

**PRELIMINARY FINDINGS OF FACT
PLANNING COMMISSION
ADOPTION OF THE ECONOMIC OPPORTUNITIES ANALYSIS**

REQUEST: To adopt an Economic Opportunities Analysis as guidance to Goal 9 Economics.

APPLICANT: City of Boardman
Post Office Box 229
200 City Center Circle
Boardman, Oregon 97818

- I. GENERAL INFORMATION:** The City of Boardman is working to update the multiple planning documents that guide development, residential, commercial, and industrial, within the City. This Strategic Planning process started with the development and adoption of five strategic goals as part of a strategic plan adopted by the City Council in March 2025. The result will be an updated Transportation System Plan, a refinement of the Main Street Interchange Area Management Plan, a Parks Master Plan, a Housing Capacity Analysis, this Economic Opportunities Analysis, all concluding with an updated Comprehensive Plan and Development Code.

An Economic Opportunities Analysis (EOA) is required of cities to reconcile estimates of future employment land demand with existing inventories, something Boardman has not done since the last century. And with the growth that Boardman has seen over the past decade, it is time for a clear understanding of what the economic opportunities may be. The Data Center industry has exploded in north Morrow County and west Umatilla County starting in only 2008. In less than 20 years this industry has transformed our landscape, employment picture, and placed housing demands on Boardman and the other communities in this region.

The EOA lays the groundwork for understanding the national, state, and local economic trends and outlines Boardman's comparative advantages of our community and workforce. It evaluates key industries the City should consider targeting as economic opportunities and projects demand for both industrial and commercial lands. It concludes by summarizing the City's current inventory of commercial and industrial lands and discusses the adequacy of that inventory over both a five- and twenty-year period.

A Buildable Lands Inventory was completed as part of the consultant's work that evaluated developed, partially developed, and vacant land as inputs to the EOA. They also have provided, as part of their work, suggested changes for the City's Comprehensive Plan and Development Code which will be adopted through a separate process.

- II. PROCEDURE:** This amendment is being processed using Type IV procedures found within the Boardman Development Code. The Type IV process requires a hearing before the Planning Commission with a recommendation to the City Council. The final hearing will take place before the City Council.
- III. APPROVAL CRITERIA:** The request has been filed under the BDC Chapter 4.1 Types of Applications and Review Procedures, more specifically 4.1.600 Type VI Procedures (Legislative). The criteria are identified below in **bold** type with responses in regular type.

G. Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. Approval of the request is consistent with the Statewide Planning Goals.

The Statewide Planning Goals applicable to this request are Goal 1, Citizen Involvement, Goal 2, Coordination, and Goal 9 Economics.

Goal 1 requires the City to “develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” Because the proposed amendment, or adoption of the EOA, will be heard by both the Planning Commission and the City Council, there will be at least two opportunities for public comment to the EOA. Additionally, the hearings were published in the East Oregonian providing additional public notice. This is consistent with the City’s acknowledged citizen involvement program. (Goal 1, Policy 4: The Planning Commission is officially designated as the Citizen Involvement Committee.)

There was also a Public Advisory Committee (PAC) that was appointed to provide input to the Consultant team and review the various work products. The PAC, consisting of 11 citizens and state agency professionals, met four times over the past year, providing valuable information and feedback. This would also be consistent with the City’s acknowledged citizen involvement program.

Goal 2 requires the City to adopt a comprehensive plan and implement the plan through its development code and by extension other planning level documents. The proposed EOA is consistent with and will support the comprehensive plan relative to development of commercial and industrial businesses. (Goal 2, Policy 3: The City has adopted the City of Boardman Development Code, a unified zoning and subdivision land use code to facilitate the development process and implement the land use goals of the City as outlined in the Comprehensive Plan.)

Goal 9 requires the state to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. It also requires that comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state and that those comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities throughout the state and to ensure that comprehensive plans are based on information about state and national economic trends. The proposed EOA meets these standards.

For these reasons, the criterion is met.

2. Approval of the request is consistent with the Comprehensive Plan.

The Boardman Comprehensive Plan (BCP) has a variety of policies that support the proposed amendment and the process used to achieve it. Goal 1 policies support citizen involvement and

the public hearing process. Goal 1, Policy 4, designates the Planning Commission as the City's official Citizen Involvement Committee. Therefore, review by the Planning Commission ensures compliance with the comprehensive plan.

While none of the Goal 2 Policies are specifically applicable to this action, staff assert that the land use planning process required through Goal 2 is supported with the adoption of the EOA. The desired result of this process is twofold – first to adopt the EOA to better understand the city's needs for land inventory to meet our economic needs for commercial and industrial lands and second to update Goal 9 of the Comprehensive Plan and address inadequacies within the Development Code which will follow the adoption of the EOA.

Goal 9 requires, within the Boardman Comprehensive Plan and based on the economic policies, that the City position Boardman as a regional center for industry and commerce; encourage tourist commercial activity near Interstate 84; allow for the creation of industrial park development; and monitor the City's industrial land related to supply and demand. The EOA and its related outcomes does work towards meeting these policies.

For these reasons, the criterion is met.

3. The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property.

The proposed EOA does not specify properties, other than the analysis within the Buildable Lands Inventory, but does work to achieve a framework that the City can work within to identify lands for both commercial and industrial development. No current public facilities, services, or transportation networks are impacted by the adoption of the EOA. It is intended to be a roadmap to the lands inventory that is needed. As lands are brought into the urban growth boundary or rezoned for employment purposes these factors would be reviewed initially and again when development occurs.

For these reasons, the criterion is met.

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| IV. | LEGAL NOTICE PUBLISHED: | December 24, 2025, and January 21, 2026
East Oregonian |
| V. | DLCD 35-DAY NOTICE: | December 9, 2025 |
| VI. | AGENCIES NOTIFIED: Dawn Hert and Leigh McIlvaine, Department of Land Conservation and Development. | |
| VII. | HEARING DATES: | Planning Commission
January 15, 2026
Council Chambers |

Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

City Council
February 3, 2026
Council Chambers
Boardman City Hall
200 City Center Circle
Boardman, Oregon 97818

VIII. PLANNING OFFICIAL RECOMMENDATION: The Planning Official recommends the Planning Commission forward the request to the City Council with a ‘do adopt’ recommendation based on the following findings.

- The Planning Commission finds that the process utilized to review and recommend this proposed EOA is compliant with the Statewide Planning Goals and the City’s Comprehensive Plan. Goal 1 was met through the Public Advisory Committee meetings and the Planning Commission public hearing held to consider this request. The City Council public hearing will also provide an opportunity for citizen involvement.
- The Planning Commission finds that the process utilized to review and recommend this proposed EOA adoption is compliant with the Statewide Planning Goals and the City’s Comprehensive Plan related to both Goal 2 and Goal 9.
- The Planning Commission finds that the EOA is consistent with the Comprehensive Plan.

Zack Barresse, Chair
Planning Commission

Date

ATTACHMENTS:

- DRAFT Economic Opportunities Analysis
- Comprehensive Plan Memorandum
- Development Code Memorandum