

**PRELIMINARY FINDINGS OF FACT  
PLANNING COMMISSION  
AMENDMENT**

**REQUEST:** To adopt a Transportation System Plan (TSP) replacing the 2001 TSP.

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

- I. GENERAL INFORMATION:** The current Boardman Transportation System Plan, originally adopted in 1998 and updated in 2001, lacks consistency with the Transportation Planning Rule and other guidance and regulatory requirements. The City of Boardman applied for and received a Transportation Growth Management grant which is funding this project with the City providing match in both cash and in-kind participation. To kick this project off the City Council appointed a Public Advisory Committee (PAC) that consisted of transportation experts and local citizens to provide input and guidance to the TSP. Over the course of the past year three PAC meetings have been held, an Open House was held in January 2025, and two joint workshops were held with the City Council and Planning Commission. Formal outreach concluded in August with a joint City of Boardman and Morrow County workshop that included both jurisdictions elected officials and Planning Commissions. Formal notice to the Department of Land Conservation and Development (DLCD) occurred on September 10.

The City of Boardman is working on a large Strategic Planning project 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 TSP, a Parks Master Plan (PMP), 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.

Both the TSP and the PMP discuss pedestrian and bicyclist needs suggesting projects over their respective planning horizons. While coordination was accomplished the intent of the planning projects are different and not all projects are identified in both Plans. City staff are also aware that some residents may not fully understand the variety of projects that are underway and how they may and more importantly may not interact with each other. As an example, a TSP does not have a role in a potential Urban Growth Boundary expansion, however a UGB expansion would likely require a Traffic Impact Analysis. Likewise, the adoption of the PMP, except for the intersection of pedestrian and bicyclist projects, has little to do with the adoption of the TSP.

- 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. Co-adoption is also required by Morrow County with public hearings before both the Planning Commission and Board of Commissioners.

**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 12 Transportation.

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 legislative amendment will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the proposed change. 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 including the Transportation system Plan. The proposed amendment is consistent with and will support the comprehensive plan relative to development of transportation infrastructure. (Goal 2, Policy 3: The City has adopted the City of Boardman 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 12 requires the city to provide and encourage a safe, convenient and economic transportation system. Current TSP Goals within the Comprehensive Plan identify that the TSP is an element of the Comprehensive Plan, that the City will protect the function of existing and planned roadways as identified within the TSP, and that land use impacts be considered in land use decisions. Adoption of the TSP and the proposed modifications to the Comprehensive Plan and Development Code that will be forthcoming work to achieve these requirements.

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 update of the Transportation System Plan and that the adoption of these changes further supports that action. The desired result is a Transportation System Plan that provides for ...

As stated above Goal 12 requires the city to provide and encourage a safe, convenient and economic transportation system. Current TSP Goals within the Comprehensive Plan identify that the TSP is an element of the Comprehensive Plan, that the City will protect the function of existing and planned roadways as identified within the TSP, and that land use impacts be considered in land use decisions. Adoption of the TSP and the proposed modifications to the Comprehensive Plan and Development Code that will be forthcoming work to 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 Transportation System Plan does not specify properties but works to achieve a framework that transportation improvements can occur and that when development is proposed a clear and objective process is outlined that can access those projects and proposals. The current TSP is over 20 years old and does not adequately assume the growth that Boardman has seen, particularly over the past five to eight years. The proposed projects, including further refinement of the Main Street Interchange Area Management Plan, will provide guidance for infrastructure development to both the city and developers.

For these reasons, the criterion is met.

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| <b>IV.</b>  | <b>LEGAL NOTICE PUBLISHED:</b>   | September 24, 2025<br>East Oregonian  |
| <b>V.</b>   | <b>DLCD 35-DAY NOTICE:</b>   | September 10, 2025  |
| <b>VI.</b>  | <b>AGENCIES NOTIFIED:</b> Dawn Hert, Department of Land Conservation and Development; Teresa Penninger and Rich Lani, Oregon Department of Transportation; |   |
| <b>VII.</b> | <b>HEARING DATES:</b>  | Planning Commission<br>October 16, 2025<br>Council Chambers<br>Boardman City Hall<br>200 City Center Circle<br>Boardman, Oregon 97818 |

City Council  
November 18, 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 Zone Change 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 TSP adoption is compliant with the Statewide Planning Goals and the City’s Comprehensive Plan Goal 2 and Goal 12.
- The Planning Commission finds that public facilities and development projects, when developed consistently with the proposed TSP, will be consistent with the Comprehensive Plan and Transportation Planning Rule.

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Zack Barresse, Chair  
Planning Commission

Date

**ATTACHMENTS:**

- DRAFT TSP Volume I
- DRAFT TSP Volume II