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November 5, 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 – Technical Memoranda and  
Transportation Impacts Report

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. This letter is submitted in further support of Hattenhauer's appeal application for the above-referenced file and the Planning Commission decision dated May 16, 2024 ("Decision").<sup>1</sup> Please include this letter in the record for the above referenced file.

I. About-face to traffic signal installation is being proposed at the final hour without adequate vetting or analysis.

First, as a procedural matter, Appellant is disappointed and substantially prejudiced by the fact that, after a two month open record period since the September 3, 2024, City Council Hearing, the City's updated Findings of Fact were distributed less than one week before the upcoming November 5, 2024, hearing. The updated Findings of Fact were circulated by email after regular business hours on October 30, 2024, ostensibly acting as a staff report because for the first time, the findings announce that the applicant intends to install a traffic signal that will cut off all left-turn access off Main Street into Appellant's property (the "Modified Project"). This timing violates BDC 4.1.500(C)(2)(h) and the Notice of Hearing. Further, the City made no attempt to contact affected local businesses such as Sinclair, Café Cultura, and Sunrise Cafe, to inform them of the this significant and sudden change. This belated announcement substantially prejudices Appellant's ability to review the proposal, and the decision should be further delayed, the application denied, or the entire proposal sent back to the Planning Commission to restart the review. The best approach is to have the City withdraw this application and vet the proposal through the full transportation update that has just begun, and is discussed further below.

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

Mr. Hattenhauer and I also received a cryptic email at 4:51 p.m. on Friday, November 1, 2024 where Ms. McLane wrote:

"Good afternoon.

I am sending this to you all because we did identify a couple of minor mistakes or items to clarify in the findings. A new version is attached.

Have a great weekend.

Carla"

Nothing was attached to the email, and at 5:00 p.m., I sent a response stating the same. On Monday, November 4, 2024, I also followed-up with Ms. McLane to find out whether the packet currently on the City Council's website is the current version of the proposed findings. I have not received a response until 1:33 p.m. today. To the extent that we have not had the opportunity to review or comment on the Friday, November 1, 2024, version of the findings, which were only confirmed as available on the City's website on the same day as this hearing. Appellant requests additional time to respond, such as through the application of the seven-seven-seven rule for open record, rebuttal, and final written argument.

Second, no details for such traffic signal are included in the record and it is nearly impossible for Appellant to respond to site review standards related to this belated announcement. The only new information is the schematic layout, Exhibit 18 in the record. It appears that the City is penalizing my client for appealing the City's decision by proposing a signal and removing all left-turn access off of Main Street into the Sinclair station. But, this about-face is unjustified under the IAMP as readily explained by Hattenhauer's traffic expert, Rick Nys. See Attachment 1. While the City's Exhibit 2 suggests that a signal may be warranted at the time of installing a median, the applicant and City's record make no effort to respond to the IAMP requirements that trigger the need for a median in the first instance.

As discussed at length in Attachment 1, the record to date contains no engineering study in compliance with the Manual on Uniform Traffic Control Devices (MUTCD) that supports installation of a traffic signal at this time. In fact, a traffic signal is not anticipated to be needed until 2042. Lack of compliance with the MUTCD cannot be overcome because as presented in the Technical Memorandum, the minimum traffic volumes at the intersection of N. Main Street/Boardman Avenue NE are not even met during the existing weekday PM peak hour, and the volumes are not even close to meeting the warrants during the peak hour. Attachment 1. Therefore, the next engineering step is not triggered by the low traffic volume.

Additionally, the City's assertions that back-ups/stacking at the intersection and pedestrian volumes justify the traffic signal are not supported by evidence in the record. Attachment 1. The Technical Memorandum itself illustrates a very small amount of pedestrian crossing, which is supported by the video data the City gathered since the September 3, 2024, hearing. Attachment 1. Further, crash data at this intersection does not justify the installation a traffic signal at the intersection. Attachment 1. In fact, since the IAMP was adopted the Technical Memorandum

shows that crashes have decreased. Attachment 1. Nowhere in the current proposal has an analysis been done to ensure current accesses are maintained or improved. Attachment 1.

As to restricting access at North Main and Front Street, the Technical Memorandum states that the intersection currently operates at LOS C and that no action is triggered under the IAMP until the intersection operates at LOS E. Attachment 1. The City has not met its burden to limit the intersection at this time and fails to analyze installation of the Median against adopted IAMP triggers. The City's Exhibit 18 illustrates that a median would be installed on N. Main Street between Front Street and Boardman Avenue NE, turning the Appellant's N. Main Street driveway into a right-in/right-out driveway, which directly contradicts the City's finding that Main Street access will be maintained to the three businesses, including appellant's property.

Finally, queuing as a result of installation of a premature traffic signal has not been assessed. Attachment 1. The impacts of the traffic signal to nearby residential neighborhoods has not been evaluated, despite testimony raising these concerns at the September 3, 2024, public hearing. This proposal is being unnecessarily rushed and should be denied.

For all these reasons, prior analysis by the Mr. Nys' that the IAMP triggers have not been assessed, and the additional information in Mr. Nys' report in Attachment 1, the current iteration of the proposal does not meet BDC 4.4.400(D)(1)(a), or the other conditional use approval criteria.

Additionally, the "Conflict Report," City Exhibit 19 (a spreadsheet with scant explanation and without any accompanying analysis), which the City now relies on *post-facto* in support of claimed safety issues, is intentionally and plainly inflated. The "QC's Near Miss User Guide" that follows the spreadsheet states:

"For bikes and pedestrians, we include any and all conflicts involving bikes or pedestrians. *This means you will often see bike/ped conflicts that are not near misses, but our philosophy is to include them still because we [sic].*"<sup>2</sup> (Emphasis added.)

As shown by Attachment 1, Mr. Nys' new report, the incidents the spreadsheet identified as "near misses" are subjectively determined with no definition or standard anywhere in the material, and there is certainly not any "near miss" standard adopted in Oregon or the City of Boardman.

In Mr. Nys' expert opinion only two incidents, of the sixty "near misses" identified in the spreadsheet, may qualify as near misses where a vehicle slightly swerved to avoid an approaching vehicle. The rest of the videos show normal interactions between multiple modes of transportation on Main Street. In some instances, drivers may not be very good at driving, or may not be observing traffic laws, but this is not a traffic *volume* problem. Finally, none of the videos show a large amount of students crossing the street in unsafe conditions – the purported purpose underlying this application. While it is important that the City address safety concerns, the safety concerns raised thus far are without foundation, and crashes have decreased since the IAMP was adopted. Attachment 1.

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<sup>2</sup> The explanation cuts off here.

Further, Appellant previously criticized the inadequacy of the findings under BDC 4.4.400(D)(1), 4.4.400(B), 4.4.300, and 4.2.500(B)(2). These concerns are not addressed by mere replacement of the words "HAWK signal" with "traffic signal" in the Findings. Once more, the design of the median is not included in final form. See BDC 4.4.300 and 4.2.500(B)(2). Instead, only a schematic is provided. This schematic is not binding because the design of the N. Main and Front Street Median is not included in its final form, and keeps changing at every hearing. As a result, Appellant has no design for which to base its comments and protect its interests. However, based on what has been submitted, the design of the Median will interfere with access to the Sinclair property and have a high likelihood of interference with existing traffic patterns. The decision on this Project should be reversed and denied unless the Median and full traffic signal are removed, or the design is refined on the public record so as to not interfere with access to the Sinclair property. No approval findings under BDC 4.2.600 are included in the decision as required under BDC 4.4.400(B). All of these problems must be rectified before the City can make a decision on the application. Appellant reiterates once again, this application is premature.

Other deficiencies continue from a failure to provide an adequate site plan for the Modified Project. As we stated previously, and as shown as unresolved on the City's Exhibit 18, the right-of-way and roadway widths do not appear to be at least 68 feet and 47 feet, respectively, as required by BDC Table 3.4.100. There does not seem to be adequate room as presented in the schematic layout to accommodate the required roadway width. Further, maintenance of the north side of Boardman Avenue is not addressed in the decision. However, under BDC 3.4.100(J), maintenance of sidewalks, curbs, and planter strips is the continuing obligation of the adjacent property owner. No portion of the decision addresses maintenance of these same sidewalks, curbs, and planter strips by any of the adjacent owners of property along NE Boardman Avenue.

Appellant's previously discussed concerns about the school dedication and ADA-accessible parking space design remain, as well as failure to address stormwater infrastructure concerns. BDC 3.3.300(D) and (E).

As with the previously contemplated HAWK signal, the findings continue to fail to address the applicable general conditional criteria. Under BDC 4.4.400(D)(1), the Project may be allowed "[s]ubject to a Conditional Use Permit *and* satisfaction of all of the following criteria..." Thereafter the provision lists criteria in BDC 4.4.400(D)(1)(a-e). However, the first requirement making the Project subject to a Conditional Use Permit means that the general conditional use criteria under BDC 4.4.400(A) also apply. The City must make findings under BDC 4.4.400(A)(1) that the size, dimensions, location, and access are adequate for the proposed use, considering the traffic impacts. As stated in Hattenhauer's appeal letter and above, the size of the contemplated Median at N. Main and Front Streets is not defined. Now, with the proposed traffic signal, the negative impact to Appellant's property and other surrounding properties which rely on left-turn access from Main Street has not been address under BDC 4.4.400(A)(3). Also, building on the discussion above, it is unclear whether there is adequate roadway width as a public facility to meet the proposal under BDC 4.4.400(A)(3).

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II. The City's Transportation System Plan Update process is the correct forum to fully vet any proposed signalization at the intersection of Boardman and N. Main Street, or a median at N. Main and Front Street.

The City's decision is being fast-tracked in order to ignore or neglect other important considerations that are required in a TSP update, including equity. The attached Technical Memoranda, produced by Kittleson & Associates to help inform the City's Transportation System Plan ("TSP") update, support a holistic look at the City's transportation system, instead of consideration of this one-off project outside of the TSP update. The following Technical Memoranda are attached hereto, as referenced by the attachment numbers designated in this list:

Technical Memorandum 3.1: Boardman Community Profile and Trends, Attachment 2;  
Technical Memorandum 3.2: Plans and Policy Review, Attachment 3; and  
Technical Memorandum 3.3: Goals, Objectives, and Evaluation Criteria, Attachment 4.  
In Appellant's August 14, 2024, letter, Appellant cautioned the City:

"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. \*\*\* [T]he 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."

Oregon Administrative Rule ("OAR") 660-012-0125 requires that, in transportation planning, cities and counties must prioritize community-led engagement and decision-making, with specific attention to underserved populations. This is in recognition that underserved populations deserve prioritized attention regarding transportation and land use planning due to historic and current marginalization.

As highlighted in Attachment 2, Boardman consists of "underserved populations" as defined by OAR 660-012-0125, in particular low-income and low-wealth community members and Hispanic and Latina/o/x populations. When compared to the State of Oregon and Morrow County, Boardman has a higher percentage of people living below the 1.00 income to poverty ratio, at 21% of the population. Attachment 2, p. 7. Further, more than half of Boardman's population is living below 200% poverty—also a greater percentage than both the state and the county, *and this number is nearly 4% higher than it was in 2020*. Attachment 2, p. 7. Additionally, Boardman has a larger representation of people that identify as Hispanic or Latino, at 73.5% of the

total population. Attachment 2, p. 5. Consistent with OAR 660-012-0125, the City must consider the impact of its transportation planning choices on these underserved communities, which it has not adequately done in this circumstance, and is wholly avoiding by separating this application from the TSP update.

The City has as of yet failed to account for potential unintended consequences of the Modified Project to Sinclair's and Café Cultura's prosperity and the livelihood of their employees. Where poverty in Boardman is so high, the loss of any business or any job is too great a risk. This is especially so because the businesses to be impacted are owned, operated, or staffed by members of the Hispanic community; Café Cultura is Hispanic-owned, and the majority of Sinclair's employees are also Hispanic. Fast-tracking this application places these businesses and their employees at risk based on subjective safety concerns that are not supported by evidence on this record. This is instead of timing the installation of a traffic signal and median on based on increased traffic volumes at some future date as is rationally contemplated by the IAMP.

Even Police Chief Stokes recommends conducting a "comprehensive traffic study to identify the root causes of the safety issues and develop targeted solutions." City Exhibit 17. Moreover, the City now fast-tracks the application after blindsiding affected businesses with an eleventh hour about-face, hobbling their ability to assess and raise concerns as to how they might be impacted. Given the high levels of poverty in the City limits, the reduction in customer traffic to any of these businesses that results in job loss will have significant detrimental impacts on the community. Under the Transportation Planning Rule, and in the interest of equity, potential unintended consequences of the Modified Project to these businesses must be addressed before a decision is made on this application.

Based on the foregoing, any decision as to the Modified Project at this time will be too hasty. Rather, the Modified Project should be considered as a part of the TSP update. This is because, as is demonstrated in Attachment 4, equity is baked into the TSP update process, which incorporates public engagement activities that focus on underserved communities and is guided by goals and objectives which are meant to ensure that the updated TSP reflects the needs of the community. Attachment 4, pp. 2-3. Notably, "Goal #4: Community & Equity is to "Provide an equitable multimodal transportation system for all users to promote a livable and fully connected community," and Objective #4b is to "Strengthen economic opportunities through the development of new transportation infrastructure." Attachment 4, pp. 3-4. If the Modified Project is considered as a part of the TSP update, it will be evaluated, as a matter of process, based on its potential impacts to underserved communities, including their economic interests, and the appropriate timing for its installation will also be considered. Further, the TSP update process will deliberately engage members of underserved communities who may be impacted and whose voices have been omitted with regard to the present Project, such as the owner of Café Cultura.

The Modified Project is also more appropriately considered as a part of the TSP update because, as evidenced by Attachment 3, Boardman's transportation system, including Main Street, should and will be analyzed holistically. The Technical Memorandum 3.2 recommendations as to Main Street include "a focused look at land use and transportation needs near the west-side of the I-84 interchange, at Main Street, and along the streets in the interchange's vicinity" and

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consistency and integration with other adopted plans, including the updated TSP. Attachment 4, pp. 4, 6. To consider the Modified Project now, in isolation, runs counter to the Transportation Planning Rule structure for transportation planning in Boardman, which requires an integrated, holistic approach.

Appellant's position that the TSP update is the correct avenue for planning for the Modified Project is not merely a policy argument, but is required since the only data in the current record is an unstamped, Technical Memorandum prepared as a planning level document. This document does not support the engineering study required under the MUTCD to justify installation of a traffic signal ore median. Attachment 1.

The City should withdraw this application until the Modified Project is considered holistically and equitably, with a full traffic study to identify an overall safety improvement for the overpass and Main Street corridor thought the TSP update. In the alternative, the application should be denied for failure to satisfy the IAMP and thus, failure to establish consistency with the TSP, as well as all of the other reasons raised by Appellant.

Sincerely,



Jennifer M. Bragar

Enclosures

cc: (by e-mail)  
client



## Technical Memorandum #1

**Date:** October 25, 2024

Kittelson Project No: 30287

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**To:** Project Management Team (PMT)

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**From:** Matt Hughart, AICP – Kittelson & Associates  
Eza Gaigalas – Kittelson & Associates  
Shayna Rehberg, AICP – MIG  
Meg Grzybowski - MIG

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**Subject:** Boardman Community Profile and Trends DRAFT

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## Introduction

The Community Profile and Trends memorandum is a high-level summary of the City of Boardman’s demographic, workforce/jobs, and travel/commuting profile. The profile and trends will help inform and update the goals and objectives for the development of a new Transportation System Plan (TSP), achieve statewide goals toward reducing transportation-related climate pollution, and incorporating a broader range of constituents in the overall planning process.

The community profile is divided into four sections:

1. Study Area
2. Residential Demographic Profile
3. Workforce/Jobs Profile
4. Travel/Commuting Profile

## Study Area

The City of Boardman is located in Morrow County, Oregon. For the purposes of this assessment, the study area incorporates the City of Boardman city limits and Urban Growth Boundary (UGB) shown in **Figure 1**.





environmental and human health impacts.<sup>2</sup> As the TSP update is funded in part through federal funds administered by the Oregon Department of Transportation (ODOT), it is necessary to identify specific communities and affected populations within Boardman. This section includes data from the 2020 Decennial Census and 2022 American Community Survey (ACS) 5-Year Estimates to identify these populations.

## Population Profile

According to American Community Survey (ACS), the Boardman city limits are home to approximately 3,828 residents, with the UGB hosting slightly more residents, at 4,160. The Portland State University Population Research Center (PRC) anticipates that the population within the Boardman UGB will continue to grow steadily, increasing by more than 1,200 residents by the year 2045 as shown in **Table 1**.

**Table 1. Population Growth Forecast**

Historical Population			Population Forecast			
	2010	2020	2030	2035	2040	2045
<b>Morrow County</b>	<b>11,187</b>	<b>12,186</b>	<b>12,846</b>	<b>13,103</b>	<b>13,317</b>	<b>13,497</b>
Percent Change		8.9%	5.4%	2.0%	1.6%	1.4%
<b>Boardman UGB</b>	<b>3,530</b>	<b>4,160</b>	<b>4,828</b>	<b>5,046</b>	<b>5,246</b>	<b>5,429</b>
Percent Change		17.8%	16.5%	4.5%	4.0%	3.5%
<b>City of Boardman</b>	<b>3,149</b>	<b>3,529</b>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>
Percent Change		12.0%				

Source: PSU Population Research Center (PRC), 2024 and ACS 5-year estimates, 2010 and 2022 (Table DP05).

## Age

Within its UGB, the City of Boardman has a younger population overall as compared to that of the broader Morrow County and the State of Oregon. The median age sits below 30 years, while the County and State are closer to 40 years as shown in **Table 2**. While the percentage of residents under the age of 18 years is relatively similar across all geographies, the representation of residents over 65 years is significantly smaller in Boardman which results in its comparatively lower median age of 27.6 years.

<sup>2</sup> United States Environmental Protection Agency, *Title VI and Environmental Justice*, accessed September 25, 2024, <https://www.epa.gov/environmentaljustice/title-vi-and-environmental-justice>.

**Table 2. Age Demographics**

	Population	Median Age (years)	Youth (< 18 years)		Seniors (> 65 years)	
			Total	Percent	Total	Percent
<b>State of Oregon</b>	4,237,256	39.9	867,076	20.8%	734,932	17.6%
<b>Morrow County</b>	12,186	36.9	3,159	27.6%	1,715	15.0%
<b>Boardman UGB*</b>	4,160	29.5	1,355	32.6%	347	8.4%
<b>City of Boardman</b>	3,828	27.6	1,189	33.7%	169	4.8%

Source: PSU Population Research Center (PRC) (2024)

\*Source for City UGB is the US Census Decennial 2020

## Racial and Ethnic Minority Groups

Census data was used to collect information on race and ethnicity. The US Census utilizes the 1997 Office of Management and Budget (OMB) definitions, referencing “White,” “Black or African American,” “American Indian or Alaska Native,” “Asian,” or Native Hawai’ian or Other Pacific Islander” though participants can self-report as more than one race or a race/ethnicity outside of these identifiers.<sup>3</sup> The race and ethnicity groups represented in **Table 3** are as follows:

- Not Hispanic or Latino: American Indian or Alaska Native alone
- Not Hispanic or Latino: Asian alone
- Not Hispanic or Latino: Black or African American alone
- Hispanic or Latino (of any race)
- Not Hispanic or Latino: Native Hawai’ian or Other Pacific Islander
- Not Hispanic or Latino: Some Other Race
- Not Hispanic or Latino: Two or More Races
- Not Hispanic or Latino: White alone

<sup>3</sup> U.S. Census Bureau, *About the Topic of Race*, accessed September 19, 2024, <http://doi.org/10.3886/ICPSR07552.v1>, <https://www.census.gov/topics/population/race/about.html>.

**Table 3. Race and Ethnicity**

	Diversity Index	American Indian or Alaska Native	Asian	Black	Hispanic/ Latino	Native Hawaiian or Other Pacific Islander	Some Other Race	Two or More	White
<b>State of Oregon</b>	56.1	42,042 (1.0%)	191,797 (4.5%)	78,658 (1.9%)	588,757 (13.9%)	18,197 (0.4%)	22,962 (0.5%)	258,685 (6.1%)	3,036,158 (71.7%)
<b>Morrow County</b>	76.9	82 (0.7%)	29 (0.2%)	37 (0.3%)	4,988 (40.9%)	5 (0.0%)	44 (0.4%)	401 (3.3%)	6,600 (54.2%)
<b>Boardman UGB</b>	80.6	20 (0.5%)	4 (0.0%)	17 (0.4%)	2,802 (67.4%)	1 (0.0%)	18 (0.4%)	89 (2.1%)	1,211 (29.1%)
<b>City of Boardman</b>	79.1	17 (0.4%)	4 (0.0%)	15 (0.4%)	2,813 (73.5%)	0 (0.0%)	17 (0.4%)	58 (1.5%)	904 (23.6%)

Source: US Census Decennial Census estimates (2020), Table P2  
 \*Source for City UGB is the US Census Decennial 2020

**Table 3** includes a Diversity Index, defined as the likelihood that when two persons are chosen at random from the same area they will belong to different race or ethnic groups. The number represents the percentage of possibility, with an index of 0 indicating no diversity and 100 indicating complete diversity.<sup>4</sup> Compared to the State of Oregon and Morrow County, Boardman has a higher diversity index overall. Boardman also has a larger representation of people that identify as Hispanic or Latino. Though the larger Boardman UGB has a slightly higher diversity index compared to the city boundary, the city has a higher percentage of households in non-white racial groups compared to the UGB as well as the highest representation of Hispanic or Latino communities.

## Limited English Proficiency (LEP)

When looking at the prominent language spoken within the household (for people 5 years and older), two-thirds of the population within Boardman spoke Spanish as the predominant language within the home, while only one-third spoke English as the primary language (**Table 4**).

<sup>4</sup> ArcGIS Community Analyst, *Essential Vocabulary*, accessed September 19, 2024, <https://doc.arcgis.com/en/community-analyst/help/essential-vocabulary.htm>.

**Table 4. Language Spoken at Home**

	Population 5 Years and Over	English Only	Language Other than English	
			Spanish	Other Language
<b>Morrow County</b>	10,589	<b>67%</b>	32%	1%
<b>City of Boardman</b>	3,120	35%	<b>63%</b>	1%

Source: ACS 5-year estimates (2016-2020), Table S1601

## Low Income and Poverty Levels

In 2022, the federally set poverty threshold for an individual was determined as annual earnings of \$13,590, with \$27,750 being the threshold for a four-person household.<sup>5</sup> The U.S. Census Bureau translates this measure of need into a ratio, calculated by dividing the family's income by their poverty threshold number. A ratio of 1.00 would imply that the family income matches the measure of need that the family has.<sup>6</sup> Any number below 1.00 qualifies for varying levels of federal assistance programs.

The City of Boardman has a higher proportion of the population that falls below the 1.00 ratio of income to poverty, at approximately 21% (versus 17% and 12% in Morrow County and the State of Oregon respectively) (**Table 5**). While the unemployment rate in the City of Boardman is similar to that of the county (around 1%) and lower than the state (around 3%), residents are either not earning enough income to meet their means, or expenses are higher than they can meet.

<sup>5</sup> Office of the Assistant Secretary for Planning and Evaluation (ASPE), *Prior HHS Poverty Guidelines and Federal Register References*, accessed September 19, 2024, <https://aspe.hhs.gov/topics/poverty-economic-mobility/poverty-guidelines/prior-hhs-poverty-guidelines-federal-register-references>.

<sup>6</sup> U.S. Census Bureau, *How the Census Bureau Measures Poverty*, June 15, 2023, <https://www.census.gov/topics/income-poverty/poverty/guidance/poverty-measures.html>.

**Table 5. Ratio of Income to Poverty**

	State of Oregon		Morrow County		City of Boardman	
	Total	Percent	Total	Percent	Total	Percent
<b>Population</b>	4,149,034	-	12,095	-	3,829	-
<b>Under 0.50</b>	230,483	5.6%	586	4.8%	180	4.7%
<b>0.50 – 0.99</b>	263,675	6.3%	1,434	11.8%	619	16.1%
<b>1.00 – 1.24</b>	159,051	3.8%	953	7.9%	594	15.5%
<b>1.25 – 1.49</b>	171,293	4.1%	725	6.0%	226	6.0%
<b>1.50 – 1.84</b>	236,823	5.7%	1,061	8.8%	312	8.1%
<b>1.85 – 1.99</b>	104,576	2.5%	433	3.6%	188	4.9%
<b>2.00 and Over</b>	2,983,133	71.9%	6,903	57.1%	1,710	44.7%

Source: ACS 5-year estimates (2018-2022), Table C17002

Another way to demonstrate disparities in income is to look at what percentage of the population is living below certain poverty thresholds. As shown in **Table 6**, the City of Boardman had more than half of its population living below 200% poverty, which was greater than both the state and the county. This number is also nearly 4% higher than it was in 2020.<sup>7</sup> Median household income in the City of Boardman is higher than that in the county but is less than in the state (**Table 7**).

**Table 6. Population Below 200% Poverty Level**

Poverty Level	State of Oregon		Morrow County		City of Boardman	
	Total	Percent	Total	Percent	Total	Percent
<b>Populations</b>	4,149,034	-	12,095	-	3,829	-
<b>Below 200%</b>	1,165,901	28.1%	5,192	42.9%	2,119	55.3%

Source: ACS 5-year estimates (2018-2022), Table S1701

<sup>7</sup> ACS 2016-2020 5-year estimates, Table S1701

**Table 7. Median Household Income**

	Median Household Income
<b>State of Oregon</b>	\$65,667
<b>Morrow County</b>	\$56,572
<b>City of Boardman</b>	\$59,390

Source: ACS 5-year estimates (2016-2020), Table S1901

## Households with Disabilities

Boardman has reportedly less households with one or more people with a disability compared to Morrow County (**Table 8**). Morrow County actually has the highest percentage at nearly 38%, compared to the State of Oregon, which is at 28%.

**Table 8. Households with One or More People with a Disability**

	Number of Households	With Disability	
		Total	Percent
<b>Morrow County</b>	4,201	1,581	37.6%
<b>Boardman UGB</b>	1,313	414	31.5%
<b>City of Boardman</b>	1,119	307	27.4%

Source: ACS 5-year estimates, 2018-2022

\*\* Source: US Census 2020

## Internet Access

The City of Boardman has nearly twice the percentage of households without internet access as the state of Oregon (**Table 9**). This has implications for accessing planning sessions and services and may mean that these communities will not have as many opportunities to participate in processes that shape the city.

**Table 9. Households with Internet Subscription**

	Number of Households	With Internet		Without Internet	
		Total	Percent	Total	Percent
<b>State of Oregon</b>	1,680,800	1,526,087	90.8%	154,713	9.2%
<b>Morrow County</b>	4,201	3,655	87.0%	546	13.0%
<b>City of Boardman</b>	1,119	920	82.2%	199	17.8%

Source: ACS 5-year estimates (2018-2022), Table S2801

## Key Findings

Analysis of the population demographics revealed key findings as they relate to Title VI and Environmental Justice. They are summarized in **Table 10**.

**Table 10. Summary of Population Demographics**

Underserved Population Type	City of Boardman	Boardman UGB	Morrow County
<b>65 Years and Over</b>	5%	8%	<b>15%</b>
<b>Non-Majority White</b>	<b>24%</b>	29%	54%
<b>Limited English Proficiency (LEP) Households</b>	<b>64%</b>	N/A	33%
<b>Below 200% Poverty</b>	<b>55%</b>	N/A	43%
<b>Disability</b>	27%	32%	<b>38%</b>
<b>Internet Access</b>	<b>18%</b>	N/A	13%

Boardman consists of communities that are considered “underserved populations,” as defined by the Oregon Administrative Rule (OAR 660-012-0125). Notably for Boardman, the demographic populations that fall into this category pertain mainly to:

- Limited English Proficiency (LEP): Boardman has nearly double the county average for residents that speak a language other than English inside the household.
- Minoritized Majority Race: More than three-fourths of Boardman’s population is of a minority race or ethnicity (which is 30% more than the county population).
- Income to Poverty Ratio: The City of Boardman has a higher percentage of people living below the 1.00 income to poverty ratio; at nearly ¼ of the population.
- Internet Access: Compared to the county, the City of Boardman has 6% more households without internet access (that’s twice the percentage households in the state of Oregon).



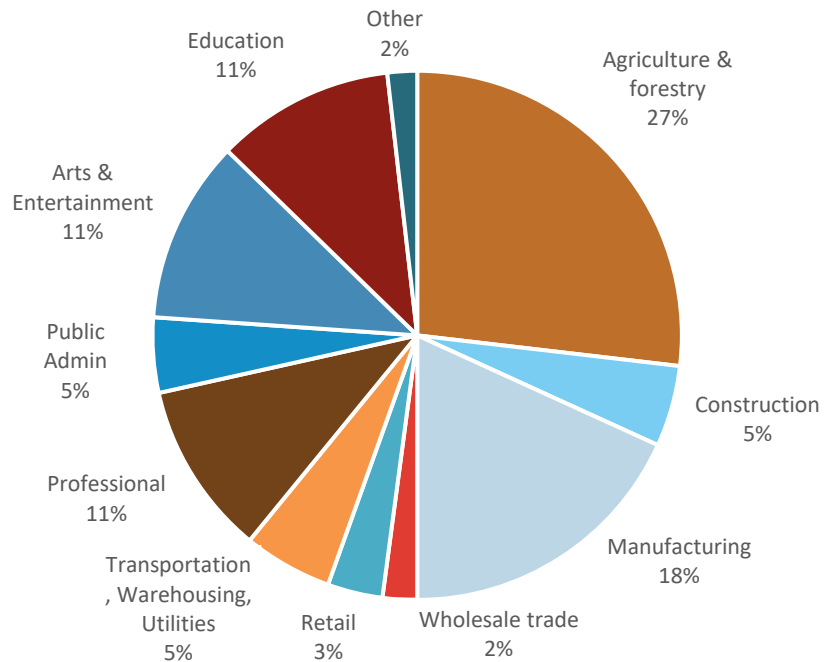
## Workforce/Jobs Profile

### Employment Industries of Boardman

There are 2,727 residents in Boardman who are 16 years and older and 1,803 of them are in the labor force (66%). The largest industry employers are in Agriculture, Forestry, Fishing, and Mining (27%), Manufacturing (18%), Education (11%), Arts & Entertainment (11%) and Professional Services (11%) (in Figure 2. Employment Industries in Boardman **Figure 2**). These five sectors alone account for 1,376 jobs (78%).

The majority of workers are employed through private sector positions (86%), though some also work for the government (10%) or are self-employed (3%).

**Figure 2. Employment Industries in Boardman**



### Employment Centers

In a 2021 regional travel assessment released by the Confederated Tribes of the Umatilla Indian Reservation’s (CTUIR’s) public transportation team, Morrow County, Umatilla County, and the Port of Morrow, major employment areas were analyzed to determine their importance to the area and employees’ access to them through current infrastructure. There were many key employment centers identified as employment opportunities in Boardman that are made accessible by the Hermiston-Boardman Connector, in particular.<sup>8</sup> These key employment centers include:

- Lamb-Weston West
- Lamb-Weston East
- Oregon Potato Company
- Port of Morrow Warehouse Dry Storage
- Port of Morrow Warehousing

<sup>8</sup> Kittleson & Associates, Inc., Hermiston-Boardman Connector – Port of Morrow Circular, 2021, p. 15.

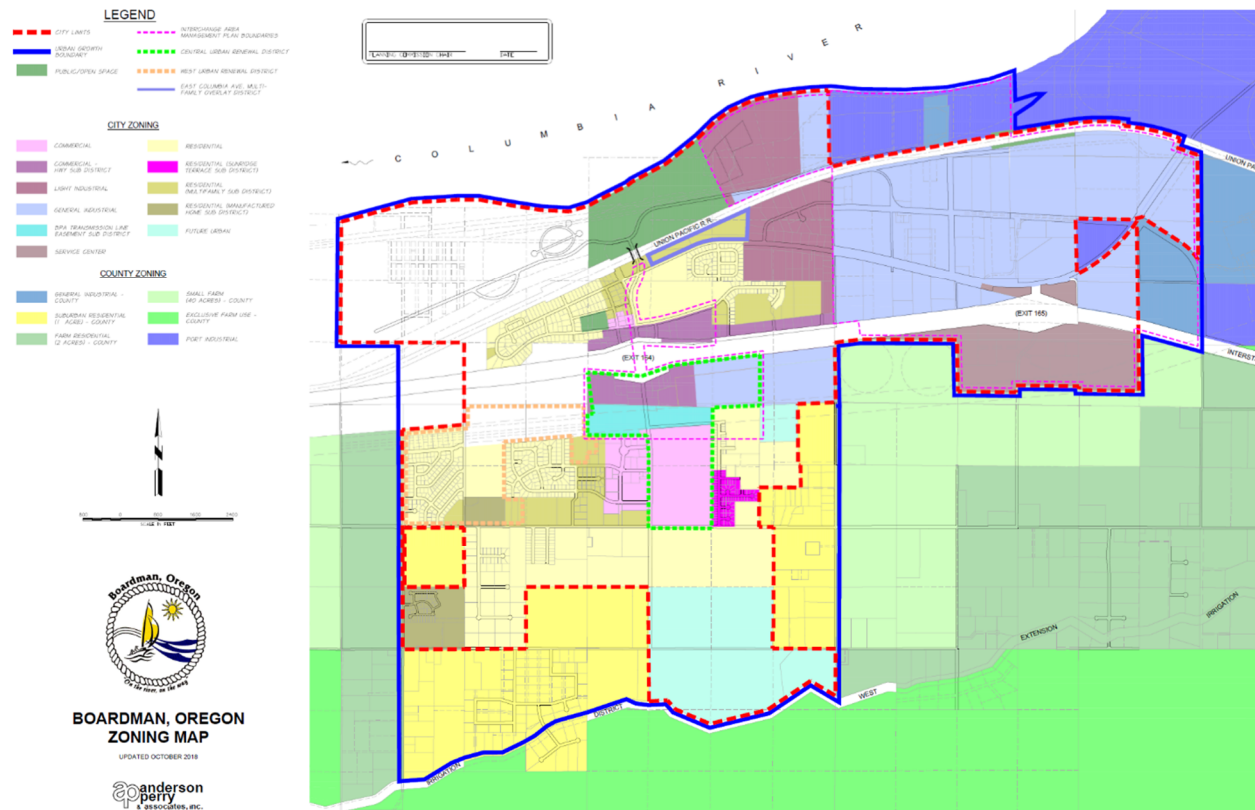
- Port of Morrow
- Boardman Foods
- Zeachem
- Pacific Ethanol Columbia, LLC
- Cascades Specialties Inc.
- Amazon
- Oregon Hay Company
- American Rock Company
- Cadman, Inc.
- Tillamook Cheese/Columbia River Processing
- Columbia River Health
- Central Business District
- Independent Transport, Inc.

## Employment Land

Employment areas in Boardman are zoned as Commercial, Commercial Highway Sub-District, Commercial – Service Center, Light Industrial, General Industrial (City and County), and Port Industrial (County).

Commercially zoned areas, as well as some industrial land, are mainly located south of Interstate 84 and north of Wilson Ln SE. The majority of the industrial and port-specific zones about the Columbia River and north of Highway 84 and are largely associated with the Port of Morrow.

Figure 3. City of Boardman Zoning Map



## Travel/Commuting Profile

In addition to the demographic and employment profiles, it is also important to look at the travel characteristics within, to, and from Boardman. The identification of travel patterns can be useful in the development of new transportation-based goals/objectives and prioritizing local and regional infrastructure projects. Sources used in this section include:

- Historical traffic counts
- US Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD) program which provides job flow data that can be used to determine employment-based commuting profiles.
- Morrow County Coordinated Transportation Plan

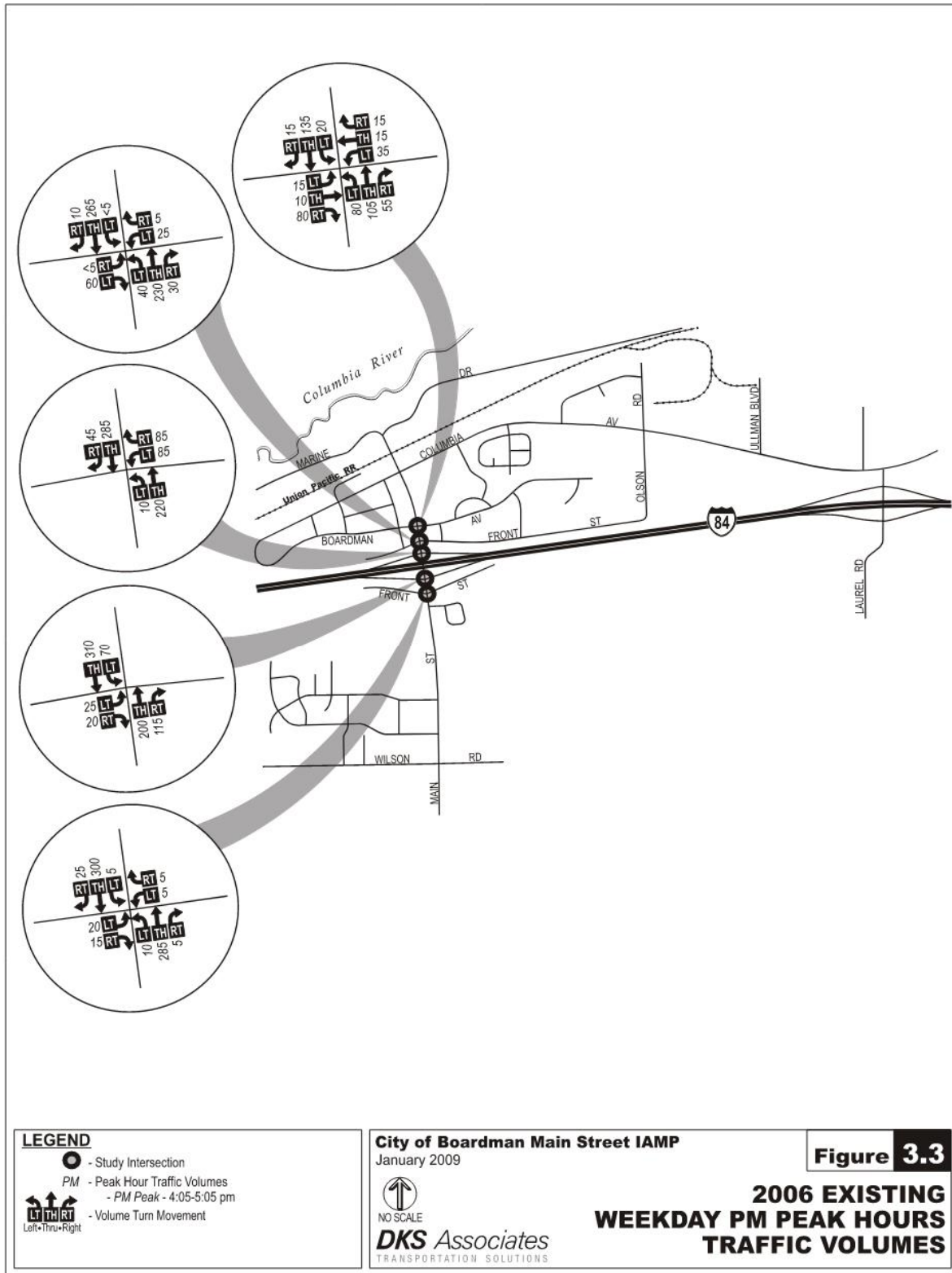
### Historical Traffic Counts

Over the last 15 years, there have been several transportation planning assessments that have involved the collection of traffic counts along key intersections in Boardman. These include the 2009 Boardman Main Street Interchange Area Management Plan and the 2023 Main Street Circulation Assessment. While these two assessments had different study areas, there were multiple common intersections along the Main Street corridor including the two I-84 ramp terminals, Boardman Avenue, and Front Street (north and south). **Exhibit 1** and **Exhibit 2** show the respective weekday PM peak hour traffic volumes from these two studies and **Table 10** summarizes comparable corridor segments. As shown in the Table, volumes along Main Street have increased upwards of 24%.

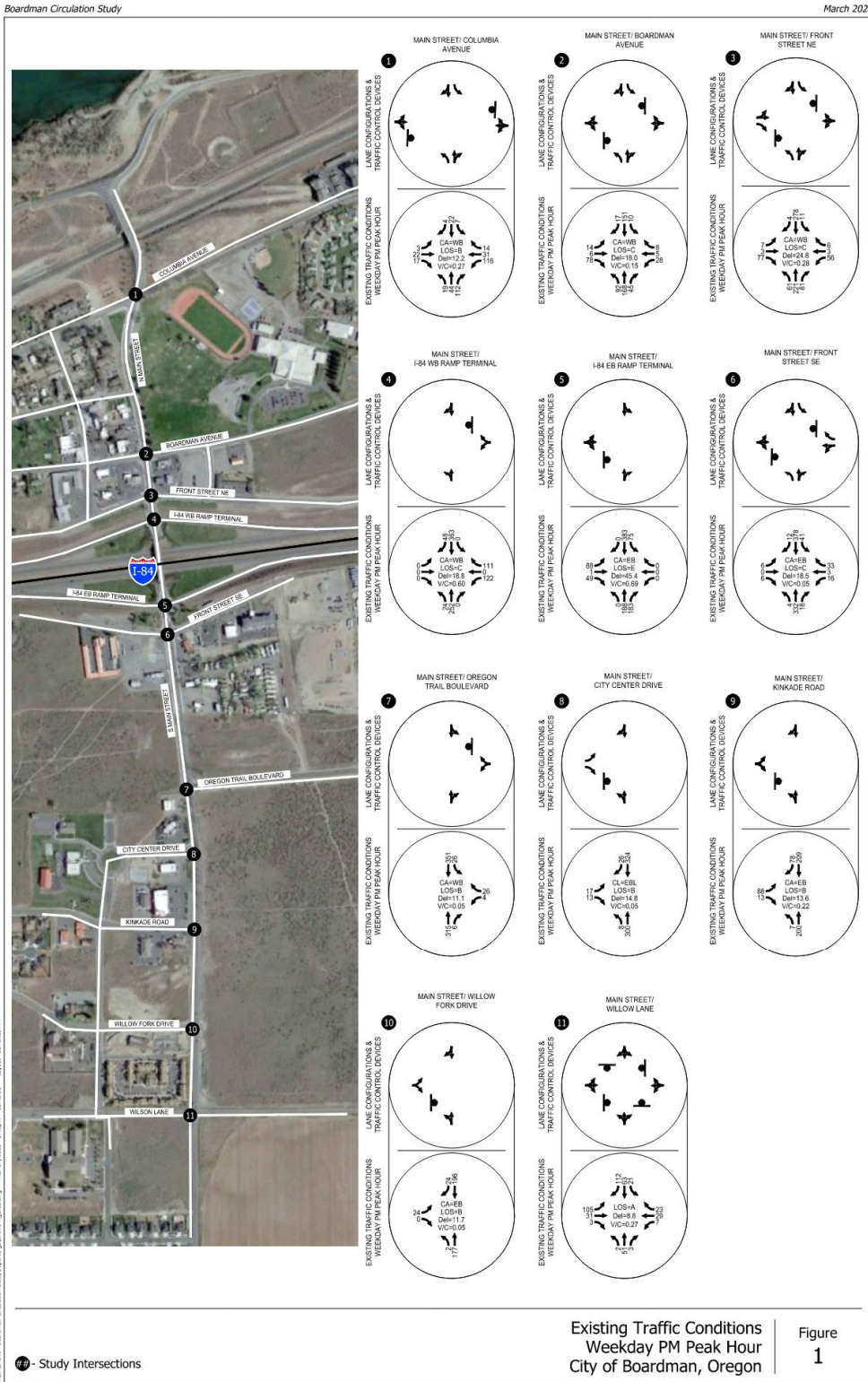
**Table 10 – Traffic Count Comparison**

Corridor Segment	Weekday PM Peak Hour Volumes		
	Year 2006	Year 2022	% Increase
Main Street (north of Boardman Avenue)	305	368	21%
Main Street (I-84 WB Ramp Terminal to Boardman Avenue)	635	774	22%
Main Street (I-84 EB Ramp Terminal to S Front Street)	645	803	24%
Main Street (South of S Front Street)	620	754	22%

**Exhibit 1 – 2006 Boardman Main Street Weekday PM Peak Hour Traffic Volumes (Source: 2009 Boardman Main Street IAMP, DKS Associates)**



### Exhibit 2 – 2022 Main Street Traffic Counts, Weekday PM Peak Hour (Source: 2023 Main Street Circulation Assessment, Kittelson & Associates)



## Employment-Based Commuting Profile

This section provides an overview of the employment-based commuting profiles to/from Boardman based on data from the US Census Bureau’s Longitudinal Employer-Household Dynamics (LEHD) program.

### Where Boardman Residents Are Employed

**Table 11** summarizes the locations where residents of Boardman have been employed on a percentage basis over the most recent five years of available data. As shown, the LEHD data indicates a general upward trend in the percentage of Boardman residents who are working in the City. In 2021, this percentage was approximately 32.8%, up from 20.7% in 2017. While this increase is likely due to several factors (a five-year population increase of approximately 20%, additional local employment opportunities, and a greater variety of local jobs), it does indicate that fewer Boardman residents are having to regionally commute outside of the city to their places of employment. Despite this general upward trend, 67% of Boardman residents are still commuting to regional destinations such as Hermiston, Irrigon, and Umatilla. This is significant as it indicates a continued need for regional transportation infrastructure.

**Table 11 – Where Boardman Residents Are Employed**

City of Employment	Percentage of Boardman Residents Employed in the Selected City				
	Year 2017	Year 2018	Year 2019	Year 2020	Year 2021
Boardman	20.7%	23.5%	20.5%	29.0%	32.8%
Hermiston	9.3%	9.3%	9.2%	3.5%	5.1%
Portland	4.9%	4.7%	4.1%	4.9%	4.5%
Irrigon	3.7%	2.4%	2.2%	2.0%	1.9%
Umatilla	2.8%	3.5%	3.0%	2.7%	1.8%
Heppner	1.5%	2.0%	2.2%	1.5%	1.7%
Salem	1.0%	1.1%	1.8%	1.3%	1.6%
Pendleton	1.6%	1.2%	1.8%	2.0%	1.1%
Pasco/Richland	1.8%	2.3%	0.8%	0.8%	0.8%
All Other Locations	52.7%	50%	54.4%	52.3%	48.7%

Source: US Census Bureau. 2024. LEHD Origin-Destination Employment Statistics (2002-2021), Longitudinal Household Dynamics Program, accessed on 9/9/24 at <https://onthemap.ces.census.gov>.

## Where Workers Live Who Are Employed in Boardman

**Table 12** summarizes the home city of the workers that are employed at a job located within Boardman on a percentage basis over the most recent five years of available data. As shown, the LEHD data indicates another general upward trend in the percentage of Boardman jobs that are occupied by Boardman residents. In 2021, this percentage was approximately 20%, up from 15.7% in 2017. Despite this increasing trend, nearly 80% of the jobs located in Boardman are still held by non-Boardman residents indicating that there are more jobs available in the city than there are local workers. This can also be represented graphically in **Exhibit 3** which shows the Boardman Inflow/Outflow Job Counts in 2021.

**Table 12 – Where Workers Live Who are Employed in Boardman (Year 2017 vs Year 2021)**

City of Residence	Percentage of the Boardman Workforce Residing in the Selected City				
	Year 2017	Year 2018	Year 2019	Year 2020	Year 2021
Boardman	15.7%	16.2%	14.3%	20.1%	20.6%
Hermiston	17.7%	16.1%	16.7%	16.1%	15.2%
Kennewick/Pasco/Richland	4.5%	7.3%	8.9%	5.3%	8.1%
Umatilla	6.3%	6.9%	6.5%	8.9%	7.0%
Irrigon	7.4%	8.0%	8.2%	5.0%	3.7%
Pendleton	1.7%	2.0%	2.6%	2.2%	3.0%
Stanfield	1.1%	1.2%	1.1%	1.2%	0.9%
All Other Locations	45.6%	42.3%	41.7%	41.2%	41.5%

Source: US Census Bureau. 2024. LEHD Origin-Destination Employment Statistics (2002-2021), Longitudinal Household Dynamics Program, accessed on 9/9/24 at <https://onthemap.ces.census.gov>.

## Exhibit 3 – Boardman Inflow/Outflow Job Counts (2021)



## Transit Supportive Demographic Profile

This section provides an overview of the transit supportive demographic characteristics of Boardman. This data is useful to illustrate a geographic area’s concentrations of population groups that face particular mobility challenges. **Table 13** provides a “snapshot” of these demographic characteristics.

**Table 13 – Title IV and Underrepresented Populations**

	Total Population (ACS)	Total Households (AS)	Below 100% Poverty	Below 200% Poverty	Households with Disability	Youth (Under 18)	Older Adults (65 and older)	Racial Ethnic Minority	Zero Vehicle Households	Low English Proficiency Households	Veterans
Boardman	3,828	1,119	20.8%	55.3%	27.4%	33.7%	4.8%	76.4%	2.5%	20.3%	4.2%

*PSU Population Research Center (PRC), 2024 and ACS 5-year estimates, 2010 and 2022*



## References

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12. American Community Survey 5-Year Estimates, Table S1701, 2022
13. American Community Survey 5-Year Estimates, Table S1901, 2020
14. American Community Survey 5-Year Estimates, Table S2801, 2022
15. Kittleson & Associates, Inc. Hermiston – Boardman Connector / Boardman – Port of Morrow Circular, 2021.



## Technical Memorandum #2

**Date:** October 25, 2024

Kittelson Project No: 30287

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**To:** Project Advisory Committee (PAC)

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**From:** Shayna Rehberg, AICP – MIG  
Meg Grzybowski – MIG

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**Subject:** Plans and Policy Review DRAFT

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### Introduction

The City of Boardman adopted its Transportation System Plan (TSP) in 1999, and the document was last in 2001. This TSP Update will address transportation facility and service updates that align with planned land use and existing and future development. It will integrate regional and statewide network connections that impact local circulation and accommodate the significant growth that occurred in the City of Boardman and the Urban Growth Boundary (UGB) since its last TSP Update. As part of this project, there will be extensive community engagement to better understand the challenges and infrastructure improvement ideas of the community.

This memorandum summarizes local, regional, and state planning documents applicable to the TSP, as outlined by the Oregon Department of Transportation (ODOT) Transportation System Plan Guidelines. Some of the documents and plans reviewed consist of circulation standards, infrastructure improvements, and demographic targets that must be in compliance with the TSP Guidelines and the forecasted 20-year growth allocations for Boardman. This memorandum serves as the groundwork for the proposed policy and development code amendments scoped as part of the implementation work for the project (Task 6). As a note, evaluation of the City’s *Development Code* for its consistency with relevant policies – namely, Transportation Planning Rule requirements – will be presented as part of Task 6 implementation work.

### Plan and Policy Review

This section highlights the plans, policies, and regulations that have an impact on Boardman’s transportation system. The review is organized into a table and separated into local (i.e., City and County) documents in Table 1 and State documents in Table 2. The tables are comprised of a summary of each document, how they relate to the TSP, and suggested recommendations for consistency with the document. The following documents are included in the review.

## Local Plans, Policies, and Ordinances

- Boardman Transportation System Plan (TSP), 2001
- Boardman Development Code
- Main Street Downtown Development Plan, 2001
- Boardman Comprehensive Plan, 2003
- Boardman Main Street Interchange Area Management Plan, 2009
- Boardman Central Urban Renewal Plan, 2008
- Boardman West Urban Renewal Plan, 2013
- Boardman North Urban Renewal Plan, 2023
- Port of Morrow Interchange Area Management Plan, 2011
- Morrow County Transportation System Plan (TSP), Effective 2012, Updated 2022
- Morrow County/Umatilla County Transit Development Strategy, 2018
- Port of Morrow Strategic Business Plan, 2020
- Hermiston-Boardman Connector/Boardman-Port of Morrow Circular, 2021
- Morrow County Coordinated Human Services Transportation Plan, 2022

## Statewide Plans and Policies

- ODOT and Department of Land Conservation and Development (DLCD) Transportation and Growth Management Program (TGM) mission, goals, and objectives
- Oregon Statewide Planning Goals
- Oregon Administrative Rules (OAR) Chapter 660, Division 12 (Transportation Planning Rule)
- OAR Chapter 734, Division 51 (ODOT – Highway Division – Highway Approaches, Access Control, Spacing Standards, and Medians)
- OAR Chapter 731, Division 12 (Reduction of Vehicle – Carrying Capacity)
- Oregon Transportation Plan (2023) and its modal and topic plans
- Oregon Pedestrian and Bicycle Safety Implementation Plan, 2020
- Statewide Transportation Improvement Program (STIP), 2024-2027
- ODOT Highway Design Manual, 2022
- ODOT Blueprint for Urban Design, 2019

**Table 1. Local Plans, Policies, and Ordinances**

Document	Overview	TSP Relevance and Recommendations
<p>Boardman Transportation System Plan (TSP), 2001</p>	<p>The 2001 TSP documents Boardman’s transportation infrastructure and plans for the needed transportation improvements that align with the anticipated 20-year growth in the city.</p> <p>The Plan consists of goals and associated planning process objectives; a description of existing land use and transportation system conditions; forecasted future conditions (horizon year 2020); and a description of needs for each mode of transportation. Section 7 includes the recommended City transportation policies.</p>	<p><b>Relevance:</b> The TSP Update process will also include an existing conditions review and an assessment of transportation facilities, connectivity, and services. The planning process is expected to revisit existing and identify new community goals and needs through public engagement activities that focus, in particular, on underserved communities.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Consider and update the following to reflect current and forecasted conditions: 2001 TSP’s Goals, Improvement Needs, Development Code Revisions, and Preferred Land Use Plan/Alternative.</li> <li>- Consider modal inventories from the existing TSP when planning for an integrated, multimodal system.</li> <li>- Ensure consistency between updated TSP and Public Works standards.</li> </ul>
<p>City of Boardman Development Code</p>	<p>The City of Boardman Development Code governs land use and development throughout the city.</p> <p>The Development Code regulates standards for development such as access and circulation for pedestrians, bicycles, and vehicles; parking; and public facilities (Chapter 3).</p> <p>The Development Code employs review and permitting processes that align with the TSP.</p>	<p><b>Relevance:</b> The TSP will include land use objectives and considerations for access, circulation, and transportation facilities.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review land use districts in Chapter 2 to assess whether or not transportation facilities and improvements in each land use district are consistent with TSP Update.</li> <li>- Revisit access and spacing standards (Chapter 3) to ensure compliance with TSP Update recommendations.</li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>- As needed, amend transportation standards and variances within Section 3.4.100 in order to align with the updated TSP.</li> <li>- Identify other code changes necessary for consistency with TSP Update recommendations and regulations such as the Transportation Planning Rule.</li> </ul>
<p>Main Street Downtown Development Plan, 2001</p>	<p>The Main Street Downtown Development Plan identifies needed improvements to support existing businesses and future development at the I-84/Main Street interchange.</p> <p>The Plan includes designs for grid system patterns that consist of blocks and streets with sidewalks and multi-use paths.</p>	<p><b>Relevance:</b> The Plan is a focused look at land use and transportation needs near the west-side of the I-84 interchange, at Main Street, and along the streets in the interchange’s vicinity. Recommendations related to circulation, connections to existing streets, and pedestrian and bicycle networks will need to be made consistent with other adopted plans, and updated and integrated into the updated TSP.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Revisit Plan recommendations, as compared to the 2009 Boardman Main Street Interchange Area Management Plan (IAMP) that encompassed the same area, to ensure concurrency for improvements in the I-84 interchange area and Main Street.</li> <li>- Identify the Conceptual Design and Key Plan Components or Elements when developing TSP projects that affect Downtown Boardman, particularly the:                         <ul style="list-style-type: none"> <li>o Land Use Plan</li> <li>o Street Design Standards</li> <li>o Streetscape Elements</li> <li>o Traffic Projections and Analysis</li> <li>o Cost Estimates</li> <li>o Project Objectives and Transportation Benefits</li> </ul> </li> </ul>

Document	Overview	TSP Relevance and Recommendations
<p>Boardman Comprehensive Plan, 2003</p>	<p>The Comprehensive Plan provides the policy framework for long-range planning pertaining to land use, housing, employment, and transportation over a 20-year growth period.</p> <p>Chapter 12 – Transportation includes 1 overarching goal and 5 policies, one of which references the entirety of the 2001 TSP.</p>	<p><b>Relevance:</b> The Comprehensive Plan documents the City’s land use and transportation needs, infrastructure, services, and facilities based on the projected 20-year population growth. The TSP and Comprehensive Plan will need to align.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Ensure adopted goal(s) and policies are consistent with the updated TSP objectives.</li> <li>- Retain the current reference to the TSP and Technical Appendix in Chapter 12.</li> </ul>
<p>Boardman Main Street Interchange Area Management Plan 2009</p>	<p>The 2009 Boardman Main Street Interchange Area Management Plan (IAMP) assesses the Interstate 84 (I-84) interchange at Main Street. Within the study area, the IAMP identifies issues, needs, circulation, improvements, and updates to street standards.</p>	<p><b>Relevance:</b> The IAMP focuses on safety issues and traffic efficiency to decrease congestion at major intersections in the city. Chapter 5 includes proposed transportation alternatives – including cost estimates and prioritization for timing – for improvements on Main Street in the vicinity of the interchange. Recommendations include a local street connectivity plan, pedestrian and bicycle network improvements, and an access management plan outlining access restrictions.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review the list of identified alternatives, suggested improvements, management strategies, and improvement timing considering existing and projected transportation conditions. Note projects in the City’s CIP that are to be concluded in 2024-2025 FY, including:                         <ul style="list-style-type: none"> <li>o Main Street &amp; I-84 Westbound Ramp</li> <li>o Main Street &amp; I-84 Eastbound Ramp</li> <li>o Main Street &amp; Front Avenue (North and South)</li> <li>o Main Street and Boardman Avenue</li> <li>o Main Street Overpass Bridge</li> </ul> </li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>- Integrate the elements of the Roadway Network and Classification Plan (Figure 5.1) into the updated TSP as appropriate.</li> <li>- Review, update as necessary, and integrate the access management actions for local roadways (Tables 5.1, 5.2).</li> <li>- Evaluate Development Code amendments related to access spacing and local street connectivity requirements; incorporate and update, as necessary.</li> <li>- Ensure that identified IAMP policies are reflected in updated City transportation policy statements.</li> </ul>
<p>Boardman Central Urban Renewal Plan, 2008</p>	<p>The Plan provides goals, objectives, tools, and projects to help optimize development and urban renewal in the Central Boardman Urban Renewal Area. The area is roughly 164 acres between SE Front Street to Wilson Lane along the east side of Main Street. It serves as the main connector between north and south Boardman and divides east and west.</p> <p>Plan goals include:</p> <ul style="list-style-type: none"> <li>- Improve access and connectivity throughout the area</li> <li>- Improve and extend utilities to commercial properties</li> <li>- Increase employment and business activity in the area</li> <li>- Enhance the pedestrian environment on streets throughout the area</li> </ul>	<p><b>Relevance:</b> The Plan looks at the Central Boardman Urban Renewal Area (URA), particularly south of I-84 and along Main Street. Goals 1 and 4 focus on strengthening connections and pedestrian orientation throughout the Central URA through increased traffic circulation and improving access between sidewalks and buildings.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review the list of projects and public improvements for alignment with the updated TSP objectives and recommendations. The priority projects identified in the Plan include:                         <ul style="list-style-type: none"> <li>o Access between the Oregon Trail Boulevard Extension and SW Front Street</li> <li>o Main Street Improvements</li> <li>o Interim East West Connector</li> </ul> </li> <li>- Integrate the adopted Roadway Network and Classification Plan (Figure 5.1) into the TSP and update, as necessary.</li> </ul>

Document	Overview	TSP Relevance and Recommendations
<p>Boardman West Urban Renewal Plan and Report, 2013</p>	<p>The Plan provides background information on how to optimize development and determine feasibility in an area on the western side of the city, south of I-84. The area is roughly 170 acres and bordered by SW Wilson Road to the south, Paul Smith Road, and Faler Road to the west, and S Main Street to the east.</p> <p>The Plan includes goals and objectives for improving economic health, residential character, transportation, and aesthetic appearance within the defined area. Preliminary assessment of the area revealed inadequate street connections and other rights-of-way (particularly in the northern portion of the URA).</p>	<ul style="list-style-type: none"> <li>- Review Plan financing in Section V and identify what level of potential funding sources remain for the priority transportation projects and improvements through the year 2030.</li> </ul> <p><b>Relevance:</b> The Plan’s purpose includes creating public improvements, addressing blighting conditions, and increasing utilization of vacant or underutilized parcels.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review the list of recommended projects and public improvements for alignment with the TSP Update, pertaining to:                             <ul style="list-style-type: none"> <li>o Road improvements (SW Faler Road, SW Wilson Road, and Oregon Trail Boulevard)</li> <li>o Connector street extensions</li> <li>o Land use changes and acquisition for parks, walking trails, and open space</li> </ul> </li> <li>- Identify which projects have since been completed and which should be reflected in the updated TSP.                             <ul style="list-style-type: none"> <li>o The extension of Oregon Trail Boulevard, estimated to be completed in 2024.</li> <li>o Improvements to SW Faler Road through street construction, widening, paving, and additional improvements are not anticipated until 2034.</li> <li>o Extensions of local streets through the URA are not anticipated to be completed until 2034.</li> <li>o Functionality increases, multimodal access, parking, and other road improvements to SW Wilson Road are not anticipated until 2034.</li> </ul> </li> </ul>



Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>- Review the Summary of Estimated Project Costs (Figure 6.1) to determine how much of the project budgets have been spent and identify the level of funding for existing transportation priority projects that remain through 2034.</li> </ul>
<p>Boardman North Urban Renewal Plan and Report, 2023</p>	<p>The Plan provides background information on how to optimize development and urban renewal in an approximately 181-acre area between I-84 and the Columbia River. The stated purpose of the Plan includes addressing infrastructure deficiencies; goals and objectives will guide tax increment financing investment within the area.</p> <p>It includes three main goals for improving infrastructure and distributing resources to the area, focusing on: 1) eliminating blight, 2) facilitating economic development and job creation, and 3) providing resources to administer the Plan.</p>	<p><b>Relevance:</b> The Plan includes infrastructure improvements along major roadways and will need to be assessed to determine which projects have been completed and which ones are still remaining and a priority of the City.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review the list of recommended projects and public improvements for alignment with the TSP Update, pertaining to:                             <ul style="list-style-type: none"> <li>o Infrastructure improvements and connecting NE Boardman Avenue to Olson Road</li> <li>o NE Front Street improvements and sidewalk additions (2026-2027 FY timeline)</li> <li>o Alley improvements from 2<sup>nd</sup> Ave NE to 3<sup>rd</sup> Street NE</li> <li>o New road connection between 2<sup>nd</sup> Ave NE to Columbia Ave NE</li> <li>o Columbia Ave NE to Boardman Avenue NE</li> <li>o Main Street intersection improvements and roadwork</li> </ul> </li> <li>- Identify which projects have been completed and which remain and integrate remaining projects into the TSP Update as needed.</li> <li>- Update the estimated total cost project costs as needed.</li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>- Refer to Tax Increment Financing (Sections VI and IX) and revenues that will be generated through 2044 for the North URA priority projects in the TSP Update.</li> <li>- Integrate Relationship to Local Objectives elements from Plan into TSP Update objectives and policies as appropriate.</li> </ul>
<p>Port of Morrow Interchange Area Management Plan, 2011 (Amended 2022)</p>	<p>The 2011 Port of Morrow (POM) IAMP (amended 2022) looks at the short- and long-term transportation improvements, access management goals, land use management, and funding strategies to preserve capacity at the POM interchange and to align with ODOT’s mobility standards that are set through 2030. The primary roadways in the POM interchange include I-84, Laurel Lane, and Columbia Avenue.</p> <p>Identified objectives include:</p> <ul style="list-style-type: none"> <li>- Consider surrounding land use in relation to the roadway network</li> <li>- Provide connectivity, right-of-way, and access control in the area that leads to more efficiency</li> <li>- Prioritize improvements to maintain traffic operations</li> <li>- Create improved local street connectivity, while limiting cul-de-sacs or other non-connected streets</li> <li>- Align with the TSP and other local plans and ordinances</li> </ul>	<p><b>Relevance:</b> The IAMP focuses on safety issues and traffic efficiency to decrease congestion at the POM interchange. It also addresses the alignment of local circulation and access spacing standards for the major interchange ramp terminals in the vicinity of the POM.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Consider relevance of IAMP evaluation criteria to TSP evaluation criteria, namely:                             <ul style="list-style-type: none"> <li>o Transportation Options</li> <li>o Land Use</li> <li>o Cost</li> <li>o Environmental, Social, and Equity Factors</li> <li>o Accessibility</li> </ul> </li> <li>- Consider Section 1 and the IAMP objectives for alignment with the TSP.</li> <li>- Review Section 5 (Future Conditions set through 2030) for consistency of the 2030 No Build traffic forecasts with TSP assumptions, in order to align priority projects and accurately assess growth.</li> <li>- Integrate traffic improvements from Table 7-1 of Section 7 into the TSP project list as appropriate:                             <ul style="list-style-type: none"> <li>o I-84/Laurel Lane interchange improvements</li> <li>o I-84 ramp improvements</li> </ul> </li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>○ Laurel Lane sight distance improvements</li> <li>○ Yates Lane access connection</li> <li>○ Laurel Lane realignment</li> <li>○ SW quadrant access</li> <li>- Review proposed policy and zoning changes for private approaches.</li> <li>- Ensure that the IAMP Overlay District and related recommendations are reflected in the City’s Comprehensive Plan and updated TSP.</li> <li>- Include the statements about the interchange’s functions in updated TSP policies.</li> </ul>
<p>Morrow County Transportation System Plan (TSP), 2012 (Amended 2022)</p>	<p>The 2012 Countywide TSP documents Morrow County’s transportation infrastructure and plans for transportation services that will align with the anticipated 20-year growth within the county.</p> <p>The Plan consists of 10 goals pertaining to coordination, land use, economic development, quality of life, roadway systems, transit, air transportation, freight and goods, finance, and the Oregon Motor Speedway.</p>	<p><b>Relevance:</b> County and City long-range transportation plans need to be in alignment, specifically where recommended improvements have policy, right-of-way, and/or funding implications for both jurisdictions.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- At a minimum, ensure that updated Boardman TSP goals and policies do not conflict with goals and policies in the County TSP.</li> <li>- Consider needs identified in the County TSP such as an alternative to US 730 between Irrigon and Boardman in the event of an emergency and traffic for the Oregon National Guard’s Boardman Bombing Range in developing the Boardman TSP Update.</li> <li>- Assess I-84-related improvements within the County that transect Boardman and reflect relevant projects in the TSP project list update (e.g., overpass near Olson Road in Table 5-2), as appropriate.</li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>- Review County access standards (Table 4-3 and Table 6-1) and mobility standards for where they may apply to County roads in Boardman.</li> <li>- Review Chapter 7 for funding sources to potentially incorporate into the TSP Update.</li> </ul>
<p>Morrow County / Umatilla County Transit Development Strategy, 2018</p>	<p>Both Morrow County and Umatilla County prepared Coordinated Human Services Transportation Plans.</p> <p>This strategy is intended to identify, coordinate, enhance, and improve transportation programs and services for key populations across the counties.</p>	<p><b>Relevance:</b> The strategy focuses on enhancing the coordination and availability of transit for key underserved populations – for example, older adults, people with disabilities, and people with low incomes – in both Morrow and Umatilla Counties. The counties serve a wide area and multiple incorporated cities, so coordination is critical. These key demographic groups are also being considered in developing the Boardman TSP Update.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review the Transit Solutions Assessment and identified transit needs, particularly as they pertain to increasing the geographic scope of transit service in the City of Boardman and identifying park-and-ride facility locations along the I-84 corridor.</li> <li>- Assess Table 21 and the Transit Development Strategy Summary to identify priority projects and if they have been moved from the long-term to near-term.                         <ul style="list-style-type: none"> <li>o Arlington-Boardman-Port of Morrow Connector (medium priority)</li> <li>o Heppner-Boardman Connector (high priority)</li> <li>o Hermiston-Boardman Connector (high priority)</li> </ul> </li> <li>- Reflect regional transit priorities and strategies in City transportation policy.</li> </ul>

Document	Overview	TSP Relevance and Recommendations
<p>Port of Morrow Strategic Business Plan, 2020</p>	<p>The Plan guides the policies and projects of the Port for the next 20 years. Plan objectives include helping the Port secure funding opportunities for infrastructure improvements.</p>	<p><b>Relevance:</b> The Port of Morrow is one of the largest employers for residents of Boardman. As a regional, multi-modal transportation hub with growing facilities and infrastructure needs, it will be important to align growth projections and improvement plans with the TSP Update. The Port owns and manages Light Industrial- and General Industrial-zoned property within the city (Table 5). As stated in the Plan, job growth at the Port leads to urbanization and service delivery in Boardman and increases the demand for housing in the area.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Review the list of goals and determine which ones should be incorporated or reflected in the update TSP, e.g., Goal 1 and Goal 6.                             <ul style="list-style-type: none"> <li>o Goal 1: Expand the Port’s role as the regional transportation hub by providing superior facilities and services.</li> <li>o Goal 6: Increase agency coordination and communication for greater transparency between parties and to help streamline permitting processes and approvals.</li> </ul> </li> <li>- Consider how the City’s transportation system facilitates access to the Port and supports port and rail activities.</li> <li>- Ensure Port growth projections are evaluated and reflected in the future forecasting and transportation needs.</li> </ul>
<p>Hermiston-Boardman</p>	<p>This Plan is a coordinated effort between the Confederated Tribes of the Umatilla Indian Reservation’s (CTUIR’s) public transportation</p>	<p><b>Relevance:</b> Regional and local transit connections in this Plan will be considered as part of the TSP Update.</p>

Document	Overview	TSP Relevance and Recommendations
<p>Connector / Boardman-Port of Morrow Circular, 2021</p>	<p>branch, Kayak Public Transit, and Morrow County’s transit service, The Loop. It also brings in partnerships from Morrow and Umatilla Counties and the Port of Morrow.</p> <p>The Plan articulates a strategic approach to providing expanded transit services to meet the needs of the community and provide alternative routing options for enhanced service.</p> <p>It identifies two main corridors; the (1) Hermiston-Boardman Connector between Umatilla and Morrow County; and (2) Boardman-Port of Morrow Circular between the Port of Morrow and the Hermiston-Boardman Connector.</p>	<p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Identify stops in Boardman in Table 8 that still are considered ‘fair’ or ‘poor’ and consider including them in the TSP Update as infrastructure projects.</li> <li>- Update the TSPs transit element to include information from this Plan related to proposed changes to transit routes and stops within the City.</li> <li>- Review federal, state, and local funding sources and opportunities identified in the Plan and determine which ones apply to the TSP updated projects.                         <ul style="list-style-type: none"> <li>o Section 5310</li> <li>o Section 5339</li> <li>o Surface Transportation Block Grant (STBG)</li> <li>o Special Transportation Fund (STF)</li> </ul> </li> <li>- Assess the Capital Needs Plan and Table 22 to identify costs of updating transit stops, such as Employment stops, the SAGE Center, and Boardman Ave/Main St. facilities.</li> <li>- Table 23 looks at previous pedestrian and bicycle facilities identified in the Boardman TSP that are priorities of the City. Identify if these still are priority projects.                         <ul style="list-style-type: none"> <li>o Extending NE Boardman Avenue to Olson Road</li> <li>o Extending Third Street, Second Street, Chaperell Drive, Kinkade Road, and Anderson Road</li> <li>o Footbridge crossing the railroad near the Port Offices</li> <li>o New multi-use path on Columbia Avenue between Main Street and Olson Road and to the</li> </ul> </li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<p>south of Wilson Lane, as an extension of Faler Road.</p> <ul style="list-style-type: none"> <li>- Consider the inclusion of Park N Ride properties for the SAGE Center in Boardman.</li> <li>- Consider partners and management strategies to determine how they should/if they should be incorporated in the TSP Update, such as:                             <ul style="list-style-type: none"> <li>o Creating a Transportation Management Association (TMA) between the local government and businesses</li> <li>o Creating performance measures to monitor transit service performance</li> </ul> </li> </ul>
<p>Morrow County Coordinated Human Services Transportation Plan, 2022</p>	<p>This type of plan is required in order to be eligible for funding from the Federal Transit Administrations (FTA’s) Section 5310 program and the Oregon’s Special transportation Fund (STF).</p> <p>The Plan assesses the:</p> <ul style="list-style-type: none"> <li>- current services and the transportation providers</li> <li>- transportation services and mobility opportunities for seniors, people with low income, and people with disabilities.</li> </ul> <p>The Plan also guides future investment by identifying strategies and projects to mitigate gaps between current services and community needs.</p>	<p><b>Relevance:</b> Regional and local connections will need to be considered in the TSP Update.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>- Consider reflecting goals in updated strengthen City policies .                             <ul style="list-style-type: none"> <li>o Goal 1. Provide improved service to meet the needs of all community members, with a focus on those reliant on public transportation.</li> <li>o Goal 2. Provide reliable transportation options for health-supporting destinations.</li> <li>o Goal 3. Provide reliable transportation options for economic opportunities.</li> <li>o Goal 4. Improve marketing of services and education across transportation service areas.</li> <li>o Goal 5. Pursue stable funding sources to maintain and lower transportation costs for the public.</li> </ul> </li> </ul>

Document	Overview	TSP Relevance and Recommendations
		<ul style="list-style-type: none"> <li>- Consider including suggested strategies when evaluating transportation solutions and update transportation policy to support the following:                             <ul style="list-style-type: none"> <li>o Implement and continue to monitor the Boardman – Port of Morrow Circular and Hermiston – Boardman Connector</li> <li>o Enhance service hours and number of vehicles operating at a time</li> <li>o Expand bilingual information</li> <li>o Promote rideshares</li> </ul> </li> <li>- Review Table 4 in the Plan to reassess Cost, Benefit, and Difficulty of Implementation for these strategies.</li> <li>- Table 6 targets funding sources and determines eligibility; the priorities and funding opportunities should be assessed to determine relevancy to the TSP Update.</li> </ul>

**Table 2. Statewide Plans and Policies**

Document	Overview	TSP Relevance and Recommendations
ODOT and DLCD Transportation and Growth Management Program (TGM), pertaining to mission, goals, and objectives	The TGM Program addresses the integration of land use and transportation decisions throughout the state.  There are 5 main goals, with supporting objectives. The goals include: <ul style="list-style-type: none"> <li>- Providing transportation choices;</li> <li>- Creating communities;</li> <li>- Supporting economic vitality and growth;</li> </ul>	<p><b>Relevance and Recommendations:</b> Consistent with TGM goals and objectives, the TSP Update will focus on providing transportation opportunities to communities that support mobility and equity, promoting energy efficiency transportation systems and land use patterns, and maximizing the functionality of current facilities to support local networks in Boardman.</p>



Document	Overview	TSP Relevance and Recommendations
	<ul style="list-style-type: none"> <li>- Saving public and private costs; and</li> <li>- Promoting environmental stewardship.</li> </ul>	
Oregon Statewide Planning Goals	<p>Oregon has a total of 19 statewide planning goals that pertain to land use and other related topics.</p> <p>The Transportation Planning Rule (TPR) (OAR 660-012) implements Statewide Planning Goal 12 – Transportation and is discussed below.</p>	<p><b>Relevance:</b> The TPR requires aligning the City’s Comprehensive Plan, Development Code, and TSP. The TPR is discussed in further detail in the section below.</p> <p><b>Recommendations:</b>                      The TSP will need to consider the integration of supporting and other pertinent statewide planning goals, such as, Land Use Planning (Goal 2), Natural Resources (Goal 5), Air and Water Quality (Goal 6), Economic Development (Goal 9), Housing (Goal 10), Public Facilities and Services (Goal 11), Energy Conservation (Goal 13), and Urbanization (Goal 14).</p>
Oregon Administrative Rules (OAR) Chapter 660, Division 12 (Transportation Planning Rule – TPR)	<p>The TPR implements Statewide Planning Goal 12 – Transportation. There is extensive guidance for implementation of the goal.</p> <p>TPR Section -0020 outlines the required elements of the TSP.</p> <p>TPR Section -0045 details how jurisdictions need to amend land use regulations to implement and support the TSP.</p> <p>TPR Section -0060 ensures that land uses are consistent across development code, TSP, and Comprehensive Plans.</p>	<p><b>Relevance and Recommendations:</b> TPR 0020 outlines the required elements of the TSP that are necessary for the TSP Update process.</p> <p>The TSP Update process will need to review changes that have occurred that pertain to Sections -0020 or -0150, and that were not included in the current TSP, such as transportation needs within the community, transportation services provided, roadway or infrastructure or circulation, and transportation facility inventories or providers.</p> <p>Development Code amendments will be developed as part of the TSP Update process to ensure consistency with requirements in TPR Sections -0045 and -0060, as</p>

Document	Overview	TSP Relevance and Recommendations
	<p>TPR Section -0150 ensures the coordination of transportation and facility and service providers.</p>	<p>well as TSP recommendations. These amendments will be prepared as part of Task 6 TSP implementation work.</p>
<p>OAR Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards, and Medians)</p>	<p>OAR 734-051 establishes procedures, standards, and approval criteria for governing highway approach permitting and access management.</p> <p>The City of Boardman has interchange facilities on I-84 and will need to comply with OAR 734-051.</p> <p>Th regulation also includes standards related to spacing distance, sight distance, permitting for approaches, and additional considerations.</p>	<p><b>Relevance and Recommendations:</b> Any changes to interchanges along I-84 or surrounding the Port of Morrow in the Boardman UGB proposed as part of the TSP Update will need to comply with this rule.</p> <p>Any modifications to a public approach (City or County streets) to a State facility will need to comply with this rule – in particular, Section -1050.</p> <p>Private approaches must align with Section -3010 and include the public in the planning process.</p>
<p>OAR Chapter 731, Division 12 (Reduction of Vehicle – Carrying Capacity)</p>	<p>OAR 731-012 establishes Reduction Review Routes across the state, in accordance with Oregon Revised Statute (ORS) 366.215. A Reduction Review Route is any section of state highway that connects a travelled route to other state highways, including interchanges.</p> <p>The rule is intended to define terminology surrounding this ruling, outline a review process, and initiate communication for consensus during that process.</p>	<p><b>Relevance and Recommendations:</b> Any proposed changes or priority projects that includes an obstruction, reduction in clearance, or changes to the right-of-way for vehicles and their carrying capacity along a state highway need to comply with the procedures in OAR 731-012 and ORS 366.215.</p> <p>Consideration for proposed access and safety actions (Sections 012-0080 and 012-0090) will need to be integrated into the TSP Update.</p>

Document	Overview	TSP Relevance and Recommendations
<p>Oregon Transportation Plan (OTP) (2023), and its modal and topic plans</p>	<p>The OTP is a statewide, long-range transportation systems plan that looks to guide transportation policy, frameworks, and strategies through 2050.</p> <p>The Plans look at transportation networks for different modes and elements – aviation, bicycle and pedestrian infrastructure, freight, public transportation, state and local roadways, rail, safety, options, and funding.</p> <p>The OTP and its modal and topic plans have been updated since the last Boardman TSP update.</p>	<p><b>Relevance:</b> The TSP Update will build upon the OTP Vision and Values, especially as they pertain to safety, equity, and climate impacts – with a focus on meeting the transportation needs of underserved communities.</p> <p>In accordance with the OTP, the TSP Update will address building up a resilient transportation system that integrates context-sensitive solutions through public participation and involvement.</p> <p><b>Recommendations:</b></p> <ul style="list-style-type: none"> <li>– Review OTP and modal/topic plan goals and objectives for potential incorporation into the TSP goals or policies.</li> <li>– Integrate roadway and bicycle/pedestrian design guidance from the modal plans into TSP recommendations as appropriate.</li> </ul>
<p>Oregon Pedestrian and Bicycle Safety Implementation Plan (2020)</p>	<p>The Safety Implementation Plan (National Cooperative Highway Research Program (NCHRP) Research Report 893) provides a systemic 7-step pedestrian and bicycle safety analysis of ODOT’s highway network.</p> <p>Based on crash data, 25 pedestrian sites and 25 bicycle sites on state highways were identified as high-risk locations for pedestrian and bicycle crashes. These sites are not itemized in the Plan, but the Plan outlines a</p>	<p><b>Relevance and Recommendations:</b></p> <p>The Plan’s intention is to provide guidance for ODOT and other jurisdictions and roadway authorities to implement countermeasures outlined in the Plan.</p> <p>These countermeasures in the Plan can be consulted for bicycle and pedestrian safety needs identified through the TSP Update process.</p>

Document	Overview	TSP Relevance and Recommendations
	<p>countermeasure process to address high-risk sites.</p>	
<p>Statewide Transportation Improvement Program (STIP), 2024-2027</p>	<p>It is a short-term capital improvement program for regional and statewide transportation improvements and networks.</p> <p>It includes budgeting and financials for the upcoming four-year period.</p>	<p><b>Relevance and Recommendations:</b> Review projects in the STIP that are not already integrated into the TSP, and determine which ones need to be accounted for during the update process.</p> <p>The I-84 Interchange pavement project (key 22893), curb cuts (key 22561), and National Electric Vehicle Infrastructure (NEVI, Key 22740) are included in the STIP and should be considered for implementation in the TSP Update.</p> <p>Consider funding gaps and how they can be addressed through the TSP Update process.</p>
<p>ODOT Highway Design Manual (HDM), 2024</p>	<p>The HDM provides uniform standards and procedures for ODOT, and all of their projects related to State highways.</p> <p>The BUD is a Design Concurrence Document that was once a standalone document but has since been integrated into the HDM. This section defines design criteria and is intended to offer more flexibility for the urban context.</p>	<p><b>Relevance and Recommendations:</b> The TSP Update will need to assess highway facilities that serve Boardman, including I-84, Main Street, and Columbia Avenue.</p> <p>Where needed improvements or projects include or affect state highway facilities, the HDM will provide the guidance for determining which design standards and practical design concepts need to be integrated into the TSP Update.</p> <p>The BUD will provide transportation design guidance that is more sensitive to and flexible for urban contexts.</p>



## Technical Memorandum#3

**Date:** October 25, 2024

Kittelson Project No: 30287

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**To:** Project Management Team (PMT)

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**From:** Matt Hughart, AICP; Eza Gaigalas

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**Subject:** Goals, Objectives, and Evaluation Criteria DRAFT

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### Introduction

This memorandum presents the goals, objectives, and evaluation criteria that will be used to develop and evaluate potential transportation improvements generated as part of the City of Boardman Transportation System Plan (TSP) update.

### Project Background

The City of Boardman completed and adopted a Transportation System Plan (TSP) in 2001. The Transportation System Plan is an element of the Boardman Comprehensive Plan (incorporated by reference and as a Technical Appendix to the Comprehensive Plan). The TSP provides guidance for the planning, management, funding, and implementation of transportation facilities, policies, and programs within the Boardman Urban Growth Boundary (UGB).

Since the adoption of the 2001 TSP, the City of Boardman has seen significant levels of population growth, new residential and commercial development (in the form of infill development on undeveloped parcels), and continues to see the adjacent Port of Morrow grow as a major regional employment center. In addition to the TSP, there have been other planning efforts completed within this time frame that have helped shape and influence growth, development, and the transportation system including:

- Main Street Downtown Development Plan (2001)
- Comprehensive Plan (2003)
- Boardman Main Street Interchange Area Management Plan (2009)
- Port of Morrow Interchange Area Management Plan (2011)
- Central, North, and West Urban Renewal Plans

- Morrow County TSP (2012)
- Port of Morrow 2020 Strategic Business Plan
- Hermiston-Boardman Connector/Boardman – Port of Morrow Circular (2021)
- Morrow County/Umatilla County Transit Development Strategy (2018)
- Morrow County Coordinated Humans Services Transportation Plan (2022)

Accounting for the goals and objectives that drove these past planning efforts and taking into consideration the current and forward-focused needs of the city, a preliminary list of updated goals and objectives has been prepared to help formulate the basis for advancing Boardman’s transportation system for the next 20 years.

## Goals & Objectives

Goals and objectives are defined as follows:

- **Goals** are broad statements that reflect the community’s desires and vision for the entire transportation system. The goals are purposefully visionary and may not be fully attained within the 20-year planning horizon. The goals are supported by the objectives.
- **Objectives** are specific, measurable statements that provide a way for the community to measure progress toward achieving its goals.

The goals and objectives of a modern TSP should reflect the anticipated needs of the multimodal transportation system based on existing and upcoming land uses for the next 20 years, and define a framework for providing safe, reliable, interconnected, and efficient transportation services for all system users. The goals and objectives should also be in fundamental alignment with partnering agencies such as Morrow County and the Oregon Department of Transportation (ODOT).

With these fundamental aspects in mind, the following proposed goals and objectives have been developed to guide the development of the Boardman TSP. These goals and objectives are rooted in, and build upon, the various goals and objectives developed in the existing TSP and other transportation-related planning documents previously outlined. Additional goals and objectives have been proposed to ensure that the updated TSP is forward-focused, reflects the needs of the community, and supports the development of a safe, efficient, and reliable transportation system for all users.

## Goal #1: Safety

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Improve the safety and comfort of the multimodal transportation network.

- Objective #1a: Address known safety issues at locations with a history of fatal and/or severe injury crashes.
- Objective #1b: Identify and prioritize transportation improvements that provide safe access for all users, regardless of age, ability, or mode of transportation.
- Objective #1c: Manage vehicular access to key transportation corridors consistent with engineering standards and access management principles, while maintaining reasonable access to adjacent land uses.

## Goal #2: Mobility

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Provide an efficient multimodal transportation system.

- Objective #2a: Identify capacity constraints and develop projects and strategies to address those constraints, including intersection improvements, new crossings of I-84, and alternative multimodal connections.
- Objective #2b: Preserve and maintain the existing transportation system.
- Objective #2c: Support local and regional transit services through the advancement of stop amenities, service hubs, etc.

## Goal #3: Accessibility & Connectivity

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Provide an interconnected, multimodal transportation network that connects all members of the community to key destinations.

- Objective #3a: Provide new connections to/from Boardman's neighborhoods, schools, parks, transit stops, employment centers, and other key destinations.
- Objective #3b: Address existing walking, biking, and rolling gaps in Boardman's multimodal network.
- Objective #3c: Increase multimodal connectivity across I-84.

## Goal #4: Community & Equity

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Provide an equitable multimodal transportation system for all users to promote a livable and fully connected community.

- Objective #4a: Ensure that the transportation system provides equitable multimodal access for underserved and vulnerable populations to schools, parks, employment centers, commercial centers, health and social services, and other essential destinations.

- Objective #4b: Strengthen economic opportunities through the development of new transportation infrastructure.

## Goal #5: Sustainability

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Provide a sustainable transportation system by promoting transportation choices and preserving environmental resources.

- Objective #5a: Consider alternative transportation facility designs in constrained areas to avoid or minimize impacts to natural resources.
- Objective #5b: Avoid or minimize transportation impacts to natural and cultural resources in the city.

## Goal #6: Strategic Investment

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Make the most of transportation resources by leveraging available funding opportunities, preserve existing infrastructure, and reduce system maintenance costs.

- Objective #6a: Preserve and maintain the existing transportation system assets to extend their useful life.
- Objective #6b: Pursue grants and collaborate with partnering agencies to efficiently fund transportation improvements and supporting programs.
- Objective #6c: Identify and maintain stable and diverse revenue sources to address transportation needs.

## Evaluation Criteria

The evaluation criteria will be used throughout the TSP update process for two key purposes:

1. Evaluating the existing and future transportation system and identifying needs (gaps and deficiencies) and potential mitigation treatments; and
2. Comparing and selecting preferred elements to be included in the City of Boardman TSP Update.

The following table outlines a broad set of evaluation criteria that were developed based on the Boardman TSP Goals and Objectives proposed above and the new prioritization factors included in Oregon's Transportation Planning Rule (TPR). Each criterion will be used to assess how the individual transportation projects support the overall goals/objectives statements and prioritization criteria. Each transportation improvement project will be assessed according to the various evaluation criterion.



Goal Statement	Evaluation Criteria <sup>1</sup>	Scoring Key		Score?	Comments
<b>Safety -</b> Improve the safety and comfort of the multimodal transportation network.	Improve vehicular safety issues on Boardman’s roadway network	+2	The project is expected to have a positive safety impact and is at a location with a history of serious injury crashes and fatalities.		
		+1	The project is expected to have a positive safety impact.		
		0	The project is expected to have no impact or measurable safety benefit.		
	Improve non-motorized safety issues on Boardman’s multimodal network	+2	The project is expected to have a positive multimodal safety impact and will directly benefit vulnerable system users.		
		+1	The project is expected to have a positive multimodal safety impact.		
		0	The project is expected to have no impact or measurable multimodal safety benefit.		
	Improve access management on key transportation corridors	+2	The access management project will address operational or safety issues while maintaining reasonable access to adjacent land uses.		
		+1	The access management project will address operational or safety issues but have some impact on access to adjacent land uses.		
		0	The access management project will address operational or safety issues with significant access and circulation impacts to adjacent land uses.		
<b>Mobility -</b> Provide an efficient multimodal transportation system.	Identify capacity constraints and develop projects and strategies to address those constraints, including intersection improvements, new crossings of I-84, and alternative multimodal connections.	+2	The project will address a significant mobility or capacity constraint.		
		+1	The project will generally improve overall mobility.		
		0	The project is expected to have no impact on overall mobility.		
<b>Accessibility and Connectivity -</b> Provide an interconnected, multimodal transportation network that connects all members of the community to key destinations.	Improve connections to/from Boardman’s neighborhoods, schools, parks, transit stops, employment centers, and other key destinations.	+2	The project will improve connections to/from multiple key destinations, and/or serves destinations with limited or no multimodal infrastructure.		
		+1	The project will generally improve connections to/from key destinations.		
		0	The project does not involve or improve connections to/from key destinations.		

Goal Statement	Evaluation Criteria <sup>1</sup>	Scoring Key		Score?	Comments
	Address existing gaps in Boardman’s multimodal network.	+2	The project will fully complete an existing multimodal network gap.		
		+1	The project will partially fill an existing multimodal network gap.		
		0	The project is does not address an existing multimodal network gap.		
	Improve connectivity between the north and south sides of Boardman.	+2	The project will provide a new multimodal connection across I-84.		
		+1	The project will improve multimodal connections on existing corridors that span I-84.		
		0	The project is does not address connectivity between the north and south sides of Boardman.		
<b>Community and Equity -</b> Provide an equitable multimodal transportation system for all users to promote a livable and fully connected community.	Improve multimodal access and connections to/from Boardman’s underserved population groups, lower-income neighborhoods, and/or transportation disadvantaged groups.	+2	The project improves access connections to/from underserved population groups, lower-income neighborhoods, and/or transportation disadvantaged groups; and serves areas that have limited or no multimodal infrastructure.		
		+1	The project improves access and connections to/from underserved population groups, lower-income neighborhoods, and/or transportation disadvantaged groups.		
		0	The project does not involve or impact underserved population groups, lower-income neighborhoods, and/or transportation disadvantaged groups.		
<b>Sustainability -</b> Provide a sustainable transportation system by promoting transportation choices and preserving environmental resources.	Avoid or minimize transportation impacts to natural and cultural resources in the city.	+1	The project can be expected to have a positive impact on natural resources.		
		0	The project has no measurable positive or negative impact on natural resources.		
		-1	The project can be expected to have a negative impact on natural resources.		
<b>Strategic Investment -</b> Make the most of transportation resources by leveraging available funding opportunities, preserve existing	Preserve the transportation network and system maintenance costs	+1	Project is expected to compliment the existing transportation network and/or reduce system maintenance costs.		
		0	Project has no positive or negative impact on system preservation and maintenance costs		

Goal Statement	Evaluation Criteria <sup>1</sup>	Scoring Key	Score?	Comments
infrastructure, and reduce system maintenance costs.		-1 Project can be expected to negatively impact the existing transportation network or lead to increased system maintenance costs		

<sup>1</sup>Evaluation Criteria written in overall tone of proposed Boardman TSP Goals and Objectives statements