



Jennifer M. Bragar
Attorney
Admitted in Oregon, Washington,
and California
jbragar@tomasilegal.com

121 SW Morrison Street, Suite 1850
Portland, Oregon 97204
Tel 503-894-9900
Fax 971-544-7236
www.tomasilegal.com

August 14, 2024

BY EMAIL

City Council of the City of Boardman
c/o Carla McLane
200 City Center Circle
P.O. Box 229
Boardman, OR 97818

Re: Hattenhauer Open Record Submittal for Appeal of Planning Commission's
Decision on File Number CUP24-000001

Dear Mayor Keefer and Council Members:

As you know, this office represents Hattenhauer Distributing Co. ("Appellant" or "Hattenhauer"), the owner of the Sinclair gas station located at 100 North Main Street, Boardman, Oregon 97818. Hattenhauer's mailing address is PO Box 1397, The Dalles, OR 97058. This letter is submitted in support of Hattenhauer's appeal application for the above-referenced file and the Planning Commission decision dated May 16, 2024 ("Decision").¹ Please include this letter in the record for the above referenced file.

I. The IAMP triggers should govern whether the median at North Main and Front Streets should be constructed now.

As Hattenhauer and its transportation expert testified at the August 6, 2024 hearing, the IAMP contains several triggers that must be considered prior to changing the traffic controls at North Main and Front Streets with inclusion of the proposed median (the "Median"). Namely, ODOT should upgrade the highway off ramp intersections before the Median is contemplated. These upgrades include both the installation of a traffic signal at the I-84 westbound ramp and the anticipated bridge project. Until those ODOT improvements are made, it is unclear whether a Median would work in conjunction with those efforts or is needed prior to either those ODOT improvements, or the installation of a full traffic signal at N. Main and Boardman.

Significantly, the single public comment received by the City Council at the hearing was from a woman describing conflicts that arise out of the stacking problem on the I-84 off ramp.

¹ Capitalized terms not defined in this letter have the same definition as used in our August 6, 2024 letter.

These dangerous situations will not be alleviated by the installation of Median, as there is no reason that people would stop using the shoulder of the off ramp to break the law. This is an ODOT problem that needs resolution, and/or an enforcement matter. More to the point, the intersection of N. Main and Front Street remains at LOS C as compared to when the IAMP was prepared. Attachment 1.

Additionally, the HAWK signal should be installed and allowed to work, consistent with the full analysis that is currently lacking and discussed in Hattenhauer's August 6 testimony, before the City installs a Median. Once more, Hattenhauer reiterates that there is no evidence in the record that the HAWK and Median either individually or collectively, will not have negative impacts on the highway off ramp.

A few comments were made to the City Council from staff regarding general safety concerns. As described in Greenlight Engineering's responsive letter attached here as Attachment 1, Mr. Nys points out that the actual data available to the City Council remains unchanged from the passage of the IAMP. The observed crashes have actually decreased over time at N. Main and Front Streets. Attachment 1. Staff tries to overcome this hard data by complaining that crash reports are unreliable and the "near misses" justify the project. However, the decision not to report crashes has been the same as when the IAMP was prepared, as reporting requirements in Oregon are not always mandatory. The IAMP was based on hard data after serious consideration, and it was included in the Transportation System Plan. Attachment 2.² As staff recalled at the August 6, 2024 hearing, the IAMP was adopted after considerable testimony and public engagement. The triggers for right-in/right-out controls at the intersection of N. Main and Front Streets cannot be ignored or based on a feeling about safety, when the Level of Service functionality, and the crash data do not support an overriding public safety concern.

Recall, the rectangular rapid flashing beacon ("RRFB") was installed to protect student safety, and the HAWK signal will address those same safety issues, ostensibly making the traffic flow better for both pedestrians and vehicles. The installation of the Median is a piecemeal approach to solving a problem that is not in need of a solution without consideration of the full set of IAMP triggers.

While staff made reference to the pedestrian death in 2013, the reference suggests, without any facts related to the accident, that such occurrence justifies the Median. However, the Median would have had no impact on the facts of that accident. The accident occurred on Main Street, at 8:30 pm on September 20, 2013. Attachment 3. Sunset on September 20, 2013 was at 7:00 pm. Attachment 4. Hattenhauer employees familiar with the situation, recall that Mr. Prado-Reyes was wearing dark clothes on a dark evening and that lighting was part of the problem. As a result of Mr. Prado-Reyes' unfortunate passing, the City installed street lighting to increase visibility. Again, a Median was not going to resolve the tragedy that occurred in 2013.

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² Attachment 2 is the staff report adopting the IAMP.

II. The Median should not be installed until it is fully analyzed and reviewed during the City's TSP Update.

The Median portion of the Project should not be included at this time. The unintended consequences of the Median have not been fully thought out or assessed. As stated in Hattenhauer's August 6, 2024 testimony, the impacts to adjacent properties, including Appellant's Sinclair property have not been considered, assessed or acknowledged. Further, other adjacent and nearby properties will be adversely impacted. For example, Hattenhauer was contacted by the owner of Café Cultura, another local business that operates on the west side of N. Main Street near Sinclair that will be adversely affected by installation of the Median. The Café Cultura owner had never been contacted by the City with notice of this Project, yet her drive-through traffic will be limited by the proposal. She is exactly the type of business owner, one that opened well after preparation of the IAMP, whose voice should have been heard with advance notice of this Project and whose voice should be heard during the TSP update. Significantly, the Café Cultura website notes that the business is Hispanic and woman owned, and the Transportation Planning Rule (OAR Ch. 660-012), now specifically speaks to considering equitable outcomes for such business owners. Further, if the Median is extended in the future, Main Street traffic will be kicked north through residential neighborhoods. As Hattenhauer has emphasized, the full and complete assessment of the Median should occur during the TSP update so that full reconsideration of the traffic control approach can be reviewed in the context of the modern plans for Boardman. During the TSP update, full public engagement will occur.

While staff said, in response to our testimony about the lack of communication with Sinclair about these improvements while Hattenhauer upgraded its facility, that staff did in fact reach out to area businesses about this Project, such outreach only occurred after local business owners started to attend the Planning Commission hearings on the Project. No advance notice was given to Hattenhauer, despite the \$1 million in site improvements it just undertook (and the Mayor's statement that this Project has been contemplated by the City for three years). This is yet another reason why the TSP update process is the right way to approach a modern plan for N. Main Street, which would allow all stakeholders an opportunity to review the big picture plan for the entire area. Until then, the HAWK and Median are not consistent with the TSP and IAMP because a HAWK was never contemplated, and as discussed above, the Median is not yet triggered under the IAMP.

Further, the City Council is receiving conflicting information. The City staff says that the full signal at N. Main and NE Boardman would occur in the next one to five years. However, the Kittelson Technical Memorandum states that the same traffic signal is not likely needed for approximately 15 years. The staff should not be considered reliable as to the timing for the full improvement when the City's experts have determined a longer horizon for placement of the signal. The disparity in information in this record does not justify the City spending millions of dollars in funding to install electrical connections for a signal that may become outdated in the next 15 years. Further, the City Attorney said that the Median does not need to be included in the CIP because the CIP is used to assess system development charges ("SDCs"). So now, the City Attorney is promoting a package on the taxpayer's dime, to install a Median that is going to adversely impact area businesses. This is inconsistent with the conditions of approval for the IAMP, which required

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August 14, 2024

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a funding plan. Attachment 2. The City has not identified the funding source for the HAWK signal or Median, which are not included in the CIP. Again, both the TSP and CIP should be updated so that a full look at impacts from the project, including on the taxpayer are considered.

CONCLUSION

Appellant requests the application be denied for failure to comply with local and state law; or, at a minimum, that approval be delayed until the City complies with state and local laws as to the HAWK and removal of the Median from the Project scope. Thank you for your attention to this matter.

Sincerely,

A handwritten signature in blue ink, appearing to read "Jennifer M. Bragar", with a long horizontal flourish extending to the right.

Jennifer M. Bragar

Enclosures

cc: (by e-mail)
client



August 14, 2024

City Council of the City of Boardman
200 City Center Circle
P.O. Box 229
Boardman, OR 97818

RE: CUP24-000001/Appeal APP24-000002 – Open Record Testimony

Dear Mayor Keefer and Council Members:

This memorandum responds to staff and public testimony given at the August 6, 2024 City Council meeting.

Testimony Regarding “Near Misses”

At the City Council hearing, City police urged City Council to focus on public safety in making their decision. While public safety is an important consideration, if the application does not comply with the city's Transportation System Plan, then the city cannot approve the application.

In the discussion of public safety, staff provided testimony about recent “near misses” at study intersections. There was notably no testimony about previous “near miss” activity near the time the IAMP was adopted and only recent “near miss” observations.

In comparing previous crash data from the IAMP to the current crash data from the Technical Memorandum, the observed crash rates have actually decreased over time at N. Main Street/Front Avenue (from 0.17 crashes per million entering vehicles to 0.07) and N. Main Street/Boardman Avenue (from 0.20 to 0.09). All illustrate very low crash rates. As presented in my August 6, 2024 report, the number of crashes per year have decreased at the N. Main Street/Front Avenue intersection in the last 15 years.

There was testimony that there are more crashes at intersections than reported. While not all crashes are reported due to reporting requirements in Oregon, this has been the case at the time data was compiled for the IAMP and it remains true today. If safety was deteriorating, it would likely be exhibited by increasing reported crashes and not likely in decreasing reported crashes.

Data does not support a conclusion that N. Main Street/Front Street and N. Main Street/Boardman Avenue are becoming less safe or that safety improvements are needed. Importantly, the city has provided no evidence that the installation of a HAWK signal at N. Main Street/Boardman Avenue generates the need to modify the N. Main Street/Front Street intersection. The city has provided no evidence that the operations at N. Main Street/Front Street intersection negatively affects the remainder of the transportation network such that action must be taken.

13554 Rogers Road • Lake Oswego, OR 97035
www.greenlightengineering.com • 503.317.4559

The city went to great expense to develop and agree with the community when the N. Main Street/Front Street intersection would be modified via the adopted IAMP to create triggers. Thus far, the application and city's review of the application have ignored the adopted IAMP triggers. As previously established, none of the triggers are met.

Testimony Regarding Increasing Congestion

There was testimony that there is increasing congestion at N. Main Street/Front Avenue. The IAMP illustrates that in 2009 that the N. Main Street/Front Street intersection operated as LOS C in the weekday PM peak hour and the Technical Memorandum illustrates that 15 years later, the intersection still operates at LOS C, both acceptable per the city performance standards and operating far better than the IAMP adopted trigger of “below LOS E.” There is certainly no level of service based criteria under which to modify the N. Main Street/Front Avenue intersection.

Given that none of the triggers of the IAMP are met and there is no evidence that the construction of a HAWK signal creates the need to modify the N. Main Street/Front Avenue intersection, it is unclear why the city is considering modifications to the intersection at this time.

Should you have any questions, feel free to contact me at rick@greenlightengineering.com or 503-317-4559.

Sincerely,

Rick Nys, P.E.
Principal Traffic Engineer



RENEWS: 12/31/2024

City of Boardman
Main Street Interchange Area Management Plan
City Council Public Hearing
September 15, 2009

IAMP ADOPTION SUMMARY

(Adapted from CC/PC Joint Work Session of July 22, 2009)

The City of Boardman is proposing to adopt the Main Street Interchange Area Management Plan (June 2009 Draft). The purpose of the Interchange Area Management Plan, or "IAMP," is to identify long-term circulation and access improvements to preserve the capacity and function of the interchange. The draft plan projects how growth is expected to change transportation conditions over the next 20 years and recommends transportation solutions to meet the needs of the community over this time horizon. To this end, the IAMP includes recommendations that enhance the reliability, safety and efficiency of the local transportation system in and around the interchange.

As part of the upcoming adoption process, the City will be considering amendments to the Development Code that implement the IAMP. Proposed Development Code amendments address access management, transportation analysis, and circulation and local street connectivity that may be required when parcels in the vicinity of the interchange develop or redevelop.

The following points summarize the City's actions in adopting the IAMP and the implications for future development in the vicinity of the interchange.

- **The City will legislatively amend the Transportation System Plan to incorporate the IAMP in the City's adopted long-range plan.**
 - The IAMP identifies a local street network, access management, and specific roadway and interchange improvements that will ensure that the transportation system around the interchange operates efficiently and safely.
 - Planning for an efficient local street system in advance of full build-out of development around the interchange will ensure that a logical and efficient network will be available to provide access to existing and future businesses.
 - Adopting the IAMP's list of needed transportation improvements prioritizes these projects locally, is a required action before the City can seek state funding, and will ensure that proportional private investment in the system, as part of future development, will be strategically allocated.

- **To implement the IAMP, the City will amend the Zoning Map to include an overlay district and will amend the Development Code to include a chapter devoted to land use, development, and redevelopment requirements within the district.**
 - The proposed IAMP Overlay District does not change the underlying zoning of property in the defined management area.
 - Development proposals for any parcel that is wholly or partially within the IAMP Overlay District boundary, as shown on the City's Zoning Map, will be reviewed pursuant to the new IAMP-related Development Code requirements.
 - In large part, the proposed IAMP Overlay District Overlay Zone chapter refines and clarifies existing city requirements, as they pertain to development within the overlay, and does not represent extra requirements; in many instances the IAMP reduces the requirements for commercial development traffic impact analyses.

- **The IAMP is a long-range plan with a 20-year planning horizon; the City's adoption of the IAMP will not result in immediate changes in the vicinity of the interchange, but rather will set the parameters for future development over time.**
 - Based on an annual growth rate of 2.5% and related development assumptions, no short-range (0-5 years) transportation improvements will be necessary in the vicinity of the interchange.
 - Medium- (5-10 years) and long-range (10 – 20 years) improvements identified in the IAMP will be triggered by system failures (such as the level of service drops below standards or an unacceptable increase in crashes) and will be implemented as money becomes available and/or property (re)develops.
 - Access management is key to safe and efficient traffic circulation near the interchange, **but under no circumstances will existing accesses be closed without a reasonable alternate access first being available.**

CITY of BOARDMAN

Community Development

STAFF REPORT

DATE: September 8, 2009

TO: Boardman City Council

FROM: Barry C. Beyeler, Community Development Director

SUBJECT: Post Acknowledgement Plan Amendment 01-2009 – Boardman Main Street Interchange Area Management Plan

HISTORY

The City of Boardman, through the Transportation Growth Management (TGM) Grant Program administered jointly by the Oregon Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT), initiated an Interchange Area Management Plan (IAMP) study to establish an IAMP for the Interstate 84 interchanges within the City of Boardman. The previous public hearings on the IAMP in 2007 did not produce an approved IAMP. Then Mayor Ed Glenn appointed a Steering Committee, comprised of affected land owners and three City Councilors, to work collaboratively with ODOT to find solutions to the issues which posed barriers to approval of the IAMP. The appointed Steering Committee held numerous meetings with representatives of ODOT to work out these issues. As a result of the work of the Steering Committee, the City elected to remove the Port of Morrow interchange from the original plan and continued with planning for the Main Street interchange only. The City received additional funding, through ODOT and the TGM Program, to complete the revisions sought by the Steering Committee and to draft implementation language within the Boardman Development Code.

The Steering Committee and ODOT produced a Revised Final DRAFT Report of the Boardman Main Street IAMP in late April of 2009 and have finalized draft language for the Boardman Development Code to implement of the current version IAMP. There have been several public meetings held, concerning the changes to the report and the IAMP implementation language, an open house to explain the changes to affected landowners and citizens, and a joint Planning Commission and City Council workshop on the changes made to the Interchange Area Management Plan and the associated implementation language. The IAMP and draft code language is now at the Planning Commission public hearing stage in the Post Acknowledgement Plan Amendment process. The Planning Commission will gather testimony from the public on the approval and implementation of the IAMP and will forward a recommendation on to City Council for their consideration at a hearing scheduled for September 15, 2009.

APPLICANT'S PROPOSAL

The City of Boardman is the applicant in this proposal. The proposal is to legislatively amend the Transportation System Plan to incorporate the IAMP in the City's adopted long-range plan. The IAMP identifies a local street network, access management, and specific roadway and interchange improvements that, upon adoption, will become the long range transportation plan for the area identified as the Interchange Area Management Plan Overlay District (Figure 3.1). **Figure 3.1 is included as Attachment "A" The proposed zoning map changes indicating the Overlay District are attached as Attachment "A-1"**

The proposal includes actions to implement the IAMP, including establishing an Interchange Area Management Plan (IAMP) Overlay District on the City's Comprehensive Plan and Zoning Map. Associated changes to the Boardman Development Code will apply to the properties within the boundaries of the Interchange Area Management Plan, to implement the provisions of the Final Report for the Boardman Main Street Interchange Area Management Plan.

The City will establish an overlay district by addition of Chapter 2.5 – Interchange Area Management Plan Overlay District, which identifies the requirements of development approval within the district, including transportation impact review. The overlay district does not change the underlying zoning, and therefore does not change the allowable uses, of the properties within the district. **Chapter 2.5 is included as Attachment "B".**

The City will amend language Boardman Development Code Chapter 3.1 – Access and Circulation, to include cross references to Chapter 2.5 - Interchange Area Management Plan Overlay District and to indicate access requirements in the Overlay District. **Chapter 3.1 is included as Attachment "C".**

The City will amend Boardman Development Code 4.10 – Traffic Impact Study to include cross reference to the requirements of Development Code Chapter 2.5 and 3.1 and to clarify traffic impact review and traffic study requirements. **Chapter 4.10 is Included as Attachment "D".**

The City will adopt the amendments to Chapter 5 of the April 2009 Final Report of the Boardman Main Street Interchange Area Management Plan. **Amendments to Chapter 5 are included as Attachment "E", Figure 5.5 as Attachment "E-1" and Figure 5.6 as Attachment "E-2"..**

The Boardman Main Street IAMP Findings of Compliance: State Policies and Requirements is **included as Attachment "F".**

With language changes to the Boardman Development Code and amendments to Chapter 5 of the Boardman Main Street Interchange Area Management Plan (IAMP), which include figures 5.5 and 5.6, the implementation for the approval of the provisions contained within the IAMP can be approved and adopted by the City Council. Should the City Council adopt the IAMP, with noted amendments, and Development Code amendments the Oregon Transportation Commission (OTC) will begin review and the adoption process for the Main Street IAMP as an official part of the Oregon Highway Plan. The OTC, should they not approve

and adopt the Main Street IAMP, will remand the issue back to the City with noted necessary corrections for OTC approval.

OVERVIEW OF EXISTING CONDITIONS

The Boardman Main Street Overpass, I-84 Exit 164, is of a 1964 design and 1966 construction for freeway overpasses. The overpass is structurally sound and is currently functionally adequate. Although there are publicly identified deficiencies concerning sight lines and distances exiting the freeway off ramps, the interchange still meets ODOT standards for safety and function. The overpass does not have adequate bicycle lanes and must be significantly reconfigured to allow for bicycle lanes and a center turn lane to address future traffic demand projections.

Under existing Development Code requirements and applicable Oregon land use planning requirements, complete traffic impact studies and compliance with the Transportation Planning Rule (Oregon Administrative Rule 660.0012) and Oregon Department of Transportation Access Management Rules (Oregon Administrative Rule 734-051) would be required for approval of developments in the commercial areas adjacent to the Boardman Main Street Overpass.

APPLICABLE COMPREHENSIVE PLAN GOALS OVERVIEW

There are six planning Goals of the Boardman Comprehensive Plan directly applicable in this application. They are; Goal 1 Citizen Involvement; Goal 2: Housing; Goal 9: Economic Needs; Goal 10 Housing; Goal 11: Public Facilities; and Goal 12 Transportation.

CHAPTER 1: CITIZEN INVOLVEMENT: Notification of all potential affected property owners has been accomplished by notice letters to each property, posting of the property and publication in the East Oregonian daily newspaper. In addition the City has the notice available on the city's website at www.cityofboardman.com along with the staff report for the applicant's request.

CHAPTER 1 – CITIZEN INVOLVEMENT COMPREHENSIVE PLAN POLICIES:

- 1. Provide for change in Comprehensive Plan relative to new or unanticipated developments, major change in community, change in Council or Planning Commission policy, and through regular review and re-evaluation.*
- 2. Consistency must be maintained between the Comprehensive Plan and Development Code and other supplemental ordinances and policies in order to maintain the integrity of the planning effort.*

3. *The City should endeavor to adhere to the spirit of the Land Conservation and Development Commission in its planning activities.*

4. *The Planning Commission is officially designated as the Citizen Involvement Committee.*

5. *The City completed a Community Visioning workshop in 1997 to gain understanding of the current needs and concerns of the community.*

The request is consistent with policies 1-4 of Goal 1 Citizen Involvement policies of the Boardman Comprehensive Plan. Adoption of the Main Street IAMP, which will become an element of the City's Transportation System Plan, will amend the City's Comprehensive Plan. Consistent with Policy #1, the IAMP has been developed to respond to the City's long-range development needs. As demonstrated in findings elsewhere within this report, the development of the Main Street IAMP is consistent with State transportation goals and policies and the adoption of the plan is consistent with LCDC's Goals (**included as Attachment "F"**). Policy #5 is not related to the proposed action; however, additional citizen input was gathered through the Interchange Area Management Plan process, as such policy #5 this action is consistent with policy #5.

CHAPTER 2: LAND USE PLANNING: The directly related policies of this proposed action are policies #3, #4, #5 and #6. These policies are to coordinate the land use planning efforts of the city and to meet the overall Comprehensive Plan Policies and Goals.

CHAPTER 2 – LAND USE PLANNING COMPREHENSIVE PLAN POLICIES:

1. *The City completed a Buildable Lands Analysis in 1997 which reflected that the City has ample land within its Urban Growth Boundary to meet commercial and housing needs of the City for the next 20 years.*
2. *The City encourages the development of infill and redevelopment of existing land in order to balance the need to expand the Urban Growth Boundary (UGB).*
3. *The City has adopted the City of Boardman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.*
4. *The City recognizes that the location of a City Center is important to the development of the City of Boardman.*
5. *The City has adopted language in the Development Code as Chapter 2.2.190 that will assist in the implementation of a City Center in Boardman.*
6. *The development of the City Center will use the Downtown Plan completed in 2000 as a resource document when guiding future development within the City of Boardman.*
7. *The City will continue to work with Morrow County to maintain a consistent and coordinated plan for management of the Urban Growth Boundary (UGB) and the Urban Growth Area (UGA).*
8. *The City will continue to work with the Port of Morrow to encourage development of industrial lands within the Urban Growth Boundary.*

This proposal is consistent with policies #1 and #2 but not directly related to the proposal. The proposal is consistent with policies #3 - #6 as it directly addresses policies concerning the downtown plan and areas around the freeway interchange by provision of transportation connectivity planning and protection of the existing system function until improvements are necessary. As this proposal does not include industrial lands or areas outside of the city limits of the city policies #7 and #8.

CHAPTER 9: ECONOMIC NEEDS: The directly related policies in Goal 9 – Economic Needs are #1, #2, and #4. Policies #3 and #5 are related to industrial lands which this proposal does not address directly.

CHAPTER 9 – ECONOMIC NEEDS COMPREHENSIVE PLAN POLICIES:

1. *Advance the position of Boardman as a regional center for industry, power generation, commerce, recreation, and culture.*
2. *Encourage tourist commercial activity near Interstate 84.*
3. *Allow for the creation of industrial park development with adequate off-street parking, landscaping, and site screening.*
4. *Promote cooperation among the city, the Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.*
5. *As resources permit, review the City's supply industrial land to monitor supply and demand.*

Adoption of this proposal directly addresses policy #1, #2 and #4 in it provides a plan to address the transportation needs and connectivity for the commercial areas in an effective manner, providing for future commercial growth while meeting transportation demands. Policies #3 and #5 are unrelated in they deal with industrial lands issues which are not related to the IAMP proposal.

CHAPTER 10: HOUSING: Goal 10 policies, although not directly related to the adoption of the April 2009 Boardman Main Street Interchange Area Management Plan, do influence the overall functional operation of the interchange area through traffic counts from housing projects adding to overall traffic at the interchange.

CHAPTER 10 – HOUSING COMPREHENSIVE PLAN POLICIES

1. *The City shall provide a variety of living environments to meet regional housing needs for those of different family size and income.*
2. *The City, recognizing the financial difficulties of a segment of the City's population in providing themselves safe, sanitary and healthful shelter, shall work cooperatively with the private sector to seek state and federal aid where desirable to assist persons to obtain suitable housing.*
3. *Encourage new development concepts to meet changing housing demands and to provide self-contained recreation facilities.*
4. *Locate high-density multiple-family developments in areas to offer a buffer between single-family residential and commercial or industrial uses, close to schools and shopping, and with quick access to arterial streets.*
5. *Encourage planned unit developments while maintaining an overall low-density profile by incorporation of more open space in the development.*
6. *Promote energy efficient programs.*
7. *Provide infill opportunities for attached rowhouse development, duplex and triplex development in residential neighborhoods.*
8. *The City shall promote where possible, the evolution of safe and aesthetically pleasing residential neighborhoods that are efficiently integrated with business and commercial property, schools, parks, public facilities and other urban development.*
9. *The City shall give consideration to development of alternative residential construction both in form and layout for such reasons as aesthetics, energy conservation, reduced development costs and provision of open space.*

10. *Encourage through provisions in the City's Development Code, the opportunity to develop mixed use Development (commercial and higher density residential) to provide affordable housing options for all residents of Boardman.*
11. *The City shall encourage residential development within city limits in areas which are appropriate for urban development.*
12. *Work with federal and State agencies to establish funding for low to moderate income housing projects within Boardman.*
13. *Given recent growth trends, it will be important for the City and Morrow County staff to monitor the supply of buildable land and, if necessary, revise future housing need and land supply projections.*

Although these policies are not directly related to the Interchange Area Management Plan, housing uses do add to the traffic totals at the Main Street interchange. The IAMP accounts for overall existing and future trips from all types of land uses at the interchange by identifying triggers for improvements as traffic demand warrants them. The triggers are based on overall traffic demand in the interchange area and will be tracked through a system of traffic generation reports from commercial development and by review of projected trip generation based on the ITE Traffic Generation Manual for proposed residential developments outside of the IAMP boundaries. This proposal is consistent with the policies of Goal 10 - Housing.

It should be noted there are approximately 27 acres of "Manufactured Home Park Sub-district" zoned property within the IAMP boundaries. This acreage was calculated in the IAMP traffic projections as "commercial" zoning. This provides a worse case scenario in terms of traffic generation; however, the current zoning does not change with the adoption of the IAMP, even though the property owner has expressed a desire to change this zone in the future and the city supports this desire. A future zone change for this parcel will require a separate land use action and the replacement of residential acreage to meet the 20-year needs for the Manufactured Home Park Sub-District zone prior to any change of zone being finalized.

CHAPTER 11: PUBLIC FACILITIES: Policies #1, #2, #3, #5, #6, #8, #9, #11, #12, #13, #14, #16, and #20 are directly or indirectly related to transportation. The provisions of these policies are met; however, several actions will be required in the near future to ensure that funding is available for the improvements identified in the IAMP. Most of these changes will be related to current efforts being undertaken by the City concerning reconfiguration of the Capital Improvement Plan (CIP) projects list. This reconfiguration of the CIP includes numerous projects which are not currently contained in the Public Facilities Plan, mostly through the addition of projects associated with the IAMP and overall transportation circulation connectivity. The completion of the CIP is an essential element to accurately work out the funding mechanisms to be used for funding improvements associated with the IAMP. The City Council has provided guidelines for the addition of several options to fund transportation improvements, which include systems development charges (SDC's), local improvement districts (LID's), general fund transfers, exactions at the time of development, portions of the transient room tax devoted to transportation, and others to adequately fund future roadway improvements to facilitate the IAMP and overall network connectivity. The city will need to complete this work within a 12 -18 month period to adequately fund all the identified projects in the IAMP. There are currently 109 projects in the CIP of which approximately 35% currently have accurate cost estimates. When these changes are accomplished an additional Post Acknowledgement Plan Amendment to make the required changes to the Public Facilities Plan, the Capital Improvement Plan and the Comprehensive Plan will need to be accomplished.

CHAPTER 11 – PUBLIC FACILITIES COMPREHENSIVE PLAN POLICIES

1. *The City shall assure urban services (water, sewer and storm drainage services and transportation infrastructure) to residential, commercial and industrial lands within the City's Urban Growth Area as these lands are urbanized.*
2. *To minimize the cost of providing public services and infrastructure, the City shall discourage inefficient development without adequate public services and promote efficient use of urban and urbanizable land within the City's urban growth boundary, including requiring all urban development to be served by full urban services.*
3. *The City shall support development that is compatible with the City's ability to provide adequate public facilities and services.*
4. *The City shall assure there are adequate sites for solid waste disposal and solid waste collection for the City and Urban Growth Boundary. The service may be provided by private contractors or public entities.*
5. *The City shall promote coordination among the City, Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.*
6. *The City shall prioritize development of land serviced by utilities and require the extension of water, sewer and storm drainage facilities for all urban level development within the UGB.*
7. *The City shall coordinate provision of public services with annexation of land outside the City limits.*
8. *The City shall adopt long range master plans for its water, sewer, storm drainage and transportation systems and review and/or update them periodically.*
9. *The City shall adopt and periodically update the City's Public Facilities Plan for development of public services and facilities in conformance with the policies of the Comprehensive Plan. Significant changes in projected capacity of public facilities required by proposed new development to be served by the City may necessitate update of the Public Facilities Plan.*
10. *The City shall comply with state and federal regulations for utility systems.*
11. *The City shall establish and maintain a range of funding mechanisms for building new water, sewer, storm drainage and transportation infrastructure and maintaining existing infrastructure.*
12. *The City shall monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities.*
13. *The City shall utilize its adopted System Development Charges (SDCs) to finance new water and wastewater infrastructure as allowed by state law, and adjust SDCs to keep them up to date with current costs.*
14. *The City shall establish and maintain utility rates and user fees that equitably allocate costs for operations and maintenance to users.*
15. *The City shall maintain an eight (8) year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.*

16. *The City will periodically amend the Comprehensive Plan list of public facility projects when implementing plans or agreements are updated.*

17. *The City shall protect its water supply and enhance groundwater quality and quantity of the City's drinking water supplies by:*

- *Establishing wellhead protection measures;*
- *Working with landowners and managers for protection of water sources; and*
- *Adhering to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage transportation infrastructure.*

18. *The City shall plan for and establish standards for storm drainage detention and management facilities for management of urban storm runoff as an environmental service, rather than flood control, during periods of heavy rain. In doing so, where feasible, the City will encourage natural storm drainage management techniques, such as modified bio-swales, landscaping, retention ponds and natural drainage ways.*

19. *The City shall take steps to minimize adverse impacts from construction and other sources of erosion and sedimentation on natural drainage ways and storm drainage facilities.*

20. *In order to allow for safe, orderly and coordinated development, the City shall adopt utility and transportation design standards and construction specifications as part of its development code.*

21. *The City will continue to work with the Boardman Rural Fire Protection District in their provision of fire protection services for the City.*

22. *The City is working (as of 2003) with the Oregon Water Resources Department to complete and obtain approval for, a Water Management and Conservation Plan, pursuant to OAR 690-86. Should the approved Plan include system improvement projects, the Capital Improvements Project list will be updated to reflect these additional projects.*

The general provisions of Goal 11 policies are met with this proposed Interchange Area Management Plan. The necessary actions noted above concerning funding mechanisms are currently being pursued for completion. The recommendation is for the City to commit the capital outlay necessary for establishment of SDC's, LID's and other funding mechanisms to ensure that the transportation improvements of the IAMP are available to sustain future growth and development.

CHAPTER 12: TRANSPORTATION:

CHAPTER 12 – TRANSPORTATION COMPREHENSIVE PLAN POLICIES:

1. *The Transportation System Plan is an element of the Boardman Comprehensive Plan (as a Technical Appendix).*
2. *The City of Boardman shall protect the function of existing and planned roadways as identified in the Transportation System Plan.*

3. *The City of Boardman shall include a consideration of land use impacts on existing or planned transportation facilities in all land use decisions.*
4. *The City of Boardman will plan and develop a network of streets, accessways and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.*
5. *Several large properties in the southern portion of Boardman that are categorized in the North Morrow County TGM Project Community Visioning Analysis of Buildable Lands and Housing Needs as having potential for infill have limited access, posing potential problems for future development. In addition, other areas, such as the one south of Kunze Road, are served by unpaved roads that are in very poor condition. A well connected street pattern will be essential for efficient future urban development in these areas both to provide the opportunity for development at more urban densities and to make it possible to travel easily between and among different parts of the community. The City has developed a local street plan, as part of the Transportation System Plan and require development to improve local streets to city standards.*

The approval and adoption of the Boardman Main Street Interchange Area Management Plan is consistent with all of the transportation policies of the Comprehensive Plan. Adoption of the Main Street IAMP will become an element of the City's Transportation System Plan, thereby amending the City's Comprehensive Plan. The IAMP includes a planned local street system south of the Main Street interchanges and other transportation improvements that were developed in response to projected traffic from planned land uses. Bicycle and pedestrian improvements are part of the preferred interchange alternative, including the long-range reconstruction and expansion of the Main Street overpass to accommodate a center left turn lane, bicycle lanes and wider sidewalks.

TRANSPORTATION SYSTEM PLAN POLICIES

The Transportation System Plan (TSP) Policies, contained in Section 7 of the Boardman Transportation System Plan, associated with this proposed Interchange Area Management Plan (IAMP) are as follows; policies of approval process, policies for protection of transportation facilities, policies for coordinated review, and policies for pedestrian and bicycle circulation. Each of these categories has several policies and directives to accomplish the goals of the Transportation System Plan.

POLICIES FOR APPROVAL PROCESS:

- The Transportation System Plan is an element of the Boardman Comprehensive Plan. It identifies the general location of transportation improvements. Changes in the specific alignment of proposed public road and highway projects that shall be permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.*
- Operation, maintenance, repair, and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.*
- Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, for improvements designated in the Transportation System Plan, the classification of the roadway and approved road standards shall be allowed without land use review.*

- Changes in the frequency of transit, rail and airport services that are consistent with the Transportation System Plan shall be allowed without land use review.*
- For State projects that require an Environmental Impact Study (EIS) or Environmental Assessment (EA), the draft EIS or EA shall serve as the documentation for local land use review, if local review is required.*

Review of this proposal indicates all of the policies for the approval process are met and will be enhanced by the adoption of this Interchange Area Management Plan by the City of Boardman and the Oregon Transportation Commission.

POLICIES FOR PROTECTING EXISTING AND FUTURE OPERATION OF FACILITIES

- The City of Boardman shall protect the function of existing and planned roadways as identified in the Transportation System Plan.*
- The City of Boardman shall include a consideration of their impact on existing or planned transportation facilities in all land use decisions.*
- The City of Boardman shall protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.*
- The City of Boardman shall consider the potential to establish or maintain accessways, paths, or trails prior to the vacation of any public easement or right-of-way.*
- The City of Boardman shall preserve right-of-way for planned transportation facilities through exactions, voluntary dedication, or setbacks.*

The Interchange Area Management Plan is specifically designed to address the policies of protection of existing and future operation of the transportation infrastructure in the vicinity of the Main Street interchange. The IAMP identifies necessary transportation projects and actions to meet the needs of planned land uses within the area, including an enhanced local street network and access management measures to improve safety and operations of the interchange facility and I-84. The steps necessary to implement the improvements, and the "triggers" at which point the traffic demand requires the improvements, are identified in the plan. Upon adoption by the City of Boardman and the Oregon Transportation Commission, the projects and actions in the IAMP will become the blueprint for incremental steps to attain protection of the existing system and enhancement of the future transportation system. All of the City's TSP policies are met in this Interchange Area Management Plan.

POLICIES FOR COORDINATED REVIEW

- The City of Boardman shall coordinate with the Department of Transportation to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and comprehensive plan.*
- The City of Boardman shall consider the findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures. Other actions*

required, such as a goal exception or plan amendment, will be combined with review of the draft EA or EIS and land use approval process.

Existing language in the Boardman Development Code provide for the required coordination of traffic reviews by the Department of Transportation. Proposed changes in the language to the Boardman Development Code enhance the notification and coordination between the City of Boardman and Department of Transportation in the review of land use and development proposals within the IAMP Overlay District. Additionally, changes to the language also clarify when updates to the IAMP are necessary.

POLICIES FOR PEDESTRIAN AND BICYCLE CIRCULATION AND ACCESS

- It is the policy of the City of Boardman to plan and develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.*
- The City of Boardman shall require streets and accessways where appropriate to provide direct and convenient access to major activity centers, including downtown, schools, shopping areas, and community centers.*
- In areas of new development the City of Boardman shall investigate the existing and future opportunities for bicycle and pedestrian accessways. Many existing accessways such as user trails established by school children distinguish areas of need and should be incorporated into the transportation system.*
- Bikeways shall be included on all new arterials and collectors within the Urban Growth Boundary except on limited access freeways.*
- Retrofitting existing arterials and collectors with bike lanes shall proceed on a prioritized schedule as appropriate and practical (i.e., bike lanes may not be appropriate in downtown core areas where it would require the removal of parking).*
- Sidewalks shall be included on all new streets within the Urban Growth Boundary except on limited access freeways.*
- Retrofitting existing streets with sidewalks shall proceed on a prioritized schedule.*
- Priority shall be given to developing accessways to major activity centers within the Urban Growth Boundary, such as the downtown commercial center, schools, and community centers.*
- Bikeways and pedestrian accessways shall connect to local and regional travel routes.*
- Bikeways and pedestrian accessways shall be designed and constructed to minimize potential conflicts between transportation modes. Design and construction of such facilities shall follow the guidelines established by the Oregon Bicycle and Pedestrian Plan.*
- Maintenance and repair of existing bikeways and pedestrian accessways (including sidewalks) shall be given equal priority to the maintenance and repair of motor vehicle facilities.*
- Bicycle parking facilities shall be provided at all new residential multifamily developments of four units or more, commercial, industrial, recreational, and institutional facilities.*

- A citizens advisory committee shall be established to protect and promote bicycle and pedestrian transportation within the Urban Growth Boundary.*

Existing pedestrian and bicycle circulation and access was evaluated as part of the IAMP planning process and future improvements are part of the preferred interchange alternative. All incremental improvements along with the connective roadways identified in the IAMP are to include provisions for pedestrian and bicycle travel routes. The provisions of pedestrian and bicycle circulation and access polices are met with this proposal.

APPLICABLE STATE GOALS, POLICIES AND RULES

The City is proposing to adopt the Boardman Main Street Interchange Area Management Plan (IAMP) as an element of the City of Boardman Transportation System Plan, thereby amending the state-acknowledged City of Boardman Comprehensive Plan. Findings have been made to demonstrate that the adoption of the Boardman Main Street IAMP is consistent with LCDC's Goals. In addition, an IAMP must be consistent with applicable State transportation goals and policies. Findings of compatibility with the Oregon Transportation Plan and the Oregon Highway Plan, as well as the Administrative Rules that govern transportation planning, will be part of the basis for IAMP approval.

Pertinent State goals and policies for interchange planning are found in Attachment "E" and include findings addressing:

- Statewide Planning Goals
- OAR 660 Division 12 Transportation Planning Rule (TPR)
- OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans
- OAR 734, Division 51. Highway Approaches, Access Control, Spacing Standards and Medians

CONDITIONS OF APPROVAL FOR CONSIDERATION

The following list of items includes possible conditions to be considered by the Planning Commission in their deliberations on the April 2009 Final Report for Boardman Main Street Interchange Area Management Plan.

- 1) Complete within 12 months the necessary changes to the Public Facilities Plan, Capital Improvement Plan and Chapter 11 of the Boardman Comprehensive Plan to solidify the funding mechanisms necessary to implement the IAMP.
- 2) Establish transportation funding mechanisms, including transportation systems development charges, consistent with the consensus of the Council developed at the City Council Workshop on Transportation Funding held September 20, 2008.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The Boardman Main Street Interchange Area Management Plan has been open to public input and has been thoughtfully crafted by the consultants, the Boardman Steering Committee,

the Oregon Department of Transportation, the Oregon Department of Land Conservation and Development and Boardman staff. The IAMP provides a blueprint to assuring transportation improvements are accomplished commensurate with traffic demand created by development.

Staff recommends, and the Planning Commission recommends the City Council approve the April, 2009, Final Report for the Boardman Main Street Interchange Area Management Plan, including the amendments to Chapter 5 of the IAMP (see Attachment "E") and revised Figures 5.5 and 5.6, and the implementation measures included in the associated code amendments (see Attachments "B," "C," and "D"). The Planning Commission further recommends the Boardman City Council to adopt the plan through an implementing ordinance which includes the following conditions:

- 1) Complete within 12 months the necessary changes to the Public Facilities Plan, Capital Improvement Plan and Chapter 11 of the Boardman Comprehensive Plan to solidify the funding mechanisms necessary to implement the IAMP.
- 2) Establish transportation funding mechanisms, including transportation systems development charges, consistent with the consensus of the Council developed at the City Council Workshop on Transportation Funding held September 20, 2008.

Pedestrian dies in Boardman



East Oregonian Sep 23, 2013 Updated Dec 13, 2018 0

BOARDMAN — A pedestrian hit by a motor vehicle Friday night in Boardman died of his injuries after arriving at the hospital.

Filemon Prado-Reyes of Boardman was crossing Main Street when he was struck by a car at approximately 8:30 p.m. Sept. 20.

Boardman police chief Richard Stokoe said the incident is still under investigation and crash reconstructionists have not yet determined whether Prado-Reyes was in a crosswalk when he was hit. No arrests have been made in connection with the incident.

Stokoe said Prado-Reyes was transported to Good Shepherd Medical Center in Hermiston and later succumbed to his injuries.





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September 2013

Boardman, Oregon, USA

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1 Sunrise: 6:19am Sunset: 7:38pm	2 Sunrise: 6:21am Sunset: 7:36pm	3 Sunrise: 6:22am Sunset: 7:35pm	4 Sunrise: 6:23am Sunset: 7:33pm	5 Sunrise: 6:24am Sunset: 7:31pm	6 Sunrise: 6:26am Sunset: 7:29pm	7 Sunrise: 6:27am Sunset: 7:27pm
8 Sunrise: 6:28am Sunset: 7:25pm	9 Sunrise: 6:29am Sunset: 7:23pm	10 Sunrise: 6:31am Sunset: 7:21pm	11 Sunrise: 6:32am Sunset: 7:19pm	12 Sunrise: 6:33am Sunset: 7:17pm	13 Sunrise: 6:34am Sunset: 7:15pm	14 Sunrise: 6:36am Sunset: 7:13pm
15 Sunrise: 6:37am Sunset: 7:12pm	16 Sunrise: 6:38am Sunset: 7:10pm	17 Sunrise: 6:39am Sunset: 7:08pm	18 Sunrise: 6:41am Sunset: 7:06pm	19 Sunrise: 6:42am Sunset: 7:04pm	20 Sunrise: 6:43am Sunset: 7:02pm	21 Sunrise: 6:44am Sunset: 7:00pm
22 Sunrise: 6:45am Sunset: 6:58pm	23 Sunrise: 6:47am Sunset: 6:56pm	24 Sunrise: 6:48am Sunset: 6:54pm	25 Sunrise: 6:49am Sunset: 6:52pm	26 Sunrise: 6:51am Sunset: 6:50pm	27 Sunrise: 6:52am Sunset: 6:48pm	28 Sunrise: 6:53am Sunset: 6:46pm
29 Sunrise: 6:54am Sunset: 6:44pm	30 Sunrise: 6:56am Sunset: 6:42pm					

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