road S.W. Street Improvements	$ -	$ -	$ 3,000,000	$ -	$ -
ST 18.0	Backhoe	$ -	$ 33,500	$ -	$ -	$ -
ST 20.0	Public Works Standards Update	$ 5,000	$ -	$ -	$ -	$ -
ST 21.0	2nd Avenue NE Improvments	$ -	$ -	$ -	$ 500,000	$ -
ST 22.0	Oregon Trail Boulevard to Laurel Lane	$ -	$ -		$ -	$ 7,300,000
ST 23.0	Laurel Lane Improvements	$ -	$ -	$ -	$ 2,500,000	$ -
ST 24.0	Street Maintenance	$ 2,000,000	$ -	$ -	$ -	$ -
ST 25.0	Mt. Hood Sidewalk Improvements	$ 210,000	$ -	$ -	$ -	$ -
ST 26.0	Stormwater Improvements	$ 600,000	$ -	$ -	$ -	$ -
	Street Total	$ 7,815,000	$ 5,553,500	$ 6,900,000	$ 3,000,000	$ 7,300,000



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CITY OF
BOARDMAN, OREGON
CAPITAL IMPROVEMENTS PLAN UPDATE - 2025

STREET PROJECT LOCATIONS

FIGURE 6

Project Number:	ST 5.0
Project Name:	S. Main Street and S.W. Loop Road Improvements
Fund:	Street
Estimated Cost:	$5,000,000
Fiscal Year:	2025-26

Project Description:

The project will include a complete road reconstruction along S. Main Street from Interstate 84 to Wilson Lane, include demolition of the existing asphalt concrete road surface, concrete curbs, and asphalt concrete pedestrian path. After the demolition of existing surfaces and structures, construction of a new asphalt concrete road surface, curb and gutter, Americans with Disabilities Act curb ramps, center concrete median, and concrete sidewalk will be accomplished. Additionally, decorative streetlights will be installed, and storm drainage improvements will be made.

Project Justification:

This road is identified in the City's Main Street Downtown Development Plan as the main north-south arterial for the City and is considered the "downtown" portion of the City. Improvements to this road will ensure future traffic and pedestrian demands will be met and will accommodate future development of the area.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 5.0	Street Fund	$5,000,000	2025-26
	Total	$5,000,000	

Project Number:	W 8.0, WW 9.0, ST 12.0
Project Name:	Ten-yard Dump Truck
Fund:	Water, Wastewater, Street
Estimated Cost:	$20,000
Fiscal Year:	2026-27

Project Description:

Purchase a ten-yard dump truck for Public Works use.

Project Justification:

Public Works needs a ten-yard dump truck to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 8.0	Water Fund	$12,000	2026-27
WW 9.0	Wastewater Fund	$8,000	2026-27
ST 12.0	Street Fund	$20,000	2026-27
	Total	$40,000	

Project Number:	ST 13.0
Project Name:	N.E. Front Street Improvements
Fund:	Street
Estimated Cost:	$5,500,000
Fiscal Year:	2026-27

Project Description:

The project will include the reconstruction of N.E. Front Street from N. Main Street to Olson Road, as well as extensions of N.E. 3rd Street, N.E. 4th Street, and Boardman Avenue N.E. The project consists of reconstructing/constructing asphalt concrete surfaces, curb and gutter, concrete sidewalk, and Americans with Disabilities Act (ADA) curb ramps. The project also includes storm drainage improvements and new street lighting. ADA curb ramps will be developed to meet current ADA standards. All other aspects of the project will be constructed according to City standards.

Project Justification:

N.E. Front Street needs to be reconstructed due to the road's poor condition. This road has areas of instability with poor ride quality; extensive transverse, longitudinal, and alligator cracking with trench settlement and/or potholes; drainage problems; and obvious evidence of structural deficiencies. Reconstruction of this road will ensure the roadway is functional for the community and area. Along with ADA curb ramps, sidewalk improvements will benefit the public by allowing greater mobility to the area for future development.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 13.0	Street Fund	$5,500,000	2026-27
	Total	$5,500,000	

Project Number:	ST 14.0
Project Name:	N.E. Columbia Avenue: Olson Road to Union Pacific Railroad Overpass Overlay
Fund:	Street
Estimated Cost:	$3,900,000
Fiscal Year:	2027-28

Project Description:

The project will consist of an overlay for the entire length of N.E. Columbia Avenue, ranging from Olson Road to the Union Pacific Railroad overpass to the northeast. The project includes removing cold plane pavement, adjusting utility covers and valve boxes to grade, and permanent pavement markings and striping.

Project Justification:

The condition of this stretch of road has been rated as fair quality and contains cracking, deformations, drainage problems, and structural deficiencies. Generally, this road provides a stable, fair ride, but improvements will ensure a safe and comfortable road for all to use. Improvements will also ensure that this stretch of road will be functional for use for the foreseeable future.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 14.0	Street Fund	$3,900,000	2027-28
	Total	$3,900,000	

Project Number:	ST 15.0
Project Name:	Oregon Trail Boulevard to Faler Road S.W. Street Improvements
Fund:	Street
Estimated Cost:	$3,000,000
Fiscal Year:	2027-28

Project Description:

The project will be an extension of approximately 2,800 feet of Oregon Trail Boulevard to the west following the completion of the extension of Oregon Trail Boulevard to S.W. 1st Street. The project will include curb and gutter, concrete sidewalk, Americans with Disabilities Act (ADA) curb ramps, storm drainage systems, and street lighting. ADA curb ramps will be developed to meet current ADA standards. All aspects of the project will be constructed according to City standards.

Project Justification:

Extending Oregon Trail Boulevard is identified in the City's 2009 Main Street Interchange Area Management Plan. Extending this road can strengthen east-west as well as north-south connectivity. This section of road will also provide access to future development in the area. This section of Oregon Trail Boulevard will be constructed using private development funds.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 15.0	Street Fund	$3,000,000	2027-28
	Total	$3,000,000	

Project Number:	W 11.0, WW 11.0, ST 18.0
Project Name:	Backhoe
Fund:	Water, Wastewater, Street
Estimated Cost:	$33,500
Fiscal Year:	2026-27

Project Description:

Purchase a backhoe for Public Works use.

Project Justification:

Public Works needs a backhoe to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 11.0	Water Fund	$20,100	2026-27
WW 11.0	Wastewater Fund	$13,400	2026-27
ST 18.0	Street Fund	$33,500	2026-27
	Total	$67,000	

Project Number:	W 13.0, WW 14.0, ST 20.0
Project Name:	Public Works Standards Update
Fund:	Water, Wastewater, Street
Estimated Cost:	$5,000
Fiscal Year:	2025-26

Project Description:

Update the City's existing public works standard drawings and technical specifications.

Project Justification:

The City's existing public works standards need to be updated to ensure specifications for current regulations are up to date. Additional standards will be added or updated to provide uniformity for utilities, roads, structures, and other required elements for developers.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 13.0	Water Fund	$2,000	2025-26
WW 14.0	Wastewater Fund	$3,000	2025-26
ST 20.0	Street Fund	$5,000	2025-26
	Total	$10,000	

Project Number:	ST 21.0
Project Name:	2nd Avenue N.E. Improvements
Fund:	Street
Estimated Cost:	$500,000
Fiscal Year:	2028-29

Project Description:

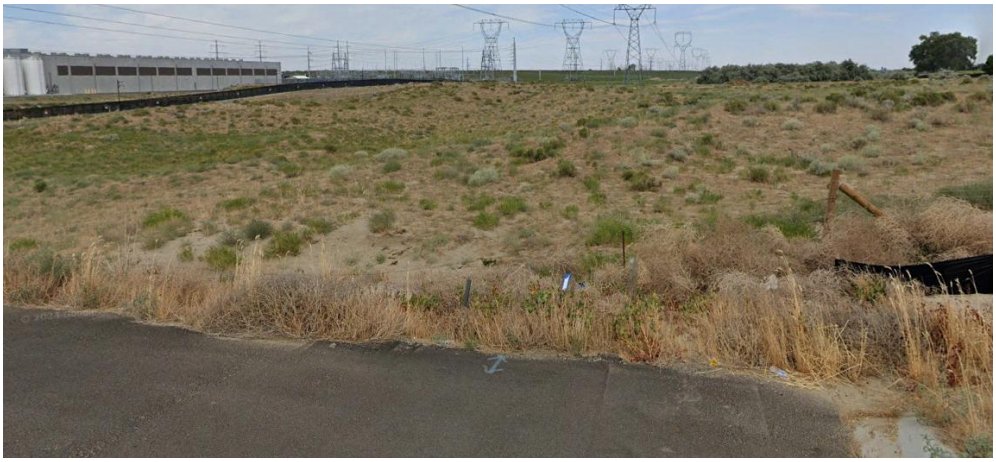
Improvements for this project include a new stretch of roadway between 2nd Avenue N.E. and Columbia Avenue N.E. This new roadway will include new sewer line and will require right-of-way acquisition.

Project Justification:

This new roadway will improve vehicular and pedestrian access to Riverside High School and existing subdivisions, as well as promote development of the adjacent properties.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 21.0	Street Fund	$500,000	2028-29
	Total	$500,000	



Project Number:	ST 22.0
Project Name:	Oregon Trail Boulevard to Laurel Lane
Fund:	Street
Estimated Cost:	$7,300,000
Fiscal Year:	2029-30

Project Description:

This project will include connecting Oregon Trail Boulevard to Laurel Lane. The new connection will include new roadway, curb and gutter, sidewalk, street lighting, storm drainage, and water lines.

Project Justification:

The City's Transportation System Plan identifies Oregon Trail Boulevard as an arterial. Improving this arterial will improve access to existing residential areas and will improve traffic flows in adjacent local streets.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 22.0	Street Fund	$7,300,000	2029-30
	Total	$7,300,000	

Project Number:	ST 23.0
Project Name:	Laurel Lane Improvements
Fund:	Street
Estimated Cost:	$2,500,000
Fiscal Year:	2028-29

Project Description:

This project is a collaboration with Morrow County to realign Laurel Lane to improve site distance, local road access, and interchange traffic flow in accordance with the Transportation System Plan.

Project Justification:
This project is identified in the Transportation System Plan.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 23.0	Street Fund	$2,500,000	2028-29
	Total	$2,500,000	

Project Number:	ST 24.0
Project Name:	Street Maintenance
Fund:	Street
Estimated Cost:	$2,000,000
Fiscal Year:	2025-26

Project Description:

Construct roadway improvements and pavement preservation on portions of Wilson Lane, Kinkade Road, Willow Fork Drive S.W., Boardman Avenue N.E., Oregon Trail Boulevard, and Anderson Road. The project will consist of pavement crack sealing, chip seal, and/or asphalt concrete pavement grind and inlay.

Project Justification:

Maintenance is vital for the longevity of the City's roads and provides safe travel for vehicles.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 24.0	Street Fund	$2,000,000	2025-26
	Total	$2,000,000	

Project Number:	ST 25.0
Project Name:	Mt. Hood Sidewalk Improvements
Fund:	Street
Estimated Cost:	$210,000
Fiscal Year:	2025-26

Project Description:

Construct sidewalks in the existing residential area.

Project Justification:

Constructing sidewalks will help improve pedestrian access and safety.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 25.0	Street Fund	$210,000	2025-26
	Total	$210,000	

Project Number:	ST 26.0
Project Name:	Stormwater Improvements
Fund:	Street
Estimated Cost:	$600,000
Fiscal Year:	2025-26

Project Description:

The City intends to construct stormwater improvements on sections of Juniper Drive S.W., Anderson Road, and Eagle Drive S.W. The improvements will consist of the installation of new drywells.

Project Justification:

The existing stormwater infrastructure in these sections have insufficient capacity during storm events.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 26.0	Street Fund	$600,000	2025-26
	Total	$600,000	

General Appendix

Projects in the “General Appendix" are either completed or are proposed projects that are not included in the five-year Capital Improvements Plan (CIP) planning period. Any dates included with the projects in the “General Appendix" section have not been approved by the City Council. These projects should be considered as supported by the City Council, pending adequate funding. Projects included in this list should be the first to be considered during updates to the five-year CIP, as well as for potential grant funding opportunities if they arise and do not compete for grant funds with projects listed in the current five-year CIP.

PROPOSED GENERAL CAPITAL IMPROVEMENT PROJECTS

Project No.*	Project Name	Cost Estimate
G 3.0	Indoor Shooting Range	$2,500,000
G 5.0	Multi-Purpose Facility	$2,000,000
G 6.0	Arena Sports Complex	$4,000,000

**Project numbers have no implication to priority.*

COMPLETED GENERAL CAPITAL IMPROVEMENT PROJECTS

Project No.	Project Name	Fiscal Year Completed
G 1.0	Bonneville Power Administration Greenspace	2024-25
G 2.0	Surplus Old City Shop	2025-26

COMPLETED FY 2024-25

Project Number:	G 1.0
Project Name:	Bonneville Power Administration Greenspace
Fund:	General
Estimated Cost:	$485,000
Actual Cost:	$400,000
Fiscal Year:	2024-25

Project Description:

The City will acquire approximately 28 acres for a net cost of approximately $290,000 around the Bonneville Power Administration (BPA) right-of-way (ROW). The project will develop the BPA ROW into usable space for public use. The project will include walking paths, sidewalks, grass areas, and public restrooms. Project will be funded by the Central Urban Renewal Area (CURA).

Project Justification:

The City of Boardman is dissected by the BPA ROW. This space is generally unusable as allowed uses around the ROW are minimal. Constructing greenspaces around the ROW is an allowed use of the space. The greenspace will beautify the area and bring recreation, both providing benefit to the community.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
G 1.0	CURA Funds	$485,000	2024-25
	Total	$485,000	

Project Number:	G 2.0
Project Name:	Surplus Old City Shop
Fund:	General
Estimated Cost:	$60,000
Actual Cost:	
Fiscal Year:	2025-26

COMPLETED FY 2025-26

Project Description:

The project will include decommissioning the infrastructure associated with the old City Shop such as the groundwater well, backup generator, etc., so the City can sell the property.

Project Justification:

The City desires to sell the property so it can be developed.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
G 2.0	General Fund	$60,000	2025-26
	Total	$60,000	

Project Number:	G 3.0
Project Name:	Indoor Shooting Range
Fund:	General
Estimated Cost:	$2,500,000
Fiscal Year:	To be determined

Project Description:

Construct an indoor shooting range.

Project Justification:

The City's old shooting range was demolished and is now the location of the new wastewater storage lagoon. The City desires to construct a new indoor shooting range for training purposes and for public use.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
G 3.0	General Fund	$2,500,000	To be determined
	Total	$2,500,000	

Project Number:	G 5.0
Project Name:	Multi-Purpose Facility
Fund:	General
Estimated Cost:	$2,000,000
Fiscal Year:	To be determined

Project Description:

The multipurpose facility will be for the use of the public for special events such as weddings, birthday parties, banquets, club activities, etc.

Project Justification:

The City lacks a public facility for groups to gather in.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
G 5.0	General	$2,000,000	To be determined
	Total	$2,000,000	

Project Number:	G 6.0
Project Name:	Arena Sports Complex
Fund:	General
Estimated Cost:	$4,000,000
Fiscal Year:	To be determined

Project Description:

The arena sports complex will be an indoor sports facility for soccer, football, and other field sports for use during inclement weather periods.

Project Justification:

The City lacks an indoor public facility for activities.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
G 6.0	General	$4,000,000	To be determined
	Total	$4,000,000	

Parks Department Appendix

Projects in the “Parks Department Appendix" are either completed or are proposed projects that are not included in the five-year Capital Improvements Plan (CIP) planning period. Any dates included with the projects in the “Parks Department Appendix" section have not been approved by the City Council. These projects should be considered as supported by the City Council, pending adequate funding. Projects included in this list should be the first to be considered during updates to the five-year CIP, as well as for potential grant funding opportunities if they arise and do not compete for grant funds with projects listed in the current five-year CIP.

PROPOSED PARKS CAPITAL IMPROVEMENT PROJECTS

Project No.*	Project Name	Cost Estimate
P 4.0	Hillview Sports Complex	$5,000,000

**Project numbers have no implication to priority.*

COMPLETED PARKS CAPITAL IMPROVEMENT PROJECTS

Project No.	Project Name	Fiscal Year Completed
P 1.0	Oregon Trail Greenspace and Walking Path	2024-25

COMPLETED FY 2024-25

Project Number:	P 1.0
Project Name:	Oregon Trail Greenspace and Walking Path
Fund:	Parks
Estimated Cost:	$400,000
Actual Cost:	$400,000
Fiscal Year:	2025-26

Project Description:

Build a greenspace and walking path on approximately 28 acres around the Bonneville Power Administration right-of-way between Olson Road and S.W. 1st Street. The greenspace and walking path will include, but is not limited to, an asphalt concrete pedestrian path, grass areas, and public restrooms.

Project Justification:

The City needs new park space for the community to enjoy. This park will provide outdoor recreation and beautify an area of the City that is lacking in aesthetics.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
P 1.0	Parks	$400,000	2024-25
	Total	$400,000	

Project Number:	P 4.0
Project Name:	Hillview Sports Complex
Fund:	Parks
Estimated Cost:	$5,000,000
Fiscal Year:	To be determined

Project Description:

The Project will consist of development of approximately 20 acres into a public facility for soccer, baseball, softball, pickleball, and basketball. Amenities to include bbq areas, concession stand, bathrooms, parking lots, and playground. This project will also include the construction of Oregon Trail Boulevard between Faler Road SW and Paul Smith Road, the construction of Paul Smith Road from the terminus of Oregon Trail Boulevard to Wilson Lane, and the construction of interim roads.

Project Justification:

The City of Boardman lacks a public facility to accommodate large sporting events.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
P 2.0	Parks	$5,000,000	2025-26
	Total	$5,000,000	

Community Development and Planning Department Appendix

Projects in the “Community Development and Planning Department Appendix" are either completed or are proposed projects that are not included in the five-year Capital Improvements Plan (CIP) planning period. Any dates included with the projects in the “Community Development and Planning Department Appendix" section have not been approved by the City Council. These projects should be considered as supported by the City Council, pending adequate funding. Projects included in this list should be the first to be considered during updates to the five-year CIP, as well as for potential grant funding opportunities if they arise and do not compete for grant funds with projects listed in the current five-year CIP.

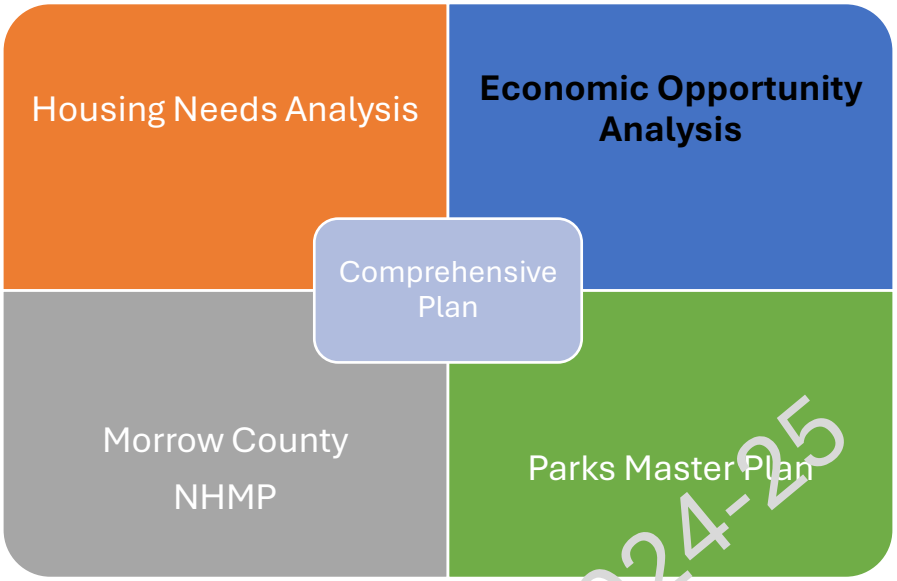
PROPOSED COMMUNITY DEVELOPMENT AND PLANNING CAPITAL IMPROVEMENT PROJECTS

Project No.*	Project Name	Cost Estimate

**Project numbers have no implication to priority.*

COMPLETED COMMUNITY DEVELOPMENT AND PLANNING CAPITAL IMPROVEMENT PROJECTS

Project No.	Project Name	Fiscal Year Completed
CD 1.2	Economic Opportunity Analysis	2024-25
CD 1.3	Parks Master Plan	2024-25
CD 2.0	Boardman Development Code Update	2024-25
CD 3.0	Boardman Municipal Code Update	2024-25



COMPLETED FY 2024-25

Project Number:	CD 1.2
Project Name:	Economic Opportunity Analysis
Fund:	Planning
Estimated Cost:	$55,000
Actual Cost:	
Fiscal Year:	2024-2025

Project Description:

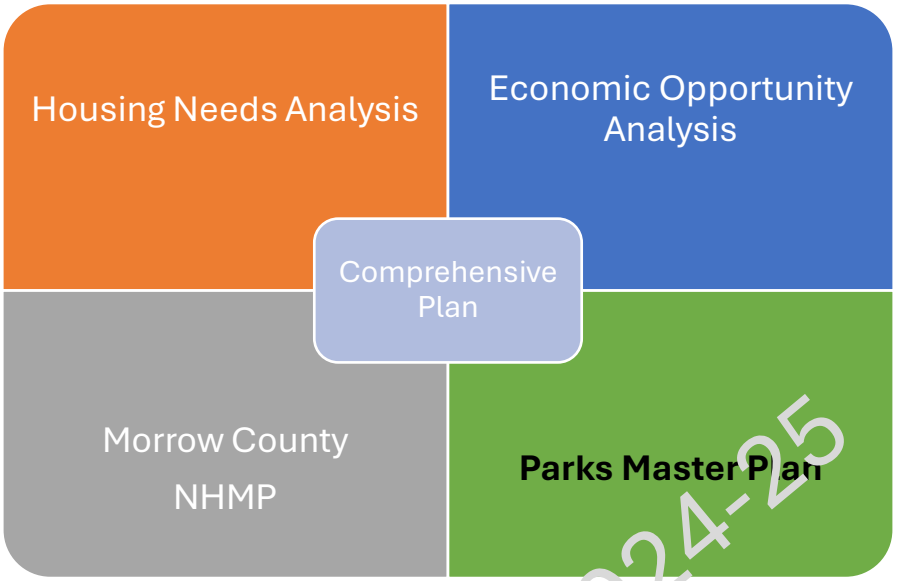
The project will include development of an Economic Opportunity Analysis.

Project Justification:

The Economic Opportunity Analysis (Goal 9) is to analyze and forecast growth in the City's industrial and other business zones to help ensure there is an adequate supply of developable lands for businesses and jobs.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
CD 1.2	Planning Fund	$55,000	2024-25
	Total	$55,000	



COMPLETED FY 2024-25

Project Number:	CD 1.3
Project Name:	Parks Master Plan
Fund:	Planning
Estimated Cost:	$40,000
Actual Cost:	
Fiscal Year:	2024-25

Project Description:

This includes a collaborative effort between the City of Boardman and the Boardman Parks & Recreation District to develop a Parks Master Plan for the City.

Project Justification:

Parks Master Plans are written for new and existing parks and present a balance of recreation opportunities with resource protection while guiding future park development and community engagement.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
CD 1.3	Planning Fund	$40,000	2024-25
	Total	$40,000	

Boardman Development Code Update

COMPLETED FY 2024-25

Project Number:	CD 2.0
Project Name:	Boardman Development Code Update
Fund:	Planning
Estimated Cost:	$170,800
Actual Cost:	
Fiscal Year:	2024-25 to 2025-26

Project Description:

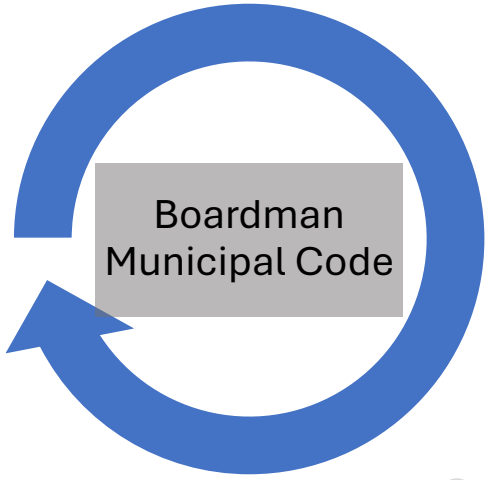
Update the Boardman Development Code, which was last adopted in 2002.

Project Justification:

The Boardman Development Code needs to be updated to be consistent with current Oregon State law and to form the basis for the other planning document updates.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
CD 2.0	Planning Fund	$55,000	2024-25
CD 2.0	Planning Fund	$115,800	2025-26
	Total	$170,800	



COMPLETED FY 2024-25

Project Number:	CD 3.0
Project Name:	Boardman Municipal Code Update
Fund:	Planning
Estimated Cost:	$30,000
Actual Cost:	
Fiscal Year:	2025-26

Project Description:

Update the Boardman Municipal Code.

Project Justification:

The Boardman Municipal Code needs to be updated to adopt new codes related to business licenses and the City's current Code Enforcement program including animal control. There will be other updates to the Municipal Code for consistency with the Development Code updates.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
CD 3.0	Planning Fund	$30,000	2025-26
	Total	$30,000	

Water Department Appendix

Projects in the "Water Department Appendix" are either completed or are proposed projects that are not included in the five-year Capital Improvements Plan (CIP) planning period. Any dates included with the projects in the "Water Department Appendix" section have not been approved by the City Council. These projects should be considered as supported by the City Council, pending adequate funding. Projects included in this list should be the first to be considered during updates to the five-year CIP, as well as for potential grant funding opportunities if they arise and do not compete for grant funds with projects listed in the current five-year CIP.

PROPOSED WATER CAPITAL IMPROVEMENT PROJECTS

Project No.*	Project Name	Cost Estimate
W 6.0	Loader	$80,000

**Project numbers have no implication to priority.*

COMPLETED WATER CAPITAL IMPROVEMENT PROJECTS

Project No.	Project Name	Fiscal Year Completed
W 1.0	Columbia Avenue N.W. Improvements	2024-25
W 2.0	South Boardman Water System Feasibility Study	2024-25
W 5.0	Maintenance and Storage Shop	2024-25
W 7.0	Vac Truck	2024-25

COMPLETED FY 2024-25

Project Number:	W 1.0, WW 1.0, ST 2.0
Project Name:	Columbia Avenue N.W. Improvements
Fund:	Water, Wastewater, Street
Estimated Cost:	$400,000
Actual Cost:	$468,104
Fiscal Year:	2023-24

Project Description:

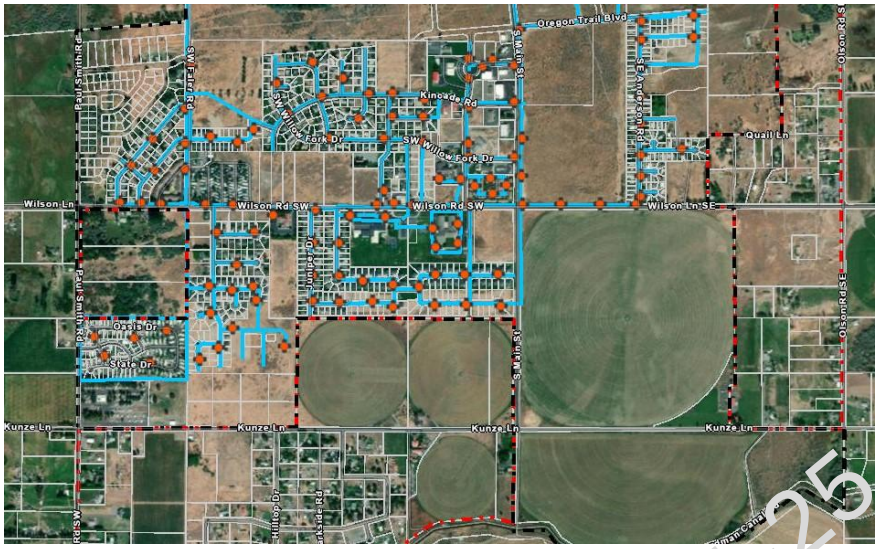
The City would like to consolidate two parallel water lines into one line in Columbia Avenue N.W. Work will include replacing 4- and 6-inch water lines with one 12-inch water line, as well as replacing fire hydrants and installing new valves and new water service connection lines.

Project Justification:

The parallel water lines along Columbia Avenue are asbestos concrete (AC) and often require repairs. Replacing the AC pipes with one polyvinyl chloride line will help reduce maintenance costs and improve water quality to the area.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 1.0	Water Fund	$400,000	2023-24
WW 1.0	Wastewater Fund	$400,000	2023-24
ST 2.0	Street Fund	$500,000	2023-24
	Total	$1,300,000	



Project Number:	W 2.0
Project Name:	South Boardman Water System Feasibility Study
Fund:	Water
Estimated Cost:	$50,000
Actual Cost:	$68,195
Fiscal Year:	2023-24

Project Description:

The project will include building a water model for the City to analyze the water system. From the water model, recommendations can be made on how to better provide water and sufficient pressure to the southern half of the City, where development is most likely to occur. The Water System Feasibility Study (WSFS) will recommend one alternative from the various alternatives evaluated that will be the most suitable for the City.

Project Justification:

The City's water distribution system is currently operating at low pressure at various locations in the southern portion of the City. Future development is anticipated, which will further decrease the pressure as development continues south away from the City's booster pump station. South Boardman has high potential for future development, but placing the responsibility of paying for an additional booster pump station on developers may discourage development. The WSFS will generally evaluate how to best provide needed water flow capacity and pressure to the area south of Interstate 84 and within the Boardman urban growth boundary.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 2.0	Water Fund	$50,000	2023-24
	Total	$50,000	

COMPLETED FY 2024-25

COMPLETED FY 2024-25

Project Number:	W 5.0, WW 6.0, ST 8.0
Project Name:	Maintenance and Storage Shop
Fund:	Water, Wastewater, Street
Estimated Cost:	$130,000
Actual Cost:	$476,200
Fiscal Year:	2025-26

Project Description:

Construct a maintenance and storage shop to support the Public Works Department.

Project Justification:

As the City of Boardman grows, so does the Public Works Department. There is a need to provide additional vehicle/equipment storage in conditioned space.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 5.0	Water Fund	$130,000	2025-26
WW 6.0	Wastewater Fund	$120,000	2025-26
ST 8.0	Street Fund	$130,000	2025-26
	Total	$380,000	

COMPLETED FY 2024-25

Project Number:	W 7.0, WW 8.0, ST 11.0
Project Name:	Vac Truck
Fund:	Water, Wastewater, Street
Estimated Cost:	$190,000
Actual Cost:	$530,000
Fiscal Year:	2025-26

Project Description:

Purchase a new vac truck for Public Works use.

Project Justification:

The existing vac truck has surpassed its service life and needs to be replaced.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 7.0	Water Fund	$190,000	2025-26
WW 8.0	Wastewater Fund	$190,000	2025-26
ST 11.0	Street Fund	$170,000	2025-26
	Total	$550,000	

Project Number:	W 6.0, WW 7.0, ST 10.0
Project Name:	Loader
Fund:	Water, Wastewater, Street
Estimated Cost:	$80,000
Fiscal Year:	To be determined

Project Description:

Purchase a loader for Public Works use.

Project Justification:

Public Works needs a loader to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 6.0	Water Fund	$80,000	To be determined
WW 7.0	Wastewater Fund	$70,000	To be determined
ST 10.0	Street Fund	$80,000	To be determined
	Total	$230,000	

Wastewater Department Appendix

Projects in the “Wastewater Department Appendix" are either completed or are proposed projects that are not included in the five-year Capital Improvements Plan (CIP) planning period. Any dates included with the projects in the "Wastewater Department Appendix" section have not been approved by the City Council. These projects should be considered as supported by the City Council, pending adequate funding. Projects included in this list should be the first to be considered during updates to the five-year CIP, as well as for potential grant funding opportunities if they arise and do not compete for grant funds with projects listed in the current five-year CIP.

PROPOSED WASTEWATER CAPITAL IMPROVEMENT PROJECTS

Project No.*	Project Name	Cost Estimate
WW 7.0	Loader	$70,000
WW 10.0	Annual Collection System Repair Project	$100,000/year

**Project numbers have no implication to priority.*

COMPLETED WASTEWATER CAPITAL IMPROVEMENT PROJECTS

Project No.	Project Name	Fiscal Year Completed
WW 1.0	Columbia Avenue N.W. Improvements	2024-25
WW 6.0	Maintenance and Storage Shop	2024-25
WW 8.0	Vac Truck	2024-25

COMPLETED FY 2024-25

Project Number:	W 1.0, WW 1.0, ST 2.0
Project Name:	Columbia Avenue N.W. Improvements
Fund:	Water, Wastewater, Street
Estimated Cost:	$400,000
Actual Cost:	$468,104
Fiscal Year:	2023-24

Project Description:

The City intends to replace the two parallel 8-inch concrete sewer lines along Columbia Avenue N.W., southwest of N. Main Street, with one 15-inch polyvinyl chloride (PVC) sewer line. The project will include reinstating sewer service to residences, installing new manholes, and all work required to replace the sewer lines.

Project Justification:

In 2022, the City performed a closed-circuit television inspection of the sewer lines along this stretch of Columbia Avenue N.W. The inspection identified deficiencies, including root intrusions, pipe sags, and failed joints, and revealed that both sewer lines were reaching capacity during high demand periods. Replacing the existing concrete sewer lines with a single PVC line will ensure capacity requirements for the area are met.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 1.0	Water Fund	$400,000	2023-24
WW 1.0	Wastewater Fund	$400,000	2023-24
ST 2.0	Street Fund	$500,000	2023-24
	Total	$1,300,000	

COMPLETED FY 2024-25

Project Number:	W 5.0, WW 6.0, ST 8.0
Project Name:	Maintenance and Storage Shop
Fund:	Water, Wastewater, Street
Estimated Cost:	$120,000
Actual Cost:	$476,200
Fiscal Year:	2025-26

Project Description:

Construct a maintenance and storage shop to support the Public Works Department.

Project Justification:

As the City of Boardman grows, so does the Public Works Department. There is a need to provide additional vehicle/equipment storage in conditioned space.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 5.0	Water Fund	$130,000	2025-26
WW 6.0	Wastewater Fund	$120,000	2025-26
ST 8.0	Street Fund	$130,000	2025-26
	Total	$380,000	

Project Number:	W 7.0, WW 8.0, ST 11.0
Project Name:	Vac Truck
Fund:	Water, Wastewater, Street
Estimated Cost:	$190,000
Actual Cost:	$530,000
Fiscal Year:	2025-26

Project Description:

Purchase a new vac truck for Public Works use.

Project Justification:

The existing vac truck has surpassed its service life and needs to be replaced.

COMPLETED FY 2024-25

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 7.0	Water Fund	$190,000	2025-26
WW 8.0	Wastewater Fund	$190,000	2025-26
ST 11.0	Street Fund	$170,000	2025-26
	Total	$550,000	

Project Number:	W 6.0, WW 7.0, ST 10.0
Project Name:	Loader
Fund:	Wastewater
Estimated Cost:	$70,000
Fiscal Year:	2025-26

Project Description:

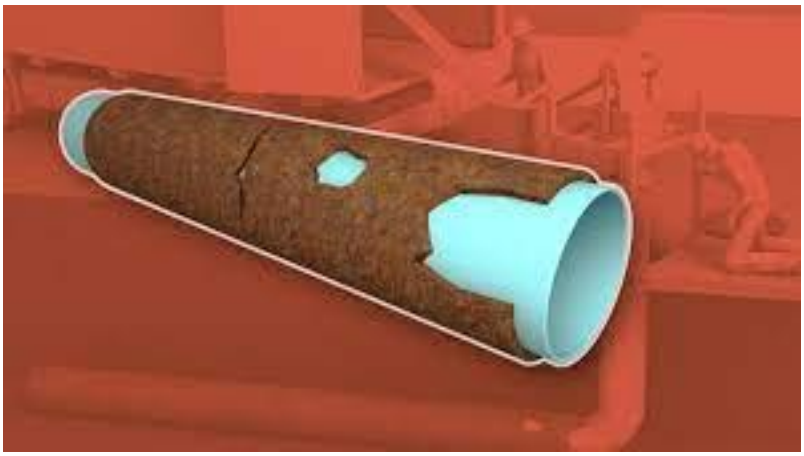
Purchase a loader for Public Works use.

Project Justification:

Public Works needs a loader to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 6.0	Water Fund	$80,000	To be determined
WW 7.0	Wastewater Fund	$70,000	To be determined
ST 10.0	Street Fund	$80,000	To be determined
	Total	$230,000	



Project Number:	WW 10.0
Project Name:	Annual Collection System Repair Project
Fund:	Wastewater
Estimated Cost:	$100,000 per year
Fiscal Year:	To be determined

Project Description:

Annual maintenance project for the collection system.

Project Justification:

The Collection System Study is anticipated to identify deficiencies in the collection system that need to be repaired. Therefore, budgeting for future collection system repairs is recommended.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
WW 10.0	Wastewater Fund	$100,000 per year	To be determined
	Total Annual Cost	$100,000 per year	

Street Department Appendix

Projects in the "Street Department Appendix" are either completed or are proposed projects that are not included in the five-year Capital Improvements Plan (CIP) planning period. Any dates included with the projects in the "Street Department Appendix" section have not been approved by the City Council. These projects should be considered as supported by the City Council, pending adequate funding. Projects included in this list should be the first to be considered during updates to the five-year CIP, as well as for potential grant funding opportunities if they arise and do not compete for grant funds with projects listed in the current five-year CIP.

PROPOSED STREET CAPITAL IMPROVEMENT PROJECTS

Project No.*	Project Name	Cost Estimate
ST 6.0	S.W. Loop Road Improvements	$2,350,000
ST 7.0	Boardman Avenue and N. Main Street Intersection Signalization	$1,300,000
ST 9.0	Sand Shed	$220,000
ST 10.0	Loader	$80,000
ST 16.0	Annual Sidewalk Improvements	$400,000/year
ST 17.0	Annual Road Repair and Maintenance Projects	$1,000,000/year
ST 28.0	Port of Morrow Interchange	$3,000,000
ST 29.0	Main Street Overpass Improvements	$50,000,000

**Project numbers have no implication to priority.*

COMPLETED STREET CAPITAL IMPROVEMENT PROJECTS

Project No.	Project Name	Fiscal Year Completed
ST 1.0	Pavement Evaluation Study	2023-24
ST 2.0	Columbia Avenue N.W. Improvements	2024-25
ST 3.0	Wilson Lane and Faler Road Sidewalk Improvements	2024-25
ST 4.0	S.E. Front Street and S.E. 1st Street Improvements	2024-25
ST 8.0	Maintenance and Storage Shop	2024-25
ST 11.0	Vac Truck	2024-25
ST 19.0	Street Sweeper	2024-25

COMPLETED FY 2023-24

Project Number:	ST 1.0
Project Name:	Pavement Evaluation Study
Fund:	Street
Estimated Cost:	$10,000
Actual Cost:	$13,349
Fiscal Year:	2023-24

Project Description:

The purpose of the Pavement Evaluation Study is to document the existing condition of paved streets within the City, to develop recommended maintenance practices and options, and to serve as a guide for maintaining and improving street conditions.

Project Justification:

The City does not currently have a set plan for road maintenance, and generally repairs roads when they are in poor condition or other work is in progress, such as during water and sewer projects. Without adequate planning and funding, streets receive limited maintenance and deteriorate. Implementation of the pavement maintenance recommendations outlined in the Pavement Evaluation Study will help to produce a high-quality, reliable street network that will meet the City's needs for the foreseeable future.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 1.0	Street Fund	$10,000	2023-24
	Total	$10,000	

COMPLETED FY 2024-25

Project Number:	W 1.0, WW 1.0, ST 2.0
Project Name:	Columbia Avenue N.W. Improvements
Fund:	Water, Wastewater, Street
Estimated Cost:	$500,000
Actual Cost:	$468,106
Fiscal Year:	2023-24

Project Description:

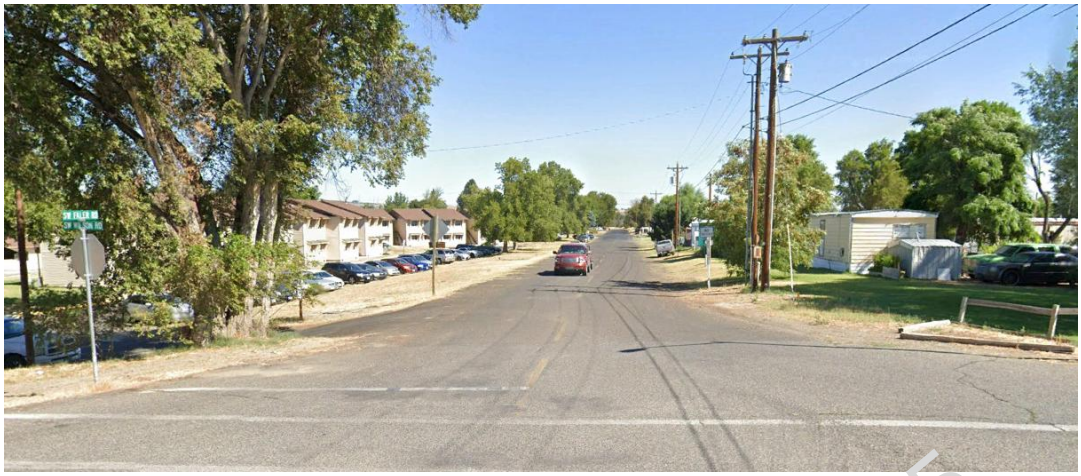
The project will include the reconstruction of Columbia Avenue N.W. from N. Main Street to approximately 350 feet southwest of N.W. Allen Court. The project will reconstruct the roadway after the completion of water and sewer line improvements and will include storm drainage improvements. Work will restore centerline stripes and adjust all roadway monumentation, manholes, catch basins, and existing valve boxes.

Project Justification:

New water and sewer lines will be installed, requiring roadwork for this stretch of road. Currently, the road has sections of very good, fair, and poor conditions. Conditions for fair and poor include poor ride quality, cracking, trench settlement, drainage problems, potholes, and obvious structural deficiencies. Roadway improvements are required to prevent premature roadway failure and ensure the roadway is functional for the community and area.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 1.0	Water Fund	$400,000	2023-24
WW 1.0	Wastewater Fund	$400,000	2023-24
ST 2.0	Street Fund	$500,000	2023-24
	Total	$1,300,000	



COMPLETED FY 2024-25

Project Number:	ST 3.0
Project Name:	Wilson Lane and Faler Road Sidewalk Improvements
Fund:	Street
Estimated Cost:	$400,000
Actual Cost:	$562,444
Fiscal Year:	2023-24

Project Description:

The City wishes to construct concrete sidewalk, curb and gutter, and storm drainage improvements along Wilson Lane between Faler Road and Mt. Adams Avenue and along Faler Road between Wilson Lane and Mt. Hood Avenue. The project will include Americans with Disabilities Act (ADA) curb ramps and concrete driveway approaches.

Project Justification:

Currently, this stretch of road does not have adequate pedestrian accessibility or storm drainage. Constructing sidewalk, curb and gutter, ADA curb ramps, and other storm drainage improvements will provide adequate pedestrian accessibility and storm drainage to the area.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 3.0	Street Fund	$400,000	2023-24
	Total	$400,000	

Project Number:	ST 4.0
Project Name:	S.E. Front Street and S.E. 1st Street Improvements
Fund:	Street
Estimated Cost:	$1,500,000
Actual Cost:	$
Fiscal Year:	2024-25

Project Description:

The project will include the reconstruction of S.E. Front Street and the construction of S.E. 1st Street between
S.E. Front Street and Oregon Trail Boulevard. Work for the project will include approximately 7,290 square yards of roadway, 10,200 square feet of sidewalk, 2,210 linear feet of curb and gutter, storm drainage improvements, and parking improvements.

COMPLETED FY 2024-25

Project Justification:

S.E. Front Street needs to be reconstructed due to the poor condition of the road. This road has areas of instability with poor ride quality; extensive transverse, longitudinal, and alligator cracking with trench settlement and/or potholes; drainage problems; and obvious evidence of structural deficiencies. The construction of S.E. 1st Street will create a road section that supports increased traffic volumes from future development in the area.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 4.0	Street Fund	$1,500,000	2024-25
	Total	$1,500,000	

COMPLETED FY 2024-25

Project Number:	W 5.0, WW 6.0, ST 8.0
Project Name:	Maintenance and Storage Shop
Fund:	Water, Wastewater, Street
Estimated Cost:	$130,000
Actual Cost:	$476,200
Fiscal Year:	2025-26

Project Description:

Construct a maintenance and storage shop to support the Public Works Department.

Project Justification:

As the City of Boardman grows, so does the Public Works Department. There is a need to provide additional vehicle/equipment storage in conditioned space.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 5.0	Water Fund	$130,000	2025-26
WW 6.0	Wastewater Fund	$120,000	2025-26
ST 8.0	Street Fund	$130,000	2025-26
	Total	$380,000	

Project Number:	W 7.0, WW 8.0, ST 11.0
Project Name:	Vac Truck
Fund:	Water, Wastewater, Street
Estimated Cost:	$170,000
Actual Cost:	$530,000
Fiscal Year:	2025-26

Project Description:

Purchase a new vac truck for Public Works use.

Project Justification:

The existing vac truck has surpassed its service life and needs to be replaced.

COMPLETED FY 2024-25

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 7.0	Water Fund	$190,000	2025-26
WW 8.0	Wastewater Fund	$190,000	2025-26
ST 11.0	Street Fund	$170,000	2025-26
	Total	$550,000	

COMPLETED FY 2024-25

Project Number:	ST 19.0
Project Name:	Street Sweeper
Fund:	Street
Estimated Cost:	$320,000
Actual Cost:	$320,000
Fiscal Year:	2025-26

Project Description:

Purchase a street sweeper for Public Works use.

Project Justification:

Purchasing a street sweeper will help with maintaining clean streets for the City, which improves safety and overall community attractiveness.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 19.0	Street Fund	$320,000	2025-26
	Total	$320,000	

Project Number:	ST 6.0
Project Name:	S.W. Loop Road Improvements
Fund:	Street
Estimated Cost:	$2,350,000
Fiscal Year:	2025-26

Project Description:

The project will be an extension of approximately 1,200 feet of Oregon Trail Boulevard to the west. The project will include curb and gutter, concrete sidewalk, Americans with Disabilities Act (ADA) curb ramps, storm drainage systems, and street lighting. ADA curb ramps will be developed to meet current ADA standards. All aspects of the project will be constructed according to City standards.

Project Justification:

Extending Oregon Trail Boulevard is identified in the City's 2009 Main Street Interchange Area Management Plan. Extending this road can strengthen east-west as well as north-south connectivity. This section of road will also provide access to future development in the area.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 6.0	Street Fund	$2,350,000	2025-26
	Total	$2,350,000	

Project Number:	ST 7.0
Project Name:	Boardman Avenue and N. Main Street Intersection Signalization
Fund:	Street
Estimated Cost:	$1,300,000
Fiscal Year:	2025-26

Project Description:

The project will consist of signalizing the intersection of N. Main Street and Boardman Avenue. A center median on N. Main Street will also be constructed to improve traffic flow and pedestrian safety. The intersection will be reconfigured to accommodate the signal and center median.

Project Justification:

The improvements have been identified in the Technical Memorandum "Boardman Main Street Circulation Assessment" published by Kittelson & Associates, Inc. This intersection was identified as an intersection that would benefit from becoming signalized and will greatly improve traffic flow for the City's main north-south arterial.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 7.0	Street Fund	$1,300,000	2025-26
	Total	$1,300,000	

Project Number:	ST 9.0
Project Name:	Sand Shed
Fund:	Street
Estimated Cost:	$220,000
Fiscal Year:	2025-26

Project Description:

Construct a sand shed to store material for the City.

Project Justification:

The City's current sand storage uses tarps to keep sand free of moisture. The tarps often catch wind, allowing the sand to become saturated and causes a safety hazard for staff. Constructing a sand shed will eliminate the use of tarps, therefore increasing the safety of City staff and keeping the sand dry.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 9.0	Street Fund	$220,000	2025-26
	Total	$220,000	

Project Number:	W 6.0, WW 7.0, ST 10.0
Project Name:	Loader
Fund:	Water, Wastewater, Street
Estimated Cost:	$80,000
Fiscal Year:	2025-26

Project Description:

Purchase a loader for Public Works use.

Project Justification:

Public Works needs a loader to be more efficient in daily operations.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
W 6.0	Water Fund	$80,000	2025-26
WW 7.0	Wastewater Fund	$70,000	2025-26
ST 10.0	Street Fund	$80,000	2025-26
	Total	$230,000	

Project Number:	ST 16.0
Project Name:	Annual Sidewalk Improvements
Fund:	Street
Estimated Cost:	$400,000 per year
Fiscal Year:	To be determined

Project Description:

The project is a multi-year program to improve sidewalks around the City. The City will allocate $400,000 per year for the purpose of improving sidewalks. Improvements include Americans with Disabilities Act (ADA) curb ramps, concrete sidewalk, concrete curb and gutter, and other improvements important to improving pedestrian safety and mobility around the City. City staff will identify portions of the City in need of sidewalk improvements.

Project Justification:

Portions of the City are missing essential elements to pedestrian safety and mobility. Likewise, it is important the City complies with the ADA and updates curb ramps at locations that are noncompliant.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 16.0	Street Fund	$400,000 per year	To be determined
	Total Annual Cost	$400,000 per year	

Project Number:	ST 17.0
Project Name:	Annual Road Repair and Maintenance Projects
Fund:	Street
Estimated Cost:	$1,000,000 per year
Fiscal Year:	To be determined

Project Description:

The City will conduct an annual road maintenance project based on the recommendations in the Pavement Evaluation Study. If a road project has been planned, such as Columbia Ave N.W. Improvements (ST 2.0) or S.E. Front Street (ST 1.0), those projects will be considered the annual road project for the year. After all planned projects have been completed, the City will plan a road project based on the recommendations made in the Pavement Evaluation Study.

Project Justification:

Implementation of the pavement maintenance recommendations outlined in the Pavement Evaluation Study will help provide the City with a high-quality, reliable street network that will meet the City's needs for many years to come.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 17.0	Street Fund	$1,000,000 per year	To be determined
	Total Annual Cost	$1,000,000 per year	

Project Number:	ST 28.0
Project Name:	Port of Morrow Interchange
Fund:	Street
Estimated Cost:	$3,000,000
Fiscal Year:	To be determined

Project Description:

Refer to the Port of Morrow Interchange Area Management Plan.

Project Justification:

Refer to the Port of Morrow Interchange Area Management Plan.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 25.0	Street Fund	$3,000,000	To be determined
	Total	$3,000,000	

Project Number:	ST 29.0
Project Name:	Main Street Overpass Improvements
Fund:	Street
Estimated Cost:	$50,000,000
Fiscal Year:	To be determined

Project Description:

Refer to the Main Street Interchange Area Management Plan.

Project Justification:

Refer to the Main Street Interchange Area Management Plan.

Funding Data:

Project No.	Fund Name	Amount	Fiscal Year
ST 26.0	Street Fund	$50,000,000	To be determined
	Total	$50,000,000	

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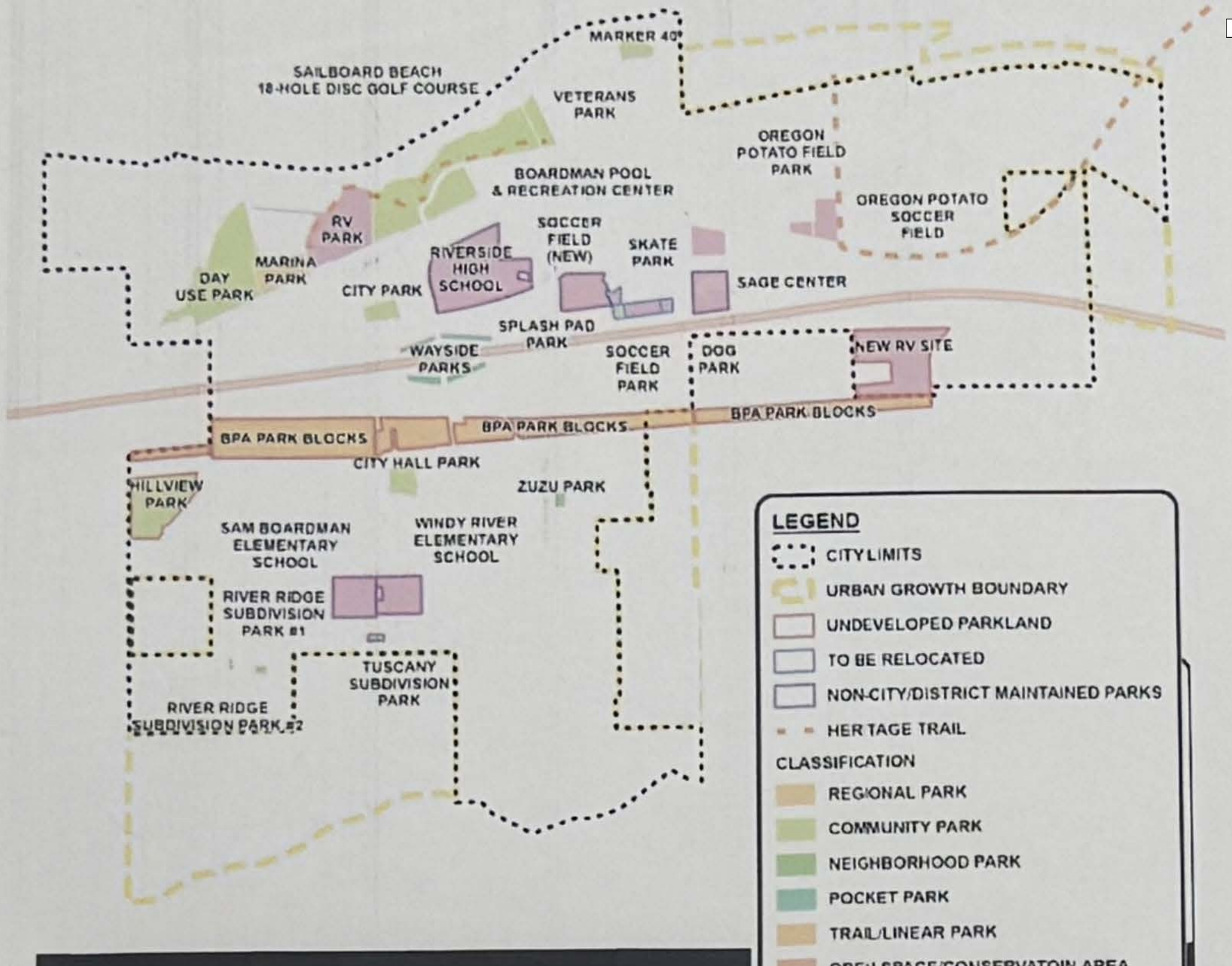

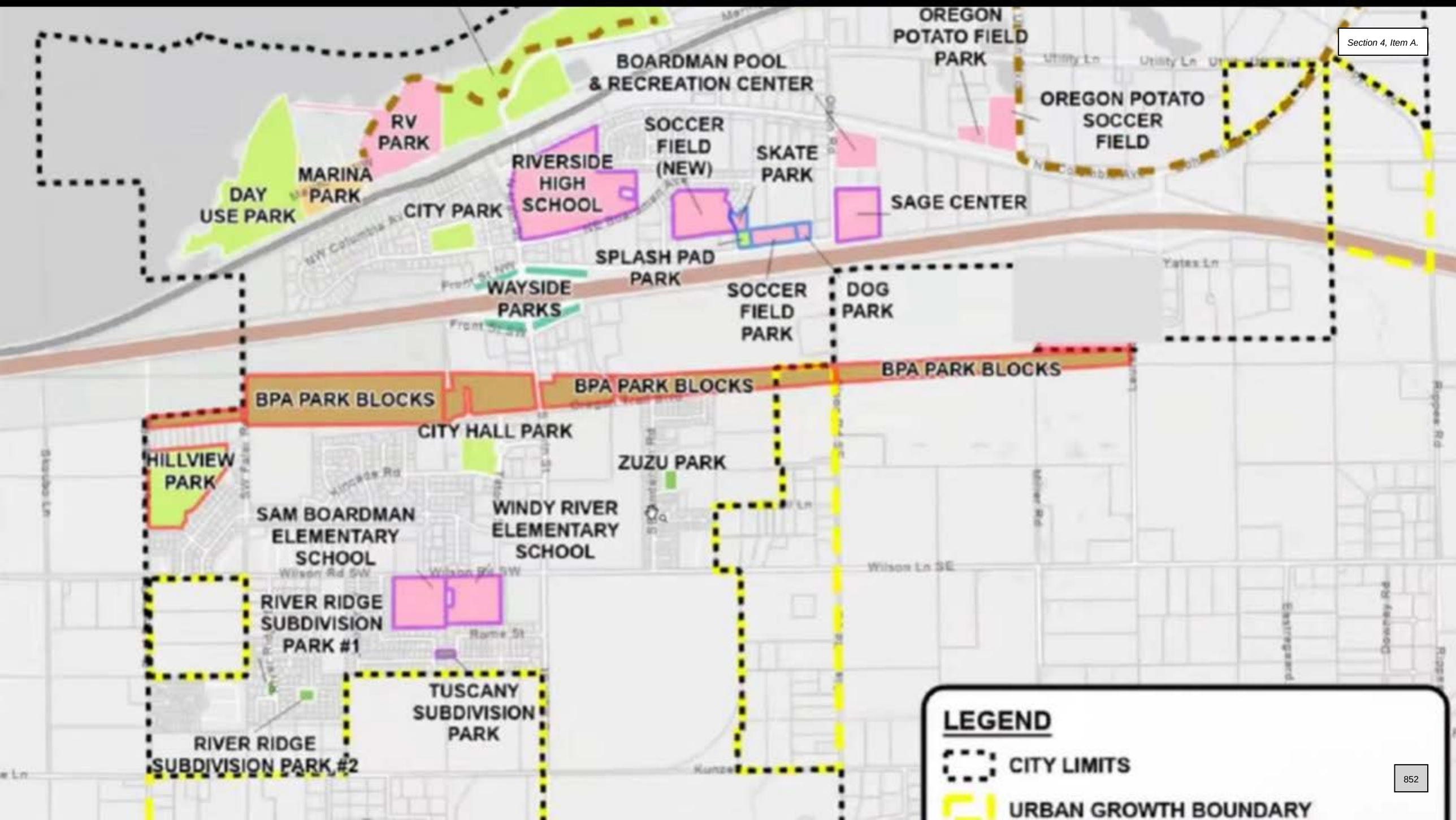
OREGON POTATO FIELD PARK
BOARDMAN POOL & RECREATION CENTER
OREGON POTATO SOCCER FIELD
RV PARK
SOCCER FIELD (NEW)
SKATE PARK
MARINA PARK
RIVERSIDE HIGH SCHOOL
DAY USE PARK
CITY PARK
SAGE CENTER
SPLASH PAD PARK
WAYSIDE PARKS
SOCCER FIELD PARK
DOG PARK
BPA PARK BLOCKS
BPA PARK BLOCKS
BPA PARK BLOCKS
CITY HALL PARK
HILLVIEW PARK
ZUZU PARK
SAM BOARDMAN ELEMENTARY SCHOOL
WINDY RIVER ELEMENTARY SCHOOL
RIVER RIDGE SUBDIVISION PARK #1
TUSCANY SUBDIVISION PARK
RIVER RIDGE SUBDIVISION PARK #2
LEGEND
CITY LIMITS
URBAN GROWTH BOUNDARY

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BPA) transmission corridors is subject to BPA review
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Section 4, Item A.

Parque Cultural & Power Trail Park

The Parque Cultural–Power Trail Park Corridor is envisioned as a continuous linear park and trail system from Skoubo Lane to Laurel Lane, running below the BPA transmission lines just south of I-84. Parque Cultural extends west of Main Street and Power Trail Park east. Though named separately for identity and wayfinding, the two segments function as one unified greenway connecting neighborhoods, civic sites and recreation destinations such as Tatone Park, Sunset Park, Zuzu Park, and the Senior Center, while forming a critical segment of Boardman's long-distance trail system. Planned projects are to:

- Secure additional dedications and easements to complete the corridor. Explore acquisition of adjacent parcels to allow for additional amenities restricted under the power lines.
- Develop a continuous greenway with trails, rest areas, interpretation, art and signage coordinated with the system-wide Trail Master Plan.
- Relocate Front Street dog park and improve with restroom (relocated from Splash Pad), parking, shade, seating, and signage (Power Trail Park).
- Incorporate recreation features such as a bike skills park, pump track, and story walk in coordination with the Library (if not located elsewhere).
- Coordinate corridor planning with roadway extensions, the County's Columbia River Heritage Trail through Parque Cultural, and other public infrastructure.
- Implement vegetation management practices to reduce wildfire risk and maintain safe, clear access.

Development Restrictions

Development within Bonneville Power Administration (BPA) transmission corridors is subject to BPA review and clearance standards. All design elements must be coordinated with BPA early in design to confirm allowable uses. In Boardman, the southern portion of Power Trail Park-Parque Cultural corridor contains 500 kV lines with the most restrictive limitations, while the northern portion contains 230 kV lines with somewhat more flexibility.

- Potentially Allowable (with review): Low-profile uses such as trails, signage, site furnishings, and vegetation management for fire mitigation—subject to BPA confirmation.
- Typically Prohibited: Permanent buildings, tall structures (e.g., play features, poles, or lighting that exceed BPA height limits), excavation near tower footings, and vegetation capable of reaching the lines.
- Clearances & Access: Minimum vertical and horizontal clearances must be confirmed with BPA for both 230 kV and 500 kV lines. Emergency and maintenance routes must remain unobstructed year-round.

Figure 8-8: Parque Cultural (West of Main Street)

Figure 8-9: Power Trail Park (East of Main Street)

PLANNED PROJECTS

The following Capital Improvement Plan (CIP) guides investments through 2035. It includes both system-wide initiatives and site-specific improvements, presented in three tables: Table 9.1 (System-Wide Projects), Table 9.2 (District Projects), and Table 9.3 (City Projects). Each entry lists the site, project type— (S) System Improvement, (P) Park Improvement, (D) Park Development, or (A) Acquisition—along with a description, cost, and priority level.

Cost estimates are planning-level only, intended to provide order-of-magnitude guidance for decision-making and grant applications. As projects move into design and construction, estimates will require refinement. Detailed project descriptions and the full CIP framework are provided in Appendix I.

Table 9.1: System-Wide Projects

Project ID	Site	Project Description	Cost	Priority
S1	System	Public Art & Cultural Identity Master Plan	$110,250	Low
S2	System	Trail Master Plan	$65,500	Medium
S3	System	Park Furnishing Standards	$33,300	High
S4	System	Wayfinding & Signage System (per sign)	$133,200*	High
		Monument Sign (per sign)	$13,800	*(included above)*
		Information Kiosk (per sign)	$6,900	*(included above)*
		Interpretive Sign (per sign)	$4,140	*(included above)*
		Directional Sign / Regulatory Sign (per sign)	$1,380	*(included above)*
		Trail Marker / Accessible Route Indicator (per sign)	$690	*(included above)*
S5.1	System	Future Amenities Requiring Siting - Bike Skills Park	$225,975	Medium
S5.2	System	Future Amenities Requiring Siting - Pump Track	$451,950	Medium
S5.3	System	Future Amenities Requiring Siting - Skatepark	$4,389,564	Medium
S5.4	System	Future Amenities Requiring Siting - (4) Pickleball Courts*	$382,950	High
S5.5	System	Future Amenities Requiring Siting - (2) Soccer Fields**	$1,531,800	High
S5.6	System	Future Amenities Requiring Siting - (1) Softball Field**	$1,148,850	High

** Note: Unit-cost estimate only. The subtotal assumes one (1) sign per category for budgeting reference. The City/District should update quantities by sign type to develop a project-level signage budget.*
***Note: Pricing for pickleball courts and soccer fields assumes multiple conjoined play areas. Pricing may fluctuate based on the final number.*

Figure 9-1: District Projects

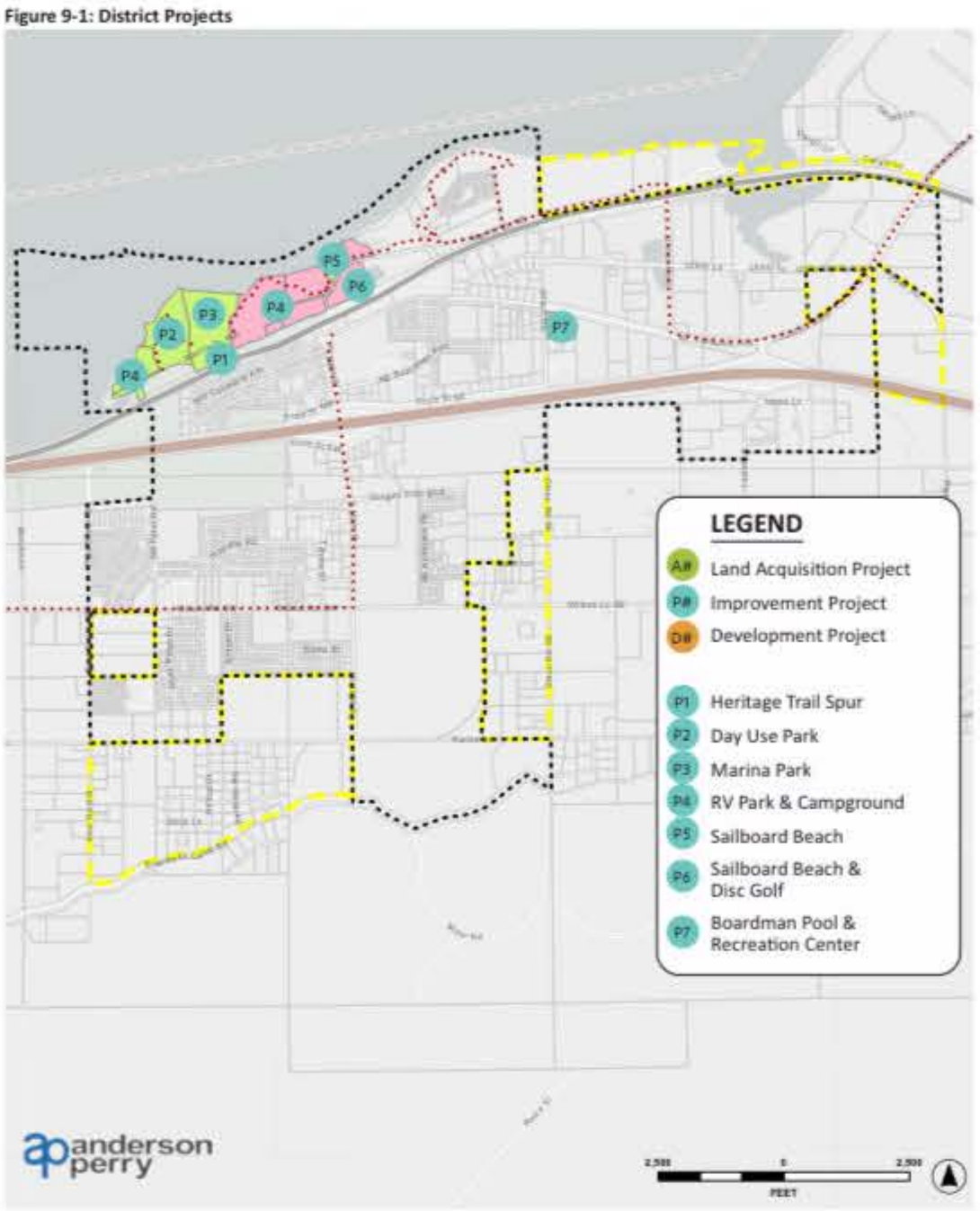
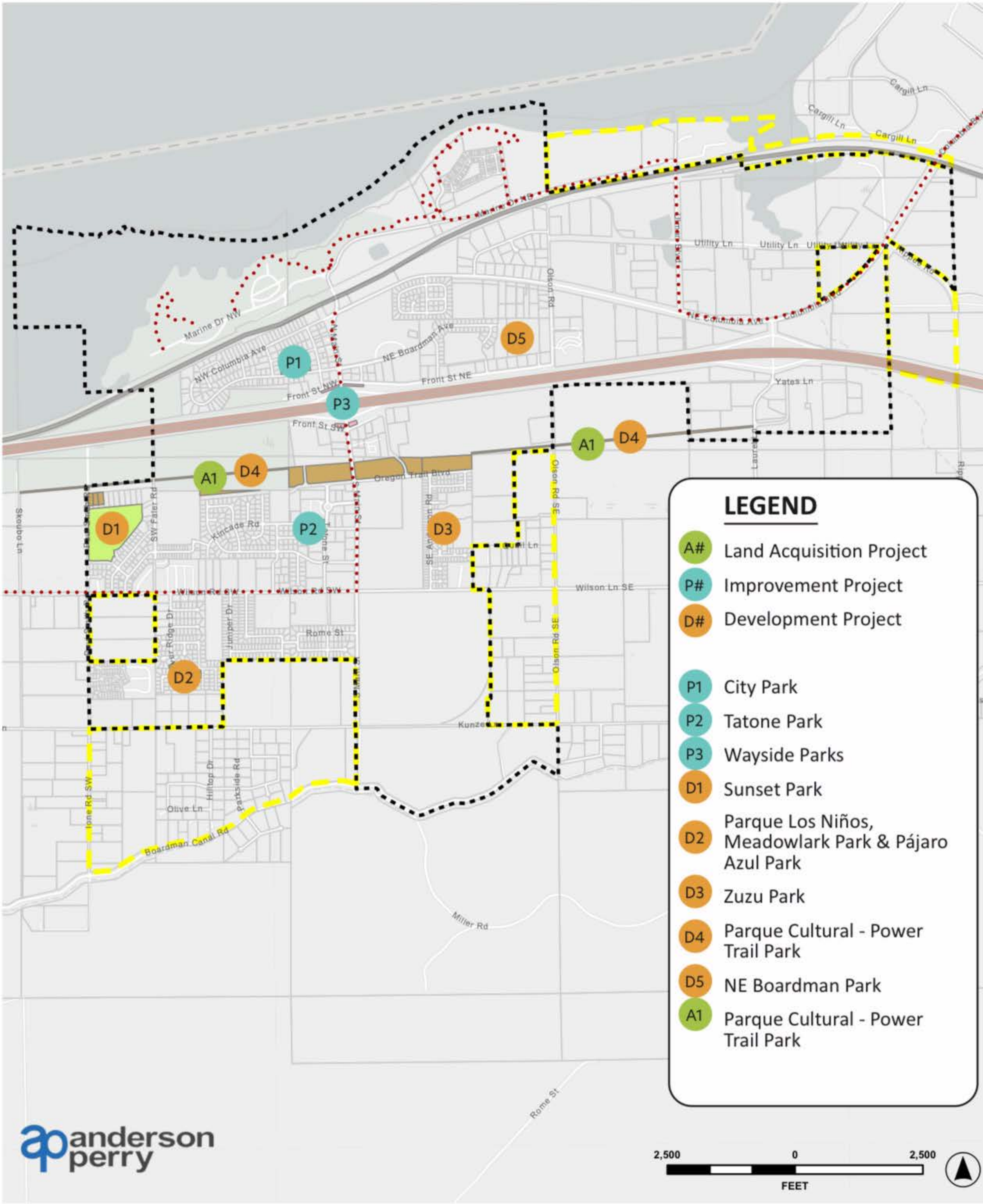


Table 9.2: District Projects

Project ID	Site	Project Description	Cost	Priority
P1.1	Heritage Trail Spur	Trail Extension Across Marina	$269,980	High
P1.2	Heritage Trail Spur	Trail Extension Along South Side of Marine Drive	$799,887	High
P1.3	Heritage Trail Spur	Trail Extension Using Existing Roadway	$73,526	High
P1.4	Heritage Trail Spur	Trail Extension Near Hidden Gem Beach	$363,324	High
P1.5	Heritage Trail Spur	Trail Rest Stops and Interpretive Signage	$133,075	High
P1.6	Heritage Trail Spur	Trail Maintenance	$533,802	High
P1.7	Heritage Trail Spur	Trail Widening	$787,478	Medium
P1.8	Heritage Trail Spur	Exercise Station Replacement	$47,455	Medium
P1.9	Heritage Trail Spur	Pedestrian Bridge Replacement	$287,213	High
P2.1	Day Use Park	"Old Boardman" Interpretive Area Improvements	$43,108	Low
P2.2	Day Use Park	Cultural Display Enhancements (with CTUIR Coordination)	$120,438	High
P2.3	Day Use Park	Accessible Watercraft Launch with Transfer Mat and Rollout Mat	$199,988	Medium
P2.4	Day Use Park	Picnic Table Shelter Additions	$427,093	Medium
P2.5	Day Use Park	Restroom Building Replacement and Expansion (Unisex/Family Unit + Rental Facility)	$1,191,453	Medium
P2.6	Day Use Park	Toddler Play Area Addition with PIP Surfacing	$236,472	High
P2.7	Day Use Park	Rinse Station	$16,948	Medium
P2.8	Day Use Park	Maintenance: Ballfields, Courts, Beach, Surfacing and Site Furnishings	$243,046	High
P2.9	Day Use Park	RV Parking Relocation with Utility Hookups	$186,429	Medium
P2.10	Day Use Park	Play Structure Replacement with PIP Surfacing Upgrade	$503,206	Medium
P2.11	Day Use Park	Hidden Gem Beach Access Improvements and Streambank Erosion Protection	$70,654	High
P3.1	Marina Park	Dock #2 Expansion and Reconfiguration	$3,110,083	Medium
P3.2	Marina Park	New Skatepark Facility (Location Alternative)	*See System Projects for costs*	Low

Figure 9-2: City Projects



Carla McLane

From: Jonathan Tallman <1stjohn217llc@gmail.com>
Sent: Sunday, January 11, 2026 6:46 AM
To: Amanda Mickles; Carla McLane; Brandon Hammond; George Shimer; Paul Keefer
Cc: HERT Dawn * DLCD; brandi.elmer@dlcd.oregon.gov; Tamra Mabbott; Clint Shoemake; Matthew Jensen; Michaela Ramirez
Subject: Re: Joint city Council Special Meeting January 13, 2026

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Ms. Mickles, Mr. Hammond, and City Counsel,

I am writing on behalf of 1st John 2:17 LLC, the owner of property identified within the Heritage Trail, BPA Park Blocks, and related transportation and parks corridors currently being advanced by the City and County.

Because the City of Boardman and Morrow County have now programmed capital funding for the Heritage Trail and related corridor facilities through their respective Capital Improvement Plans, any adoption of the Parks Master Plan that maps, relies upon, or advances this corridor has direct land-use and property-rights implications for our property.

In addition, although the City indicated that the Parks Plan would be amended and reposted due to formatting issues, no amended or redlined version has been provided to 1st John 2:17 LLC. As of today, it remains unclear which version of the document is intended to be relied upon by the Park & Recreation District at the January 13, 2026 hearing.

Absent resolution of these corridor impacts and document inconsistencies prior to the January 13 hearing, 1st John 2:17 LLC anticipates that the same land-use, property-rights, and procedural issues will need to be addressed in the County's Chapter 9 / Heritage Trail proceeding beginning January 26, 2026, in order to preserve its rights and ensure a complete administrative record.

Because the County Planning Commission will be required to evaluate corridor feasibility, land-use impacts, and consistency with state planning goals as part of that process, unresolved property and process issues may affect how the Heritage Trail proposal is reviewed by the County and by the Oregon Department of Land Conservation and Development (DLCD). We therefore seek to address these matters cooperatively before those proceedings advance. Neither 1st John 2:17 LLC nor its tenant(s) The Farmer's Cup seeks to delay or disrupt funding or grant timelines.

This correspondence is not intended to delay or obstruct public projects. It is intended to ensure that corridor planning, capital programming, and land-use approvals are not advanced without addressing affected property interests and the requirements of ORS Chapter 35, as well as applicable notice and record-keeping obligations.

For clarity and preservation of the administrative record, 1st John 2:17 LLC notes that any final adoption by the Boardman Park & Recreation District that relies upon or advances corridor facilities affecting

private property may constitute a land use decision subject to appeal. Consistent with Oreg such appeal rights would be preserved through the filing of a Notice of Intent to Appeal within the applicable statutory timeframe following issuance of a written decision. This statement is provided solely to clarify procedural posture and does not reflect a desire to initiate litigation if these matters can be resolved cooperatively in advance through lawful coordination under ORS Chapter 35.

To facilitate good-faith coordination, we respectfully request that the City contact counsel for The Farmer's Cup (TFC), Ty Wyman of Dunn Carney LLP, for coordination purposes relating to that entity, to begin discussion of a Memorandum of Understanding (MoU) addressing corridor location, required easements or acquisitions, construction timing, and compensation or mitigation consistent with Oregon law.

In addition, we request that the City Council consider placing the following item on the January 13, 2026 joint meeting agenda for discussion:

"Heritage Trail Corridor Coordination, ORS Chapter 35 Process, and Delegation of Negotiation Authority."

Given the existence of City and County capital funding and the pending Park & Recreation District action, and in light of the fact that 1st John 2:17 LLC has raised these corridor-impact issues more than once without resolution, we request that the City Council consider authorizing the City Manager and City Attorney to negotiate corridor-related agreements — including good-faith payments, land transactions, or acquisitions — consistent with ORS Chapter 35, without requiring repeated Council approvals.

For clarity and to support an accurate and complete administrative record, 1st John 2:17 LLC notes that it possesses additional materials, maps, meeting records, and correspondence relevant to the Heritage Trail corridor and associated property impacts. However, because the Parks Master Plan has been identified as subject to amendment and reposting, and because it remains unclear which version of the document is intended to be relied upon by the Park & Recreation District, we are awaiting confirmation of the operative version before submitting further supplemental materials.

To ensure meaningful participation and a complete administrative record, 1st John 2:17 LLC respectfully requests that any amended or reposted version of the Parks Master Plan, together with any staff reports, findings, exhibits, or materials intended to be relied upon by the Boardman Park & Recreation District, be made publicly available with sufficient notice to allow review and response. Consistent with Oregon land-use procedures, we request a reasonable opportunity to submit written evidence and, if applicable, written rebuttal addressing any new or revised materials prior to or following the January 13, 2026 hearing. This request is made solely to preserve procedural fairness and does not seek delay or prejudice to the proceedin

This sequencing is intended solely to ensure that any additional submissions are responsive to the final format and content of the Parks Master Plan and are accurately aligned with the document being considered for adoption. Nothing herein waives any rights to supplement the record consistent with applicable notice and record-keeping requirements.

Providing such delegation would allow these matters to be addressed efficiently and would help reduce administrative, legal, and financial risk associated with advancing funded projects while property impacts remain unresolved.

For transparency and record continuity, we are copying the Oregon Department of Land Conservation and Development (DLCD) and Morrow County Planning on this correspondence.

Sincerely,

Jonathan Tallman
1st John 2:17 LLC

On Fri, Jan 9, 2026 at 7:00 AM Jonathan Tallman <1stjohn217llc@gmail.com> wrote:

Dear Ms. Mickles,

I am writing in my capacity as an affected landowner to request that this correspondence, together with the referenced Capital Improvement Plan materials, be entered into the official record for the January 13, 2026 Park & Recreation District hearing concerning the Heritage Trail. I am copying the Oregon Department of Land Conservation and Development (DLCD) with Morrow County for transparency and records continuity.

On December 30, 2025, at 9:00 a.m., the Morrow County Board of Commissioners held a Special Session and considered Agenda Item 4.a., CIP Initial Project Approval. The agenda packet for that meeting identifies the Heritage Trail as a Parks capital project within the County's preliminary Capital Improvement Plan, with an estimated cost of $2,000,000.

In addition, the City of Boardman issued its 2025 Capital Improvement Plan on August 26, 2025, which identifies capital projects tied to transportation, parks, and connectivity and serves as the City's capital planning framework for implementation of adopted and proposed plans, including the Transportation System Plan. The City's CIP predates both the County's December 30, 2025 capital programming action and the Park & Recreation District hearing scheduled for January 13, 2026.

As reflected in the County materials, while the Heritage Trail is identified as a capital project, the Board of Commissioners' packet contains no information regarding route, alignment, right-of-way acquisition, affected parcels, or landowner impacts. No maps, corridor descriptions, or implementation details were included in the materials considered by the Board. Similarly, neither the City nor County CIP materials identify parcel-level impacts associated with the Heritage Trail at this stage.

Because the Park & Recreation District hearing scheduled for January 13, 2026 occurs after both the City's issuance of its CIP and the County's capital programming action, the District's consideration of the Heritage Trail has direct procedural significance. Proceeding with a Park & Recreation vote without route, right-of-way, or land-impact information separates capital funding decisions from land-use impacts and limits the ability of affected landowners to meaningfully evaluate or respond to the proposal.

This submission is provided solely for inclusion in the record to document the timing, content, and relationship between the City and County capital planning actions and the Park & Recreation District's upcoming hearing.

In addition, and in the interest of avoiding unnecessary procedural disputes or appeals, I remain willing

to engage in good-faith discussion and coordination regarding the Heritage Trail as it relates property and any potential alignment, access, or right-of-way considerations. I believe these issues are best addressed collaboratively and transparently before further implementation steps are taken.

Please include any intergovernmental agreements relied upon for implementation of the Parks Master Plan in the record.

Please note and add the collectors Luba case 2022 (remand) attached.

Finally, to ensure clarity and a complete public record, I respectfully request that any formatting changes to the Parks Plan be accompanied by a redlined version identifying those changes, and that the record remain open in accordance with applicable 7-7-7 requirements to allow meaningful review and response.

Please confirm that this correspondence and the referenced CIP materials will be included in the official record for the January 13, 2026 Park & Recreation District proceedings.

Thank you for your assistance.

Sincerely,

Jonathan Tallman
1st John 2:17 LLC

cc: Oregon Department of Land Conservation and Development (DLCD), Morrow county officials for record preservations

On Thu, Jan 8, 2026 at 3:46 PM Jonathan Tallman <1stjohn217llc@gmail.com> wrote:

> Good afternoon Amanda,
>
> Thank you for your January 8 message regarding the amendment and reposting of the Parks Plan packet.
>
> Given the timing of the upcoming meeting, I am submitting this correspondence to ensure the record reflects the sequence of postings and amendments.
>
> To ensure clarity and a complete public record, I am submitting this correspondence for inclusion in the official record for the January 13, 2026 meeting. Given the sequence of notices and corrections issued on January 6, January 7, and January 8, I respectfully request confirmation of the following for the record:
>
> 1. Whether the amended version of the Parks Plan will fully supersede the previously posted "2026.01.06_Park Plan 2035-OPT."

2. Whether the amended document is the version intended to be relied upon by th the January 13 meeting.
3. Whether the amended document will be clearly posted and accessible to the public in advance of the meeting so that interested parties are reviewing the same materials as the Board.

This correspondence is not intended to advocate for any particular outcome, but solely to ensure procedural clarity and consistency in the materials relied upon for the upcoming decision.

For transparency, I will be copying the Oregon Department of Land Conservation and Development (DLCD) on this correspondence for record-keeping purposes.

Thank you for your assistance, and please include this email and the related correspondence as part of the meeting record.

Sincerely,

Jonathan Tallman

---------- Forwarded message ---------
From: **Amanda Mickles** <micklesa@cityofboardman.com>
Date: Thu, Jan 8, 2026 at 3:18 PM
Subject: Re: Joint city Council Special Meeting January 13, 2026
To:

Good afternoon,

Due to formatting issues within the original document, the "2026.01.06_Park Plan 2035-OPT" will be edited and reposted. Edits will be accomplished tomorrow morning, look for the update as it will say "Amended" in the document title.

Amanda Mickles
City Clerk | City of Boardman

From: Amanda Mickles <micklesa@cityofboardman.com>
Sent: Wednesday, January 7, 2026 9:40 AM
Subject: Re: Joint city Council Special Meeting January 13, 2026

Good morning,

Correction - the scheduled date for this special meeting is January 13th.

It was brought to my attention that I provided the incorrect date in the original email body. The da meeting in the official posting and subject line is correct for January 13th. This meeting will be held at the Port of Morrow Riverfront Event Center at 7:00 PM. My apologies for the confusion and any inconvenience this caused.

Amanda Mickles
City Clerk | City of Boardman

From: Amanda Mickles <micklesa@cityofboardman.com>
Sent: Tuesday, January 6, 2026 5:25 PM
Subject: Joint city Council Special Meeting January 13, 2026

Good evening,

Packet for the special meeting scheduled on Tuesday, January 6, 2026 are available for review.

Special Meeting 7:00 PM at Port of Morrow Riverfront Event Center

As always, please let me know if you have any questions or concerns.

Amanda Mickles
City Clerk | City of Boardman
PO Box 229 | 200 City Center Circle
Boardman, OR 97818
PH: (541) 481-9252

RESPONSE TO PUBLIC COMMENT
January 13, 2026

Jonathan Tallman has, as of the writing of this response, submitted 5 emails that could be construed as comment to the Parks Master Plan (PMP) adoption public record. Staff will address those submittals here.

Email #1: The first email indicates that it is submitted "solely to preserve the administrative record and to request procedural clarity prior to any final action." It goes on to list the following five headings with additional text.

1. Landowner Record Preservation
2. Relationship to Other Active Proceedings
3. Request for Clarification and Procedural Safeguards
4. Reservation of Rights
5. Prior Acquisition Discussions (Record Context)

Staff Response: The City of Boardman maintains records of public hearings and other proceedings as required by Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OAR). No other procedure is required, and it is unclear what Mr. Tallman is requesting. Under item #1 if he wishes to maintain his own records for this action that is entirely up to him and is not governed by any ORS or OAR. As to any relationship of the Parks Master Plan (PMP) to other documents it would not impact the adoption process for the PMP. The public hearing in this matter is pertinent to only the PMP and would not impact the TSP. Nor would it have any impact on adoptions by Morrow County for the Heritage Trail. For the third bullet Mr. Tallman needs to understand that the PMP is a planning level document. It does not authorize the City of Boardman to purchase property or build a park or trail facility. Those future actions may be based on recommendations of the PMP but will have specific approval processes that will need to be followed at that time. Item 4 appears to state that Mr. Tallman would not like to see any park improvements on his property. It should be made clear that none are planned. For item 5 he is requesting correspondence prior to any acquisition of his property which would be required should the City of Boardman pursue any park development on said property.

Email #2: This email was in response to the City of Boardman updating the Public Hearing meeting packet to address changes to the PMP and its appendix. He is asking if the amended version "will supersede the previously posted" document and if it is "the version intended to be relied upon by the Board" and if the "document will be clearly posted and accessible to the public in advance of the meeting."

Staff Response: Staff would respond "YES" to all three of those questions. It was posted last Friday, January 9, at about 1:00 p.m. and will be the document to be adopted unless the City Council identifies any further amendments.

Email #3: This email seems to address the Morrow County Capital Improvement Plan (CIP) with direct comment to the Heritage Trail.

Staff Response: This is not a process that the City of Boardman has any say in, nor does the adoption of Morrow County's CIP affect the PMP. He also sends this email to the City of Boardman but consistently addresses the Boardman Park and Recreation District's process and adoption of the PMP. He requests inclusion of the Intergovernmental Agreement relied upon for the collaboration of the City and District in the development of the PMP. Should he want to review that document he can submit a Public Records Request, but it is not a document that would be presented as part of an adoption process for the resulting document, in this case the PMP. He also attached a Land Use Board of Appeals Final Opinion in LUBA No. 2022-062. It is unclear the intent of this inclusion, but the City responded to this remand in late 2023 with a final decision issued in early 2024 with public notice provided to Mr. Tallman at the time. The last item in this email is a request for a redline version and a request to allow for the record to remain open using a 7-7-7 procedure. The City Council does not need to require either of these items to be accomplished. A document was also provided as part of the January 9 posting that outlines the changes; the request, and the type of request for a 7-7-7 procedure, for the record to remain open is applicable to quasi-judicial proceedings (the application of the law) with this being a legislative procedure (the adoption of the law).

Email #4: This email appears to restate the items identified in Email #2 and #3.

Staff Response: See previous responses to Email #2 and #3. Staff emphasize again that the PMP is a planning level document. It does not authorize acquisition of land nor the development of park or trail facilities.

Email #5: This email addresses Mr. Tallman's perspective concerning changes made to the PMP posted on January 6 and the amended version posted on January 9. He then restates much of the same information from Emails #2, #3, and #4.

Staff Response: There are no unresolved issues with the record. There was an amended version of the PMP, and its appendices uploaded on Friday, January 9, which included a separate document that outlined the changes. Clearly the version for adoption is the Amended version posted on January 9. Mr. Tallman also includes a reference to a Records Request that he submitted in 2025 to which Ms. Mickels has responded with an estimated cost. If Mr. Tallman wants the City to move forward assembling the requested documents, he needs to pay the invoiced amount of over $16,000. This does not have any applicability to the PMP adoption which is the action that is before the City Council as part of the Public Hearing and meeting on January 13, 2026.

CITY OF BOARDMAN
RESOLUTION NO. 4-2026

A RESOLUTION ADOPTING THE CITY OF BOARDMAN PARKS MASTER PLAN

WHEREAS, the City of Boardman has authority granted by the Boardman Charter of 2024; and

WHEREAS, the City of Boardman has an acknowledged Comprehensive Plan and Development Code; and

WHEREAS, the City of Boardman owns land that is developed as parks throughout the city; and

WHEREAS, the City of Boardman desired to add parks to its system development charge program and to accomplish adding parks to the system development charge program an inventory of park projects was needed; and

WHEREAS, the City engaged a consultant team to develop a Parks Master Plan and appointed a Public Advisory Committee to support the process; and

WHEREAS, five Public Advisory Committee meetings, two community open houses, a community survey, and several smaller focus group events were held to inform the public about the Parks Master Plan and to assure that decision makers were aware of the project and the Parks Master Plan that was being drafted; and

WHEREAS, a Notice of Proposed Amendment was submitted electronically to the Oregon Department of Land Conservation and Development on October 15, 2025; and

WHEREAS, notice for the public hearing before the Planning Commission was published on October 29, 2025, and the notice for the public hearing before the City Council was published on December 24, 2025, both in the East Oregonian; and

WHEREAS, the Planning Commission held a public hearing on November 20, 2025; and

WHEREAS, the Planning Commission, based on the staff report, recommended that the City Council adopt the Parks Master Plan; and

WHEREAS, the Boardman City Council held a public hearing on January 13, 2026, and received the recommendation of the Boardman Planning Commission and heard testimony from the public; and

WHEREAS, the Boardman City Council did accept the recommendation of the Planning Commission to adopt the proposed Parks Master Plan and moved to do so.

NOW THEREFORE, BE IT RESOLVED, by the Boardman City Council that:

Section 1 Affected Document. The City Council of the City of Boardman adopts the Parks Master Plan to include the Plan and the appendices. The City Council also adopts as part of the record the Planning Commission Findings to be retained in the Planning Office.

Section 2 Effective Date. This Resolution and the attached Parks Master Plan shall take effect immediately upon its passage.

Section 3 Attached Document. Attached to this Resolution is the proposed Parks Master Plan and its appendices.

Passed by the Council this 13th day of January 2026.

_____
Mayor – Paul Keefer

_____
Councilor – Ethan Salata

_____
Councilor – Cristina Cuevas

_____
Councilor – Karen Pettigrew

_____
Councilor – Brenda Profitt

_____
Councilor – Heather Baumgartner

_____
Councilor – Richard Rockwell

ATTEST:

_____
Amanda Mickles – City Clerk