

Comprehensive Plan

Draft | October 2026



Boardman
STRATEGIC PLAN

Making big dreams a reality.



photo credit: City of Boardman



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Letter from the Mayor



Boardman Community Members,

We are excited to present the updated Comprehensive Plan! It is the City of Boardman's guiding document that presents our shared vision for the future. Boardman has experienced significant growth in the past decade, and we expect that to continue with this Plan ensuring that we remain connected to the values that have been expressed by our residents.

Boardman has experienced a lot of change since we incorporated with a move up and away from the Columbia River when the John Day Dam was built. That river frontage continues to be a place recognized for recreation hosting the Boardman Marina RV Campground and development hosting the Port of Morrow, the second largest port in Oregon.

Three years ago, the City of Boardman started this endeavor to update the Comprehensive Plan as part of a larger Strategic Planning process.

Extensive public outreach has been an integral part of the Strategic

Planning process engaging Public Advisory Committee (PAC) members, doing outreach to the public, talking with community groups and organizations, and including local leaders. We are grateful to everyone who participated in this effort, from those who attended PAC meetings and outreach events, and city staff who worked tirelessly to see this vision through to adoption.

We invite the residents and business owners of the City of Boardman to stay involved. Implementing the vision of the Comprehensive Plan will take collaboration, innovation, and continued conversation to see Boardman remain a place where future generations thrive.

On behalf of the City Council and the staff, thank you for being part of this work. Working together we will create the future that reflects the Heart of Boardman!

Sincerely,

A handwritten signature in blue ink, which appears to read "Paul Keefer". The signature is fluid and cursive, written in a professional style.

Paul Keefer
Mayor, City of Boardman

Acknowledgements

Public Advisory Committee

Cristina Cuevas, Boardman City Council
Zack Barresse, Boardman Planning Commission
Shara Weiss, Boardman Church
Isaias Valencia, Local Builder/Woodhill Homes
Michael Graham, Tillamook
Leon Gibb, Citizen/Bike and Ped Advocate
Vincent Guerrero, Morrow County
Student, Riverside High School
Stephanie Case, Boardman Principal Planner
Mike Lees, City Engineer (Anderson Perry)
Kathy Street, Special District
Dawn Hert, Department of Land Conservation and Development (DLCD)

Community Partners

Rosie Delgado
Ana Pineiro
Rubi Campos

Planning Commission

Rod Taylor, Position #1
Jolene Stensland, Position #2
Mike Connell, Position #3
Ragna TenEyck, Position #4
Zack Barresse, Position #5
Sam Irons, Position #6
David Jones, Position #7

City Council

Paul Keefer, Mayor/Commission Chair
Heather Baumgartner, Councilor/Commissioner
Cristina Cuevas, Council President 2026/
Commissioner
Isavel Gonzalez, Councilor/Commissioner
Michael Hughes, Councilor/Commissioner
Brenda Profitt, Councilor/Commissioner
Richard Rockwell, Councilor/Commissioner

City Staff

Carla McLane, Planning Specialist
Stephanie Case, Planning Official
Arely Cambero, Planner 2

Consultant Team

Anaïs Mathez, AICP, Cascadia Partners
Angélica Martínez, AICP, Cascadia Partners
Alex Steinberger, AICP, Cascadia Partners

Introduction

About This Plan

Comprehensive Plan Purpose and Use

Boardman is in the middle of a transformation. The expansion of the Port of Morrow and the rapid rise of hyperscale data center development have made this small Columbia River city one of Oregon's fastest-growing communities, with a population that has more than doubled over the past twenty years and a pace of growth that is outrunning the city's own long-range forecasts. That growth is bringing jobs, investment, and new residents, but it is also straining the community's housing supply, testing the capacity of its infrastructure, and placing new demands on the land, water, and energy resources Boardman depends on.

This Comprehensive Plan is Boardman's response. Under Oregon law, a comprehensive plan is a city's controlling land use planning document and a long-range framework of goals and policies that guides decisions about housing, economic development, transportation, parks, infrastructure, natural resources, and growth management. City leaders, the Planning Commission, and staff use it to evaluate development proposals, direct public investment, and keep growth aligned with the community's vision. Together with the concurrent Development Code update, this plan gives Boardman the policy tools and regulatory framework to manage rapid change intentionally and equitably through 2050 and beyond.



photo credit: City of Boardman

This is the first comprehensive update to Boardman’s plan in over twenty years. It is grounded in new technical studies and the input of a community that asked for a more connected, walkable city with a defined center, adequate housing for its workforce, and growth that benefits the people who already live here. The plan is organized into four chapters:

1. **People:** establishes the City’s commitment to inclusive and responsive engagement;
2. **Development:** addresses housing, economic development, land use, and urbanization;
3. **Services:** covers parks, public facilities, infrastructure, and transportation;
4. **Nature:** addresses natural resource protection, climate hazards, and energy.

Each chapter opens with a background section documenting current conditions and closes with goals and policies that set the City’s direction.

Comprehensive Plan Purpose and Use

The Comprehensive Plan is carried out over time through several mechanisms:

- **Development Code and Zoning Map:** These are the primary tools for implementing the Plan. The Comprehensive Plan Map sets the intended long-term pattern of land use; the Zoning Map and Development Code translate that pattern into enforceable standards, such as permitted and conditional uses, development requirements, and review procedures for individual properties. Both must remain consistent with the Comprehensive Plan and are updated periodically as policies and community needs evolve.
- **Capital Improvement Planning:** The Plan guides the City’s Capital Improvement Program, which prioritizes public investment in transportation, water, wastewater, parks, and public buildings — the infrastructure that supports the Plan’s land use pattern and community goals.
- **Area-Specific and Topic-Specific Plans:** Neighborhood plans, transportation system plans, and park and infrastructure master plans provide more detailed direction for specific areas or systems. These must stay consistent with the Comprehensive Plan and may lead to amendments over time.
- **Intergovernmental Coordination:** Implementation depends on coordination with Morrow County, the Port of Morrow, regional agencies, special districts, state agencies, and neighboring jurisdictions to keep services, infrastructure, and land use decisions aligned across boundaries.

The City Council, Planning Commission, or members of the public may initiate amendments through adopted procedures, and periodic updates keep the Plan consistent with state requirements and grounded in current community priorities and data.

Oregon Requirements and Statewide Planning Goals

Oregon has required cities and counties to adopt comprehensive plans since 1973, when Senate Bill 100 established the state’s land use planning program (ORS Chapter 197). Local plans must be consistent with the Statewide Planning Goals adopted by the Land Conservation and Development Commission (LCDC) — broad policy direction on topics from citizen involvement and housing to transportation, natural resources, and urbanization — and must be based on factual information, coordinated with other jurisdictions, and periodically updated.

Of the nineteen Statewide Planning Goals, twelve apply to the City of Boardman. These include:

• Goal 1: Citizen Involvement	• Goal 9: Economic Development
• Goal 2: Land Use Planning	• Goal 10: Housing
• Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces	• Goal 11: Public Facilities and Services
• Goal 6: Air, Water, and Land Resource Quality	• Goal 12: Transportation
• Goal 7: Areas Subject to Natural Hazards	• Goal 13: Energy Conservation
• Goal 8: Recreational Needs	• Goal 14: Urbanization

The Role of Goals and Policies

The goals and policies of the Boardman Comprehensive Plan are the core of the document. They reflect current conditions and the community’s vision for the future and establish the City’s official position on how growth, development, and investment should occur.

Goals are broad, long-term statements of desired outcomes that are meant to endure over time. Policies provide specific direction and guide decision-making by the City Council, Planning Commission, and staff when they evaluate development proposals, public investments, and plan amendments.

The goals and policies draw on the factual basis documented in the Plan’s supporting studies, and input from the community engagement process. They are organized by topic but are interrelated. No single goal or policy takes precedence over another unless the Plan says so explicitly.

As Boardman’s controlling land use planning document under Oregon law, Comprehensive Plan goals and policies are legally binding and guide all land use decisions in the city. While the Development Code contains the specific approval standards applied to individual land use applications, the Code itself must be consistent with this Plan. Together with implementing ordinances and plans, these goals and policies will shape Boardman’s physical form, community character, and quality of life through 2050 and beyond.

About Boardman

A Brief History

The land that is now Boardman was originally home to the Yakama, Cayuse, Umatilla, and Walla Walla Tribes, whose lifeways were closely tied to the Columbia River — fishing, gathering native plants and medicines, trading buffalo meat, hides, and obsidian, and traveling to the mountains each late summer to harvest huckleberries.

Permanent settlement was slow to follow. Even the Lewis and Clark expedition, which passed along this stretch of the Columbia in the early 1800s, found little established here, and the Oregon Trail ran just 15 miles south starting in 1843. It was irrigation that finally drew people to stay: civil engineer Sam Boardman filed homestead rights on the land in 1903, chasing the dream of bringing water to it, and when the West Extension Irrigation Canal opened in 1916, developer E.P. Dodd platted part of his homestead into the original townsite. Families and farmers followed through the early 1920s, and the town's incorporation, begun in 1921, wasn't finalized until 1927. Sam Boardman himself went on to become Oregon's first State Parks Superintendent in 1929, pioneering the state's system of park waysides and rest stops before retiring in 1950.

Early residents built the town's civic and social life quickly, opening a shared church and school building by 1916 and organizing a grange, a parent-teacher association, and other civic groups within a few years — the start of a community that has long organized around shared institutions. The Highway Inn, built the same year, anchored a small tourist economy that grew alongside U.S. Highway 30 and, later, Interstate 84; several of the businesses that opened along that route are still run by the same families today.

The town's population held steady at around 125 residents for more than four decades, even as the surrounding region changed. Twice in that time, growth elsewhere forced Boardman itself to move: half a mile in 1952 to make way for U.S. Highway 30, and a quarter mile in 1965 as the John Day Dam neared completion and its reservoir threatened to flood the original townsite. The second move was the larger undertaking — relocating the entire town required a new City Hall, water system, and sewer system, built through a carefully planned effort by the Boardman Urban Renewal Agency, with CH2M-Hill as consulting engineer and broad citizen involvement throughout. By 1967, the railroad, highway, and town were all in their current locations, and the original townsite now lies beneath the dam's reservoir, Lake Umatilla.



photo credit: City of Boardman

Boardman's modern economy took shape in the decades that followed. Nearly 100,000 acres of newly irrigated farmland, made possible by center-pivot irrigation, transformed agriculture through the 1960s and '70s, while the Port of Morrow, established in 1958, and the Portland General Electric plant brought industrial investment and jobs. That growth proved uneven — a regional recession in the 1980s hit Port-related industries hard, just a few years after Morrow County had ranked among the highest counties in the nation for per capita income. The Port's fortunes recovered through the 1990s, and Amazon's arrival there in 2008 marked a new era of industrial and technology investment. By 2023, Boardman ranked among the fastest-growing cities in Oregon.

Boardman Today

Boardman has become a young, fast-growing, and increasingly multicultural community. Today, Boardman has an estimated 6,150 residents within its Urban Growth Boundary, a 74% increase since 2010 and more than double the population of twenty years ago. Hispanic and Latino residents make up roughly 70% of the population, about 63% of residents speak a language other than English at home. Growth has consistently outpaced the City's own long-range population forecasts, and at its current pace may reach those forecasts years ahead of schedule, adding urgency to planning for a community larger than official projections assume.

That growth comes with real cost-of-living pressure. Nearly 40% of renters are cost-burdened and 18% are severely cost-burdened, and the median home sale price of \$425,000 is affordable only to households earning roughly \$90,000 or more, which is a threshold only about 45% of local ownership households meet. Meeting that need will require 728 net new housing units by 2046, across the full range of types from single-family homes to apartments and manufactured homes.

The Columbia River shapes Boardman as much as its economy does. It supplies the City's drinking water and offers swimming, boating, fishing, and windsurfing, and its waterfront includes a 74-acre marina and park with campsites, a boat launch, and a swimming area, with roughly 75 more acres of the same riverfront property available for future recreational development. At the same time, the railroad, Interstate 84, and a Bonneville Power Administration transmission corridor cut across the city from east to west, dividing it into three distinct areas connected by just two crossings, at Main Street and Laurel Lane, a mile apart. That physical fragmentation, as much as distance, helps explain why access to daily services is uneven across the community, and growing traffic from residential and Port activity is adding pressure at Main Street and the I-84 interchanges.

Boardman's job market is closely tied to the surrounding region. Most local jobs are in agriculture, manufacturing, and education, yet about 70 to 80% of Boardman's workers commute into the city, while 72% of residents commute elsewhere for work, meaning only 28% of residents both live and work in Boardman. This commuting pattern is driven largely by the Port of Morrow and the rapid growth of data centers, which together support an estimated 1.3 jobs for every household in the city. As a result, much of the workforce commutes from Hermiston, Umatilla, and the Tri-Cities. Access to everyday amenities reflects a similar pattern. About 64% of residents live within a 10-minute walk of a park, but only 20% live within a 10-minute walk of a retail destination. The largest gaps are in south and northeast Boardman, where many of the city's lower-income households and families live.

The Comprehensive Plan update is Boardman's response to these conditions: a plan to manage rapid growth, rising housing costs, changing demographics, and a fragmented physical form, while building on the city's river frontage and other assets to keep Boardman livable, connected, and inclusive for everyone who calls it home.

Comprehensive Plan Update Process

Community Engagement Process

Community engagement is central to how Oregon communities plan for the future. Statewide Planning Goal 1 requires that land use and development decisions reflect community input, giving every resident a chance to help shape decisions that affect them. For Boardman, that meant giving residents a direct voice in how land should be used, where the city should grow, and how new development should be guided and regulated.

Community engagement for the Comprehensive Plan update began in 2025. Between May 2025 and May 2026, the City engaged hundreds of residents through a mix of bilingual, in-person, and online activities. Key activities included:

- **Community Listening Session (May 2025):** Residents confirmed the project team’s findings on existing conditions, discussed current and future challenges facing Boardman, and helped draft a vision statement reflecting their values and hopes for the city’s future.
- **Tabling at Community Events (August 2025):** Tabling at events such as the Morrow County School District Open House reached residents who might not otherwise attend formal meetings.
- **Online Engagement (August–September 2025):** A StoryMap introduced the Comprehensive Plan process and invited participation, and two community surveys, offered in English and Spanish, gathered input on community identity and character.
- **Open House (May 2026):** Residents reviewed draft future land uses and helped inform the city’s growth strategy.

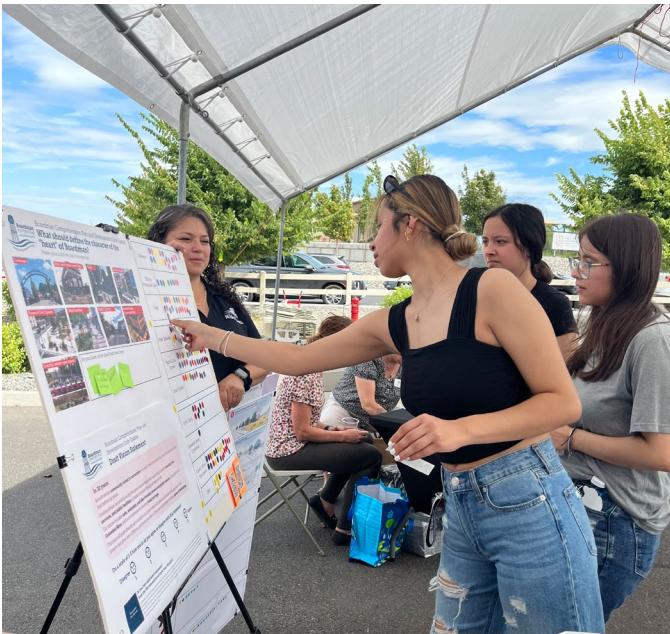


photo credit: Cascadia Partners



photo credit: Cascadia Partners

Broadening Participation

To reach beyond public events and online surveys, the City also established a Public Advisory Committee and worked with community partners throughout the planning process.

Public Advisory Committee (PAC)

The City convened a Public Advisory Committee to give community members a direct role in reviewing plan findings, offering input, and helping ensure the Comprehensive Plan reflects a range of local perspectives. The PAC met jointly with the Planning Commission at key milestones, bringing together appointed officials and community representatives to review engagement findings, discuss growth alternatives, and provide direction on draft policies.

Community Partners

The City worked with Spanish-speaking community members to conduct targeted outreach to residents the standard engagement process might not reach. These partners supported survey distribution and engagement activities, helping ensure that Spanish-speaking residents could provide direct input on the Comprehensive Plan in their preferred language.

Key Themes

Across all phases of engagement, several consistent themes emerged. Residents want a more connected, walkable city with a defined center. This includes gathering places, local restaurants and shops, and public amenities around City Hall and Main Street that make Boardman feel like a community, not just a place to work. Housing was a top concern: residents called for diverse housing types, including middle housing, senior housing, and affordable homes for first-time buyers, alongside stronger code enforcement to maintain neighborhood quality. On the economy, input emphasized diversifying beyond agriculture, expanding education and career pathways through the schools and Blue Mountain Community College, and strengthening local health care and social services so residents don't have to leave town for basic needs. Parks and recreation drew some of the strongest responses, with high demand for an indoor soccer and multipurpose facility, a sports complex, expanded trail and bike connections, and better access to the Columbia River waterfront. Residents also consistently asked for cleaner and safer parks, improved lighting and landscaping along Main Street, and emergency preparedness outreach that reaches Spanish-speaking households.



photo credit: Cascadia Partners

Linking the Community Vision to Statewide Planning Goals

Community input converged on four themes that organize this plan: people, development, services, and nature. As introduced above, each theme forms a chapter of the Comprehensive Plan and addresses one or more applicable Statewide Planning Goals. Engagement also shaped the development of Boardman’s 20-year Community Vision. Through listening sessions, surveys, and public events, residents identified shared priorities: housing and economic opportunity, community services and public spaces, connections to the Columbia River, and a strong sense of belonging. Together, these priorities were translated into a vision for a connected, welcoming, and sustainable community where people of all ages can thrive.

Community Vision

In 20 years, Boardman is a community rooted in connection—to each other, to opportunity, and to the land and river that define our place. Looking ahead, we envision a city that grows sustainably while expanding access to housing, jobs, services, and public facilities to support people through all stages of life. Our future includes safe, walkable, and bike-friendly streets and public spaces, strong ties to the Columbia River, and a commitment to honoring local heritage. This plan will guide Boardman’s evolution as a place where families and people of all ages can thrive, careers can grow over a lifetime, and every member of the community feels a lasting sense of belonging.

The table below shows how the Plan’s four themes align with the applicable Statewide Planning Goals.

Theme	Statewide Planning Goal
People	Goal 1: Citizen Involvement
Development	Goal 2: Land Use Planning
	Goal 9: Economic Development
	Goal 10: Housing
	Goal 14: Urbanization
Services	Goal 8: Recreational Needs
	Goal 11: Public Facilities and Services
	Goal 12: Transportation
Nature	Goal 5: Natural Resources, Scenic and Historic Areas, Open Spaces
	Goal 6: Air, Water, and Land Resources Quality
	Goal 7: Areas Subject to Natural Hazards
	Goal 13: Energy Conservation

Land Use Gallery

This section looks at how Boardman’s land use regulations, parks and trails, transportation network, and underlying landform fit together, and what the resulting development patterns reveal about how the city works today.

Spatial Pattern: A City Built in Layers

Boardman’s layout still reflects the sudden move that shaped it. When construction of the John Day Dam forced the city to relocate to higher ground in 1967, the new town was laid out along a north-south line, crossed by a series of east-west barriers: a railroad, a freeway, a canal, and a power line corridor. The result is a city that reads in five distinct bands, each cut off from the next by one of these barriers (see “Boardman’s Growth History” diagram).



photo credit: City of Boardman

Current Trend

The city’s layered physical form has shaped where and how growth has occurred over time. Understanding this existing spatial pattern provides important context for the current development trends and helps identify where today’s growth patterns align with or diverge from the community’s vision for the future.

Community input made clear what Boardman wants to become. Current growth trends tell a different story: much of the city’s recent development has followed highway-oriented commercial strips, single-family subdivisions, and industrial expansion, all of which are patterns that don’t fully match the community’s vision. That vision calls for a connected, sustainable, and welcoming Boardman with greater access to housing, jobs, services, and public spaces.

The Comprehensive Plan Map translates the vision of the community into a spatial plan, grounded in an analysis of existing and future conditions. It balances what makes Boardman feel like home, like its neighborhoods, gathering places, and community life, with the jobs and industry that keep the city running.

Boardman's Growth History

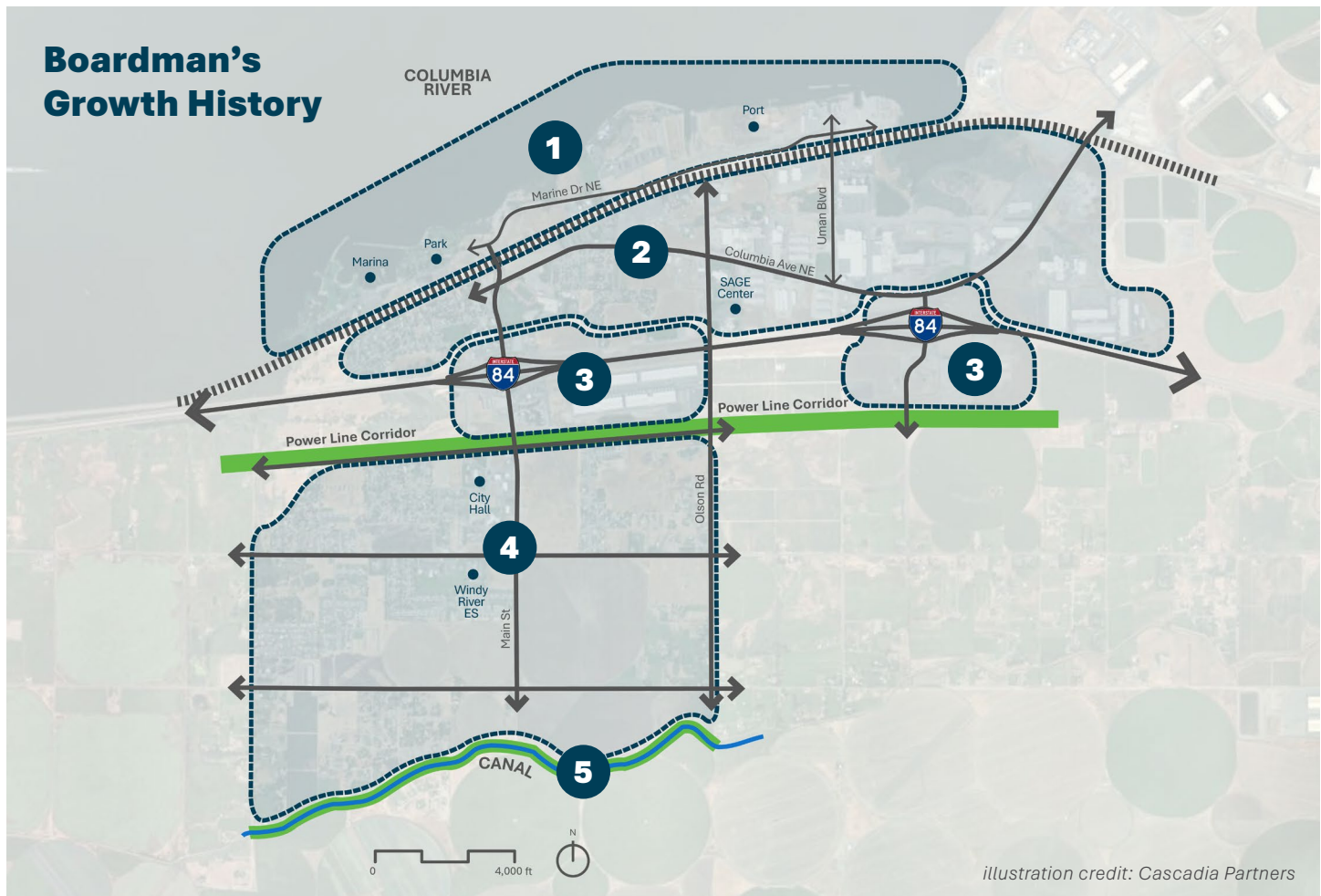


illustration credit: Cascadia Partners

- 1 The waterfront:** Between the Columbia River (Lake Umatilla) and the Union Pacific Railroad, this band holds the Port of Morrow's industrial operations alongside Boardman Marina Park, where the community keeps its ties to the river.
- 2 Between the railroad and the freeway:** This strip is the relocated heart of the city — its oldest neighborhoods, a park, a school, and community anchors like the SAGE Center and the Pool & Recreation Center.
- 3 The Interstate 84 corridor:** I-84 divides the city, but it has also grown into Boardman's main commercial strip, built up around two interchanges: Main Street, the center of civic life, and Laurel Lane, which serves industrial and freight traffic.
- 4 The residential plateau:** Between the power line corridor and the Boardman Irrigation Canal sits the city's largest residential area, built out since the 1980s and set apart from the traffic and industry to the north.
- 5 The southern edge:** The Boardman Irrigation Canal marks the practical edge of the city. Beyond it lies the Naval Weapons Systems Training Facility's restricted bombing range, which leaves little room for the city to grow further south.

Comprehensive Plan Map Designations

The Comprehensive Plan Map is the Plan's controlling instrument for future growth. It translates the community's vision into a spatial plan, showing where each land use will go and at what intensity, and drawing the boundaries that define where those uses apply. The Map uses six land use designations, described below.



photo credit: Cascadia Partners

Neighborhood Character

Low-to-medium scale residential neighborhoods, with development characterized by single-family homes, duplexes, townhomes, cottage clusters, and accessory dwelling units. This designation enriches traditional residential neighborhoods while allowing for compatible infill on lots that are generally larger than those in Village Character areas. Tree-lined streets, private yards, on-street parking, and a high level of connectivity to local schools, parks, and services through walking and biking routes characterize these areas.



photo credit: Cascadia Partners

Village Character

Medium-to-high scale residential neighborhoods that support Boardman's growth and offer a broader range of housing choices at more attainable prices. Development includes attached and detached housing types such as duplexes, townhomes, walk-up apartments, and mixed-use buildings on compact lots. Pedestrian-oriented streets, reduced setbacks, and shared common spaces create walkable areas that connect neighbors to one another. Village Character areas are located in walkable, bikeable settings and anchor Boardman's future center.



photo credit: Scott Edwards Architecture

Civic Center

Low-to-medium scale commercial nodes designed to serve the daily needs of Boardman's population. By clustering retail, civic uses, services, restaurants, and offices near residential areas, these nodes reduce vehicle dependency. Buildings form a continuous street wall with active ground-floor uses and parking located to the rear. Enhanced streetscapes, wayfinding and signage, and public gathering spaces create a shared sense of place. The Civic Center designation supports the Plan's vision of a defined heart of Boardman around City Hall and Main Street.

Employment Center

Medium-to-large scale regional hubs located along major arterials, serving both residents and visitors. This designation supports a range of uses including commercial retail, offices, health care facilities, hospitality, and light industrial uses. While these centers accommodate higher traffic volumes and ample parking, they are also connected by transit, pedestrian, and bicycle infrastructure that links Boardman's residential areas to regional employment and services.



photo credit: Cascadia Partners

Industrial Center

Large-scale industrial operations including manufacturing, processing, agriculture, storage, distribution, and related services. These areas are characterized by large parcels with specific infrastructure for loading, circulation, and direct access to regional transportation corridors. Industrial Centers vary in intensity but are generally buffered from nearby residential areas. The Port of Morrow's operations anchor the Industrial Center designation.



photo credit: City of Boardman

Parks and Public Facilities

Parks, open space, and public facilities that protect Boardman's natural resources while providing recreation, outdoor access, and civic services. This includes the Columbia River waterfront, the marina, beaches, city parks, trails, powerline easements, and public facilities such as schools, the SAGE Center, and civic buildings. Development is limited to uses that support recreation and public services.

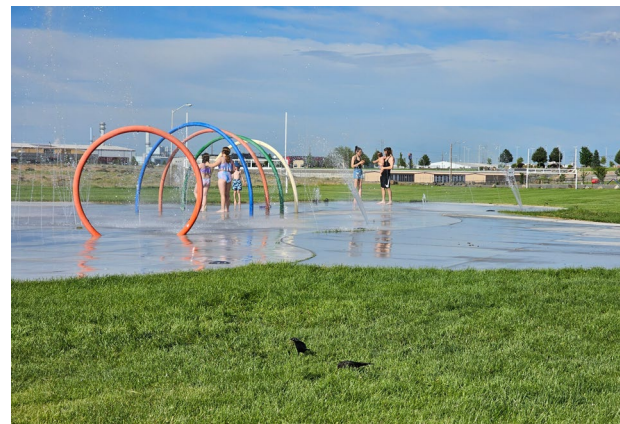


photo credit: City of Boardman

Chapter 1: People



photo credit: Cascadia Partners

Background

Boardman is a young, fast-growing, and increasingly diverse community, and who lives here shapes what meaningful civic participation has to look like. Hispanic and Latino residents make up roughly 70% of the population, about 63% of residents speak a language other than English at home, and nearly one in five households lacks reliable internet access — more than double the statewide rate. In a community like this, the standard tools of public involvement, English-language notices, evening hearings, and web-based comment forms, reach only a fraction of the people whose lives planning decisions affect.

Boardman's recent engagement experience bears this out. In launching this Comprehensive Plan update in 2024, the City formed a Public Advisory Committee and conducted bilingual outreach, and community listening sessions in May 2025 confirmed that language, work schedules, and unfamiliarity with planning processes have long limited participation for many residents. At the same time, local leaders stepped in to support outreach and translation, showing that the foundation for broader engagement is already here to build on.

As Boardman continues to grow, the City is committed to making sure planning decisions reflect the people who live here today and those who will call Boardman home in the future. The goals and policies that follow establish the City's program for getting there.

Applicable Statewide Planning Goals

- Goal 1: Citizen Involvement



photo credit: Cascadia Partners



photo credit: Cascadia Partners

Goals and Policies

Community and Equity

Overview

Statewide Planning Goal 1 requires every city to maintain a citizen involvement program with six elements: a broadly representative citizen involvement committee, two-way communication between residents and decision-makers, opportunities to participate at every phase of planning, technical information in accessible formats, mechanisms for residents to receive responses, and adequate funding for the program. In Boardman, the seven-member Planning Commission serves as the Citizen Involvement Committee, guiding this Comprehensive Plan update and overseeing the City's development regulations.

Meeting those requirements in Boardman means doing more than the minimum. A program built around English-language notices, evening hearings, and online tools would not reach most of the community. Here, bilingual materials and meetings are a baseline rather than an exception, engagement has to work around varying work schedules and uneven internet access, and the City must invest in building civic capacity among residents who have not historically taken part in planning. The goals and policies that follow establish the City's program for accessible, inclusive, and culturally responsive engagement across all phases of land use planning.

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

- Policy 1.1.1** The City shall maintain a citizen involvement program that provides residents with regular opportunities to participate in land use planning and policy decisions, including timely notification to affected property owners and public agencies.
-
- Policy 1.1.2** The City shall ensure that public notices, meeting materials, and planning documents related to land use decisions are written in plain, accessible language and translated in Spanish to the extent staff resources and capacity allow.
-
- Policy 1.1.3** The City shall use a mix of in-person and online engagement methods to reach residents with varying language abilities, work schedules, and levels of internet access.
-
- Policy 1.1.4** The City shall maintain adequate staff capacity and budget to support an ongoing public involvement program consistent with the requirements of Oregon Statewide Planning Goal 1.
-
- Policy 1.1.5** The City shall maintain consistency between the Comprehensive Plan, the Development Code, and other implementing documents to ensure that decisions made through public processes are reflected in adopted regulations.
-
- Policy 1.1.6** The City shall periodically review and update this Comprehensive Plan to ensure it remains consistent with state requirements, reflects current community priorities, and is grounded in current data and conditions.

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

- Policy 1.2.1** The City shall actively work to remove barriers to participation in land use planning, including language, work schedule, transportation, and unfamiliarity with planning processes.
-
- Policy 1.2.2** The City shall invest in building the civic capacity of community members, with particular emphasis on Boardman's Hispanic and Latino community, to participate meaningfully in land use planning, including supporting outreach leadership.
-
- Policy 1.2.3** The City shall engage underserved and underrepresented groups to develop engagement strategies that reflect their cultural context and communication preferences.
-
- Policy 1.2.4** The City shall coordinate with the Department of Land Conservation and Development (DLCD) to access guidance, technical assistance, and resources that support inclusive public involvement.
-
- Policy 1.2.5** The Planning Commission, which serves as the City's Citizen Involvement Committee (CIC), shall actively seek to reflect the diversity of Boardman's population in its composition, including its racial, ethnic, linguistic, and socioeconomic makeup.
-
- Policy 1.2.6** The City shall adhere to the land use planning principles and guidelines of the Land Conservation and Development Commission (LCDC) in all planning activities.
-

Chapter 2:

Development



photo credit: City of Boardman

Background

Boardman is growing quickly, and the pace of that growth is reshaping what the community needs from its land, infrastructure, housing, and economy. Today, Boardman has an estimated 6,150 residents within its Urban Growth Boundary, a 74% increase since 2010 and more than double the population of twenty years ago. Portland State University forecasts that population within the UGB could reach 6,656 by 2045, though two factors suggest that figure significantly understates the growth the city must plan for. First, the 2020 decennial census undercounted Boardman's population; while PSU has since corrected its annual population estimates, the coordinated forecast still carries that undercount forward. Second, the city is experiencing rapid, employment-driven growth that is outpacing historical trends, and at its current trajectory may reach the 2045 forecast before the end of this decade. The Comprehensive Plan must therefore plan for growth that is likely to outpace official projections, even as it meets the City's statutory planning obligations.

This growth is being driven in significant part by the expansion of the Port of Morrow and the rapid rise of hyperscale data center development as a major economic force. As of 2025, Boardman is home to roughly 3,500 workers across approximately 150 businesses. The City's 2026 Economic Opportunities Analysis (EOA) forecasts nearly 2,300 new jobs by 2045, with approximately 33% in the data center sector directly and the remainder in construction, logistics, retail, health care, and other services. This growth is taking place within a broader statewide conversation about data center development. In 2025–2026, the Governor's Data Center Advisory Committee, DLCD, and the Oregon Legislature have been examining the cumulative land use, infrastructure, and energy impacts of data center expansion across Oregon, and the City's planning must be responsive to the state policy direction that emerges from that process.

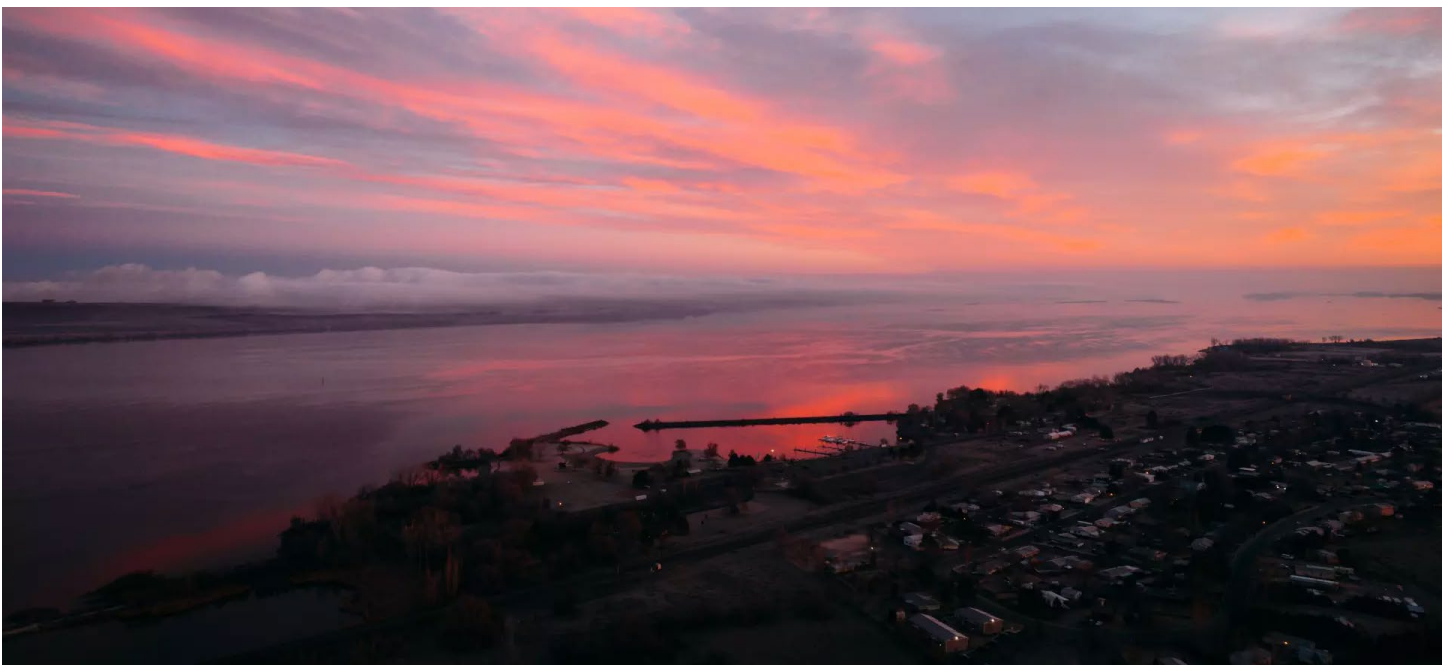


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The Port of Morrow, which employs approximately 8,000 workers across its facilities, remains the largest single driver of industrial land demand in the region. Boardman’s economic strength has not yet translated into a community fully equipped to house and serve its workforce. Jobs substantially outnumber local housing units, with an estimated 1.3 jobs per household, yet roughly 70 to 80% of workers employed in Boardman commute from Hermiston, Umatilla, the Tri-Cities, and other communities. The City’s 2026 Housing Capacity Analysis (HCA) documents a need for 728 net new housing units by 2046 across a full range of types, from single-family homes to multifamily apartments and manufactured homes. Today, 40% of renters are cost-burdened and 18% are severely cost-burdened, and the median home sale price of \$425,000 is affordable only to households earning roughly \$90,000 or more, which is a threshold only about 45% of local ownership households meet.

The employment land picture presents a parallel challenge. The EOA’s Buildable Land Inventory found approximately 337 gross buildable acres in employment zones within the UGB. While this exceeds demand when data centers are excluded, no sites remain large enough for hyperscale data center development and no general industrial sites over 20 acres remain — gaps that constrain business recruitment. The EOA identifies a need for approximately 810 additional gross acres of employment land that cannot be accommodated within the current boundary.

Community input throughout this process reflected a clear desire for a more connected and walkable city with a defined “heart” of Boardman, bringing together gathering places, local businesses, and public amenities that reflects the city’s identity as a community, not just a job hub. The goals and policies that follow turn these conditions into the City’s framework for housing, economic development, and growth management.

Applicable Statewide Planning Goals

- Goal 2: Land Use Planning
- Goal 9: Employment
- Goal 10: Housing
- Goal 14: Urbanization

Goals and Policies

Housing

Overview

Statewide Planning Goal 10 requires cities to plan for and accommodate housing needs across a range of types and affordability levels, and to maintain sufficient buildable residential land over a 20-year planning horizon.

Boardman’s 2026 HCA, prepared in accordance with the Oregon Housing Needs Analysis (OHNA) program and OAR 660 Division 8, establishes the factual basis for housing policy in this plan. The OHNA production target requires 728 net new housing units by 2046, of which approximately 39% are needed for households earning below 60% of Area Median Income (AMI). The HCA projects that 40% of new units will be needed in multifamily structures of five or more units and 20% in middle housing types, a mix that the current housing stock and Development Code have not adequately supported. Boardman’s distinctive local conditions, such as an average household size of 3.3 persons, a poverty rate of approximately 17%, a large agricultural workforce, and a predominantly Hispanic and Latino population, shape the type, size, and affordability of housing the community needs.

The goals and policies that follow establish the City’s commitment to meeting its OHNA production target, removing code barriers to needed housing types, and addressing affordability across all income levels.

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

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

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

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

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

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

- Policy 2.2.1** The City shall adopt and maintain clear and objective Development Code standards for all needed housing types, including accessory dwelling units, duplexes, triplexes, fourplexes, cottage clusters, townhomes, and multifamily structures, consistent with the requirements of ORS 197A.400 and applicable middle housing statutes.
-
- Policy 2.2.2** The City shall ensure that Development Code standards such as lot size minimums, setbacks, height limits, parking requirements, and design standards do not function as unnecessary barriers to the development of needed housing types, particularly middle housing and multifamily units.
-
- Policy 2.2.3** The City shall permit manufactured homes on individual lots in residential zones on the same basis as site-built homes, and shall permit manufactured home parks in appropriate residential and mixed-use zones, consistent with state law requirements.
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- Policy 2.2.4** The City shall permit accessory dwelling units on all lots with a primary residential use, consistent with applicable state law, and shall maintain Development Code standards that facilitate rather than discourage their construction.

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

- Policy 2.3.1** The City shall use the OHNA production target income breakdown as the factual basis for housing affordability policy, recognizing that approximately 39% of Boardman’s 20-year housing need is for households earning below 60% of AMI, including extremely low-income households earning below 30% AMI.
-
- Policy 2.3.2** The City shall actively seek state and federal funding, tax credit programs, and other financing tools to support the development of income-restricted affordable housing in Boardman, and shall work with nonprofit housing developers, the Oregon Housing and Community Services (OHCS), and other partners to bring affordable housing projects to the city.
-
- Policy 2.3.3** The City shall maintain and support existing affordable housing properties and shall work with property owners and OHCS to prevent loss of affordability restrictions on these units.
-
- Policy 2.3.4** The City shall use Development Code tools like density bonuses, reduced parking requirements, and expedited review to reduce barriers to the development of housing affordable to lower-income households.

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

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

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

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

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

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

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

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

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



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Economic Development and Employment

Overview

Statewide Planning Goal 9 requires cities to maintain an adequate supply of land for economic activities and to conduct an Economic Opportunities Analysis reconciling employment land supply with projected 20-year demand.

Boardman's 2026 EOA documents a significant land supply challenge. The EOA projects approximately 2,300 new jobs by 2045, with 65% in industrial uses and 35% in commercial uses. The Buildable Land Inventory found approximately 337 gross buildable acres in employment zones which is sufficient for general commercial and industrial demand, but with no sites large enough for hyperscale data centers and no general industrial sites over 20 acres. The EOA identifies a need for approximately 810 additional gross acres, including approximately 625 acres for data center development, that will require a UGB expansion to provide.

The goals and policies that follow establish the City's approach to maintaining adequate employment land supply, supporting infill and redevelopment, and ensuring that land use designations and Development Code standards support the full range of industries the community depends on.

Goal 2.6: Maintain an adequate supply of employment land to meet the City’s 20-year economic development needs and support a diverse and resilient local economy.

- Policy 2.6.1** The City shall maintain a current inventory of buildable employment land within the UGB, monitor supply against the 20-year employment land forecast established in the adopted EOA, and take action to address deficiencies when monitoring indicates that supply is insufficient to meet projected demand.
-
- Policy 2.6.2** The City shall pursue a UGB expansion to provide the industrial and commercial land supply identified in the adopted EOA, including sites adequate in size and configuration to accommodate hyperscale data center development, general manufacturing, food processing, warehousing, and other target industries.
-
- Policy 2.6.3** The City shall protect large industrial sites brought into the UGB for their identified industrial use and shall ensure that Comprehensive Plan designations and Development Code standards for these sites comply with the requirements of Oregon Statewide Planning Goal 9 and its administrative rules, including limitations on alternative uses of large-lot industrial land.
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- Policy 2.6.4** The City shall coordinate capital improvement planning and the Transportation System Plan with employment land planning to ensure that infrastructure investments prioritize the sequencing and servicing of key employment subareas and sites.
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- Policy 2.6.5** The City shall work with the Port of Morrow to support development and retention of industrial uses on employment lands within and adjacent to the UGB, and shall ensure that land use designations, zone standards, and permitting processes support the Port’s role as a regional economic driver.

Goal 2.7: Support infill, redevelopment, and intensification of existing employment areas to maximize the productivity of land already within the UGB.

- Policy 2.7.1** The City shall encourage infill, redevelopment, and adaptive reuse of underutilized or obsolete properties in existing commercial and industrial zones as a complement and/or substitute for UGB expansion for employment uses.
-
- Policy 2.7.2** The City shall identify opportunity sites within existing employment areas that are suitable for public-private catalyst projects and shall explore financing tools such as Tax Increment Financing, the Columbia River Enterprise Zone, and other incentive programs to bridge feasibility gaps and support desired development outcomes.
-
- Policy 2.7.3** The City shall maintain Oregon Prospector listings and other site marketing materials to ensure that available employment land and buildings are accurately represented to site selectors and prospective businesses, and shall highlight the benefits of the Enterprise Zone and Urban Renewal districts in all relevant outreach.
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Goal 2.8: Ensure that Comprehensive Plan designations, Development Code standards, and permitting processes support the full range of commercial and industrial uses the community depends on and position Boardman competitively for target industries.

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- Policy 2.8.1** The City shall ensure that Comprehensive Plan land use designations and Development Code zoning standards permit the mix of uses anticipated in existing and future employment areas, and shall update designations and standards when they no longer reflect the City’s economic development vision or when they present unnecessary barriers to needed development.
-
- Policy 2.8.2** The City shall adopt clear definitions, use permissions, and development standards in the Development Code for data centers and data center campuses consistent with the site characteristics and operational requirements identified in the adopted EOA.
-
- Policy 2.8.3** The City shall maintain clear, objective, and predictable development regulations for industrial and commercial uses and shall review and streamline permitting processes on a regular basis to reduce cost and time burdens on businesses and employers.
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- Policy 2.8.4** The City shall coordinate with the Port of Morrow, GEODC, Business Oregon, the Boardman Chamber of Commerce, Morrow County, and other economic development partners to support business retention, expansion, and recruitment, with particular attention to the City’s target industries as identified in the adopted EOA.
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Goal 2.9: Support a diverse, resilient, and locally serving economy that expands access to jobs, services, and economic opportunity for Boardman residents.

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- Policy 2.9.1** The City shall support the growth of locally serving commercial uses like retail, dining, health care, and personal services by maintaining adequate commercial land supply, encouraging development at key commercial nodes, and using the Development Code to promote a walkable, mixed-use city center.
-
- Policy 2.9.2** The City shall support small business development by facilitating connections between business owners and property owners, promoting incubator and flex space opportunities, and referring businesses to programs and partners that provide technical assistance, micro-lending, and workforce training.
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- Policy 2.9.3** The City shall support connections between local employers, Boardman public schools, Blue Mountain Community College, and state workforce training programs to develop the skilled workforce that existing and future industries require.
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- Policy 2.9.4** The City shall recognize that adequate workforce housing across a range of types and price points is a prerequisite for economic growth and employer recruitment, and shall ensure that housing and economic development policies are mutually supportive.
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- Policy 2.9.5** The City shall recognize access to child care as a foundational component of workforce participation and economic opportunity, and shall periodically review the Development Code to identify and remove unnecessary local barriers to the development of licensed family child care homes and child care centers.
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Land Use and Urbanization

Overview

Statewide Planning Goals 2 and 14 together establish Oregon's framework for growth management. Goal 2 requires land use decisions to be grounded in a factual basis, coordinated across jurisdictions, and implemented through consistent regulations. Goal 14 requires cities to manage growth within Urban Growth Boundaries, demonstrate a 20-year land supply adequate for all needs, and plan for an orderly transition from rural to urban uses.

Boardman's Comprehensive Plan was first adopted in 1975 and acknowledged by the state in 1978. The 2026 update is the first comprehensive revision in over 20 years and grounded in the findings of updated technical analyses such as the EOA (2026), HCA (2026), among others. Those studies confirm that the current UGB contains sufficient residential land supply to meet the City's 20-year housing needs, but does not contain sufficient supply of employment land, and that a UGB expansion for employment uses is the most likely mechanism for closing that gap. Boardman manages its UGB in coordination with Morrow County under a Joint Management Agreement. A significant share of land within the UGB but outside the city limits is currently subject to county zoning that permits rural-density development, including parcelization at densities as low as one dwelling unit per acre. Development at these densities is difficult to reurbanize and can foreclose the efficient extension of urban services, undermining the City's ability to accommodate future growth at planned urban densities. Aligning the management of urbanizable land, both within the UGB and in areas needed for future expansion, with the City's long-term land needs is a central concern.

The goals and policies that follow establish the City's framework for maintaining a sound factual basis for land use decisions, managing land supply and growth within the UGB, coordinating the expansions that growth will require, and directing development toward a more compact and connected city.

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

- Policy 2.10.1** The City shall ensure that all land use decisions are grounded in a factual basis, including current demographic data, buildable land inventories, and the findings of the adopted EOA, HCA, Transportation System Plan, Parks Master Plan, and other supporting technical studies.
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- Policy 2.10.2** The City shall maintain consistency between this Comprehensive Plan, the Development Code, the Comprehensive Plan Map, and the Zoning Map, and shall update these documents in a coordinated manner to ensure that adopted policies are reflected in implementing regulations.
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- Policy 2.10.3** The City shall periodically review and update this Comprehensive Plan and its supporting technical studies to ensure they remain consistent with state requirements, reflect current community priorities, and provide an accurate factual basis for land use decisions.
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- Policy 2.10.4** The City shall plan for a city center that serves as Boardman’s civic and commercial heart and shall use the Development Code and land use designations to support investment in this area.
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- Policy 2.10.5** The City shall maintain clear and objective development regulations that provide predictability for property owners, applicants, and the public, and shall review and update the Development Code on a regular basis to remove barriers to needed development and ensure alignment with current Comprehensive Plan policy.

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

- Policy 2.11.1** The City shall encourage orderly conversion of urbanizable lands within the UGB in a pattern that assures the economical extension of municipal services, prioritizing lands adjacent to existing development and infrastructure before converting lands at the fringe of the UGB.
-
- Policy 2.11.2** The City shall manage growth so that urban development is served by water, sewer, transportation, and other public facilities before or concurrent with development, and shall not approve conversion of urbanizable lands within the UGB where the extension of services is not feasible within a reasonable timeframe.
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- Policy 2.11.3** The City shall avoid sprawl and leap-frog development by encouraging infill and compact development within existing urban areas before converting urbanizable lands within the UGB .
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- Policy 2.11.4** The City shall use the Comprehensive Plan Map, Zoning Map, and Development Code to direct growth to areas where services can be efficiently extended, where development is compatible with adjacent land uses, and where public investment in infrastructure can be maximized.
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- Policy 2.11.5** The City shall maintain a current inventory of buildable land within the UGB, monitor supply against 20-year needs as established in the adopted EOA and HCA, and shall initiate UGB amendment proceedings when the inventory indicates that supply is insufficient to meet projected demand.
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- Policy 2.11.6** The City shall encourage infill and redevelopment of underutilized land within the UGB as the preferred means of accommodating growth before pursuing UGB expansion for residential or commercial uses where feasible.
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- Policy 2.11.7** The City shall work with Morrow County to maintain and amend the Urban Growth Boundary consistent with the Joint Management Agreement, and shall seek to update that agreement, as opportunities allow, to reflect the findings of the adopted EOA and HCA and the land supply needs documented in this Comprehensive Plan update.
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- Policy 2.11.8** The City shall coordinate with the Port of Morrow, Oregon Department of Land Conservation and Development, Oregon Department of Transportation, and other state and regional agencies on land use decisions and UGB planning processes that affect areas of shared jurisdiction or regional significance.
-
- Policy 2.11.9** The City shall maintain Comprehensive Plan Map designations for all urbanizable land within the UGB that identify the intended urban use of each area so land divisions, infrastructure planning, and eventual annexation are guided by the use for which each area is ultimately planned.
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- Policy 2.11.10** The City shall require, as conditions of annexation for urbanizable lands within the UGB, that: (a) the land is contiguous with existing city limits; (b) municipal water, sewer, and transportation facilities are available or can be extended concurrent with development; (c) the proposed development is consistent with the Comprehensive Plan Map designation for the area; and (d) the annexation supports the orderly and efficient extension of urban services consistent with the sequencing priorities of this plan.
-
- Policy 2.11.11** The City shall not extend municipal water service to urbanizable lands within the UGB without concurrent provision of or a binding commitment to municipal sewer service, to mitigate groundwater contamination concerns as well as partial infrastructure investment that would entrench development patterns inconsistent with planned urban densities.
-
- Policy 2.11.12** The City may provide wholesale treated water to a delivery point outside city limits, through intergovernmental agreement with Morrow County or other public entities, to address groundwater contamination within the Lower Umatilla Basin Groundwater Management Area. Such provision shall not constitute an extension of municipal water service or waive the City's annexation or service-extension requirements.
-
- Policy 2.11.13** The City shall seek to assume land use and land division authority and responsibility for lands within the Urban Growth Boundary but outside the city limits in coordination with Morrow County and through an updated Joint Management Agreement, in order to prevent rural-density development that would foreclose planned urban use and density.
-
- Policy 2.11.14** The City shall designate the West Glenn neighborhood on the Comprehensive Plan Map for commercial use with residential as an ancillary use, recognizing the area's established commercial character and trucking-related operations, and shall apply Development Code standards at annexation that accommodate existing commercial uses while permitting continued residential occupancy.
-

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

- Policy 2.12.1** The City shall pursue a UGB expansion for employment lands consistent with the findings of the adopted EOA, which identifies a need for approximately 810 additional gross acres that cannot be accommodated within the current boundary.
-
- Policy 2.12.2** The City shall evaluate residential UGB expansion needs on a periodic basis using the OHNA production target and current buildable land inventory as the primary measures of sufficiency, and shall initiate residential UGB expansion proceedings when the inventory of buildable residential land is insufficient to accommodate the remaining 20-year production target.
-
- Policy 2.12.3** In evaluating and sequencing UGB expansions for either employment or residential uses, the City shall give preference to lands that minimize impacts to productive agricultural lands, are contiguous with existing development, can be efficiently served by existing or planned infrastructure, and are consistent with the land use designations and transition standards of this Comprehensive Plan.
-
- Policy 2.12.4** The City shall ensure that UGB amendments are supported by an adequate factual basis, including updated population and employment forecasts, buildable land inventories, infrastructure capacity analysis, and findings of consistency with Oregon Statewide Planning Goals and applicable administrative rules.
-
- Policy 2.12.5** The City shall ensure that large industrial and employment lands brought into the UGB through expansion are designated for their identified use and protected consistent with the requirements of Oregon Statewide Planning Goal 9 and its administrative rules, including limitations on alternative uses of large-lot industrial land.
-
- Policy 2.12.6** The City shall work with Morrow County to establish urban reserves outside the Urban Growth Boundary to identify lands suitable for orderly and efficient transition to urban use over the long term for both employment and residential purposes.
-
- Policy 2.12.7** The City shall pursue urban reserve designation as a means of protecting lands needed for future urbanization from rural-density development and parcelization that would foreclose their efficient transition to urban use, and shall coordinate with Morrow County so that county zoning applied to designated urban reserve lands supports, rather than undermines, future urban development.
-
- Policy 2.12.8** In identifying and prioritizing urban reserve lands, the City shall apply the criteria in Policy 2.12.3 and give preference to lands consistent with the employment and residential land needs documented in the adopted EOA and HCA, including lands in proximity to and served by the Port of Morrow.

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

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

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

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



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Chapter 3:

Services



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Background

Boardman's service and infrastructure needs are being reshaped by the same forces driving its housing and employment growth: a rising resident population, a large in-commuting workforce, and a steady stream of visitors drawn to the Columbia River and the Port of Morrow. The systems that serve daily life in Boardman, like parks and recreation, water and sewer, streets and sidewalks, transit and freight, were largely designed for a smaller and more static community. Keeping pace with growth, closing service gaps, and planning the next generation of facilities is the central challenge this chapter addresses.

The past two years have brought the most significant modernization of Boardman's service and facility planning in more than two decades. The City and the Boardman Park & Recreation District adopted Boardman's first-ever Parks Master Plan in 2025, and the City adopted a new Transportation System Plan the same year, co-adopted by Morrow County in early 2026 to apply across the Urban Growth Boundary. Building on these, several focused efforts are now underway, including a refinement of the Main Street Interchange Area Management Plan (IAMP), a Source Water Protection Plan funded by the Oregon Health Authority, and updates to the City's Water System Master Plan and Water Management and Conservation Plan. Public facilities policy remains grounded in the City's 2015 Water System Master Plan (WSMP) and 2021 Wastewater Facilities Plan (WWFP), with the Source Water Protection Plan, the WSMP and Water Management and Conservation Plan updates, wastewater improvements, and the Main Street IAMP Refinement now updating portions of that foundation.



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Parks and Recreation

The City oversees eleven park sites totaling roughly 51 acres, less than a third of it developed, while the Park & Recreation District manages the city's major waterfront parks, campground, pool, and recreation center, most of which is on leased land. The Parks Master Plan documents strong assets in waterfront access, disc golf, and a splash pad, alongside clear deficiencies: too few soccer and sports fields, limited trail mileage, undersupplied shade and restrooms, and significant walkable-access gaps in south and northeast Boardman, where many lower-income and family households live. The community has consistently asked for cleaner and safer parks, culturally inclusive and bilingual features, better connections across I-84 and the railroad, and more gathering spaces suited to Boardman's hot, windy climate.

Public Facilities and Infrastructure

Boardman provides municipal water, sanitary sewer, and storm drainage within its Urban Growth Boundary, and coordinates with the Port of Morrow, special districts, and private providers for other services. The City's drinking water is drawn from horizontal collector wells near the Columbia River; the City is permitted to pump up to 23 million gallons per day, supplying both the community and, by contract, Port of Morrow industries. Recent investments have substantially strengthened this system, including a new collector well, booster pump station, and storage reservoir that allow the City to pump its full water right. Building on that foundation, the City is updating its Water System Master Plan and Water Management and Conservation Plan and preparing a Source Water Protection Plan to safeguard its groundwater supply.

Parts of the Urban Growth Boundary and adjacent areas lie within the Lower Umatilla Basin Groundwater Management Area (LGWMA), designated by the Oregon Department of Environmental Quality in the mid-1990s, where nitrate contamination from decades of on-site septic systems and agricultural activity has compromised private well water quality. Morrow County has declared the situation an emergency and is pursuing plans to deliver clean drinking water to affected areas. The City is working with the County to determine how it can contribute to that effort through the provision of wholesale treated water, a regional public health response that is distinct from the City's standard framework for extending municipal services through annexation.

On the wastewater side, the City completed a major expansion of its treatment lagoon and lift stations and is now advancing further improvements, including a collection system study, headworks and septage-receiving upgrades, and biosolids removal, to keep pace with demand. The City manages its stormwater system together with streets as a single drainage and right-of-way network, and continues to invest in stormwater improvements as the city grows. Beyond these utilities, the City provides police protection and coordinates with the Boardman Fire Rescue District for fire and emergency services; here too, facilities must keep pace with growth, and a new police station is among those being planned.

Transportation

Boardman's street network reflects its history as a small highway community now growing rapidly on both sides of I-84. The TSP documents a system that remains relatively safe overall but faces mounting pressure at key intersections, particularly along Main Street and near the I-84 interchanges, as traffic from residential growth and Port activity increases. Several large infill parcels in south Boardman have limited access, and some areas are served by unpaved or substandard roads. Gaps in sidewalks and bike facilities limit safe walking and biking, and crossing I-84 and the rail corridor remains a barrier between neighborhoods. The City is actively advancing street and sidewalk improvements to begin closing these gaps, and freight, rail, and marine systems remain essential to the local economy and require continued protection and coordination.

Applicable Statewide Planning Goals

- Goal 8: Recreational Needs
- Goal 11: Public Facilities and Services
- Goal 12: Transportation

Goals and Policies

Parks and Recreation

Overview

Statewide Planning Goal 8 requires cities to plan for the recreational needs of residents and visitors and to provide for the siting of necessary recreational facilities. Boardman's 2025 Parks Master Plan, prepared jointly by the City and the Boardman Park & Recreation District, establishes the factual basis for the policies below.

A defining feature of that basis is that Boardman must serve far more people than its resident count. Its weighted weekday service population, including in-commuting workers and temporary lodging guests, was about 6,890 in 2024 and is projected to reach 10,450 by 2035, so demand for parks and recreation outstrips what residential population alone would suggest. Against that demand, the Master Plan sets a level-of-service target of 15 acres of developed parkland per 1,000 weighted service population and documents the system's principal gaps: undersupplied sports fields, limited trail connectivity, walkable-access deficits in south and northeast Boardman, and the need for shade, restrooms, and culturally inclusive amenities that reflect Boardman's predominantly Hispanic and Latino, family-oriented community.

The goals and policies that follow adopt the vision and goal framework of the Parks Master Plan and commit the City to an inclusive, accessible, and well-connected park system that keeps pace with growth.



photo credit: City of Boardman

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

- Policy 3.1.1** The City shall implement the Boardman Parks Master Plan as the guiding framework for park acquisition, development, and improvement, and shall maintain a level-of-service target of at least 15 acres of developed parkland per 1,000 weighted service population.
- Policy 3.1.2** The City shall prioritize closing walkable park-access gaps in underserved areas, particularly south and northeast Boardman, with the goal that all residents live within a 10-minute walk of a developed park.
- Policy 3.1.3** The City shall ensure that parks and recreational facilities meet applicable accessibility standards, including ADA-compliant routes, restrooms, play areas, and water access, and shall incorporate universal and inclusive design in new and upgraded facilities.
- Policy 3.1.4** The City shall provide culturally inclusive park features, including bilingual signage and wayfinding, and shall engage Boardman’s Hispanic and Latino community and other underrepresented groups in the design of parks and recreation programs.

Goal 3.2: Enhance recreation and active lifestyles by expanding diverse, year-round recreational opportunities that support physical activity, wellness, and enjoyment for all ages.

- Policy 3.2.1** The City shall work to address documented facility deficiencies identified in the Parks Master Plan, including soccer and diamond fields, sport courts, a skatepark, inclusive and toddler play areas, and expanded trail mileage.
- Policy 3.2.2** The City shall expand and connect Boardman’s trail network toward the Master Plan target of 4 to 10 miles, creating looped connections between neighborhoods, schools, civic spaces, and the Columbia River waterfront.
- Policy 3.2.3** The City shall coordinate with the Boardman Park & Recreation District to support year-round indoor and outdoor recreation, including waterfront access, camping capacity, and recreation center facilities that serve residents, workers, and visitors.
- Policy 3.2.4** The City shall provide shade, tree canopy, drinking water, and climate-adaptive design in parks and public spaces to ensure comfort and usability in Boardman’s hot, windy climate.

Goal 3.3: Strengthen community engagement and partnerships by building strong relationships with residents, organizations, and businesses to support parks and recreation.

- Policy 3.3.1** The City shall maintain and strengthen its partnership with the Boardman Park & Recreation District to coordinate planning, investment, and management across the two providers’ complementary systems.
- Policy 3.3.2** The City shall pursue partnerships with the Port of Morrow, the school district, employers, and community organizations to expand recreational access, shared use of facilities, and cultural and interpretive programming.

Goal 3.4: Support economic growth, tourism, and workforce development by leveraging parks to strengthen Boardman's economy, attract visitors, and create opportunity.

Policy 3.4.1 The City shall support the role of Boardman's waterfront parks, campground, and trails as regional recreation destinations that attract visitors and support local businesses, and shall coordinate recreation planning with economic development and tourism efforts.

Policy 3.4.2 The City shall recognize the recreational needs of Boardman's large in-commuting and temporary workforce, including after-hours access, lighting, and flexible facilities that serve workers seeking nearby activities after long shifts.

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

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

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

Goal 3.6: Ensure fiscal responsibility and long-term sustainability by securing diverse funding sources and prioritizing cost-effective investments.

Policy 3.6.1 The City shall establish a Parks System Development Charge so that new development contributes its proportionate share of the cost of park facilities needed to serve growth, supported by a methodology study.

Policy 3.6.2 The City shall modernize parkland and trail dedication standards so that new development dedicates usable, well-located parkland and trail corridors, prioritizing land dedication with fee-in-lieu used only where sites are unsuitable, and shall establish a Parkland and Trail Acquisition Fund to assemble larger, more functional sites.

Policy 3.6.3 The City shall pursue grants, partnerships, and other diverse funding sources to develop and maintain the park system, and shall phase improvements through a Capital Improvement Plan that prioritizes projects by community benefit, equity, safety, and readiness.

Goal 3.7: Preserve Boardman's history, culture, and community identity by integrating historical, cultural, and community elements into parks and programming.

Policy 3.7.1 The City shall protect existing and future parkland for permanent public use through formal dedication, recreation easements, deed restrictions, and Parks and Open Space zoning.

Policy 3.7.2 The City shall integrate public art, cultural interpretation, and storytelling into parks, including Indigenous and Old Boardman history, to celebrate the community's heritage, diversity, and identity.



photo credit: City of Boardman

Public Facilities, Infrastructure, and Transportation

Overview

Statewide Planning Goal 11 requires a timely, orderly, and efficient arrangement of public facilities and services as a framework for development, and Goal 12 requires a safe, convenient, and economic transportation system. In practice the two are inseparable: water, sewer, stormwater, and streets form a single interdependent system whose location, timing, and capacity together determine where and how the city grows. This section treats them as one framework rather than as separate utilities.

The factual basis spans documents of different vintages. Transportation policy is grounded in the 2025 Transportation System Plan, adopted as a technical element of this Comprehensive Plan and carried forward here through its six goals (Safety, Mobility, Accessibility and Connectivity, Community Focused, Sustainability, and Strategic Investment). Public facilities policy remains grounded in the City's 2015 Water System Master Plan (WSMP) and 2021 Wastewater Facilities Plan (WWFP), with the Source Water Protection Plan, the WSMP and Water Management and Conservation Plan updates, wastewater improvements, and the Main Street IAMP Refinement now updating portions of that foundation.

The goals and policies that follow take a systems approach: they coordinate infrastructure and transportation investment around a shared growth framework, steward existing assets, advance safety and connectivity for all users and modes, serve the whole community equitably, protect natural and cultural resources, and fund the system responsibly over time.

Goal 3.8: Plan, extend, and time public facilities and the transportation system together as one coordinated framework that guides where and how Boardman grows.

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|---------------------|---|
| Policy 3.8.1 | The City shall assure the orderly provision of urban services to lands within the Urban Growth Boundary as they urbanize, requiring that urban development be served by full urban services provided before or concurrent with development. |
| Policy 3.8.2 | The City shall prioritize development on land already served by utilities and the street network, discourage inefficient or premature development that cannot be adequately served, and promote efficient use of urban and urbanizable land within the UGB. |
| Policy 3.8.3 | The City shall coordinate the timing and sequencing of water, sewer, stormwater, and street extensions with one another and with the conversion of urbanizable land within the UGB, so that investments in one system reinforce rather than outpace the others. |
| Policy 3.8.4 | The City shall ensure that land use decisions account for their impacts on existing and planned public facilities and transportation facilities, consistent with the Transportation Planning Rule, and shall protect the function of facilities identified in the TSP and the Public Facilities Plan. |
| Policy 3.8.5 | The City shall coordinate the provision of public services and transportation improvements with annexation, and shall maintain and periodically update long-range master plans for its water, sewer, storm drainage, and transportation systems to keep them consistent with current growth. |
| Policy 3.8.6 | The City shall maintain an adequate supply of commercial and industrial land that is serviceable by water, sewer, storm drainage, and transportation infrastructure, consistent with state law and the findings of the adopted Economic Opportunities Analysis. |

Goal 3.9: Preserve, maintain, and make the most of Boardman's existing infrastructure and transportation assets before building new ones.

- | | |
|---------------------|---|
| Policy 3.9.1 | The City shall preserve and maintain its existing water, sewer, stormwater, and transportation assets as a first-priority investment, monitoring their condition and financing regular, proactive maintenance rather than deferring repairs until failure. |
| Policy 3.9.2 | The City shall identify capacity constraints across the transportation system and develop projects and strategies to address them, such as intersection improvements and alternative multimodal connections, prioritizing solutions that make fuller use of existing facilities. |
| Policy 3.9.3 | The City shall complete and implement the Main Street Interchange Area Management Plan Refinement in coordination with ODOT to protect the long-term safety and function of the Main Street and I-84 interchange as traffic from residential growth and Port activity increases. |
| Policy 3.9.4 | The City shall maintain utility and transportation design standards and construction specifications to allow for safe, orderly, and coordinated development, and shall comply with applicable state and federal regulations for utility and transportation systems, as part of the Boardman Public Works Standards. |

Goal 3.10: Improve the safety, connectivity, and completeness of the multimodal transportation network for users of all ages, abilities, and modes.

- Policy 3.10.1** The City shall address known safety issues at locations with a history of fatal or severe-injury crashes, and shall identify and prioritize transportation improvements that provide safe access for all users regardless of age, ability, or mode of transportation.
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- Policy 3.10.2** The City shall manage vehicular access to key transportation corridors consistent with engineering standards and access management principles, while maintaining reasonable access to adjacent land uses.
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- Policy 3.10.3** The City shall require a well-connected street network as development occurs, including the extension and improvement of local streets to City standards, to support efficient urban development and travel between parts of the community, with particular attention to large infill parcels in south Boardman that currently have limited access and to areas served by unpaved or substandard roads.
-
- Policy 3.10.4** The City shall provide new multimodal connections to and from Boardman's neighborhoods, schools, parks, transit stops, employment centers, and other key destinations, and shall address existing walking, biking, and rolling gaps in the network.
-
- Policy 3.10.5** The City shall include bikeways and sidewalks on all new arterials and collectors within the UGB except limited-access freeways, retrofit existing streets on a prioritized schedule, and give maintenance of bikeways and pedestrian facilities equal priority to motor vehicle facilities, consistent with state design guidelines.
-
- Policy 3.10.6** The City shall increase multimodal connectivity across I-84 and the rail corridor to reduce the barriers these facilities create between the north and south sides of the community.
-
- Policy 3.10.7** The City shall support local and regional transit services through coordination with Morrow County Public Transit, operating as The Loop, and other providers, including the advancement of transit stop amenities and service hubs.

Goal 3.11: Provide facilities and a transportation system that serve the whole community equitably, with particular attention to underserved and vulnerable populations.

- Policy 3.11.1** The City shall ensure that the transportation system provides multimodal access for underserved and vulnerable populations, including lower-income neighborhoods and transportation-disadvantaged residents, to schools, parks, employment centers, commercial centers, health and social services, and other essential destinations.
-
- Policy 3.11.2** The City shall plan and locate public facilities and services to support a livable, fully connected community, and shall strengthen economic opportunities through the development of new transportation and infrastructure investments.
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- Policy 3.11.3** The City shall promote coordination among the City, the Port of Morrow, special districts, and other partners to make the most effective use of public facilities serving the planning area, and shall continue to work with the Boardman Fire Rescue District in its provision of fire protection services.
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Policy 3.11.4 The City shall plan for police facilities and services that keep pace with growth, and shall coordinate with the Boardman Fire Rescue District and other partners to maintain adequate public safety services as the community expands.

Goal 3.12: Protect Boardman’s water supply, natural and cultural resources, and environmental quality as the system grows.

Policy 3.12.1 The City shall protect and enhance the quality and quantity of its drinking water supply by establishing wellhead protection measures, working with landowners and managers to protect water sources, implementing its Source Water Protection Plan, and adhering to applicable permitting requirements for new development and infrastructure.

Policy 3.12.2 The City shall plan for and establish standards for storm drainage detention and management as an environmental service, encouraging natural stormwater management techniques such as drainage swales, landscaping, retention ponds, and natural drainage ways where feasible, and shall minimize adverse impacts from construction-related erosion and sedimentation.

Policy 3.12.3 The City shall assure adequate provision for solid waste collection and disposal for the City and Urban Growth Boundary, whether provided by private contractors or public entities.

Policy 3.12.4 The City shall consider alternative transportation facility designs in constrained areas to avoid or minimize impacts to natural and cultural resources.

Policy 3.12.5 The City shall coordinate water system capacity planning with land use and economic development decisions, ensuring that projected demands from residential growth and large industrial users are evaluated together and that the City’s ability to serve its resident population is not compromised by commitments to industrial water supply.

Policy 3.12.6 The City shall work with Morrow County and other partners to provide wholesale treated water to areas outside city limits affected by groundwater contamination within the Lower Umatilla Basin Groundwater Management Area, under terms that protect system capacity and do not waive the City’s annexation or service-extension requirements.

Goal 3.13: Fund and invest in public facilities and the transportation system strategically and sustainably, so that growth pays its fair share and the system remains affordable over time.

Policy 3.13.1 The City shall fund and maintain its water, sewer, stormwater, and transportation systems through a stable, diverse mix of System Development Charges, utility rates, and user fees that equitably allocate costs to users, and shall prioritize investments through the Capital Improvement Plan.

Policy 3.13.2 The City shall require new development to contribute its proportionate share of the cost of the facilities and transportation improvements needed to serve it, and shall keep its System Development Charges current with actual costs.

Policy 3.13.3 The City shall pursue grants and collaborate with partnering agencies, including but not limited to ODOT, Morrow County, the Port of Morrow, and the Oregon Health Authority, to creatively fund infrastructure and transportation improvements and supporting programs.

Chapter 4:

Nature



photo credit: City of Boardman

Background

Boardman's identity is inseparable from the Columbia River. The river supplies the city's drinking water, anchors its parks and waterfront, carries the freight that drives its economy, and shapes the natural systems that make the community livable. It is also a reminder of how much the land can change: the original townsite now lies beneath Lake Umatilla, relocated to higher ground in the 1960s when the John Day Dam was built. That history continues to shape Boardman's cultural identity and its relationship to the land and water around it.

The land around Boardman is working land. Irrigated agriculture, the industries of the Port of Morrow, and a growing role as a center for energy generation and data centers all draw on the same natural systems the community depends on, such as its water, its airshed, and the open, windswept landscape of the Columbia Plateau. In some areas, those systems are already under stress; groundwater quality within the Lower Umatilla Basin Groundwater Management Area has been degraded by decades of agricultural activity and on-site septic use. As Boardman grows, the central challenge this chapter addresses is sustaining those resources while the demands placed on them increase.

That challenge is sharpened by a changing climate. Boardman's arid, windy setting has always meant hot summers, blowing dust, and a dependence on the river and groundwater, but those conditions are intensifying. Hotter and more frequent extreme-heat events, persistent drought, and wildfire in the surrounding landscape are emerging as the community's most significant natural hazards. This is a marked shift from earlier decades, when river flooding had been largely controlled and few other hazards were recognized. Protecting natural resources and building resilience to these hazards are two sides of the same effort to keep Boardman healthy, safe, and prepared for the future.

This chapter is organized into two sections. The first, Natural Resources and Environment, addresses the protection of Boardman's natural resources and the quality of its air, water, and land. The second, Climate Change and Natural Hazards, addresses the community's resilience to natural hazards and its commitment to conserving energy.

Applicable Statewide Planning Goals

- Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6: Air, Water, and Land Resources Quality
- Goal 7: Areas Subject to Natural Hazards
- Goal 13: Energy Conservation

Goals and Policies

Natural Resources and Environment

Overview

Statewide Planning Goal 5 requires cities to inventory significant natural resources and adopt programs to protect them, and Goal 6 requires the maintenance and improvement of air, water, and land quality. In Boardman, these resources center on the Columbia River and its corridor: riparian areas, wetlands, fish and wildlife habitat, the groundwater that supplies the city’s drinking water, aggregate resources, open space, and cultural areas.

Two developments since the last plan are reflected here. The State adopted new Goal 5 rules addressing cultural areas (OAR 660-023-0210) that strengthen coordination with tribes around archaeological and culturally significant sites. And the City’s responsibilities under Goal 6, together with the Clean Water Act, call for continued attention to the water quality of the Columbia River, including protection of streamside vegetation and bank conditions. The goals and policies that follow retain the City’s acknowledged Goal 5 resource inventory and protections (factual basis documented in Appendix 4-A), strengthen its support for fish and wildlife habitat and water quality, and align its cultural resource protections with current state law.

- Goal 4.1: Protect, maintain, and where appropriate enhance Boardman’s significant natural resources, including the Columbia River corridor, riparian areas, wetlands, fish and wildlife habitat, groundwater, aggregate resources, and open space.**
- Policy 4.1.1** The City shall continue to protect the Goal 5 resources inventoried in Appendix 4-A through ongoing identification and development review consistent with applicable regulations.
- Policy 4.1.2** The City shall protect riparian corridors along the Columbia River and any other fish-bearing waters, using the safe harbor methodology as the basis for identifying corridor boundaries.
- Policy 4.1.3** The City shall protect fish and wildlife habitat along the Columbia River, recognizing the value of riparian areas for shade, bank stability, and water quality, and shall draw on the Oregon Conservation Strategy, the Oregon Statewide Wildlife Action Plan, and technical assistance from the Oregon Department of Fish and Wildlife.
- Policy 4.1.4** The City shall protect significant wetlands and, as resources permit, complete and adopt a Local Wetlands Inventory. In the interim, the City shall rely on the National Wetlands Inventory and the State’s wetland notification process.
- Policy 4.1.5** The City shall protect the quality and quantity of its groundwater and drinking-water supply, including wellhead protection and implementation of its Source Water Protection Plan, coordinating with developers and the State.

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- Policy 4.1.6** The City shall coordinate with Morrow County and the Port of Morrow to address aggregate resources if future UGB expansion encompasses areas with identified deposits.
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- Policy 4.1.7** The City shall work with Morrow County, the Port of Morrow, Boardman Park and Recreation District, the Bonneville Power Administration, and the U.S. Army Corps of Engineers to preserve and support the Columbia River Heritage Trail.
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- Policy 4.1.8** The City shall protect and enhance significant open space, including the Columbia River waterfront, in coordination with the U.S. Army Corps of Engineers, the Boardman Park & Recreation District, the Port of Morrow, and other partners.
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Goal 4.2: Honor and protect Boardman’s cultural areas and archaeological resources in coordination with the Confederated Tribes of the Umatilla Indian Reservation and other tribes with ancestral connections to the area.

- Policy 4.2.1** The City shall continue to work with the CTUIR Cultural Resources Protection Program, and with other tribes identified by the State, to identify and protect cultural areas and archaeological sites.
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- Policy 4.2.2** The City shall notify tribes when a proposed development could affect a known or suspected archaeological site or culturally significant landscape feature, and when considering an Urban Growth Boundary expansion, and shall use tribal responses to inform recommendations to applicants.
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- Policy 4.2.3** The City shall include information about applicable state archaeological laws and permit requirements, including coordination with the State Historic Preservation Office (SHPO), on its development permit applications, and shall maintain a review procedure for development that may disturb archaeological sites.
-

Goal 4.3: Maintain and improve the quality of Boardman’s air, water, and land resources as the community grows.

- Policy 4.3.1** The City shall require development to comply with applicable city, county, state, and federal environmental standards, including air quality regulations administered by the Oregon Department of Environmental Quality (DEQ).
-
- Policy 4.3.2** The City shall support the water quality of the Columbia River, including any applicable load allocations assigned by the Oregon Department of Environmental Quality (DEQ), through the protection and restoration of streamside vegetation and bank conditions, stormwater management, and erosion control during development.
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- Policy 4.3.3** The City shall manage stormwater as an environmental service, encouraging natural stormwater management techniques and minimizing water quality impacts from development.
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- Policy 4.3.4** The City shall preserve and wisely manage its natural and built environments, and shall encourage development techniques that protect air, water, and land quality and reduce dust and erosion.
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- Policy 4.3.5** The City shall coordinate with Morrow County and state agencies to monitor groundwater quality within the Lower Umatilla Basin Groundwater Management Area and shall consider groundwater conditions in land use decisions affecting areas served by private wells.
-

Climate Change and Natural Hazards

Overview

Statewide Planning Goal 7 requires cities to protect people and property from natural hazards, and Goal 13 requires that land use and development conserve energy. Boardman addresses them together because the same arid, windy climate that drives the community’s hazards also shapes how it uses energy, and because the region’s role as a center of energy generation and consumption makes conservation a natural companion to resilience.

The City’s understanding of its hazard exposure has changed significantly since the last plan, which concluded that Boardman faced no significant natural hazards. Through the 2024 Morrow County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP), prepared with the County, its cities, and state and federal partners, the City now has a current, climate-informed picture of the risks it faces, including drought, wildfire, windstorm, extreme heat, and, to a lesser degree, flood and other hazards. Extreme heat stands out as the hazard most directly relevant to daily life and growth in Boardman, falling hardest on older adults, outdoor workers, and residents without air conditioning.

Energy conservation is addressed in this chapter as a complement to hazard resilience. Boardman sits within a regional hub of energy generation and large energy users, and the choices the City makes about how it grows, including how compactly it develops, how people travel, and how efficiently its buildings and public facilities operate, all influence how much energy the community consumes. The goals and policies that follow commit the City to reducing hazard risk and conserving energy as it grows.

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

- Policy 4.4.1**

The City shall maintain the Morrow County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP) as the City’s natural hazards mitigation strategy, implement the mitigation actions identified in that plan for the City of Boardman, and participate in future updates of the plan.
- Policy 4.4.2**

The City shall consider natural hazard risk, including flood, wildfire, extreme heat, windstorm, and drought, in its land use decisions and in the location and design of public facilities, and shall consider measures to avoid or mitigate undue risk to people and property.
- Policy 4.4.3**

The City shall maintain its participation in the National Flood Insurance Program (NFIP) and apply its floodplain regulations to development in mapped flood hazard areas, recognizing that while regulation of the Columbia River has reduced flood risk, localized flood hazards remain.
- Policy 4.4.4**

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

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

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

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

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

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

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

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

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

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

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

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

Policy 4.5.8 The City shall encourage large energy users to meet their demand with new clean energy resources, to participate in applicable large-load tariff programs established under state law, and to contribute to the resilience of the regional energy and water systems they rely on, so that the costs of growth are not shifted onto Boardman’s households and existing businesses.

Appendix

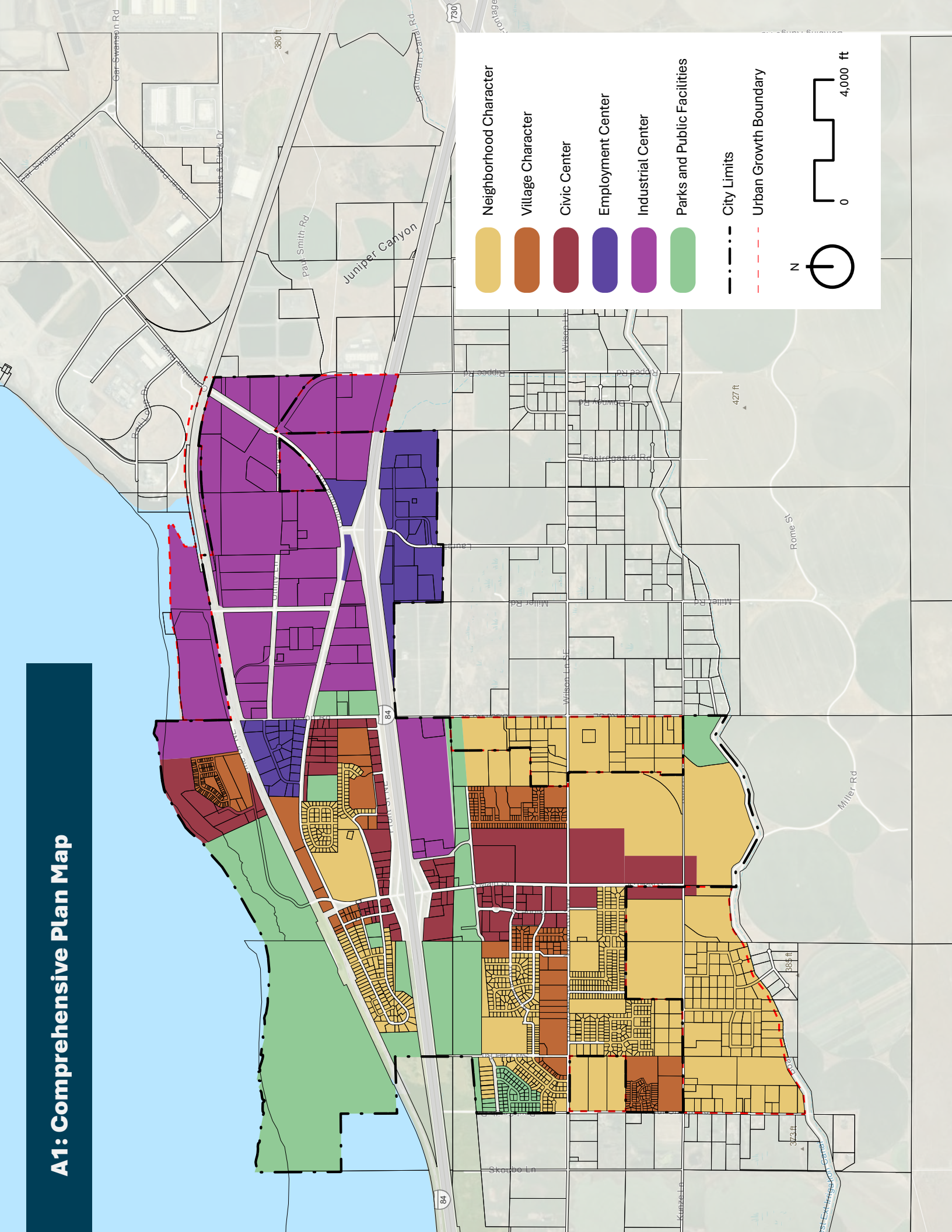
A1: Comprehensive Plan Map

A2: Reference

A3: Goal 5 Factual Base

A4: Amendment History

A1: Comprehensive Plan Map



A2: Reference

Document	Ordinance/Resolution
2026 Parks Master Plan	Ordinance 5-2026
2026 Economic Opportunities Analysis	Ordinance 3-2026
2026 Housing Capacity Analysis	<i>Forthcoming</i>
2025 Transportation System Plan	Ordinance 10-2025
2025 Morrow County Multi-Jurisdictional Natural Hazards Mitigation Plan	Resolution 19-2025
2009 Main Street IAMP	Ordinance 5-2009
2023 North Urban Renewal Plan	Ordinance 2-2023
2022 Port of Morrow IAMP	Ordinance 2-2022
2022 Morrow County Coordinated Human Services Transportation Plan; 2021 Hermiston-Boardman Connector/Boardman-Port of Morrow Circular; 2018 Morrow County/Umatilla County Transit Development Strategies	Resolution 18-2024
2021 Wastewater Facilities Plan	Resolution 23-2026
2015 Water System Master Plan	Resolution 23-2026
2013 West Urban Renewal Plan	Ordinance 10-2013
2009 Central Urban Renewal Plan	Ordinance 2-2009
2009 Urban Renewal Agency	Ordinance 1-2009
2002 Downtown Development Plan	Resolution 18-2002

A3: Goal 5 Factual Base

This appendix is an acknowledged part of the Boardman Comprehensive Plan. It documents the City's inventory of Statewide Planning Goal 5 resources, carried forward from the previously acknowledged Comprehensive Plan. The inventory should be read together with the goals and policies of Chapter 4: Nature.

Goal 5 Resource Categories

Statewide Planning Goal 5 (OAR 660-023) identifies fifteen categories of natural, scenic, historic, and open space resources. Categories 1–12 are subject to inventory under OAR 660-023-0030; historic resources, open space, and scenic views and sites may be inventoried at local option. The City's findings for each category follow.

1. Riparian corridors — The only riparian areas within the City and UGB are located along the Columbia River. The City identifies riparian corridors using the Goal 5 safe harbor methodology of OAR 660-023-0090(5), under which: streams with average annual flow greater than 1,000 cubic feet per second (cfs) carry a 75-foot corridor from top of bank; lakes and fish-bearing streams with average annual flow less than 1,000 cfs carry a 50-foot corridor; where the corridor includes a significant wetland, the corridor is measured from the upland edge of the wetland; and where the top of bank is not clearly defined, the standard ESEE process of OAR 660-023-0030 applies. Riparian areas provide a buffer between upland uses and the river, protect and enhance water quality, prevent erosion, moderate flood flows, and provide fish and in-stream habitat. The Development Code (Natural Resources provisions) implements these standards, with the resource depicted on the Natural Resources Map and a corresponding overlay on the Zoning Map.

2. Wetlands — Per OAR 660-023-0100, wetlands are areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support hydrophytic vegetation. Significant wetlands within the planning area occur primarily within the federally managed Umatilla National Wildlife Refuge and along the Columbia River; wetlands on federal lands are administered by the U.S. Army Corps of Engineers and the U.S. Fish and Wildlife Service and reviewed for compliance with federal regulations. The City has not completed a Local Wetlands Inventory (LWI). In the interim, the City relies on the National Wetlands Inventory, the 1992 Wellhead Protection Delineation Study (incorporated by reference), and the State's wetland notification process. As resources allow, the City will complete an LWI in compliance with OAR 660-023-0100 and OAR 141-086 and adopt the findings into this Comprehensive Plan.

3. Wildlife habitat — Per OAR 660-023-0110, the City applies the safe harbor standard under which "wildlife" does not include fish and significant wildlife habitat is limited to sites meeting the conditions of OAR 660-023-0110(4) (a)–(e). The Umatilla National Wildlife Refuge along the west side of the City, straddling Interstate 84, is low-lying marshland with year-round standing water that provides habitat for aquatic species, waterfowl, and other wildlife and functions as a natural buffer between the freeway and residential development. The Columbia River shoreline provides fish and wildlife habitat within the City and UGB.

4. Federal Wild and Scenic Rivers — Per OAR 660-023-0120, no waterways within the City or UGB are designated federal Wild and Scenic Rivers. No policies are required.

5. Oregon Scenic Waterways — Per OAR 660-023-0130, the Columbia River along the City's north boundary is not included on the State's list of scenic waterways, nor is it identified under the federal program. No other waterways exist within the UGB. No policies are required.

6. Groundwater resources — Per OAR 660-023-0140, the City’s delineated wellhead protection area does not meet the definition of a significant groundwater resource; however, the City protects this resource through its Development Code (Public Facilities, Stormwater Management, Environmental Performance, and Natural Resources provisions) and in accordance with OAR 340-040. The 1992 Wellhead Protection Delineation Study — reviewed by the Oregon Health Division, DEQ, and the Oregon Water Resources Department and incorporated by reference — delineates the wellhead protection area. The City’s drinking water is drawn from horizontal collector wells adjacent to the Columbia River.

7. Natural areas — Per OAR 660-023-0160, the City contains no resources listed in the Oregon State Register of Natural Heritage Resources. No policies are required.

8. Oregon Recreational Trails — The Columbia River Heritage Trail runs through the City and UGB along the Columbia River and is part of the Lewis and Clark Trail system in Oregon. The trail is located largely on Port of Morrow property and U.S. Army Corps of Engineers land. The City has identified this trail as a Goal 5 resource.

9. Wilderness areas — Per OAR 660-023-0170, no federal or state wilderness areas exist within the City or UGB. No policies are required.

10. Mineral and aggregate deposits — Geologic mapping by the Oregon Department of Geology and Mineral Industries, reviewed by the City, together with the 1992 Wellhead Protection Delineation, identifies crushed and uncrushed aggregate resource sites owned by the Port of Morrow within the City and UGB.

11. Energy resources — Neither the Oregon Department of Energy nor the Oregon Department of Geology and Mineral Industries has identified natural energy resources within the City or UGB. Energy-producing facilities (natural gas-fired co-generation) exist within and near the City and are addressed through other elements of the Comprehensive Plan.

12. Cultural areas — Cultural resource studies conducted with the CTUIR Cultural Resources Protection Program have identified two sites containing Native American resources: site 35MW13, within the UGB on Port of Morrow land, and JDRS 79(1), an abandoned portion of old US Highway 730. With the 2024 adoption of the Goal 5 cultural areas rule (OAR 660-023-0210, effective January 1, 2026), the City coordinates with the CTUIR and other tribes with ancestral connections to the area and follows the rule’s tribal notification and archaeological review requirements (see Chapter 4, Goal 4.2).

13. Historic resources — Following review with the State Parks Division (Oregon Department of Transportation) and the City, it has been determined that no historic areas, sites, structures, or objects exist within the City or UGB, as the original community was relocated in the 1960s and Old Boardman is inundated by the Columbia River.

14. Open space — Per OAR 660-023-0220, the City’s principal open space is the U.S. Army Corps of Engineers waterfront property along the Columbia River, including the Boardman Marina and park area (approximately 74 acres developed, with additional undeveloped waterfront), together with the Bonneville Power Administration easement and other public lands. The City has not designated additional open space beyond these public ownerships.

15. Scenic views and sites — Given the City’s topography, vegetation, and existing development, the City has determined there are limited scenic views, none of which rise to the level of outstanding or significant. No policies are required.



CITY OF
BOARDMAN, OREGON
COMPREHENSIVE PLAN UPDATE
NATURAL RESOURCES MAP
SEPTEMBER 2026



LEGEND

- CITY LIMITS
- UGB
- TAXLOTS
- RIPARIAN CORRIDOR (USACE)
- WETLAND (NWI)
- 1 YEAR TIME OF TRAVEL
- 2 YEAR TIME OF TRAVEL
- 5 YEAR TIME OF TRAVEL
- 10 YEAR TIME OF TRAVEL



A4: Amendment History

The following table is a log of amendments made to the adopted Boardman Comprehensive Plan.

Ordinance No.	Date	Description



Comprehensive Plan Draft | October 2026