
Fwd: Council Meeting September 1, 2026

From Jonathan Tallman <1stjohn217llc@gmail.com>

Date Wed 8/26/2026 6:30 AM

To Amanda Mickles <micklesa@cityofboardman.com>

Cc Brandon Hammond <HammondB@cityofboardman.com>; kristino@oregonrural.org <kristino@oregonrural.org>; Stephanie Case <CaseS@cityofboardman.com>; HERT Dawn * DLCD <Dawn.Hert@dlcd.oregon.gov>; Derrin Tallman <derrin@tallman.cx>; kalebl@oregonrural.org <kalebl@oregonrural.org>; INFO DLCD * DLCD <dlcd.info@dlcd.oregon.gov>; randylbaker55@gmail.com <randylbaker55@gmail.com>; Barrett Dash <microbatchor@gmail.com>

 2 attachments (9 MB)

City workshop water consortium may 13.pdf; City workshop water June 2.pdf;

Mayor Keefer, Boardman City Council, City Manager Hammond, City Clerk Mickles, Planning Official Case, and DLCD staff:

Please include this email, every attachment and every incorporated reference in the complete public records for:

1. The September 1, 2026, 6:00 p.m. City Council workshop concerning the Capital Improvement Plan;
2. The September 1, 2026, 7:00 p.m. City Council meeting, including Resolution 23-2026;
3. The Comprehensive Plan and Development Code updates;
4. Goal 11 Public Facilities planning;
5. The Housing Capacity Analysis;
6. Transportation System Plan implementation and County coordination;
7. The Main Street IAMP refinement;
8. West Glen water-service and annexation planning;
9. The Kunze Lane, Kunze well and related water-infrastructure records; and
10. Any related post-acknowledgment plan amendment, annexation, utility-extension, capital-improvement or public-facilities proceeding.

This submission includes and incorporates the following supporting records:

- May 13, 2026 City Council workshop packet concerning water service outside City limits and West Glen;
- June 2, 2026 City Council meeting packet, including the proposed May 13 workshop minutes and 2025-2026 capital-project information;
- June 9, 2026 City Council special-meeting packet, including adopted-budget materials, water and sewer reserve information, CIP references and my June 4 written submission; and
- City Clerk Amanda Mickles's August 25, 2026 email announcing the September 1 workshop and regular-meeting packets.

I object to the City discussing an unpublished Capital Improvement Plan during the 6:00 p.m. workshop and then, one hour later, considering Resolution 23-2026 to adopt the 2015 Water System Master Plan and 2021 Wastewater Facilities Plan as the "official factual basis" for the ongoing Comprehensive Plan update.

The City Clerk's August 25 email states that the meeting packets are available, but the publicly available workshop packet contains only a one-page agenda. It does not contain the Capital Improvement Plan, staff report, project tables, maps, funding sources, capacity analysis or supporting material.

The City Clerk's email also states that additional documents may be added to the regular-meeting packet later in the week. The public cannot meaningfully evaluate these interconnected matters when the current CIP is unavailable and other substantive documents may be added shortly before the meetings.

I request that Council postpone Resolution 23-2026 until the complete CIP and current water and wastewater information are published and these objections are answered through findings supported by an adequate factual basis and substantial evidence, as applicable.

Threshold question concerning the legal effect of Resolution 23-2026

Before Council acts, please state expressly whether Resolution 23-2026 is:

1. Merely a non-land-use administrative acceptance of background information that does not amend the Comprehensive Plan, adopt binding Goal 11 elements, establish capacity, determine a service area, approve any project or affect future public objections; or
2. The formal adoption or amendment of a public-facilities-plan supporting document or Comprehensive Plan component.

If the first description applies, the resolution should expressly state that it does not establish Goal 11 compliance, determine current water or wastewater capacity, approve a project or service area, authorize annexation, establish annexation as a utility-service condition or foreclose later challenges to the plans' accuracy.

If the second description applies, please identify:

- The applicable Goal 11 and local Comprehensive Plan criteria;
- The DLCD/PAPA identification number;
- The date the proposal was submitted to DLCD;
- The public notice provided;
- The applicable public-hearing procedure;
- The findings required;
- The date the decision will become final; and
- The applicable appeal forum and deadline.

These objections specifically raise compliance with Statewide Planning Goals 1, 2 and 11; OAR chapter 660, division 11, including OAR 660-011-0010 and OAR 660-011-0045; and the post-acknowledgment procedures in ORS 197.610 through 197.625 and OAR chapter 660, division 18.

OAR 660-011-0045 distinguishes between adopting a public-facilities plan as a supporting document and adopting certain binding elements as part of the Comprehensive Plan. Those binding elements include the public-facility project list, project locations or service areas, and policies or agreements identifying the provider of each public-facility system.

The City should not characterize the plans as nonbinding background information during this proceeding and later treat their maps, service areas, projects, capacity assumptions or provider arrangements as binding Comprehensive Plan decisions.

1. The unpublished CIP and Resolution 23-2026 are directly connected

The CIP identifies what infrastructure the City currently intends to design, construct and fund. The 2015 Water System Master Plan and 2021 Wastewater Facilities Plan contain the assumptions the City proposes to accept as the factual basis for future public-facility policies and planning decisions.

The public must be allowed to compare:

- Current projects with the projects identified in the older plans;
- Current costs with the original estimates;
- Current population and development demand with the older projections;
- Current funding sources with the older financing assumptions;
- Current capacity with the capacity described in the older plans;
- Current annexation and utility-extension proposals with the service areas in the older plans; and
- Projects presently under design or construction with projects described as conceptual or long-range.

That comparison is impossible without the complete CIP.

2. The City's own June budget confirms that a five-year CIP already exists

The June 9 budget packet calls the budget the "roadmap" planned by City leadership and states that planning for capital projects begins a year before construction.

The Street Fund discussion states that the completed Transportation System Plan and the Anderson Perry pavement analysis were used to create the City's Capital Improvement Plan and prioritize road work for the following five years.

This establishes that a substantive five-year CIP, or at least the underlying five-year project schedule and priorities, already exists.

The City should therefore explain:

- Why the existing five-year CIP was omitted from the September 1 workshop packet;
- Whether the September workshop concerns that CIP or a different version;
- When the existing CIP was created;
- Whether it was formally approved;
- Whether it has been amended;

- Which version Council will discuss;
- Whether Council members already received it; and
- Where the public can inspect the complete document and supporting analysis.

3. The City should identify all materials provided to Council but not the public

Please identify:

- When Council members received the CIP;
- Every document, presentation, spreadsheet, project list, financing table and map provided to Council for the workshop;
- Whether Council received materials that were not simultaneously published for the public;
- Whether additional materials will be distributed before or during the workshop;
- Whether the complete CIP will be published before the workshop;
- Whether oral public comment will be accepted during the workshop; and
- Whether written comments submitted before the workshop will be provided to Council before deliberations begin.

If staff introduces new substantive evidence during the workshop or regular meeting, that information should be published immediately and the record should remain open for a meaningful written response.

The City should not later state that these matters were “already discussed” at the workshop when the public lacked the underlying documents and no workshop public-comment opportunity was identified.

4. The May 13 West Glen materials show that the CIP and capacity information were already used in major infrastructure planning

The May 13 workshop packet concerned extending Boardman water service outside City limits to West Glen.

The presentation stated:

- Approximately \$3.85 million had been secured for infrastructure;
- The project could produce approximately 100 additional City ratepayers;
- The project could affect future bond considerations;
- The extension would add at least 1.5 miles of pipe;
- The line would connect through the River Ridge area toward Kunze Lane, West Glen and potentially Paul Smith Road;
- The project would pay for water infrastructure and connections within West Glen;
- The project would improve system redundancy and fire protection; and
- An intergovernmental agreement would address project design and engineering.

The feasibility study states that, following discussions with the Boardman Public Works Department and review of recent water-quality reports and the City’s CIP, it was determined that the City had sufficient capacity and that no immediate expansion of production or storage would be required.

This raises material questions:

- Which CIP did the consultants review?
- Is it the CIP being discussed on September 1?
- Why is it absent from the September workshop packet?
- What calculations supported the finding of sufficient capacity?
- What production, storage, transmission, fire-flow and emergency assumptions were used?
- Did the calculations include all approved but unbuilt development?
- Did they include River Ridge, Unity, Columbia View, Wilson Lane and West Glen?
- Did they include existing and future data-center and industrial demand?
- What capacity remains after all committed and reasonably foreseeable demand is included?
- Was the capacity determination independently reviewed by the City engineer, Oregon Health Authority or another qualified agency?

The City should publish the CIP and capacity evidence relied upon by the West Glen feasibility study before adopting Resolution 23-2026.

5. The June 2 packet does not adequately document the May 13 discussion

The June 2 packet includes proposed minutes for the May 13 workshop. Those minutes identify the subject and presenters but do not describe:

- The substance of the presentation;
- Council questions;
- Council members’ views;

- Council direction or consensus;
- The three ownership and operational options;
- Annexation implications;
- The asserted available capacity;
- The funding already secured;
- Potential bond implications;
- The proposed intergovernmental agreement; or
- The relationship to the CIP and utility plans.

Please preserve and include the complete May 13 recording, transcript, presentation, notes, emails, written communications and Council direction.

A statement that a presentation occurred is not a meaningful substitute for the substance of the presentation and Council deliberations.

6. The City has been on notice of these coordination concerns since at least June 4

The June 9 packet includes my June 4 written submission asking the City to explain the distinction between projects described as “conceptual” and projects already being funded, designed, engineered, permitted or constructed.

That submission requested clarification and records concerning the relationship among:

- The Transportation System Plan;
- Columbia View;
- Housing Advisory Committee recommendations;
- Water planning;
- Wastewater planning;
- Clean Water Consortium activities;
- Capital improvement projects;
- Growth assumptions; and
- Infrastructure under design, construction, implementation or funding.

I also requested reports, engineering plans, CIP schedules, funding agreements, development agreements, intergovernmental agreements and implementation plans connecting those subjects.

These concerns were raised before Resolution 23-2026. Before proceeding, the City should identify:

- What responsive information was produced;
- What findings or staff determinations were made;
- How my earlier questions were addressed;
- How those concerns were incorporated into the September proposal; and
- Why the complete CIP remains unavailable.

7. The June budget identifies millions of dollars in growth-related infrastructure commitments

The June 9 budget materials disclose that:

- Approximately \$1 million from the sale of the Tower Road property was earmarked to transfer water rights from North Main Street to City-owned property on Kunze Road;
- Kunze Road was selected based on growth projections and the concentration of existing wells on the north side;
- Construction of the Kunze well is estimated at approximately \$1 million;
- Approximately \$1 million from an anticipated Columbia River Enterprise Zone III community-development contribution was earmarked for the Water Reserve;
- Approximately \$616,600 in anticipated CREZ III funds was allocated to Sewer Reserve projects;
- The City purchased northeast and southwest Boardman property for approximately \$3.9 million;
- A \$1.6 million interfund loan assisted the City’s northeast Boardman development plans;
- New streets, sidewalks and utilities are being installed on City-owned development property;
- Significant water, sewer, reservoir, lift-station and roadway projects are funded or advancing; and
- Multiple data centers were anticipated during the fiscal year.

These facts establish that water, wastewater, transportation, land acquisition, housing, enterprise-zone revenue and economic-development implementation are already interconnected.

The City should disclose how these commitments appear in the CIP and whether they are consistent with the 2015 and 2021 plans.

8. The 2015 Water System Master Plan is too old to establish present conditions without updated findings

The proposed water plan is approximately eleven years old. Since 2015, material changes have occurred involving:

- River Ridge and Unity development and occupancy;
- Columbia View and proposed cottage clusters;
- Approximately 240 proposed multifamily units on Wilson Lane;
- Other approved but unbuilt housing;
- West Glen water-service planning;
- Major industrial and data-center development;
- New wells, pipelines and utility projects;
- Water-right transfers;
- Source-water and nitrate concerns;
- Increased construction employment and temporary housing demand;
- Water-rate increases; and
- New funding and infrastructure commitments.

The City should identify which 2015 population, land-use, employment, water-demand, industrial-demand, fire-flow, capacity, financing and service-area assumptions remain accurate.

Formally adopting an old report does not establish that its assumptions remain true in 2026.

9. The City is already preparing newer water documents

The City Manager's report identifies a Water Management Plan underway at an estimated cost of \$50,000 and the Kunze well in design at an estimated cost of approximately \$1 million.

The City should explain:

- Why it is adopting the 2015 plan before completing the current Water Management Plan;
- Whether the current work identifies changed conditions or deficiencies;
- Whether the Kunze well was contemplated in the 2015 plan;
- What demand projections justify the well;
- Which customers or developments it will serve;
- How it relates to the Kunze Lane and West Glen infrastructure;
- How the water-right transfer affects capacity;
- Whether the project affects existing customers, rates or available capacity; and
- Whether the newer document will replace, supplement or contradict the 2015 plan.

10. The 2021 Wastewater Facilities Plan may no longer represent present conditions

The City Manager's report states that a new Wastewater Facility Plan is underway. The City is also proceeding with:

- New lagoon headworks;
- Lift Station 4 and Lift Station 6 work;
- Wastewater and irrigation automation;
- New development;
- Columbia View;
- Wilson Lane multifamily development;
- Annexation and West Glen planning; and
- Continued industrial and data-center growth.

The City should disclose all known:

- Capacity constraints;
- Inflow and infiltration issues;
- Treatment limitations;
- Disposal and land-application requirements;
- Lagoon needs;
- Planned expansions;
- Regulatory requirements; and
- Capital costs.

If the 2021 plan remains sufficient, the City should explain why a new plan is necessary. If it is no longer sufficient, the City should not adopt it as a current factual basis without updated evidence and express qualifications.

11. The plans must account for cumulative data-center and industrial demand

The City should disclose whether the 2015 and 2021 plans include:

- Existing, approved and proposed data-center campuses;
- Potable and non-potable industrial demand;
- Peak-day and peak-hour demand;
- Cooling demand and discharge;
- Construction-period demand;
- Fire-flow requirements;
- Wastewater generation and treatment;
- Employee and contractor housing;
- Related hotel, RV, food-service and commercial demand; and
- Connected regional infrastructure outside City limits.

The City should provide one cumulative accounting of:

- Existing demand;
- Committed capacity;
- Approved but unbuilt development;
- Reasonably foreseeable development;
- Reserved industrial capacity;
- Available and certificated water rights;
- Dependable production and storage;
- Wastewater treatment and disposal capacity;
- Emergency and fire-flow needs;
- Project costs and funding; and
- Remaining capacity for residents and small businesses.

12. Regional coordination and private infrastructure commitments must be disclosed

The record should explain relevant coordination with:

- Morrow County;
- The Port of Morrow;
- The Morrow County Clean Water Consortium;
- DLCD;
- ODOT;
- Oregon Health Authority;
- DEQ;
- Umatilla Electric Cooperative;
- Major industrial and data-center developers; and
- Other infrastructure providers.

Please disclose relevant final and draft:

- Intergovernmental agreements;
- Service agreements;
- Development agreements;
- Funding agreements;
- Memoranda;
- Letters of intent;
- Engineering commitments;
- Reimbursement arrangements;
- Confidentiality agreements; and
- Infrastructure commitments.

To the extent the City intends to rely on an agreement, communication, analysis or commitment that is not contained in the public packet, I object to that reliance unless the material is disclosed and placed in the record.

My request for disclosure in this submission does not waive my right to submit a separate public-records request. I am not asking Council to adjudicate public-records exemptions during the September 1 meeting. I am objecting to the use of undisclosed information as part of the claimed factual basis for Council's decision.

The factual basis cannot be complete if material assumptions or infrastructure commitments remain outside the public record.

13. The City must explain the complete Kunze and West Glen water system

The record should explain the relationship among:

- CUP25-000002 and the Kunze booster station;
- The Kunze well;
- The water-right transfer to Kunze Road;
- The Kunze Lane waterline;
- The River Ridge connection point;
- West Glen distribution infrastructure;
- The possible Paul Smith Road extension;
- City and County ownership options;
- The proposed intergovernmental agreement; and
- Related Port or regional infrastructure.

The City should identify:

- The source and destination of the water;
- Whether each component carries potable or non-potable water;
- The customers and developments served;
- Pipeline locations and easements;
- Ownership and maintenance responsibilities;
- Construction and operating costs;
- Funding sources;
- Whether components were divided among different approvals;
- Whether annexation is anticipated; and
- Whether the project affects capacity available to other properties.

14. The plans are directly relevant to West Glen and future annexation

The 2015 Water System Master Plan defines the future water-service area as including the existing service area and the entire Urban Growth Boundary. It discusses undeveloped residential, commercial and industrial land outside City limits but within the UGB.

The West Glen feasibility study states that West Glen is outside City limits but within Boardman's urban growth area. It recommends extending Boardman's water system and evaluates City ownership, County ownership and a County-owned/City-operated system.

Before adopting Resolution 23-2026, the City should explain:

- Whether West Glen is included in the future service area;
- Whether the CIP includes West Glen infrastructure;
- Whether the project assumes eventual annexation;
- Whether the City intends to require annexation for new, continued or upgraded service;
- What ordinance, Comprehensive Plan policy, intergovernmental agreement or utility policy authorizes such a condition;
- Whether adequate water and wastewater capacity presently exists to serve West Glen;
- Who would pay for extensions, connections, operation, maintenance and system improvements;
- Whether agreements or understandings have been reached with property owners;
- Why the 2021 wastewater plan identifies customers outside City limits if annexation is claimed to be required for service; and
- Whether these plans will later be cited to support annexation or conditioning utility service.

Resolution 23-2026 must not later be used to claim that the public already accepted an annexation or utility-service strategy that was not clearly identified in the September 1 notice.

Acceptance of clean water by West Glen residents must not be characterized as acceptance of annexation, additional costs, abandonment of non-potable well use or undisclosed utility-service conditions.

15. Source-water and groundwater protection must be integrated

The Council authorized submission of a draft Source Water Protection Plan on August 4, 2026. The City should explain how that plan relates to Resolution 23-2026, the Kunze projects and West Glen.

The record should address:

- Nitrate contamination;
- Wellhead-protection areas;
- Industrial and agricultural risks;
- Wastewater lagoons and land application;
- Potential contamination sources;
- Monitoring;

- Emergency and redundant supplies;
- Effects of additional pumping; and
- Financial responsibility for protection and remediation.

16. Housing and actual occupancy must be reconciled with available capacity

The City should identify whether its calculations include:

- Actual Unity occupancy;
- River Ridge phases and connections;
- Columbia View;
- Cottage clusters;
- The proposed Wilson Lane project;
- Other approved but unbuilt housing;
- Temporary construction-worker demand;
- West Glen connections;
- Annexation areas; and
- The City's projected housing need.

Housing, annexation and infrastructure cannot be planned separately.

17. Serviceability should be evaluated parcel by parcel

The City should disclose:

- Which buildable parcels can presently receive water and sewer;
- Which parcels require extensions;
- Extension costs and timing;
- Whether annexation is required;
- Whether adequate transportation access exists;
- Whether improvements are publicly or privately funded;
- Whether certain property owners or developments receive preferential assistance; and
- Whether land is counted as buildable even though it cannot realistically be served.

Land should not be called buildable merely because it appears on a map.

18. Transportation and public-facility planning must be coordinated

The City should explain how the utility plans and CIP relate to:

- The Transportation System Plan;
- County co-adoption and pending proceedings;
- Project R-25;
- Wilson Road and NE Devin loop-road planning;
- Main Street IAMP alternatives;
- Exit 159 and Exit 165;
- Planned utility corridors;
- West Glen annexation; and
- Access restrictions affecting existing properties.

The City should disclose whether utility infrastructure has been sized or located to promote particular transportation alignments, annexations or developments.

19. The City must explain the legal effect of Resolution 23-2026

The City should state:

- Whether the plans are being incorporated into the Comprehensive Plan;
- Whether they are supporting documents only;
- Whether their maps, projects, service areas and assumptions will be binding;
- Whether future decisions will rely on them;
- Whether Resolution 23-2026 is a land-use decision or post-acknowledgment plan amendment;
- Whether notice was provided to DLCD;
- Whether a land-use hearing and findings are required;
- What appeal rights apply; and
- Whether the public will receive another meaningful opportunity to challenge the plans.

The City should not describe the plans as informal supporting documents now and later treat them as binding evidence.

If the resolution amends or functions as part of the Comprehensive Plan or public-facilities plan, the City should follow the applicable post-acknowledgment procedures.

If the City believes those procedures do not apply, the resolution should expressly state that it:

- Does not amend the Comprehensive Plan;
- Does not adopt the required Goal 11 project list, service-area descriptions or provider policies;
- Does not establish Goal 11 compliance;
- Does not establish present capacity;
- Does not approve any project, annexation or utility extension; and
- Does not foreclose later public challenges.

20. Public participation is inadequate without the CIP and updated information

The agenda bill summarizes more than 100 megabytes of technical material in only a few paragraphs. The proposed resolution contains no substantive findings addressing capacity, current demand, water rights, costs, annexation, West Glen, industrial development or changed circumstances.

The public should receive:

- The complete CIP;
- A substantive staff report;
- Updated capacity tables;
- A comparison of projections with actual conditions;
- Identification of outdated assumptions;
- All new documents;
- Sufficient time for written and oral responses;
- Answers to objections; and
- An open record period if significant new evidence is introduced.

21. Earlier committee and workshop records must be complete

If the City relies on the Housing Advisory Committee, PAC, TAC, consultants, BCDA, the Clean Water Consortium or earlier workshops, the record should include:

- Notices and agendas;
- Complete minutes;
- Presentations;
- Recordings and transcripts;
- Written comments;
- Parcel analyses;
- Drafts and redlines;
- Consultant communications;
- Recommendations;
- Data and modeling inputs; and
- Council direction or consensus.

A summary stating that a presentation occurred is not a substitute for the evidence, testimony and discussion underlying the resulting recommendation or decision.

22. The “no fiscal impact” statement is incomplete

The agenda bill states that Resolution 23-2026 has no budget or fiscal impact. That statement is incomplete if adoption of the plans supports capital projects, utility extensions, rate increases, annexation, system-development charges or development obligations.

The City should disclose:

- Every capital project identified in the plans;
- Original and updated costs;
- Completed, delayed or abandoned projects;
- Funding gaps;
- Ratepayer contributions;
- Developer contributions;
- System-development-charge revenue;

- Grants, loans and settlement proceeds;
- West Glen funding;
- Enterprise-zone contributions;
- Data-center and industrial infrastructure costs; and
- Whether residents subsidize infrastructure principally serving large industrial users or new development.

23. Adoption should not prejudice later public objections

If Council proceeds, Resolution 23-2026 should expressly state that:

- Adoption does not establish that every assumption remains accurate;
- The plans are not incorporated into the Comprehensive Plan by this resolution;
- The public may challenge the plans during the Comprehensive Plan proceeding;
- Adoption does not establish Goal 11 compliance;
- Adoption does not establish capacity for any development;
- Adoption does not authorize annexation, a utility extension or a capital project;
- Adoption does not approve the West Glen project;
- Adoption does not establish annexation as a service condition; and
- Adoption does not foreclose objections based on new or undisclosed evidence.

Requested action

I request that the City Council:

1. Postpone Resolution 23-2026.
2. Publish the complete five-year CIP and all workshop materials before Council discussion.
3. Identify every document provided to Council but not simultaneously provided to the public.
4. Release updated water and wastewater capacity analyses.
5. Compare the plans' assumptions with actual 2026 conditions.
6. Disclose cumulative residential, commercial, industrial and data-center demand.
7. Identify approved but unbuilt development and all reserved capacity.
8. Disclose the complete West Glen, Kunze Lane, Kunze well and related infrastructure plans.
9. Disclose relevant agreements, funding arrangements and intergovernmental coordination to the extent the City intends to rely on them.
10. Integrate the Source Water Protection Plan and current groundwater information.
11. Complete the newer Water Management Plan and Wastewater Facility Plan, or explain through an adequate factual basis and substantial evidence, as applicable, why the City should act before those documents are complete.
12. State whether Resolution 23-2026 is a non-land-use administrative action or the adoption or amendment of a public-facilities-plan supporting document or Comprehensive Plan component.
13. If the resolution constitutes or will function as a post-acknowledgment plan amendment, provide proper DLCD and public notice and identify the DLCD/PAPA number.
14. If the resolution affects the Comprehensive Plan, Goal 11 or a supporting document, hold a noticed public hearing with a meaningful opportunity to review and respond to the technical evidence.
15. Keep the record open if new substantive information is introduced.
16. Adopt detailed findings responding to the applicable issues in this letter.
17. Preserve the complete May 13 and September 1 recordings, presentations, materials, emails and Council discussions.
18. Preserve this submission and every attachment in all related records.
19. If Council adopts Resolution 23-2026, provide me with the signed resolution, agenda bill, incorporated documents and findings, together with written notice stating:
 - The date the decision becomes final;
 - Whether the City considers it a land-use decision;
 - Whether the City considers it a post-acknowledgment plan amendment;
 - The applicable appeal forum and deadline; and
 - Any DLCD/PAPA identification number.
20. Provide individual written notice of every future hearing, workshop, meeting, proposed amendment and final decision involving reliance on these plans, Goal 11, the CIP, West Glen, Kunze infrastructure, annexation or related utility-service policies.

Please retain my contact information on the interested-person list for each proceeding.

Please confirm receipt, confirm that Council members will receive this submission and its attachments before the September 1 discussions, identify each record into which the submission will be placed and advise whether oral public comment will be accepted during the 6:00 p.m. workshop.

This submission is intended to provide detailed notice of the issues raised. However, my request that it be preserved in related records should not be interpreted as relieving the City of its obligation to provide required notice in later proceedings, and it does not waive my right to resubmit, supplement or incorporate these objections during any later proceeding.

Until these questions are answered, Resolution 23-2026 does not provide a reliable, transparent or adequately supported factual basis for Boardman's 2026 Comprehensive Plan and Goal 11 planning.

Respectfully,

Jonathan Tallman

Attachments:

1. City Council Workshop Packet — May 13, 2026, Water Service Outside City Limits/West Glen.
2. City Council Meeting Packet — June 2, 2026, including May 13 workshop minutes and 2025-2026 capital-project information.
3. City Council Special Meeting Packet — June 9, 2026, including adopted-budget materials, water and sewer reserve information, CIP references and Jonathan Tallman's June 4 written submission.
4. Amanda Mickles email dated August 25, 2026 announcing the September 1 workshop and regular-meeting packets.



CITY COUNCIL WORKSHOP

September 01, 2026 at 6:00 PM

Boardman City Hall Council Chambers

AGENDA

1. **CALL TO ORDER**
2. **ROLL CALL/EXCUSED ABSENCES**
3. **REPORTS, CORRESPONDENCE, AND DISCUSSION**
 - A. Capital Improvement Plan
4. **ADJOURNMENT**

----- Forwarded message -----

From: **Amanda Mickles** <micklesa@cityofboardman.com>

Date: Tue, Aug 25, 2026 at 4:57 PM

Subject: Council Meeting September 1, 2026

To:

Good afternoon,

The packets for the meetings scheduled on Tuesday, September 1, 2026, are now available for your review. Additional documents may be added to the regular meeting packet later this week. Please watch for an email notification regarding any updates.

[Workshop 6:00 PM](#)

[Regular Meeting 7:00 PM](#)

Your Voice Matters - Community members may submit electronic public comments for City meetings. To be included in the agenda packet, comments must be received by 5:00 p.m. the day before the meeting.

As always, please let me know if you have any questions or concerns. See you on Tuesday!

Amanda Mickles

City Clerk | [City of Boardman](#)



PO Box 229 | [200 City Center Circle](#)

[Boardman, OR 97818](#)

PH: (541) 481-9252

PUBLIC RECORDS LAW DISCLOSURE: This e-mail is subject to the State Retention Schedule and may be made available to the public.



CITY COUNCIL WORKSHOP

May 13, 2026 at 6:00 PM

Boardman City Hall Council Chambers
AGENDA

1. CALL TO ORDER
2. FLAG SALUTE
3. ROLL CALL/EXCUSED ABSENCES
4. REPORTS, CORRESPONDENCE, AND DISCUSSION
 - A. Water Service Outside City Limits - Morrow County and the Clean Water Consortium will present options to the Council for connecting Boardman water to the West Glen Community. The presentation will provide different options along with known opportunities and challenges for each approach.
5. 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.

West Glen Water System Options

Section 4, Item A.



Photo by Clint Shoemaker



Boardman City Council Workshop
May 13, 2026

Jared Tesch
Morrow County Clean Water Consortium



Introduction & Background

Introduction:

- Jared Tesch, Managing Director, Morrow County Clean Water Consortium

Context:

- Nitrate Contamination, LUBGWMA, and the Morrow County Clean Water Consortium
- West Glen and the Feasibility Study Results



Section 4, Item A.

Getting Clean Water to West Glen

Section 4, Item A.

No Expected Cost to Boardman: \$3.85M of funding for infrastructure has been secured

Water System Resilience: Benefits other city neighborhoods and creates system redundancies

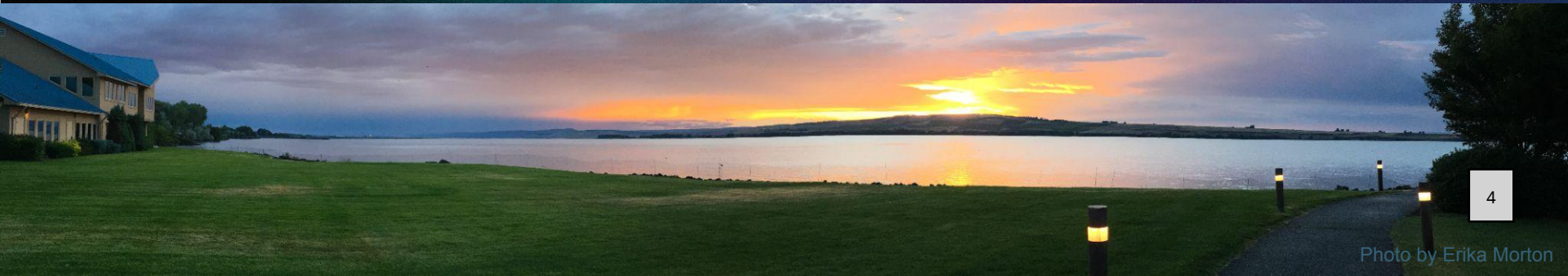
Improved Public Safety: Includes fire hydrants providing enhanced fire mitigation

Collaboration: IGA for project design and engineering to ensure continuity of existing system

Increased Revenue: Additional ratepayers equates to additional city revenue

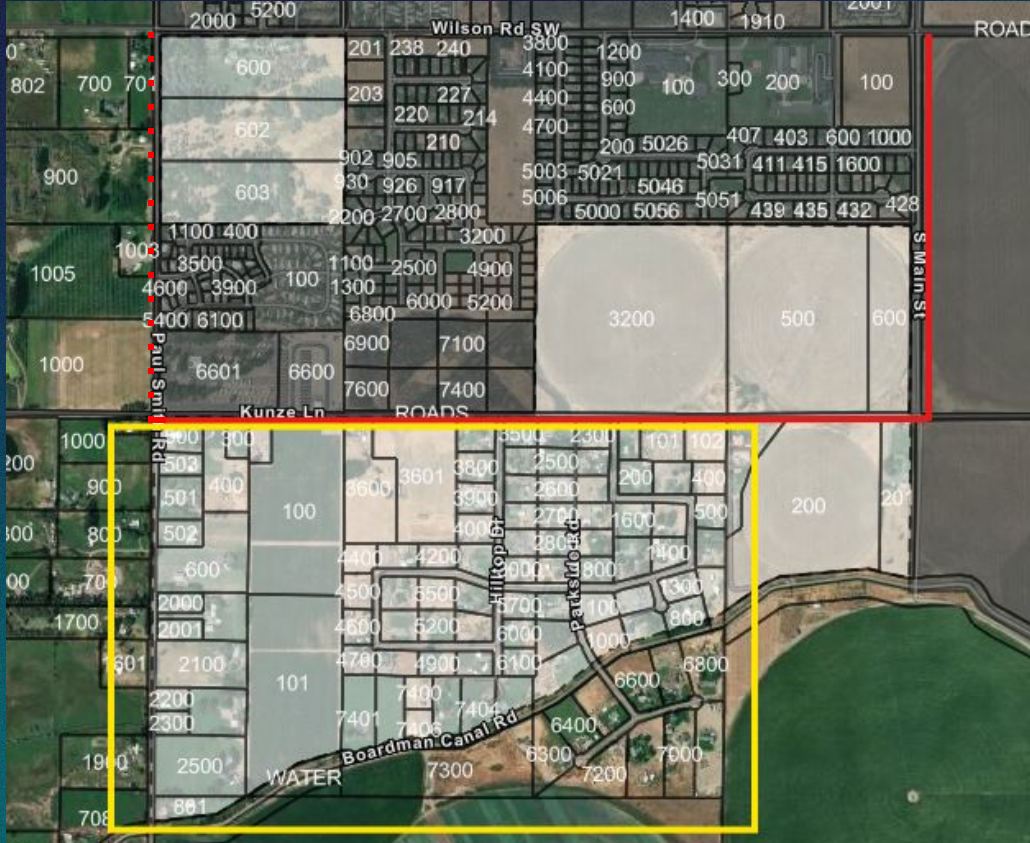
Feasibility: Using a municipal water supply is the most practical, efficient and sustainable option

Clean Drinking Water: Project would provide hundreds of local community members with access to clean drinking water for the first time in decades



Proposed Water Line Extension to West

Section 4, Item A.



- Proposed project would add at least 1.5 miles of pipe to connect Main St. to Kunze Ln. and then down Kunze Ln. to Paul Smith Rd. (Red Line)
- Paul Smith Rd. line would be contingent on final costs (Dotted Red Line)
- Project would also pay for all water infrastructure and connections within the West Glen Area (Outlined in Yellow)

Option 1: Extension of Existing City System

- City would own and operate entire system
- Clean drinking water only
- City already has management system in place for billing and oversight
- County would have limited responsibilities under this option
- Potential increase of approximately 100 additional properties (and ratepayers) served directly by the city
- Could impact future bond considerations

Section 4, Item A.



Option 2: New County-Managed Water System

- County would own and operate entire system
- County would purchase culinary water from the City at a negotiated rate (similar to current contract with the Port of Morrow)
- County would have to create and operate a management system for billing and oversight
- City would have limited responsibilities outside of providing the purchased water
- Most expensive and least efficient option



Section 4, Item A.

Option 3: Contract for Water Services with Boardman

- Under a services contract, the County would own the “pipes” and City would operate the system
- Would allow for continuous monitoring, control, and maintenance of the system by those who are best equipped to do so: the City of Boardman
- City could use its existing management system for billing and oversight
- A legacy fund could be established and additional services provided for West Glen residents during the transition to rate-paying services
- Most holistic approach for use of public funds

Section 4, Item A.



West Glen Water System Options

Section 4, Item A.

Questions and Discussion?

Contact Information:

Jared Tesch

503-689-6052

jtesch@mcclcleanwaterconsortium.org



Photo by Clint Shoemaker

Boardman City Council Workshop
May 13, 2026



Jared Tesch
Morrow County Clean Water Consortium



Feasibility Study Report to Provide Potable Water to the Community of West Glen, OR

Prepared for:
Morrow County, Oregon

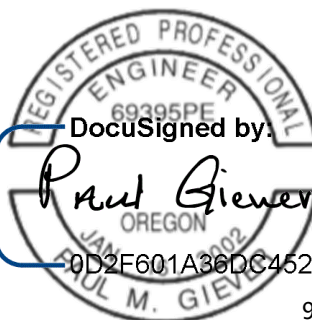
Prepared by:



Paul M. Giever, P.E., S.E.

Signed by:

Date: September 16, 2025



DocuSigned by:

0D2F601A36DC452...

9/17/2025

TABLE OF CONTENTS

1.0	EXECUTIVE SUMMARY	1
2.0	BACKGROUND AND CONTEXT	2
2.1	COMMUNITY OF WEST GLEN	2
2.2	CITY OF BOARDMAN	2
2.3	HISTORY OF GROUNDWATER IN THE LOWER UMATILLA BASIN	3
3.0	OBJECTIVES	3
3.1	LONG TERM GOALS	3
4.0	TECHNICAL FEASIBILITY	3
4.1	OPTION 1 – DO NOTHING	3
4.2	OPTION 2 – IN HOME TREATMENT SYSTEMS	3
4.3	OPTION 3 – CREATION OF A COMMUNITY WELL SPECIAL DISTRICT	4
4.4	OPTION 4 – EXPAND THE CITY OF BOARDMAN WATER DISTRIBUTION INFRASTRUCTURE	5
4.4.1	Existing Infrastructure	5
4.4.2	Required System Extensions and Improvements	5
4.4.3	Engineering Considerations	6
5.0	ECONOMIC AND FINANCIAL FEASIBILITY	7
6.0	CONCLUSION AND RECOMMENDATION	7
	APPENDIX A	8
	APPENDIX B	10
	APPENDIX C	15

TABLE OF FIGURES

Figure 1: Preliminary Water Distribution System Layout	6
--	---

1.0 EXECUTIVE SUMMARY

High nitrate levels have been found in many of the wells that supply drinking water to the West Glen area near Boardman, Oregon. This feasibility study was commissioned to determine the most cost-effective permanent solution that reliably provides safe drinking water to the West Glen area. To be a reliable solution, the solution must provide water meeting Environmental Protection Agency (EPA) and State of Oregon requirements for nitrates and other criteria. Additionally, a reliable solution must be permissible under State of Oregon requirements such as permitting or water rights.

Several alternatives were considered to address these challenges, including:

- Implementing point-of-use or point-of-entry (POU/POE) treatment systems at each individual West Glen drinking water user, be it a residence or commercial user.
- Community Well System: Establishing a local water utility or special district under West Glen's jurisdiction.
- Municipal Water System: Extend the City of Boardman's local water utility to West Glen.

Each option was evaluated and assessed for improving and protecting community health, technical feasibility, regulatory compliance, initial capital investment, and long-term operation and maintenance (O&M) responsibilities.

Key Findings:

- The most effective and sustainable long-term solution, from a public health, regulatory compliance, and financial stability perspective, is the extension of the City of Boardman's municipal water service to the West Glen community.
- Formation of a special district is technically possible and would allow for independent governance and funding mechanisms (e.g., tax assessments or utility rates). However, this model requires:
 - Legislative approval.
 - Substantial initial capital investment.
 - Purchasing water rights.
 - On-going governance by a local board.
 - Long-term financial self-sufficiency, which may place a burden on small community water users.
 - More expensive initial cost than the City of Boardman option.
- Household treatment systems using reverse osmosis or nitrate removal cartridges offer a lower initial cost per household. Unfortunately, this option does not reliably ensure safe drinking water.
 - There is no centralized oversight to ensure water quality compliance.
 - Requires regular maintenance (filter replacement, membrane checks).
 - Long-term household costs for O&M would be borne by the household/user.
 - System failures or neglect could expose residents to health risks, particularly vulnerable populations.

Financial Considerations:

Initial capital outlay for extending the City of Boardman's water distribution system is estimated to be \$2.7 million for West Glen and Summit Lane, including design and construction and 2 years

of inflation. The total including Paul Smith is \$3.5 million. These estimates would include residential meters, disconnecting existing wells from each residence/commercial user, connection to each household/user, and landscaping repair at connections.

The Community Well option would require most of the same water distribution system that the City of Boardman option would but adds the additional cost of land acquisition, a deep community well, a large above ground water storage tank, pumps, and treatment systems. The Community Well option also requires the acquisition of water rights and the creation of an operating board. The cost for this option is estimated to be \$6.6 million including design and construction and 2 years of inflation. In summary, the Community Well option is more expensive than the City of Boardman option.

Both the Community Well and City of Boardman options can reliably provide safe drinking water. The City of Boardman option is less expensive than the Community Well option and thus is the chosen option in this Feasibility Study. Additionally, this option leverages the City of Boardman's existing water treatment and distribution infrastructure and regulatory structure, thereby preventing short- and long-term financial burdens to impacted West Glen residents.

2.0 BACKGROUND AND CONTEXT

2.1 COMMUNITY OF WEST GLEN

The West Glen community, located south of the City of Boardman corporate limits, but lies within the city's Urban Growth Area (UGA). The community currently consists of approximately 75 properties including both residential, as well as some small-scale agricultural and commercial plots. West Glen is an unincorporated community, as such, it falls under the jurisdiction of Morrow County which does not provide access to centralized public utility services, such as municipal water.

Currently, the residents of West Glen rely on private domestic wells for their water supply. These wells draw from the regional aquifer system, which has become a continuing concern due to nitrate contamination.

2.2 CITY OF BOARDMAN

The City of Boardman, situated in northeastern Oregon within Morrow County, operates a state regulated municipal water system. Boardman provides drinking water to its residents/customers from three Horizontal Collector Wells drawing water from a shallow aquifer near the Columbia River. The water is then treated to meet federal and state health standards. The City has invested in infrastructure upgrades over the past two decades, establishing its water system as a modern and stable public utility with surplus capacity to serve additional customers within its expanded development area. Additional information can be found at [gwp-oregonnitratereductionplan-2024.pdf](#).

The local economy relies significantly on agricultural operations, livestock operations, and food processing plants. These industries, and their process effluent discharges, are probably some of the contributing factors to the high nitrate environmental impacts affecting West Glen and neighboring rural communities.

2.3 HISTORY OF GROUNDWATER IN THE LOWER UMATILLA BASIN

Origins and Timeline

Nitrate contamination in the regions surrounding West Glen's groundwater has been recognized as an on-going public health and environmental issue for over two decades.

The Oregon Department of Environmental Quality (DEQ) identified portions of Morrow and Umatilla counties (including West Glen) as part of the Lower Umatilla Basin Groundwater Management Area (LUBGWMA), designated in 1990 due to elevated nitrate concentrations exceeding the federal drinking water standard of 10 mg/L.

Impact on West Glen

In West Glen, multiple private residential wells have been tested and have been found to be at, or above, the Maximum Contaminant Level (MCL) for nitrates, posing a risk of serious health conditions to vulnerable groups within the community, such as:

- Infants (e.g., methemoglobinemia or "blue baby syndrome").
- Pregnant women.
- Individuals with compromised health or immune systems.

The lack of consistent monitoring of private wells exacerbates these risks as there is no centralized reporting or remediation protocol in place. Some households have resorted to installing water filtration systems like reverse osmosis or rely on delivered bottled water. However, these measures are costly, may not be effective at removing high level of nitrates, and are not considered to be a long term, sustainable solution.

3.0 OBJECTIVES

3.1 LONG TERM GOALS

The ultimate goal is to evaluate the available solutions in order to provide a permanent and sustainable solution to provide safe drinking water to the residents of West Glen in a manner that is financially viable for all stakeholders.

4.0 TECHNICAL FEASIBILITY

4.1 OPTION 1 – DO NOTHING

The option to maintain the status quo was evaluated but determined to be insufficient as a long-term solution since it does not provide for clean drinking water for the impacted residents of West Glen.

4.2 OPTION 2 – IN HOME TREATMENT SYSTEMS

Typical in-home water treatment systems (Brita, PUR) are designed to remove contaminants such as chlorine and organic compounds using an activated carbon filter media by absorbing them. Brita's disclaimer includes that their products are "Not certified to remove nitrates". PUR's disclaimer instructs that users "Do not use with water that is microbiologically unsafe or of unknown quality without adequate disinfection."

Effective removal of nitrates at moderate well water nitrate levels requires a filtration media that removes dissolved ions, like reverse osmosis. Ionic compounds are those which have a net electric charge, either positive or negative. Reverse osmosis is a pressure-driven water filtration process that forces water through a semipermeable membrane to remove dissolved solids, including nitrates. Dissolved ions, like nitrates, are larger than water molecules and unable to pass through the membrane pores. The pressurized water passes through the membrane allowing water molecules to pass while rejecting dissolved ions.

Reverse osmosis and other point of use systems can be effective at reducing nitrates to below the 10 ppm EPA MCL when initial well water nitrates are measured below 25 ppm. Unfortunately, some of the wells tested in the West Glen area have tested with nitrates in the 40 to 60 ppm range. At 40 to 60 ppm, there are no point of use systems that reliably reduce nitrates to below the EPA MCL level of 10 ppm.

(Reference:

<https://www.morrowcountyor.gov/sites/default/files/fileattachments/planning/page/16745/gwp-oregonnitratereductionplan-2024.pdf>)

Although not a viable solution since these point of use systems will not reliably provide safe drinking water, this Feasibility Study did investigate costs for a system that provides some but not complete reduction of nitrates. Each fixture used for drinking, cooking, and bathing would require their own treatment unit or there are some whole house type systems. Reverse osmosis systems are a costly solution ranging from \$10,000 to \$18,000 per installation. To remain effective, the reverse osmosis membrane must be replaced every year, depending on use.

An additional consideration is that many point of use systems are not recommended for households on septic systems, which are used within the West Glen community.

In summary, although point of use systems are generally lower cost than other options, point of use systems are not a viable solution since these systems will not reliably provide safe drinking water (i.e., ensuring nitrates below 10 ppm).

4.3 OPTION 3 – CREATION OF A COMMUNITY WELL SPECIAL DISTRICT

West Glen lies in an unincorporated area of Morrow County, as such, no municipal utilities are provided to the community. Historically, these residents have utilized private wells and on-site septic sewer systems for water and wastewater services. In lieu of being brought into the service area of the City of Boardman, the residents of West Glen could petition the State of Oregon to create a special district for drinking water (i.e., a Community Well System).

Special Districts are a type of local government entity created to provide public water services to communities that are outside of the City boundaries or lack access to a municipal water system. These districts are authorized under Oregon Revised Statutes (ORS) Chapter 264 – Domestic Water Supply Districts. Members of the District Board are elected and voting is only open to the households within their boundaries.

These districts are classified as political subdivisions of the State and are granted legislative powers which can be implemented within their respective boundaries. Some of these powers include:

- Construct and operate drinking water systems.

- Levy taxes and fees.
- Issue bonds for infrastructure.
- Acquire land and water rights.
- Enter contracts for engineering, construction, and operations.

The residents of West Glen would elect the Board that would be responsible for operating the Community Well Special District. In turn, the Board would be in complete control of their water supply, distribution, and rates for water usage. The Board would also require that the residents of West Glen to be responsible for providing the capital funds necessary to construct the infrastructure for a regulated public water supply. These costs include but are not limited to:

- Land acquisition.
- Engineering design and permitting.
- Well construction.
- Groundwater pump(s).
- Storage tank(s).
- Treatment system.
- Booster pump(s).
- Distribution system (Piping).

To fund these capital improvement projects, the District might have to issue a municipal bond and use its authority to levy an ad-valorem tax on the land (property tax) within their boundaries. These funds would be used not only for construction, but would also need to include the costs associated with long-term maintenance and repairs to the system infrastructure.

A cost estimate is included in Appendix B. It is estimated the initial construction and design costs would be \$6.6 million. The water distribution system to serve residential and commercial lots would be similar to the system in Option 4 (water provided by City of Boardman). Since this option has the additional costs of land acquisition, a deep community well, a large above ground water storage tank, pumps, and treatment systems. This option is considerably more expensive than Option 4. As such, this feasibility study recommends Option 4.

4.4 OPTION 4 – EXPAND THE CITY OF BOARDMAN WATER DISTRIBUTION INFRASTRUCTURE

4.4.1 Existing Infrastructure

The City of Boardman utilizes a closed loop water system that consists of supply, treatment, storage, and distribution infrastructure. The supply sources consist of three Horizontal Collector Wells drawing water from a shallow aquifer near the Columbia River. The water is then treated to meet federal and state health standards. System also has three storage reservoirs, including a 300,000-gallon water storage reservoir and a 300,000-gallon clear well (125,000 gallons available for water storage) for water disinfection (chlorine contact time) and approximately 17.5 miles of piping.

4.4.2 Required System Extensions and Improvements

In order to serve the residents of West Glen, this Feasibility Study included reviewing the current layout and capacity of Boardman's water system and preparing a preliminary distribution layout design (Figure 1) for the West Glen infrastructure.

Discussions with the City of Boardman Public Works Department, as well as reviewing the recent water quality reports and capital improvement plan, it was determined that sufficient capacity is available within their system at present and that no expansion to their production and storage capabilities would be needed in the immediate future.

4.4.3 Engineering Considerations

The Boardman public works director indicated that the preferred connection point be within the new residential development, River Ridge Estates, approximately 0.75 miles northwest of the West Glen community. In addition to the infrastructure to serve West Glen, Morrow County asked that another route be evaluated also provide water service to households west of West Glen along Paul Smith Road, south of Kunze Road.

A preliminary design of the water system was prepared and can be seen in Appendix A, as well as Figure 1 below.



Figure 1: Preliminary Water Distribution System Layout

The estimated cost to construct the system shown above is \$2.7 million for West Glen and Summit Lane, including design and construction and 2 years of inflation. The total including Paul Smith is \$3.5 million. An itemized preliminary cost estimate can be found in Appendix B.

5.0 ECONOMIC AND FINANCIAL FEASIBILITY

Funding for this study and the subsequently chosen solution are anticipated to be funded through state and federal grants, as well as environmental violation penalty fees and other sources related to prior legal settlements for remediation efforts.

Any solution implemented would have to be done so the benefit improves the community as a whole with even equity.

6.0 CONCLUSION AND RECOMMENDATION

The evaluation of reliable safe potable water solutions for West Glen demonstrates that extending service from the City of Boardman is the most viable, cost effective, long-term option. While household reverse osmosis/point of use systems and the formation of a special Community Well utility district were assessed, both carry significant drawbacks. In-home systems cannot reliably provide safe drinking water and present maintenance and reliability concerns. A new special Community Well utility district would have initial costs greater than the City of Boardman and require on-going administrative costs.

The City of Boardman's existing infrastructure, regulatory compliance framework, and treatment capabilities make it the most reliable and cost-effective provider. Though the initial investment is substantial, it is offset by reduced long-term risk, improved water quality, and alignment with public health objectives. This report recommends initiating the preliminary engineering, funding applications, and stakeholder engagement necessary to move this solution forward.

Appendix A

Preliminary Water Distribution System Layout



Appendix B

Cost Estimate Opinion for City of Boardman Water System

SECTION 1 - WATER DISTRIBUTION SYSTEM

West Glen and Summit Lane

ITEM No.	DESCRIPTION	UNIT	ESTIM. QTY.	UNIT PRICE	TOTAL
	Polyvinyl chloride pipe, AWWA C-900, DR-18, Class 150 waterline, including fittings, thrust blocking and appurtenances with bedding and backfill. all depths. including trench safety. complete in place				
1.	6-inch diameter	L.F.	1,387	\$ 40	\$ 55,480
2.	8-inch diameter	L.F.	9,185	\$ 60	\$ 551,100
3.	10-inch diameter	L.F.	2,270	\$ 85	\$ 192,950
	Total water main length per Meier drawings)		12,842		
	Jack & Bore installation, complete in place				
4.	8-inch diameter	L.F.	90	\$ 500	\$ 45,000
5.	10-inch diameter	L.F.	50	\$ 600	\$ 30,000
	Residential service lead, complete in place				
6.	Near side single lead	EA.	34	\$ 3,000	\$ 102,000
7.	Far side single lead	EA.	35	\$ 6,000	\$ 210,000
	Total residential leads	EA.	69		
	Resilient Seated Gate Valve with Box, complete in place				
8.	6-inch diameter	EA.	5	\$ 1,200	\$ 6,000
9.	8-inch diameter	EA.	12	\$ 1,800	\$ 21,600
10.	10-inch diameter	EA.	4	\$ 2,500	\$ 10,000
11.	Fire hydrants (16,161 feet of main line / 400 ft max spacing)	EA.	26	\$ 5,000	\$ 130,000
12.	Installation of residential meter assembly with box, complete in place	EA.	69	\$ 750	\$ 51,750
13.	Backflow preventer, 1"	EA.	69	\$ 500	\$ 34,500
14.	Curb Stop, 1", copper	EA.	69	\$ 275	\$ 18,975
15.	Air release assembly (assume 3 inch, flanged)	EA.	3	\$ 8,000	\$ 24,000
16.	Wet connection to existing waterline, complete in place	EA.	1	\$ 15,000	\$ 15,000
17.	Easement acquisition	EA.	4	\$ 2,500	\$ 10,000
18.	Removal and restoration of landscaping from easement to home connection point	EA.	69	\$ 300	\$ 20,700
19.	Trench / traffic plates (at intersections, driveways, and 'far side leads' to allow local traffic. Assume max 1 street under construction at one time)	LS	1	\$ 20,000	\$ 20,000
20.	Traffic control devices (wood barricades with reflective surfaces and flashing lights.)	LS	1	\$ 10,000	\$ 10,000
21.	Project Management, Field Personnel, 1 Supt, 1 Junior Engineer (RS Means 0131 1320 0260, 0131 1320 0100)	Weeks	18	\$ 6,074	\$ 109,332
22.	Canal Crossing	EA	1	\$ 50,000	\$ 50,000
CONSTRUCTION SUBTOTAL: WATER DISTRIBUTION SYSTEM					\$ 1,718,387

COST OPINION SUMMARY

Water Distribution System Construction - West Glen & Summit Lane		\$ 1,718,387
Engineering	15%	\$ 257,758
Performance Bond (RS Means 0131 1390 0xxx)	1.5%	\$ 25,776
Builder's Risk Insurance (RS Means 0131 1330 0xxx)	0.6%	\$ 10,310
Contingencies at Conceptual Stage	20%	\$ 343,677
COST OPINION TOTAL		\$ 2,355,909
Consider 7% inflation for 2 Years = 14.49% increase		\$ 341,371
COST OPINION TOTAL With 2 Years' Inflation		\$ 2,697,280

This is a Rough-Order-of-Magnitude (ROM) opinion of probable construction cost.

- Notes:
1. No hydraulic modeling has been done for this estimate, so pipe sizes are estimated based on similar systems.
 2. The utility may want to upsize the main line to add capacity for future water extensions beyond West Glen.
 3. Excavation thru rock is more expensive and has not been included.
 4. Likewise, dewatering of excavations was not anticipated or included.
 5. Estimate includes one meter and service line to one house/building per lot.
 6. No meters or service lines were estimated to empty lots.
 7. Utility may want additional looping
 8. Estimate is based on the prime Construction Contractor performing all the work.
 9. Contingency of 20% is consistent with RS Means for a Conceptual Design (ref RS Means 0121 1600 0020).

SECTION 1 - WATER DISTRIBUTION SYSTEM

Paul Smith

ITEM No.	DESCRIPTION	UNIT	ESTIM. QTY.	UNIT PRICE	TOTAL
	Polyvinyl chloride pipe, AWWA C-900, DR-18, Class 150 waterline, including fittings, thrust blocking and appurtenances with bedding and backfill. all depths. including trench safety. complete in place				
1.	6-inch diameter	L.F.	0	\$ 40	\$ 0
2.	8-inch diameter	L.F.	0	\$ 60	\$ 0
3.	10-inch diameter	L.F.	3,622	\$ 85	\$ 307,870
	Total water main length per Meier drawings)		3,622		
	Jack & Bore installation, complete in place				
4.	8-inch diameter	L.F.		\$ 500	\$ 0
5.	10-inch diameter	L.F.		\$ 600	\$ 0
	Residential service lead, complete in place				
6.	Near side single lead	EA.	15	\$ 3,000	\$ 45,000
7.	Far side single lead	EA.	6	\$ 6,000	\$ 36,000
	Total residential leads	EA.	21		
	Resilient Seated Gate Valve with Box, complete in place				
8.	6-inch diameter	EA.	0	\$ 1,200	\$ 0
9.	8-inch diameter	EA.	0	\$ 1,800	\$ 0
10.	10-inch diameter	EA.	6	\$ 2,500	\$ 15,000
11.	Fire hydrants (16,161 feet of main line / 400 ft max spacing)	EA.	10	\$ 5,000	\$ 50,000
12.	Installation of residential meter assembly with box, complete in place	EA.	21	\$ 750	\$ 15,750
13.	Backflow preventer, 1"	EA.	21	\$ 500	\$ 10,500
14.	Curb Stop, 1", copper	EA.	21	\$ 275	\$ 5,775
15.	Air release assembly (assume 3 inch, flanged)	EA.	2	\$ 8,000	\$ 16,000
16.	Wet connection to existing waterline, complete in place	EA.	0	\$ 15,000	\$ 0
17.	Easement acquisition	EA.	1	\$ 2,500	\$ 2,500
18.	Removal and restoration of landscaping from easement to home connection point	EA.	21	\$ 300	\$ 6,300
19.	Trench / traffic plates (at intersections, driveways, and 'far side leads' to allow local traffic. Assume max 1 street under construction at one time)	LS	0	\$ 20,000	\$ 0
20.	Traffic control devices (wood barricades with reflective surfaces and flashing lights.)	LS	0	\$ 10,000	\$ 0
21.	Project Management, Field Personnel, 1 Supt, 1 Junior Engineer (RS Means 0131 1320 0260, 0131 1320 0100)	Weeks	0	\$ 6,074	\$ 0
22.	Canal Crossing	EA	0	\$ 50,000	\$ 0
CONSTRUCTION SUBTOTAL: WATER DISTRIBUTION SYSTEM					\$ 510,695

COST OPINION SUMMARY

Water Distribution System Construction - Paul Smith		\$ 510,695
Engineering	15%	\$ 76,604
Performance Bond (RS Means 0131 1390 0xxx)	1.5%	\$ 7,660
Builder's Risk Insurance (RS Means 0131 1330 0xxx)	0.6%	\$ 3,064
Contingencies at Conceptual Stage (RS Means 0121 1600 0020)	20%	\$ 102,139
COST OPINION TOTAL		\$ 700,163
Consider 7% inflation for 2 Years = 14.49% increase		\$ 101,454
COST OPINION TOTAL With 2 Years' Inflation		\$ 801,616
Water Distribution System Construction - West Glen, Summit Lane		\$ 2,697,280
Water Distribution System Construction - West Glen, Summit Lane & Paul Smith		
COST OPINION TOTAL With 2 Years' Inflation		\$ 3,498,896

This is a Rough-Order-of-Magnitude (ROM) opinion of probable construction cost.

Notes: 1. For water distribution system estimate notes, see West Glen & Summit Lane.

Appendix C

Cost Estimate Opinion for a Community Well Special District

SECTION 1 - Private Community Well

ITEM No.	DESCRIPTION	UNIT	ESTIM. QTY.	UNIT PRICE	TOTAL
1.	Assumptions: Single 10" diameter well to 700 ft deep.	L.F.	700	\$ 60.00	\$ 42,000
	Adjusted Unit Price from RS Means, "Public water supply wells, wells domestic water, drilled, 8" diameter, normal soil"	L.F.		\$ 48.12	\$ 0
					\$ 0
2.	Pump, general utility, centrifugal, end suction, horizontal base mounted, vertical split case, rated @ 100' head, single stage, 1,500 GPM, 60 H.P., 6" discharge, includes drip proof motor	Ea.	2	\$ 42,350.60	\$ 84,701
	Motor Controls (lead/lag, etc.) for well pumps, incl. engineering and installation	Ea.	1	\$ 20,000.00	\$ 20,000
					\$ 0
3.	Water Storage Tank (nominal 1 million gallons, steel, assume site-built as too big to fab and transport.)	Ea.	1	\$ 1,447,884.00	\$ 1,447,884
	Tank foundation, concrete, 12 inch, excludes forms and reinforcement	S.F.	5600	\$ 13.66	\$ 76,496
	Tank foundation, concrete, 2' x 2' thickened edge	L.F.	230	\$ 111.29	\$ 25,597
	Slab edge formwork	SFCA	230	\$ 7.67	\$ 1,764
	Slab reinforcement. Assume #5 each way at 12" on center, top and bottom mats	Ton	16.8	\$ 3,918.00	\$ 65,822
	Concrete, ready-mix, air entrainment admixture and plasticizer	C.Y.	230.0	\$ 5.00	\$ 1,150
	Concrete finishing	S.F.	0	\$ 1.42	\$ 0
	Hydropneumatic (expansion) tank (Assume 5,000 gallon)	Ea.	1	\$ 20,000.00	\$ 20,000
	Structural concrete, in place, equipment pad (3000 psi), 10' x 10' x 12", includes forms(4 uses), Grade 60 rebar, concrete (Portland cement Type I), placing and finishing	Ea.	1	\$ 2,496.24	\$ 2,496
					\$ 0
4.	Distribution pumps, 1500 gpm, 60 HP	Ea.	2	\$ 42,350.60	\$ 84,701
	Motor Controls (lead/lag, etc.) for distribution pumps, incl. engineering and installation	Ea.	1	\$ 20,000.00	\$ 20,000
	Underground service installation, includes excavation, backfill, and compaction, 100' length, 4' depth, 3 phase, 4 wire, 277/480 volts, 600 A w/switchboard	Ea.	1	\$ 31,171.00	\$ 31,171
	Transformers, 4,800 volts to 480/277 volts, 225 kVA	Ea.	1	\$ 41,198.31	\$ 41,198
	Transformer handling	Ea.	1	\$ 1,655.85	\$ 1,656
	Utility Vault	Ea.	1	\$ 5,961.13	\$ 5,961
	MCC (not needed with VFDs)				\$ 0
	Variable frequency drives, enclosed, 460 volt, 60 HP motor size, NEMA 1	Ea.	4	\$ 16,580.98	\$ 66,324
					\$ 0
5.	Jockey pump, diesel, for backup and fire protection	Ea.	2	\$ 124,006.00	\$ 248,012
	Vibration isolators,	Ea.	2	\$ 302.26	\$ 605
	Pre-engineered metal building, 20' x 48', 14 ft eave height, (to house 2 distribution pumps, 5000 gallon hydropneumatic tank, 2 diesel jockey pumps, 480V switchgear, excludes foundation and floor)	SF Flr.	960	\$ 55.00	\$ 52,800

Potable Water to the Community of West Glen, OR

September

Section 4, Item A.

R30 insulation (walls and roof), vinyl faced	S.F.	2864	\$ 5.20	\$ 14,893
3070 Door Framing	Opng.	1	\$ 657.34	\$ 657
3070 door	Opng.	1	\$ 1,791.60	\$ 1,792
10' x 10' rollup door	Ea.	1	\$ 2,767.48	\$ 2,767
Weatherstripping package, jambs	L.F.	30	\$ 2.92	\$ 88
Weatherstripping package, sill	L.F.	10	\$ 19.58	\$ 196
Electric Unit heaters	Ea.	2	\$ 1,506.57	\$ 3,013
Foundation and floor slab	Ea.	1	\$ 11,000.00	\$ 11,000
Project Management, Field Personnel, 1 Supt, 1 Junior Engineer (RS Means 0131 1320 0260, 0131 1320 0100)	Weeks	26	\$ 6,074	\$ 157,924
Inspections: Soil (1 test per 500 lf trench) (RS Means	Ea.	4	\$ 600	\$ 2,400
Final Cleanup & Restoration	L.S.	1	\$ 5,000	\$ 5,000
Alternate: Private Community Well				\$ 2,540,068
Engineering	20%			\$ 508,014
Performance Bond (RS Means 0131 1390 0xxx)	1.5%			\$ 38,101
Builder's Risk Insurance (RS Means 0131 1330 0xxx)	0.6%			\$ 15,240
Contingencies at Conceptual Stage	20%			\$ 508,014
Distribution System (West Glen and Summit Lane) See separate cost estimate. Use 90% since slight less piping.	90%		\$ 2,355,909	\$ 2,120,318

COST OPINION TOTAL**\$ 5,729,755**

Consider 7% inflation for 2 Years = 14.49% increase \$ 830,241

COST OPINION TOTAL With 2 Years' Inflation**\$ 6,559,996**

This is a Rough-Order-of-Magnitude (ROM) opinion of probable construction cost.

- Notes:
1. For water distribution system estimate notes, see Appendix B.
 2. Land acquisition costs have not been included.
 3. Costs to set up the Board have not been included.
 4. Since no design has been completed, cost and size of tanks, wells, pumps, filtration system, etc. are very rough and subject to change.
 5. Contingency of 20% is consistent with RS Means for a Conceptual Design (ref RS Means 0121 1600 0020).
 6. Although estimate is a rough order of magnitude, since the Community Well must include at least 90% of the water distribution system from Appendix B, the Community Well option will be millions more than the extension of the City of Boardman

West Glen Water System Expansion City Council Presentation

Mike Lees, P.E.



Meier Feasibility Study Review

Section 4, Item A.

Feasibility Study Report to Provide Potable Water to the Community of West Glen, OR

Prepared for:
Morrow County, Oregon

Prepared by:



Paul M. Giever, P.E., S.E.

Meier Water Distribution System Expansion

Section 4, Item A.



Meier Project Cost Opinion

COST OPINION SUMMARY

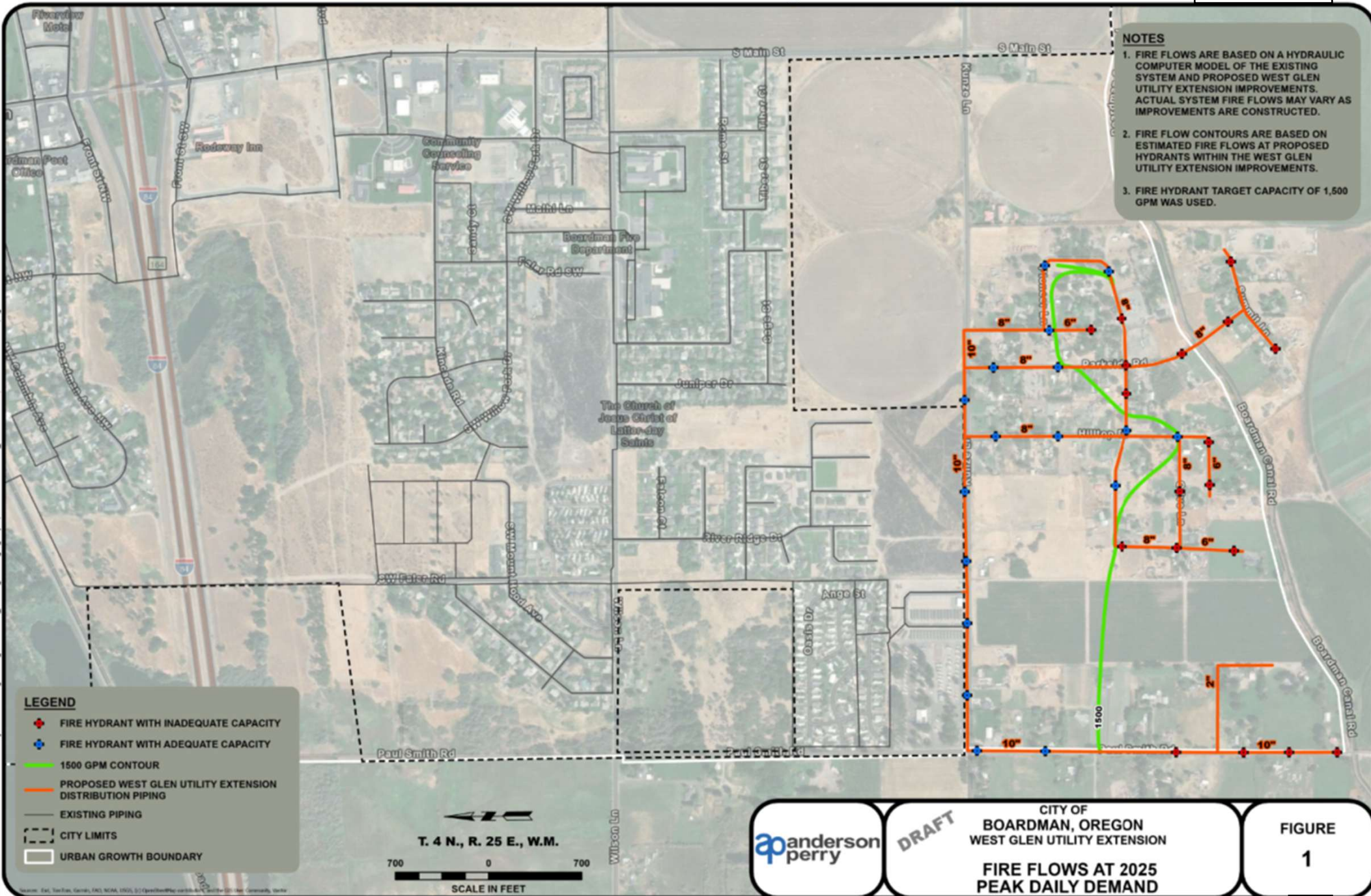
Water Distribution System Construction - West Glen & Summit Lane		\$ 1,718,387
Engineering	15%	\$ 257,758
Performance Bond (RS Means 0131 1390 0xxx)	1.5%	\$ 25,776
Builder's Risk Insurance (RS Means 0131 1330 0xxx)	0.6%	\$ 10,310
Contingencies at Conceptual Stage	20%	\$ 343,677
COST OPINION TOTAL		\$ 2,355,909
Consider 7% inflation for 2 Years = 14.49% increase		\$ 341,371
COST OPINION TOTAL With 2 Years' Inflation		\$ 2,697,280

This is a Rough-Order-of-Magnitude (ROM) opinion of probable construction cost.

- Notes:
1. No hydraulic modeling has been done for this estimate, so pipe sizes are estimated based on similar systems.
 2. The utility may want to upsize the main line to add capacity for future water extensions beyond West Glen.
 3. Excavation thru rock is more expensive and has not been included.
 4. Likewise, dewatering of excavations was not anticipated or included.
 5. Estimate includes one meter and service line to one house/building per lot.
 6. No meters or service lines were estimated to empty lots.
 7. Utility may want additional looping
 8. Estimate is based on the prime Construction Contractor performing all the work.
 9. Contingency of 20% is consistent with RS Means for a Conceptual Design (ref RS Means 0121 1600 0020).

Meier Water Distribution System Expansion

Section 4, Item A.



Meier Water Distribution System Expansion – Water Model Results

City of Boardman, Oregon
West Glen Utility Extension
Fire Flows at 2025 Peak Daily Demand

Section 4, Item A.

Hydrant Model ID	Capacity Assessment	Hydrant Design Flow (gpm)
J174	PASS	1,628.59
J176	PASS	1,548.28
J178	FAIL	1,421.95
J182	FAIL	1,368.69
J184	FAIL	1,304.73
J186	FAIL	1,336.28
J188	FAIL	1,088.96
J190	FAIL	1,446.65
J192	FAIL	1,472.04
J194	FAIL	1,026.24
J196	FAIL	1,239.49
J198	PASS	1,511.84
J200	FAIL	1,486.14
J202	PASS	1,511.84
J204	PASS	1,508.22
J206	FAIL	1,486.38
J208	FAIL	1,469.05
J210	FAIL	1,300.52
J212	FAIL	1,183.58
J214	FAIL	1,075.30
J216	FAIL	1,148.47
J218	FAIL	1,489.90
J220	PASS	1,505.84
J222	PASS	1,525.84
J224	PASS	1,541.98
J226	FAIL	1,227.21
J228	PASS	1,510.59
J230	PASS	1,547.84
J232	PASS	1,593.21
J234	PASS	1,550.38
J236	PASS	1,712.53
J238	PASS	1,814.67
J240	PASS	1,814.67
J242	PASS	1,738.49
J244	PASS	1,585.65

gpm = gallons per minute

Notes:

1. Fire hydrant design flow demand is 1,500 gpm. A hydrant design flow greater than 1,500 gpm results in a passing capacity assessment.
2. The hydrant design flow rate shown for each hydrant is the maximum flow rate capable while maintaining an entire water system residual pressure above 20 pounds per square inch, as required per Oregon Health Authority - Drinking Water Services regulations and the Oregon Fire Code.
3. Individual fire hydrants typically provide flows in the range of 800 to 1,200 gpm from a small port, and approximately 2,000 gpm from a larger "pumper" port. Hydrant design flow rates exceeding 2,000 gpm are generally accomplished by utilizing multiple nearby fire hydrants to meet the increased fire demand. The hydrant design flows shown exceeding 2,000 gpm are more representative of the available flows in the distribution system main lines at that specific fire hydrant location, rather than the flow rate the fire hydrant is actually capable of.



CITY OF
BOARDMAN, OREGON
WEST GLEN UTILITY EXTENSION
FIRE FLOWS AT 2025 PEAK DAILY DEMAND

FIGURE
1

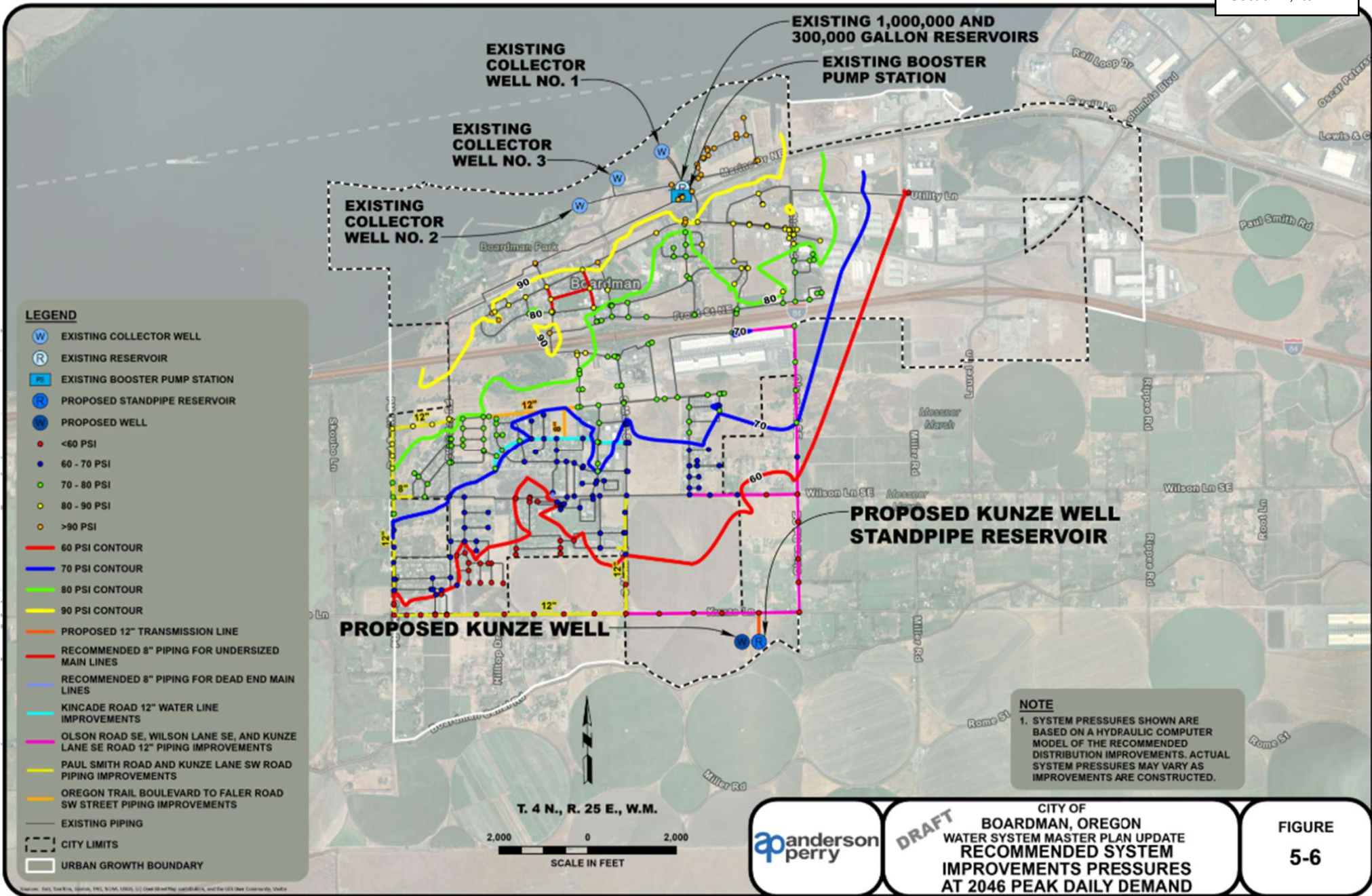
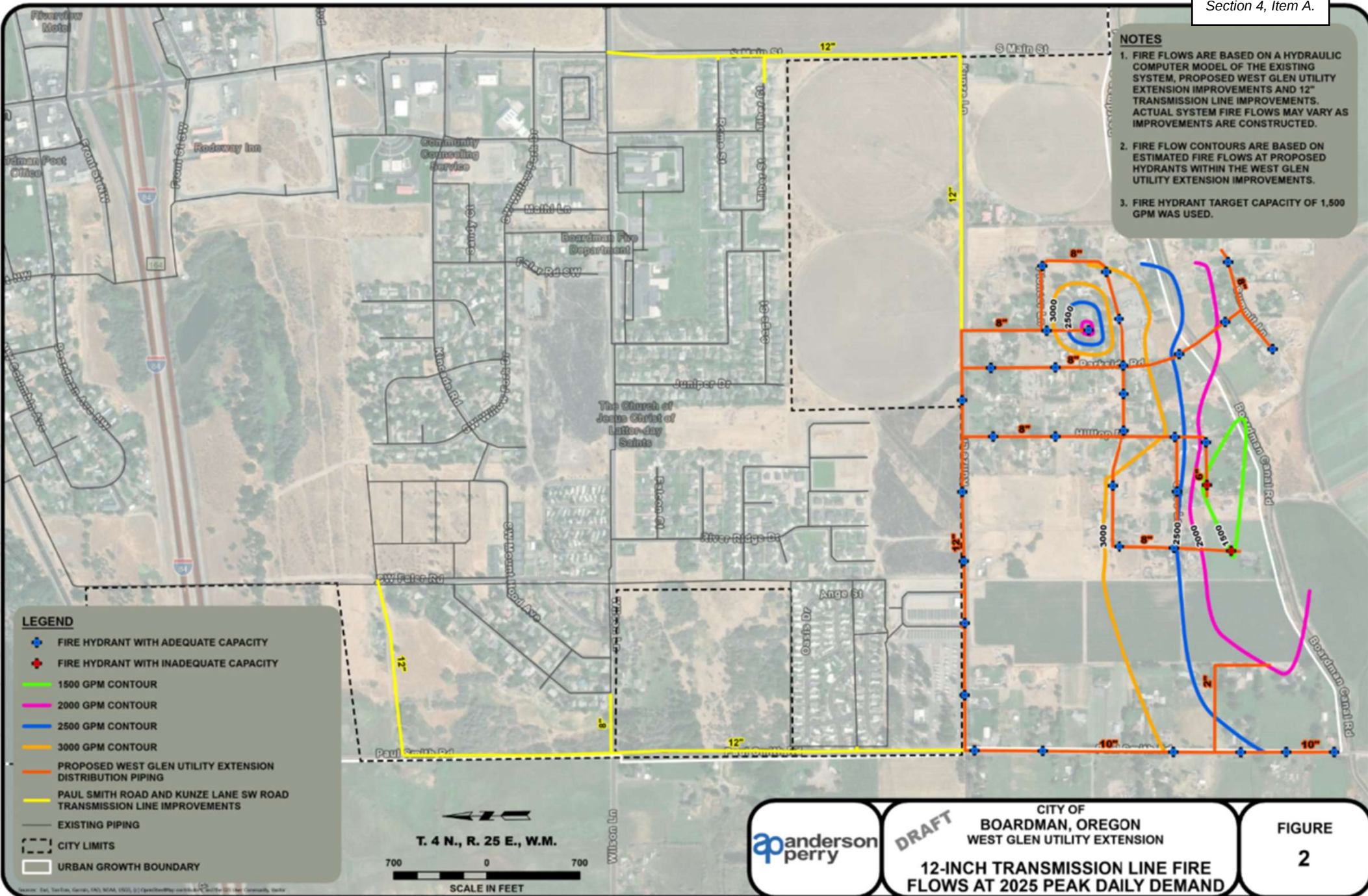


Figure 5-6 Recommended System Improvements Pressures at 2046 PDD



Meier Water Distribution System Expansion – Water Model Results with 12-inch connecting on Faler Road and looping around to S. Main Street

City of Boardman, Oregon
West Glen Utility Extension

12-inch Transmission Line Fire Flows at 2025 Peak Daily Demand

Hydrant Model ID	Capacity Assessment	Hydrant Design Flow (gpm)
J174	PASS	5,663.27
J176	PASS	4,061.54
J178	PASS	2,892.98
J182	PASS	2,580.39
J184	PASS	2,275.78
J186	PASS	2,417.91
J188	FAIL	1,474.17
J190	PASS	2,559.31
J192	PASS	2,637.85
J194	FAIL	1,340.20
J196	PASS	1,809.33
J198	PASS	2,883.62
J200	PASS	2,674.25
J202	PASS	2,893.31
J204	PASS	3,468.16
J206	PASS	3,611.13
J208	PASS	3,452.57
J210	PASS	2,352.06
J212	PASS	1,901.43
J214	PASS	1,584.79
J216	PASS	1,698.22
J218	PASS	3,474.47
J220	PASS	3,323.75
J222	PASS	3,432.78
J224	PASS	3,164.87
J226	PASS	1,771.88
J228	PASS	3,734.39
J230	PASS	4,618.56
J232	PASS	4,597.60
J234	PASS	3,630.88
J236	PASS	6,330.61
J238	PASS	6,324.50
J240	PASS	5,960.24
J242	PASS	5,561.72
J244	PASS	5,235.95

Section 4, Item A.

gpm = gallons per minute

Notes:

1. Fire hydrant design flow demand is 1,500 gpm. A hydrant design flow greater than 1,500 gpm results in a passing capacity assessment.
2. The hydrant design flow rate shown for each hydrant is the maximum flow rate capable while maintaining an entire water system residual pressure above 20 pounds per square inch, as required per Oregon Health Authority - Drinking Water Services regulations and the Oregon Fire Code.
3. Individual fire hydrants typically provide flows in the range of 800 to 1,200 gpm from a small port, and approximately 2,000 gpm from a larger "pumper" port. Hydrant design flow rates exceeding 2,000 gpm are generally accomplished by utilizing multiple nearby fire hydrants to meet the increased fire demand. The hydrant design flows shown exceeding 2,000 gpm are more representative of the available flows in the distribution system main lines at that specific fire hydrant location, rather than the flow rate the fire hydrant is actually capable of.



CITY OF
BOARDMAN, OREGON
WEST GLEN UTILITY EXTENSION
12-INCH TRANSMISSION LINE FIRE FLOWS
AT 2025 PEAK DAILY DEMAND

FIGURE
2

CITY OF BOARDMAN, OREGON
SW BOARDMAN UTILITY IMPROVEMENTS
WATER DISTRIBUTION PRELIMINARY COST ESTIMATE
(YEAR 2026 COSTS)
5/13/2026

NO.	DESCRIPTION	UNIT	UNIT PRICE	ESTIMATED QUANTITY	TOTAL PRICE
1	Mobilization/Demobilization	LS	\$ 122,100	All Req'd	\$ 122,100
2	Temporary Protection and Direction of Traffic/Project Safety	LS	85,000	All Req'd	85,000
3	12-inch Water Line	LF	80	13,600	1,088,000
4	8-inch Water Line	LF	60	600	36,000
5	12-inch Butterfly Valve	EA	3,500	15	52,500
6	8-inch Gate Valve	EA	2,800	8	22,400
7	Air-release Valve and Vault	EA	15,000	7	105,000
8	Connection to Existing Water Line	EA	6,500	6	39,000
9	Fire Hydrant and Auxiliary Valve	EA	10,000	27	270,000
10	Surface Restoration	LS	80,000	All Req'd	80,000
11	ACP Restoration	SY	150	4,600	690,000
Total Estimated Construction Cost					\$ 2,590,000
Construction Contingencies (20%)					518,000
Design and Construction Engineering (20%)					518,000
Permitting (2%)					52,000
TOTAL ESTIMATED PROJECT COST (2026)					\$ 3,678,000
5% Inflation to the Time of Construction (Assumed Construction 2027)					184,000
TOTAL ESTIMATED PROJECT COST (2027)					\$ 3,862,000

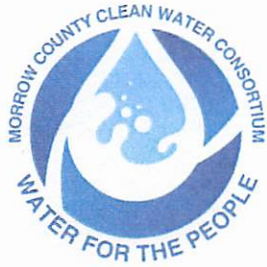
Comments and/or Questions

Mike Lees, P.E.

mlees@andersonperry.com

(541) 963-8309





MORROW COUNTY CLEAN WATER CONSORTIUM

West Glen Water System Governance Options Boardman City Council Workshop May 13, 2026

Summary

Feature	Option 1: City Extension	Option 2: County System	Option 3: Service Contract
Ownership	The City owns and operates the entire system.	The County owns and operates the entire system.	The County owns the "pipes"; the City operates the system.
Management	Uses existing City billing/oversight.	The County must build a new billing/oversight system.	Uses existing City billing/oversight.
Efficiency	Highly efficient; seamless integration.	Most expensive and least efficient.	Most holistic use of public funds.
Key Benefit	Direct City control of about 100 new ratepayers.	Limited City responsibility beyond selling water.	Leverages City expertise; includes possible legacy funds.



CITY COUNCIL WORKSHOP

June 02, 2026 at 6:00 PM

Boardman City Hall Council Chambers

AGENDA

1. CALL TO ORDER
2. FLAG SALUTE
3. ROLL CALL/EXCUSED ABSENCES
4. REPORTS, CORRESPONDENCE, AND DISCUSSION
 - A. Wastewater Facility Plan - Mike Lees, Anderson Perry
 - B. Collection System Studies - Mike Lees, Anderson Perry
5. 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.

Wastewater Facilities Plan & Collection System Study City Council Presentation

Mike Lees, P.E.



System Overview

Section 4, Item A.

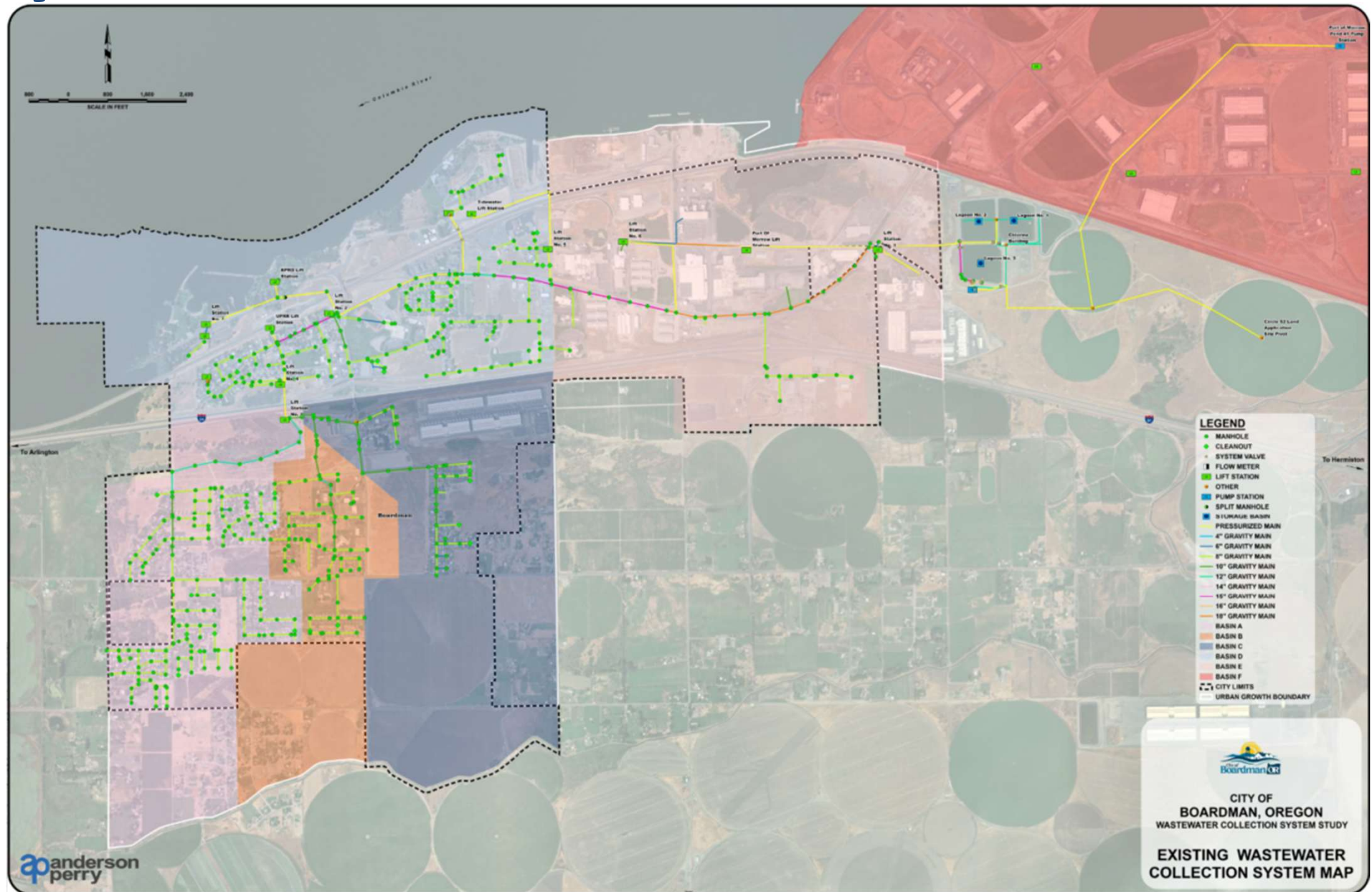


Figure 2-1 Existing Wastewater System

DESIGN CRITERIA

Section 4, Item A.

	Existing 2025	Future 2046
Population ¹	5,820	7,633
AAF, MGD ²	0.391	0.511
Per Capita Flow, gpcd	67	67
I/I ³ , MGD	0.145	0.145
AWWF, MGD ⁴	0.432	0.553
Per Capita Flow, gpcd	75	72
Base Wastewater Flow, MGD ⁵	0.246	0.366
Per Capita Flow, gpcd	48	48
Maximum Daily Flow, MGD ⁶	0.625	0.745
Per Capita Flow, gpcd	109	98
Peak Hourly Flow, MGD ⁷	1.245	1.570
Per Capita Flow, gpcd	214	214
Average Influent BOD ₅ , mg/L	273	274
lbs/day ⁸	891	1168
lbs/capita/day	0.15	0.15
Average Influent TSS, mg/L	324	325
lbs/day ⁸	1056	1385
lbs/capita/day	0.18	0.18

Figure 2-4 Design Criteria

TV Inspection Summary

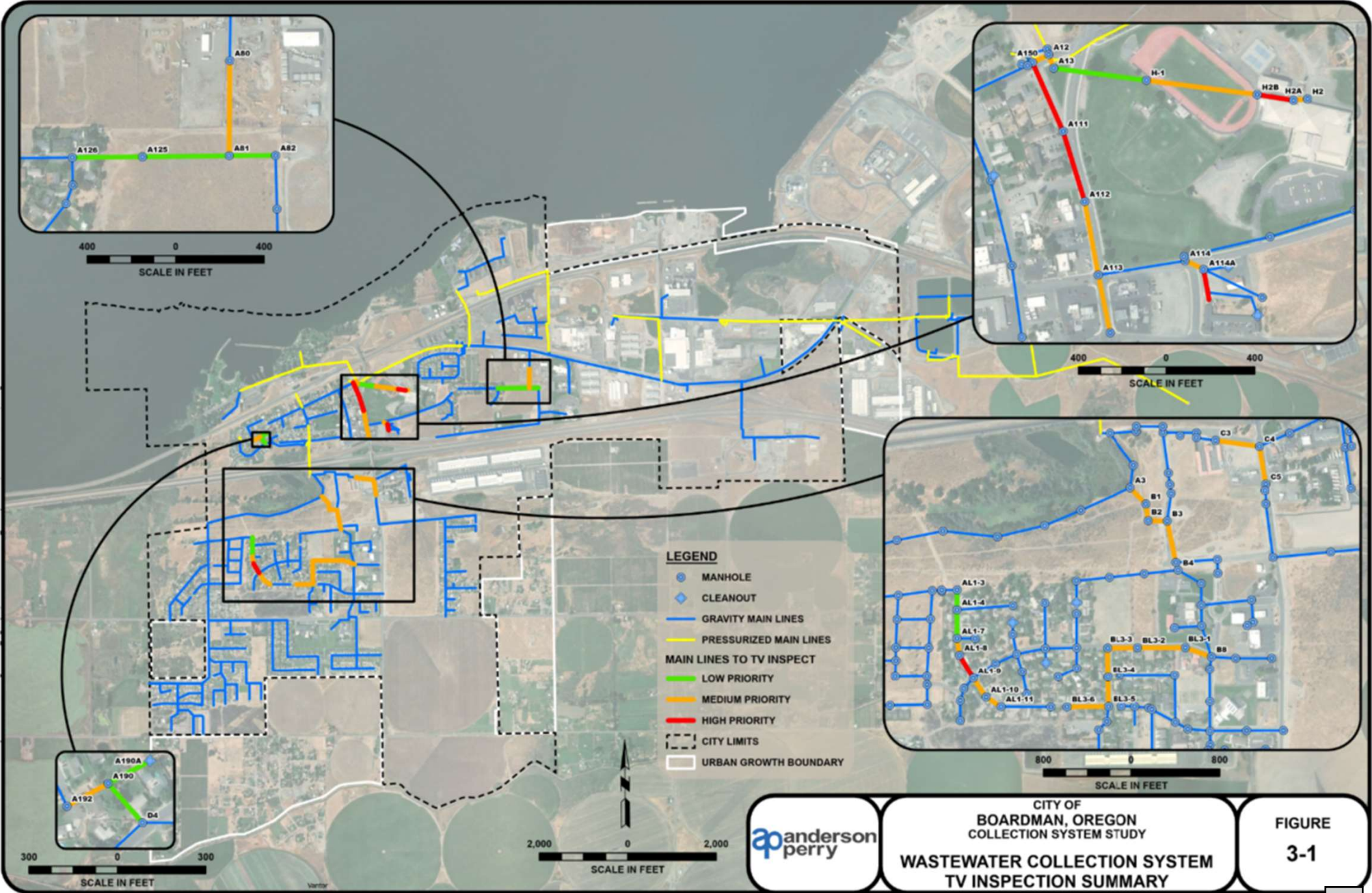
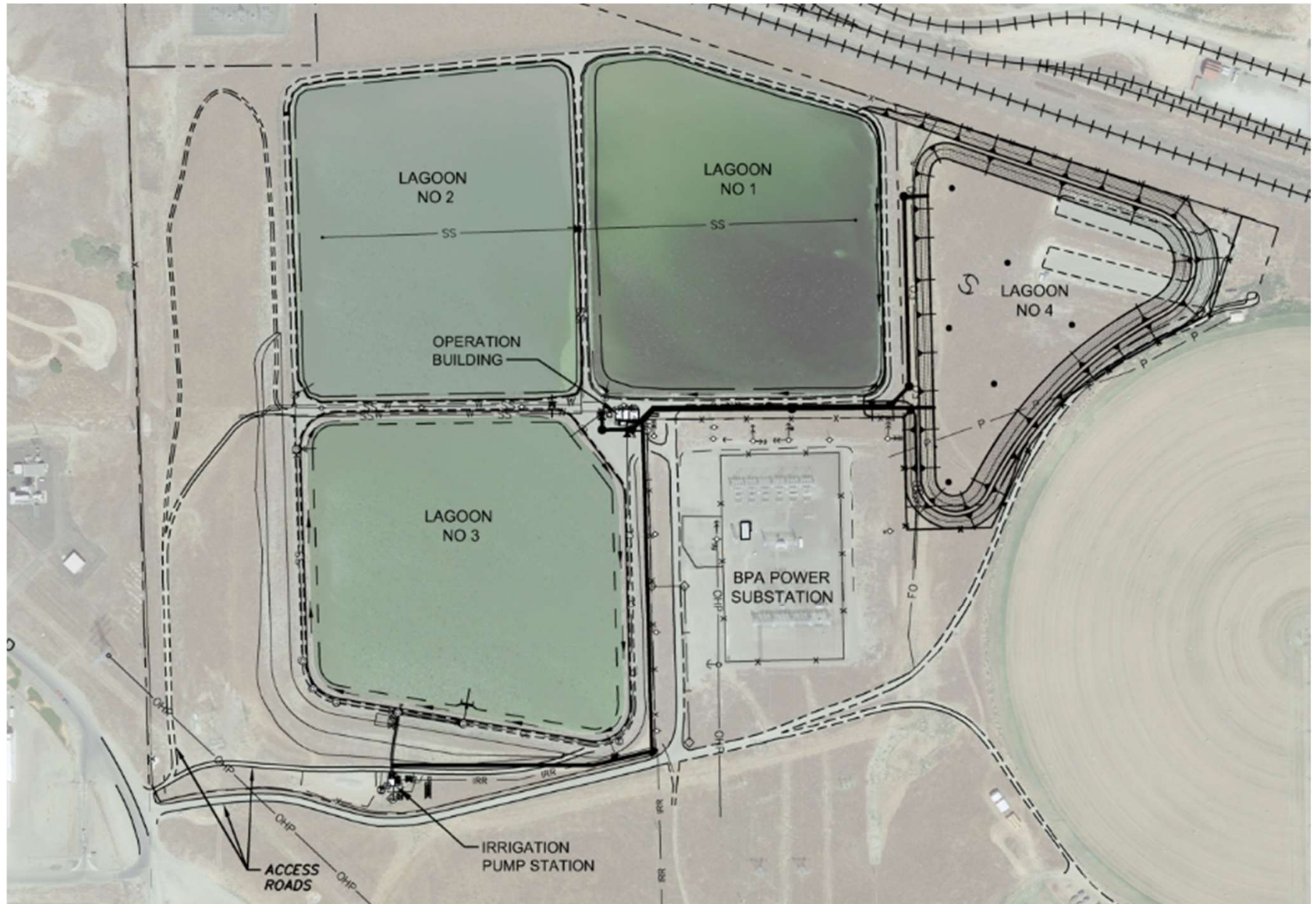


Figure 3-1 TV Inspection Summary

WWTF Improvement Options

Section 4, Item A.



Growth Driven Improvements

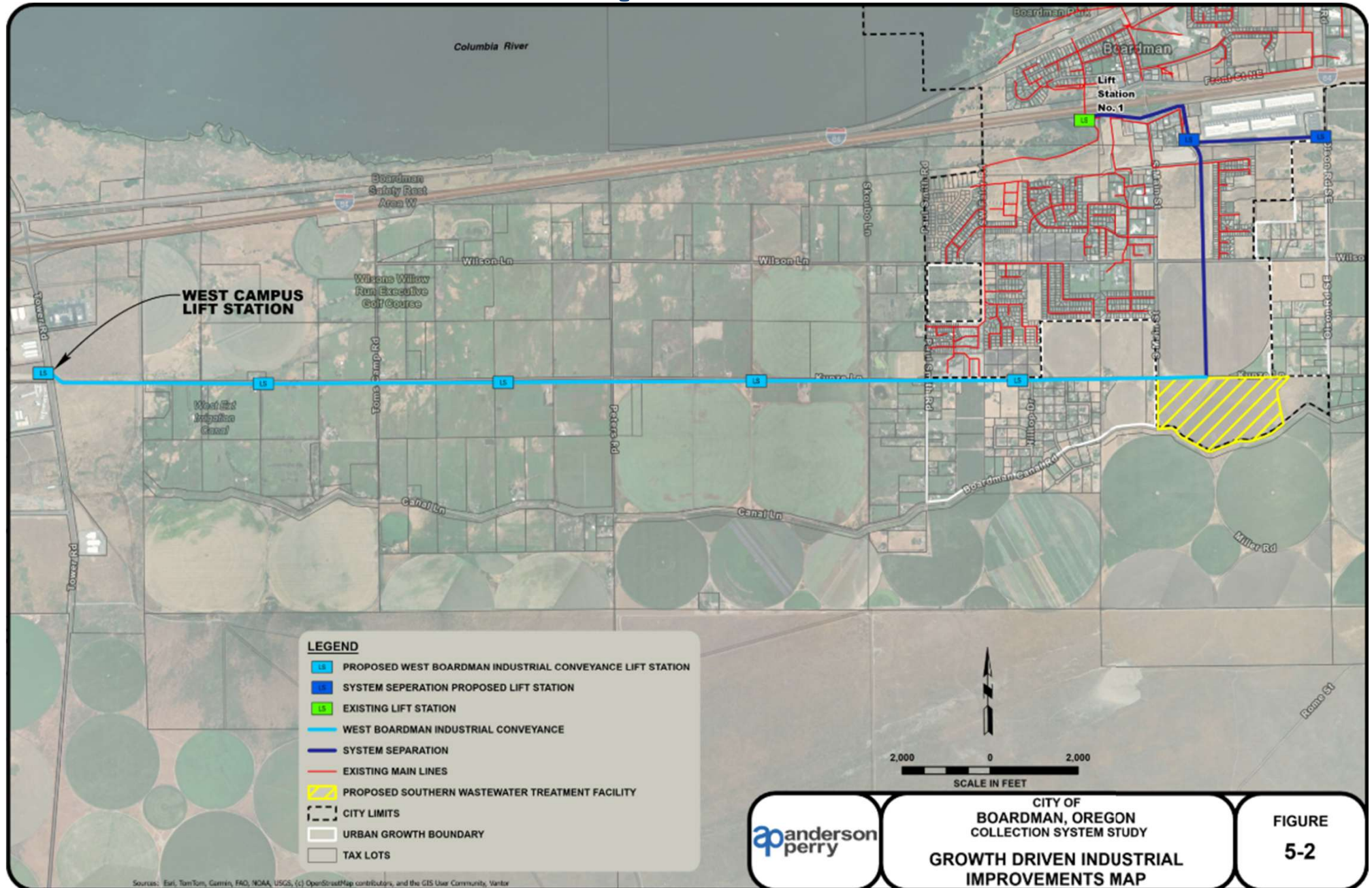


Figure 5-2 Growth Driven Industrial Improvements Map

Comments and/or Questions

Mike Lees, P.E.

mlees@andersonperry.com

(541) 963-8309

