

## **Section 1**

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### Introduction

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The City of Boardman, in conjunction with Morrow County and the Oregon Department of Transportation (ODOT), initiated a study of the city's transportation system during the summer of 1998. The purpose of this study was two-fold: to guide the management and development of appropriate transportation facilities; and to incorporate the vision of the community into a land use and transportation system that addresses both the potential for infill and redevelopment strategies and the multimodal needs of the community.

Several community-specific issues that needed to be addressed as part of the study process were identified at the project inception stage. The Boardman urban growth boundary (UGB) contains sufficient land for at least a 20-year period. Because such a large amount of land exists, there is a potential for continued low-density development and inefficient development patterns, which could make it difficult to provide utilities and services cost-effectively and efficiently. Low-density development could also consume more land than necessary and cause a need to expand the UGB earlier than might otherwise be necessary. Boardman also lacks an established downtown commercial core and has needs for additional, concentrated commercial development. How and where future commercial development occurs will be important in terms of helping Boardman establish a stronger identity and character and will also affect the transportation system and needs. The analysis, findings, and recommendations of this report incorporate a diverse spectrum of vehicular, pedestrian, bicycle, and other multi-modal circulation and connectivity solutions.

This study was prepared as part of a Transportation Growth Management Grant and is formatted to provide the necessary elements for the City of Boardman to assemble its Comprehensive Plan. In addition, this document provides Morrow County and ODOT with recommendations for incorporation with their respective planning efforts.

State of Oregon guidelines stipulate that the TSP must be based on the current comprehensive plan land use map and must provide a transportation system that accommodates the expected 20-year growth in population and employment that will result from implementation of the land use plan. Oregon Revised Statute 197.712 and the Land Conservation and Development Commission (LCDC) administrative rule known as the Transportation Planning Rule (TPR) require that all jurisdictions develop the following:

- a road plan for a network of arterial and collector streets;
- a public transit plan;
- a bicycle and pedestrian plan;
- an air, rail, water, and pipeline plan;
- a transportation finance plan; and,
- policies and ordinances for implementing the transportation system plan.

The TPR requires that alternative travel modes be given equal consideration and that reasonable effort be applied to the development and enhancement of the alternative

modes in providing the future transportation system. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance amendments to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment/institutional areas. It is further stipulated that local communities coordinate their respective plans with county and state transportation plans.

#### **STUDY AREA**

The City of Boardman is located along the southern shore of the Columbia River in northern Morrow County, Oregon, as shown in Figure 1. The city currently benefits from several easily accessible modes of transportation. Boardman has convenient access to Interstate 84 via two grade-separated interchanges located near the downtown and the Port of Morrow, respectively. In addition, the city has convenient access to the Columbia River through the Port of Morrow. The city also enjoys rail service provided by Union Pacific Railroad.

Home to an estimated population of 2,795 persons (1998 census estimate), Boardman's development pattern was defined in a master planning effort that guided the city's relocation to high ground as dams were built on the Columbia River. According to the city's Comprehensive Plan, the master plan that was developed during the relocation of the city platted commercial and residential lots with mobile homes allowed only on certain selected lots in the original plat. The downtown area contains a mix of commercial, residential, and public land uses, with the major employers of the area located in the Port of Morrow.

Large residential lots north of the freeway and west of Main Street were developed to acquire land from the railroad and a 31-acre campus was reserved for the Riverside High School. The City of Boardman's growth patterns that followed relocation were driven by the creation of thousands of acres of new farmland through center pivot irrigation, construction of the Portland General Electric coal-fired power plant at the Port of Morrow, and development of agri-business facilities at the Port. The transportation network was constructed with these developments in mind.

Figure 1  
Study Area Map

## **PUBLIC INVOLVEMENT AND STUDY GOALS**

The TSP planning process provided the citizens of Boardman with the opportunity to identify their priorities for future growth and development. Expressing their vision for the future in terms of goals and objectives for the TSP was a central element of the public involvement process. The goals and objectives identified by the community were used as guidelines for developing and evaluating alternatives, selecting a preferred transportation plan, and prioritizing improvements.

Three committees were formed to guide the planning process: the Management Team, the Transportation Advisory Committee (TAC), and the Community Stakeholders. The Management Team was composed of representatives of the City of Boardman, Morrow County, ODOT, and the consultant team. The Transportation Advisory Committee involved members of the City of Boardman Planning Commission. The Community Stakeholders included several members of the community with a specific interest in transportation and land use planning in Boardman.

The committees convened at several key junctures of the project including: project inception, completion of the existing conditions analysis, presentation of the future conditions and alternatives analysis findings, and presentation of the draft TSP. Through these meetings, the local transportation planning process evolved such that a general consensus was achieved and maintained among all parties in attendance.

Given the city's Comprehensive Plan, and through the direction provided by the TSP committees and the public hearing process, a series of transportation system goals and objectives evolved that provided the planning process with direction as well as evaluation criteria. Those goals and objectives are listed below.

### **Goal 1**

Promote a balanced, safe, and efficient transportation system.

#### *Objectives*

1. Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimizes energy consumption and air quality impacts.
2. Protect the qualities of neighborhoods and the community.
3. Provide for adequate street capacity and optimum efficiency.
4. Promote adequate transportation linkages between residential, commercial, public, and industrial land uses.
5. Examine the function of the freeway interchanges and establish land use and transportation policies that will maximize capacity and minimize conflict among uses.
6. Identify a preferred location for long term development of a central business district that can tie the north and south sides of the city together with a transportation system of streets, sidewalks, and bike paths.

7. Examine the location and mix of residential densities, including infill potential, to determine the most efficient pattern of residential development to maximize the use of existing and planned infrastructure and reduce vehicle miles for internal trips as well as make the most efficient use of the city's land supply.

#### **Goal 2**

Ensure the adequacy of the roadway network in terms of function, capacity, level of service, and safety.

##### *Objectives*

1. Develop a functional classification system that addresses all roadways within the study area.
2. In conjunction with the functional classification system, identify corresponding street standards that recognize the unique attributes of the local area.
3. Identify existing and potential future capacity constraints and develop strategies to address those constraints, including potential intersection improvements, future roadway needs, and future street connections.
4. Evaluate the need for modifications to and/or the addition of traffic control devices.
5. Identify access spacing standards adjacent to state highway facilities that conform to the Oregon Highway Plan.
6. Provide an acceptable level of service at all intersections in the city, recognizing the rural character of the area. Intersection operations on state highways should conform to the level of service and volume/capacity ratio requirements identified in the Oregon Highway Plan.
7. Identify existing and potential future safety concerns as well as strategies to address those concerns.

#### **Goal 3**

Promote alternative modes of transportation.

##### *Objectives*

1. Develop a comprehensive system of pedestrian and bicycle routes that link major activity centers within the study area.
2. Encourage the continued use of public transportation services.

#### **Goal 4**

Identify and prioritize transportation improvement needs in the City of Boardman, and identify a set of reliable funding sources that can be applied to these improvements.

##### *Objectives*

1. Develop a prioritized list of transportation improvement needs in the study area.

2. Develop construction cost estimates for the identified projects.
3. Evaluate the adequacy of existing funding sources to serve projected improvement needs.
4. Evaluate new innovative funding sources for transportation improvements.

#### **TRANSPORTATION SYSTEM PLAN STUDY METHODOLOGY AND ORGANIZATION**

The development of the City of Boardman's Transportation System Plan began with an inventory of the existing transportation system and a review of the local, regional, and statewide plans and policies that guide land use and transportation planning in the city (Appendix "A" contains the plans and policies review). The system inventory included documentation of all transportation-related facilities within the study area and allowed for an objective assessment of the current system's physical characteristics, operational performance, safety, deficiencies, and general function. A description of the inventory process, as well as documentation of the existing conditions analyses and their implications, is presented in **Section 2** of this report. The findings of the existing conditions analysis were presented to and verified by the TSP committees.

Upon completion of the existing conditions analysis, the focus of the project shifted to forecasting future travel demand and the corresponding long-term future transportation system needs. Development of long-term (year 2020) transportation system forecasts relied heavily on population and employment growth projections for the study area and review of historical growth in the area. Through the city's Comprehensive Plan and land use projections provided by the consultant team, reasonable assumptions could be drawn as to the potential for and location of future development activities. **Section 3** of this report, *Future Conditions Analysis*, details the development of anticipated long-term future transportation needs within the study area.

**Section 4** of this report, *Alternatives Analysis*, documents the development and prioritization of alternative measures to mitigate identified safety and capacity deficiencies, as well as projects that would enhance the multi-modal features of the local transportation system. The process by which future transportation system projects were identified and prioritized included extensive cooperation with the TSP committees. The impact of each of the identified alternatives was considered on the basis of individual merits, conformance with the existing transportation and land use system, as well as potential conflicts to implementation and integration with the surrounding transportation and land use system components. Ultimately, a preferred plan was developed that reflected a consensus as to which elements should be incorporated into the city's long-term transportation system.

Having identified a preferred set of alternatives, the next phase of the TSP planning process involved presenting and refining the individual elements of the transportation system plan through a series of decisions and recommendations. The recommendations identified in **Section 5**, *Transportation System Plan*, include a Roadway Network and Functional Classification Plan, a Pedestrian Plan, a Bikeway Plan, a Public Transportation Plan, and other multi-modal plans.

**Section 6, *Transportation Funding Plan***, provides an analysis and summary of the alternative funding sources available to finance the identified transportation system improvements.

The city's existing comprehensive plan and zoning ordinances were limited and did not allow the city to develop the type of transportation system desired. In an effort to rectify this situation and ensure compliance with the TPR, several comprehensive plan and zoning ordinance modifications have been developed. Development review guidelines were also drafted. The recommended modifications presented in **Section 7, *Policies and Land Use Ordinance Modifications***, address major land use and transportation issues identified through development of the TSP and reflect the desire to enhance all modes of the transportation system.

Finally, **Section 8, *Transportation Planning Rule Compliance***, lists the requirements and recommendations of the Oregon Transportation Planning Rule (OAR 660 Division 12) and identifies how the City of Boardman TSP satisfies that criterion.