



# PLANNING COMMISSION MEETING

February 21, 2024 at 7:00 PM

Boardman City Hall Council Chambers  
**MINUTES**

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## 1. CALL TO ORDER

Commission Chair Barresse called the meeting to order at 7:00 PM.

## 2. FLAG SALUTE

## 3. ROLL CALL

Commissioners Present: Commissioner Jami Carbray, Commissioner Jennifer Leighton, Commissioner Mike Connell, Commissioner Ragna TenEyck (Zoom), Commissioner Zack Barresse, Commissioner Sam Irons (Zoom)

Commissioner Absent: Commissioner David Landstrom (Excused)

Staff Present: Carla McLane - Planning Official, Nancy Orellana - Planning Associate, Amanda Mickles - City Clerk, Rolf Prag - Public Works Director (Zoom), Toni Connell - Utility Clerk (Zoom), Rick Stokoe - Chief of Police.

Audience: Emily Clifford, Shaun Clifford, Guri Bhathal, Hardeep Singh, Lee Docken, Matt Bergstrom, George Shimer. Via Zoom: Alejandra Pacheco, Torrie Griggs.

## 4. ELECTION OF OFFICERS

Commission Chair Barresse stated it was time to elect a Chair and Vice chair for the 2024 calendar year. Commissioner Leighton made a motion to retain both officers, Commission Chair Zack Barresse, and Commission Vice Chair Sam Irons.

Motion made by Commissioner Leighton, Seconded by Commissioner Connell.

Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Irons

## 5. APPROVAL OF MINUTES

### A. Planning Commission Meeting Minutes December 20, 2023

Motion is made to approve the minutes from December 20, 2023 meeting as presented.

Motion made by Commissioner Connell, Seconded by Commissioner Leighton.

Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Irons

## 6. PUBLIC HEARINGS

### A. Silver Gardens Preliminary Findings with Attachments

Commission Chair Barresse opened the public hearing at 7:04 PM on Site Design Review RVW23-000002. Unity Partners LLC and Willowfork Investment LLC owners. The subject property is described as tax lot 1600 of Assessor's Map 4N 25E 09CC and is zoned Tourist Commercial Subdistrict. This request is to approve a hotel, restaurant, and short stay recreational vehicle (RV) park. Criteria are found in the Boardman Development Code Chapter 2.2 Commercial District; Chapter 4.2 Development Review and Site Design Review Section 4.2.600 Approval Criteria; and provisions within Chapter 3 Design Standards. It is being processed as a Type III decision. This is a continuance of the hearing from the December 2-, 2023 Planning Commission Meeting.

Commission Chair Barresse read the rules of conduct of the hearing and asked the commissioners if they wished to abstain from this hearing. There were none.

Commission Chair Barresse asked if anyone in the audience wished to challenge any of the commissioners' impartiality. There were none.

#### Staff Report

Planning Official McLane stated the report has a few changes, and will review the Findings of Fact provided in the commissioners' packets, highlighting the amended sections.

Page 1 in the heading, the words "Amended February 14, 2024" were added.

Page 2 adds a paragraph that states: Prior to the conclusion of the December Planning Commission public hearing the applicant requested a continuance and has subsequently provided an updated narrative with more detail around the short stay RV Park as well as another proposed layout. The amended layout shows SW 1st Street developed between the hotel and restaurant on one side with the RV Park on the other. Staff suggest that both layouts be considered with the final layout dependent upon infrastructure and other inputs prior to development.

Page 3 under #4 added missing verbiage that states: The following address the various Chapter 3 provision that staff have deemed applicable.

Page 3 under F added verbiage that states: The alternative site plan would retain the single access point to the RV park but access to the hotel and restaurant are less clear. It is assumed that the at least three access points would be needed to support those activities, all requiring an Access Permit. This is listed as a Condition of Approval.

Pages 13 and 14 added: At the December 20, 2023, Planning Commission public hearing there was concern expressed by several commission members about the RV Park. The subsequent submittal by the applicant, which is attached to these Findings, has additional information about the proposed RV Park. Their amended narrative provides the following:

In response to concerns voiced by the Boardman Planning Commission at the last hearing, the applicant wishes to expand the recreational vehicle resort narrative to allay concerns that this RV resort will fall into disrepair or any kind of disrepute with the citizens of Boardman. The process involved in planning this RV resort has required a

well-defined development strategy with an initial concept crucial to insuring that the RV resort will be first class. The site has been designed for the best use of infrastructure, amenities, and landscaping. There will be operations and management plans to ensure efficient and effective service and customer satisfaction.

The RV resort will host guests on short-stays (typically one day but up to 3 or 4 days) that are most likely traveling east or west on I-84 and need a night or two of rest. Additionally, we would like to attract travelers to the RV Resort as a relaxing destination. This area has access to recreation opportunities on the Columbia River, such as the Sacagawea Heritage Trail, the Boardman Marina Park and the SAGE Center, all worthy destinations. Visitors can even purchase a day pass at the Boardman Pool & Recreation Center and enjoy a swimming pool or the fitness amenities.

The site amenities include:

- The anticipated space for the park will be approximately 2.54 acres.
- The short stay RV Resort will allow guests to stay similar to a hotel guest, i.e. 3-4 days would be the typical longest stay but we anticipate a 1-day stay to be the most common length.
- Gated entrance/exit
- A playground
- Laundry facility with restrooms and showers in the building.
- Each space will have a columnar tree planted with a 4-foot tree ring, artificial turf covering, and a parking space for a pickup.
- The interior streets will be 2-way directional.
- There will be 38 RV spaces and 16 spaces for vehicle overflow parking.
- Based on the industry average, we anticipate 50% occupancy.
- There will be 2 employees on the property daily.
- Anticipated daily trips are calculated to be 42.
- Only Recreational Vehicles newer than 10 years old will be allowed to stay at the Resort.

The applicant has worked to address the concerns raised by the Planning Commission and staff have added a Condition of Approval related to operations.

Page 16 adds the condition of approval #20: Operate the RV Park consistent with the application narrative to allow only short-term stay of recreational vehicles 10 years old or newer.

Planning Official McLane stated the developer addressed the concerns presented by the Planning Commission at the last meeting and adjusted their proposed application to reflect changes. She recommended asking the commissioners to ask the applicants, in attendance, the questions for clarity.

Commissioner Barresse asked for the results of the last traffic study on Main Street. Planning Official McLane stated the results came in upwards of 8000 trips per day. Due to another project in town, there will be further information in March or April.

Commissioner Barresse asked if there was additional correspondence received on the application. Planning Official McLane stated she received the amended narrative, city maps, including new site plans.

### Applicant Testimony

Hardeep Singh with Unity Partners stated he is here to address concerns the Commission had at their last hearing. Mr. Singh took a few minutes to show their website and different projects Unity Partners are developing in the region. Two conditions were added to the original application for the RV Resort. The stay will be limited to 3-4 days, and RVs older than 10 years will not be allowed on the property. Amenities will be added. Mr. Singh also stated they are in discussions with KOA to franchise this property. The hotel will either be a Hilton or Marriott and the restaurant will be either Denny's or IHOP. Mr. Singh stated the RV Resort will be kept up as they are not going to put \$16 million dollars into building the hotel for the RV part to bring the value down. The RV park will hold equal standards. The back side of the property will allow for retail space. The goal is for the planning part to be wrapped up by the end of this year and work to begin soon after.

Commissioner Connell asked if the two employees on site will be running the RV park rather than the Hotel. Mr. Singh stated the employees will be assigned to the RV side.

Commissioner Barresse asked if there was an estimate of how many jobs this would bring into the community. Mr. Singh stated post construction the RV resort would need 6, hotel between 14-20 depending on occupancy, and the restaurant would be around 20. Commissioner Barresse also asked if they have done a traffic study or if it would be done. Mr. Singh stated they have completed a preliminary study and they have the numbers, when the development of the area is approved, a more comprehensive study will be completed. Mr. Singh also mentioned the development will assist the City as they are working to create the loop on that side of Main Street. This also connects with the retail space allowing for traffic from Main Street.

Commissioner Carbray mentioned the 3-4 day stay and asked how they plan to mitigate someone leaving and coming back the next day. Mr. Singh stated the resort is a high end resort and occupants will pay by the day. The conditions of the stay will be upheld. The target customers will be travelers needing a quick stay and is visible from the freeway.

Public Testimony in favor: Lee Docken has a real estate firm in Boardman and stated he has past experience with this group in different areas and they are great to work with. Many positive things come from this group, if they think there is something that will not work, they correct it immediately. Small towns do their planning and wait, but time and economics change. The RV industry is growing.

Public testimony against application. There was none.

Zoom attendee Alejandra Pacheco is a small business owner in Boardman and asked how this development will impact small business owners, specifically the food industry. She also asked the City about the traffic impact and if there is a plan to add a stop light, if additional police officers would be needed for security.

### Rebuttal

Mr. Singh addressed the questions brought forward by Ms. Pacheco. He stated getting temporary stays in Boardman would hopefully improve business.

Planning Official McLane responded to Ms. Pacheco stating the applicant is not required to do an economic impact study, but a traffic impact study is required. While the City knows the development will generate more traffic and trips, the project on

North Main Street is unrelated to the project on the South Main Street. The City is pursuing a stop light on Main Street and Boardman Avenue, she stated this will be brought to the Planning Commission for conversation in March or April. The City recognizes this will be a big change for traffic flow. Planning Official McLane clarified this is an unrelated project. The developers will be working with the City to help develop the loop road on this side of the property and at this time a light is not needed. The City is in the process of road improvements and some are attached to this project. Oregon Trail Blvd will go West to connect to SW 1st Street. The City shifts focus as development dictates need.

Neutral public testimony. There was none.

No further staff rebuttal.

Public Comment from Zoom chat: Toni stated she supports the hotel and restaurant but not the RV park right off Front Street, how will the RV park limit the stay and keep the park looking nice. Planning Official McLane referred back to the conditions added to the application where the stay is limited at 3-4 days and equipment must be newer than 10 years.

Commission Chair Barresse closed the public hearing at 7:44pm.

#### Deliberation - Silver Gardens

Commissioner Carbray asked about the layout of the RV Park. Commissioner Leighton helped her locate the plan in the packet. There are two different options showing different placements for road. The road placement will be finalized later in the planning process to fit with infrastructure availability.

Commissioner Connell stated he is worried about the park by the marina, but not enough to worry about the other chances for development, citing the need to move up and onward.

Commissioner Irons stated the RV park at the marina is always full in the summer, the City needs to add more options. Front Streets will need to be developed with something, he would rather see an RV park than nothing.

Commissioner Leighton asked the applicant if they would consider planting more trees along the freeway side to make more private and less of an eye sore. Mr. Singh stated they would be willing to look into that further down the line as the KOA franchise has standards they would follow as well. Mr. Singh also addressed the placement of the RV Park, said that if there is no visibility if they place the park behind the hotel, the use would be lower.

Commissioner Barresse asked if there was consideration of placing the RV park to the South of the hotel rather than next to it. Mr. Singh reiterated the location and visibility from the freeway. Commission Chair Barresse stated he was personally a fan of the plan.

Commissioner Carbray stated the development is needed, but an RV park in the middle of town is not what she would like to see.

Commissioner Leighton stated the applicant did listen to the concerns brought forward and added the conditions and staffing clarity. Commissioner Connell agreed stating that originally there was also concern about how the RV park would be staffed.

Commissioner Carbray asked what the City will do if the company does not follow their own conditions. Planning Official McLane stated the City has a Code Enforcement program that will address issues if they arise.

Commissioner Irons stated there could be worse things in the middle of town.

Commissioner Carbray stated her concerns around the property not being utilized and falling into disrepair. Mr. Singh stated the company will not let that happen as they do not want to lose money, if the property is not being utilized properly, adjustments will be made.

Commissioner Connell stated a company won't invest that much money into a hotel and not care, it won't fail for long before changes are made. Mr. Singh stated with the retail space located behind the hotel, they must care about the whole property and all businesses occupying it.

Motion was made to approve Site Design Review RVW23-000002 as presented.

Motion made by Commissioner Connell, Seconded by Commissioner Irons.

Voting Yea: Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Irons

Voting Nay: Commissioner Carbray

#### B. CCS Regional Youth Facility

Commission Chair Barresse opened the public hearing at 8:05 PM. Site Design Review RVW24-000002 Community Counseling Solutions owner. The subject property is described as tax lot 600 of Assessor's Map 4N 25E 09AD and is zoned Light Industrial. This request is to approve a Regional Youth Facility. Criteria are found in the Boardman Development Code Chapter 2.2 Commercial District; Chapter 4.2 Development Review and Site Design Review Section 4.2.600 Approval Criteria; and provisions within chapter 3 Design Standards. It is being processed as a Type III decision.

Commission Chair Barresse read the rules of conduct of the hearing and asked the commissioners if they wished to abstain from this hearing. There were none.

Commission Chair Barresse asked if anyone in the audience wished to challenge any of the commissioners' impartiality. There were none.

Staff Report: Planning Official McLane stated this project has been on the books for a while but funding has been difficult to begin the process. She presented the Findings of Fact report included in the packet. Site team meetings have been thorough and proactive through the process. All applications have been submitted. The approval of the application is in the final step. The plan had previously been presented and approved by the Planning Commission approximately 3 years ago. There is a variance due to the height of the fence for allowance of a 12 foot fence, standard height is 6 foot. The reason for the height is that the facility is for younger children, ages 7-11, that will need additional security.

Matt Bergstrom, Chief Operating Officer Community Counseling Solutions spoke about the facility purpose, use, and need in the state. This facility will be state of the art program and will keep children in the state. This facility will generate approximately 30 jobs. There will be a home setting, educational opportunities, and a gym.

Shaun Clifford from the design team discussed the fence. It will be a 12 foot anti climb fence looking similar to a basketball fence. Commissioner Connell asked to clarify an anti climb fence. Mr. Clifford explained the webbing used has small links to make it difficult to get hands in. Commissioner Connell asked if there would be barbed wire across the top, Mr. Clifford stated there would not be.

Commissioner Connell asked for clarity on what type of kids would be utilizing the facility. Children from abusive homes, or similar to what is at the "Ranch" where they might harm themselves and they need to be attended to in that individual need. Mr. Bergstrom said the children will be foster, experiencing self harm, in emotional distress. The facility will provide medication or behavior support, create a home environment, have space for reunification with families and will work on a smooth transition back into their community.

Commissioner Chair Barresse asked if there was a plan to increase these types of facilities around the state. Mr. Bergstrom stated this facility is groundbreaking and unique. Funding is difficult, but the long term goal is to build more around the state.

Commissioner Connell asked why they chose to build in Boardman, specifically, since there are CCS facilities all over. Mr. Bergstrom said location was a big factor as the need will pull from Oregon and some parts of Washington.

Commissioner Leighton asked if this goes well, would facilities be added for other age groups. Mr. Bergstrom stated the current board is aggressive; however, CCS will need to sustain the growth. Growth spurs staffing and housing availability.

Commissioner Connell asked what happens when the children age out of the facility range. Mr. Bergstrom stated there are other facilities in Oregon that they would move to.

Commissioner Chair Barresse asked for public testimony in favor. Police Chief Stokoe stated he has been working with CCS to develop in this region for a long time. Boardman has options; Port of Morrow will help with groundwork. Regarding the public safety side, he said it is heartbreaking that this age group has the need for this type of facility. Children are at risk and this type of facility is a great opportunity for those kids and being able to keep them closer to their family and near their support system. The fence is to keep kids in, but it also needs to keep people out, to protect the kids.

Public testimony in opposition. There were none.

Public neutral testimony. There were none.

Public hearing closed at 8:29 PM

#### Deliberation - CCS Regional Youth Facility

Commissioner Leighton stated she was all in favor. Commissioner Connell clarified the location is over by UEC.

Commissioner Barresse stated he is very much in favor of the plan. Commissioner Irons stated the Commission had listened to a variance years prior and had overwhelming support and fully supports the plan.

Motion was made to approve Site Design RVW24-000002 as presented.

Motion made by Commissioner Leighton, Seconded by Commissioner Carbray.

Voting Yea: Commissioner Carbray, Commissioner Leighton, Commissioner Connell, Commissioner TenEyck, Commissioner Barresse, Commissioner Irons

## 7. DISCUSSION ITEMS

### A. Boardman Development Code Audit

Planning Official McLane discussed the audit and went over proposed changes as presented in the packet. The purpose is being more clear and transparent. The code determines the standard and how to apply that standard. This is a development code, it needs to be about development. Other things to determine are how the process moves forward - the whole code in one big process or do a chapter or section at a time. Would the City hire an outside consulting firm to do this work or do it internally.

Commission Chair Barresse stated he remembers discussing this years ago. Planning Official McLane stated the "To Do List" is beginning to be addressed and things will be getting done. She is willing to use other models of codes around the state to see what is working.

### B. Planning Official Report

Planning Official McLane stated she sent the commissioners an email from the County Planning Director Tamara Mabbott inviting them to a training. There is a lot of good information in the presentation and discussed the difference in presenters. It is not a requirement, but could be a good introduction for newer commissioners and a good refresher for veteran commissioners.

Update of the Work Program. Need is there to update the Comprehensive Plan, Development Code, Municipal Code, Transportation System Plan, Interstate Area Management Plan (IAMP), Port of Morrow IAMP was recently done, and the Main Street Downtown Development Plan. In order to update these plans, there are some additional documents needed, such as a housing needs analysis. The County did a county wide housing needs analysis in 2018-19. At that time, the analysis indicated the City of Boardman needed 144 multi-family units. That is equivalent to the first phase of the Port View Apartments. Boardman still needs more after those 380+ units from Port View and other individual developers. Inside City limits there is not enough industrial land. The City is working on a business license program. There will be an addressing ordinance. The City is working on the funding to complete a Parks Master Plan. Transportation and Growth Management (TGM) grant was awarded at just under \$250,000 and will be used toward updating the Transportation System Plan which predates the current IAMP. There should be a consultant team on board in the next 4-6 weeks. ODOT has funds and they will be doing a IAMP on the Tower Road interchange, so the 2 projects may be happening simultaneously. The update of the Comprehensive Plan may be further out as the other documents should be completed first.

Recently there have been some great conversations internally and with an applicant regarding shipping containers used as storage sheds. Historically they have not been allowed in residential areas, but they are allowed in industrial areas, however, there are no standards. This will be addressed sooner rather than later.



## **8. PUBLIC COMMENT**

Lee Docken stated that from 1985-1995 he was on the Planning Commission. Economics often do not come into play, there was a 10 year period where there was no building permits issued. There was 2 stores in town and apartment buildings were boarded up. Boardman is a completely different town today.

## **9. ADJOURNMENT**

Commission Chair Barresse adjourned the meeting 9:14 PM.

### **A. Future Meetings:**

March 20, 2024

April 17, 2024