



PARK MASTER PLAN

CITY OF BOARDMAN AND BOARDMAN PARKS & RECREATION DISTRICT



January 2026

This page intentionally blank.

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 Mitteldorf, 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
shapirodidway.com

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

This page intentionally blank.

TABLE OF CONTENTS

Executive Summary	v
Introduction and Planning Foundation.....	1
Understanding Boardman	7
Existing Parks & Recreation System.....	14
Understanding the Broader System	31
Community Needs Assessment	38
Project Goals and Objectives.....	53
System-Wide Recommendations	60
Site-Specific Recommendations	68
Implementation & Funding Strategy	86
Maintaining a Resilient Park System	98
Planning Policies and Strategic Priorities.....	105

APPENDICES

Appendix A: Community Engagement Record	A1
Appendix B: Supporting Documents and Records.....	B1
B.1 Relationship to Other Plans	B2
B.2 Sunset Park Deed Restrictions	B8
B.3 Engineering Letter for Splash Pad Relocation	B9
B.4 City Resolution Naming Parks	B11
B.5 Columbia River Heritage Trail Review letter.....	B12
Appendix C: Facility Inventory	C1
Appendix D: Integrated Market Assessment with Community Profile	D1
Appendix E: Community Needs Summary (Site Specific)	E1
Appendix F: Access, Equity & Level of Service Analysis.....	F1
Appendix G: Park Planning Checklist	G1
Appendix H: Operations Assessment and O&M Tools.....	H1
H.1 Operations Assessment	H2
H.2 Site Maintenance Challenges & Best Practices.....	H20
H.3 Integrated Maintenance Task Matrix.....	H22
H.4 Staffing Equivalents Multipliers and Worksheets	H25
H.5 Sample Job Description	H31
H.6 Case Study: Northern Wasco County Parks & Recreation District Budget.....	H32
H.7 Key Inputs from the Assessment for System Development Charges (SDC) Development.....	H34
H.8 Cost Accounting Framework Example	H36
Appendix I: Capital Improvement Plan (CIP)	I1
I.1 CIP Overview and Cost Basis	I2
I.2 System-wide CIP	I3
I.3 Boardman Park & Recreation District CIP	I6
I.4 City of Boardman CIP	I27
Appendix J: Funding Strategies.....	J1

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.

Amanda Mickles — Photos 2.1, 5.10, 7.2, 8.1

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

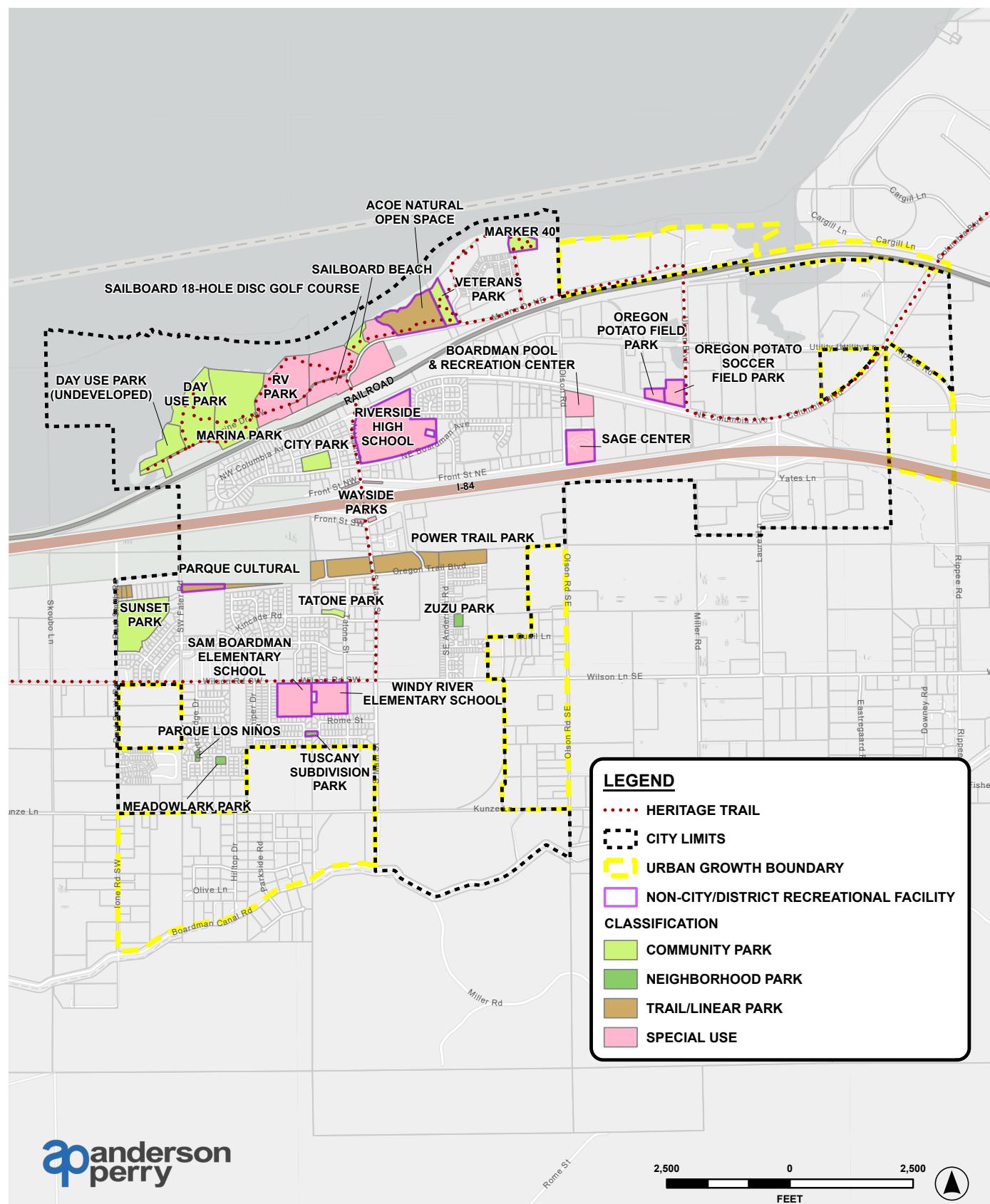
Boardman functions as a regional job center, supporting about **3,500 jobs**, less than one in five held by residents. One-third of local residents commute elsewhere for work. The Port of Morrow and major employers bring a large and diverse workforce, including seasonal workers and rotating contract 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.

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-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

Table ES-2: District Recreational Assets

Park Name	Status	Size (Acres) / Length (Miles)
Community Parks		
Day Use Park	Developed	25.11
	Undeveloped	8.04
Marina Park	Developed	26.21
Sailboard Beach	Developed	4.02
Special Use		
Sailboard Beach Disc	Developed	32.99
Golf Course	Undeveloped	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.

Chapter ES: Executive Summary

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	<i>Appraised value at time of acquisition</i>		
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/Shower: 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

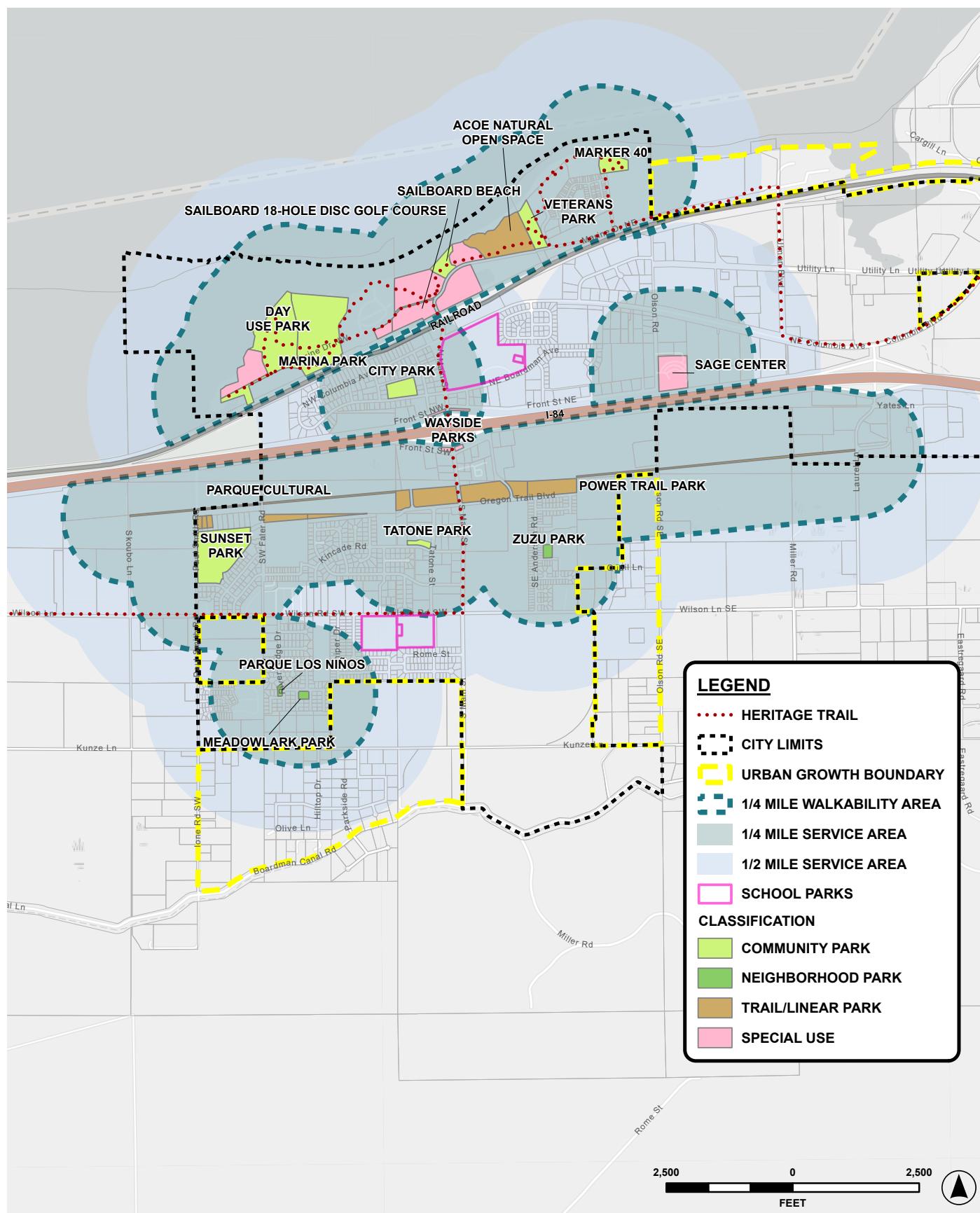
Even with substantial growth across both providers, several critical needs will remain beyond the 10-year horizon:

- 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.



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.



02

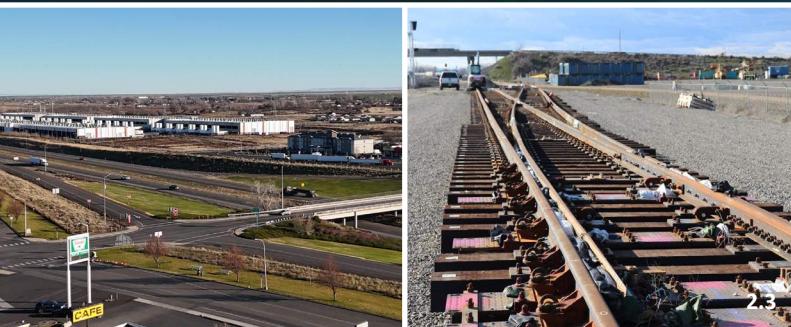
UNDERSTANDING BOARDMAN

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.



2.2



2.3

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.



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.



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 VISIT BOARDMAN

Boardman attracts a mix of local, regional, and extended visitors through its waterfront, 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



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



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



1/3

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 **culturally 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.

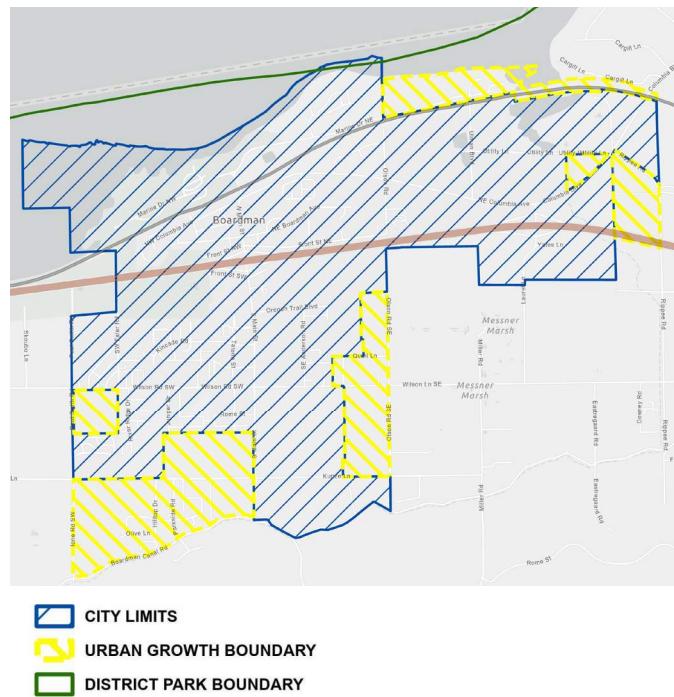
OVERVIEW OF RECREATION PROVIDERS

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

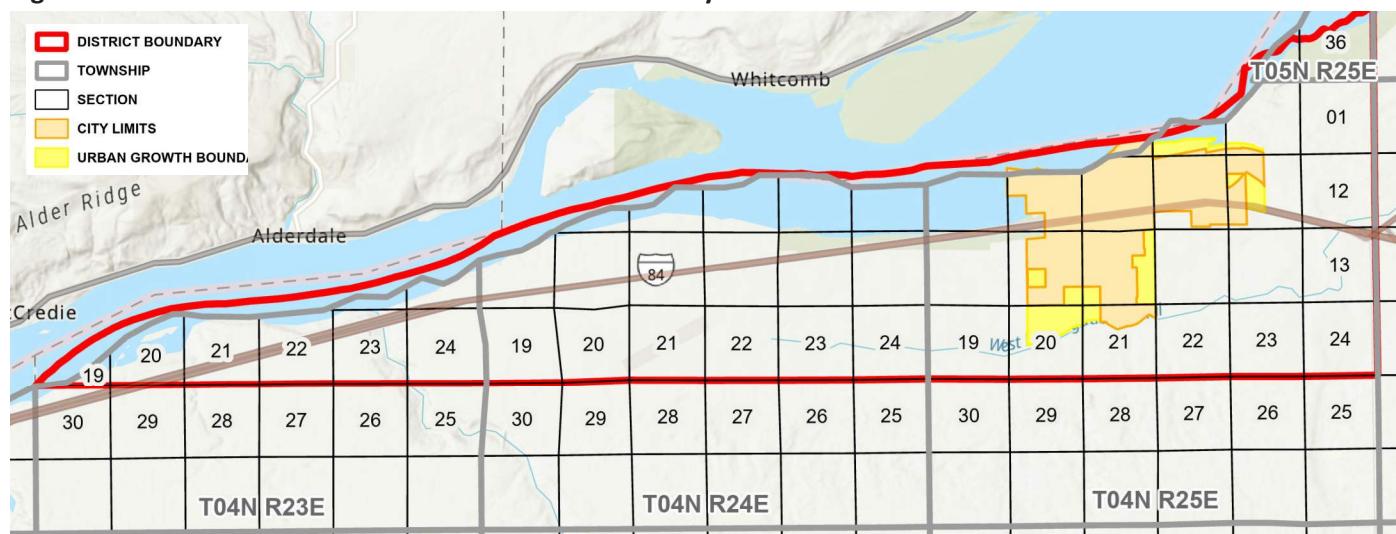


Table 3-1: Park Classification

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	$\frac{1}{4}$ to $\frac{1}{2}$ 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.



3.2

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	Parque Los Niños
Parks	Meadowlark Park
	Pájaro Azul Park
BPA Corridor (West)	Parque Cultural
BPA Corridor (East)	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

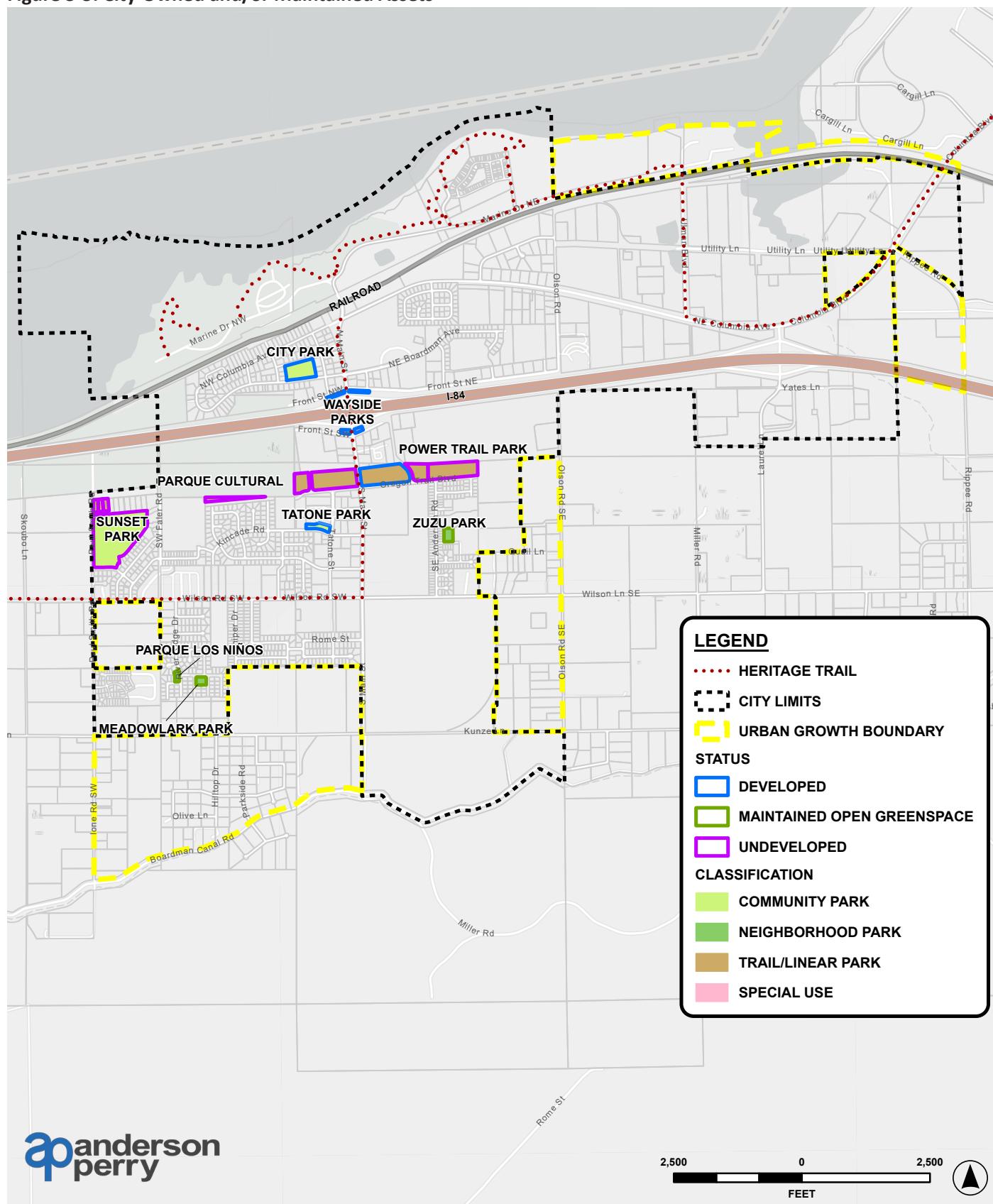
Park Name	Ownership / Management	Classification	Status	Size (Acres) / Length
Tatone Park	City / City	Community Park	Developed	1.12
City Park	City / City	Community Park	Developed	4.20
Sunset Park	City / City	Community Park	Undeveloped	19.60
Parque Cultural - Power Trail Park (W/E of Main St.)**	City / 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 neighborhoods 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 detail 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.





3.3

BOARDMAN PARK AND RECREATION DISTRICT FACILITY INVENTORY

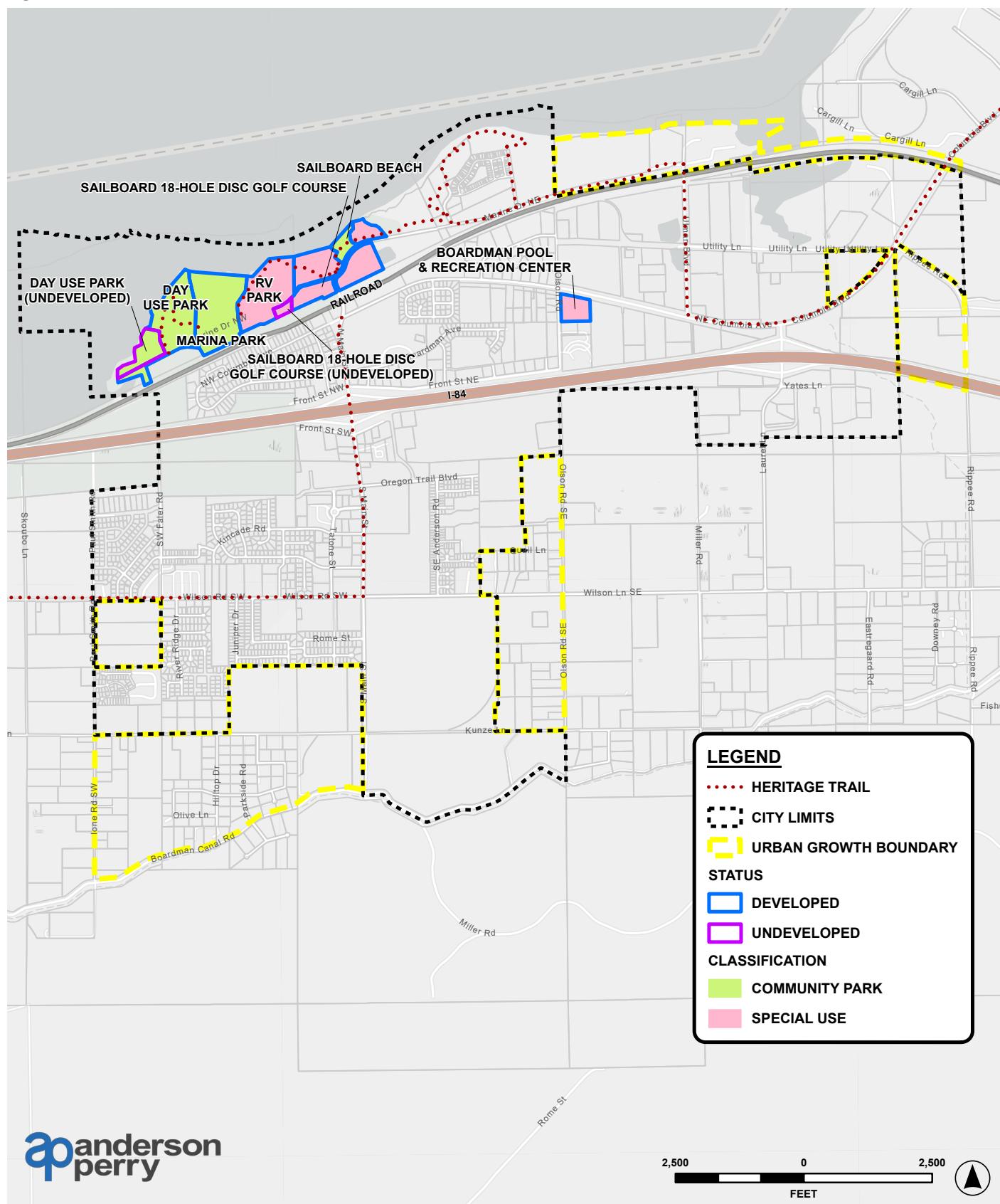
The Boardman Park & Recreation District manages over 132 acres of parkland and recreational facilities within the Urban Growth Boundary. Only about 9.7 acres remain undeveloped.

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.



3.4



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.



3.5

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.





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 CRHT, managed by Morrow County, is described in Chapter 4.



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



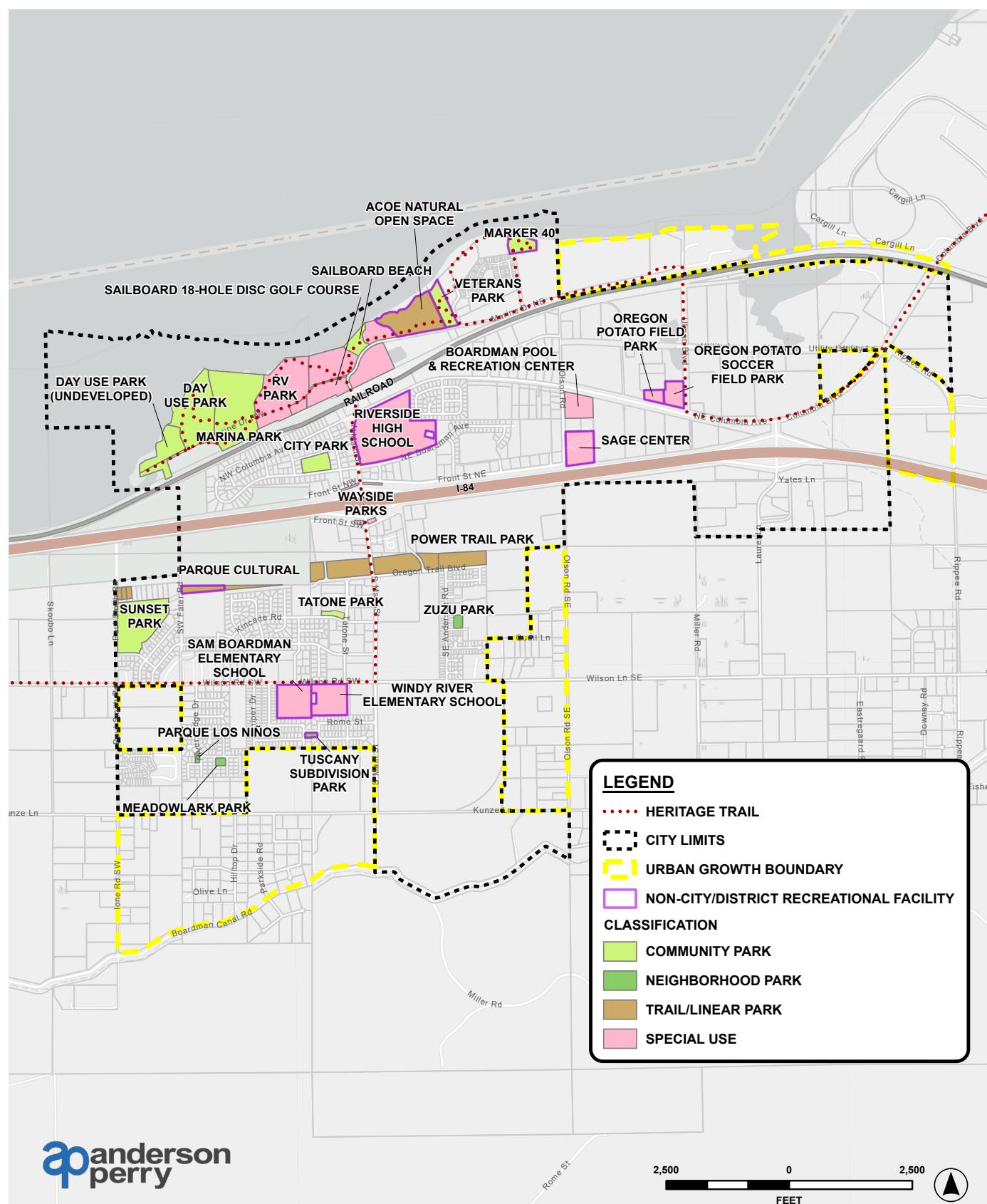
04

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.



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)

Owes 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

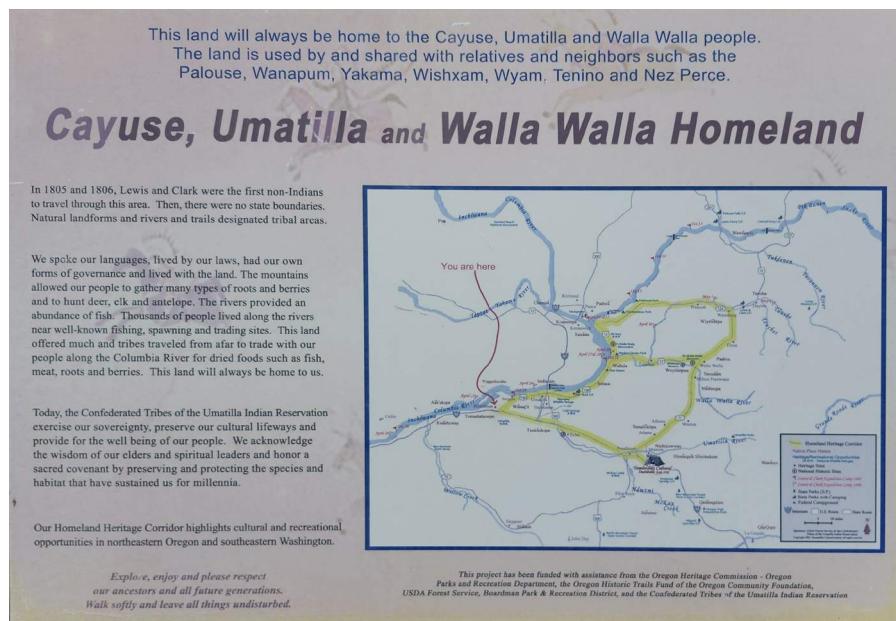
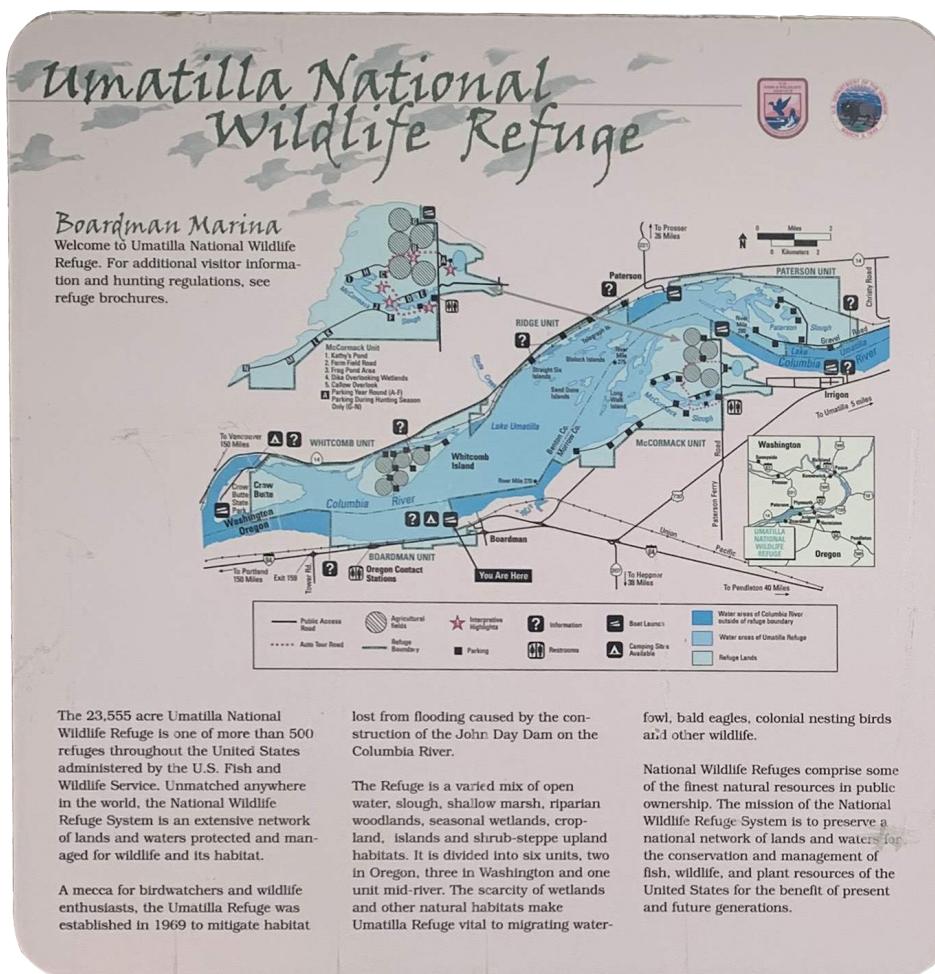


Figure 4-3: Existing Sign Panel in Day Use Park - Umatilla National Wildlife Refuge

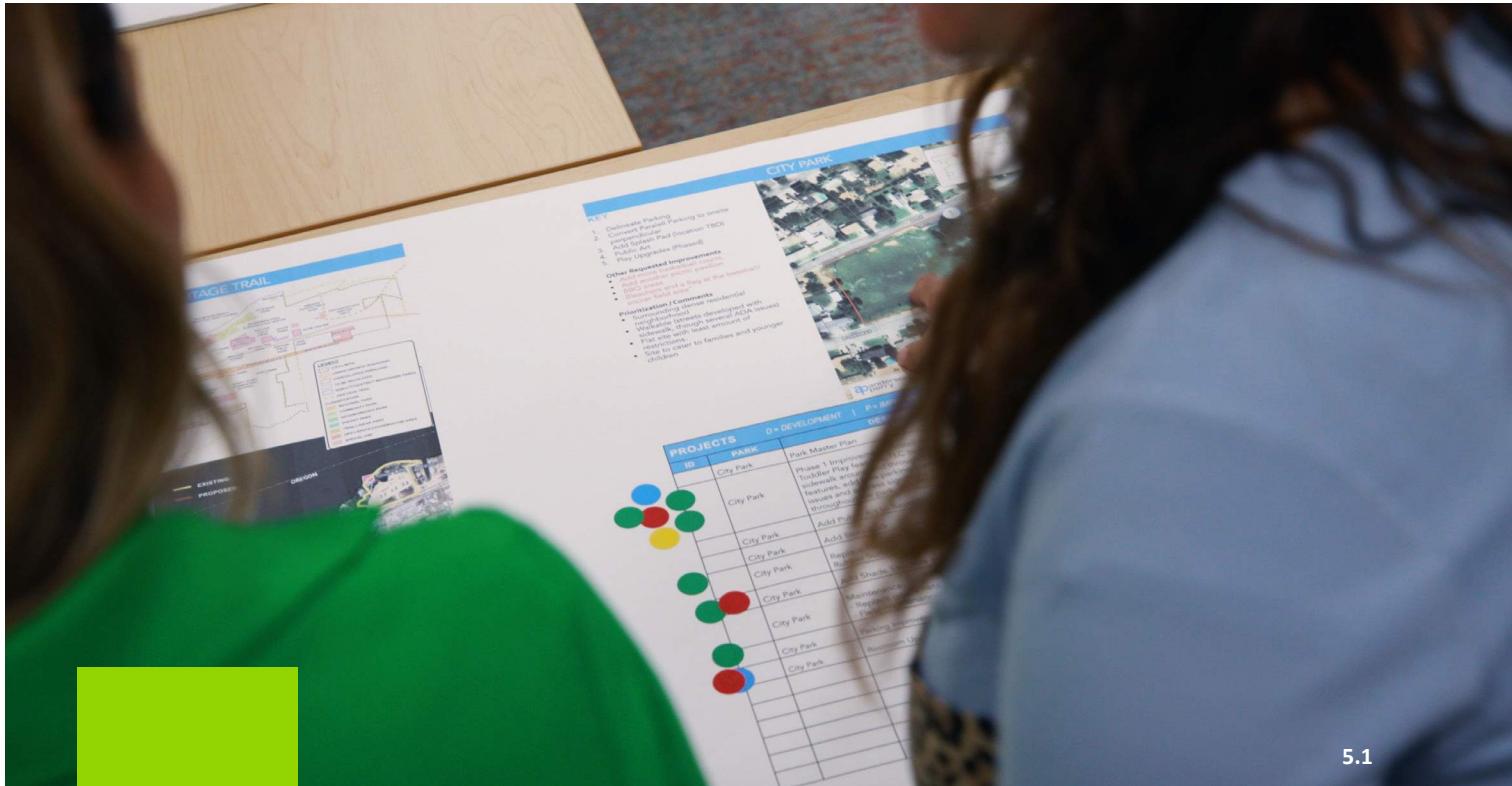


05

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.



5.1

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.



5.2

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."



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.



5.3

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."



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."*
- *"I'd 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 waterfront**, 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."*





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 5,749¹**. 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.



5.11

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

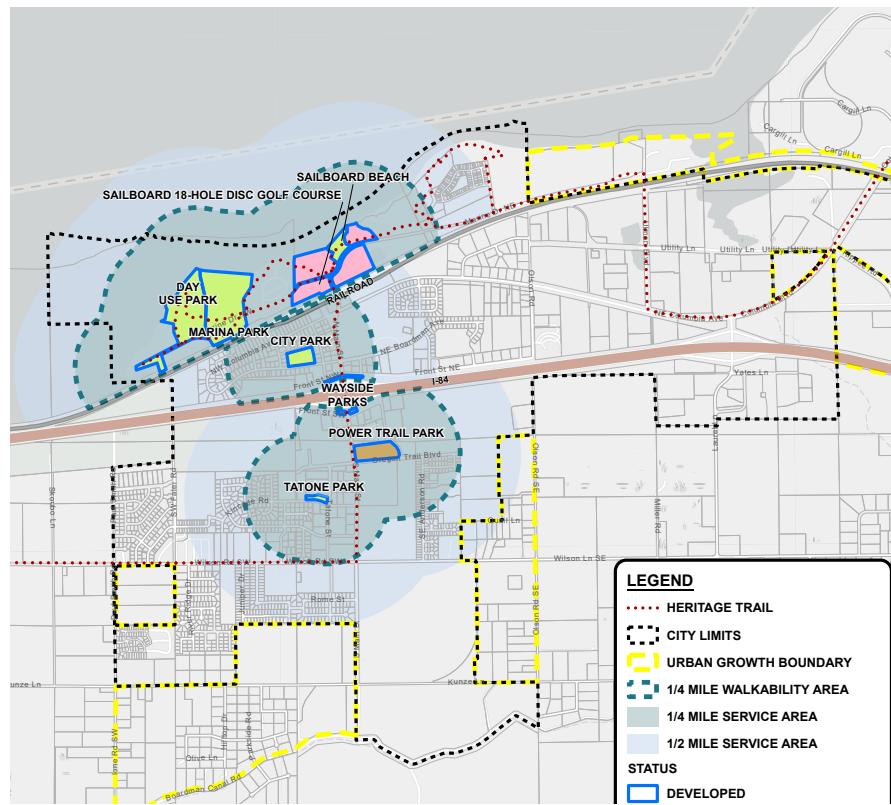
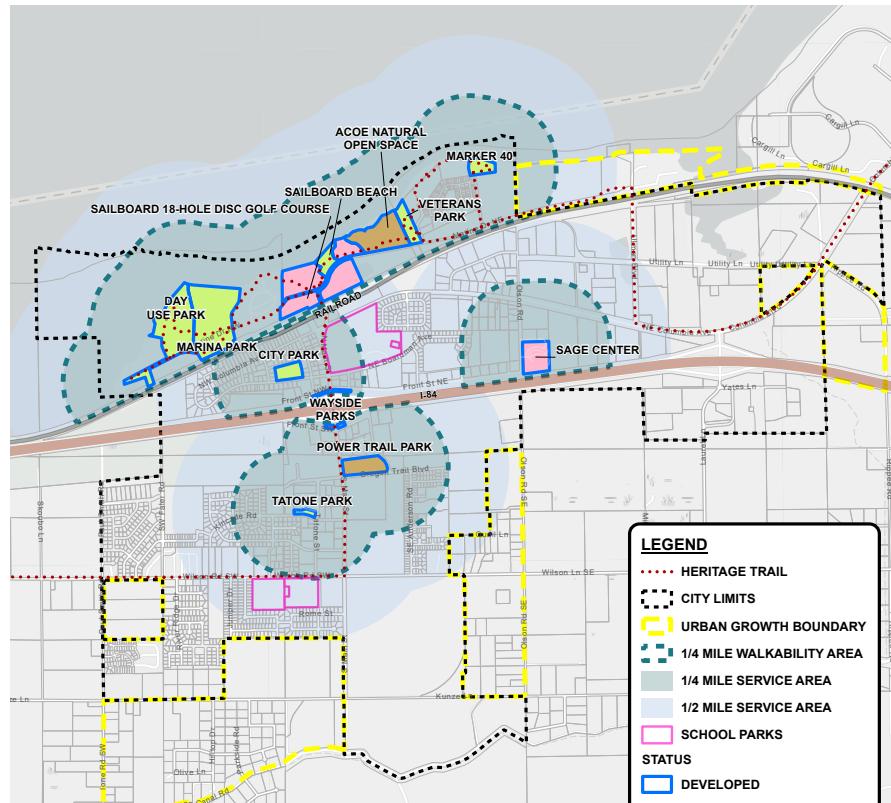


Figure 5-2: Existing Level of Service - All Public Recreational Facilities



- 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.

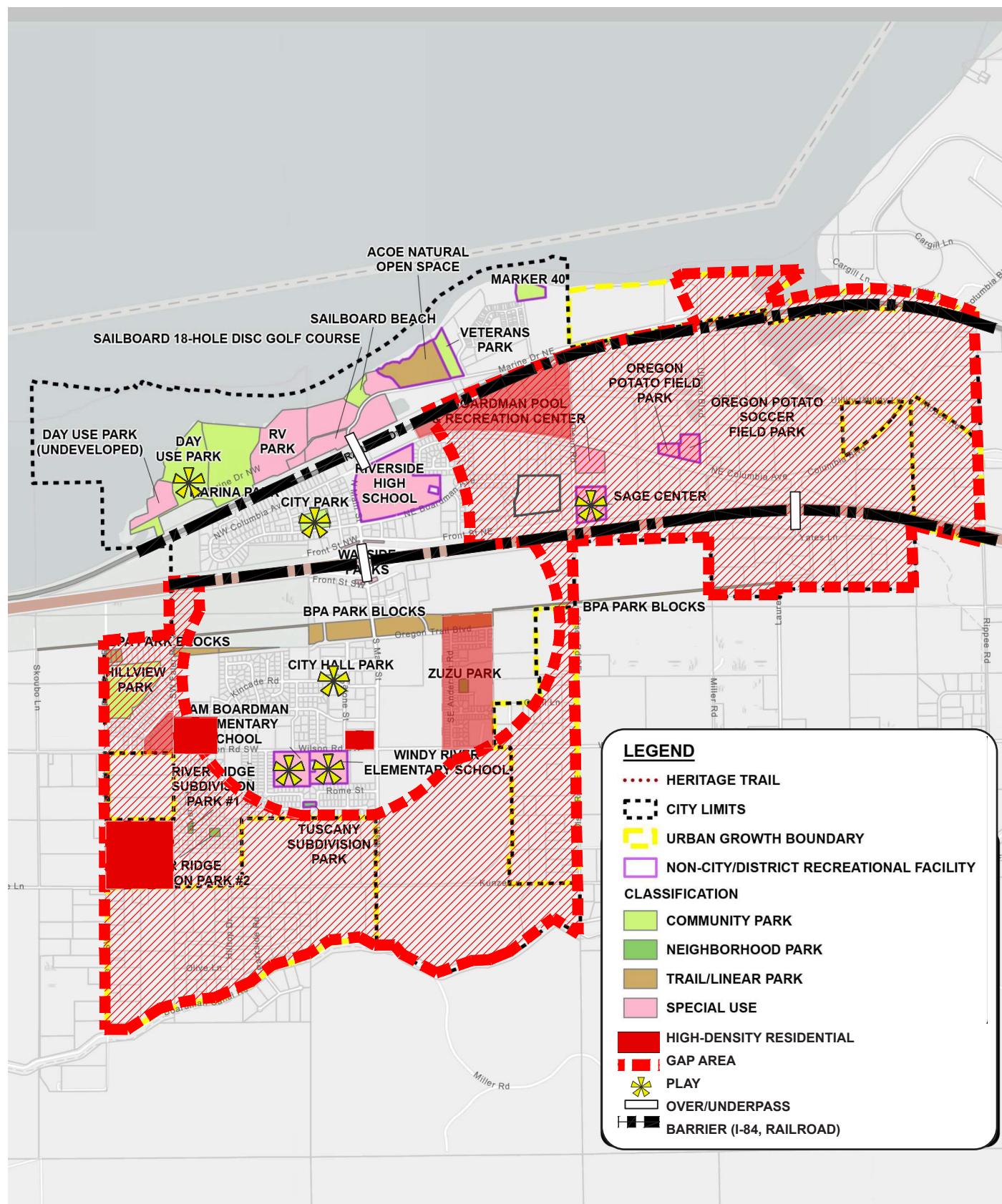
Quality and Condition

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





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.



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.

CORE VALUES



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.



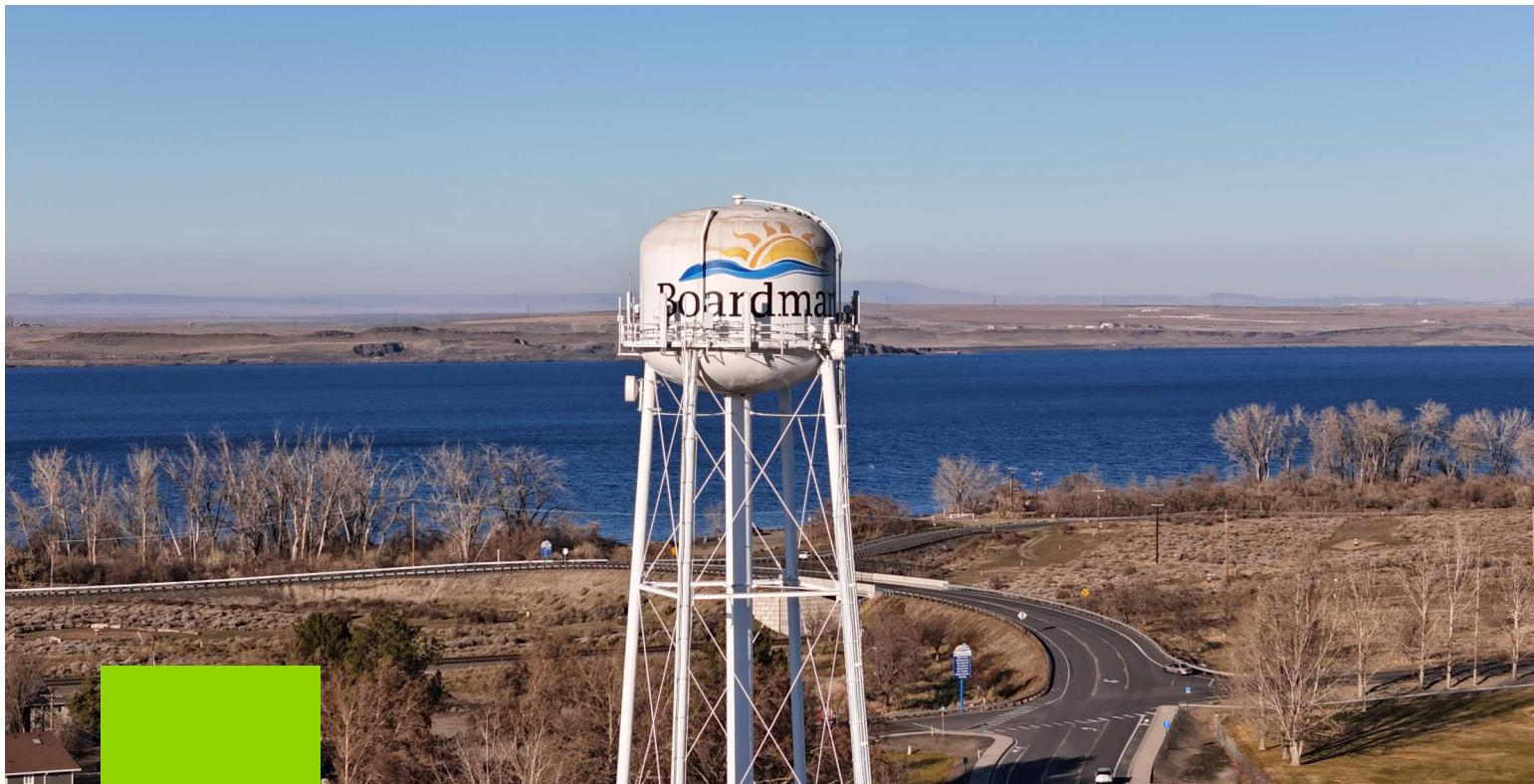
GOAL 7: PRESERVE BOARDMAN'S HISTORY, CULTURAL & COMMUNITY IDENTITY

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.



7.1

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:

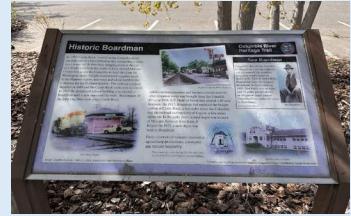
- Partner with Boardman Community Development Association, the Chamber of Commerce, artists, schools, and cultural groups to plan, fund, and implement public art.
- Integrate decorative and interactive art into high-visibility park features, benches, surfacing, murals, and play areas. Emphasize youth-friendly 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.

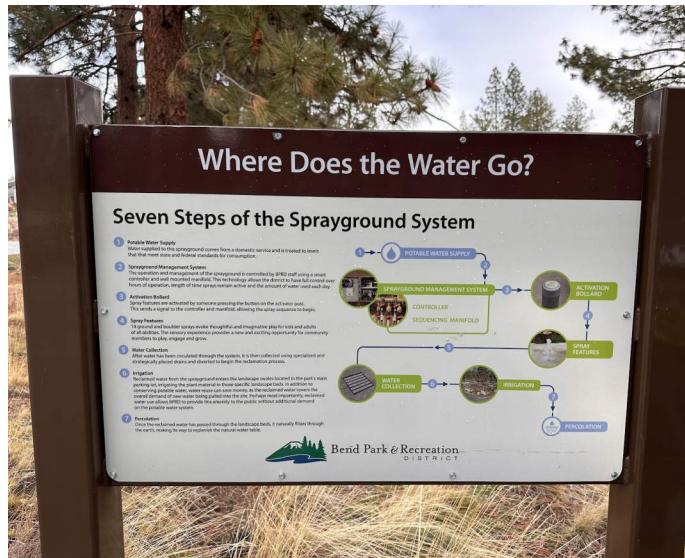


Park Furnishing Standards Study

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 example (Greenway Park, Portland, OR).

Pump Track

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



Pickleball courts example.

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.



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.



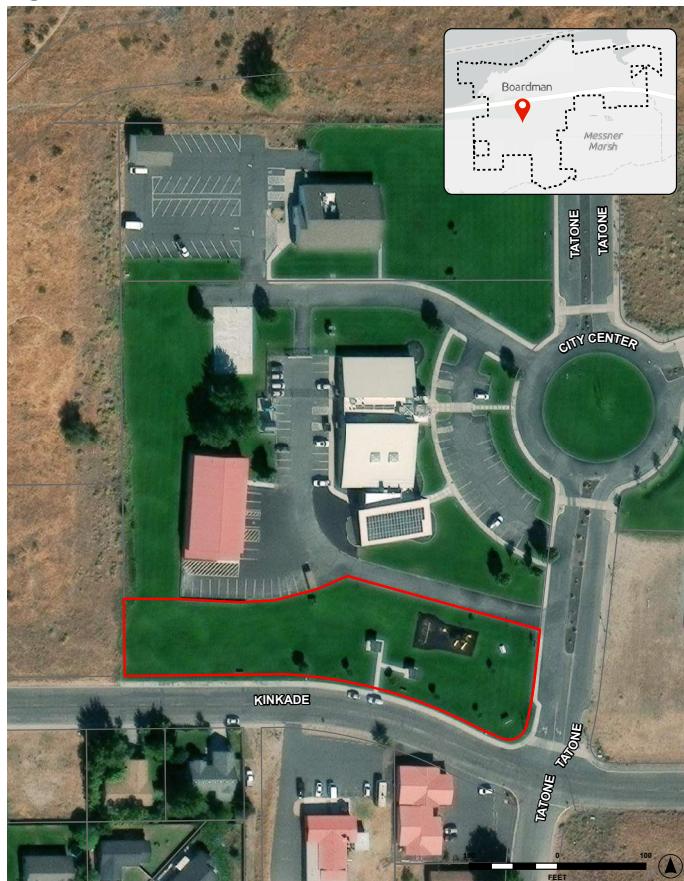
Upgrade existing restrooms.

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.



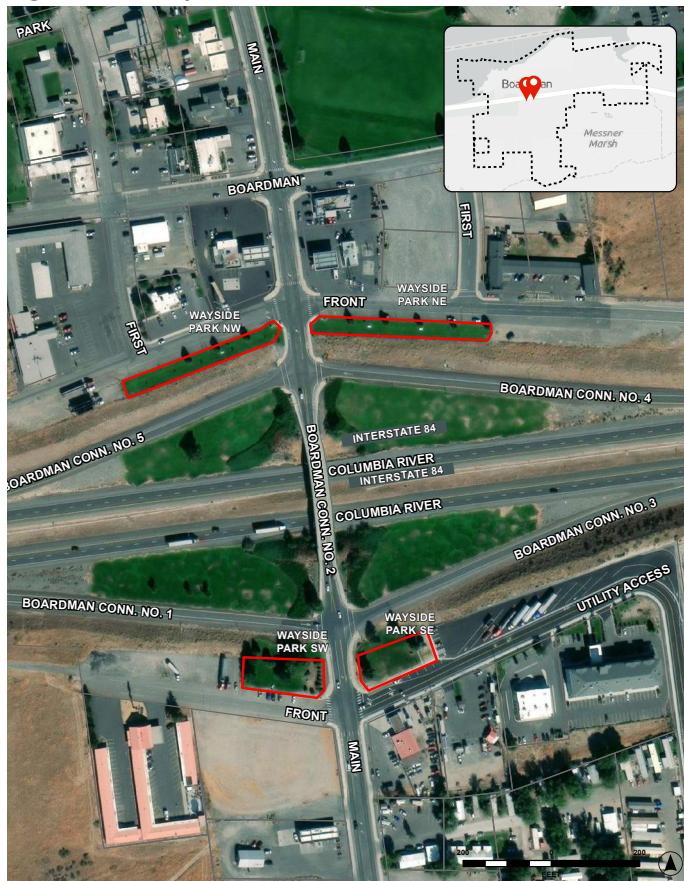
Shade canopy example (Southridge Sports and Events Complex, Kennewick, WA).

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. **8.2**



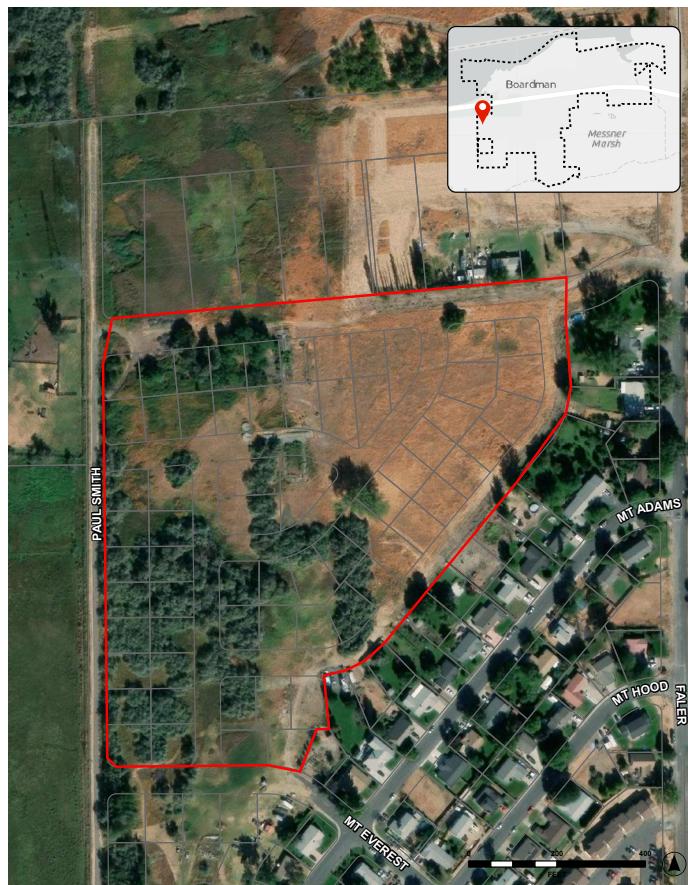
Parking improvements example at Wayside Park SE.

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 park 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

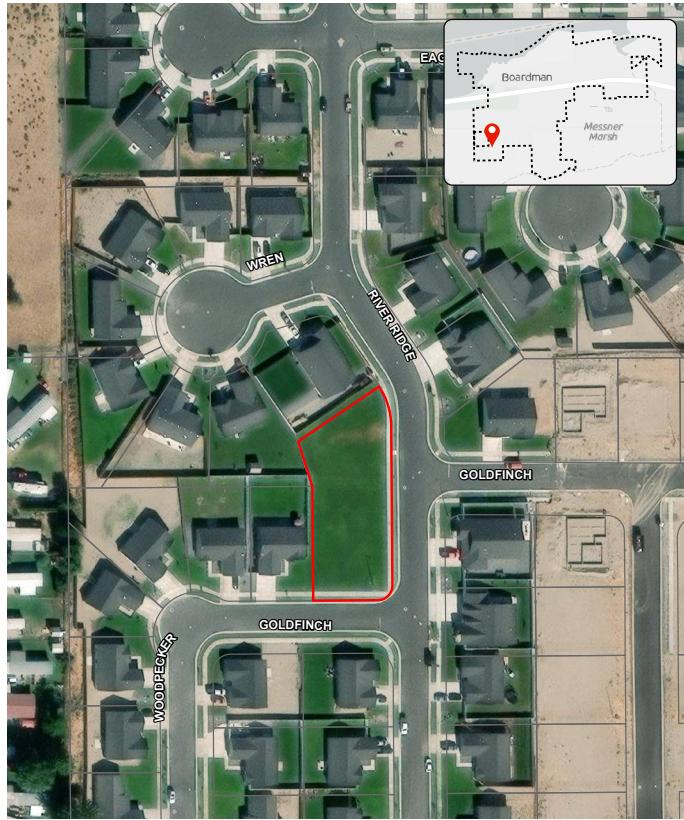
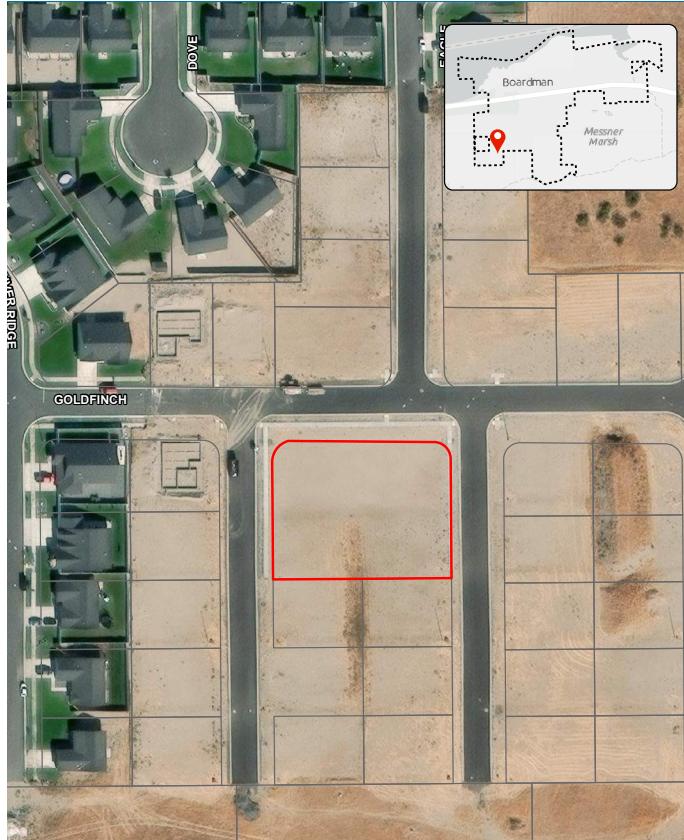


Figure 8-6: Meadowlark Park

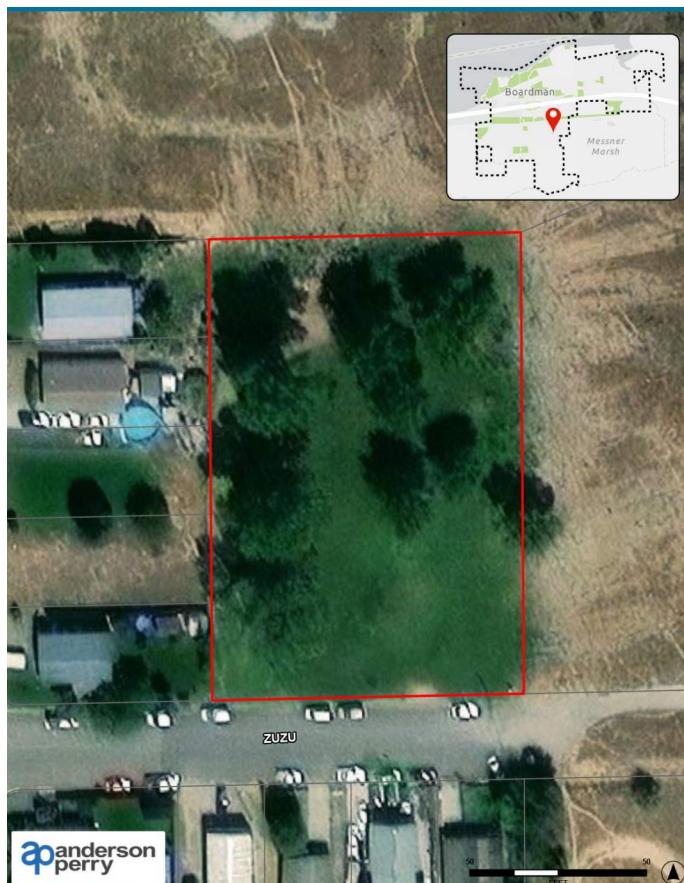


Zuzu Park

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

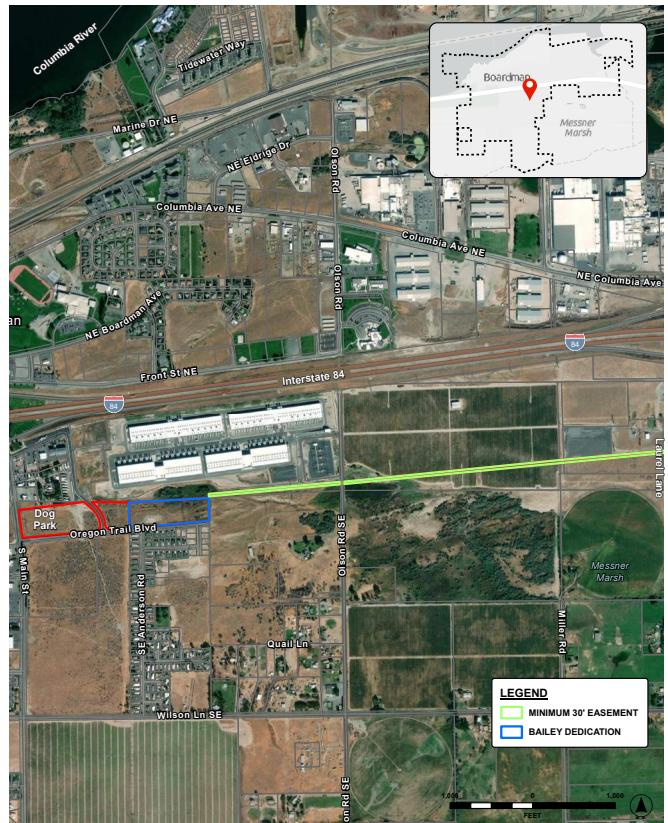
Development within Bonneville Power Administration (BPA) transmission corridors is subject to BPA review and clearance standards. All design elements must be coordinated with BPA early in design to confirm allowable uses. In Boardman, the southern portion of Parque Cultural - Power Trail Park corridor 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

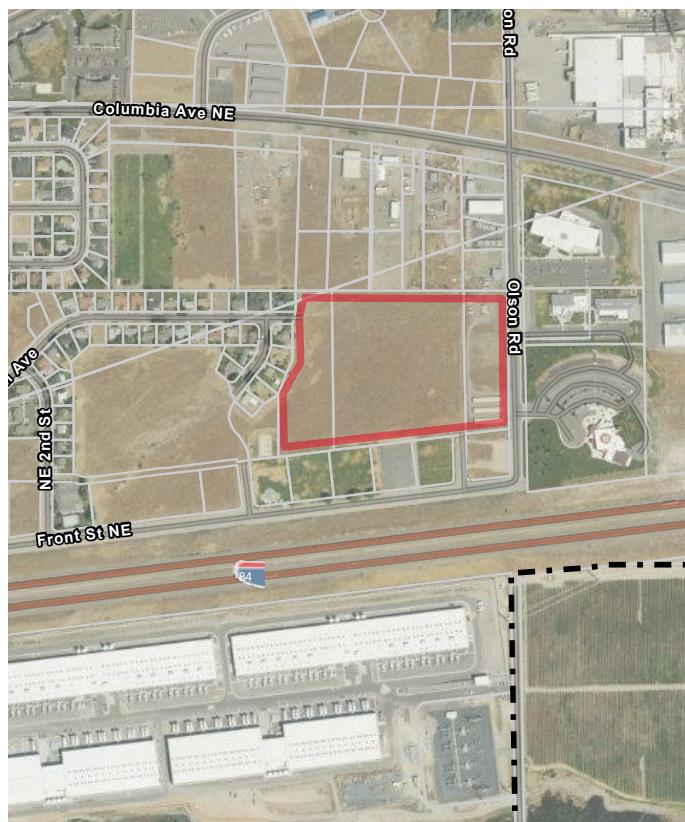
The City has recently acquired property in Northeast Boardman that provides an opportunity to establish a future neighborhood-serving park. This investment is particularly important given the planned decommissioning of the nearby soccer field, skatepark, and splash pad as development occurs. This property 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

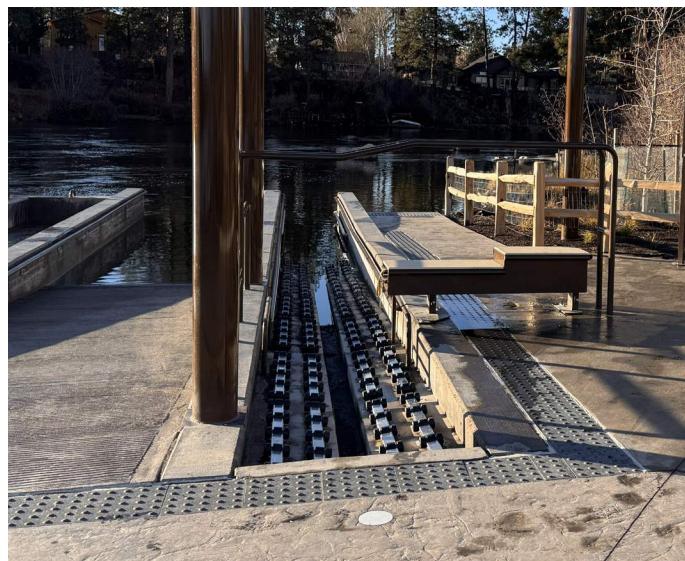
Day Use Park will continue to serve as Boardman's flagship waterfront park, blending cultural interpretation, river access, sports facilities, and community gathering spaces. Planned improvements will enhance visitor comfort, expand play opportunities, and improve access to the water. Planned projects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



Install additional shelters to match existing.

Figure 8-11: Day Use Park



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 reuse 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.

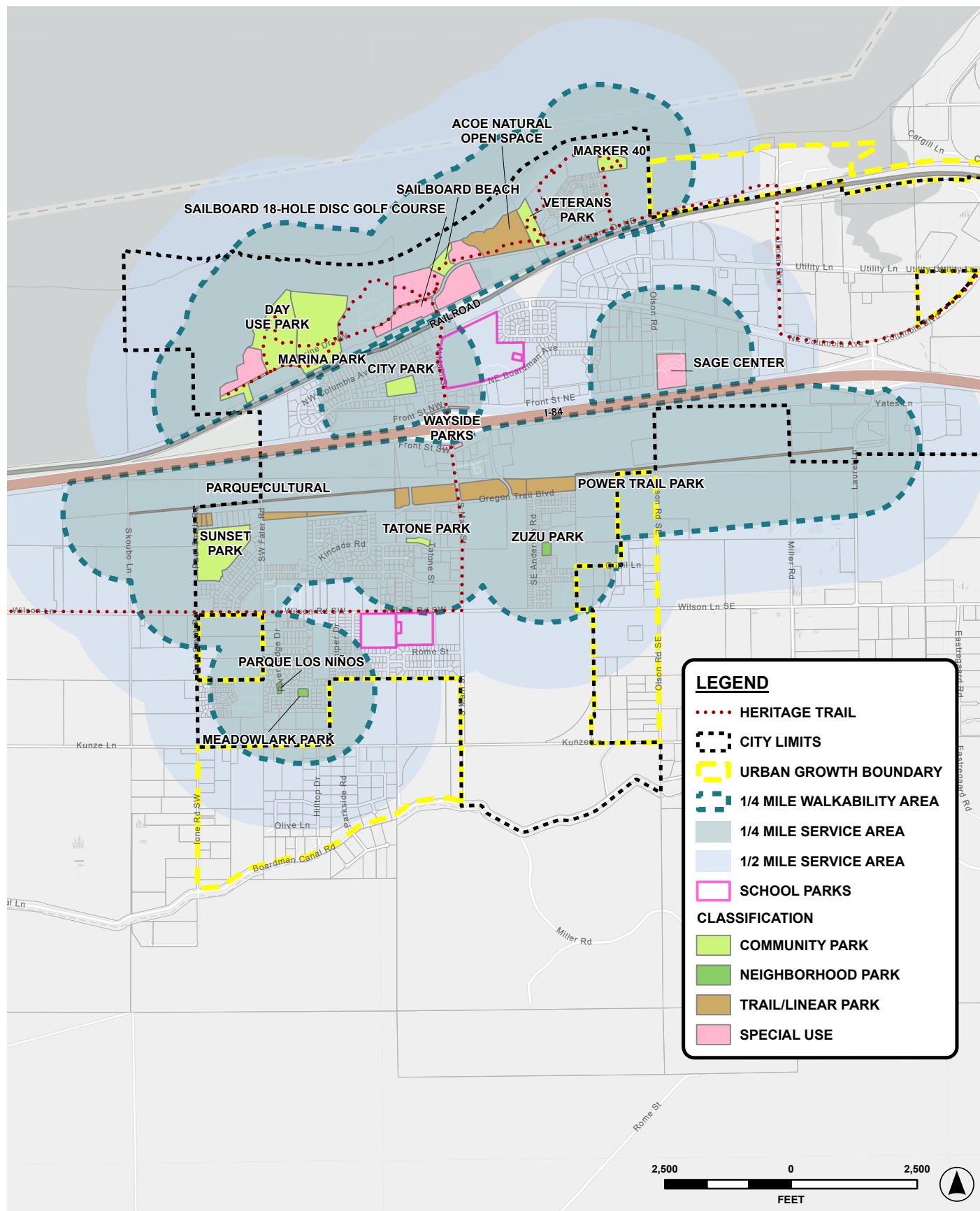
Successes by 2035

- **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

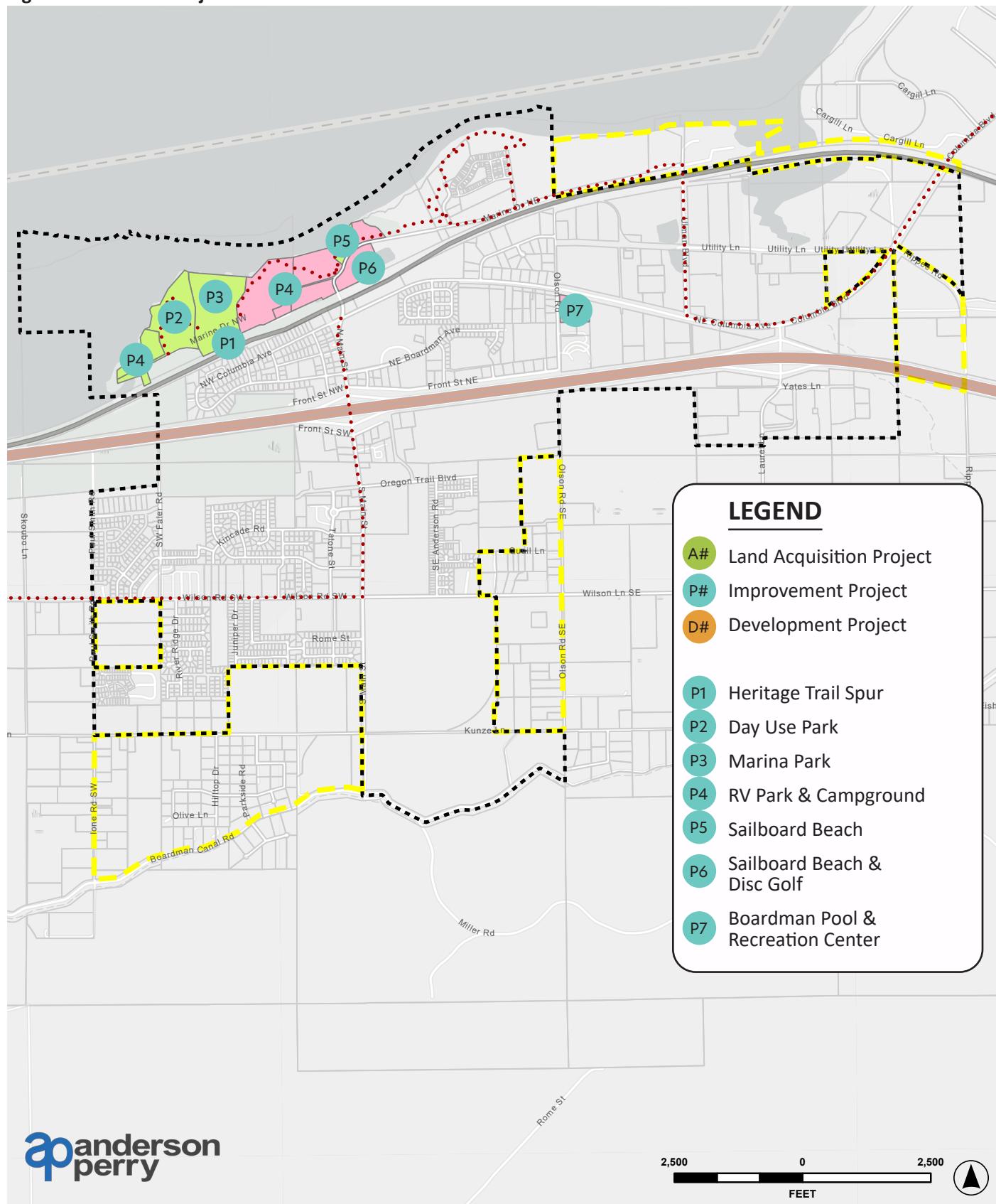


Table 9.2: District Projects

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		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	<i>See System Projects for costs</i>	Medium
P4.5	RV Park & Campground	Maintenance & Furnishing Upgrades		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

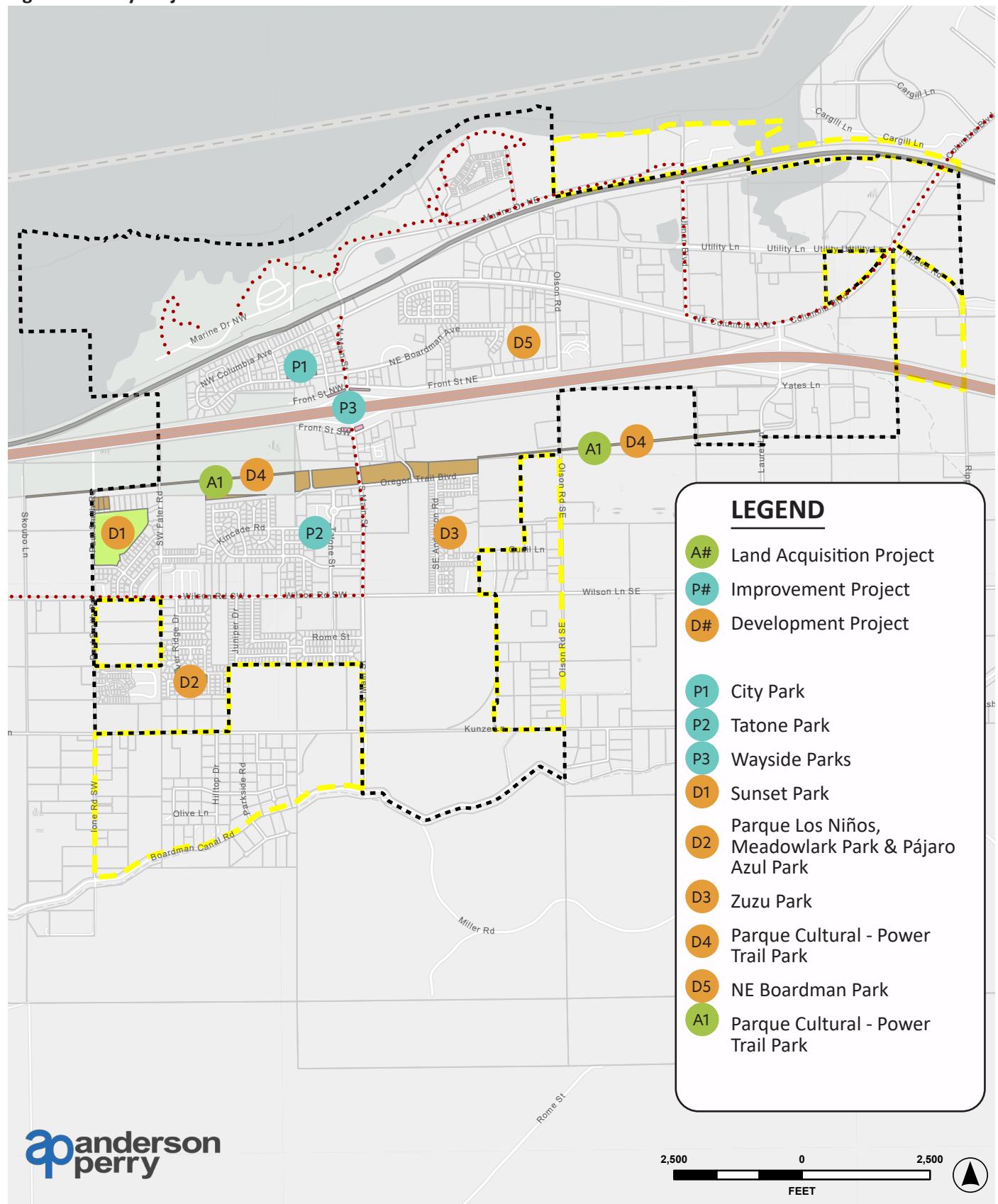


Table 9.3: City Projects

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	<i>Public Works Project</i>	Ongoing
P2.1	Tatone Park	Multipurpose Court	<i>Public Works Project</i>	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	<i>See Project Cost w/ System Projects</i>	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)	<i>Public Works Project</i>	High
P3.2	Wayside Parks	Wayside Park (Westbound - NE Quadrant)	<i>Public Works Project</i>	High
P3.3	Wayside Parks	Wayside Park (Eastbound - SE Quadrant)	\$26,998	High
P3.4	Wayside Parks	Wayside Park (Westbound - NW Quadrant)	<i>Public Works Project</i>	Medium
Park Development Projects				
D1.1	Sunset Park	Park Master Plan	\$166,500	High
D1.2	Sunset Park	Infrastructure Improvements	<i>Public Works Project</i>	High
D1.3	Sunset Park	Sports Complex Funding	<i>Public Works Project</i>	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	<i>Public Works Project</i>	High
D2.3	Meadowlark Park	Meadowlark Park - Initial Improvements	<i>In Current Budget</i>	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	<i>Public Works Project</i>	High
D3.2	Zuzu Park	Park Master Plan	<i>In Current Budget</i>	Medium
D3.3	Zuzu Park	Expansion and Development	\$1,694,813	Medium
D4.1	Power Trail Park	Dog Park Development	<i>In Current Budget</i>	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	<i>Public Works Project</i>	Medium
D4.5	Parque Cultural - Power Trail Park	Bike Skills Park	<i>See Project Cost w/ System Projects</i>	Medium
D4.6	Parque Cultural - Power Trail Park	Pump Track	<i>See Project Cost w/ System Projects</i>	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	<i>Dedication in Process</i>	High
A1.2	Parque Cultural - Power Trail Park	Land Acquisition - Corridor Completion	<i>Appraised value at time of acquisition</i>	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	<i>Appraised value at time of acquisition</i>		
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

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/Shower: 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 population¹ 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, drought-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.